

REPORT



Oyster Bay Neighbourhood Concept Plan: Commercial

Stz'uminus First Nation



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1.0 Oyster Bay Neighbourhood

1.1 Overview

Stz'uminus First Nation has identified its Oyster Bay Neighbourhood (the Neighbourhood) for future development. Located between the city of Nanaimo and town of Ladysmith, the Neighbourhood consists of 64.8 acres (26.2 ha)¹ of land that straddles the Trans-Canada Highway and sits adjacent to beautiful Ladysmith Harbour. Due its size and unparalleled location, the Oyster Bay Neighbourhood presents multiple development opportunities, including residential, commercial, assisted living, and hotel uses.

Stz'uminus First Nation is currently seeking development partners to help realize the Nation's vision for the Oyster Bay Neighbourhood. The Nation has worked diligently over the last decade to establish a strong policy foundation, legal structure, and community vision for development on this key site. This report serves as the next step in the process – to turn the vision into a reality through providing potential development partners with:

- A development overview of the Oyster Bay Neighbourhood and the Commercial Neighbourhood Concept Plan (NCP). This will include a summary of relevant policies, procedures, guidelines, and/or studies; and
- A detailed Conceptual Development Plan for the Commercial development opportunity and a description of key features.

The Conceptual Development Plan has been designed to convey the Nation's vision for the site and to demonstrate the site's substantial potential to prospective development partners. However, it is important to note that **the Conceptual Development Plan does not represent the only approach to development on the site. Rather, it represents one (of many) potential development scenarios.** Stz'uminus First Nation is committed to working with its partners to develop a final product tailored to meet their needs.

1.2 The Vision

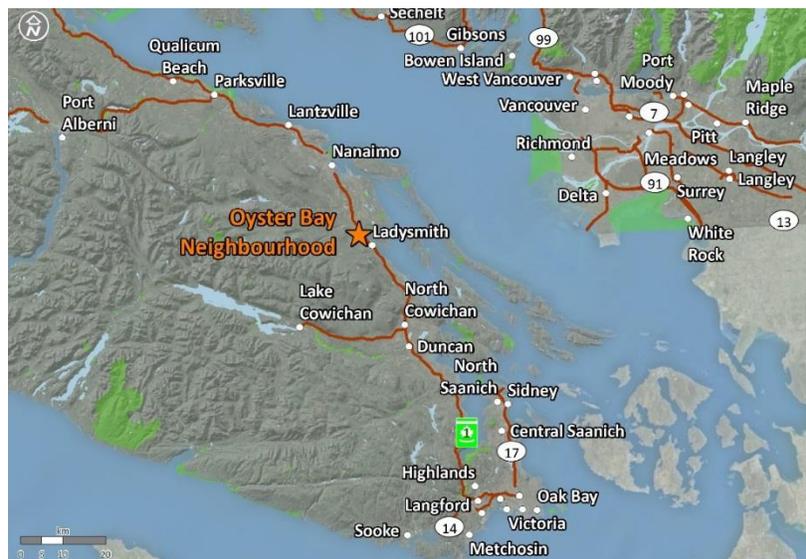
Stz'uminus First Nation envisions the Oyster Bay Neighbourhood to be a vibrant and complete community, serving as an active and attractive residential, commercial, recreational, and tourism hub for the region. In offering a wide range of high quality amenities and services for residents and visitors, the development will bring economic prosperity to Stz'uminus First Nation and its development partners. Furthermore, it will provide a stable and sustainable source of revenue, jobs, and business opportunities for the First Nation and the broader, local economy. The development will balance sustainable urbanism while embracing the cultural heritage of the area and protecting the natural environment. It will be a place that both Stz'uminus members and non-members can enjoy and share.

¹ All land areas included in this report are approximate. For precise land areas, a site survey is required.

1.3 Location & Natural Amenities

The Oyster Bay Neighbourhood is located on Vancouver Island, British Columbia, approximately 4 km north of the town of Ladysmith and less than 20 km south of the city of Nanaimo, both major local / regional service centres.

Figure 1: Regional Context



The Nanaimo airport and ferry terminals, which provide key transportation linkages to the city of Vancouver (among other places), are located approximately 8 km and 20 km, respectively, from the site. The site's location along the Trans-Canada Highway (Highway 1) – the major highway on the island – provides exceptional access and mobility on the local level.

Figure 2: Local Context



The site boasts a range of natural amenities, including a beautiful coastal location along Ladysmith Harbour, the adjoining Bush Creek Park, and a pristine forrest environment full of native plants and trees.

Figure 3: Oyster Bay Natural Environment



1.4 Stz'uminus First Nation Planning and Policy Context

Stz'uminus First Nation is a signatory to the federal *Framework Agreement on First Nations Land Management*. The Agreement establishes a First Nation's right to adopt its own *Land Code*, rather than operating under the land-related rules of the *Indian Act*. In accordance with the Agreement, Stz'uminus First Nation enacted its *Land Code* on January 17, 2013. All future development on Oyster Bay I.R. 12 will be subject to this *Land Code*. A copy of the **Land Code** can be found in **Appendix C**.

In addition to its *Land Code*, Stz'uminus First Nation has established a comprehensive planning and policy framework to guide future development on its lands, which include the Oyster Bay Neighbourhood. **Key documents** can be found in **Appendix C**. These laws and policies underpin the Oyster Bay Neighbourhood Concept Plans:

- *Stz'uminus First Nation Governance Manual*
- *Stz'uminus First Nation Land Code (July 25, 2013)*
- *Oyster Bay Land Use Plan (2010)*
- *Stz'uminus First Nation Development Permit Law*
- *Oyster Bay Design Guidelines (2011)*
- *Stz'uminus First Nation Zoning Law (includes Zoning Guidelines)*
- *Stz'uminus First Nation Building Law*
- *Stz'uminus First Nation Land Development Procedures Manual*
- *Stz'uminus First Nation Fees and Charges Law*
- *Co-operation Protocol between Stz'uminus First Nation and the Town of Ladysmith*
- *Servicing Agreement (Town of Ladysmith) [furnished upon request]*

1.5 *Servicing Agreement with Town of Ladysmith*

As part of its *Cooperation Protocol* with the Town of Ladysmith, Stz'uminus First Nation has signed a *Servicing Agreement* with the Town concerning the provision of certain municipal-type services for future development on Stz'uminus land. Securing these services was a key step for Stz'uminus, as it greatly increases the development capacity of the site and simultaneously reduces the servicing and infrastructure costs for the First Nation and its development partners. In return for the provision of municipal-type services, Stz'uminus First Nation has agreed to collect Development Cost Charges and reimburse the Town of Ladysmith.

Development Cost Charges:

As defined in the *Servicing Agreement* between Stz'uminus First Nation and the Town of Ladysmith, payment of Development Cost Charges to the Town is required for any development in the Oyster Bay Neighbourhood. **Stz'uminus First Nation requires that these costs be covered – in their entirety – by its development partner(s) under the terms and conditions outlined in the Servicing Agreement. A copy of the Agreement will be provided to potential development partners upon request.**

1.6 *Background Analysis of Development Potential*

The development scenario presented in this document is supported by detailed site and market analysis, as well as local development expertise, including:

- *Highest and Best Use Market Study* for Oyster Bay I.R. 12 (completed by Urbanics in 2009)
- *Residential and Retail Market Demand for Proposed Multi-Use Development Report* (completed by Site Economics in 2013); and
- Development expertise of the Coast Salish Development Corporation.

The 2009 and 2013 reports can be found in **Appendix B**.

2.0 Neighbourhood Concept Plans (NCPs)

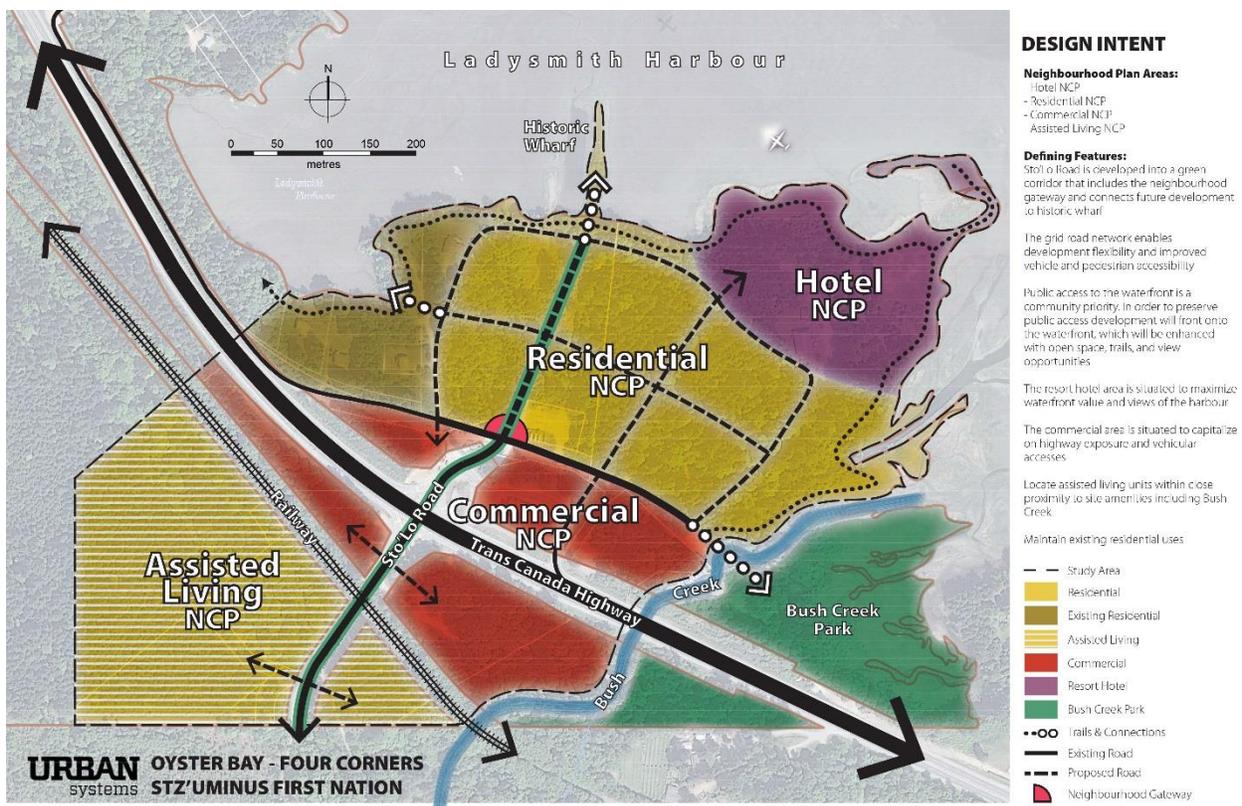
2.1 Overview

The Oyster Bay Neighbourhood can be viewed as one cohesive site or, alternatively, as a combination of four, smaller ‘sub-areas’, each defined by unique site conditions and characteristics. To advance its vision, Stz’uminus First Nation has developed Neighbourhood Concept Plans (NCPs) for these distinct areas. The NCPs have been carefully designed to allow them to be developed independently (i.e. staged development or multiple development partners) or as a whole (i.e. simultaneous development or one development partner). The intent of the NCPs is to provide potential development partners with a clear direction for development on Stz’uminus land. As mentioned earlier, the Conceptual Development Plans have been designed to convey the Nation’s vision and is just one of many different development scenarios.

Neighbourhood Concept Plans (NCPs):

1. **Commercial NCP (18.5 acres / 7.5 ha):** The commercial anchor and neighbourhood gateway;
2. **Residential NCP (21.3 acres / 8.6 ha):** The core residential neighbourhood;
3. **Hotel NCP (3.7 acres / 1.5 ha):** The tourism and recreational hub, and Neighbourhood showpiece; and
4. **Assisted Living NCP (21.3 acres / 8.6 ha):** Assisted living for local seniors in close proximity to commercial and natural amenities.

Figure 4: Oyster Bay Neighbourhood Concept Plan Areas



2.2 Design Guidelines

To ensure high quality design and development on the Oyster Bay site, Stz’uminus First Nation has developed *Design Guidelines* (2011). The Neighbourhood Concept Plans have incorporated the following general principles of the *Design Guidelines*:

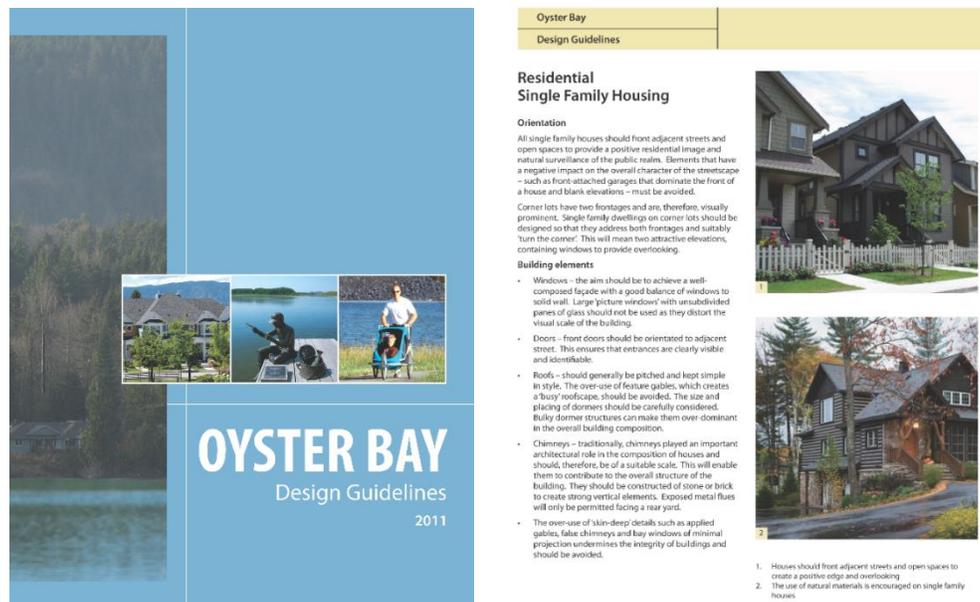
- Capitalize on the natural setting of the site including the mature forest and the coastline;
- Create a visually attractive development with a distinct sense of place;
- Create a mix of land uses, including residential, office, commercial and community uses;
- Provide a range of housing opportunities and choices; and
- Promote a compact, walkable urban form.

A key principle included in the *Design Guidelines* is the concept of placemaking. It is the intention of Stz’uminus First Nation that this concept helps guide the design and development of projects on its lands:

“Placemaking is the process of bringing individuality and distinctiveness to the built environment in order to produce a sense of place. Responding to local character and context provides a starting point for creating a unique sense of place... There are many existing features, such as views across Ladysmith Harbour, the interesting coastline and existing vegetation, which should act as form-givers for the development with the purpose of assisting in achieving uniqueness of character.”

In addition to general principles, the document provides specific design guidelines for a range of land uses and development types relevant to the Oyster Bay Neighbourhood (e.g. residential single-family housing). As plans for the site advance in further detail, the Guidelines will serve as a key tool to guide the physical form and character of each component of the site. A copy of the *Oyster Bay Design Guidelines* can be found in **Appendix C**.

Figure 5: Oyster Bay Design Guidelines (2011)

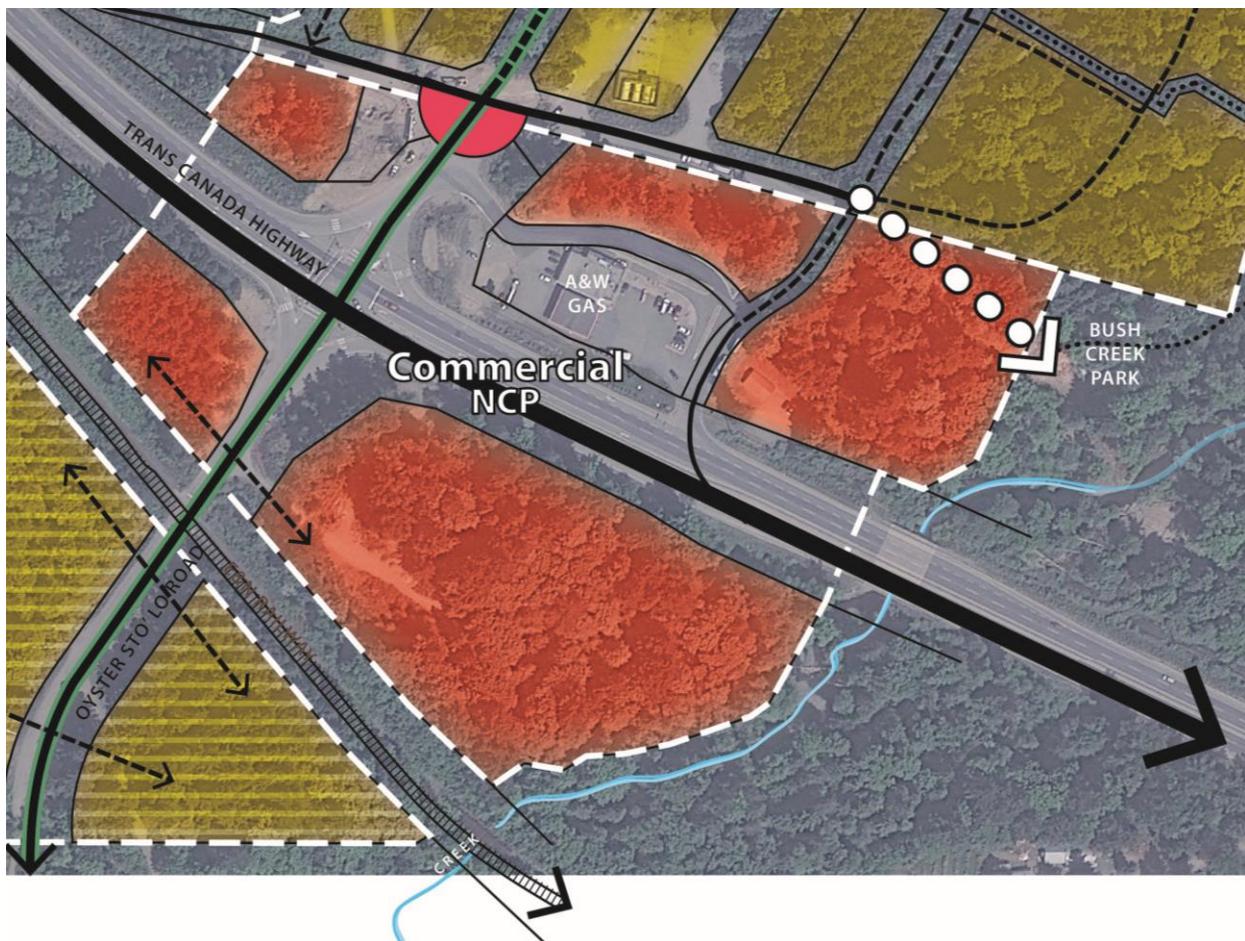


3.0 Oyster Bay Neighbourhood Concept Plan: Commercial

3.1 The Opportunity

Located at the intersection of the Trans-Canada Highway and Oyster Sto'Lo Road, the Commercial NCP forms the core of the broader Oyster Bay Neighbourhood development. Due to its excellent access, location along the Trans-Canada Highway, and proximity to both Ladysmith and Nanaimo, the site is ideally suited for commercial development. The Commercial NCP has been identified by Stz'uminus for immediate development due to its strong market potential and its ability to serve as a commercial anchor for future residential, assisted living, and tourism uses in the surrounding areas.

Figure 6: Commercial NCP – Site Overview (18.5 acres / 7.5 ha)



3.2 Site Overview

The Commercial NCP site has a total land area of 18.5 acres (7.5 ha)² with extensive highway frontage and access via a full movement signalized intersection at Oyster Sto'Lo Road and the Trans-Canada Highway. The Commercial NCP is bordered by Bush Creek to the southeast, the E&N railway right-of-way to the southwest, Residential & Hotels NCPs to the northeast, and additional Stz'uminus land to the northwest.³ The Commercial NCP is primarily undeveloped, with existing uses consisting of a combined Husky service station and A&W restaurant located on the northeast corner of the Oyster Sto'Lo Road / Trans-Canada Highway intersection. In addition, the CSDC office building is located on the north side of the Trans-Canada Highway (adjacent to the A&W).

Figure 7: Commercial NCP – Development Area



3.3 Site Land Use & Zoning

Based on the aforementioned market analysis / development expertise, Stz'uminus First Nation has identified the Commercial NCP for a range of commercial development, including Highway Commercial, Neighbourhood Commercial, and Office uses. The identified uses are supported by the First Nation's

² Includes 7.8 acres of existing uses (A&W, gas station, and pump station) and existing / proposed rights-of-way.

³ It is important to note that the rail line is not in use (as of early 2014), however its long-term viability for passenger rail is an ongoing topic of discussion.

existing laws and policies governing land use and development, including its *Land Use Policy* and *Zoning Law*.

Table 1: Commercial NCP Land Use & Zoning

Current & Proposed Land Use & Zoning	
Land Use Policy Designations	Zoning Law Designation
Commercial Use	Highway Commercial (C2) General Office Commercial (C1) Parks & Open Space (P1)

3.4 Sub-Areas

The intersection of the Trans-Canada Highway and Oyster Sto'Lo Road physically divides the Commercial NCP into four distinct geographic quadrants, each with its own unique character and development potential. For development purposes, the northeastern site has been further 'divided' into parcels to reflect the existing business operations and a proposed north-south collector road. These five **parcels** form the Commercial NCP.

Figure 8: Commercial NCP – Development Parcel Overview



3.5 Sub-Area Land Use & Zoning

Based upon market analysis / development expertise, Stz'uminus has identified future land uses for each parcel to reflect their unique size, location, and character. The following provides a breakdown of the development parcels, including leasable area, proposed use, and lot size.

Table 2: Commercial NCP Development Parcels – Lease Areas, Proposed Land Uses & Lot Sizes

Commercial NCP Parcel	Lease Area ⁴	Proposed Use	Proposed Lots / Lot Area
1	0.5 ac (0.2 ha)	Highway Commercial (Restaurant / Drive-Through)	1 Lot / 2,000 sq. ft.
2	1.1 ac (0.4 ha)	Highway Commercial (Auto-Oriented Uses)	2 Lots / 4,000 sq. ft. Each
3	2.6 ac (1.1 ha)	Highway Commercial (Auto-Oriented Uses; Phase II)	1 Lot / 6,000 sq. ft. <i>(Does not include Phase II)</i>
4	1.0 ac (0.4 ha)	Highway Commercial (Service Station)	1 Lot / 2,000 sq. ft.
5	5.5 ac (2.2 ha)	Neighbourhood Commercial (Grocery Store, Office, Other Commercial)	1 Lot (Grocery) / 21,500 sq. ft. 1 Lot (Commercial) / 4,000 sq. ft. 20 Lots (Commercial & Office) / 1,200 sq. ft. per Lot / Up to 2,400 sq. ft. of Total Floor Area per Lot **

***Each lot has a footprint of 1,200 sq. ft. However, an additional 1,200 sq. ft. of floor area per lot is possible with two storey buildings (e.g. ground floor commercial & second storey office).*

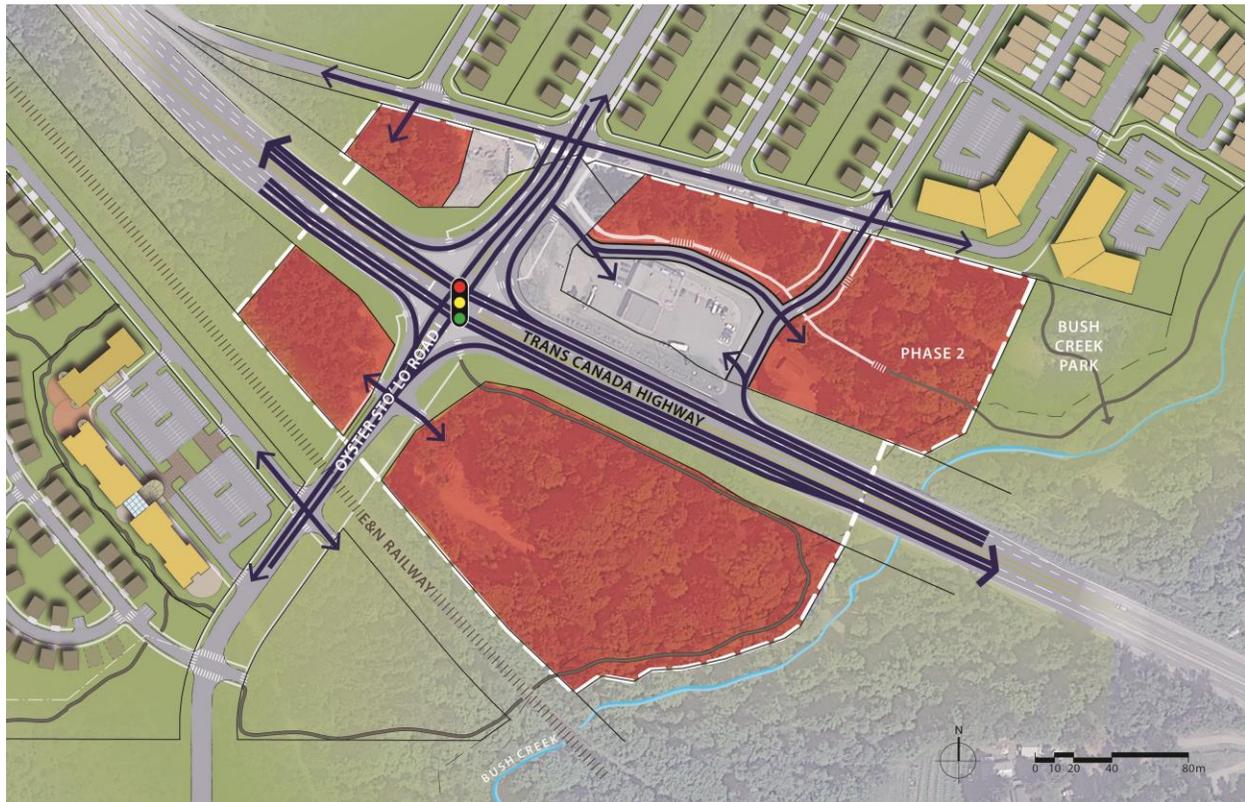
3.6 Access & Servicing

Access to the development parcels is from the full-movement signalized intersection of the Trans-Canada Highway and Oyster Sto'Lo Road, as shown in Figure 9. As of 2012, the average traffic volume along the Trans-Canada Highway was approximately 27,000 per day⁵. The highway intersection is characterized by two eastbound and two westbound through lanes, along with dedicated left-turn and right-turn lanes. Oyster Sto'Lo Road is a paved two-lane road and is identified as the primary access road to the development parcels. The Fast Food/Gas site adjacent to Parcels 2 and 3 also has an existing right-in access from the Trans-Canada Highway.

⁴Leasable land; does not include existing uses or existing / proposed rights-of-way.

⁵ BC Ministry of Transportation, Average Annual Daily Trips (AADT), Traffic Information GIS Website - Uniform Traffic Volume Segment View along Trans-Canada Highway from First Avenue (Ladysmith) to Cedar/Carmichael Road.

Figure 9: Commercial NCP – Access & Circulation



As shown in Figure 10, the development area is serviced by an existing trunk sanitary forcemain and trunk watermain system. These sanitary and watermain systems have been designed to accommodate the full build-out for the entire Oyster Bay Neighbourhood. The water system has also been designed to supply a fire flow of 150 L/s for commercial land uses. These trunk services extend to the Town of Ladysmith's municipal system at a connection point approximately 2 kilometres south east of the lands. Water supply and sewage collection services are provided by the Town of Ladysmith by way of a Municipal Type Servicing Agreement with Stz'uminus. For further information relating to the design of these systems, please refer to McElhanney Consulting Services' design report provided in **Appendix D**.

Please note the engineering servicing commentary provided in this report is preliminary in nature and has been developed solely for conceptual level planning purposes. As such, confirmation of engineering opportunities and/or constraints requires further investigation, analysis and engineering design. The developer of the lands will need to identify offsite infrastructure and access related improvements based on their proposed development concept.

Figure 10: Commercial NCP – Servicing & Setbacks



4.0 Commercial NCP: Conceptual Development Plan

4.1 Plan Overview

To demonstrate the substantial potential of the site, Stz'uminus has completed a Conceptual Development Plan for the Commercial NCP. The purpose of the Plan is to convey the First Nation's vision for the Commercial NCP to potential development partners. The Commercial NCP presents a development scenario, consistent with:

- The results of detailed highest and best use / market analysis by Urbanics and Site Economics (**Appendix B**);
- The site's physical characteristics;
- Best practices in planning, design, and engineering;
- The goals, priorities, policies, and regulatory framework of Stz'uminus First Nation; and
- The expertise of Coast Salish Development Corporation.

Built upon this foundation, the Conceptual Development Plan presents a development scenario that is both **realistic**, yet **flexible** enough to be tailored to the needs of Stz'uminus and its development partners. The Plan does not represent the *only* approach to development of the Commercial NCP. Rather, it represents *one* potential development scenario for the site.

Figure 11: Commercial NCP – Conceptual Development Plan



4.2 General Design Considerations

As within the broader Oyster Bay Neighbourhood, the Commercial NCP and each sub-area have been designed to function both independently and as a whole. As a result, the following overall principles underpin the design of the Conceptual Development Plan and its key features:

- Maximizing value for Stz'uminus First Nation;
- Providing a realistic, yet flexible layout and mix of uses;
- Ensuring high connectivity to the broader Neighbourhood;
- Providing a high quality destination and experience for users;
- Allowing for potential expansion / Phase II;
- Incorporating natural areas into the site while meeting parking needs (i.e. accommodating cars as well as neighbourhood pedestrians);
- Ensuring adequate parking:
 - The design respects the Stz'uminus First Nation parking Bylaw and allocates approximately 75% of the maximum parking limit; and
 - Site densities / demand have been projected based on the on assumption of surface parking only.
- Providing a visually attractive product to passers-by that reflects the high quality development potential of the broader Oyster Bay Neighbourhood.

With those principles in the background, the following sections provide a detailed breakdown of the key components of each of the four sub-areas. As flexibility is a key factor, certain *alternative* features are proposed in the Conceptual Development Plans to show potential additions or adjustments to the site.

4.3 Key Features

Based on the aforementioned market analysis / development expertise, the site conditions, and the land use and zoning policies and regulations of Stz'uminus First Nation, the site has been designed to include the following key features:

- A Neighbourhood Shopping Centre consisting of:
 - 21,500 sq. ft. Grocery Store;
 - 24,000 sq. ft. Neighbourhood Commercial; and
 - Up to 24,000 sq. ft. Office;
- 18,000 sq. ft. Highway Commercial / Restaurant / Auto-Oriented Uses (excludes existing uses); and
- Existing Service Station / Restaurant; Existing / Proposed Rights-of-Way.

The following sections provide a detailed description of the design concepts for each of the five development parcels within the Commercial NCP.

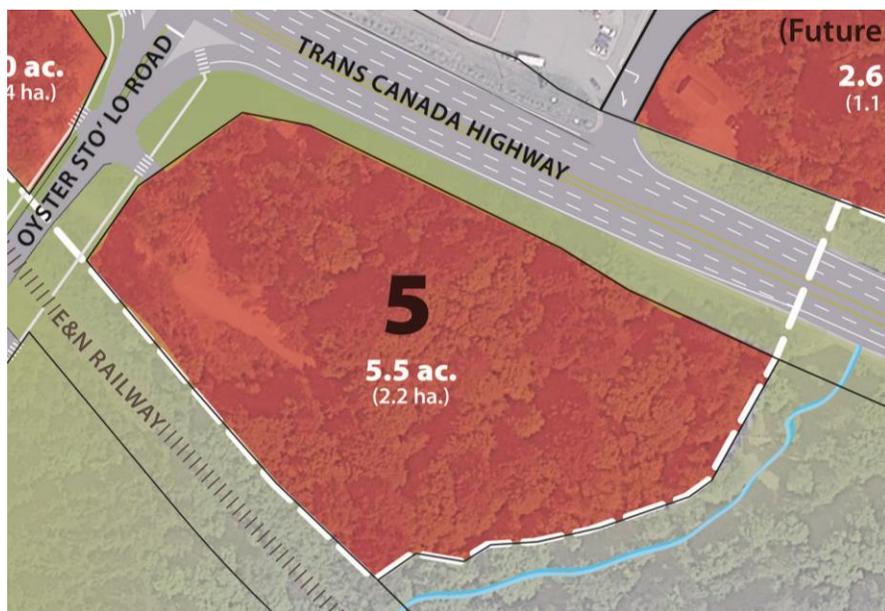
5.0 Commercial NCP: Parcel 5

5.1 Overview & Land Use

The largest of the five parcels, Parcel 5 consists of 5.5 ac (2.2 ha) of total land area located along the Trans-Canada Highway. There is currently no existing development on the parcel.

The parcel is bordered by Bush Creek (SE), Oyster Sto'Lo Road (NW), the Trans-Canada Highway (NE), and the E&N rail line (SW). The parcel has excellent exposure, with 208 metres of highway frontage in addition to 76 metres fronting Oyster Sto'Lo Road. As per Stz'uminus' *Land Use Policy* (**Appendix C**), the parcel has been identified for future **Commercial** use. The *Zoning Law* (**Appendix C**) designates the parcel as a **Highway Commercial Zone (C2)**.

Figure 12: Parcel 5 Overview



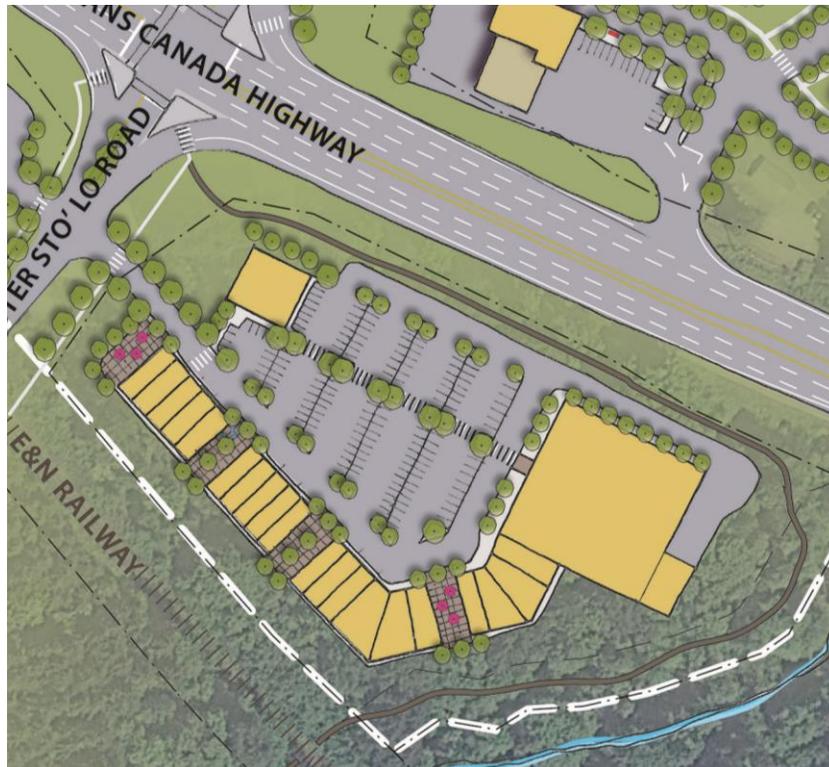
Key Features

Due to its combination of size and location, Parcel 5 has been identified by Stz'uminus First Nation for Neighbourhood Commercial and Office uses. Based on market analysis / development expertise in combination with the land use and zoning policies and regulations of Stz'uminus, the site has been designed to include the following key features:

- 21,500 sq. ft. grocery store;
- 4,000 sq. ft. bank or other commercial space;
- 20 1,200 sq. ft. C.R.U's with ground floor retail / neighbourhood commercial;
- Up to 24,000 sq. ft. of office space (on second story of CRUs);
- +/- 200 parking spaces; and
- Setbacks consistent with the Stz'uminus *Zoning Law*.

It is important to note that the key feature of the site is the grocery store. Securing a grocery store anchor should be considered a top priority, as its presence not only enhances the viability of commercial development on Parcel 5 and the Commercial NCP but also the broader Oyster Bay Neighbourhood. As estimated by Site Economics, with a supermarket anchor the Oyster Bay Neighbourhood could support upwards of 75,000 sq. ft. of commercial. In contrast, without a supermarket, commercial demand would be limited to approximately 40,000 sq. ft.

Figure 13: Parcel 5 Concept



Key Design Principles

To accommodate the proposed mix of uses and to maximize the functionality and value of the site, the following key principles helped guide the development of the Parcel 5 Concept:

- Maximize exposure of grocery store and bank site to highway;
- Maintain viewing corridors to CRUs;
- Straightforward circulation & parking design (i.e. easy to move in and out);
- Provision of ample parking;
- Incorporation of outdoor space and natural light;
- Promoting a safe and enjoyable pedestrian environment; and
- Flexibility to accommodate additional or expanded uses.

5.2 Major Features

Grocery Store

Proposed Concept: Situated on the southeastern end of the site, a 21,500 sq. ft. grocery store will serve as an anchor both for the immediate quadrant, the adjacent commercial development, and the Oyster Bay Neighbourhood as a whole. The Parcel 5 Concept has been developed to maximize the grocery store's exposure along the Trans-Canada Highway to potential users.

Figure 14: Parcel 5 Grocery Store



Alternative: Site and market analysis indicates that the parcel may be able to accommodate up to a 23,000 sq. ft. grocery store. However, the current *Servicing Agreement* with the Town of Ladysmith limits the floor area of any single commercial building to 21,500 sq. ft. Should a development partner be interested in exceeding the current limit, it would be necessary for Stz'uminus First Nation to discuss the possibility of a new Agreement with the Town. With this scenario in mind, the Parcel 5 Concept provides for additional area adjacent to the store's southeastern side to accommodate a potential expansion.

Stand-alone Commercial Space

Proposed Concept: Located at the entrance to the site, at the corner of Oyster Sto'Lo Road and the Trans-Canada Highway, this potential structure of 4,000 sq. ft. offers a high profile location for a commercial establishment such as a financial institution (bank), retail store, office, or restaurant. Due to its corner location, the establishment will serve as a showpiece for the site, both to attract users and showcase the

high quality design principles incorporated throughout the Commercial NCP and the broader Oyster Bay Neighbourhood.

This establishment may serve as a single destination for users – to this end parking has been located at its entrance. Alternatively, the establishment may be one of multiple stops for users of the site – to this end the Parcel 5 Concept has incorporated a green pedestrian connection, linking this establishment to the grocery store site. Such a connection allows users to park in one location and circulate around the site safely, on foot.

Figure 15: Parcel 5 Stand-Alone Commercial Space



Alternative: In addition to the corner building, the Parcel 5 Concept has been designed to accommodate a potential additional stand-alone commercial space located along the highway between this corner site and the grocery store. It is envisioned that this addition would include two stories of office uses or a combination of ground floor commercial and second story office. The Parcel 5 Concept has currently identified this area for parking in order to maintain a visual corridor between the highway and the interior CRUs.

CRUs & Office Space

The Parcel 5 Concept demonstrates a potential layout that could accommodate 20 CRU structures of approximately 1200 sq. ft., ideally suited for neighbourhood commercial or office uses. If fully utilized, these CRUs could potentially support ground-floor commercial with office space on the second story. Such a configuration would double the amount of rentable floor space. As noted previously, the commercial demand is heavily influenced by the presence of an anchor, such as a grocery store. The CRUs and corresponding uses have been proposed based on the assumption that an appropriate anchor will be secured.

As illustrated in the Parcel 5 Concept, the CRUs have been arranged in an elbow shape along the Parcel 5's southern edge. This layout allows for consistent building wall and enhanced walkability, allowing users to traverse along the entire length of the site without coming into contact with automobiles. In addition, the CRUs face 'inward' towards the parking lot and highway, screening the site from the rail line and helping to form a self-contained, cohesive site, while still maximizing exposure to the highway. As noted previously, the Parcel 5 Concept includes visual corridors to ensure that, despite their location on the southwest side of the site, the CRUs are still easily viewed by passing drivers.

The grouping of the CRUs encourages flexibility, allowing for units of similar or varying sizes, as required by the market. The CRUs have been grouped in clusters – with plazas in between – to allow for outdoor seating and activity and uses that will encourage users to linger.

Figure 16: Parcel 5 Commercial / Office CRUs



Parking

The Parcel 5 Concept provides room for approximately 200 parking spaces. This will allow for ample parking for automobile users while also incorporating landscaping, pedestrian pathways, greenspace, and room for potential expansion. As per the existing *Zoning Bylaw*, this site can accommodate up to 262 parking stalls. The Parcel 5 Concept has been designed so that, should greater parking be required, the impact to the overall site design would be minimal.

Figure 17: Parcel 5 Parking



Greenspace & Public Space

Greenspace and public space are both key design features of the Parcel 5 Concept. These features have been incorporated to complement the proposed commercial and office uses and promote a high quality user experience. Features include landscaping within the parking lot and along pedestrian pathways, public plazas between CRU clusters, and natural buffer areas along major roads, the railway, and Bush Creek.

Figure 18: Parcel 5 Greenspace & Public Space



The public plazas, for example, will not only offer a place of respite and enjoyment for office workers and users of the retail shops, but also allow for the possibility of outdoor cafes or restaurants, adding to the vibrancy of the site. Through maintaining a substantial buffer along Bush Creek, the Plan aims to provide users with recreational access to the creek. This may include trails and benches or serve as the location for a future pedestrian connection over the highway, providing users of the site with access to the ocean and users on the northern side of the highway with access to the parcel.

5.3 Site Access and Trip Generation

Existing access to the site is provided off of the Oyster Sto'Lo Road via the Trans-Canada Highway. As noted previously, the intersection of the Trans-Canada Highway and Oyster Sto'Lo Road is a full turn signalized intersection, therefore providing easy access to Oyster Sto'Lo road from multiple directions. On-site vehicular circulation has been designed to accommodate users in a simple and straightforward manner. Overall circulation will occur in a counterclockwise manner (along the CRUs, toward the grocery store), with turn-offs into the parking area at various points along the way. This system will accommodate the commercial establishments, as delivery vehicles can pull directly in front of the each of the CRUs. To accommodate deliveries to the grocery store, a loading aisle / extension has been included to run along the highway side of the store around to the store's rear loading area.

Based on the proposed land uses and floor areas, we have approximated that the subject development could generate the following traffic volumes:

- A total of 3800 weekday trips;
- 170 trips during the weekday AM peak period; and
- 350 trips during the weekday PM peak period.

Figure 19: Parcel 5 Access & Circulation



5.4 Site Servicing

The subject property is located in close proximity to existing services and utilities. We note that a 200mm diameter sanitary sewer exists on the west side of Oyster Sto'Lo Road and a 300mm diameter watermain exists near the site's northwest corner. Upon development, both water and sanitary service connections would need to be extended to the proposed development. Existing utilities in the area also include overhead hydro and telephone along the north side of the Trans-Canada Highway.

Based on the proposed land uses and net development areas, it is anticipated that the proposed development could generate the following servicing requirements and loads⁶:

- Watermain Servicing
 - Average Day Demand = 0.35 L/s
 - Maximum Day Demand = 0.61 L/s
 - Peak Hour Demand = 1.23 L/s
 - Design Fire Flow Provided = 150 L/s⁷

- Sanitary Servicing
 - Average Day Dry Weather Flow = 0.29 L/s
 - Peak Wet Weather Flow = 1.46 L/s

⁶ Servicing requirements are based on the criteria established in the Town of Ladysmith's Manual of Engineering Standards and Specifications along with the criteria established in McElhanney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011.

⁷ Fire Flow provided is based on McElhanney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011. Required fire flows shall be in accordance with the latest release of "Water Supply for Public Fire Protection" as published by the Fire Underwriter's Survey and/or INAC's Design Guidelines for First Nations Waterworks. During a fire situation, the system shall be designed to supply an adequate volume of water at a minimum residual pressure of 140 kPa (20 psi).

Figure 20: Parcel 5 Servicing & Setbacks



5.5 Environmental & Geotechnical

The primary environmental feature of the site is Bush Creek, which runs along the eastern boundary. To analyse potential impacts on features such as Bush Creek and identify areas of potential environmental concern, Stz'uminus First Nation commissioned two recent Environmental Site Assessments. Of particular note, the reports identify a 'general dumping area' on a portion of Parcel 5. For further information, please see the full reports located in **Appendix D**.

5.6 Policies & Procedures

As noted previously, the parcel is identified by the Stz'uminus *Land Use Policy* for future **Commercial** use and designated by the *Zoning Law* (**Appendix C**) for **Highway Commercial Zone (C2)**. The uses proposed in the Parcel 5 Concept are consistent with these policies and laws. However, certain alternatives identified may require a zoning amendment.

The design for the Commercial NCP has taken into account the specific building area and setback requirements as per the *Zoning Law*. Should adjustments be made, it is recommended that the *Zoning Law* be consulted prior. For further information regarding Stz'uminus First Nation policy and the next steps in the development process, please see the following documents located in **Appendix C**:

- *Stz'uminus First Nation Governance Manual*
- *Stz'uminus First Nation Land Code (July 25, 2013)*

- *Oyster Bay Land Use Plan (2010)*
- *Stz'uminus First Nation Development Permit Law*
- *Oyster Bay Design Guidelines (2011)*
- *Stz'uminus First Nation Zoning Law (includes Zoning Guidelines)*
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- *Stz'uminus First Nation Land Development Procedures Manual*
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- *Co-operation Protocol between Stz'uminus First Nation and the Town of Ladysmith*
- *Servicing Agreement (Town of Ladysmith) [furnished upon request]*

6.0 Commercial NCP: Parcels 2 & 3

6.1 Overview & Land Use

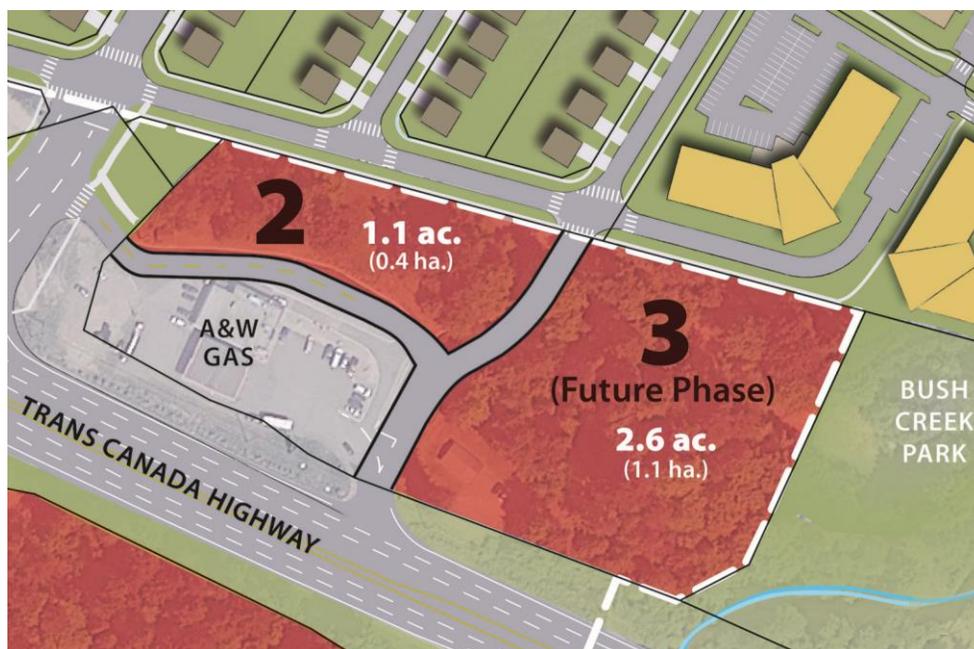
Located on the northeast quadrant of the Commercial NCP, these two, adjacent, undeveloped parcels combine to form a total land area of 3.6 ac (1.5 ha). Parcel 2 consists of 1.0 ac (0.4 ha) of total land area, while Parcel 3 consists of 2.6 ac (1.1 ha) of total land area. These parcels sit adjacent to the Commercial NCP's only existing development – a Husky service station and A&W restaurant.

While a singular lot, the parcels have been 'divided' for development purposes, both to accommodate two proposed roadways in addition to allowing for the possibility of a phased development scenario. In this scenario, Parcel 2 would be developed under Phase I with Parcel 3 as part of Phase II. This phasing will allow for flexibility, while also providing opportunities for immediate development to complement the existing service station and restaurant.

Parcels 2 and 3 are bordered by Bush Creek and non-Band owned land (SE), the Trans-Canada Highway (SW), Oyster Sto'Lo Road (NW), and the Oyster Bay Residential Neighbourhood (NE). As per Stz'uminus' *Land Use Policy* (**Appendix C**), the parcels have been identified for future **Commercial** use. The *Zoning Law* (**Appendix C**) designates all of Parcel 2 and a portion of Parcel 3 as a **Highway Commercial Zone (C2)**. The Parcels 2 & 3 Concept aims to build off the existing Husky/A&W anchor to the quadrant, proposing three building sites within these cross-parcel **Highway Commercial Zones (C2)** that could accommodate complementary Auto-Oriented Commercial uses.

In addition, a portion of Parcel 3 is designated as **General Office Commercial (C1)** by the *Zoning Law*. It is recommended that this area be addressed as part of Phase II development.

Figure 21: Parcels 2 & 3 Overview



Key Features

Based on market analysis / development expertise in combination with the land use and zoning policies and regulations of Stz'uminus Parcels 2 and 3 have been designed to include the following key features:

- Two Auto Uses of 4,000 sq. ft. each (Parcel 2);
- One Auto Use of 6,000 sq. ft. (Parcel 3);
- 53 Parking Spaces (not including existing spaces or Phase II Expansion);
- Phase II Expansion (Parcel 3);
- Two new interior roadways; and
- Ample screening.

Figure 22: Parcels 2 & 3 Concept



Key Design Principles

To accommodate the proposed mix of uses and to maximize the functionality and value of the site, the following key principles helped to guide the development of the Parcels 2 & 3 Concept:

- Maintaining existing uses and minimizing potential impacts;
- Increasing connectivity to the adjacent neighbourhood;
- Expanding upon key existing features; and
- Providing a grid structure / circulation system that is simple to navigate.

6.2 Existing Features

Service Station & Restaurant

As noted previously, the Husky service station and A&W restaurant form the only existing development on the site. While the Parcels 2 & 3 Concept leaves these features as-is, it proposes an increase in vegetation / screening behind the site. All existing parking related to the service station / restaurant remains in place.

Figure 23: Existing Service Station & Restaurant



6.3 Major (New) Features

Auto-Oriented Uses

The Parcels 2 & 3 Concept includes three square building pads – two 4,000 sq. ft. pads and one 6,000 sq. ft. pad – located to the rear of the service station and restaurant. These building sites are intended to accommodate auto-oriented commercial uses such as repair shops and parts stores – uses that will complement the existing service station. The two smaller structures can be accommodated on Parcel 2, with the other structure located on Parcel 3.

Figure 24: Auto Oriented Commercial Uses & Parking Configuration



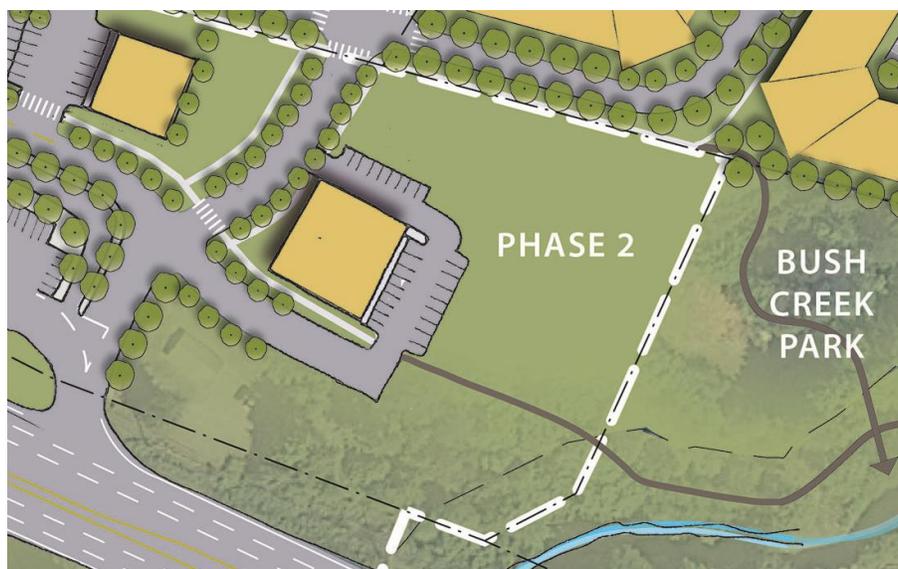
Parking

Parking for Parcel 2 is located in front of the two commercial structures, providing approximately 26 shared spaces to the two businesses. In Parcel 3, parking for the larger commercial site could be accommodated along its northern and western sides. This would allow for shared parking with future Phase II businesses.

Phase II

As noted previously, Parcel 3 offers a total of 2.6 ac (1.1 ha) of land area, the majority of which is to be developed as part of a Phase II development. Parcel 3 has been designed in anticipation of this later development to ensure that parcels are well-integrated and that the full function and potential is maximized.

Figure 25: Phase II (Parcel 3)



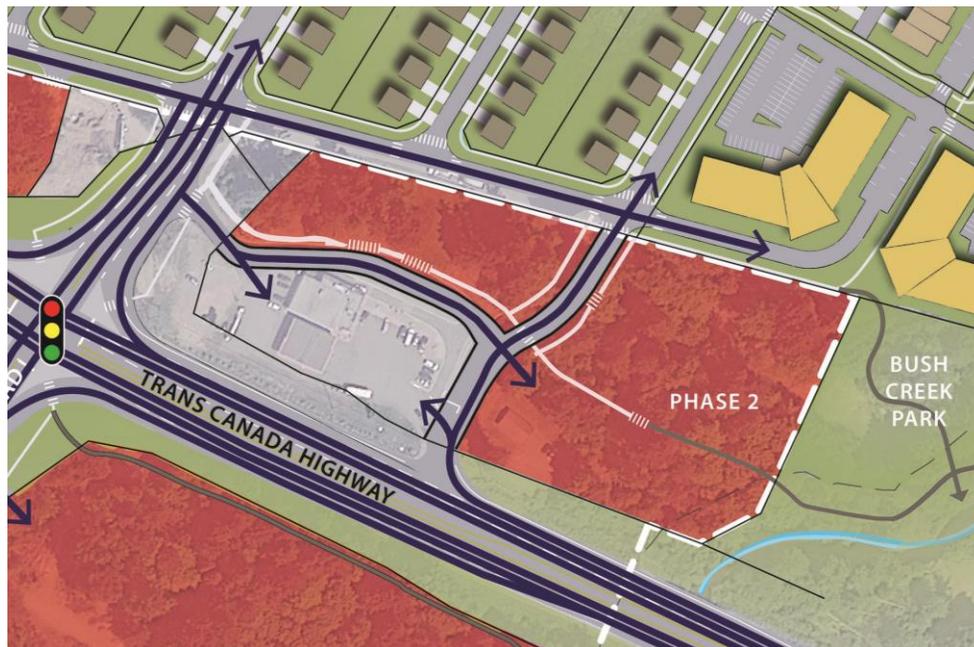
Interior Roads

[See Section 3.4]

6.4 Site Access and Trip Generation

A key existing feature of the northeast quadrant of the 'Four Corners' is the direct access to the service station / restaurant via a right-in from the Trans-Canada Highway. The Parcels 2 & 3 Concept aims to build off of this valuable feature, proposing a local road that connects this entrance, through the parcel, to the adjacent residential neighbourhood. This connection will greatly increase access and circulation through the site and help to support the broader Oyster Bay neighbourhood development. A second proposed road will provide access to Oyster Sto'Lo Road and provide east / west circulation through the broader quadrant.

Figure 26: Parcels 2 & 3 Access & Circulation



Based on the proposed land uses and floor areas, we have approximated that the subject development could generate the following traffic volumes. Please note that these values include only an auto-oriented use for Parcel 3 (without the Phase II expansion).

Proposed Parcel 2 and Parcel 3

- A total of 335 weekday trips;
- 30 trips during the weekday AM peak period; and
- 45 trips during the weekday PM peak period.
- Existing A&W and Husky Gas Station
 - A total of 3340 weekday trips;
 - 250 trips during the weekday AM peak period; and
 - 250 trips during the weekday PM peak period.

6.5 Site Servicing

Similar to the other lands in the area, the subject property is located in close proximity to existing services and utilities. We note that a 200mm diameter sanitary sewer and a 300mm diameter watermain exist on the south side of Parcel 2. Upon development, both water and sanitary service connections would need to be extended to the proposed development. Existing utilities in the area also include overhead hydro and telephone along the north side of the Trans-Canada Highway.

Based on the proposed land uses and net development areas for Parcels 2 and 3, it is anticipated that the proposed development could generate the following servicing requirements and loads⁸: Please note that these values include the existing A&W / Gas Station site and assume only an auto-oriented use for Parcel 3.

Watermain Servicing

- Average Day Demand = 0.79 L/s
 - Maximum Day Demand = 1.40 L/s
 - Peak Hour Demand = 2.79 L/s
 - Design Fire Flow Provided = 150 L/s⁹
- Sanitary Servicing
 - Average Day Dry Weather Flow = 0.67 L/s
 - Peak Wet Weather Flow = 3.31 L/s

Figure 27: Parcels 2 & 3 Servicing & Setbacks



6.6 Environmental & Geotechnical

The primary environmental feature of Parcels 2 and 3 is Bush Creek, located to the southeast Parcel 3. To analyse potential impacts on features such as Bush Creek and identify areas of potential environmental

⁸ Servicing requirements are based on the criteria established in the Town of Ladysmith's Manual of Engineering Standards and Specifications along with the criteria established in McElhaney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011.

⁹ Fire Flow provided is based on McElhaney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011. Required fire flows shall be in accordance with the latest release of "Water Supply for Public Fire Protection" as published by the Fire Underwriter's Survey and/or INAC's Design Guidelines for First Nations Waterworks. During a fire situation, the system shall be designed to supply an adequate volume of water at a minimum residual pressure of 140 kPa (20 psi).

concern, Stz'uminus First Nation commissioned two Environmental Site Assessments. For further information, please see the full reports located in **Appendix D**.

6.7 Policies & Procedures

As noted previously, Parcels 2 and 3 are identified by the Stz'uminus *Land Use Policy* for future **Commercial** use and designated by the *Zoning Law* (**Appendix C**) as a **Highway Commercial Zone (C2)**. The uses proposed in the Parcels 2 & 3 Concept are consistent with these policies and laws.

The design for the Commercial NCP has taken into account the specific building area and setback requirements as per the *Zoning Law*. Should adjustments be made, it is recommended that the *Zoning Law* be consulted prior. For further information regarding Stz'uminus First Nation policy and the next steps in the development process, please see the following documents located in **Appendix C**.

- *Stz'uminus First Nation Governance Manual*
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- *Servicing Agreement (Town of Ladysmith) [furnished upon request]*

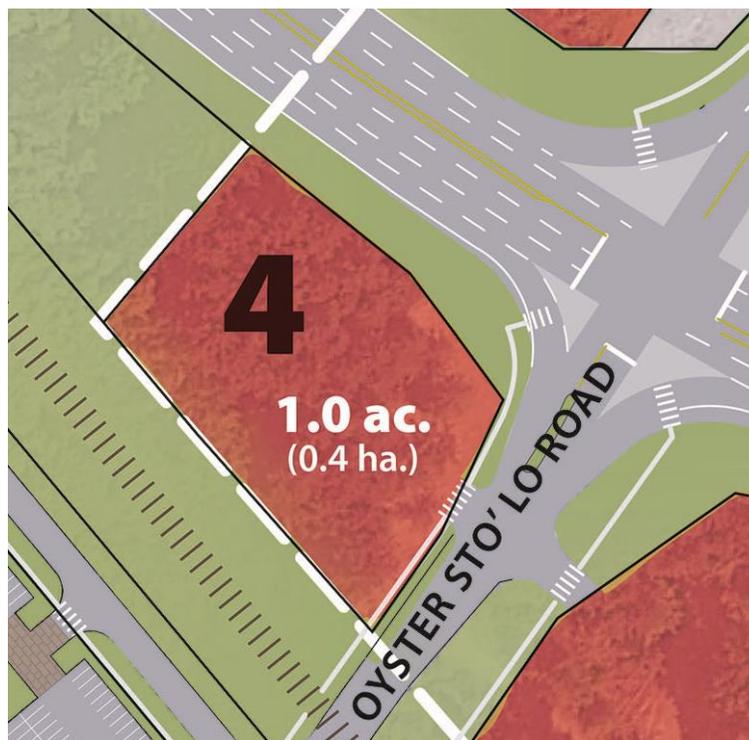
7.0 Commercial NCP: Parcel 4

7.1 Overview

This smaller site of 1.0 ac (0.4 ha) has been identified to accommodate **Highway Commercial** uses in the form of a 2,000 sq. ft. service station (gas station / convenience store). This use will both complement the existing service station on the opposite side of the Trans-Canada Highway, allowing Stz'uminus to capture the fuel / service demand of users travelling in both directions. Users on the southbound side of the highway will now be able to meet a broad range of after-work fuel and grocery / shopping needs.

As per Stz'uminus' *Land Use Policy (Appendix C)*, the parcel has been identified for future **Commercial** use. The *Zoning Law (Appendix C)* designates the parcel as a **Highway Commercial Zone (C2)**. There is currently no development on the parcel.

Figure 28: Parcel 4 Overview



Key Features & Design Principles

Based on market analysis / development expertise in combination with the land use and zoning policies and regulations of Stz'uminus, the site has been designed to include the following key features:

- 2,000 sq. ft. service station; and
- +/- 16 parking spaces.

The site design incorporates general principles consistent with best practices in service station design in order to maximize the functionality and value of the parcel.

7.2 Major Features

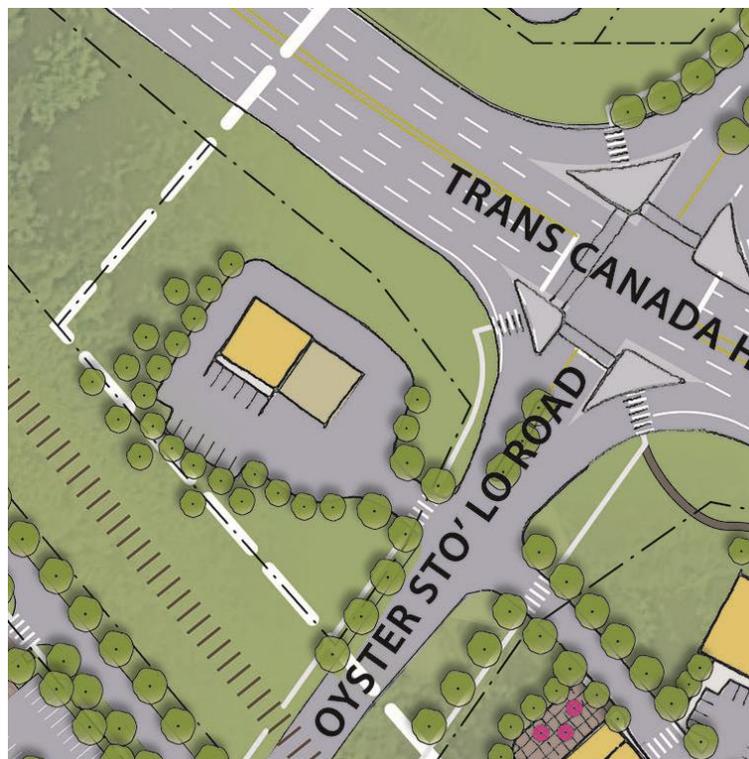
Service Station

The service station has been located at the front corner of the site to maximize exposure to users travelling southbound along the Trans-Canada Highway. General parking and circulation patterns are consistent with service station best practices.

Parking

The Parcel 4 Concept provides for +/-16 parking spaces in the southwest corner of the site. This exceeds the four stall minimum as outlined in the *Zoning Law*.

Figure 29: Parcel 4 Concept



7.3 Site Access and Trip Generation

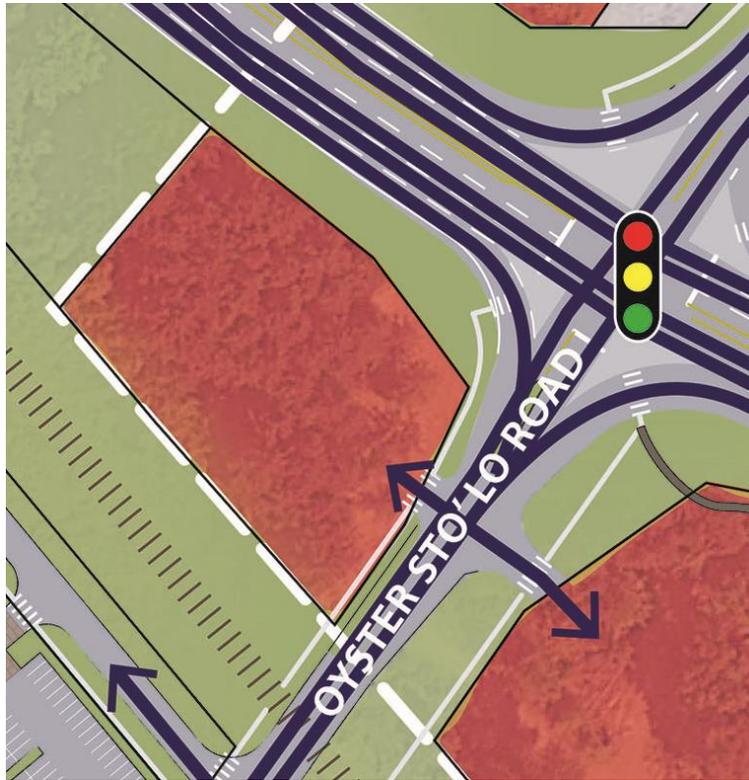
Existing access to the site is provided off of Oyster Sto'Lo Road via the Trans-Canada Highway. As noted previously, the intersection of the Trans-Canada Highway and Oyster Sto'Lo Road is a full turn signalized intersection, therefore providing easy access to Oyster Sto'Lo road from multiple directions.

Based on the proposed land use and floor area, we have approximated that the subject development could generate the following traffic volumes:

- A total of 2350 weekday trips;
- 160 trips during the weekday AM peak period; and

- 190 trips during the weekday PM peak period.

Figure 30: Parcel 4 Access & Circulation



7.4 Site Servicing

Similar to other lands in the area, the subject property is located in close proximity to existing services and utilities. We note that an existing 200mm diameter sanitary sewer fronts the lands on the west side of Oyster Sto'Lo Road. The nearest watermain is an existing 250mm diameter main located on the east side of Oyster Sto'Lo Road right-of-way fronting the lands. Upon development, both water and sanitary service connections would need to be extended to the proposed development. Existing utilities in the area also include overhead hydro and telephone along the north side of the Trans-Canada Highway.

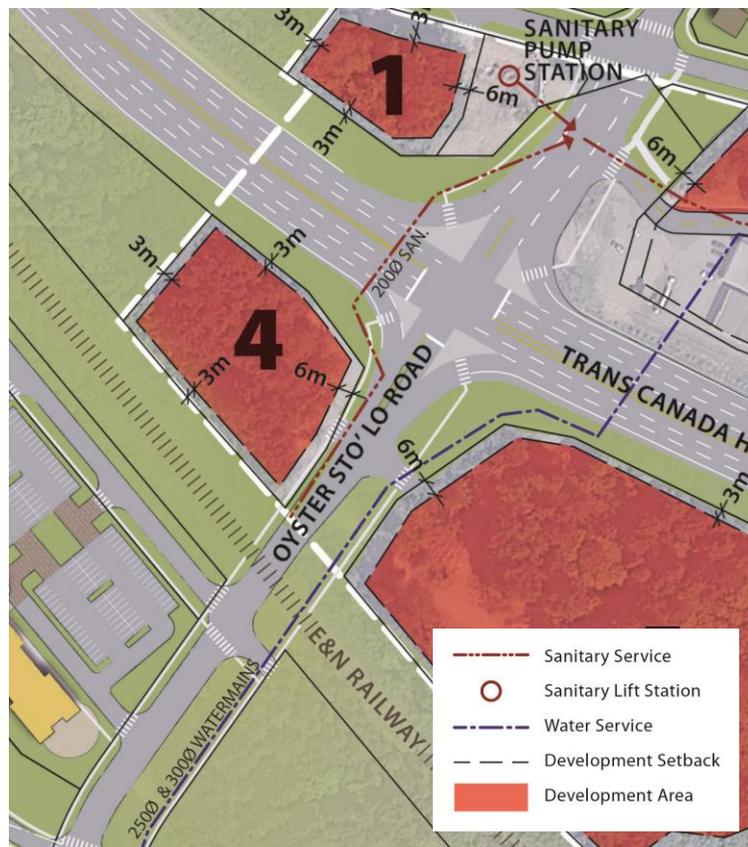
Based on the proposed land use and net development area, it is anticipated that the proposed development could generate the following servicing requirements and loads¹⁰:

- Watermain Servicing
 - Average Day Demand = 0.06 L/s
 - Maximum Day Demand = 0.11 L/s
 - Peak Hour Demand = 0.22 L/s

¹⁰ Servicing requirements are based on the criteria established in the Town of Ladysmith's Manual of Engineering Standards and Specifications along with the criteria established in McElhanney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011.

- Design Fire Flow Provided = 150 L/s¹¹
- Sanitary Servicing
 - Average Day Dry Weather Flow = 0.05 L/s
 - Peak Wet Weather Flow = 0.27 L/s

Figure 31: Parcel 4 Servicing & Setbacks



7.5 Environmental & Geotechnical

To identify areas of potential environmental concern, Stz'uminus First Nation commissioned two recent, Environmental Site Assessments. Of particular note, the reports identify a 'general dumping area' on a portion of Parcel 4. For further information, please see the full reports located in **Appendix D**.

¹¹ Fire Flow provided is based on McElhaney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011. Required fire flows shall be in accordance with the latest release of "Water Supply for Public Fire Protection" as published by the Fire Underwriter's Survey and/or INAC's Design Guidelines for First Nations Waterworks. During a fire situation, the system shall be designed to supply an adequate volume of water at a minimum residual pressure of 140 kPa (20 psi).

7.6 Policies & Procedures

As noted previously, Parcel 4 is identified by the Stz'uminus *Land Use Policy* for future **Commercial** use and designated by the *Zoning Law* (**Appendix C**) as a **Highway Commercial Zone (C2)**. The uses proposed in the Parcel 4 Concept are consistent with these policies and laws.

The design for the Commercial NCP has taken into account the specific building area and setback requirements as per the *Zoning Law* (**Appendix C**). Should adjustments be made, it is recommended that the *Zoning Law* be consulted prior. For further information regarding Stz'uminus First Nation policy and the next steps in the development process, please see the following documents located in **Appendix C**.

- *Stz'uminus First Nation Governance Manual*
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- *Co-operation Protocol between Stz'uminus First Nation and the Town of Ladysmith*
- *Servicing Agreement (Town of Ladysmith) [furnished upon request]*

8.0 Commercial NCP: Parcel 1

8.1 Overview

The smallest of the five parcels, Parcel 1 contains 0.5 ac (0.2 ha) of land area. Based on its size and location along the Trans-Canada Highway, Parcel 1 has been identified as suitable for **Highway Commercial** use in the form of 2,000 sq. ft. restaurant / drive-thru. The site is currently undeveloped.

As per Stz'uminus' *Land Use Policy* (**Appendix C**), the parcel has been identified for future **Commercial** use. However, the *Zoning Law* (**Appendix C**) designates the parcel as a **Parks & Open Space (P1)**.

As a result, a zoning amendment would be required to pursue the proposed development.

Figure 32: Parcel 1 Overview



8.2 Major Features

The site has incorporated general principles consistent with best practices in restaurant / drive-thru design in order to maximize the functionality and value of the parcel. The design includes +/- 14 parking stalls.

Figure 33: Parcel 1 Concept

8.3 Site Access and Trip Generation

Existing access to the site is provided off of a local road via Oyster Sto'Lo Road and the Trans-Canada Highway. As noted previously, the intersection of the Trans-Canada Highway and Oyster Sto'Lo Road is a full turn signalized intersection, therefore providing easy access to Oyster Sto'Lo road from multiple directions. For this development site, the proposed development concept includes two entry and exit points in order to maximize on-site circulation.

Based on the proposed land use and floor area, we have approximated that the subject development could generate the following traffic volumes:

- A total of 990 weekday trips;
- 90 trips during the weekday AM peak period; and
- 65 trips during the weekday PM peak period.

Figure 34: Parcel 1 Access & Circulation



8.4 Site Servicing

Similar to other lands in the area, the subject property is located in close proximity to existing services and utilities. We note that an existing 200mm diameter sanitary sewer is located approximately 40 metres east of the lands at the Oyster Sto'Lo Road and local road intersection. The nearest watermain is a 150mm diameter main near the adjacent pump station driveway access point. Upon development, both water and sanitary service connections would need to be extended to the proposed development. Existing utilities in the area also include overhead hydro and telephone along the north side of the Trans-Canada Highway.

Based on the proposed land use and net development area, it is anticipated that the proposed development could generate the following servicing requirements and loads¹²:

- Watermain Servicing
 - Average Day Demand = 0.03 L/s
 - Maximum Day Demand = 0.06 L/s
 - Peak Hour Demand = 0.11 L/s
 - Design Fire Flow Provided = 150 L/s¹³

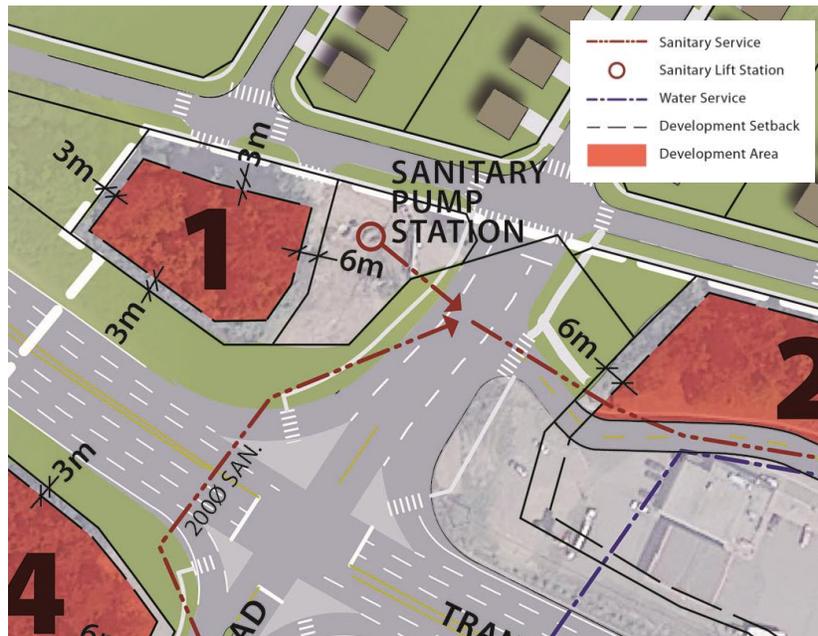
- Sanitary Servicing

¹² Servicing requirements are based on the criteria established in the Town of Ladysmith's Manual of Engineering Standards and Specifications along with the criteria established in McElhanney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011.

¹³ Fire Flow provided is based on McElhanney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011. Required fire flows shall be in accordance with the latest release of "Water Supply for Public Fire Protection" as published by the Fire Underwriter's Survey and/or INAC's Design Guidelines for First Nations Waterworks. During a fire situation, the system shall be designed to supply an adequate volume of water at a minimum residual pressure of 140 kPa (20 psi).

- Average Day Dry Weather Flow = 0.03 L/s
- Peak Wet Weather Flow = 0.13 L/s

Figure 35: Parcel 1 Servicing & Setbacks



8.5 Environmental & Geotechnical

To identify areas of potential environmental concern, Stz'uminus First Nation commissioned two recent Environmental Site Assessments. For further information, please see the full reports located in **Appendix D**.

8.6 Policies & Procedures

As noted previously, Parcel 1 is identified by the Stz'uminus *Land Use Policy* (**Appendix C**) for future **Commercial** use and designated by the *Zoning Law* (**Appendix C**) for **Parks & Open Space (P1)**. As the proposed use is not consistent with the existing zoning designation, a **zoning amendment** will be required.

The design for the Commercial NCP has taken into account the specific building area and setback requirements as per the *Zoning Law*. Should adjustments be made, it is recommended that the *Zoning Law* be consulted prior. For further information regarding Stz'uminus First Nation policy and the next steps in the development process, please see the following documents located in **Appendix C**.

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Appendix A

Concept Plans & Mapping

Appendix B

Site Economics Market Study

Appendix C

Stz'uminus First Nation Policy & Law

Appendix D

Environmental & Engineering Reports