

Spuzzum First Nation Land Use Analysis



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Introduction

This report has been prepared to support the Spuzzum First Nation in developing a Land Use Plan that will reflect the community's values, vision and priorities and provide a framework to guide decisions about land uses on reserves.

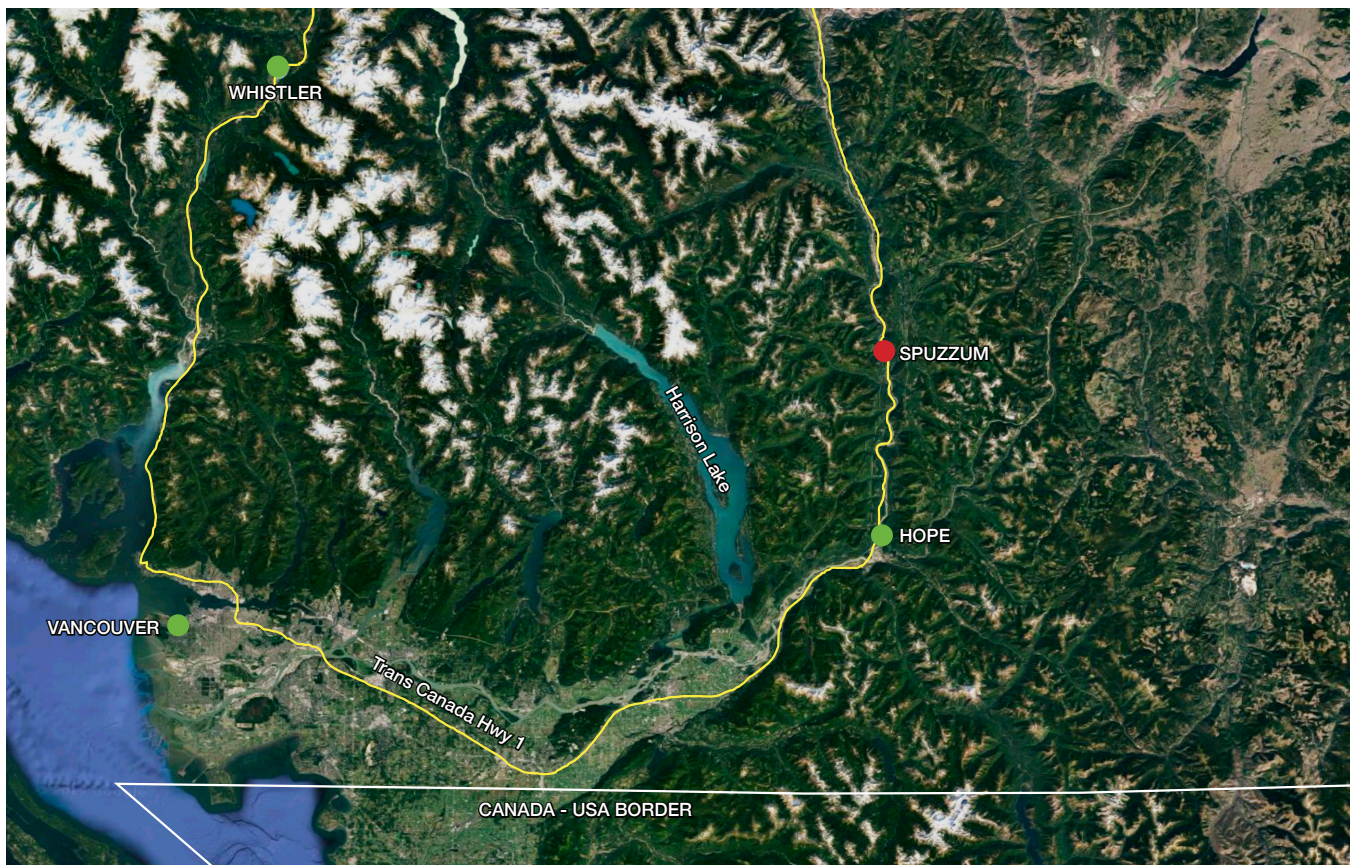
The initial land use analysis provided in this report draws on existing plans and strategies, community input, research and data collection that has been completed to date. From here, Spuzzum will pursue funding to conduct more detailed research and community engagement to complete the Plan. The next step is to work with the community to assess the goals and priorities for each reserve, with a shared understanding of some of the opportunities and constraints from a land use perspective. Designating appropriate land uses and creating maps to communicate this information will complete the Land Use Plan.

Background and Context

Spuzzum First Nation is a Nlaka'pamux First Nations government and an unincorporated settlement located north of Yale, on the Trans Canada Highway #1 in the lower Fraser Canyon. 16 reserves totaling 648 hectares are spread along the Fraser Canyon. The centrally located Spuzzum IR1 is home to most of the approximately 50 members living on reserve as well as the Band office and community facilities and services.

Currently, a majority of Spuzzum's 280 members live off reserve, but membership is growing and many have expressed interest in returning home to the reserve. An adequate supply of housing, community services, infrastructure and economic development opportunities are needed to support this anticipated return to the reserve and to generally strengthen the community and improve the well-being of all members.

Spuzzum's 16 reserves are located along the rugged Fraser Canyon. First and second growth forests, steep topography, streams and lakes support a wide variety of plants and animals. These lands have been home to the Spuzzum people for thousands of years and are criss-crossed with active and historic trails, traditional gathering areas, fishing spots, and culturally significant sites.



Location of Spuzzum Lands

What is a Land Use Plan?

- Sets out the findings from analysis of a range of factors: physical environment, cultural history, current uses.
- Defines a road map for future land use opportunities that will help the community achieve its goals (housing, facilities, economic development, environmental protection, cultural heritage protection and celebration).
- Provides guidance for band members, land owners and potential development partners about what types of development the community will support, and where.
- Could be supplemented by development procedures, supplementary policies, or regulatory bylaws in the future.

How Will the Plan be Used?

Implementation Tool – the plan will help to guide decisions about what types of land uses will be developed on reserve lands.

Living document – to be updated with new information as it becomes available, and to reflect the vision and priorities of the community as it grows and evolves.

How Does it Fit?

The Land Use Plan is intended to align with community values and be consistent with the existing plans and strategies developed by the Spuzzum people. While each document has a specific purpose, together, they help express the vision, goals, and objectives of the community, and how it can achieve them.

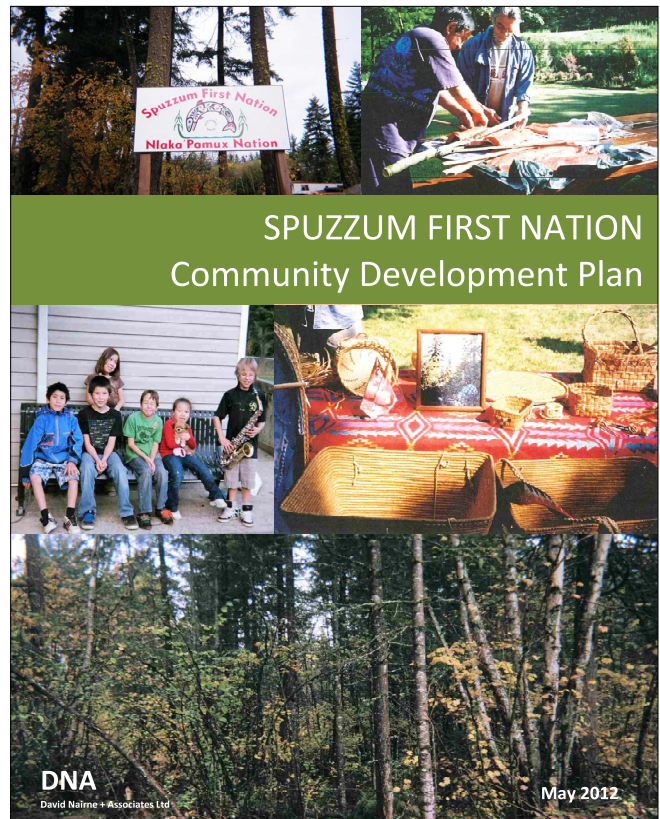
Comprehensive Community Plan

The Spuzzum First Nation initiated the Comprehensive Community Planning process in 2010 with the objective of identifying clear goals and guidelines that will lead to a healthy and sustainable future for the entire Nation.

The community identified a vision, goals and objectives for six key theme areas:

- Attracting & Retaining Community Members Home
- Communications
- Development Priorities
- Governance
- Culture
- Capital Assets & Infrastructure

The Land Use Plan is an implementation tool that will help the community support and achieve goals and objectives in the Community Plan. It is particularly relevant in relation to the theme of Development Priorities, as it will outline where development could occur and what types of uses the community would support in these areas; and Governance, as it will provide a framework to help Spuzzum leadership make informed decisions. The Land Use Plan will also address the community's desire to attract and retain community members home by identifying the most appropriate places for new housing, community services and economic opportunities.



Economic Development Strategy

In February 2014, Spuzzum initiated a Community Economic Development Strategic Planning process to develop a long term vision and objectives for economic development.

Four overarching goals were identified

1. Increase internal economic development management capacity
2. Increase function of Spuzzum business structure and operations
3. Develop economic development site-development phase (20 acres)
4. Identify short term business development priorities and decision- making framework

SPUZZUM FIRST NATION

ECONOMIC DEVELOPMENT STRATEGY

2014 - 2018



By Transformation: Social And Economic Development

'Uniting business and culture'

www.transformationinternational.ca

Community Economic Business Profile

The business profile was commissioned in 2015 to study development opportunities primarily on Spuzzum IR1. The study also analyzed economic opportunities in the corridor beyond Spuzzum 1, concluding that there is limited commercial opportunity in the area due to low traffic volumes, but a destination resort providing accommodation and other facilities such as conference space and entertainment/activity options emerged as a potentially viable opportunity.

Other potential business opportunities considered, with support from members included:

- RV park
- Chalet/B&B business
- An entrepreneur village as a base for possible Eco-tourism activities
- An entrepreneur centre/hall use to train entrepreneurs, conduct conferences, weddings.
- Medicinal and indigenous plant nursery



Spuzzum Nation

Community Economic Business Profile

Phase 1

May 2015

201-925 McMaster Way
Kamloops BC V2E 2J1
Telephone: 250-372-2149
Fax: 250-374-2129



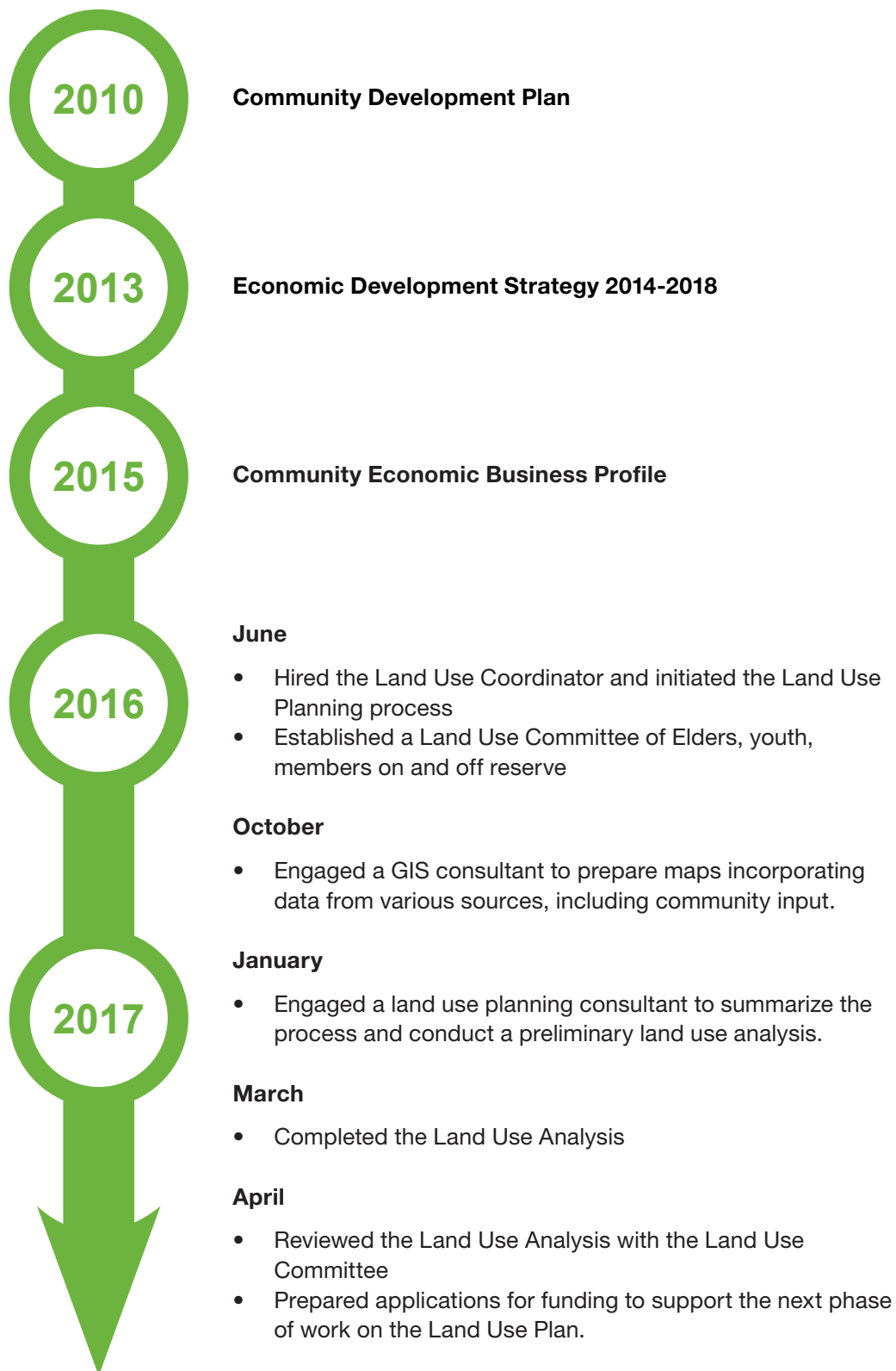
Community Engagement

How was the Plan Created?

The motivation to create a Land Use Plan emerged from a number of strategic initiatives including drafting of the Community Development Plan and Economic Strategy. A Land Use Coordinator was hired to lead the process by working collaboratively with Spuzzum leadership, community members on and off reserve and external consultants with expertise in land use planning and GIS.

The Land Use Plan is a community resource and has involved the participation of elders, youth, men, women and members on and off reserve. Workshops, site visits and community meetings have been organized to ensure members are informed and have had multiple opportunities to contribute their knowledge and opinions into the Plan.

Key Milestones



The Land Use Committee

The Land Use Committee was formed in June 2016 to represent community members and provide consistent, informed input into the planning process. While membership of the Committee may change over time, the participation of the Committee will continue to be an important part of the planning process.

The goals of the Committee are to:

- Teach and share knowledge
- Advise/design an engagement strategy
- Plan and facilitate community sessions
- Conduct research and administer surveys
- Build networks
- Prepare maps
- Analyze and communicate results so members can make informed decisions

August 2016

Workshop to review the maps of each reserve, make comments, add information, or correct information.

Sept 2016

Field visits to walk through Spuzzum 1 and part of Skuet 6. Took notes and photos of topography and plants.

November 2016

Telephone conference with GIS consultant to review the data layers received from NNTC. The Committee was pleased with the first drafts and made a few suggestions to make minor changes.

January 2017

Reviewed revised maps and identified the need to conduct more field visits to record GPS waypoints of members' knowledge about places on reserve lands that have cultural significance such as burial locations, pit houses, trails and other cultural resources.

February 2017

Circulated revised draft maps for final input.



Community Meetings

Members on and off reserve have been invited to participate in the process by joining the Land Use Committee, attending field visits, providing feedback on the draft maps, and sharing knowledge or providing information at monthly Band meetings.



June 2016

Introduced the Land Use Planning process and asked for volunteers to join the LUP Committee. The Coordinator made sure to include Elders, Youth, On and Off reserve members to be a part of the committee to help share the information and help to make decisions that align with the goals and objectives of SFN Community Comprehensive Plan and Economic Dev Strategy. A Power Point presentation was shown and put up on the community website.

Oct. 2016

Provided a verbal update on the process to date and what will be happening next. No objections.

Nov. 2016

Provided a verbal update on the process to date and what will be happening next. No objections.

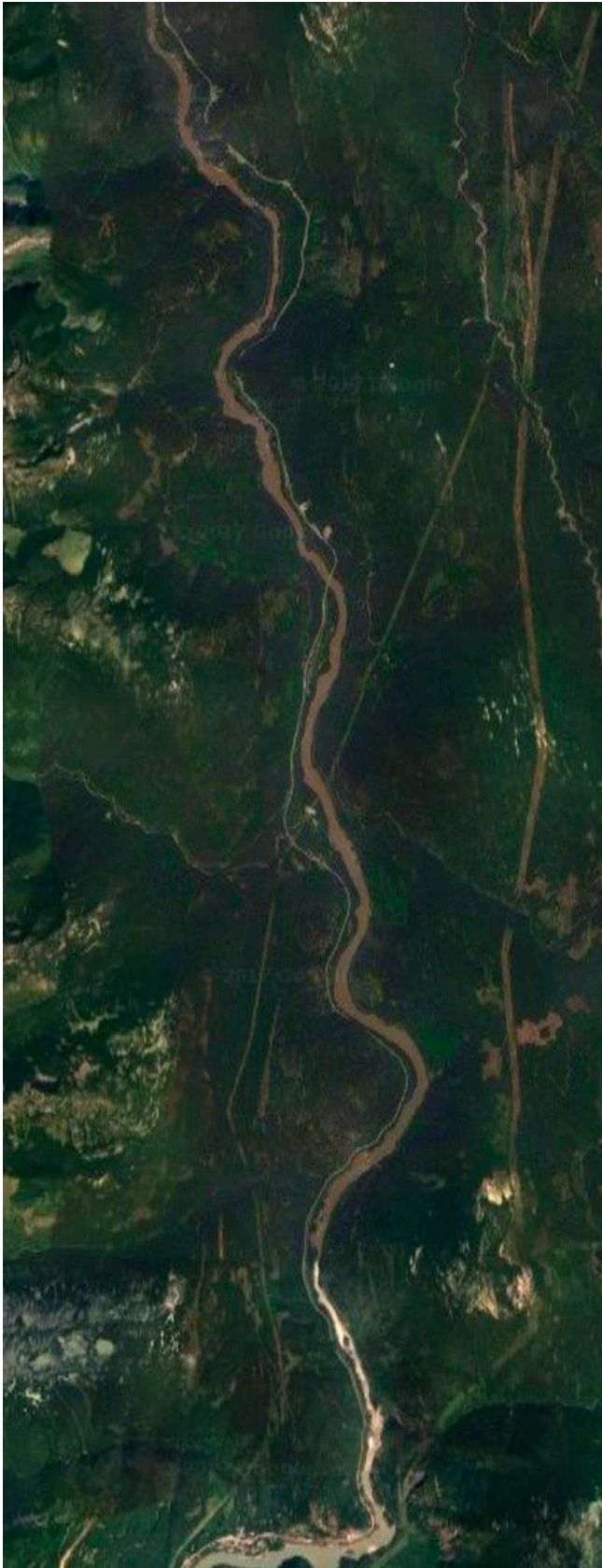
Jan. 2017

Provided a verbal update on the process to date and what will be happening next. Provided draft maps and asked for new information or edits to the maps. No objections.

Feb 2017

Provided draft maps and asked for final input. Submitted changes to the GIS consultant for revision.



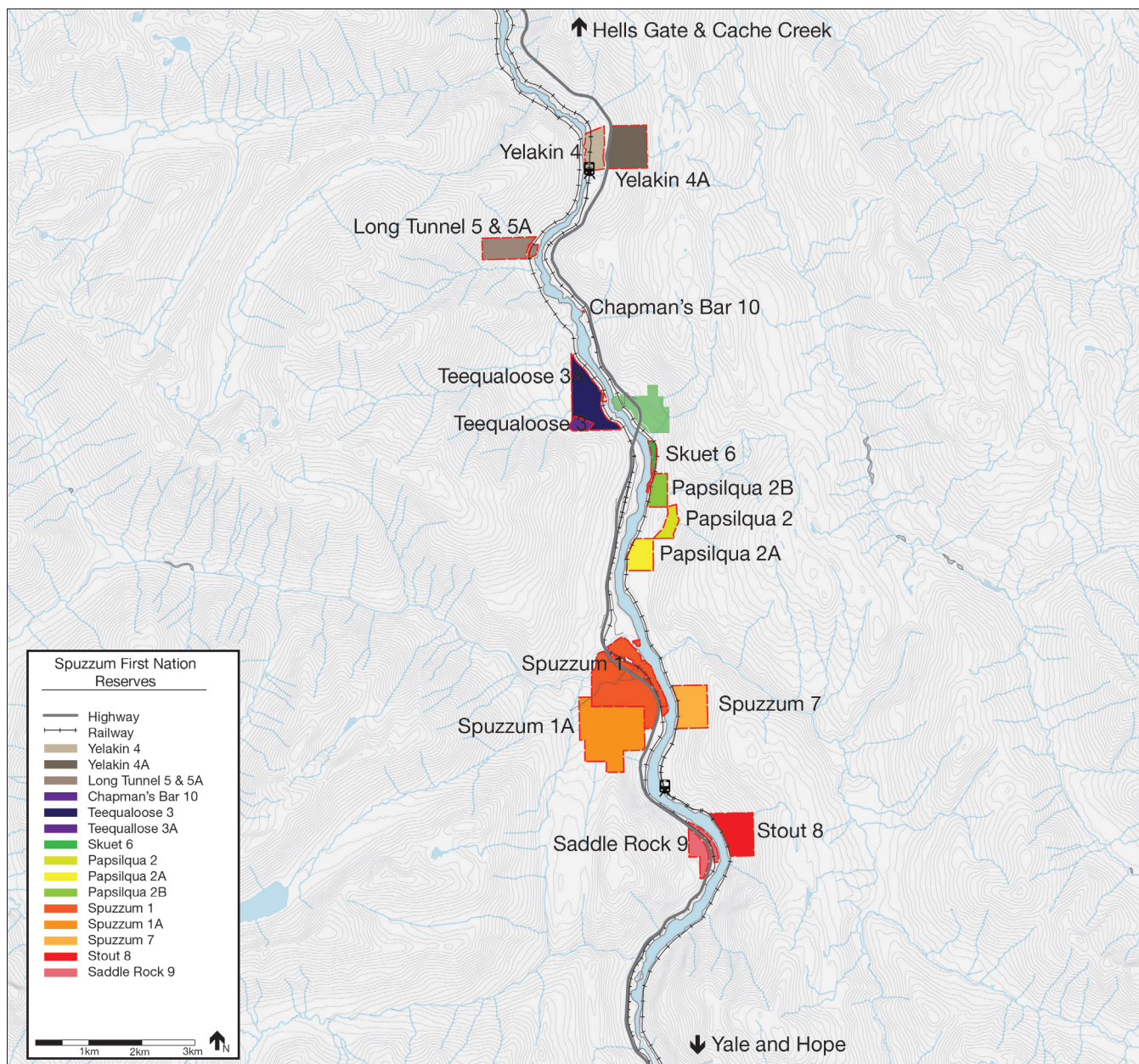


Land Use Analysis

Introduction

For the purposes of this study, the land use analysis is limited to reserve lands but recognizes that natural systems, water courses, wildlife, and the historic use of these lands have no boundaries.

The Spuzzum First Nation lands are comprised of 16 reserves scattered along the Fraser River north of Yale. The most northerly reserves are Yelakin 4 and 4A, which are separated by the Trans Canada Highway 1. In the south, Saddle Rock 9 is also bisected by the highway, with Stout 8 directly across the river. The Band offices, most housing and community services are located in the largest reserves, Spuzzum 1 and Spuzzum 1A.



Spuzzum First Nation Reserve Lands Overview

Approach

The land use analysis considered a range of factors, which are represented graphically on the maps for each reserve area. Each reserve was analyzed through a land use planning lens to assess the opportunities and constraints. The intent of the analysis was to provide an overview of the lands, which will assist the community in designating appropriate land uses for each reserve. Potential land use suggestions have been made to reflect the results of the analysis and align with the types of uses that have been discussed by the community in previous planning and economic development exercises. The land use suggestions are intended to provide a starting point for further discussion as the planning process continues.

The maps in the following section provide 1) an overview of existing conditions and 2) visual analysis of the key conditions affecting potential land use opportunities.

The data that is represented in the mapping was obtained through a variety of sources including: Natural Resources Canada; Data BC; NNTC and information gathered by Spuzzum through interviews and field data collection. The information was compiled by Boomerang Geospatial and shared with IBI Group to conduct the analysis.

Note that the reserves have been grouped by proximity to allow for a comprehensive analysis.

Natural Features

RIVERS, LAKES AND STREAMS

Major and minor water bodies are located in or adjacent to several reserves. In addition to being physical features in the landscape, these features are integral to the function and health of watersheds and support many distinct ecosystems. Riparian setbacks and potential impacts to hydrologic systems will need to be considered in more detailed land use planning.

TOPOGRAPHY

Available data (40m contours) provides a general sense of topography throughout the Spuzzum lands. Typically, slopes greater than 30% are considered “hazard lands” and not suitable for development because of safety hazards and the cost of construction. More detailed topographic data would be needed to accurately identify developable areas.

Infrastructure

TRANSPORTATION

The Trans Canada Highway provides access to several reserves, but can also create barriers where the route bisects a reserve or separates a majority of the lands from the river or other assets. Railway lines present similar land use challenges and both would require substantial setbacks, should development be considered in proximity to either. Few other public roads exist on reserves.

POWER LINES

Hydro lines and transmission towers impact some reserves.

EASEMENTS

A number of easements have been identified, which may delineate road rights of way, utilities, services, access agreements or other types of easements.

Existing Uses

BUILDINGS

Buildings indicated on the maps represent existing or past use structures that have been identified by the community. Most buildings are found in Spuzzum 1, where the Band office, health building and a majority of homes occupied by members are located.

CEMETERY

While there are a number of known burial sites on reserves, the cemetery is located in Spuzzum 1.

PARCELS

Some parcels within reserves are privately owned. These lands may or may not be subject to future land use policies.

TRAILS

The Tikwalus Heritage Trail has been used by First Nations people for thousands of years and a portion has been restored for recreational use. Other informal trails are also indicated on maps.

RESOURCE USES

Traditional and current practices and resource uses including fishing hunting, mining, gathering, burning, and grazing are represented. Forestry also occurs in the area, but is not specifically indicated on the maps.

ARCHAEOLOGY SITES

Numerous areas have been identified by the Province of British Columbia as archaeological sites. This data is available through the Province's Remote Access to Archaeological Data (RAAD) program. Information about these sites is maintained in the Provincial Archaeological Report Library and is available to authorized users (such as First Nations). Specific data about these sites was not reviewed as part of this study, but should be obtained from the Ministry of Forests, Lands and Natural Resource Operations to inform decisions about land use designations.

Cultural Resources:

A number of culturally significant features and sites have been identified by community members. The sites labeled on reserve maps are approximate locations. Additional resources may be identified and located as more detailed mapping and more extensive community consultation is undertaken.

- Spiritual Site
- Graveyard
- Pictograph
- Cache Pit
- Fish Drying Rack
- Fishing site
- Hunting
- Grazing
- Burning

Yelakin

Reserve Name(s): Yelakin 4 and Yelakin 4A

Areas: Yelakin 4 (26.8 ha), Yelakin 4A (64.7 ha)

Total Area: 91.5 Hectares

Description: The Yelakin reserves are the most northerly of the Spuzzum lands. They are located on the east side of the Fraser River and are separated by the Trans Canada Highway. A railway line passes through Yelakin 4, directly along the edge of the river. GIS data indicates a railway station here, which is likely an operations/maintenance stop and is not a passenger station.

Both reserves are heavily forested and steeply sloped. To the east of the highway, Yelakin 4A rises quickly at an estimated 68% slope. An unnamed trail traverses both reserves, starting near the river in the northern corner of Yelakin 4 it follows a stream uphill where it connects with the Tikwalus Heritage Trail and several small lakes just outside the Yelakin 4A reserve to the east. There are a number of Provincially identified archeology sites in the vicinity, with a significantly large portion of Yelakin 4 affected. Proximity to the highway, established recreational trails and tourist attractions such as Hell's Gate further north may present an opportunity to provide a base for outdoor activities or interpretive signage.

Opportunities:

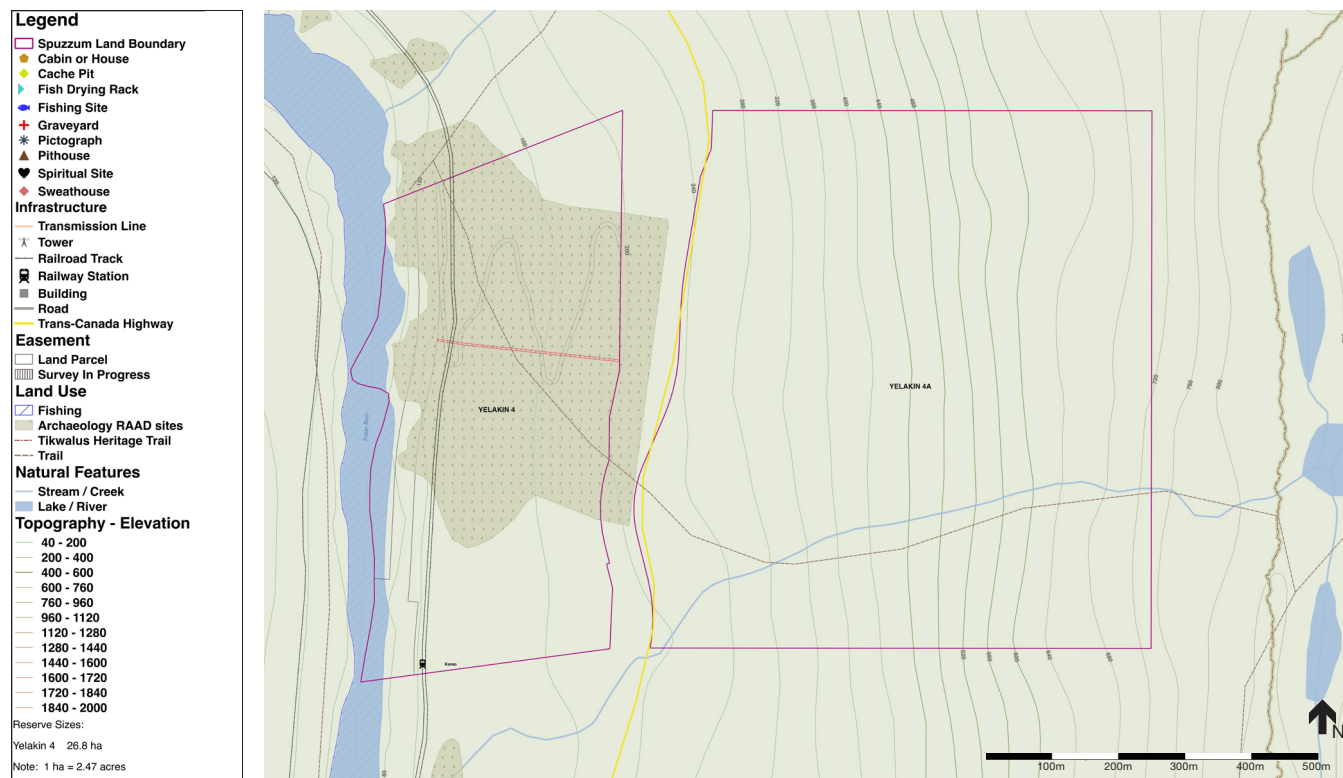
- Direct access from Highway 1
- Direct access to the Fraser River
- Yelakin 4 could have some benchlands where development would be possible.

Constraints:

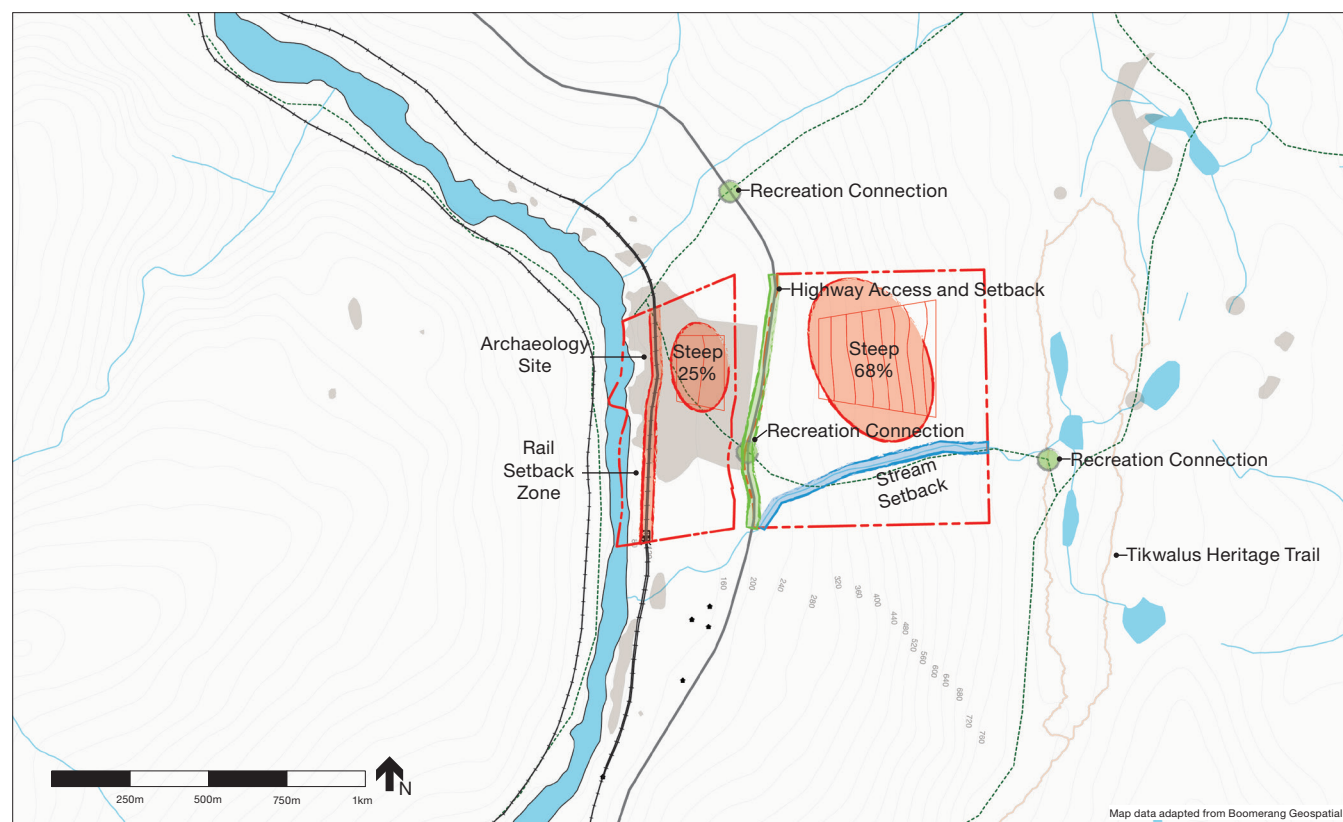
- Railway
- Steep slopes (approximately 68% slope from the highway to the top of Yelakin 4A)
- Archaeology site – more information is needed to determine the extent of this constraint.

Potential Land Uses:

- Commercial (small scale)
- Tourism
- Recreation



Yelakin 4 and Yelakin 4A - Existing Conditions



Yelakin 4 and Yelakin 4A - Land Use Analysis

Long Tunnel

Reserve Name(s): Long Tunnel 5 and Long Tunnel 5A

Areas: Long Tunnel 5 (2.6 ha), Long Tunnel 5A (35.9 ha)

Total Area: 38.5 Hectares

Description: Long Tunnel is located on the west bank of the river, across from the highway. The CPR railway line runs through the reserve but there is no direct access by road. A trail of unknown condition runs along the west bank of the river. The area is steeply sloped and heavily forested. No heritage resources or archeology sites have been identified to date.

Opportunities

- Minimal

Challenges

- No direct access
- Steep slopes

Potential Land Uses

- Environmental preserve

Chapman's Bar

Reserve Name(s): Chapman's Bar 10

Areas: 2.8 ha

Total Area: 2.8 Hectares

Description: Chapman's Bar is a small isolated reserve located at the mouth of a tributary to the Fraser. Without more background on the conditions or historical importance of this site it is challenging to assess potential uses aside from recreation.

Opportunities

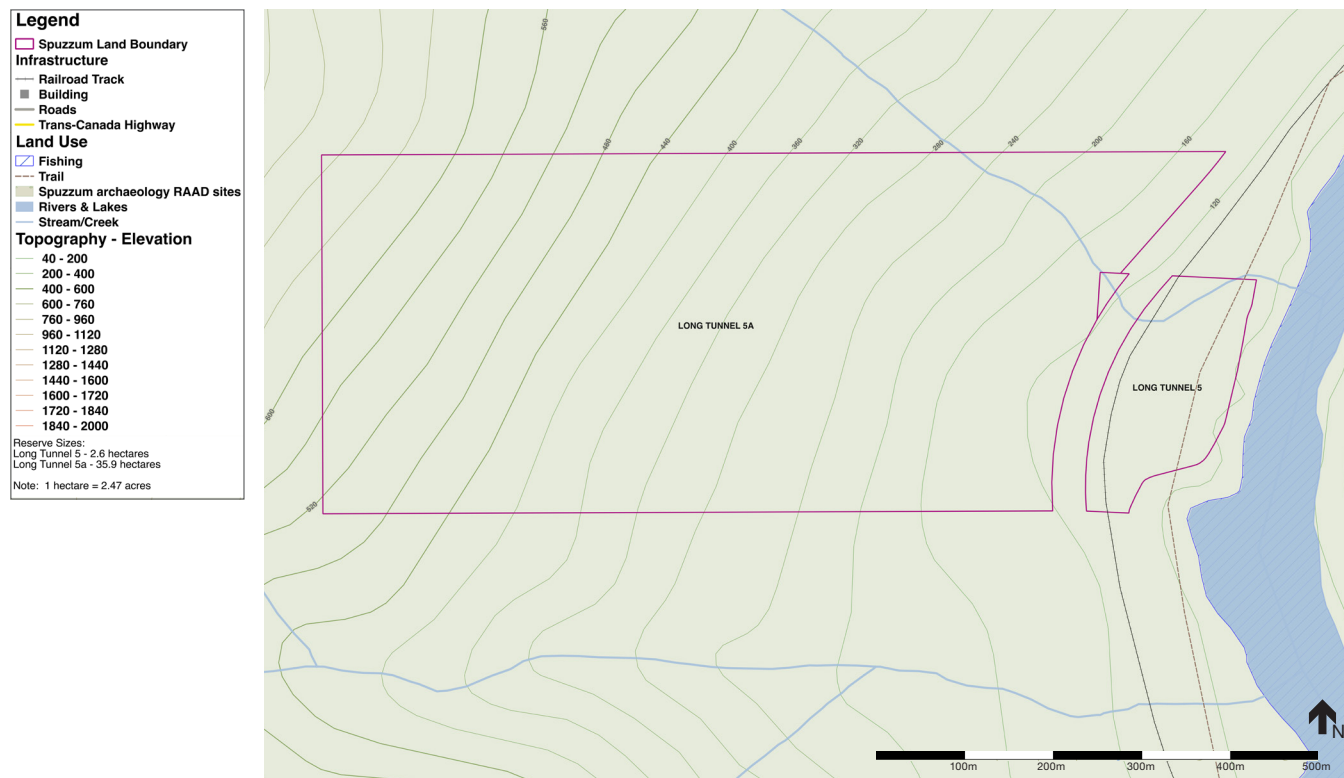
- Minimal

Challenges

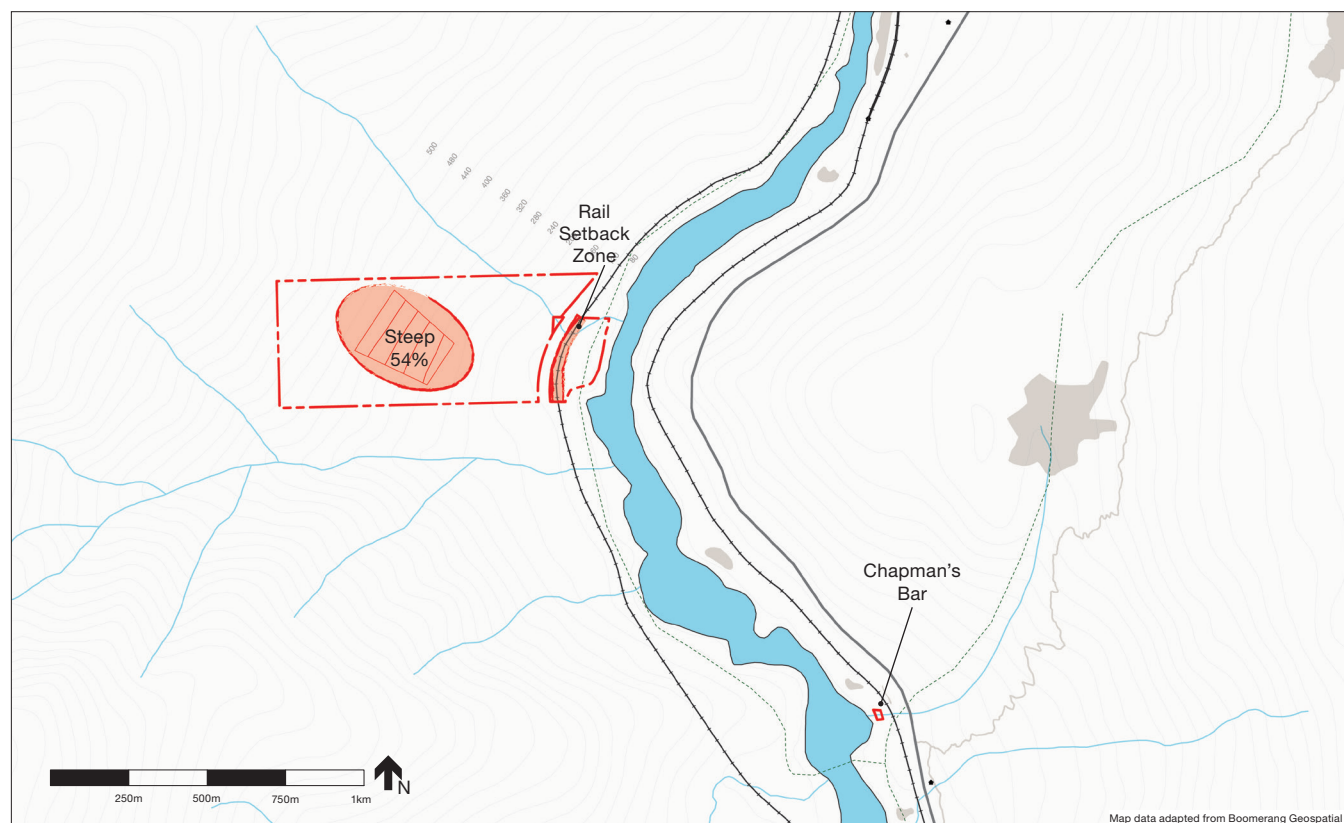
- Small size
- Isolated location

Potential Land Uses

- Recreation



Long Tunnel - Existing Conditions



Long Tunnel and Chapman's Bar - Land Use Analysis

Teequaloose

Reserve Name(s): Teequaloose 3 and Teequaloose 3A

Areas: Teequaloose 3 (7.7 ha), Teequaloose 3A (60.4 ha)

Total Area: 68.1 Hectares

Description: The Teequaloose reserves are located on the west bank of the Fraser River, directly across from the Alexandra Bridge Provincial Park, which commemorates the crossing of the Fraser by the Cariboo Wagon Road in the mid-1800s. The bridge, rebuilt in 1926 is a popular tourist attraction along the canyon but is no longer open to cars. There are several archeology sites identified along the banks of the Fraser, likely associated with traditional camps and fishing activities. Additional research and discussion with Band members may reveal more information about cultural resources in this location. The economic business profile identified Teequaloose as a potential site for a destination resort.

The area is less dramatically steep than most of the other reserves, with contour data indicating a bench or plateau in the northern portion of Teequaloose 3A. A stream cuts through 3A, where the slope rises towards the southern portion of the area. The CPR railway line runs along the eastern edge of the reserve, but no roads access the area. Community members identified a few cabins in the southern portion of the site, which are no longer inhabited and are accessible only by hiking in.

Opportunities

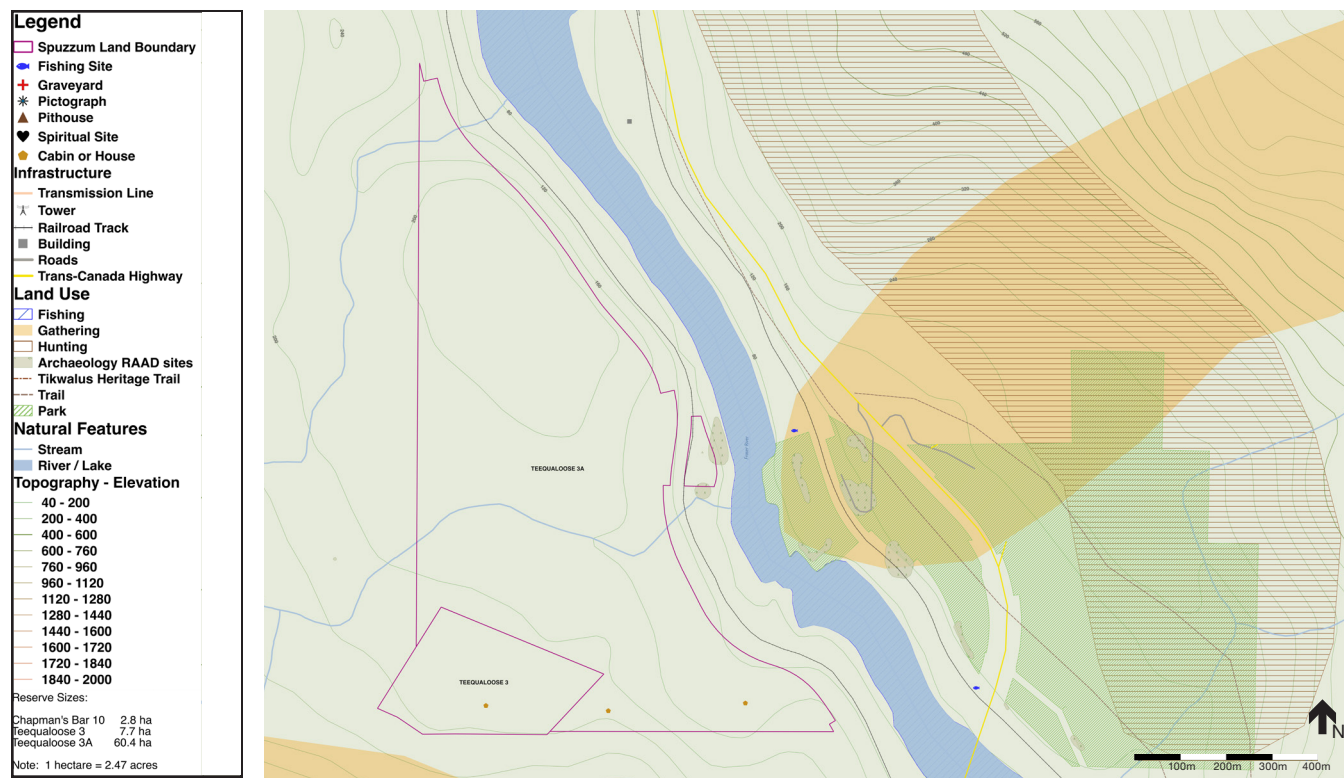
- Benchlands provide potentially developable area
- Explore connection to Historic Alexandra Bridge and park

Constraints

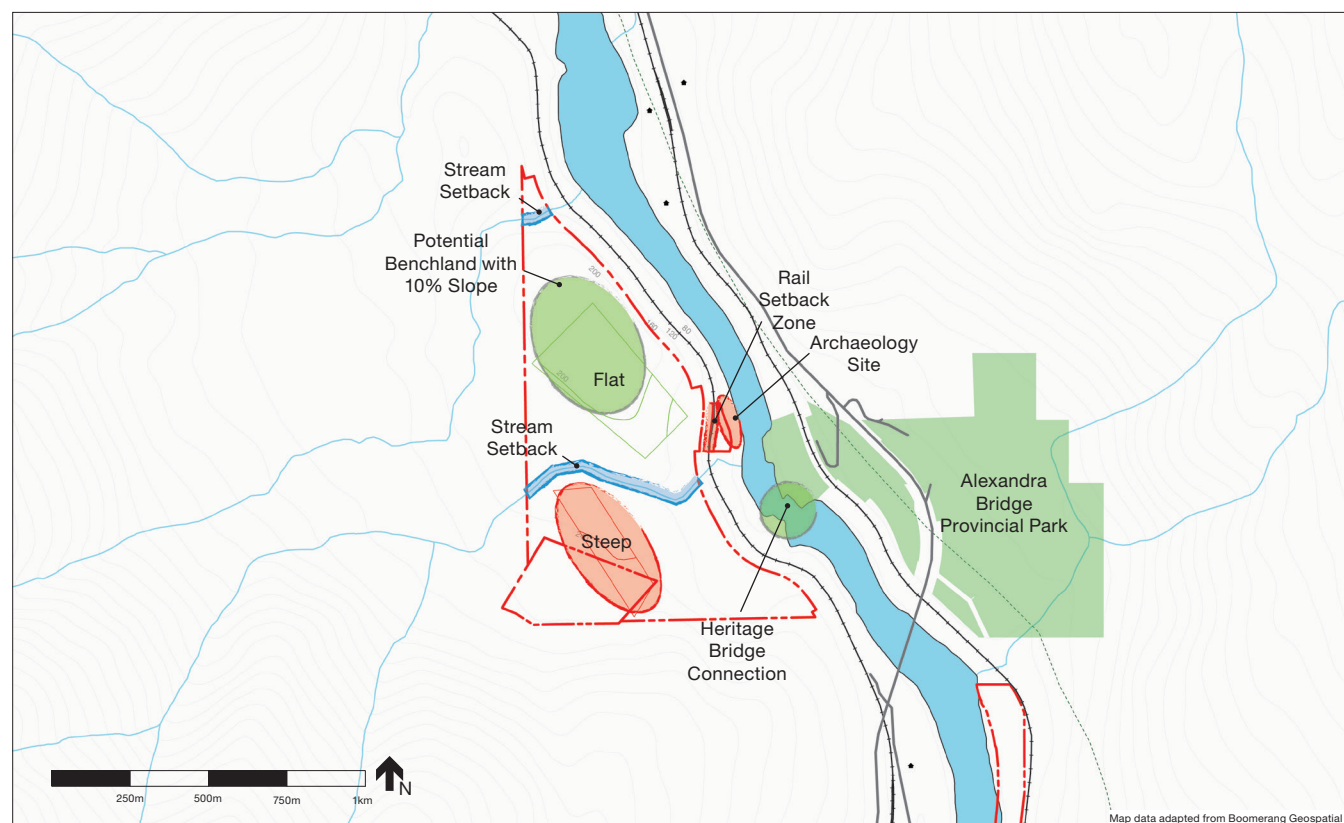
- No road access
- Railway creates a barrier between river and reserve lands
- Steep slope on the south end of the reserve

Potential Land Uses

- Recreation
- Tourism
- Commercial (destination resort)



Teequaloose - Existing Conditions



Teequaloose - Land Use Analysis

Papsilqua & Skuet

Reserve Name(s): Papsilqua 2, Papsilqua 2A, Papsilqua 2B, Skuet 6

Areas: Papsilqua 2 (16.6 ha), Papsilqua 2A (27.7ha), Papsilqua 2B (20.3 ha) Skuet 6 (4.7 ha)

Total Area: 69.3 Hectares

Description: The Skuet and Papsilqua reserves are located in a linear pattern along the east bank of the Fraser river just south of the new Alexandra Bridge where the highway crosses the river. Papsilqua 2 is bisected by a wide hydro right of way for transmission lines. Several cabins were identified in the upland portion of this reserve near a small lake, likely accessed by hiking trail or forest service road. Topographic data suggests Papsilqua 2A may have some benchlands, but is isolated without road access. With direct access to the river and proximity to the highway, the Skuet reserve may present an opportunity as a recreation hub for fishing and hiking trail access.

Opportunities

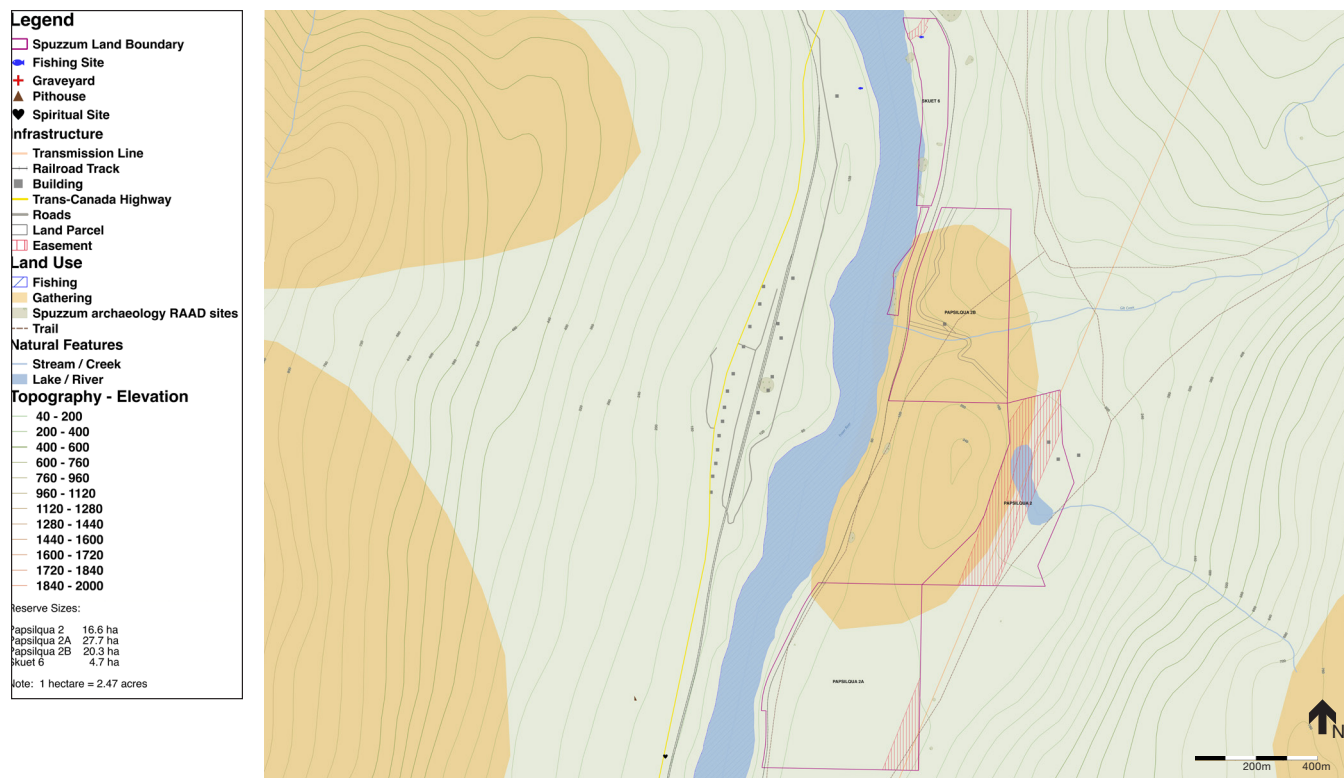
- Benchlands provide potentially developable area in 2A
- Proximity to highway

Constraints

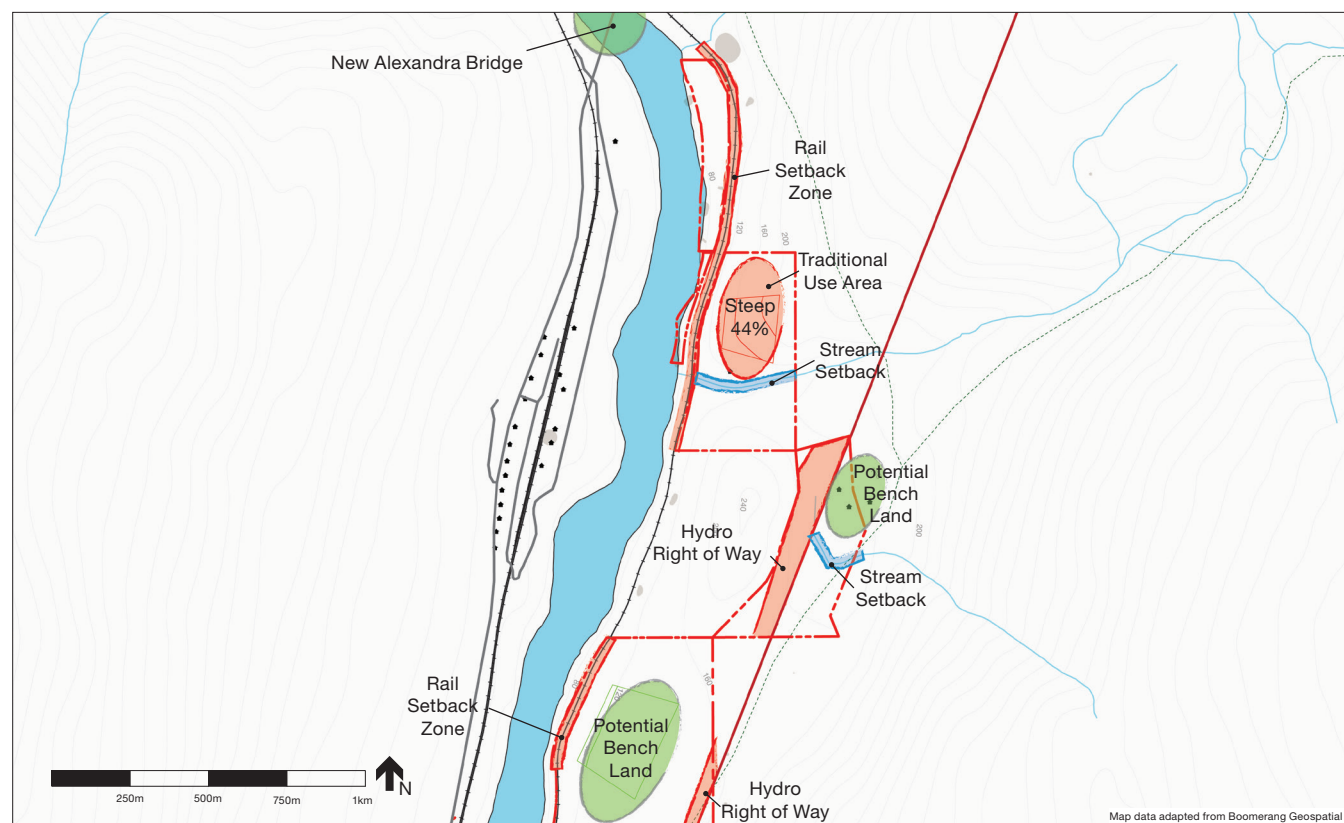
- No road access (service roads – not public)
- Railway creates a barrier between river and Papsilqua reserve lands
- Traditional gathering area

Potential Land Uses

- Recreation
- Resource use (e.g. forestry, plant harvesting, fishing)



Papsilqua & Skuet - Existing Conditions



Papsilqua & Skuet - Land Use Analysis

Spuzzum

Reserve Name(s): Spuzzum 1, Spuzzum 1A, Spuzzum 7

Areas: Spuzzum 1 (125.3 ha), Spuzzum 1A (126.5 ha), Spuzzum 7 (46.1 ha)

Total Area: 297.9 Hectares

Description: Spuzzum 1 and 1A are the largest reserves and provide the greatest opportunity to accommodate future residential, community and economic growth. Spuzzum 7 is isolated on the east side of the river and is steeply sloped. Spuzzum 1 has direct highway access and local roads within the community on both sides of the highway. The Band offices, health centre, playground and community garden are located on the east side of the highway, closest to the river. The railway tracks separate the community from the river, but can be crossed at grade in several locations. The community water plant provides drinking water to the residents. The study completed for the business profile indicates there is additional capacity in this system for residential development (system can serve up to 200 people) but it would need to be upgraded if a significant amount of growth was planned, particularly commercial development, due to fire suppression requirements.

Some lands have been set aside for new housing and there is another section of land being surveyed for housing. Locations and capacity for community sewage disposal would need to be studied in more detail to serve a growing residential population, expanding community services and developing economic opportunities. On the west side of the highway there are portions Spuzzum 1 where the grades may allow for residential or commercial development. The business profile assessed a 13 acre area for economic development potential and found an adequate amount of buildable area to accommodate a range of uses.

As the site of historic settlement, the area is a traditional gathering area and has several archeology sites recorded. The history of the area must be balanced with the need to accommodate growth.

Opportunities:

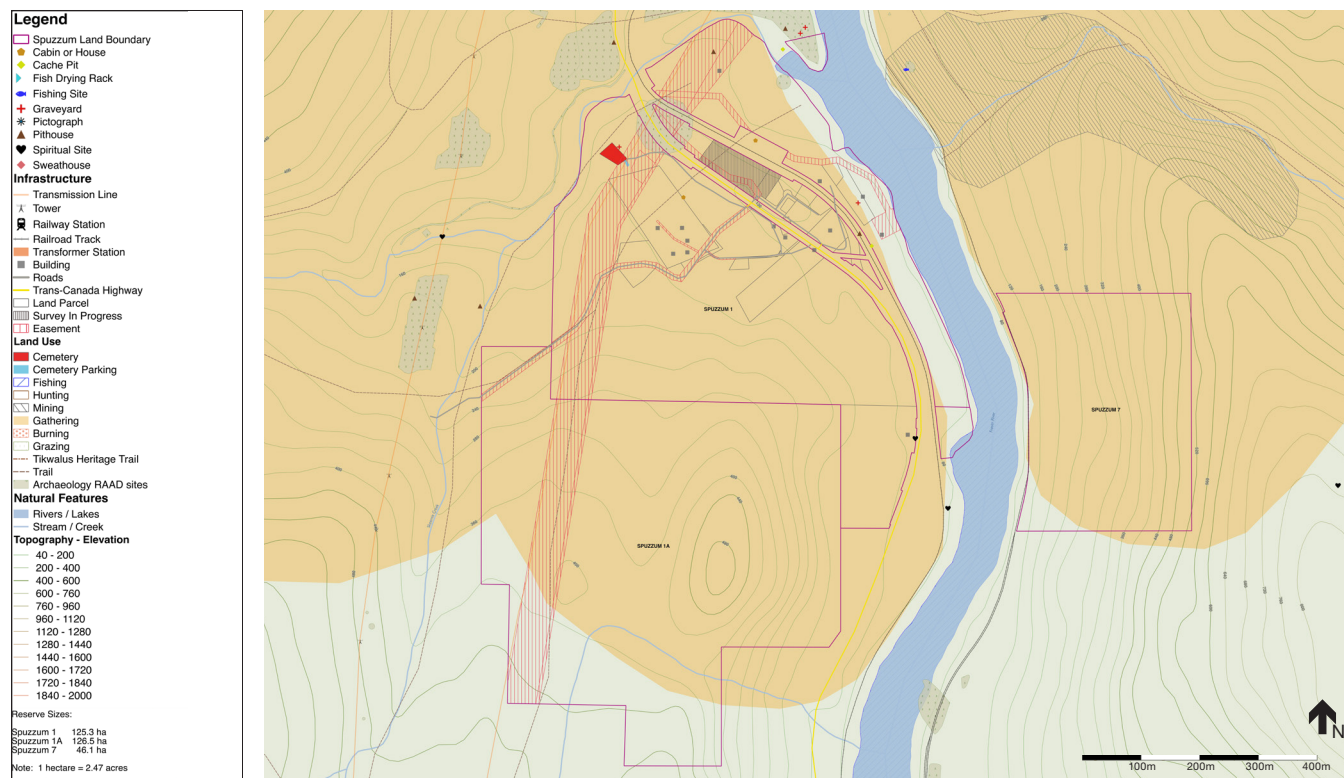
- Direct highway access and some existing roads
- Existing access to services (water, power, septic)
- A variety of residential development close to community services
- Developable areas

Constraints:

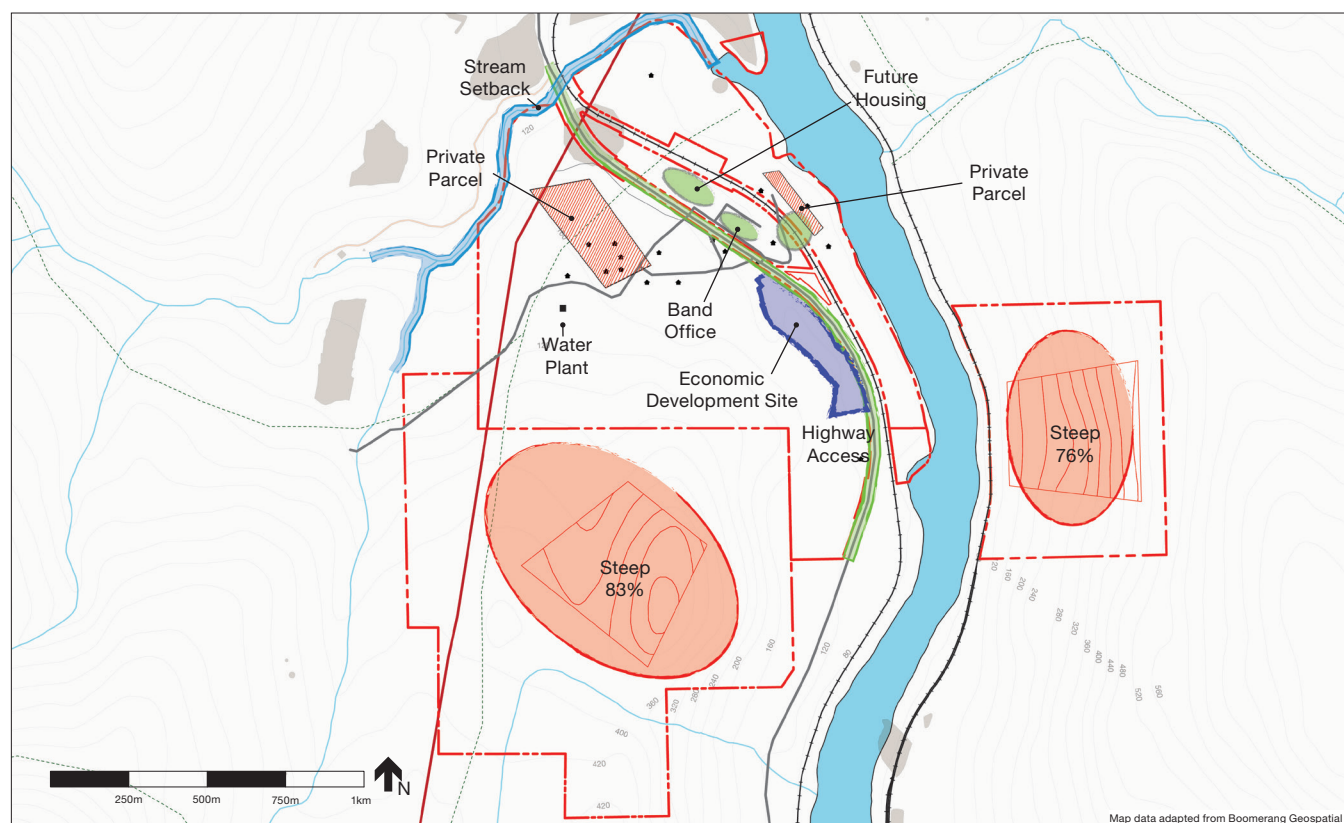
- Steep slopes in Spuzzum 1A and 7
- No access to Spuzzum 7
- Hydro right of way
- Private parcels

Potential Land Uses:

- Residential
- Commercial
- Community Services
- Parks
- Recreation
- Resource use (e.g. forestry, plant harvesting, agriculture, fishing)



Spuzzum - Existing Conditions



Spuzzum - Land Use Analysis

Saddle Rock & Stout

Reserve Name(s): Saddle Rock 9, Stout 8

Areas: Saddle Rock 9 (32 ha) Stout 8 (47.9 ha)

Total Area: 79.9 Hectares

Description: Saddle Rock is the most southerly of the Spuzzum reserves and is bisected by the Trans Canada Highway. The reserve is forested and slopes gently up from the highway for a short distance before climbing steeply up the canyon. There is a private parcel in the northern portion of the reserve along with several dwellings and an old inn with cabins along the highway. The gentle slope and highway access makes development feasible here, but it may not be a priority due to the limited size and proximity to Spuzzum 1, which is more suitable for development. Resource use such as agriculture or a nursery might be appropriate but would have limited sunlight exposure.

On the east side of the river the Stout reserve is heavily forested and steeply sloped. If accessible, there may be potential for resource use or recreation.

Opportunities

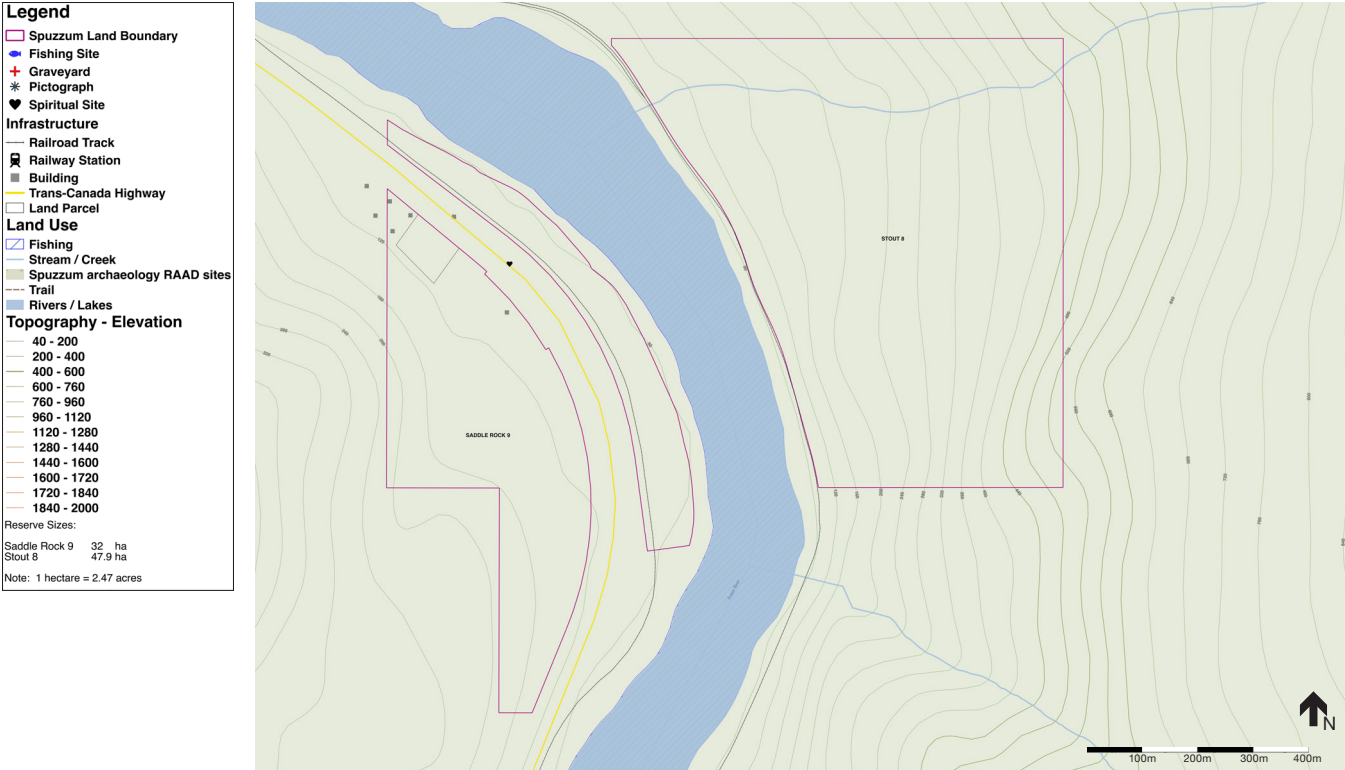
- Direct access to the highway
- Small areas of gentle slope

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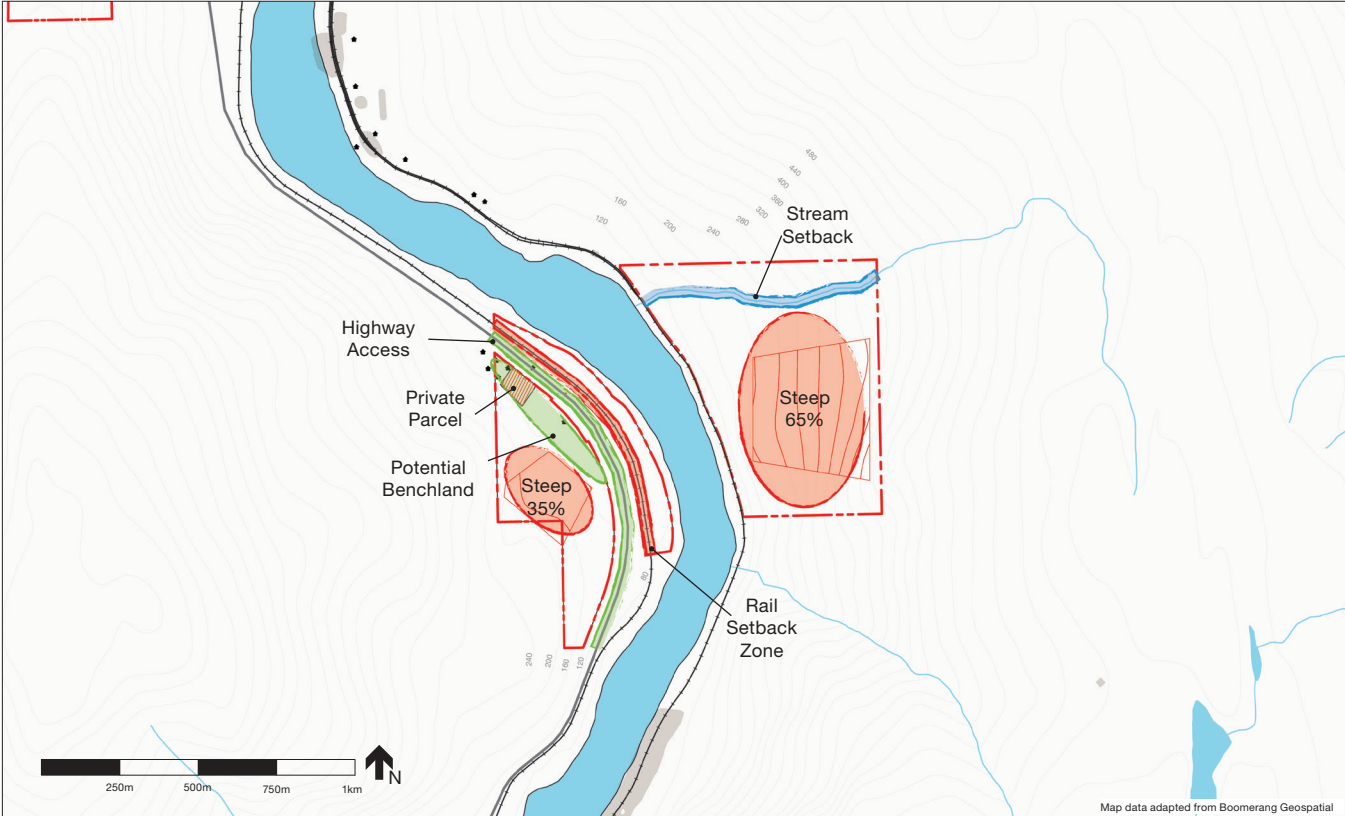
- Railway line prevents access to river
- Steep slopes on both reserves

Potential Land Uses

- Residential
- Commercial
- Recreation
- Resource Use (e.g. agriculture, nursery)



Saddle Rock & Stout - Existing Conditions



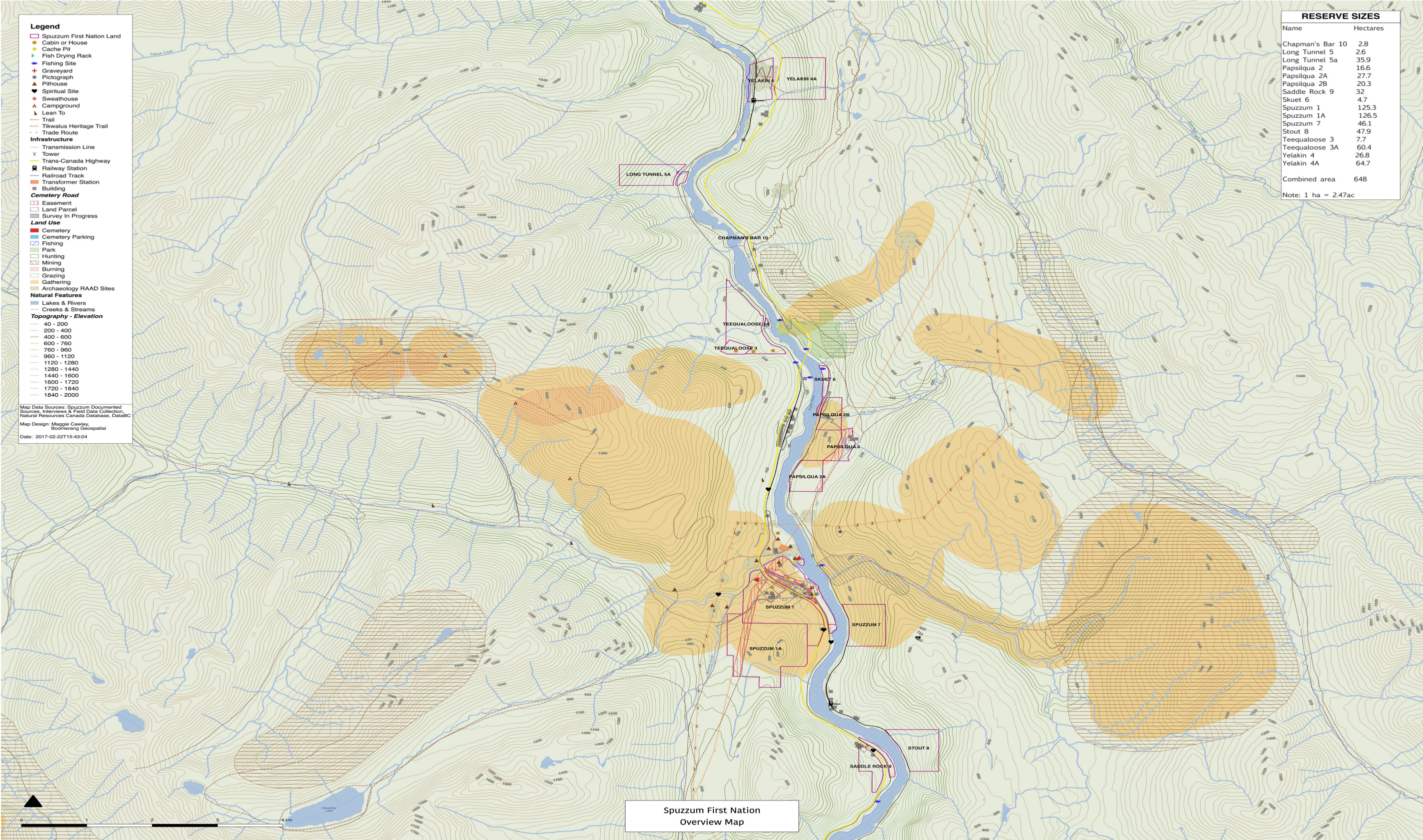
Saddle Rock & Stout - Land Use Analysis

Next Steps

- Share the land use analysis and review with community members
- Conduct more detailed study and mapping (with community input and consultant assistance)
- Work with the community to define appropriate land use designations (led by Band staff, land use committee, consultant assistance)
- Map land use designations
- Finalize the Land Use Plan
- Create development procedures



Spuzzum Reserve Lands - Analysis



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