



**Lheidli T'enneh**

**Reserve Land Use Plan  
2005**

# Acknowledgments

The *Lheidli T'enneh Land Use Plan* is the result of a combination of efforts that should be acknowledged. First of all, the Elders of Lheidli T'enneh have provided a great deal of education and patience, enabling staff to learn about the land through both stories and studies, combining oral history with recall of survey issues and feasibility studies. Their guidance with respect to land and culture is the basis of this Plan.

The community of Lheidli T'enneh has also been very involved, providing recommendations for issues that need to be included in the *Lheidli T'enneh Land Use Plan* as well as feedback on community mapping, mail-outs, and general information sharing. This feedback helped us make each session better than the last. Added to this feedback, the community input sessions with the Youth Treaty Council opened our eyes to the unlimited possibilities for the future development of Lheidli T'enneh reserve lands and helped us remember that planning is the legacy for the future generations.

Lheidli T'enneh staff have also been very supportive and in some cases integral to the completion of the *Lheidli T'enneh Land Use Plan*. For their efforts the Treaty Office, (Ron Seymour, Vanessa West, Mike Bozoki, Marvin George & Teresa Dolman) Chris Thomas and most especially Gord Haines should be recognized and thanked. The Director of Treaty Policy and Research, Rick Krehbiel has provided a great deal of input to educate staff and ensure that this Plan is accurate in references to internal and external land management laws. Regina Toth, the Band's Land Manager has been a key player in bringing the Band to the forefront of the First Nations Land Management process. Lheidli T'enneh is one of the original 14 signatory Bands to sign the Framework Agreement and many of the operational Bands across Canada look to Lheidli T'enneh as a model for community consultation, planning and management because of her efforts.

Finally, the Lands Authority and its subcommittee the Land Use Planning Committee (LUPC) has provided a great deal of direction for the *Lheidli T'enneh Land Use Plan* content, framework and outcomes. Their direction and participation has made the *Lheidli T'enneh Land Use Plan* a successful participatory planning exercise. Ideally, participatory planning projects rely on the community to oversee the process and provide direction and education to the planner, but all too often the end result is a document that may or may not incorporate the voice of the community. Their knowledge and assistance throughout the process, especially in communication and facilitation with the community is invaluable and we are truly appreciative of their efforts. The current Land Use Planning Committee is comprised of the Lands Authority members Violet Bozoki, Kenora Stewart, Melody Buzas, Lyle Pius, Lenora White, and community representatives Ron Seymour, Frank Frederick Sr., Counselor David Baker and Shirley Gustason.

Doocha,

Mussi

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# Executive Summary

The Lheidli T'enneh Land Use Plan (LUP) provides future land use and development direction for the existing Lheidli T'enneh reserves. These reserves include Ts'un'ut (Fort George Cemetery), Khast'an Lhughel (Shelley), Lhezbaonichek (Clesbaoneecheck) and Dzulhyazchun Tsalakoh (Salaquo) totaling 685.6 hectares (ha) or 1,695 acres (ac).

## BACKGROUND

This Land Use Plan has been prepared as a joint project between the Lands Authority and the Lheidli T'enneh Treaty Office. To assist in the preparation of the Plan, the Lands Authority formed a Land Use Planning Committee (LUPC) consisting of the 5 elected Lands Authority members as well as 4 additional community members. The LUPC has provided direction to staff with respect to traditional and cultural knowledge, community mapping sessions, issues identification, plan content, draft plan review and has served as a valuable resource throughout this project.

The Elders' Committee has contributed Carrier names and provided important cultural/heritage background information to ensure this Plan includes traditional use considerations when future land use decisions are made.

## LEGAL BASIS OF THE PLAN

The Lheidli T'enneh LUP has been prepared under the provisions of the Lheidli T'enneh Band Land Code. The Land Code provides the legal authority for the Band to plan, develop, conserve and manage their lands.

The final Plan must be approved by a vote open to all adult Lheidli T'enneh Band Members to become Lheidli T'enneh Law.

## COMMUNITY MAPPING

In order to obtain as much community input as possible 11 community mapping sessions and 3 information meetings were held with various Band committees and Community members between August 2004 and January 2005. These community mapping sessions provided Members with the opportunity to "see and touch" Lheidli reserve maps, share their thoughts on land use choices and indicate what land uses and developments they want for these lands in future. As part of this process Members also identified traditional use areas that may require further investigation/identification and protection to avoid future land use conflicts.

## COMMUNITY AND YOUTH LAND USE PRIORITIES

To summarize Members' input obtained at the community mapping sessions two maps were prepared for each reserve. These maps "paint a picture" of overall community and youth land use priorities. The Community Land Use Priorities included community input on one map. Youth

input was summarized on a separate map in order to recognize youth land use priorities separately.

These maps generally indicate Members wish to retain traditional uses as an important part of the reserves while providing for additional housing, recreation opportunities, community facilities and services for existing and future residents.

## **LAND USE DESIGNATIONS**

The Community and Youth Land Use Priorities Maps are the basis for the Land Use Designations for each reserve.

These Land Use Designations consist of the following:

- Traditional Use Area**
- Cultural Heritage Site**
- Community Development Area**
- Community Development Expansion Area**
- Natural Resource Development Area**
- Environmentally Sensitive Area**

Section 5 presents the Land Use Designations used throughout this plan and indicates what land uses and developments are permitted within each Land Use Designation. For example, housing is permitted in the Community Development Area but not in an Environmentally Sensitive Area.

The Land Use Designations are shown for each reserve on attached Map #14 through Map #17. These maps indicate what land uses can be developed in various areas on each reserve and provide the overall framework for the Lands Authority and land administrators to make land use decisions when development proposals are made.

## **IR#1A TS'UNK'UT**

This reserve consists of 0.9 ha (2.3 ac) and is located within the present boundaries of the City of Prince George's Fort George Park near the confluence of the Nechako and Fraser Rivers. The cemetery has primarily cultural/heritage value as the historical burial ground for Lheidli T'enneh Members.

### **Objective**

**Cemetery as a significant cultural heritage site for the Lheidli T'enneh First Nation.**

This reserve is proposed as a Cultural Heritage Site under the Land Code for continued use as a cemetery and to celebrate Lheidli cultural, history and traditions at the confluence of the Fraser and Nechako Rivers.

For IR#1A there are no Community or Youth Land Use Priorities Maps since this entire reserve will be a cultural heritage site. See Map #14 for the land use designations for IR #1A.

## **IR# 2 KHAŠT'AN LHUGHEL**

North and South Khašt'an Lhughel (Shelley) consist of 533 ha (1,318 ac) located **approximately 22 km** upstream from the confluence of the Fraser and Nechako Rivers. This reserve contains the primary community settlement area for Band Members with 36 homes.

### **Objective**

**Khašt'an Lhughel (Shelley) as a sustainable community with a variety of employment and housing opportunities together with education, social and recreation programs.**

This reserve is the primary Community Development Area and Community Development Expansion Area for Lheidli T'enneh. This reserve is proposed to provide existing and future Members with expanded housing opportunities and community facilities. See Map #15 for the land use designations for Khašt'an Lhughel (Shelley).

## **IR#3 LHEZBAONICHEK**

Lhezbaonichek (Clesbaoneecheck) is 124 ha (306 ac) and located on the Nechako River approximately 20 kilometres upstream from the confluence of the Nechako and Fraser Rivers.

### **Objective**

**Traditional Use with Community Development Expansion Area along North Nechako Road.**

This reserve may have potential as an alternate location for residential and related development in future dependent upon resolution of off site road upgrades and extension of power to this area. See Map #16 for the land use designations for Lhezbaonichek (Clesbaoneecheck).

## **IR# 4 DZULHYAZCHUN TSALAKOH**

Dzulhyazchun Tsalakoh (Salaquo) is 37 ha (91 ac) and located at the confluence of the Chilako and Nechako Rivers approximately 14 km upstream from Lhezbaonichek (Clesbaoneecheck).

### **Objective**

**Traditional Use with small-scale water based tourist facility adjacent to Nechako River.**

Due to significant development constraints (lack of legal/physical access, CNR main line, topography), this reserve is proposed for primarily traditional uses. This reserve does not have any future development potential with the exception of small-scale tourist facilities to support water-based tourism along the Nechako River. See Map #17 for the land use designations for Dzulhyazchun Tsalakoh (Salaquo).



## **PLAN IMPLEMENTATION**

This Plan will become Law based upon:

- Lands Authority recommendation to the Band Council under Section 24 of the Land Code;
- Members' approval by vote under Section 12 and 14 of the Land Code;
- Band Council enactment to bring the Plan into law.

This Plan will guide the Lands Authority and Council with respect to:

- Land use decision making on reserve lands;
- Preparation of a zoning law with detailed regulations and provisions with respect to issuance of permits and approvals for specific developments;
- Preparation of capital and operational plans with respect to development on reserve lands, and;
- Delivery of programs and services within existing and new community facilities on reserve lands.

# Section 1 - Introduction To The Plan

The *Lheidli T'enneh Land Use Plan* is a community-driven project that combines the land use and development priorities of the Membership with best planning practices in order to create an overall land use plan that guides the management of Lheidli T'enneh's land base. Essentially, the Land Use Plan (LUP) may be thought of as a tool that provides the community and administration with the information of what development can occur where.

Since the Band is in the final stage of Treaty negotiations and the probability of incorporating new settlement lands into the land base in the near future is very real, the *Lheidli T'enneh Land Use Plan* has been split into two phases. The first phase deals with the existing Lheidli T'enneh reserve parcels and the second phase with Treaty Settlement Lands.

This document is the first phase of the *Lheidli T'enneh Land Use Plan* focusing on Lheidli T'enneh's four existing reserve lands.<sup>1</sup> These four reserves and their approximate land area are presented below in Table 1 (see also Map #1 for the location of each reserve and proximity to the City of Prince George).

**Table 1 – Lheidli T'enneh Reserve Lands**

Reserve Number	Reserve Name	Area in Hectares (ha)
IR #1A	<b>Ts'unk'ut - Fort George Cemetery IR #1A</b>	1.0 ha
IR #2	<b>Khast'an Lhughel - North and South Shelley IR #2</b>	524.5 ha
IR #3	<b>Lhezbaonichek – Clesbaoneecheck IR #3</b>	123.0 ha
IR #4	<b>Dzulhyazchun Tsalakoh – Salaquo IR #4</b>	37.1 ha
	<b>Total Area</b>	<b>685.6 ha</b>

## OUTLINE OF THE PLAN

Although the main goal of the *Lheidli T'enneh Land Use Plan* is to provide a land use and development plan, it was decided by community and staff that the secondary focus of the LUP is accessibility. In other words the *Lheidli T'enneh Land Use Plan* should be understandable to each person that reads it. The way in which we approached this is through education, by providing the reader with a brief understanding of the cultural, historical and legislative developments that have impacted the land use and land management practices of Lheidli T'enneh.

Owing to the educational aspect of the Plan, Sections 2 through 4 provide a detailed background to the processes that lead to the completion of the *Lheidli T'enneh Band Land Use Plan*. Specifically, Section 2 provides an overall introduction to the community through a discussion of culture, recent history of the land base and community demographics. Section 3 presents the history of land management on reserve as well as the legislative mandates under which this Plan operates. These include the First Nations Land Management Act, the Lheidli T'enneh Band Land Code and its law-making abilities regarding land use and land

<sup>1</sup> Up until February 2005 Fort George IR #1A did not have Indian Reserve status owing to a mistake made by INAC offices in the early 1900's. This oversight has been recently rectified through an Order In Council and the designation of this land as an Indian reserve is being filed with the First Nations Land Register System.

management. Section 4 discusses the planning processes, including Band Member input and presents the results from the community mapping sessions for both community and youth development priorities.

With respect to land use planning, Section 5 is broken down into four separate “mini” plans for each of the reserves (also known as sector plans). Each of these “mini” plans deals with the land use and development issues specific to each of Lheidli T'enneh's reserves. This includes planning strategies and a series of short, medium and long-term priorities for the future development of these lands.

Finally, Section 6 follows up the planning recommendations and strategies identified throughout the *Lheidli T'enneh Land Use Plan* by providing implementation strategies for the short, medium and long-term priorities identified. These implementation strategies provide a checklist for the Lands Authority and Land Management staff of the initiatives to be undertaken to implement the Plan under the Land Code and to meet the Band's demand for infrastructure, housing, community facilities, recreation, health and safety, development review, cultural heritage, wildlife, habitat and watershed management and economic development.

## FIRST NATIONS PLANNING

It is important to recognize that the *Lheidli T'enneh Land Use Plan* is an example of a First Nations planning exercise. We say this for two reasons, the first being that the Plan legislatively fulfills the requirements of Lheidli T'enneh Band Land Code for community approval and adoption.<sup>2</sup> Secondly because the planning area for the *Lheidli T'enneh Land Use Plan* is much more than the physical characteristics, it is the history and culture of the people. Like all First Nations, the Lheidli T'enneh people and culture are linked to the **land**. This is important to recognize because it bears on the existing land base, the ways in which the land is used now and the ways in which the land will be used in the future.

As part of the cultural significance of the land, the *Lheidli T'enneh Land Use Plan* has incorporated Carrier place names as a means to reclaim the original names and meaning of these places and as an educational tool to expose youth, Band Members and the non-Aboriginal community to the language and the history of the land. Although the Indian Lands Registry System (ILRS) names for the reserves differ, for the purposes of this Plan the Lheidli T'enneh names will be used with the ILRS names provided in brackets.

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<sup>2</sup> The Lheidli T'enneh Band Land Code was enacted under the Framework Agreement on First Nation Land Management and its implementation legislation; the *First Nations Land Management Act*. What is important to note is that the Framework Agreement is a First Nations' initiative (see Section 3 for a more detailed discussion).

## Section 2 – Community Introduction

Typically municipal plans provide an introduction of the planning area for which they were created. Usually these introductions are about the physical characteristics of the city or village such as location, land base, population, and relevant zoning or bylaws. They might also include a description of the planning objectives as defined by the planner or planners that created the plan. All of these elements are also a part of the *Lheidli T'enneh Land Use Plan*. However, in addition to these quantitative details, it is important to understand that the community shares a common culture and history and these have impacted the outcome of the Plan.

The purpose of Section 2 is to introduce the community of Lheidli T'enneh, first by understanding that Lheidli T'enneh culture has directed the plan and will continue to direct land and resource management. Second by examining the recent history of the reserve land base, and finally, by providing an overview of the Lheidli T'enneh population and factors that affect it.

### PEOPLE AND THE LAND

We are the *Lheidli T'enneh*. Our name translates as “people from where the rivers flow together.” According to our history, a large group of our people were led by Traditional Chiefs and Medicine People to the confluence of these two rivers. These rivers are known as the Nechako and the Fraser.

We traveled throughout our territory, a territory that was once separated into *keyohs*. Each *keyoh* was the responsibility of a clan. We hunted and gathered throughout our Traditional Territory. We traded with neighboring communities. There were no permanent settlements like we think of them today. Instead, there were seasonal villages and camps along the lakes and rivers throughout our territory. Lheidli, the site of present-day Prince George was one of these villages. It is clear to us that our ancestors occupied and used all of what we know as our Traditional Territory.

This is still true today.

This excerpt of Lheidli T'enneh land and occupancy was taken from the *Lheidli T'enneh Traditional Use Study* completed on June 19, 2000. These few paragraphs demonstrate that since time immemorial the Lheidli T'enneh people have been connected to the land employing a complex system of land and resource management that is entrenched in the culture of the Lheidli T'enneh people.

Traditionally, Lheidli T'enneh economy consisted of hunting, fishing, gathering and seasonal trade regulated and managed through a *bah'lhats* (potlatch) form of governance. Even the name *Lheidli T'enneh* (*Lheidli* refers to the actual location where the rivers meet and *T'enneh* refers to people from that place or territory) is drawn from the land, signifying the importance of the relationship between the people and the land.

## RECENT HISTORY OF LHEIDLI T'ENNEH LAND BASE

Between the years of 1892 and 1900 the Department of Indian Affairs established a total of four numbered reserves for Lheidli T'enneh (formerly the Fort George Indian Band). The total area of the reserve land base in 1910 consisted of 1237.4 hectares (ha). Today, the reserve land base consists of 685.6 ha. Like many other First Nations the influx of settlers, the upset in the traditional economy, the Indian Act and epidemics pressed the Band to sell off land, specifically, IR #1 and a section of IR #4. The following sections provide a brief outline of the recent history of the Lheidli T'enneh reserve lands with particular attention to the sites of Lheidli (Fort George IR #1) and Dzulhyazchun Tsalakoh (Salaquo IR #4).

### Fort George Indian Reserve #1 (Lheidli)

In 1892 the Fort George Indian Reserve #1 was established at the confluence of the Nechako and Fraser Rivers, the current site of the City of Prince George's downtown core. As the main residential site, IR #1 had an area of 1366 acres. By 1900, the Lheidli T'enneh (then the Fort George Indian Band) had three other reserves (IR #2, IR #3 and IR #4) and a population of approximately 144 Band Members. Fort George IR #1 remained the main residential site for the Lheidli T'enneh Nation until their removal in 1913 to IR #2 (Khast'an Lhughel).

In 1907 the Grand Trunk Pacific Railway Company (GTPR) announced its intentions to create a route across BC. With this announcement came the influx of real estate speculators, promoters, and settler activity to the Fort George Indian Reserve #1. By 1910 land promoters had created two separate town sites bordering the reserve, each marketed as terminal sites not only for the GTPR but also for about six or so "paper railways".

For the years between May 1908 and November 1911, IR #1 was the subject of a vicious land dispute between the Lheidli T'enneh Band, the GTPR, the Natural Resources Security Company (NRS), and provincial and federal government officials. Originally the GTPR wanted to use the northern portion of the reserve and the fee simple land to the west of it for the development of a train station and residential town site. However when the owners of the western lots wanted high prices for their lots the GTPR made plans to expropriate the reserve under the Railway Act. This idea never went ahead because the GTPR lawyers argued it would be difficult to prove that the entire area of the 1366 acre reserve was required for railway purposes.

Since the GTPR could not expropriate the land they tried to purchase the reserve from the Lheidli T'enneh Band. These negotiations took three and a half years, involved several court proceedings and in the end the GTPR bought IR #1 for \$125,000 and gave the Lheidli T'enneh Band seven months to leave the reserve. This transaction, including surrender of the reserve land, would not have been possible without the active participation of the Department of Indian Affairs and the Catholic Church. The surrender is now subject to a Specific Claim in the Federal Court of Canada and the Indian Claims Commission against the federal government.

### Fort George Cemetery IR #1A (Ts'unuk'ut)

After the "sale" of Fort George IR #1 to the Grand Trunk Pacific Railway in 1913, it was agreed that the cemetery consisting of 0.913 ha (2.3 ac) out of the original reserve would be returned to the Band as a reserve. The GTPR transferred the cemetery land to the (then) Department of Indian Affairs (DIA), but DIA failed to transfer this lot to BC in 1938 when the province transferred all Indian Reserves to Canada under *Order in Council 1036*.

This oversight was not identified until the Lheidli T'enneh Band Land Code was being finalized in 2000. An Order in Council was approved in early 2005 has now finalized this reserve designation and therefore the cemetery is formally designated as Indian Reserve. Upon final treaty settlement Canada will transfer title to the reserve to Lheidli T'enneh ownership.

### **Fort George (Shelley) IR #2 (Khas't'an Lhughel)**

Fort George (Shelley) IR #2 was one of the original numbered reserves set out by the Department of Indian Affairs. After Fort George IR #1 was transferred to the GTPR, IR #2 became the primary settlement area for the Lheidli T'enneh Membership.

### **Clesbaoneecheck IR #3 (Lhezbaonichek)**

Also one of the original numbered reserves, Clesbaoneecheck remains much the same as it was upon transfer to the Band. A further discussion of Clesbaoneecheck is found in Section 5.

### **Salaquo IR #4 (Dzulhyazchun Tsalakoh)**

In the early 1920's many communities were picking up the pieces from the fallout of the Spanish flu epidemic of 1918-1919.<sup>3</sup> Margaret Gagnon, a Lheidli Elder tells stories of the epidemic as the time when the Lheidli T'enneh started burying their dead rather than cremation because they couldn't keep up to the numbers of people dying.

In an effort to raise money for the community the Band passed a Band Council Resolution (BCR) in 1922 to surrender part of Salaquo IR #4 (42 acres) to the Government of Canada to be sold and the proceeds to be held for the Band. Later that year Canada sold the land to Mr. John McArthur from Winnipeg for \$856 and issued him a Letters Patent. To raise title to the property Mr. McArthur should have registered his Letters Patent with the BC Land Title Office, but this did not happen. As a result Mr. McArthur's title to the land did not appear in the BC Lands Titles Office or on the First Nations Land Registry.

At present, the land is deemed "no man's land" since Mr. McArthur did not raise title. Unfortunately the 42 acre surrender and the events around the sale of this land were not recognized at the community level until March of 2005. This leaves the Band with a number of outstanding questions about the proceeds from the sale, the entitlement of the land to Mr. McArthur's heirs and whether or not the Band wishes to obtain these lands as part of the final treaty settlement. These questions are currently under investigation.

## **COMMUNITY DEMOGRAPHICS**

Demographics are used to study patterns in populations. In land use planning, demographics such as age are frequently used to determine future infrastructure and service needs. For example if a community has more than 50% of its population under the age of 14 it is likely that that many of the services such as education, recreation, health and transportation will be geared

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<sup>3</sup> It is estimated that over 20 million people died worldwide, of those approximately 50,000 people were Canadians. Many historians believe that these numbers are even higher since many developing countries and remote communities did not register their death tolls.

towards supporting youth. The same could be said for an aging population whereby there might be more assisted living developments, healthcare and transportation services.

For the purposes of the *Lheidli T'enneh Land Use Plan* demographics are discussed in terms of populations. Like most First Nations, Lheidli T'enneh regards its Band Membership as two populations, the on-reserve population and the off-reserve population. The historical reason for this split is largely because of the Indian Act and Indian and Northern Affairs Canada (INAC) policies.<sup>4</sup>

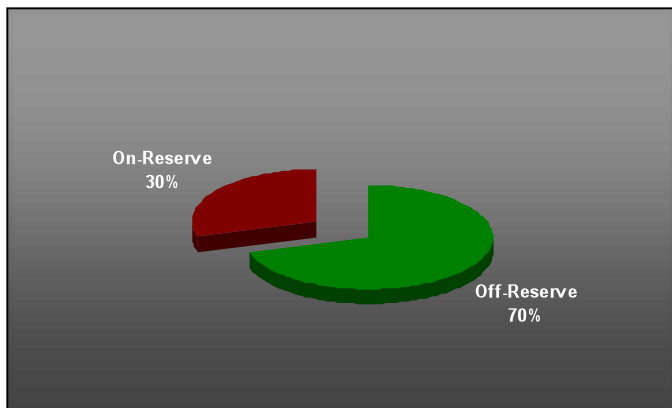
For example, at this time INAC only provides funding for physical infrastructure (including housing) and social programs and services for the on-reserve population. If an off reserve Band Member would like to move back to the reserve to access affordable housing and community health services the reality of this situation is that they will wait years for housing, simply because the funding received from INAC is never enough to keep up with the demand. Added to this situation, the division of the Membership established through policy is often embraced at the community level, such that Band Members living off reserve are often viewed as disconnected with the reserve community.

To date, Lheidli T'enneh has attempted to alleviate the separation between the Members living on and off reserve through intensive treaty-focused community consultation that encourages all Members to participate.<sup>5</sup> This consultation also includes youth specific activities and provides the necessary supports to ensure participation (such as transportation). Added to this, the Land Code requires community approvals for the creation of land laws, all major planning exercises and major land transactions.

### Ratio of On-Reserve Members to Off-Reserve Members

The following chart demonstrates that of the 309 registered Band Members (December 2004), 211 or 68% of Lheidli T'enneh Band Members live off reserve. The remaining 32% or 98 people live on reserve, either at IR #2 or IR #3.

**Chart 1 - Ratio of On-Reserve to Off-Reserve Members**



<sup>4</sup> To understand some of the assimilative policies enforced by the Department of Indian Affairs please see *A Narrow Vision, Duncan Campbell Scott and the Administration of Indian Affairs in Canada* (Titley: 1986).

<sup>5</sup> For the post treaty climate Lheidli T'enneh is also researching models in order to set up LTN locals in the urban centers with the highest percentages of Band Members).

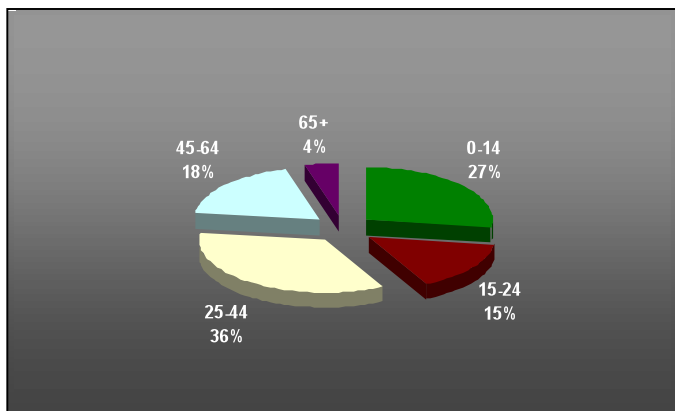
The on-reserve population of any First Nation is directly correlated to the availability of housing, community services, health and safety and overall standard of living (see Waldram *et al*: 2000). Since 76% of the Lheidli T'enneh housing was built after 1991, it is likely that a historical lack of housing contributed to the high percentage of Members living off-reserve. Other factors impacting the off-reserve population include legislative changes, such as Bill C-31 and the close proximity of the reserve lands to the urban centre of Prince George, where housing and services are more readily accessible.

### Age Demographics

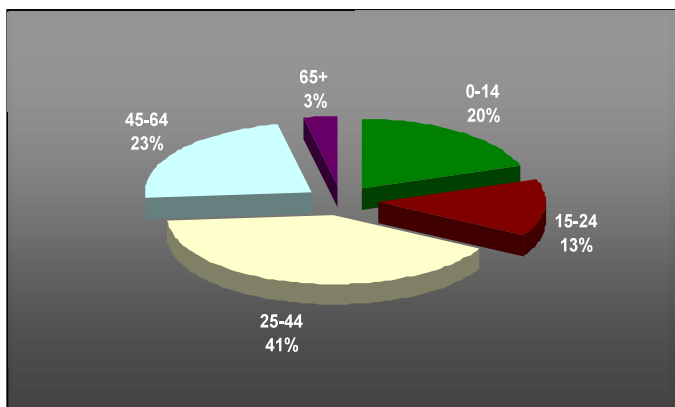
The age demographics for the Lheidli T'enneh on and off-reserve populations are demonstrated in Charts 2 and 3. For both populations there is a large percentage of Band Members under the age of 25 (40% for the on-reserve population and 34% for the off-reserve population). This demonstrates a younger population, which will create specific pressures for housing for new family formations, recreation and education. In planning for this demographic Lheidli T'enneh should focus on youth services for recreation and education and the development of affordable housing, such as attached housing units (apartments, condominiums and townhomes).

The remaining population over the age of 25 (60% for the on-reserve population and 66% for the off-reserve population) will create specific pressures for housing and health services. In planning for this demographic Lheidli T'enneh might consider developing specialized housing, including assisted living and other health services to accommodate elder Band Members.

**Chart 2 On-Reserve Population Demographics**



**Chart 3 Off-Reserve Population Demographics**





## POPULATION PROJECTIONS

As previously stated for Land Use Planning process population trends and projections are a key factor in determining the future infrastructure, capital and housing demands that will be placed on the community. By determining the population growth of both the on and off-reserve community, Lheidli T'enneh will be able to plan for and provide the physical and social resources and services necessary to develop the community.

### Historical Population Data

Since population demographics do not remain the same, community planners analyze the historical population data and trends in order to make projections about what the future community demographics might look like and plan for services 20 years from now. For the purposes of the Lheidli T'enneh Land Use Plan 20 years of historical data was used in order to derive geometric growth rates. The 20-year historical data is as follows:

**Table 2 - Lheidli T'enneh 20-Year Historical Population Data**

Year	On-Reserve	Off-Reserve	Total Membership
1984	67	25	92
1985	83	25	108
1986	85	35	120
*1987	85	35	120
1988	85	83	168
*1989	85	83	168
1990	39	139	178
1991	38	145	183
1992	39	166	205
1993	41	174	215
1994	53	170	223
1995	52	174	226
1996	51	191	242
1997	91	168	259
1998	91	173	264
1999	112	155	267
2000	109	179	288
2001	109	191	300
2002	108	193	301
2003	97	205	302
2004	98	211	309
Growth Rate	1.8	10.7	5.9

\* No data exists

### Future Population Projections

A number of population projections have been prepared for the Band in the past. The 1990 *Physical Development Plan for Lheit-Le-We-Tens* prepared by the Carrier Sekani Tribal Council (CSTC) projected a total Band population of 275 by the year 2010 with an on-reserve population

of 170. Based on actual 2005 Band population, the 1990 projections have underestimated the Band's total membership by 2010.

The 1998 *Lheidli T'enneh First Nation Physical Development Plan* prepared by C<sub>4</sub> Engineering Ltd. revised the 1990 population projections using 3 growth rates of 2.5%, 5% and 7% for the years 1998 to 2018. Using these 3 growth rates, future Lheidli T'enneh Membership was projected to increase to 434 (2.5%), 703 (5%) and 1025 (7%) by 2018. Using the same growth rates the on-reserve population was expected to increase to 291(2.5%), 387 (5%) and 537(7%).

Based upon review of the historical population data, previous population projections and further analysis, this Plan proposes using the geometric growth rate for the total Membership of 5.9% for both the on and off-reserve populations as indicated in the Table below.

**Table 3 - Lheidli T'enneh 20 Year Future Population Projections (at 5.9%)**

Year	On-Reserve	Off-Reserve	Total Membership
2005	104	223	327
2006	110	237	347
2007	116	251	367
2008	123	265	389
2009	131	281	412
2010	138	298	436
2011	146	315	462
2012	155	334	489
2013	164	353	518
2014	174	374	548
2015	184	396	581
2016	195	420	615
2017	206	445	651
2018	219	471	689
2019	232	499	730
2020	245	528	773
2021	260	559	819
2022	275	592	867
2023	291	627	918
2024	308	664	972
2025	327	703	1030

### **FACTORS TO AFFECT POPULATION OUTCOMES**

Between 1984 and 2004 the population of the Lheidli T'enneh Membership tripled. Aside from usual birth and death rates, there are a few factors contributing to the historical population increases as well as future population increases. These factors include:

#### **Bill C-31**

For most First Nations in Canada there have been two landmark years for large population increases, 1986 and 1996. In 1985 the Government of Canada passed Bill C-31 allowing those women and their dependants who had lost their Indian Status through enfranchisement to be

reinstated.<sup>6</sup> Owing to Bill C-31, in 1986 many First Nations saw dramatic increases in their populations (this particularly impacted the off-reserve population since mostly enfranchised Members and their children were living off reserve). Similarly, in 1999, INAC processed a large backlog of Bill C-31 applications resulting in another rapid increase of First Nations' populations.<sup>7</sup>

### **Treaty Ratification**

As mentioned, Lheidli T'enneh is in the final stages of treaty negotiations. Should the treaty be ratified and finalized there will be a greater land base (including lands within the City of Prince George), more resources for community services and infrastructure as well as management over who is eligible to be a Member of the Lheidli T'enneh Nation. Currently in order to be a Band Member, a person must also be a registered Indian. With treaty, a program for eligibility and enrollment will be implemented such that people with a family connection to Lheidli T'enneh may have the opportunity to become Band Members without being registered Indians. It is possible that Lheidli T'enneh will see a marked increase in the total Membership population due to the Eligibility and Enrollment program.

Also with treaty ratification is greater opportunity for the Membership to live on Lheidli T'enneh lands. Under the provisions of the Land Code, Lheidli T'enneh is currently examining models for reserve tenure such as leases, to prepare for both the increase in land base and the interest of the Membership wanting to live on or develop Lheidli T'enneh lands.

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<sup>6</sup> For a brief discussion of enfranchisement see [http://www.ainc-inac.gc.ca/pr/pub/matr/his\\_e.html](http://www.ainc-inac.gc.ca/pr/pub/matr/his_e.html)

<sup>7</sup> For more information regarding the processing of Bill C-31 files see the *INAC Population Projections for Canada and Regions 1998-2008* (2000).

## Section 3 – History of Land Management

The following section provides a brief history of Lheidli T'enneh land management practices. This is done for two reasons, the first is to provide information for those people with little or no knowledge of traditional land management or reserve land management under the Indian Act. Second, it outlines the First Nations Land Management Act and the processes that Lheidli T'enneh underwent to take over the management of their land base.

### TRADITIONAL LAND MANAGEMENT

As mentioned in Section 2, prior to contact Lheidli T'enneh had a very complex system of governance, the *bah'lhats*, which included the traditional ownership and management of land. Through the *bah'lhats* a family or clan would orally trace the boundaries of their *keyoh* and the people in attendance would bear witness to this, confirming the clan's "ownership" of their land. The *keyoh* provided all the resources necessary for survival and was managed by the family to ensure its preservation.

Today, although the *bah'lhats* are no longer practiced, and the *keyoh* system has diminished Lheidli T'enneh acknowledges the "ownership" of traditional land through both the collective understanding of the traditional territory and through recognition of occupancy, such as in a house prior to the establishment of the reserves, or use, such as hunting areas.

### THE INDIAN ACT AND LAND MANAGEMENT

First passed in 1876 this Canadian federal legislation sets out certain federal government obligations and regulates the management of Indian reserve lands, Indian moneys and other resources including culture. Upon its enactment, the Indian Act replaced traditional methods of governance and land management, leaving First Nations without control of their resources. Approximately 25% of the Indian Act deals with the management of reserve lands (the specific sections are discussed further in this section). Like most First Nations in Canada, the department of Indian and Northern Affairs Canada (INAC) administered Lheidli T'enneh reserve lands until the Band took over this authority under its Land Code in December 2000.

#### Reserve Land Tenure Under the Indian Act

It is important to recognize that under the Indian Act **fee simple tenure does exist on reserve**. As per Section 18(1) of the *Indian Act*, reserve land is owned by the Crown and set aside for the use and benefit of the First Nation occupying it. The most common forms of individual tenure on reserve exist as leases or Certificates of Possession, which are a unique form of tenure only existing on reserves.

Basically a Certificate of Possession (CP) is a legal document that gives an individual the right to possess and occupy a certain parcel of land. CP land may be passed to other Band Members such as in an estate or sold back to the Band, but it is not equivalent to fee simple tenure. CP parcels are still reserve lands and cannot be used as an asset for securing a mortgage or loan with a financial institution. Further, the Band Council may annex CP parcels for development.

## FIRST NATIONS LAND MANAGEMENT ACT (FNLMA)

On February 12, 1996 the Government of Canada (as represented by the Minister of Indian Affairs) and 13 First Nations, including Lheidli T'enneh, signed the *Framework Agreement on First Nation Land Management*.<sup>8</sup> The Framework Agreement outlined the requirements for a new land management process, where First Nations could opt out of the land related provisions of the *Indian Act* and have authority over reserve lands. The legislation for the Framework Agreement was introduced in Parliament as Bill C-49, the *First Nations Land Management Act* (FNLMA) and was enacted and given royal assent on June 17, 1999. The process is now known as the First Nations Land Management Initiative, or FNLMI for those people operating outside of the Act and as FNLMA for those operating within.

Every First Nation eligible to come under the FNLMA is required to follow the guidelines set out by the Framework Agreement for the creation and adoption of a land code. Once adopted, this land code replaces the land management provisions of the *Indian Act*. Specifically the following sections of the Act do not apply:

- Reserves (ss. 18-19)
- Possession of Lands in Reserves (ss. 20, 22-28)
- Trespass on Reserve (ss. 30-31)
- Sale or Barter of Produce (ss. 32-33)
- Roads and Bridges (s. 34)
- Lands Taken for Public Purposes (s. 35)
- Surrenders and Designations (ss. 37-41)
- Distribution of Real Property (ss. 49 and 50(4))
- Management of Reserves and Surrendered and Designated Lands (ss. 53-60)
- Farms (s. 71)
- Removal of Materials from Reserves (s. 93)
- Regulations made under section 57 of the *Indian Act*; and
- Regulations under sections 42 and 73 of the *Indian Act* to the extent that they are inconsistent with the Framework Agreement or the Land Code or the laws of the First Nation.

One of the most valuable provisions of the FNLMA is that each First Nation is required to create a community approval process (s. 7 of the Framework Agreement) for the adoption of a land code (s. 5 of the Framework Agreement) as well as its individual agreement with the Minister (s. 6 of the Framework Agreement). The community approval process guarantees the distribution of information regarding the FNLMA to all Band Members and requires an approval vote from a minimum of 25% of all eligible voters, whether on or off-reserve. Basically the community approval process ensures the participation of the entire Membership, and provides an opportunity for informed, community-based decision-making.

In order to ensure that First Nations wanting to sign on to the FNLMA have the resources to do the Framework Agreement provided for the inclusion of a Lands Advisory Board (LAB) to assist individual First Nations with the development of their land code, addressing land management regulations, environmental assessment polices and reporting (ss. 38-41 of the Framework

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<sup>8</sup> One other First Nation was added in December 1997. Since the 14<sup>th</sup> First Nation was added before the FNLMA was enacted, the literature commonly refers to the efforts of the original 14 signatory First Nations.

Agreement).<sup>9</sup> As an added support, the LAB and the Government of Canada appoints an independent verifier to ensure that community approval process for the adoption of a land code is done in accordance with the Framework Agreement.

## **LHEIDLI T'ENNEH BAND LAND CODE**

The Lheidli T'enneh Band Land Code was ratified by a Membership vote on October 28, 2000, certified by the LAB verifier on November 15, 2000 and came into legal force and effect on December 1, 2000. Since that time, the Lheidli T'enneh Band Land Code has undergone one major amendment that was approved at a Meeting of Members (s. 12 of the Lheidli T'enneh Band Land Code) on March 7, 2003.

The Lheidli T'enneh Band Land Code represents a major shift in the management of the Lheidli T'enneh lands and resources as it provides the opportunity for Lheidli T'enneh to develop land management laws that previously would have been imposed by the Indian Act. Through the Land Code any issues regarding land use, conservation, possession, tenure and development can be reconciled through the law-making provisions (ss. 6-9) of the Lheidli T'enneh Band Land Code.

Ultimately the Lheidli T'enneh Land Code is a First Nations governmental approach to land use and land management that maintains the values of the people without deference to the Indian Act. It allows for the people of Lheidli T'enneh to make decisions about their land base and how it will be used for generations to come. The methods of land management traditionally used by the Lheidli T'enneh may have changed over time but the mechanism for consultation and community approval ensure that families are represented and decisions are made at the community level.

## **LANDS AUTHORITY**

In order to facilitate the functions of the Land Code and advise Chief and Council on all matters pertaining to Band lands, the Land Code provides for a body of elected Band Members known as the Lands Authority (LA) (see ss. 24-26 of the Lheidli T'enneh Land Code). The Lheidli T'enneh LA works directly with Lands Advisory Board and oversees the management of Band Lands as well as the distribution of information between administration and Band Members. The Lheidli T'enneh Lands Authority is currently composed of five elected eligible Band voters that may hold office for a maximum term of four years and one Chairperson that is appointed by Council (see section 25 of the Lheidli T'enneh Band Land Code).

The Lheidli T'enneh Band Land Use Plan comes from the function of the Lands Authority for the development of land management resources. In this case, a land use plan that maintains the guidelines of the Lheidli T'enneh Band Land Code and integrates community values for development.

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<sup>9</sup> Section 38 of the Framework Agreement provides that the composition of the Lands Advisory Board must have at least 3 members from First Nations that have ratified their land code.

## Section 4 – Land Use Planning Process

### PARTICIPATORY PLANNING

The Lheidli T'enneh Band Land Use Plan is based on the methods of participatory planning. The philosophy behind participatory planning is based on the premise that the *community knows best*. In other words, planning and development is directed through the input of the Lheidli T'enneh Band Members. This approach to planning land use and development breaks the cycle of top-down decision making processes that are so much a part of the historical relationship between government and First Nations. In addition community input creates a sense of community ownership over the planning outcomes, which is exactly the goal (as per the FNLMA and the Framework Agreement that guides it).

For this document, the input of the Band Membership has created a series of land use planning statements that have been summarized to form the *Lheidli T'enneh Land Use Plan*. However, it is important to recognize that the Lheidli T'enneh Land Use Plan is a living document and that the planning statements created through community participation are flexible and may change over time. Therefore it is crucial that this document be revisited every 5 years and be evaluated by the community to see if it still matches the priorities of the Membership.

### LAND USE PLANNING COMMITTEE

In order to ensure that the Lheidli T'enneh Band Land Use Plan is a community driven document from start to finish, a Land Use Planning Committee (LUPC) comprised of nine Band Members was appointed to oversee the process. The composition of the Land Use Planning Committee includes the five elected members of the Lands Authority (Violet Bozoki, Kenora Stewart, Melody Buzas, Lyle Pius, and Lenora White) with the addition of four other Band Members, (Frank Frederick Sr., Ron Seymour, Counselor David Baker and Shirley Gustason) who represent the Community Treaty Council.

Throughout the formation of the Lheidli T'enneh Band Land Use Plan, the LUPC provided direction on input processes, content, areas of concern, traditional knowledge of the land and assisted in the facilitation of community mapping sessions.

#### Community Mapping

Community input for the Lheidli T'enneh Band Land Use Plan was largely obtained through community mapping sessions. Community mapping is a tool for participatory planning that provides each participant with an opportunity to express **what** developments they would like to see and **where** they would like to put them.

For the Lheidli T'enneh Band Land Use Plan, a series of large maps representing each reserve were brought to community meetings so that Band Members had the opportunity to “see and touch” maps of the Lheidli T'enneh reserve lands and indicate what land uses and developments they want to see on Lheidli land. In addition to identifying development, Band Members also identified what areas are culturally significant and should be protected either for habitat management (plants and animals) or historical sites that should be protected from major resource developments such as forestry or mining. In the end Band Members transferred

knowledge about the land, teaching both the planners and each other about the past, present and future significance of each reserve and the area around it.

For the Plan, each of community mapping sessions began with three or four table-sized maps of either one or two of Lheidli T'enneh's reserves. Each map showed existing development and infrastructure as well as physical constraints to development such as the absence of road access, right of ways, slopes, floodplains and drainage courses. Working off the existing development maps, Band Members were provided with 1-hectare squares of different coloured paper with each colour representing a different land use (see Appendix 1 for a copy of the community mapping legend). Land uses included residential, community facilities, commercial, industrial, traditional use, tourism, recreation, and agriculture.

Through group discussion, Band Members placed various land use "squares" onto the maps usually by identifying specific developments and matching them back to the land use designations.<sup>10</sup> Once each map was completed, Members presented their maps and discussed the issues they faced in determining which land uses were applied to their map.

Under the direction of the LUPC, community mapping sessions were held with both the general Band Membership and **separately with the Lheidli T'enneh youth**. This was done without any population or demographic analysis but with the understanding that the Lheidli T'enneh youth are the future of the community and that their vision for community development should be solicited and presented separately.

In order to obtain community input and ensure that Members were not excluded a total of **11** community mapping sessions and **3** information meetings were held with the various community groups and general Band Membership. The breakdown of these community sessions is presented on the following page.

### Figure 1 – Youth Mapping Session



<sup>10</sup> It is true that not everyone agrees, but upon examination of the completed community maps almost all of them followed the same patterns for land use, regardless of which date or session they were completed on. Even the few maps that did not match often displayed similar developments, just placed in a different location. For example four maps of Shelley might show a sawmill (industrial land use) in the northeast corner of the reserve and one map placed a sawmill (industrial land use) in the northwest corner of the reserve. The result is still the same, that the Membership supports industrial development on reserve.



**Table 4 – Summary of Community Mapping Sessions & Information Meetings**

<b>Community Group</b>	<b>Date</b>	<b>Reserve(s) Mapped</b>
LUPC	August 26, 2004	Khast'an Lhughel (Shelley)
LUPC	September 30, 2004	Dzulhyazchun Tsalakoh (Salaquo)
LUPC	October 8, 2004	Lhezbaonichek (Clesbaoneecheck)
LUPC	November 8, 2004	Experimental Farm
CTC	October 26, 2004	Dzulhyazchun Tsalakoh (Salaquo) Lhezbaonichek (Clesbaoneecheck)
CTC	November 9, 2004	Khast'an Lhughel (Shelley)
CTC	December 7, 2004	Experimental Farm
YTC	November 4, 2004	Dzulhyazchun Tsalakoh (Salaquo) Lhezbaonichek (Clesbaoneecheck)
YTC	December 9, 2004	Khast'an Lhughel (Shelley)
General Community Meeting	January 16, 2005	Khast'an Lhughel (Shelley) Dzulhyazchun Tsalakoh (Salaquo) Lhezbaonichek (Clesbaoneecheck)
Staff Meeting	October 26, 2004	Lhezbaonichek (Clesbaoneecheck)
General Information	November 21, 2004	AGM
General Information	December 5, 2004	Treaty Update Meeting
Carrier Place Names Committee (Elders)	January 25, 2005	All Reserves & Names

LUPC = Land Use Planning Committee  
 CTC = Community Treaty Council  
 YTC = Youth Treaty Council

It should be noted that at the time of the completion of Lheidli T'enneh LUP the Band was nearing the completion of a Treaty process. Owing to this, two main community groups, the Community Treaty Council (CTC) and Youth Treaty Council (YTC) were regularly scheduled and attended by Band Members.<sup>11</sup>

This is important for two reasons; the first is that the makeup of the CTC provides for representation from each family as well as representation across ages and gender, and ensures participation from both the on and off-reserve population. This is the exact tenant of community input, that it is representative. Secondly, the CTC and YTC provided a readily available opportunity to coordinate and facilitate the community mapping sessions. Certainly this is a unique situation and might set the example for other First Nations wanting to undertake a community input process be it for treaty, land use planning or any other Band initiatives.

## **PRESENTATION OF RESULTS**

In order to present the results from the mapping sessions and general community input, the Land Use Planning Committee recommended that the information obtained from the mapping sessions be combined into two maps for each reserve. The first map is a presentation of the overall community identified land use priorities (see Maps #8, #10 and #12). The second set of

<sup>11</sup> The Lheidli T'enneh Community Treaty Council has a routine weekly meeting with attendance ranging from forty to sixty Band Members. The Youth Treaty Council has weekly or bi-weekly meetings with over 20 youth in attendance.

maps presents the outcomes from the youth community mapping sessions (see Maps #9, #11 and #13).

Once all the community mapping sessions were completed, each of the reserve maps were digitized and the most frequent land uses and their location presented the final map. For example, all of the community maps identified *Tourism* and *Traditional Use* as land uses for Dzulhyazchun Tsalakoh (Salaquo). In order to present the boundaries of separate land uses, each community map for Dzulhyazchun Tsalakoh (Salaquo) was digitized, visually examined and then the most frequent boundaries presented.

As mentioned previously, given the nature of Ts'unk'ut (Fort George Cemetery) as a cemetery, no mapping sessions were completed for this reserve. However, once the Band undertakes negotiations with the City of Prince George for the maintenance of the cemetery a similar exercise might be completed to determine a collective vision for the aesthetic of the cemetery.

## **SUMMARY OF COMMUNITY-IDENTIFIED DEVELOPMENT PRIORITIES**

From the community mapping sessions Lheidli T'enneh Band Members identified a large number of specific developments that they would like to see occur on reserve. Some of which included the preservation or upgrading of culturally significant sites and traditional use areas. The most frequently identified development for the reserves included:

- New Housing
- Camps
- Berry Picking
- Wild Rice
- Store
- Restaurant
- Education Centre
- Hospital/Health/Day Care Centre

Many of these developments were repeatedly identified throughout the community mapping sessions, indicating a collective vision for the values/principles to guide the development of each of the reserves. These value statements are as follows:

- Develop agricultural opportunities for Band and export purposes (wild rice, organic farming).
- Recognize sites for their historical cultural and spiritual importance (church, cemetery).
- Retain areas for traditional economic activities and use elders to educate youth (fishing, medicine plants).
- Develop new outdoor recreation activities for Members (formalizing existing trails and developing new trails and associated facilities).
- Develop new outdoor land and water based uses to attract, educate and cater to tourists and provide employment/income (river tours, bed/breakfast).
- Provide new commercial and industrial opportunities (gas station, general store).

- Develop community facility/facilities to provide programs and services (healing centre, health care, day care and Elders centre).
- Construct a variety of additional housing types (affordable Band housing (such as triplexes, Elder assisted living, single-family detached Band housing and high-end residential) and ensure that the Membership participates in the aesthetic and construction of housing.
- Develop or improve on and off site access to reserve lands.

## Section 5 – Reserve Land Use Strategies

This section contains specific strategies for land use for each of the four Lheidli T'enneh reserves listed below.

- Ts'unuk'ut (IR #1A Fort George Cemetery)
- Khast'an Lhughel (IR #2 North and South Shelley)
- Lhezbaonichek (IR #3 Clesbaoneecheck)
- Dzulhyazchun Tsalakoh (IR # 4 Salaquo)

This Plan takes into account community input, physical development plans, demographics, environmental characteristics, traditional use and engineering and environmental studies that have previously been completed on each of the reserves. The Plan should be used when making all land use and financial decisions related to reserve development. Also it should be noted that the *Lheidli T'enneh Land Use Plan* must be evaluated on a regular basis with a comprehensive review undertaken at least every 5 years.

### LAND USE DESIGNATIONS

Land use designations have been proposed for each reserve. The designations group similar and compatible land uses together under a number of comprehensive land use categories. The Land Use Designation Maps, numbered 14 through 17 indicate the location of land uses that are permitted within each of the reserves. Continuation of existing land uses, community and youth land use priorities and professional planning principles have been considered in developing these designations. The land use designations and their permitted uses are as follows:

#### **Traditional Use Area**

*This land use designation refers to an area where traditional uses including hunting, berry picking or other culturally significant activities historically occurred or currently take place. Generally, Traditional Use Areas are for the use and benefit of Lheidli T'enneh Band Members. These areas should be protected from incompatible land uses for the future in accordance with the future Zoning Law.*

#### **Cultural Heritage Site**

*This land use designation refers to a specific site such as a cache pit, culturally modified trees, cemetery, church or site where culturally significant activities occurred or currently take place. These sites should be identified, geo-referenced and protected and preserved for the future in accordance with the Land Code.*

#### **Community Development Area**

*This land use designation refers to existing residential and commercial uses at Khast'an Lhughel (Shelley) as well as the Band office, as well as community facilities and industrial uses serviced with or have the potential to be serviced with communal water and sewer systems in accordance with the future Zoning Law.*

#### **Community Development Expansion Area**

*This land use designation refers to areas designated for possible future expansion of the existing community development area at Khast'an Lhughel (Shelley) and potentially*

*Lhezbaonichek (Clesbaoneecheck). Prior to the development of these lands Lheidli T'enneh will adopt a zoning bylaw to ensure that new development conforms to the Plan and infrastructure requirements, and is compatible with adjacent uses.*

#### **Natural Resource Development Area**

*This land use designation refers to the development of Lheidli T'enneh's natural resources including forestry, fisheries, gravel, agriculture and even traditional plants such as berries for tourism.*

#### **Environmentally Sensitive Area**

*This land use designation refers to those lands within the 1:200 year floodplains, areas with slopes greater than 20%, wetlands, lands that require erosion control or shoreline protection and lands that may be flooded or uncovered due to changes in the bed and shore of the Fraser and Nechako Rivers. These areas should generally remain in their natural state. However, should proposals to develop these areas be submitted, the completion of specific environmental studies and the adoption of environmental mitigation measures processes for the protection and management of these areas will be required in accordance with the Land Code.*

### **INDIVIDUAL RESERVE PLANS**

Under this section, each of the reserves has an individual plan that addresses a number of planning issues. Depending on the location, existing development and future development potential some or all of the planning issues presented below are discussed in detail.

**Background** of the creation, major land transactions and physical characteristics for each reserve is provided.

**Community and Youth Land Use Priorities** are identified for each reserve. Most of the land use priorities come from the community and youth mapping sessions but also were taken from comments provided throughout the community input phases of this Plan. It is important to establish the community land use priorities within each individual plan so that future land uses remain consistent with community values.

**Development Opportunities and Constraints** are identified for each reserve. The reserves are geographically separated but all are located adjacent to the Fraser or Nechako River. They have a number of similarities and differences in terms of traditional uses, topography, floodplain, access, and future land use potential. It is important that development opportunities and constraints be considered when planning future land use and undertaking specific development projects such as housing or tourism uses.

**Planning Visions** are proposed for each reserve based upon the Band's overall Vision Statement. These reserve level Planning Visions "paint a picture" of what the future land use of these reserves is intended to be. This "picture" is based upon participatory planning using the community mapping results (as discussed in Section 4) and general community and youth land use priorities. Lheidli T'enneh youth played a significant part in defining these visions, and brought a unique and modern perspective to the issue.

**Objectives** provide specific direction on how the Planning Vision for each reserve should be implemented within each Land Use Designation.

**Permitted Uses** indicate the primary uses that shall be permitted within individual Land Use Designation and secondary uses that may be permitted by the Lands Authority.

**Planning Strategies** identify what measures need to be undertaken to implement the Planning Visions and Objectives for each reserve in accordance with the Land Use Designations and permitted uses. For example, these strategies identify what needs to be done to ensure housing is built in the appropriate location or protect traditional use areas from incompatible development such as industrial uses.

The Planning Strategies are prioritized into short, medium and long-term priorities to indicate what specific tasks need to be done and when they need to be done to implement the plan.

- Short term strategies need to be undertaken within 1 to 3 years.
- Medium term strategies should be undertaken between 4 and 10 years.
- Long term strategies may be undertaken after 10 years.

**It should be noted that these time periods may be flexible and are dependent on staff and capital resources available.**

It is important to remember that the reserves are not islands unto themselves. In implementing these strategies it is crucial to develop and maintain good relationships with neighbouring private landowners, BC Crown lands and Local Governments. It is especially important for Lheidli T'enneh, City of Prince George and Regional District of Fraser Fort George to work towards harmonization of land use plans where such plans impact mutual interests and jurisdictions. Cooperative administrative and political relationships will mutually benefit all three parties. It is also critical for local governments and Lheidli T'enneh to work together to determine the most cost effective manner to provide municipal services (road maintenance, fire protection) for the reserves and adjacent private landowners. In some cases, it may be more appropriate for Lheidli T'enneh to enter into municipal service agreements to "purchase" services from adjacent local governments. In future, it may also be appropriate for local governments to negotiate agreements and "purchase" services from Lheidli T'enneh.

## **IR# 1A TS'UNK'UT (FORT GEORGE CEMETERY)**

### **BACKGROUND**

The original Fort George IR #1 was established in 1892 at the confluence of the Fraser and Nechako River. At that time IR#1 consisted of 553 ha (1366 ac). This area included what is now the present-day downtown core of the City of Prince George.

When this reserve was “sold” to the Grand Trunk Pacific Railway (GTPR) in 1913, it was agreed that the cemetery consisting of 0.913 ha (2.3 ac) out of the original reserve would be returned to the Band as a reserve. The GTPR transferred the cemetery land (Block Z Plan B 3575 (LTO) Plan BC, 644 CLSR to the (then) Department of Indian Affairs (DIA), but DIA failed to transfer this lot to BC in 1938 when the province transferred all Indian Reserves to Canada under *Order in Council 1036*. This oversight was not identified until the Lheidli T'enneh Band Land Code was being finalized in 2000. An Order in Council was approved in early 2005 has now finalized this reserve designation and therefore the cemetery is formally designated as Indian Reserve. Upon final treaty settlement Canada will transfer title to the reserve to Lheidli T'enneh ownership.

Ts'unk'ut (Fort George Cemetery) is physically located within the present boundaries of the City of Prince George's Fort George Park near to the Exploration Place museum. The burial ground is located within the northern portion of Ts'unk'ut (Fort George Cemetery) and has approximately 27 existing marked and unmarked graves. Ts'unk'ut (Fort George Cemetery) is an active cemetery with burials occurring as recently as 2002 (four) and there is the potential to accommodate additional graves within the existing cemetery plan.

Primarily the cemetery has cultural and heritage value as the original burial ground for Lheidli people who lived at the confluence of the Nechako and Fraser Rivers. Due to the cemetery's physical location within Fort George Park, Ts'unk'ut (Fort George Cemetery) has the potential to increase its profile within the City of Prince George and Region.

### **DEVELOPMENT OPPORTUNITIES AND CONSTRAINTS**

Ts'unk'ut (Fort George Cemetery) provides a unique opportunity within Fort George Park to celebrate Lheidli T'enneh culture in two ways. First, there is an opportunity to enhance this reserve with additional educational and culture exhibits sensitive to its primary purpose as a burial ground. Second, there is an opportunity to partner with Exploration Place and Fort George Park to expand the existing museum utilizing adjacent lands such as Hudson Bay Slough. This partnership may take the form of a major cultural attraction and visitor destination in this area while respecting the integrity of the existing burial grounds.

The only major constraint that Ts'unk'ut (Fort George Cemetery) has is its internal location within Fort George Park where the existing reserve is surrounded by a major city park and trail. The existing cemetery is located among a number of passive recreational activities that also use Becott Way from 20<sup>th</sup> Avenue.

## **COMMUNITY AND YOUTH LAND USE PRIORITIES**

There were no community mapping sessions held specifically for Ts'unk'ut (Fort George Cemetery). The Lands Authority has been in ongoing discussions with the City of Prince George to resolve three issues related to Ts'unk'ut (Fort George Cemetery). The first is to strike a service agreement for the maintenance of the cemetery. The second is to accurately identify the location and names of deceased buried in individual unmarked plots. Finally, the Lands Authority along with Lheidli T'enneh Elders are in discussions with the City to have a 100m area around the boundaries of the cemetery be excavated in an archaeological dig (or appropriate methodology) for remains that may have been disturbed throughout the numerous City developments at the current site since the dissolution of IR #1.

## **PLANNING VISION FOR TS'UNK'UT**

**Ts'unk'ut (Fort George Cemetery) will be celebrated as a significant cultural/heritage site for the Lheidli T'enneh Nation.**

## **LAND USE DESIGNATIONS**

### **Cultural Heritage Site**

## **CULTURAL HERITAGE SITE OBJECTIVE**

Recognize Ts'unk'ut (Fort George Cemetery) as a cultural heritage site based upon to its cultural, spiritual and historic value and its continued use as a burial ground.

## **CULTURAL HERITAGE SITE PERMITTED LAND USES**

Primary uses shall include burials and appropriate exhibits celebrating Lheidli T'enneh culture and history.

No secondary uses may be permitted on this reserve.

## **PLANNING STRATEGIES (What to do and When)**

### **Short Term Priorities**

- Designate Ts'unk'ut (Fort George Cemetery) as Cultural Heritage site under the Lheidli T'enneh Land Code.
- Finalize a municipal service agreement with the City of Prince George to ensure Lheidli T'enneh participation in decisions related to landscaping and cemetery improvements/upgrades with an emphasis on a high aesthetic standard of grounds maintenance.



- Initiate Lheidli T'enneh joint comprehensive study with Regional District of Fraser Fort George and City of Prince George to determine the feasibility of developing a major Aboriginal cultural destination with attractions (such as a salmon feast) to highlight the importance of First Nations in the region and attract tourists/visitors to Fort George Park.

#### **Medium Term Priorities**

- Encourage burial ground as an active cemetery for Lheidli T'enneh Members and explore potential for designation of portion of City of Prince George cemetery expansion for future Lheidli T'enneh use.
- Ensure formal Lheidli T'enneh representation on City committees involved in future management, operation and site planning in Fort George Park and Exploration Place where adjacent activities may impact Ts'un'ut (Fort George Cemetery).
- Initiate discussions with Exploration Place to store and display artifacts to be transferred to Lheidli T'enneh as part of Final Treaty Settlement.
- Initiate negotiations with City of Prince George to form a partnership in the development of additional cultural/heritage exhibits at Exploration Place.

#### **Long Term Priorities**

- Develop appropriate information package to educate Members, the broader Prince George Community and tourists on the traditions, culture and history of Ts'un'ut (Fort George Cemetery).

## IR# 2 KHAST'AN LHUGHEL (NORTH AND SOUTH SHELLEY)

### BACKGROUND

This reserve was established in 1892 and was generally settled and developed following the “sale” of IR#1 after 1913. Khast'an Lhughel (Shelley) consists of 533 ha (1,318 ac) and is divided by the Fraser River creating North and South sides of the reserve. This reserve is approximately 22 kilometres upstream from the confluence of the Fraser and Nechako Rivers. The north side of the reserve was cleared progressively in the 1920s and 1930s, and then clear cut in 1966 and 1967 to expand agricultural production. Prior to that, sections of both sides of the reserve were cleared for housing and industrial activity such as the British Columbia Railway (BCR) Line.

North Khast'an Lhughel (Shelley) is 482 ha (1,192 ac) in size and is generally level with large areas of swampy land in proximity to Rancheree Lake and a number of intermittent watercourses draining to the south into the Fraser River. Access to the north side of the reserve is via Landooz Road to the west. Significant slopes occur primarily in the northwest portion of the reserve and along a bench dividing the existing fields and the water tower from the floodplain area west of the existing houses (see Map #2).

On the north side of the reserve, there are 20 houses, a cemetery, church, education center and a play area with the remainder of lands dedicated to agriculture. Also on the north side BC Hydro's 500 KV power line runs north and south through the reserve utilizing 21 ha (53 acres) of land paralleling the eastern boundary of the reserve. There is also a major gas transmission pipeline right of way (3.0 ha) on the western portion of the reserve in proximity to the BCR rail right of way (3.6 ha). The Lheidli T'enneh Final Treaty Agreement will potentially add significant lands (Salmon B and D, Shelley A blocks) adjacent to the existing reserve.

South Khast'an Lhughel (Shelley) is 51 ha (127 acres) in size with 16 houses, Band and Treaty office. Access to this reserve is via Whenun Road from Shelley Road to the west. A number of single family detached homes and an old mill site are located adjacent to the reserve in the village of Shelley located within the Regional District of Fraser Fort George. The Canadian National (CN) mainline traverses the reserve.<sup>12</sup> A significant hill is located to the south of the tracks. Existing housing and Band office are located north of the tracks together with a low lying area adjacent to the Fraser River. The Final Treaty Settlement may result in the addition of Lheidli T'enneh traditional territory (Beaver A, B, C blocks) abutting the south and east boundaries of the reserve.

### HISTORY OF LAND USE PLANNING

A number of plans have been completed for Khast'an Lhughel (Shelley) and Lhezbaonichek (Clesbaoneecheck) in recent years. The *Lheit'Le We-Tens 1990 Physical Development Plan* (PDP) discussed population trends, housing demand, current infrastructure and land use in detail. The 1990 PDP proposed future residential development for North Khast'an Lhughel (Shelley) and Lhezbaonichek (Clesbaoneecheck) with a community hall/office building, fire hall, sports fields, and primary school at North Khast'an Lhughel (Shelley). A cow/calf operation, a

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<sup>12</sup> The former Grand Trunk Pacific (now Canadian National Railway) line was originally established in 1914-15.

pre-fab modular housing plant, and welding shop were proposed for the existing hay fields and along Landooz Road at the western entrance to the reserve.

The 1998 *Lheidli T'enneh First Nation Physical Development Plan Update* revised the 1990 Plan. This Plan confirmed North Khast'an Lhughel (Shelley) as the focus for new residential development with the other reserves remaining substantially in an undeveloped state. Future land uses identified for Khast'an Lhughel (Shelley) included agricultural, natural, residential, commercial/industrial, recreational, community centre (fire hall, offices and research centre) and elementary school.

Community development plan options were proposed for low and high density residential lot subdivisions. The low density option was recommended because of larger lots, lower costs and retention of existing lifestyle. Total housing demand for the next 20 years was predicted to be 136 units including wait lists, new houses and replacements at a capital cost of \$7 million for new lots, infrastructure, community centre and elementary school.

## **EXISTING INFRASTRUCTURE**

### **Water Supply and Distribution System**

South Khast'an Lhughel (Shelley) obtains its drinking water from groundwater via an existing well adjacent to the Fraser River. The water is pumped to the reservoir south of the CN right of way. From the reservoir water is distributed to individual homes by gravity via 150 mm diameter PVC mains, which include fire hydrants.

North Khast'an Lhughel (Shelley) similarly obtains its drinking water from groundwater via an existing well and pumphouse adjacent to the Fraser River at the east end of Landooz Road. Water is pumped to the reservoir on the west side of the settlement and distributed to individual homes through 150 mm diameter PVC mains with fire hydrants.

Based upon CH2MHill's October 2003 Asset Condition Reporting System (ACRS) review there is no staff member responsible for operations and maintenance. The North water system appears to be well maintained with equipment tested and serviced regularly by a local Prince George firm. There does not appear to be a similar operation and maintenance arrangement for the South water system with the result that a number of deficiencies need to be addressed.

In August 2000 new standby wells were drilled next to the 2 existing production wells currently providing water to North and South Khast'an Lhughel (Shelley). Hemmera Envirochem's *Hydrogeological Investigation North Shelley Community and South Shelley Community* reports (February 2002) compares the quantity and quality of water for both existing and new wells. Results of the chemical data for both North and South new standby wells and existing production wells indicate concentrations of calcium carbonate and manganese above the recommended Health Canada guidelines. The existing South reserve production well also exhibited concentrations of iron that exceed drinking water guidelines. However, these guidelines for hardness, manganese and iron are aesthetic objectives and not related strictly to health considerations.

A review of the pumping test data from the North standby well and existing production well suggest that the new standby well is capable of a much higher yield than the existing well. Therefore, should future development of a proposed subdivision necessitate increased drinking

water requirements, the new standby well could be used as the main drinking water source for the North community, while the existing production well could be used as a back-up if required.

The report indicates the existing South production well contained elevated iron concentrations that may indicate deterioration of the well piping, screening and casing. Given these conditions, it was recommended that the new well be completed as the main water supply for the South reserve and the existing well be replaced.

The Band currently has 2 capital projects funded by INAC to deal with the maintenance and replacement of various components of the water supply and distribution systems.

SProject 5295 Domestic Water Supply Improvements for North and South Khast'an Lhughel (Shelley) is scheduled for completion in 2006. This project will identify the remaining life span of both systems' supply and distribution components and identify repairs needed to ensure safe drinking water.

Project 4482 North Shelley Subdivision is also scheduled for completion in 2006. This project will examine options for developing additional serviced lots north of the existing housing including the development of a communal wastewater disposal system.

### **Fire Protection**

In 1996, 2000/2001 and 2003 the First Nations Emergency Services Society (FNESS), assessed community fire hazards and options for fire protection and fire suppression. A number of grass and brush fires resulted in damages to offices and homes in 2003. Lheidli T'enneh's funding proposal to INAC to provide fire protection for Khast'an Lhughel (Shelley) in 2004 outlined a number of options as follows:

- Service agreement with Regional District to provide limited fire protection for the south reserve by the Shell-Glen Volunteer Fire Department. This option is not realistic given the distance between the south reserve and the Shell-Glen Fire hall.
- Service agreement with City of Prince George to provided limited fire protection to the north reserve. The City advises that its nearest fire hall is too far away to be able to provide coverage.
- Residential sprinkler systems for each home or facility. This option has limited protection since properly equipped fire departments are still required to deal with other fires (such as grass and brush fires) that occur outside the structures. Such systems require regular maintenance to ensure their effectiveness.
- Installation of hose cabinets to provide fire protection until an adequately equipped fire department can be organized for the reserve. This option has some merit but is not recognized by insurance companies as adequate protection against fire.

Capital Project 5203 Fire Protection for Khast'an Lhughel (Shelley) has been completed by staff and Creekside Fire Protection in December 2004. The purpose of this project was to design fire hose cabinets for the storage of fire protection equipment for both the north and south reserves. The report recommends that both north and south water systems should be upgraded with pumps to increase existing water pressures and fire flow capacities for fire hoses to work properly. It also recommends that fire hydrants should be constructed in the vicinity of the barns

and storage facility to improve coverage in this area. Finally, a fully equipped and trained volunteer fire department needs to be established to supplement the initial protection provided by the fire hose cabinets. These steps are considered interim measures until a capital plan for a fire hall can be submitted to INAC.

Over and above the fire protection for the reserves, Lheidli T'enneh has entered into a partnership arrangement to undertake a Regional Emergency Response and Recovery Plan with the Regional District of Fraser Fort George. This Plan will identify potential risks that threaten the reserve and develop strategies to deal with these events. Risks identified to date at Khast'an Lhughel (Shelley) include the security of the CN/BCR rail lines, forest and brush fires, flooding and potential gas pipeline ruptures. One key issue that needs to be addressed in this Plan will be access from both south and north reserves in the case of an emergency. There is currently only one road access to each reserve. Previous studies have indicated there is a need to construct emergency road access and relocate Landooz Road to minimize the impact of potential flood events.

### **Wastewater Disposal**

Individual septic fields are utilized to provide wastewater disposal for all homes and buildings in North and South Khast'an Lhughel (Shelley). Hemmera Envirochem's 2002 report indicates that the existing North septic fields are not impacting the deeper aquifer where the existing production and standby wells are located. This report recommends continued operation of individual septic fields including the future installation of individual septic fields in the vicinity of the proposed subdivision. Similarly, the existing South reserve septic fields are not impacting the shallow groundwater in the vicinity of the existing production and standby wells. The report recommended continued use of septic fields as a domestic wastewater disposal method in this area as well.

However, Health Canada's position since 2000 has been that they will not approve any more septic systems in Khast'an Lhughel (Shelley) due to the 1:200 year floodplain, soil types and septic field infiltration during spring runoff. Projects 4477 and 5205 funded by INAC will conduct an assessment of existing septic systems and determine the necessity and extent of the repairs or replacements required to upgrade these systems, if required. This project will also examine the feasibility of constructing a communal wastewater disposal field or lagoon to replace existing individual septic fields. Hemmera's report indicates that more detailed soil testing is required in the vicinity of the potential community wastewater disposal field east of the existing reservoir.

A determination on the future use of individual or community wastewater disposal options is a key issue to be addressed in any future subdivision in North Khast'an Lhughel (Shelley).

### **Roads**

North Reserve Roads are gravel surfaced with open ditches. Landooz Road is the main access road to the north side of Khast'an Lhughel (Shelley) and approximately 2500 m length. This road is partially located with the 1:200 floodplain. Relocation of a portion of Landooz Road was completed in recent years to avoid the potential of an accident where the main Duke Energy gas transmission line crosses the road. Khast'an Road runs off Landooz Road and serves a number of houses. There is also an access road to the water reservoir for operations and maintenance. Lheidli T'enneh information provided to INAC in 2000 indicated these roads require upgrading and improvements to current standards to improve the road base and surface treatment as well as ditches.

South Khast'an Lhughel (Shelley) reserve roads are gravel surfaced with open ditches. The road surface is approximately 6 to 7.5 m. wide. The main access road is Whenun Road connecting to Shelley Road at the south end and terminating in a dead end at the north end of the community. Whenun Road is approximately 950 m in length within an 18 m. right of way on the reserve. Two short cul de sacs, T'ughus Rd and Sewh Rd have been developed off Whenun Road.

The South Shelley Road Access Feasibility Study completed by C4 Engineering in 2001 identified 2 options for Whenun Road. The first option proposed to construct a new road from Loopol Road in the south Shelley community on the west side of the reserve boundary to connect with Whenun Road on the reserve. This option would result in Whenun Road and the uncontrolled crossing over the CN tracks being closed to traffic. This option would require the purchase of land from Canfor to accommodate this road realignment.

The second option proposed would retain the existing road alignment and upgrade the existing CNR railway crossing by raising the road on both sides of the tracks. This road project would reduce the existing approach grades and improve sightlines for vehicles crossing the tracks. A crossing protection signal is also proposed under this option.

The study ultimately recommended option 1, the Whenun Road relocation, due to life cycle costs and safety considerations even though purchase of right of way and other land tenure issues are involved.

Capital project 4990 Khast'an Lhughel (Shelley) Road Improvements is underway to identify improvements required for approximately 3.2 km of roads and drainage on the reserve. The specific scope of the work for this project includes an assessment of existing road and drainage conditions as well as detailed design for road reconstruction and drainage improvements.

A new emergency road access is recommended above the 1:200 year floodplain on the north reserve. This new access will provide residents safe access to the BCR rail tracks that are located above the floodplain. In order to resolve the potential for flooding within certain sections of Landooz Road off the reserve to the west, further discussions need to occur with the Regional District of Fraser Fort George as part of the joint emergency planning process presently underway.

## **DEVELOPMENT OPPORTUNITIES AND CONSTRAINTS**

Khast'an Lhughel (Shelley) is a position to capitalize on a number of development opportunities due to the following strategic considerations:

- Adjacent CN/BCR rail tracks on both south and north reserves;
- Proximity to existing Canfor sawmill and pulp and paper operations;
- Adjacent to old mill site west of south reserve;
- Water frontage on Fraser River;
- Very productive agricultural land;
- Existing domestic water supply sources with potential for expansion;
- Proximity to the City of Prince George.

The major development constraints associated with this reserve include:

- Physical separation of the north and south reserve by the Fraser River;
- Significant land areas that are wetlands and susceptible to flooding;
- Significant slopes in the northwest part of the reserve and south of CN mainline;
- Potential upstream erosion hazard from the Fraser River (see discussion below).

### **Flood and Erosion Hazard**

North and South Khas't'an Lhughel (Shelley) have significant lands adjacent to the Fraser River within the 1:200 year floodplain (see Map #2). Fraser River bank erosion over the years has been extensive especially during strong spring runoffs. Flooding and bank erosion have the potential to threaten existing infrastructure (roads, wells, septic fields), create safety hazard for residents and inundate roads that are too low and susceptible to flooding.

*Flood and Erosion Damage Mitigation Plan Stage 1* report completed by UMA Engineering Ltd in January 2000 documents the flood and erosion hazard risks for Khas't'an Lhughel (Shelley). In addition, a number of capital projects have been initiated or completed in recent years to mitigate the impact of flooding and erosion hazard noted in this report.

In 1997 the North Shelley Erosion Protection Project Phase 1 (CPMS 2753) was completed to reduce the safety risk of steep banks caused by Fraser River slope erosion. Phase 1 resulted in the regrading of approximately 400 m of riverbank to a slope of 1.8:1 and the installation of a rip rap apron along the regraded section between the existing houses on Landooz Road and the Fraser River. Phase 2 of the Riverbank Erosion Protection Project has been partially funded by INAC. This project may result in the construction of an additional 450 m of rip rap bank protection directly downstream from Phase 1 if this project is fully funded.

*Fort George Indian Reserve Flood Protection* by Hay and Company Consultants Inc. 2001 notes a potential larger flood hazard at the north boundary of the reserve where future erosion of the banks of the Fraser River could result in the river partially diverting through an old channel and creating a significant flood hazard for North Khas't'an Lhughel (Shelley). The report recommends that a flood protection berm should be constructed near the north boundary of the reserve. With the recent relocation of the BCR right of way due to bank erosion in the area, the future impact of this risk on the reserve and mitigation measures need to be investigated further.

### **Environmental Assessment**

Morrow Environment Consultants *Phase 1 Environmental Site Assessment* (ESA) completed in 2000 identified a number of issues of potential environmental concern at Khas't'an Lhughel (Shelley).

These issues include minor spills of diesel fuel, individual garbage pits, use of oil on roads for dust control, equipment leakage from logging operations, abandoned vehicles and potential soil contamination associated with the CN, BC Rail and Duke Energy right of ways.

### **Economic Development**

The Economic Development Strategy Report for Lheidli T'enneh Band 1993 identifies a number of potential business ventures have been undertaken or identified for further investigation, some of which include:

- Log home building
- Hemp and flax farming
- Hemp processing
- Organic farming and market gardening
- Shingle and cant mill adjacent to the South reserve
- Dairy farming
- Cow/calf operation
- Slaughterhouse
- Specialty and wild game farming
- Ethno-tourism
- Education with Aboriginal content and focus
- Housing repairs and maintenance
- Information technology for other First Nations
- Waste recycling

Some of these uses may be developed on this reserve on existing agricultural lands in the area west of Landooz Road.

## **COMMUNITY AND YOUTH LAND USE PRIORITIES**

The community mapping sessions identified a wide range of future development priorities for Khast'an Lhughel (Shelley) including:

- Future housing for Band Members
- Employment generation (repair shop, fabricating)
- Protection of church/graveyard corridor
- Increased agricultural production
- Outdoor recreation (hockey, ball fields, soccer, golf)
- Recreation/Community Centre (health, education)
- Retention of existing traditional use areas for berry picking, medicine plants and hunting

The land use priorities are depicted on the Khast'an Lhughel (Shelley) Community and Youth Land Use Priority Maps #8 and #9 (see also Section 4). The maps completed throughout the community mapping sessions indicate a broad range of land uses with an emphasis on the provision of more housing and additional commercial and industrial uses. Certainly, there is a priority on developing a more self sufficient community with a variety of employment opportunities, community facilities, social services and recreational opportunities to serve existing and future residents and visitors.

Both community and youth priorities highlight both urban type land uses to meet the increasingly diverse needs of the reserve, as well as prioritizing retention of a rural lifestyle and access to traditional use areas.



## **PLANNING VISION FOR KHAST'AN LHUGHEL**

This reserve is the principal settlement area for the Lheidli T'enneh Membership. Based upon the Lheidli T'enneh Vision Statement, community mapping and community and youth land use priorities, the following Vision is proposed for this reserve.

**Khast'an Lhughel (Shelley) will be a sustainable community providing a variety of employment and housing opportunities, education, social and recreation programs to ensure a high quality of life for its residents.**

To implement this Planning Vision, the reserve has been divided into a number of land use designations. These designations have individual objectives, list of permitted uses and strategies to guide land use decisions.

### **LAND USE DESIGNATIONS**

**Community Development Area**  
**Community Development Expansion Area**  
**Cultural Heritage Site**  
**Traditional Use Area**  
**Natural Resource Development Area**  
**Environmentally Sensitive Area**  
**Cultural Heritage Site**

### **COMMUNITY DEVELOPMENT AREA OBJECTIVE**

To encourage the repair and replacement of existing houses and new homes on existing lots together with the development of compatible land uses to serve the residents.

### **COMMUNITY DEVELOPMENT AREA PERMITTED USES**

Primary uses shall be houses, duplexes and triplexes, with accessory uses including home occupations limited to use within the dwelling units, offices, commercial uses within Band office, playground, churches and similar uses.

Secondary uses may include community facilities (such as a community centre or fire hall), commercial retail uses, offices and home occupations with outdoor storage where there is little or no impact on adjacent residential uses.

### **COMMUNITY DEVELOPMENT EXPANSION AREA OBJECTIVE**

To provide for long term residential expansion in the area adjacent to existing community development north of the cemetery.

To provide for small scale commercial, industrial and other employment opportunities in the west Landooz Road area.

## **COMMUNITY DEVELOPMENT EXPANSION AREA PERMITTED USES**

Primary uses shall include residential expansion and agriculture (field crops) north of the cemetery.

Secondary uses may include temporary uses without permanent structures or buildings north of the cemetery, and commercial/industrial uses in the west Landooz Road area based upon a future sector plan for this area.

## **TRADITIONAL USE AREA OBJECTIVE**

To protect traditional use areas for future use by the Lheidli T'enneh Membership.

## **TRADITIONAL USE AREA PERMITTED USES**

Primary uses shall include hunting, berry picking, medicine plants, hunting, outdoor recreation.

Secondary uses may include low intensity agriculture (wild rice).

## **NATURAL RESOURCE DEVELOPMENT AREA OBJECTIVE**

To retain existing forested areas for future harvesting and explore potential for alternative field crop uses in existing field areas.

## **NATURAL RESOURCE DEVELOPMENT AREA PERMITTED USES**

Primary uses shall include hunting, forestry, silviculture, outdoor recreation, traditional uses for tourism.

Secondary uses may include accessory uses to primary uses (such as processing plants or greenhouses).

## **ENVIRONMENTALLY SENSITIVE AREA OBJECTIVE**

To minimize large scale development within the 1:200 year floodplain, wetlands and on significant slopes greater than 20%.

## **ENVIRONMENTALLY SENSITIVE AREA PERMITTED USES**

Primary uses shall include traditional uses, agriculture, forestry, outdoor recreational uses.

Secondary use may include building and structures associated with Primary Uses in accordance with future Zoning Law requirements.

## **CULTURAL HERITAGE SITE OBJECTIVE**

To celebrate the existing cemetery and church grounds as a cultural heritage site based upon its spiritual, cultural and historic value.

## **CULTURAL HERITAGE SITE PERMITTED USES**

Primary uses shall be a cemetery and church.

Secondary uses may include buildings and structures associated with the primary uses in accordance with future Zoning Law requirements.

## **PLANNING STRATEGIES (What to do and When)**

### **Short Term Priorities**

- Establish a Housing Task Force to complete a Housing policy including maintenance of wait lists, rental rates, repair, replacement of existing homes and new home construction as well as investigate future equity/tenure options and verify interest of community members in living on reserve.
- Focus housing efforts on repair, upgrading and replacement of homes on existing lots.
- Undertake training and education programs to ensure community members are able to participate fully in all aspect of Lheidli T'enneh administration and operation/maintenance responsibilities and other employment initiatives on and off reserve.
- Complete a subdivision design for North Khast'an Lhughel (Shelley) to meet demands for 50 to 60 lots over next 20 years and finalize recommend sewage disposal option with community member input.
- Undertake outline plan and design to extend existing water and sewer system on for North Khast'an Lhughel (Shelley) to the west of the Community Development Area to provide for potential commercial/industrial development and training opportunities (forestry, log building).
- Develop a program to fund Church restoration and consider lands between church and cemetery for special landscaping treatment.
- Allocate funds to complete the physical design and program development for community/education centre expansion.
- Review organic market gardening, hemp processing and shingle mill operations and revise plans to determine future direction for these business opportunities.
- Upgrade for North Khast'an Lhughel (Shelley) standby well in conjunction with development of new lots and use existing well as back up.

- Contract operation and maintenance responsibility for South Khast'an Lhughel (Shelley) water system and introduce training program for staff resources to assume this function for both water systems.
- Upgrade South Khast'an Lhughel (Shelley) reserve standby well to production well and use existing well as back up.
- Complete domestic water systems study and allocate capital funds to complete water supply/distribution improvements and meet fire protection requirements (pumps and additional fire hydrants).
- Review three options for north side sewage disposal and decide on preferred option for community sewage disposal field, lagoons or individual septic fields.
- Complete road improvements projects initiated in 2000 and access/allocate capital funds for recommended road construction and drainage improvements.
- Review road maintenance agreement with City of Prince George in conjunction with road construction and drainage improvements to determine whether agreement should be revised, renewed, or maintenance undertaken internally by Lheidli T'enneh for North Khast'an Lhughel (Shelley).
- Initiate land purchase for Whenun Road relocation.
- Install hose cabinets and begin the process of establishing volunteer fire departments for North and South Khast'an Lhugel (Shelley).
- Implement Regional Emergency Response and Recovery Plan recommendations and allocate funds to mitigate flood, fire and other risks (emergency road access, road relocations, rip rap bank protection).
- Build local government relationships with regular meetings, referrals, committee participation and joint projects (emergency planning, snow removal, regional growth strategy).
- Negotiate municipal servicing agreements with local governments as required (road maintenance) and review existing arrangements for garbage and street lighting.

### **Medium Term Priorities**

- Identify future requirements for shallow utilities (power, gas telephone, cable, fibre optics) and work with private companies to extend and upgrade existing services and provide for logical extension to new north subdivision in future.
- Explore options to identify Community Land for designation under Land Code after Final Treaty Settlement.
- Complete additional river bank erosion and rip rap projects based on Riverbank Erosion Protection Phase 2.

- Develop signage program for reserve including entrance signs to the reserve and community facilities.
- Review the need for hunting restrictions within the Community Development Expansion Area.
- Initiate agreement with Canfor for continued use of Northwood Bridge.
- Investigate need for North reserve boundary flood protection berm and other mitigation measures.
- Relocate Whenun Road north of CNR tracks in accordance with C<sub>4</sub> 2002 feasibility study.
- Revise Plan to include treaty settlement land base expansion when Final Treaty Settlement ratified.
- Initiate trails and park plan to provide for playground improvement expansion, new parks, trail development (outdoor hiking, snowmobiling, skiing) as well as tree planting and landscaping program for community.
- Identify appropriate fire hall location and undertake design with potential for this facility to be within or adjacent to community centre.
- Undertake feasibility study on upgrading or replacing existing Band office or potential inclusion in future community centre with one stop customer service for all programs and services. This study should also identify the advantages and disadvantages of a new administration office or satellite office off reserve.

### **Long Term Priorities**

- Investigate feasibility of pedestrian bridge over Fraser River to improve access and as part of regional cycling trail network
- Construct community centre offering full range of social, health, educational and recreation programs and services with potential inclusion of administration office.

## **IR#3 LHEZBAONICHEK (CLESBAONEECHECK)**

### **BACKGROUND**

Lhezbaonichek (Clesbaoneecheck) was surveyed and established in 1894. The reserve is 123 ha (304 ac) in size and located on the left bank of Nechako River within the Regional District of Fraser Fort George, upstream from the confluence of the Nechako and Fraser Rivers on the west boundary of the City of Prince George.

The reserve is mostly forested sloping from northwest to southeast and is bisected by North Nechako Road. This road continues to the Reid Lake area and is constructed to a gravel standard. North Nechako Road was formerly a private log haul road originally “permitted” through the reserve by Prince George Pulp and Paper. The responsibility for North Nechako Road beyond the City boundary is not certain. The road is not public in the legal sense because it is not owned and maintained by a government. The Regional District and BC Transportation do not wish to assume responsibility for this road due to concerns voiced by the Department of Fisheries and Oceans with respect to periodic road erosion (escarpment slumping) into the Nechako River. Resolution of this slumping problem to meet DFO requirements was estimated to cost just under \$1 million in 1985. BC Forestry Services has also stated that they are not interested in assuming responsibility of this road for the same reasons.

Lhezbaonichek (Clesbaoneecheck) is the former site of the Lheidli T’enneh Pow Wow Grounds and includes an existing stage area. Two residential dwellings and a drilled well are presently located on this reserve. The reserve also includes four low lying islands in the Nechako River. These islands tend to be susceptible to flooding dependent upon seasonal fluctuations in Nechako River water levels.

UMA Engineering Ltd. *Flood and Erosion Damage Mitigation Plan* assessment concluded that the two existing houses are approximately 2.5 m. above flood levels. The houses appear to be safe in a 1:200 year flood although flooding at the eastern boundary of the reserve with likely occur since this area is an old floodplain. As a result, flooding of North Nechako Road may require the existing residents to leave the reserve by the main gravel road to the west. Minor erosion is threatening the river frontage access road to one of the houses. This erosion will require the relocation of the road slightly to the north.

### **DEVELOPMENT OPPORTUNITES AND CONSTRAINTS**

The development opportunities associated with this reserve result from its location on the banks of the Nechako River. First, this allows the use of the river to cater to water users. Second, there is a potential for future residential development on-reserve, whether this be Band housing or high end residential lots similar to the Bayshore Estates to the east. However, there are two key constraints that need to be addressed prior to consideration of any significant development within the Community Development Expansion Area.

The first major constraint is access. North Nechako Road is currently a forest service road that needs to be upgraded east of the reserve to resolve the periodic slope failure of the bank and attendant road closures. Lheidli T’enneh needs to initiate a meeting of all involved to identify options and preferred solutions to upgrade this private logging road and stabilize the

escarpment prior to public road designation with future maintenance by the City of Prince George, Regional District of Fraser Fort George or potentially Lheidli T'enneh.

The second major constraint is that presently there is no BC Hydro power service to this reserve. Lheidli T'enneh should explore alternatives to extend power to Lhezbaonichek (Clesbaoneecheck) with BC Hydro and identify capital funding sources in conjunction with consideration of future residential development in the Community Development Expansion Area.

### **Environmental Assessment**

Morrow Environmental Consultants Phase 1 ESA (2000) identified a number of areas of generally low to moderate environmental concern.

Two areas of the reserve where unauthorized dumping occurred in the past have been cleaned up but require further investigation. Random dumping appears to have continued in recent years in various areas of the reserve. Similar to Khast'an Lhughel (Shelley) the use of oil for dust control and equipment leakage from previous logging operations have been noted.

A detailed list of potential concerns identified in the Phase 1 ESA and their relative degree of environmental risk are summarized in Appendix 2.

### **COMMUNITY AND YOUTH LAND USE PRIORITIES**

The community mapping sessions identified a wide range of future land use priorities for Lhezbaonichek (Clesbaoneecheck) including:

- Campsites/cabins
- Future housing (retirement assisted living, Band housing, high end housing)
- Berry picking, wild rice, herbs, medicine
- Services such as store, boat launch, restaurant, gas station
- Multi use trails and recreation facilities
- Tourism businesses (guiding outfitters, bed and breakfast
- Stage renovation (concerts, Pow Wow)

The upgrade of North Nechako Road and extension of power from BC Hydro were identified as two key issues that need to be resolved prior to any development occurring on this reserve. These land use priorities are depicted on the Community and Youth Land Use Priority Maps.

The Community Land Use Priorities Map (see Map #10) for Lhezbaonichek (Clesbaoneecheck) identifies the need to retain much of the reserve area for traditional uses (such as berry picking and fishing) and low impact tourism (guiding outfitters, boat launch and outdoor recreation uses, trails). All these uses have minimal environmental impact.

The eastern portion of the reserve abutting North Nechako Road contains two existing houses and the Pow Wow grounds. It is identified for future residential uses (high end residential, Band housing, retirement assisted living).

The Youth Community Land Use Priorities Map (see Map #11) identifies a broad range of land use priorities for this reserve including extensive commercial, community facilities, and

extensive residential land uses for most of Lhezbaonichek (Clesbaoneecheck). Youth land use priorities emphasize the development of a full range of housing, commercial, recreation and tourism uses generally associated with a self contained urban community and place much less importance on traditional and outdoor recreation uses.

The Community and Youth Land Use Priorities Maps identify housing and commercial uses in the easterly portion of this area abutting North Nechako Road. Both maps identify the islands for some traditional uses and recreation as well as uses related to the Nechako River such a fish camp and tourism related uses (restaurants, lodges, boat launch, campgrounds). Neither map supports future industrial development in the area.

The major difference between Community and Youth Land Use Priority Maps is the degree to which the youth priorities focus on developing a wider range of commercial uses (bank, hotel, Tim Horton's), larger community facilities (schools and hospitals) and housing dispersed throughout Lhezbaonichek (Clesbaoneecheck). The Community priorities identify a much narrower band of development along North Nechako Road with larger areas of land being retained in traditional use in the southwest and northern portion of the reserves with lower impact tourism and recreation uses in the bench areas above this road.

## **PLANNING VISION FOR LHEZBAONICHEK**

Based upon input received from Community Members and staff assessment of off site constraints, the following Vision statement is proposed for Lhezbaonichek (Clesbaoneecheck).

**Lhezbaonichek (Clesbaoneecheck) will retain Natural Resource Development and Traditional Use values and Environmentally Sensitive Areas with future provision for a Community Development Expansion Area.**

## **LAND USE DESIGNATIONS**

Based upon this Vision the following designations are proposed:

**Natural Resource Development Area**  
**Traditional Use**  
**Community Development Expansion Area**  
**Environmentally Sensitive Area**

## **NATURAL RESOURCE DEVELOPMENT AREA OBJECTIVE**

To retain the northwest area of Lhezbaonichek (Clesbaoneecheck) (designated as Natural Resource Development Area) area for future forestry operations and recreational opportunities (see Map #5).

## **NATURAL RESOURCE DEVELOPMENT AREA PERMITTED USES**



Primary uses shall include forestry, hunting, potential trails, outdoor recreation uses (hiking trails).

Secondary uses may include outdoor recreation facilities.

#### **TRADITIONAL USE AREA OBJECTIVE**

To retain this area for traditional berry picking and other similar uses.

#### **TRADITIONAL USE AREA PERMITTED USES**

Primary uses shall be hunting, berry picking, medicine plants, etc.

There are secondary uses permitted in this area.

#### **ENVIRONMENTALLY SENSITIVE AREA OBJECTIVE**

Minimize development within swampy areas adjacent to McPhee Creek, Duck Lake, and areas with slopes over 20%.

#### **ENVIRONMENTALLY SENSITIVE AREA PERMITTED USES**

Primary uses shall include traditional uses.

Secondary uses may include Traditional Uses and uses consistent with the Natural Resource Development uses subject to completion of an environmental impact assessment statement to ensure minimal impact within this area.

#### **COMMUNITY DEVELOPMENT EXPANSION AREA OBJECTIVE**

To provide for long term potential residential development adjacent to North Nechako Road dependent on adequate supplies of groundwater and soil suitability for septic fields as well as off-site road and power improvements.

#### **COMMUNITY DEVELOPMENT EXPANSION AREA PERMITTED USES**

Primary uses shall include individual housing sites and traditional uses.

Secondary uses may include Member or market housing, community facilities, tourist uses (boat launch, campsite) and commercial uses to support residential, community facilities, tourist and outdoor recreational uses.

## **PLANNING STRATEGIES (What to do and When)**

### **Short Term Priorities**

- Initiate stakeholders meeting with City of Prince George, Regional District of Fraser Fort George, Ministry of Transportation, BC Forest Services and Canfor to upgrade North Nechako Road east of the reserve and undertake remedial measures necessary to minimize future road closures due to slope failure.
- Revisit BC Hydro power options for the reserve and explore additional options to provide power to this area if and when the Community Development Expansion Area is developed.
- Complete site investigations of mounds and depressions to determine their suitability for designation as a Cultural Heritage Site and identify appropriate setbacks from other uses.
- Undertake erosion control measures as identified in *UMA Flood and Erosion Damage Mitigation Plan* as required to stabilize the banks adjacent to the Nechako River.

### **Medium Term Priorities**

- Complete water quality and quantity testing for the existing well and additional ground water testing to determine the potential for domestic water supply in this area prior to any consideration of future residential development in Community Development Expansion Area.
- Undertake soils investigation within the Community Development Expansion Area to determine the suitability of this area for individual or communal sewage disposal facilities.
- Determine the feasibility of developing youth and Elder cultural camp (cabins, multi purpose building) for education and cultural purposes with potential revenue generation from rental to other groups.
- Determine feasibility of upgrading existing stage and development of cultural and concert program.
- Identify boat launch location and extent of support services required (gas, bed and breakfast, parking, rest area) to accommodate existing water users and tourists.
- Initiate and pilot ethno tourism cultural corridor water based opportunities celebrating the history and culture of Lheidli T'enneh reserves and other points of interest on the Nechako River targeted to provide a unique visitor experience.

### **Long Term Priorities**

- Determine the feasibility of developing water frontage lots for community members or market housing in conjunction with North Nechako Road improvements and costs to extend power to the Community Development Expansion Area.

## **IR# 4 DZULHYAZCHUN TSALAKOH (SALAQUO)**

### **BACKGROUND**

Dzulhyazchun Tsalakoh (Salaquo) is approximately 37 ha (91 ac) in size and located on the right bank upstream from Lhezbaonichek (Clesbaoneecheck) at the confluence of the Chilako (Mud) River and Nechako River within the Regional District of Fraser Fort George. There is no legal, physical or private road access to this reserve. Pedestrian access to Dzulhyazchun Tsalakoh (Salaquo) is obtained from lands to the south where permission is required to traverse adjacent lands prior to walking over the CNR railway bridge to the reserve.

The reserve is generally forested with significant pine beetle kill (see Map #7). The Canadian National Railway main line between Prince George and Prince Rupert bisects the reserve. This mainline is elevated with fill through the west part of the reserve to achieve an acceptable grade for the bridge crossing on the west bank of the Chilako. The mainline returns to grade toward the east reserve boundary. The reserve is generally level to rolling north of the CNR mainline with a gravel bar area at the confluence of the Chilako and Nechako Rivers. Significant slopes occur in the southeast area of the reserve.

Field site visits have identified a number of culturally modified trees and caches in proximity to the original seasonal village site.

### **DEVELOPMENT OPPORTUNITIES AND CONSTRAINTS**

Development opportunities for this reserve are water based and rely on the potential of rafting, kayaking and canoeing on the Chilako and Nechako Rivers. Recognition of the historic seasonal village site and potential trail to link this site with the Cranbrook Hill Greenway are two other potential opportunities for this reserve.

Three major constraints provide significant barriers to future development of Dzulhyazchun Tsalakoh (Salaquo). First, there is no legal or physical access to Dzulhyazchun Tsalakoh (Salaquo) or any potential to obtain access without acquiring easements or purchasing adjacent properties. Second, the location and elevation of the CNR mainline through the reserve effectively divides the reserve into two separate areas, diminishing, if not totally eliminating, the potential for any significant development at the confluence of the Chilako and Nechako Rivers. Third, the slopes in the southeast area of the reserve may present a significant construction and maintenance cost should a road be constructed to provide vehicular access to this reserve via Crown lands to the east.

### **Environmental Assessment**

Morrow Environmental Consultants Phase 1 ESA (2000) identified a number of minor environmental concerns within the existing CN railway right of way. They also noted an empty steel drum in the southwest corner of the reserve that does not appear to represent a potential environmental concern.

A detailed list of concerns and their relative degree of environmental risk are included in Appendix 2, Potential Concerns Identified as a Result of Phase 1 ESA.

## COMMUNITY AND YOUTH LAND USE PRIORITIES

The community mapping sessions identified a number of future land use priorities for Dzulhyazchun Tsalakoh (Salaquo) including:

- Tourism and support services (river tours, lodge, gas)
- Camps (youth fish camp, cultural, survival)
- Community and recreation facilities (trails, boat launch)
- Traditional use (berries)
- Agriculture (wild rice)
- Fishing (fish hatchery)
- Forestry (mature furniture grade pine)

The Dzulhyazchun Tsalakoh (Salaquo) Community Land Use Priorities Map (see Map #12) has summarized these uses into a number of categories for the purpose of depicting these priorities. This map identifies a number of traditional use areas associated with the seasonal village that was located at the confluence of the two rivers in the past. These uses include caches and culturally modified trees. In addition a number of smaller areas for residential, recreation and tourism priorities were highlighted in various areas of the reserve.

The Youth Land Use Priorities Map (see Map #13) indicates a large number of dispersed land use priorities throughout the reserve. This map places less emphasis on traditional uses, recreation and tourism uses, with higher priority placed on residential, commercial development and community facilities.

Both Community and Youth Land Use Priorities Maps identify the confluence of the Nechako and Chilako Rivers for traditional and tourism uses. While the youth priorities focus on a much higher level of urban type development, dependent on off site road and infrastructure improvements, the community map indicates a much higher priority for traditional and tourism uses.

## PLANNING VISION FOR DZULHYAZCHUN TSALAKOH

Based upon the input received from the Lheidli T'enneh Membership and staff assessment of off site development constraints, the following Vision statement is proposed for Dzulhyazchun Tsalakoh (Salaquo).

**Enhancement of Traditional Use focus with water based tourism priority linked to the Nechako River.**

## LAND USE DESIGNATIONS

Based upon this Vision the following designations for Dzulhyazchun Tsalakoh (Salaquo) are proposed:

**Traditional Use Area**  
**Natural Resource Development Area**  
**Environmentally Sensitive Area**

## **TRADITIONAL USE AREA OBJECTIVE**

To retain Dzulhyazchun Tsalakoh (Salaquo) in its primarily natural state with recognition of the original seasonal village site, culturally modified trees and caches.

## **TRADITIONAL USE AREA PERMITTED USES**

Primary uses shall include traditional uses and protection of original seasonal village sites, culturally modified trees and caches.

Secondary uses may include Natural Resource Development Area uses, shelter, recreational trails and water based tourism uses with appropriate setbacks from any future cultural heritage sites.

## **NATURAL RESOURCE DEVELOPMENT AREA OBJECTIVE**

To log pine beetle diseased trees in accordance with pine beetle management plan.

## **NATURAL RESOURCE DEVELOPMENT AREA PERMITTED USES**

Primary uses shall use include forestry and outdoor recreation.

Secondary uses may include Traditional Uses.

## **ENVIRONMENTALLY SENSITIVE AREA OBJECTIVE**

To retain low lying areas and significant slopes in their natural state.

## **ENVIRONMENTALLY SENSITIVE AREA PERMITTED USES**

Primary uses shall include traditional uses.

Secondary uses may include recreational trails, forestry.

## **PLANNING STRATEGIES (What to do and When)**

### **Short Term Priorities**

- Negotiate access easements, right of refusal or purchase of the lands to the west of the reserve to ensure legal access from Ollinger Road to this reserve.
- Determine whether use of existing CNR bridge for pedestrian access requires any CN approval to minimize Lheidli T'enneh liability.

- Complete GPS inventory reserve for caches and culturally modified trees and designate key areas as cultural heritage sites.
- Implement a pine beetle management plan for reserve and potentially adjacent private and Crown lands to remove diseased trees as required.
- Stockpile pine logs on site to construct shelter for water users and hikers in future.
- Lobby BC Provincial Government, Regional District of Fraser Fort George and City of Prince George to include a future trail link from the existing Cranbrook Hill Greenway to this reserve.

### **Medium Term Priorities**

- Undertake design of trail and rest area for hikers and water users with input from stakeholders.
- Contact Canadian National Railway, BC Provincial Government and affected land owners to obtain comments and/or acquire the necessary approvals for improvements required to develop the trail across the tracks and on Crown land.
- Undertake brushing and tree clearing for the trail with appropriate directional and historical signage as part of integration with Cranbrook Hill Greenway.
- Involve water users and other tourism stakeholders in determining feasibility for any overnight rest areas as part of a Nechako River cultural corridor.
- Initiate and pilot ethno tourism cultural corridor water based opportunities celebrating the history and culture of Lheidli T'enneh reserves and other points of interest on the Nechako River targeted to provide a unique visitor experience.

### **Long Term Priorities**

- Develop a shelter for water-based users and as a trail terminus for potential hikers from Cranbrook Hill Greenway.
- If access is obtained or purchased for lands west of Chilako River, determine the feasibility and capital costs to construct pedestrian bridge if more intensive water or trail based uses require improved public or community member access over CN bridge in future.

## Section 6 - Implementation

This section provides an overview of the strategies required to implement the *Lheidli T'enneh Land Use Plan*. The intention is to provide an easily accessible guide that summarizes the both the next steps for Plan implementation under the Land Code, as well as the development priorities for each reserve. A chart has been provided that reviews all of the short, medium and long-term priorities presented in Section 5. In addition, specific considerations have been made with respect to capital projects and housing projections.

### LAND USE PLAN APPROVAL AND AMENDMENT

In order for the Land Use Plan to become law, the following processes must be followed, as required by the Land Code:

- Recommendation by the Lands Authority to the Lheidli T'enneh Membership under Section 24 of the Land Code;
- Approval by Lheidli T'enneh Membership at a meeting held to consider the Plan under Section 12 of the Land Code;
- Band Council Resolution to approve the Plan under Section 7 of the Land Code.
- Amendments to this plan are also required to follow the processes set out above for the initial approval of the plan.

### DISPUTE RESOLUTION

After approval of the *Lheidli T'enneh Land Use Plan*, any dispute that arises with respect to Plan interpretation or decisions made by the Lands Authority may be referred to a Dispute Resolution Panel. Dispute resolution will follow the guidelines as set out in the Land Code. The Lands Authority shall appoint the members of the Dispute Resolution Panel. The Panel shall provide appropriate notice to affected parties, consider any submissions and make decisions in a timely manner. In order to ensure fair and consistent judgments of the panel, it is recommended that a Band Council Resolution be implemented that adds detail to the processes for hearing disputes set out in the Land Code.

### ZONING LAW

Upon approval of this Plan, the Lands Authority, in consultation with Band Members, shall undertake the preparation of a Zoning Law for the lands contained in this Plan and develop processes and procedures for development review and the issuance of approvals for specific developments. This Zoning Law shall follow the same approval process as a Land Use Plan.

## ENVIRONMENTAL SITE ASSESSMENTS

Phase 2 and 3 Environmental Site Assessments for the specific sites identified in Phase 1 should be undertaken in 2005 and 2006. This will ensure remediation of any environmental problems is carried out prior to transfer of titles for the reserves from Canada to Lheidli T'enneh.

## LOCAL GOVERNMENT RELATIONSHIPS

Building and maintaining good relationships with other governments is an important goal included in this Land Use Plan. The following list reiterates the recommended projects and negotiations which will involve the local governments of the City of Prince George and the Regional District of Fraser Fort George:

- Finalize a Municipal Service Agreement with the City of Prince George, guaranteeing the Band's participation over decision making for Ts'un'k'ut (Fort George Cemetery), as well as ensuring Band representation on any committees whose decisions affect the cemetery.
- Increase the visibility of Lheidli T'enneh at Exploration Place and Fort George Park through the installation of additional cultural and heritage exhibits, and development of an educational package for the public.
- Review the Road Maintenance Agreement with the City of Prince George for North Khast'an Lhughel (Shelley).
- Initiate a meeting of all involved and affected to upgrade North Nechako Road east of Lhezbaonichek (Clesbaoneecheck).
- Lobby Provincial Government and local governments to include a future trail link from existing Cranbrook Hill Greenway to Dzulhyazchun Tsalakoh (Salaquo).

## CAPITAL PLAN AND PROJECT PRIORITIES

Based upon recommendations and actions outlined in this Land Use Plan and the forthcoming Comprehensive Community Development Plan, Council shall prepare a Capital Plan to guide future annual budgets and capital project priorities including applications to obtain capital funding from the Federal Government of Canada, the Provincial Government of BC, and other funding sources.

### Housing

Currently Khast'an Lhughel (Shelley) is the primary residential community for Lheidli T'enneh. However with the possibility of a treaty settlement, Lheidli T'enneh may acquire developable lands within city limits to provide land for future housing. As such, the discussion on housing is provided in this Section to ensure that **housing needs are considered in the context of future land and development opportunities** and should be passed through the Membership for approval of location.



As mentioned in Section 2, as of December 2004, Lheidli T'enneh had 309 registered Band Members. Of those 211 or 68% of the Membership live off reserve. The remaining 32% or 98 people live on reserve (95 at Khast'an Lhughel (Shelley) and 3 at Lhezbaonichek (Clesbaoneecheck)). Currently there are a total of 37 housing units located at both North and South Khast'an Lhughel (Shelley). Of these, the Band owns 35 homes, one home is privately owned and the other is condemned. This results in an average household size of 2.6 persons. In addition, there are two housing units at Lhezbaonichek (Clesbaoneecheck).

Between 1984 and 2004 total Band Membership more than tripled due to Bill C-31 and natural population increase (see Section 2 for 20-year historical population data). This population boom has resulted in an eightfold increase of Band Members living off reserve over the last 20 years (25 to 211). During the same time period, the number of Members living on reserve increased by only a third from 66 to 98 Members.

As discussed in Section 2, a number of future population projections have been prepared for the Band in the past. These various reports derive housing needs based on future population projections.

The 1990 *Physical Development Plan for Lheit-Le-We-Tens* prepared by the Carrier Sekani Tribal Council (CSTC) projected a total Band population of 275 by the year 2010 with 170 living in Khast'an Lhughel (Shelley). This projection was expected to generate a housing demand of 81 units by 2010 including some replacement of existing homes and construction of new homes to accommodate on and off reserve population increase. Based on actual 2005 Band population, the 1990 projections have underestimated the Band's total membership by 2010. On the other hand, these projections have overestimated the number of residents expected to be living at Khast'an Lhughel (Shelley) in the next 5 years unless there is sufficient demand and capital funds available to accommodate significant housing on this reserve.

The *Lheidli T'enneh First Nation Physical Development Plan* (1998) revised the population projections using 3 growth rates from 1998 to 2018 of 2.5%, 5% and 7%. These rates exclude the impact of Bill C-31 Membership re-instatements (see Section 2). The 1998 Physical Development Plan population and housing projections for the reserve in 2005 indicated that there would be 207 and 231 residents on the reserve with 69 and 77 houses required to accommodate this demand. This projection is more than double the actual number of residents and houses living at Khast'an Lhughel (Shelley) in 2004.

As demonstrated in Section 2, by the year 2020 it is projected the Band will have total population of approximately 500 members with approximately 300 living on reserve and 200 living off reserve. These projections result in the need for **approximately 50 to 60 new houses** to meet on reserve housing demand plus the replacement and/or repair of the existing 36 homes resulting in a total of 90 to 100 houses by 2020.

A significant variable with respect to future on reserve population and housing demand is the number off-reserve Band Members who may wish to move to Khast'an Lhughel (Shelley) upon final treaty settlement and in subsequent years. The 1995 Community Assessment indicates that over 70% of off-reserve Members who responded to this survey would prefer to live on reserve if there were better housing, community services and job opportunities. It is important to update Membership interest in moving to the reserve as part of projecting housing demand and to consider the development of newly acquired treaty settlement lands

## **PROGRAMS**

Based upon recommendations and actions outlined in this Plan and the subsequent Comprehensive Community Development Plan, Council shall implement service delivery programs (housing, education, health care, economic development) using this Plan as a guide in making decisions.

## **IMPLEMENTATION STRATEGIES**

The chart attached on the next page summarizes the short, medium and long-term priorities for all reserves as identified throughout the Plan. It can easily be presented a stand-alone document for reference with respect to other Lheidli T'enneh programs. These priorities should be used to guide Lheidli T'enneh's annual budget and long-term capital spending for the development of each of the reserves.

<b>RESERVE</b>	<b>SHORT TERM PRIORITIES</b>	<b>MEDIUM TERM PRIORITIES</b>	<b>LONG TERM PRIORITIES</b>
<b>TS'UNK'UT (Fort George Cemetery)</b>	Designate Ts'unk'ut as Cultural Heritage Site.	Encourage burial ground as active cemetery for Lheidli T'enneh Members.	Develop educational package detailing traditions and culture of Lheidli T'enneh, and history of Ts'unk'ut.
	Finalize a municipal service agreement with the City of Prince George ensuring Band's participation in decisions over cemetery.	Ensure Band representation on committees involved in decision making which may impact Ts'unk'ut.	
	Initiate comprehensive study to determine the feasibility of developing a major Aboriginal cultural destination.	Initiate negotiations with City of Prince George to develop additional cultural/heritage exhibits at Exploration Place.	
<b>KHAST'AN LHUGHEL (Shelley)</b>	Establish a Housing Task Force and complete a Housing policy.	Identify future requirements for shallow utilities and work with private companies to extend and upgrade existing services.	Investigate feasibility of pedestrian bridge over Fraser River.
	Focus housing efforts on repair, upgrading and replacement of homes on existing lots	Explore options to identify Community Land for designation under Land Code after Final Treaty Settlement.	Construct community centre offering full range of social, health, educational and recreation programs.
	Undertake training and education programs for administration, operation and maintenance, and other employment initiatives.	Complete additional river bank erosion and rip rap projects based on Riverbank Erosion Protection Phase 2.	
	Complete North Subdivision design to meet demands for 50 to 60 lots over next 20 years.	Develop signage program for reserve	
	Outline plan and design to extend existing water and sewer system on north reserve to the west Community Development Area.	Review the need for hunting restrictions within the Community Development Expansion Area.	

<b>RESERVE</b>	<b>SHORT TERM PRIORITIES</b>	<b>MEDIUM TERM PRIORITIES</b>	<b>LONG TERM PRIORITIES</b>
<b>KHAST'AN LHUGHEL (Shelley)</b>	Develop a program to fund Church restoration.	Initiate agreement with Canfor for continued use of Northwood Bridge.	
	Complete the design and program development for community/education centre expansion.	Investigate need for North reserve boundary flood protection berm and other mitigation measures.	
	Review organic market gardening, hemp processing and shingle mill operations.	Relocate Whenun Road north of CNR tracks in accordance with 2002 report.	
	Upgrade North standby well and use existing well as back up.	Revise Plan to include treaty settlement land base expansion when Final Treaty Settlement ratified.	
	Contract operation and maintenance responsibility for South water system/train staff to assume this responsibility for both water systems.	Initiate trails and park plan to provide for recreation facilities and tree planting and landscaping program for community.	
	Upgrade South reserve standby well and use existing well as back up.	Identify appropriate fire hall location and undertake design.	
	Complete domestic water systems study and complete water supply/distribution improvements to meet fire protection requirements.	Undertake feasibility study on upgrading or replacing existing Band office.	
	Review and decide on options for north side sewage disposal.		
	Complete Road Improvements project.		
	Review road maintenance agreement with City of Prince George.		
	Initiate land purchase for Whenun Road relocation.		
	Install hose cabinets and establish volunteer fire departments.		
	Implement Regional Emergency Response and Recovery Plan recommendations to mitigate flood, fire and other risks.		

RESERVE	SHORT TERM PRIORITIES	MEDIUM TERM PRIORITIES	LONG TERM PRIORITIES
<b>KHAST'AN LHUGHEL (Shelley)</b>	Build local government relationships.		
	Negotiate municipal servicing agreements with local governments as required.		
<b>Lhezbaonichek (Clesbaoneecheck)</b>	Initiate stakeholders meeting to upgrade and maintain North Nechako Road east of the reserve.	Complete water quality and quantity testing for the existing well and additional ground water testing.	Determine the feasibility of developing water frontage lots for community members or market housing.
	Investigate BC Hydro power options for the reserve, explore additional options to provide power to this area.	Undertake soils investigation within the Community Development Expansion Area.	
	Complete site investigations to determine location of Cultural Heritage Sites.	Determine the feasibility of developing youth and seniors cultural camp.	
	Undertake erosion control measures to stabilize the banks adjacent to the Nechako River.	Determine feasibility of upgrading existing stage and development of cultural and concert program	
		Identify boat launch location and extent of support services required.	
		Initiate and pilot ethno tourism cultural corridor water based opportunities.	
<b>Dzulhyazchun Tsalakoh (Salaquo)</b>	Secure legal access from Ollinger Road to Reserve.	Undertake design of trail and rest area for hikers and water users.	Develop a shelter for water-based users and as a trail terminus for potential hikers from Cranbrook Hill Greenway.
	Determine whether use of existing CNR bridge for pedestrian access requires any CN approval.	Contact stakeholders to acquire the necessary approvals to develop the trail across the tracks and on Crown land.	Determine the feasibility and capital costs to construct pedestrian bridge
	Complete GPS inventory reserve for caches and culturally modified trees and	Undertake brushing and tree clearing for the trail as part of integration with	

	designate key areas as cultural heritage sites.	Cranbrook Hill Greenway.	
<b>RESERVE</b>	<b>SHORT TERM PRIORITIES</b>	<b>MEDIUM TERM PRIORITIES</b>	<b>LONG TERM PRIORITIES</b>
<b>Dzulhyazchun Tsalakoh (Salaquo)</b>	Implement pine beetle management plan to remove diseased trees as required.	Determine feasibility for overnight rest areas as part of a Nechako River cultural corridor.	
	Stockpile pine logs on site to construct shelter for water users and hikers in future.	Initiate ethno tourism cultural corridor water based opportunities.	
	Lobby governments to include a future trail link from the existing Cranbrook Hill Greenway to this reserve.		