

**Fort St. John and Area**

**Comprehensive Development Plan**

**Final Report on**

**Development Areas and Phasing**

**January 2005**

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## Executive Summary

The Fort St. John and Area Comprehensive Development Plan (CDP) was undertaken to identify lands that can support future growth in the study area. The analysis identified the current supply and demand, as well as future requirements for a 10 year time horizon. The CDP identifies lands that will help to meet the future requirements.

The supply and demand analysis identified some of the following key points:

- Over a 10 year period, the Rural demand for residential use ranges from 412 dwelling units to 885 dwelling units. The Urban demand for residential dwellings ranges from 617 units to 1,325 units. Although the analysis identified enough existing land for the next 10 years, additional lands for a variety of residential densities would need to be identified for the long term.
- A need was identified for additional lands for home industries and large scale home based businesses, as well as a need for additional lands for mobile home housing.
- The demand for future retail space over the next 10 years could be met by developments that are currently planned, or land set aside for commercial use. The need for some 100,000 to 170,000 square feet of office space should be readily accommodated in the existing vacant commercial land. The demand for 15 to 30 acres of warehouse and service commercial use over the next 10 years can be accommodated in the City's vacant land zoned for Service Commercial.
- The analysis identified that three to five sections of land be identified for light and heavy industrial development within the next ten to fifteen years. There is little appropriate land available for industrial use and virtually no large areas available or designated for future heavy or large industrial uses. The need for additional light and heavy industrial lands, particularly heavy industrial land, represents the most significant shortage that needed to be addressed in the Comprehensive Development Planning process.
- Most of the land in the area is located in the Agricultural Land Reserve, so the search for additional lands required extensive analysis and discussion with the Agricultural Land Commission.

Guiding Principles were established to guide the review of development options. The principles addressed items such as urban sprawl, compact development, existing services, future development, environmental hazards, agricultural impacts, economic development, existing inventories, and land use types.

The Planning Process identified the development areas summarized in the table below:

<b>Fort St. John and Area Comprehensive Development Plan Development Areas</b>			
<b>Area #</b>	<b>Land Use</b>	<b>Size</b>	<b>Phase</b>
Area 1	Rural Residential/Small Agricultural	1400 ha. + 1000 ha.	I & II
Area 2	Light Industrial	124 ha.	V
Area 3a	Residential and Commercial Uses	22 ha. + 70 ha.	I
Area 4	Residential	170 ha.	III
Area 5	Light Industrial	146 ha.	III & IV & V
Area 6	Residential	83 ha.	II
Area 7	Light Industrial	470 ha.	I & II
Area 8a	Residential	55 ha.	II
Area 8b	Rural Residential	198 ha.	I
Area 9	Residential	128 ha.	II
Area 10	Rural Residential	223 ha.	I & II
Area 11	Airport Commercial/Light Industrial	17 ha.	I
Area 12	Heavy Industrial	200 ha.	I & II

Some key points identified in association with various areas are as follows:

- Highway access issues will need to be addressed, particularly with areas 2 and 5;
- Design guidelines will need to be prepared to address the visual impact of development along the highway, particularly for areas 2, 3a and 5, as well as for development along 100<sup>th</sup> Avenue for area 12;
- Sewer capacity issues will need to be examined in area 4;
- Buffering measures will need to be identified between Industrial and Residential uses, particularly between areas 9 and 12, and also between area 7 and areas 8a/b;

- Area 8b was identified as an area that can accommodate a need for home industries and large scale home based businesses;
- Because there is such a limited supply of heavy industrial land, it is quite important to retain large portions of area 12 (Heavy Industrial) as very large parcels in order to accommodate future industrial uses.
- Future development of Area 1, particularly the yellow northern portion, should be further refined in an OCP update to identify which parts are appropriate for 1.8 hectare parcels, and which parts may be more appropriate for larger 4 hectare minimum parcel size, or possibly even larger minimum parcel sizes;
- Stormwater drainage issues need to be addressed, particularly in areas 1 and 12;
- Wildlife and riparian corridors will need to be identified, particularly in areas 5 and 6;
- Because of the limited amount of land available in area 11, it should be reserved for airport commercial / light industrial uses that only require small parcel sizes.

The two top phasing principles identified to guide the phasing of future development are:

- Develop close to existing areas of similar types of development before expanding into newer areas; and
- Develop close to existing roads, water, sewer, power and other utilities, and gradually build outward.

The next steps in the process are to update the relevant Official Community Plans, and to move forward to obtain exclusions or delegation agreements for lands currently in the Agricultural Land Reserve.

## **1.0 INTRODUCTION**

This document sets out the results of the Fort St. John and Area Comprehensive Development Planning process. It contains a number of sections with the following information:

- The process followed in preparing the Comprehensive Development Plan
- A very brief summary of the Background Information Prepared for the Plan
- The guiding Principles identified early in the process
- Discussion on each land use area including:
  - The types of uses proposed for each area
  - Issues that need to be addressed in each area and direction on how to address the issues
  - Phasing for each area
- Phasing Principles
- A land use and phasing map.

The main focus of this report is the final development areas and phasing as agreed to by the Joint Planning Committee for the Fort St. John and Area Comprehensive Development Plan.

## **2.0 PROCESS**

### **2.1 Overall Process**

The Fort St John and Area Comprehensive Development plan involves three main stages:

#### Stage 1: Economic Growth Impact Study

- Existing supply
- Projected demand
- Projected shortfall

#### Stage 2: Options & Strategies

- Identify growth options
- Evaluate options based on principles & criteria
- Identify a preferred option and Comprehensive Plan

#### Stage 3: Implementation

- Update Official Community Plans

This report marks completion of Stage 2 of the process.

### **2.2 General Timeline**

The City of Fort St. John and the Peace River Regional District created the Joint Planning Committee, which started the Comprehensive Development Planning Process in the summer of 2001. A general timeline and the steps undertaken during various stages are set out below. The steps set out below are very general in nature and simply illustrate the highlights of the process. Many more steps and many more meetings were held than are shown, however the table does illustrate the main steps.

<b>Step</b>	<b>Approximate time</b>
Press release and meeting at start of Project	Summer 2001
Interim report on Supply of Land and Buildings	Late summer 2001
Interim report on Demand Projections	Late summer 2001
Interim report on Comparison of Supply and Demand	Fall 2001
Draft Report entitled: Fort St. John and Area Comprehensive Development Plan Economic Growth Impact Study	Winter 2001
A set of Guiding Principles for the comprehensive plan	Winter 2001
Evaluation Criteria for the options, based on the guiding principles	Winter 2001
Preliminary set of land use options	Winter / spring 2002
Agricultural land use Survey	Spring 2002
Final Report entitled: Fort St. John and Area Comprehensive Development Plan Economic Growth Impact Study	Summer 2002
A series of public meetings to review the findings, discuss the options and obtain feedback	September 2002
A report entitled: Results of Public Input regarding the Fort St. John and Area Comprehensive Development Plan	October 2002
A Draft Preferred Option – With Questions, and notes. This was for discussion with the Joint Planning Committee.	October 2002
A Draft Development Plan – Revised Based on Public Input	October 2002
Submission to Agricultural Land Commission (ALC)	October 2002
Response from Agricultural Land Commission	January 2003
Revised Development Plan	March / April 2003
Report entitled: Submission to the Agricultural Land Commission regarding the Fort St. John and Area Comprehensive Development Plan. This included text and several airphoto maps illustrating detail areas and broad overview showing a revised Plan.	April 2003
Meeting with Agricultural Land Commission, and tour of the area by the ALC	June 2003

<b>Step</b>	<b>Approximate time</b>
Ongoing discussions with Agricultural Land Commission Ongoing review of Industrial land demand and locations Ongoing meetings of Joint Planning Committee	July 2003 to July 2004
Revised heavy industrial area sent to ALC	March 2004
Further revisions to CDP Plan Map	June / July 2004
Response from Agricultural Land Commission	July 2004
Prepare presentations and Meet with public to review revised Draft Comprehensive Development Plan	September / October 2004
Fort St. John and Area Comprehensive Development Plan Report on Results of Public Input	November 2004
Joint Planning Committee Meetings to discuss input and provide direction	November / December 2004
Final Report	January 2005

### **2.3 Public Input**

As noted in the table above, public input was obtained at two main points in the process: September 2002 and October 2004. Each time the meetings were held in three locations: Charlie Lake, Baldonnel and Fort St. John. During the meetings, the consultant made a presentation. After the presentation those attending discussed a number of key questions in groups around tables. The results of the discussion were recorded at each table, and the table groups presented the results of their discussion to the rest of the group. The results were then compiled into a report and considered in making changes to the Plan. The public input played a key role in the process, resulting in many adjustments to the Plan.

### **2.4 The next steps**

At this time in the process we have completed Stage 2. The next step is to implement the direction set out in the Comprehensive Development Plan through changes to the Official Community Plans affected by the CDP. Revisions to the Official Community Plans will require more refinement of the direction in the CDP and more public input. The Official Community Plan must follow a specific process set out in the Local Government Act, which includes an official Public Hearing.

## 3.0 BACKGROUND INFORMATION

### 3.1 Introduction

Background information for the planning process was prepared in a report entitled: “Fort St. John and Area Comprehensive Development Plan – Economic Growth Impact Study” . This report identified the following:

- Current Supply of Land and Buildings
- Demand Projections
- Summary of Supply and Demand Impacts

Along with the supply and demand analysis, it contained numerous maps showing vacant lands of various types, as well as land use capability information and land use constraints.

Some of the summary information from the report is set out below.

### 3.2 Residential

A range of Population Projections were undertaken, which resulted in a range of demands for Residential use both in the urban area and the rural area of the study area over a 10 year period.

The Rural demand for residential use ranges from 412 dwelling units to 885 dwelling units, depending on the scenario. With a potential demand for 247 to 531 single detached dwellings and 165 to 354 mobile homes over a 10 year period. The Urban demand for Residential dwellings over a 10 year period ranges from 617 units to 1,325 units.

The report found that in the rural area there is a reasonable supply of zoned residential land, and there are a significant number of planned subdivisions. Large areas of land have been designated for rural residential types of uses in the North Peace and Charlie Lake OCPs. The current supply, along with the proposed subdivisions, and the extensive areas of land designated for rural residential use, serves to provide more than enough land to address the demand for residential development in the rural area within the next 10 years. However, the actual number of lots available may be constrained due to costs of providing infrastructure to the rural area. Through the planning process we identified a shortage of residential areas where large shops and garages can accommodate home industries

and large scale home based businesses. Although there is enough land for the next 10 years, additional lands for a variety of residential densities would need to be identified for the long term.

A similar situation exists in the urban area where extensive amounts of land are zoned for residential use or designated for future residential use in the OCP. Certainly enough land is designated for single family, two family, row house and apartment use for the next 10 years. However, land for mobile home housing may face a shortage. Even though the analysis shows a significant number of vacant lots that can accommodate mobile homes, these lots may not be really available due to lack of servicing. Furthermore, no vacant pads are available in existing mobile home parks. With the rapid development occurring in Fort St. John, additional land will be required over the long term for a variety of urban residential land uses.

### **3.3 Commercial**

The report examined the demand and supply of commercial space. The demand and supply of commercial space was divided into retail, office and wholesale/service commercial. The demand for future retail space over the next 10 years could be met by developments that are currently planned, or land set aside for commercial use.

The existing vacant office building space could accommodate demand for one or two years, but after that period more office space is required. The need for some 100,000 to 170,000 square feet of office space should be readily accommodated in the 26 acres of vacant land zoned as C2 Central Business District.

The demand for 15 to 30 acres of warehouse and service commercial use over the next 10 years should be readily accommodated in the City's approximately 178 acres of vacant land zoned C3 Service Commercial.

The tourism sector identified that potential exists to increase the demand for tourist related uses if visitors to the area, especially those traveling the Alaska Highway, can be enticed to stay for an additional few days. There are no concrete figures that project tourism demand in the Fort St. John area, however people in the industry feel that the potential exists for demand to increase if specific steps are taken.

In general the area is not facing a major shortage of commercial land, although it would be useful to identify any areas that are suitable for specific types of commercial use over the long term.

### **3.4 Industrial**

The demand for industrial land is difficult to project and one strategy is to ensure that adequate amounts of industrial land are designated in order to provide land for potential uses.

A significant amount of light industrial land exists in the City. However, a portion of it, such as in the Heritage Park industrial area, faces servicing constraints, and may require infrastructure upgrades to enhance its availability.

Much of the land designated as industrial and located in the rural area is occupied by uses such as oil and gas equipment storage. Although many areas were identified as vacant in an analysis of BC Assessment Authority data, a field assessment indicated that the parcels are actually used for storage during certain parts of the year. There are very few large vacant industrial lots that can be readily used for storage in the area. With the potential growth in the oil and gas sector there could be a strong demand for industrial lands that meet the needs of the oil and gas industry, yet only a very limited supply of this type of land is available.

There are also virtually no large areas available or designated for future heavy or large industrial uses. While it is quite difficult to project the amount of heavy industrial land required, it is useful to identify areas that can accommodate this type of use in the future.

Although the background report had insufficient data to develop statistical projections for industrial land demand within the project area, the Joint Planning Committee provided direction and recommended that three to five sections of land be identified for light and heavy industrial development within the next ten to fifteen years.

The need for additional light and heavy industrial lands, particularly heavy industrial land, represents the most significant shortage that needs to be addressed in the Comprehensive Development Planning process.

### **3.5 Agricultural**

Changes in the agricultural sector are resulting in some changes to the crops or livestock grown in the area. It will be important to maintain a strong base of agricultural land in the area to meet the present and future needs of agriculture. The area has some lands with very high agricultural capability and it will be important to make the best use of this high capability agricultural land. Agriculture may also create specific demands such as agricultural process facilities in the area and possibly other industrial and service commercial uses.

### **3.6 Summary**

The most significant need identified in the background work was the need for significant amounts of heavy industrial and light industrial land. The search for this type of land was one of the main goals of the process. Another need identified was for residential land that can accommodate a range of densities over the long term, and residential land that could accommodate large shops for home industrial and large scale home based businesses.

The search for significant amounts of light industrial and heavy industrial land, along with additional residential land, would require land in the Agricultural Land Reserve. As a result, much of the focus of the plan was on examining lands currently in the Agricultural Land Reserve and identifying, through constraints analysis and discussions with the Agricultural Land Commission, lands that are appropriate for industrial and residential uses over the long term.

## 4.0 GUIDING PRINCIPLES

Guiding Principles were prepared early in the planning process for consideration by the Joint Planning Committee when reviewing development options. The Guiding Principles lines were meant to be quite general in nature. They have been drawn from provincial growth management guidelines and broad guidelines seen in many other planning documents. The principles are set out below:

1. Avoid urban sprawl, and promote more compact forms of urban development.
2. Ensure development takes place where adequate facilities exist, or where they can be provided in a timely, economic and efficient manner.
3. Work towards settlement patterns that work to reduce travel times and distances.
4. Make effective use of existing transportation and utility corridors.
5. Protect environmentally sensitive areas from development.
6. Maintain the integrity of the resource base, particularly the agricultural land in the area.
7. Encourage land use patterns that support the economic development of the area.
8. Work towards encouraging and maintaining adequate inventories of suitable land for residential, commercial, industrial, agricultural, institutional, and recreational uses.
9. Identify lands for adequate, affordable and appropriate housing; and encourage development of a wide range of housing types to meet a variety of needs.
10. Work towards land use patterns that reduce and prevent air, land and water pollution.
11. Minimize development risks associated with natural hazards such as flooding and geotechnical hazards.
12. Preserve, create and link open space including parks and recreation areas.

As a result of the general guiding principles, some more detailed guiding principles and evaluation criteria were generated that we could use to review each of the development options or areas that were generated. The principles that were used are set out below.

### Urban Sprawl/Compact Development/Existing Services

1. Is urban sprawl mitigated, and if so, to what degree?
2. To what degree is compact development encouraged?
3. What level of services exists at the site (ie. sewer, water, power, police, fire, ambulance)?
4. What level of impact would this site have on current traffic volumes?

### Future Development

1. Do adequate facilities exist for future development?
2. Can new facilities be established with ease?
3. Are new developments located in an area which results in reduced travel time & distance?
4. Does new development encourage the utilization of existing transportation/utility corridors?
5. To what level are large lot residential and industrial developments encouraged in non-serviced areas?
6. To what level are small lot commercial and industrial developments encouraged in serviced areas?

### Environmental Hazards & Impacts

1. Are new developments located a suitable distance away from any environmentally sensitive areas or protected areas?
2. Are new developments located a suitable distance away from existing waterways?
3. What degree of slope hazard exists at the site?
4. What degree of erosion potential exists at the site?
5. What degree of flooding potential exists at the site?

### Agricultural Impacts

1. What level of agricultural capability exists at the site?
2. What level of agricultural activity currently exists?
3. What level of agricultural integrity would exist if new developments were to be established?

### Economic Development/Inventories

1. To what degree would economic development in the area be supported?
2. To what degree would this encourage & maintain adequate inventories of suitable land for residential, commercial, industrial, institutional and recreational uses?
3. To what degree does this identify lands for adequate, affordable and appropriate housing, and encourage development of a wide range of housing types to meet a variety of needs?

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### Land Uses

1. To what degree would this work towards land use patterns that reduce and prevent air, land and water pollution?
2. To what degree would this preserve, create and link open space including parks and recreational areas?
3. To what degree would this minimize external impacts (such as aural, visual and olfactory) on adjacent uses?
4. To what level are graduated land use patterns applied which would reduce the potential for conflicts between different land uses?

The application of these principles and evaluation criteria to some of the early land use options allowed us to narrow the focus down to a limited number of scenarios for discussion with the public.

## 5.0 IDENTIFYING THE PREFERRED PLAN

A number of steps were taken to identify the preferred land use plan for the Fort St. John and Area Comprehensive Development Plan.

Initially, the Joint Planning Committee was presented with 4 general land use options for the area:

- OPTION 1 - Preserving High Capability Agricultural Land
- OPTION 2 - Preserve Environmental Areas and High Capability Agricultural Land
- OPTION 3 - Develop Areas Close to Transportation & Services Without Considering Agricultural Capability
- OPTION 4 - Develop Areas Close to Services

The JPC then generated OPTION 5, which is a hybrid of options 2, 3 and 4.

These 5 options were presented to the public. Based on the public input received, the JPC prepared the "Draft Development Plan - Refined Based on Public Input" and submitted the Plan to the Agricultural Land Commission for comments.

After reviewing input from the Agricultural land Commission, another Plan was prepared for further discussion entitled: "Plan for Discussion with ALR – April 2003"

After extensive discussion and some modifications, a revised plan was prepared entitled: "Revised CDP Map – July 2004"

This plan was then presented to the public for input in October 2004. A report on the public input was prepared for consideration by the Joint Planning Committee, along with a draft map showing phasing, entitled: "Revised CDP map with Phasing – November 2004". Based on direction from the JPC, a final map was prepared entitled "Final CDP Map with Phasing – January 2005". The final map is the one discussed in detail in the next section.

## 6.0 AREA BY AREA DISCUSSION

### 6.1 Introduction

This section discusses the areas set out in the “Final CDP Map with Phasing – January 2005”. The following sub-sections set out proposed uses for each area, direction for addressing the issues associated with each area, and the proposed phasing for each area.

### 6.2 Area 1 - Rural Residential and Small Agricultural

This area has two sub-areas: the yellow northern portion (about 1400 ha. in area), and the green southern portion (about 1000 ha. in area). The uses proposed for these areas are generally consistent with the current OCP for the Tea Creek Ridge area, with some modifications. The yellow area is proposed for rural residential uses with a 1.8 hectare minimum parcel size. The green area is proposed for small agricultural use with at least a 4 hectare minimum parcel size. The shape of the Green area was modified based on input during the process so it varies somewhat from the boundary of the area set out in the current OCP for the Tea Creek Ridge area.

Future development of Area 1, particularly the yellow northern portion, should be further refined in an OCP update to identify which parts are appropriate for 1.8 hectare parcels, and which parts may be more appropriate for larger 4 hectare minimum parcel size, or possibly even larger minimum parcel sizes.

The level of service in these areas would include on site sewage disposal and water supply. A community water or sewer system is not contemplated for this area.

#### Phasing

Area 1 will be developed in phases I and II. The development of this area should proceed in the areas closest to existing roads and power first. In general, areas contiguous to existing development should be developed first.

### 6.3 Area 2 - Light Industrial

Area 2 is proposed for light industrial use. It is about 124 ha. in area and it will provide a convenient light industrial location for resource activities that take place to the north and northwest of Fort St. John. This area should accommodate uses that need large areas of land and few services such as oil field equipment storage. The intent is not for the area to be serviced with community water or sewer services. The access would come from a limited number of points off the Alaska Highway.

There are a number of issues associated with this area including:

- Concerns over highway safety and access. This stretch of highway is apparently a high accident area and additional access points onto the highway could make the situation worse. The mile 59 access is seen as a dangerous corner on the Highway.
- Concern over the visual impact of industrial development along the highway.
- Concern over the potential impact of industrial development on drainage to Tea Creek

Before development of this area proceeds, a number of steps need to be taken:

- A satisfactory access plan needs to be identified with the Ministry of Transportation. A study could be conducted to consider the access and safety issues associated with developing this site. The study could identify methods for preventing or dealing with the issues.
- The visual impacts on the highway need to be addressed. Some options include first developing areas where trees or vegetation exists as a screen. Depending on the access plan, the area could start by developing the part further from the highway first. In the meantime, a program of planting trees along the highway could be started so that in several years, a vegetated buffer will be in place. Design guidelines should be prepared to mitigate any negative visual impact.
- A stormwater drainage plan and possible detention facilities should be required as part of the light industrial development on the site in order to address drainage issues.

## Phasing

Area 2 will be developed in Phase V after other light industrial areas closer to the City have been significantly developed.

### **6.4 Area 3a - Mixed uses; some commercial, some residential**

The two areas that comprise area 3a are proposed for residential use, with the potential for a limited amount of commercial use at the highway. The northern area is about 22 ha. and the southern area is about 70 ha. Some consideration may need to be given to having this area develop entirely as residential if such an approach will serve the goal of developing a commercial centre in one area, as set out in the Charlie Lake OCP. If this area is allowed to have an extensive amount of commercial use, it may detract from the development of a more substantial core near the general store. Any commercial use would need to follow design guidelines to ensure a positive visual impression from the highway. Design guidelines should be prepared to ensure development creates this positive visual impression from the highway. This area should be serviced with a community sewer system when it develops.

## Phasing

Area 3a will be developed in Phase I since it is close to the highway or other roadways, sewer services, power, and other services.

### **6.5 Area 4 - Residential**

This area is proposed for residential uses, which would include single family dwellings and associated home based businesses on lots sizes consistent with those set out in the current OCP (about 0.4 hectares). The entire area comprises about 170 ha. of area. The residential use would need to be connected to the community sewer system. The southern end of this area is already connected to community sewer. Area 4, on the east side of Charlie Lake, will need to be reviewed for the expansion of the Charlie Lake Sewer. The intent is that this area will grow in a phased contiguous manner starting at the south end and then growing to the north.

The Rod and Gun Club facility is located adjacent to area 4. The implications of the Rod and Gun Club facility and potential upgrades to the facility will need to be given consideration. The implications could be addressed in the future Official Community Plan update. Perhaps appropriate planning measures can be taken to mitigate future conflicts.

### Phasing

Area 4 will be developed in phase III, after residential areas in phases I and II have been significantly developed. Area 4 is identified as phase III in recognition of the limited sewer capacity in the area. As noted above, development in the area should start at the south end and grow north.

### **6.6 Area 5 - Light Industrial (both sides of highway)**

Area 5 is proposed for Light Industrial use, and it is about 146 hectares in total. The area will be very visible from the highway, so design guidelines are important to prevent a negative visual impact. It would also be useful to plant trees along the highway to allow them to grow somewhat before the area is developed. For the area on the north side of the highway, a setback will be required along the stream. Other steps may also be required, such as undertaking a riparian corridor study to identify in more detail which areas close to the stream may need to be preserved. Throughout the discussions on this area, concern has been expressed (both from the public and JPC members) about the potential of area 5 to result in strip development along the highway. One way to prevent or delay this strip development is to first develop the portions of area 5 (on the south side of the highway) that are further from the highway. Light industrial use does not require direct highway access. Access could be provided from one point on the highway in order to get to the parts of area 5 that are further from the highway. Two options are available for servicing. One option is to require community water and sewer services for this area to develop. The other option is to allow uses that do not require connection to community sewer and water services in the interim, and then provide services over the long term.

Area 5 will be developed with the understanding that:

- design guidelines will be prepared to buffer the visual impact from the highway;
- An access management plan will be prepared to identify highway access points;
- industrial development will start in parts of the area furthest from the highway;
- development of this area will start in later phases after other light industrial areas have been developed; and

- wildlife corridors are more clearly identified and an appropriate riparian corridor has been established along the creek on the north side of the highway.

#### Phasing

Area 5 will be developed over a number of phases. The area north of the highway will be developed in Phase III after light industrial areas in phases I and II have been significantly developed. Area 5 on the south side of the highway will be developed over several phases:

- Phase III for the area furthest from the highway
- Phase IV for the area in the middle, between Phase III and the area near the highway
- Phase V for the area closest to the highway.

### **6.7 Area 6 - Residential**

Area 6 is proposed for urban residential use, and it is about 83 hectares in area. This would include single family residential use and possibly multifamily use, as well as parkland. The developer of this area would be required to provide full urban services, including community sewer, water, and storm drainage along with streets, power, gas, phone, and cable and other services.

An environmental impact and riparian corridor study would need to be completed by the developer to help determine the area to be protected along Stoddart Creek. A wide area of green space should be established to protect the Creek.

#### Phasing

Area 6 will be developed in Phase II after the Phase I residential areas have been significantly developed. In general, this area will be developed after areas already designated for residential immediately to the east have been developed.

## 6.8 Area 7 - Light Industrial

Area 7 is proposed for Light Industrial use, and it is about 470 hectares in area. The uses in this area would include the types of light industrial uses that already occur in the nearby industrial areas southwest of the Alaska Highway. This area will also accommodate light industrial uses that require extensive amounts of land and a limited level of services, such as oil field equipment storage compounds. This large area will be developed gradually, with some areas close to existing services being provided with community sewer, water and roads. Other areas, further from existing services, are identified for land extensive uses that do not require sewer and water services.

Further refinement and definition of the types of uses and phasing of development with the public should occur during the Official Community Plan update process. Buffering measures should be considered to mitigate potential impacts on existing residents.

### Phasing

Area 7 will be developed over two phases. The first phase, closer to the City, will be developed earlier, and is more appropriate for uses requiring services. The second phase, further from the City, located between Phase I and area 8b, will be developed later. The second phase is more appropriate for uses requiring extensive sites without sewer and water services.

## 6.9 Area - 8a Residential

This area is proposed to be developed for residential uses similar to those residential uses already found in the Grandhaven area. Area 8a is about 55 hectares in area. This area would be developed concurrent with the provision of full urban services such as community sewer, community water, roads, and other utilities.

### Phasing

Area 8a will be developed in Phase II after residential areas in Phase I have been significantly been developed.

### **6.10 Area 8b - Rural Residential (1.8 - 4 hectare lots)**

Area 8b is proposed for rural residential uses on 1.8 to 4 hectare parcels. It is about 198 hectares in area. This area is specifically designed to accommodate residential use along with large shops and garages. These large lots will allow home industries and larger scale home based businesses. Examples of the types of uses might include someone with an individual trucking operation with one or two trucks, or someone who does limited machinery repair and welding work in the shop behind their house. This area would not be provided with community sewer and water services. This use should be compatible with the adjacent light industrial use. It also fits well between agricultural use and light industrial use.

#### Phasing

Area 8B will be developed in Phase I. The intent is that this area immediately be allowed for rural residential development with home industries and larger scale home based businesses.

### **6.11 Area 9 - Residential**

Area 9 is proposed for urban residential use, and it is about 128 hectares in area. This would include single family residential use and possibly multifamily use, as well as parkland. This area would need to be provided with full urban services, including community sewer, water, and storm drainage, along with streets, power, gas, phone, cable, and other services.

The main concern for this area is the potential for conflict between residential use and the heavy industrial use proposed in area 12. The proposal to develop area 9 is made with the understanding that consideration be given to how the potential impact of heavy industrial use in area 12 can be reduced.

One option is to leave an undeveloped portion at the upper elevations of area 9, along the bypass road, as a parkland corridor. Trees could be planted to act as a visual buffer. Because of the location of the reservoir, the upper elevations of area 9 may present some servicing challenges. This upper area would be located below the water pressure zone and would require special infrastructure to service with water. Perhaps the pressure zone boundary could act as the upper elevation for development. Further investigation is required.

### Phasing

Area 9 will be developed in phase II, after the adjacent phase I area in the City has been substantially developed.

#### **6.12 Area 10 - Rural Residential (1.8 - 4 hectare lots)**

Area 10 is proposed for rural residential uses on 1.8 to 4 hectare lots, similar to these types of uses already occurring in the area. It is comprised of 223 hectares in area. The uses would include single family homes along with hobby farming uses and other uses that fit with the rural and agricultural nature of the area. This area would not be provided with community sewer and water services.

### Phasing

Area 10 will be developed in two phases. The first phase is west of Swanson Lumber Road; the second phase is east of Swanson Lumber Road. This means that the area west of Swanson Lumber Road should be substantially developed with 1.8 to 4 hectare lots before the area east of the road is developed.

#### **6.13 Area 11 - Airport Commercial / Light Industrial**

Area 11 is proposed for airport commercial and light industrial uses. It is about 17 hectares in area. The uses in this area would service uses associated with the airport. With the growth of the Fort St. John airport as a regional transportation centre, this area can accommodate uses associated with that growth. For example, some uses may include aircraft service facilities, ground transportation services, and light industrial uses that may deal with equipment and supplies that need to be transported by air to various resource sites. This area is already provided with community water and sewer services, so it should be reserved for airport commercial and light industrial uses that require community sewer and water services. Because of the limited amount of land available in this area, the area should cater to uses that only require small parcel sizes. Uses that require large amounts of land should be located elsewhere.

### Phasing

Area 11 is proposed to be developed in Phase I, so there is no need to wait until other phases are developed before this area is developed.

## 6.14 Area 12 – Heavy Industrial

Area 12 is proposed for heavy industrial uses that require large amounts of land. It is slightly over 200 hectares in area. The types of heavy industrial use could include resource oriented uses such as the Slocan OSB plant and the Canfor mill already nearby. Some Heavy industrial uses require large contiguous areas of land. The two and a half quarter sections located between the railway tracks and the bypass road should be reserved for large land uses. The area should not be allowed to be gradually consumed bit by bit with smaller industrial uses. These areas should be reserved for large industrial uses so that when a large industrial use needs to find a location close to rail, roads, sewer and water services, one is available.

There are concerns over how close this area is to Residential land, however throughout the process, areas located further from the City were rejected by the Land Commission. The issues associated with the location will need to be addressed through appropriate planning measures.

The development of area 12 is proposed on the understanding:

- That drainage issues will be addressed as the loss of retention areas will occur due to development
- That a Buffer be developed along the bypass road. A strip close to the road could be developed as a park corridor. Trees could be planted along the road in anticipation of future industrial use. Any existing trees along the road could be retained. Further investigation of the topography and potential vegetation is required to determine how an effective buffer could be established. A combination of buffering on area 12 and on area 9 may work to reduce potential conflicts.
- That design guidelines be established for development along 100<sup>th</sup> on the route to the airport.

### Phasing

For area 12, the first phase is the strip along 100<sup>th</sup> Avenue and the ¼ section area closest to 100<sup>th</sup> Avenue between the railway and the bypass road. Phase II is the remaining area, located immediately north, between the railway and the bypass road.

## 6.15 Other Items

Some of the other items not specific to exiting areas, and not already mentioned under other areas, have been identified.

The Joint Planning Committee noted:

- That the Ministry of Transportation be kept informed of land use options as the planning process for the Alaska Highway proceeds;
- That Parkland should be considered in future OCP updates; and
- That the previously proposed area 13 (generally located East of the City's South Sewage lagoons and south of the Alaska highway) not be included in the areas considered for potential development.

## 7.0 PHASING PRINCIPLES

At the October 2004 public meetings we obtained input on development and phasing principles. In general, there was solid support for most of the principles. While all the principles were seen as valid, we were able to rank the principles from highest to lowest, as set out below:

<b>Rank</b>	<b>Principle</b>
1 (highest)	<i>B.</i> Develop close to existing areas of similar types of development before expanding into newer areas (e.g. new industrial next to existing industrial)
2	<i>A.</i> Develop close to existing roads, water, sewer, power and other utilities, and gradually build outward
3	<i>F.</i> For uses that require good highway or rail access, develop closer to the highway or rail corridor first, then grow away from the corridor
4	<i>E.</i> Allow uses that do not require community sewer system and community water system services to develop in areas that do not have those services
5	<i>D.</i> Promote more compact forms of development to avoid urban sprawl
6 (lowest)	<i>C.</i> Establish phasing patterns that work to reduce travel times and distances for residents/employees

The participants gave the highest level of importance to Principle B which indicates we should develop close to existing areas of similar types of development before expanding into newer areas.

Principle A was also given a high level of importance. This principle means we should develop close to existing roads, water, sewer, power and other utilities, and gradually build outward.

Principle F: 'For uses that require good highway or rail access, develop closer to the highway or rail corridor first, then grow away from the corridor' was rated with a high level of importance. This makes sense as it is related to principle A in terms of developing close to existing services.

It is interesting to note that principles C and D, which relate to establishing more compact forms of development, and reducing travel times for employees and residents, were not given as high a rating as principles A and B which would also result in more compact development. Perhaps people thought that "more compact forms of development" meant multi family, or much smaller lots. Perhaps they thought this would result in jamming more people into less space, rather than avoiding leapfrog development and inefficient, scattered forms of development.

Principle E received a somewhat high level of importance. This indicates that respondents would be willing to allow uses that do not require community sewer systems and community water systems to develop in areas that do not have those services. This may indicate that areas such as Area #1 and Area #2, which do not have those services, could be developed for the uses we have proposed in keeping with the principles we have noted.

In general, the response indicated that we could use these principles in preparing our phasing. We should pay particularly close attention to phasing development in a way that allows areas close to existing roads, water, sewer and other services to develop first. We can, however, also consider other locations for uses that do not require community sewer or water services.

These general phasing principles were used in setting out the phasing for each area as shown on the map and as described in the sections on each area.

## 8.0 PROPOSED IMPLEMENTATION

The process has identified a number of development areas located within the Agricultural Land Reserve. The two primary options available for addressing land in the ALR are ALR exclusion and Delegation Agreement. An ALR exclusion means the land is excluded from the Agricultural Land Reserve. A delegation agreement related to land in the ALR results in the delegation of certain powers from the Agricultural Land Commission to the Regional District.

The Regional Board has discussed the various areas set out in the CDP Map and has agreed, in principle, to the draft implementation measures for each area. The implementation measures will still need to be confirmed and possibly adjusted through the Official Community Plan Updating Process.

The draft implementation measures are set out in the table below:

<b>Fort St. John &amp; Area Comprehensive Development Plan Draft CDP Implementation Measures (Regarding ALR Lands)</b>		
<b>Map Area</b>		<b>Implementation Measure</b>
Area 1	Rural Residential/Small Agricultural	Delegation Agreement
Area 2	Light Industrial	Delegation Agreement
Area 3a	Mixed Commercial and Residential Uses	Delegation Agreement
Area 4	Residential	Exclusion
Area 5	Light Industrial	Exclusion
Area 6	Residential	Exclusion
Area 7	Light Industrial	Exclusion
Area 8a	Residential	Exclusion
Area 8b	Rural Residential	Exclusion
Area 9	Residential	Exclusion
Area 10	Rural Residential	Delegation Agreement
Area 11	Airport Commercial/Light Industrial	Delegation Agreement
Area 12	Heavy Industrial	Exclusion

## 9.0 CONCLUSION

The Fort St. John and Area Comprehensive Development Plan was undertaken to identify lands that can support future growth in the study area. The analysis identified the current supply and demand, as well as future requirements. The analysis identified the strongest need for additional heavy industrial and light industrial land; it also identified a need for a variety of residential areas. The planning, consultation and discussion process resulted in identifying lands to meet many of the needs of the area.

The area number, land use, approximate size, and phase for the areas identified for development are set out in the table below:

<b>Fort St. John and Area Comprehensive Development Plan Development Areas</b>			
<b>Area #</b>	<b>Land Use</b>	<b>Size</b>	<b>Phase</b>
Area 1	Rural Residential/Small Agricultural	1400 ha. + 1000 ha.	I & II
Area 2	Light Industrial	124 ha.	V
Area 3a	Mixed Commercial and Residential Uses	22 ha. + 70 ha.	I
Area 4	Residential	170 ha.	III
Area 5	Light Industrial	146 ha.	III & IV & V
Area 6	Residential	83 ha.	II
Area 7	Light Industrial	470 ha.	I & II
Area 8a	Residential	55 ha.	II
Area 8b	Rural Residential	198 ha.	I
Area 9	Residential	128 ha.	II
Area 10	Rural Residential	223 ha.	I & II
Area 11	Airport Commercial/Light Industrial	17 ha.	I
Area 12	Heavy Industrial	200 ha.	I & II

The Fort St. John and Area Comprehensive Development Plan Map sets out the location for each area.

The next steps in the process are to update the relevant Official Community Plans, and to move forward to obtain exclusions or delegation agreements for lands currently in the Agricultural Land Reserve.