



# Tsawwassen First Nation

## Land Use Plan

January 12, 2009

AECOM



# Foreward



It is with great excitement that I am bringing forward an introduction to our long awaited TFN Land Use Plan. It is long awaited because it represents another major step and decision along the long and arduous journey Tsawwassen members have taken towards being a self-governing first nation. This plan sets the direction for the next years and decades for the Tsawwassen people. It is important for meeting obligations and opportunities that arise from the treaty, including activities such as infrastructure planning and economic development planning purposes.

Change is a scary prospect to some people, but this document reflects a balance of economy and environment that will benefit the collective community as well as individuals within it. It provides for certainty to TFN members, leaseholders, investors and neighbours.

We have had dozens of consultation meetings before our community voted on this plan. Consultation has been the foundation of our success, for the treaty, this TFN Land Use Plan, or various other initiatives that TFN members have decided to move forward on. Continued consultation will remain the priority as we move forward in implementing this plan – whether it be for economic development projects, infrastructure projects such as our road networks, or our community facilities and housing.

Much work lies ahead for Tsawwassen First Nation – but it is exciting work, as we rebuild and strengthen our community.

Chief Kim Baird

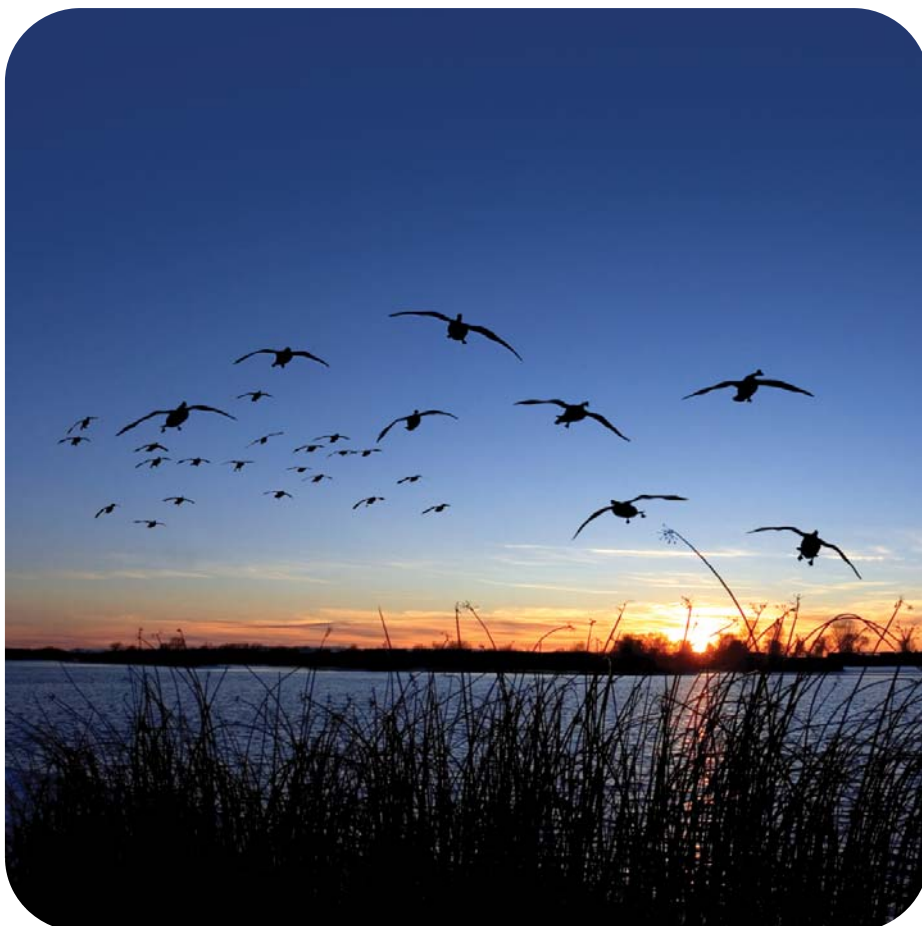


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## Chapter 1. Introduction

The Tsawwassen First Nation Final Agreement (Treaty) provides Tsawwassen First Nation (TFN) with important self government powers including responsibility for the management of lands and resources under the ownership of TFN. Under the Treaty, TFN's land base will total 724 hectares. As well as owning the land, TFN will have significant law making powers, including municipal-like powers to plan and regulate its own lands in order to realize its goals.



*The treaty represents a new day for the Tsawwassen residents*

## 1.1 Purpose of the Plan

The creation of a Land Use Plan (or the plan) that must be in place before the Treaty comes into effect. The plan provides a long-term vision for TFN lands and provides certainty for the development of the community.

It forms a general statement of the broad objectives and policies of TFN respecting the character of existing and proposed land use and servicing requirements.

The Land Use Plan serves as a foundation for all policies, regulations, and decisions pertaining to land use and development at TFN.

### **The Lands**

The Tsawwassen Treaty Lands (the Lands), as defined in the Treaty, are located adjacent to the Municipality of the Corporation of Delta, approximately 25 km from downtown Vancouver. The Lands face the Strait of Georgia and are bisected by the Roberts Bank causeway to the north, and the BC Ferries Tsawwassen Terminal to the south. The Tsawwassen First Nation Final Agreement identifies two distinctive classes of land that will be owned by TFN referred to as the “Tsawwassen Lands” and “Other Lands”.

### **Tsawwassen Lands**

Under the Treaty, 662 hectares of land will be identified as the Tsawwassen lands. This includes approximately 290 hectares of former reserves and 372 hectares of former provincial Crown land.

TFN will have law-making authority over this land and will also own the subsurface resources. Federal and provincial laws will apply to all lands owned by TFN.

The Treaty identifies 157 hectares which will remain within the Agricultural Land Reserve (ALR). In the future, if TFN wish to remove land from the ALR it can apply to the Agricultural Land Commission through the process set out in the Agricultural Land Commission Act. These lands are the subject of this Land Use Plan.

### **Other Lands**

TFN will also own in fee simple an additional 62 hectares of other land comprised of the Boundary Bay and Fraser River parcels. This land will remain under the municipal regulatory authority of the Corporation of Delta. Existing Delta Official Community Plan and Zoning Bylaws apply to these parcels. TFN may, at a later date, undertake a separate land use planning exercise for these other lands.

### **Brunswick Point (Rights of Refusal Lands)**

The Treaty also identifies Rights of Refusal for 80 years after the Treaty takes effect to purchase approximately 278 hectares of lands north of Tsawwassen Lands (Brunswick Point lands) if the people currently leasing these lands choose not to buy them or decide to sell them later.

The Treaty also states that if TFN purchases land within the Brunswick Point lands within 50 years after the effective date of the Treaty, TFN may add these lands to its treaty settlement lands. Following this 50-year period, TFN can add lands to treaty settlement lands if it purchases the land from willing sellers, but the federal, provincial and municipal governments must consent to the addition.

TFN have identified the Rights of Refusal Lands as a potential area of growth to serve the future needs of the TFN community. As such the following policy applies:



**An aerial view of the Tsawwassen lands**

## 1.2 A Brief History of Tsawwassen

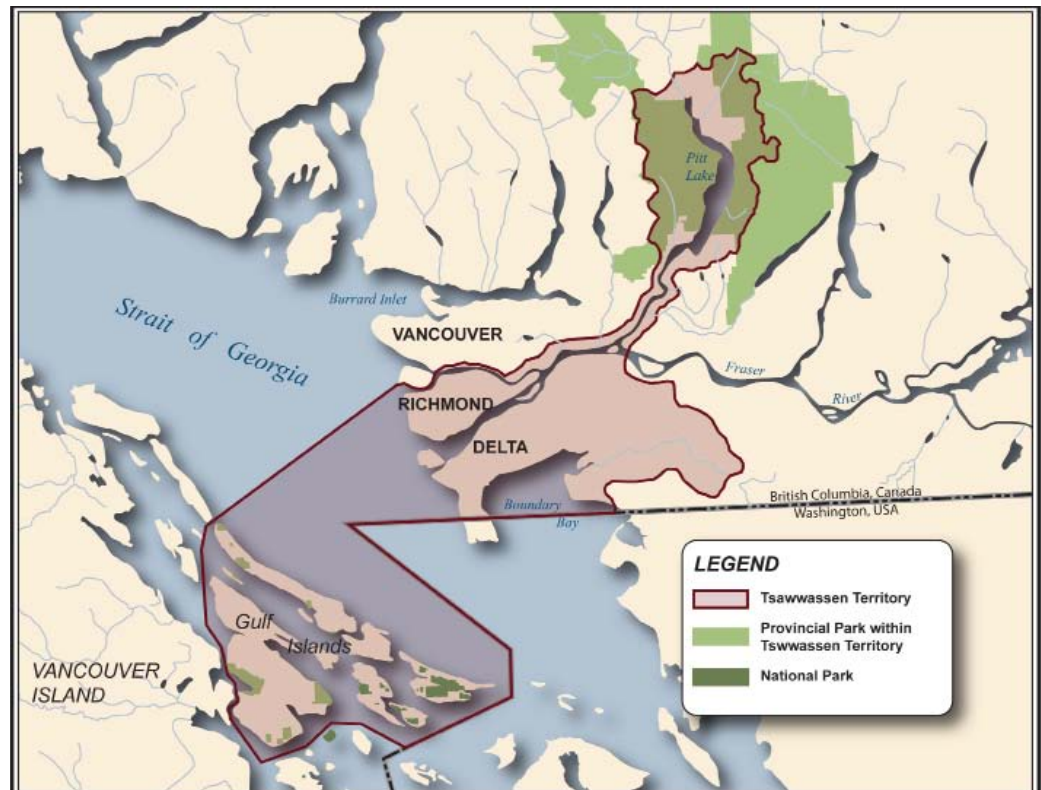
Tsawwassen First Nation (TFN) members are Coast Salish people who belong to the Hun'qum'i'num linguistic group. In their language, Tsawwassen means “the land facing the sea.” Historically, they have traveled and fished the waterways of the southern Strait of Georgia and the lower Fraser River.

### **Traditional Territory**

The traditional Tsawwassen territory was bordered to the northeast by the watersheds that feed into Pitt Lake, down Pitt River to Pitt Meadows, where they empty into the Fraser River. It includes Burns Bog and part of New Westminster, following the outflow of the river just south of Sea Island. From Sea Island it cut across the Strait to Galiano Island and includes all of Saltspring, Pender and Saturna islands. From there the territory continued northeast to include the Point Roberts peninsula, and the watersheds of the Serpentine and Nicomekl rivers.

The Tsawwassen Village was located at the base of the bluffs, near the current location of the BC Ferries Causeway. The Tsawwassen had summer hunting and fishing camps throughout their traditional territory. The Tsawwassen were skilled hunters and fishermen, living of the land and sea that provided salmon, waterfowl, elk, deer, black bear and beaver. The Tsawwassen people greatly relied on western red and yellow cedar, which provided homes, firewood, food, tools for carving and cooling, great ocean-going canoes, clothing and ceremonial gear.

Food was abundant. A trade and barter system was in place. Specialized services were also exchanged. The long house provided a governance structure than enabled extensive practices and ceremonies to take place. The long house systems ensured the redistribution of wealth allowing the Tsawwassen people to survive.



**Tsawwassen traditional territory**



## Tsawwassen Today

Today TFN membership includes over 400 people, about half of whom live on the pre-Treaty Reserve, with other members living elsewhere including Vancouver, Bellingham and the Okanagan.

The TFN community lives on the 290 hectares (716 acres) Pre-Treaty Reserve. The community is aligned with the sea, fronting North Tsawwassen Drive. The lands to the east are undeveloped, fallow pasture lands. The focal point of the community is the Band Administration office, TFN Youth Centre, the Recreation Centre, Elders Centre and Early Childhood Education Centre. A cemetery is located near the entrance to the community at Highway 17, while the Long House is located north of the existing administration centre. There are currently 62 homes in the community; 27 are social housing or rental units, while 35 are individually owned houses.

In addition to housing for TFN community, the Band has been successful at completing a number of market housing initiatives (on 12 hectares of land). These projects are based on a 99 year lease, with TFN having taxation authority. There are currently around 460 people living in market housing on the Pre-Treaty TFN Reserve, in three distinct developments south of Highway 17. The developments include:

- **Tsatsu Shores** – a four storey condominium complex with 81 units and a population of approximately 200 residents.
- **Stahaken** – a single family dwelling neighbourhood with 73 lots and a population of approximately 200 residents.
- **Tsawwassen Beach Lots** – a single family dwelling neighbourhood with 25 lots, and a population of approximately 60 residents.

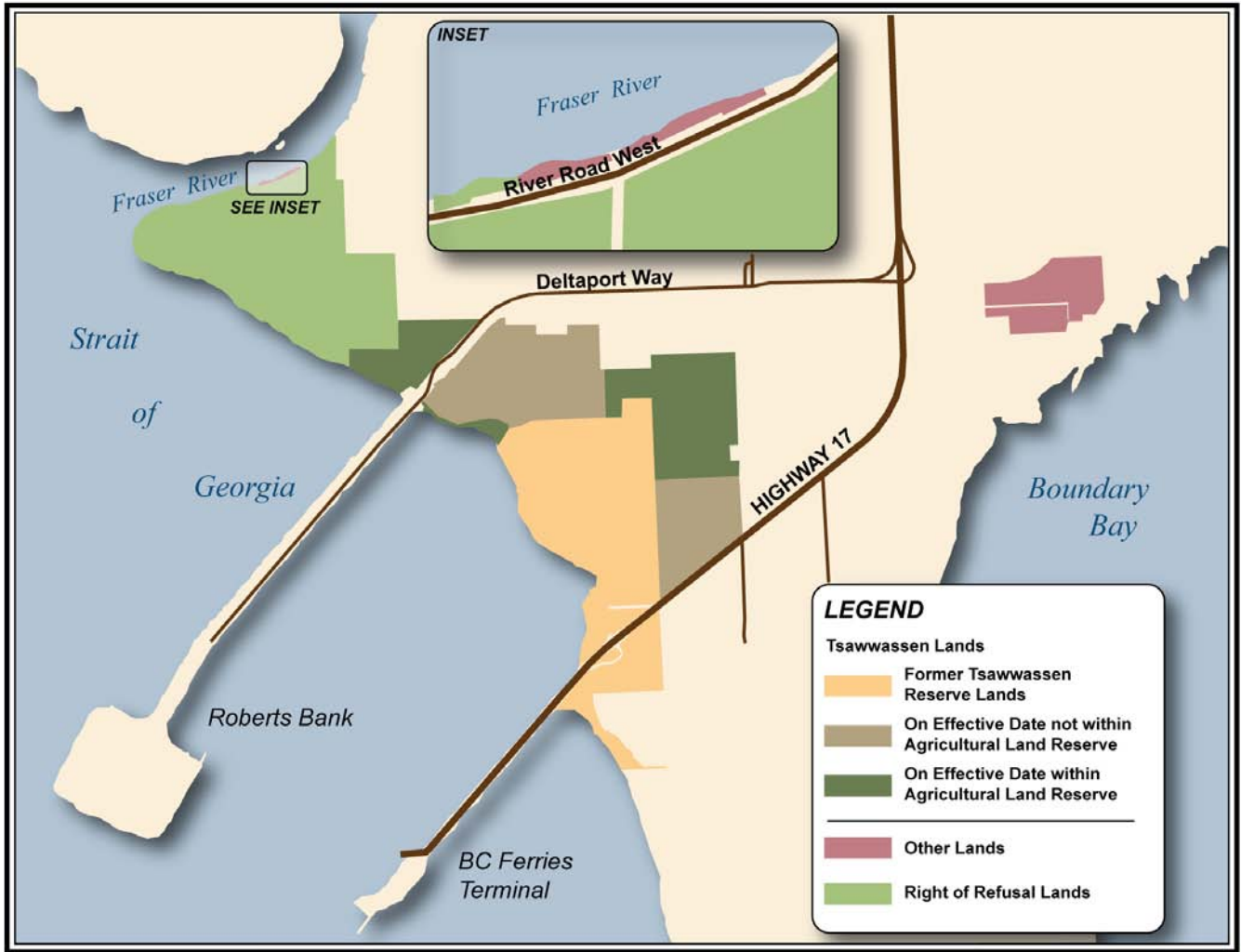


The TFN have a number of businesses located on their land including, Splashdown Park, F440 Kart Racing Track, Tsatsu Gas, Park N' Go and a variety of home based businesses such as catering, contracting, gifts and personal services. Some of these businesses are owned by TFN members or by TFN Government, and some are businesses owned by others on lands leased from TFN members.

Almost all land on the Pre-Treaty Reserve is allocated or claimed by individual band members who are referred to as Certificate of Possession (CP) holders. Under the *Indian Act*, the Federal Government retained ownership of all Reserve Lands. First Nations are unable to have individual fee simple ownership. A CP holder was entitled to the use of the land, and rights were transferable by sale or bequeath.

This has meant that there was virtually no land for overall community development purposes unless the Band purchased it from the CP holder. The only communal land on the Pre-Treaty Reserve was the site of the Long House, Administration Building, other government buildings, Band Subdivision (Falcon Way), cemetery and a few small parcels elsewhere.

Under the Treaty, CP titles will become a modified form of fee simple with restrictions on sale and disposition known as Tsawwassen Fee Simple Interests. The owners of these lands will be known as Tsawwassen Fee Simple Interest (TFSI) holders.



**Tsawwassen lands breakdown**

## 1.3 Planning Process

Work on the TFN Land Use Plan began in the fall of 2007. The consulting firm of UMA|AECOM, was retained by TFN to assist with the project. The main components of the project involved:

- background research on the lands to assess development potential (servicing constraints, topography, environmental considerations etc);
- a market analysis to determine a range of land uses that enable long term economic sustainability;
- consultation with the community on a concept for the TFN Land Use Plan and areas viewed as priorities;
- generation of three initial land use concept plans;
- consultation with the community and leaseholders on preferred planning elements through community meetings, family meetings and individual meetings with CP holders;
- creation of a preferred option and an infrastructure plan;
- consultation with the community on the preferred option through additional meetings and display materials;
- presentation to Delta Council and a public information session to engage the wider public;
- a vote by TFN Community on the preferred option; and
- adoption of the final TFN Land Use Plan.

To support development of this TFN Land Use Plan, a variety of technical research was completed, including a market review of land use options. Two documents directly relevant to implementation measures as well as to servicing and road issues were completed. These serve as technical background documents intended mainly for information of staff and Chief and Council. The documents are:

- TFN Development Opportunity Analysis, January 2008
- Implementation Actions, July 2008
- Servicing Plan, July 2008

## Chapter 2. Vision & Guiding Principles

The Tsawwassen First Nation Final Agreement provides access to financial resources and opportunities for economic development and infrastructure development. The Treaty enables the TFN to pursue meaningful employment from the resources of their own territory for their own people. It provides economic and legal certainty and enables TFN to prosper in common with non-aboriginal neighbours.



The TFN Land Use Plan will guide all future development at TFN. It is based on the vision created by TFN members who participated in a strategic planning exercise to determine and define what is wanted for the physical, social and economic development of the community.

This resulted in a vision statement as follows:

### The Vision

*In 2020, Tsawwassen First Nation will be a safe and accessible community, with infrastructure and services that make it the perfect place to raise children and to live. Our community will be close-knit, with elders and youth at the core of the community. Our people will be proud of our culture, traditions, and stories and the Hunq'um'í'num language will be enjoying a revival.*

*Industrial and commercial development will be active and growing, and will provide significant revenue to Tsawwassen First Nation and CP holders. However, development will not intrude on the environment, views, and idyllic location of TFN lands. Jobs will be plentiful, and businesses owned by our members will be thriving, assisted by a successful, innovative education program.*

*Tsawwassen Government will be responsive and transparent to our members. It will deliver programs and set laws and regulations that protect and enhance the livability of our community. Important services will be provided in the centre of the community. Our population will be growing as a result of the young population, and from members returning to live on TFN lands.*



# Guiding Planning Principles

Consultation with TFN Council and the wider TFN community produced a series of guiding planning principles to help frame the development of the TFN Land Use Plan. These planning principles augment the broader vision. The success of the Plan will in part be based on the community's ability to have met and maintained the following principles.

## ***Wide Range of Economic Opportunities***

A variety of economic activities will create a diversified economy with employment creation, and generators of rent and taxation revenue serving to enhance financial sufficiency.

## ***A Range of Housing Opportunities and Choices are Available***

There will be a wide range of housing opportunities for TFN members, including a mix of single family and multi family housing. This will enable housing choice, and allow accommodation of various levels of affordability.

## ***A Variety of Transportation Choices are Available***

The community will be designed for easy use by pedestrians, transit users and cyclists.

## ***Embrace Environmental Sustainability***

The long term success of the community will be defined by its ability to achieve environmental sustainability through energy efficiency in buildings, reduced water use, stormwater management, solar orientation, on-site energy generation and innovative solutions to waste water treatment.

## ***Creation of a Strong Village Centre for TFN***

The TFN Community will have a strong village core, based around the existing administration centre. The village centre will be a vibrant and attractive area, a natural gathering place for the community.

## ***Recreational & Cultural Opportunities are Diverse and Inviting***

TFN Community will include a variety of passive and active recreation opportunities including an elaborate trail network, parks, open spaces as well as recreational amenities such as community facility (hockey rink, playing fields etc).

## ***Market Oriented Land Uses Will Be Kept Distinct From TFN***

TFN Community will be cohesive and self contained, with market housing or business park bordering member housing and activities.

## ***Urban Design and Built Form Reflect Community Identity***

TFN Community will be distinct, building on the long connection with the water and Coast Salish Heritage. There will be an emphasis on quality development.

## ***TFSI Holders Will Work Together to Maximize Financial Returns***

Tsawwassen Fee Simple Interest holders will collaborate on development opportunities and share the costs of servicing to generate higher returns than could be obtained by going it alone.



***The Land Use Plan will provide for past, present, and future generations of Tsawwassen people.***

## Chapter 3. Role of the TFN Land Use Plan

The TFN Land Use Plan (or referred to simply as the Plan) is an essential guide for residents, landowners, businesses, community organizations and governments that may be contemplating any changes related to land use, building and property services on the Tsawwassen Lands.

The TFN Land Use Plan sets out general statements related to the type of land uses that will be acceptable. The Plan also indicates the general location for new roads and servicing, how parks and trails will be created and how development at TFN will be done in a manner that respects nature and the environment.

The Plan will act as a catalyst for development of the community. It will enable meaningful discussions to take place between TFN, Metro Vancouver, Corporation of Delta and other government agencies as it pertains to servicing and access issues.

Boundaries of the land use designations on [Schedule 1](#) are approximate, and minor adjustments may be made without plan amendment provided that such amendments do not affect the intent of the designations.



*The Plan will act as a catalyst for development of the community*

Specific aspects of the plan may be amended from time to time; this should be looked on as an exception rather than a regular occurrence. Like all plans, the TFN Land Use Plan will gradually become outdated. For this reason, the Plan should be reviewed and updated periodically.

Once the plan is adopted by Council, all decisions made by TFN must conform to the Plan. This includes decisions about zoning, subdivision, density, services and capital spending. In this way, the plan provides a degree of predictability.

The plan, however, does not commit or authorize the TFN to proceed with any project specified in the plan. Achieving the policies of the plan will be determined by future decisions of Council regarding priorities, funding and implementation. The plan helps to create order and should serve to minimize incompatible uses and conflicts.

While the TFN Land Use Plan provides a Vision for the future, zoning and servicing laws will allow gradual realization of the vision. Further details on desirable actions are found in the Implementation Plan.

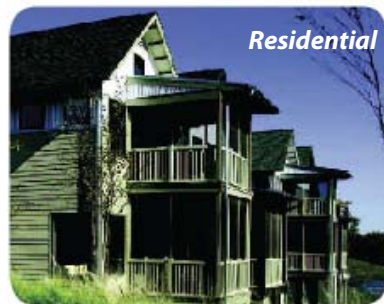
The remaining chapters in the Land Use Plan identifies actions, objectives, policies and areas for further investigation. The Objectives outline TFN's overarching goals, while the Policies provide strong statements to guide development. The areas for Further Investigation indicate additional work and studies which will inform future policy direction and decisions.

# Chapter 4. Land Use Plan



This chapter sets out eight land use designations which apply to the Tsawwassen Lands. Each designation outlines a purpose, type of land uses contemplated and policies to guide development. The land use designations as depicted on **Schedule 1 - Land Use Plan** are:

- **TFN Community**
- **Commercial Enterprise / Residential Area**
- **Single Family and Multiple Family Housing**
- **Industrial**
- **Mixed Use**
- **Agriculture and Managed Forest**
- **Bluff Area**
- **Tidal Marsh / Water Lot**
- **Development Permit Areas**





## 4.1 TFN Community

The intent of the TFN Community designation is to provide sufficient land to enable present and future generations of TFN members to live near the water in their ancestral home. The lands identified under the TFN Community designations include a village centre where services for TFN members are clustered. The designation envisions quiet, pedestrian friendly streets, parks and trails for TFN members. A variety of housing for members will be available, including single family, townhomes, apartments (up to three or four stories) and assisted living for Elders. A wide range of services and employment opportunities will be within a short walk of home.

The TFN Land Use Plan identifies 48 ha (119 acres) of land for TFN Community.

There are about 65 residential housing units for TFN members on the Pre-Treaty Reserve, with a TFN population of around 210 people.

The build out of TFN community will depend on the pace of growth of the community, TFSI holders willingness to sell land to other members for housing and the Band's ability to acquire land for non-TFSI holders. The TFN Land Use Plan advocates for density similar to neighbouring communities, at 15 units per hectare. This would provide 720 units and ultimately accommodate up to 1,800 TFN members.

### Objectives

- To ensure the provision of a range of housing types, tenures and densities creating a variety of housing opportunities for present and future generations.
- To provide the most efficient use of services including physical infrastructure, human, social and commercial services.
- To create safe and quiet streets for TFN members
- To create a desirable community that enables TFN members to live, work and play without leaving the Tsawwassen Lands.

### Policies

#### **Housing Selection, Size and Construction**

- TFN favors a mix of housing types and tenure arrangements to encourage a social mix within individual neighbourhoods and throughout the community.
- TFN will create a larger, more integrated TFN Village Centre near the existing community facilities (administration, social services, recreation and cultural).

- TFN will consider the development and adoption of design guidelines with the intent of achieving a high standard of built structures on TFN lands.
- TFN will ensure the incorporation of green standards into all new homes to ensure maximum efficiencies and low operating costs.

#### **Safe and Quiet Streets**

- TFN will work to close the existing entrance to the community at the intersection of Tsawwassen Drive North and Highway 17 and the north end of the community which will create a safe, quiet and pedestrian oriented seaside promenade.
- Developers of property, including TFN members, will be expected to dedicate rights of way for community amenities, including but not limited to roads, parks, community art, and pedestrian/bike trails.

#### **Facilities for Elders**

- TFN will explore the creation of an assisted living development centre for Elders south of Highway 17.

### Further Investigation

#### **A Desirable Community**

- TFN will also explore denser and more compact forms of housing that provides affordable housing options for a range of lifestyles and income levels.
- TFN will work to expand the cemetery at its current location by acquiring adjacent land from TFSI holders, or through other opportunities, including road closures if the intersection of Tsawwassen Drive & Highway 17 is closed.

## 4.2 Commercial Enterprise/Residential Area

This designation contemplates a series of commercial clusters and residential neighbourhoods. The commercial clusters would include business park and office uses, as well as commercial uses which are compatible with surrounding uses. The residential areas would include a variety of densities and housing types, each with a focal point such as a neighbourhood park or small retail node.

The TFN Commercial Enterprise/Residential designated area represents approximately 51 ha (126 acres). To date, development in this area has been hindered due to lack of servicing. The provision of potable water, sewer and road access will enable Tsawwassen Fee Simple Interest holders to develop their land by employing good design practices which will enable businesses and housing will be able to coexist.

### Objectives

- To create a variety of economic development opportunities which provide flexibility for Tsawwassen Fee Simple Interest holders to develop their land.
- To ensure development within this designation is compatible with the adjacent TFN Community.
- A new entrance to the community from Highway 17 will be constructed as part of the development of this area. A connector road from that entrance to 28<sup>th</sup> Ave. will be built that will provide an opportunity for TFN members to develop the eastern area of their property.
- Developers of property, including TFN members, will be expected to dedicate rights of way for community amenities, including but not limited to roads, parks, community art, and pedestrian/bike trails.

### Policies

- Commercial and residential land use clusters that are designed to provide for compatible development with the adjacent TFN Community are encouraged in this designation.
- Industrial land uses are prohibited within this designation.
- All development in this area is to be built to a high design aesthetic..



***Type of business park***



***Type of town home development***

## 4.3 Single Family and Multiple Family Housing

These two designations illustrated on the Land Use Plan map contemplate the retention/creation of attractive and livable neighbourhoods with multi and single family housing south of Highway 17.

The Tsawwassen Golf Club is expanding the golf course to the border of the Tsawwassen Lands. This provides an excellent opportunity for TFN to develop a market housing subdivision consisting of multi family housing adjacent to the golf course. There are also opportunities to develop additional multi family units adjacent to Tsatsu Shores and along the base of the Bluff. A realignment of the road and relocation of Tsatsu Gas will enable a more comprehensive development to be planned and built. The TFN have been successful at developing both multi and single family market housing south of Highway 17. There are currently around 460 people living at Tsatsu Shores, Stahaken and Tsawwassen Beach Estate Lots. There are currently 16.8 ha of underdeveloped land south of Highway 17 that could be used for multi and single family housing.

### Objectives

- To build on the success of existing market single family and multi family housing south of Highway 17.

### Policies

- TFN supports the realignment of Tsatsu Shores Drive with a new intersection to the north west as shown on Schedule 1. This road realignment will coincide with a feasibility study on the relocation of Tsatsu Gas to the north side of Highway 17.
- Developers of property, including TFN members, will be expected to dedicate rights of way for community amenities, including but not limited to roads, parks, community art, and pedestrian/bike trails.
- Development applicants will be required to undertake a massing study and view analysis for multi-story buildings (including town homes, multiplexes, townhouses, stacked townhouses and apartments) to determine appropriate siting and building height. It is expected that buildings will be oriented to take advantage of views over Tsawwassen Golf

- Development applications proposed near the base of the Bluff are expected to address the risk of slope stability and drainage issues.
- Archaeological assessments will be undertaken on any proposed development on these lands, and development will be consistent with relevant TFN Laws and policies.
- TFN will explore the feasibility of creating additional lots between Tsawwassen Beach Estate Lots and Tsatsu Shores. Access to this area will either be from Tsatsu Shores Drive or from Tsawwassen Beach Estate Lots. Development of the additional lots will be subject to geotechnical assessment.
- Development applicants will be required to provide public beach access for any new waterfront parcels.

### Further Investigation

- TFN wishes to improve pedestrian connections between North Tsawwassen Drive and Tsatsu Shores Drive. This could be achieved through a pedestrian/cyclist activated light at Highway 17, an overpass, or a tunnel.



**Multiple Family Development similar to Tsatsu Shores**

## 4.4 Industrial

The purpose of the industrial designation is to provide a range of opportunities for port-related logistics development and other types of industrial development. This includes warehousing, an intermodal rail yard, truck servicing and other port associated activities. Development will be built to a high environmental standard and will set a new benchmark for sustainable industrial development in the Lower Mainland. The designated industrial area will be self contained with direct industrial access limited to Deltaport Way and no connections through the TFN community area .

The designation of 135 ha of industrial land will enable TFN to realize the vision to generate sufficient lease and taxation revenues as well as employment opportunities to sustain the community. Industrial development is considered a high priority and will act as a catalyst for servicing to be brought to the rest of the Community.

### Objectives

- To ensure the economic viability of the TFN community through diversification of the local economy, provision of employment and business opportunities, and property tax generation.
- To minimize any detrimental effects of industrial development on TFN Community Lands, residents, the natural environment and surrounding areas.

### Policies

- As a precondition for development, a master plan for the industrial area must be in place. The applicant will outline a high level of site design, including extensive landscaping and visual buffers from non-industrial uses and the incorporation of sustainability principles such as green roofs, solar panels, water retention ponds, and grey water recycling. The siting of safe pedestrian and bicycle paths facilitating the opportunity for employees to walk/cycle to cafes and restaurants is expected.

- A buffer zone, between the industrial development and any current or proposed adjacent residential areas, will be included as part of the master plan. Development applicants may be required to contribute to the cost of its construction. The buffer zone will include a suitable balance of buffer plantings, drainage features and passive recreation opportunities such as a multi-use trail.
- Assessments of noise, visual, and air pollution impacts will form part of any proposal to develop in this area. Applicants are expected to demonstrate how they will mitigate impacts on neighbouring communities.
- The focus of the Industrial activity within the Industrial designation is on businesses that support the transportation logistics sector. Large-scale commercial retail will not be permitted in this area, however small scale convenience retail serving the daily needs of industrial workers is supported.
- The development applicant will prepare detailed lighting plans for all development within the industrial designated area which demonstrates how light pollution will be minimized.
- Developers of property will be expected to dedicate rights of way for community amenities, including but not limited to roads, parks, community art, and pedestrian/bike trails.

### Further Investigation

- TFN collaboratively with Translink will work to create and establish an efficient and reliable transit plan for access to employment nodes in the industrial area.
- As part of TFN's sustainability activities, development applicants are expected to explore the opportunity to create a district energy system to take advantage of industrial development in this area.



**Typical Industrial development**

## 4.5 Mixed Use

The mixed use designation as outlined on the Land Use Plan map proposes a range of economic development opportunities for TFN. This can include hotel, retail and business park uses. A mixed use community is planned with single family, town home and apartment style housing, south of the ALR properties.

The total land under this designation is around 71 ha (175 acres). Development will be of a high quality and will incorporate sustainable design elements throughout.

The mixed use area will be characterized by its connection with the surrounding agricultural land through a series of green fingers and blue ways that will penetrate throughout the development. A new stream will link the storm retention ponds and irrigation canals creating an attractive water feature. The streets will be tree lined and contain safe pedestrian and bicycle lanes.

### Objectives

- To create a range of economic development opportunities through highway oriented development such as a business park, retail and hotel/tourism.
- Through the provision of a business park help achieve a greater balance of employment opportunities for TFN and area residents.
- To create a new residential community with a range of housing types, densities and tenures
- TFN will request development applicants for residential properties within the Mixed Use designation to creatively achieve a mix of housing in this area including single family, town home and multi family. This may include the creation of residential units above ground floor commercial.
- Developers of property will be expected to dedicate rights of way for community amenities, including but not limited to roads, parks, community art, and pedestrian/bike trails.
- The provision of outdoor sports facilities or other community amenities, either as separate entities or developed as part of a larger residential complex should also be explored.
- TFN favors developments such as a business park, hotel and an outlet mall fronting Highway 17. This includes extensively landscaped areas, with minimal or no outdoor storage.
- Development applicants along the highway will be required to work with provincial agencies to create a park buffer of approximately 10 meters extending north of Highway 17.
- TFN will explore the creation of a blueways network (streams which connect the water courses on TFN land). TFN will undertake further work to identify the areas suitable for the blueways

### Policies

- As a precondition to development, applicants will prepare a concept plan with building footprints and design guidelines. The concept plan should indicate how the development relates to current and future uses. Additional work such as a traffic study and landscape plan is expected to be submitted to TFN for approval prior to development.
- TFN will work with the development community to explore the opportunity to create a premium outlet or similar specialty retail mall adjacent to Highway 17. Lower value retail activities such as car dealerships, outdoor storage etc. will not be acceptable.

### Further Investigation

- As part of TFN's sustainability activities development applicants are expected to explore the opportunity to create a district energy system as part of the commercial and residential development in this area .



**Range of commercial activities, including a specialty retail outlet mall**

## 4.6 Agriculture & Managed Forest

The intent of this designation is to preserve the lands identified as Agricultural Land Reserve (ALR) for crop growing/harvesting related activities. The agriculture lands will be used for food production, forestry, education and may include passive recreation. Managed Forest lands are also included in this designation.

The agricultural lands occupy 157 hectares (388 acres).

### Objectives

- To ensure agricultural lands are retained for farming and farming related uses consistent with the provisions of the Agricultural Land Reserve (ALR).
- To create a managed forest to provide for timber harvesting, passive recreation, and nature preservation.
- To create, as appropriate, a managed wetland to encourage birds and a more natural ecosystem.
- To cultivate plants for traditional medicinal use.
- TFN will consider the preparation of an agricultural master plan for the agriculture/managed forest area to ensure that the optimum economic use of agricultural land is achieved.
- TFN will investigate as part of the preparation of an agricultural master plan the opportunity to create a managed forest to provide an option for community gardens, equestrian trails, forestry, and multi-use trails.
- TFN will examine the feasibility of creating some wetlands including an observation node and open areas of naturalized space as part of the managed forest area. The wet lands are intended to be connected to the projected blueways network.

### Policies

- TFN supports the long-term retention for agricultural of areas designated as Agriculture (ALR) on Schedule 1.
- TFN supports a range of farming related land uses within the agricultural designated lands to include equestrian centres as well as some passive recreation and nature interpretation.
- TFN will work with the Agricultural Land Commission to undertake the ALR land swap, identified on the Land Use Plan. This swap is intended to optimize opportunities for both agriculture and for lands not assigned to agriculture, as identified in Schedule 1 to ensure there is no net loss of ALR designated lands.



***The TFN Community Plan identifies opportunities for commercial agriculture as well as small garden plots for residents***

## 4.7 Bluff Area

The base of the Bluff area is traditionally important to Tsawwassen people. Springs at the base of the bluff are used for ceremonial purposes and should be preserved and enhanced over time. The Bluff location is illustrated separately on the Land Use Plan map.

The area is environmentally and culturally significant and comprises 12 hectares (30 acres) and is intended to remain undeveloped.

### Objectives

- To direct development away from areas of steep slope near the Bluff.
- To preserve TFN archaeological, cultural and ceremonial facilities that exists in the vicinity of the Bluff.

### Policies

- TFN supports the preservation of the Bluff as vegetated green space.
- In any development, TFN will ensure that slope stability and drainage issues are investigated and factored into planning and construction.
- TFN and any development applicants will identify areas of cultural importance at the base of the Bluff with the intent that these are to be protected and enhanced over time.
- TFN intends to restore the ceremonial pools on the Bluff, in order to ensure they can be safely used for cultural purposes.



***The 'Bluff' is preserved as a vegetated green space***

## 4.8 Tidal Marsh / Water Lot

The Tidal Marsh is an important area for TFN. The marsh is a source of food and traditional medicines for TFN and is used on occasion to hunt.

The Treaty provided TFN with a 99 year agreement to lease two water lots, totaling 456 ha (1,126 acres) in area. TFN has signed a Memorandum of Agreement with Port Metro Vancouver that will provide TFN with two water lots on either side of the Roberts Bank Causeway, totaling 451 ha (1,114 acres).

The following objectives and policies outline TFN vision for this area.

### Objectives

- To provide access to the water for TFN members and the general public.
- To provide a recreation area for the TFN community and a habitat area for birds and fish.
- To restore traditional uses of the tidal marsh area by TFN

### Policies

- TFN supports the use of the tidal marsh as an area for recreational activities such as walking, and for traditional plant gathering and hunting.
- TFN supports the maintenance and enhancement of the existing pedestrian path along the perimeter dyke.

### Further Investigation

- TFN will explore opportunities to create viewing platforms with cultural and wildlife interpretation.
- TFN will explore the opportunity to create a boat launch on or close to TFN lands and fishing grounds.



***The tidal marsh is an important feature for TFN Community and wildlife***



***The water lot will be used for TFN cultural events***



***The water lot provides access to the water for the general public***



## 4.9 Development Permit Areas

To ensure that Tsawwassen Lands are developed to the highest possible standard, development permit areas have been included in the Zoning regulations that will apply to different areas of Tsawwassen Lands. These development permit areas fall into the following categories:

- Development Protection Areas
- Environmental Protection
- Floodplain Management
- Soils Stability/Landfill
- Heritage Conservation
- Industrial Form & Character

Development Permit Areas are shown in *Schedule 3*.

### Further Investigation

- TFN will consider adopting Mixed Use Form & Character guidelines, in conjunction with development within this area.

# Chapter 5. Heritage Conservation

The preservation of TFN culture is fundamental to members of the community. Having lived on the lands for thousands of years, TFN have a special attachment to the land and water. Development in and around the Reserve in the past 100 years has resulted in the loss of many culturally significant sites, most notably the last remaining historical Long House that was removed as part of the construction of the BC Ferries Causeway.

The intent of the Heritage Conservation policies is to ensure that future development is respectful of TFN heritage and preserves TFN culture. The policies apply to all lands and do not reflect specific land use designations.

## Objectives

- To value Tsawwassen First Nation’s past, present and future through heritage conservation.
- TFN supports the creation of a regulatory process that will ensure approvals are obtained from TFN Government prior to any work being undertaken on land owned and managed by TFN that may be of heritage significance.

## Policies

- The development applicant may be asked to prepare an archeological assessment for any development prior to approval, given known heritage sensitive sites in the area.
- TFN supports the identification and protection of sensitive heritage sites to mitigate development impacts. TFN will expect developers to pay for the costs of conservation measures.
- TFN supports detailed mapping of TFN lands to ensure all heritage sites have been recorded. This will provide more certainty over which lands are developable and which ones require a more rigorous approvals process.
- The continuation of TFN’s monitoring program which ensures a TFN member is present during all excavation work to identify, record and preserve archeological items is supported.

## Further Investigation

- TFN will consider the possibility of undertaking a feasibility study to investigate the opportunity of creating a TFN Cultural Centre near Highway 17 as a tourism destination to showcase TFN heritage.



***Retention of important cultural spaces for the TFN community***



***The community plan recognizes existing community facilities such as the Long House***

# Chapter 6. Park, Trail Network, & Amenities

The creation of a park and trail network will serve as a critical element in improving the livability of the community serving as an asset to TFN members and the broader public. At present there are no park lands designated on TFN Reserve. Moving forward, the success of the community will require a mixture of both passive and active recreational facilities.

## Objectives

- To create both passive and active recreational amenities that enable TFN members and residents to stay active and encourage community building through healthy social interaction.

## Policies

- TFN supports the acquisition of rights of ways for trails and parks during the development approvals process.
- New recreation facilities, including an upgraded recreation centre and playing fields, will be constructed for the TFN community.
- TFN supports the creation of a “Blue Ways” system, based on the existing drainage patterns to create linkages and habitat for birds and small mammals, designed to supplement other recreational and natural elements.
- TFN will investigate the location and design options for a comprehensive system of off-road walking and cycling routes in order to encourage commuting, recreational and other types of trips. The trail system may be comprised of both multi-modal routes on major roads, and a separated trail system, consisting of either off-road trails and safe, physically separated surfaces adjacent to a paved roadway.

## Further Investigation

- TFN will consider the feasibility of preparing an overall Parks Plan for the Tsawwassen Lands. The Parks Plan will detail the location and design elements associated with creation of a green network of parks and trails. The trail network will link the various land uses on the Tsawwassen Lands and can comprise part of the regional trail network linking Tsawwassen, Ladner and Metro Vancouver.



***Parks and trails are important components to the plan***



***Formal and informal meeting places should be included in new development***

## Chapter 7. Sustainable Design Elements

The Vision outlined in the TFN Land Use Plan provides a once in a life time opportunity to create a remarkable community that is a centre-piece for sustainable development. It is imperative that from the start key sustainability principles are incorporated into the decision making process. Having long been stewards of the environment, TFN members understand the delicate balance that exists between conservation and consumption. In this regard, TFN will integrate environmental, economic, and social considerations together in all decisions relating to development on the Tsawwassen Lands. All development is expected to be completed to a high environmental standard. Development is to be sensitive to the physical, cultural and economic values held by TFN.



*The Community Plan encourages the use of solar and geothermal energy*

## Objectives

- To be recognized as a leading community in the field of sustainable development.
- To encourage all development to be of a high environmental and energy efficiency standard.
- Promoting to development applicants the use of renewable or recyclable construction materials.

## Policies

### **Construction & Building Design**

- TFN encourages all public and commercial buildings to be designed and built to the highest green building standards, such as LEED standards.

### **Environmental & Cultural Preservation**

- TFN supports the protection of culturally sensitive sites, in accordance with the TFN Heritage Conservation policies.
- TFN will ensure sensitive environmental areas are preserved and enhanced.
- TFN encourages the planting of native species in parks & open spaces.

### **Energy Reduction**

TFN will explore how buildings and infrastructure can be built to the highest energy efficiency standards to reduce overall energy consumption. As part of this initiative consideration is to be given to:

- Evaluating the potential of clean energy sources and how these can be incorporated into future developments.
- Encouraging developers to investigate the opportunities associated with energy conservation for both commercial and residential buildings.
- Incorporation of the use of solar panels as part of the community energy system or as part of an individual buildings electrical/

### **Water Conservation**

- TFN supports the conservation of potable water for new developments, by employing tools such as water meters, leak detection systems and drought resistant natural landscaping.

### **Community Design**

- TFN supports the concept of a walkable community that provides a variety of transportation options including bus, bike, and pedestrian routes.
- TFN encourages all new residential growth to occur within convenient walking distance (500 meters) of existing or planned transit services.
- TFN supports the provision and installation of community art.

### **Alternative Road Standards**

- TFN supports the use of alternative road standards for all development on the Tsawwassen Lands. This includes narrower rights of ways, permeable surfaces with street trees and lower speed roads.
- TFN encourages the inclusion of bio-swales and storm water retention ponds to minimize water run off and reduce the need for an extensive underground storm water system.

### **Sewer Efficiency**

- TFN supports innovative methods of reducing waste water, such as the use of grey water systems.

## Further Investigation

- TFN will over time consider the desirability of preparing a detailed sustainability plan for TFN lands to ensure that development takes place in a manner that balances environmental, economic and social objectives.

# Chapter 8. Transportation

Mobility and accessibility are important for residents and businesses on TFN lands and play a fundamental role in the overall quality of life, safety, and physical and social health of residents.

## Objectives

- To emphasize walking, cycling, transit use and other forms of non-automobile travel over private vehicle use for trips to, from, and within the community by ensuring non-automobile travel is safe, convenient, and accessible.
- To provide an efficient local road system that is safe and accessible to multiple modes of transportation that serves the needs of local and regional residents, and businesses.

- TFN will work collaboratively with the British Columbia Ministry of Transportation and Infrastructure and the Corporation of Delta on transportation issues that have an impact on the community.
- TFN acknowledge that the exact alignment of roadways will be subject to detailed functional design, to be completed by the developer.

### Transit

- TFN will work collaboratively with Translink to create a transit friendly community that is integrated with the regional transit system.



## Policies

### Roads

- TFN supports the creation of tree lined streets, bike and pedestrian paths.
- TFN supports the realignment of Tsatsu Shores Drive with a new Highway 17 intersection to the North West.
- TFN will work to close the existing entrance at the intersection of Tsawwassen Drive North and Highway 17 and the north end of the Reserve to create a safe, quiet and pedestrian oriented seaside promenade for TFN community.
- TFN will pursue the creation of a new entrance to the community from Highway 17 and a connector road off of 52<sup>nd</sup> Street with the British Columbia Ministry of Transportation and Infrastructure.

### Pedestrians & Cyclists

- TFN will require safe, barrier-free access in the design and modification of new streets, sidewalks and pathways.
- TFN will aid in creating a safe pedestrian environment within the TFN Community lands by removing existing through road access (North Tsawwassen Drive).



## Further Investigation

- TFN will examine options on how transit services on collector roads can be included in all future subdivision designs.



**Walking, cycling, and transit use can take priority over private vehicle use on some roads**

# Chapter 9. Community Services

Servicing of the TFN Lands will unlock the development potential and offer the opportunity for prosperity to the community. The key servicing features of the TFN Land Use Plan are described below and are illustrated on **Schedule 2 Servicing Map**. Extensive additional detail is also found in the Servicing Plan technical background report.

## Objectives

- Require that developers pay for the servicing costs associated with new developments.
- Provide funding assistance for key capital works projects through the use of offsite levies.
- Ensure the provision of adequate fire and police protection services.

## Policies

- TFN supports the phasing of new development to take account of current land use, servicing, and utility constraints.
- TFSI holders will be responsible for the cost of servicing their land.
- TFSI holders will be required as part of future developments to dedicate a portion of their land for road right of way and path/trail connections to ensure that long term land use goals of the Nation are achievable.
- TFN supports the provision of community protection services concurrent with population expansion.
- TFN supports the siting of utilities underground in road rights-of way, including hydro, gas, cable, telephone, as well as water and sanitary sewers.

### Water Supply

- TFN encourages the provision of potable water to the Tsawwassen Lands. Water to TFN lands will be provided via a connection to the Greater Vancouver Water District. The system will loop to ensure reliable service.

### Drainage

- TFN supports the upgrading of the drainage network on the Tsawwassen Lands. Given the low lying nature of the majority of the lands, drainage is an important consideration.
- A drainage plan will be required with any development application.

### Sanitary Sewage Treatment

- TFN will work with municipal and commercial neighbours to identify solutions for waste water treatment and disposal needs of the Community and the adjacent area. The existing TFN sewage treatment plant cannot accommodate significant growth.

### Recreational Facilities

- TFN will work with developers to provide recreational facilities for the TFN community, such as community art, sports fields, and a walking/bike path.



**Development of TFN lands will be enabled by the provision of servicing**

## Chapter 10. TFN Public Input

TFN members participated extensively in the preparation of this TFN Land Use Plan through open houses, family meetings and one-on-one discussions. The TFN Land Use Plan is adopted by TFN Council. Changes to the TFN Land Use Plan will require the support of TFN Community. In the coming years greater numbers of non TFN members will live on the Treaty Settlement Lands and a public process will need to be formalized that facilitates their input.

Individual actions by members, non member residents, business operators, employees, property owners, developers etc. will have a profound effect on helping TFN achieve its Vision. This occurs through all aspects of community life including individual actions; participation in public events; developments that meet public objectives; and social, economic and environmentally responsible actions. Only the coordinated efforts of all of these groups will enable the community's Vision to become a reality.

### Objectives

- To strengthen communication between TFN members, non member residents, and other governments in the overall land use and development process.
- To create a transparent and engaging public process for development at TFN that addresses the needs of both TFN and non TFN members.

### Policies

- TFN will create a community consultation process for amendments to the land use plan, zoning, and related land use matters.
- Developers will be expected to provide a flow of relevant information to TFN members regarding development proposals at TFN.
- TFN will ensure that non TFN members are consulted with in respect of land use matters that directly and significantly impact them.



***Creating a transparent, open public process to development at TFN is a priority***



# Chapter 11. Livable Region Strategic Plan Assessment

The Tsawwassen First Nation Final Agreement indicates that the Land Use Plan adopted by the TFN will be deemed to meet the statutory requirements of the Local Government Act for consistency with the GVRD Regional Growth Strategy.

The Livable Region Strategic Plan (LRSP) was approved by the Greater Vancouver Board of Directors on January 26, 1996 and deemed to be a Regional Growth Strategy by the Minister of Municipal Affairs on February 10, 1996. The LRSP is a regional vision of growth, transportation, and environmental protection to guide growth and development in the GVRD (Metro Vancouver).

**The TFN Land Use Plan meets the four key objectives of the LRSP, as described below.**

## ***Protect the Green Areas***

The TFN Land Use Plan recognizes and protects green space areas by:

- Preserving ALR lands through an Agriculture/Managed Forest designation.
- Encouraging green linkages throughout the community.
- TFN have identified the Rights of Refusal Lands, referenced in the Treaty, as a potential area for long-term economic development for the TFN community.

## ***Build Complete Communities***

The TFN Land Use Plan supports the development of a complete community by:

- Creating diverse neighbourhoods with a range of lot sizes, densities and housing types (single family, town home, apartments).
- Enabling residents to live, work and play all in the same community.
- Providing connections between Tsawwassen, Ladner and the TFN lands.

## ***Achieve a Compact Metropolitan Region***

The LRSP seeks to encourage a better balance in jobs and labour force throughout the region. The purpose is to minimize urban sprawl in the region, maximize the impact of investments in social and physical infrastructure and reduce commuting.

- The TFN Land Use Plan recognizes and encourages greater emphasis on economic development to promote local job creation and investment for both TFN members and residents of the Corporation of Delta.

## ***Increase Transportation Choice***

The TFN Land Use Plan supports improving transportation choice through:

- Promoting bicycle use through the creation of a bicycle network.
- Encouraging walking by developing pedestrian friendly streets and a trail network.
- Working with Translink to develop a transit friendly community that is integrated with the regional transit network.
- Creating a community with ample residential and employment opportunities that encourage people to work and live in the same community.



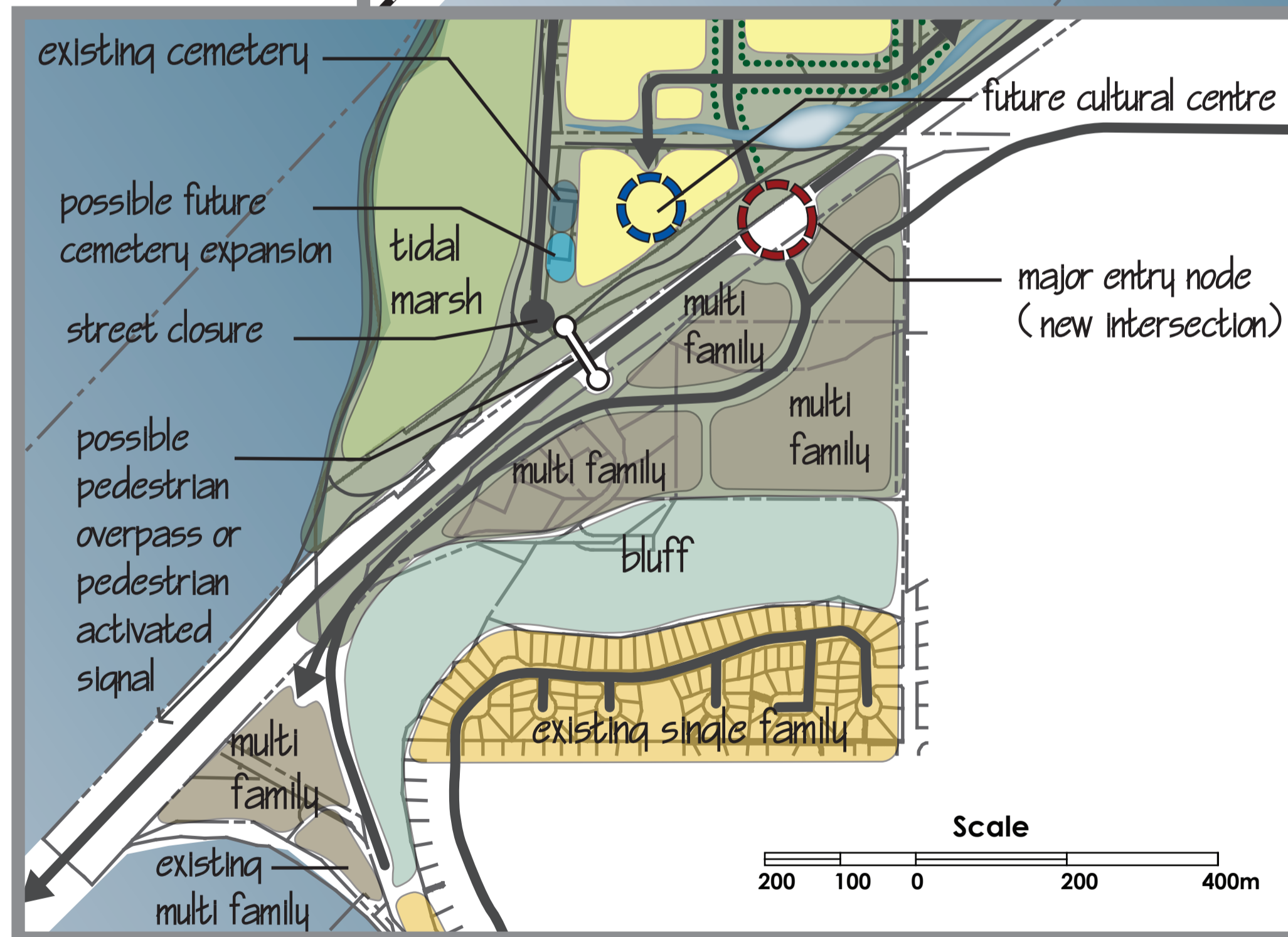
# LAND USE PLAN



- TFN Community Housing
- Commercial Enterprise / Residential Area
- Single Family Housing (s.f.)
- Multiple Family Housing (m.f.)
- Business Park / Specialty Retail
- Mixed Use (m.u.)
- Hotel / Tourism
- Agriculture
- Managed Forest (within ALR)
- Tidal Marsh
- Bluff
- Buffer
- Industrial
- Mixed Use (internal land use designations are approximate)
- Major Entry Node
- Minor Entry Node
- TFN Community Use (conceptual)
- Lake Feature / Storm Water Pond
- Tree-Lined Street
- Roads
- Proposed Bike / Trail Route
- Railway



## INSET MAP

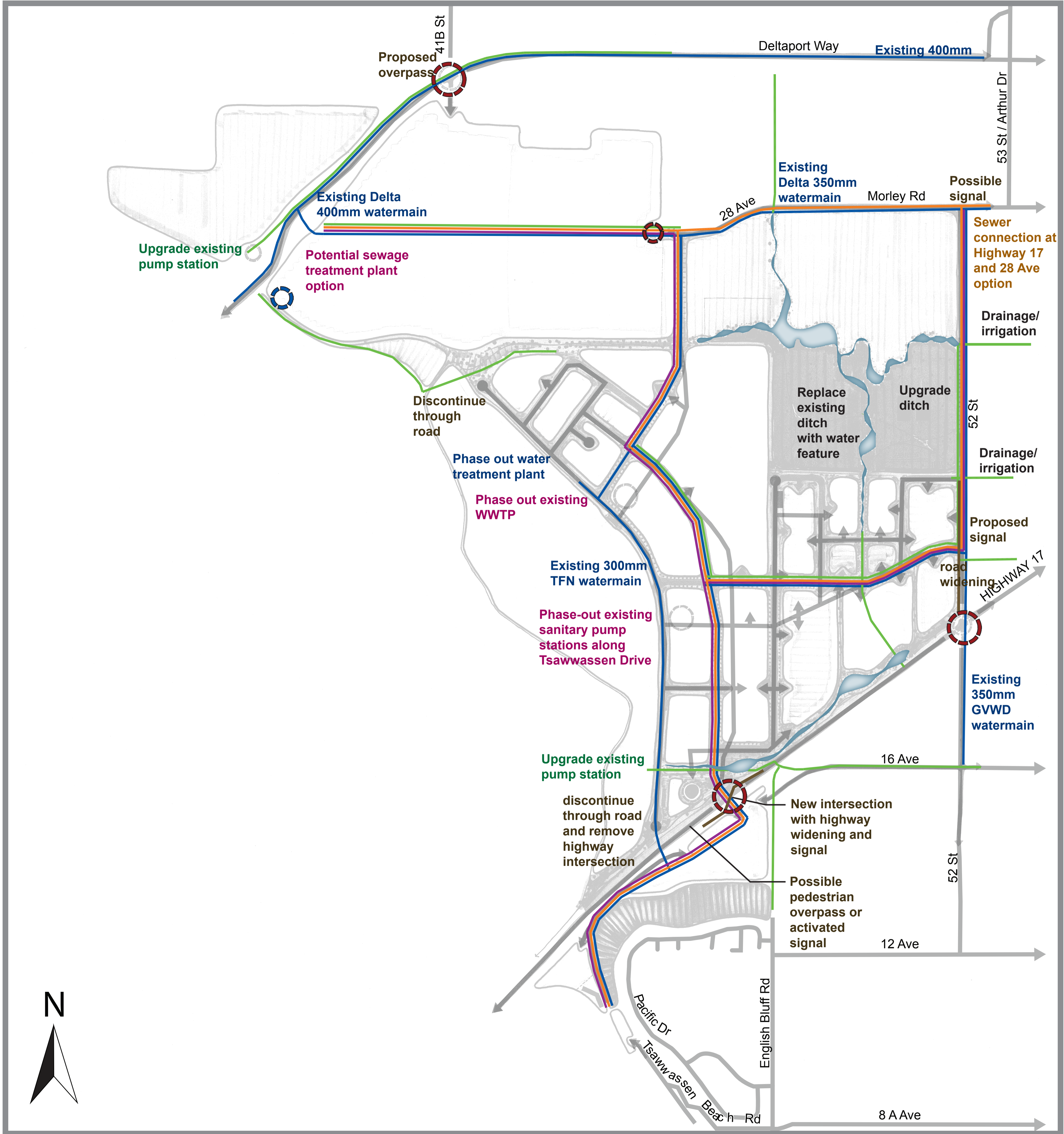
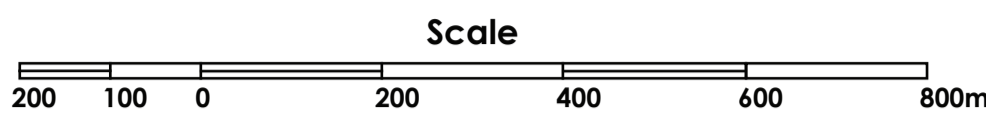


SEE INSET MAP

ROAD LAYOUT IS CONCEPTUAL ONLY AND IS INTENDED TO SHOW THE OPTIMAL LOCATION FROM A PLANNING PERSPECTIVE. FINAL DECISIONS ON ROAD PLACEMENT WILL DEPEND ON DISCUSSION WITH PROPERTY HOLDERS.

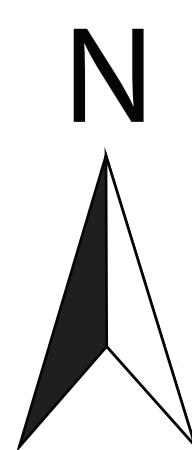


# SERVICING OPTIONS



- Sewer Option - connect to Annacis WWTP
- Sewer Option - onsite WWTP
- Water
- Drainage
- Roads

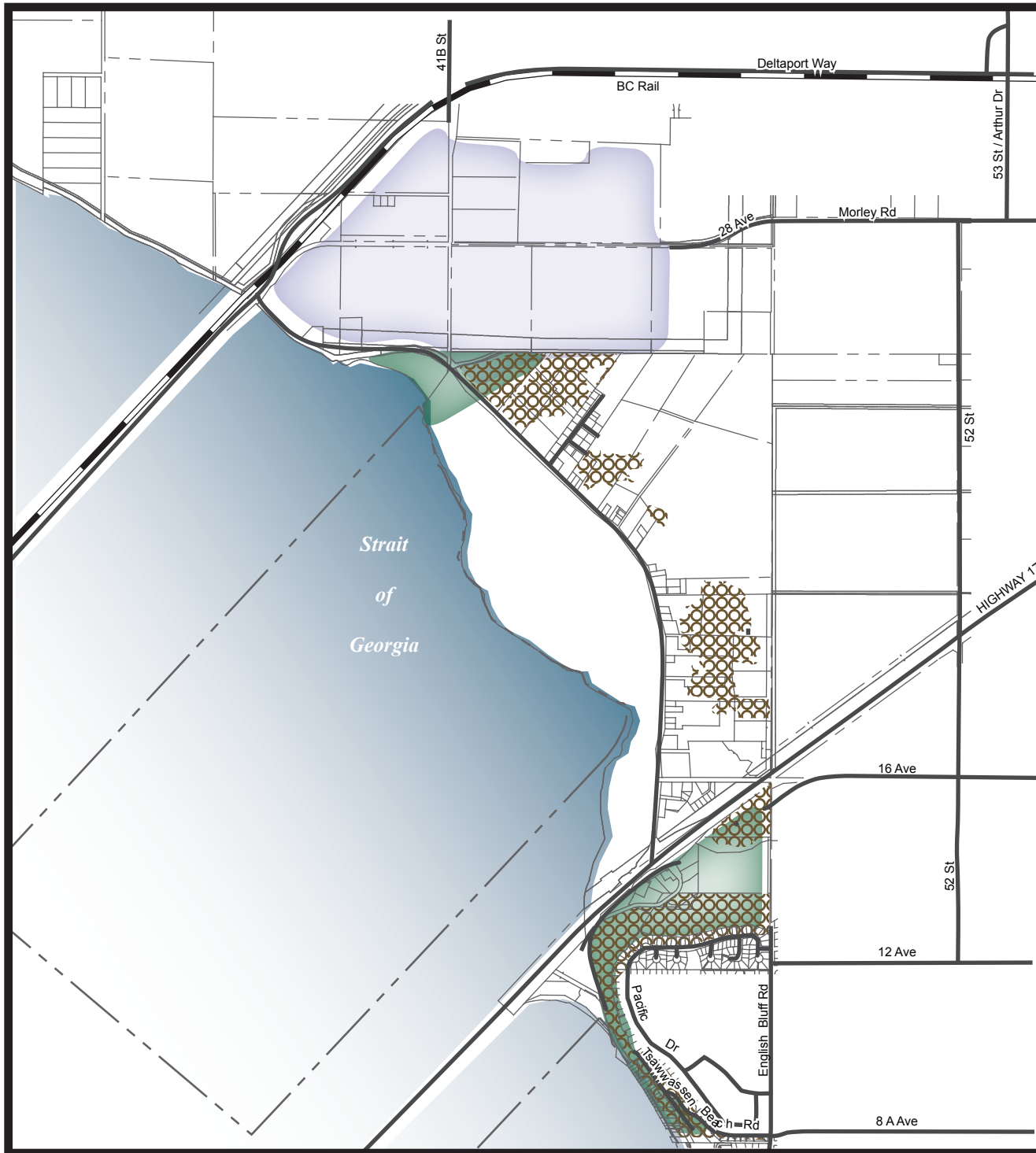
- Major Entry Node
- Minor Entry Node



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Properties designated as Development Permit Areas are shown as:

Development Protection Areas include all Tsawwassen lands.

Environmental protection includes all Tsawwassen lands.

Floodplain management includes all Tsawwassen Lands below 2.9 metres Geodetic Survey of Canada.

-  Industrial form and character
-  Heritage conservation
-  Soils stability / Land fill\*

\*Land fill areas as of September 2008.

