

REPORT

Oyster Bay Neighbourhood Concept Plan: Hotel

Stz'uminus First Nation



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1.0 Oyster Bay Neighbourhood

1.1 Overview

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

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

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

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

1.2 The Vision

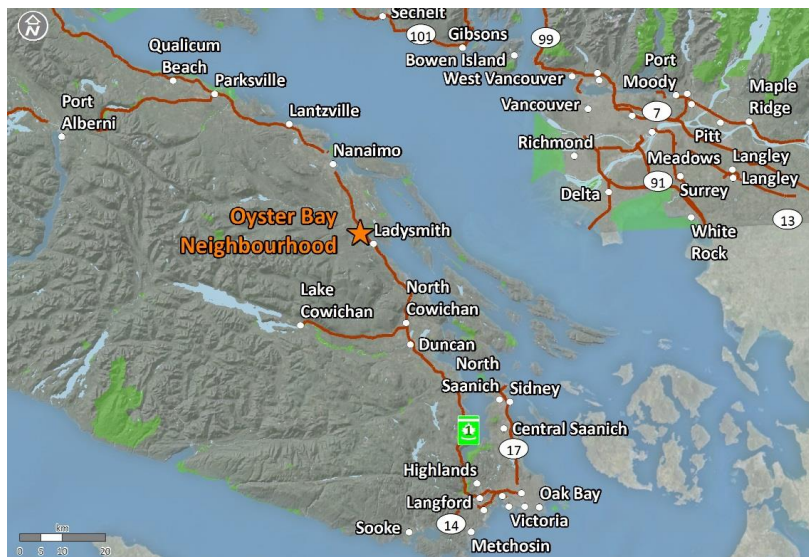
Stz'uminus First Nation envisions the Oyster Bay Neighbourhood to be a vibrant and complete community, serving as an active and attractive residential, commercial, recreational, and tourism hub for the region. In offering a wide range of high quality amenities and services for residents and visitors,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

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

1.3 Location & Natural Amenities

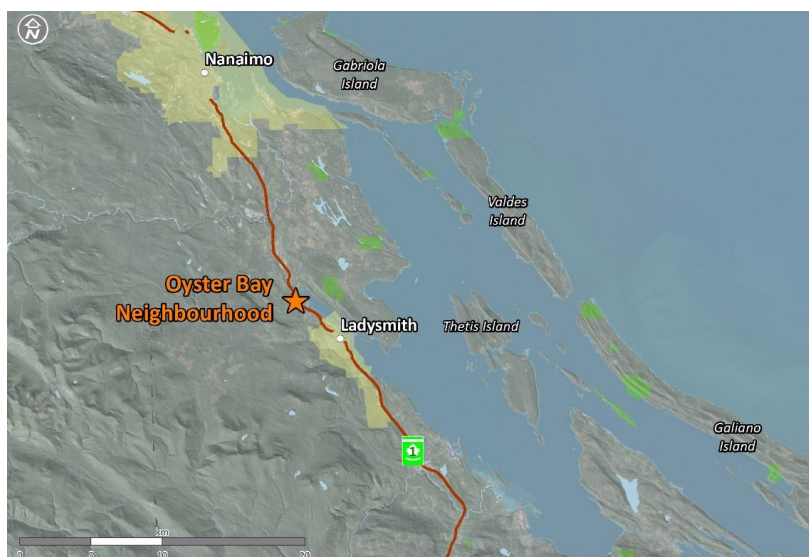
The Oyster Bay Neighbourhood is located on Vancouver Island, British Columbia, approximately 4 km north of the town of Ladysmith and less than 20 km south of the city of Nanaimo, both major local / regional service centres.

Figure 1: Regional Context



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

Figure 2: Local Context



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

Figure 3: Oyster Bay Natural Environment



1.4 Stz'uminus First Nation Planning and Policy Context

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

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

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

1.5 *Servicing Agreement with Town of Ladysmith*

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

Development Cost Charges:

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

1.6 *Background Analysis of Development Potential*

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

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

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

2.0 Neighbourhood Concept Plans (NCPs)

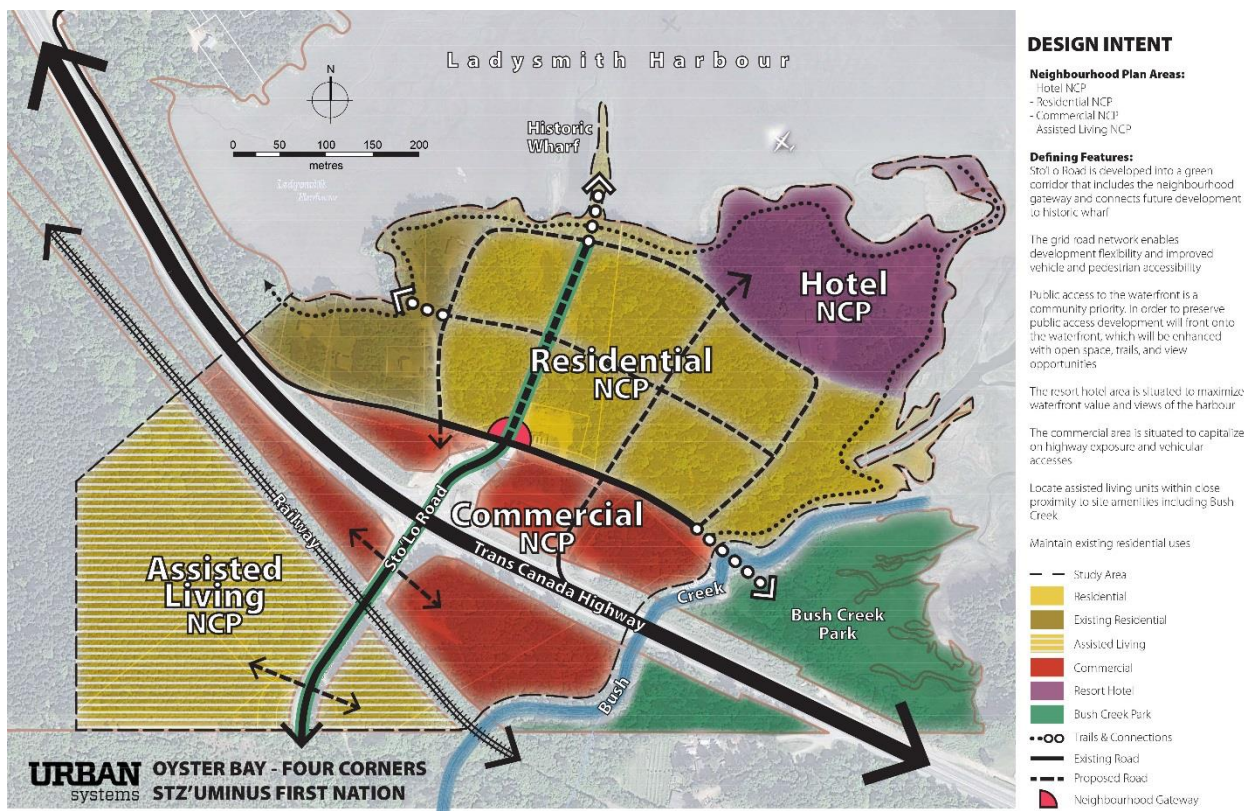
2.1 Overview

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

Neighbourhood Concept Plans (NCPs):

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

Figure 4: Oyster Bay Neighbourhood Concept Plan Areas



2.2 Design Guidelines

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

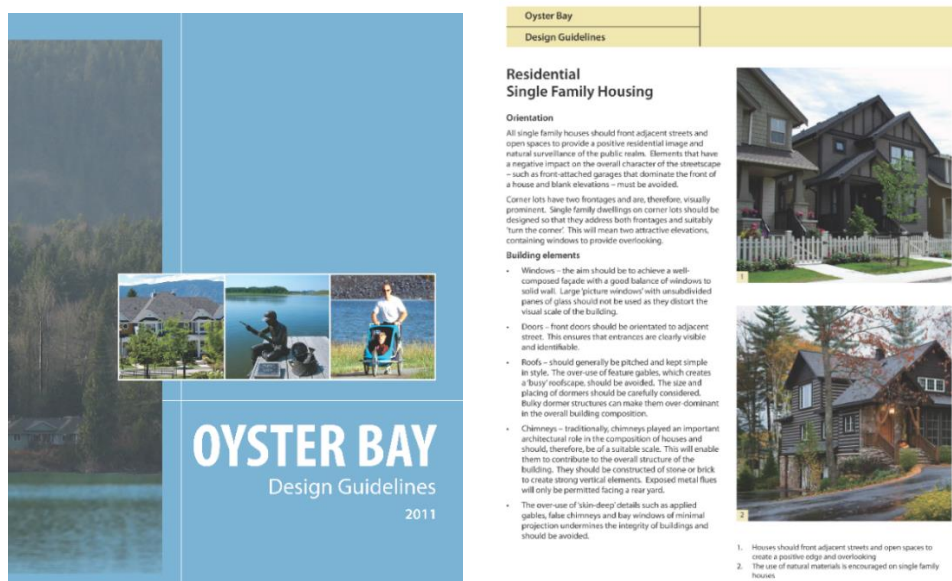
- Capitalize on the natural setting of the site including the mature forest and the coastline;
- Create a visually attractive development with a distinct sense of place;
- Create a mix of land uses, including residential, office, commercial and community uses;
- Provide a range of housing opportunities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

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

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

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

Figure 5: Oyster Bay Design Guidelines (2011)

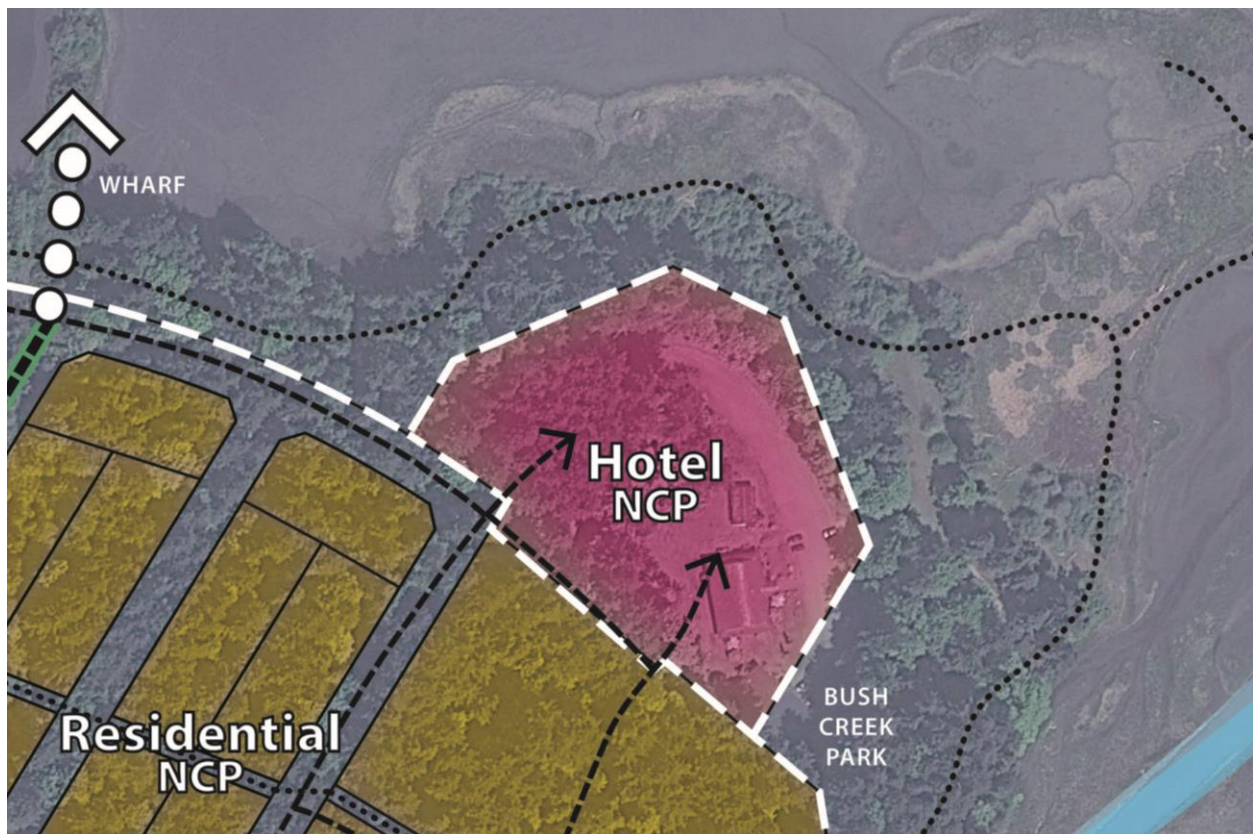


3.0 Oyster Bay Neighbourhood Concept Plan: Hotel

3.1 *The Opportunity*

Located on a peninsula facing Ladysmith Harbour, the Hotel NCP will serve as the showpiece of the Oyster Bay Neighbourhood. The site's unique characteristics and spectacular location make it ideally suited for the development of a resort **Hotel** with convention facilities. The hotel will feature a leading combination of high quality architectural design, guest services, and amenities, making it a year-round regional destination for both tourists and business professionals.

Figure 6: Hotel NCP – Site Overview (3.7 acres / 1.5 ha)



3.2 Site Overview

The Hotel NCP has a total area of 3.7 acres (1.5 ha). The site is bordered to the north and west by Ladysmith Harbour, to the south by the Residential NCP, and to the east by Ladysmith Harbour and Bush Creek Park.

As noted previously, the site is ideally suited for hotel development due to its waterfront location, numerous recreational amenities, and its close proximity to the Trans-Canada Highway (less than 200m), which ensures quick and easy access to Ladysmith and Nanaimo.

Primary access to the site is via Oyster Sto'Lo Road and the internal, proposed road network of the Residential NCP. The site is primarily undeveloped, with existing development consisting of Band administrative buildings.

Figure 7: Hotel NCP – Development Area



3.3 Land Use & Zoning

As noted previously, the site has been identified for **Hotel** use in the form of a resort hotel, which will include convention facilities. The leasable area is summarized below and illustrated in Figure 8.

- Hotel: 3.7 acres (1.5 ha)

Figure 8: Hotel NCP – Lease Area



Generally, use of the site for hotel purposes is supported by First Nation's existing laws and policies governing land use and development, including its *Land Use Policy* and *Zoning Law*. Procedurally, the current zoning requires that a zoning amendment(s) be adopted prior to proceeding with development on the site. However due to the aforementioned policy / law support of hotel development on the site, a zoning amendment should not be seen as a barrier.

Table 1: Hotel NCP – Land Use & Zoning

Current & Proposed Land Use & Zoning		
Current Land Use Policy Designation(s)	Current Zoning Law Designation(s)	Proposed Land Use / Zoning
Main Street Mixed Use	Village Centre Holding (H3)	Hotel / Tourist Commercial (C4)

Specific details of the location of each land use and zoning designation and the relevant requirements can be found in **Appendix C**.

Figure 9: Example of Local Hotel Development

Source: <http://www.chemainushotel.com/>

3.4 Access & Servicing

Access to the Hotel NCP is from the full-movement signalized intersection of the Trans-Canada Highway and Oyster Sto'Lo Road, as shown in Figure 10. As of 2012, the average traffic volume along the Trans-Canada Highway was approximately 27,000 per day². The highway intersection is characterized by two eastbound and two westbound through lanes, along with dedicated left-turn and right-turn lanes. Oyster Sto'Lo Road is a paved two-lane road and identified as the primary access road to the Hotel NCP (via the Residential NCP).

Figure 10: Hotel NCP – Site Access & Circulation



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

² BC Ministry of Transportation, Average Annual Daily Trips (AADT), Traffic Information GIS Website - Uniform Traffic Volume Segment View along Trans-Canada Highway from First Avenue (Ladysmith) to Cedar/Carmichael Road.

Figure 11: Hotel NCP – Servicing & Setbacks


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

4.0 Hotel NCP: Conceptual Development Plan

4.1 Plan Overview

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

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

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

Figure 12: Hotel NCP – Conceptual Development Plan



General Design Considerations

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

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

With those principles in the background, the following section provides a detailed breakdown of the key components of the site.

4.2 Key Features

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

- 80 unit resort hotel with convention rental space;
- Opportunities for future expansion or complimentary uses;
- +/- 63 parking spaces;
- Easy access to natural and recreational amenities;
- Strong overall connectivity to surrounding areas – both for automobiles and pedestrians; and
- Form and layout consistent with the Stz'uminus *Zoning Law*.

Resort Hotel & Convention Rental Space

The showpiece of the Oyster Bay Neighbourhood is an 80-unit, four-storey, resort hotel (approximately 84,000 sq. ft. in total) with convention rental space. The hotel has been located on the site's natural peninsula in order to maximize views to the harbour. Due to current market demand, Stz'uminus has identified the area that forms the point of the peninsula for immediate hotel development. The proposed hotel design conforms to the applicable guidelines of the *Zoning Law* (e.g. lot size, setbacks, etc.).

Figure 13: Resort Hotel Site & Future Uses



Future Uses

To demonstrate the additional potential of the site over the longer-term, the Conceptual Development Plan outlines a potential location of additional structures on either side of the hotel. Potential uses for this prime waterfront area may include an expanded hotel, additional event / convention space, or time-share condominiums.

Natural Areas & Recreation

The Hotel NCP is surrounded by a myriad of natural and recreational amenities. This includes Ladysmith Harbour, Bush Creek Park, an existing wharf, and a recreational walking / biking trail. The site design embraces each of these aspects, offering guests multiple opportunities to access each of these features, both physically and visually.

Figure 14: Ladysmith Harbour, Existing Wharf, Trail Network & Bush Creek Park



Circulation, Connectivity & Parking

Parking has been provided in accordance with the character of the proposed use of the site and its surroundings. Screening and natural features – including a water feature and greenspace – have been incorporated into the design for an enhanced user experience. The circulation network has been designed to allow for easy access to the site from two points and to provide guests with the option of either circling past the front entrance or entering the parking lot directly.

The proposed Conceptual Development Plan allocates approximately 63 parking stalls. It is important to note that this falls below the 80 space minimum allowed under the existing *Zoning Law*. ***As a result, a zoning amendment will be necessary to proceed with the proposed parking configuration.***

Figure 15: Circulation & Connectivity

4.3 Site Access & Trip Generation

As previously noted, the existing access to the Hotel NCP area is provided from Oyster Sto'Lo Road and the Trans-Canada Highway. The intersection of the Trans-Canada Highway and Oyster Sto'Lo Road is a full turn signalized intersection, therefore providing easy access to Oyster Sto'Lo road from multiple directions. As shown on the proposed concept for the area, a number of local roads are proposed to allow easy access to the Hotel site.

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

- A total of 650 weekday trips;
- 40 trips during the weekday AM peak period; and
- 50 trips during the weekday PM peak period.

Figure 16: Site Access (Detail)


4.4 Site Servicing

The subject lands are located in close proximity to existing services and utilities. We note that an existing 200mm diameter sanitary sewer is located near the southwest corner of Oyster Sto'Lo Road and Beale Road. The nearest watermain is an existing 300mm diameter main located within the Oyster Sto'Lo Road right-of-way east of the A&W property. Upon development, both water and sanitary sewers would need to be sized and extended to the Hotel site. Please note that the developer will need to determine a servicing strategy for the lands based on the development concept and grading plan. As part of this work, the developer will need to determine if the sanitary system requires pumping/force mains or if the system can operate with conventional gravity sewers through the proposed Residential NCP area. Existing utilities in the area also include overhead hydro and telephone along the north side of the Trans-Canada Highway.

Based on the proposed land use and units, it is anticipated that the proposed development could generate the following servicing requirements and loads³:

- Watermain Servicing
 - Average Day Demand = 0.5 L/s
 - Maximum Day Demand = 0.8 L/s
 - Peak Hour Demand = 1.6 L/s

³ Servicing requirements are based on the criteria established in the Town of Ladysmith's Manual of Engineering Standards and Specifications along with the criteria established in McElhanney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011.

- Design Fire Flow Provided = 150 L/s⁴
- Sanitary Servicing
 - Average Day Dry Weather Flow = 0.4 L/s
 - Peak Wet Weather Flow = 1.8 L/s

Figure 17: Site Servicing (Detail)



4.5 Environmental & Geotechnical

The primary environmental features of the site are Ladysmith Harbour and Bush Creek. To analyse potential impacts on such features and to identify areas of potential environmental concern, Stz'uminus First Nation commissioned two recent Environmental Site Assessments. For further information, please see the full reports located in **Appendix D**.

⁴ Fire Flow provided is based on McElhanney Consulting Services' report entitled Coast Salish Development Corp., Oyster Bay IR No. 12 Water and Sewer Servicing Study, January 2011. Required fire flows shall be in accordance with the latest release of "Water Supply for Public Fire Protection" as published by the Fire Underwriter's Survey and/or INAC's Design Guidelines for First Nations Waterworks. During a fire situation, the system shall be designed to supply an adequate volume of water at a minimum residual pressure of 140 kPa (20 psi).

4.6 Policies & Procedures

As noted, the proposed hotel use for the site is generally supported by Stz'uminus First Nation *Land Use Policy* and *Zoning Law*. However, certain zoning amendments will be necessary to proceed with the proposed uses / parking allocations. In addition, should adjustments to the Conceptual Development Plan be made, it is recommended that the *Zoning Law* be consulted prior and / or an amendment be filed (if applicable).

For further information regarding Stz'uminus First Nation policy and the next steps in the development process, please see the following documents located in **Appendix C**:

- *Stz'uminus First Nation Governance Manual*
- *Stz'uminus First Nation Land Code (July 25, 2013)*
- *Oyster Bay Land Use Plan (2010)*
- *Stz'uminus First Nation Development Permit Law*
- *Oyster Bay Design Guidelines (2011)*
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Market Studies

Appendix C

Stz'uminus First Nation Policy & Law

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