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THE BRITISH COLUMBIA NORTHWEST REGION :-
A PRELIMINARY OVERVIEW OF COMMUNITY DEVELOPMENT
BETWEEN PRINCE GEORGE AND PRINCE RUPERT

Prepared
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THE BRITISH COLUMBIA NORTHWEST REGION -
A PRELIMINARY OVERVIEW OF COMMUNITY DEVELOPMENT
BETWEEN PRINCE GEORGE AND PRINCE RUPERT

The following represents a first overview of the state of community development in a part of the BC Northwest which we refer to as the urban corridor lying between Prince George and Prince Rupert, within some 50 miles either side of Highway No. 16. Fourteen communities are reported on under position in the urban hierarchy, planning and community management, social issues, basic infrastructure facilities, and other relevant community matters. The work was done by DREE staff utilizing published data available as well as one field trip through the region. It was not an exercise done jointly with provincial staff and so it lacks the substantial input that is available from the province, from regional districts and from the municipalities. This study therefore only sets the stage and makes certain observations on future community development which are considered to be important. They must be qualified by and expanded upon by the relevant provincial agencies, through a joint federal-provincial planning exercise, to make this document a useable basis for public investment recommendations which can be considered by DREE. Nonetheless, this is an important starting point.

The document consists of a regional summary of observations (Part I), an analysis of each of the 14 communities (Part II), and the preliminary overview document prepared immediately after the field trip (Part III).

I REGIONAL SUMMARY OF OBSERVATIONS

Hierarchy of Communities

A greater appreciation of the linkages between the communities and their inter-dependencies, is needed by the local public decision-makers of the region. Further study of community inter-relationships is necessary.

It is recommended that the urban hierarchy be recognized and reinforced by policy decisions. Communities that are in place along Highway 16 appear capable of absorbing new development if an effort is made to reinforce their growth. An increase in the variety of facilities in the existing centres could help to reduce labour turnover, some causes of which can be attributed to characteristics of the communities.

The advantages and disadvantages of creating additional new communities in this urban corridor deserve careful consideration. The in-house study for DREE carried out by McCarter and Nairne (1973) cautions against establishing one-industry new towns and settlements of less than 2,000 in settled stages. It was suggested that in cases where a town exists within commuting distance from proposed new industrial development, a new town should not be developed.

In cases where new town development is considered necessary, care must be taken in creating local institutions, services and regulations so that they are able to adapt readily to the unique needs of people living in remote settlements.

Communities have been suggested where the Indian population would be in the majority. Presently there are several communities which have a large Indian population. Examples are the Hazelton complex, Burns Lake and Fort St. James. In addition, it has been suggested that one of the proposed new towns at Ootsa Lake, Maziadin Lake or Dragon Lake could be designated a native community. The long term value of such communities needs to be examined further, especially the question of segregation or integration of native peoples and communities into the total hierarchy of communities and social structure of the Northwest.

Social Issues

As noted above Canadian Indians, status and non-status, form a large minority of the population. Both groups of Indians are organizing themselves to pool their resources (BCANSI and the BC Association of Indian Chiefs) in an effort to help their members improve their economic position. Wherever possible these groups should be invited to participate in planning for development.

Some communities offer little attraction to their young people (ages 10 to 19), for a rewarding future in the region, causing them to drift out of the region. This constitutes a drain on the labour supply and makes it difficult for industry to find suitable workers. It has, therefore, become necessary

to determine how to attract young people to the region. Further, it is necessary to study the question of the importance of the existence of certain types of infrastructure in a community for different age groups.

The high rate of labour turnover in the Northwest has been documented in the past and has been studied by various groups. A study recently completed by P.S. Ross and Partners for Manpower and Immigration indicates that some hiring practices and certain job factors are responsible for a portion of this labour turnover. Another important source of dissatisfaction is due to the isolation between work place and community. That is, the distance between employment location and family location and the lack of basic recreational facilities. At present, Alcan is conducting an in-house study, a copy of the results of which should be available soon. Although this work falls under the jurisdiction of Manpower and Immigration, DREE should be aware of efforts in this field. This work could provide the needed insight into the special types of infrastructure that is needed in remote communities.

The role that women have played and will play in the development of the Northwest needs more study. In the studies that have been done, it has been shown that the arrival of wives and families helps to make the labour force more stable. Some of these women may be attracted to the same type of work as men are engaged in but other opportunities for them are limited. New industry that could employ this labour force should be attracted to the area. In addition, some of the women already

have marketable skills, (for example, nurses, accountants,) but need to be motivated to become part of the labour force.

Planning and Community Management

The Regional Districts have the responsibility for regional and community planning within their boundaries. However, only two of the four Regional Districts in the Northwest have a planning staff. Although zoning by-laws do exist for each community this does not guarantee that the by-laws will be enforced. Enforcement of by-laws is essential. Recognition of the inevitability of change is another essential for planning. Plans must be developed and continuously reviewed to take into account industrial location decisions, changes in technology and crises, such as the environmental crisis or the energy crisis. The recently created BC Land Commission and the Environment and Land Use Secretariat will tend to assist the planning process. It is further recommended that qualified persons be hired to do indepth planning at the Regional District level.

The proposed DREE Budget for Northwestern BC indicates that \$500,000 will be spent on community development in the fiscal year 1974-75 and that an additional \$5,500,000 will be spent before the end of 1979. Preliminary analysis indicates that certain aspects of physical infrastructure in the Northwest are in need of improvement but most of this could be handled by the provincial government. A tentative relationship between

labour turnover rates and characteristics of northern communities has been identified. It is therefore proposed that the initial \$500,000 be used to further study and define this relationship and propose solutions to this problem. Since Manpower and Immigration are also interested in this issue the work should be conducted in conjunction with them.

It is recommended that DREE concentrate its resources on the development of innovative designs for communities in the Northwest. These designs could come to grips with the characteristics of northern communities (that now contribute to high rates of labour turnover, lack of job choice, loneliness, depression, isolation) and form the basis of an effort by different levels of government to make such regions attractive living centres.

Infrastructure

The need for water supply and sewage treatment facilities does not appear to have been an issue to date in these communities. The concern for the environment, which is growing in BC as it is in the rest of Canada, may result in a demand for improved sewage treatment facilities to be built in these communities. It is recommended that DREE be aware of changes in requirements for this type of infrastructure.

In general, the residents of the region appear to be capable of satisfying their needs for basic infrastructure and should be encouraged to continue to be self-sufficient.

Since 1961, there has been much housing construction in this region. However, there is still a need for rental accommodation especially for young singles.

To date the concern has been to provide conventional detached housing. It is important, however, that other forms of housing be made available, for example, mobile homes, and special housing for non-family residents. The potential of these types of housing as an integral part of the housing mix required for communities in the BC - NW should be investigated. (See "The Motionless Mobile Home in Urban Environment", Chander M. Suri, Regional Planner, Regional District of Fraser-Fort George.)

At present certain centres have scheduled air service from PWA and CPA. Airports with scheduled service need to be upgraded to allow for all-weather flying operations.

There is a need to appraise the vocational and post-secondary school training needs for the BC - NW. That is, what emphasis should be placed on academic training?; vocational training?; skill retraining?; adult education? etc. This could be related to geographic location of education facilities relative to existing and proposed community settlement patterns for that region.

Communication facilities appear not to have been used to their best advantage in the Northwest. Some programming and advertising make the residents of the region feel that they are

missing out in terms of the range of consumer goods available and even in their life style. Both radio and television should be used to decrease these feelings of being outside the main stream of Canadian life, or better, to focus on the value of developing new and satisfactory life styles akin to life in the northern and more remote regions of the country.

Miscellaneous

The Northwest of BC appears to be having difficulties attracting the much needed professional people in the fields of medicine, law, accounting, teaching, etc. A program needs to be devised that will attract such people into the region.

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PRINCE RUPERT, BRITISH COLUMBIA

Prince Rupert is home for over 70% of the population of the Regional District of Skeena 'A'. It is an old city by BC northwest standards, being incorporated as a city on March 10, 1910. Prince Rupert owes its importance to its year-round ice free port which is the third largest natural harbour in the world. Its location at the termination of Highway 16 and the CNR make it an ideal transshipment point for export goods. The recent designation of this port as a National Harbour has further boosted its importance. Due to the poor road conditions between Prince Rupert and Terrace, the interaction between the two centres to date has been limited. For this reason, commercial growth in both centres appears to have been unhampered by the existence of the other centre. Current improvements to Highway 16 may have an effect on this relationship, but further study is required.

The population of Prince Rupert was 11,987 in 1961. This grew to 15,745 by 1971, an increase of 25%. The community is stable with 11% of the people older than 55 years of age. Less than 19% of the population are between 10 and 19 years of age, (average for Northwest - 23%) indicative perhaps of an inability of the community to provide enough challenge to its youth to hold them. The average income per tax payer in 1973 was \$7,676. This figure is high due to the high cost of labour and the presence of well organized unions.

In the mid-sixties, Prince Rupert requested a land assembly project for housing employees of the Col-Cel pulp mill. Delays forced the required homes to be built outside of the land assembly. However, homes were built in the land assembly project and occupied 1966-67. According to Mr. Hadden of CMHC the houses built in the land assembly project were hard to sell until 1970-71 when mortgage financing was easier to obtain. At present, CMHC is processing a second phase involving 200 lots in Prince Rupert in anticipation of the effects of the development of the port.

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued*</u>
1963	88	173
1964	38	91
1965	252	203
1966	204	356
1967	40	96
1968	13	64
1969	5	154
1970	4	55
1971	14	53
1972	2	71
1973	<u>NA</u>	<u>NA</u>
Total	660	1,316

Total dwelling units in Prince Rupert, 1971 - 4,293.

* Census of Canada, Catalogue No. 64-203, Table 5 for 1963 and 1964; Table 6 for 1965 to 1971; and Table 9 for 1972.

The demand for new housing including rental accommodation is typical of the entire northwest. There are a large number of families living in rented accommodation or living in overcrowded conditions. Also, there is apparently an inadequate supply of rental accommodation for single persons. More rental accommodation is necessary so that new recruits to the labour force can find accommodation readily.

OCCUPIED DWELLINGS BY TENURE^{1/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Total Number of Dwelling Units	3,099	3,684	4,293	38.5
Owned	1,821	2,068	2,260	24.1
Rented	1,278	1,616	2,033	59.1

FAMILIES BY SIZE^{2/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Number of Families	2,747	3,240	3,563	29.7
Persons in Family	10,202	12,229	13,237	29.7
Average Number of Persons in Family	3.7	3.8	3.7	

^{1/} Census of Canada - Occupied Dwellings By Tenure, Catalogue No. 93-727, Vol. II, Part 3 - June 1973 - Table 3.

^{2/} Census of Canada - Families By Size, Catalogue No. 93-714, Vol. II, Part 2 - June 1973 - Table 1.

Prince Rupert is part of School District No. 52. There are seven primary schools and two secondary schools. The 'Jack and Jill School for Retarded Children' is a specialized facility located in Prince Rupert. Adult extension courses are available.

The Prince Rupert General Hospital has a bed capacity of 110. There are also the Simon Fraser Private Hospital and two medical clinics. There are eight doctors and five dentists.

A fire department of approximately 15 full-time firemen is supplemented by a volunteer brigade of 20 men. Their equipment consisted (in 1966) of a 500 gallon single-stage pumper, two 625 gallon triple-combination pumpers, a giraffe, resuscitator, inhalator and two ambulances. Information on police protection was not available.

Recreation facilities include parks, yacht clubs, baseball and football fields, tennis courts, civic centre with gymnasium, an auditorium, and heated swimming pool; two movie theatres, curling rinks, bowling alleys, an outboard motor club and a golf course. There are also several service clubs active in the city. The city has a museum which is open the year-round.

No information was available concerning the status of planning in the Regional District of Skeena "A".*

Information was not available regarding the source (probably Skeena River) of water or the method of treatment. There is a municipally-owned distribution system which consisted of 43.7 miles of water mains in 1971 and a reservoir with a capacity of 2.5 million gallons (1966 Regional Index). There are 11.1 miles

* Planning Institute of British Columbia, Regional District Planning Survey - November 1972.

of storm sewers and 39.9 miles of sanitary sewers. Information concerning sewage treatment was not available.

There are 41.7 miles of paved roads and 6.8 miles of unpaved roads in the city. A municipal bus service operates within the city and taxi service is available. Intercity transportation is available by bus. Also, CNR provides daily freight service and regular passenger service. Canadian Pacific Airlines provide scheduled service at the Prince Rupert airport. The airport is on an island and transportation to and from the airport is by bus and ferry.

There are two radio stations, Prince Rupert and Terrace-Kitimat which are supplemented by the CBC station. The Terrace-Kitimat television station transmits to Prince Rupert and there is the CBC. BC Hydro services the area. The Prince Rupert Telephone Company services the area for telephone.

The number of stores in Prince Rupert declined between 1961 and 1966 from 95 to 92 establishments. (No information was available for 1971.) Further information is needed to determine the causes for this decline.

RECOMMENDATIONS

1. Prince Rupert was developed as a major port due to its unique physical characteristics and more importantly to an historical confrontation between two groups, the CNR and land speculators in the Kitimat area. This confrontation created Prince Rupert and now the factors of inertia have

caused it to be designated a National Harbour which has ramifications for the development of the city. In the past some planning has been done for the city but it is critical that additional planning be done to ensure that required community infrastructure be in place when necessary. Planning should be done at the local level so that the residents have an input into the planning process. The Provincial Department of Municipal Affairs is presently under contract to do the planning for the Regional District of Skeena."A".

2. Presently transportation linkages between Prince Rupert and other centres in the Northwest are being upgraded, which will affect the relationship of Prince Rupert to the hinterland. To date the hinterland has focused on Terrace not Prince Rupert, therefore, basic planning decisions will be required in the next five years for the future of Prince Rupert which account for the change in focus for the region.
3. The Prince Rupert airport should be upgraded to allow for instrument landings.
4. Prince Rupert has no facilities for post secondary education apart from adult extension courses. The needs for education beyond secondary schooling should be studied and facilities provided.

5. In most of the northern communities approximately one-quarter of the population were between 10 and 19 years of age. In Prince Rupert only 19% of the population were in this age group. More industry is needed in Prince Rupert which will be able to absorb those young people that are not interested in fishing or being labourers at the pulp mill.
6. Accommodation is needed especially rental for both single person households and families.
7. Prince Rupert needs doctors and dentists. A program offering professionals adequate returns (financial and otherwise) is needed to attract the needed skilled personnel.
8. One of Prince Rupert's major problems is its climate - continuous rain. Making the city less dismal, is a challenging planning problem.

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TERRACE, BRITISH COLUMBIA

Terrace was incorporated as a District on December 31, 1927. In 1971, the population of the District was 9,990, but when the population of the total area is considered the figure is approximately 15,000. The trading area which Terrace influences has a minimum population of 30,000 (Kitimat, Hazelton), and if the plans for new community development are adopted, this trading area will cover Stewart and Meziadin Lake as well. For basic community information refer to Appendix "B".

The 'age composition' figures for Terrace indicate more continuity in the community than there is in Kitimat. Ten percent of the people in Terrace are older than 55 years of age and approximately 44% are younger than 20 years of age. In comparison, in Kitimat, over 50% of the population were in the labour force, whereas in Terrace only 46% were in that group. The average income per tax payer in Terrace is \$7,811. Although this figure is considerably less than the average figure for Kitimat it indicates that labour costs in Terrace are still very high since skilled labourers are hard to obtain.

The following quote from Mr. Hadden's letter (CMHC, Prince George) of September 18, 1973 indicates the growth potential of Terrace: "Terrace housing demand has fluctuated considerably in the past few years, depending upon the state of the lumber industry, and is picking up again with the development of approximately 100 rental units this year. As Terrace is at

junction of the east-west road and the railroad and will be the junction for northern development up the Stikine, there is no doubt that expansion will take place. The town of Terrace is presently negotiating with the Province for the feasibility of developing a Land Assembly for housing."

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued</u> ^{1/}
1963	53	149
1964	144	121
1965	48	107
1966	42	102
1967	84	154
1968	22	50
1969	23	82
1970	70	123
1971	86	142
1972	48	78
1973	156	NA
Total	776	1,108
Total dwelling units in Terrace, 1971 -		2,440. ^{2/}

Housing construction in Terrace appears to be keeping up with demand. There is a wide variety of housing in the town which makes it, in the eyes of residents, a more interesting place to live. The BC Department of Housing is doing work in this region concerning the liveability of communities. This type of

^{1/} Census of Canada - Catalogue No. 64-203, Table 5 for 1963 and 1964; Table 6 for 1965 to 1971; and Table 9 for 1972.

^{2/} Census of Canada - 1971 Census Summary Tapes; Housing Short Form File.

study is tied to the labour turnover problem which the companies in the region and the Department of Manpower and Immigration are concerned about. (Examples of studies being done are the P.S. Ross Study of Forestry in the Vanderhoof area, and the in-house Alcan Study.

RECOMMENDATIONS

1. Terrace appears to be ideally located to become an important administrative and distribution centre for the BC Northwest. However, as already noted, Smithers also has potential for these functions. For Terrace to service the area to the north up the Nass Valley, it must rely on a restricted logging road and proposed new railroad construction. The extent to which the railroad will be used for passenger service is not known. The new road proposed to run up the Kispiox Valley feeds more directly into Smithers than it does into Terrace. It is recommended that further study be undertaken concerning the potential of these two centres as important distribution points for the northwest, including the corridor of communities between Prince George and Prince Rupert.
2. The Regional District office for Kitimat-Stikine, located in Terrace, provides strong administration and awareness of the problems of the region, but additional qualified planning staff appear necessary. Development is being planned for this area and unless steps are taken at the local level to

prepare for this development they may not be able to absorb it.

3. Terrace, like Smithers, has potential as an education centre. There is a college and a technical school there now. A study of educational needs in the region should be carried out and a satisfactory arrangement made between communities on the location of post secondary education facilities.
4. A scheduled bus service operates between Terrace and Kitimat but neither community has an internal public bus system. Given the amount of interaction between the two communities, an integrated bus service serving the communities themselves and operating between them might be feasible.
5. Mobile libraries operating out of Terrace could serve the Regional District. This service would require that the library facilities in Terrace be enlarged and improved.
6. Terrace already has its own TV and radio stations. In deference to the recommendations made for Smithers, perhaps it would be decided that the facilities in Terrace should be enlarged so that broadcasts from Terrace could be heard as far east as Prince George.
7. Light industry should be encouraged to locate in Terrace, where a regional market is accessible for products such as modular homes, small appliances, etc.

8. Expansion of commercial facilities could be supported to serve the Kitimat-Terrace population. Facilities in Kitimat appear to be capable of supplying the basic requirements of the community. Any specialized shopping facilities for the area could be located in Terrace to add to its attractiveness as a regional distribution centre. However, as Kitimat has the highest income per capita of any community studied, further regional marketing studies may suggest that Kitimat should be encouraged as the location for development of certain commercial facilities to serve a broader region than the city itself.
9. The tourism potential in the Terrace area should be developed since both winter and summer sports are potential "money-makers" for the community. In conjunction with the development of the facilities themselves, hotel and restaurant facilities will need to be improved.

APPENDIX 'B'*

TERRACE

a. Population

1966 Census	-	8,637
1970 Estimate	-	11,000
1976 Projection	-	14,500

b. Location and Area

Terrace is situated 90 miles east of Prince Rupert on the "north line" from Prince George by rail or road. It is also at the junction of the road and rail service to Kitimat which is 37 miles to the south and for the truck logging route to the Nass Valley to the north. Terrace is the center for logging in the region.

The District of Terrace which is described here consists of 5,302 acres north of the Skeena River and east of the Kitsumkalum River. Immediately across the Skeena River lies the unorganized area known as Thornhill with a population estimated at 3,500. Farther out but close enough for shopping purposes are the residents of Lakelse Lake to the south, Remo to the west, Rosswood to the north and Kitselas and Usk to the east. The population in the immediate vicinity of Terrace is therefore of the order of 16,000 people rather than the 11,000 shown for the District of Terrace.

c. Basic Economic Activities

The basic economic activity of the area is logging and the related cedar pole and sawmill industries. Terrace is the woods operations headquarters for Columbia Cellulose Co. Ltd. Colcel have woods operations in the Zymoetz River, the Kitsumkalum River, the Kitawanga River and at Hazelton as well as their large operations in the Nass River area. Terrace is therefore a central location for their headquarters. They also operate a lumber mill known as the Pohle Lumber Operations where a large part of the saw logs from their operations are cut. In addition to the Colcel operations there is a large lumber mill operated by Skeena Forest Products Ltd. and three national cedar pole companies. All the sound waste from the lumber operations is chipped and sent to the pulp mills at Prince Rupert.

*Economic Development of the Regional District of Kitimat-Stikine, British Columbia - AVG Management Science Ltd., January 1971, pp 28-32.

Because Terrace is centrally located there are a large number of companies involved in the sales, repair and maintenance of the equipment used by the forest and other industries throughout the area. Examples are Finning's, Pacific Terex, B. C. Equipment. There are 21 companies involved in industrial supply and service in Terrace.

Because it is centrally located and serves a larger area it has more retail and service establishments than Kitimat which has a similar population. Because it is on the main highway and close to the airport it also receives a considerable amount of the tourist and accommodation industry. In summary, because of the location, Terrace is oriented more towards services and trade than are the other communities of the region.

Agriculture is a small part of the economy of the total region but Terrace is the center. It has the best climate, a ready market and the most suitable soil in a large area.

d. The Development of the Community

Terrace was incorporated as a village in 1927. Growth was very slow for many years and the population was only 355 in 1941. It reached 961 in 1951 and 1,473 in 1956. This represented a 10% per year compound growth rate. The large growth occurred between 1956 and 1961 when the population rose to 5,940. Note that this period of rapid growth was about five years later than the rapid growth of Kitimat. Since then growth has been occurring at a more sedate rate of about 7% per year.

Terrace has grown in a more conventional fashion than Kitimat. There is a commercial area extending over several blocks on a conventional street pattern. Within this area there are two shopping centers close together that should eventually be joined, two other small shopping centers and several other stores. The industrial area is south and west of the commercial area. The residential area is predominantly to the north and west of the commercial area and is on a conventional rectangular street system. There is also residential land to the south. The future expansion of the community will be to the north west onto the bench land that is presently being used for agriculture. //

The Thornhill area has developed partly as a result of the rising costs of land and taxes in Terrace and partly because it is equally convenient for people who work at the airport, in logging or in the businesses such as Kenworth. In 1961 there were virtually no residents in Thornhill. When the residents

of Thornhill are added to Terrace the average compound growth rate of the total area for 1961 to date is 10.3% per year as contrasted to 7% for Terrace alone.

The present bridge across the Skeena River is a one lane structure with the flow of traffic controlled by a system of lights. A new bridge has been planned. When this is constructed it will make it easier for the people who work in Thornhill or south to live in Terrace and conversely.

There is a shortage of industrial land in Terrace. There are approximately 80 acres left. The land in the Thornhill area is quite suitable for industrial purposes for reasons of drainage and foundations. There should be an influx of industry into the Thornhill area in the future.

Terrace has good recreational and social facilities. It has two golf courses, a stock car track, a drive-in and an indoor theatre, a bowling alley and a curling rink. Fifteen miles to the south are the Lakelse Lake Hot Springs with a swimming pool and Lakelse Lake for boating, water skiing, swimming and fishing. To the north is Kitsumkalum Lake. There are numerous fishing and hunting areas close by.

The climate of Terrace has slight advantages over other areas of the District. It is not as cold and has a longer growing season than the interior areas. It has less snow and rain than the communities close to tidewater.

e. Utilities

i. Electricity

B. C. Hydro.

Part of the integrated system serving Terrace and Prince Rupert from the Kemano powerhouse.

ii. Natural Gas

Pacific Northern Gas Ltd.

iii. Telephone

B. C. Telephone Co.

iv. Water and Sewage

Water -

Storage capacity - 370,000 gals.

Source - Infiltration gallery in the Skeena River and gravity from the watershed to the north of the community.

Pumping capacity 3,000 gallons per hour.

Miles of mains - 37.5

Sewage -

38 miles of sanitary sewers servicing all lots with primary and secondary treatment plus 1.5 miles of storm sewers.

f. Transportation

Highway - Highway 16 to Prince Rupert

Rail - CNR north line to Prince Rupert and Prince George

Air - CPAir and Trans Provincial Airways from the Terrace Airport

Water - via Kitimat

Trucking - Canadian Freightways and Reitmier Truck Lines plus local firms

g. Schools and Hosvitals

Vocational School	-	1
Secondary Schools	-	2
Elementary Schools	-	7 plus 2 in Thornhill
Private School	-	1
Teachers	-	130
Enrollment	-	3,228
Hospital	-	87 beds
Doctors	-	15

h. Recreational Facilities

The area has two golf courses, a community center, curling rink, drive-in and indoor theatres, a little theatre, bowling and a stock car speedway. There is boating, fishing, hunting and skiing available in abundance.

i. Assessed Value of Taxable Land and Improvements 1969

Land	4,699,807
Improvements	<u>11,105,500</u>
	15,805,307

j. Tax Rates

School	30.56	75% of improvements taxable
General	29.17	for general and school purposes
Debt	10.10	
Hospital	<u>3.17</u>	
	73.00	

k. Radio, TV and Newspaper

Radio	CFTK 590 KH, CBUK 740 KH
Television	CFTK - TV
Newspaper	The Terrace Omineca Herald plus the Skeena Valley Advertiser, and the quarterly Skeena Digest

Terrace has the transmitter site and television studio location for Skeena Broadcasters Ltd. which covers from Burns Lake to the Queen Charlottes and southern Alaska.

December 1973.

SMITHERS, BRITISH COLUMBIA

The Town of Smithers is the largest centre in the Regional District of Bulkley-Nechako. It was incorporated as a village in October 1921, but in January 1967 its status was changed to an incorporated town. Its 1971 population was 3,863. The community was established in 1913 as a divisional point on the Grant Trunk Pacific Railway, which later became the CNR. Since that time it has grown as a distribution and administrative centre. "Forestry, agriculture, and mining all contribute to the Town's economy but most important are the service industries, particularly those related to transportation, mining exploration, government and trade."^{1/}

In the Department's economic survey (April 1970), mention was made of the commercial rivalry between Houston and Smithers. The point was made that in the short run Smithers could lose business to Houston, but that Smithers has an advantage in competitive shopping and should be able to regain a large portion of this trade. Due to the troubled economic situation in Houston (1973), Smithers' merchants control the market as far west as Hazelton and as far east as Burns Lake, including all centres which are off Highway 16, ex. Granisle. The province has recently constructed a high quality provincial building in the town, complimented by the civic museum, which will service a large portion of the Northwest.

^{1/} A British Columbia Regional Economic Study, The Bulkley-Nechako Region, Department of Industrial Development, Trade and Commerce, Economics and Statistics Branch, April 1970, p. 25.

CMHC has taken a less optimistic view of Smithers. They indicate that there has been no significant growth in Smithers and that normal housing growth has taken care of the need. Apartments, row-housing, single family dwellings and a Senior Citizens Home have been constructed.

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued</u>
1963	Nil	15
1964	Nil	62
1965	Nil	31
1966	Nil	45
1967	Nil	56
1968	Nil	57
1969	6	35
1970	6	17
1971	5	28
1972	9	26
1973 (Part)	4	NA
Total	30	327

Total dwelling units in Smithers, 1971 - 1978.

Of the 978 dwelling units in Smithers in 1971, 67% were owner-occupied. Conditions in Smithers are similar to those found in the other communities such that approximately 25%

(220 families) live in rented units or double up, perhaps due to a lack of housing. More study is needed to pinpoint the housing needs of the community.

OCCUPANCY BY TENURE^{1/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Total Number of Dwelling Units	605	743	978	61.7
Number Owned	505	507	656	29.9
Number Rented	100	236	322	222.0

SIZE OF FAMILIES^{2/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Number of Families	528	664	876	65.9
Persons in Families	2,177	2,802	3,538	62.5
Average Number of Persons Per Family	4.1	4.2	4.0	

Smithers has been growing slowly but steadily. In 1961 the population was 2,487, in 1966 it was 3,135 and in 1971 it was 3,865. Almost 50% of the population are less than 20 years of age, and approximately 8% are over 55 years of age.

^{1/} Census of Canada - Occupied Dwellings By Tenure, Catalogue No. 93-727, Vol. II, Part 3 - June 1973, Table 3.

^{2/} Census of Canada - Families by Size, Catalogue No. 93-714, Vol. II, Part 2, June 1973, Table 1.

Although the last percentage was not as high a proportion as in some other communities studied it is indicative of the stability of the community. Also noteworthy is the high average income per tax payer of \$7,329 in 1973, which indicates the prosperity the community has achieved. This was not accomplished through the existence of an industry requiring highly skilled workers as we find in Kitimat and Fraser Lake, but through the commercial and administrative functions of the community.

Smithers is part of School District No. 54 and has two primary schools and one high school. There are approximately 60 adult extension courses offered in the high school in conjunction with Canada Manpower. The first and second year of an Arts and Science Program are available. There are also two special schools for retarded persons, the "Northern Training Centre" and "Happy Valley School".

The Bulkley Valley District Hospital has a bed capacity of 72. There are six doctors, one general surgeon and two dentists. For a community of this size, and importance to the region, the professional complement is not adequate. There are only 10 doctors for a minimum of 7,000 people (Houston, Telkwa and Smithers) and only two dentists.

Information was not available concerning police protection. According to the Regional Index of 1966, a volunteer fire department of 25 men existed. These volunteers have basic fire fighting equipment and operate the ambulance service.

There are several active service organizations whose specific contributions to community life were not outlined. The community

has skating, hockey and curling rinks, two movie theatres, a bowling alley, tennis courts, a 9-hole golf course, a ski club, all forms of water sports and hunting. There are six hotels, 10 motels and 11 restaurants. The Smithers Museum is also an attraction.

A Zoning By-Law is in effect for the town. This by-law has set aside land adjacent to the railroad tracks for industrial development.

Water is taken from the Bulkley River and chlorinated and fluoridated. There are 16.4 miles of water mains, 6.0 miles of storm sewers and 15.2 miles of sanitary sewers. Since January 1972 the town has had activated sludge treatment for its sewage.

Smithers has 4.7 miles of paved streets and 25.8 miles of unpaved streets. The community is on Highway 16 and receives scheduled bus service from Canadian Coachways. The CNR offers daily freight service and scheduled passenger service. There is an airport which has scheduled air service offered by Canadian Pacific Airlines, and numerable private and charter services are available. Trucking services are available.

There is a local radio station and a CBC repeater station. Television from Terrace is available. BC Telephone and BC Hydro service the area.

In 1961 there were 36 retail establishments growing to 40 in 1966. No information was available for 1971, however, in 1966 total sales were eight million dollars which jumped to 18 million dollars in 1972. To support this growth in commercial

prosperity, there were only two of the nationally chartered banks represented in Smithers in 1966. This had jumped to four by 1971.

RECOMMENDATIONS

1. Smithers is a bustling community which supplies many necessary functions in this Regional District. Economically feasible long-range development plans centering on Smithers should be supported, taking into account environmental issues. This will require planning expertise, and planning staff in the Regional District offices at Burns Lake will need to be increased to assist in providing the necessary service. The town itself is too small to provide a municipal planning service.
2. There is a new provincial building in Smithers. The zone of activity and influence of provincial officers located there is not known but it likely reaches as far east as Burns Lake and as far west as Hazelton.
3. A regional bus system focused on Smithers and serving the farthest points in the Regional District region could go a long way toward making Smithers more central in a 'time' sense.
4. The airport at Smithers has scheduled air service from Canadian Pacific Airlines. However, the airport is classified as visual. It is recommended that the facilities be upgraded to include the equipment necessary to allow all-weather operations.

5. Smithers is another possible location for a Northern University (others are Prince George and Terrace). At the present time the first two years of an Arts and Science Program are offered in Smithers, and the final year of this program should be made available. Other forms of post secondary education could be established in Smithers as demand allows, (academic, vocational training, adult education, etc.).
6. A housing study is recommended to pinpoint the housing needs in Smithers and to investigate the importance of mobile homes (prefabricated housing) to the housing mix in Smithers.
7. A program to attract more professional people to the area should be initiated (doctors, dentists, lawyers).
8. Smithers is centrally located in the Northwestern region. Due to this location it could be ideal for radio and TV stations for the entire Northwest. Programming could be directed to the needs of the people of the region - education, information, entertainment. The media could play an important role in developing a sense of community and belonging, specific to the frontier environment. These aspects of the role of the media should be examined more closely.
9. Parts of Smithers are unserved and infrastructure investments are required.

10. Various financial services are needed in Smithers.

11. Library facilities are needed.

BURNS LAKE, BRITISH COLUMBIA

The village of Burns Lake was incorporated on December 6, 1923. It has been a community experiencing slow but steady growth based on a mixed economy of forestry, ranching, mining, and tertiary industry. A boom was experienced when workers were employed on the Kemano Power project, since then growth has been very slow. In the Economic Study done by the Department of Industrial Development, Trade and Commerce, the fear was voiced that as "Houston grows, Burns Lake would be adversely affected". The granting of a Tree Farm Licence (TFL) to the village could help to revive it economically.

The population has grown very slowly in the last decade, from 1,041 in 1961, to 1,290 in 1966, and to 1,265 in 1971. Almost half (500) of the population in 1971 were Indian. Of these Indians a large number were non-status Indians who belonged to a very strong local of BCANSI (British Columbia Association of Non-Status Indians). Not unexpectedly, those persons over 55 years of age are 12% of the population and those 20-54 are 48% of the population. This profile was due, in part, to the Indian population. In 1973 the average income per tax payer was \$7,019. The reasons behind such a high figure are not clear. More study should be made in this area.

CMHC notes that there has been little demand for housing in Burns Lake over the last decade. They expect that the granting of a TFL in the vicinity should increase the demand. BCANSI is presently conducting a housing study in Burns Lake, and the results should be available by the end of 1973.

The following are statistics on NHA financed homes.

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued</u>
1963	17	Information
1964	4	
1965	2	Not
1966	3	
1967	9	
1968	1	Available
1969	40	
1970	Nil	
1971	Nil	
1972	Nil	
1973	Nil	
TOTAL	76	

TOTAL DWELLING UNITS, 1971 - 353.

The availability of rented accommodations increased by 76% during the period 1961-1971. Since there are 279 families and approximately 212 owner occupied units, some families must be doubling up with relatives or live in rented accommodation. There are approximately 190 single person households, who are likely renting local apartments or rooms available.

OCCUPIED DWELLINGS BY TENURE^{1/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage changed 1961-1971</u>
Total Number of Dwelling Units	279	329	353	26.5
Owned	199	188	212	6.5
Rented	80	141	141	76.2

^{1/} Census of Canada - Occupied Dwellings by Tenure Catalogue No. 93-727 - Vol. II - Part 3 - June 1973 - Table 3.

FAMILIES BY SIZE^{1/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Changed 1961-1971</u>
Number of Families	233	278	279	19.7
Persons in Family	886	1,118	1,073	21.1
Average Number of Families	3.8	4.0	3.8	

^{1/} Census of Canada - Families by Size, Catalogue No. 93-174
- Vol. II - Part 2 - June 1973 - Table 1.

Burns Lake is in School District No. 55. There are two primary schools and one secondary school. The Burns Lake and District Hospital has a bed capacity of 351. There are four doctors, one dentist and four other specialists (specialities unknown).

An RCMP contingent provides police protection and there is a volunteer fire department.

The community has a movie theatre, curling rink and outdoor skating rinks. For the tourist there is the Tintagel Cairn, historic Telegraph Trail, the Ootsa Lake Dam and Tweedsmuir Provincial Park. The area is well known for its hunting and fishing. Service organizations have been active in the area, although information concerning their contribution to the community was not available.

Burns Lake has a zoning By-Law in effect. This by-law was prepared by the Regional District. Approximately 60 acres

(1966 Regional Index) adjacent to the railway tracks has been zoned for industry. (Information on the amount of land presently available for new industry was not available.)

Water is taken from Burns Lake and stored in a 100,000 gallon reservoir (capacity for 3,000 people). There are 7.6 miles of water mains, one mile of storm sewers and 6.1 miles of sanitary sewers. Sewage treatment facilities are limited to a lagoon.

Internal roads consist of five miles of paved surfaces and 11.4 miles of unpaved surfaces. The village is on the CNR and receives daily freight service from Prince Rupert, Prince George and Vancouver. CN offers three times a week passenger service to the above-mentioned centres. The BCR also offers freight service to Burns Lake. There is scheduled bus service (Canadian Coachways) to all centres and the local airport offers charter services. Trucking companies offer freight services.

BC Hydro and BC Telephone have their services available in the community. Radio selection includes two local stations and a CBC repeater station. The television choice consists of the CBC station and a station which broadcasts from Terrace.

The number of retail establishments increased from 23 in 1961 to 27 in 1966. Per capita sales were up from \$2,993 in 1961 to \$3,759 in 1966. Unfortunately data for 1971 were not readily available.

Attitudes about Burns Lake differ considerably across the region. Some people described it as a doomed community that

had lost any dynamic qualities it once possessed. These people compared it to Houston which they felt was now a boom town. Other persons expressed opposing views such that Houston had grown too fast and that once the rights to the TFL's had been handed out, Burns Lake would flourish again.

Once the questions surrounding the forest industry are settled the future of Burns Lake will be more readily determined. Note, however, that its location vis-à-vis a transportation network in its hinterland is not as good as that for Houston. The presence of Francois Lake to the south of Burns Lake acts as a barrier to the exploitation of forest resources south of the lake. Houston, on the other hand, has direct access to a much larger area, and has much newer community infrastructure.

The strong BCANSI local which is located in Burns Lake has been a driving force in the development of the community especially in the recent past. The BCANSI local prepared a bid for the TFL and have tried to attract other industry to the area. In doing this they have given leadership to the rest of the community. The range of possibilities offered by BCANSI require further study but they could provide a mechanism through which DREE could work with the non-status Indians in the region.

On the other hand, Burns Lake is in an ideal geographic location for the headquarters of the Regional District, it has all of the basic community services, and industrial land is available. As stated above, the resolution of the problems in the forestry sector should lead to the resolution of many of these issues.

RECOMMENDATIONS

1. The BCANSI local of Burns Lake has applied for a provincial Tree Farm License (TFL). The application is still pending (December, 1973). Regardless of who the successful bidder might be for the TFL, the operations following from it should be located in or around Burns Lake, employing its residents. However, from initial study, the advantages of the TFL being operated by BCANSI appear to out-weigh other groups due to the social significance. If the BCANSI do not appear to have the expertise to run the operation profitably experts might be made available from relevant government agencies over an initial training period.
2. More secondary manufacturing is needed in Burns Lake. With increased forestry activity in the region, wood-based manufacturing operations might be located there.
3. Although the central core area of the village has sewer and water main facilities there are large sections within the boundaries that are not serviced. Servicing of the remainder of the community needs to be explored.
4. CBC programming for this area should have more education-oriented programs than it has at present. Instead of simply being a repeater station, perhaps a studio could be set up in the town or in another of the larger centres in the urban

corridor (e.g., Smithers,) to provide community interest programs or even a medium of communication for self help groups such as BCANSI.

5. Burns Lake has need of community planning. Although there is currently a zoning by-law prepared by the Regional District there may be a problem of enforcement. Further examination of opportunities for community planning are necessary.
6. A greater variety of financial institutions are needed in Burns Lake. At present there is only one bank (a branch office) in the community. The acute lack of these services warrants investigation.
7. Burns Lake is one of the oldest communities in the region and as such provides a stable social environment. As a result it offers a variety of retail outlets. Assistance to the Burns Lake merchants to explore the possibilities of new and/or improving their shops may be warranted. For example, a study could be made regarding the feasibility of developing a covered shopping concourse.
8. There is no library in the community. Again the recommendations for Bookmobiles may supply the needs in Burns Lake and could be operated under the jurisdiction of the School Districts. It may be necessary to take a special look at library facilities and the possible use of bookmobiles.

November, 1973.

D R A F T

GRANISLE

The incorporated (June 29, 1971) community of Granisle was created in the early seventies, to house the employees of the Granisle copper mine. The community lies on the shore of Babine Lake in a magnificent panoramic setting. The population in 1971 was 450, composed of miners, employees of Bulkley Valley Forest Industries Limited, and Department of Fisheries staff. The population is expected to expand to 2,000 by the year 1980 when other mines are expected to be opened and the forestry industry has expanded.

Originally, housing was provided by the companies. Since the companies have completed the company guarantee requirements for NHA loans, they are now able to sell their houses to employees under NHA financing. NHA loans are being made available for new housing development.

<u>Year</u>	<u>NHA Units</u>	<u>Number of Building Permits Issued</u>
1963		
to	Nil	Information
1969		
		Not
1970	1	
1971	24	Available
1972	130	
1973	35	
TOTAL	<u>190</u>	

Total dwelling units in Granisle, 1971 - not available.

Mobile homes have been set up on separate lots and integrated into the sub-divisions. The numbers of mobile homes being used at present was not available.

No figures on age composition of the community are available at this time, neither are there any income statistics available.

There are no schools in Granisle (School District No. 55). Students are bussed to Houston about one hours travelling distance. There are no medical facilities, no scheduled bus service, no railroad, no airport and very little in the realm of commercial facilities either for retailing or entertainment. There is a very new paved highway which ties the community to Houston and a gravel road to Smithers, where services may be obtained.

In the town, there are no paved roads but there are 3.5 miles of improved roads. The water treatment and supply centre is privately owned and there are 3.0 miles of water mains. No storm sewers have been installed but 2.5 miles of sanitary sewers do exist. A good wharf facility has been provided for boating enthusiasts.

RECOMMENDATIONS

At the present time Granisle is on the verge of obtaining new activities and services. Once the population reaches the projected 2,000 the necessary services should be there and Granisle will be more a part of the main stream of communities.

The following recommendations include infrastructure investments much of which will have to be recognized as important and provided for by the residents of Granisle themselves.

1. It is recommended that the development of Granisle be watched closely as a model for new town development in remote areas. Public institutions must be made as flexible as possible so that they may be adapted to changes in local development objectives. Also freedom must be left to the individual to influence the pattern of development in the community.
2. An examination of the potential for Granisle as a commercial centre or a distribution point should be examined. Since facilities already exist in other centres the level of services available in the entire region could be improved if development in Granisle were kept at a lower key than in Houston or Smithers. However, a covered mall in Granisle could accommodate banks, municipal offices, a grocery store and other convenience goods outlets, and perhaps some entertainment facilities such as a cinema, library and sports facilities.
3. Granisle appears to be well planned. Basic utility services are available and roads are being paved. However, schools and medical facilities are needed. These facilities could be located in the complex mentioned in recommendation (2).

Medical facilities should be able to handle emergency and day-to-day care of residents.

4. Regarding housing supply, mobile homes have been used to supplement available housing stock. There are also other forms of prefabricated houses available which could find a ready market in Granisle. A factory located in a community along Highway 16 could supply prefabricated houses to this community.

5. Apart from the paved highway which connects Granisle to Highway 16, east of Houston, there is an improved road which connects Granisle to Smithers. Further improvements to this second route could link Granisle both socially and economically to Smithers supporting the distribution centre function of Smithers and reducing the influence of Houston. The impact of the improvements on both communities requires examination.

6. Granisle has no bus service and there is no railroad or airport. The possibility of a co-operative bus system is suggested for study, to take staff to work, and take families to other centres in the region for shopping, and so on.

TELKWA, BRITISH COLUMBIA

Telkwa was once the largest community between Hazelton and Burns Lake, but a combination of circumstances caused it to be bypassed in favour of Smithers and Houston. The basis for development has been agriculture but now some forest based industries are becoming important. The Department of Industrial Development, Trade and Commerce forecasts 'little change'. When the boom was taking place in Houston it seemed probable that Telkwa would provide cheaper land for residential use. Since the drop in activity in Houston occurred with wide-scale vacancies in new houses this will not likely occur. Such benefits could come, however, from Smithers. The provincial department also recognizes a potential for mining in the vicinity which should have a beneficial effect on the community.

Telkwa was incorporated as a village on July 18, 1952. The population grew to 576 in 1961, 668 in 1966 and to 712 in 1971. The more stable character of the community, and the agricultural economy is indicated by the higher percentage of persons over 55 years of age (10%); 54% of the population is under the age of 20. The reasons for this should be examined. A further statistic that is related to the agricultural economy is the average income per tax payer which was \$6,640 in 1973.

Housing development in Telkwa has been limited. In 1972 there were three houses financed by the NHA. These were Assisted Home Ownership units for Non-Status Indians. Unfortunately neither 'family size' data or 'occupancy by tenure' data are available for Telkwa.

Telkwa is part of School District No. 54. There is one primary school in Telkwa, all other students are bussed to schools in Smithers. Information on medical facilities, police protection, and fire protection was not available. Recreational and cultural activities are limited. Since the village is so close to Smithers, the residents use and contribute to the facilities in Smithers. There is a bank in Telkwa and limited shopping facilities. Also, there is a hotel and a restaurant.

Planning for Telkwa is the responsibility of the Regional District, however, information was not readily available concerning the existence of a zoning by-law.

There are three miles of water mains in the village but the source of water was not given. Since the communities on both sides of Telkwa take their water from the Bulkley River that would seem a likely source.

There is a radio station which broadcasts from Smithers and a choice of three television channels (CBC, Terrace and Prince Rupert). Both BC Hydro and BC Telephone service the community.

The village has no paved roads but there are five miles of unpaved streets. The community is on Highway 16 which means it has regular bus service to the major centres. It is on the CNR line which means a freight and passenger service. Scheduled air service is available at the Smithers airport. Trucking firms service the community.

RECOMMENDATIONS

1. Given the proximity of Telkwa to Smithers it is recommended that the infrastructure in Telkwa be improved to act in the capacity of a dormitory community for Smithers. Basic utility services need to be extended and improved. The residential streets are in need of paving and there is no high school. At present convenience goods are being provided for in Telkwa, and comparison shopping is done in Smithers.

2. There are approximately 80 status and non-status Indians resident in Telkwa, and there is a BCANSI local there. It is recommended that these groups be consulted in regard to development plans for the area.

December 1973.

KITIMAT, BRITISH COLUMBIA

For a detailed community profile, refer to Appendix "C", attached.

Kitimat was incorporated as a District on March 31, 1953. It was a carefully planned community, using the best of planning principles available at that time. Prior to the commencement of the Alcan Project in 1951, there was an Indian Reserve at Kitimat. The district has grown as the two major industries have grown (Alcan later Eurocan). In 1961 there were 8,217 people living in Kitimat, by 1971 there were 11,810. The expected population for the year 1976 is 15,000.

All of the services which are considered necessary to good community development have been provided in Kitimat. Housing for the most part has been provided by the companies, however, CMHC has been involved. The CMHC involvement was greatest in 1969 when the Eurocan Pulp Mill was constructed in Kitimat and housing was required for its employees.

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued*</u>
1963	2	10
1964	13	52
1965	10	47
1966	8	33
1967	63	86
1968	61	100
1969	270	314
1970	Nil	86
1971	Nil	73
1972	15	69
1973	5	NA
Total	447	870

Total dwelling units in Kitimat, 1971 - 2,990.**

The average income per tax payer is \$9,043 the highest of the communities studied. Persons of 55 years of age and over compose only 4% of the population while those under 20 years of age form a smaller percentage of the population than has been typical of the region (42%).

Kitimat has been in existence for 20 years, and the well-planned appearance of the town has been maintained. The community has a reputation for sterility and both Alcan and Eurocan have problems with a high staff turnover rate. A study is in progress at Alcan, to determine the causes of labour turnover and the results should be available soon.

* Census of Canada, Catalogue No. 64-203, Table 5 for 1963 and 1964, Table 6 for 1965 to 1971, and Table 9 for 1972.

** Census of Canada - 1971, Census Summary Tapes Housing Short Form File.

Preliminary information concerning the results of the Alcan study indicate that some of the causes of the high rate of labour turnover originate in the place of work and some originate in the community.

RECOMMENDATIONS

1. Kitimat exists due to the availability of power which could be harnessed for the purposes of making aluminium. When the Kemano power project was being developed, towns as far away as Burns Lake benefited economically from the spread effects of the construction phase. Since the power projects have been completed the effect has diminished, however, strong ties have developed with Terrace. Since 1961, the Terrace population has grown by 41% and Kitimat by 31%. Some of the growth in Terrace can be attributed to its proximity to Kitimat and to its location relative to the rest of the Northwest. Due perhaps to its locational advantages and its history of development Terrace has achieved more variety in commercial, housing and educational facilities than is found in Kitimat. Given the above understanding of the characteristics of the two communities the following suggestion seems reasonable:

That, due to the strong ties that have developed between Kitimat and Terrace, perhaps the two Districts should define a joint planning process. Planning could be

done for both Districts, covering approximately 30,000 persons. An example of a joint venture which could be carried out immediately is an integrated public transportation facility connecting the two communities. Also, the sharing of special municipal equipment such as is used for snow removal, using the model found in the Vanderhoof-Fraser Lake-Burns Lake area. Joint planning of commercial and industrial development could be beneficial to both communities and to the region as a whole.

2. It is recommended that DREE keep abreast of the studies being done on labour turnover in specific locations in this region, and that a liaison be established with Manpower and Immigration (so that DREE has an input into) on government studies and programs related to this issue.
3. The airport facilities for Terrace-Kitimat need to be upgraded for more dependable service (e.g., all-weather landing facilities).

APPENDIX 'C' *

KITIMAT

a. Population

1966 Census - 9,792

1969 Estimate - 11,695

1976 Projection - 15,000

b. Location and Area

Kitimat is located at the north end of Douglas Channel in the valley formed by the Kitimat River. Kitimat is 37 miles from Terrace on the Skeena River and is connected to Terrace by road and railroad through a relatively broad valley (5 miles wide).

The area to the east and west is very mountainous with peaks of 4000 to 6000 ft. Douglas Channel to the south cuts through mountainous area and is only approximately two miles wide. It is approximately 90 miles to the open sea.

The District of Kitimat covers 80,000 acres.

c. Basic Economic Activities

The principal activity of the area is the aluminum smelter operated by the Aluminum Company of Canada Ltd. The location for the smelter was chosen because of the supply of electric power available by damming the Nechako River to the east of the coast mountains and reversing part of the flow by a tunnel and penstock to the powerhouse at Kemano on the Gardner Canal. A powerline runs from Kemano to Kitimat. The employment is approximately 2500.

The second principal activity of the area is the pulp, paper and lumber complex constructed recently by Eurocan Pulp and Paper Ltd. The complex is supported by a tree farm license extending almost to Ocean Falls in the south and almost to Terrace in the north. Kitimat will therefore be the centre for considerable logging activity in the area.

The remainder of the industry is primarily of a service nature to the basic industries such as mechanical and electrical repair services.

Ocean Cement has a concrete products plant - Canadian Liquid Air have a plant.

* Economic Development of the Regional District of Kitimat-Stikine, British Columbia - AVG Management Science Ltd., January 1971, Pp 24-27.

d. The Development and Resources of the Community

Kitimat developed as a planned community from its inception. Prior to the commencement of the Alcan power project in 1951 there was only the Kitimaat Indian reserve of about 1000 people which is on tidewater about six miles south of the townsite. All the modern planning concepts of residential neighbourhoods, walkways, playgrounds, shopping complexes, etc. were incorporated in the townsite. All the necessary facilities of the town, such as paved roads, sewer and water systems, fire protection, schools, churches, and community facilities, were planned for and provided as required.

Kitimat had a period of very rapid growth followed by a period of very little growth as the work force at Alcan stabilized. The recent growth is due in part to the increase in retail and service trades in relation to basic industries and in a larger part to the Eurocan construction.

There is plenty of scope for future development in the townsite without incurring unusual costs. Some of the facilities such as the hospital are capable of serving a population of 40,000. There is sufficient buildable land for 100,000 people or more.

The community provides ample scope for recreation and culture. There are tennis courts, swimming pools, skating rink, theatre, bowling alley, curling rink, and a recently completed golf course. Boating, fishing, hunting, mountain climbing, etc. are readily at hand. There are numerous clubs and organizations involved in theatre, art, music and hobbies.

The disadvantages of the community are only those inherent in its size and the fact that it has been a one industry community. Even this is being overcome by the construction of Eurocan. As the community grows, more services will become feasible and the ratio of service employment to basic employment is expected to continue rising.

e. Utilities

i. Electricity

B. C. Hydro

Part of the integrated system serving Terrace and Prince Rupert from the Kemano powerhouse.

ii. Natural Gas

Pacific Northern Gas.

iii. Telephone

B. C. Telephone Co.

iv. Water and Sewage

Water -

Reservoir capacity - 2,000,000 gals.

Source - Infiltration gallery in the Kitimat River

Service - To all areas and a complete hydrant system of 283 hydrants

Sewage -

28 miles of sanitary sewer servicing all lots, with primary and secondary treatment, plus 18 miles of storm sewers

f. Transportation

- Highway - Highway 25 to Terrace (37 miles)
- Rail - CNR extension from Terrace
- Air - From the Terrace-Kitimat Airport 32 miles away
CPAir and Trans Provincial Airways
- Water - Deep Sea Docks for Eurocan and Alcan
Barge, freight and passenger service by
Northland Navigation
- Trucking - Canadian Freightways and Reitmier Truck
Lines through Terrace plus local firms

g. Schools and Hospitals

- Secondary School - 1
- Elementary Schools - 4
- Private School - 1
- Teachers - 144
- Enrollment - 3,464
- Hospital - 113 rated bed capacity with a
potential of 213 beds
- Doctors - 10

h. Recreational Facilities

- Large Parks - 6 (660 acres)
- Playgrounds - 11
- Other - Swimming pool, skating rink, curling rink,
tennis courts, golf course (recently completed)
bowling alley, theatre, plus hunting, fishing,
boating (marina) and skiing potential

i. Assessed Value of Land and Improvements 1969

	<u>Total</u>	<u>Taxable</u>
Land	8,481,000	7,413,000
Improvements	53,392,000	47,556,000
Landlord and Tenant Improvements	35,339,000	<u>35,189,000</u>
		90,158,000

j. Tax Rates 1969

School	26.69	75% of improvements taxable
General	24.04	for general and school
Hospital	3.17	purposes
Debt	<u>8.10</u>	
	62.00	

k. Radio, TV and Newspaper

Radio	CRTK 1240 KH, CBUK 740 KH
Television	CFTK - TV
Newspaper	The "Northern Sentinel" published every Wednesday plus the Kitimat Advertiser and the Ingot

December 1973.

THE HAZELTONS, BRITISH COLUMBIA

Hazelton was incorporated as a village on February 15, 1956. The other Hazeltons are unincorporated. Reference to Appendix "A" will provide basic profiles for Hazelton, New Hazelton, and South Hazelton.

According to CMHC there have been limited demands for new housing in these communities. The recent "installation of piped services" in New Hazelton created a demand for housing. New housing in South Hazelton has been for employees at the sawmill and has been developed privately due to the lack of 'piped' services. In Hazelton, NHA financed two houses in 1969, one in 1970 and two in 1973. Statistics for the other Hazeltons were not obtained although there were probably no NHA mortgages provided. (Hazelton does not issue building permits.)

The communities appear to be poorly planned. Houses have been built where there are no services and in locations where servicing will be difficult. As in other communities, the Regional District has the responsibility for community planning, however, parts of the Hazeltons are on Indian Reserves, and a significant portion of the population is Indian. The presence of the Reserves and the Indians may be responsible for the lack of apparent involvement by the Regional District in planning these communities.

The average income per tax payer is lower in the Hazeltons than in other communities in the northwest - \$6,483 per year. There is one bank in Hazelton but there was no information available for the Hazeltons as a whole.

There are four hotels, four motels, four restaurants, a good museum (Ksan, Indian Village), theatres and other forms of recreation activities available. An arena was recently built by the people of the community. Within easy travelling distance are Smithers and Terrace, both of which offer wide choices in entertainment. The atmosphere in the Hazeltons is not dynamic except where special programs such as ARDA, (Ksan) have had some input.

RECOMMENDATIONS

1. In 1969, there were an estimated 3,900 people living in the Hazelton complex, of which 1,946 were Reserve Indians and another large segment non-status Indians. It is recommended that social, manpower and physical infrastructure planning be done in conjunction with representatives of both these groups. A team of representatives from the Provincial Government, the Regional District and from both status and non-status Indian groups should be formed to investigate all planning issues and to provide a basis for communication between these groups.

2. As noted in the profile, there are relatively few young adults in the area. Programs such as ARDA could be used to give financial support to development schemes of this group.

3. The Ksan Indian Village is a very successful ARDA project. So successful that the artifacts produced by the Indians may have priced themselves beyond the pocketbook of many tourist moving through this area. Their products are sent to the larger centres. It is recommended that the local Indian community be encouraged to consider a broader market potential, particularly to consider the market possibilities aimed at tourists travelling through the region.

4. The Ksan project is an example of what native people can accomplish in terms of quality goods and marketability. Programs designed to educate and motivate these people should be further encouraged. Integrating the objectives and programs of Indian Affairs, Manpower and DREE seems particularly important in this area.

APPENDIX 'A' *
THE HAZELTONS

a. Communities of the Area

i. The Village of Hazelton

The Village of Hazelton is a 74.3 acre area on the point north-west of the junction of the Bulkley and Skeena Rivers and is completely surrounded by an Indian Reservation. A road runs from Hazelton across the suspension bridge over the Bulkley River to join Highway 16 which runs along the south side of the Bulkley and Skeena Rivers as does the railroad.

ii. New Hazelton

New Hazelton is an unorganized area at the junction of Highway 16 and the road to Hazelton.

iii. South Hazelton

South Hazelton is approximately four miles west of New Hazelton and is the location of the railroad station. South Hazelton was at one time linked by road to Hazelton over a bridge that was washed out and not replaced. This has caused New Hazelton to develop faster because it is at the road junction.

iv. Two Mile Hazelton

The road from New Hazelton to Hazelton passes through two Indian reserves. The first of these is the Hagwilget reserve which straddles the Bulkley River and the road and forms a western boundary to New Hazelton. The second is the Hazelton reserve which surrounds the Village of Hazelton. The area between these reserves is known as Two Mile Hazelton. The Wrinch Memorial Hospital operated by the United Church is located here as well as the B. C. Hydro, a bulk plant and other commercial enterprises.

Because Hazelton is limited in area and access it is not valid to talk of the population growth of the Village of Hazelton or any of the other Hazeltons. The area must be considered as a unit which of course includes the Indian population.

* Economic Development of the Regional District of Kitimat-Stikine, British Columbia - AVG Management Science Ltd., January 1971, pp 33-36

v. Indian Communities

There are other Indian communities in the area in addition to Hazelton and Hagwilget. Kispiox with 450 population is nine miles north of Hazelton on the Skeena. Glen Vowell with 140 population is five miles north. Kitsequecla with 330 population is 12 miles west on the Skeena River. The Hazelton reserve has a population of 490 and the Hagwilget reserve has a population of 125. The Indian population is greater than the white population in the total area.

b. Population

1966	-	3,500
1969 est.	-	3,900
1976 projection	-	4,100

c. Basic Economic Activities

The basic economic activity of the region has been logging and lumber. This is diminishing. Agriculture has been carried on in the Kispiox and Skeena valleys for some time. Tourism is on the increase with the development of Ksan Village.

d. Development of the Community

Hazelton is one of the most historic areas of the regional district. It was a center for pack trains going to the Germanson Landing area during the gold rush. Before that it was a center for many of the Indian tribes of the area. It had a tremendous land speculation during the early days of the railroad. It has also been a center for logging and prospecting activity.

In recent years the area has been depressed as a result of the diminishing logging activity. The Hazelton sawmill closed down in 1966. Sawmilling is being carried on on a smaller scale by Seeley Sawmills Ltd.

Agriculture has been carried on in the Kispiox valley and to the north of the Skeena River for many years. Unfortunately the economics of agriculture have been unfavourable in recent years as a result of costs rising faster than prices and the competition from large scale operations. Agriculture is not a historic activity for the predominantly Indian population.

The most significant new activity in the area has been the development of the Ksan Indian village. This is an authentic recreation of different stages in the Indian history and shows their buildings, arts and crafts. It is creating an interest in Indian culture and providing employment for the Indians in carving and other crafts. It will provide a great deal of tourist business.

The area has other tourist attractions. The Kispiox River is famous for steelhead fishing. The Kispiox and the Kitwancool reserves have famous collections of totem poles.

e. Utilities

i. Electricity

The B. C. Hydro and Power Authority provides service at the same rates as Terrace and Kitimat. See Appendix G. The power is diesel generated.

ii. Natural Gas

This area is not served by Pacific Northern Gas Ltd. since the line runs from Telkwa to Terrace via the Telkwa Pass and the Zymoetz River.

iii. Telephone

B. C. Telephone Co.

iv. Water and Sewage

There are separate water systems for each community. Only the Village of Hazelton has a sewage system with 1 mile of sanitary sewers and 1 mile of storm sewers. Secondary treatment is planned.

f. Transportation

- | | |
|----------|---|
| Highway | - on Highway 16, 85 miles to Terrace, 371 miles to Prince George |
| Rail | - on C.N.R. north line Prince George to Prince Rupert |
| Air | - from the Smithers Airport 42 miles away Pacific Western Airlines daily flight |
| Trucking | - Canadian Freightways |

g. Schools and Hospitals

Secondary School	-	1
Elementary Schools	-	5
Private School	-	1
Teachers	-	22
Enrollment	-	620
Hospital	-	56 rated bed capacity

h. Recreational Facilities

Drive-in theatre at South Hazelton, natural ice rink, ball field, fishing in Kispiox and Bulkley Rivers and Seeley Lake, skiing and golf at Smithers.

i. Assessed Value of Taxable Land and Improvements for the Village of Hazelton 1969

Land	41,315
Improvements	257,630
	<u>298,945</u>

j. Tax Rates

School	30.56	75% of improvements taxable
General	16.92	for general and school purposes
Hospital	3.17	
	<u>50.65</u>	

k. Radio, TV and Newspaper

Radio	CFPR from Prince Rupert
Television	CFTK - TV from Terrace
Newspaper	the Smithers paper (Interior News) has special sections covering the Hazelton and Kitwanga events

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FORT ST. JAMES, BRITISH COLUMBIA

"Since 1966, a number of significant events have occurred which have firmly established Fort St. James as a major industrial centre. Reopening of the Pinchi Lake mercury mine, construction of a large sawmill and veneer plant, and extension of the Pacific Great Eastern Railway, have all served to diversify and stabilize the local economy. The village is well suited to benefit from the further northward extension of the Pacific Great Eastern Railway (BCR) and can expect a continued healthy rate of growth in the next decade." ^{1/}

The above quote from the Economic Study prepared by the Department of Industrial Development, Trade and Commerce gives a great deal of insight into the 'boom' type conditions prevailing in Fort St. James. Although the village was not incorporated until December 19, 1952 it is one of the oldest communities in the Bulkley-Nechako Region.

In 1971 the population of the village was 1,485 of which 385 were Indian (not including non-status Indians). Approximately 51% of the population were less than 20 years of age and only 6% were older than 55 years of age. The average income per tax payer was \$3,556 in 1967. This figure jumped to \$6,872 in 1973, an amount above the provincial average. (No information was available on incomes of Indians by community.)

^{1/} "The Bulkley-Nechako Region" -- A British Columbia Regional Economic Study, April 1970, p. 26.

No NHA financed homes were built in Fort St. James until Cominco had developed 15 single family units in the late sixties. These homes were built under a guarantee by Cominco. Takla Forest Industries have also built homes for their employees under a company guarantee. This village, due to the arrival of the British Columbia Railway (BCR), is considered to be stable and CMHC expects to see normal housing development each year.

HOUSING STARTS IN FORT ST. JAMES

<u>Year</u>	<u>NHA Financed Starts</u> ^{1/}	<u>Total Building Permits Issued</u> *
1963-66	Nil	NA
1967	6	NA
1968	45	NA
1969	48	NA
1970	Nil	4
1971	2	12
1972	23	39
1973	25	NA
TOTAL	149	55

Total dwelling units in village - 360.

^{1/} Figures supplied by Mr. Hadden of CMHC.

* Census of Canada, Catalogue No. 64-203, Table 5 for 1963 to 1964; Table 6 for 1965 to 1971; and Table 9 for 1972.

OCCUPIED BUILDINGS BY TENURE^{1/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Total Number of Dwellings	249	263	360	44.6
Owned	189	168	216	14.3
Rented	60	95	144	140.0

FAMILIES BY SIZE^{2/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Number of Families	207	224	312	50.7
Persons in Family	989	1,081	1,330	34.5
Average Number of Persons per Family	4.8	4.8	4.3	

The above tables show a rapid increase in the number of rental units. Since the number of rental units increased considerably before 1967, the time at which NHA financing began here, the companies in the town had been obliged to provide accommodation of the rental type for their more mobile workers. As the total population of Fort St. James in 1971 was 1,485, and the number of persons living in families was 1,330, there were approximately 155 single person households.

^{1/} Census of Canada - Occupied Dwellings by Tenure Catalogue, No. 93-727; Vol. II, Part 3, June 1973, Table 3.

^{2/} Census of Canada - Families by Size Catalogue No. 93-714, Vol. II, part 2, June 1973, Table 1.

Since there are a total of 360 dwelling units and approximately 467 household units the demand for housing should be high. Further, there are at least 96 families living in rented accommodation. The housing needs for this area should be further investigated since a large segment of the population is of native origin which may have an affect on these calculations and the demand for housing.

There is one primary and one junior high school in Fort St. James (School District No. 56). Students are bussed to Vanderhoof to the High School.

The following services are not available in Fort St. James and residents must travel to Vanderhoof or Prince George as required. The list includes dental, financial and entertainment services. According to a Chamber of Commerce brochure, there is a 25 bed general hospital and three doctors, the RCMP provides police protection, and volunteer fire and ambulance services are available.

Planning is the responsibility of the Regional District. A zoning by-law is in effect for the village.

Water is supplied from artesian wells and delivered through 5.2 miles of water mains. The water is untreated. There are no storm sewers in the village, but 5.8 miles of sanitary sewers are in place. No information was readily available concerning the treatment of sewage.

The community is situated on the BCR line which connects with the BCR line north of Prince George, and on Highway 27, North of Vanderhoof. The village receives scheduled bus service

daily to Prince George and daily chartered air services to Prince George.

BC Telephone and BC Hydro service the community. The residents can listen to CBC radio and have CBC television, and a local (radio and TV) station (CKPG) out of Prince George. A weekly newspaper is published in Fort St. James in addition to the daily papers available from Prince George.

In 1961, there were ten retail establishments selling \$731 worth of merchandise per capita. In 1966, there were ten retail establishments selling \$891 worth of merchandise per capita. Retail outlets include a Government Liquor Vendor, confectionaries and grocery stores. To comparison shop it is necessary to travel to Vanderhoof or Prince George.

Fort St. James, although considered in the market area of Vanderhoof, has its own market area and seems to be more strongly linked with Prince George than with Vanderhoof. As noted in the section on Vanderhoof, commercial facilities have not expanded enough there to be more attractive than Prince George. Given the bus and air service to Prince George, Vanderhoof can readily be by-passed for most specialized services.

The BCR line through Fort St. James has had the effect of creating a marketing area for the community (as far as Germansen Landing). Had the BCR line come from Vanderhoof instead of from the main BCR line north of Prince George, Vanderhoof may have benefited. As it is, the local resources go directly to Prince George for processing or redirection to markets.

RECOMMENDATIONS

1. More extensive study is required vis-à-vis the relationship between Fort St. James, Prince George and Vanderhoof. Perhaps Fort St. James could become more important as a distribution centre especially if it were determined that Vanderhoof should remain agriculturally-oriented.

2. Community planning to a higher degree is needed in Fort St. James. The town has been developing in an unco-ordinated manner, and buildings have been constructed at random. A zoning by-law is in effect for the town which suggests that better enforcement of the existing by-laws is required. The presence of a large number of Indians in the community will no doubt have an effect on the degree and type of planning which will be most effective and beneficial.

3. More family accommodation is needed in Fort St. James. Further analysis of needs in the area should be made taking into account the Indian population and their needs, and the needs of single workers who may favour apartment rental accommodation. (BCANSI is preparing a housing study for each 'Local' of non-status Indians. The results of these studies should be available soon.) The needs of new arrivals in the community also require assessment. This analysis should also investigate different types of prefabricated housing and their potential in this area.

4. At the present time high school students are being bussed to Vanderhoof. The situation for students bussed from Fort St. James is similar to that of students from Fraser Lake who travel to Vanderhoof for high school. (See Recommendation 5 for Fraser Lake.)
5. Better medical, dental and other social welfare oriented facilities are needed in Fort St. James. The present arrangements have caused over-use of facilities in Vanderhoof. The Chamber of Commerce indicates the existence of a hospital in Fort St. James - this facility could be enlarged to form a community health services centre for the region which it serves.
6. Financial institutions offering wider services are needed - savings, loans, mortgages.
7. Recreation facilities of all types are needed. This again may be affected by the Indian population who may tend to use outdoor recreation facilities. For recreation facilities assistance is available through the Provincial Government Community Recreation Facilities Fund Act - however a considerable expense is left to the community. It seems an effort needs to be made to inform the municipal officials of funds that are available for these projects. /
8. Community infrastructure such as street lighting is needed in Fort St. James.
9. Playgrounds for children are needed.

10. Parts of the community have developed in a disorganized fashion which has made the piping of services difficult. Also the community has no sewage treatment facilities.
11. Although the community may not be able to support a library building, a mobile library facility operating in the region might be supportable.
12. The CBC serving this area could be used to advantage for educational programs. These programs could range from vocation-oriented to travel programs, aimed at women and men, white and native.
13. Highway No. 27 to Vanderhoof should be kept clear of snow through the winter and better bus service should be made available between these two centres.

December 1973.

D R A F T # 3

FRASER LAKE, BRITISH COLUMBIA

The development of the Endako Mine, in 1965, created an 'instant' town on the site of the old village of Fraser Lake, 15 miles east of the mine.

In 1966, when the village was incorporated, there was a population of 860 growing to 1,400 in 1971. This community, like other communities along Highway No. 16, has a quarter of its population under 10 years of age, and approximately half are less than 20 years of age. Less than 5% are older than 55 years of age. This profile is representative of a new community and its outlook: instant town, all new, energetic and aware of opportunities. The average income per tax payer is \$7,963. A very high proportion of the population (81%) are living in families having an average size of 4.1 persons.

"The original housing development by Endako in the mid-sixties was financed by the company. Since that time - particularly in the late sixties and early seventies - a modest number of housing units were built for employees of Endako and other service industries under NHA. As there was a slow but steady growth in the community, no company guarantee was required." In addition to this information quoted in a letter from Mr. Hadden of CMHC (Prince George), the following statistics were obtained:

<u>Year</u> <u>Year</u>	<u>No. of NHA</u> <u>Units Started</u>	<u>Total of Building</u> <u>Permits Issued</u>
1964	All housing starts were financed by Endako to prepare for the opening of the mine.	
1965	Nil	
1966	1	Information
1967	19	
1968	Nil	Not
1969	3	
1970	1	Available.
1971	Nil	
1972	Nil	
1973	Nil	
Total	<u>24</u>	

Total dwelling units in village, 1971 - 298.

At the present time, answers to questions concerning the adequacy of housing and the number of additional units required, are not available. However, the housing in the community appears to be of good quality with basic services provided. Before the mine workers or CMHC were willing to finance permanent homes the community had to have some guarantee of stability. By 1967 both groups felt assured concerning the future of the community. This explains the relatively large numbers of NHA units started in 1967.

The village is part of School District No. 56 and has one primary and one junior high school. High school students are bussed to Vanderhoof approximately 40 miles away.

There is no hospital in Fraser Lake. Patients are taken to hospitals in Burns Lake or Vanderhoof. Fraser Lake has a Medical Clinic (one resident doctor)*and a Dental Clinic (three dentists)*. For medical specialist facilities it is necessary to travel to Prince George or Vancouver.

The village of Fraser Lake has access to wilderness for all types of outdoor recreation activities. There is a golf course near the village. Very little is available in terms of indoor recreation facilities. For movies and restaurants, trips must be made to other centres such as Burns Lake, Vanderhoof and Prince George. There are two motels, one hotel and two restaurants.

Responsibility for local community planning rests with the Regional District. A Zoning By-Law is in effect in the village.

Water is supplied by artesian wells and delivered through 4.51 miles of water mains. The water is quite pure and is not treated. (Information on sewage treatment was not readily available.) There is one mile of storm sewer and 4.5 miles of sanitary sewers.. (Refuse disposal information was not available.)

The village has four miles of paved roads. All transportation appears to be by private car. (There may be a co-operative bus system to the mine.) The village receives scheduled service from Canadian Coachways, and Greyhound Bus Lines. There are several trucking firms that service Fraser Lake (All Trans Express Limited, Canadian Freightways, Hunt Transport, Reitmer Truck Lines),

* Note: These statistics require verification.

and the CN railroad supplies regular passenger and freight service. The airport at Vanderhoof is used for scheduled air service.

CBC television and radio is available but there are no local stations. BC Telephone and BC Hydro supply utility services to the area. One bank has a branch office in the village, and people are required to travel to other centres if they want specialized financial services.

No information was available concerning volume of retail trade. However, the village dies gave a new shopping plaza in which convenience goods may be purchased.

RECOMMENDATIONS

1. Fraser Lake was created to house the people working at the mine in Endako. The community is dependent on this industry and on some sawmilling activities. There is land available which is suitable for other industrial uses. It is recommended that new industry be attracted, an example is a possible modular or prefabricated homes industry.
2. Housing is needed for families as well as other forms of accommodation for single person households. A study of housing adequacy should be undertaken in the area, covering all residents including Indian (269 - Status and Non-Status) residents.
3. Although there is a medical clinic and a dental clinic more facilities may be required in a community of this size. A study is recommended to determine the extent of unfilled needs for health facilities in the community.

4. There is a small shopping plaza which offers basic necessities. This plaza could be enlarged to house a cinema and financial facilities.

5. At present, high school students are bussed to Vanderhoof. A small high school facility in Fraser Lake might help students to remain in school longer, achieving a higher education, and enriching their education program by permitting easier accessing of extra-curricular activities.

December 1973.

VANDERHOOF, BRITISH COLUMBIA

Vanderhoof was incorporated as a village January 22, 1926. Since that time it has maintained itself at a steady rate by servicing the surrounding agricultural area and the newer community of Fort St. James.

In 1971 the population of Vanderhoof was 1,650, an increase of less than 200 people since 1971. Also note-worthy is the higher percentage of persons over the age of 55 (11%) and a fairly even split between those under 19 years of age and those 20-54 years of age. The average income per capita is \$6,404 (1973), the lowest of any of the 12 communities studied in the BC NW urban corridor, and indicative of the agriculture based economy. The community is reported as a service centre for Fort St. James but its commercial area has not been the recipient of much development in the recent past.

The housing in Vanderhoof is older than was encountered in other communities, however, new houses are being built in the village especially on the north side of the village toward Fort St. James. According to Mr. Hadden of CMHC, there was an influx in population in 1973 due to a change in ownership of the sawmills.

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued</u>
1963	4	5
1964	4	6
1965	3	10
1966	4	8
1967	1	11
1968	-	7
1969	2	13
1970	1	19
1971	1	19
1972	23	54
1973	20	NA
TOTAL	63	152

Total dwelling units in village, 1971 - 454.

The above information on NHA units, supports the history of the town, steady but slow development except for the more rapid growth in 1972-73.

OCCUPIED DWELLINGS BY TENURE^{1/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Total	379	408	454	19.8
Owned	294	269	318	8.2
Rented	85	139	136	60.0 (1961-66 then dropping)

^{1/} Census of Canada - Occupied Dwellings by Tenure Catalogue No. 93-727, Vol. II - Part 3 - June 1973, Table 3.

FAMILIES BY SIZE^{1/}

	<u>1961</u>	<u>1966</u>	<u>1971</u>	<u>Percentage Change 1961-1971</u>
Number of families	326	334	386	18.4
Persons in families	1,284	1,330	1,478	15.1
Average Size of families	3.9	4.0	3.8	

^{1/} Census of Canada - Families by Size, Catalogue No. 93-714, Vol. II, Part 2 - June 1973, Table 1.

The overall rate of increase of (19.8%) in housing over the period 1961-1971 was very low. However, the much increased supply of rental units in the early 1960's could indicate that the population is more mobile than previously. As a percentage of housing available, rental units went from 22% in 1961, to 34% in 1966 and 29% in 1971. The period 1961-1966 experienced a decline in owner occupancy but began to increase again after 1966.

The second table shows that the number of persons in families in 1971 was 1,478. Since the total population was 1,650, there were 172 single people. Given this number of single persons and the difference between the number of owner occupied dwellings and the number of families, there should be a demand for more housing.

Vanderhoof is in School District No. 56 and has approximately eight primary schools and one high school. Students are bussed in from the surrounding areas for high school.

The Vanderhoof St. John Hospital has a bed capacity of 30. There is also a medical clinic, the Omineca Medical Clinic. The community's six physicians and two dentists serve a large area which includes Fort St. James.

Police protection is provided by a six-man contingent of RCMP. In 1961, there was a volunteer fire brigade of 28 men. Their fire fighting equipment included one Class A combination pumper with 500 gallon tank, one 550 gallon tank truck with auxiliary pump, one 450 gallon-per-minute hose and pumper truck, and an ambulance with resuscitator. Information from Regional Index of BC - 1966 - no information has been published recently.

The community has an ice rink and a curling rink, (both with artificial ice), bowling alley, and movie theatre. In addition there are two hotels, six motels, and three restaurants, a nine hole golf course and one library. In the realm of outdoor sports, hunting and fishing areas are abundant. Area tourist interests include the Kenny Dam and the Nechako River Bird Sanctuary. Service clubs, such as the Elks, Kinsmen and Masonic Order (seven service clubs) are active in the area.

Zoning-by-laws are in force in the village, setting aside 100 acres of serviced land adjacent to the railroad for industrial use. The community would like to diversify its economy and grow. Local planning is provided by the Regional Planner of the Regional District.

Water (untreated) is supplied by artesian wells and is distributed by a municipally owned distribution system (1971-7.3 miles of water mains). The reservoir has a capacity of 120,000 gallons, but there was no information concerning present rate of usage. In 1971, there were 4.5 miles of storm sewers and 7.0 miles of sanitary sewers. There was no information concerning treatment and disposal of sewage, however, a study has been proposed concerning water and sewage facilities in the area.

No internal public transit system operates in Vanderhoof. There are 11 miles of paved road and 3.5 miles of unpaved road (1971). Air service is supplied by Harrison Airways, private and charter. Highway No. 16, and the CNR are located on the south side of the town. Canadian Coachways provides scheduled service to all centres, and CNR provides scheduled passenger and freight service. Highway 27 connects Fort St. James to Highway 16 at Vanderhoof in one hour driving time. Major trucking firms service the area.

The "Nechako Chronicle" is published weekly and there is a local radio station which is supplemented by a CBC repeater station (radio and television). BC Telephone serves the area, and electricity is provided by the BC Hydro and Power Authority.

Two charter banks have branch offices in Vanderhoof and a credit union offers its services.

In 1961 there were 26 retail outlets. In 1966 there were 29. This was not a great jump, but sales per capita increased considerably. In 1961 per capita sales totaled \$1,697 and in 1966 this figure was \$3,511. (No figures were readily available for 1971.)

Vanderhoof is a secondary centre that provides basic services to a large agricultural community and to smaller centres such as Fort St. James. Local residents also appear to have been leaders in a co-operative effort between Burns Lake, Fraser Lake, Fort St. James and Vanderhoof to jointly purchase and share certain municipal road and maintenance equipment (for snow removal, road repairs, etc.).

Vanderhoof's commercial area has been directed towards supplying the needs of the agricultural community. Judging from the appearance of the commercial area, one could say that the merchants have not tried to attract people from Fraser Lake or Fort St. James. Having such an unattractive CBD may have caused Vanderhoof to be by-passed in favour of Prince George (60 miles away). A face lifting in the CBD and a diversification of goods and services might attract more people. There is no doubt, however, that the Prince George trading area stretches across Vanderhoof.

Highway 16 passes along the south side of town, through land set aside for industrial purposes. This routing allows travellers to go through the town before they realize they are through, and does not make the town appear to be very active.

RECOMMENDATIONS

1. A better understanding of the hopes of the Vanderhoof population is necessary before government funds should be invested in the community. Its function as a commercial

focal point appears at first glance to constitute a possibility for development. To realize this potential will require considerable capital outlay on the part of local merchants to capture some of the money which is now flowing directly into Prince George. A study would give the merchants a better understanding of the needs of people outside of their own agricultural community and of potential development opportunities. However, given the proximity of Vanderhoof to Prince George it may be its natural future to remain an agriculture-oriented community.

2. Library facilities are needed in the area and could readily be supplied from Vanderhoof.
3. Entertainment facilities such as a good cinema that could show good, recent movies could be profitable.
4. The area surrounding Vanderhoof needs a dentist and other professional expertise.

December 1973.

PRINCE GEORGE, BRITISH COLUMBIA

Prince George is the major regional centre of Northern British Columbia. Incorporation as a city took place in March of 1915 and since then the city has grown as an industrial, (three pulp mills and oil refining) and a distribution centre. The economy of the region is primarily forestry, mining and agriculture. Between 1961 and 1971 the population increased by 60% (1966-1971 the increase was 32%). In 1971 the city had a population of 33,101. The population is young, 45% are younger than 20 years of age and only 7% are older than 55. The average income per tax payer in BC is \$6,254, but in Prince George it is \$7,882, however, similar comparative figures for the cost of living are not available.

From Mr. Hadden's (CMHC, Prince George) letter of September 18, 1973, came the following information concerning housing in Prince George. "The greatest development took place in Prince George in the mid-sixties with the advent of three pulp mills located just outside the City. While there was then a period of no development, since 1968 there has been a steady increase in the housing needs for the City. Prices are still fairly reasonable due to the development of subdivisions by the City who have kept pace with demand. Good planning has been part of the satisfactory development over the years and it is evident in the variety and types of housing that have been built."

The following are figures obtained from CMHC on NHA financed housing starts in Prince George.

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued</u>
1963	189	431
1964	369	434
1965	733	1,248
1966	846	1,146
1967	363	392
1968	235	347
1969	178	291
1970	368	288
1971	581	636
1972	812	939
1973	<u>NA</u>	<u>NA</u>
Total	4,674	6,152

Total all dwelling units in city - 8,633^{1/}.

In general, housing in Prince George is of good quality and construction seems to be keeping pace with demand. (Permanent housing is being supplemented by mobile homes and one-third of the residents live in rented accommodation.)

School District No. 57 encompasses Prince George. There are 51 primary schools, one high school and one technical school. The College of New Caledonia offers the first two-years of an Arts and Science program. Students from surrounding rural areas are bussed in to high school, but for those who cannot take advantage of this service, correspondence courses are available. Extension courses are offered in the schools. /

^{1/} Census of Canada - Occupied Dwellings by Tenure, Catalogue No. 93-727, Vol. II; Part 3, June 1973, Table 3.

The Prince George Regional Hospital has a bed capacity of 244. This capacity is supplemented by the Simon Fraser Private Hospital. Doctors number approximately 52, including specialists. Dentists number about 24. They operate a dental emergency clinic. These medical services are used by people beyond the boundaries of Prince George as well and more doctors, dentists, and other medical personnel appear to be needed.

Information concerning police protection was not obtained for Prince George. The city had a brigade of 11 paid firemen in 1966 who operated one 500 and one 800 gallon pumper, one 85-foot ladder truck, and one utility truck.

Prince George provides tourism, recreation and amusement facilities for a large region. There are approximately 22 hotels, 30 motels, 67 restaurants, a museum, an art gallery, nine theatres, one library and indoor sport facilities. Prince George is the centre of a system of "ring" highways which offer recreational and travel potential to the people of Prince George, and tourism potential for Vancouver and Edmonton residents.

The Regional District of Fraser-Fort George has a planning department established in 1968, consisting of a planner, three assistants and three building inspectors. A development plan is in existence for part of the region, and a plan covering the entire area is being prepared. Zoning regulations are in force for part of the region only.*

There are 94.76 miles of water mains in Prince George. The water source is the Nechako River, requiring chlorination, fluoridation and filtering. The majority of the city have

* Planning Institute of British Columbia, Regional District Planning Survey, November 1972.

separate storm and sanitary sewer systems. There are 48.6 miles of storm sewers and 83.8 miles of sanitary sewers. Although no treatment of sewage is now taking place a primary treatment plant is under construction.

There is an internal bus system which operates on six routes. Greyhound and Canada Coachways Bus Lines offer scheduled services to Vancouver and other centres. The city has 94.1 miles of paved roads and 60.1 miles unpaved.

The airport provides scheduled service to major centres via CP, AC and PWA. Other airlines (approximately five) offer regional and charter services. Rail service is provided by the CNR (passenger and freight) and the BCR (freight only). Trucking facilities are readily available through a number of firms. General storage and warehousing facilities are at a premium given that this centre is a major distribution point.

BC Telephone and BC Hydro service the area. However, as noted in an interview with Mr. Suri (Planner for the Regional District), there is a power shortage which has deterred possible new industry. There are two TV stations; (local, CBC) and two radio stations (local and CBC). A daily newspaper is printed in Prince George.

Regional shopping facilities are provided by Prince George and construction is underway on an underground mall in downtown Prince George.

SUMMARY

Prince George has been the dominant centre in northern BC. for several decades and likely will continue to dominate located as it is at the major crossroads of highways and railroads. The city also has good air connections with Vancouver, and Edmonton. This transportation network has allowed Prince George to become the major distribution centre for the north. Services, for example, medical specialities, entertainment, shopping and government services were located there. Prince Rupert, the centre farthest away in the urban corridor under discussion is strongly tied to Prince George. Residents of Prince Rupert might fly to Vancouver to shop or receive specialized medical attention, but they also rely on Prince George for shopping and for government services. Apart from specific functions and activities which individual communities on Highway No. 16 are identified with (Prince Rupert-port, Kitimat-Alcan and Eurocan, Vanderhoof-agriculture) they have not been able to develop further due to the dominance of Prince George.

RECOMMENDATIONS

1. The College of New Caledonia should be enlarged so that complete university level courses can be offered in the region. At present only the first two years of an arts and science program are available. This is a source of discontent. The lack of such facilities makes it necessary for young people to go to Vancouver for higher education. Specialized Arts and Science courses should be offered and allowances made for M.A. programs to be developed.

2. The Northwest suffers from a lack of medical, dental and legal welfare facilities. The establishment of a community service centre in Prince George could attract these services to the one location so that visitors from outside the city could be helped at one place. This is not a new concept in BC and seems to be working well in other places.
3. Prince George has one library to serve the 33,101 people in the city and the area (60,000 people in the area). The library facilities should be improved not necessarily by building another library but through mobile lending libraries operating out of Prince George. This would be very helpful in decreasing isolation in smaller communities.
4. As a distribution centre, Prince George lacks sufficient warehouse capacity. Attention should be given to this deficiency.
5. At present regional planning is actively pursued in the regional district office. However, community planning, needs to be strengthened through increased commitment and staff resources.
(Are zoning by-laws enforced?)
6. A complaint encountered several times in interviews was that television viewing in the north emphasized southern, large-city life styles and goods, just what the people in the northwest were missing and which did not help them overcome

feelings of isolation prevalent in the region. Programming on the local station, and especially on the CBC, should be such that it serves to make people feel that they are not short-changed in their northern living environment.

Advertising of products not available in northern communities should be handled in ways that do not exaggerate the deficiencies of northern living.

7. If the community is hopeful that more tourist dollars will be captured in Prince George, it may be necessary to improve the facilities for tourists, i.e., hotels, restaurants, and boutiques. Further study of needs for tourist facilities is required.
8. At present Prince George has facilities for primary treatment of sewage. It is not known what the deficiencies of basic infrastructure facilities in the city are, and that further examination of this in light of the community's development objectives may be necessary at this time.

December 1973.

D R A F T #2

HOUSTON, BRITISH COLUMBIA

Houston has been a slow growth centre depending on agriculture for its existence. The decision by Bulkley Valley Forest Industries Limited to build a forestry complex in Houston totally changed the community. Unfortunately, this company ran into financial difficulties and was not able to continue. Other companies have tried to pick up the pieces, but they have not been too successful. The present renegotiation of forestry privileges in British Columbia hopefully will put Houston back on its feet. The Bradina Mine also closed late in August 1973, not helping to improve the situation. Houston's advantage is its location. It is on a network of roads that stretch from Babine Lake to the Nechako Reservoir. It also possesses level land that would be suitable for industrial development, if it can be released from the land freeze.

Houston was incorporated as a District on March 4, 1957. At that time it had a population of less than 500. By 1966 the population had reached 699 and in 1971 it was 2,232. (Projections had been made suggesting a population of 5,000-6,000 by 1975, but in light of the collapse of BVFI and the closing of the Bradina Mine the projection does not appear to be realistic.)

In 1971, approximately 45% of the population was less than 20 years of age. Six percent were over 55 years of age. This age composition is typical of the area, however, the average income per tax payer in 1973 was \$6,526 the second lowest of the communities studied. The agriculture component may be responsible for this difference.

Quoting from Mr. Hadden's letter of September 18, 1973:

"Only one or two housing loans were made in Houston prior to its development in 1970 by Bulkley Valley Forest Industries. The town had no services, had a flood problem, and there was little demand on NHA funds. All the development that took place both in rentals and in single family dwellings was for BVFI employees."

<u>Year</u>	<u>NHA Units</u>	<u>Total Building Permits Issued</u>
1963	Nil	NA
1964	Nil	NA
1965	Nil	NA
1966	Nil	NA
1967	Nil	NA
1968	Nil	NA
1969	184	NA
1970	123	154
1971	12	23
1972	Nil	9
1973	Nil	NA
Total	319	186

Total dwelling units in Houston, 1971 - 580.*

Due to the present industrial situation in Houston, there is a high vacancy rate in the NHA financed houses. All of these houses are of good quality and have more than adequate services -

* Census of Canada - 1971, Census Summary Tape; Housing Short Form File.

paved streets, lighting, sewers, water mains and underground hydro wires. There are also two large subdivisions of mobile homes in which the services are not up to standards.

Houston is part of School District No. 54. There are three primary schools and one high school. Although there is no hospital in Houston, they do have the Houston Diagnostic Treatment Center. There is also a medical clinic, three doctors but no dentists. No information was readily available concerning police protection or fire protection.

Recreation facilities are limited. Hotels (one), motels (two), restaurants(four) do not seem to be adequate for a community of this size, however, further study should be made concerning these areas for commercial potential.

Water is taken from the Bulkley River and delivered by 6.9 miles of water mains. Information on water treatment was not available. There are 1.2 miles of storm sewers and five miles of sanitary sewers. There was no information available concerning the methods of sewage treatment.

Planning has been done to a limited degree by the Regional District. A Zoning By-Law is in effect for the community.

There are 3.2 miles of paved roads in the District and 25.9 miles of unpaved roads. The community is located on Highway No. 16 and receives scheduled bus service from Canadian Coachways, twice daily to Prince George and Prince Rupert. Trucking companies service the District. Charter air service is available at the Houston airport but for scheduled service

it is necessary to travel to Prince George or Smithers. The CNR offers daily freight service. (Passenger service may be available but there was no indication of this.)

BC Hydro and BC Telephone offer their services in Houston. The CBC radio and television stations also cover the area. Houston should have reception for broadcasting from Terrace, however, this information was not obtained.

There is a new shopping plaza in Houston which supplies many basic needs of the community and surrounding area. For specialized goods, Smithers is close. If necessary, people travel further to Terrace, Prince George or Vancouver.

RECOMMENDATIONS

1. Houston is currently experiencing a difficult period. Due to its location (a good network of roads feed into Highway 16 in the Houston area), and a sizeable investment by CMHC in infrastructure for residential and commercial purposes, the community has a strong physical capacity to exist. However, decisions must be made concerning the role Houston will play in the future urban system of the Northwest. It is approximately equi-distant between Burns Lake and Smithers and if its commercial facilities were encouraged to increase it could have a detrimental effect on those communities or at least make it uneconomical for higher level goods to be sold there. It is highly recommended that Houston be assisted to attract industry so that the infrastructure

available in Houston is utilized. However, it is regarded as essential that a study be done to determine the best location for a distribution centre on Highway 16 and that Houston's development be monitored accordingly.

2. Development in Houston has been somewhat dispersed except for the new CMHC assisted residential area. Better planning is necessary to insure that recommendation (1) is attained and to make the best use of the land.
3. It is recommended that the more permanent mobile homes be better accommodated in mobile park facilities.
4. Professional people in various medical fields are in short supply. It is recommended that programs be devised to attract qualified personnel to the area.
5. Commercial facilities including retail establishments, entertainment and financial institutions seem inadequate to meet the needs of the residents. However, given recommendation (1), it is recommended that these facilities be considered for development based on a policy for development of the chain of communities along the Highway 16 corridor between Prince George and Prince Rupert.

III PRELIMINARY OVERVIEW - COMMUNITY DEVELOPMENT IN THE BC-NORTHWEST FROM PRINCE GEORGE TO PRINCE RUPERT

A. Urbanism in Canada

The MSUA is working towards a policy document which argues that the federal position should be one of overseeing the direction of future urban growth in Canada through a process called managing urban growth. They visualize joint federal-provincial agreements with each province, which identify what the urban future should be in each province, insofar as the growth of existing communities and the creation of new towns. This "managed" approach, proposed to be coordinated by MSUA, would allow new urban growth to be facilitated in in-town communities, in satellite communities, near large centres, and new communities completely independent of existing major centres. Various federal agencies (MOT, DOE, DPW, DND, DIAND, DREE, etc.) are very interested in the concept of managing urban growth because of its ramifications on the types and locations of the many federal investment activities each has jurisdiction over.

DREE is primarily concerned with encouraging new economic development of regional significance and the resolution of social and public infrastructure service shortages of many kinds to allow that development to happen more quickly to benefit the region. This implies a concerted effort to assist in generating viable community growth.

The 1969-72 initiatives focussed on disparate regions and their major urban centres; the 1973 initiatives focus on selected regions in every province and the variety of community settings found in these regions. So our emphasis now is quite different on the disparate question, but not so different on the growth pole question. There must still be an understanding about the urban hierarchy of a region and of the impetus that each centre

Dr. V.J. Wieler, BC Northwest - Regional Perspective on Community Development. DREE, August, 1973.

in this hierarchy requires from one or more levels of government. We must now argue that the managing of urban growth (a rationalization exercise) and the encouraging of urban growth (the outcome of encouraging regional economic and social development), must proceed hand in hand. The process, at the one end, begins with federal-provincial joint planning, and at the other end with municipal-regional-provincial joint planning, and a final blending of the two.

At the federal level, it is not the question of who is to coordinate the overall joint planning process, but rather an identification of the national goals and objectives visualized for regional development in Canada, and the demographic patterns and community settings that these suggest. Out of this emerges the roles for various federal agencies.

This approach allows us to be better equipped to consider the question of managing present and future communities while, at the same time, encouraging new economic growth.

B. The Federal Government Presence in Northwest B.C. and Its Community Development

British Columbia has identified four priorities in the Northwest region for discussions with DREE - timber resource processing; transportation; community development and infrastructure; and human resources. (Three new towns are also proposed for development at Ootsa Lake, Meziadin Lake and Dragon Lake.). The provinces' objective for this region may be interpreted as a concern to increase resource processing in the Province (to assist the provincial economy in general and in the process to create more employment and economic viability in this region) and to improve living conditions in the region, so that there is greater community stability there, as well as an attractive alternative location for settlement of labour now immigrating

into southern B.C., particularly the Lower Mainland.

DREE has accepted the provincial government's four priorities because it now functions from a multi-dimensional regional economic and social development opportunities position. That is, if the provincial priority permits regional economic growth to occur, then it is acceptable to DREE. The human resource, community development and public infrastructure ingredients are to be fitted to service the primary objective.

What then are DREE's objectives to be on community development in that region? What is the purpose of DREE's presence? The following objectives are suggested as the basis for consideration.

That any federal assistance -

1. fits into a provincial and sub-provincial strategy on urban growth and human settlement. (The management of the urban centres principle and introducing as much of a national strategy on urban growth as is possible at this time);
2. encourages community growth. (The effect of DREE regional development initiatives);
3. increases the capability of communities to be more acceptable for existing and new settlement (qualitatively and quantitatively);
4. has taken cognizance of the regional and community development plans prepared by the region's community development agencies;
5. adequately reflects the objectives, concerns and needs of the indigenous population.

We will attempt to fit these objectives with the influences perceived as affecting the existing community pattern in the region.

C. The Prince George - Prince Rupert Community Corridor

Influences on the Existing Community Pattern

There are at least seven influences that will significantly affect the existing communities in the corridor and give direction to an urban growth and investment strategy for the region. We need to sit down with the province and the sub-provincial agencies to obtain an accurate assessment of these influences. The following is only a cursory overview:

The Seven Influences:

1. Location of Major New Resource Activity in the Region

Major activity is presently underway or proposed primarily in the Babine Lake, Ootsa Lake and Nass Valley areas. The Babine Lake activity is likely to enhance Smithers as a service centre and to some lesser degree, Houston. The Ootsa Lake activity (where construction of a new town is being mooted), although closer to Burns Lake is also separated from it by a significant (20-30 minute) ferry crossing. It is likely that Houston may be a more important service centre for any Ootsa Lake industrial activity with highway improvement. The significant recreational potential along the Nadina and Morice Rivers, between Houston and Ootsa, could be instrumental in encouraging the link. Therefore, expansion of Houston, rather than a new community at Ootsa Lake, needs serious consideration. On the other hand, the native people in the Ootsa area may have a stronger tie to Burns Lake and this may be important to consider. The potential Nass Valley industrial activity requires a close look at the question of new town development at Dragon Lake and Meziadin Lake. There may be a stronger argument for some type of limited new community development there. In any case, both geographic points would have a strong relationship to Terrace.

2. Long-term Provincial Government Policies on Renewable and Non-Renewable Resources Extraction:

Information on B.C. policies will have to be provided. The result will indicate geographic location and labour requirements in relation to existing communities.

3. Long Range Regional Planning Goals and Objectives (Provincial and Sub-Provincial)

The five regional districts, forming the membership of the Northern Development Council, have been active individually in formulating regional plans, as well as providing certain common services on a demand basis. Collectively, they have been concerned about port development, rail facilities, pollution, waste disposal, a proposed agricultural survey, and the provision and management of recreation - tourism facilities. The F.L.C. Reed report, The Development of Northern British Columbia, (factors, concepts, issues, Sept, 1972), was prepared for the Council, and some excerpts from it are appropriate and perhaps best sum up the current state of regional planning -

"The task of planning in the north is a formidable one. Nowhere else on this continent is there such a sizeable, resource-rich area which is largely unoccupied. It is on the threshold of development, but as yet no planning concept and no mechanism for implementation has been worked out...

Will the northern population participate in the planning process? What priority will be assigned to recreation as compared to extractive industry? How will social goals be related to resource inventory data in an integrated planning concept?"

(p. 18)

The report goes on to state certain firm conclusions, (p.19-20)

1. "Northern timber, mineral, water and recreation resources represent great opportunity for industrial development, but also for social conflict. In the present atmosphere of public concern for ecological balance, this mix of resources is potentially explosive.

2. The key transportation elements in northern development have been identified, but they have not yet been incorporated into an agreed on system for the entire region.
3. Sector studies are needed to gather resource inventory data and to project market demand. This is especially true of recreation and tourism.
4. An integration concept is also needed in order that economic data from the sector studies can be related to social goals and priorities. This must be followed by the plan itself and a mechanism for its implementation.
5. The expected impact of economic development on the northern urban base has not been examined by senior governments. Local and regional governments in the north are not equipped at the present time to absorb the social development costs which will result from development anticipated in the present decade.

...The shape of the future depends on how quickly and effectively a response is made to these issues and opportunities."

In current discussions between the province and DREE, the province has identified, as already noted, their major concerns and emphasis for the Northwest as - timber resource processing, transportation, community development and infrastructure, and human resources - with a possible interest in establishing three new resource-based towns.

If DREE is to do any serious planning with the province in the Northwest on the question of community development, then Item (5) above should be the subject of considerable effort.

4. Geographic Location of Major New Industrial Investment

(See Regional Perspective - Economic.)

Briefly discussed under Item (1.2, p.5) (G. Roble)

5. Major New Transportation Investments

(See separate report on details of federal rail and road transportation initiatives during 1972-73).

Of immediate concern is the proposed rail extension from Terrace to Dease Lake. This facility, with connection to Kitimat, enhances Terrace as a key regional service centre and promises Kitimat a major new pulp mill industry. The proposed Ootsa Lake and Babine Lake new railway branch lines also focus on the Terrace centre and on Kitimat. Smithers may also benefit from these lines.

6. Major Industrial Closures (Recent Closures and Questionable Re-Openings)

(See Regional Perspective - Economic)

One example can be cited.

The Bradina mine (copper, lead, zinc, silver) 28 miles south of Houston closed for an indefinite period on August 31, 1973. One hundred twenty-five to one hundred fifty employees, half of whom lived in Houston, were out of work. The mine complex was predicted to generate a 6,000 person population in Houston. Instead, the community grew from some 600 in the 1960's to 2,235 in 1971 (about 2,600 in 1973). About 75 to 100 new or fairly new homes were already vacant and for sale prior to the August closure. The hardship on the individual household is double, not only in loss of job, but a complete collapse of the housing market to be able to sell out and leave. Among the problems cited by Bradina's management were - "the problem of attracting and keeping miners at the property." The mine needs at least 100 underground workers, but has been able only to count on a work force of around 75 men. Employee turnover at the mine has exceeded 300%.

...One source said the problem would get worse in the next three or four months when work starts on excavation for the

underground powerhouse at the Mica Creek dam. It is expected this job will require several hundred miners, and could last two or three years." (The Province, Vancouver, August 30, 1973, p.29).

7. The "Natural" Community Growth Poles and the Hierarchy Which Now Exists

The community corridor in this region is a geographic band of some 70 to 100 miles wide, stretching from Prince George to Prince Rupert. The community corridor was created and is sustained by Highway 16 (Yellowhead Route) and the CNR railway. A total regional population of just over 142,000 persons relate or are within these communities. Some 57% of the regional population live in the incorporated municipalities, 37% in unincorporated settlements or scattered in the resource and agricultural hinterlands, and 6% live on Indian Reserves. There are 14 main communities:

	<u>1971 population</u>
Prince Rupert	15,745 (Port Edward 1020)
Kitimat	11,810 (1976 proj. 15,000)
Stewart	1,355
Terrace	9,990 (1976 proj. 14,500)
Hazelton (Village) (plus associate centres)	355 plus (majority are native population)
Houston	2,232
Smithers	3,890
Granisle	450 (1973 - 1,500 approx. 1980 proj. 2,000)
Burns Lake	1,265
Fort St. James	1,485
Fraser Lake	1,400 (1970)
Telkwa	712
Vanderhoof	1,650
Prince George	33,100 (1972 - 35,000)

By far, the major centre is Prince George which is the important northern regional centre for the province, and also an important financial and service centre for Edmonton-Vancouver linked business. It contains important private, provincial and federal agency offices:

Community Hierarchy

The community hierarchy noted in importance as seen by the indigenous population, appears to be as follows -

- First Order - Prince George (and on to Edmonton or Vancouver
(33,100) Contains CMHC, CMC)
(RD office) Provincial Regional
Office)
- Second Order* - Terrace (9,990) (Contains CMC, RD office)
Smithers (3,865) (Contains Provincial Regional
Offices)
(Seen as local-region service centres,
serving an important hinterland and acting
as an urban focus for the regional
population).
- Third Order* - Prince Rupert (15,745) (Contains CMC, RD office)
Kitimat (11,805) (The end of the line port-
oriented towns)
(Seen as significant centres from a population
size standpoint, but not as significant
regional service centres within the Prince
George-Prince Rupert corridor).
- Fourth Order - Houston (2,235)
- Burns Lake (1,260) (RD office)
- Vanderhoof (1,650)
- (Possibly Hazelton's 3 communities) (350 plus)
- Fifth Order - Fraser Lake (1,295)
- Granisle (450)
- Fort St. James (1,485)
- Stewart (1,355)
- Telkwa. (712)
- Lowest Order - Remaining small communities and nucleation
of households including lumber and mine camps.

*Requires validating through a service centre study.

Community Affinities

In addition, there appears to be considerable affinity between certain communities, which is important to take note of -

- *A Terrace-Kitimat-Prince Rupert affinity centered on Terrace.
- *A three-community Hazelton affinity containing a majority of native people. An important native centre.
- *A Smithers-Houston-Granisle affinity centered on Smithers.
- *A Vanderhoof-Fraser Lake-Burns Lake-Fort St. James affinity centered on Vanderhoof and secondarily on Burns Lake.

(This affinity has been enhanced by a common services agreement between the four communities in which they jointly share public equipment for road construction, snow removal and other municipal services. They now find it easier to finance the equipment and to utilize it more effectively.)

- *A Prince George-Vanderhoof affinity centered on Prince George. In one sense, it is the affect of a growing Prince George spreading toward Vanderhoof and tapping some of its former independence as a service centre. That is, Vanderhoof as a future satellite of Prince George.

The apparent community affinity relationship suggests the importance to the region of -

- *Terrace
 - *Hazelton
 - *Smithers
 - *Vanderhoof (and possibly Burns Lake)
 - *Prince George,
- as well as the special potential of Prince Rupert and Kitimat.

D. Community Facilities and Infrastructure
(Isolation-Quality of Life-Stability)

There is a common theme heard across the Prince George-Prince Rupert corridor. It is along these lines - the region is a wonderful place to live. The air is clean. The mountains, lakes and forests are a wilderness fantasyland. Here is the place for people who love the outdoors, to be away from the undesirable big cities. Opportunities are limitless for the entrepreneurs and the future is bright. It is also the place where skilled and semi-skilled jobs are plentiful, but very few people from southern British Columbia are interested in them. The bulk of the new labour immigrates from the Prairie provinces. Some come just for the winter, others stay on. It isn't an advantage anymore for labour to come north and make a bundle in a hurry, because of Union agreements and equalized pay rates across the province. The towns are often too small and wives complain of loneliness. There is an increase in mental health problems, particularly among women. Although a little more stability in the labour force exists because of the rationalization process underway in the resource extraction industries, still it is difficult to keep labour on one job, especially if they have families. The local industries look at existing communities as a way of encouraging stability and they devise various bonus schemes to reduce the effect of loneliness and isolation. There is a large potential native work force in the area, but it is difficult to bring them into the work system. The work ethic is different. It is a region with different life styles, but very much a pioneering way of life, and optimism runs high.

The theme begs the questions - what does community mean in this region? What elements of community are most important to the indigenous population? What should the future community content and pattern be? How could this relate to a broad

provincial urban strategy? What is the significance of these communities (do the communities of the region mean) within a potential national urban policy?

The provincial government Human Resources Agency, together with ALCAN, and other concerned agencies, are presently studying the question of northern isolation and community settlement. It is important for DREE to encourage this undertaking, because it is one part of the national concerns for development of Canada's Northland. This work should identify a number of the qualitative elements of community which are the vital "soft" inputs into the planning exercise in the northwest.

In the area of public infrastructure, which has a physical connotation, certain areas can be identified. First, we need to gain a deeper appreciation of the seven influences on the existing community pattern as have been set out under C.(1). Work is or should be undertaken soon on a joint basis with the provinces.

Community Development and Infrastructure Requirements

At this point in the investigation certain community development and infrastructure related matters can be identified -

- a) We need much better information on minimum population sizes for acceptable communities under the conditions that present themselves in this region. That is, some better understanding of small-community plateaus, the community facilities and services they require, and the implications of these on isolation, quality of life, and household (or labour) stability.
- b) There is the question of who should pay for new community facilities and services when the federal and provincial governments initiate a major effort to generate broad regional economic and social development activity in the region.

- c) Community recreation facilities and services are minimal in the region and appear to play an important role in the acceptability of communities. (A community stability/qualitative matter).
- d) The type of housing that families want in the community is often difficult to obtain. CMHC policies on septic tank versus sewage hook-ups for single family housing loans is quoted as a serious bottleneck.
- e) Access between communities over the long winter months (with huge snowfalls) is difficult.
- f) Television and radio communication, although improving dramatically, is still not acceptable. Canned TV programs a week old, are common. Programming specially designed for northern communities is an important consideration.
- g) Water supply is poor to many communities.
- h) Postal service is poor.

(Section on matching of proposed DREE community-development objectives with the seven influences to be added to this report, as a first overview document).

V.J. Wieler and M. Fair