



YELLOWKNIFE RACQUET CLUB

Planning Justification Report

Zoning By-law Amendment

Table of Contents

1.0	Introduction	1
2.0	Subject Lands	2
2.1	Lot 1, 2U, 3, and 4, Block 157, Plan 1385.....	2
3.0	Proposed Development	4
3.1	Required Applications.....	4
4.0	Policy Analysis	5
4.1	Community Planning and Development Act.....	5
4.2	City of Yellowknife Community Plan.....	5
4.2.1	Old Town.....	5
4.3	City of Yellowknife Zoning By-law.....	6
5.0	Other Policy Considerations	7
6.0	Conclusion	8
	Tables	
	Table 1-1: Existing and Proposed Designations and Zones	1
	Table 2-1: Area of the Subject Lots	2
	Appendices	
A	Figures	

1.0

Introduction

Dillon Consulting Limited (Dillon) has been retained by the Yellowknife Racquet Club (the Applicant) to act as Professional Planners for the proposed rezoning of Lots 1, 2U, 3, and 4, Block 157, Plan 1385 at 4002 49 Ave in the City of Yellowknife (City). The Applicant proposes to amend the zoning of the noted Lots from PR - Parks and Recreation to OT - Old Town Mixed-Use. Rezoning would create more flexibility and opportunities for potential future development on the identified sites.

The Applicant owns all four Lots and operates an existing business, the Yellowknife Racquet Club (YRC), that is primarily located on Lot 1 Block 157, Plan 1385. **Table 1-1** details the proposed rezoning.

Table 1-1: Existing and Proposed Designations and Zones

Property	Existing Designation and Zone	Proposed Designation and Zone
Legal Description: Lot 1, Block 157, Plan 1385 Civic Address: 4302 49 Ave	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: PR - Parks and Recreation	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: OT - Old Town Mixed Use
Legal Description: Lot 2U, Block 157, Plan 1385 Civic Address: 4302 49 Ave	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: PR - Parks and Recreation	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: OT - Old Town Mixed Use
Legal Description: Lot 3, Block 157, Plan 1385 Civic Address: 4302 49 Ave	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: PR - Parks and Recreation	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: OT - Old Town Mixed Use
Legal Description: Lot 4, Block 157, Plan 1385 Civic Address: 4302 49 Ave	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: PR - Parks and Recreation	Community Plan By-Law 5007 Designation: Old Town Zoning By-Law 5045 Zone: OT - Old Town Mixed Use

*A detailed map of the subject lots is appended to this report in **Appendix A**.

This Planning Justification Report has been prepared to support the submission of the Zoning By-Law Amendment Application (Form P2).

2.0 Subject Lands

This section of the report describes the subject lands owned by the Applicant (Lots 1, 2U, 3, and 4, Block 157, Plan 1385) proposed for the Zoning By-law amendment application.

2.1 Lot 1, 2U, 3, and 4, Block 157, Plan 1385

The municipal address of the subject Lots is 4002 49 Avenue. As shown in Error! Reference source not found. A, the Lots are rectangular, in various sizes, except Lot 4, which is L-shaped, bounding the southwest and northwest sides of Lot 1. The Lots front 49 Avenue adjacent to the Fritz Theil Memorial Park Parking Lot. The Lots are situated in a northwest (rear) to southeast (front) orientation, with **Table 2-1** showing the measured land area of each Lot.

Table 2-1: Area of the Subject Lots

Lot number	Area (m ²)	Area (ha)
Lot 1, Block 157, Plan 1385	1463	0.1463
Lot 2U, Block 157, Plan 1385	999	0.0999
Lot 3, Block 157, Plan 1385	665	0.0665
Lot 4, Block 157, Plan 1385	1768	0.1768
Total	4895	0.4895

There is a single building on Lot 1, and the current use is commercial recreation. Part of the building extends onto Lot 4. Lots 2U and 3 are currently undeveloped. There is an existing subdivision application #105-085J08-SD-01250 for Lot 2U and 3 that is waiting for final approval and registration with the Lands Titles Office.

Adjacent Land Uses are described below:

Northeast: The subject Lots are bounded on the northeast by Lot 1001, Block Q85J/8. Lot 1001, Block Q85J/8 forms an irregular shape and surrounds the Lots, with 49 Ave separating it on the southeast side. Lot 1001, Block Q85J/8 is zoned PR - Parks and Recreation, and the current use is recreation space, the Fritz Theil Park, which hosts two municipally owned ball diamonds and additional park space.¹ Stout Road borders the northeast edge of Lot 1001, Block Q85J/8. Lots along Stout Road are zoned R1- Low-Density Residential.

Southeast: The subject Lots are bounded on the southeast by Lot 1001, Block Q85J/8, which forms an irregular shape surrounding the Lots, with 49 Ave. separating it on the southeast side. Lot 1001, Block

¹ City of Yellowknife. (2023, March 31). *Sports Fields and Courts*. <https://www.yellowknife.ca/en/getting-active/sports-fields-and-courts.aspx>

Q85J/8 is zoned PR – Parks and Recreation, and the current use is a Recreation Space, the Fritz Theil Park, which hosts two municipal-owned ball diamonds and additional park space. Lot 1011, Block Q85J/8 is bounded by Franklin Ave to the east and 41 St. to the south. Lots along Franklin Ave. are zoned RC – Residential Centre with current uses including Hotel (Keskorie Boarding House) and Automobile Service Station (Haks Auto Body). Lots along 41 St. are zoned R1 – Low Density Residential, and the current land uses include Dwellings – Factory-Built and Institutional – Religious and Education Institutions (Islamic Centre of Yellowknife).

Southwest: The subject Lots are bounded to the southwest by Lot 1001, Block Q85J/8, which is irregular in shape and surrounds the Lots. It is zoned PR - Parks and Recreation and is currently undeveloped. Directly southwest of Lot 1001, Block Q85J/8 is Lot 1, Block 303. Lot 1, Block 303 is zoned PR – Parks and Recreation in the southeast corner, and NA – Natural Area in the rest of the Lot. The Lot is currently undeveloped.

Northwest: The subject Lots are bounded to the southwest by Lot 1001, Block Q85J/8, which is irregular in shape and surrounds the Lots. It is zoned PR - Parks and Recreation and is currently undeveloped. Northwest of Lot 1001, Block Q85J/8 is the northeast corner of Lot 1, Block 303, which is zoned NA – Natural Area and is currently undeveloped. Lot 1, Block 303 is bounded by Lots zoned R1 – Low Density Residential with the land use of Dwelling – Single Detached. These Lots form part of the Niven Residential area along Niven Drive and are connected to the subject Lots via Don Jossa Way.

3.0

Proposed Development

As illustrated in **Appendix A**, the Applicant seeks to rezone Lots 1, 2U, 3, and 4, Block 157, Plan 1385 from PR - Parks and Recreation to OT - Old Town Mixed Use.

The proposed rezoning will support potential future Development on the identified Lots. **Appendix A** shows the location of the existing structure. The current land use is commercial recreation, hosting a multifunctional commercial recreational facility. The proposed rezoning to OT - Old Town Mixed Use increases potential land use opportunities and supports potential future development.

3.1

Required Applications

To support the proposed rezoning, a Zoning By-law Amendment is required to change the zoning of the subject lands from PR – Parks and Recreation to OT – Old Town Mixed Use.

At this time, no specific development is proposed for the subject Lots. The Applicant is applying for this rezoning in anticipation of future land use. Furthermore, the existing land use on Lot 1, which is commercial recreation, is an existing Permitted Use under the OT – Old Town Mixed Use zone.

4.0

Policy Analysis

4.1

Community Planning and Development Act

The *Community Planning and Development Act* (Act) provides guidance on land use processes within the Northwest Territories and must be considered when reviewing proposed Zoning By-law amendments. The amendment of a Zoning By-law falls under Part 2 of the Act. Part 2 of the Act provides guidance on the purpose, content, and required provisions for a Zoning By-law. Under Section 52, City Council has the authority to appoint either itself, a Development Officer, or both as the Development Authority to make decisions on Zoning By-law amendments. The Yellowknife City Council is the Development Authority responsible for considering and making a determination on all applications for Zoning By-law amendments. The Development Authority must also hold a public meeting before amending the Zoning By-law if the change involves a significant alteration.

Applications for amendments to the Zoning By-law must conform with the Act, Community Plan, and the regulations of any applicable By-laws.

4.2

City of Yellowknife Community Plan

The subject sites are located within the Old Town land use designation in the *City of Yellowknife's Community Plan By-law No. 5007 (Community Plan)*. The proposed Zoning By-law amendment was reviewed based on the *Community Plan*, with the relevant policies identified in Section 4.2. – Old Town.

As the Lots in question are already in the Old Town land use designation under the *Community Plan*, the proposed Zoning By-law amendment is in alignment with the *Community Plan* and meets the intent of the Old Town land use designation. Based on our review the proposed rezoning, and the permitted uses would still meet the intent of the Old Town land use designation.

4.2.1

Old Town

The *Community Plan* identifies Old Town as having a unique character, with eclectic Building forms and serving as a major tourist destination. This designation allows for a balanced variety of residential and commercial uses with a mix and natural and cultural features. The following objectives and policies for the Old Town designation from the *Community Plan* support this proposed Zoning By-law Amendment:

Planning and Development Objective 2 - To maintain existing retail and commercial services that respond to both the local residents and tourism industry.

Planning and Development Objective 5 - To encourage new retail and commercial operations that service the needs of visitors and local residents but do not exceed capacity of city's existing water, sewer and services.

Planning and Development Objective 13 - To maintain the existing character of the built form.

Planning and Development Objective 15 - To encourage a mix of uses that enhance
The organic nature and built form of the development of Old Town.

The proposed rezoning would permit development opportunities that would meet the intent of Old Town, and it does not conflict with the planning objectives in this designation.

4.3 City of Yellowknife Zoning By-law

The subject Lots are currently zoned as PR - Parks and Recreation under the *City of Yellowknife Zoning By-law No. 5045 (Zoning By-law)*. The Applicant would like to rezone to OT - Old Town Mixed Use, this would increase the potential for future development. Under the existing zoning of PR- Parks and Recreation, the permitted and discretionary uses, as per Table 13-3 of the *Zoning Bylaw*, include:

Permitted	Discretionary
Accessory Building	Campground
Accessory Use	Cemetery
Public Parks	Commercial Entertainment
Public Utility Uses and Structures	Commercial Recreation
Recreation Facility	Commercial Retail Sales and Service
Temporary Use	Marina
Urban Agriculture, Commercial	Similar Use
Urban Agriculture, Community	

The existing primary use of Lots 1 and 4, Block 157, Plan 1385 is commercial recreation, while Lots 2U and 3 remain undeveloped. The existing permitted uses are limited to support for public infrastructure or recreation. The Applicant, and owner of the four subject lots, is a private business operating a commercial recreation business. Although the discretionary uses include commercial uses, the classification of a discretionary use, adds extra approvals for future development permit process and reduces certainty for future development. Rezoning to OT- Old Town Mixed increase the flexibility for development, as there are more permitted uses. It also increases the Applicants certainty for future development on their privately owned property. The list of permitted land uses for OT- Mixed use is in Table 11-6, on 139 of the *Zoning Bylaw*.

Rezoning to OT – Old Town Mixed Use Zone would allow the Applicant greater flexibility for future use and development, while still complementing the existing uses surrounding the site as described in section 2.1 of this report, which includes a mix of residential, commercial and recreational use.

5.0

Other Policy Considerations

It is understood that the City of Yellowknife is actively exploring options to support infill and encourage a mix of commercial and other uses in existing built areas. In April 2025, the City published the "Intensification First" strategy, which outlines an approach to urban development, focused on building better neighborhoods. This includes creating more housing opportunities, increasing commercial space and fostering vibrant, active neighbourhoods. Although the strategy doesn't identify specific areas for intensification, given the location of the subject Lots, the rezoning of these four lots would support the City's focus for infill.

To support the focus for infill, Lots 1, 2U, 3, and 4, Block 157, Plan 1385, are advantageous because the current structure on these lots is connected to the City of Yellowknife's piped water and sewer system. In the spring of 2025, the City Council reviewed a report by InterGroup Consultants that reviewed the costs associated with trucked versus piped water and sewer. The cost of trucked water and sewer is disproportionately higher than piped services. This review indicates a strategic awareness and likely preference for development that can utilize existing piped infrastructure. Proximity to the existing piped water and sewer system means the subject Lots would be able to connect to the existing piped water and sewer network, unlike many other properties in the Old Town Mixed-Use zone that are on trucked services.

6.0

Conclusion

The proposed rezoning of Lots 1, 2U, 3, and 4, Block 157, Plan 1385 is intended to facilitate potential future development that contributes to the eclectic nature of the Old Town neighbourhood.

The proposal aligns with the City of Yellowknife's *Community Plan* and *Zoning By-law*, specifically the OT - Old Town Mixed Use zone, which supports a balanced and diverse development of residential and commercial uses. The proposed *Zoning By-law* amendment is not expected to alter the natural or cultural landscape of the Old Town neighbourhood and will provide opportunities for potential future Development that will complement and enhance the existing character of the area.

DILLON CONSULTING LIMITED

Margaret Kralt
RPP, MCIP

Appendix A

Figures



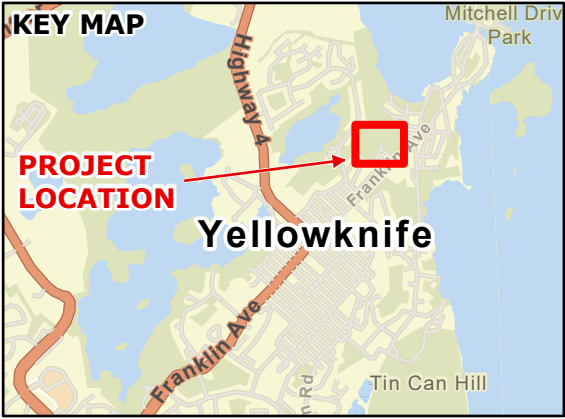
YELLOWKNIFE RACQUET CLUB

PLANNING JUSTIFICATION REPORT

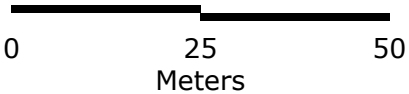
RE-ZONING APPLICATION

FIGURE 1

-  Lots Proposed for Re-Zoning
-  Lots included in Subdivision Application #105-085J08-SD-01250
-  Parcel Fabric



SCALE 1:1,000



MAP DRAWING INFORMATION:
DATA PROVIDED BY CITY OF YELLOWKNIFE, GNWT

MAP CREATED BY: LK
MAP CHECKED BY: MK
MAP PROJECTION: NAD 1983 UTM Zone 11N



PROJECT: 25-1895
STATUS: FINAL
DATE: 2025-09-18