

CITY OF YELLOWKNIFE GENERAL PLAN BACKGROUND REPORT

2011



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2011

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1 Introduction

1.1 Purpose of the General Plan Background Report

The purpose of the General Plan Background Report (Report) is to provide a comprehensive resource to the City of Yellowknife (City) to inform the statutory 5-year review of the General Plan. The current General Plan dates from 2004 and the City is initiating a process to update the General Plan with the objective of adopting a new Plan in 2011.

The General Plan is a key document that sets out the municipality’s vision for the future growth and development of the City over an established timeframe. Pursuant to the *NWT Planning Act*, the General Plan must be prepared on the basis of studies of land use, population growth, community economic conditions, and the needs of the municipality relative to transportation, communication, public services and social services. Since many municipal by-laws, as well as municipal and NWT studies, plans and data, have an impact on these spheres of knowledge, a comprehensive review of documents and data is essential for creating a solid and common foundation to work from.

This Report provides this foundation of information. The Report also summarizes and highlights emerging planning issues that were extracted from the base of information and in consultation with City Departmental staff. This issue discussion will help the General Plan Project Team form strategies to effectively address these issues through the General Plan review process.

1.2 Structure of the General Plan Background Report

The Report is structured as follows:

Section 1	An introduction to the purpose and structure of the report.
Section 2	A review of the approach and methodology for the report.
Section 3	A background description of key population, economic, housing, cultural and social trends.
Section 4	A physical profile of Yellowknife, which includes a review of major land uses, transportation, and infrastructure.
Section 5	A review of the major policy context for planning in Yellowknife and the NWT in general.
Section 6	Presentation of current population and housing projections which establishes a baseline for an analysis of potential future land demand.
Section 7	A land demand and supply analysis for residential, commercial and industrial land uses.
Section 8	An outline of planning issues and considerations for General Plan Review is

	provided. For each issue identified, issue statements are provided, a summary of how the issue is or is not currently addressed in the existing General Plan (2004), and considerations for different approaches, and new policies and proposals to be implemented in new General Plan.
Section 9	The recommended public consultation process for General Plan Review .
Appendix	The technical annex includes tables referenced in the document.

2 Approach and Methodology

FoTenn Consultants Inc. and McSweeney & Associates were engaged by the City to research and write the Report. The process of researching and writing the report began in March 2010 and was finalized in October 2010. The research approach and methodology are briefly explained in this section of the Report.

The project began by identifying the range of data and reports that would be required to give an accurate picture of growth and development in the community. The City provided the consulting team with a list of documents, studies and reports that would be used to inform the General Plan review. The consulting team has reviewed and summarized the findings of these studies in the report. Census and other data were obtained by McSweeney & Associates through an agreement with Manifold Data Mining Inc. and provided to the City through a licensing agreement. The major categories covered in the Manifold data include population, dwellings, employment, ethnicity, household composition, languages, plus a number of additional variables. The Manifold data was used to create the community profile and trends analysis in Section 3 of the Report.

2.1 Document Review and Synopsis

A comprehensive review of existing plans, studies and other documents was undertaken to gain a broad understanding of the key issues facing the City, as well as to understand previous planning decisions. The document review has provided an important reference base and context for the General Plan review. The key City plans, reports and documents that informed this review include:

Land Use Planning Documents

- Background Report and General Plan (2004)
- Zoning By-law No. 4404, as amended
- Industrial Land Use and Demand Analysis (2010)
- Residential Growth Study (2005, with 2007 update) *(NB. not adopted by Council)*
- Development Incentive Program By-law No. 4534
- Heritage By-law No. 4540
- Niven Lake Development Scheme By-law No. 4339, as amended
- Airport West Industrial Development Scheme By-law No. 4443
- Capital Area Development Scheme By-law No. 3934
- Old Town Development Scheme By-law No. 3651
- Twin Pine Hill Development Scheme By-law No. 4216
- Downtown Development Plan (2002)
- Waterfront Management Plan (2000)

Smart Growth Documents

- Smart Growth Development Plan Terms of Reference (2007)
- Smart Growth Focus Groups Facilitation Final Report (2008)
- Smart Growth Development Plan City Wide Questionnaire Results (2008)
- Yellowknife: 50-Year Vision (2009)

- Smart Growth Development Plan – Recommendations Report (2010)
- Transportation Improvement Study (2010)
- Natural Area Preservation Strategy (2010)
- Urban Design Initiative (2010)
- Yellowknife Downtown Façade Improvement Guidelines (2010)

Other Studies

- Creating Housing Affordability for the City of Yellowknife (2009)
- Integrated Parks, Trails and Open Space Development Study (2005)
- Ecological Resources Inventory Report (2007) *(NB. not adopted by Council)*
- Giant Mine Abandonment and Restoration Final Report (March 2007)
- Yellowknife Community Energy Plan (2006)
- Creating Housing Affordability for the City of Yellowknife (October 2009)
- Giant Mine Abandonment and Restoration: Preliminary Identification of the Issues and Potential Impacts on the City of Yellowknife (2007)
- Giant Mine Remediation Plan (2007)
- Con Mine Geothermal Project – Preliminary Study
- Con Mine as a Heat Resource for Yellowknife Phase 3 Report (2009)
- Miramar Con Mine – Final Closure and Reclamation Plan (2007)
- Solid Waste Composition Study and Waste Reduction Recommendations (2007)
- Wildlife Hazard Assessment and Integrated Wildlife Management Plan for the City of Yellowknife Solid Waste Facility
- Akaitcho Territory Dene First Nations Framework Agreement and Interim Measures Agreement
- New Paradigm for Economic Growth (2006)

2.2 Data Collection and Analysis

Data for this report were largely provided by Manifold Data Mining Inc., which brings together data from a variety of sources including Statistics Canada, Citizenship and Immigration Canada, Health Canada, Canada Post Corporation, and Manifold proprietary databases. Additional data was obtained from the City, NWT Bureau of Statistics, and Canada Mortgage and Housing Company.

2.3 City Workshops and Interviews

The background information taken from the reports, studies and statistics was supplemented by meetings with key City staff from a number of departments. The Consultant visited the City from Monday May 30th to Wednesday June 2nd to meet with representatives from the following City departments:

- Planning & Development
- Public Works & Engineering

- Economic Development
- Public Safety
- Corporate Services

2.4 Methodological and Data Limitations

This Report provides a snapshot of current conditions and statistics in Yellowknife. However, there is an inherent lag time between when data were collected and published. All efforts have been made to provide the most current data available on which to draw reasoned conclusions. One of the principal reasons for undertaking a General Plan review every five years is to ensure that assumptions and conclusions can be supported by newly available data.

3 Community Profile & Trends

3.1 Population Trends

Population trends inform planning policies by indicating the scope and scale of population change and providing insight as to the makeup of the existing and future population. This information can assist in identifying appropriate policies with respect to land availability, urban form, and development patterns. Population and housing projections that will provide a basis for the General Plan review are provided in Section 6.

3.1.1 Population Change

Table 1 is derived from the 2001 Census and 2006 Census and compares the change of population in Yellowknife from 1996 to 2006, to the Northwest Territories.

- According to Census data, the population in both Yellowknife and NWT rapidly increased between 1996 and 2006 at similar rates.

Table 1: Population Change from 1996 to 2006, Yellowknife & Northwest Territories

	1996	2001	2006
Yellowknife Population Count	17,275	16,541	18,700
% Change from Previous Census		-4.2	13.1
NWT Population Count	39,672	37,360	41,464
% Change from Previous Census		-5.8	11.0

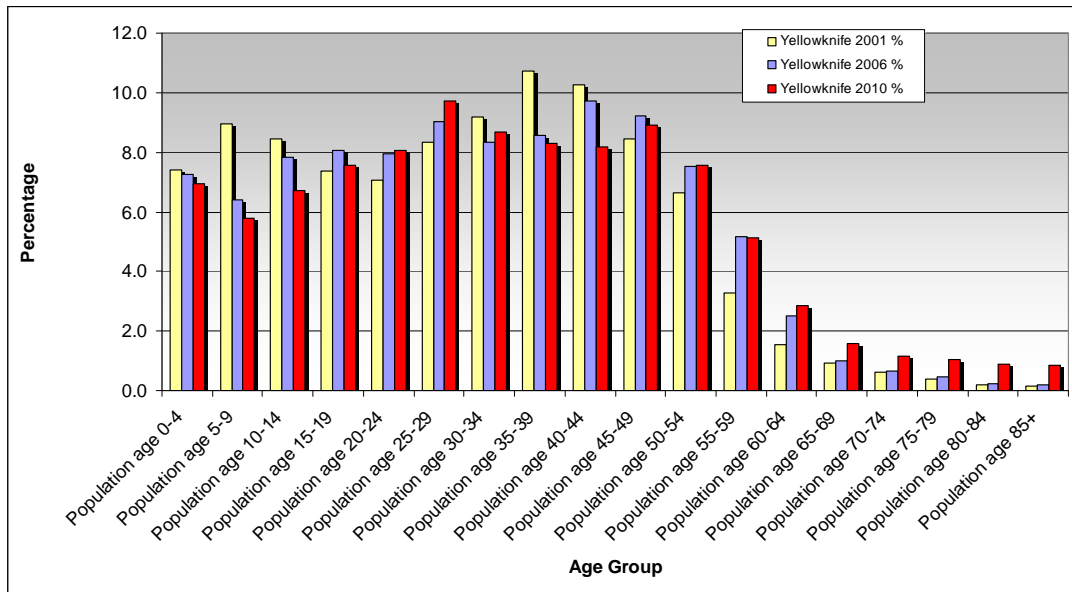
Source: McSweeney & Associates from Statistics Canada Census data 2001, 2006

3.1.2 Age and Sex Structure

Figure 1 and Table 9 in the Appendix illustrate the changing demographics of Yellowknife between 2001 and 2010. The following are some key observations:

- The fastest growing age segment is 45+ years of age;
- The 20 to 29 age segment also increased as a percentage of the total population;
- The 0 to 14 year age segment and the 30 to 44 segment declined as a percentage of the total population.

Figure 1: Yellowknife Percentage Population by Age for Years 2001, 2006, and 2010

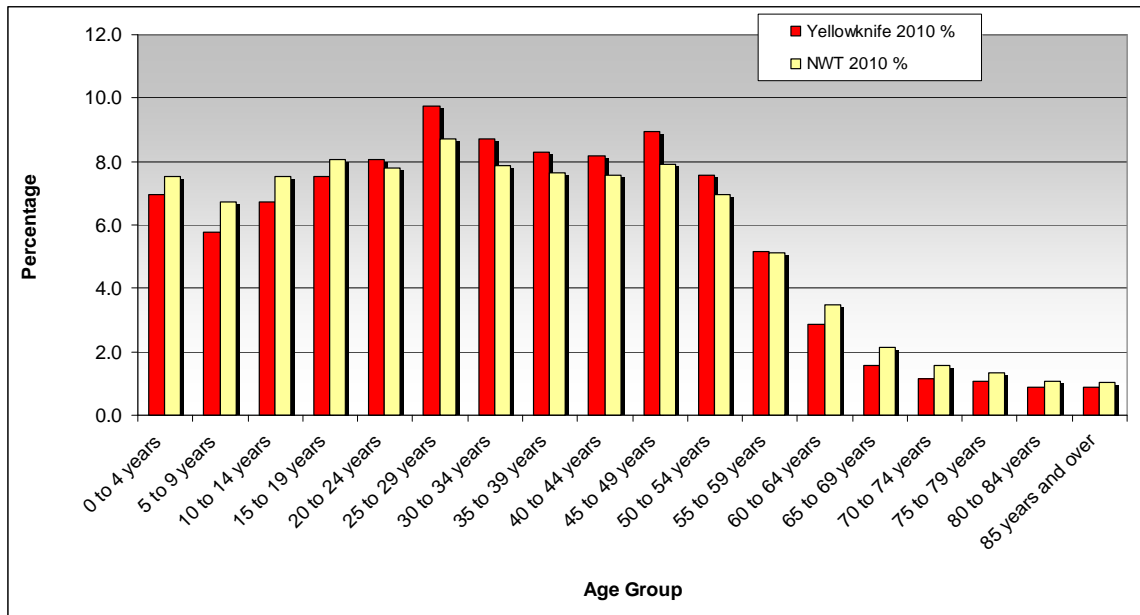


Source: McSweeney & Associates from Statistics Canada Census data 2001, 2006 and Manifold Data Mining Inc. Superdemographics 2010

Table 10a, found in the Appendix, and Figure 2 also indicate that in 2010:

- The 25-29 age segments are the largest of all age segments in Yellowknife, which is the same in the Northwest Territories;
- Yellowknife’s population (as a percentage of the total population) aged 20-54 is larger than the NWT’s;
- Yellowknife’s population (as a percentage) aged 0-19 and 60 + is smaller than the NWT’s;
- Overall, Yellowknife’s age profile indicates a younger population than the Northwest Territories.

Figure 2: Percentage Population by Age - 2010, Yellowknife vs. NWT

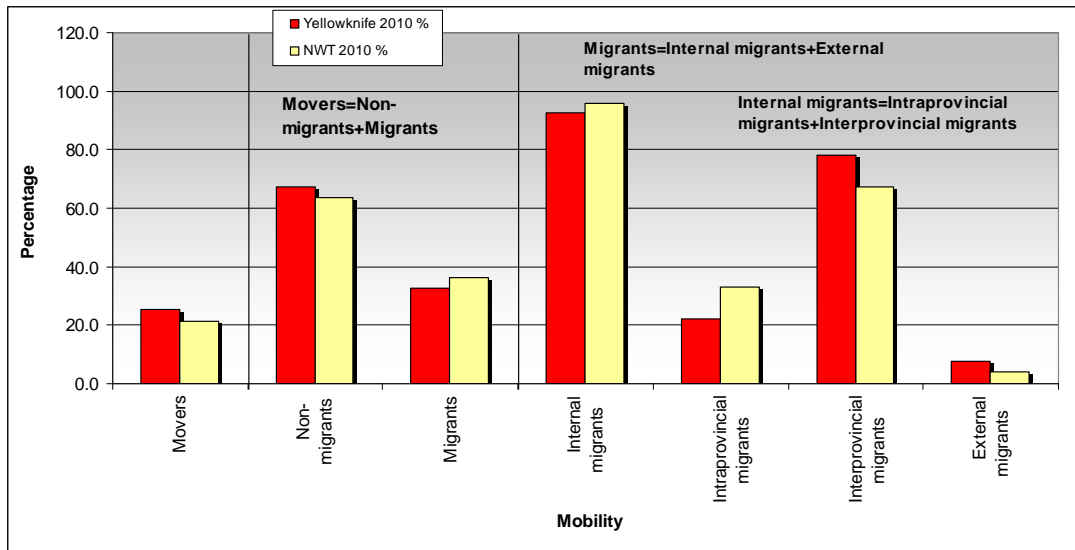


Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010

3.1.3 Migration

Mobility of Yellowknife residents in 2010 can be seen in Figures 3 to 6, and Table 10b (in the Appendix). Mobility refers to whether or not people lived in the same dwelling unit either one year or five years ago. As of 2010, the percentage of Yellowknife residents that have moved within the previous year was slightly larger than the percentage of “movers” in the Northwest Territories. People moving to Yellowknife were more likely to be relocating from outside of the NWT as opposed to moving from other parts of the Northwest Territories.

Figure 3: Mobility¹ 1 Year ago Yellowknife vs. NWT, 2010

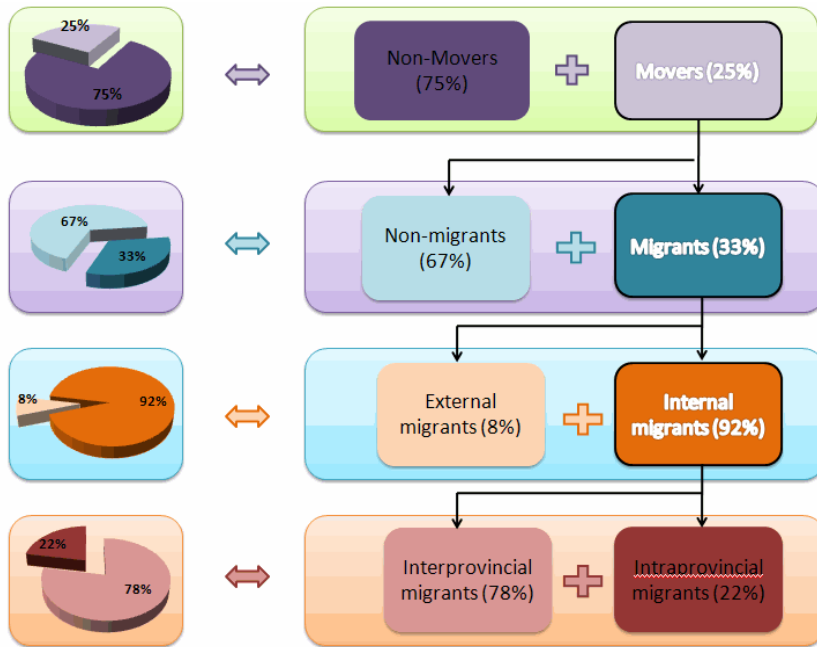


Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Figure 4 provides a visual breakdown of the one year mobility of Yellowknife’s population.

- ¹ Non-movers are persons who were living at the same address as the one at which they resided one year earlier.
- Movers are persons who were living at a different address from the one at which they resided one year earlier.
- Non-migrants are movers who were living at a different address, but in the same census subdivision (CSD) as the one they lived in one year earlier.
- Migrants are movers who were residing in a different CSD one year earlier (internal migrants) or who were living outside Canada one year earlier (external migrants).
- Intraprovincial migrants are movers who were living in a different CSD from the one at which they resided one year earlier, in the same province.
- Interprovincial migrants are movers who were living in a different CSD from the one at which they resided one year earlier, in a different province.

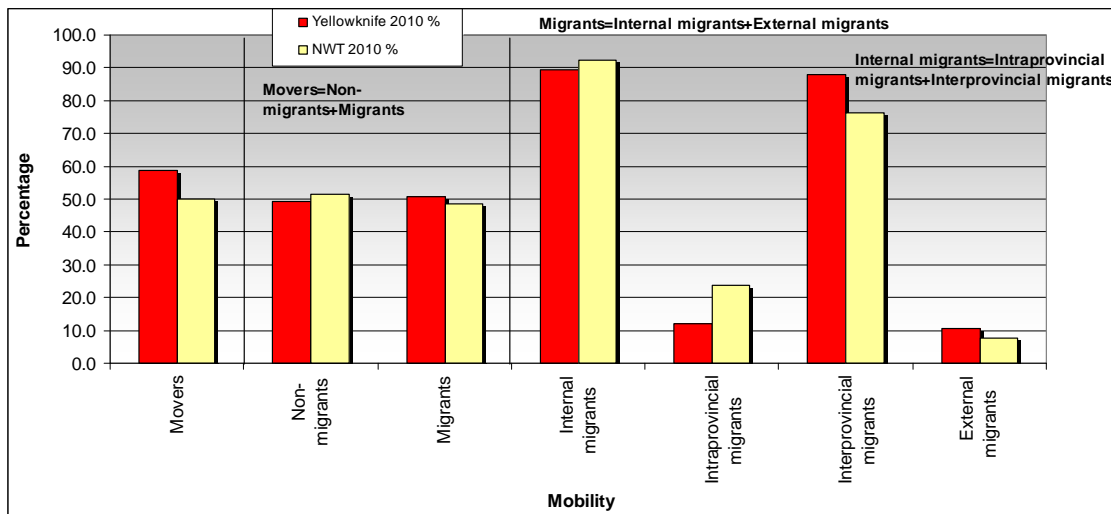
Figure 4: Mobility 1 Year Ago Yellowknife, 2010



Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

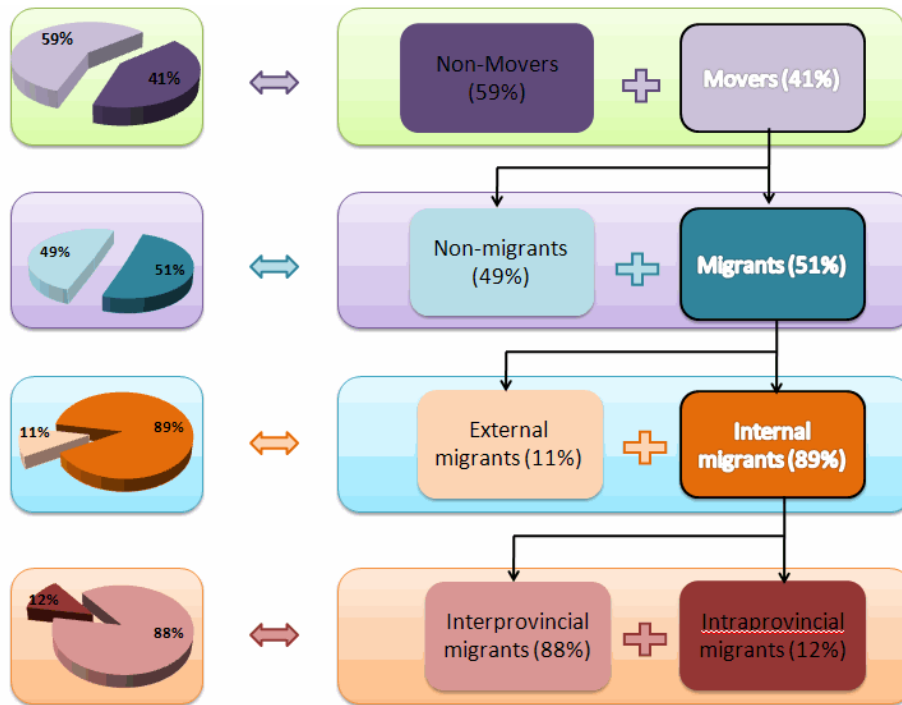
As indicated in Figure 5, as of 2010, the percentage of Yellowknife residents that had moved within the past five years was larger than the percentage of “movers” in the Northwest Territories. People moving to Yellowknife were more likely to be relocating from outside of the Northwest Territories as opposed to moving from other parts of the Northwest Territories. Figures 5 and 6 compare the mobility of Yellowknife residents five years ago to the Northwest Territories.

Figure 5: Mobility 5 Years ago Yellowknife vs. NWT, 2010



Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Figure 6: Mobility 5 Years ago Yellowknife, 2010



Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

In conclusion, this information on mobility indicates that Yellowknife has a highly mobile population. The figures and tables noted show that 6,000 of the current residents of Yellowknife did not live in the City 5 years ago. Since the population of Yellowknife in 2005 was roughly 18,500, this indicates that approximately 3,800 people also migrated out of Yellowknife during the same period. Furthermore, of the 6,000 residents who did not live in Yellowknife 5 years ago, 4,724 came from outside NWT (but within Canada) and the remaining 640 came from outside Canada. These mobility figures suggest people are moving to Yellowknife for economic reasons. This explains the increase in the percentage of the 20 – 29 age segment of the population who tend to form the most mobile workforce. This percentage increase contributed to a percentage decrease in the 0 – 19 and 30 – 44 age segments of the population. In addition, these age segments represent families with dependants who are less likely to move than the 20 – 29 age segments to seek employment opportunities, especially for jobs in industries that are vulnerable to economic downturns.

3.2 Economic Trends

Economic trends help guide planning policies by providing information regarding the scale and scope of economic activity within Yellowknife, as well as insight into the city's labour force and incomes. This can assist in developing policies with respect to issues such as housing affordability and the availability of employment lands.

3.2.1 Economic Activity

As reported by Statistics Canada and the Northwest Territories Bureau of Statistics (Table 2), the economy of the Northwest Territories amounted to \$3.28-billion in 2009. The main sectors driving the economy of the territory were mining and energy, public administration, finance, insurance and real estate, construction, transportation and warehousing, and health care and social assistance. It is noted that the economy of the NWT shrank by 13% through 2008 and 2009 from a high of \$3.78-billion in 2007.

Table 2: Gross Domestic Product of the Northwest Territories, 2002 dollars²

	2009	2008	2007	2006	2005	2004
	\$'000,000					
All industries	3,278.5	3,485.1	3,774.3	3,425.6	3,410.3	3,438.4
Agriculture, forestry, fishing and hunting	17.2	18.4	18.4	18.3	18.6	18.1
Mining and oil and gas extraction	1,064.3	1,252.1	1,512.9	1,242.7	1,215.8	1,344.7
Non-metallic mineral mining and quarrying	805.9	976.8	1,231.6	929.9	917.0	1,017.5
Utilities	55.3	55.9	57.1	53.9	55.0	49.7
Construction	353.1	340.1	343.7	352.3	369.1	313.3
Manufacturing	7.2	9.2	10.3	12.4	13.7	9.5
Wholesale trade	75.4	85.9	101.6	75.4	73.1	60.2
Retail trade	113.0	115.9	112.2	102.2	98.0	97.8
Transportation and warehousing	242.3	252.8	246.9	230.9	243.5	203.1
Information and cultural industries	81.5	82.5	81.0	79.7	76.8	75.3
Finance and insurance, real estate, etc.	392.9	390.5	387.1	382.1	382.5	368.5
Professional, scientific and technical services	59.9	59.0	61.2	64.2	63.1	56.9
Administrative and support, waste management, etc.	48.7	47.9	47.7	46.5	43.2	39.9
Educational services	144.4	142.7	142.8	136.1	132.4	131.9
Health care and social assistance	175.9	175.3	177.0	167.0	166.5	156.7
Arts, entertainment and recreation	6.1	6.1	6.1	6.0	6.4	6.7
Accommodation and food services	58.3	60.6	60.2	60.9	61.1	63.2
Other services (except public administration)	64.8	64.9	64.0	60.6	60.1	65.5
Public administration	405.2	396.9	394.5	387.2	384.8	387.9

Source: Statistics Canada, prepared by Northwest Territories Bureau of Statistics

In 2006, the Nexus Group completed an economic study on behalf of the City called a New Paradigm for Economic Growth. The report highlights a number of changes in the territory and

² Data will not sum as figures are "chained" dollars.

within the city that have dramatically reshaped the economy of the Northwest Territories. Chief among these changes are the closures of the gold mines, the opening of the diamond mines, increased oil and gas exploration in the Mackenzie Valley, and the division of the Northwest Territories in 1999 to create Nunavut.

The report highlights the challenges that the City and the territory face if economic growth is entirely reliant on resource industries to support economic development. The fortunate timing of the diamond mine openings in the 1990s and early 2000s compensated for the impending closure of the local gold mines thus protecting the economy of the NWT from a prolonged and serious recession. It is therefore recognized that Yellowknife will need to better diversify its economy to shelter itself against the eventual conclusion of the diamond mining operations that are anticipated within the next 20 years. The report notes that Yellowknife has a number of strategic assets that can be used to diversify the economy, including:

- The City's proximity to natural resources – further discoveries of diamonds, gold and other minerals may prove to be economically feasible to extract;
- A young, well-educated and diverse labour force;
- State-of-the-art transportation and communications networks;
- High household incomes;
- Extensive public service; and
- Balanced housing market.

The principal economic challenges relate to capitalizing on the City's strategic assets to find high-value, capital-intensive industries that will fit in with the culture and quality of life that Yellowknife residents value, while contributing to the long term prosperity of the community.

3.2.2 Labour Force

Key Indicators

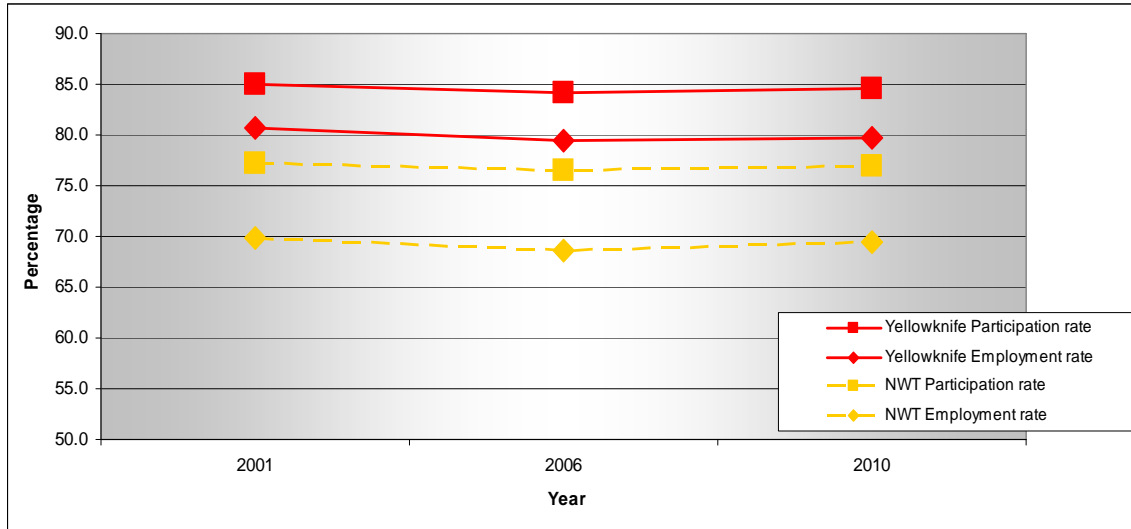
Figures 7 and 8, along with Tables 11 and 12 in the Appendix, provide a comparison of key labour force indicators for Yellowknife and the NWT from 2001 to 2010 (2010 estimates). Labour force statistics focus on the residents of each area, regardless of the actual work location. The following observations can be made³:

- In 2001, 2006, and 2010, the labour force participation rates and the employment rates were significantly higher in Yellowknife in comparison to the NWT rates, and only slightly decreased.

³ Participation rate %=labour force/total population 15+
Employment rate %= employed/total population 15+
Unemployment rate %=unemployed/labour force

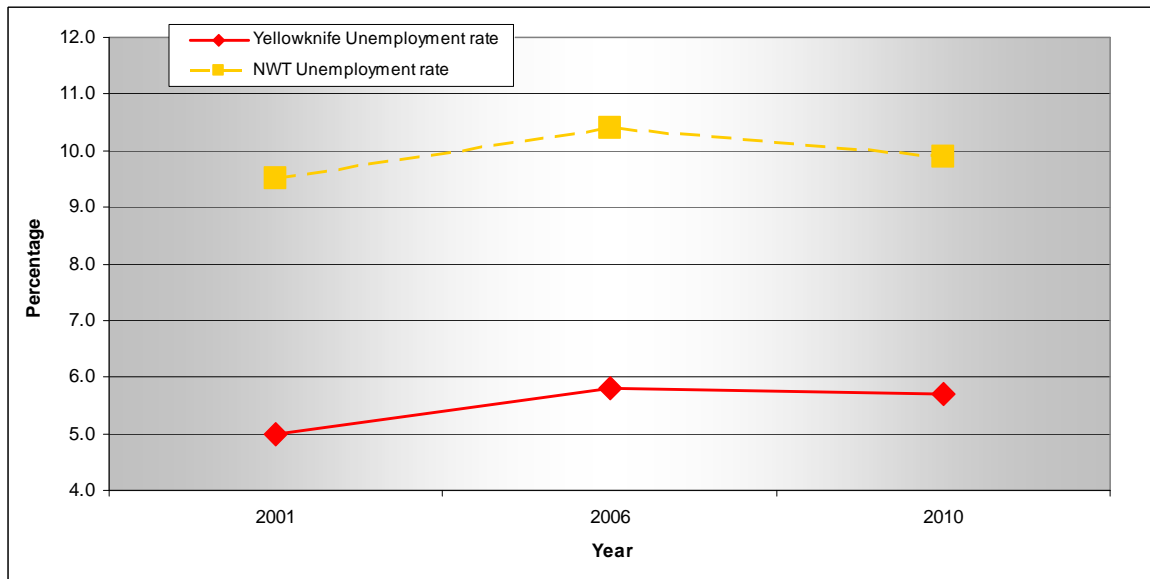
- The unemployment rates in Yellowknife were much lower than the NWT rates, and climbed at a similar rate as the NWT.

Figure 7: Labour Force Indicators for 2001, 2006 and 2010, Yellowknife vs. NWT



Source: McSweeney & Associates from Statistics Canada Census data 2001, 2006 and Manifold Data Mining Inc. Superdemographics 2010

Figure 8: Unemployment Rate for 2001, 2006 and 2010, Yellowknife vs. NWT



Source: McSweeney & Associates from Statistics Canada Census data 2001, 2006 and Manifold Data Mining Inc. Superdemographics 2010

Labour Force by Industry

Figure 9 and Table 13 (in the Appendix) show the estimated percentage of labour force by industry in Yellowknife in 2010, relative to the Northwest Territories.

In 2010, relative to the NWT, a larger percentage of Yellowknife's resident labour force worked in:

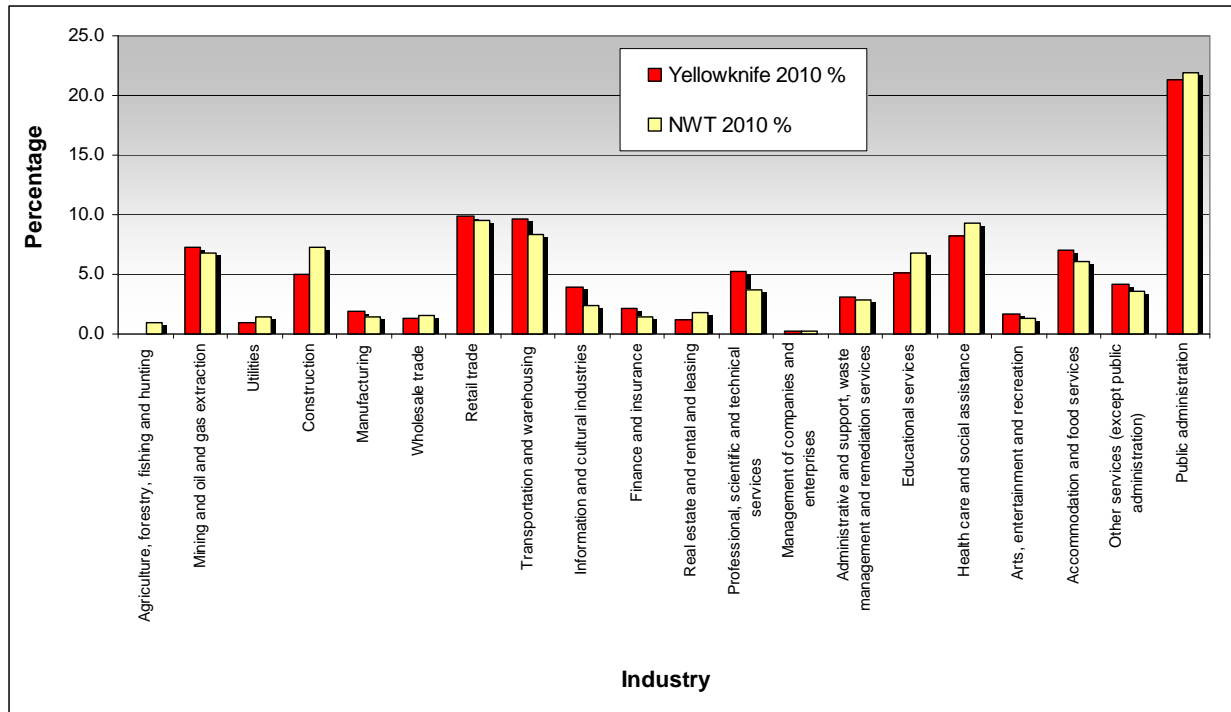
- Mining and oil and gas extraction;
- Retail trade;
- Manufacturing;
- Transportation and warehousing;
- Information and cultural industries;
- Finance and insurance;
- Professional, scientific and technical services;
- Administrative and support, waste management and remediation services;
- Arts, entertainment and recreation;
- Accommodation and food services;
- Other services (except public administration).

A smaller percentage of Yellowknife's resident labour force relative to the NWT worked in:

- Utilities;
- Real estate and rental and leasing;
- Public administration;
- Health care and social assistance;
- Wholesale trade;
- Education services;
- Construction.

In Yellowknife in 2010, none of the labour force worked in Agriculture (also includes forestry, fishing and hunting). Figure 9 illustrates the most recent industries (2010 estimates) worked in by residents of Yellowknife and the Northwest Territories.

Figure 9: Yellowknife vs. NWT Labour Force by Industry, 2010



Source: McSweeney & Associates from Manifold Data Mining’s Superdemographics 2010.

Labour Force by Occupation

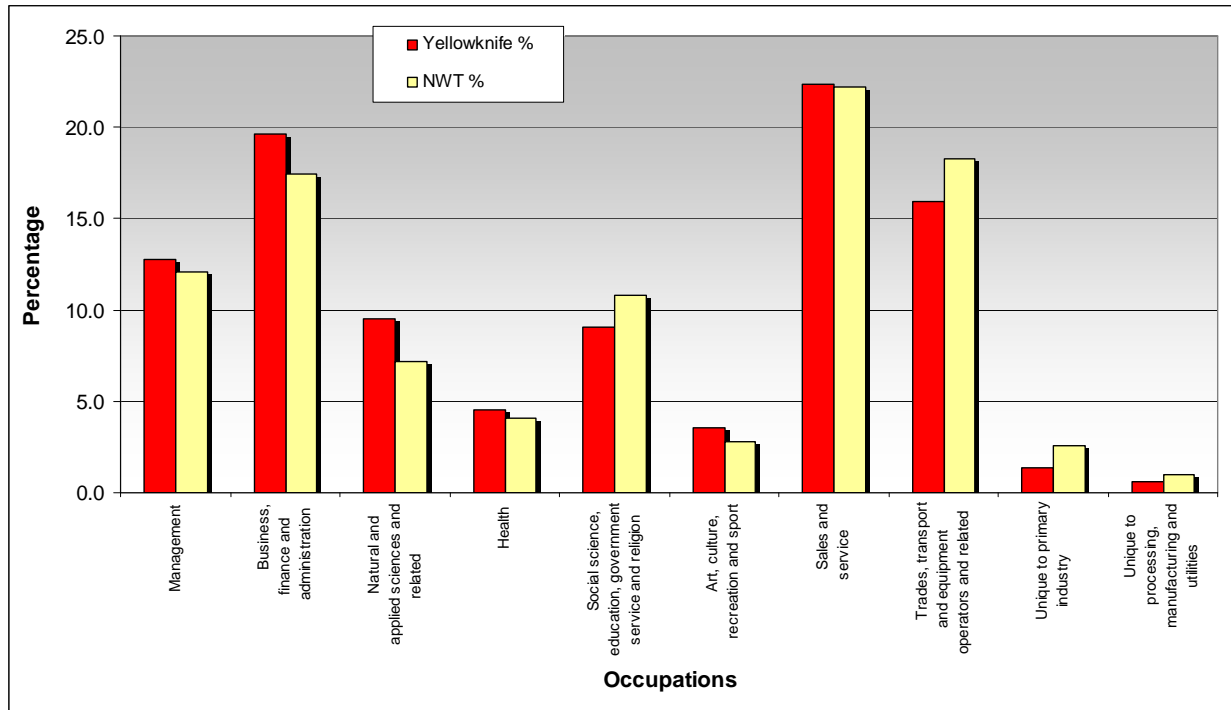
Figure 10 and Table 14 (in the Appendix) compare the estimated percentages of the 2010 labour force by occupation in Yellowknife and the Northwest Territories. When compared to the Northwest Territories, Yellowknife has larger percentages of their labour force in:

- Management;
- Business, finance and administration occupations;
- Natural and applied sciences and related occupations;
- Health occupations;
- Art, culture, recreation and sport occupations.

In contrast, Yellowknife has a smaller percentage of the labour force compared to the Northwest Territories in:

- Trades, transport and equipment operators and related occupations;
- Unique to primary industry occupations;
- Social science, education, government service and religion occupations;
- Occupations unique to processing, manufacturing and utilities.

Figure 10: Labour Force by Occupation in Yellowknife vs. NWT, 2010



Source: McSweeney & Associates Manifold Data Mining Inc. Superdemographics 2010.

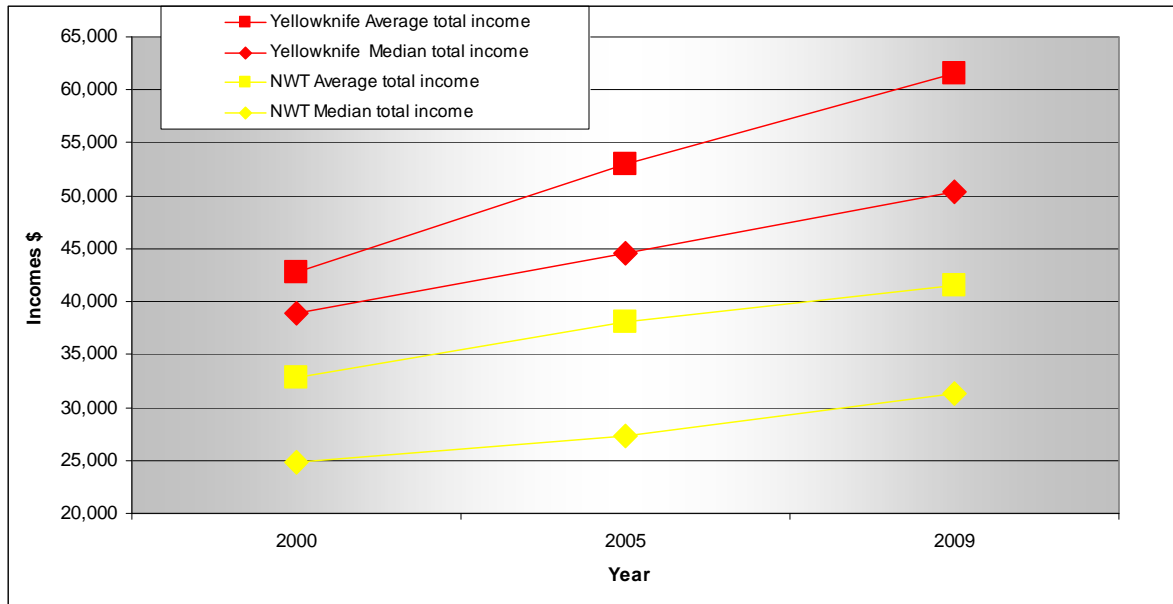
3.2.3 Incomes

Based upon Figures 11 to 13 and Tables 15 to 19 in the Appendix, the following observations⁴ can be made with respect to incomes:

- All average and median incomes (total, family, household) in Yellowknife increased between 2000 and 2009, and were higher than that in the NWT;
- With respect to total income changes from 2000 to 2009, the percentage of the population making less than \$60,000 has been slightly decreasing since 2000;
- At the same time, the number of above-average total income earners has been growing, with the percentage of the population in the \$60,000 plus income range being the largest and fastest growing segment;
- In 2009, the percentage of the total per capita income in \$60,000 plus range is larger than the NWT's.

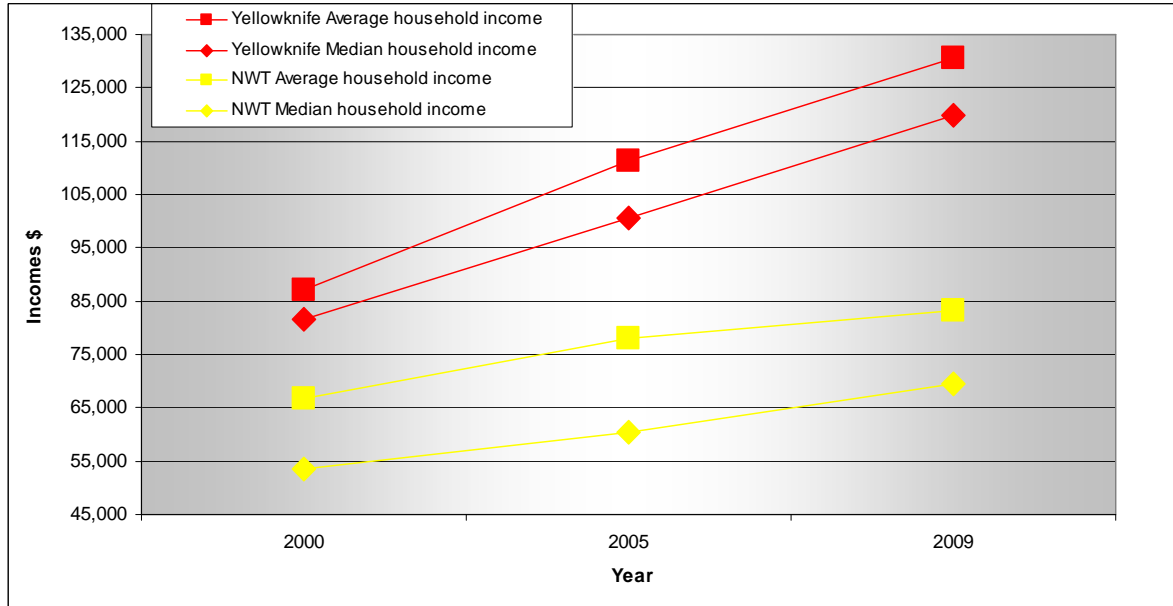
⁴ Please note that Census data (2001 and 2006) is not exactly comparable to Superdemographics data (2010) estimates.

Figure 11: Total Median and Average Income for 2000, 2005 and 2009, Yellowknife vs. NWT



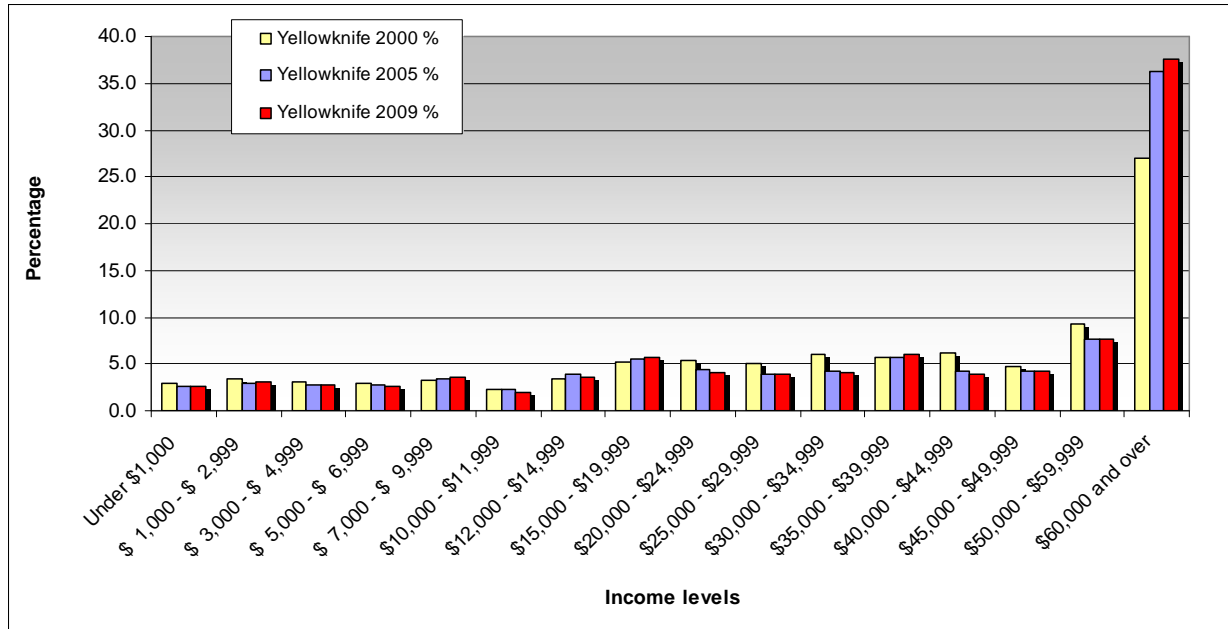
Source: McSweeney & Associates from Statistics Canada Census data 2001 (2000 incomes) and 2006 (2005 incomes) and Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

Figure 12: Household Median & Average Income for 2000, 2005 and 2009, Yellowknife vs. NWT



Source: McSweeney & Associates from Statistics Canada Census data 2001 (2000 incomes) and 2006 (2005 incomes) and Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

Figure 13: Total Income for 2000, 2005 and 2009, Yellowknife & NWT



Source: McSweeney & Associates from Statistics Canada Census data 2001 (2000 incomes) and 2006 (2005 incomes) and Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

3.2.4 Municipal Tax Assessment

Table 3 shows property tax rates by tax classes in Yellowknife from 2003 to 2009:

- The property tax rates (combined Municipal and School Taxes) in Yellowknife for all tax classes had increased from 2003 to 2006, then experienced a drop in 2007. Since 2007, the property tax rate has been increasing moderately.

Table 20 in the Appendix and Figure 14 illustrate the total assessed value by tax classes in Yellowknife from 2003 to 2010:

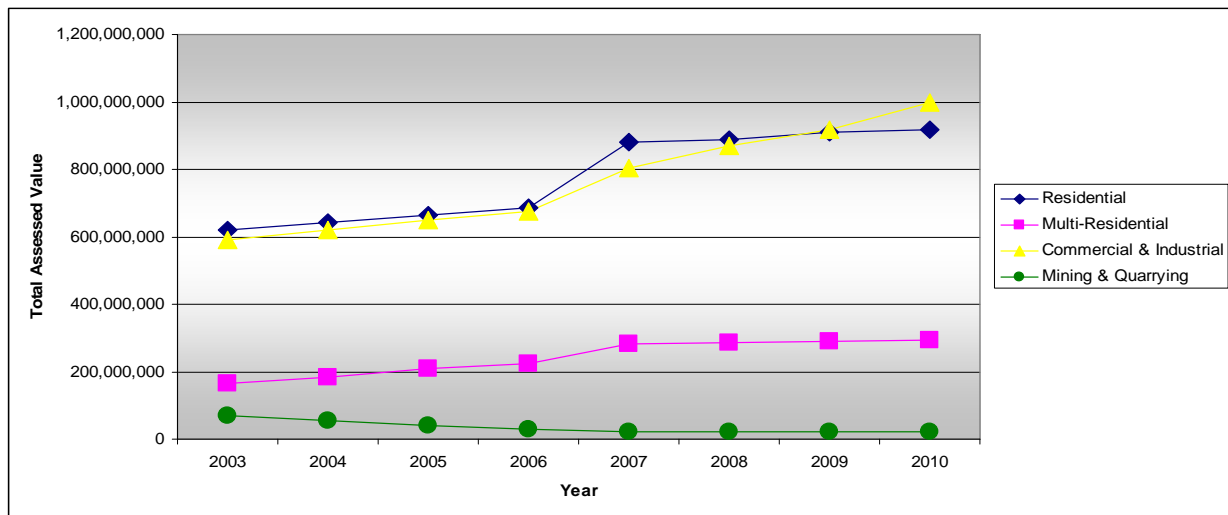
- Total assessed values for residential, multi-residential and commercial & industrial properties increased from 2003 to current; however, during 2006 and 2007, the total assessed values showed a marked increase;
- For mining & quarrying class, the total assessed value slightly decreased from 2003 to 2010;
- Total assessed values for residential and multi-residential are much higher than commercial & industrial and mining & quarrying.

Table 3: Property Tax Rates in Yellowknife, 2003 to 2009

Total tax rates	2003	2004	2005	2006	2007	2008	2009	2010
Residential	13.69	13.69	13.84	14.04	11.65	11.86	12.14	12.54
Multi-Residential	13.86	13.86	14.01	14.22	12.18	12.4	12.71	13.17
Commercial & Industrial	19.64	19.64	19.89	20.24	17.47	17.85	18.37	19.15
Mining & Quarrying	23.91	23.91	24.2	24.6	21.09	21.52	22.11	22.99
High-Density Parking	12.63	12.63	12.76	12.94	11.34	11.54	11.81	12.22
Agricultural	13.69	13.69	13.84	14.04	11.65	11.86	12.14	12.57

Source: The City of Yellowknife

Figure 14: Total Assessed Value by Tax Class in Yellowknife, 2003 to 2010



Source: McSweeney & Associates from the City of Yellowknife

3.3 Housing Trends

Housing trends include information on the housing market, construction activity, dwelling values, tenure types, and household size. This can help guide planning policies with respect matters such as housing affordability, housing availability, and housing form.

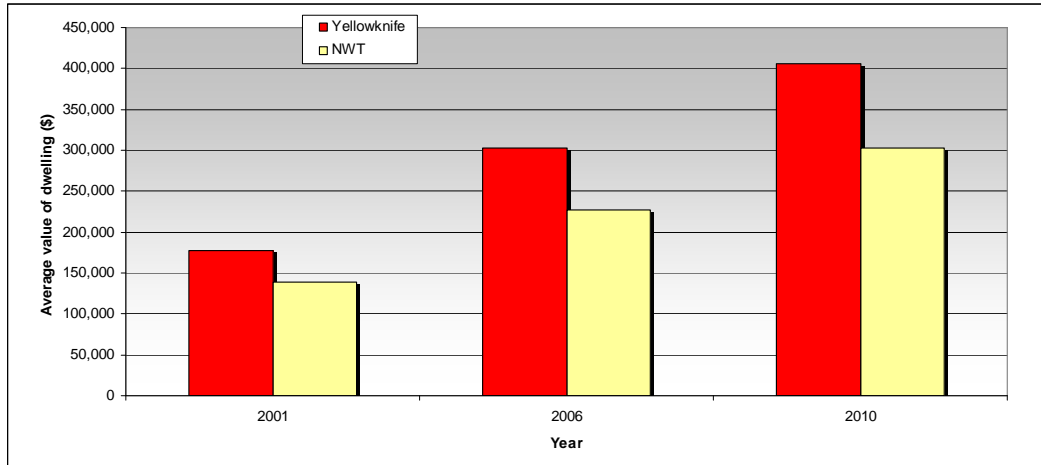
3.3.1 Housing Characteristics

Dwelling Characteristics

Figure 15 and Table 21 (in the Appendix) present dwelling characteristics in Yellowknife for 2001, 2006 and 2010 compared to the NWT:

- Total number of dwellings increased from 5,795 in 2001 to 7,176 in 2010;
- The number of owned and rented dwellings in Yellowknife and the NWT increased from 2001 to 2006, and between 2006 to 2010;
- The average value of dwellings in Yellowknife increased from \$177,522 in 2001 to \$406,392 in 2010, and is becoming increasingly higher than the NWT.

Figure 15: Average Dwelling Value of Yellowknife, 2001, 2006 and 2010



Source: McSweeney & Associates from Statistics Canada Census data 2001, 2006 and Manifold Data Mining Inc. Superdemographics 2010

The 2009 Community Housing Component Survey

The 2009 NWT housing report focuses on community housing needs from data collected by the 2009 NWT Community Survey between January and March 2009.

The 2009 NWT Community Survey, which was conducted by the NWT Bureau of Statistics, measures and analyzes housing conditions in the Northwest Territories over many years by examining nationally accepted indicators including suitability⁵, adequacy⁶ and affordability⁷. If a dwelling does not meet one or more of these conditions, the dwelling is considered to have a housing problem. If a dwelling has a housing problem and a total household income is below the Core Need Income Threshold (as determined by the NWT Housing Corporation), it is considered to be in core need.

In 2009, 21.3% of dwellings in Yellowknife had housing problems, compared to a much higher percentage (31.6%) in the Northwest Territories. In addition, 19% of dwellings in the Northwest

⁵ Suitability is defined as having the appropriate number of bedrooms for the characteristics and number of occupants as determined by the National Occupancy Standard requirements.

⁶ Adequate housing must have running water, and indoor toilet, bathing and washing facilities and must not require major repairs.

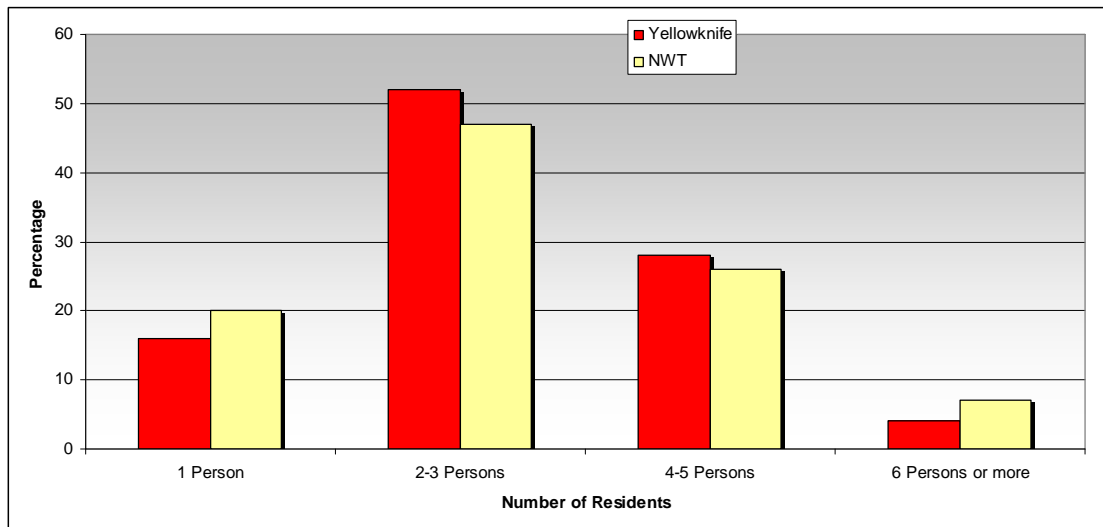
⁷ Affordable housing costs less than 30% of household income where shelter costs include utilities, water, heat, insurance, property taxes land lease costs and rent or mortgage payments.

Territories were considered to be in core need compared to 16% in 2004 and 20% in 2000, while there were only 9.1% of dwellings in Yellowknife considered to be in core need.

Figures 16 to 20 and Tables 22 to 29 (in the Appendix) present the results of the 2009 NWT Community Housing Component Survey:

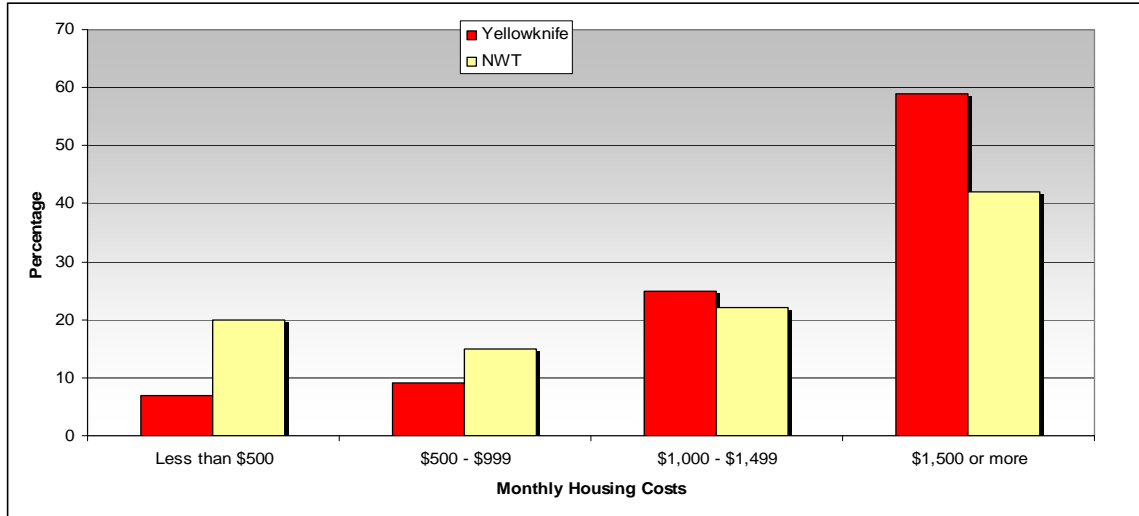
- Each year since 1981, Yellowknife had a higher percentage of households with 6 persons or more compared to the NWT; this percentage had significantly declined from 13.9% to 6.7%, a drop of 50%;
- The average number of persons per household (around 3) in Yellowknife remained relatively unchanged from 1981 to 2009, while it slightly declined in the NWT;
- The percentage of households owned by occupant in both Yellowknife and the NWT increased from 1981 to 2009 and kept stable at 52%;
- Households in Yellowknife with 2-3 persons had a larger percentage (52%) than the NWT (47%) in 2009;
- 59% of households in Yellowknife had \$1,500 or more housing costs per month in 2009, which was 17% more than the NWT;
- 54% of households owned a dwelling in Yellowknife in 2009 which was slightly higher than the NWT;
- Most households in Yellowknife in 2009 who rented a dwelling would like to rent from a private market; this percentage (34%) was higher than the NWT (25%).

Figure 16: Households by Number of Residents, Yellowknife vs. NWT 2009



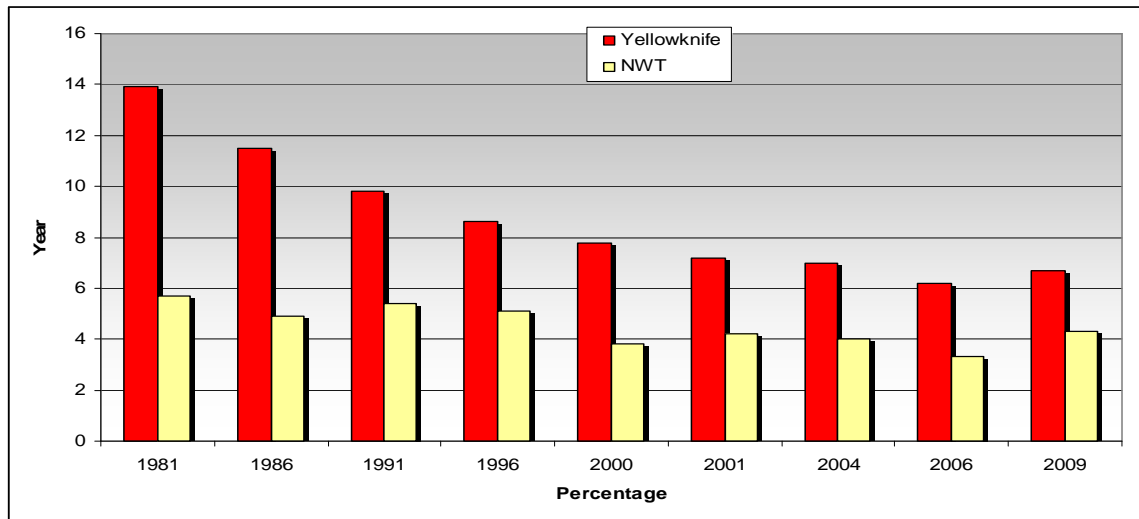
Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Figure 17: Households by Monthly Housing Costs, Yellowknife vs. NWT, Winter 2009



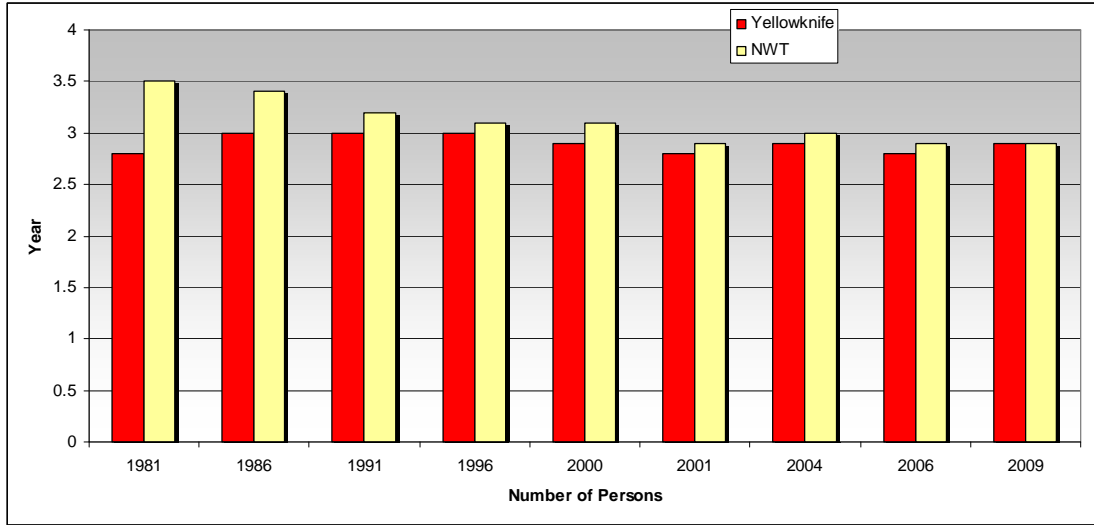
Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Figure 18: Percent of Households with 6 Persons or More, Yellowknife vs. NWT 1981-2009



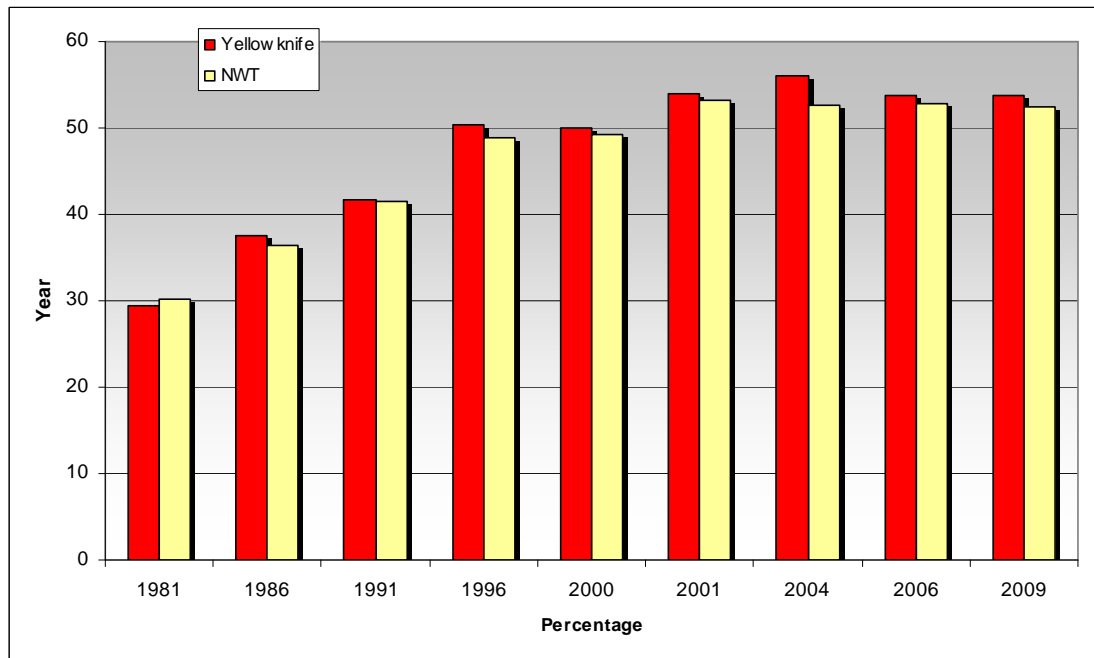
Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Figure 19: Average Number of Persons per Household, Yellowknife vs. NWT 1981-2009



Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Figure 20: Percentage of Households Owned by Occupant, Yellowknife vs. NWT 1981-2009



Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

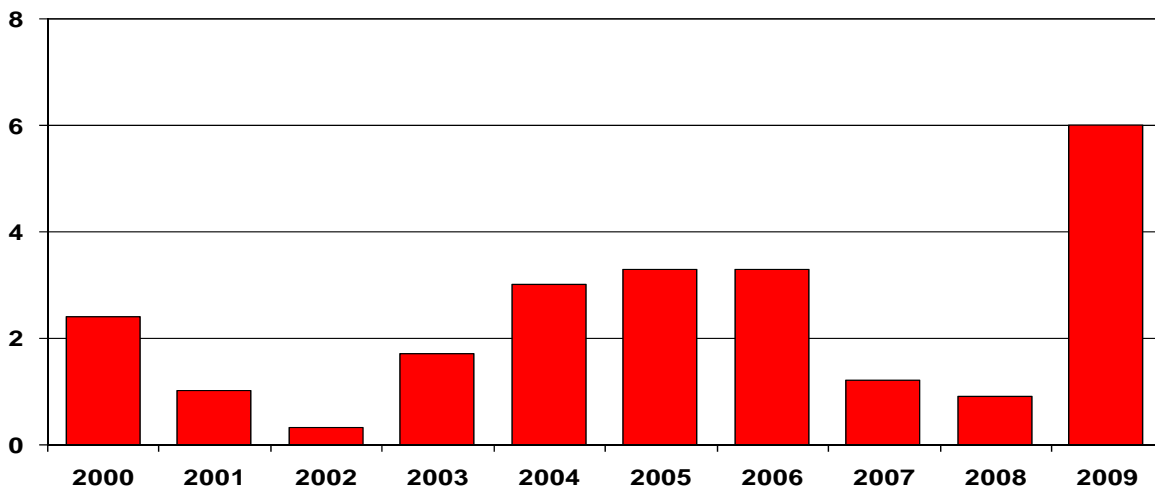
3.3.2 Housing Market Summary & Outlook

Yellowknife Rental Market

Figures 21 to 24 and Tables 30 to 36 (in the Appendix) present results of the 2009 Canada Mortgage and Housing Corporation Fall Rental Market Survey⁸. According to the rental market report, the following observations can be made:

- According to the results, the apartment vacancy rate across all bedroom types in Yellowknife dramatically increased since 2000 to 6.0 percent in total in fall 2009, up from 0.9% in Oct. of 2008;
- The average apartment rent in Yellowknife increased from \$1,000 in 2000 to \$1,381 in the fall of 2009;
- The row/townhouse vacancy rate was extremely high in 2005 (11.3%) while it was only 0.2% in Oct. 2008, but it increased to 1.7% in fall 2009;
- The average rent of row/townhouses steadily increased along with vacancy rates from \$1,188 in 2000 to \$1,696 in fall 2009;
- The average monthly rent for two-bedroom apartment in Yellowknife was \$1,473 in the fall 2009, up from \$1,411 reported in October 2008; and
- In rental structures common to both surveys, the average rent for a two-bedroom apartment unit increased by 4.9% year-over-year.

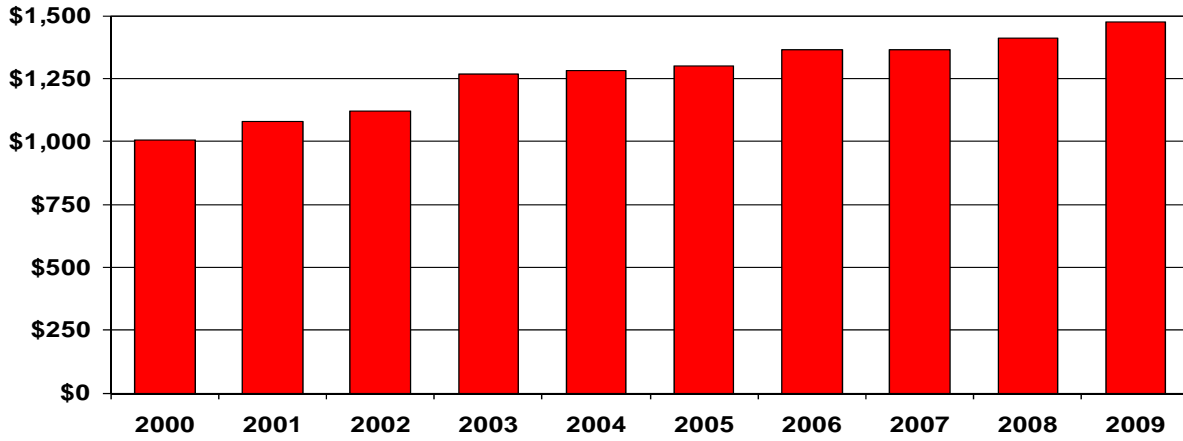
Figure 21: Yellowknife-Apartment Vacancy Rate (%) (Private Structures with three or more units), 2000 to 2009



Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

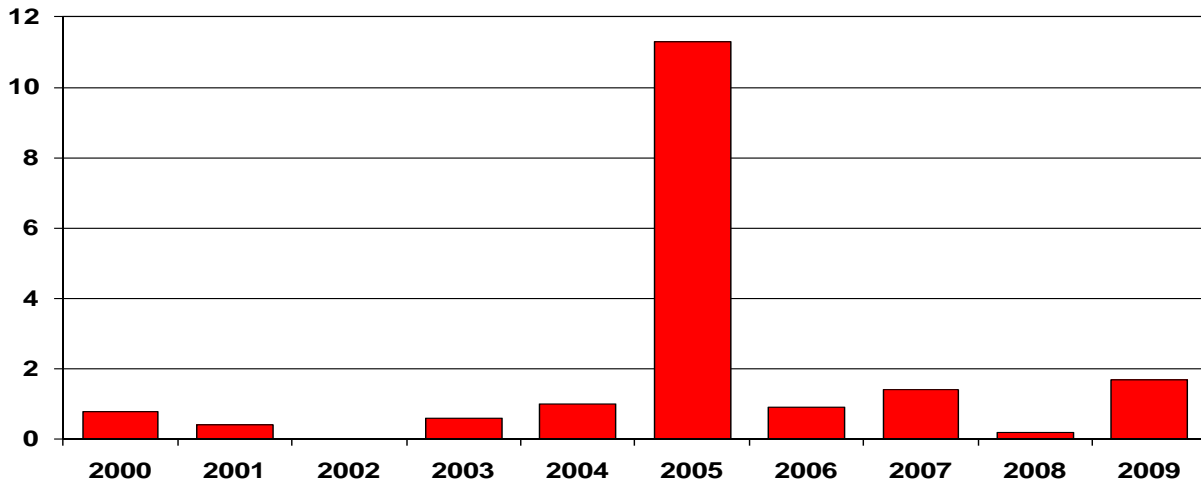
⁸ Only centres with a population of 10,000+ are included in the survey. Detailed reports are available for CMAs.

Figure 22: Yellowknife-Average Apartment Rents (\$) (Privately-initiated 2 Bdrm units), 2000 to 2009



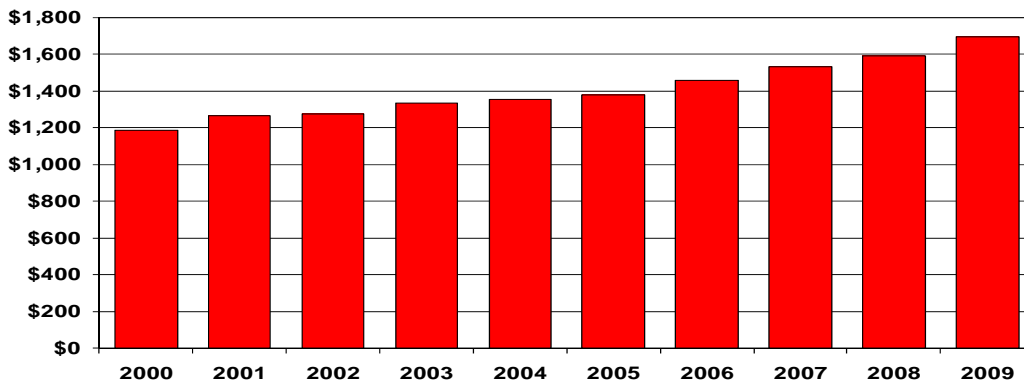
Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Figure 23: Yellowknife-Row/Townhouse Vacancy Rate (%) (Private Structures with three or more units), 2000 to 2009



Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Figure 24: Yellowknife–Row/Townhouse Average Rent (\$) (Privately-initiated - total units), 2000 to 2009



Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Yellowknife Housing Market Outlook

Table 4 indicates the Yellowknife Housing Market Summary in May 2009. The CMHC Northern Housing Market Outlook 2009 presented the following highlights:

- A weakened resource sector slows economic growth;
- Increased multiple unit activity should boost housing starts;
- Existing housing sales slip below 400 units for the first time since 2000, prices moderate slightly;
- Rental market vacancies remain low, rents continue to rise.

Resale Home Market

Residential sales declined 33.2% between 2005 and 2009 in Yellowknife. Despite a reduction in demand in 2008, residential resale prices rose to \$315,000 by 23.6% from 2005. Resale home listings, both MLS and private, rose by 2.6 percent in 2008 to the highest level in 4 years. Slower economic growth will have lowered demand in 2009, with unit sales falling by another 9.3 percent to 380 units, representing the lowest level since 2000.

New Home Market

Total housing starts in Yellowknife declined 57.6% between 2005 and 2009. At 10 units, single-detached starts in 2009 declined 79.6% from 2005 to 2009 in Yellowknife, representing the weakest performance since 1998. There were only two multiple dwelling starts in Yellowknife during 2008, compared with 20 in 2007 and 33 in 2006. The performance in 2008 represented the slowest year since 1998-99 when no multiples were started due to the uncertainty associated with the dividing

of the territory and the creation of Nunavut. Multiple starts including semi-detached, row and apartment units reached 15 units in 2009 which represents an 50% increase from 2005.

Rental Market

With little in the way of rental construction accruing in 2008, the apartment vacancy rate fell 54.6% from 3.3% in 2005 to 1.5% in 2009. The average two-bedroom apartment rent increased 11.4% from \$1,302 in 2005 to \$1,450 in 2009.

Table 4: Yellowknife Forecast Summary May 2009

	2005	2006	2007	2008	2009 (f)	% change from 2005 to 2009
New Home Market						
Total Starts (units)	59	64	47	12	25	-57.63%
Single-Detached Starts	49	31	27	10	10	-79.59%
Multi-Family Starts	10	33	20	2	15	50.00%
Resale Market*	*MLS+Private (source CMHC Forecast)					
Residential Sales	419	437	456	419	280	-33.17%
Res. Resale price (\$)	254,850	272,300	304,000	318,000	315,000	23.60%
Rental Market (OCP Data)**	** source: CMHC, CMHC Forecast					
Apartment Vacancy Rate (%)	3.30%	3.30%	1.20%	0.90%	1.50%	-54.55%
Average Two-Bedroom Apartment Rent (\$)	1302	1365	1364	1411	1450	11.37%

Source: McSweeney & Associates from CMHC Northern Housing Market Outlook 2009

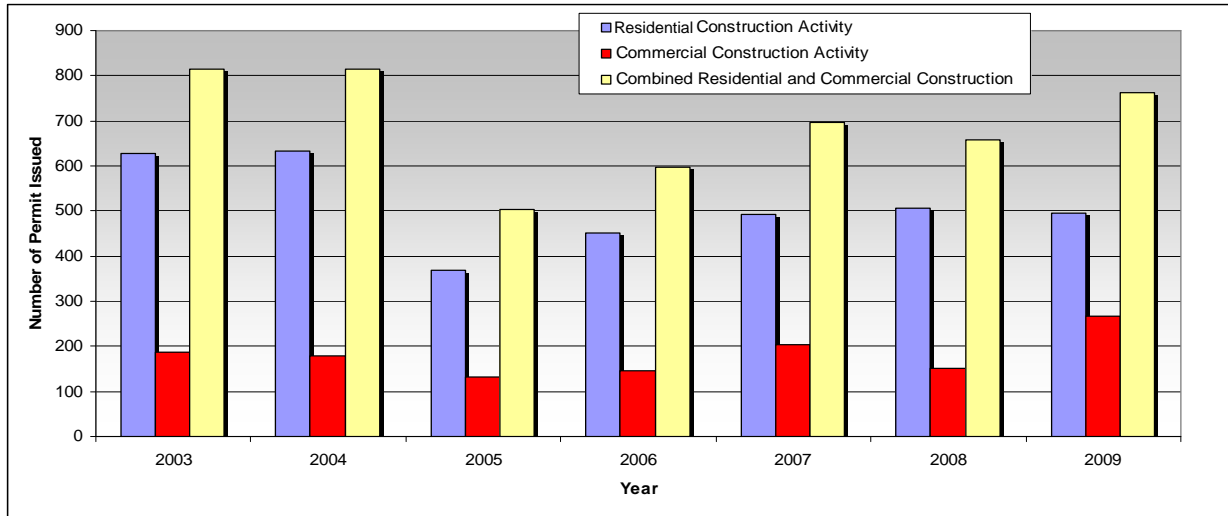
3.3.3 Construction Activity

Building Permits Analysis

Figures 25 to 27 and Table 37 in the Appendix present building permits for Yellowknife from 2003 to 2009:

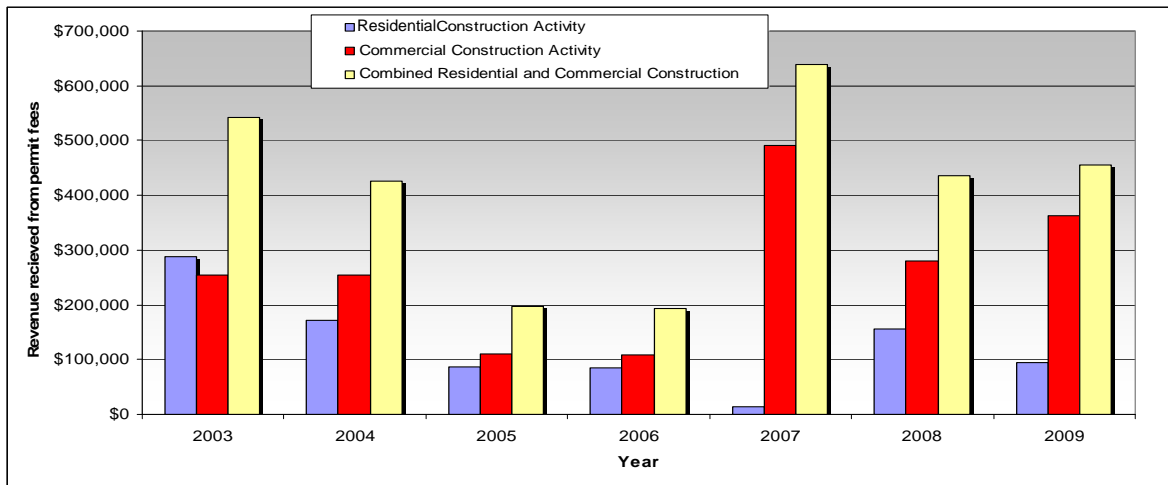
- The number of combined residential & commercial construction permits peaked in 2004 and showed steady increase between 2005 and 2009;
- Revenue from building permits peaked in 2007.

Figure 25: Number of Building Permit Issued for Residential, Commercial and Combined Res. & Com. Construction from 2003 to 2009



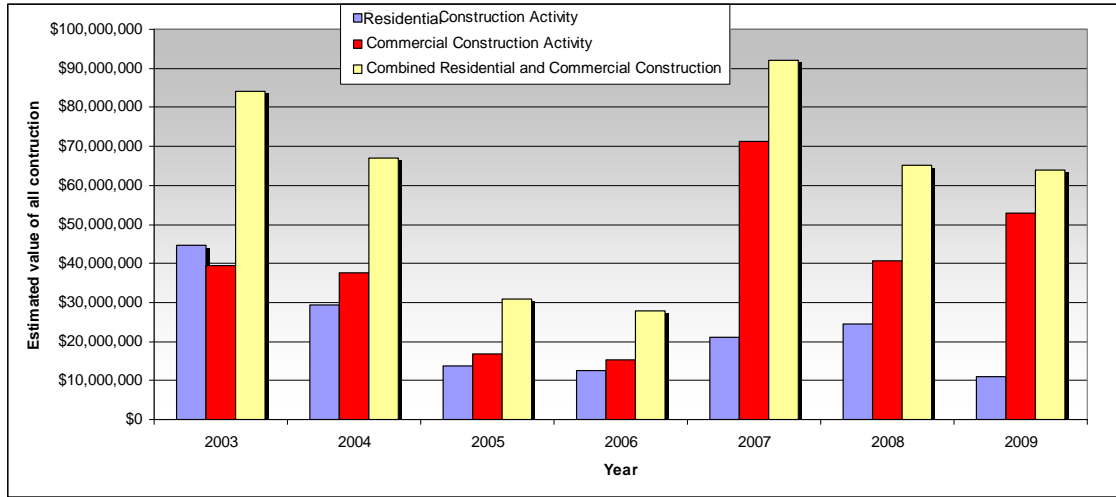
Source: McSweeney & Associates from the City of Yellowknife

Figure 26: Revenue from Issued Building Permits for Residential, Commercial and Combined Res. & Com. Construction from 2003 to 2009



Source: McSweeney & Associates from the City of Yellowknife

Figure 27: Estimated Value of All Construction for Residential, Commercial and Combined Res. & Com. Construction from 2003 to 2009



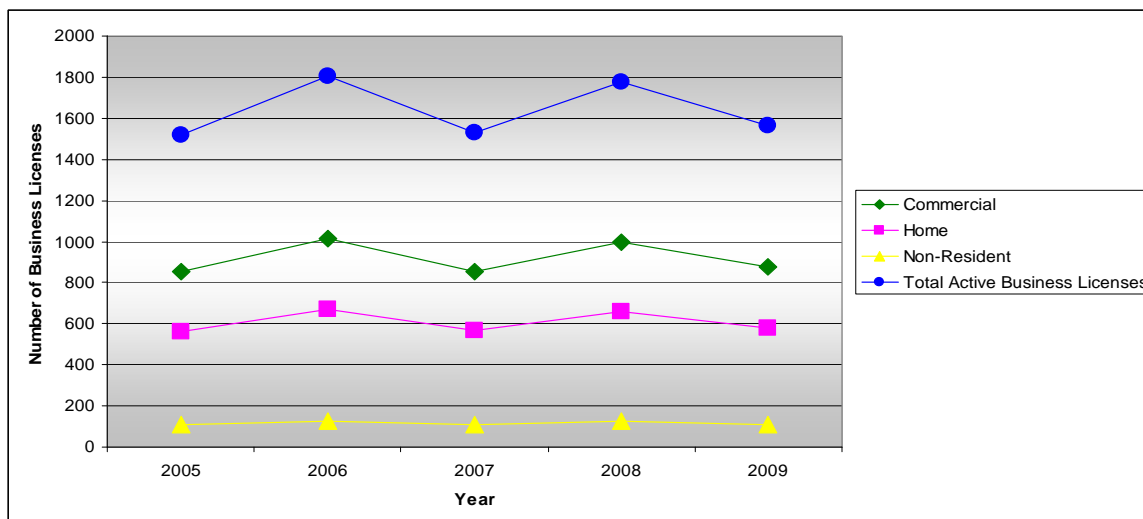
Source: McSweeney & Associates from the City of Yellowknife

Business License Report

Figure 28 and Table 38 in the Appendix illustrate business license reporting for Yellowknife from 2005 to 2009:

- The number of commercial licenses was much higher than that of home and non-resident;
- The total number of active business licenses was higher in 2006 and 2008 than other years;
- The number of total active business licenses in 2009 was at the same level as in 2005, around 1530.

Figure 28: Business License Report of Yellowknife from 2005 to 2009



Source: McSweeney & Associates from the City of Yellowknife

3.4 Cultural and Social Trends

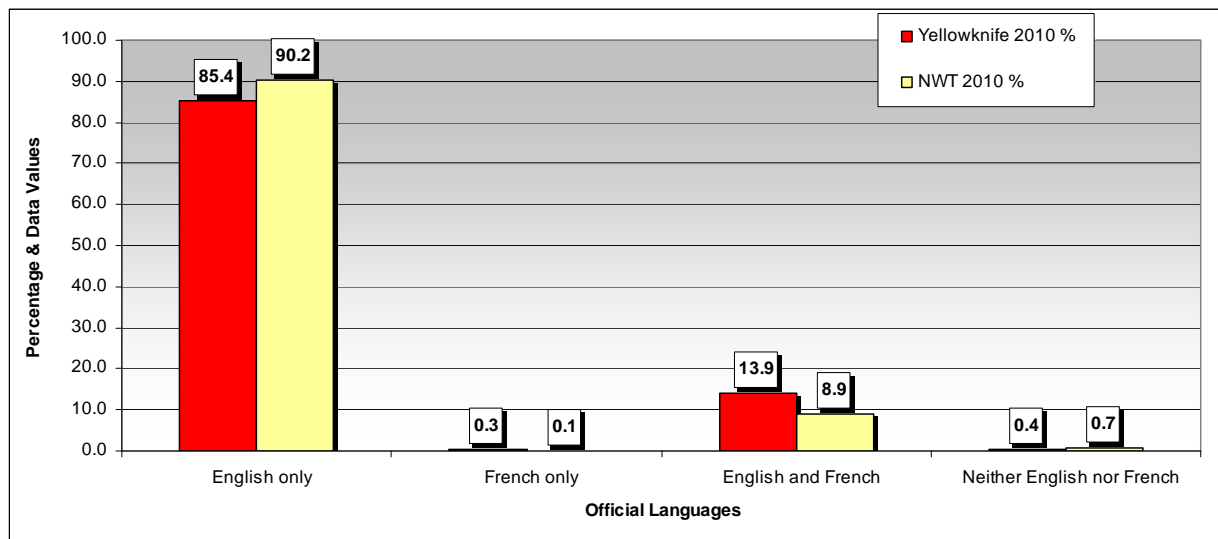
Cultural and social trends provide information as to the composition of the population, which can provide insight into appropriate public consultation and engagement methods. Moreover, crime and security data can act as indicators for monitoring the application of various community design strategies to reduce crime, including Crime Prevention Through Environmental Design (CPTED) principles.

3.4.1 Knowledge of Official Languages

Figure 29 and Table 39 (in the Appendix) illustrate the official languages spoken in Yellowknife compared to the Northwest Territories average for 2010:

- The majority of the residents in Yellowknife speak only English;
- The percentage of bilingual (English and French) residents in Yellowknife is slightly higher than the Northwest Territories.

Figure 29: Knowledge of Official Languages (%) for Yellowknife vs. NWT, 2010



Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010

3.4.2 Cultural Context

The Akaitcho Dene are represented by the Akaitcho Treaty 8 Tribal Corporation, and consist of three distinct Dene groups: the Yellowknives Dene First Nation (T’satsaot’ine), the Lutsel’ke Dene First Nation, and the Deninu Kue Dene First Nation. The T’satsaot’ine currently live in the two First Nation communities near Yellowknife, which are N’Dilo (at the northern tip of Latham Island), and Dettah, on the east side of Yellowknife Bay. Only the N’Dilo community lies within the municipal boundary.

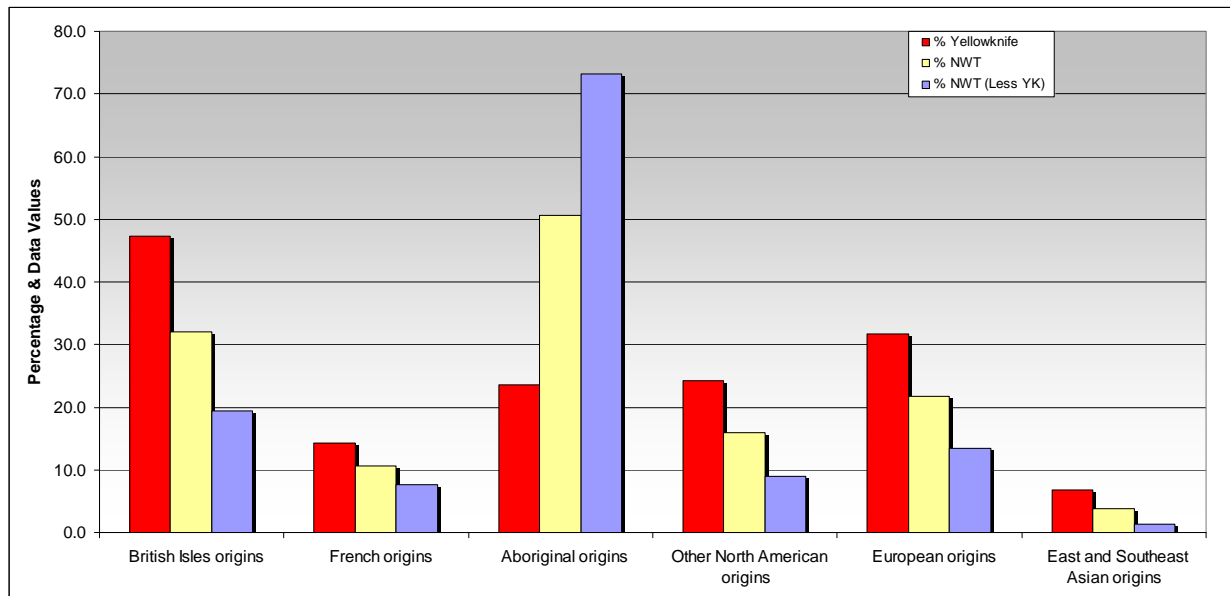
The Yellowknives Dene First Nation (YKDFN) is one of three First Nations in the Akaitcho working towards finalizing the Akaitcho Land Withdrawal Process. The YKDFN contributes to the continuing negotiations and is an important partner within the Akaitcho Treaty 8 Tribal Corporation. The Lutsel’ke Dene First Nation and Deninu Kue First Nation are concentrated in other settlements on the eastern and southern shores of Great Slave Lake.

3.4.3 Ethnicity and Aboriginal Profile

Figure 30 and Table 40 (in the Appendix) present ethnicity characteristics for Yellowknife in 2010 in comparison to the Northwest Territories and all other communities in the Northwest Territories:

- Almost half of Yellowknife’s residents originate from the British Isles;
- The City also has a large percentage of population with European, Other North American, Aboriginal and French origins; and
- Compared to the NWT and all other communities in the NWT, Yellowknife has a larger percentage of population with British Isles, European, Other North American and East & Southeast Asian origins.

Figure 30: Percentage Ethnicity Characteristics for Yellowknife vs. NWT vs. NWT (Less YK), 2010

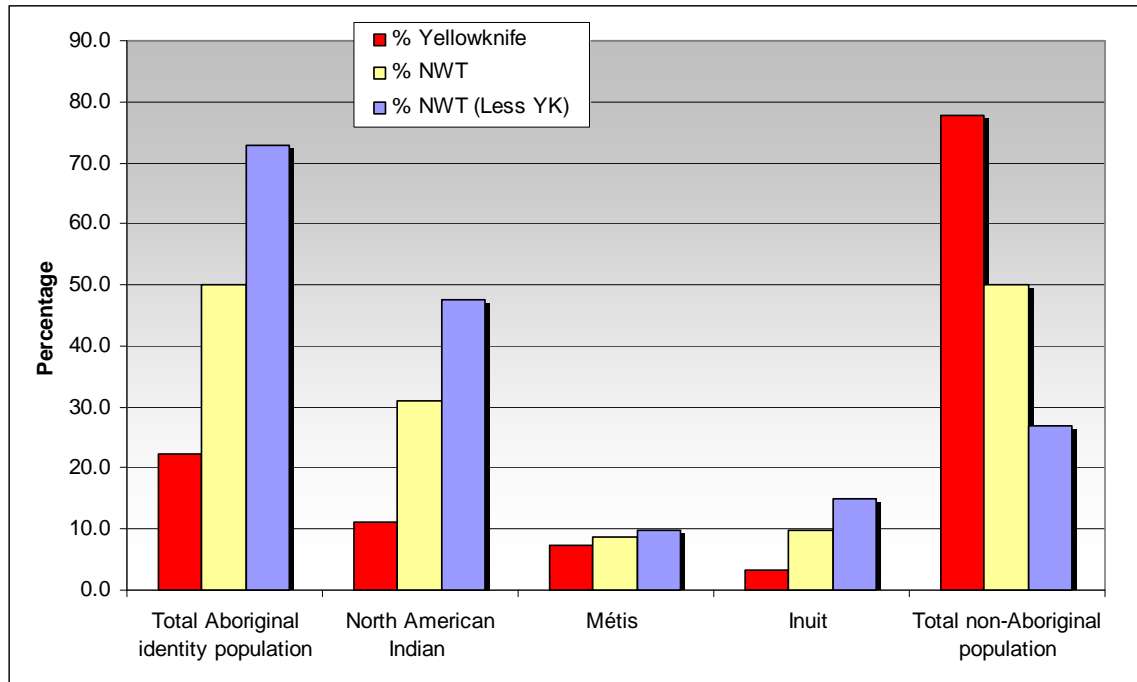


Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010

Figure 31 and Table 41 (in the Appendix) illustrate aboriginal characteristics for Yellowknife in 2010 compared to the Northwest Territories and all other communities in the Northwest Territories:

- In comparison to the NWT and all other communities in the NWT, Yellowknife only has 22.3% aboriginal population, which is much smaller than the NWT (47.7%) and the NWT Less YK (31.1%); and
- Other relatively larger percentages of the aboriginal population in Yellowknife are Métis and Inuit.

Figure 31: Aboriginal Characteristics (%) for Yellowknife vs. NWT vs. NWT (Less YK), 2010



Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

3.4.4 Family and Household Profile

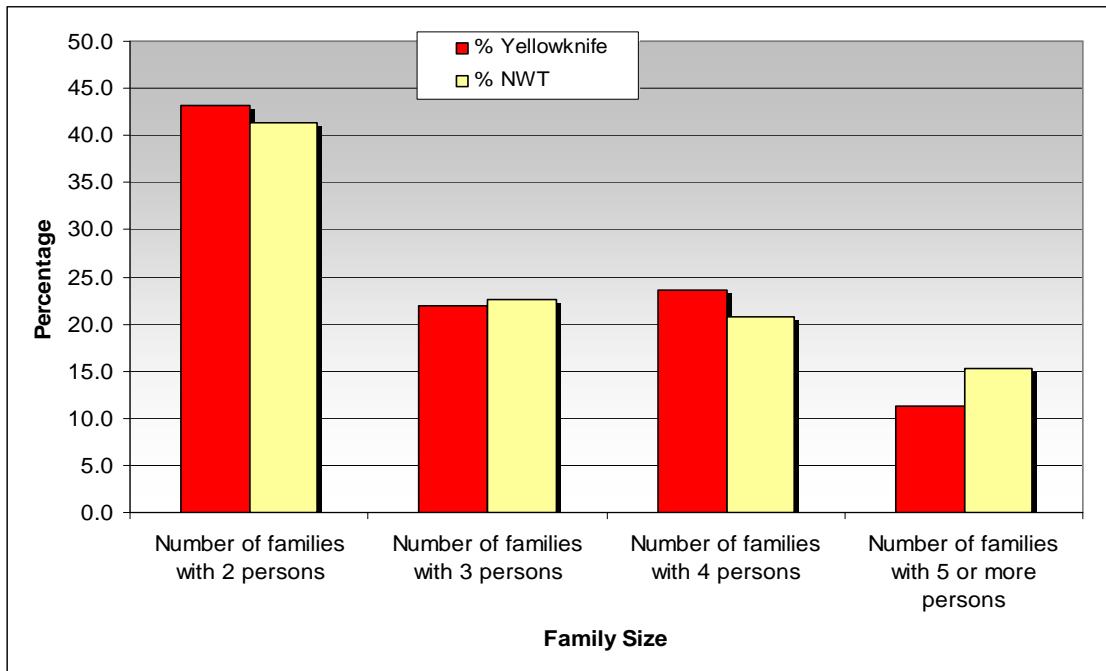
Family Characteristics

Figures 32 and 33, and Table 42 (in the Appendix) indicate the 2010 family structure for Yellowknife and the Northwest Territories:

- Yellowknife has a similar family structure as the Northwest Territories;
- More than 40% families in Yellowknife are 2-person families;
- The percentage of 5 or more person families in Yellowknife is smaller (11.2%) than that in the NWT (15.3%);
- The majority of families in Yellowknife are couple families, and the percentage (84.2%) is slightly larger than the NWT (78.6%);

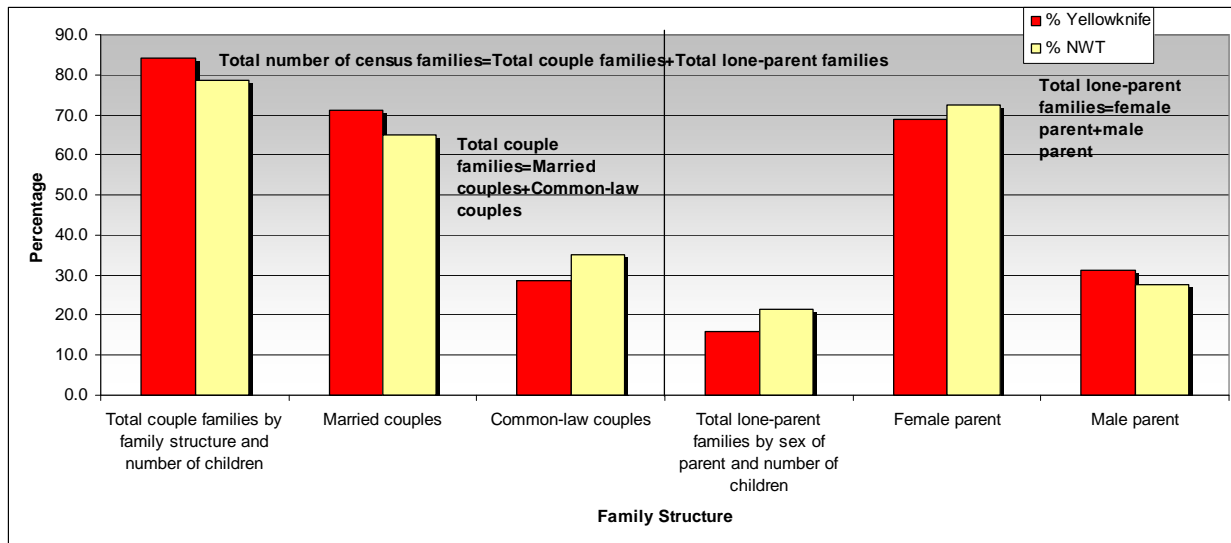
- More than 70% of couple families are married couples, with a doubled percentage of common-law couples (28.7%);
- 68.9% of lone-parent families in Yellowknife are female parent families;
- In Yellowknife, the percentage of common-law couples with children at home (42.8%) is smaller than that in the NWT (58.1%); and
- The percentages of both female and male parent families with 3 or more children in Yellowknife are much smaller than those in the NWT.

Figure 32: Percentage of Family Size for Yellowknife vs. Northwest Territories, 2010



Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Figure 33: Percentage of Family Structure for Yellowknife vs. Northwest Territories, 2010



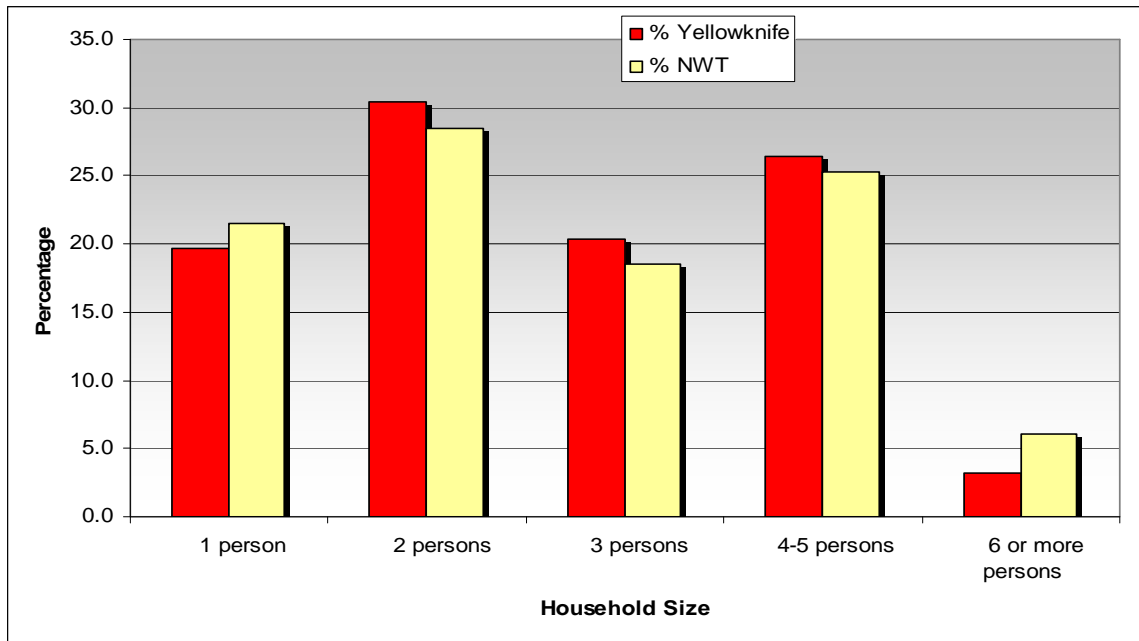
Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Household Characteristics

Figure 34 and Table 43 (in the Appendix) indicate the household structure for Yellowknife and the Northwest Territories in 2010:

- Compared to the Northwest Territories, Yellowknife has a much smaller percentage of ‘6 or more persons’ families; and
- Yellowknife has a smaller average number of persons in private households than the NWT.

Figure 34: Percentage of Household Size for Yellowknife vs. Northwest Territories, 2010



Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

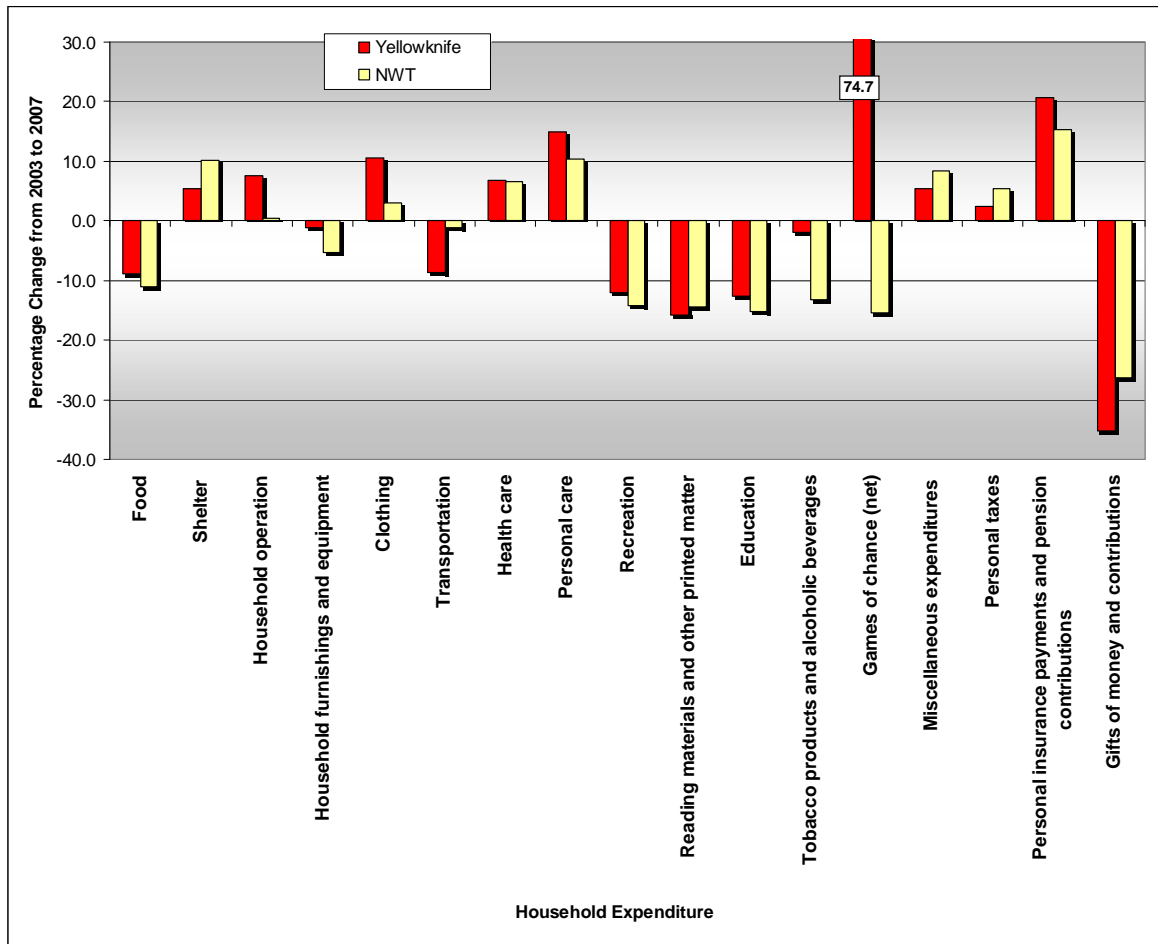
Household Expenditure

Figures 35 to 37, and Table 44 (in the Appendix) illustrate the household expenditure structure (by percentage)⁹ for Yellowknife and the Northwest Territories for 2003, 2005 and 2007:

- From 2003 to 2007, percentages of household spending in Yellowknife had large increases on games of chance (gambling and other games of chance - net), household operation, clothing, personal care and personal insurance payments & pension contributions; meanwhile it had big declines on gifts of money & contributions, reading materials & other printed matter, education and recreation;
- The percentage of household spending on games of chance (net) dramatically increased (74.7%) in Yellowknife from 2003 to 2007 while it declined (15.4%) in the NWT;
- Both Yellowknife and the NWT had a large percentage of household spending decline on gifts of money & contributions; Yellowknife had a larger percentage decline (-35.3%) than the NWT (-26.3%) from 2003 to 2007;
- Households in both Yellowknife and the NWT spent over 20% on shelter which occupied the largest percentage of household spending on current consumption in 2007; and
- Household spending on current consumption, in both Yellowknife and the NWT, occupied approximately 70% of total household expenditure in 2007.

⁹ Household expenditure structure is measured by the percentage of total expenditure of each household spending category.

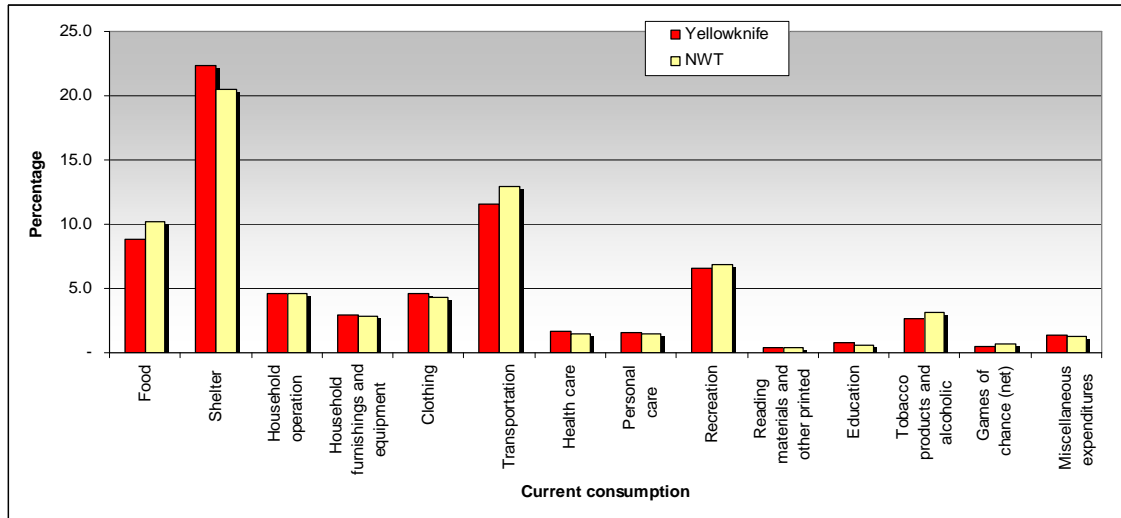
Figure 35: Change in Household Spending (by percentage)¹⁰ from 2003 to 2007



Source: McSweeney & Associates from Statistics Canada's Survey of Household Spending and NWT Bureau of Statistics

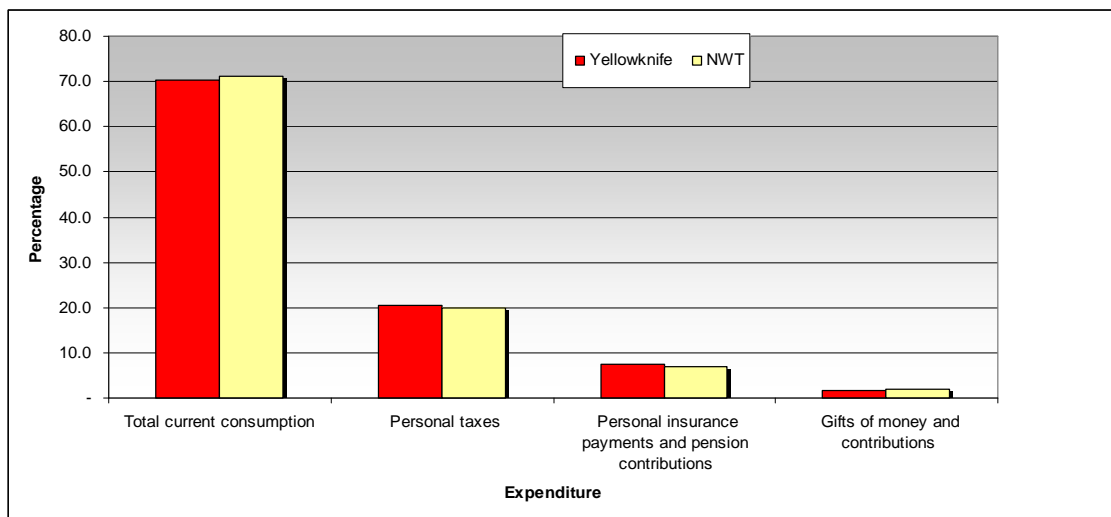
¹⁰ Household spending is measured by the percentage of total expenditure of each household spending category.

Figure 36: Household Spending (by %) on Current Consumption for Yellowknife vs. NWT, 2007



Source: McSweeney & Associates from Statistics Canada's Survey of Household Spending and NWT Bureau of Statistics

Figure 37: Household Expenditure Structure (by %) for Yellowknife vs. NWT, 2007



Source: McSweeney & Associates from Statistics Canada's Survey of Household Spending and NWT Bureau of Statistics

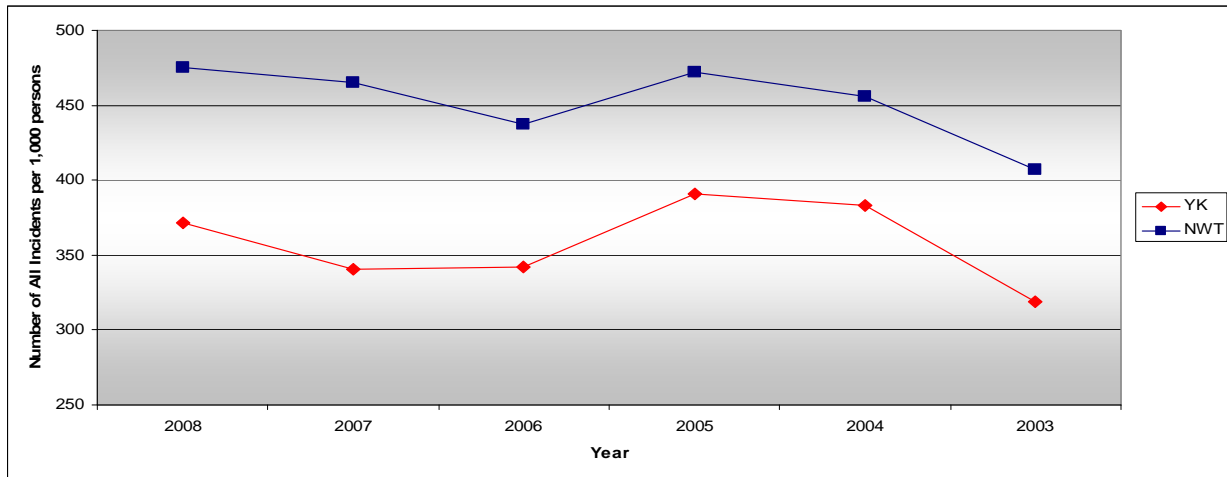
3.4.5 Crime and Security

Figures 38 to 39 and Tables 45 to 46 (in the Appendix) present the crime statistical data for Yellowknife and the NWT from 2003 to 2008:

- A comparison of all incidents of crime in Yellowknife and the NWT from 2003 to 2008 indicates that the crime rate per 1,000 persons had been significantly lower in Yellowknife in every period;

- Over the period of 2003 to 2008, all incidents crime rate per 1,000 persons in Yellowknife increased at the same level as the Northwest Territories;
- The incident rates for both crimes of violence and property crimes had big drops. Especially, the incident rate of crimes of violence in Yellowknife decreased much more than the NWT (more than 5 times); and
- For other types of criminal incidents (other criminal code, traffic and federal statutes), the incident rates increased more than 20 percent.

Figure 38: Number of All Incidents per 1,000 Persons, Yellowknife vs. NWT from 2003-2008



Source: Northwest Territories Bureau of Statistic and Canadian Centre for Justice Statistics

Figure 39: Percentage change of Incidents per 1,000 Persons YK vs. NWT from 2003 to 2008



Source: Northwest Territories Bureau of Statistic and Canadian Centre for Justice Statistics

4 Physical Profile of Yellowknife

Yellowknife is located 960 kilometres north of Edmonton or 1,513 kilometres by road. The city is located on the west shore of Yellowknife Bay, which forms part of the North Arm of Great Slave Lake. The municipal boundaries of the city enclose an area of approximately 136 square kilometres.

4.1 Land Uses in the City

Development in Yellowknife originated in Old Town in the 1930s when the gold prospecting and mining boom began. The Con Mine came into operation in 1938. Gold production was scaled back during World War II, but resumed after the war, at which time the Giant Mine opened as well. With the number of people arriving in Yellowknife following the war, Old Town became overcrowded, which prompted the surveying of New Town, centred on Franklin Avenue (50th Avenue) and 50th Street. Yellowknife was named a Municipal District in 1953, and officially became the territorial capital in 1967.

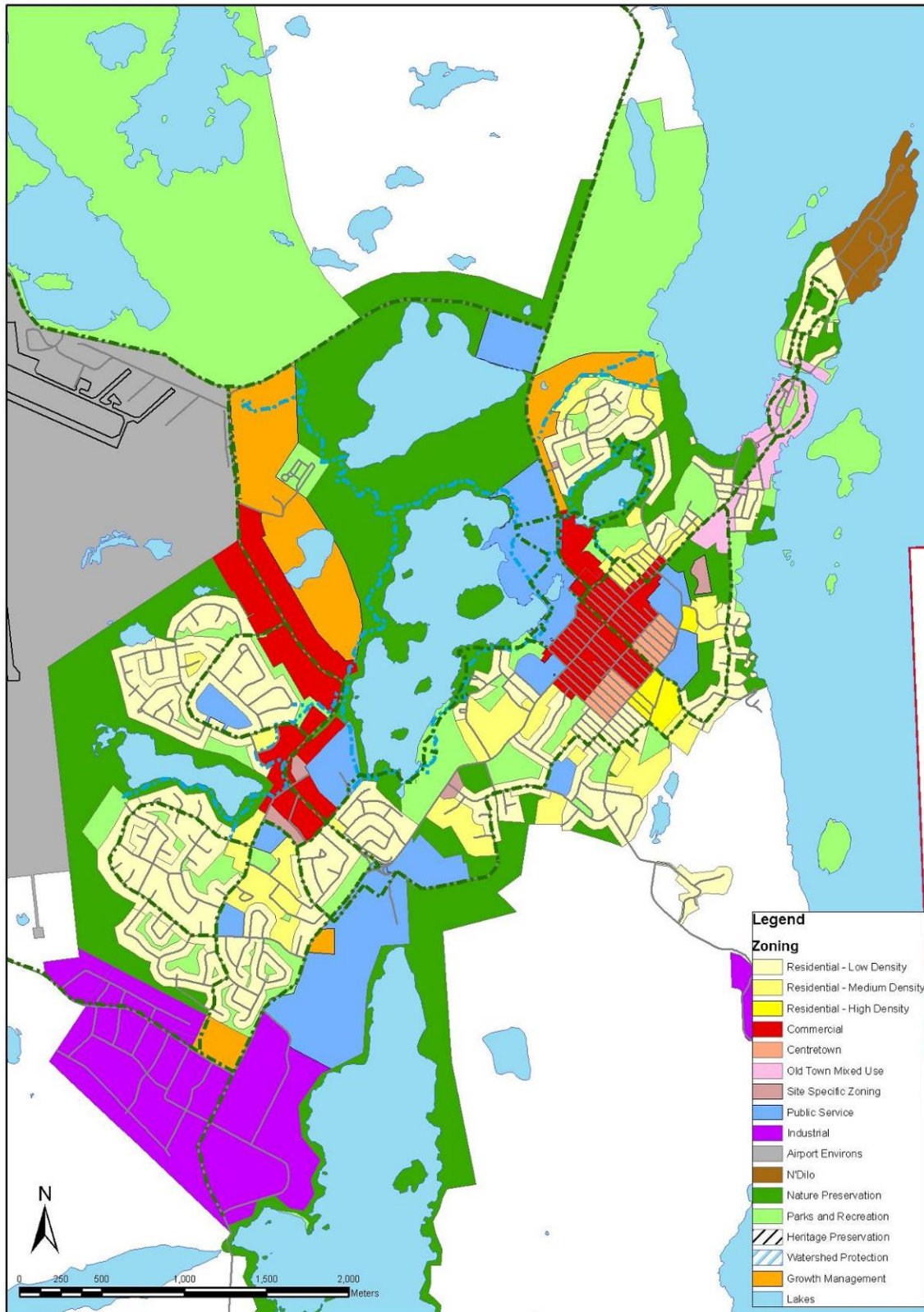
As the original town site, Old Town retains a mix of residential and commercial land uses and reflects the heritage of the city. New Town has evolved as the central business district and contains a mix of low, medium and high-profile commercial, institutional and residential uses. More recent commercial growth has concentrated along Old Airport Road and is characterized by large format, low-profile building forms. Kam Lake Industrial area contains a mix of industrial, commercial and some residential uses.

To accommodate community growth, new residential subdivisions have been added to the west, south and north of the downtown over the last several decades. Residents in these newer subdivisions enjoy easy access to the natural open spaces around the edges of Frame Lake, Range Lake and Kam Lake. The newest residential growth area is located to the north of Niven Lake.

The Giant Mine and the Con Mine traditionally anchored the north and south ends of the community. The closure of the mines in the early 2000s opens possibilities for new development on the old mine sites, provided that the sites are remediated to acceptable standards.

Figure 40 on the page to follow is intended to provide an approximate snapshot of existing land uses in Yellowknife. Similar zones (e.g. R1 – Residential Single Detached Dwelling and R5 – Manufactured Dwelling Zones) have been grouped to simplify the map. The sub-sections to follow provide a description of the land uses, as well as transportation and municipal services infrastructure.

Figure 40: Generalized existing land uses (based on zoning maps)



4.1.1 Downtown

The Downtown is organized on a street grid system and is a focal point for major commercial retail, office and institutional uses with some interspersed residential uses. As the City has continued to evolve, several of the lower-density residential uses (e.g. single-detached homes) have converted to commercial uses or been replaced with new commercial and higher density residential uses. There are significant redevelopment opportunities in the Downtown. Recent efforts in streetscaping and public open spaces are improving the attractiveness and comfort of the Downtown.

4.1.2 Residential Areas

The principal residential areas of Yellowknife surround the Downtown. Higher density residential uses anchor the fringes of the Downtown along Franklin Ave, Gitzel Street, and 52nd Ave. Residential subdivisions consisting primarily of single-detached dwellings and mobile homes have been constructed towards the outer edges of the built up area of Yellowknife.

Old Town was developed in part on the old footpath network. The residential buildings, old, historic, new, large and small are found intermixed with commercial buildings. These commercial sites have docking and mooring activity for floatplanes and fishing boats, as well as floating homes and recreational boats.

Latham Island provides a variety of housing with access opportunities to Great Slave Lake. The First Nations community of N'dilo lies on the northern tip of Latham Island and is serviced by the City (sewage and water services).

The School Draw Avenue area is located east of the Downtown and is centred on an old road alignment. Its rock outcrops, access to water and physical closeness to the Downtown make it a unique and contained residential area. New residential development is under construction along an extended School Draw Avenue.

The Matonabee/ Gitzel area is located between Franklin Avenue, Frame Lake, the Somba K'e Civic Plaze and the Ruth Inch Memorial Pool. Mature vegetation, large detached homes, apartments and row housing are located here.

The Northlands Trailer Park area is located to the south of Frame Lake. It was created to accommodate mobile homes on small lots. In the past, it has provided less expensive housing for many residents of Yellowknife.

The Frame Lake South area has been maturing over the years. A number of housing types such as row houses, duplexes and single-family homes, as well as apartments, have been built here. With residential development came schools and commercial facilities, parks, and recreational areas. The airport limits development further west.

The Range Lake North area is now virtually completed. It is comprised of almost exclusively single-family residential housing. The airport also limits expansion of this area.

The Forrest Drive area has a mix of housing types. With schools and recreation areas, it forms a mature residential area.

The Niven Lake area is currently under development; Phase VII lots are currently for sale by the City.

4.1.3 Commercial Areas (Non-Downtown)

Commercial development outside of the Downtown is primarily concentrated along Old Airport Road. Large retail establishments occupy most of the land along this corridor. Other services such as transportation-related businesses complete the commercial mix. The intersection of Old Airport Road and Range Lake Road is a significant node of commercial development. Strip commercial and large retail anchors such as Wal-Mart, Canadian Tire and most recently an Extra Foods Super Store characterize the area. These stores serve as a draw for residents with the availability of parking and expanded selection.

The Old Town has a mix of small commercial establishments. Some of these businesses primarily serve the tourism traffic, with restaurants, accommodation and boutique type retail. A number of service-type businesses form part of the Old Town mixed-use, including building supply, camp re-supply and other services. Air and water charter companies that operate passenger and freight traffic, occupy property along the shoreline.

There are also a number of retail and service businesses in the Kam Lake industrial area mixed with other industrial uses. There exist a number of challenges related to the mix of industrial, commercial and residential land uses in this area.

The commercial uses within the airport lands primarily consist of aviation-related services, although the potential of expanded commercial and light industrial uses is emerging as a significant market driver.

4.1.4 Industrial

Industrial development has clustered primarily at the south end of town in the Kam Lake Industrial Area. With industrial lots in short supply in the Kam Lake Industrial Area and a desire by the City to relocate industrial uses away from residential areas and close to better truck transportation links, the City has recently opened up a new industrial subdivision to the west of the airport – Engle Business District. More information on industrial lands is contained in Section 7.3 of this Report.

4.1.5 Institutional

Institutional uses are dispersed throughout the City, integrated into the general urban fabric and are connected to full City services. Institutional uses are representative of all levels of government and community groups.

The city has a number of institutional facilities that provide services at the territorial level, including the Stanton Territorial Hospital, the Legislative Assembly, the Prince of Wales Northern Heritage Centre and the Yellowknife Correctional Centre. The Stanton Territorial Hospital is located adjacent to Frame Lake and is accessed via road, public transit and pedestrian trails. The North Slave Young Offender's facility and the new Yellowknife Correctional Centre are situated along Kam Lake south of Old Airport Road.

A number of schools, recreation and other institutional facilities are located on the edge of the Downtown and form important anchors. These include:

- Sir John Franklin High School;
- Mildred Hall School;
- Weledeh School;
- St. Patrick High School;
- Yellowknife City Hall;
- Henry Larson Building ('G' Division Headquarters of the RCMP);
- Evans Block (Canadian Forces Northern Region Headquarters);
- Northern Frontier Regional Visitor Centre;
- Prince of Wales Northern Heritage Centre; and
- Legislative Assembly.

A secondary node of community facilities is located in the vicinity of the Franklin Ave and Old Airport Road intersection. Facilities just east and southwest of the intersection include:

- Municipal pool;
- Curling club;
- Multi-plex; and
- Fieldhouse.

The Yellowknife Cemetery is located near Jackfish Lake and is the only active cemetery within City limits. The Back Bay Cemetery is a historical cemetery near the Yellowknife Ski Club.

The Capital Area provides an opportunity to accommodate new major institutions, which will be linked to the City not only by roads but also through Yellowknife's extensive and developing pedestrian trail system. However, some lands within the Capital Area are subject to the Akaitcho Interim Land Withdrawal.

4.1.6 Open Space

Open space in Yellowknife has traditionally consisted of both recreation lands as well as natural open space areas. The functional recreation spaces include parks and sports facilities that feature some level of development associated with the intended use. The natural areas are spaces that are primarily undisturbed by virtue of their ecological value, the development constraints that are present on the site (e.g. steep slopes), or they form part of a greenway system. Lakes and rocks define the landscape of Yellowknife and it is some of these spaces that have become important natural areas within the built-up area. The rock outcroppings of Old Town and the shoreline of Great Slave Lake are often cited by residents as important or significant spaces to be preserved.

Often, natural areas were not seen as readily developable and were treated as 'leftover spaces' that have remained undeveloped for many years while more accessible or cheaper land was developed. As development pressures increase, some of these spaces are now being considered for development. Yellowknife residents have placed a high value on the system of open spaces and

recreational trails in the City. Policy documents which relate to open space planning that are relevant to the General Plan review are described in Section 5 of this Report.

In terms of recreational space, the City maintains trails, small neighbourhood parks with play equipment, recreation facilities (such as ballpark and a skateboard park) toboggan hills, tennis courts, and outdoor spaces associated with City facilities. Seasonally, the City also maintains other infrastructure such as outdoor ice rinks during the winter.

The Yellowknife Ski Club and the Yellowknife Golf Club lease large tracts of land for recreational purposes. These facilities have undergone some level of development but have used the local terrain, thereby minimizing the impact on the natural environment. The Yellowknife Shooting Club is situated north of the airport. The site is leased from the City and has been developed and actively used over many years. The Yellowknife Ski Club lands are currently affected by the Akaitcho Interim Land Withdrawal Process.

Fred Henne Territorial Park is situated between Long Lake and Highway No. 3. It provides camping and day use facilities for tourists and residents alike. The park is owned and operated by the GNWT.

The Capital Site is primarily functional open space in the vicinity of a number of institutional buildings and the McMahan Frame Lake Trail system. Through the designation of the Capital Site, this tract of land has remained undeveloped.

4.2 Transportation

4.2.1 Airport

The GNWT is responsible for the operation, maintenance and development of the Yellowknife Airport. The Yellowknife Airport serves as the primary gateway to and from points outside NWT. It provides a base for a number of northern fixed and rotary wing operators offering scheduled and charter air services. An aircraft maintenance area supports mineral exploration, tourism, pilot training, among other services.

The Yellowknife Airport Development Plan is the strategic document that outlines infrastructure improvements needed to meet forecast demands over the next 10-year and 20-year periods. The Plan refers to Noise Exposure Forecasts (NEF) that were prepared for the year 2011 to 2021, based on existing operations, as well as those deriving from potential increases in operations and expansion of the runway facilities. Notwithstanding the proposed long-term extension of the runway, the resulting NEFs indicate that future areas of noise exposure will be smaller and narrower in shape than those that currently exist, as a result of the eventual phase-out of noisier aircraft currently in service in the North.

The Plan identifies runway system expansion and land development over the long-term period (2014 to 2023) to bring potential airport business and traffic to the community. The runway is proposed to be extended by 760 m which would require an additional 32 ha of additional land south of Runway 33.

In order for the airport to continue to function safely, it is important to consider the land use compatibility issues of development in the vicinity of the airport. The *Yellowknife Airport Zoning Regulations, SOR/81-472* restrict the height of structures under the approach, transitional and outer surfaces of the airport. Building heights are regulated to minimize hazards to overflying aircraft. Transport Canada also maintains a series of land use guidelines for the vicinity of airports to reduce the risk of bird strikes and to minimize conflicts between airport operations and sensitive land uses adjacent to airports.¹¹ Typically, these guidelines restrict landfill sites and reservoirs within 8 km of the airstrip. The current approved landfill site and sewage lagoon are within the 8 kilometre distance. See Section 4.3.4 for more discussion on the landfill.

4.2.2 Existing Road Layout

The road system in Yellowknife is comprised of arterials, collectors, and local roads. The road system is structured around the primary arterial roads of Franklin Avenue, 50th Avenue, Kam Lake Road, Old Airport Road, Highway No. 3 and Highway No. 4. These roads are intended to carry large volumes of traffic at medium to high speeds. Highways No.3 (Yellowknife Highway) and No.4 (Ingraham Trail) lead out of the city, while Old Airport Road functions as the gateway to the city from the Airport. Other roads function as secondary (collector) roads including Niven Drive, Range Lake Road, Borden Drive, Forrest Drive, School Draw Avenue and 52nd Avenue.

While the existing road network provides access to all areas of Yellowknife, limited route choices are available for drivers. It is estimated that driving constitutes approximately 72% of the modal share over an entire day.

There is also one ice road in the area which is the 6.2 km-long Dettah Ice Road, which connects the community of Dettah to Yellowknife during the winter months.

4.2.3 Truck Routes

Section 121 of the City's Highway Traffic By-law (By-law No. 4063) states that public services and any commercial vehicle with a weight over 4,500 kilograms, must use designated truck routes. These routes include the following sections of road:

- Old Airport Road from Yellowknife Highway (Highway No. 3) to Franklin Avenue;
- Kam Lake Road;
- Franklin Avenue from Old Airport Road to 48th Street;
- 48th Street from Franklin Avenue to 52nd Avenue;
- Con Road from Forrest Drive to Yellowknife Bay; and
- Forrest Drive from Franklin Avenue to Con Road.

¹¹ Land Use in the Vicinity of Airports (TP 1247), eighth edition - May 2005, Transport Canada
<http://www.tc.gc.ca/civilaviation/publications/tp1247/menu.htm>

Departures from the truck route are permitted in a variety of circumstances including the delivery or pick-up of goods, towing a disabled vehicle, accessing a servicing or repair centre, or with permission from the City.

According to the Transportation Improvement Study, certain roadways and intersections are not designed to accommodate truck traffic, despite the need to facilitate truck access to certain areas. These include, for example, the intersection of Forrest Drive and Franklin Avenue.

4.2.4 Public Transit

Yellowknife's transit network consists of three existing bus lines, two being regular service routes while the third is in operation only in the summer months and on Saturdays. The routes are:

- Route 1 – Borden/Downtown/Range Lake;
- Route 2 – N'Dilo/Downtown/Forrest Drive; and
- Route 3 – Saturday/Summer.

Five buses serve the community for these three routes, with no service provided on Sundays or on Statutory Holidays. Two express routes also operate during the AM and PM peaks hours.

According to the Transportation Improvement Study (2010), transit use is estimated to constitute approximately 1% of the modal share over an entire day, while during peak hours it is estimated at 3-5%. Transit service is subsidized by ratepayers and is not a full cost recovery system.

4.2.5 Walking

Yellowknife's pedestrian infrastructure network consists of sidewalks and trails. The majority of roads in the downtown core have sidewalks, although the industrial areas and roads outside of the downtown core lack sidewalk continuity or even a sidewalk, for example in Old Town. Moreover, several multi-purpose trails are also located throughout the city. The trails and their functions are well documented in the Integrated Parks, Trails, and Open Space Study completed in 2005.

According to the Transportation Improvement Study (2010), walking is estimated to account for approximately 15% of the modal share over an entire day.

4.2.6 Cycling

Cycling is a travel mode that is growing in popularity in Yellowknife. The city's relatively flat topography and low traffic volumes are conducive to cycling. Cyclists consist of commuter cyclists, who are more inclined to use roads, and recreational cyclists, who are more inclined to use trails.

There are currently no on-road cycling facilities such as bike lanes or coordinated signage in Yellowknife. However, several kilometres of multi-use trails are available, including the McMahon Frame Lake trail. According to the Transportation Improvement Study (2010), cycling is estimated to account for approximately 1% of the modal share over an entire day.

4.2.7 Other Modes

A variety of other mode choices are available to Yellowknife residents, including float planes, snowmobiles, taxis, skiing, sledding, and water crafts.

Float planes are currently located in Back Bay and Kam Lake but are unauthorized with the exception of a number of commercial establishments (eg. Air Tindi). Plans for a float plane marina on Kam Lake are under consideration by the City. Snowmobiles generally operate on soft and hard snow conditions and are restricted to 30km/h on city roads and 70km/h outside the built-up area. Taxis are also an important part of the transportation infrastructure, particularly since many residents do not own or operate a licensed motor vehicle.

With respect to water crafts, the municipal boat launch on McDonald Drive at Weaver Drive receives high traffic use throughout the summer, particularly on weekends. Some traffic and parking problems have been identified in this location. The City is looking to expand boat launch facilities at the Giant Mine site.

4.2.8 Parking

While parking is not considered a transportation mode, it nonetheless constitutes supporting transportation infrastructure. There are approximately 18 square blocks of on-street metered parking and non-metered parking in downtown Yellowknife, including one-hour, two-hour, and nine-hour parking. The city provides and maintains this parking. In addition, there are approximately 50 surface parking lots associated with public and private developments. An enclosed parkade also provide a significant amount of parking capacity, but is often underutilized due to perceived safety concerns.

Concerns related to parking include the relatively limited parking capacity in the Old Town District and issues related to circulation, accessibility, pedestrian compatibility, and aesthetic appearance along Old Airport Road, where parking is exclusively provided by private lots.

4.3 Infrastructure

4.3.1 Sewage Treatment

The Fiddler's Lake sewage lagoon system is located at the western edge of the City. Sewage is discharged into this complex of lakes, which eventually discharges into Great Slave Lake. Residential development and commercial development involving food preparation are prohibited within a 450-metre buffer area around the sewage lagoon system as per the *Public Health Act* regulations. There are no current capacity issues with the sewage treatment system.

4.3.2 Water Supply and Treatment

The Yellowknife River is the current water supply source. Water is piped 8 to 9 km from the river to pumphouse #1 on Yellowknife Bay. The pipeline is 30 years old and the cost of replacement has been estimated at \$9 million. Great Slave Lake is an alternate source of water and would save the City the cost of replacing the pipeline. The water has been tested for the last 6 years and is a very good quality. Public perception is currently that the Giant Mine has contaminated Great Slave with arsenic and there is the issue of the floating homes, and whether their wastes are being properly disposed. In addition, the Giant Mine Abandonment and Restoration Plan (A&R): Issues Report, prepared for the City, indicates that the finalization of the Giant Mine A&R Plan may result in the City not being authorized to draw water directly from Yellowknife Bay.

Under this scenario, the Yellowknife River would continue to be the main water source for the City and the water intake and pipeline system would need to be upgraded. Given the uncertainty of the future water supply, ongoing diligent protection of both water sources will be important in the General Plan.

A new water treatment plant is being designed and is anticipated to be commissioned in 2013. There is enough land at the current site of pumphouse #1 to accommodate the plant. This is the main distribution point for the City's piped water supply.

4.3.3 Servicing Infrastructure

City has a dual piped and trucked services system. The cut-off for piped services is School Draw Avenue, Kam Lake Industrial Area, and north of Borden along Old Airport Road. The cost of extending piped servicing infrastructure is very expensive in Yellowknife, thus optimizing the use of existing infrastructure helps reduce municipal infrastructure costs.

The areas of the City that are on trucked water present challenges for fire fighting. Generally, from a fire fighting perspective, trucked services are undesirable for commercial and residential development, but acceptable for industrial development.

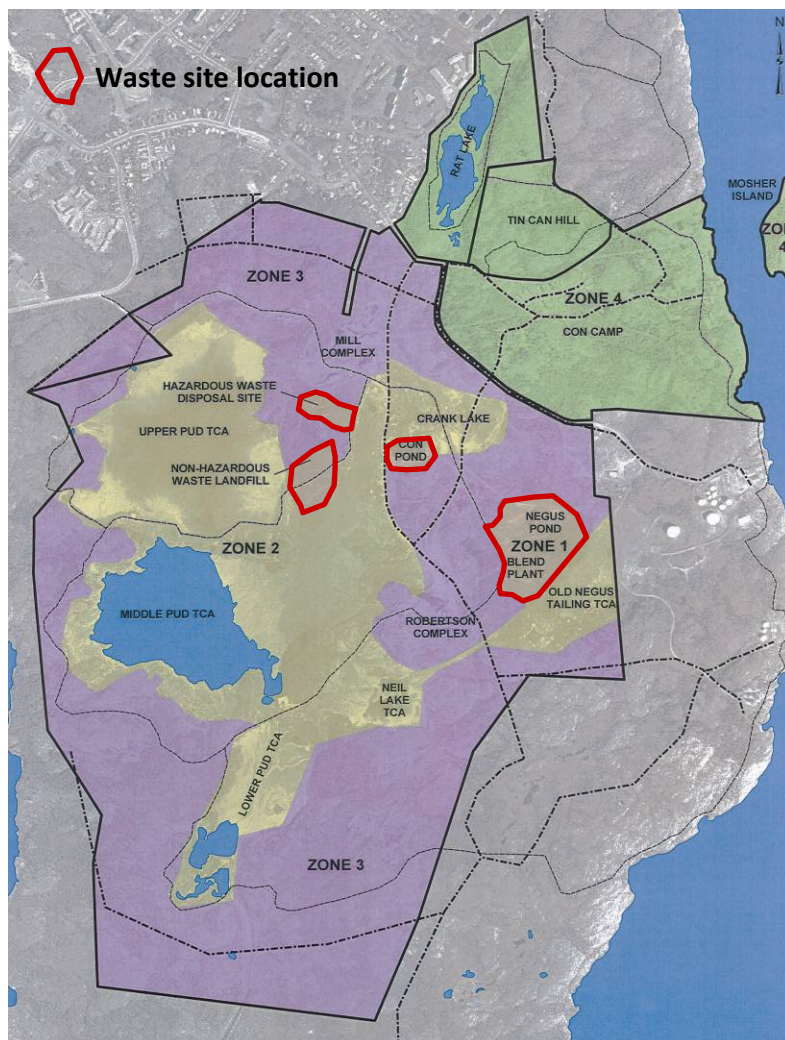
4.3.4 Waste Disposal

The existing solid waste disposal site is located to the north of the city, immediately west of the Yellowknife Ski Club. The facility includes recycling and composting facilities. The landfill footprint has been generally expanding outward to accommodate solid waste volumes. Currently, the landfill footprint on the existing lot is nearing capacity. The City has indicated that the quarry sites to the north of the existing landfill, once these quarry sites are exhausted, offer the best opportunity for the expansion of the landfill. The City currently owns one of these quarry sites. The City has plans to acquire the two remaining quarry sites. These quarry sites will meet the landfilling needs of Yellowknife well beyond the 10-year planning horizon of the General Plan. The location of the site has been identified as a concern due to the increased incidence of wild birds attracted to garbage as a food source (source: Solid Waste Composition Study and Waste Reduction Recommendations). The City has taken the necessary actions as outlined in the Wildlife Management Plan to help alleviate these concerns to the satisfaction of Transport Canada.

The Con Mine Final Closure and Reclamation Plan (2007) identifies four (4) waste sites on Figure 7.2 (Miramar Zone Boundaries) of the Plan which includes Negus Pond, Con Pond, and a hazardous waste disposal site and non-hazardous waste landfill both directly south of the Mill Complex. Figure 41 outlines in red the location of these four waste sites. These sites will likely be subject to the 450-metre setback for residential and food preparation related commercial uses until such time as they are appropriately remediated. The Con/Rycon residential area is in proximity to these waste sites as would be any future development along a Taylor Road extension.

The Giant Mine Remediation Plan (2007) identifies three (3) waste sites (Figure 3.12.1 - Locations of Waste Storage and Disposal Areas) which includes the Central Pond Hazardous Waste Area (north end of Central Pond), the Northwest Pond Hazardous Waste Area (approx. 200 m east of Trapper Lake) and Northwest Pond Non-Hazardous Waste Area (approx. 400 m east of Trapper’s Lake). These sites, as outlined in red on Figure 41 below, may also be subject to the 450-metre setback for residential and food preparation related commercial uses until such time as they are appropriately remediated. No residential or commercial activities are currently proposed in this area.

Figure 41: Location of waste sites at Con Mine



5 Policy Context

5.1 NWT Planning Act

The NWT *Planning Act*, R.S.N.W.T. 1988, c.P-7 provides the legislative framework for municipalities in the Northwest Territories to prepare and adopt a General Plan and Zoning By-law. A General Plan must be completed by qualified planning officers or qualified planning consultants working under the direction of Council. The plan must be prepared on the basis of surveys and studies of land use, population growth, community economic conditions, and the needs of the municipality relative to transportation, communication, public services and social services. Ultimately the plan must contain maps and policies that direct how land within municipal boundaries will be used. The General Plan must contain proposals regarding the content of a zoning by-law. Section 5 of the *Planning Act* requires each municipality to undertake a review of the General Plan at least once every five years. The present General Plan review is intended to satisfy the requirement of Section 5 of the *Planning Act*.

The 2004 General Plan has well-served the City since its adoption. However, the City has undergone a considerable amount of change over the last six years. The General Plan review therefore provides an important opportunity to update base information, review whether the conclusions and assumptions made in 2004 remain relevant, and to identify areas where new policies are needed to address changing circumstances. On January 25, 2010, Council directed staff to proceed with the five-year General Plan review process, while also ensuring that the plan addresses ways to make new development and redevelopment in Yellowknife more affordable. In accordance with Council's direction, the concept of affordability will need to be incorporated into the creation of the General Plan.

The General Plan also provides the framework for the creation of Development Schemes, which in turn provide greater direction for how specific areas of the City will be developed. The City has a number of Development Schemes to provide a secondary level of detail for the planning of neighbourhoods/areas within the City. Development schemes are available for the Capital Area, Niven Lake, Twin Pine Hill, and Old Town.

5.2 City Strategic Plan

The City is engaged in the creation of a Strategic Plan to provide overall guidance to the City on a variety of issues. The Strategic Plan is intended to establish a collective vision for the future of the City, set out a strategy for the optimization of municipal resources and identify key priorities for departmental business plans. As such, the results of the strategic plan may influence the activities and priorities of the Planning and Development Department. The plan is anticipated to be completed by the end of 2010, which will provide the opportunity to incorporate any strategic directions relevant to the General Plan into the document prior to Council adoption.

5.3 Smart Growth Development Plan

In an initiative designed to take a holistic and contemporary approach to planning and growth in the City, the Planning and Development Department engaged in a Smart Growth Development Plan process that was initiated in early 2007. With a 50-year vision at its heart, the Smart Growth Development Plan' objective is to integrate decisions relating to land use, transportation, the environment, and economic development. With the upcoming 2011 General Plan review, it is anticipated that the new General Plan, along with Strategic Plan currently under development will act as the first implementation plans for the Smart Growth Plan.

The creation of the Plan involved extensive public consultation with more than 2,000 residents participating in its development. Six reports were produced under the Smart Growth Plan process and serve to create an integrated strategic framework, consisting of a vision, guiding principles and policy recommendations. These six reports are as follows:

1. Yellowknife: 50-year Vision (MetroQuest)
2. Natural Area Preservation Strategy (Dillon Consulting Ltd.)
3. Transportation Improvement Study (HDR/iTRANS Consulting)
4. Urban Design Initiative (EIDOS Consultants Inc.)
5. Yellowknife Downtown Façade Improvement Guidelines
6. Smart Growth Development Plan Recommendations Report

5.3.1 Yellowknife: 50-year Vision

A Yellowknife version of MetroQuest was created (YellowknifeQuest) to allow 50-year future scenarios to be created and evaluated in a workshop setting. The report outlines the majority opinions of the participants involved in the process, divided into several elements: overall vision, housing and employment areas, transportation, and environmental programs. The conclusions of the MetroQuest visioning process that are important for the General Plan Review were:

- Strong focus on protecting the environment;
- To focus much of new development in key areas including Downtown, Old Airport Road, and Con Mine/Tin Can Hill;
- New development should be more compact than existing housing and employment areas and should focus on medium density development with appropriate levels of greenspace protection;
- New development should be well-designed and uniquely “northern”;
- Enhanced policies to support convenient alternatives to the automobile; and
- More housing choice and better affordability.

5.3.2 Natural Area Preservation Strategy (May 2010)

The Natural Area Preservation Strategy reviews 40 natural area sites in the City and makes recommendations regarding their protection or partial development. The recommendations of the Strategy that are relevant to the General Plan Review are:

- Preservation as natural areas of thirty (30) of the inventoried sites in the report;
- Partial development (residential, commercial or institutional) of nine (9) of the inventoried sites in the report;
- Any development on the 9 sites should be “exemplary projects” reflecting values of environmental stewardship and sustainable development, and demonstrate consistency with Yellowknife’s Smart Growth Principles; and
- Development on sites adjacent to natural area sites should be controlled to mitigate impacts on ecological functions of the site.

5.3.3 Transportation Improvement Study (May 2010)

The Transportation Improvement Study focuses on primary areas of Yellowknife including Old Town, Downtown, Tin Can Hill, and Old Airport Road and is intended as a guiding document to address Yellowknife’s long-term transportation needs and programs.

The Study identifies key elements of the existing transportation network and some of the major existing transportation issues, including those related to transit, pedestrians, and road infrastructure. It then outlines the long-term transportation strategy for the compact land use growth scenario developed through the Smart Growth Development Plan. The long-term strategy includes recommendations with respect to transit, cycling, walking, future road networks, parking, trucks, transportation demand management, and traffic calming. Generally, the focus of the long-term strategy is to reduce vehicle use in favour of sustainable, active transportation modes of travel. It includes recommended infrastructure improvements for various travel modes, as well as intermediate and long-term implementation measures and order of magnitude costing.

The recommendations of the Transportation Improvement Study that are relevant to the General Plan Review are:

- More compact development in target intensification areas (Old Town, Downtown, Old Airport Road);
- Creating Transit Oriented Development (TOD) nodes;
- Right-of-ways widenings – not just for private automobiles but to accommodate more walking, cycling and transit infrastructure;
- Promotion of walkable neighbourhoods;
- Implementing policies and programs to encourage the uses of active and more sustainable transportation modes;
- Introduction of parking caps or maximums; and
- Identification of existing and future road connections, cycling infrastructure, on-road and off-road trails pedestrian walkways, and transit routing.

5.3.4 Urban Design Initiative (May 2010)

The Urban Design Initiative explores the role of urban design and placemaking in the community. The Urban Design Initiative hosted a design charrette to prepare redevelopment concepts for four study areas that have been targeted for intensification and compact growth – Old Airport Road, Downtown, Old Town, and Con Mine/Con Camp. Resulting from ideas and concepts explored during the design charrette, implementation strategies were proposed.

The recommendations of the Urban Design Initiative that are relevant to the General Plan Review are:

- Protecting the architectural identity and integrity of unique neighbourhoods;
- Undertaking an analysis to identify potential “character” districts and introduce architectural standards/guidelines;
- Strengthen policies regarding heritage protection and incentives for protection; and
- The creation of a design review committee;

5.3.5 Smart Growth Development Plan Recommendations Report

Based on the five smart growth background reports, the Smart Growth Development Plan Recommendations Report presents an overarching vision statement and guiding principles for the Plan. A Vision Statement and 10 Smart Growth Principles were adopted as part of the plan.

It is intended that this vision and principles also guide the development of other plans at the City, including the General Plan. The Recommendations Report presents fifteen broad implementation strategies that are grounded in the consultants’ reports and background reports. Each strategy is then broken down into specific action items that can be pursued to realize the vision and principles of the Plan. Of course, not all of the specific action items for each Implementation Strategy can be addressed in the General Plan, but where initiatives can be supported through specific policy statements or proposals, these issues are identified in Section 8 – “Planning Issues & Considerations for General Plan Review” of this report.

5.4 Municipal By-laws

5.4.1 General Plan (2004)

The strategic directions of the 2004 General Plan are expressed through objectives, policies and proposals that were developed collaboratively by City Administration, Council and the community at large. The objectives of the Plan, as stated in section 8.1.2 of the Plan are:

- Balanced Community Growth;
- Neighbourhood Design;
- Balanced Economic Development and Environmental Responsibility;
- A Vibrant Downtown;

- Efficient Transportation and Infrastructure Facilities;
- Enhanced Natural Awareness;
- A Culturally Sensitive and Heritage Resource Ethic; and
- Regional Inter-relationships, Co-existence and Partnerships.

The General Plan (2004) was reviewed in the context of the planning issues identified in this Report. For each planning issue identified, issue statements are provided and then a summary of how the issue is or is not currently addressed in the existing General Plan (2004) is also provided. This exploration of planning issues is contained in Section 8 of the Report.

5.4.2 Old Town Secondary Development Scheme (1993)

The Old Town Secondary Development Scheme was adopted by By-law No. 3651 in 1993 to address how growth and redevelopment should occur in Old Town Yellowknife. The Old Town Secondary Plan covers the area from Latham Island in the north to Fritz Thiel Park in the south and from Back Bay in the west to Yellowknife Bay in the east.

The Old Town Secondary Development Scheme was created to identify and protect the unique character of the area, which includes a mix of mostly residential uses, with some commercial and industrial uses interspersed within the community. Old Town, as its name suggests, is the original settlement area for the gold exploration camps. Due to the narrowness of the land base and the dramatic topography of Old Town, the community expanded into the New Town area, which currently forms the downtown area of the City. The Old Town Secondary Development Scheme does not include the northern end of Latham Island where the Akaitcho Dene First Nation settlement of N'Dilo (population 200) is located. The Old Town area continues to have trucked water and sewer services.

City staff has indicated that the Development Scheme policies did not get integrated into the Zoning By-law, which means some of the design criteria are not part of the permit review regulations.

5.4.3 Capital Area Development Scheme (1996)

The Capital Area Development Scheme came into effect in 1996 to express a coherent development vision for the Capital Area. The Development Scheme addresses a number of concerns, including building design, environmental protection and land use. Ultimately, the vision for the Capital Area is to preserve the pristine settings of the Legislative Assembly of the Northwest Territories. A key aspect of the Capital Area Development Scheme is the level of cooperation between the City and the Territorial Government to manage the Capital Area.

The Capital Area Development Scheme identifies the Capital Site, as well as six other blocks of land in the Capital Vicinity. There are specific policies for the Capital Site and the six areas in the Capital Vicinity. The boundary of each area is shown in Figure No.1 of the Development Scheme. The principal land use direction for each component is reviewed below:

- Capital Site – The natural setting of the Capital Site is to be retained, except for the area around the Legislative Assembly where accessory government facilities may be permitted. Overall, the area surrounding Frame Lake is to be preserved as natural areas and/or for recreation;
- Highway 3 and Yellowknife Access Road Corridor (Area 1) – Intended to serve as a natural buffer along Highway 3; no development envisioned;
- Bristol Heights (Area 2) – Primarily recreational and open space uses are envisioned, as well as a potential college campus;
- Airport Road (Area 3) – New development is permitted, although care must be taken to adequately buffer development from the recreational and natural spaces in the Capital Area;
- Transition Area (Area 4) – Recreational and institutional uses are permitted;
- Block 301 (Area 5) – Limited development is permitted, provided that ample landscaped buffers are provided to preserve the natural setting of the Capital Area;
- N.W.T. Power Corporation Site (Area 6) – This site is reserved for the power plant. Landscape buffers consisting of native species are encouraged to minimize the visual impact of the power plant on the natural setting of the Capital Area.

It is important to note that the lands within the Capital Area Development Scheme are partly affected by the Akaitcho Interim Land Withdrawal (see Section 5.6 of this Report). Some conclusions and policy directions in the Capital Area Development Scheme may need to be revisited as a result of the land withdrawal.

Further to the Capital Area Development Scheme being adopted, the City of Yellowknife and GNWT established the Capital Area Steering Committee which would undertake a partnership approach to investing and improving the capital area through targeted actions. The Ceremonial Circle was completed in 2000 but no partnership funding has been committed since then. The City acquired a large parcel of land within the Capital Area, east of Old Airport Road. This parcel of land was reviewed as part of the Natural Area Preservation Strategy (Site #19) in which a portion of the lands (14.5 ha) was identified as suitable for development. The Capital Area Development Scheme will therefore need to be amended, in partnership with the GNWT and Akaitcho Dene (Withdrawn Lands are adjacent to the site) to reflect the vision and land use concept proposed for these lands.

5.4.4 Twin Pine Hill Development Scheme (2003)

The Twin Pine Hill Development Scheme came into effect in 2003. Twin Pine Hill is a rocky outcrop near the intersection of Franklin Avenue (50th Avenue) and School Draw Avenue. The Development Scheme provides for the development of a convention centre and hotel on the upper portion of the site, with mixed use development near the intersection of Franklin Avenue and School Draw, and medium density residential development at the south end of the site.

Since the adoption of the Development Scheme, there has been discussion regarding whether Twin Pine Hill should be rezoned and protected as a natural area. The Natural Area Preservation Strategy

evaluated Twin Pine Hill and recommended that approximately 25% of the site could be developed, or, approximately 3.2 hectares. A revision to the Development Scheme will likely be required prior to any development.

5.4.5 Niven Lake Development Scheme (2005, 2007)

The Niven Lake Development Scheme originally came into effect through By-law No. 4339 in February 2005. The Niven Lake area is being developed by the City in several phases as a primarily residential community. The development scheme provides for the development of detached, duplex, multi-attached and multi-family dwellings as defined under the Zoning By-law.

The Niven Lake Development Scheme is designed to accommodate future transit service, and to link into the city's established trail system. An urban/nature park is planned at the northeast edge of the Development Scheme, as recommended in the City's Integrated Parks, Trails and Recreation Study. In 2010, the City is proceeding with the sale of the remaining lots in Phase VII of the Niven Lake Development Scheme. As of May 6, 2010, the City's records show that 15 of 30 lots remain available for sale in Phase VII of Niven Lake.

Development within the Niven Lake Development Scheme is required to incorporate energy efficiency measures (e.g. achievement of EnerGuide for Houses 80 rating), and have the principal building faces oriented towards the south \pm 30 degrees to maximize opportunities for passive solar heating.

5.4.6 Airport West Industrial Development Scheme (2007)

The Airport West Industrial Development Scheme (By-law No. 4443) is intended to accommodate new industrial development in the City. The Airport West Industrial Development Scheme describes an area called the Engle Business District, and will not only provide land for new industrial uses, but also facilitate the transfer of industrial uses from less desirable locations in the city core to locations that are more suitable for such development, in accordance with the Development Incentive By-law. The Engle Business District is connected to the Kam Lake Industrial Park at the south end of the city via an extension of Deh Cho Boulevard. This new arterial road also acts as a supplementary new "gateway" entrance to the city.

Phase 1 of the Engle Business District contains 40 industrial lots. Lots in Phase 1 are each greater than 1 hectare in size and as of May 13, 2010, the City has 20 lots remaining for sale.

5.4.7 Heritage By-law (2009)

In October 2009, the City adopted Heritage By-law No. 4540, which sets out a framework to recognize and regulate places, buildings, works and bodies of water that have prehistoric, historic, cultural, natural or aesthetic significance within the City. The Heritage By-law takes its authority from the General Plan which includes policy proposals for a Heritage Resource Inventory and Plan. The Heritage By-law applies to land, buildings and structures across the city.

Requests to evaluate historic resources under the by-law can be submitted by anyone in the City; however the owner of the resource must indicate their support of the potential designation. There is no fee associated with an application to designate any historical resources. Applications to designate heritage resources are evaluated by the Heritage Committee according to criteria in five categories:

1. Architectural History
2. Context
3. Cultural History
4. Usability and Utilization
5. Integrity

Administration is responsible for maintaining a Heritage Resource Inventory which logs the conditions of the heritage resources, and any changes that have occurred to each resource. Restoration projects are subject to a separate application that must be obtained in addition to any development permits. As noted in Section 5.4.8 below, alterations/restorations of heritage resources may also be eligible for grant funding under the City's Development Incentive By-law.

5.4.8 Development Incentive Program By-law (2009)

To further support the policies and recommendations of the Smart Growth Development Plan, City Council adopted a Development Incentive By-law (By-law No. 4534) in December 2009. The Downtown Incentive By-law provides for tax abatements under one of two property tax abatement schemes, which can be applied to the subject property for up to five years. A grant program is also available for owners of designated Heritage Buildings which are being restored or adaptively re-used.

The tax abatements and grants are offered in relation to the following five smart growth development objectives:

1. *Residential intensification*: The focus of the residential intensification component is to encourage the construction of new residential units or the adaptive re-use of existing buildings. The program is targeted to the Downtown and Old Airport Road. This program also supports the City's desire to improve access to affordable housing by requiring that all projects with at least 10 units must also include 10% affordable housing. If the proposed residential project also includes Brownfield Remediation and/or LEED (as described below), the project is eligible for a further year of tax abatements to offset the additional costs.
2. *Industrial relocation*: The by-law encourages the relocation of industrial uses in defined "Sender Lands" locations across the City to the Engle Business District to the west of the Yellowknife Airport. The *Sender Lands* include the lands along Old Airport Road, the Imperial Oil Lands near Negus Point, Old Town, Downtown, and the Kam Lake Industrial Park.

3. *Brownfield Remediation and Redevelopment*: The brownfield redevelopment component targets the remediation and redevelopment of industrial properties across the City, and can apply to portions of the Giant and Con Mine sites.
4. *LEED*: This program is designed to promote innovation through the construction of certified LEED buildings across the City. The tax abatement program is only available to projects that target Gold or Platinum LEED certification.
5. *Heritage Preservation*: The Heritage Preservation program is designed to promote the preservation or architecturally sensitive restoration of heritage buildings or properties within Yellowknife.

The Development Incentive By-law should be highlighted and promoted in the General Plan as a key tool towards achieving Smart Growth Principles of compact growth, intensification, energy efficiency, and environmental protection.

5.5 Other Plans & Studies

5.5.1 Waterfront Management Plan (2001)

The Waterfront Management Plan was approved by Council in 2001. A key recommendation of the Integrated Parks, Trails and Open Space Development Study was for Council to recommit to full implementation of the Waterfront Management Plan by 2008. The Waterfront Management Plan recognizes the historic role of Great Slave Lake to the City's identity and development over the years. Yellowknife Bay, Back Bay and their shorelines are recognized as characteristics that are instrumental in defining the northern lifestyle of Yellowknife residents. The plan states that the Yellowknife waterfront area covers 23 kilometres of shoreline that is at once natural, and on the other hand is developed for a variety of recreational, commercial, and light industrial uses.

The Waterfront Management Plan is primarily an action plan designed to articulate a strategy for enhancing access to the waterfront, guiding development activity along with waterfront, preserving the natural and heritage attributes of the waterfront and to resolve issues around land tenures. The Waterfront Management Plan contains a detailed set of implementation actions, with a schedule for completion, as well as budget estimates.

The key objectives of the plan include:

1. *Accessibility* – to ensure that people can access the waterfront in appropriate locations.
2. *Water/Land Occupancy* – to establish land use and development controls that establish appropriate uses along the shoreline of Great Slave Lake.
3. *Nature/Heritage Preservation* – to distinguish areas that need to be protected from shoreline development from those that are suitable for limited development; secondarily to ensure that developed areas are properly managed to mitigate any negative impacts.

Based on these objectives, the Plan contains specific policies for seven defined “littorals” from Negus Point/Tin Can Hill in the south to the Yellowknife River/East Shore Littoral in the north. Overall, the plan seeks to balance the needs and desires of residents to access the waterfront, with the need for environmentally sensitive management of the waterfront for ecological purposes.

The plan presents a good foundation for enhancing waterfront accessibility and enjoyment; however, many strategies are unrealized due to land tenure issues, jurisdictional issues, and a lack of resources. The City is initiating a process to adopt a Harbour Plan, which is anticipated to be prepared concurrently with the City’s updated General Plan. This will provide an excellent opportunity to ensure that relevant policies and strategies are reflected and consistent with the General Plan, including a development scheme for the Harbour area, transportation considerations, environmental protection, among other elements of the future Harbour Plan.

5.5.2 Downtown Plan (2002)

The Yellowknife Downtown Plan was approved by City Council in July 2002, as a means to enhance the character and function of downtown Yellowknife over the 15-year planning horizon. The plan emphasizes the importance of the downtown area as the principal centre for business, commerce, shopping, tourism, and entertainment. The plan also increases efforts to boost the amount of residential development in the downtown, in order to create a vibrant mixed-use centre.

The plan’s actions and strategies are divided into five overarching themes:

1. Creating the northern urban neighbourhood – fostering the conditions that will make downtown Yellowknife an inviting place to live, work, shop and play
2. Designing a special place – emphasizing visual improvements in the downtown
3. Smoothing the way – setting up planning and zoning conditions that will facilitate development and redevelopment
4. Creating the image – marketing Downtown Yellowknife
5. Mobilizing for action – creating new administrative and governance structures to facilitate improvements

The City has already made considerable progress towards achieving the vision, objectives and actions outlined in the plan. Since the Downtown Plan’s adoption the Downtown Enhancement Committee (DEC) has met on a monthly basis to implement the 36 target actions. The Urban Design Initiative (2010) also provides a redevelopment vision for the Downtown that will need to be considered in the General Plan review.

5.5.3 Integrated Parks, Trails and Open Space Development Study (2005)

In September 2005, the City completed an Integrated Parks, Trails and Open Space Development Study. The plan recognizes that there are often competing conflicting interests for the use of land in the City. On one hand, there is a need to find new land to accommodate new housing and community facilities, while on the other hand accommodating green areas for the use and enjoyment of residents. The report provides 60 recommendations in support of the vision, with an

ultimate target of 2015 as a completion date. The recommendations that are most relevant to the General Plan review are as follows:

- Recognition of established formal and informal trails (walking/skiing/snowmobile);
- Establishment of a preservation zone around water bodies;
- Developer requirement for useable park and open space in new developments;
- Public involvement and review of development plans for future developments and in green space planning;
- The use of development schemes to implement parks, trails and open space; and
- Implementation of greenspace standards into new subdivision design.

These recommendations can be incorporated into the updated General Plan to ensure the standards are clearly understood and are being implemented at the neighbourhood design stage.

5.5.4 Community Energy Plan (2006)

The City adopted a Community Energy Plan in July 2006 to define specific actions that the community can take to use energy more efficiently and ultimately to reduce emissions of greenhouse gases. The City has made progress towards meeting the objectives and targets in the plan. The key actions relevant to the General Plan review are:

- Incorporate energy use and greenhouse gas emissions considerations into all aspects of the City's decision-making;
- Adopt the following targets for greenhouse gas reductions over the 2004 baseline levels:
 - Entire community – reduce emissions by 6% by 2014;
 - Adopt a long-term (20-100 years) target for the entire community by 2014;
- Adopt sustainable energy planning guidelines based on the 21 principles in the Definition of Sustainable Planning Principles report and provide this report to City administration for use in the Planning and Development Department's development of overall Sustainable Planning Principles;
- Lead by example on energy and climate change:
 - Pursue renewable energy options within City operations with the goal of replacing heating oil as a fuel source by 2014;
 - Require all new City facilities to meet or exceed the requirements of the Commercial Buildings Incentive Program (CBIP), which requires the building to be at least 25% more efficient than the Model National Energy Code for Buildings (MNECB);
- Form local and regional energy partnerships;

There is an opportunity to emphasize the relationship between land use and energy consumption in the updated General Plan, by referencing the Community Energy Plan and reflecting some of the actions items above into policy statements.

5.5.5 Geothermal Energy from Con Mine for Heating: Concept Study (2007)

The Community Energy Plan focused attention on the high cost of traditional energy sources for the City. Heating fuel was identified as the largest energy cost for homes, commercial and institutional buildings; in 2004, City-wide expenditures on heating fuel amounted to approximately \$56-million. Further to this, the City decided to formally investigate the use of the decommissioned Con Mine as a geothermal heating resource.

The Phase 3 Feasibility Study conducted by Science Applications International Canada (SAIC Canada) for the City indicates that there are approximately 1,330,000 GJ of recoverable heat within the Con Mine. The report also notes that it will be important to determine a sustainable rate of heat extraction so that the mine heat is not removed too quickly. The report recommends an initial set up of extraction and injection wells that would remove approximately 80,000 GJ per year, which is considered a sustainable rate of extraction. If implemented, the geothermal heating system could be operational by 2016.

This project is relevant to the General Plan review because the economic viability of the project relies on a densely populated customer base (businesses and dwellings) to balance out the cost of building the necessary infrastructure to deliver the resource to the customers. There is need, therefore, to focus development pressure into the Downtown. The City anticipates a decision in the Fall of 2010 after the completion of the more detailed feasibility study to decide whether to go forward with the proposed district energy system.

5.5.6 Ecological Resources Inventory (2007)

In 2007, Jacques Whitford Ltd. was retained to complete an Ecological Resources Inventory (ERI) of candidate Environmentally Sensitive Areas within the City. The consultants evaluated a shortlist of 40 sites for their ecological significance, by assigning point values under a number of sub-headings to produce a composite score for each site. Of the 40 sites assessed in the study, 19 sites were recommended for full protection through the application of Nature Preservation zoning. The study recognized that the remaining 21 sites had some potential for development and could be further defined through other development controls, such as development schemes.

The ERI was not adopted by Council. These sites were again re-evaluated under the Smart Growth Development Plan report entitled Natural Area Preservation Strategy, with a greater emphasis placed on quality of life and sustainable development. With regards to the General Plan review and direction for what sites can be considered for future development and which should be protected, the Natural Area Preservation Strategy supersedes the ERI.

5.5.7 Creating Housing Affordability (2009)

In October 2009, FSC Architects and Engineers was retained to complete a report titled Creating Housing Affordability for the City of Yellowknife. The report describes the challenges that face Yellowknife residents in finding suitable and affordable housing. In particular, there is a growing need to find affordable housing solutions for residents in lower-middle income groups. These are households that earn more than the maximum amounts necessary to qualify for government

subsidized housing, but that do not quite earn enough to comfortably access market housing. The provision of quality affordable housing is an issue that affects residents and governments in many cities across the country.

In recent years, housing prices have increased substantially in Yellowknife in both the rental and ownership categories. The report indicates (based on data from the Canada Mortgage and Housing Corporation), that rents increased from \$1,278 in 2008 to \$1,359 in April 2009. Vacancy rates in Yellowknife remain relatively low (under 3%) as of April 2009. Housing prices in the ownership market have risen quite dramatically in recent years. The report notes that the average resale prices increased by 41% between 2001 and 2006 and nearly 80% change between 2001 and 2008.

With respect to new housing, the lot development costs in new subdivisions (e.g. Niven Lake Subdivision), are considered expensive. The lot development costs, which include elements such as engineering and planning design, surveying, roads, curbs, sidewalks, services, trails and parks, are estimated at approximately \$125,000-\$130,000 per lot. Niven Lake also included a 12% subsidization of costs by the City, although the City is moving towards selling lots on a full cost-recovery basis. Under the terms of the current City Land Administration By-law (By-law No. 3853), the City would be entitled to also factor in the fair market price for land.

The report notes that the Yellowknife Housing Authority is responsible for delivery of subsidized public housing. There are currently only 300 public housing units available, which are split evenly between townhouses and apartments. The also report notes that across the City 20% of households are spending more than 30% of their incomes on shelter costs, and that 9% of households in Yellowknife are in Core Housing Need, as defined by CMHC and the NWT Housing Corporation.

The report presents a number of tools that could be used to improve the state of affordable housing, and which could be worked into policies in the General Plan, as follows:

- Define affordable housing for Yellowknife;
- Form partnerships with key organizations; and
- Consider support for secondary suites, density bonusing, land banking, and inclusionary zoning to support affordable housing.

5.6 Akaitcho First Nation Interim Land Withdrawal

Throughout Canada, First Nations peoples have been striving for several years to consolidate and establish their diverse identities. One common priority for First Nations people across Canada has been the need to re-establish links to ancestral territories that have cultural, resource, and spiritual significance to First Nations people.

Prior to the establishment of the gold prospecting camps in the late 1800s, the lands in and around the City were well known by the Akaitcho Dene First Nation people. As part of the resolution of the original Treaty (signed in 1900), the Akaitcho Dene First Nation have entered into negotiations with the government of the Northwest Territories and the federal government. One component of the negotiations has involved the interim withdrawal of lands within the City. This withdrawal has had

the effect of removing approximately 1,034 hectares of land from consideration for future growth and development in the current boundaries of the City, at least until the terms of the land claims agreement can be resolved.

The City has issued a Discussion Paper to outline a number of considerations in relation to the Akaitcho Land Identification and Selection processes. The general principles guiding the City's participation in the process are:

- The City supports the fair, equitable, and timely settlement of the claims of Aboriginal Peoples; and
- The City is committed to building a strong and cooperative working relationship with all Aboriginal Peoples, based on a mutual understanding of each others values and traditions.

The interim land withdrawal raises a number of issues for the General Plan review, including:

- The potential for the City to be implicated in service and infrastructure provision to residents and property included in a treaty entitlement or self government agreement. The City has indicated their willingness to participate in any discussions about municipal service provision.
- The practical considerations of having to cross through First Nations land to access City assets. The City asserts that there must be continued and cost-effective access to assets on or between settlement lands.
- There is no expectation that the governance structure of the City will change as a result of the proposed settlements, unless there is proper consultation and agreement with the City.

6 Population and Housing Projections

6.1 Population Projection Methodologies

Population projections have been prepared by both Manifold Data Mining Inc. as well as the Northwest Territories Bureau of Statistics. Both sources provided very comparable projections. Their stated methodologies follow.

Manifold Projection Method

The Manifold population forecasting model incorporates the cohort-survival method and is built using both historical and current data from several trusted sources, including Statistics Canada, Health Canada, Citizenship and Immigration Canada, Canada Post Corporation, local telephone directories and customer survey data.

The population forecasts were developed by incorporating the following formula:

$$\text{Population [t+1]} = \text{Population [t]} + \text{Natural Increase} + \text{Net Migration}$$

Whereby:

1. Population [t+1] is essentially the population that is being projected for a particular year. Population [t] is the preceding year's population which is used to predict the next year's population. For example, if we wish to forecast the population in a specific year, we will need to know the actual or forecasted population for the preceding year. As such, to forecast the population in 2011, Population [t] would be the actual or forecasted population for 2010.
2. Natural Increase is the difference between births and deaths over a one year time period.
3. Net Migration is the difference between the number of people moving into and out of an area.

The Bureau of Statistics Projection Method

The NWT Bureau of Statistics projections incorporates assumptions regarding fertility, mortality and migration patterns. These assumptions are reflective of historical patterns, as well as recent trends observed for the Northwest Territories.

6.2 Population & Dwelling Unit Projections

6.2.1 Current Situation

- Data obtained from Manifold Data Mining estimated the 2010 population of Yellowknife at 20,227, which is about **2.8% less** than the 2010 population projected in the 2004 General Plan (20,797).

- This data indicates that the City has grown at a slightly slower average annual rate than was projected by the 2004 General Plan. Population growth in Yellowknife has averaged **1.7% annually between 2001¹² and 2010** versus the projected average annual rate of 2.0% as implied in the General Plan.
- The CMHC Northern Housing Report (2010) reported the 10-year average for housing starts in Yellowknife between 1999 and 2008 to be **111 units per year**. The 5-year average, however, for the most recent period (2005 to 2009) has been only 40 units per year.
- It is clear from the data that the actual population and dwelling unit growth in Yellowknife is highly volatile, and is closely related to economic conditions in NWT. Consequently, it is expected that there will be a relatively high degree of uncertainty regarding population and dwelling unit projections for Yellowknife, particularly in the short term. As a result, the City should expect population growth and market demand for new dwellings to reflect economic conditions¹³.

2004 General Plan

- The 2004 General Plan projected a population of **20,797¹⁴** by 2010. The 2001 Census population was 16,541 (or an estimated 17,041 population adjusted for 3% population undercount).
- The implied annual compound growth rate for the period between 2001 adjusted Census population and 2010 was **2.0%**.
- The projected population growth in the 2004 General Plan resulted in an estimated new dwelling requirement of 833 units between 2002 and 2010, representing an average of approximately 104 units per year. The dwelling requirement assumed household size would be stable at 2.8 persons per household.

6.2.2 Current Projections

- Manifold population and household size projections were used for the years 2010 and 2020, while the NWT Bureau of Statistics population projections for years 2011 to 2018. The 2019 population was estimated based on both sets of projected data. Table 5 provides the population projections for Yellowknife over the next 10 years. These population projections suggest a 14.7% increase from 20,227 in 2010 to approximately **23,200 in 2020**. This represents a 1.37% average compounded annualized increase, which is less than the 1.7% growth experienced between 2001 and 2010, and significantly less than the 2.0% projected in the 2004 General Plan.

¹² Allowing for an average 3% undercount of the population in the census.

¹³ Interviews with real estate agents indicate that some dwelling demand is driven by the desire to move into improved housing stock.

¹⁴ Table 6.2.1.2, 2010 projected population with “shadow population”

- Based on the projected population growth, Table 5 also provides a consequent dwelling unit projection for the 10-year period. It is projected that the total number of dwelling units required in Yellowknife will increase 18.0% from 7,176 in 2010 to **8,466 in 2020**.
- Household size has remained very stable through time, with a current household size of approximately **2.82 persons per household** (20,227/7,176). Over the next 10 years, the dwelling unit projections assume a slight decrease in household size of closer to **2.74 persons per household**. Thus, based on the Manifold and NWT Bureau of Statistics data, the total number of new dwelling units required would be **1,290 units over the next 10 years**. This represents an average of 129 units per year.
- We have noted the potential for high volatility in population and dwelling unit growth which is linked to economic conditions. It is therefore prudent to be prepared for growth projections that significantly underperform or outperform these estimates, especially in the short term.
- CMHC has indicated a 10 year (1999-2009) average of 111 new housing units/year. 2008 however saw 12 new units constructed, with 16 new units in 2009, and 40 projected for construction in 2010. In contrast, more than 350 new units were constructed in 2003, and more than 250 were constructed in 2002. This indicates the very sharp short term volatility that is possible due to global, North American and local economic conditions in the shorter term. Yellowknife also experiences wide swings within rental vacancy rates, often within a six month period.

Table 5: Population and Dwelling Unit Projections Yellowknife, 2010 - 2020

Year	Yellowknife Population	% Change	Total number households/dwelling units
2001	16,545		5,795
2006	18,700		6,630
2010	20,227		7,176
2011	20,269	0.2	7,397
2012	20,611	1.7	7,522
2013	20,948	1.6	7,645
2014	21,282	1.6	7,767
2015	21,615	1.6	7,889
2016	21,947	1.5	8,010
2017	22,276	1.5	8,130
2018	22,599	1.4	8,248
2019	22,898	1.3	8,357
2020	23,196	1.3	8,466

Source: McSweeney & Associates from NWT Bureau of Statistics and Manifold Data Mining Inc. Superdemographics 2010

6.2.3 Considerations for 2011 General Plan Review

- Use the current population projections as the basis for the Plan, recognizing that growth in Yellowknife is highly volatile and closely related to prevailing NWT economic conditions. There is consequently a relatively high degree of uncertainty regarding projections, which underlines the importance of 5-year review processes for General Plan.
- Base the updated General Plan on a 2020 population of 23,200, with a corresponding need for 1,290 new dwelling units. More recommendations regarding population growth are provided in Section 8.

7 Land Demand & Supply

7.1 Residential Land

7.1.1 Current Situation

- Dwelling units on the remainder of vacant lots in Phase VI of Niven Lake Subdivision are currently under construction. The roads and servicing for a portion of Phase VII is complete and new building construction on the lots is starting. Phase VII also includes three more cul-de-sacs that have not yet been developed with roads and servicing. The majority of land is zoned for low density residential with the remainder for medium density residential development.
- There are currently no other major residential development areas being planned by the City. There are, however, a number of smaller sites in the urban area that are currently subject to residential development proposals. These are infill lots where roads and servicing is available and can be extended.
- A review of recent residential development (2003 to 2010) and proposed developments is provided in the paragraphs that follow to assess the level of demand and supply of residential land. This analysis also provides insight into recent and proposed densities of development.

General Plan 2004

- Projected residential land demand for a 5-year period (2005 to 2009) at 72 ha of land to supply approximately 740 new dwelling units. Unlike for the other land uses, the General Plan does project land demand for residential uses for a 10-year period, however, in all cases, the land demand to the year 2014 is approximately twice the value of the projected 5-year value. In addition, the number of units for the 2010 to 2014 period was identified as 712 units. Thus, assuming a similar density of development, a **144 ha residential land supply** for the 10-year planning period can be implied.
- The policies target **25%** of new housing to be achieved through **infill development**.
- The Residential Growth Strategy and Phasing Plan (Map 2) identify DeMelt Crescent and Phase 1 Niven Lake as Phase 1 development (2004 to 2009) and Future Phases Niven Lake and Tin Can Hill as Phase 2 (2010 to 2014). Future Phases of Niven Lake, Taylor Road Extension and Yellowknife Bay South (ie. Negus Point and south) as Phase 3 (2015 to 2019).
- The Strategic Growth Map (Map 1) identifies new residential development in the following areas to address the projected residential land demand:
 - Niven Lake;
 - Extensions of Taylor Road and School Draw Avenue;
 - Tin Can Hill and adjacent Con Camp;
 - South of Negus Point; and
 - Southern portion of Con Mine lease area and further south to municipal boundary.

7.1.2 Demand

- Current population projections (See Section 6.2) projects population in Yellowknife to grow to **23,200 by 2020** indicating the potential need for **1,290 new dwelling units over the next 10 years**.
- New residential development can occur on either “greenfield” sites (ie. vacant, undisturbed or natural sites) or through the redevelopment of existing underutilized lots. It is anticipated that a certain percentage of the dwelling unit requirements can be accommodated through lot redevelopment in target intensification areas.
- To translate the potential number of new dwelling units into a projected land demand, certain assumptions about anticipated densities of development must be made. Reflecting on recent development densities is helpful in this respect.

Table 6: Recent and Proposed Residential Developments in Yellowknife (2003 to 2010)

Development	Status	Area (ha)	No. of units	Density (units/ha)
DeMelt Crescent	constructed	3.8	76	20.1
Larocque Cres/Bourque Drive	constructed	3.4	69	20.3
Ptarmigan (Nova Village)	constructed	2.4	50	21.2
Condos (Old Town)	constructed	0.2	8	40.0
Triplex (Old Town)	constructed	0.1	3	30.0
Nova Court Apartments	constructed	1.0	52	52.0
Niven Phase VI	constructed	5.6	107 ¹	19.1
Sub-total		16.5	365	22.1
Niven Phase VII (R7 Zone)	proposal	4.3	80 ¹	18.6
Niven Phase V (Nova)	proposal	3.0	93	31.3
Mission Ventures	proposal	1.5	81	54.0
Bartam - Nova	proposal	0.8	18	22.5
Con / Rycon Trailer Park	proposal	2.2	30	13.6
Lot 5, Block 501 subdivision	proposal	10.2	120	11.8
Hordal and Bagon	proposal	1.9	32	15.8
Sub-total		23.9	454	18.9
TOTAL		40.4	819	20.2

Source: City of Yellowknife – Planning and Development Department

¹ Number of units assumes every 5th unit has a secondary suite.

- The densities for new residential developments constructed since 2003 ranges from 19 to 52 units per hectare. Niven Phase VI has the lowest density of development but still relatively high when compared to the DeMelt and Larocque Crescent developments, which are designed for manufactured homes, and the Nova Village developments (row dwellings) which achieve densities of 20 to 21 units per hectare. The average density of these recently constructed developments is **22.1 units / ha**. The observed density is therefore much higher than the assumed density of development in the 2004 General Plan.
- The density of residential development in the construction or proposal stage was also reviewed. At the low end was the anticipated density based on current plans of the Con-Rycon Development infill and the Lot 5, Block 501 subdivision in which densities are in the 12 to 14 units per hectare range. At the higher end with 54 units per hectare was the Mission Ventures development on School Draw Avenue which is a mix of row dwellings and an apartment building. The average density of these proposed developments is **18.9 units / ha**.
- Therefore, a review of recent and proposed developments reveals that the average density observed over the last 5 years will likely continue or increase over the coming years.
- The overall density of development for the two categories (constructed and proposed) is **20.2 units/ha**. Thus, a density of 20 units / ha may be the assumed average density of development for the purposes of calculating residential land needs over the next 10 years. Given the City's strategic direction established by its Smart Growth Plan, it is reasonable to expect observed residential densities to continue or even increase over the next 10 years. Thus, 20 units/ha may in fact be a conservative assumption.
- In conclusion, given the projection housing unit need of **1,290 new dwelling units** over the next 10 years, and assuming a minimum average density of development of **20 units per hectare**, the total residential land demand would be **64 hectares over the next 10 years**.

7.1.3 Supply

- Table 7 provides a snapshot (as of August 2010) of the potential residential land supply in Yellowknife. The assumed land supply is based on three sources of information:
 1. Lands that are currently subject to a **residential development proposal**. Table 7 lists seven development proposals which total 23.9 ha of land and 454 dwelling units.
 2. Lands that were identified as having residential development potential in the **Natural Area Preservation Strategy (NAPS)** (May 2010). Although NAPS provides an estimated unit count for each of the six sites, this analysis assumes that 30% of the developable land noted in NAPS (Appendix B) for each site would be used for non-residential uses. The area available for each site, as noted in the table above, therefore reflects this assumption. The area totals 35.1 hectares and represents a 702 dwelling unit potential, assuming a 20 unit/ha average density.
 3. An assumed supply of land available in **target intensification areas**, as identified in the Smart Growth Development Plan. Specifically, Exhibit 8-1 of the Transportation Improvement Study documents the intensification assumptions for households under the compact growth scenario adopted for the Smart Growth Development Plan. These assumptions are 25% for the Downtown, 17% for Old Airport Road, and 4% for Old Town.

Table 7 suggests reasonable densities of development for each intensification area in order to calculate a potential land supply derived from the target number of units for each area.

Table 7: Residential Land Supply in Yellowknife

Development	Source	Area (ha)	No. of units	Density (units/ha)
Niven Phase VII (R7 Zone)	Development proposal	4.3	80	18.6
Niven Phase V (Nova)	Development proposal	3.0	93	31.3
Mission Ventures	Development proposal	1.5	81	54.0
Bartam – Nova	Development proposal	0.8	18	22.5
Con / Rycon Development	Development proposal	2.2	30	13.6
Lot 5, Block 501 subdivision	Development proposal	10.2	120	11.8
Hordal and Bagon	Development proposal	1.9	32	15.8
Sub-total		23.9	454	18.9
Niven Phase VIII (Site #11)	Identified in NAPS *	9.2	184	20.0
Twin Pine Hill (Site #16)	Identified in NAPS *	2.2	44	20.0
Taylor Rd/Sissons Crt (Site #35)	Identified in NAPS *	2.1	42	20.0
NCC Lands (Site #19)	Identified in NAPS *	10.2	204	20.0
Tin Can Hill (Site #22)	Identified in NAPS *	7.9	158	20.0
Con Mine Infill (Site #27)	Identified in NAPS *	3.5	70	20.0
Sub-total		35.1	702	20
Downtown	Intensification target under Smart Growth Plan	3.2	25% of 1,290 = 322	100
Old Airport Road	Intensification target under Smart Growth Plan	3.6	17% of 1,290 = 219	60
Old Town	Intensification target under Smart Growth Plan	2.1	4% of 1,290 = 52	25
Sub-total		8.9	593	67
TOTAL	All sources	67.9	1,749	25.8

* potential for development identified in Natural Area Preservation Strategy (May 2010) – only one site considered in the above table for the Sissons Court District since sites are linked, as noted in NAPS. Also, developable area for residential purposes is assumed to be 70% of developable land area as reported in NAPS.

- **In conclusion**, the total potential residential land supply based on the information presented in Table 7 is **67.9 hectares**, which represents approximately **1,750 dwelling units**. This dwelling unit count is greater than the anticipated 10-year need for 1,290 dwelling units.
- **However**, if we remove NAPS Sites #19, #22, and #27, which were all identified as only required beyond a population of 25,000 (ie. Stage 1) in the Smart Growth Development Plan, the resulting unit count would be **1,317 dwelling units**. Thus, if the intensification targets for Downtown, Old Airport Road and Old Town suggested in the Smart Growth Development Plan can deliver the 593 dwelling units over the next 10 year period, only NAPS sites #11, #16, and #35 will potentially be required over the next 10 years.

7.1.4 Considerations for General Plan Review

- The above analysis indicates that potentially only NAPS sites #11, #16, and #35 will be required to meet the 10-year demand for residential land.
- More analysis is needed to assess whether the intensification targets for the Downtown, Old Airport Road, and Old Town can be achieved over the next 10 years. The following information and analysis would assist in this evaluation:
 - An inventory of existing land uses that is updated every 5 years would assist in identifying vacant, underutilized, or non-conforming uses in target areas that could be redeveloped over time; and
 - Through a new residential growth study, as recommended in the Smart Growth Recommendations Report, study residential or mixed-use redevelopment potential in the intensification target areas prior to setting the assumed intensification targets in the General Plan. This analysis would assist in substantiating the targets of 25% of unit growth in the Downtown, 17% in Old Airport Road area, and 4% in Old Town. Intensification targets may have to be modified to reflect the resulting analysis. This analysis will also assist in setting targets for the ratio of new residential development to be accommodated on greenfield sites versus redeveloped sites in the target intensification areas, as recommended in the Smart Growth Recommendations Report.
- Some interest has been expressed in developing new residential lots in the Kam Lake area. There is currently no plans or studies that present a longer-term vision for the redevelopment and expansion of the Kam Lake development area. The Kam Lake area was not one of the target areas for new development studied in the Design Yellowknife workshops that formed part of the Smart Growth Development Plan process. Given the interest in this area, it will be important to explore and establish the longer-term vision for this area during the General Plan review process. This is discussed further in Section 9 of this Report.
- More recommendations regarding residential land and growth are provided in Section 8.1.3.

7.2 Commercial Land

Calculating commercial land demand and supply is more difficult to achieve using the information that is currently available. To assist in understanding commercial land demand, a business pattern analysis was undertaken, combined with specific observations regarding commercial retail and office patterns in the city.

7.2.1 Business Pattern Analysis

As one indicator of demand for non-residential space, business pattern data for Yellowknife was examined until the last date of the collection of business pattern data at the municipal level, which was June 2008.

Business pattern data is available for both sub-sector level and industry level. Tables 47 & 48 (Appendix A) demonstrate Yellowknife's top 15 sub-sectors and industries by total number of employers and by employee size range in June 2008¹⁵.

- In 2008, the largest number of employers in Yellowknife was in the professional, scientific and technical services sub-sector; specifically in Management, Scientific & Technical Consulting Services industry.¹⁶
- At the industry level, the lessors of real estate represented the largest number of employers in Yellowknife.

Tables 49 & 50 (Appendix A) indicate the percentage change in total number of employers between June 2003 and June 2008. The following observations can be made:

- The total number of employers in Yellowknife increased marginally (3.4%) over the five year period (while NWT experienced a -2.4% decrease);
- Yellowknife experienced a significant increase in the number of employers in the following sectors: management of companies and enterprises; educational services; accommodation services; ambulatory health care services;
- At the sub-sector level, growth in the number of businesses in specialty trade contracting, real estate, accommodation services, and social assistance sub-sectors was stronger than the NWT overall; and
- At the industry level, the most significant increases in the number of businesses were in lessors of real estate, management of companies and enterprises, building equipment and

¹⁵ June 2008 Canadian Business Pattern data is the latest data for CSD level, after this edition all CSD level data for Canadian Business Pattern date are no longer available.

¹⁶ The professional, scientific and technical services category includes the following services:

- Legal, accounting, tax preparation, bookkeeping & payroll services;
- Architectural, engineering and related services, specialized design services;
- Computer systems design and related services;
- Management, scientific and technical consulting, scientific research and development services;
- Advertising and other professional, scientific and technical services.

building finishing contractors, and accounting/tax preparation/bookkeeping/payroll services. Decreases in the number of businesses occurred in management, scientific & technical consulting services, residential construction, and services to buildings and dwellings.

7.2.2 Current situation

Retail

- Retail uses are largely accommodated in two areas:
 - the Downtown;
 - Old Airport Road area.
- The total business licences issued over the past 6 years (including retail) have not changed significantly.
- Tourism/business visitation is not a significant driver of the demand for retail space:
 - Total spending by leisure visitors has been steadily declining (see Tables 51 and 52 in Appendix A).
 - Expenditures due to business travel have been in decline since 2006-2007.
 - The largest tourism expenditures (particularly business visitors) are on transportation costs, accommodation, and food costs.
- The number of food service and drinking establishments actually declined by 21% between 2003 and 2008, while the number of retail employers only increased by 6 during the same period.

Downtown Retail

- Rough industry estimates (as of December 2009) have indicated a 1.5% vacancy rate of retail space in the Downtown.
- There is currently a shift in shopping patterns from traditional retail in the downtown core to peripheral large format stores and malls.
- Many traditional stores (smaller, independently owned and operated) have been closing as a result of this shift in shopping pattern.
- The downtown area is in a transitioning phase which will result in more boutique, high-end, and specialized retail offerings over the next 5 to 10 years. There is sufficient space available to accommodate this transition.
- Fringe areas of the Downtown currently accommodate a lower quality of retail space with many of spaces quite aged and in need of repair or redevelopment.

Old Airport Road

- Yellowknife has seen a surge of large format (big box) retailing in the Old Airport Road area (ie. Walmart, Extra Foods, Canadian Tire, etc.). These stores can generally absorb significant increases in sales volumes within existing floor plates, and in order to protect future market share (exclude competitors from entering the market) are sometimes known to enter markets before retail sales demand warrants.

- Despite low population growth, the total retail spending in Yellowknife has likely increased due to the fact that large format stores are desired by consumers. Yellowknife residents are much less likely to spend in retail markets to the south if the desired stores and products are available in Yellowknife. Similarly, Yellowknife is likely to capture a much greater share of NWT retail dollars as NWT residents are more likely to shop in Yellowknife large format stores than they are in the same stores to the south.

Office

- The vast majority of office space in Yellowknife is located in the Downtown
- Almost all space in Yellowknife is privately owned and leased out to public and private sectors – Bellanca Developments Ltd. (owned by *Dundee* REIT) is Yellowknife's largest private office space developer and owns a large portion of the downtown space.
- Local industry experts estimate a 1.5% vacancy rate for office space in the downtown core.
- The largest tenants of office space in Yellowknife are the Federal and NWT governments who consume roughly 70% of the total office space and account for about 80% of the office space rent paid in Yellowknife.

7.2.3 Demand

The factors influencing demand for commercial land include the following:

- The population in Yellowknife is projected to grow at an average compounded annual rate of 1.37%, so the assumption can also be made that overall household spending (including retail) will increase at approximately the same rate per year from 2010 to 2020. Table 53 (Appendix A) provides household expenditure projections for the next 10 years.
- Demand for office space is currently slack and such demand is normally directly related to the requirements of the Federal and NWT governments. Currently, speculation is that the governments will be downsizing over the next 3-5 years as a need to tighten government spending following increased spending on Stimulus Funding projects during 2009-2011.
- There is also a potential delay in the Mackenzie Valley Pipeline project to 2018, which would also be expected as a major driver of office space demand within the planning horizon.
- Beyond government tenants, there is some demand for short term/temporary space where consultants/contractors are typically in Yellowknife for 3-5 months and are looking for a place to work (Yellowknife does not have any decent space to offer this market).

7.2.4 Supply

A snapshot of commercial land supply is as follows:

- There are currently no commercially zoned lots available for sale from the City. However, Phase 1 of the Engle Business District does contain 18 lots intended for Corridor Industrial/Business that could be priced and released if there is demand. Uses intended for these corridor lands are generally lower impact industrial uses that have a related commercial business and are suited to high visibility along a primary road corridor (ie. Deh Cho Boulevard).

- Two lots in the Old Airport Road area have been identified as vacant, one 0.8 ha parcel and one 3.2 ha parcel, for a total of **4 hectares**.
- As discussed in the Residential Supply section of this Report (Section 7.1.3), NAPS identified 6 natural area sites that could be partially developed. Assuming that 15% of the developable land noted in NAPS (Appendix B) for each site could be used for non-residential uses, these areas have the potential to provide approximately **7.5 hectares** of commercial land for development. However, it is not anticipated that all of the NAPS sites identified are developed over the next 10 years.
- Retail growth will absorb existing vacancies in the Downtown and new space can be accommodated through conversions and redevelopment. There are significant redevelopment opportunities in the Downtown to provide retail space at-grade and office or residential uses above
- Regarding office supply in the Downtown, there are two new buildings coming online that will house the federal government, each building supplying approximately 4,000m² (one building will replace the old gallery building). As a result of the two new buildings, there will be roughly 8,000m² of available office space coming onto the market that will substantially increase vacancy rates.

7.2.5 Considerations for General Plan Review

- The above analysis indicates that there is a good supply of office space and there will be no significant increase in demand in the near-term. If demand increases, there are opportunities for redevelopment in the Downtown and policies in the General Plan should support this redevelopment.
- Retail growth can be expected to continue and new retail supply in the Downtown should be encouraged in the General Plan either through conversions or redevelopment of underutilized lots. Retail growth for larger format stores may be more limited in the near term. The General Plan should encourage the relocation of industrial uses from Old Airport Road to make land available for retail and in particular, mixed-use developments. More recommendations regarding commercial land and growth are provided in Section 8.

7.3 Industrial Land

7.3.1 Current situation

There are two primary industrial areas in the City: Kam Lake Industrial Park and Engle Business District.

Kam Lake Industrial Park

- Industrial Park created in 1976.
- Contains 205 industrial lots that are 100% sold by City.
- City disposed of an average 8 lots per year over 30 years. Given the median lot size is 0.28 ha (0.7 acres) in size, this represents an average annual absorption rate of 2.25 ha per year.

- There is very active reselling of lots on the open market.
- Current reselling price is \$6.30/ft².
- Kam Lake is zoned a combination of Industrial (I) and Limited Industrial (LI). The industrial zoning is quite permissive, permitting (sometimes conditionally) a range of industrial uses, some commercial uses (primarily retail and business/personal services but excludes government offices), transportation facilities, dwelling units as an accessory use to a permitted use, bulk fuel storage among other industrial park type uses.
- Existing uses at the time of a 2003 survey were 129 light industrial uses, 11 commercial uses, 10 kennels, 1 stable, 18 primary residences, and 36 vacant lots.
- It is not known how many vacant or underutilized lots currently exist in Kam Lake (ie. sold by the City but either not developed or underdeveloped), but based on the 2003 survey and the average absorption rate, it is unlikely there is greater than 5 ha of vacant land.
- Trucked services apply.

Engle Business District: Phase I

- Located southwest of the airport along Deh Cho Boulevard.
- Currently 20 lots are available for sale, and lot consolidations are permitted.
- The total lot area available for sale is 23.4 ha and each lot has a minimum area of 1 ha.
- The median lot size is considerably larger (approx. 1 ha) compared to the Kam Lake median lot size (0.28 ha).
- Lots are zoned General Industrial (GI) which is a mix of light industrial (eg. warehousing, outdoor storage, accessory office use) and heavy industrial uses (eg. bulk fuel storage, recycling depot).
- Additional development restrictions were imposed initially (ie. no accessory residential units, 10% landscaping, solid wood fence screening), but these have since been relaxed (with the exception of the restriction on accessory residential units).
- Selling for \$2.75/ ft² (\$30.00/m²).
- Sales of lots are currently very slow.
- There are an additional 18 lots (9.3 ha) remaining in Phase 1 for future sale (zoned Business Industrial).

General Plan 2004

- Assumed an industrial land demand of approximately 49 ha over a 10-year period, or an average of 4.9 ha per year.
- The following areas are designated Industrial in the 2004 GP to address demand:
 - Airport;
 - Bristol Avenue development (Airport Industrial Area);
 - Lands along Deh Cho Boulevard, from Hwy 3 to Kam Lake Road, including Engle Business District and Kam Lake Industrial Area;
 - Future landfill site;
 - Giant Mine lease area along Hwy 4; and

- Robertson Road / Rasmussen Road (Negus Point) industrial area (includes Esso fuel tank facility).

7.3.2 Demand

The factors influencing demand for industrial land include the following:

- Mining and transportation industries are key drivers of industrial land development in Yellowknife.
- Mining and transportation were the heaviest hit industries as a result of the 2008/2009 recession and will be slow to recover – potentially a 10-year timeline. Mining exploration has slowed considerably.
- Base metals are showing signs of recovery from the dip caused by the 2009 recession. There is speculation that some of the marginal mines could reopen and there is potential for additional diamond mines in the next 10 years (some exploration underway).
- The Mackenzie Valley pipeline project is expected to have an impact on the demand for industrial land and office space, with related demand for housing and retail space. The project has been delayed until approximately 2018 as the main investors have pushed back the timelines of the project. This may also temporarily affect the need for new government workers and as a result, reduce the immediate demand for office space.
- The demand for new industrial land has historically been approximately on average 2 to 2.5 ha /year. Given the current economic outlook, industrial land demand is not expected to exceed an average of **3 ha /year** over the next 10 years, or a total of **30 ha**.
- The City's new Development Incentive Program By-law (December 2009) encourages the relocation of existing industrial uses in undesirable locations to the Engle Business District. Depending on the number of applications, the Industrial Relocation program may fuel more demand for industrial land. Thus far, the City has not yet received an application for Industrial relocation so it is difficult to determine the demand for industrial land this program may generate over the next 10 years. However, if the program is successful, it could be expected to generate an additional **1 ha / year** of industrial land demand, or a total of **10 ha**.
- Thus, the total industrial land demand could potentially reach **40 ha over the next 10 years.**

7.3.3 Supply

A snapshot of industrial land supply is as follows:

- There may be approximately 5 ha of vacant land (ie. lots sold by the City but not developed or underdeveloped) in the Kam Lake Industrial Park.
- The City is considering creating more lots in Kam Lake between Enterprise Drive and Curry Drive, north of Grace Lake (potentially 30 lots).
- There are currently 20 lots (23.4 ha) currently available for sale in Engle Business District - Phase 1.
- There are an additional 18 lots (9.3 ha) remaining in Phase 1 for future sale (zoned Corridor Industrial/Business).

- According to the Engle Business District Concept Plan, future phases of development along Deh Cho Boulevard call for an additional 99 ha of General Industrial land and 75 ha of Business Industrial land.
- **In conclusion**, as shown in Table 8, the total supply of industrial land is therefore approximately **211 ha**, which is far greater than the potential 40 ha needed over the next 10 years. Table 8 does not include the 30 lots under consideration in the Kam Lake area.

Table 8: Supply of Industrial Land in Yellowknife

Location	ha
Kam Lake (undeveloped or underdeveloped)	5
Engle - Phase 1 (General Industrial)	23
Engle - Phase 1 (Business Industrial)	9
Engle - Future Phases (General Industrial) *	99
Engle - Future Phases (Corridor Industrial/Business Area) *	75
Total	211

* Source: Engle Business District Concept Plan, City of Yellowknife

7.3.4 Considerations for General Plan Review

- The above analysis indicates that the Engle Business District can easily accommodate the long-term industrial land needs of the city. Other lands currently identified in the 2004 GP for industrial development should be removed. The General Plan should encourage the relocation of industrial uses from Old Airport Road, Downtown and Old Town to make land available for intensification through new mixed-use developments. More recommendations regarding industrial land and growth are provided in Section 8.

8 Planning Issues & General Plan Review

8.1 Growth Management

8.1.1 Smart Growth Principles & Indicators

Issue:

- The Smart Growth Development Plan developed ten smart growth principles and the Plan recommends that these principles be adopted into the framework of the new General Plan (GP).
- The Smart Growth Plan also recommends establishing smart growth indicators to assist in monitoring progress and implementation of the Plan.

General Plan 2004

- Section 1.1.2 of the GP contains eight statements of broad community objectives that emerged from the planning process.
- There is a fair amount of overlap between these objectives and the Smart Growth Principles, although the Principles are broader and address all the pillars of sustainability.

Considerations for General Plan Review 2011:

- Adopt the Smart Growth Principles into the framework of the new General Plan.
- Create a stand-alone Section of the Plan (“Strategic Framework”) that outlines the Smart Growth Principles. This section could also contain links to the major policy areas that address the Principles.
- Undertake a study during the GP Review to establish Smart Growth indicators and set targets for the near-term (10 years) and long-term (50 years) in the areas defined in the Recommendations Report.
- Reflect the near-term and long-term targets in the Implementation section of the General Plan, with requirements for annual reporting on progress.

8.1.2 Population & Housing Growth

Issue:

- Current population projections (See Section 6.2) projects population in Yellowknife to grow to 23,200 by 2020 indicating the potential need for 1,290 new dwelling units over the next 10 years.

General Plan 2004

- Section 1.1.2 of the GP indicates the anticipated population and dwelling unit growth over the life of the Plan, however, it is buried amongst other forces and factors indicated.

Considerations for General Plan Review 2011:

- Use the current population projections as the basis for the Plan, recognizing that growth in Yellowknife is highly volatile and closely related to prevailing NWT economic conditions. There is consequently a relatively high degree of uncertainty regarding projections, which underlines the importance of 5-year review processes for General Plan.
- Base the updated GP on a 2020 population of 23,200, with a corresponding need for 1,290 new dwelling units.
- Create a stand-alone section in the GP for population and housing growth projections that clearly outlines the assumptions associated with the projections.

8.1.3 Compact GrowthIssues:

- The Smart Growth Development Plan identifies the Downtown and Old Airport Road as primary target areas for intensification. Old Town is also targeted for some intensification. Kam Lake was not considered under the Smart Growth Development Plan for intensification, but the transition of this area to higher intensity uses over time could also be considered. A major constraint of Kam Lake, however, is the current lack of piped services.
- Result of the Smart Growth process was to move to a 'compact growth scenario'.
- The Smart Growth Development Plan suggests that under the compact growth scenario for Stage 1 population growth (ie. 25,000 residents), 50% of residential growth could be through greenfield development (ie. Niven Lake and Taylor Road Extension) and the remaining 50% would be through infill and redevelopment of existing lands inside the urbanized area.
- The compact growth scenario assumes 25% of growth could be in the Downtown, 17% in Old Airport Road area, and 4% in Old Town.
- Furthermore, compact growth assumes 90% of job growth will be in existing areas and only 10% on greenfield sites.
- Need to identify how the requirement for 1,290 new dwelling units by 2020 will be accommodated consistent with Smart Growth Principles and a compact growth approach.

General Plan 2004

- 2004 General Plan has generalized land demand calculations (e.g. standard density model of 35 ha/1000 population for residential land).
- The current General Plan does not clearly identify the links between population growth, housing needs and resulting land requirements.
- The General Plan targets 25% of new housing to be "infill".

Considerations for General Plan Review 2011:

- Section 7.1.3 of this Report provides details regarding how the 10-year dwelling unit requirement of 1,290 units can be met by 2020. This analysis makes a number of assumptions about targets and densities that should be subject to further analysis, as follows:
 - Study residential or mixed-use redevelopment potential in the Downtown and along Old Airport Road prior to setting intensification and density targets. Study could include a review of land assembly issues, roads and servicing issues, infrastructure financing (use of off-site levies and/or development charges).
 - Create an inventory of existing land uses that is updated at least every 5 years to help City track growth and land absorption rates. The inventory would also assist with the development review process.
 - Based on the results of the above, set targets for ratio of new residential development to be accommodated on greenfield sites versus redeveloped sites in the Downtown, Old Airport, and Old Town, as recommended in the Smart Growth Development Plan.
 - Density targets could also be established for existing developed areas of the city that would need to be met prior to or concurrent with development of “greenfield” lands identified for development. Specifically, density targets to be tied to the next large residential development area which would likely be the Con Mine/Con Camp area.
 - Set a target for a minimum average density of new residential development. This could be applied to the development of new subdivisions (eg. Niven Phase VIII) and to large lots where multiple buildings are being proposed. Smaller lots could be exempt from the minimum density requirement. This could be expressed as a net average density in units per hectare (ie. only considers lot areas exclusive of roads and other infrastructure) and could be in the range of 20 units/ha.
- Once the land requirements for residential growth are established, only designate lands in a “Residential” designation those lands that are needed for the 10-year planning horizon of the Plan. This will ensure the General Plan is clear about what lands are anticipated for development over the next 10 years. The remaining lands should be either designated as “Growth Management” or “Open Space” according to the recommendations of the Natural Areas Preservation Strategy (NAPS), as follows:
 - Designate as “Growth Management”:
 - Tin Can Hill / Con Camp (Site #22);
 - Con Mine Infill (Site #27) (ie. south and east of Taylor Road); and
 - East of Old Airport Road (Site #19 – “NCC Lands”).
 - Designate as “Open Space”:
 - All sites recommended for full protection in the Natural Areas Preservation Strategy.

- The three NAPS sites recommended for inclusion in the 10-year growth requirement (ie. Sites #11, #16 and #35), could have associated policies that require the adoption of a development scheme prior to any development of the land to determine which portion of the lands are suitable for development and which should be designated for protection, as recommended in the NAPS. Policies for these sites may also address special guidelines for the development of these lands, such as for ‘exemplary developments’, as outlined in NAPS.
- The “infill development’ target in the current General Plan is unclear. Consider defining the term ‘intensification’ which could be defined as an increase in the density of development of a lot or area, measured in dwellings per hectare (ie. residential intensification) or measured in jobs per hectare (ie. commercial intensification). The target percentage could be averaged over the life of the Plan, between 2010 and 2020.
- Develop a phasing plan for the development of “greenfield” sites.
- The link between intensification and urban design needs to be very strong to ensure intensification achieves compatibility with the surrounding community and does not negatively impact adjacent developments. Urban design objectives and principles should be added to the Plan (See Section 8.2.2).
- The intensification of land uses in established areas need to consider the need for new neighbourhood or regional parks/playgrounds/trails. Consideration should be given to introducing minimum standards for open space.
- Identify target areas for intensification in the City. The target primary areas would include the Downtown and Old Airport Road, where the public expressed support for mixed-use development (commercial/residential) during the Smart Growth Development Plan process. Kam Lake could also be explored as a target area for intensification depending on the longer term vision adopted for this area. The vision for Kam Lake should be explored during the General Plan consultation process. The constraints to redevelopment posed by the lack of piped services should be explored.

8.1.4 Industrial growth

Issues:

- Need to identify how the requirement for approximately 40 hectares of industrial land by 2020 will be accommodated consistent with Smart Growth Principles.
- Land requirement considers both new industrial growth and industrial uses relocated from other parts of town, potentially under the Industrial Relocation Program of the Development Incentive By-law.
- Fire safety in Engle Business District requires restriction on ‘public gathering places’ uses such as restaurant, club hall, bingo hall, etc. These are larger water users and also response capacity is limited. There is a need for safety setbacks from propane tanks.
- Industrial uses in the Downtown, Old Town and along Old Airport Road are typically low-intensity uses and are limiting redevelopment potential in these areas. These uses are better suited for the Engle Business District.

Considerations for General Plan Review 2011:

- Designate “Industrial” the lands identified in the Engle Business District Concept Plan.
- Remove “Industrial” designation in current GP from areas where new industrial development is undesirable or premature. These lands could be redesignated as “Growth Management”:
 - Negus Point;
 - Giant Mine area;
 - area south of Kam Lake Business Park; and
 - lands north of Engle Business District along Deh Cho Boulevard.
- Consider removal of “Industrial designation in current General Plan for the Kam Lake Industrial Area in favour of a designation that allows a greater mix of uses (eg. “employment lands”, “commercial mixed-use”). Over time this area could transition from a focus on land-intensive light industrial uses, to more compact commercial and business park type uses, with increased residential. A limitation in this area is the lack of piped services. The longer-term vision for this area should be explored through the General Plan public consultation process.
- Designate airport lands in new designation (eg. “Transportation”) that limits uses to those that have a direct relationship to the airport.
- Create an inventory of existing land uses that is updated at least every 5 years to help City track growth and land absorption rates. The inventory would also assist with the development review process.
- Industrial policies should make reference to the Industrial Relocation incentive under the Development Incentive Program By-law, which provides a number of incentives for the relocation of industrial uses from Old Town, Downtown, Negus Point, Old Airport Road, and Kam Lake Area.

8.2 Good Design

8.2.1 Land Development Guidelines

Issues:

- The Integrated Parks, Trails and Open Space Development Study recommends that the City define parks, trails and open space for all new subdivisions in development schemes.
- The Smart Growth Development Plan recommends that the City establish LEED Silver or equivalent designation of principles as the minimum development standard for City-developed residential subdivisions.
- City staff indicated that more detailed development schemes would be helpful when reviewing development applications.

General Plan 2004

- The current GP does not contain guidelines or standards to guide the subdivision of lands or preparation of development schemes.

Considerations for General Plan Review 2011

- A set of land development guidelines in the GP could help guide the City or private interests in preparing residential/commercial subdivision plans or development schemes. The guidelines that would apply to specific areas would vary depending on the size of the lands to be subdivided, the environmental conditions of the land, the uses being proposed, etc.
- The guidelines could include the following:
 - Identification, size and location of parks (including community gardens), natural areas, and preservation zones around water bodies, in accordance with:
 - park standards outlined in the Integrated Trails and Open Space Study;
 - natural area preservation in accordance with targets recommended in the Natural Area Preservation Strategy.
 - Reservation of centrally located lands for community/public uses;
 - Protection of existing trail system and new connections to the trail system as required;
 - LEED ND (“Neighbourhood Design”) Silver, or equivalent designation of principles, as the minimum development standard for City-developed residential subdivisions (N.B. may need to define a minimum development area size to exclude small infill type subdivisions);
 - Exemplary development standards (ie. LEED ND or NC) for development on natural area sites (ie. 9 sites inventoried in the Natural Area Preservation Strategy) (specific guidelines are outlined in Section 5.4 of the Strategy);
 - Mixing of uses and densities of development, as appropriate;
 - Target average net residential density;
 - Target number of lots or units for sale or rent in the “affordable” range;
 - Establishing a hierarchy of roads and integration of transit service, consistent with GP policies;
 - Physical site conditions that influence configuration and orientation of lots;
 - Micro-climate and energy-efficiency considerations;
 - Municipal servicing;
 - Crime Prevention Through Environmental Design (CPTED) principles.

8.2.2 Urban Design & Compatibility

Issues:

- The Smart Growth Development Plan recommends establishing density targets in existing developed areas, in particular Old Town, Downtown, and Old Airport Road, prior to developing greenfield sites.
- Intensification often raises community concerns about livability and quality of life of the area they live in. Attention to urban design and ensuring compatibility of new development with existing community character can assist in building acceptance of intensification.

General Plan 2004

- The current GP makes reference to design standards in the Zoning By-law and addresses the design of public buildings, but does not contain overall design objectives.

Considerations for General Plan Review 2011

- Introduce clear design objectives and principles into the GP. These could be qualitative statements of how the City wants to influence the built environment as the city intensifies and grows. These design objectives could provide guidance for the development of more specific architectural design standards for the Downtown or for heritage districts (See Section 8.2.2), or for a set of compatibility criteria (described below).
- Introduce specific compatibility criteria for intensification projects. These criteria could be used by City staff, and by any design review committee set up to review applications in priority areas, to evaluate the compatibility of development applications. The measures of compatibility would vary depending on the use proposed and the planning context. Criteria could include:
 - Traffic generated by the development;
 - Vehicular access to the site;
 - Parking requirements;
 - Loading and servicing areas;
 - Building profile and massing;
 - Sunlighting; and
 - Microclimate.

8.3 Priority Areas in City

8.3.1 Downtown

Issues:

- The revitalization of the Downtown is a key component of the compact growth scenario by increasing alternative transportation modes through residential intensification.
- High density residential and commercial developments are needed to support the business case for the Con Mine Geothermal project.
- Smart Growth Plan proposes establishing targets for directing residential development to the Downtown over 50 years. The GP could establish targets for the first 10 years of that 50-year period.
- The GP could address some of the obstacles to downtown revitalization such as land assembly challenges through strategic land acquisitions, land swaps and facilitation/encouragement of private land assembly.
- The amount of land in the Downtown is limited and the Smart Growth Plan recommends the rezoning of the two CT (Centretown) parcels in the Downtown to CC (Core Area Commercial).
- There is currently a surplus of parking spaces within the Downtown. The Smart Growth Plan recommends exploring the relaxation of parking requirements for certain types of development in the Downtown.
- Smart Growth Plan recommends the review of the Zoning By-law to encourage greater flexibility with regards to housing types in the Downtown. Policies in the GP can also support this objective.
- Improvement of urban design in the Downtown is desirable, including continuation of streetscaping, façade improvement, improved signage and wayfinding, and architectural design standards for new development.
- Smart Growth Plan recommends amending the Zoning By-law to allow input of a committee on significant planning decisions from an architectural and neighbourhood design perspective. Policies in the GP can support this approach.
- The Con Mine has been investigated for use as a geothermal heat source for the City. If implemented there will be additional infrastructure requirements within the Downtown.

General Plan 2004

- The current GP has a vibrant downtown as one of the key community objectives. Policies specific to the downtown are limited, they support residential intensification to maintain a stable minimum population base of 10% of the City's total population, support mixed-use development, and encourage implementation of the Downtown Plan.
- The Downtown currently does not have its own land use designation in the GP and therefore the policies to support the Downtown are a bit "lost" in the document.

Considerations for General Plan Review 2011:

- New Downtown designation would allow tailoring of policies for the Downtown to make them clearer and stronger. The boundary of this new Downtown designation would logically be the areas currently zoned CC and CT.
- Clearly outlining the range of uses that are permitted in the Downtown will establish the rationale for uses in the Zoning By-law, with emphasis on mixed-use developments and residential uses such as secondary suites and home-based businesses.
- Support residential intensification in the Downtown:
 - Establish residential intensification targets for the Downtown. Section 8.1.3 of this Report proposes studying residential intensification potential in the target intensification areas, including the Downtown. This will help in setting realistic and achievable targets for the 10-year period of the updated GP.
 - Outline policy tools to provide incentives for residential intensification including reference to the Residential Intensification Incentive under the Development Incentive Program By-law, exemptions from development charges, building permit fees or other development fees and levies, and relaxation of parking requirements.
- Support improved urban design in the Downtown:
 - Introduce provisions to allow for the adoption of architectural design standards as recommended in the Smart Growth Plan. The policies could identify what type of developments they will apply to, priority areas (eg. mainstreets, gateways), and elements to be addressed such as building heights (core commercial area vs. transitional area), form and massing, exterior materials, architectural style, provision of amenity areas/plazas at grade.
 - Introduce clear design objectives and principles into the GP (See Section 8.2 of this Report).
 - With strong design objectives and tools in the GP, design standards in the Zoning By-law may not be necessary.
 - Policies to identify and strengthen gateways into the Downtown, as identified in the redevelopment vision for the Downtown in the Urban Design Initiative (ie. Franklin/54th, Highway No.4, Franklin/44th).
 - Reference to the Downtown Plan (as updated) and Downtown Enhancement Committee should be made.
 - Support for public art initiatives.
- Support improved open spaces in the Downtown:
 - Policies for new greenspace acquisition and development to support residential intensification, district heating system, linking of existing greenspaces, spaces for community gardens, plazas and public art, etc.
 - Clearly identify lands on middle block of 50th Street as a priority for acquisition and redevelopment, as recommended in the Smart Growth Plan.

- Policies to support walking and cycling, which could include identifying priority areas for streetscaping, the introduction of greenways into the Downtown, priority signalling, mid-block connections, infrastructure standards, streetscaping priority areas, etc.
- Policies to promote the Downtown as the cultural and economic heart of the City such as extended transit service, new cultural facilities, partnering with tourism promotion agencies.

8.3.2 Old Airport Road / Capital Area

Issues

- The Smart Growth Development Plan targets Old Airport Road for employment and residential intensification, and consequently recommends a number of actions including:
 - rezoning the lands for higher intensity uses;
 - working with YKDFN to create land use scenarios to create an updated development scheme for the Capital Area, which includes lands with back onto Old Airport Road properties;
 - cross-sectional improvements to Old Airport Road; and
 - extend piped water and sewer services from Borden Drive to Highway No.3 to facilitate growth and development.

General Plan 2004

- Old Airport Road is currently designated Urban Area in the GP and the NCC lands (Capital Area to the east) are designated Commercial, and associated policies support commercial development.

Considerations for General Plan Review 2011:

- A new designation could be introduced to the Old Airport Road area (eg. “Mixed-Use Centre”) which better describes its intended function as an intensification zone for mixed-use residential, institutional and commercial activities.
- Identify Old Airport Road as a design priority area (See Section 8.2).
- Implement road classification and road widening policies to ensure opportunity for cross-sectional improvements to Old Airport Road (See Section 8.7).
- Policies to address extension of municipal servicing beyond Borden Drive to facilitate intensification (See Section 8.9.3).
- Policies to collaborate with YKDFN regarding updating a development scheme for the Capital Area (See Section 8.3.3).
- Encourage redevelopment and the relocation of industrial uses through the promotion of the Industrial Relocation and Residential Intensification Incentives under the Development Incentive Program By-law.

8.3.3 Harbour / Waterfront

Issues:

- There is a need for a comprehensive harbour and waterfront strategy. Further to this, the City has initiated a process to adopt a Harbour Plan. The study area for the Plan extends from Yellowknife River in the north to Negus Point and Dettah in the south, and includes all key public/private waterfront interaction areas in between (Giant Mine Town Site, Latham Island, Back Bay, Joliffe Island, Old Town Boat Launch, Rotary Park area, Con Mine Town Sites).
- The City, in partnership with the YKDFN, has established a Harbour Planning Committee to provide advice and input to the City on the creation of a Harbour Plan.
- The Urban Design Initiative recommends a boardwalk system in Old Town and Latham Island, and a mixed-use commercial recreational node between Bretzlaff Drive and Weaver Drive.
- Public access to the waterfront is complicated by land tenure issues and encroachment of private development on public lands (eg. Latham Island).
- Jurisdictional issues affect the City's ability to regulate waterways and recreational/commercial infrastructure (eg. "float homes", docks) and ensure proper environmental protection of waterways, in particular as it relates to the creation and regulation of water lots. The City is currently exploring control of the lakebed with INAC.
- Various transportation modes rely on the use of the City's waterways including float planes, motorized boats, snowmobiles, and winter road travel.
- The Waterfront Management Plan (2002) presents a good foundation for enhancing waterfront accessibility and enjoyment, however, many strategies are unrealized due to land tenure issues, jurisdictional issues, and a lack of resources and investment.

General Plan 2004

- One of the major objectives of the Open Space / Recreation policies in the current GP is to preserve public waterfront access. Policies for public access, occupancy, and preservation are to be achieved through the implementation of the Waterfront Management Plan.

Considerations for General Plan Review 2011:

- It is anticipated that the City's new Harbour Plan will be prepared concurrently with the City's updated General Plan. This will provide an excellent opportunity to ensure that relevant policies and strategies are reflected and consistent with the General Plan, including development schemes for targeted areas of the harbour, transportation considerations, environmental protection, among other elements of the future Harbour Plan.
- The lands and waterways subject to any future Development Scheme could be identified on the General Plan map to serve as clear indication that any development activity in this area will be subject to a Development Scheme, as adopted.

8.4 Mine Sites

Issues

- The former mine sites affects lands to the north (Giant Mine) and to the south (Con Mine). Remedial work has been completed on portions of both sites in accordance with the mines' respective Abandonment and Restoration (A&R) Plans.
- The Giant Mine area has significant potential for redevelopment and revitalization, however, the land analysis indicates that this land is not required for community expansion within the 10-year timeframe of the updated General Plan. In addition, the A&R Plan for the mine has not yet been finalized by Indian and Northern Affairs and NWT. Furthermore, the A&R Plan currently anticipates restoration largely to industrial standards.
- There is interest in the Giant Mine area, however, for waterfront activities such as boat storage and docking, a proposed Mining and Geological Interpretive Centre, and protection of mine heritage. These issues will be explored in context of the Harbour Plan.
- The Con Mine has been investigated for use as a geothermal heat source for the City and infrastructure in the north end of the mine will be required if the project proceeds.
- The Con Mine Final Closure and Reclamation Plan (2007) identifies four (4) waste sites within the lease area. The Con/Rycon residential area is in proximity to the Con Mine waste sites as would be any future development in the northern portion of the Con Mine site (ie. Taylor Road extension). The current Reclamation Plan does not identify removal of all waste material from the site.
- The Smart Growth Development Plan recommends pursuing the remediation of the two mine sites to an acceptable standard for the purpose of residential/commercial development or active/passive recreation.

General Plan 2004

- Giant Mine is identified for future industrial development on GP maps and Con Mine is identified for residential development, both in the northern section of the mine (ie. Taylor Road extension) and south of the contaminant ponds.

Considerations for General Plan Review 2011:

- Determine whether a 450 m setback for residential/commercial uses should be applied to the 'hazardous waste disposal site', 'non-hazardous waste landfill', 'Con Pond' and 'Negus Pond', as identified on Figure 7.2 of the Con Mine Final Closure and Reclamation Plan.
- If the answer to the above is yes, then, as identified in Section 8.9.4 of this Report, waste disposal sites at the two mine sites should be identified on GP mapping, along with associated policies regarding their remediation.
- Policies should reflect the City's desire to remediate the sites to an acceptable standard for the purpose of residential/commercial development or active/passive recreation space.

8.5 Housing Affordability

Issues:

- The plan may need stronger policies around affordable housing. The statistical profile and the Creating Housing Affordability report (October 2009) reveal that housing prices are escalating rapidly, which puts pressure on low-middle income households to find suitable and affordable housing.
- The high cost of housing is potentially restricting economic development.

General Plan 2004

- Affordable housing policies in the current GP are reflected through policies to promote more housing choice in the City

Considerations for General Plan Review 2011

- A definition of affordable housing may need to be included in the General Plan, as recommended by the Creating Housing Affordability report. For example, the City of Ottawa Official Plan defines affordable housing as “housing, either ownership or rental, for which a low or moderate income household pays no more than 30% of its gross annual income.”
- Annual targets could be set for affordable housing (e.g. 25% of new rental housing must be affordable to households at the 30th income percentile or less, and 25% of new ownership housing must be affordable to owners at the 40th income percentile).
- Leveraging the City role as land developer to dedicate a portion of lots in a new development area to be disposed of through a Special Call for Proposals requiring the housing to meet the “affordable” definition. The per square metre cost of these lots could be subsidized through a small increase to the square metre cost of the remaining lots to be disposed of by the City. Other methodologies could also be developed by the City to meet the affordability targets.
- Affordability tools identified in the Creating Housing Affordability report should be outlined in the General Plan, including more flexible zoning (eg. greater permissions for secondary suites and home-based businesses), density bonusing (ie. in exchange for dedicating a certain percentage of units for affordable housing), alternative development designs and standards for affordable housing developments (eg. flex-housing, laneway housing, reduced parking standards), and financial incentives (eg. deferral or waiving of fees and levies).
- Promote the Residential Intensification Incentive under the Development Incentive Program By-law which requires 10% of units for projects with 10 units or more to be dedicated for affordable housing.
- The most direct way to provide more affordable housing is to increase density. Having clear urban design objectives and principles in the General Plan to guide the design of higher density residential projects will help mitigate NIMBY concerns.

8.6 Heritage Resources

Issues:

- There are 9 properties currently designated under the Heritage By-law in the City. The General Plan does not contain policies to protect designated or recognized properties from alteration or demolition.
- There are inconsistencies between the Heritage By-law (No. 4540) and the General Plan (2004) that could hinder the City's ability to protect its heritage resources, namely:
 - The documents do not use consistent terminology. For instance, the Heritage By-law consistently uses the term "Heritage Resource" while the General Plan uses a variety of terms ("public heritage resources", "significant heritage structures", and "heritage resources").
 - The General Plan does not make reference to the Heritage By-law and its ability to designate or recognize properties, ability to enter into restrictive covenants (Section 6.2 of the Heritage By-law), and financial assistance (Section 4.4).
- The Urban Design Initiative makes specific policy recommendations to preserve architectural heritage in Yellowknife, some of which can be introduced in the General Plan. This includes a review and update of the Heritage By-law, exploring the use of zoning overlays in designated areas, and undertaking an analysis to identify heritage districts.

General Plan 2004

- Heritage, tourism, and culture considerations and policies are consolidated into one section of the General Plan (Section 8.2.9).
- The General Plan identifies the City's desire to recognize/respect/preserve heritage resources, but contains no policies to achieve this objective.
- The General Plan identifies specific projects that the City will undertake, including prepare design guidelines, continue to implement the Waterfront Management Plan (which identifies heritage preservation areas), and complete an inventory of significant heritage resources.

Considerations for General Plan Review 2011:

- Policy to review and update the Heritage By-law (No. 4540) to strengthen toolkit available to preserve heritage resources, as proposed in Urban Design Initiative.
- Ensure that the definitions and terminology in the Heritage By-law and the GP are consistent.
- Create a separate section within the GP to address heritage resource policies, separate from culture and tourism, to give greater prominence to these policies. Ensure that sufficient information regarding the "recognition" and "designation" processes defined in the Heritage By-law are provided within this section, with reference to the Heritage Resource Inventory and the Heritage Committee.

- Since the Heritage By-law does not contain specific information on designated or recognized heritage resources, the GP could be used to identify the location of these resources. Some policy options include:
 - A heritage resource symbol could be created and placed on the GP map. New policies would be associated with the heritage resource symbol.
 - Subject to a more detailed analysis, heritage areas or districts could also be identified with specific geographic boundaries. These boundaries could also appear in the Zoning By-law as a zoning overlay, pursuant to the recommendation in the Urban Design Initiative.
- New policies should also address how the City reviews applications to alter land, buildings or structures on designated or recognized properties in the City. These policies could include:
 - the requirement for a cultural heritage impact statement to support an application on a designated property;
 - a compatibility statement for development either on or adjacent to a “recognized” property;
 - transfer of density from a designated property to other sites in order to facilitate retention;
 - development agreement with financial securities as a condition of development on the designated property.
- Reference the Heritage Preservation Incentive Program (under the Development Incentive Program By-law) as part of the tools available to encourage the retention and protection of heritage resources.

8.7 Transportation

Issues:

- To support active transportation and strengthen the relationship between land use planning and transportation, the Smart Growth Development Plan recommends:
 - Prioritizing and expanding the City’s trail and greenway system;
 - Creating Transit Oriented Development (TOD) nodes; and
 - Creating pedestrian and cycling friendly streetscape environments.
- Improvements to the existing road infrastructure must be balanced with the need to provide and improve sustainable and active transportation infrastructure, including transit, walking, and cycling.
- According to the Transportation Improvement Study, cycling is growing in popularity in Yellowknife, however appropriate facilities, including bicycle routes and lanes, need improvement. The City is implementing the Bike Route Plan report recommendations.
- Certain areas outside of the downtown core, such as Old Town lack pedestrian facilities such as sidewalks.
- Transit ridership remains relatively low.

- Greater investment in compact development, combined with support for active transportation options, will help reduce greenhouse gases, minimize infrastructure capital and operation costs, minimize traffic congestion, and improve quality of life.

General Plan 2004

- Recognizes the role of public transit in the overall growth management strategy for Yellowknife, despite current low transit ridership.
- Identifies a need for the development of trails and bicycle lanes in new development areas to the downtown.
- Recognizes the connection between land use and transit use through principles such as providing appropriate community densities, a mix of land uses, and short walking distances.
- Provides only four policies that are high-level in scope and do not specifically address the range of transportation modes or key areas of concern.

Considerations for General Plan Review 2011:

- Reflect the road classification system (Arterial, Collector, Other) and proposed improvements to the system identified in the Transportation Improvement Study (Exhibit 5-3 and 11-8) in the GP maps. Ensure full consultation with Public Works and Engineering Department to determine which projects are feasible and practical. This will allow the GP to introduce policies for roads and to provide direction on where future road works are being considered. Policies could include:
 - Introduction of typical road right-of-way cross sections for each road class, including standards for the provision of cycling and pedestrian facilities for each class of road;
 - Right-of-way protection for roads that are currently in need of right-of-way widening (eg. Old Airport Road);
 - Policies to allow the City to take road widenings as a condition of subdivision, rezoning or development approval; and
 - Policies to survey and transfer roads to municipal ownership, as required.
- Further to the above, undertake a study to determine where road right-of-way widths are inadequate for the desired road geometry and walkway/cycling/transit infrastructure.
- Reflect on the GP maps the City's current trail and greenway system, and proposed improvements, outlined in the Transportation Improvement Study (Exhibit 11-7), in the Integrated Parks, Trails, and Open Space Development Study and the Bike Route Plan. This could include both formal and informal walking and snowmobile trails. The identification would allow the GP to introduce policies to protect and expand the trail system as shown on the maps. Policies could include:
 - Enhancement and protection of trails when planning for new development, or where appropriate, reroute trail in a satisfactory manner;
 - Standards for safe crossings where trails intersect roads;
 - Prioritization of trails to be developed, formalized, upgraded, etc; and

- Reference to land acquisition tools to establish missing connections between trails or between trails and neighbourhoods.
- Reference the Transportation Improvement Study as the document providing strategic policy direction with respect to the following (however, recognize that not all recommendations are considered feasible or practical):
 - Walking and cycling infrastructure;
 - Transit;
 - Roads (including truck traffic);
 - Transportation demand management;
 - Traffic calming; and
 - Parking.
- Implementation of parking maximums or caps for future residential and employment development in key areas and in the vicinity of improved transit service. Some municipalities employ a parking cap within a certain distance (eg. 400 m) of a transit node. Feasibility and popularity of parking caps in the Yellowknife context will need to be considered.
- Establish modal share objectives and/or ridership objectives for transit, walking, cycling, and driving.
- Review and consider identifying the 6 proposed transit-oriented development nodes from the Transportation Improvement Study (Exhibit 11-1) on GP mapping. Policies could be introduced with regards to the form and standards of development for lands within a certain proximity of the TOD nodes.

8.8 Airport

Issues:

- The City has no jurisdiction or zoning authority on the Airport lands pursuant to the Zoning By-law; Yellowknife airport is the jurisdiction of the GNWT and the Government of Canada. However, the activities of the airport and any new development occurring on airport lands have the potential to impact the City. In recognition of this, most airports across Canada adopt a “good neighbour” policy with the host municipality to ensure open communication and consultation regarding new development on airport lands.
- Noise Exposure Forecast (NEF) contours have been prepared to estimate the effects of aircraft noise on land uses in the vicinity of the Yellowknife airport. Aircraft noise becomes apparent within the 25 NEF contour; beyond the 30 NEF contour, aircraft noise becomes unacceptable to building occupants. Residential development is therefore not recommended within the 30 NEF contour.
- The Yellowknife Airport Development Plan identifies a runway extension of airport-related land development on lands bounded by the FOL facility, Highway No. 3 and Deh Cho Boulevard.

General Plan 2004

- The airport is designated in the Industrial land use designation, as are surrounding lands to the west and south of the airport property.
- Section 1.2.5 – Industrial makes reference to the Yellowknife Airport Development Plan.
- Section 1.2.8 – Transportation refers to the importance of the airport to the economy of Yellowknife. Associated with the airport is the potential expansion of industrial and commercial development activity due to its proximity to Highway No. 3.

Considerations for General Plan Review 2011:

- The airport boundary should be clearly identified on the GP maps.
- A new designation (eg. “Transportation”) could be introduced to the Plan which could apply to the airport property and to marine transportation facilities where specific policies could be introduced to support their unique use. The policies would recognize the authority and jurisdiction of the GNWT and the Government of Canada over the Yellowknife airport lands, but would encourage the establishment of a memorandum of understanding with the airport authorities to ensure consultation with the City on all new development.
- NEF contours should be considered for inclusion on the GP maps to clearly identify where land use incompatibilities might exist due to noise impacts.
- Policies in the Transportation section could address matters such as airport hazards, recognition of the Airport Development Plan (as amended), NEF contours, and protection of airport communications systems from non-interference (ie. NDB or VOR/DME sites), and referral of development applications that could potentially impact airport operations (eg. developments proposed in the defined outer surface area of the airport).

8.9 Infrastructure

8.9.1 Water supply

Issues:

- The Yellowknife River is the current water supply source and Great Slave Lake is an alternate source of water. The use of Yellowknife Bay (Great Slave Lake) would save the City the upcoming cost of replacing the 9-km pipeline to the townsite. However, the finalization of the Giant Mine A&R Plan may result in the City not being authorized to draw water directly from Yellowknife Bay.
- Protection of both water sources is therefore very important.

General Plan 2004

- The values components listed under Section 1.1.1 – Planning Rationale include “the maintenance of clean air, land and water through responsible environmental management

practices.” In addition, one of the principles listed as having shaped the 2004 GP is that “planning decisions and design will respect legislation and regulations to ensure the protection of the air, land and water within the municipal boundaries”.

- A “Watershed Development Area” is identified on the GP map, however it is unclear if it identifies the watershed or simply a buffer around specific waterbodies.
- Various general references to water supply and servicing are included within the policies of individual designations, including the Residential, Commercial, and Industrial designations.
- Section 1.2.7 – Infrastructure includes several general considerations related to water supply. Moreover, Policy 1 refers to the provision of a suitable water supply (quality and quantity). Specific proposals with respect to water supply include completing the analysis and selection of the long-term water supply location, and undertaking a detailed mapping and assessment of existing watershed and natural drainage areas to strengthen the information base for planning and engineering works.

Considerations for General Plan Review 2011:

- The watershed of the Yellowknife River should be clearly identified on GP mapping. Consider introducing a land use designation (“Watershed Protection Area”) that strictly limits uses with the designation. Section 8.10.1 of this Report addresses the need for regional cooperation due to the fact that the majority of the watershed lies outside the municipal boundary.
- Protection of Yellowknife Bay to be implemented through the policy recommendations and strategies proposed in the new Harbour Plan (see Section 8.3.4). These should also be included as specific policies.

8.9.2 Sewage Treatment

Issues:

- Fiddler’s Lake sewage lagoon system is largely located outside municipal boundaries, which limits City’s regulatory control.

General Plan 2004

- Sewage lagoon is identified on General Plan map and the 450 m regulatory setback is also identified.
- Various general references to sewage treatment are included within the policies of individual designations, including the Residential, Commercial, and Industrial designations.
- Section 1.2.7 – Infrastructure includes several general considerations related to the sewage system, including required upgrades. Moreover, Policy 2 refers to the provision of a sanitary sewage collection system which meets health and safety standards to present and future users. Specific proposals with respect to the sewage system include undertaking interim operational changes to defer the timing of a potential sewage system upgrade that is anticipated, and establishing a major capital program to implement future treatment requirements.

Considerations for General Plan Review 2011:

- A Waste Disposal designation and associated zone could be introduced in the GP to better identify the land actually subject to the disposal of waste. The 450 m buffer could then be drawn around the disposal footprint. The City's landfill site could also be shown in this designation. Alternatively, disposal sites could be identified with a symbol on GP mapping, with associated policies.
- Any required upgrades to the existing sewage treatment system should be identified as a policy.
- Section 8.10.1 of this Report addresses the need for regional cooperation due to the fact that only a very small portion of the sewage lagoon lies within the municipal boundary.

8.9.3 Servicing InfrastructureIssues:

- The cost of extending piped services to new areas is very expensive. The Smart Growth Development Plan concept of compact growth will lead to significant savings for the City. There is adequate capacity within the servicing infrastructure to service infill and intensification projects within the existing serviced area.
- Old Airport Road is identified as a target intensification area, however, piped services do not extend beyond Borden Drive which limits the significant redevelopment potential in this area. A longer-term servicing strategy to bring services to this area is needed.
- Areas of the City are on trucked services which make these areas undesirable for commercial and residential development (due to public safety) but acceptable for industrial development.

General Plan 2004

- Various general references to piped and trucked services are included within the policies of individual designations, for example within the Residential, Commercial, Institutional/Community Use, and Industrial designations.
- Section 1.2.7 – Infrastructure discusses alternatives to standard piped services. The improvement and provision of municipal services are outlined as key objectives, and Policy 5 states that “Innovation and best practices in infrastructure planning and design that reflects northern conditions will be promoted.”

Considerations for General Plan Review 2011:

- The GP mapping could include a map of existing and future planned piped servicing infrastructure for the 10-year planning horizon (2010 to 2020).
- Servicing policies in the Infrastructure section could address the provision of services to existing and future development areas, and the long-term servicing strategy including phasing priority and timelines.

- Specifically, to support Old Airport Road as a target intensification area, a strategy (including timing, phasing, and financing) is needed to extend piped services beyond Borden Drive.
- Clear policies should be introduced stating what type of development will be acceptable on piped services and which will not. Developments could be defined by size, number of units in a building, or daily water use rates. The City may consider the use of locally situated (small buildings) water tanks and/or foam for fire suppression activities.

8.9.4 Waste Disposal Sites

Issues:

- The existing municipal landfill site is nearing capacity and the City has indicated that the quarry sites to the north of the existing landfill offer the best opportunity for the expansion of the landfill, once these quarry sites are exhausted. The City has two head leases with the GNWT for these sites.
- The Con Mine Final Closure and Reclamation Plan (2007) identifies four (4) waste sites within the lease area and the Giant Mine Remediation Plan (2007) identifies three (3) waste sites within the lease area. Although no residential or commercial activities are currently proposed within proximity to the waste sites at Giant Mine, the Con/Rycon residential area is in proximity to the Con Mine waste sites as would be any future development in the northern portion of the Con Mine site (ie. Taylor Road extension).

General Plan 2004

- Section 1.2.6 – Environmental Responsibility addresses contaminated waste and how it is processed at the landfill site.
- Section 1.2.7 – Infrastructure includes general considerations regarding solid waste, identifying the need for a new landfill site by 2008 or earlier. Policy 3 states that a solid waste management system which meets the regulatory agency requirements and the present and future user demands will be provided. Specific proposals include continuing discussions and consultation on the siting of a new landfill site, as well as the preparation of a detailed investment plan.

Considerations for General Plan Review 2011:

- Current and future municipal landfill footprints should be identified on the General Plan map and a 450 m buffer drawn.
- Policies in the Infrastructure section should address the required development buffer (for certain types of uses only), the process of establishing new waste disposal sites, and ensuring that there are adequate waste disposal facilities to accommodate future growth.
- A new designation (“Waste Disposal”) and associated zone could be introduced, in conjunction with a 450 m buffer.

- Waste disposal areas at the old mine sites could also be identified in the Waste Disposal designation, as appropriate. Policies could include how the GP is amended to allow other uses and to remove the 450m setback if any of these waste disposal sites are remediated.

8.10 Regional Issues

8.10.1 Municipal Boundary

Issues

- The municipal boundary encloses an area of some 136 km². Since the sewage lagoon and watershed largely lie outside the municipal boundary, the City relies on regional cooperation to protect the watershed from incompatible land uses and to manage the sewage lagoon.
- Aggregates such as sand, gravel and topsoil are important resources for construction of roads and buildings. These resources should be protected from development so that they remain available for use in construction projects. Preliminary information indicates that new resource locations, in particular for sand, are located outside the municipal boundary.
- The NWT Policy 21.10 on Community Boundaries states that (emphasis added) “*boundaries should include sufficient land:*
 - (i) *To encompass the projected expansion requirements of the community for a minimum of 20 years and a maximum of 30 years;*
 - (ii) *To encompass the community water supply;*
 - (iii) *To encompass the waste disposal areas;*
 - (iv) *To encompass, if possible, resource areas sufficient to provide a 20 year supply of granular material for the community;*”
- There have also been discussions between the City and YKDN regarding adjusting the municipal boundary, particularly as it relates to the eastern boundary line which currently includes the N’Dilo community and extends through a portion of Yellowknife Bay and along land on the eastern side of the bay.
- The Akaitcho Interim Measures Agreement will have a bearing on any municipal boundary expansion proposed.

General Plan 2004

- Addresses the need to review the municipal boundary, but more in the context of growth pressures and ensuring an adequate supply of land for future development.
- Map 1 of the General Plan indicates a future growth area outside the municipal boundaries to the south. In addition, the watershed of the water supply and sewage lagoon are indicated on Map 1 as lying primarily outside the municipal boundary.

Considerations for General Plan Review 2011:

- References to future growth outside municipal boundaries should be removed. The Smart Growth Development Plan's pursuit of a compact growth scenario indicates that municipal boundaries will not need to be expanded to increase the amount of land for community development (ie. residential, commercial, community, industrial, and open space uses) for at least the next 20 or 30 years, based on current growth projections.
- Undertake a granular resource study to identify future sand and gravel resources and provide for their protection from incompatible development, both on the resource and in the vicinity of the resource. Consideration could be given to the establishment of a new land use designation (eg. "Aggregate Resources") to allow for appropriate policies to apply to these lands.
- New policies to explore a possible application to revise the existing municipal boundary to the Minister of Municipal and Community Affairs to be consistent with the NWT Policy on Community Boundaries (Policy 21.10). Boundary expansion should consider the need to encompass the watershed of the community water supply to the extent possible, to encompass the sewage lagoon and associated wetland treatment area, and any granular resources identified in the granular resource study.

8.10.2 YKDFN and the Akaitcho Interim Land WithdrawalIssues

- The YKDFN and the City share a common geographic setting and need to work together to address regional issues including the municipal boundary, the harbour (ie. Yellowknife Bay), and regional land issues.
- 1,034 hectares of land have been identified by the Akaitcho Dene First Nation as part of the Interim Land Withdrawal Process.
- Given the uncertainty surrounding the land claims process and the ultimate land management objectives of this First Nations group, these lands cannot currently be considered for future community expansion and may also influence development in the vicinity of these lands.
- Need for continued open communication with Akaitcho Dene First Nation.

General Plan 2004

- General Plan was adopted prior to signing of the Interim Measures Agreement.

Considerations for General Plan Review 2011:

- Policy to support the need for continued cooperation and collaboration between the YKDFN and the City to address regional land issues.
- Lands subject to the Akaitcho Interim Land Withdrawal should be identified on the General Plan map. An overlay approach could be used. New policies associated with the overlay could address the following:

- Open communication with the Akaitcho Dene First Nation regarding the Land Withdrawal timelines and process;
- Potential impact of a full land withdrawal, partial withdrawal, or no withdrawal;
- Amendment to the General Plan overlays and land use designations, and new policies that address any lands withdrawn as appropriate, once the results of the process are complete.

8.10.3 Recreational Leasing Framework Policy

Issues

- Policy to address recreational leases outside municipal boundary and is anticipated to be complete in December 2011.
- Policy will have specific development controls, such as the number of cabins in an area, protection of natural environment (eg. setbacks from water, cutting of trees, size of cabin, number of out buildings).
- The construction of new cabins in areas that may be subject to a boundary expansion may be undesirable.

General Plan 2004

- New policy, not currently addressed in General Plan.

Considerations for General Plan Review 2011:

- Policies to encourage Council to provide comments on the Policy and potentially request an exclusion area for new cabins within a certain proximity to the existing municipal boundary, or within certain areas.

9 Public Consultation Process for General Plan Review

The six smart growth reports that make up the Smart Growth Development Plan serve as detailed and strategic documents for City Administration, the public, and Council with regards to the issues around smart growth and what it will mean for the growth, development and change of Yellowknife. The Smart Growth Development Plan Recommendations Report outlines the substantial public consultation process that was a cornerstone of the Smart Growth Development Plan. In addition to the Smart Growth Development Plan Committee, consisting of 15 representatives of various interest groups, the development of the Plan consulted over 2,000 citizens through a variety of methods over a two and a half year period.

The methods included 865 responses to a mailed questionnaire, numerous focus group sessions and open houses, the MetroQuest visioning exercise which attracted over 200 participants, an origin-destination survey involving 380 households, and a four-day community charrette (Design Yellowknife) with over 120 participants that focused on four study areas. Many common themes and ideas emerged from these consultation and visioning sessions which are summarized in Table 1 of the Recommendations Report.

Based on the six smart growth reports, the Committee created fifteen key implementation strategies that summarize the initiatives recommended going forward. As noted in the Recommendations Report, these implementation strategies have not been prioritized as this can be done more effectively through the General Plan review and annual budget process. Many of the strategies and actions outlined in the Recommendations Report can be effectively addressed through the General Plan review.

In conclusion, the extensive consultations and planning exercises undertaken during the Smart Growth Development Plan process are similar to or arguably go well beyond the consultations that would normally be required for a General Plan update. The results provide very clear strategic direction and specific actions to inform the planning of the community over the next 10 years. For these reasons, the initial consultation phase of a General Plan review that would normally include community visioning, an analysis of trends, an assessment of current conditions and needs, and a broad discussion of future growth options with the general public is not considered necessary in this case. Undertaking further consultation at this time may actually lead to consultation fatigue.

Thus, the Smart Growth Development Plan provides a very appropriate and timely launch pad for the preparation of a draft updated General Plan. The first draft General Plan could therefore mainly be drafted in consultation with other City Departments. The broad public consultation stage could be initiated at this first draft General Plan stage. The first draft General Plan will propose policies to address the strategic directions resulting from the Smart Growth Plan. The consultations will focus on these policy ideas and solutions, and identify where improvements and changes need to be made.

One area where there appears to be some conflicting ideas is for the Kam Lake area. Under the Smart Growth Development Plan's compact growth scenario, Kam Lake was not identified as a significant residential growth area. The scenario targets just 35 additional dwelling units in Kam

Lake over the next 15 to 20 years, which represents only a couple of infill units per year. In the compact growth scenario, Kam Lake was identified as an area that would experience moderate employment growth, which represents 7% of total job growth over the next 10 to 15 years. As a consequence, Kam Lake was not one of the areas studied during the Design Yellowknife process, which focused on four areas where more significant residential growth is anticipated in the shorter term.

The Kam Lake area exhibits interesting characteristics with its mix of uses and proximity to Kam Lake and to Grace Lake. In addition, the Kam Lake area is identified as lands eligible for development incentives to relocate industrial uses to the Engle Business District. Thus, over the longer term (ie. beyond the 10-year time frame of the updated General Plan), and depending on the success of the Development Incentive Program, large parcels of land may become available for redevelopment. There is also opportunity to add lands to expand the Kam Lake area to the south. The public process to update the General Plan could provide the context to explore the longer term vision for the Kam Lake area, beyond the 2020 planning horizon of the updated General Plan. Thus, although Kam Lake would continue to be identified as primarily an employment area in the updated General Plan, consistent with the compact growth scenario of the Smart Growth Development Plan, policies could be introduced in the General Plan that would suggest and support the longer term transition and change of the area.

Appendix

Technical Annexes

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Table 9: Percentage Population by Age for Years 2001, 2006 and 2010, Yellowknife

	2001 %	2006 %	2009 %
Total population by sex and age groups	16545	18700	20227
Population age 0-4	7.4	7.3	6.9
Population age 5-9	8.9	6.4	5.8
Population age 10-14	8.5	7.8	6.7
Population age 15-19	7.4	8.0	7.5
Population age 20-24	7.1	7.9	8.1
Population age 25-29	8.3	9.0	9.7
Population age 30-34	9.2	8.3	8.7
Population age 35-39	10.7	8.6	8.3
Population age 40-44	10.2	9.7	8.2
Population age 45-49	8.4	9.2	8.9
Population age 50-54	6.6	7.5	7.6
Population age 55-59	3.3	5.2	5.1
Population age 60-64	1.5	2.5	2.9
Population age 65-69	0.9	1.0	1.6
Population age 70-74	0.6	0.6	1.2
Population age 75-79	0.4	0.5	1.1
Population age 80-84	0.2	0.2	0.9
Population age 85+	0.2	0.2	0.9

Source: McSweeney & Associates from Statistics Canada Census data 2001, 2006 and Manifold Data Mining Inc. Superdemographics 2010

Table 10a: Percentage Population by Age, Yellowknife vs. NWT, 2010

	Yellowknife	Yellowknife %	NWT %
Total population	20,227		44,594
Population age 0-4	1,405	6.9	7.5
Population age 5-9	1,167	5.8	6.7
Population age 10-14	1,360	6.7	7.5
Population age 15-19	1,526	7.5	8.1
Population age 20-24	1,629	8.1	7.8
Population age 25-29	1,968	9.7	8.7
Population age 30-34	1,759	8.7	7.9

	Yellowknife	Yellowknife %	NWT %
Population age 35-39	1,681	8.3	7.7
Population age 40-44	1,655	8.2	7.6
Population age 45-49	1,805	8.9	7.9
Population age 50-54	1,528	7.6	6.9
Population age 55-59	1,041	5.1	5.1
Population age 60-64	580	2.9	3.5
Population age 65-69	319	1.6	2.2
Population age 70-74	235	1.2	1.6
Population age 75-79	213	1.1	1.3
Population age 80-84	181	0.9	1.1
Population age 85+	174	0.9	1.0

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010

Table 10b: Mobility Status, Yellowknife vs. NWT, 2010

	Yellowknife	Yellowknife %	NWT %
Total population 1 year and over by mobility status 1 year ago	20,227		44,594
Non-movers	15,119	74.7	78.9
Movers	5,108	25.3	21.1
Non-migrants	3,444	67.4	63.7
Migrants	1,664	32.6	36.3
Internal migrants	1,539	92.5	95.8
Intraprovincial migrants	339	22.0	32.9
Interprovincial migrants	1,200	78.0	67.1
External migrants	125	7.5	4.2
Total population 5 years and over by mobility status 5 years ago	20,227		44,594
Non-movers	8,378	41.4	49.9
Movers	11,849	58.6	50.1
Non-migrants	5,847	49.3	51.4
Migrants	6,001	50.6	48.6
Internal migrants	5,361	89.3	92.3
Intraprovincial migrants	637	11.9	23.8

	Yellowknife	Yellowknife %	NWT %
Interprovincial migrants	4,724	88.1	76.2
External migrants	640	10.7	7.7

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Table 11: Key Labour Force Indicators, Yellowknife vs. NWT, 2001-2006-2010

Characteristic	Yellowknife			NWT		
	2001	2006	2010	2001	2006	2010
Total population 15 years and over by labour force activity	12,320	14,480	16,294	26,945	31,135	34,869
In the labour force	10,470	12,195	13,773	20,785	23,825	26,848
Employed	9,950	11,490	12,989	18,810	21,350	24,195
Unemployed	525	705	783	1,975	2,475	2,654
Not in the labour force	1,845	2,290	2,522	6,160	7,310	8,021
Participation rate (%)	85.0	84.2	84.5	77.1	76.5	77.0
Employment rate (%)	80.8	79.4	79.7	69.8	68.6	69.4
Unemployment rate (%)	5.0	5.8	5.7	9.5	10.4	9.9

Source: McSweeney & Associates from Statistics Canada 2001, 2006 Census data and Manifold Data Mining Inc. Superdemographics 2010.

Table 12: Key Labour Force Indicators, Yellowknife, 2010

	Yellowknife	NWT
Total population 15 years and over	16,294	34,869
In the labour force	13,773	26,848
Employed	12,989	24,195
Unemployed	783	2,654
Not in the labour force	2,522	8,021
Participation rate	84.5	77.0
Employment rate	79.7	69.4
Unemployment rate	5.7	9.9

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Table 13: Labour Force by Industry, Yellowknife vs. NWT, 2010

	Yellowknife	Yellowknife %	NWT %
Total labour force 15 years and over by industry - 1997 North American Industry Classification System	13,773		26,848
Industry - Not applicable	96	0.7	1.3
All industries	13,676	99.3	98.7
Agriculture, forestry, fishing and hunting	0	0.0	1.0
Mining and oil and gas extraction	997	7.2	6.8
Utilities	124	0.9	1.4
Construction	686	5.0	7.3
Manufacturing	263	1.9	1.4
Wholesale trade	177	1.3	1.6
Retail trade	1,355	9.8	9.5
Transportation and warehousing	1,332	9.7	8.3
Information and cultural industries	543	3.9	2.4
Finance and insurance	298	2.2	1.4
Real estate and rental and leasing	157	1.1	1.8
Professional, scientific and technical services	728	5.3	3.7
Management of companies and enterprises	36	0.3	0.2
Administrative and support, waste management and remediation services	433	3.1	2.9
Educational services	708	5.1	6.8
Health care and social assistance	1,139	8.3	9.2
Arts, entertainment and recreation	225	1.6	1.3
Accommodation and food services	966	7.0	6.1
Other services (except public administration)	574	4.2	3.6
Public administration	2,933	21.3	21.9

Source: McSweeney & Associates from Manifold Data Mining's Superdemographics 2010.

Table 14: Percentage of Experienced Labour Force by Occupation, 2010

	Yellowknife	Yellowknife %	NWT %
Total labour force 15 years and over by occupation - 2006 National Occupational Classification for Statistics	13,773		26,848
Occupation - Not applicable	84	0.6	1.6
All occupations	13,688	99.4	98.4
A Management occupations	1,756	12.7	12.1
A0 Senior management occupations	270	2.0	1.8
A1 Specialist managers	623	4.5	3.6
A2 Managers in retail trade, food and accommodation services	281	2.0	2.5
A3 Other managers, n.e.c.	582	4.2	4.1
B Business, finance and administration occupations	2,703	19.6	17.4
B0 Professional occupations in business and finance	419	3.0	2.2
B1 Finance and insurance administration occupations	94	0.7	0.6
B2 Secretaries	225	1.6	1.5
B3 Administrative and regulatory occupations	477	3.5	3.3
B4 Clerical supervisors	26	0.2	0.1
B5 Clerical occupations	1,460	10.6	9.7
C Natural and applied sciences and related occupations	1,310	9.5	7.2
C0 Professional occupations in natural and applied sciences	520	3.8	2.6
C1 Technical occupations related to natural and applied sciences	790	5.7	4.6
D Health occupations	628	4.6	4.1
D0 Professional occupations in health	126	0.9	0.7
D1 Nurse supervisors and registered nurses	261	1.9	1.5
D2 Technical and related occupations in health	103	0.7	0.8
D3 Assisting occupations in support of health services	138	1.0	1.0
E Occupations in social science, education, government service and religion	1,252	9.1	10.8
E0 Judges, lawyers, psychologists, social workers, ministers of religion, and policy and program officers	478	3.5	3.6
E1 Teachers and professors	554	4.0	4.8
E2 Paralegals, social services workers and occupations in education and religion, n.e.c.	221	1.6	2.4
F Occupations in art, culture, recreation and sport	493	3.6	2.8

	Yellowknife	Yellowknife %	NWT %
F0 Professional occupations in art and culture	214	1.6	1.4
F1 Technical occupations in art, culture, recreation and sport	279	2.0	1.5
G Sales and service occupations	3,080	22.4	22.2
G0 Sales and service supervisors	123	0.9	0.5
G1 Wholesale, technical, insurance, real estate sales specialists, and retail, wholesale and grain buyers	71	0.5	0.4
G2 Retail salespersons and sales clerks	391	2.8	2.2
G3 Cashiers	218	1.6	2.3
G4 Chefs and cooks	201	1.5	1.4
G5 Occupations in food and beverage service	190	1.4	1.2
G6 Occupations in protective services	463	3.4	3.1
G7 Occupations in travel and accommodation, including attendants in recreation and sport	302	2.2	1.5
G8 Child care and home support workers	112	0.8	1.4
G9 Sales and service occupations, n.e.c.	1,010	7.3	8.3
H Trades, transport and equipment operators and related occupations	2,196	15.9	18.3
H0 Contractors and supervisors in trades and transportation	50	0.4	0.6
H1 Construction trades	250	1.8	2.6
H2 Stationary engineers, power station operators and electrical trades and telecommunications occupations	239	1.7	1.3
H3 Machinists, metal forming, shaping and erecting occupations	54	0.4	0.5
H4 Mechanics	417	3.0	2.7
H5 Other trades, n.e.c.	142	1.0	0.8
H6 Heavy equipment and crane operators, including drillers	123	0.9	2.0
H7 Transportation equipment operators and related workers, excluding labourers	572	4.2	4.3
H8 Trades helpers, construction and transportation labourers and related occupations	349	2.5	3.5
I Occupations unique to primary industry	190	1.4	2.6
I0 Occupations unique to agriculture, excluding labourers	36	0.3	0.6
I1 Occupations unique to forestry operations, mining, oil and gas extraction and fishing, excluding labourers	106	0.8	1.4
I2 Primary production labourers	48	0.3	0.6

	Yellowknife	Yellowknife %	NWT %
J Occupations unique to processing, manufacturing and utilities	80	0.6	1.0
J0 Supervisors in manufacturing	2	0.0	0.1
J1 Machine operators in manufacturing	52	0.4	0.6
J2 Assemblers in manufacturing	19	0.1	0.2
J3 Labourers in processing, manufacturing and utilities	7	0.1	0.2

Source: McSweeney & Associates Manifold Data Mining Inc. Superdemographics 2010.

Table 15: Income Levels with % Change, Yellowknife vs. NWT, 2000, 2005 and 2009

	Yellowknife 2000	NWT 2000	Yellowknife 2005	NWT 2005	Yellowknife 2009	NWT 2009
Total income of population 15 years and over	12,320	26,945	14,485	31,135	16,294	34,869
% change from 2000			17.6	15.6	32.3	29.4
Average income \$	42,815	35,012	52,989	44,422	61,520	53,132
% change from 2000			23.8	26.9	43.7	51.8
Median income \$	38,927	29,030	44,567	35,006	50,426	44,351
% change from 2000			14.5	20.6	29.5	52.8
Census family income of all families	4,465	9,700	5,030	10,675	5,408	11,694
% change from 2000			12.7	10.1	21.1	20.6
Average family income \$	92,416	75,102	122,570	101,647	151,506	127,996
% change from 2000			32.6	35.3	63.9	70.4
Median family income \$	89,186	69,046	112,608	90,865	134,670	112,358
% change from 2000			26.3	31.6	51.0	62.7
Household income of all private households	5,795	12,565	6,625	14,235	7,176	15,321
% change from 2000			14.3	13.3	23.8	21.9
Average household income \$	87,143	71,422	111,419	91,559	130,714	110,052
% change from 2000			27.9	28.2	50.0	54.1
Median household income \$	81,544	63,721	100,468	80,085	119,791	105,653
% change from 2000			23.2	25.7	46.9	65.8

Source: McSweeney & Associates from Statistics Canada Census data 2001 (2000 incomes) and 2006 (2005 incomes) and Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

Table 16: Total Income Levels, Yellowknife vs. NWT, 2009

	Yellowknife	Yellowknife %	NWT %
Total income of population 15 years and over	16,294		34,869
Without income	484	3.0	5.1
With income	15,810	97.0	94.9
Under \$1,000	418	2.6	4.0
\$ 1,000 - \$ 2,999	495	3.0	3.4
\$ 3,000 - \$ 4,999	442	2.7	3.5
\$ 5,000 - \$ 6,999	426	2.6	3.4
\$ 7,000 - \$ 9,999	575	3.5	4.1
\$10,000 - \$11,999	314	1.9	2.8
\$12,000 - \$14,999	579	3.6	4.5
\$15,000 - \$19,999	934	5.7	6.3
\$20,000 - \$24,999	662	4.1	4.8
\$25,000 - \$29,999	632	3.9	4.2
\$30,000 - \$34,999	658	4.0	4.5
\$35,000 - \$39,999	992	6.1	4.8
\$40,000 - \$44,999	634	3.9	4.2
\$45,000 - \$49,999	680	4.2	3.6
\$50,000 - \$59,999	1,256	7.7	6.8
\$60,000 and over	6,112	37.5	29.9
Median Total Income (\$)	50,426		44,351
Average Total Income (\$)	61,520		53,132

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

Table 17: Total Income Levels, Yellowknife vs. NWT, 2000, 2005 and 2009

	Yellowknife 2000 %	NWT 2000 %	Yellowknife 2005 %	NWT 2005 %	Yellowknife 2009 %	NWT 2009 %
Total income of population 15 years and over	12,320	26,945	14,485	31,135	16,294	34,869
Without income	3.9	4.3	3.1	5.2	3.0	5.1
With income	96.0	95.6	96.9	94.9	97.0	94.9
Under \$1,000	2.9	4.6	2.7	4.1	2.6	4.0
\$ 1,000 - \$ 2,999	3.4	4.9	2.9	3.7	3.0	3.4
\$ 3,000 - \$ 4,999	3.0	4.2	2.8	3.6	2.7	3.5
\$ 5,000 - \$ 6,999	2.9	3.9	2.7	3.3	2.6	3.4
\$ 7,000 - \$ 9,999	3.3	4.5	3.5	4.1	3.5	4.1
\$10,000 - \$11,999	2.3	3.4	2.2	2.9	1.9	2.8
\$12,000 - \$14,999	3.5	5.0	3.9	4.8	3.6	4.5
\$15,000 - \$19,999	5.2	7.2	5.5	6.4	5.7	6.3
\$20,000 - \$24,999	5.4	5.8	4.3	5.1	4.1	4.8
\$25,000 - \$29,999	5.1	5.0	4.0	4.2	3.9	4.2
\$30,000 - \$34,999	6.0	5.7	4.2	4.7	4.0	4.5
\$35,000 - \$39,999	5.6	5.0	5.8	4.6	6.1	4.8
\$40,000 - \$44,999	6.3	5.2	4.2	4.2	3.9	4.2
\$45,000 - \$49,999	4.8	4.1	4.2	3.6	4.2	3.6
\$50,000 - \$59,999	9.2	7.7	7.7	6.7	7.7	6.8
\$60,000 and over	27.0	19.5	36.2	28.7	37.5	29.9

Source: McSweeney & Associates from Statistics Canada Census data 2001 (2000 incomes) and 2006 (2005 incomes) and Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

Table 18: Family Income Levels, Yellowknife vs. NWT, 2009

	Yellowknife	Yellowknife %	NWT %
Census family income of all families	5,408		11,694
Under \$10,000	85	1.6	2.1
\$ 10,000 - \$19,999	174	3.2	4.7
\$ 20,000 - \$29,999	186	3.4	6.4
\$ 30,000 - \$39,999	224	4.1	6.4
\$ 40,000 - \$49,999	135	2.5	5.3
\$ 50,000 - \$59,999	162	3.0	5.6
\$ 60,000 - \$69,999	255	4.7	5.6
\$ 70,000 - \$79,999	366	6.8	6.5
\$ 80,000 - \$89,999	327	6.0	6.1
\$ 90,000 - \$99,999	373	6.9	6.1
\$100,000 and over	3,122	57.7	45.4
Median Family Income (\$)	134,670		112,358
Average Family Income (\$)	151,506		127,996

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

Table 19: Household Income Levels, Yellowknife vs. NWT, 2009

	Yellowknife	Yellowknife %	NWT %
Household income of all private households	7,176		15,321
Under \$10,000	179	2.5	4.2
\$ 10,000 - \$19,999	300	4.2	6.9
\$ 20,000 - \$29,999	324	4.5	6.7
\$ 30,000 - \$39,999	251	3.5	6.0
\$ 40,000 - \$49,999	311	4.3	5.9
\$ 50,000 - \$59,999	283	3.9	5.9
\$ 60,000 - \$69,999	384	5.4	6.0
\$ 70,000 - \$79,999	508	7.1	6.6
\$ 80,000 - \$89,999	515	7.2	6.6
\$ 90,000 - \$99,999	446	6.2	5.6
\$100,000 and over	3,676	51.2	39.6
Median Household Income (\$)	119,791		105,653
Average Household Income (\$)	130,714		110,052

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010 (2009 incomes)

Table 20: Total Assessed Value by Tax Class Yellowknife, 2003 - 2010

Tax Class	2003	2004	2005	2006	2007	2008	2009	2010
Residential	620,505,580	642,161,160	665,545,382	684,529,690	879,707,590	889,621,520	908,373,910	917,130,120
Multi-Residential	164,982,300	184,310,090	207,471,320	223,048,230	281,227,730	284,511,130	288,707,050	293,620,180
Commercial & Industrial	591,334,620	620,814,456	648,641,600	674,293,430	804,111,690	870,571,150	916,121,100	998,368,840
Mining & Quarrying	68,473,630	54,473,630	39,731,531	29,836,450	20,481,390	20,451,800	20,412,570	20,208,980

Source: McSweeney & Associates from the City of Yellowknife

Table 21: Dwelling Characteristics, Yellowknife vs. NWT, 2001, 2006 and 2010

	2001		2006		2010	
	Yellowknife	NWT	Yellowknife	NWT	Yellowknife	NWT
Total number of dwellings	5,795	12,560	6,630	14,235	7,176	15,321
Number of owned dwellings	3,125	6,675	3,555	7,520	3,816	8,067
Number of rented dwellings	2,660	5,720	3,050	6,570	3,343	7,073
Average value of dwelling (\$)	177,522	139,384	302,750	226,909	406,392	302,879

Source: McSweeney & Associates from Statistics Canada Census data 2001, 2006 and Manifold Data Mining Inc. Superdemographics 2010

Table 22: Households by Housing Problems and Core Need, NWT, Winter 2009

	Total Households		Housing Problems								Core Need	
			Total*		Suitability		Adequacy		Affordability			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yellowknife	6,742	100	1,435	21	300	4	305	5	928	14	614	9
NWT	14,522	100	4,593	32	1,110	8	2,361	16	2,031	14	2,755	19

Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 23: Percent of Households with Housing Problems and in Core Need, NWT, 2000-2009

	% With Housing Problems			% In Core Need		
	2000	2004	2009	2000	2004	2009
Yellowknife	24.6	20.1	21.3	11.1	9.1	9.1
NWT	30.1	28.9	31.6	20.3	16.3	19

Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 24: Households by number of residents, Yellowknife vs. NWT, 2009

	Total Households		1 Person		2-3 Persons		4-5 Persons		6 Persons or more	
	No.	%	No.	%	No.	%	No.	%	No.	%
Yellowknife	6742	100	1079	16	3507	52	1869	28	287	4
NWT	14500	100	2890	20	6871	47	3788	26	973	7

Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 25: Percent of Households with 6 persons or more, Yellowknife vs. NWT, 1981-2009

	1981	1986	1991	1996	2000	2001	2004	2006	2009
Yellowknife	13.9	11.5	9.8	8.6	7.8	7.2	7	6.2	6.7
NWT	5.7	4.9	5.4	5.1	3.8	4.2	4	3.3	4.3

Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 26: Average number of persons per household, Yellowknife vs. NWT, 1981-2009

	1981	1986	1991	1996	2000	2001	2004	2006	2009
Yellowknife	2.8	3	3	3	2.9	2.8	2.9	2.8	2.9
NWT	3.5	3.4	3.2	3.1	3.1	2.9	3	2.9	2.9

Source: 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 27: Households by Monthly Housing Costs, Yellowknife vs. NWT, Winter 2009

	All Households		Less than \$500		\$500 - \$999		\$1,000 - \$1,499		\$1,500 or more	
	No.	%	No.	%	No.	%	No.	%	No.	%
Yellowknife	6,742	100	489	7	574	9	1,673	25	4,006	59
NWT	14,522	100	2926	20	2236	15	3203	22	6156	42

Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 28: Households by Tenure, Yellowknife vs. NWT, Winter 2009

	Total Households		Owned		Rented		Type of Rental					
							Private Market		Public Housing		Staff House	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yellowknife	6742	100	3621	54	3121	46	2292	34	289	4	541	8
NWT	14522	100	7623	52	6899	48	3600	25	2249	15	1050	7

Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 29: Percentage of Households Owned by Occupant, Yellowknife vs. NWT, 1981-2009

	1981	1986	1991	1996	2000	2001	2004	2006	2009
Yellowknife	29.4	37.5	41.7	50.3	50	53.9	56.1	53.7	53.7
NWT	30.2	36.5	41.5	48.8	49.3	53.2	52.7	52.8	52.5

Source: McSweeney & Associates from 2009 NWT Community Survey Housing Component from NWT Bureau of Statistic

Table 30: Private Apartment Vacancy Rates (%) by Zone and Bedroom Type, Yellowknife, Fall 2009

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom+		Total	
	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09
Yellowknife	0	5.6	1.4	9.7	0.6	3.8	0.6	2.8	0.9	6

Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Table 31: Private Apartment Average Rents (\$) by Zone and Bedroom Type, Yellowknife, Fall 2009

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom+		Total	
	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09
Yellowknife	902	953	1,178	1,255	1,411	1,473	1,568	1,587	1,320	1,381

Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Table 32: Private Apartment Estimate of Percentage Change (%) of Average Rent¹ by Bedroom Type, Yellowknife, Fall 2009

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom+		Total	
	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09
Yellowknife	9	3.2	6.4	7.6	6.2	4.9	9.8	0.5	6.6	5.1

Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

¹ The percentage change of average rent is a measure of the market movement, and is based on those structures that were common to the survey sample for both years.

Table 33: Apartment Vacancy Rates (%) by Structure Size and Bedroom Type, Yellowknife, Fall 2009

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom+		Total	
	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09
Yellowknife										
3 to 5 Units	**	**	n/u	n/u	0	0	**	**	0	3.4
6 to 19 Units	0	16.7	1.7	7.5	0	0.9	2.1	8.7	0.9	4.8
20 to 49 Units	0	4.3	1.2	11.1	1.6	4	0	0	1.3	6.8
50 to 99 Units	0	5.9	1.9	9	0.2	4.7	0	**	0.8	5.9
100+ Units	n/u	n/u	**	n/s	**	n/s	n/s	n/u	**	n/s
Total	0	5.6	1.4	9.7	0.6	3.8	0.6	2.8	0.9	6

Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Table 34: Private Row (Townhouse) and Apartment Vacancy Rates (%) by Zone and Bedroom Type, Yellowknife, Fall 2009

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom+		Total	
	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09
Yellowknife	0	5.6	1.4	9.6	0.6	3.6	0.4	2.3	0.8	5.3

Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Table 35: Private Row (Townhouse) and Apartment Average Rents (\$) by Zone and Bedroom Type, Yellowknife, Fall 2009

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom+		Total	
	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09	Oct-08	Oct-09
Yellowknife	902	953	1,177	1,255	1,406	1,468	1,606	1,674	1,362	1,426

Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Table 36: Private Row (Townhouse) and Apartment Estimate of Percentage Change (%) of Average Rent by Bedroom Type, Yellowknife, Fall 2009

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom+		Total	
	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09	Oct-07 to Oct-08	Oct-08 to Oct-09
Yellowknife	9	3.2	6.2	7.7	5.9	4.8	8.1	2.8	6.4	5.3

Source: Rental Market Report-Yellowknife Highlights-Fall 2009 from Canada Mortgage and Housing Corporation

Table 37: Building Permits of Yellowknife from 2003 to 2009

	2003	2004	2005	2006	2007	2008	2009
Residential Construction Activity							
Residential permits issued	628	634	370	451	492	506	495
Revenue received for residential permit fees	\$287,033	\$171,496	\$86,564	\$84,446.72	\$14,777.58	\$155,493.23	\$93,670.75
Estimated value of residential construction	\$44,642,492	\$29,322,964	\$13,848,638	\$12,525,763	\$20,994,300	\$24,346,293	\$11,002,408
Commercial Construction Activity							
Commercial permits issued	187	180	133	145	205	151	268
Revenue received for commercial permit fees	\$254,676	\$253,962	\$111,100	\$107,832.91	\$490,926.26	\$280,132.66	\$362,357.29
Estimated value of commercial construction	\$39,332,818	\$37,714,305	16920064	\$15,227,960	\$71,177,301	\$40,780,213	\$52,885,057
Combined Residential and Commercial Construction							
Permit issued	815	814	503	596	697	657	763
Revenue from permit fees	\$541,709	\$425,458	\$197,664	\$192,279	\$638,703	\$435,625	\$456,028
Estimated value of all construction	\$83,975,310	\$67,037,269	\$30,768,702	\$27,753,723	\$92,171,601	\$65,126,506	\$63,887,466

Source: McSweeney & Associates from the City of Yellowknife

Table 38: Business License Report of Yellowknife from 2005 to 2009

	Commercial	Home	Non-Resident	Total Active Business Licenses
2005	852	563	106	1,521
2006	1,012	669	127	1,808
2007	856	565	107	1,528
2008	995	657	124	1,776
2009	875	578	109	1,562

Source: McSweeney & Associates from the City of Yellowknife

Table 39: Knowledge of Official Language, Yellowknife vs. NWT, 2010

	Yellowknife 2010	Yellowknife 2010 %	NWT 2010 %
Total population by knowledge of official languages	20,227		44,594
English only	17,270	85.4	90.2
French only	57	0.3	0.1
English and French	2,821	13.9	8.9
Neither English nor French	79	0.4	0.7

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010

Table 40: Ethnicity Characteristics for Yellowknife vs. NWT vs. NWT (Less YK), 2010

Variable Description	Yellowknife	% Yellowknife	% NWT (Less YK)	% NWT
Total population (by ethnic origin)	20,227		24,367	44,594
British Isles origins	9,566	47.3	19.4	32.1
French origins	2,880	14.2	7.6	10.6
Aboriginal origins	4,753	23.5	73.2	50.7
Other North American origins	4,891	24.2	9.0	15.9
Caribbean origins	131	0.6	0.2	0.4
Latin, Central and South American origins	95	0.5	0.1	0.3
European origins	6,417	31.7	13.5	21.7
African origins	333	1.6	0.3	0.9
Arab origins	84	0.4	0.5	0.5
West Asian origins	145	0.7	0.0	0.3
South Asian origins	168	0.8	0.4	0.6
East and Southeast Asian origins	1,371	6.8	1.3	3.8
Oceania origins	111	0.5	0.1	0.3

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010

Table 41: Aboriginal Characteristics for Yellowknife vs. NWT vs. NWT (Less YK), 2010

Variable Description	Yellowknife	% Yellowknife	NWT (Less YK) %	% NWT
Total population (by Aboriginal and non-Aboriginal population)	20,227		24,367	44,594
Total Aboriginal identity population	4,506	22.3	73.0	50.0
North American Indian single response	2,236	11.1	47.7	31.1
Métis single response	1,501	7.4	9.8	8.7
Inuit single response	687	3.4	15.1	9.8
Multiple Aboriginal responses	69	0.3	0.1	0.2
Aboriginal responses not included elsewhere	12	0.1	0.4	0.2
Total non-Aboriginal population	15,721	77.7	27.0	50.0
Total population (by Registered Indian status)	20,227		24,367	44,594
Total Registered Indian	2,359	11.7	48.8	32.0
Not a Registered Indian	17,867	88.3	51.2	68.0

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Table 42: Family Structure for Yellowknife vs. NWT, 2010

Family Structure Characteristics	Yellowknife	% Yellowknife	% NWT
Total number of census families in private households	5,408		11,694
Number of families with 2 persons	2,338	43.2	41.4
Number of families with 3 persons	1,189	22.0	22.6
Number of families with 4 persons	1,274	23.6	20.8
Number of families with 5 or more persons	608	11.2	15.3
Total couple families by family structure and number of children	4,552	84.2	78.6
Married couples	3,245	71.3	65.0
Without children at home	1,040	32.0	32.6
With children at home	2,205	68.0	67.4
1 child	733	22.6	22.4
2 children	1,050	32.4	27.1
3 or more children	423	13.0	17.9
Common-law couples	1,307	28.7	35.0
Without children at home	749	57.3	41.9
With children at home	559	42.8	58.1
1 child	219	16.8	21.5
2 children	158	12.1	17.1
3 or more children	182	13.9	19.6
Total lone-parent families by sex of parent and number of children	856	15.8	21.4
Female parent	590	68.9	72.5
1 child	388	65.8	58.9
2 children	168	28.5	26.7
3 or more children	34	5.8	14.4
Male parent	266	31.1	27.5
1 child	188	70.7	64.3
2 children	77	28.9	27.9
3 or more children	1	0.4	7.9

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Table 43: Household Characteristics 2010 for Yellowknife vs. NWT

Characteristics	Yellowknife	NWT
Total number of private households (by household size)	7,176	15,321
1 person	1,414	3,299
2 persons	2,181	4,372
3 persons	1,457	2,840
4-5 persons	1,898	3,880
6 or more persons	227	929
Number of persons in private households	19,647	43,369
Average number of persons in private households	2.74	2.83
Total number of private households (by household type)	7,176	15,321
One-family households	5,203	10,796
Multiple-family households	113	439
Non-family households	1,860	4,086

Source: McSweeney & Associates from Manifold Data Mining Inc. Superdemographics 2010.

Table 44: Household Spending, Yellowknife vs. NWT, 2003, 2005 and 2007

	Percentage of total expenditure						% change of 2003-2007	
	2003		2005		2007		Yellowknife	NWT
	Yellowknife	NWT	Yellowknife	NWT	Yellowknife	NWT		
Total expenditure	100.0	100	100.0	100.0	100.0	100.0	0.0	0.0
Total current consumption	71.1	72	67.3	69.3	70.4	71.1	-1.0	-1.8
Food	9.6	11	10.0	11.1	8.8	10.2	-8.8	-11.1
Food purchased from stores	7.5	9	7.8	9.0	6.8	8.3	-8.7	-11.5
Food purchased from restaurants	2.2	2	2.2	2.1	1.9	2.0	-12.9	-4.2
Shelter	21.3	19	22.0	19.7	22.4	20.5	5.4	10.3
Principal accommodation	20.0	17	20.7	18.3	20.6	18.8	3.0	8.6
Rented living quarters	6.6	5	3.6	4.1	4.3	4.3	-34.9	-18.0
Owned living quarters	9.5	8	12.0	9.4	11.7	9.8	22.7	22.9
Water, fuel and electricity	3.9	4	5.1	4.8	4.6	4.8	19.3	17.5
Water and sewage	0.8	1	0.8	0.8	0.7	0.7	-10.6	-6.1
Electricity	1.7	2	1.9	1.8	1.6	1.8	-3.8	-4.2
Natural gas								
Other fuel	1.4	1	2.4	2.1	2.4	2.2	70.0	50.5
Other accommodation	1.3	1	1.3	1.4	1.8	1.7	42.2	32.1
Household operation	4.3	5	4.3	4.3	4.6	4.6	7.7	0.5
Household furnishings and equipment	2.9	3	2.1	2.2	2.9	2.8	-1.2	-5.2
Clothing	4.2	4	3.8	4.0	4.6	4.3	10.7	2.9
Transportation	12.7	13	10.1	11.7	11.6	12.9	-8.7	-1.1
Health care	1.6	1	1.6	1.5	1.7	1.5	6.9	6.7
Personal care	1.4	1	1.3	1.4	1.6	1.5	15.0	10.3
Recreation	7.5	8	6.4	6.9	6.6	6.9	-12.1	-14.2
Reading materials and other printed matter	0.5	0	0.4	0.4	0.4	0.4	-15.8	-14.4
Education	0.9	1	0.6	0.7	0.8	0.6	-12.6	-15.3
Tobacco products and alcoholic beverages	2.6	4	2.8	3.5	2.6	3.1	-1.8	-13.3
Games of chance (net)	0.3	1	0.4	0.7	0.5	0.7	74.7	-15.4
Miscellaneous expenditures	1.3	1	1.3	1.2	1.4	1.3	5.4	8.3
End of total current consumption detailed items								
Personal taxes	20.1	19	25.2	23.3	20.6	20.0	2.4	5.5
Personal insurance payments and pension contributions	6.1	6	6.2	5.9	7.4	7.0	20.7	15.4
Gifts of money and contributions	2.6	3	1.4	1.4	1.7	1.9	-35.3	-26.3
End of total expenditures detail items								
Registered retirement savings plans		

Source: McSweeney & Associates from Statistics Canada's Survey of Household Spending and NWT Bureau of Statistics

Note: '..' means data is not available

Table 45: Crime Rates² by Detachment³, Yellowknife vs. NWT, 2003-2008

Type of Incident	All Incidents		Crimes of Violence		Property Crimes		Other Criminal Code		Traffic		Federal Statutes	
	Detachment	YK	NWT	YK	NWT	YK	NWT	YK	NWT	YK	NWT	YK
2003	319	407	43	67	62	72	193	238	10	15	10	14
2004	383	456	48	69	63	74	250	280	13	18	9	15
2005	391	472	36	64	58	68	269	303	16	21	12	17
2006	342	437	36	63	58	62	228	280	10	19	9	12
2007	341	465	38	70	51	57	228	304	10	19	13	15
2008	372	476	36	65	49	53	258	316	15	23	14	17

Source: Northwest Territories Bureau of Statistic and Canadian Centre for Justice Statistics

Table 46: Percentage Change in Crime Rates, Yellowknife vs. NWT, 2003 - 2008

	Yellowknife	Northwest Territories
All Incidents	16.5	16.9
Crimes of Violence	-17.0	-2.9
Property Crimes	-21.5	-26.0
Other Criminal Code	33.8	32.8
Traffic	44.5	54.4
Federal Statutes	34.5	23.3

Source: Northwest Territories Bureau of Statistic and Canadian Centre for Justice Statistics

² Rate equals Incidents per 1,000 population³ Incidents in a particular detachment may include incidents from surrounding communities.

Table 47: Top 15 Sub-Sectors by Number of Employers for Yellowknife, June 2008

Sub-sector	Total (A)	Indeterminate ⁴ (B)	Subtotal (A - B)	Number of Employees							
				1-4	5-9	10-19	20-49	50-99	100-199	200-499	500+
Total	1,468	611	857	324	191	150	118	37	26	9	2
541 - Professional, Scientific and Technical Services	183	102	81	39	17	14	11	0	0	0	0
238 - Specialty Trade Contractors	107	45	62	34	13	7	5	3	0	0	0
531 - Real Estate	100	71	29	12	4	9	3	1	0	0	0
561 - Administrative and Support Services	97	42	55	28	8	9	7	2	1	0	0
813 - Religious, Grant-Making, Civic, and Professional and Similar Organizations	66	12	54	30	11	8	4	1	0	0	0
236 - Construction of Buildings	60	29	31	8	11	4	4	2	1	1	0
523 - Securities, Commodity Contracts, and Other Financial Investment and Related Activities	60	47	13	4	4	3	0	1	1	0	0
551 - Management of Companies and Enterprises	52	41	11	5	1	0	4	1	0	0	0
912 - Provincial and Territorial Public Administration	50	0	50	12	6	6	12	7	7	0	0
722 - Food Services and Drinking Places	45	3	42	6	12	8	13	2	0	1	0
721 - Accommodation Services	37	18	19	4	5	3	6	1	0	0	0
621 - Ambulatory Health Care Services	33	11	22	4	6	9	3	0	0	0	0
611 - Educational Services	28	8	20	7	6	1	2	1	1	2	0
624 - Social Assistance	28	6	22	7	5	6	3	0	1	0	0
812 - Personal and Laundry Services	26	14	12	5	4	3	0	0	0	0	0

Source: McSweeney & Associates from Statistic Canada, Canadian Business Pattern June 2008.

⁴ The establishments in the "Indeterminate" category do not maintain an employee payroll, but may have a workforce which consists of contracted workers, family members or business owners. However, the Business Register does not have this information available, and has therefore assigned the establishments to an "Indeterminate" category. This category also includes employers who did not have employees in the last 12 months.

Table 48: Top 15 Industries by Number of Employers for Yellowknife, June 2008

Industry	Total (A)	Indeterminate ⁵ (B)	Subtotal (A - B)	Number of Employees							
				1-4	5-9	10-19	20-49	50-99	100-199	200-499	500+
Total	1,468	611	857	324	191	150	118	37	26	9	2
5311 - Lessors of Real Estate	81	58	23	11	3	6	2	1	0	0	0
5416 - Management, Scientific and Technical Consulting Services	69	47	22	15	3	4	0	0	0	0	0
5239 - Other Financial Investment Activities	58	46	12	4	4	2	0	1	1	0	0
5511 - Management of Companies and Enterprises	52	41	11	5	1	0	4	1	0	0	0
2382 - Building Equipment Contractors	51	21	30	14	8	3	4	1	0	0	0
9129 - Other Provincial and Territorial Public Administration	46	0	46	11	6	4	12	6	7	0	0
2361 - Residential Construction	44	23	21	7	9	2	2	1	0	0	0
5413 - Architectural, Engineering and Related Services	38	16	22	8	3	5	6	0	0	0	0
5617 - Services to Buildings and Dwellings	37	16	21	12	3	1	5	0	0	0	0
2383 - Building Finishing Contractors	34	18	16	11	4	1	0	0	0	0	0
8139 - Business, Professional, Labour and Other Membership Organizations	26	10	16	14	1	1	0	0	0	0	0
5412 - Accounting, Tax Preparation, Bookkeeping and Payroll Services	21	11	10	5	3	1	1	0	0	0	0
7221 - Full-Service Restaurants	21	2	19	4	7	3	4	1	0	0	0
5411 - Legal Services	19	7	12	7	3	1	1	0	0	0	0
8121 - Personal Care Services	19	8	11	5	3	3	0	0	0	0	0

Source: McSweeney & Associates from Statistic Canada, Canadian Business Pattern June 2008.

⁵ The establishments in the "Indeterminate" category do not maintain an employee payroll, but may have a workforce which consists of contracted workers, family members or business owners. However, the Business Register does not have this information available, and has therefore assigned the establishments to an "Indeterminate" category. This category also includes employers who did not have employees in the last 12 months.

Table 49: Business Patterns by Sub-sector, Yellowknife vs. NWT, June 2003 - June 2008

Sub-Sector	Yellowknife Total Number of Employers June 2003	Yellowknife Total Number of Employers June 2008	Yellowknife Total Change from June 2003 to June 2008 %	NWT Total Change from June 2003 to June 2008 %
Total	1,420	1,468	3.4	-2.4
541 - Professional, Scientific and Technical Services	203	183	-9.9	-10.8
238 - Specialty Trade Contractors	91	107	17.6	9.3
531 - Real Estate	87	100	14.9	7.7
561 - Administrative and Support Services	99	97	-2.0	-0.6
813 - Religious, Grant-Making, Civic, and Professional and Similar Organizations	61	66	8.2	3.9
236 - Construction of Buildings	72	60	-16.7	-25.6
523 - Securities, Commodity Contracts, and Other Financial Investment and Related Activities	55	60	9.1	-2.2
551 - Management of Companies and Enterprises	32	52	62.5	53.2
912 - Provincial and Territorial Public Administration	52	50	-3.8	-5.6
722 - Food Services and Drinking Places	57	45	-21.1	-20.9
721 - Accommodation Services	30	37	23.3	7.2
621 - Ambulatory Health Care Services	27	33	22.2	25.0
611 - Educational Services	22	28	27.3	-2.1
624 - Social Assistance	24	28	16.7	4.1
812 - Personal and Laundry Services	27	26	-3.7	-22.0

Source: McSweeney & Associates from Statistics Canada, Canadian Business Pattern June 2003 and June 2008

Table 50: Business Patterns by Industry, Yellowknife vs. NWT, June 2003 - June 2008

Industry	Yellowknife Total Number of Employers June 2003	Yellowknife Total Number of Employers June 2008	Yellowknife Total Change from June 2003 to June 2008 %	NWT Total Change from June 2003 to June 2008 %
Total	1,420	1,468	3.4	-2.4
5311 - Lessors of Real Estate	69	81	17.4	10.1
5416 - Management, Scientific and Technical Consulting Services	82	69	-15.9	-15.4
5239 - Other Financial Investment Activities	54	58	7.4	-3.3
5511 - Management of Companies and Enterprises	32	52	62.5	53.2
2382 - Building Equipment Contractors	44	51	15.9	-2.5
9129 - Other Provincial and Territorial Public Administration	48	46	-4.2	-6.0
2361 - Residential Construction	55	44	-20.0	-28.6
5413 - Architectural, Engineering and Related Services	48	38	-20.8	-26.7
5617 - Services to Buildings and Dwellings	43	37	-14.0	-15.1
2383 - Building Finishing Contractors	28	34	21.4	21.7
8139 - Business, Professional, Labour and Other Membership Organizations	23	26	13.0	5.4
5412 - Accounting, Tax Preparation, Bookkeeping and Payroll Services	16	21	31.3	-12.1
7221 - Full-Service Restaurants	22	21	-4.5	0.0
5411 - Legal Services	20	19	-5.0	-3.3
8121 - Personal Care Services	20	19	-5.0	-14.3

Source: McSweeney & Associates from Statistics Canada, Canadian Business Pattern June 2003 and June 2008

Table 51: NWT Visitation

Visitor Segment	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Visiting Friends & Relatives	6,126	6,175	7,410	7,599	7,780	8,942	9,025	11,693	9,261
Hunting	1,300	1,400	1,380	1,117	1,279	1,308	1,216	984	942
Aurora Viewing	13,000	6,500	9,000	9,990	10,245	10,200	7,000	7,297	5,460
Outdoor Adventure	1,480	1,552	1,965	1,841	1,725	2,171	2,079	2,125	2,098
Fishing	8,611	8,534	8,137	7,759	7,521	7,216	7,726	7,470	7,274
General Touring	9,251	11,443	15,205	15,219	14,199	13,324	13,340	15,123	14,760
Total Leisure Visitors	39,768	35,604	43,097	43,526	42,750	43,161	40,386	44,692	39,795
Business Travellers	16,876	18,313	19,014	20,725	22,591	24,642	35,509	34,880	33,624
Total Visitors	56,644	53,917	62,111	64,251	65,340	67,803	75,895	79,572	73,419

Source: The City of Yellowknife

Table 52: NWT Visitor Spending (millions \$)

Visitor Segment	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Visiting Friends & Relatives	2.5	2.5	3.0	3.1	3.2	3.8	3.8	5.0	4.0
Hunting	17.6	18.9	18.6	15.1	17.3	17.4	16.2	13.0	12.4
Aurora Viewing	15.9	7.9	11.0	12.2	12.5	13.4	9.3	9.6	7.2
Outdoor Adventure	4.8	5.1	6.4	6.0	5.6	7.1	6.8	6.9	6.8
Fishing	21.8	21.3	19.7	18.2	17.1	16.9	18.0	17.5	17.0
General Touring	5.7	7.3	8.8	9.1	8.7	7.5	7.5	8.5	8.3
Total Leisure Visitors	68.3	63.1	67.6	63.8	64.4	66.1	61.6	60.5	55.7
Business Travellers	37.5	40.7	42.3	46.1	50.2	54.7	78.8	77.4	74.6
Total Visitors	105.8	103.8	109.8	109.8	114.6	120.8	140.4	137.9	130.3

Source: The City of Yellowknife

Table 53: Projected Direct Average Household Spending by Component, Yellowknife, 2010 - 2020⁶

	Yellowknife Average Expenditure per Household 2007 (\$)	Percentage of Total Expenditure (%)	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Population			20,227	20,269	20,611	20,948	21,282	21,615	21,947	22,276	22,599	22,898	23,196
Total Households			7,176	7,397	7,522	7,645	7,767	7,889	8,010	8,130	8,248	8,357	8,466
Incremental population change				336	342	337	334	333	332	329	323	299	299
Incremental total household change				221	125	123	122	122	121	120	118	109	109
Total current consumption	73,041	70.4	524,195,663	540,371,895	549,489,621	558,474,047	567,378,493	576,256,279	585,107,404	593,878,550	602,489,736	610,447,751	618,405,766
Food	9,060	8.8	65,524,458	67,546,487	68,686,203	69,809,256	70,922,312	72,032,035	73,138,426	74,234,819	75,311,217	76,305,969	77,300,721
Food purchased from stores	7,042	6.8	50,632,536	52,195,013	53,075,702	53,943,516	54,803,604	55,661,118	56,516,056	57,363,269	58,195,031	58,963,703	59,732,375
Food purchased from restaurants	2,012	1.9	14,147,326	14,583,901	14,829,976	15,072,453	15,312,772	15,552,371	15,791,251	16,027,972	16,260,376	16,475,152	16,689,928
Shelter	23,192	22.4	166,789,529	171,936,512	174,837,607	177,696,288	180,529,520	183,354,270	186,170,538	188,961,357	191,701,280	194,233,375	196,765,471
Principal accommodation	21,370	20.6	153,386,799	158,120,185	160,788,156	163,417,122	166,022,684	168,620,445	171,210,405	173,776,962	176,296,712	178,625,336	180,953,960
Rented living quarters	4,491	4.3	32,017,633	33,005,670	33,562,576	34,111,341	34,655,220	35,197,472	35,738,094	36,273,832	36,799,799	37,285,871	37,771,943
Owned living quarters	12,159	11.7	87,117,745	89,806,125	91,321,429	92,814,579	94,294,437	95,769,864	97,240,861	98,698,566	100,129,686	101,452,254	102,774,822
Water, fuel and electricity	4,720	4.6	34,251,421	35,308,391	35,904,151	36,491,202	37,073,027	37,653,109	38,231,450	38,804,564	39,367,227	39,887,211	40,407,195
Water and sewage	678	0.7	5,212,173	5,373,016	5,463,675	5,553,009	5,641,548	5,729,821	5,817,829	5,905,042	5,990,665	6,069,793	6,148,921
Electricity	1,610	1.6	11,913,538	12,281,179	12,488,400	12,692,592	12,894,966	13,096,734	13,297,896	13,497,240	13,692,949	13,873,813	14,054,677
Natural gas	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Other fuel	2,432	2.4	17,870,307	18,421,769	18,732,601	19,038,888	19,342,449	19,645,100	19,946,843	20,245,860	20,539,423	20,810,719	21,082,015
Other accommodation	1,822	1.8	13,402,730	13,816,327	14,049,451	14,279,166	14,506,836	14,733,825	14,960,133	15,184,395	15,404,567	15,608,039	15,811,511
Household operation	4,763	4.6	34,251,421	35,308,391	35,904,151	36,491,202	37,073,027	37,653,109	38,231,450	38,804,564	39,367,227	39,887,211	40,407,195
Household furnishings and equipment	3,043	2.9	21,593,287	22,259,638	22,635,226	23,005,323	23,372,125	23,737,830	24,102,436	24,463,747	24,818,469	25,146,285	25,474,101
Clothing	4,796	4.6	34,251,421	35,308,391	35,904,151	36,491,202	37,073,027	37,653,109	38,231,450	38,804,564	39,367,227	39,887,211	40,407,195
Transportation	12,040	11.6	86,373,149	89,038,551	90,540,903	92,021,292	93,488,502	94,951,319	96,409,743	97,854,988	99,273,877	100,585,141	101,896,405
Health care	1,782	1.7	12,658,134	13,048,753	13,268,926	13,485,879	13,700,901	13,915,279	14,129,014	14,340,817	14,548,758	14,740,926	14,933,094
Personal care	1,631	1.6	11,913,538	12,281,179	12,488,400	12,692,592	12,894,966	13,096,734	13,297,896	13,497,240	13,692,949	13,873,813	14,054,677

⁶ All projected expenditures are base on 2007 dollars.

	Yellowknife Average Expenditure per Household 2007 (\$)	Percentage of Total Expenditure (%)	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Recreation	6,843	6.6	49,143,343	50,659,865	51,514,652	52,356,942	53,191,734	54,024,026	54,853,819	55,676,114	56,483,413	57,229,477	57,975,541
Reading materials and other printed matter	376	0.4	2,978,384	3,070,295	3,122,100	3,173,148	3,223,741	3,274,183	3,324,474	3,374,310	3,423,237	3,468,453	3,513,669
Education	795	0.8	5,956,769	6,140,590	6,244,200	6,346,296	6,447,483	6,548,367	6,648,948	6,748,620	6,846,474	6,936,906	7,027,338
Tobacco products and alcoholic beverages	2,695	2.6	19,359,499	19,956,917	20,293,651	20,625,462	20,954,319	21,282,192	21,609,080	21,933,015	22,251,041	22,544,945	22,838,849
Games of chance (net)	533	0.5	3,722,981	3,837,869	3,902,625	3,966,435	4,029,677	4,092,729	4,155,592	4,217,887	4,279,046	4,335,566	4,392,086
Miscellaneous expenditures	1,494	1.4	10,424,346	10,746,032	10,927,350	11,106,018	11,283,095	11,459,642	11,635,659	11,810,085	11,981,330	12,139,586	12,297,842
<i>End of total current consumption detailed items</i>													
Personal taxes	21,318	20.6	153,386,799	158,120,185	160,788,156	163,417,122	166,022,684	168,620,445	171,210,405	173,776,962	176,296,712	178,625,336	180,953,960
Personal insurance payments and pension contributions	7,633	7.4	55,100,112	56,800,455	57,758,852	58,703,238	59,639,217	60,572,393	61,502,767	62,424,734	63,329,887	64,166,383	65,002,879
Gifts of money and contributions	1,769	1.7	12,658,134	13,048,753	13,268,926	13,485,879	13,700,901	13,915,279	14,129,014	14,340,817	14,548,758	14,740,926	14,933,094
<i>End of total expenditures detail items</i>													
Total expenditure	103,762	100.0	744,596,112	767,573,715	780,525,030	793,286,999	805,935,359	818,545,850	831,118,472	843,577,486	855,809,284	867,113,283	878,417,282
Change in Actual Expenditure (\$)				22,977,603	12,951,315	12,761,969	12,648,361	12,610,491	12,572,622	12,459,014	12,231,798	11,303,999	11,303,999
Percentage Change in Expenditure (%)				3.1	1.7	1.6	1.6	1.6	1.5	1.5	1.4	1.3	1.3

Source: McSweeney & Associates from Statistics Canada's Survey of Household Spending prepared by NWT Bureau of Statistics