



# SMART GROWTH DEVELOPMENT PLAN *FINAL RECOMMENDATIONS REPORT*

Photo Credit: Jiri Hermann



Photo Credit: Karen Murchie



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CITY OF YELLOWKNIFE  
SMART  
GROWTH  
PLAN



City of Yellowknife

July 2010



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# EXECUTIVE SUMMARY

Smart growth is a process for citizens and decision-makers to more holistically consider the impacts of future growth and development on a community. Yellowknife's *Smart Growth Development Plan* (the "Plan") process was designed to assist in understanding the trade-offs and cumulative impacts of decisions relating to land use mix, density, urban design, transportation, the natural environment, and the economy. The seven background reports<sup>1</sup> and this *Recommendation Report*, which make up the *Plan*, are intended to guide Yellowknife's decisions for the next several decades. Although planning is an ongoing process, the *Plan* provides a broader foundation for understanding Yellowknife's growth and development issues and how they can be translated into improving quality of life, fiscal health, and the environment.

The *Plan* was initiated in 2007 with funding from the City, Federation of Canadian Municipalities, Canadian Northern Economic Development Agency, Canada Mortgage and Housing Corporation, and the GNWT Department of Education Culture and Employment. The *Plan* commenced with the preliminary public consultation stages (i.e. city-wide questionnaire and focus groups) in late 2007, with City Council adopting the *Plan's* Terms of Reference and appointing the Committee in early 2008. The Committee's purpose was to serve the City in an advisory capacity regarding the formulation of policies, concepts, and strategies as they relate to the long-term growth and development of the city. Throughout the past two years Committee members dedicated considerable time and effort to the initiative. In addition to guiding the *Plan*, the broad representation on the Committee ensured a variety of interests were represented and that decisions were made in a transparent manner with citizen interests in mind.

In early 2008, the City appointed MetroQuest to develop growth management modelling software which was used to consult the public on the long-range growth and development of the City. Concurrent to the MetroQuest consultation sessions, the core consulting team was appointed to develop the three key components of the *Plan*: the *Urban Design Initiative*, the *Natural Area Preservation Strategy*, and the

*Transportation Improvement Study*. The *Urban Design Initiative* explores revitalization opportunities in four key areas of the City - Old Town, Downtown, Old Airport Road, and the Con Mine/Tin Can Hill Area - with an emphasis on place-making, community branding, and neighbourhood design. The *Natural Area Preservation Strategy* reviews some 40 natural areas in the City and provides a framework for evaluating, designating, and regulating development activities of such areas. Finally, the *Transportation Improvement Study* combines existing traffic counts with public transportation choices to create and analyze a future transportation model based on three growth scenarios (compact, hybrid, and dispersed), to provide improvements to areas such as parking, active transportation (i.e. pedestrian, cycling, transit), and existing and future intersection and roadway corridors.

Based on the seven smart growth background reports, there is a foundation of information to better direct the growth of the City over the next several decades. To assist in implementing and monitoring the recommendations and findings in these reports, the Committee held several meetings to develop an overarching vision statement and guiding principles for the *Plan*. It is the recommendation of the Committee that the vision and principles not just guide the *Plan*, but future planning in the City including daily decisions and intermediate range plans such as the *General Plan*. At the core of the *Recommendations Report* are fifteen implementation strategies grounded by the findings of the background reports. The schedule, timelines, and responsibilities of the action items within the fifteen recommendations are intended to provide a broad framework for implementation that can be reviewed and updated on an annual basis.

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<sup>1</sup> The seven background reports are the Questionnaire Survey, Focus Group Sessions, MetroQuest, Urban Design Initiative, Downtown Façade Improvement Guidelines, Natural Area Preservation Strategy, and the Transportation Improvement Plan.

## Smart Growth Implementation Strategies

1. *Smart Growth Principles* (see page 5) - Adopt the ten smart growth principles and apply them to daily, intermediate, and long-term planning decisions.
2. *Promote Awareness* - Promote community awareness and understanding of the benefits of smart growth principles and ongoing *Plan* initiatives.
3. *Partnerships* - Initiate strategic partnerships to implement targeted initiatives that will encourage revitalization and economic development in the city.
4. *Transportation* - Make necessary roadway improvements to maintain an acceptable level of service (LOS) under a compact growth scenario, while also increasing active modes of transportation.
5. *Natural Area Preservation* - Establish procedures for evaluating the “smart growth” trade-offs of natural area preservation versus development, and create standards that can be applied to both the short and long-range planning process.
6. *Growth Management* - Incorporate a regional planning perspective when considering the future growth and development of the city.
7. *Leadership in Energy and Environmental Design (LEED)* - Encourage LEED as an accepted and practiced standard for building and neighbourhood development.
8. *Old Town Preservation and Development* - Revitalize Old Town by reinforcing existing character and heritage, improving waterfront access, and assembling land to construct a mixed-use waterfront redevelopment anchor.
9. *Downtown Revitalization* - Redevelop and revitalize the Downtown core by encouraging reinvestment, residential intensification and mixed-use development.
10. *Old Airport Road Redevelopment* - Rezone the built-up area of Old Airport Road to relocate industrial uses, facilitate residential and mixed-use development, and sensitively integrate the commercial corridor into the Capital Area.
11. *Con Mine/Tin Can Hill Development Scheme* – Create a development scheme and rezoning strategy for the Tin Can Hill and the Con Mine Area which establishes an area for parks and recreation, commercial and residential development, and trail development.
12. *Heritage Preservation Initiative* - Promote the preservation of heritage and culture with an emphasis placed on restoration of buildings and sites which reflect Yellowknife’s neighbourhood character, promote tourism, and encourage revitalization.
13. *Affordable Housing* - Increase the provision of affordable housing by providing creative options and “smart” development opportunities.
14. *Economic Development* - Create a prosperous community with affordable living based on economic diversification and the mobilization of Yellowknife’s unique assets and resources.
15. *Monitoring and Measurement* - Establish a short and intermediate term monitoring and measurement process to evaluate the implementation and achievements of the *Plan*.

# 1. INTRODUCTION

## 1.1 BACKGROUND

In January of 2007, the City of Yellowknife (the “City”) commenced a planning process known as the *Yellowknife Smart Growth Development Plan* (the “Plan”). The objective from the outset was to create an integrated long-range growth and development strategy for the city based on smart growth principles. The process applied a holistic approach to understanding the trade-offs of revitalization and development in the context of community sustainability. Within a framework consisting of five key areas - public consultation, land use and urban design, economic development, energy and the environment, and transportation – the *Plan* was created.

**Smart growth** is a process that integrates fundamental planning factors into long-range community decisions. The growing trend toward smart growth planning is a result of increased awareness and understanding of the environment, energy conservation, healthy neighbourhoods, changing demographic trends, and responsible fiscal management. Characteristics of smart growth include compact and walkable communities; vibrant downtowns, active transportation, mixed-use developments, accessible natural areas and a strong sense of place.

## 1.2 VISION STATEMENT AND SMART GROWTH PRINCIPLES

The Committee’s Terms of Reference expresses a vision for an integrated 50-year growth and development strategy based on principles realized through public participation. The vision and principles of the *Plan* were

under continual consideration throughout the various public consultation sessions, committee discussions and work of the consultants. A number of reoccurring themes arose which serve to support the vision and principles including:

- a compact urban form with dynamic mixed-use neighbourhoods;
- a strong, vibrant and attractive downtown;
- a user-friendly transit network strengthened by transit oriented development nodes;
- transportation options that are safe and attractive alternatives to driving;
- open and enjoyable waterfronts that are accessible to the general public;
- green and affordable infrastructure and buildings;
- an exemplary network of connected trails linked to open spaces;
- protection of Yellowknife’s natural environment and cultural heritage;
- active and engaged residents/partners taking action to move our vision forward; and
- a small town atmosphere/experience with all the amenities of a Capital city.

The vision statement and principles emphasize that smart growth is an ongoing process based on a deep and integrated understanding of planning issues and perspectives in Yellowknife. The foundation for the vision and principles can be found in the seven background reports, whereas the framework for applying the vision and principles is in the fifteen implementation strategies noted herein.



Photo Credit: Kevin Klingbeil

## Yellowknife's Smart Growth Development Plan Vision Statement:

An ongoing and integrated growth and development process that balances a long-range perspective with daily actions and initiatives, to measurably improve the quality of life in Yellowknife and distinguish our unique northern community as a leader in urban sustainability.



Photo Credit: Christine Papenhuyzen

## Yellowknife's Smart Growth Principles

- 1. Community collaboration** – Require effective community involvement and openness to development opportunities in the ongoing long-range planning and development of the city to find unique solutions that fit with the community's vision of how and where it wants to grow.
- 2. Fair and equitable** – Promote equitable sharing of benefits and responsibilities of development with consideration given to real costs of infrastructure, property values and taxes, quality of life and social conditions.
- 3. Placemaking** – Create lively, safe and attractive urban live/work/play neighbourhood environments with adequate amenities that respect the existing community character, landscape, and cultural heritage.
- 4. Housing** – Provide housing choices that suit different age groups, income and household sizes, and tastes to allow people to remain in the same neighbourhood through different life stages and discourage outmigration due to affordability issues.
- 5. Open space and natural areas** – Improve quality of life by protecting natural features, minimizing environmental impacts and making natural areas easily accessible.
- 6. Redevelopment and reinvestment** – Promote economic prosperity by encouraging revitalization of built-up areas through redevelopment, reinvestment, and adaptive re-use of existing buildings and neighbourhoods.
- 7. Development form** – Apply creative planning approaches to develop a greater number of compact (medium density) mixed use developments which reduce impacts on natural areas, minimize infrastructure investment and decrease reliance on motorized vehicular transportation.
- 8. Transportation** – Increase active transportation options to private automobiles by providing infrastructure for walking, bicycling, car pooling, car sharing, and public transit to help to improve air quality and reduce vehicle related land use.
- 9. Promote clean energy** – Reduce greenhouse gases and consumption of fossil fuels by maximizing energy efficiency through conservation, local renewable energy opportunities, green building design and innovative industries.
- 10. Regional awareness** – Support local and regional community-based planning and land-use decisions through communication and capacity building and communication that fosters cooperation on matters relating to the environment, infrastructure and the economy.

# 2. SMART GROWTH DEVELOPMENT PLAN PARTICIPANTS

The initial vision of the *Plan* in 2007 was to create a document to highlight and address some of the key planning and development issues in Yellowknife. With strong support from funding organizations, volunteers, and consultants the project scope and level of public consultation was increased substantially from what was initially envisioned.

## 2.1 FUNDING PARTNERS

The *Plan* was made possible through the generous support of all three orders of government. Through this partnership the City's \$175,000 contribution in 2007 received additional support of \$480,000.

Organization	Level of Funding and Program
Canada Mortgage and Housing Corporation	\$20,000 - Charrette Funding
City of Yellowknife	\$175,000 - 2007 Budget \$50,000 - Downtown Enhancement Committee Reserve Fund \$50,000 - Planning & Development Operational Budget 2009 - 2010
GNWT Department of Education Culture and Employment	\$10,000 - Historic Places Initiative
Federation of Canadian Municipalities	\$330,000 - Green Municipal Fund
Canadian Northern Economic Development Agency	\$120,000 - Targeted Investment Initiative (TIP) and Strategic Investment and Northern Economic Development Program (SINED)

## 2.2 SMART GROWTH DEVELOPMENT PLAN COMMITTEE

On March 10, 2008 Council accepted the Terms of Reference for the Smart Growth Development Plan Committee (the "Committee"). The Committee, consisting of fourteen members, was appointed by Council on January 28, 2008 and met on a monthly basis until the completion of the *Plan* in June of 2010. The role of the Committee was to advise the City regarding the formulation of policies, concepts, and strategies as they relate to the long-term growth and development of Yellowknife. More specifically Committee responsibilities included approving Request for Proposals, organizing and attending consultation sessions, reviewing consultant concepts and reports, and developing and providing input on smart growth recommendations and policies.

Name	Representative	Name	Representative
Shelagh Montgomery	Chairperson, City Council	Reanna Erasmus	Yellowknives Dene First Nation
Gordon Van Tighem	Vice Chairperson, Mayor	Sandra Taylor (2008)	Yellowknife Seniors Society
Cory Vanthuyne	City Council	Vivian Squires (2008/10)	
Adrian Bell (2008/09)	Downtown Enhancement Committee	Catherine Pellerin (2008/09)	Heritage Committee
Marino Casebeer (2009/10)		Stephanie Yuill (2009/10)	
Pat Thagard	Chamber of Commerce	Hal Logsdon	Community Member
Spencer Tracy	Ecology North	Brian Render	Community Member
Mike Huvenaars	YK Education District No.1	Paul Curren	NWT Architects Association
Sandra Turner	Canada and Mortgage Housing Corporation	Jeffrey Humble	Director of Planning and Development
		Jean Bolderson	Administrative Assistant



Canadian Northern Economic Development Agency

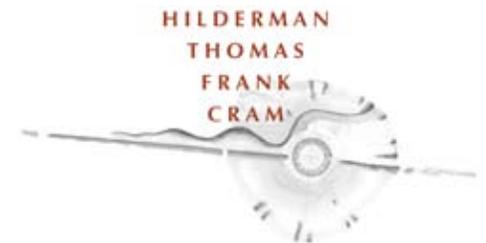
Agence canadienne de développement économique du Nord



## 2.3 CONSULTANTS

Consulting services were used throughout all stages of the *Plan's* development. Ipsos Reid was hired in early 2007 to assist with the design on the Questionnaire Survey. Terriplan Consultants was appointed in 2007 to conduct the Focus Groups sessions which led to a final report with recommendations. The MetroQuest Consulting team worked with the City throughout the first half of 2008 to develop the growth modeling scenario software known as YellowknifeQuest. Finally the core consulting team consisting of EIDOS Consultants, Dillon Consulting, and HDR | iTRANS were appointed in late 2008 to complete reports focusing on the areas of urban design, ecological preservation and transportation.

Consultant	Work Component
Terriplan Consultants	Focus Group Sessions and Report
Ipsos Reid	Questionnaire Survey Review
MetroQuest Consulting	YellowknifeQuest
EIDOS Consultants, Hilderman Thomas Frank Cram, ONPA, Bob Robertson Communications	Urban Design Initiative
Dillon Consulting	Ecological Preservation Strategy
HDR   iTRANS	Transportation Plan



# 3. SMART GROWTH CONSULTATION PROCESS

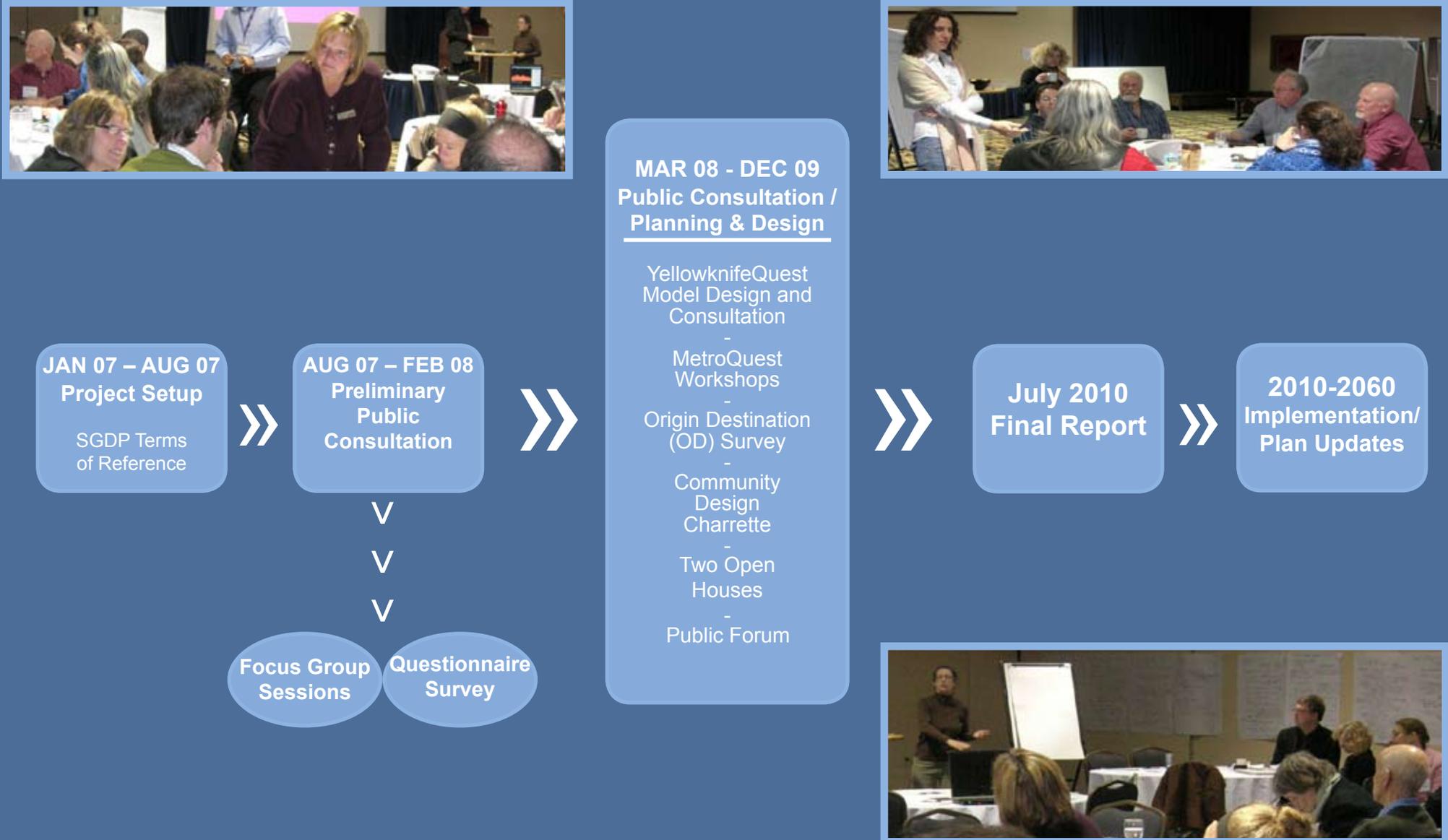
From the outset public consultation was identified as the cornerstone of the *Plan*, thereby ensuring authentic public engagement and transparency throughout all stages of its development. In addition to the Committee representing various interest groups, the *Plan* consulted over 2,000 citizens through a variety of methods between 2007 to 2010. These methods increased community understanding of Yellowknife's growth and development issues, and provided the broadly supported strategy to move forward. This approach should serve as a more practical and deeply integrated framework that can be applied to confront the City's growth and development challenges over the next several decades. Illustrated in Figure 1 a total of seven major public consultation sessions were held over a three year period

## 3.1 PRELIMINARY CONSULTATION SESSIONS

The preliminary consultation stage commenced in 2007 and consisted of a questionnaire survey and focus group surveys. Approximately 7600 questionnaires were mailed to residences and businesses in the city with an 11.4% response rate (865 respondents). These questionnaires served to identify initial impressions and opinions on the redevelopment areas. This information was supplemented by focus group sessions held over a five-day period in November of 2007. These sessions garnered input from more than 150 stakeholders.



Figure 1: Smart Growth Development Plan Consultation Process



## 3.2 METROQUEST CONSULTATIONS

Throughout 2008, eight YellowknifeQuest sessions were held to garner public input. Based on input from over 200 participants, the sessions demonstrated the trade-offs of various city-wide growth scenarios (i.e., sprawl versus compact growth). Key sustainability indicators such as active transportation, greenhouse gas (“GHG”) emissions, fiscal health, affordable housing and waste management were used in the analysis. The majority of participants supported a compact growth scenario which encouraged reinvestment in the built-up areas of the city, including the Downtown and Old Airport Road areas.

**MetroQuest** is an interactive planning support tool that has been used by municipal jurisdictions throughout North America to support smart growth planning by evaluating alternative future scenarios. The tool facilitates stakeholder engagement in the identification of alternative growth scenarios to facilitate a community-supported long-range (50 year) plan which addresses the integration of land use planning, development density, energy and environment, infrastructure, and transportation ([www.metroquest.com](http://www.metroquest.com)).

## 3.3 ORIGIN DESTINATION SURVEY

In the fall of 2008, HDR | iTRANS conducted an Origin Destination Survey (“OD Survey”) to determine travel patterns by mode in Yellowknife. A random sample of 380 households throughout Yellowknife were surveyed by telephone and asked to describe the trips they made on the previous day. Each trip was described in terms of its starting location (origin), ending location (destination), starting purpose (e.g., go to work, go to school, go for lunch, return home, etc.), mode(s) used (e.g., transit, walked, etc.), start time and end time. The results of the OD Survey provide a snapshot

of the modes of transportation used by Yellowknife citizens:

- 82% of work related trips and 81% of non-work trips are automobile drivers or passengers;
- 14% of work trips and 13% of non-work trips are by walking;
- Transit and cycling make-up 1% each for work and 1% each for non-work related trips; and
- Work and non-work related trips of less than 2 km demonstrate a significantly higher proportion of active transportation modes (i.e. 25% to 35%), providing further evidence of smart growth benefits.

## 3.4 DESIGN YELLOWKNIFE CHARRETTE

In April of 2009, the project team hosted a four-day community charrette, known as *Design Yellowknife*. The charrette focused on developing a shared community vision by engaging citizens in the design of the four study areas. More than 120 participants created a future development vision for each area and learned about a wide range of development topics relevant to Yellowknife (e.g., Science and Technology Centre, northern cities, branding, transportation, etc.). Issues and recommendations from participants specific to the four study areas are summarized as follows:

### a) Old Airport Road

Charrette participants noted the issues of truck traffic, inappropriate land uses, a lack of pedestrian safety, and its unsightly approach to the city. Strong support for truck traffic relocation was identified with indication that Engle Business District provides opportunities for industry relocation, which will also provide future redevelopment anchors for Old Airport Road.

### **b) Downtown**

Some of the obstacles identified to revitalizing Downtown were a low concentration of residential population, commercial services relocating to Old Airport Road, perceived lack of safety, no public washrooms, and no accessible indoor/outdoor public gathering spaces. Highway No. 4 into the Downtown was identified as an important gateway and one design concept adjacent to the Explorer Hotel identified opportunities for a convention centre that could host large indoor and outdoor events.

### **c) Old Town**

Old Town planning challenges highlighted by participants include lack of public connection/interface with the water, elimination of waterfront views, vehicle congestion and lack of parking resulting from boat launch, threat of loss of Old Town character, conflict between City and houseboat community, lack of public amenities, inadequate capacity for floatplanes, lack of discussion and cooperation with Ndilo, limited pedestrian and barrier free access and poor “gateway” features between Old Town and Downtown.

### **d) Tin Can Hill and Con Mine**

The identified challenges associated with the development of the Tin Can Hill and Con Mine area relate to mixed public views regarding the preservation versus development of Tin Can Hill, and the ongoing environmental (i.e. brownfield) issues associated with the Con Mine site. Development opportunities include a geothermal district heating source, the Northern Science and Technology centre, and mixed commercial and residential developments. Many open/space recreational opportunities were explored including a large community garden area, golf course, a public docking/marina area, and extensive trail networks.

## **3.5 PUBLIC FEEDBACK ON THE SMART GROWTH DEVELOPMENT PLAN**

Many common themes and ideas emerged from the feedback from the various consultation sessions. As shown in Table 1, Yellowknife residents would like to see improved pedestrian and bicycle trails, increased waterfront accessibility, promotion of higher-density housing in the Downtown, partnerships with other levels of government and private organizations, and development that acknowledges and incorporates Yellowknife’s unique natural topography and environment.



**Table 1: Summary of Public Feedback on the Smart Growth Development Plan Feedback**

	Questionnaire and Focus Groups	YellowknifeQuest	Design Yellowknife Charrette	Open House #1	Open House #2
	November 2007	January 2008	April 2009	December 2008	December 2009
<b>General Development</b>	<ul style="list-style-type: none"> <li>Look at branding efforts of Yellowknife beyond the “Diamond Capital of North America” slogan (ie. neighbourhood branding)</li> <li>Undertake strategies to reclaim and redevelop abandoned gold mines</li> </ul>	<ul style="list-style-type: none"> <li>More compact development near key urban ‘nodes’ in favour of a more efficient development pattern and transportation system</li> </ul>	<ul style="list-style-type: none"> <li>Create opportunities for greater diversity of commercial opportunities in Downtown</li> <li>Encourage longer store hours in Downtown</li> <li>Encourage development that incorporates ‘full-cost accounting’</li> <li>Promote infill on run-down properties</li> <li>Need a greater mix of small amenity features</li> </ul>		<ul style="list-style-type: none"> <li>Incentives to encourage smart growth in Downtown</li> <li>City should develop the 50/50 corner as a hub for artists</li> </ul>
<b>Residential</b>	<ul style="list-style-type: none"> <li>Encourage diversification of housing market through partnerships with CMHC and NWT Housing Corporation</li> <li>Pursue mixed-use housing developments by offering incentives to developers to construct such projects</li> </ul>	<ul style="list-style-type: none"> <li>Greater emphasis on medium- density housing</li> <li>More compact affordable townhomes (row housing) with small yards</li> </ul>	<ul style="list-style-type: none"> <li>Create affordable, energy efficient, healthy housing</li> <li>Encourage additional residential development within the core area, preferably in mixed use developments</li> <li>Higher density residential with views to Frame Lake</li> </ul>	<ul style="list-style-type: none"> <li>More creative subdivision design that limits blasting, more compact development, shared open spaces, more integrated trails, with less emphasis on parking</li> </ul>	<ul style="list-style-type: none"> <li>Focus on next phase of Niven Lake as a smart growth community</li> </ul>

## Summary of Smart Growth Development Plan Feedback

	Questionnaire and Focus Groups	YellowknifeQuest	Design Yellowknife Charrette	Open House #1	Open House #2
	November 2007	January 2008	April 2009	December 2008	December 2009
<b>Development Regulations</b>	<ul style="list-style-type: none"> <li>Increase safety within Downtown using Crime Prevention Through Environmental Design (CPTED)</li> <li>Zone an industrial park within the city</li> </ul>	<ul style="list-style-type: none"> <li>Streamline the permitting and regulatory process</li> <li>More regulations to conserve natural resources in favour of better environmental responsibility</li> </ul>	<ul style="list-style-type: none"> <li>Require development schemes to meet LEED standards</li> <li>Mixed-use developments (commercial on main floor) in the vicinity of 50th Avenue and 50th Street</li> </ul>		<ul style="list-style-type: none"> <li>Zoning By-law should require commercial space at street level for large office towers</li> <li>Place more emphasis on keeping commercial development compact</li> </ul>
<b>Waterfront</b>	<ul style="list-style-type: none"> <li>Pursue waterfront development in Old Town</li> <li>Increase ease and access to the waterfront for tourism and recreation related activities</li> </ul>	<ul style="list-style-type: none"> <li>Need to make waterfront publicly accessible</li> <li>Responsible use of waterfront land (residential and public use – not industrial)</li> <li>Build waterfront walkway along Great Slave Lake</li> </ul>	<ul style="list-style-type: none"> <li>Provide range of opportunities for community access and enjoyment of waterfront</li> <li>Highlight houseboats as a cultural amenity inclusive to the community</li> <li>Relocate Old Town boat launch to Giant Mine</li> <li>Formalize Old Town boardwalk and create waterfront public promenade</li> </ul>	<ul style="list-style-type: none"> <li>Focus on pursuing waterfront development in Old Town while preserving character</li> </ul>	

## Summary of Smart Growth Development Plan Feedback

	Questionnaire and Focus Groups	YellowknifeQuest	Design Yellowknife Charrette	Open House #1	Open House #2
	November 2007	January 2008	April 2009	December 2008	December 2009
<b>Transportation</b>	<ul style="list-style-type: none"> <li>Develop transportation plan to address traffic demand, parking, active transportation, traffic calming and waterfront access</li> <li>Make city more walkable by expanding sidewalks and trails</li> <li>Increase transit ridership by expanding routes, increasing frequency, bus shelters, and maps/schedules at all stops</li> </ul>	<ul style="list-style-type: none"> <li>More investment in transportation alternatives</li> <li>Develop bike and pedestrian paths that are safe and well-maintained</li> </ul>	<ul style="list-style-type: none"> <li>Establish range of year-round transportation alternatives which are efficient, convenient and safe</li> <li>Pedestrian linkages between long blocks (e.g., 52nd or 54th Streets)</li> <li>Designated winter ice paths on Great Slave Lake</li> <li>Streetscape design with traffic calming improvements for Old Town</li> </ul>	<ul style="list-style-type: none"> <li>Make more pedestrian-friendly by increasing sidewalk and trail infrastructure</li> <li>Provide better trail networks and improve pedestrian and cycling access on roads</li> </ul> <p>Encourage transit use by increasing frequency, installing maps and schedules at every stop</p> <ul style="list-style-type: none"> <li>Consider subsidy of bus passes for businesses</li> </ul>	<ul style="list-style-type: none"> <li>Promote active transportation</li> <li>Wider sidewalks and narrower cartways should be explored in the Downtown side streets to make them more pedestrian friendly</li> <li>Wider roads are not the solution to traffic problems as they generate more traffic</li> </ul>
<b>Urban Design</b>	<ul style="list-style-type: none"> <li>Revitalize Downtown by employing design standards, emphasizing northern landscapes and winterscapes, and promoting development anchors</li> </ul>	<ul style="list-style-type: none"> <li>Make box stores meet our design standards and mandate that they fit into the environment, not stand out</li> <li>Require nature features to be incorporated into building design</li> </ul>	<ul style="list-style-type: none"> <li>Consider heritage and heritage preservation in the establishment of planning initiatives</li> <li>Establish design standards which continue existing architectural patterns</li> </ul>	<ul style="list-style-type: none"> <li>Residential intensification and beautification of Downtown, including provision of facilities and services to assist people.</li> </ul>	

## Summary of Smart Growth Development Plan Feedback

	Questionnaire and Focus Groups	YellowknifeQuest	Design Yellowknife Charrette	Open House #1	Open House #2
	November 2007	January 2008	April 2009	December 2008	December 2009
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Undertake strategies to preserve undeveloped lands in the city</li> <li>• Continue to support the examination of the feasibility of geothermal energy</li> <li>• Offer incentives to developers incorporating energy efficiency into projects</li> </ul>	<ul style="list-style-type: none"> <li>• More regulations and spending on programs to conserve natural resources</li> <li>• Numerous community gardens and a community greenhouse</li> </ul>	<ul style="list-style-type: none"> <li>• Recognize that wilderness is integral to Yellowknife's character and should be preserved and appropriately managed</li> <li>• Ensure reasonable access to greenspace and its integration into both new and existing built-up neighbourhoods</li> <li>• Actively promote pristine nature of Yellowknife within community's image or brand</li> </ul>	<ul style="list-style-type: none"> <li>• Need greater emphasis on maintaining existing green spaces</li> <li>• Seek to have some green space in all neighbourhoods</li> <li>• Explore opportunities for a Yellowknife community greenhouse</li> </ul>	<ul style="list-style-type: none"> <li>• Formally recognize and preserve existing trails through zoning and registered surveys</li> </ul>

# 4. IMPLEMENTATION STRATEGY & RECOMMENDATIONS

The seven smart growth reports serve as reference documents for City Administration, the public, and Council with regards to the consultation process and issues around smart growth. Based on these reports, the Committee has created fifteen implementation strategies that summarize the initiatives recommended going forward. The strategies include a general statement identifying the purpose, background and current status summary of related issues, sustainability impacts, and action items which support the strategy. The strategies will assist Administration and Council in monitoring the implementation of the *Plan*, including progress on completing action items, and measuring impacts of the various initiatives. The schedule, timelines, and responsibility are intended to provide a broad framework for Council to consider, and can be reviewed and updated on an annual basis. After much discussion the Committee decided not to prioritize the implementation strategies or action items as this could be more effectively achieved by an Implementation Committee concurrent to the *General Plan* review and annual budget process.

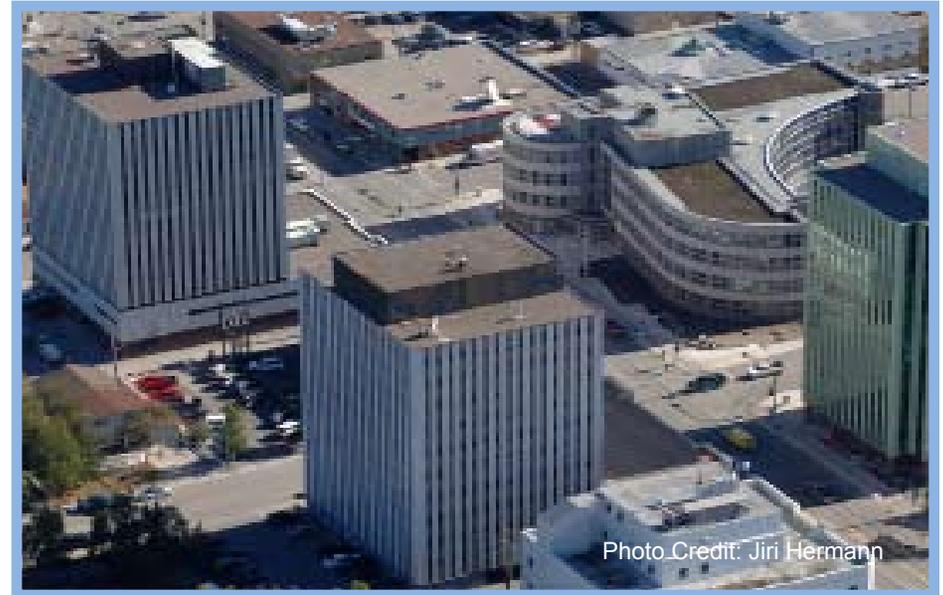


Photo Credit: Jiri Hermann



Photo Credit: Karen Murchie

## 4.1 SMART GROWTH PRINCIPLES

**Adopt the ten smart growth principles and apply them to daily, intermediate, and long-term planning decisions.**

### a) Background

- The *General Plan*, which is reviewed every five years, looks at development from the perspective of the next five to ten years. The policies and objectives therein reflect a shorter implementation than the Plan which looks 50 years into the future. A longer term vision allows for the application of broader principles and a more strategic focus.

### b) Current Status

- The ten smart growth principles, intended to guide long-range growth and development, are the result of two years of public consultation, extensive reports from consultants, committee discussions, and input from City Administration.
- The 2004 *General Plan* is scheduled for review in 2010 which will lead to a new set of policies and objectives to guide growth over the next five years.
- The City is undertaking a *Community Strategic Plan* in 2010 to assist in guiding the future administrative direction of the City.

### c) Sustainability Impacts

- Applying principles will result in more holistic and strategic decision-making process to ensure the city develops in a sustainable manner.

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Incorporate the principles into daily, intermediate, and long-term planning decision-making of the City.	2010	<ul style="list-style-type: none"> <li>Administration</li> <li>Council</li> </ul>	No direct costs
2. Adopt the principles into the framework of the new <i>General Plan</i> .	2010	<ul style="list-style-type: none"> <li>Planning &amp; Development</li> <li>Council</li> </ul>	No direct costs
3. Refine and update the principles every five years in conjunction with <i>General Plan</i> Review.	2015	<ul style="list-style-type: none"> <li>Planning &amp; Development</li> <li>Council</li> </ul>	\$5,000

## 4.2 PROMOTE AWARENESS

### Promote community awareness and understanding of the benefits of smart growth principles and ongoing Plan initiatives.

#### a) Background

- As per the Terms of Reference, the *Plan's* Committee will terminate upon Council's acceptance of the *Plan*, and therefore implementation framework is necessary after adoption.
- Creative public participation approaches were used throughout the smart growth planning process to engage citizens in long-range planning and development issues.
- The City and Territorial governments developed the Diamond Capital of North America brand and have invested a million dollars to date in promoting the brand over the past decade.

#### b) Current Status

- The Plan's extensive 2.5 year public consultation process produced a strategy providing a foundation for understanding and promoting the principles and benefits of smart growth.
- A multi-faceted awareness campaign is needed to mobilize local and regional resources to implement the *Plan* and improve the sustainable growth and development of Yellowknife.

#### c) Sustainability Impacts

- Success is dependent on packaging and delivery of the message, community engagement, and implementation of key initiatives.

#### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Establish a <i>Smart Growth Implementation Committee</i> to guide planning and development, with the first task being implementation of the <i>Plan</i> . Explore potential for Implementation Committee to evolve into a Planning Commission.	2010-2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	\$25,000/yr once committee is established
2. Work on neighbourhood branding of Downtown, Old Town, Old Airport Road, and Con Mine/Tin Can Hill to enhance the spirit, heritage, character, and innovation of Yellowknife.	2010-2011	<ul style="list-style-type: none"> <li>• Corporate Services</li> <li>• Economic Development</li> </ul>	\$35,000
3. Increase community awareness of smart growth principles and benefits of the Plan's vision by: <ol style="list-style-type: none"> <li>Creating themed advertisements for media outlets which promote discussion and encourage behavioural change.</li> <li>Engage the arts community, City committees, residents, and the private sector in neighbourhood branding and revitalization.</li> <li>Continuing meaningful public consultation on the growth and development of the city.</li> </ol>	Ongoing	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Economic Development</li> <li>• Smart Growth Implementation Committee</li> </ul>	\$10,000/yr

## 4.3 PARTNERSHIPS

**Initiate strategic partnerships to implement targeted initiatives that will encourage revitalization and economic development in the city.**

### a) Background

- The *Plan* offers a multi-faceted Development Incentive Program to the development community to promote housing development, industrial relocation, Leadership in Energy and Environmental Design (LEED), and heritage preservation.
- In addition to the neighbouring communities of Ndilo and Dettah, there is a 900 hectare land withdrawal as part of the Akaitcho Negotiations based on oral history of Treaty of 1900. These lands and the surrounding region impact long-range growth and development, and collaborative efforts are required to plan these areas in a “smart” manner.

### b) Current Status

- Although the Akaitcho Negotiations based on oral history of Treaty of 1900 are still ongoing, there are many opportunities for the City and regional First Nation to realize mutual interests. Involvement of the Yellowknives Dene First Nation (YKDFN) in the smart growth process assisted in identifying local and regional planning challenges, issues, and opportunities for partnership. Future planning initiatives such as the *Yellowknife Harbour Plan* will require cooperation and strategic partnerships for the socioeconomic and environmental well-being of Yellowknife and the region.
- Collaborative efforts between the City, senior orders of government, and private sector organizations (e.g., Chamber of Commerce, Northwest Territories Association of Communities, Indian and Northern Affairs Canada, developers, tourism sector, etc.) are needed to successfully revitalize the city’s commercial districts.

### What is the Akaitcho Dene Land Withdrawal?

The Akaitcho Dene First Nations, the Government of Canada and the Government of the NWT agreed to an Interim Land Withdrawal Protocol on November 21, 2005. The five year withdrawal of 1034 hectares serves to protect lands within the City of Yellowknife from being sold or leased while an agreement regarding lands, resources and governance is reached through the Akaitcho process. Under the Protocol no new interests can be created on the withdrawn lands for a period of five years or until a final agreement is reached. It also ensures that any existing interests on these lands are protected during the period of the withdrawal.

### c) Sustainability Impacts

- Better collaboration with the YKDFN would ensure future development of “greenfield” sites be undertaken within a “smart” regional planning context.
- Better collaboration with the Chamber of Commerce and other community stakeholders would help implement the Development Incentive Program and define other feasible incentive or neighbourhood revitalization models.

## 4.3 PARTNERSHIPS

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Collaborate with the YKDFN and the <i>Yellowknife Harbour Planning Committee</i> to pursue projects which create socioeconomic and environmental benefits for Yellowknife and the region.	2010	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Economic Development</li> <li>• Smart Growth Implementation Committee</li> <li>• Harbour Planning Committee</li> <li>• MACA</li> <li>• CanNor</li> </ul>	\$400,000 approved budget for Harbour Planning Committee
2. Explore the potential of Business Improvement Districts with the Chamber of Commerce and business owners in targeted neighbourhoods.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Chamber of Commerce</li> </ul>	\$10,000
3. Work with the Chamber of Commerce, realtors, and the development community to market the Development Incentive Program and the revitalization of commercial neighbourhoods.	Ongoing	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Chamber of Commerce</li> <li>• Corporate Services</li> <li>• Planning &amp; Development</li> <li>• Economic Development</li> </ul>	No direct costs
4. Continue to encourage community members to volunteer on planning committees and assist in the implementation of various “smart” initiatives.	Ongoing	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Planning &amp; Development</li> </ul>	No direct costs

## 4.4 TRANSPORTATION

**Make necessary roadway improvements to maintain an acceptable level of service (LOS) under a compact growth scenario, while also increasing active modes of transportation.**

### a) Background

- The City has invested in streetscaping improvements in the Downtown core and has future plans to continue revitalizing key streets in the Downtown.
- Areas of the city such as Old Airport Road will remain an important vehicular corridor, however level of service (LOS) will decrease without improvements, and such areas are not currently conducive to a safe environment for non-motorized forms of transportation.

### b) Current Status

- The primary transportation mode for Yellowknife residents is the automobile for individuals during peak hour trips. Although walking makes up a relatively high percentage of trips, a small percentage of trips consist of cycling and transit.
- The Origin Destination Survey completed by HDR | i-TRANS suggests that transit ridership in Yellowknife makes up 1% of all daily trips in comparison to the 2008 Entra Consultants report estimating transit ridership making up between 3 to 5% of all trips. Clarification through an Origin Destination survey with a larger sample size (i.e. 800 households) would serve to establish a benchmark that can be used to measure the modal split and targets to encourage active transportation.
- A compact growth scenario is projected to provide the greatest increase in transit and active transportation modes with a dispersed growth scenario providing the least.
- There is a well-utilized system of sidewalks and trails throughout Yellowknife; however, greater investment is required to promote pedestrian/cycling-friendly environments.

### c) Sustainability Impacts

- Greater investment in compact development rather than dispersed development will over the long-run reduce travel distance and road network expansion, reduce GHGs, and minimize infrastructure capital and operational costs.
- Supporting active transportation options will further reduce GHGs, minimize traffic congestion, and improve citizen health and quality of life.

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Educate the public on the environmental, social and fiscal benefits of active transportation through a community awareness campaign.	2010	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	Covered in Rec 4.1
2. Create welcoming pedestrian/cycling friendly environments in commercial neighbourhoods (Downtown, Old Town, and Old Airport Road) by working with business owners and investing in streetscaping.	2010 - 2020	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• Community Services</li> </ul>	\$600,000 per year

## 4.4 TRANSPORTATION

3. Create and implement a wayfinding signage plan for the City which will guide pedestrians and tourists to key commercial areas, services, parks, and tourist sites.	2011 - 2012	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• Community Services</li> <li>• Economic Development</li> </ul>	\$200,000
4. Prioritize investments, resolve land tenure impediments, and construct trails/ greenways in the following areas to expand the City's trail and greenway system: <ul style="list-style-type: none"> <li>i. Tin Can Hill</li> <li>ii. Twin Pine Hill</li> <li>iii. Niven Lake to Ski Club</li> <li>iv. Old Airport Road Capital Area</li> <li>v. Old Town/Latham Island</li> <li>vi. Range Lake Trail</li> <li>vii. Deh Cho Boulevard Extension</li> <li>viii. Hwy No. 3: Old Airport Road to Hwy No. 4</li> <li>ix. Hwy No. 4: 49th Avenue to Hwy No. 3</li> <li>x. Hwy No. 3: Old Airport Road to Deh Cho Boulevard Extension.</li> </ul>	2012 - 2020	<ul style="list-style-type: none"> <li>• City Council</li> </ul>	\$250,000 per year
5. Promote the establishment of Transit Oriented Design nodes through zoning, land use planning and redevelopment	2010-2020	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
6. Update the Origin Designation survey within five years and establish targets to encourage active transportation modes (i.e. shift from automobile to pedestrian, cycling and transit).	2010-2020	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	\$15,000
7. Address Old Airport Road's access management issues noted in the Transportation Plan through Zoning Bylaw amendments, working with property owners, and roadway reconstruction	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	No direct cost
8. Pursuing the parking improvement strategy noted in the Transportation Plan for the areas of Old Town, Downtown, and Old Airport Road.	2011-2020	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	Costs defined by projects
9. Promote a compact growth scenario for the City with particular emphasis on the Downtown core and TOD nodes.	Ongoing	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	No direct costs associated
10. Review recommendations in the Transportation Improvement Study on an annual basis and pursue implementation within broader growth and development context.	2010-2030	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• Community Services</li> </ul>	Costs specified in Study

## 4.5 NATURAL AREA PRESERVATION

**Establish procedures for evaluating the “smart growth” trade-offs of natural area preservation versus development, and create standards that can be applied to both the short and long-range planning process.**

### a) Background

- In 2005, the *Residential Growth Study Report* was completed by the City to look at the infill opportunities of some 15 sites within the city. The report proved to be too controversial and only a few of the identified sites were pursued for rezoning and development.
- In 2007 the City completed an *Ecological Resources Inventory* which looked at 40 ecologically sensitive areas in the city, including some of the “infill” sites identified in the *Residential Growth Study*. The report was not adopted by Council as it was felt that it did not consider quality of life factors in evaluating the 40 sites.
- Several recommendations in the 2005 *Integrated Parks, Trails and Open Space Study* outline the need for incorporation of parks, trails and open space standards in all new subdivision designs and that the Zoning Bylaw specify these requirements.

### b) Current Status

- Yellowknife is unique amongst cities in Canada for its abundance of natural areas within its municipal boundary.
- There is strong public opinion on the issue of development versus preservation of “greenfield” lands as demonstrated from previous rezoning issues (i.e. Tin Can Hill). The *Natural Area Preservation Strategy* provides a framework for the City to value existing natural areas and identify strategies for preserving portions of future “greenfield” developments as the City continues to grow.
- Although the City has incorporated natural area features in subdivisions, there are currently no by-law regulations for preserving a minimum area of open space for subdivisions or large developments.
- The 2004 *General Plan* emphasizes “greenfield” development without clear targets or strategies for redevelopment and intensification.

### c) Sustainability Impacts

- Standards and targets for natural areas will provide clearer direction and factors for consideration in the short- and long-range planning process. These standards will allow the City to focus on encouraging growth in targeted areas while preserving a greater portion of natural areas valued by the public.
- More transparent consultation procedures will improve efficiency for development review and give developers realistic expectations about Not in My Backyard (NIMBY) challenges associated with developing “greenfield” sites.
- Increased development standards for natural areas will distinguish such areas by demonstrating environmental stewardship, community pride, and greater public awareness.
- Clear targets and strategies for redevelopment and intensification will alleviate the negative connotation of infill development in Yellowknife by redirecting the focus from natural areas to sites or buildings which are vacant or underutilized.



Photo Credit: Andrew Howlett

## 4.5 NATURAL AREA PRESERVATION

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Market the Brownfield Redevelopment Incentive and address the constraints prohibiting private sector reinvestment in such lands.	2010-2015	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Economic Development</li> </ul>	No direct cost
2. Continue to pursue the remediation of the two mine sites to an acceptable standard for the purpose of residential/commercial development or active/passive recreation space.	2010-2013	<ul style="list-style-type: none"> <li>• Public Works</li> <li>• Corporate Services</li> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	No direct cost
3. Establish density targets in existing developed areas of the city to be met prior to developing “greenfield” lands identified for development.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
4. As outlined in the <i>Integrated Parks, Trails and Open Space study</i> develop minimum standards for incorporating natural area features (e.g. parks, trails, nature preserves, etc.) into the subdivision, Zoning Bylaw, and development scheme process for all subdivision developments.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	No direct cost
5. Establish regulations for prominent natural area sites that would require exemplary development standards (i.e. LEED ND or NC) to reflect characteristics of the site and the principles of environmental stewardship.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	No direct cost
6. Pursue development schemes for the natural area sites which have been identified as developable under the <i>Natural Area Preservation Strategy</i> when required by development pressures.		<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	\$10,000 – \$20,000/ site
7. Utilize the <i>Ecological Resource Inventory</i> and <i>Natural Area Preservation Study</i> for future development analysis of natural areas.	Ongoing	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
8. Complete a new residential growth study which looks at residential intensification opportunities based on smart growth principles, with a greater emphasis on underutilized opportunities in the Downtown and on Old Airport Road.		<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• City Council</li> </ul>	\$25,000
9. Develop a step-by-step process for public consultation and approval process on developments involving rezoning that is transparent to both developers and citizens.	Ongoing	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
10. Work with the Yellowknife Community Garden Collective to incorporate community gardens into existing and future residential subdivisions and to explore opportunities for a community greenhouse.	Ongoing	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• City Council</li> <li>• Yellowknife Community Garden Collective</li> </ul>	No direct cost

## 4.6 GROWTH MANAGEMENT

### **Incorporate a regional planning perspective when considering the future growth and development of the city.**

#### **a) Background**

- In the two most recent City subdivision developments (i.e. Niven Lake Phase VII and Engle Business District) the City has incorporated on- and off-site development costs into lot prices. This has reduced subsidization of certain development costs (e.g., paving, curbing, and sidewalk) by the City's general fund.
- Considerable up-front investment is required to develop residential and industrial subdivisions, which limits available capital to facilitate the redevelopment of targeted areas. Reinvestment in built-up areas to facilitate revitalization would require adjusting the Land Development Fund away from a solely "greenfield" focus toward a balanced strategy that invests in both development/redevelopment.

#### **b) Current Status**

- The *Plan* demonstrates the benefits of a compact growth scenario and the need for the City to establish long-range growth management policies.
- The ongoing Akaitcho Negotiations based on oral history of Treaty of 1900 resulted in the 2005 Land Withdrawal of approximately 900 hectares within city limits. The outcome of the Land Claim process will be a determining factor in the growth and development of the city and surrounding region.
- The City has acquired funding from the Canadian Northern Economic Development Agency (CanNor) to create a Harbour Planning Committee to develop a plan that addresses issues in the Yellowknife Bay relating to transportation, recreation, the environment and development activities.
- There has been sporadic uncontrolled growth on lands beyond the city limits. The GNWT Department of Municipal and Community Affairs (MACA) is reviewing land management policies of regional lands beyond the city through its Recreational Leasing Policy.
- The City, YKDFN and MACA have had ongoing discussions about revising the municipal boundaries.
- The City and region are left with the legacy of the two abandoned mines which have diminished the value of some 1000 hectares of land.
- The City is currently pursuing the feasibility of utilizing the former Con Mine to extract "mining" heat for to construct a district geothermal heating system for Downtown core. The viability of the strategy will be partially contingent on increased residential and commercial development in the Downtown core over the next several decades.

#### **c) Sustainability Impacts**

- Increased clarity and efficiency of the Land Development Fund would lead to better social, economic, and environmental returns for the City.
- A regional planning perspective will increase awareness and cooperation toward responsible land and water management of the Yellowknife region.
- Providing trade-offs and establishing measurement targets for natural area preservation will more directly integrate environmental and quality of life impacts into the development decision-making process.
- Redevelopment strategies will mitigate brownfield impacts and demonstrate the importance of environmental stewardship of legacy sites.

## 4.6 GROWTH MANAGEMENT

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
<p>1. Create a Land Development Fund By-law or amend the Land Administration Bylaw to encourage “smart” management of the City’s land inventory and reinvestment of revolving land sale revenue. Aspects for consideration include: Ensuring that all on-and off-site costs of development are borne by the developer and recovered through land sales and/or improvement levies.</p> <p>i. Establishing a fair and transparent means of calculating off-site development levies for future subdivision developments.</p> <p>ii. Establishing a formula allocation of all future Land Development Fund revenue between “greenfield” developments and “smart” revitalization initiatives in targeted areas.</p> <p>iii. Requiring a cost-benefit analysis of land development reinvestment opportunities based on “smart” principles prior to initiating a new development.</p> <p>iv. Develop a detailed cash flow statement of the Land Development Fund to be updated quarterly based on current and projected sales and expenditures.</p>	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Corporate Services</li> <li>• City Council</li> </ul>	No direct costs
<p>2. Work with the YKDFN and MACA to create a more cohesive strategy for regional planning issues including land boundary revisions, water bodies, and lands on the edge of respective community boundaries.</p>	2010-2020	<ul style="list-style-type: none"> <li>• MACA</li> <li>• Planning &amp; Development</li> <li>• YKDFN</li> </ul>	No direct costs
<p>3. Develop land development ratios to measure the amount of development which is occurring in “Greenfield” sites versus intensification of existing neighbourhoods (i.e. Downtown and Old Town). Establish minimum standards to control growth so that neighbourhood revitalization and initiatives such as the Con Mine district geothermal heating system remain viable.</p>	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	No direct costs
<p>4. Work with the YKDFN to facilitate planning strategies which encourage compatible development and mutual benefits, particularly in areas where the YKDFN have identified land claim interests.</p>	2010-2020	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Smart Growth Implementation Committee</li> </ul>	No direct costs
<p>5. Utilize the <i>Natural Area Preservation Strategy</i> to illustrate impacts of development versus preservation of natural areas, and to set measurable targets for natural area preservation to be implemented during rezoning and development schemes processes.</p>	2010-2020	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	< \$10,000
<p>6. Proactively mitigate the negative impacts associated with the two mines by pursuing feasible remediation solutions and redevelopment opportunities that maximize the recreational and redevelopment potential of the mines.</p>	2010-2020	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Corporate Services</li> <li>• City Council</li> <li>• Indian and Northern Affairs Canada</li> <li>• Newmont Mining</li> </ul>	Costs unknown

## 4.7 LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN (LEED)

### Encourage LEED as an accepted and practiced standard for building and neighbourhood development.

#### a) Background

- Although Yellowknife has been a leader in promoting building energy efficiency standards, many Canadian cities are now pursuing or have implemented similar standards.
- LEED industry standards are quickly evolving and more cities are including LEED requirements in their by-laws.
- The Plan directs greater attention to innovative designs which consider environmental implications. The public expressed the need to give greater consideration to standards for “greenfield” development. Based on public input, LEED is the closest industry standard to this expectation.

#### b) Current Status

- Yellowknife currently has one LEED Gold building (Greenstone Building), one single-family residential building pursuing LEED Platinum, and one City facility (Fieldhouse) pursuing LEED Silver.
- The City has established energy efficiency standards (i.e. 25% better than Model National Energy Code) for commercial development, and full implementation of the Energuide for New Homes (EGNH-80) requirements for residential buildings will be effective January 2011.
- The LEED rating system continues to evolve to more accurately reflect standards in building and subdivision/site design which are relevant to specific geographic contexts.
- The City currently has one LEED Accredited Professional on staff to assist in reviewing plans and to promote LEED in new City facilities.

#### c) Sustainability Impacts

- Continuing to build capacity and training amongst City staff and the construction industry will promote local innovation and “smart” design.
- Establishing LEED as a minimum standard for municipally-owned buildings and subdivisions will demonstrate leadership and commitment.
- LEED benefits include conservation of water and energy, reduced landfill waste, lower operating costs and increased asset value, healthier and safer work environments, and increased active transportation.

#### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Continue to promote the LEED Incentive under the Development Incentive Program and work with the development community to address challenges of achieving LEED Gold or Platinum.	2010	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	No direct costs
2. Build LEED capacity within the City through training and certification of staff in the Planning and Development and Public Works Departments.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	\$25,000

## 4.7 LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN (LEED)

3. Establish LEED Silver as the minimum development standard for new City-owned facilities and future City-developed residential subdivisions.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	Project specific and offset by energy savings
4. Establish a working group to build capacity and investigate the environmental, social and economic benefits of LEED as a minimum development requirement for large commercial buildings and residential subdivision design.	2011	<ul style="list-style-type: none"> <li>• City council</li> <li>• NWT Construction Assoc.</li> <li>• Planning &amp; Development</li> </ul>	\$30,000
5. Establish regulations that will preserve the development of environmentally sensitive areas of the city unless they are developed to a LEED standard.	2012	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>•</li> </ul>	Tied in with cost for working group

### What is LEED?

The Leadership in Energy and Environmental Design system encourages global adoption of sustainable green building and development practices. The LEED system is a certification system and internationally accepted benchmark for the design, construction and operation of high performance buildings. LEED promotes a whole building approach to sustainability by recognizing performance in five key areas of human and environmental health:

- sustainable site development
- water efficiency
- energy conservation
- materials selection
- indoor environmental quality

Certification is based on a scoring system followed by an independent review and an audit. Four levels of certification are provided: certified, silver, gold, and platinum.

Yellowknife's first LEED building

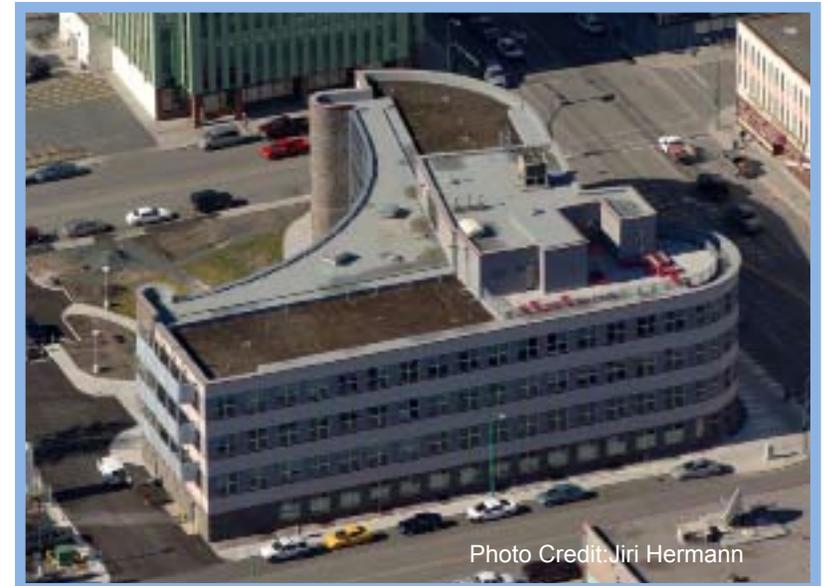


Photo Credit: Jiri Hermann

The Greenstone Building

## 4.8 OLD TOWN PRESERVATION AND DEVELOPMENT

**Revitalize Old Town by reinforcing existing character and heritage, improving waterfront access, and assembling land to construct a mixed-use waterfront redevelopment anchor.**

### a) Background

- The *Old Town Development Scheme* (2000) and the *Waterfront Management Plan* (2000) were developed to encourage the redevelopment of Old Town with emphasis on waterfront access. Despite these plans, limited redevelopment has occurred due to land tenure issues, the Akaitcho Dene Land Withdrawal, jurisdictional issues, and a lack of redevelopment vision and financial commitment.
- With support from CanNor, the City has allocated \$400,000 and created a Terms of Reference to establish a Harbour Planning Committee. This initiative, coupled with the smart growth strategy, could lead to measurable improvements in the redevelopment and revitalization of Old Town.

### b) Current Status

- Old Town is the historic sector of the city, most closely resembling the original heritage and character of Yellowknife.
- Despite past planning initiatives such as the *Waterfront Development Plan*, the City has had limited success in increasing public waterfront access within Old Town.
- The former Johnson's property and adjacent lands have been identified in *Plan* feedback and are recognized by the Committee as a potential target area for revitalization. Assembling the land would require significant commitment from the community.
- The Akaitcho Dene have identified interests in Old Town in their Land Withdrawal, namely Jolliffe Island, portions of McAvoy Rock, and land surrounding Pilots Monument.
- The Old Town district contains a shortage of off-street parking for local business and the boat launch resulting in illegal parking on the right-of-way.

### c) Sustainability Impacts

- Positive social impacts of preserving Yellowknife's heritage, promoting local artists, and respecting First Nation interests.
- Economic development through tourism promotion and revitalization anchors.
- Positive environmental impacts through shoreline rehabilitation and natural area preservation.
- Increased accessibility through streetscaping, parking and waterfront development improvements.

## 4.8 OLD TOWN PRESERVATION AND DEVELOPMENT

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Develop a land assembly strategy through the Land Development Fund and or the City's land inventory to develop a mixed-use waterfront marina.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• Economic Development</li> <li>• Smart Growth Implementation Committee</li> <li>• Harbour Planning Committee</li> <li>• Owner of former Johnson's properties</li> </ul>	\$15,000
2. Work with the arts community to develop a business plan to establish an artist's cooperative to promote tourism and local talent.	2011-2012	<ul style="list-style-type: none"> <li>• Aurora Arts Society and arts community</li> <li>• Economic Development</li> <li>• Planning &amp; Development</li> </ul>	\$20,000 \$500,000 (construction cost)
3. Utilize the Hudson's Bay Building as a model heritage restoration project (see Heritage Preservation Recommendation).	2012	<ul style="list-style-type: none"> <li>• Heritage Committee</li> <li>• Planning &amp; Development</li> </ul>	Cost unknown, potentially associated with #2 above.
4. Improve public waterfront access by working with property owners and establishing a public boardwalk to other areas of Old Town and Latham Island.	2012-2016	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	Costs Unknown
5. Invest in streetscaping improvements to the Old Town area that address pedestrian accessibility and aesthetic improvements.	2012-2015	<ul style="list-style-type: none"> <li>• Smart Growth Implementation Committee</li> </ul>	\$750,000 total.
6. Relocate the boat launch to Giant Mine and the Tin Can Hill/Con Rycon shoreline to alleviate Old Town parking congestion. Develop small parking nodes in Old Town to provide space for visitors.	2012	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	\$200,000
7. Revise the Old Town Mixed Use zoning standards to require developments to incorporate public access to the waterfront.	By 2013	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost

## 4.8 OLD TOWN PRESERVATION AND DEVELOPMENT

8. Create architectural guidelines or form-based zoning applicable to the Old Town character that can be considered and applied in the development permit review process.	2013	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	
9. Rezone the former Johnson's properties and adjacent lands to facilitate appropriate land uses and development of the area.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
10. Create opportunities for shared moorage of boats and floatplanes with consideration given to the safety, recreation, quality of life and the existing Old Town character (i.e., mixed-use waterfront marina).	By 2015	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	\$1 million
11. Work with the Harbour Planning Committee to create a vision for the Yellowknife Bay to address recreational activities, environmental issues, development control (e.g. floating homes and businesses), and jurisdictional responsibility.	Ongoing	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Harbour Planning Committee</li> </ul>	No direct cost
12. Encourage incremental mixed-use redevelopment along Franklin Avenue and MacDonald Drive and encourage relocation of industrial uses not needing waterfront access.	Ongoing	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost



## 4.9 DOWNTOWN REVITALIZATION

### Redevelop and revitalize the Downtown core by encouraging reinvestment, residential intensification and mixed-use development.

#### a) Background

- Yellowknife's *Downtown Plan* was completed and adopted by Council in 2002 to encourage the revitalization of the city's core. Since the *Downtown Plan*'s adoption the Downtown Enhancement Committee (DEC) has met on a monthly basis to implement the 36 target actions.
- The DEC's annual operational budget is based on 25% of parking meter revenue in the Downtown and currently amounts to approximately \$85,000 per year.
- The DEC has provided funding support to the *Plan*, and has been involved throughout its development.

#### b) Current Status

- The DEC has identified 50th Street and 50th Avenue as the heart of the Downtown and in need of significant reinvestment. The social, land use, and economic challenges associated with the mid-block area of 50th Street require a holistic and focused strategy for revitalization to occur.
- The City commenced the streetscaping of 50th Street in 2009 (49th to 50th Avenue) and continues to work on the detailed design of the remaining blocks (50th to 52nd Avenue) through the DEC. The Committee provides funding to the Aurora Arts Society through its Outdoor Art Program in the amount of \$15,000 per year, and provides up to \$30,000 per year for façade improvements.
- The transportation component of the Plan indicates there is a surplus of parking spaces within the Downtown.
- Most businesses do not operate in the evening and there is the perception that public safety is lacking in certain areas of the Downtown core.
- The Smart Growth Development Incentive Program seeks to encourage residential construction in the Downtown through tax abatements provided through the Residential Intensification Incentive.

#### c) Sustainability Impacts

- Downtown revitalization will strengthen the local economy, arts and culture, and identity of Yellowknife.
- The compact growth scenario increases the choice of active transportation modes and therefore greater downtown residential intensification will support a modal shift from private automobiles to walking, cycling, and transit.
- An emphasis on Downtown redevelopment will serve to encourage the remediation and development of brownfield or underutilized lots, preserve open space, and reduce infrastructure costs.



Photo Credit: Aloysius Hanrahan

## 4.9 DOWNTOWN REVITALIZATION

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Continue to invest in the streetscaping of the Downtown over a five year period with primary focus on 50th Street, 52nd Street, 49th Avenue, and 51st Avenue.	2010-2015	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• Community Services</li> <li>• DEC</li> <li>• Downtown Businesses</li> </ul>	\$2,000,000
2. Pursue the rezoning of the CT – Centretown parcels between 52nd and 51st Avenue to CC- Core Area Commercial to facilitate the redevelopment of these areas to higher density residential or commercial development and the viability of the Geothermal District.	2011-2012	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> </ul>	No direct cost
3. Develop a marketing strategy in conjunction with promoting smart growth to promote Downtown revitalization and associated programs such as the Façade and Site Improvement Program.	2011-2015	<ul style="list-style-type: none"> <li>• DEC</li> </ul>	\$5,000 per year
4. Facilitate the development of the District Geothermal Heating Project by establishing a redevelopment district bound by “greenways” that can also be used as pedestrian and cycling corridors.	2010-2015	<ul style="list-style-type: none"> <li>• Community Energy Plan Implementation Committee</li> </ul>	\$25 to \$30 Million
5. Work with the Aurora Arts Society to seek ways of encouraging greater involvement from local artists in creating and incorporating public art into streetscaping initiatives, large developments and open space.	2010-2015	<ul style="list-style-type: none"> <li>• Aurora Arts Society</li> <li>• DEC</li> <li>• Smart Growth Implementation Committee</li> <li>• Economic Development</li> <li>• Planning &amp; Development</li> </ul>	Costs specific to projects
6. Establish targets for directing residential development to the Downtown core over 50 years which reflects the compact growth strategy.	2010-2020	<ul style="list-style-type: none"> <li>• Smart Growth Implementation Committee</li> </ul>	No direct costs
7. Explore opportunities to expand on the existing or establish a new central parking structure to provide additional parking and free up ground off-street parking lots for redevelopment.	2012	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• DEC</li> <li>• Private sector</li> </ul>	Partnership structure unknown: \$5,000,000
8. Explore opportunities to relax parking requirements for certain downtown developments to increase active modes of transportation.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
9. Amend the cash-in-lieu of parking requirement in the Zoning By-law to specify the transfer of funds to the Downtown Enhancement Committee reserve, and to allow the monies to be allocated to improvements which encourage active modes of transportation (e.g. cycling, walking, or transit).	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• DEC</li> </ul>	No direct cost

## 4.9 DOWNTOWN REVITALIZATION

<p>10. Extend the provision of parking meters in the core area concurrent with zoning and land use changes to include streets between 54th Street to 47th Street between Franklin Avenue and 52nd Avenue. Apply portion of increased revenues to continued revitalization of the Downtown and promotion of alternative transportation.</p>	<p>2011</p>	<ul style="list-style-type: none"> <li>• Public safety</li> <li>• DEC</li> </ul>	<p>Revenue generation dependent on meters installed</p>
<p>11. Review the Zoning Bylaw to encourage greater flexibility with regards to housing types in the Downtown (e.g. laneway housing, flex-housing, co-housing, secondary suites, home-based businesses).</p>	<p>2010/2011</p>	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• Affordable Housing Committee</li> </ul>	<p>No direct cost</p>
<p>12. Utilize the <i>Urban Design Initiative's</i> draft of the <i>Downtown Façade Improvement Guidelines</i> to collaborate with the Downtown Enhancement Committee to create an architectural design standard for the Downtown core, and to amend the design standards section in the Zoning Bylaw.</p>	<p>2010/2011</p>	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• DEC</li> </ul>	<p>No direct cost</p>
<p>13. Amend the Zoning Bylaw to require outdoor amenity space as well as minimum ground floor commercial space for large developments.</p>	<p>2010/2011</p>	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• DEC</li> </ul>	<p>No direct cost</p>
<p>14. Amend the Zoning By-law to allow input of a committee on significant planning decisions, including development permit review of major developments which are deemed to be important from an architectural and neighbourhood design perspective.</p>	<p>2010/2011</p>	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Smart Growth Implementation Committee</li> </ul>	<p>No direct cost</p>
<p>15. Purchase the 50/50 parking lot and establish a 50th Street Redevelopment and Reinvestment Task Force to facilitate the mid-block redevelopment of 50th Street. Objectives of the Task Force would include:</p> <ol style="list-style-type: none"> <li>i. Addressing social issues with consideration to land use make-up, zoning, and social programs.</li> <li>ii. Explore redevelopment and revitalization of the mall and 50/50 Corner parking lot, by considering opportunities for revitalization anchors.</li> <li>iii. Assemble land and buildings for redevelopment on the Gold Range block.</li> <li>iv. Work with the private sector development community to create a public-private partnership arrangement to encourage land assembly and reinvestment, explore viable land uses.</li> <li>v. Develop streetscaping for the mid-block of 50th Street which reflects the character of the other areas of 50th Street, without limiting the opportunities and practical solutions for revitalization.</li> </ol>	<p>2010/2011</p>	<ul style="list-style-type: none"> <li>• City Council</li> <li>• DEC</li> <li>• Social Issues Committee</li> <li>• Smart Growth Implementation Committee</li> <li>• Downtown businesses</li> <li>• Developers</li> </ul>	<p>\$1.5 million</p>

## 4.10 OLD AIRPORT ROAD REDEVELOPMENT

**Rezone the built-up area of Old Airport Road to relocate industrial uses, facilitate residential and mixed-use development, and sensitively integrate the commercial corridor into the Capital Area.**

### **a) Background**

- The City of Yellowknife and GNWT established the Capital Area Steering Committee and a Capital Area Development and Program Committee in 1996. The role of the Steering Committee was for the City and GNWT to undertake a partnership approach to investing and improving the capital area through targeted action plans. The Development and Program Committee reports to the Capital Area Steering Committee regarding matters of zoning, land use planning, site planning, public events, and the promotion of the Capital Area as a focal point of the Territorial Government. Since completion of the Ceremonial Circle in 2000, no partnership funding has been committed to the Capital Area by the Steering Committee.
- The City acquired a larger parcel of land (Lot 1, Block 315, Plan 4142) within the Capital Area, east of Old Airport Road as part of its 2005 Greater Land Application. The parcel is adjacent lands identified in the Akaitcho Dene Land Withdrawal.

### **b) Current Status**

- Old Airport Road is the primary commercial corridor fronting the Capital Area. The corridor is predominantly automobile-oriented with limited continuity of pedestrian and cycling connectivity between properties and the Capital Area.
- The Old Airport Road land use mix consists of commercial, retail and service industrial. Given the changing make-up of Yellowknife, some of the uses (i.e. trucking and storage) detract from the revitalization potential of the corridor.
- As the city continues to develop vehicular traffic on Old Airport Road is projected to increase, resulting in a decreased level of service (LOS) unless roadway/intersection improvements are made.
- As part of the Development Incentive Program, the Committee has created an Industrial Relocation Incentive and a Residential Intensification Incentive to encourage the relocation of industrial uses to the Engle Business District.
- The Akaitcho Dene First Nations Land Withdrawal highlights First Nation interest in the Capital Area. As this is the heart of the city, a cohesive long-range vision is required for this area.

### **c) Sustainability Impacts**

- Reduction of truck traffic on Old Airport Road, which could potentially reduce greenhouse gases (GHGs) based on efficiencies achieved between truck staging and fueling in Engle Business District.
- Potential shift in the choice of transportation modes over the long-term from automobiles to pedestrians, cyclists, and transit users once necessary streetscape improvements and mixed use developments (e.g. residential and commercial) are achieved.
- Improve traffic flow and driver safety through intersection and roadway cross-section upgrades.
- Reduce infrastructure deficit through redevelopment and revitalization by increasing capacity and market value of existing built-up area.
- Increased economic development opportunities for local First Nations.

## 4.10 OLD AIRPORT ROAD REDEVELOPMENT

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Pursue the rezoning of Old Airport Road to facilitate relocation of industrial related uses, and provide for medium to high density residential development, recreational, and institutional uses.	2010	<ul style="list-style-type: none"> <li>Planning &amp; Development</li> </ul>	No direct costs
2. Market the Development Incentive Program to encourage the redevelopment and revitalization of Old Airport Road.	2010	<ul style="list-style-type: none"> <li>Corporate Services</li> <li>Economic Development</li> <li>Planning &amp; Development</li> </ul>	No direct costs
3. Invest in the streetscaping of Old Airport Road over a five year period with initial focus on area between Franklin Avenue and the Co-op to address the pedestrian and cycling connectivity, aesthetics, redevelopment opportunities, and integration with the Capital Area.	2010-2015	<ul style="list-style-type: none"> <li>Public Works</li> <li>Community Services</li> <li>Planning &amp; Development</li> </ul>	\$2,000,000
4. Work with Akaitcho Dene to create land use scenarios and visioning strategies to facilitate creation of a development scheme for the Capital Area.	2011	<ul style="list-style-type: none"> <li>Planning &amp; Development</li> <li>Akaitcho Dene First Nations</li> </ul>	No direct costs
5. Revise the Terms of Reference for the Capital Area Committee to include an annual budget, relevant stakeholders, and an action-oriented mandate that more reflects environmental sustainability, Yellowknife's leadership role in the Territories, and the Capital Areas relationship to surrounding areas.	2011-2016	<ul style="list-style-type: none"> <li>Capital Area Steering Committee</li> <li>Akaitcho Dene First Nations</li> <li>Economic Development</li> <li>Canadian Capital Cities Organization</li> </ul>	Cost Share: Operating budget \$20,000/yr; capital budget \$2,000,000 over 5 years
6. Develop an access management plan to increase the efficiency and safety between internal site circulation and parking and the Old Airport Road corridor.	2011	<ul style="list-style-type: none"> <li>Public Works</li> <li>Planning &amp; Development</li> </ul>	\$50,000
7. Pursue the environmental remediation of Frame Lake.	2020	<ul style="list-style-type: none"> <li>City Administration</li> <li>City Council</li> </ul>	Costs unknown
8. Make intersection upgrades to Old Airport Road intersections (Franklin Avenue, Range Lake Road, Borden Drive, Co-op Corner, and Highway 3) as per traffic requirements resulting from growth and development.	2012-2020	<ul style="list-style-type: none"> <li>Public Works</li> <li>Planning &amp; Development</li> </ul>	Costs in Transportation Improvement Study

## 4.10 OLD AIRPORT ROAD REDEVELOPMENT

<p>9. Provide cross-sectional improvements to Old Airport Road from the Co-op to Highway No. 3 consisting of four lanes and upgrade infrastructure for pedestrians, cyclists and transit.</p>	<p>2015</p>	<ul style="list-style-type: none"> <li>• Public Works</li> <li>• Planning &amp; Development</li> </ul>	<p>Costs in Transportation Improvement Study</p>
<p>10. Expand water and sewer services from Borden Drive to Highway No. 3 to facilitate growth and development.</p>	<p>2015</p>	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Public Works</li> <li>• GNWT Department of Transportation (Airports Division)</li> <li>• Private sector</li> </ul>	<p>Costs unknown</p>



Photo Credit: Jiri Hermann

## 4.11 CON MINE/TIN CAN HILL DEVELOPMENT SCHEME

**Create a development scheme and rezoning strategy for the Tin Can Hill and the Con Mine Area which establishes an area for parks and recreation, commercial and residential development, and trail development.**

### a) Background

- The development versus preservation of Tin Can Hill has been debated for the past several decades.
- The Con Mine Site is expected to complete remediation of the northern area of Con Mine site and surrounding areas to an industrial standard by 2012.
- The feasibility of utilizing Con Mine as a geothermal heat source is expected to be completed by 2011 with operations potentially commencing by 2014.

### b) Current Status

- Tin Can Hill was identified in the 2005 *General Plan* as an area for future low-density residential development as early as 2010.
- The MetroQuest process and three smart growth future scenarios (compact, hybrid, and dispersed) suggest that the need to consider Tin Can Hill for residential development could be postponed for three decades if the City pursues a compact growth scenario and intensification of Downtown and Old Airport Road.
- In 2010 Council considered a motion to rezone a portion of Tin Can Hill to PR – Parks and Recreation which was deferred until the *Plan* process was completed. Council approved removal of the *General Plan*'s reference to Tin Can Hill as an area for immediate residential development.
- During the Design Yellowknife charrette process several redevelopment concepts were developed for the area. Participants and the Committee focused on future development on lands between Tin Can Hill and Con Mine.
- The transportation study indicates that over the long-term, the compact growth scenario will require a linkage through Tin Can Hill or Rat Lake to alleviate traffic congestion from Franklin Avenue and the Downtown as well as to provide access to the new development in the Tin Can Hill / Con Mine Area.
- The City has had ongoing discussions with Newmont Mining and MACA regarding the remediation of the Con Mine and transfer to the City. The City is working with Newmont Mining toward having portions of such lands remediated to a residential standard to allow for future development.

### c) Sustainability Impacts

- The preservation of a larger area of Tin Can Hill will direct the City to place greater emphasis on development intensification and revitalization. If this approach is followed, without “leap-frog” development to other greenfield sites, the infrastructure deficit would be reduced, active transportation modes would increase, and more open space would be preserved.
- The Tin Can Hill area is a well-utilized recreational area which adds to the quality of life of Yellowknife citizens.
- The redevelopment of the Con Mine Site will demonstrate the “smart” and responsible utilization of brownfield lands.
- The establishment of the Northern Science and Technology Centre will provide territorial leadership in terms of environmental stewardship, geosciences, and climate change.

## 4.11 CON MINE/TIN CAN HILL DEVELOPMENT SCHEME

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Pursue the rezoning of Tin Can Hill to PR-Parks and Recreation in conjunction with a development scheme which details trail development standards, amenity features, viewpoints, waterfront access, parking and recreational docking areas.	2011	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Planning &amp; Development</li> <li>• Community Services</li> </ul>	\$15,000
2. Survey and construct trails and amenity features for the Tin Can Hill and Con Mine Area subsequent completion of rezoning and development scheme.	2013	<ul style="list-style-type: none"> <li>• Community Services</li> <li>• Public Works</li> <li>• Planning &amp; Development</li> </ul>	\$750,000
3. Reflect the new zoning and development strategy for Tin Can Hill in the updated <i>General Plan</i> .	2010	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
4. Address or mitigate conflicts between pedestrians and snowmobiles through signage identifying joint-use versus pedestrian-only trails.	2010	<ul style="list-style-type: none"> <li>• Community Services</li> <li>• Public Works</li> </ul>	\$20,000
5. Consider options for roadway access to School Draw Avenue and/or 52nd Avenue subsequent construction of a Taylor Road extension and traffic demand pressures in the Downtown and Franklin Avenue.	2011	<ul style="list-style-type: none"> <li>• Public Works</li> <li>• Planning &amp; Development</li> </ul>	\$500,000 to \$1,000,000
6. Secure an anchor tenant for the Northern Sciences and Technology Centre on the Con Mine site.	By 2012	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Economic Development</li> </ul>	No direct cost
7. Commence a detailed feasibility analysis of developing the Taylor Road Extension and Con Mine area for residential development. Design with potential use of the Con Mine shafts for geothermal heating. At the same time address the best means of servicing the area with infrastructure (i.e. School Draw versus Con Road).	Beyond 2015	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• Community Services</li> </ul>	\$20,000



Photo Credit: Jiri Hermann

## 4.12 HERITAGE PRESERVATION INITIATIVE

**Promote the preservation of heritage and culture with an emphasis placed on restoration of buildings and sites which reflect Yellowknife’s neighbourhood character, promote tourism, and encourage revitalization.**

### a) Background

- Old Town has been identified as the historic district of the City with a large number of landmark buildings. The Hudson’s Bay Building is one of the oldest commercial buildings in the city which retains the potential to display the original heritage character. What is lacking is a viable use for the building that would serve to initiate restoration and assist in preservation.
- The Heritage Committee has designated or recognized a few heritage buildings in the city, some of which are unoccupied. Investment is required to restore and preserve Yellowknife’s original buildings if the City is serious about retaining some of its architectural heritage. The restoration of the Hudson’s Bay building could serve as a model for the City to initiate other restoration initiatives such as the Giant Mine town site.
- Despite most provincial jurisdictions having legislation dealing with designation and preservation of heritage properties, the Northwest Territories is lacking such legislation.

### b) Current Status

- The City of Yellowknife Heritage Committee has pursued the designation of various heritage properties and buildings throughout the city. The Committee adopted a new bylaw for designation and restoration in 2009.
- The Smart Growth Committee adopted an incentive framework for restoration of heritage buildings consisting of a tax abatement of up to \$50,000.
- The Hudson’s Bay Building in Old Town was explored by the Committee as a model heritage restoration project. Architectural restoration renderings were provided which addressed interior and exterior restoration and potential end uses. The building is unoccupied and owned by Homes North and has been utilized by the Aurora Arts Society as a workspace.

### c) Sustainability Impacts

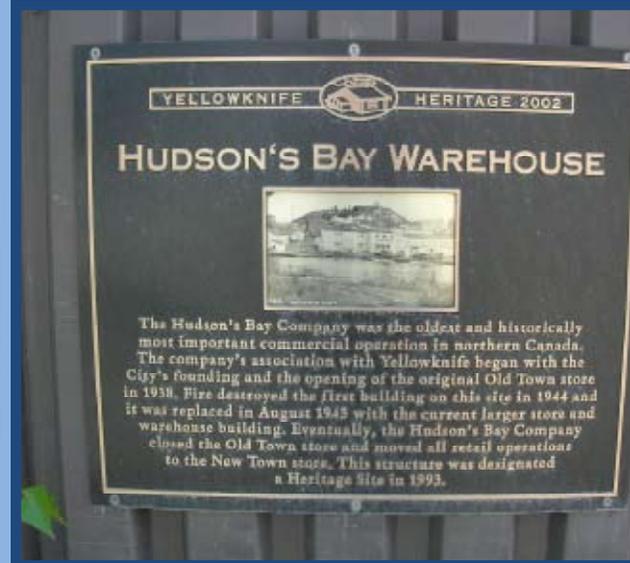
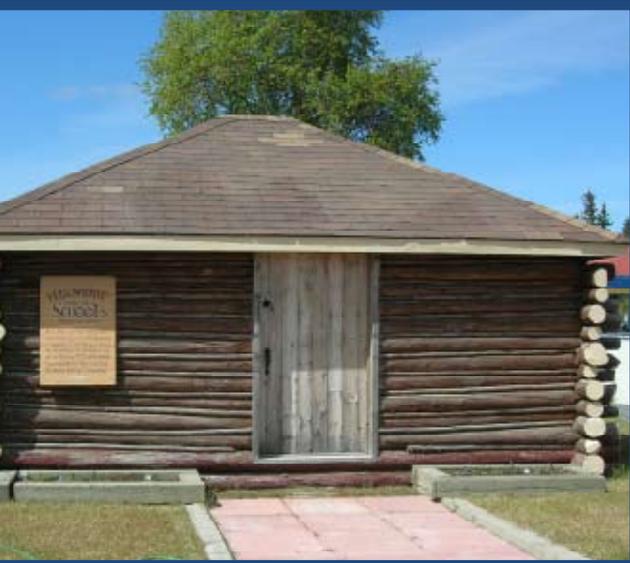
- The preservation and recognition of Yellowknife’s heritage is essential to maintaining Yellowknife’s culture and identity.
- Through restoration and revitalization, heritage preservation initiatives are a “smart” use of existing resources.
- Heritage districts and historic buildings and sites increase tourism and economic revitalization.

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Promote the Heritage Restoration Incentive and Guidelines through the Heritage Committee and Smart Growth promotion campaign.	2010-2015	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Planning &amp; Development</li> <li>• Heritage Committee</li> </ul>	Dependent on program uptake, \$20,000

## 4.12 HERITAGE PRESERVATION INITIATIVE

<p>2. Develop a business case for the heritage restoration of the Hudson Bay Building in Old Town with potential end-uses suitable to the character of the building and neighbourhood. Report shall include:</p> <ul style="list-style-type: none"> <li>i. Zoning and building code issues;</li> <li>ii. Energy efficiency;</li> <li>iii. Suitable permanent use(s);</li> <li>iv. Restoration options to reflect original character; and</li> <li>v. Funding sources (private and public).</li> </ul>	<p>2011-2012</p>	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Heritage Committee</li> <li>• Property Owner</li> <li>• Potential Tenants</li> </ul>	<p>Construction costs unknown at this time</p>
<p>3. Lobby the GNWT to establish the necessary legislation dealing with the designation and preservation of heritage properties in the Territories.</p>	<p>2011</p>	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Heritage Committee</li> </ul>	<p>No direct cost</p>
<p>4. Work with the Downtown Enhancement Committee to development architectural guidelines which promote Yellowknife's culture and heritage.</p>	<p>Ongoing</p>	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Heritage Committee</li> <li>• DEC</li> </ul>	<p>No direct cost</p>



## 4.13 AFFORDABLE HOUSING

### Increase the provision of affordable housing by providing creative options and “smart” development opportunities.

#### a) Background

- The housing affordability challenge in Yellowknife has become more apparent over the past decade, however coming up with a practical definition and target group for affordable housing has proved to be a challenge.
- In 2009-10 the City, NWT Housing Corporation, and Canada Mortgage and Housing Corporation hosted a series of Focus Groups to discuss affordable housing issues in the City. A report entitled Creating Housing Affordability for Yellowknife was produced which specified six recommendations.

#### b) Current Status

- Although the percentage of home ownership to rental has increased from 1996 (50%) to 2008 (56%), home ownership in Yellowknife is still significantly below the national average of 69% (2008).
- The average cost of a dwelling unit in Yellowknife 2006 was \$302,750 compared to \$226,909 for the NWT and \$276,095 for Canada.
- The affordable housing report demonstrates a shortage of affordable housing availability in Yellowknife across the entire spectrum (government subsidized, non-market housing, and market housing). This is reflected by the percentage of the various target groups spending more than 30% of income on housing.

#### c) Sustainability Impacts

- The provision of affordable housing will increase the competitiveness of Yellowknife to attract residents.
- Increased home ownership creates a stronger sense of community and property stewardship.
- The provision of affordable housing is a central factor in reducing the cycle of poverty and addressing social issues.

#### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Pursue the recommendations in the Creating Housing Affordability for Yellowknife report: <ol style="list-style-type: none"> <li>Strike an affordable housing committee;</li> <li>Define what “affordable housing” means in Yellowknife context;</li> <li>Create an affordable housing organization;</li> <li>Pursue development of opportunity sites;</li> <li>Utilize the “tools” to create affordable housing; and</li> <li>Develop an engagement strategy.</li> </ol>	2010	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• City Council</li> <li>• CMHC</li> <li>• NWT Housing Corporation</li> <li>• NWT Construction Assoc.</li> <li>• Harbour Planning Committee</li> </ul>	\$20,000 - \$30,000

## 4.13 AFFORDABLE HOUSING

2. Continue to foster a spirit of cooperation with respective housing organizations.	Ongoing	<ul style="list-style-type: none"> <li>• City Council</li> <li>• CMHC</li> <li>• NWT Housing Corporation</li> </ul>	No direct cost
3. Promote the Residential Intensification Incentive to diversify availability of housing choices with respect to type and location.	2010	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• City Council</li> <li>• CMHC</li> <li>• NWT Housing Corporation</li> </ul>	\$100,000 seed money (organization)
4. Explore options for alternative housing designs appropriate to various neighbourhoods in the city (e.g. secondary suites, flex-housing, and laneway housing, etc.).	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	No direct cost
5. Work with developers to increase land assembly and infrastructure servicing efficiencies to minimize costs passed on to homebuyers.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Public Works</li> <li>• NWT Housing Corporation</li> </ul>	\$10,000
6. Work with developers and citizens to establish a process for identifying and mitigating NIMBY concerns which are preventing realization of affordable housing opportunities.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	Included in 4.5(8)
7. In addition to the six opportunity sites presented and discussed in the report, conduct a thorough analysis of lands throughout the city to identify other residential opportunity site suitable for providing affordable housing.	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> </ul>	Included in #5 and 4.5(8)
8. Establish practical and measurable targets for increasing the proportion of home ownership to rental units (e.g. 60% ownership to 40% rental by 2020).	2011	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• CMHC</li> <li>• NWT Housing Corporation</li> </ul>	No direct cost
9. Work with the Yellowknife Harbour Committee to consider the establishment of a regulatory system and permitting process for floating homes in the Yellowknife Bay Area.	2012	<ul style="list-style-type: none"> <li>• Planning &amp; Development</li> <li>• Harbour Planning Committee</li> <li>• CMHC</li> <li>• NWT Housing Corporation</li> </ul>	Cost unknown at this time
10. Work with Canada Mortgage and Housing Corporation (CMHC), Northwest Territories Housing Corporation (NWT HC), and the NWT Construction Association to construct a net-zero energy house (e.g. CMHC's Equilibrium House) in the City to demonstrate and build capacity around innovative energy in the North.	2011/2012	<ul style="list-style-type: none"> <li>• CMHC</li> <li>• Planning &amp; Development</li> <li>• NWT Housing Corporation</li> </ul>	Cost unknown at this time

## 4.14 ECONOMIC DEVELOPMENT

### **Create a prosperous community with affordable living based on economic diversification and the mobilization of Yellowknife's unique assets and resources.**

#### **a) Background**

- With the recent closure of both Con Mine and Giant Mine the City of Yellowknife has been impacted by a significant decrease in tax revenue. While this decline has been offset by the growth of the diamond mining industry in the 1990s, it is not clear whether this industry expansion will be sustained.
- The City's long-term debt (principal) has been reduced by nearly 50% over the past five years (\$6.3 million to \$3.2 million) and is projected to decline to under \$500,000 by 2020. However according to the *Infrastructure Needs Assessment Report* commissioned in 2006, the City has a forecasted infrastructure gap of approximately \$61 million, projected to increase to \$74 million by 2016.
- Tax increases have ranged between 2.98% to 5.7% over the past four years (2007-2010), while assessment growth has ranged between 1.1% and 2.6% over the same period. Addressing the City's infrastructure deficit while maintaining its long-term debt reduction plan cannot assume a reduction of taxes without recognizing increased operational efficiencies, alternative revenue sources, and/or increased growth assessment.

#### **b) Current Status**

- In 2009 City Council adopted the Development Incentive Program (Bylaw 4534) which offers tax abatements to targeted areas of the City for five key redevelopment initiatives: residential intensification, industrial relocation, Leadership in Energy and Environmental Design (LEED), brownfield remediation, and heritage preservation.
- The City utilizes performance indicators into the annual budget review process for each department.

#### **c) Sustainability Impacts**

- A strong local economy will build capacity amongst Yellowknife's labour force and sustain the quality of life of residents.
- Economic diversification will mitigate the cyclical impacts of the mining sector on Yellowknife's economy, thereby improving its stability and sustainability.
- Reduction and elimination of the City's long-term debt and infrastructure gap will provide greater flexibility and strategic investment opportunities to improve quality of life.

## 4.14 ECONOMIC DEVELOPMENT

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Work with the Chamber of Commerce to explore taxation models such as Business Improvement Districts and Tax Increment Financing that would allow the business community to have greater control in the revitalization of their neighbourhood (i.e. Downtown or Old Airport Road).	2011	<ul style="list-style-type: none"> <li>Corporate Services</li> <li>Economic Development</li> <li>Planning &amp; Development</li> </ul>	\$10,000
2. Commission a report to identify opportunities for user-fee structures or alternative revenue sources.	2011	<ul style="list-style-type: none"> <li>City Council</li> <li>Economic Development</li> <li>Corporate Services</li> </ul>	\$25,000
3. Maximize the utilization of government grants for City infrastructure projects and studies by increasing staff resources for identifying projects, sourcing grant opportunities, and preparing grant applications.	2011	<ul style="list-style-type: none"> <li>Economic Development</li> <li>City Departments</li> </ul>	\$50,000
4. Establish the Terms of Reference and create a Committee of Council to pursue the establishment of the Northern Sciences and Technology Centre in the Con Mine site.	2011	<ul style="list-style-type: none"> <li>City Council</li> <li>Economic Development</li> <li>Corporate Services</li> <li>Planning &amp; Development</li> </ul>	\$20,000
5. Establish targets to reduce the infrastructure deficit, including annual metrics and policies which can be incorporated into the budget process to measure deficit reduction and achieve goals.	2011	<ul style="list-style-type: none"> <li>Corporate Services</li> </ul>	Budgetary impacts unknown at this time.
6. Work with the Chamber of Commerce and Yellowknives Dene First Nation to identify local and regional economic opportunities and to create a long range economic development plan. Lobby the Government of the Northwest Territories to encourage greater investment in the City and surrounding region.	2012	<ul style="list-style-type: none"> <li>City Council</li> <li>Economic Development</li> <li>Corporate Services</li> </ul>	No direct cost
7. Encourage tax assessment growth by pursuing “smart” infrastructure investment opportunities which are likely to encourage private sector investment in targeted areas.	2012	<ul style="list-style-type: none"> <li>City Council</li> <li>Corporate Services</li> </ul>	Budgetary impacts unknown at this time.
8. Quantify savings generated to General Fund by adjusting the policies of the Land Development Fund [see Strategy 4.6 (1)], and utilize these savings to assist in reducing the existing infrastructure deficit.	2012	<ul style="list-style-type: none"> <li>Planning &amp; Development</li> <li>Corporate Services</li> </ul>	Budgetary impacts unknown at this time.

## 4.15 MONITORING AND MEASUREMENT

**Establish a short and intermediate term monitoring and measurement process to evaluate the implementation and achievements of the *Plan*.**

### a) Background

- Performance measures and indicators are widely used by organizations to measure the achievement of a specific purpose. Properly constructed and applied indicators can be used to evaluate, control, motivate, budget, celebrate, learn, and improve the operations of an organization.
- Smart growth indicators have been established by municipal and regional governments as a tool to measure growth impacts over time with a target of achieving “smarter” patterns of growth.

### b) Current Status

- The Plan provides 13 implementation strategies (excluding this one) with approximately 100 specific recommendations. The *Plan*'s success will be determined by putting these recommendations into action and making appropriate adjustments over the short (annual) and intermediate (i.e. 5 year periods). The average cost of a dwelling unit in Yellowknife 2006 was \$302,750 compared to \$226,909 for the NWT and \$276,095 for Canada.
- The City employs performance measures across the various departments as part of the annual budget process. The Planning and Development Department currently applies measures for items relating to permit approval, land sales, and LDF revenue.
- The City is currently embarking on a *Community Strategic Plan* and a *General Plan* review which will provide the opportunity to further refine existing performance measures in line with the Plan.

### c) Sustainability Impacts

- Annual reports to Council will ensure accountability in terms of implementing the recommendations of the *Plan* and allow for informed adjustments where necessary. Updated departmental performance measures will assist in evaluating targets and informing budget process, and smart growth indicators will assist in guiding the sustainable growth of Yellowknife.

### d) Implementation Framework

Recommended Actions	Schedule	Responsibility	Financial
1. Produce an annual report to Council to monitor the progress of the implementation strategies and recommendations of the Plan.	2010	• Planning & Development	No financial impact

## 4.15 MONITORING AND MEASUREMENT

<p>2. Establish smart growth indicators in conjunction with the Community Strategic Plan and the <i>General Plan</i> review. Areas for consideration include:</p> <ul style="list-style-type: none"> <li>i. <i>Population Growth</i> - measures population growth, age breakdown, household size, migration patterns.</li> <li>ii. <i>Economic Development</i> - measures the health of the local economy through number of business licenses issued, building permit revenues, tax revenue, employment levels, earning income levels, and poverty information.</li> <li>iii. <i>Land Preservation</i> - measures lands designated and protected by the City and regional governments from development, distance between green spaces, distance of residential areas to open space, and amount of green space per 1000 residents.</li> <li>iv. <i>Infrastructure</i> - measures the status of the infrastructure deficit, expansion of existing infrastructure (roads, water and sewer, sidewalk, trails), comparison with economic development indicators.</li> <li>v. <i>Heritage and Culture</i> - measures heritage designated properties, heritage buildings which are vacant/underutilized/in disrepair, public art works projects approved, number of annual events.</li> <li>vi. <i>Transportation</i> - measures modal splits, transit ridership, vehicle registrations, kilometers of roadway to sidewalks/registered trails, congestion analysis, and number of parking spaces per developed area.</li> <li>vii. <i>Housing</i> - measures breakdown of unit types, new housing construction, ownership to rental, housing to job ratios, residential sales, vacancy rates, and housing affordability.</li> <li>viii. <i>Land Utilization</i> - measures development densities, vacant lands, brownfield lands, location of recent development approvals, and land use mix.</li> <li>ix. <i>Building and Development Innovation</i> - Measures average rating for new housing and building construction (Energuide for New Housing Construction and Model National Energy Code for Buildings), and number and rating of LEED developments approved.</li> </ul>	<p>2010</p>	<ul style="list-style-type: none"> <li>• City Council</li> <li>• Planning &amp; Development</li> <li>• Corporate Services</li> <li>• Economic Development</li> </ul>	<p>\$20,000</p> <p>Can be partially incorporated into <i>General Plan</i> review and Community Strategic Plan reports. Other areas developed through further consultation and beta-testing - \$20,000.</p>
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## LIST OF ACRONYMS

DEC – City of Yellowknife’s Downtown Enhancement Committee

CanNor - Canadian Northern Economic Development Agency

CPTED – Crime Prevention through Environmental Design

CMHC – Canada Mortgage and Housing Corporation

EGNH-80 – Energuide for New Homes with 80 Rating

FCM – Federation of Canadian Municipalities

GHGs- Green House Gas Emissions

GNWT – Government of the Northwest Territories

INAC – Indian and Northern Affairs Canada

LDF – City of Yellowknife’s Land Development Fund

LEED – Leadership in Energy and Environmental Design

LEED NC – LEED for New Commercial Development

LEED ND – LEED for Neighbourhood Developments

LOS – Level of Service

MACA – Municipal and Community Affairs of the GNWT

NIMBY – Not in my Backyard

NWT – Northwest Territories

NWTHC – Northwest Territories Housing Corporation

TOD – Transit Oriented Development

YKDFN -Yellowknives Dene First Nation