



YELLOWKNIFE HARBOUR PLAN

STAGE 1 - BACKGROUND REPORT & IMPLEMENTATION STRATEGY: **VISION & FRAMEWORKS**

FINAL REPORT MAY 2012

The Harbour Plan is carried out with funding assistance of the Canadian Northern Economic Development Agency



Canadian Northern Economic
Development Agency

Agence canadienne de développement
économique du Nord

The Planning Partnership

in association with

Avens Associates LTD • W.F. Baird & Associates • Plan B Natural Heritage • Thompson Dorfman Sweatman LLP

Executive Summary

Yellowknife Bay, extending from the mouth of the Yellowknife River south to the municipal boundary, is an invaluable community resource for Yellowknife area citizens. It provides residents and visitors with year-round opportunities for recreation, tourism, transportation, and economic development, all the while remaining an important cultural and ecologically sensitive area. As the City continues to grow and develop, the impacts on the harbour have increased including more boats, floatplanes, float-homes, motorized and non-motorized forms of recreation, and shoreline development.

While significant planning efforts have been made over the years on shoreline and waterfront issues in the Yellowknife Bay, the need for a holistic Yellowknife Harbour strategy has become increasingly apparent. With the overlapping jurisdictional interests – Federal, Territorial, Yellowknives Dene First Nation, and the City – there is no clear vision, framework, or coordinated efforts for regulating activities or development. It is in this context that the City, other levels of government, and community stakeholders, committed to the development of the Yellowknife Harbour Plan (the Plan).

The Plan was initiated in 2009 with funding support from the City and the Canadian Northern Economic Development Agency (CanNor). In early 2010, City Council adopted the Plan's Terms of Reference and thereafter appointed the seventeen (17) member Yellowknife Harbour Committee. The purpose of the Committee was to facilitate the interests of the various governmental bodies to assist the City in formulating policies, concepts, and strategies relating to a regulatory framework and vision for the Yellowknife Bay. Later that year, a consulting team consisting of planners, landscape architects, engineers, and ecologists, led by The Planning Partnership was appointed to work with the Committee and Administration to develop the Plan.

Over the past few years, the project team conducted significant field research and public consultation. Public input was received through two workshops in Yellowknife and one workshop in Dettah held in 2010, as well as several open houses and focus group sessions in 2011. An Ipsos Reid telephone survey, consisting of a random sampling of 400 Yellowknife residents, was also conducted in 2011, to measure broader public opinion on a number of key issues. In 2012, the City posted a draft version of the Plan on its website and gathered significant public feedback which resulted in further Plan amendments recommended by the Committee. Primary concerns heard throughout the consultation process include the need for:

- Greater intergovernmental and stakeholder cooperation on the jurisdiction of the Yellowknife Harbour;
- Improved public accessibility to the waterfront, including addressing the private occupation of public lands;
- Increased safety and greater awareness and delineation of potentially conflicting activities including floatplanes, boats, motor vehicles, and non-motorized recreation;
- Moorage areas for float-planes and small boats as well as shallow boat launches/storage areas for canoes and kayak;
- Improvement and maintenance to existing parks and development of new parks and trails;
- Protection of the character and heritage of Old Town;

- A clear and consistent strategy to address informal settlements on land and water which takes into consideration community character, zoning, taxation, servicing housing affordability, safety, and the environment; and
- That all forms of design incorporate Crime Prevention through environmental design principles.

In building on the foundation of background research and public input, the Plan was structured into six guiding frameworks and an implementation strategy resulting in 43 recommendations summarized below. The Harbour Planning Committee has given careful consideration to these recommendations and noted that considerable resources and time are required for implementation.

Natural Heritage

1. Direct high use activities and development to less sensitive areas or disturbed sites with restoration/enhancement potential.
2. Develop and implement policies, site control measures, monitoring and impact contingency measures to protect groundwater and surface water quality.
3. Integrate sustainable stormwater management practices into existing and new development areas.
4. Require erosion/siltation control plans for new developments adjacent to shorelines, wetlands, and watercourses.
5. Develop and implement management plans for ESA's to guide development and recreational activities and protect sensitive areas.
6. Promote through education and enforce regulations to mitigate potential water quality impacts generated by Harbour users.

Parks & Open Space

1. Develop/recognize major green spaces as key destinations/nodes on the waterfront.
2. Identify ice parks for programming of winter activity.
3. Enhance existing/develop new parks along the waterfront.
4. Reinforce the shoreline enhancement zone.
5. Restrict leases for private use of public waterfront land between Tin Can Hill and the ski club.

Trails

1. Develop three primary trails: Mine to Mine, Harbour Trail, and Yellowknife Bay Trail.
2. Develop key connecting trails to link the lakes, the Harbour Trail, and the Mine-to-Mine Trail.
3. Explore opportunities for a small-scale ferry/water taxi service between Old Town and Jolliffe Island.
4. Develop a strategy to clearly mark and promote awareness of the ice roads/winter connections on Yellowknife Bay.
5. Develop a comprehensive trail wayfinding/signage strategy.
6. Establish an operating budget to ensure trails are well maintained.

Executive Summary

Arts, Heritage, Tourism & Culture

1. Designate Old Town as an Arts and Culture District.
2. Develop Jolliffe Island as a Heritage park.
3. Undertake a Public Art Strategy.
4. Enhance the programming of festivals and events year-round.
5. Incorporate environmental and heritage interpretive information on the three main trails.
6. Enhance the identity of the cultural centres and reinforce the links among the centres.
7. Support/develop interpretive information at Giant Mine and Con Mine.
8. Establish an award program to celebrate and recognize local excellence in the arts, culture and architecture.

Harbour Uses

1. Undertake a market analysis to evaluate whether a marina could be supported.
2. Optimize docking in Old Town.
3. Develop a docking area along the public lands adjacent to Morrison Drive.
4. Implement a moratorium on all new float homes. Define a float home zone. Adapt safety and building standards for float homes. Explore long-term development of a marina-based float home community.
5. Provide deep draft boat launches. Provide boat launches for shallow draft boats. Remove the current boat launches in Old Town.
6. Provide canoe and kayak storage.
7. Enhance the management of the Harbour.
8. Develop a mechanism to improve education and safety of harbour users and awareness of and cooperation with others.
9. Work with commercial and private plane operators to more clearly delineate the aerodrome and its limits.

Neighbourhoods & Districts

1. Develop a planning framework, supported by character area-specific design guidelines, to shape change in neighbourhoods and districts according to the three categories on the Guiding Frameworks plan.
2. Prepare comprehensive plans for large scale areas for redevelopment.
3. Prepare urban design guidelines for Old Town.
4. Enhance the streetscapes in Old Town.
5. Prepare a strategy for the evolution of informal settlements on public land in Old town, including development concepts, tenure options, and planning/development controls.

Implementation

1. Assign senior City administrator to head up City led Harbour Agency and oversee coordination of the Plan's phased implementation.
2. Establish interdepartmental harbour Agency and initiate formation of intergovernmental Harbour advisory groups.
3. Initiate consultation with Federal, GNWT, and YKDFN on the terms of the MOU(s).

4. Undertake periodic review (every 5 years) of the Harbour Plan and its implementation.

With regards to implementation, it is worth highlighting that central to the Plan's success is the resolution of jurisdictional complexities around the regulation of uses and activities within the Harbour. In this regard, a variety of harbour management models — based on national and international case studies — were examined, each varying in terms of controlling authority, governance structures, mandates, and administration. From these management models, and consultation with various levels of government and stakeholder representatives, a municipal-led harbour management approach is recommended for Yellowknife. This approach recognizes the City's inherent understanding of the harbour issues and its established capacity to oversee implementation of many of the land use and development-related components of the Plan. Key elements of this approach include:

1. Establishing a Memorandum of Understanding between the City and various levels of government, including YKDFN, Territorial and Federal counterparts regarding the regulation of the Yellowknife Harbour;
2. Creating a specialized municipal-led agency, facilitated by City Administration, and a Harbour Advisory Committee to advise the Harbour Agency, as it implements the Plan through the development of new regulations and negotiations with upper levels of government on jurisdiction; and
3. Establishing a clear mandate focused on implementing the objectives and recommendations of the Plan.

Significant public input was received at all stages of the Harbour Plan's development and the Harbour Planning Committee spent considerable time reviewing public input and revising the report to optimize public expectations. Given the scope of the Plan it is evident that implementation will need to occur over an extended period of time (i.e. 20 years) and that ongoing prioritization of tasks will occur. As a result of public input and resources the Committee recommended five priority tasks for immediate implementation:

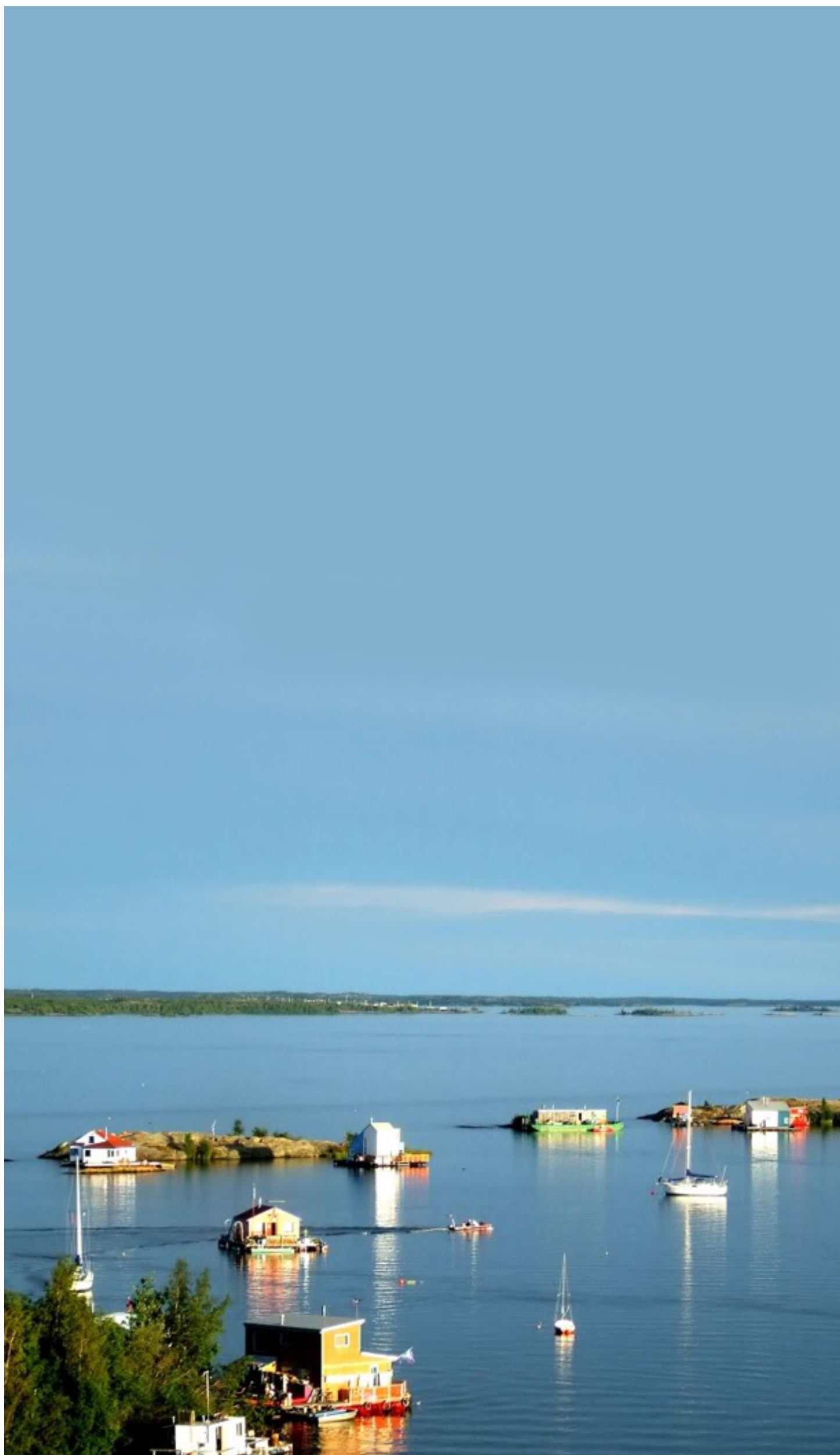
1. Pursue the feasibility of a Giant Mine Marina Site concurrently with exploring Mosher Island as an alternate marina site;
2. Establish a memorandum of understanding, seek jurisdiction over the Yellowknife Harbour (lake bed Great Slave Lake within the municipal boundaries);
3. Pursue a Float Plane/small Boat Marina at the proposed Back Bay site on Latham Island;
4. Seek municipal tenure to the DFO property (the government dock: Lot 10, Block A, Plan 3801) and clean it up; and
5. Maintain and upgrade the existing parks (upgrades to include amenities and appropriate lighting). The City should focus its efforts on the following sites in the short-term: Pilot's Monument, Wiley Road parcel, Otto Drive Park, and the Rotary Park

These five recommendations were adopted by Council and will allow Administration to pursue a number of initiatives over the next 12-18 months while the balance of the Harbour Plan is considered for implementation.

Executive Summary

Clearly the recommendations identified in the Plan have implications on the City's capital and operating budgets, and some complex policy and legislation matters will require resolution before certain initiatives can proceed. It is essential that the City strategically identify, scale, and schedule projects in a practical manner. The key trigger for success in implementation of a new framework to guide use on and along the Harbour is first and foremost, political will. The City must champion change and set the precedent for the quality and character of development. The public sector has to lead by showing an obvious commitment to change by investing in high quality public spaces and facilities.

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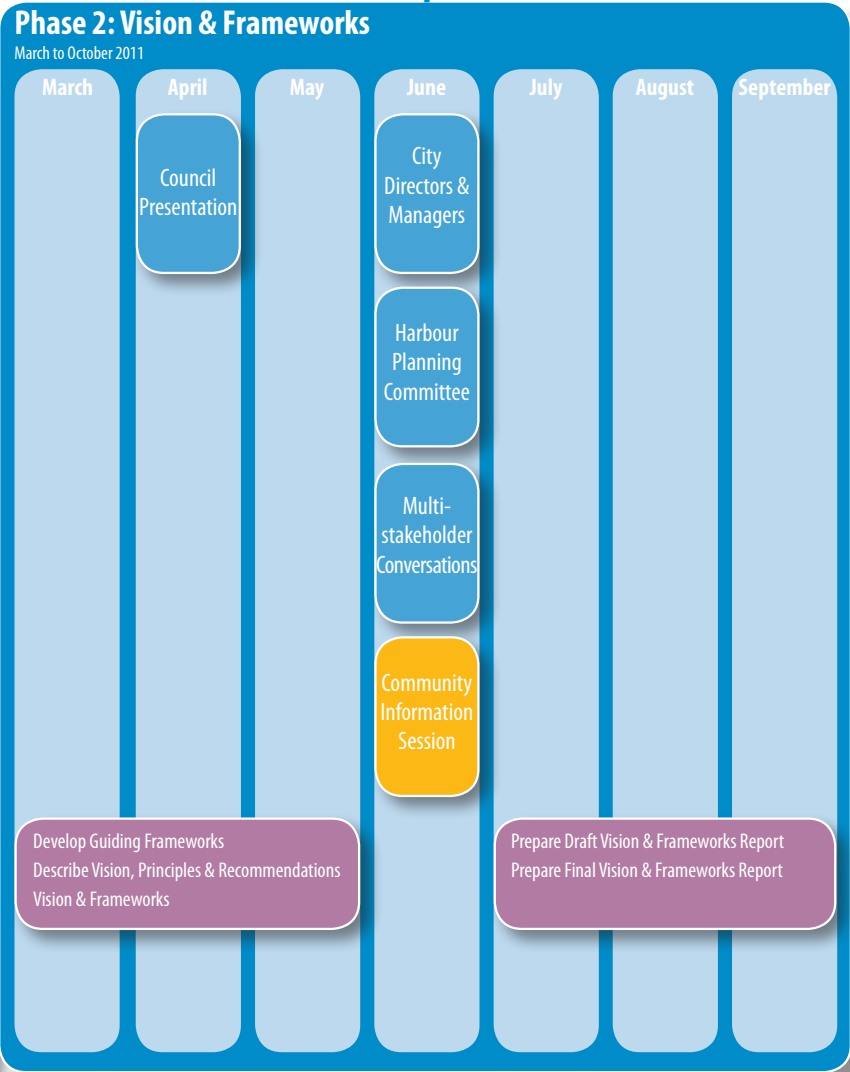
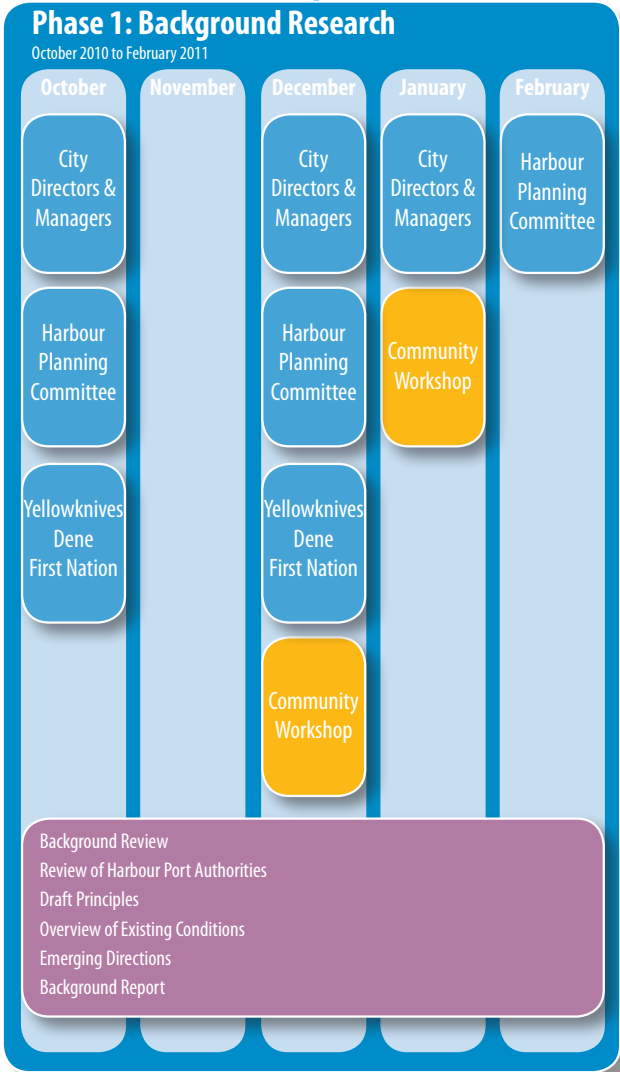
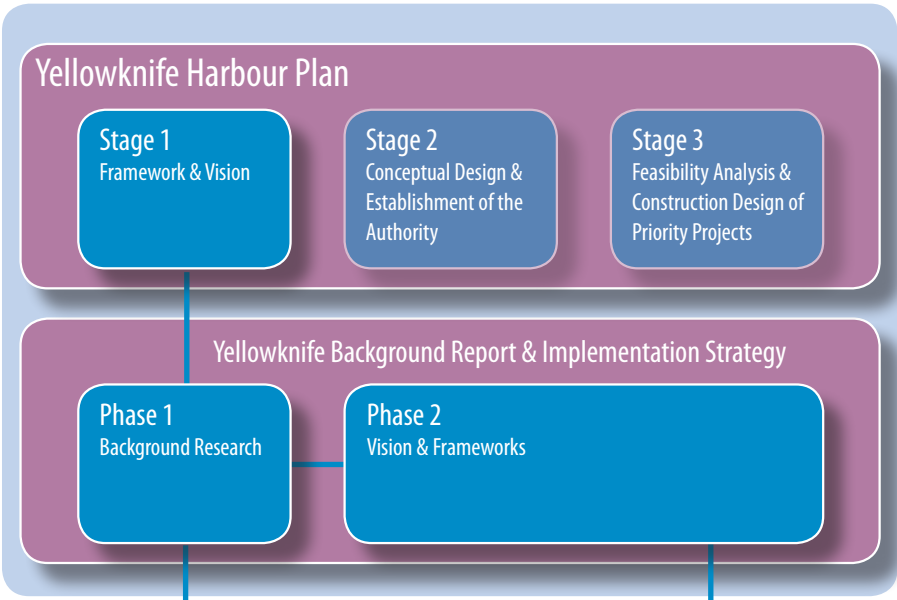
Introduction

This report describes the vision and recommendations for Yellowknife Harbour. It is a companion to the Phase 1 Background Report (February 2011). The Phase 2 report develops the key directions described in the Background Report based on the extensive input received through the multi-stakeholder conversations and the community information sessions held in June 2011.

Study Purpose

The purpose of the Yellowknife Harbour Planning Study is to develop a vision and implementation strategy for a well-managed and better-regulated Yellowknife Harbour. The control of development and activity within the Harbour will occur within the context of enhancing the potential for economic development, and the protection of natural and cultural heritage resources.

This is the first of a three-stage project to create an overseeing authority to regulate development. Following completion of the Stage One Background Report and Implementation Strategy, Stage Two will focus on the conceptual design and establishment of the overseeing authority. Stage Three will be the feasibility analysis and preliminary design of priority projects.





Study Area

Study Area

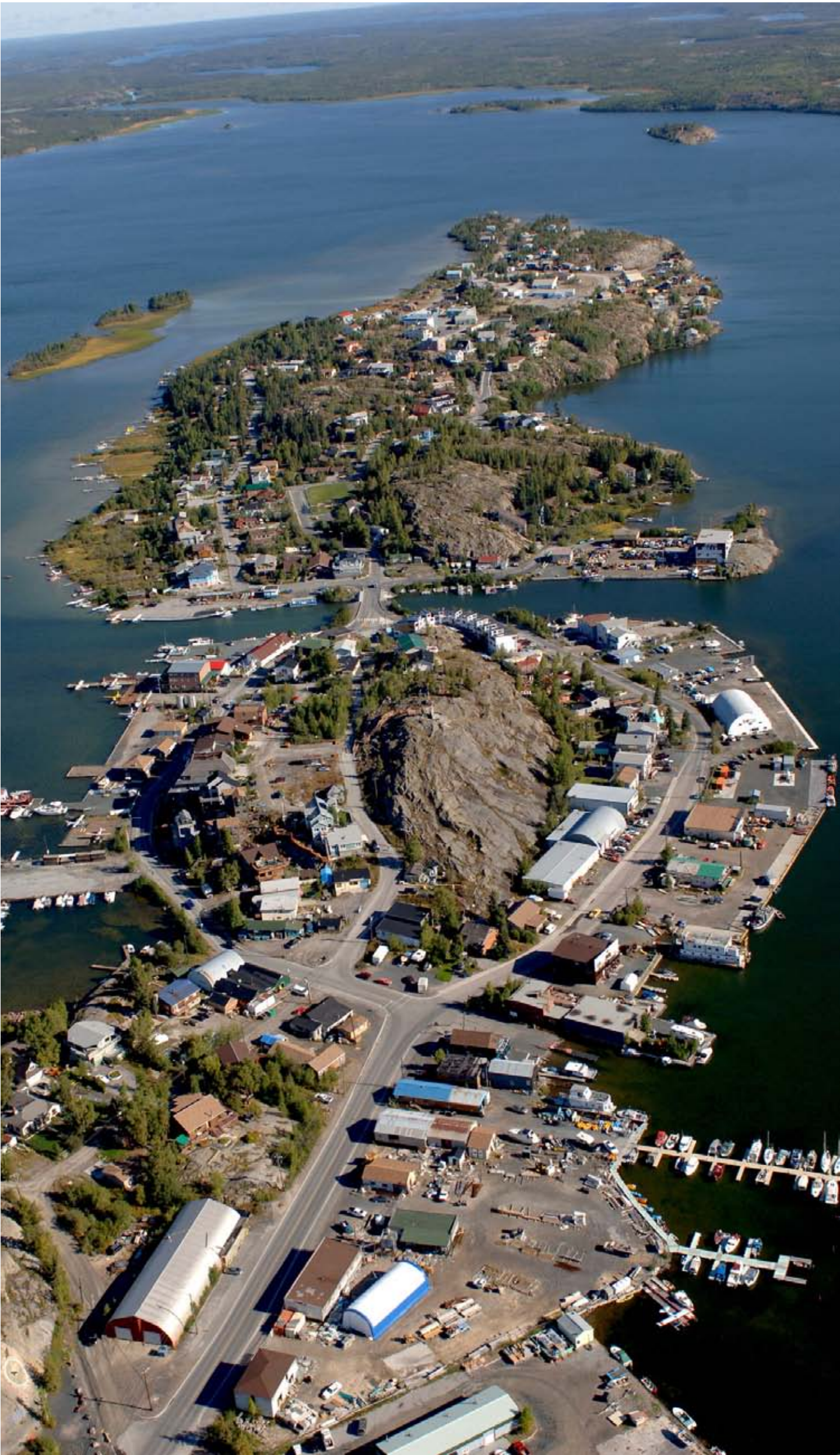
The Study Area is illustrated on the previous page outlined in white. The Study Area extends from the mouth of the Yellowknife River in the north, encompassing the entire shoreline (including Latham Island, Back Bay and Jolliffe Island) to the southernmost boundary of the City of Yellowknife. The Study Area also encompasses Dettah.

The study area encompasses the entirety of the Yellowknife Bay area, but focuses on the following priority areas:

- Yellowknife River*
- Giant Mine Town Site*
- Back Bay*
- Latham Island (incl. Ndilo)*
- Jolliffe Island*
- Old Town Boat Launch*
- Woodyard to Rotary Park*
- Mosher Island*
- Con Mine Town Site*
- Negus Point*
- Dettah*



Old Town



Aerial view over Old Town looking north east

2 Consultation

The Yellowknife Harbour Plan was prepared within the framework of three primary consultation events where all of the stakeholders were invited to collaborate with the team to review the work in progress. During preparation of the Phase 1 - Background Report, the team visited Yellowknife three times, each for several days, to enable focused working sessions on this project. During Phase 2 - Vision & Frameworks, the team visited Yellowknife for meetings with the City Directors and Managers and Harbour Planning Committee. In addition, the team conducted several multi-stakeholder conversations and had two community information sessions.

Summary of Consultation through Phase 1

The team met with City Council and MLAs on October 28, 2010 to introduce the team and describe the scope of work.

Four working sessions were held in Phase 1 with **City Managers and Directors**:

- October 28, 2010 project kick off, confirm scope of the project, discuss opportunities and challenges;
- November 30, 2010 to discuss key assets and challenges, preliminary directions with respect to natural heritage, parks and open space, heritage and culture, boats and planes, neighbourhoods and urban districts, and Harbour management;
- December 2, 2010 to review input received from key stakeholders over the preceding week and to obtain additional input on the preliminary directions; and,
- January 28, 2011 to review the key directions for each of the components of the Harbour Plan.

In Phase 1 the team also met with the **Harbour Planning Committee** twice:

- October 28, 2010 to introduce the team, confirm the scope of work, study area and to discuss opportunities and challenges; and,
- November 30, 2010 to discuss key assets and challenges, preliminary directions with respect to natural heritage, parks and open space, heritage and culture, boats and planes, neighbourhoods and urban districts, and Harbour management.

All of the meetings with the Harbour Planning Committee were open to the public and interested observers.

The team met twice with the **Elders Senate of the Yellowknives Dene First Nation** in Phase 1:

- October 27, 2010 to introduce the team, confirm the scope of work, study area and to listen to stories from the Elders with respect to their concerns regarding use of the Harbour and the adjacent lands; and,
- December 1, 2010 to discuss trails, heritage, culture, and issues/ concerns related to Harbour use.

The team held a public workshop (Drum Dance, Feast and Community Discussion) on January 27, 2011 in Dettah to engage the community in a conversation about preliminary directions of the Harbour Plan.

Two **Community Workshops** were held on December 1 and 2, 2010. The Workshops were advertised and invitations were sent to organized interest groups representing, for example, the arts, heritage, environment and business.

The purpose of the Workshops was to engage the community in a conversation about the Harbour Plan. The Workshops began with a presentation that summarized:

- Key assets to leverage;
- Key challenges to overcome; and,
- Preliminary directions with respect to natural heritage, trails and open space, arts, heritage and culture, boats and planes, neighbourhoods and districts.

Following the presentation, the team invited participants to join one of three table groups for a focused conversation on:

- Trails, Open Space and Natural Features;
- Neighbourhoods and Urban Districts; and,
- Boats and Planes.

Both Workshops were very well attended.





Kite Flying in Yellowknife Harbour

Consultation through Phase 2

City Directors & Managers

The City Directors and Managers provided a critical point of reference for the team to provide direction with respect to all aspects of city planning and development. The team met with representatives from:

- City Administration;
- Community Services;
- Corporate Services;
- Economic Development;
- Planning and Development;
- Public Safety; and,
- Public Works.

Two working sessions were held with City Directors and Managers:

- June 14, 2011 to review preliminary directions and Harbour management strategies; and,
- June 30, 2011 to review input received from the two community information sessions.



View looking east across Old Town

Harbour Planning Committee

The City of Yellowknife organized a Harbour Planning Committee to engage stakeholders representing a diverse range of interests in the Study process. The Terms of Reference for the Study directs the team to meet with the Committee three times to gain input on the work as it progresses.

The Harbour Planning Committee is to provide advice and input to the City on the formulation of the Plan which may include, but is not limited to, the following:

- review the relevant planning documents outlined in the Planning Context of the Terms of Reference as well as other relevant legislation and material relating to the feasibility of establishing a Harbour Plan and Commission;
- review and provide feedback on the Terms of Reference for required consulting services;
- review and provide feedback on policies, programs, concepts, strategies, and policies relating to environmental conservation, transportation, tourism and recreation, commercial development, floating homes, and waterfront access;
- participate and assist in organizing and promoting public participation components open houses, workshops, and media announcements;
- collectively or individually, without breach of committee confidentiality, solicit input from various sectors of the community or the public at large, and take a leadership role in promoting the objectives of the Plan; and,
- make recommendations, reached by the consensus of its membership, to the City of Yellowknife Council and Yellowknives Dene First Nation.

The team met with the Harbour Planning Committee on June 14, 2011 to review preliminary directions and Harbour management strategies.

Members of the Harbour Planning Committee

- Shelagh Montgomery, City Councillor, Chair*
- Mayor Gordon Van Tighem , Vice Chair*
- Ted Tsetta, Chief, Yellowknives Dene First Nation*
- Edward Sangris, Chief, Yellowknives Dene First Nation*
- Cathy Alloo, Old Town Business Owner, Public at large*
- Dallas Babuik, Transport Canada*
- John Carter, CEO, Yellowknives Dene First Nation*
- Luke Coady, (GNWT) Industry, Tourism and Investment*
- Pete Cott, Department of Fisheries and Oceans (alternate)*
- Jan Fullerton, Great Slave Cruising Club*
- Kevin Hodgins, Public at Large*
- Anne Lynagh, Floating Home Representative*
- Gordon Piro, NWT Float Plane Association*
- Doug Ritchie, Ecology North*
- James Sosiak, Great Slave Yacht Club*
- Michelle Swallow, Latham Island Resident*
- Rick Walbourne, Department of Fisheries and Oceans*
- David Wind, City Councillor,(Alternate)*
- Doug Witty, Yellowknife Chamber of Commerce*



Multi-Stakeholder Conversations

The team conducted eleven multi-stakeholder conversations the week of June 27, 2011 with small groups to discuss the preliminary directions, strategies and recommendations for Harbour management. Each conversation had stakeholders representing a broad spectrum of uses/ interests including:

- kayaking;
- canoeing;
- sailing;
- dog sledding;
- float planes;
- cruising ;
- house boating;
- fishing;
- commercial barging;
- neighbourhoods; and,
- business.

Approximately 100 people were invited to join one of 11 small group discussions with two members of the team. Input was received with respect to natural features and trails, development, Harbour management, boats and planes. The following summarizes the input received.



Natural Features/trails

- Aerodrome also used in the winter and may conflict with ice parks.
- Need to balance public use and environmental protection.
- Where possible, needs to be accessible (ie wheelchairs).
- City does not manage Frame Lake Trails.
- Winter trails over ice need to be shown.
- Like the suggestions of new trails.
- Like the idea of an new Ice Road that could link Ndilo with Back Bay to offer an option to using the roads in Old Town in the winter.
- Change the name of Jolliffe Island to Big Spruce Island.
- Is there an opportunity to create a park on Niven Lake in the vacant lot - it would provide a good connection to the waterfront.
- Like the idea of a skating trail.
- Morrison Drive is too buggy - will not be suitable for a boardwalk.
- A public space on the Johnson site should be square, not long and linear.
- Access to Jolliffe Island is needed.
- Need to enforce speed for ski doos using the Ice Road.
- There is no regulation on the Ice Road - it's dangerous.
- Should have a trail along the rock ledge on the east side of the Harbour.
- Skiing and ski doos need different trails.
- Trapping on the trails poses other problems.
- Trails are a marketing opportunity.
- Potential for Ice Road and skating trail side by side.
- Eco-based approach to planning should identify rock outcrops.
- Mine-to-Mine trail should be elevated on the rock where views are great and there are no mosquitoes.
- Jolliffe Island – issues with dog poop, fires, contamination and trash.
- Jolliffe Island – significant bird habitat – marlin, crows, owls and magpies.
- Jolliffe Island – clean up needed but great potential for heritage tours.

Development

- Back Bay community will object to development in Back Bay – they want it left natural.
- Need some recommendations on west side of Back Bay – abandoned housing (this is outside limits?).
- Need to enhance Pilots Monument area.
- Need a more organic plan.
- More realistic in terms of the grand vision.
- People like Old Town the way it is - voted one of Canada's most liveable neighbourhoods.
- Need smaller projects.
- Nothing wrong with the Woodyard - Yellowknifers like it the way it is.
- People will only be concerned with what's in their back yard.
- Pilot's Monument is a neglected opportunity – lots of tourists and no amenities for them.
- City should not be planning for anything on Jolliffe Island - it will revert back to YKDFN.
- Construct storage building on disturbed areas, not wetlands.
- Too many regulations and taxes in Old Town.
- Rotary looking to create an observation tower and pier.
- Infill more lake on water lots to enlarge the potential development areas.
- Consider using Toronto Island as a precedent for the housing community in Old Town.
- The City's by-laws restrict the opportunity to build affordable housing.
- Let the Woodyard evolve into the next generation of housing - consult, include people - have expectations of them, allow them to be part of the solution.
- Facilitate a strategy to transform the Woodyard - have a conversation about the possibilities.
- Tepiola and Malmo are good case studies for alternative housing.
- Need an action plan for development – aim to secure high quality development first so as to position the area for success.
- City should have an Intent Review Panel - to review development applications.
- Need to let Old Town evolve, keep opportunity for self expression.
- Need to reinvigorate the purpose / the reason to come to Old Town.
- Constraints to development include 95sm minimum unit sizes and requirements for sprinklers where 2 units or more – therefore no mid-rise buildings.
- To enable more affordable housing: relax sprinkling requirements under the City's Building By-law No. 4469; allow for 45sm units; and permit detached secondary units.
- Reinforce amenities and destinations in Old Town.
- Property taxes too high due to land values.
- Sidewalks don't have to be parallel to streets.
- Woodyard – allow to evolve in the same way as Ward Island in Toronto.

Boating/Planes

- Concerned that City will just shut down houseboats over time due to concerns about liability.
- User sharing is key.
- Otto Drive boat access is shallow – canoes only.
- The aerodrome between Old Town and Jolliffe Island is in conflict with boating uses. There are issues with planes exceeding the posted speed limit during takeoff and landing.
- Marina – needs to be a multi-seasonal facility.
- Boat Launch – keep in Old Town but scaled down in use, which may happen with new more functional boat launches anyway and lack of parking. Max 20’ boats and more for canoes etc.
- Pilot’s Monument – light triggered by planes landing not always utilized and education as to why blinking (1983 death led to the installation of the light).
- Causeway is a key transportation route and cannot be blocked.
- Marina is a great idea.
- Concern with safety of float homes.
- Yellowknife River is shallow draft launch only.
- Opposition to closing boat launch in Old Town.
- Positive feedback on boat house for canoes – many do not have storage and this addresses that. Would also like to see a canoe rack at gov’t. dock.
- Rotary Park could also have a canoe boat house. The Rotary Club would be interested in a partnership.
- Need to refine the limits of the aerodrome.
- Float plane docks should not be on wetlands.
- City must re-establish public use of the Government Dock.
- Will need to be compensated to move the float home to the proposed float home zone- currently legally moored as a registered vessel.
- Need to clarify the plans for the fish plant.
- “if I could tie up at a slip with servicing, I’d do it in a minute”.
- Morrison Drive will not accommodate enough space for parking for the float plane dock.
- Could the interior lakes be used for float homes - Jackfish Lake, Grace Lake?
- With no marina, still need a pump-out and launch.

Harbour Management

- Do not use the word “collaborative”.
- Need someone to take responsibility.
- Need an unbiased authority.
- Concern with the proposed structure of the Harbour entity.
- Concern that based on past experience, the City will not implement the Harbour Plan.
- City needs to obtain jurisdiction to implement the vision.
- Tri-party versus city department will likely be needed.
- Recent waterfront properties sold including Pacific Western Float Base and Brew Pub. City should acquire land when it comes available.
- City needs to enforce – Municipal Enforcement Officers.
- Concern about who will pay for the Harbour Authority.
- Should consider compensation for moving float homes.
- Priorities for dealing with encroachments on public lands need to be identified.
- Integration of City Departments important for success.

Other

- “Done a great job figuring out a complicated mess”.
- Must engage First Nations, must reflect their comments and concerns in the Plan.
- Too many studies, not enough action.
- Festivals need some help – they seem to be losing momentum.
- Should have a moratorium on blasting for development, must start to build in a way that maintains the rocky topography.



Community Information Session

Two Community Information sessions were held on June 28 and 29, 2011 to engage the community in a conversation about the preliminary directions, strategies and recommendations for Harbour management. A number of panels were posted and people were invited to discuss any aspect of the vision with a member of the consulting team. The content that was used for the Community Information sessions was subsequently posted on the City's website.



Ipsos Reid Survey

Following the June 2011 community information sessions, Ipsos Reid was asked to conduct a telephone survey to gauge awareness of the Harbour Plan, support for various initiatives being explored and challenges to implementing change. A total of 400 telephone interviews were conducted in August 2011 with a randomly selected representative sample of Yellowknife residents aged 18 years or older. The final data was weighted to ensure that the age and gender distribution reflects that of the actual population in Yellowknife according to 2006 Census data. Overall, results are accurate to within a +/- 4.9 percentage points, 19 times out of 20. Key findings are included throughout this report.







Photo credit: The Planning Partnership

3

Vision & Structure of the Harbour Plan

The Yellowknife Harbour Plan Background Report and Implementation Strategy provides a vision and framework for shaping the future of the Harbour and water’s edge lands. The vision statement evolved through consultation with the community and reflects the broad spectrum of Harbour users. The recommendations are organized according to the six guiding frameworks introduced in this study’s February 2011 Background Report. The Harbour Plan Background Report and Implementation Strategy concludes with recommendations for implementation and Harbour management.

Vision Statement

Yellowknife Harbour is the **lifeblood** of the city, its **life source**, **gateway** to the region beyond and year-round **playground**.

It is the **conduit** among communities of people and the **meeting point** among nations. It has defined the **culture** and **image** of this extraordinary place.

All stakeholders will **protect**, **leverage** and **manage** the assets of Yellowknife Harbour to **strengthen** its vital function to the **well-being** and **livability** of the region as an **ecosystem**, **economic generator**, **destination**, **community amenity** and **cultural resource**.

Yellowknife Harbour, through its enhanced **public access**, **exposure** and **civic purpose**, will become ever more cherished by all citizens. **All Harbour users** will be **respectful** of each other. All will share in its **stewardship** and ensure its continued **health** and **legacy** for **future generations**.

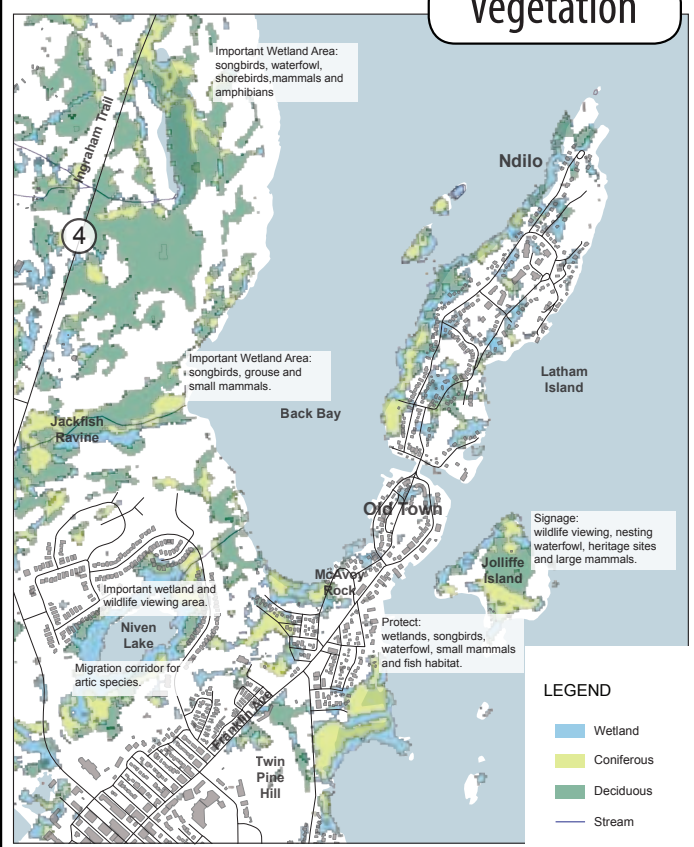
Guiding Frameworks

Natural Heritage	Parks & Open Space	Trails	Arts, Culture, Tourism & Heritage	Harbour Uses	Neighbourhoods & Districts
Vision	Vision	Vision	Vision	Vision	Vision
Principles	Principles	Principles	Principles	Principles	Principles
Recommendations	Recommendations	Recommendations	Recommendations	Recommendations	Recommendations

Implementation

Implementation & Harbour Management Strategies

Vegetation



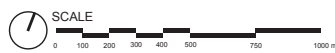
LEGEND

- Wetland
- Coniferous
- Deciduous
- Stream



- Legend**
- Nature Preserve
 - Environmentally Sensitive Areas
 - High Level of Protection as per Natural Area Preservation Area (Smart Growth Plan - July 2010)
- | | | | |
|--------------------------------------|--|-----------------------------------|---|
| 1 Niven Lake East (Fritz Theil Rock) | 11 Old Yellowknife Ski Club Area | 21 Tin Can Hill Shoreline | 31 CBC Outcrop |
| 2 Bush Pilot Monument | 12 Jolliffe Island | 22 Moshier Island | 32 Taylor Road/Sissons Court (Infill) |
| 3 McAvoy Rock | 13 Ski Club/Jackfish Ravine | 23 Moshier Island Shoreline | 33 Fire Hall Outcrop (Infill) |
| 4 Willow Flats | 14 Back Bay Shoreline | 24 Con Mine Hill Infill | 34 Gitzel Outcrop |
| 5 Peace River Flats | 15 Latham Island Rock North | 25 Range Lake | 35 Kam Lake Road/Old Airport Road |
| 6 Yellowknife Ski Club | 16 Twin Pine Hill | 26 Sir John Rock | 36 Niven Lake North Square |
| 7 Latham Island Rock South | 17 Jolliffe Island Shoreline and Dog Islands | 27 Con Road West | 37 Shoreline of Yellowknife Bay and Islands |
| 8 School Draw Shoreline | 18 Niven Lake | 28 Con Road East (Diamond Ridge) | |
| 9 Willow Flats Shoreline | 19 Rat Lake | 29 Toboggan Hill | |
| 10 Latham Island E. Shoreline | 20 Tin Can Hill | 30 Tommy Forrest Outcrop (Infill) | |

Guiding Framework: Natural Heritage



4

Natural Heritage

Vision

Yellowknife Harbour will nurture and support a healthy and diverse ecosystem.



Guide development appropriately to avoid detrimentally affecting Environmentally Sensitive Areas



Aerial of Old Town



Ensure responsible stormwater management practices are implemented

Principles

1. Protect and enhance intact and linked shoreline and wetlands and near shore islands.
2. Preserve terrestrial and aquatic habitats.
3. Protect local water quality.
4. Promote an ecosystems-based approach to planning and design.

What We Heard

1. A strong message from several groups, including the Yellowknives Dene, is that habitat quality has declined over the years as a result of urban growth and industry (mining) and that we should make every effort to protect and restore the natural environment.
2. Need to place similar water contamination restrictions on landowners as well as water users (boaters, house boaters etc.).
3. Treat the 'whitespace' of ice in a similar fashion as the public greenspace on land.
4. Maintain unspoiled wilderness character of Yellowknife.
5. Protection of water quality is of paramount importance.

Recommendations

1. Direct **high use activities and development** to less sensitive areas or disturbed sites with restoration/enhancement potential.
2. Develop and implement **policies, site control measures, monitoring** and impact contingency measures to protect groundwater and surface water quality.
3. Integrate **sustainable storm water management** practices into existing and new development areas.
4. Require **erosion/siltation control plans** for new developments adjacent to shorelines, wetlands and watercourses.
5. Develop and implement **management plans** for Environmentally Sensitive Areas to guide development and recreational activities and protect sensitive areas.
6. Promote through **education** and enforce regulations to mitigate potential water quality impacts generated by Harbour users.



View looking east across Old Town

Detailed Recommendations

The policy direction, strategy, and guidelines developed in the Natural Area Preservation Strategy (Dillon 2010) provides a framework for balancing environmental protection with sustainable urban growth in the City of Yellowknife. The document provides an outline of the natural area selection criteria, levels of environmental protection and development guidelines, policy goals and strategies, natural area site recommendations, implementation mechanisms, performance monitoring and future study requirements. The following recommendations compliment the Natural Area Preservation Strategy, and provide a sound basis for achieving environmentally sustainable growth.

1. Direct high use activities and development to less sensitive areas or disturbed sites with restoration/enhancement potential.

Future development and high use recreational activities should be directed to less sensitive areas or previously disturbed sites. The intent of this recommendation is to minimize negative impacts to intact, less disturbed environmental areas, such as ESA's, wetlands and sensitive shoreline areas, from development pressures and various recreational uses. Utilizing disturbed sites for future development or recreational based activities may yield opportunities for localized restoration and enhancement of the environment through site remediation and naturalization initiatives. The objective of this recommendation is to protect the natural environment of Yellowknife Harbour for the long-term and to promote environmentally sustainable growth and recreational based activities.

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Case Study Example

The Royal Botanical Gardens in the City of Hamilton has recently modified their trail system so that high use activities such as hiking, jogging, nature viewing, canoe launches, cross-country skiing, etc. are restricted from sensitive environmental areas and habitat of endangered wildlife species. High use recreational activities are directed to less sensitive areas such as plantations, regenerating fields and disturbed sites, such as a sand and gravel pit and closed road right-of-ways. Restoration of the disturbed sites with native plant communities provides habitat enhancement and educational opportunities for the public.

Development in most Southern Ontario municipalities is not permitted in sensitive environmental areas such as wetlands, shorelines, and ESA's. In many cases, buffers of 30 m (or greater) are required between the limit of a proposed development and an environmental feature.



2. Develop and implement policies, site control measures, monitoring and impact contingency measures to protect groundwater and surface water quality.

Protection of surface water and groundwater quality is of paramount importance to the survival of the Yellowknife Harbour ecosystem. Policies, site control measures and a performance monitoring program should be developed to ensure that future development occurs in a sustainable fashion. Measures also need to be taken to correct existing problems that affect surface water and groundwater quality. Developing a comprehensive understanding of the existing water quality in the Yellowknife Harbour watershed is central to developing appropriate protection and remediation measures, as well as monitoring and impact contingency.

In Southern Ontario, most municipalities have specific official plan policies which are intended to protect surface water and groundwater from existing and future land uses. Conservation Authorities in Ontario also have very strict regulations and guidelines related to construction practices in proximity to wetlands, lakes and rivers. The combination of "outcome based" policies (i.e. protection of surface water and groundwater regime), site control measures, enforcement and monitoring (during/after construction) is designed to provide a high level of protection to the environment. This adaptive management plan approach, if properly implemented, can be a very effective tool in maintaining the ecosystem of the Yellowknife Harbour.



View south from Pilots Monument

3. Integrate sustainable storm water management practices into existing and new development areas.

Protection of surface water quality and the aquatic ecosystem of Yellowknife Harbour require that proper stormwater management (SWM) practices be implemented for new development, and that wherever feasible, older developments be retrofitted with SWM measures to address water quality concerns. Low Impact Development (LID) standards for stormwater management should be explored as they provide opportunities for at-source, conveyance and end-of-pipe solutions for polishing/filtering and infiltration of urban runoff. Simple measures such as bio-swales and constructed wetlands can greatly improve surface water quality in Yellowknife Harbour by trapping/filtering pollutants in urban runoff.

New developments in the Toronto and Region Conservation Authority jurisdiction are required to implement LID SWM measures. The City of Kitchener recently implemented bio-swales in the downtown core to treat urban runoff.

4. Require erosion/siltation control plans for new developments adjacent to shorelines, wetlands and watercourses.

Run-off from new developments and construction sites can have a negative impact on surface water quality, fish habitat and wetlands. New development adjacent to shorelines, wetlands or watercourses should implement an erosion/siltation control plan that is designed to mitigate the impacts of runoff from a construction site through the use of various mitigation measures such as silt fencing, straw bale interceptors, rockcheck dams, and sediment control ponds. Use of fast growing trees and shrubs should be carefully considered due to their impact on the loss of view of the Harbour.

Case Study Example

The Greater Golden Horseshoe Area Conservation Authorities' *Erosion and Sediment Control Guidelines for Urban Construction* (2006) was developed to protect and preserve surface water quality and aquatic/terrestrial habitats. It includes best management practices from all of the various erosion and sediment control guidelines currently applied by municipal and provincial agencies within the Greater Golden Horseshoe Area. Many of the practices contained in this document, and referenced therein, can be applied to new developments within Yellowknife.

5. Develop and implement management plans for Environmentally Sensitive Areas (ESAs) to guide development and recreational activities and protect sensitive areas.

Resource Management Plans are recommended for the ESA's to ensure that sensitive/significant areas are protected for future generations, while providing for sustainable recreational uses in appropriate areas. The basic elements/components of the management plan include:

- Comprehensive bio-physical inventory by local experts to describe, map and evaluate ecosystem features/functions, sensitivities, disturbance regime, and restoration/enhancement opportunities;
- Identification of clear resource management objectives (e.g. habitats to protect/restore, biodiversity targets, improved linkages, trail re-routing, buffers to development);
- Develop suitable on the ground strategies to implement the management plan;
- Establishment of a monitoring program to measure the effectiveness of the management plan; and,
- Follow adaptive management protocol and make adjustments to the plan as required.

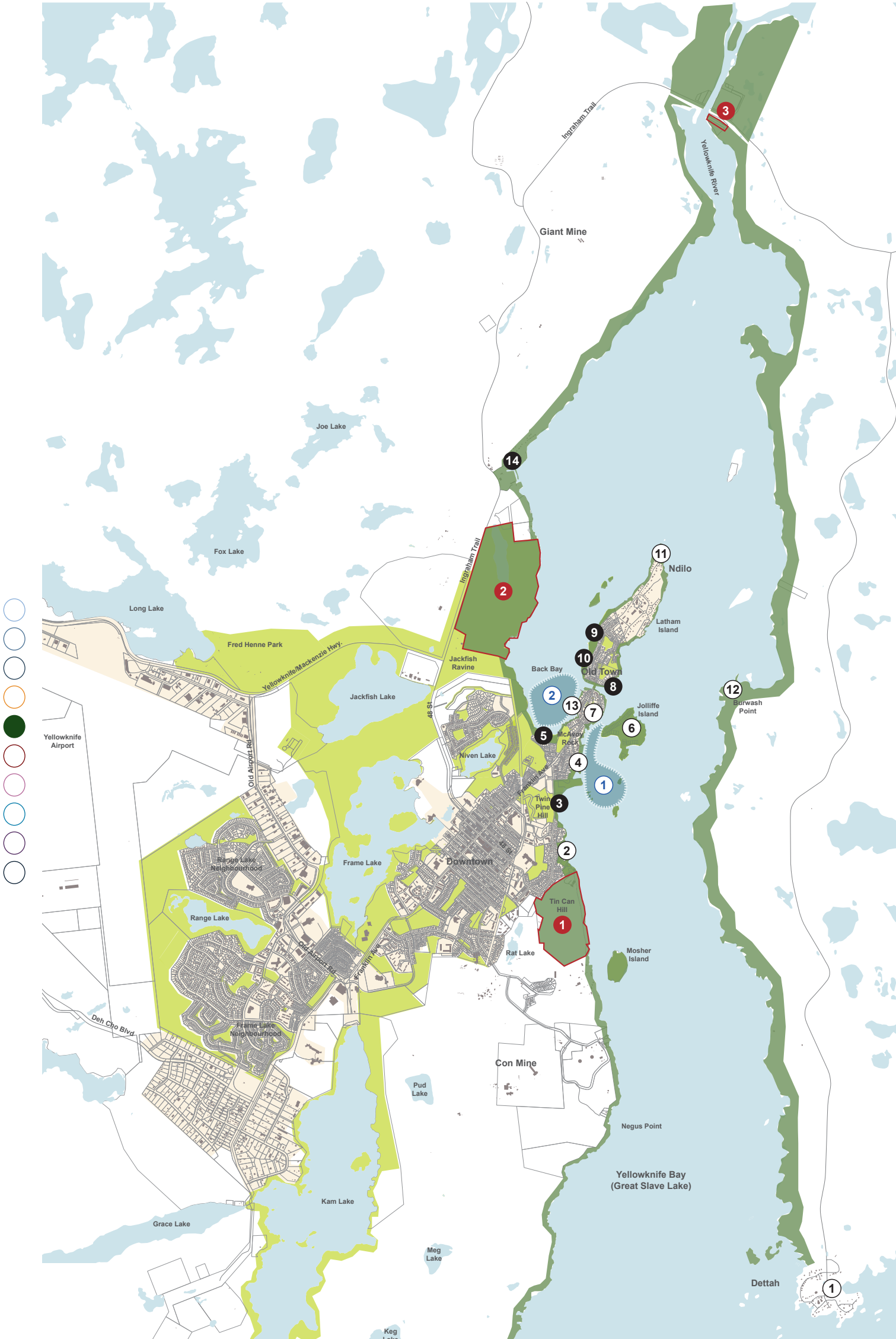
6. Promote through education and enforce regulations to mitigate potential water quality impacts generated by Harbour users.

"An informed public is an engaged public"...Environmental stewardship and public awareness is essential for protecting water quality in Yellowknife Harbour. Through interpretative signage, public outreach programs, school curriculum, yellow fish road program, Harbour Watch volunteers, and various other initiatives, greater public involvement can be achieved to assist in reaching the goal of protecting the Harbour. Appropriate policies/regulations, enforced by Municipal By-law officers, should be put in place to control the various Harbour users and ensure that water quality is protected.



87% of Yellowknife residents say protection of water quality and habitat is an important priority.

Ipsos Reid Survey, August 2011



Legend

- Existing Parks, Open Space and Nature Preserves
- Proposed Parks / Shoreline Enhancement Area
- Key
 - Recommended parks/open spaces
 - Existing and enhanced parks/open spaces

Winter Nodes

- 1 Yellowknife Bay Ice Park
- 2 Back Bay Ice Park

Major Waterfront Nodes

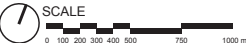
- 1 Tin Can Hill
- 2 Yellowknife Ski Club
- 3 Yellowknife River Territorial Park

Waterfront Parks

- 1 Dettah Community Park
- 2 School Draw Waterfront Park
- 3 Rotary Park & Willow Flats
- 4 Woodyard Heritage Area
- 5 Peace River Flats

- 6 Jolliffe Island/"Big Spruce Island" Park
- 7 Old Town Waterfront Square
- 8 Mitchell Drive Waterfront Parkette
- 9 Otto Drive Waterfront Park
- 10 Latham Island Waterfront Park

- 11 Ndilo Lookout Park
- 12 Burwash Point Heritage Preserve
- 13 Back Bay Landing
- 14 Giant Mine Heritage Park



Guiding Framework: Parks & Open Space

5

Parks & Open Space

Vision

Yellowknife Harbour will have beautiful waterfront parks and open spaces that are well connected, clearly public and accessible to all.

precedents



Enforce direct connections and views to the waterfront. (Trondheim, Norway)



Promote animated and programmed public spaces that are rich in natural and cultural heritage. (Trondheim, Norway)



Combine and enhance both the day and night-time economy to augment natural surveillance. (Sundsvall, Sweden)



Create accessible and exciting spaces that provide for a diversity of active and passive use for all seasons. (Oulu Finland)



Promote public spaces that are rich in natural and cultural heritage. (Oulu Finland)



Develop squares and spaces along the waterfront to provide a variety of uses.



Accommodate a mix of uses and activities to activate the waterfront. (Granville Island, Vancouver, BC)

Principles

1. Design parks and open spaces to protect, enhance and celebrate the area's rich natural and cultural heritage.
2. Locate parks and open spaces to provide for a diversity of active and passive uses/functions in all seasons.
3. Locate parks and open spaces in a way to enable a connected system of green spaces.
4. Design parks and open spaces to create jewels that are the focal points of waterfront neighbourhoods and urban districts.
5. Design parks to be safe, accessible, visible and well defined.

What We Heard

1. There should be public use on public land. Currently public lands are not being used for the public use and/or are not viewed as public.
2. Link and connect the parks, both to each other and to the water's edge.
3. Improve the existing parks.
4. Create an integrated system of parkland including Ndilo and the broader Akaitcho lands.
5. Need more public parks connected to the water's edge.
6. Need better access for all user groups (more definition of uses).
7. Need to manage and protect the frozen water as regulated 'white space'.
8. Must have free, unrestricted public access to the entire shoreline of Jolliffe Island.
9. Is there an opportunity to build a new public park on abandoned land adjacent to Niven Lake?
10. The public does have adequate access to the waterfront... it's not well promoted or maintained.

Recommendations

1. Develop/recognize major green spaces as key destinations/nodes on the waterfront – Yellowknife River, Tin Can Hill and Yellowknife Ski Club.
2. Identify ice parks for programming of winter activity.
3. Enhance existing/develop new parks along the waterfront to ensure access to the water's edge for a variety of uses. Develop a square in Old Town as a central focus and gathering space.
4. Reinforce the shoreline enhancement zone.
5. Restrict leases for private use of public waterfront land.

92% of Yellowknife residents said that public lands along the waterfront should be publicly accessible.

Ipsos Reid Survey, August 2011



Clearly public water's edge park with high quality amenities/features



Public property off of Lessard Dr.



Latham Island Waterfront Park Concept



Giant Mine Heritage Park

1 Develop/recognize major green spaces as key destinations

1 Tin Can Hill

This is an important node on the waterfront, with numerous trails throughout. Tin Can Hill is identified in the 2011 General Plan as Natural Areas, Parks & Open Space. Considerations should include improved trail amenity features, visual and physical (all season) access to Yellowknife Bay, protection of water quality and ecological features identified in the Natural Area Preservation Strategy or other studies.

2 Yellowknife Ski Club

The Ski Club is a major recreational facility for the City and Territory for cross-country skiing, biathlon, cross-country running, and biking. The City should engage the Ski Club's board to assess (on an ongoing basis) how the City can retain and enhance the volunteers' ability to provide multi-seasonal outdoor recreation. The importance of the area in a 'mine-to-mine' trail and its cultural and historic importance needs consideration.

3 Yellowknife River Territorial Park

This is an important day use area for local residents and tourists, operated by the Department of Industry, Tourism and Investment. The City of Yellowknife should maintain contact with the Department regarding any changes to the park, so that public access to the bay and river can be maintained.

2 Identify Ice Parks

1 Yellowknife Bay

Prepare a plan to manage, protect and enhance the winter activities that focus now on the Snow King's Castle. The ice park should define a non-motorized zone for activities such as skating, kite flying, and shinnny.

2 Back Bay

Prepare a plan to manage, protect and enhance appeal for non-motorized winter activities in a clearly defined area that will not conflict with snowmobiles, cars, etc.

3 Enhance existing/develop new waterfront parks/open space

Enhance Existing

3 Rotary Park

Enhance maintenance of the park. Discussions with the GNWT are required regarding clean-up along the Dettah Ice Road. A boardwalk through the wetland would establish the start of the new "dock walk" along the water's edge of the Bay.

5 Peace River Flats

Enhance maintenance and clean-up. Improve trail links to/from the area while ensuring the wetlands continue to maintain ecological and community functions. Ideal location for canoe and storage lockers for access to the Bay (see Harbour Uses).

8 Mitchell Drive Waterfront Park

Has picnic tables, garbage containers, with a great view of the Harbour. Enhance maintenance and expand parking.

9 Otto Drive Waterfront Park

Add sign to identify public park, public access, public use. Remove shack. Improve signage and enhance maintenance.

10 Latham Island Waterfront Park

Tremendous opportunity to proved public use of city-owned property off of Lessard Dr. behind Morrison Dr. residences. Ideal location for float plane and boat docking. Remove shacks. Protect important ecological function of the area. Apply Crime Prevention Through Environmental Design (CPTED) principles to address concerns of public use by adjacent homeowners (see Recommendation 6).

14 Giant Mine Heritage Park

The NWT Mining Heritage Society has prepared a master plan for an interpretive centre and park on site of the current outdoor display. The outdoor display is one of the initial phases of the park. Mining equipment is displayed on a track that frames the parking lot. A log cabin was moved to the site and houses a static display. The master plan has a number of components including an interpretive centre using the old Recreation Hall and renovation of the shaft head frame, hoist room, power house for indoor and outdoor displays. Walking trails are to be expanded and underground tours from the open pit to one of the Shafts are proposed. The Heritage Society also has plans to save some of the buildings in the town site as other attractions in the park.

The soil and water contamination of on-site arsenic dust, hydrocarbons and other industrial waste of the Giant Mine site are currently being assessed and managed by the federal government and GNWT. The Giant Mine Lease Area Land/Water Use Plan prepared in June 2006 acknowledged the importance of the integration of the heritage, including attractions, trails, interpretation and education into a long-term development plan for the area. The Study recommended public access and passive recreation along the shoreline





with consideration of a marina, pending the results of an analysis of feasibility. The protection of the area's significant ecological and geological diversity was identified as an important consideration in determining the location, character and form of development. In terms of commercial and residential development, it was recommended that this area only be considered after 2019, unless the City is unable to develop enough of Tin Can Hill and Yellowknife Bay South. The 30-year lease, which expires in 2030, would have to be addressed in considering development options for this area.

The issue of contamination and remediation of the Giant Mine site introduces a level of uncertainty for the ultimate use of this area and future plans will depend on the outcome of the current environmental studies.

New Waterfront Parks

As waterfront land becomes available for sale, the City should give priority to the consideration for acquisition.

- 1 Dettah Community Park**
Add play facilities, benches, landscape treatment near Chief Drygeese Government building.
- 2 School Draw Waterfront Park**
The ecological attributes of this area should be enhanced and maintained, as this area merits a high level of protection. Improving water quality from storm water drainage needs to be considered. Public access should be provided with clear signage.
- 4 Woodyard Heritage Area**
The Woodyard is part of the unique character of Old Town, and that characteristic is to be respected. At the same time, improved public access to the waterfront is needed, and this is a key location for access. A shared public walkway through the area and access for non-motorized watercraft (e.g., canoes, kayaks) will be added without taking away from the area's character or the ecological functions of the wetlands. Ideal location for canoe and storage racks.
- 6 Jolliffe Island/"Big Spruce Island"**
The island has a long history with the Yellowknives, and starting to use the local Dene name for the island would be an asset. Accommodate unfettered public access. Enhance maintenance on the island. Manage the "creep" of sheds and "back of house" facilities associated with float homes that line the west and southwest edge of the island. See Section 7 for other recommendations for a Heritage Park. Jolliffe Island is subject to the Akaitcho Land Claim. Any plans for its future will involve negotiation and coordination with the Yellowknives Dene.
- 7 Old Town Waterfront Square**
A public gathering space, with prominent views to the Bay and including commercial space, is suggested. This was recommended in the Urban Design Initiative (June 2010). The square should be designed in a way that responds to the unique and eclectic characteristics of Old Town. This could be a prominent access point and activity node in a waterfront walk. A comprehensive parking strategy for Old Town is needed to precede or accompany the development of such an anchor attraction area.
- 11 Ndilo Lookout Park**
The Yellowknives Dene First Nation controls the land in Ndilo, including this proposed lookout park. YDFN are interested in enhancing public access to the water's edge, while ensuring that the occupancy of the shoreline is authorized and that the natural features are preserved. The City should work with YKDN to sign, promote, and maintain this lookout.
- 12 Burwash Point Heritage Preserve**
This designation is an acknowledgement of this general area's special importance to the Yellowknives. Any further designation or planning on this area would need to be led by the YKDFN, and would wait on the outcomes of their current land use planning process.
- 13 Back Bay Landing**
Develop city-owned land with canoe/kayak storage and small craft launch. Provide area for drop-off and pick-up. Provide water's edge seating.



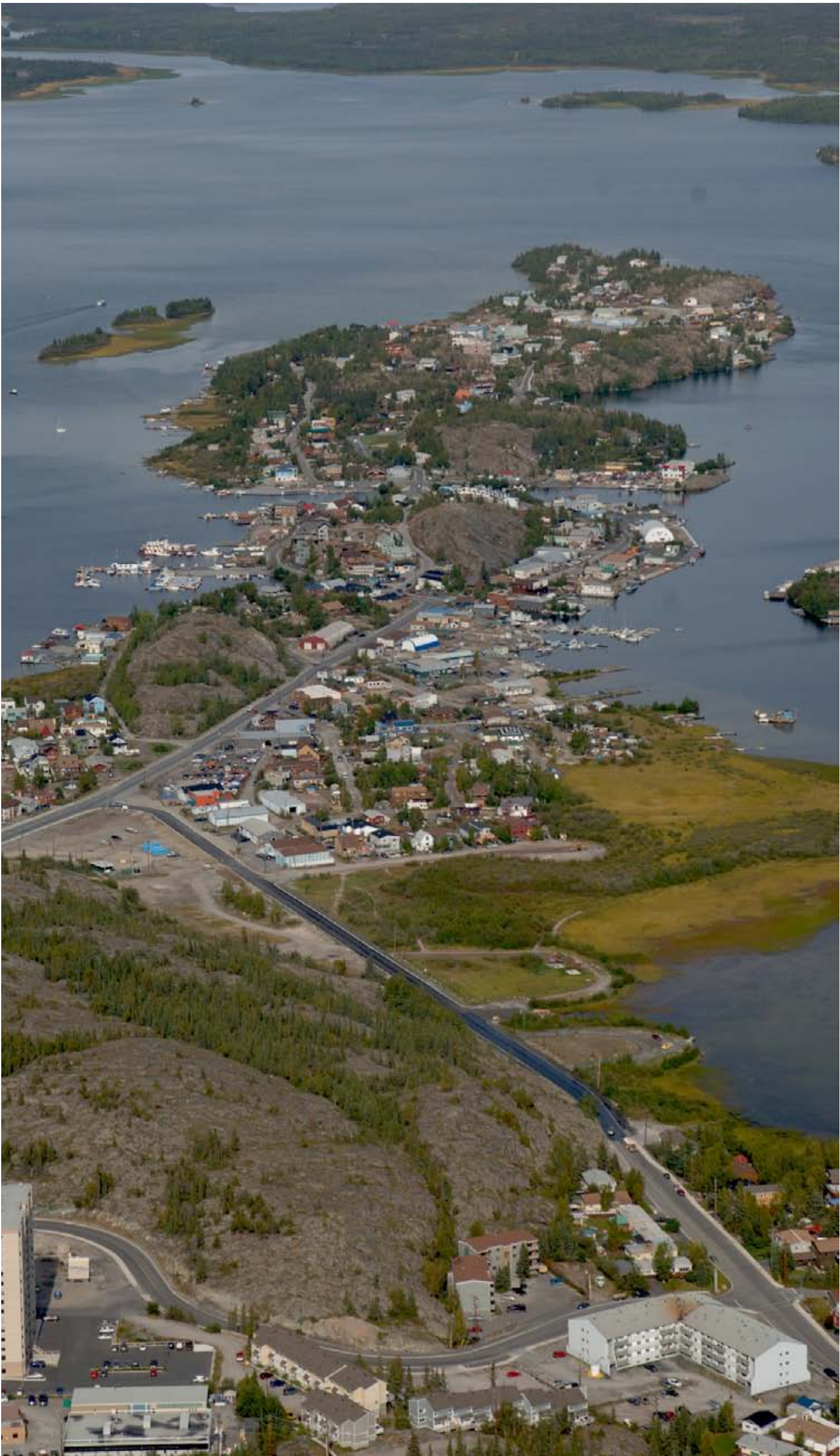
4 Reinforce shoreline enhancement zone

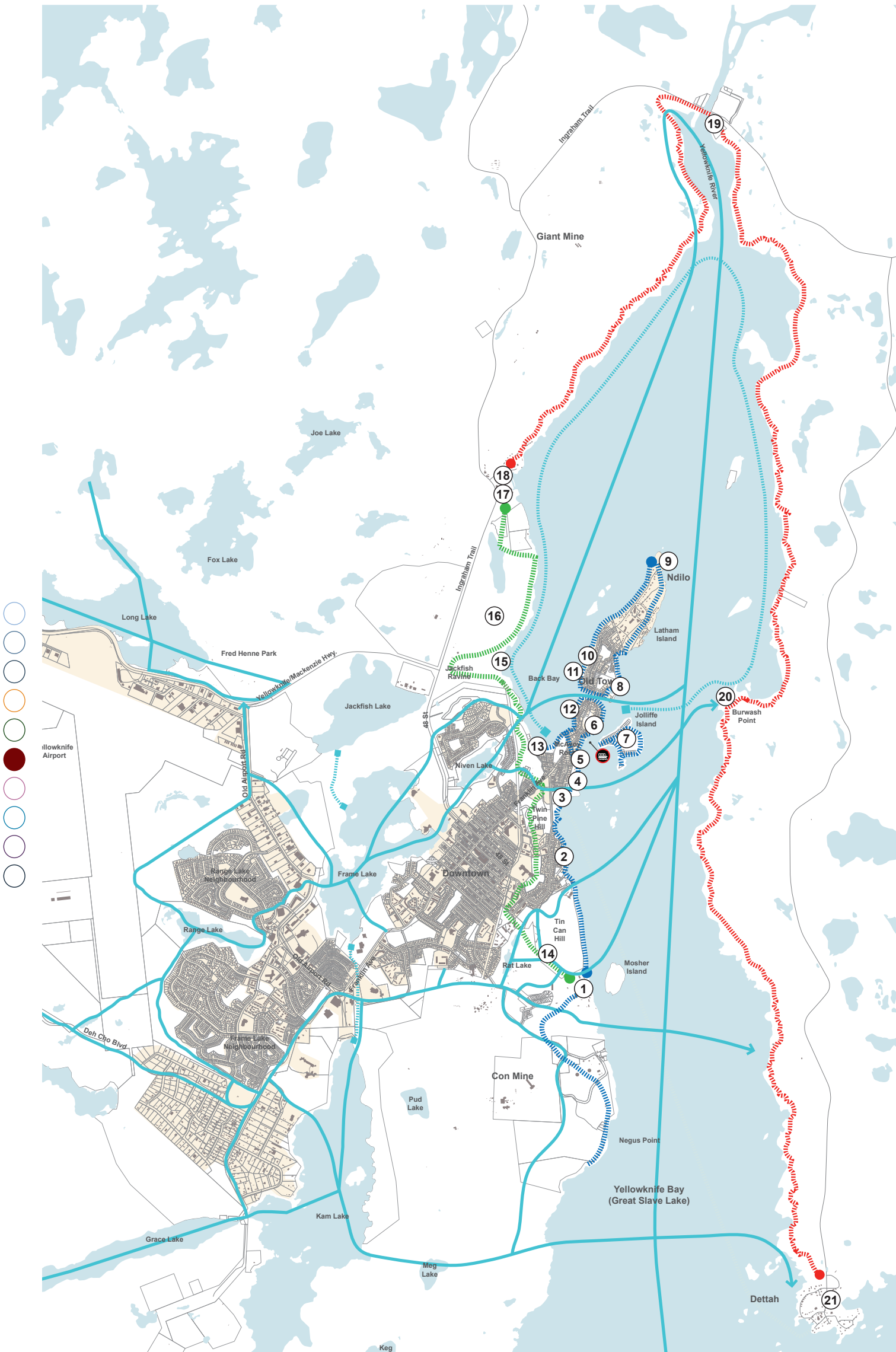
The recently completed Natural Area Preservation Strategy identified the shoreline of Yellowknife Bay and Islands as warranting a high level of protection. That Strategy recommended that development should be restricted and carefully controlled. Clearly, the shoreline is the focus of recommendations in each Framework of this Background Report and Implementation Strategy. Detailed environmental analysis of site conditions will be required to develop concepts that are truly exemplary developments of trails, signage, docks, residential or commercial developments, parks, etc.

5 Restrict leases for private use on public waterfront land between Tin Can Hill and ski club

The City and other public agencies have a long history of providing the use of their lands for use by a few. There are lands that are leased, for example, to the ski club or cruising club, where many Yellowknife residents enjoy benefits of the development. A clear message in the study was that public land should have unrestricted public access – access by all. Public lands in the core area of the Harbour – between Tin Can Hill and the Ski Club – should be used for truly public use and access. This includes relocating uses that currently inhibit access to public land, including the Fish Plant, barges and private docks. See Section 9 for other recommendations regarding private use of public land.







Legend

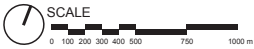
- Mine to Mine Trail
- Harbour Trail
- Yellowknife Bay Trail
- Primary Snowmobile Trails
- Winter Lake Trail
- Ferry shuttle

Major Nodes

- 1 Moshier Marina and Boat Launch Option
- 2 School Draw Ave. / Rotary Waterfront Park
- 3 Old Town Marina and Boat Launch Option
- 4 Rotary Park
- 5 Woodyard Heritage Park
- 6 Old Town Waterfront Square
- 7 Jolliffe Island Heritage Park
- 8 Mitchell Dr. Public Waterfront
- 9 Ndilo Lookout Park
- 10 Otto Dr. Waterfront Park
- 11 Latham Island Waterfront Park
- 12 Back Bay Landing
- 13 Peace River Flats
- 14 Tin Can Hill

- 15 Jackfish Ravine and Cemetery
- 16 Yellowknife Ski Club
- 17 Giant Mine Heritage Park
- 18 Giant Mine Marina and Boat Launch Option
- 19 Yellowknife River Park
- 20 Burwash Point Heritage Preserve
- 21 Dettah Boat Launch and Community Park

Guiding Framework: Trails



6

Trails

Vision

Yellowknife Harbour provides a beautiful setting for well-connected accessible trail system that enables year-round use.

precedents



Properly maintain trails and walks



Emphasize special places and nodes through trail highlights such as boardwalks, gathering spaces, lookouts and interpretation



Create ice trails that are clearly delineated



Develop a comprehensive trail wayfinding/signage strategy



Ensure trails are accessible all year-round



Develop key connecting trails



Ensure trails are properly maintained and accessible



Develop and enhance awareness of major parks along trails



Provide a hierarchy of trails for year-round use

Principles

1. Trails will provide public access to public space.
2. Trails will incorporate wayfinding (through direction signs, trail distance markers, trail names, maps of the trail system) to enhance awareness of the system of the component trails.
3. Trails will enable year-round use.
4. Some trails will be single use, others multipurpose.
5. Trails will be appealing for use by all ages.
6. Trails will be located to enhance awareness of the rich cultural and natural heritage of the Yellowknife Harbour.

What We Heard

1. Establish connected routes (Mine to Mine, Willow Flats boardwalk) — pick the “low hanging fruit” first to ease the idea of trail connections into the public eye.
2. Walking along the shoreline is mostly not accessible during the summer. However during the winter the ice makes the shoreline completely accessible. Why is there so much opposition to access along the shoreline in the spring, summer and fall?
3. Maintain and improve the existing trails.
4. Keep the trails safe during all times of the year.
5. Link and connect the parks, both to each other and to the water’s edge.
6. Provide clear signage and wayfinding for all trails.
7. Provide clearly marked multi-use trails on the ice for pedestrians, skiers, snowmobilers, dog mushers etc.

Recommendations

1. Develop **three primary trails**: Mine to Mine, Harbour Trail and Yellowknife Bay Trail.
2. Develop **key connecting trails** to link the lakes the Harbour Trail and the Mine-to-Mine Trail.
3. Explore opportunities for a small-scale **ferry/water taxi service** between Old Town and to Jolliffe Island.
4. Develop a **strategy to clearly mark** and promote awareness of the Ice Roads/winter connections on Yellowknife Bay.
5. Develop a comprehensive trail **wayfinding/signage** strategy.
6. Establish an operating budget to ensure trails are **well maintained**.

82% of Yellowknife residents say “having public access to and along the Yellowknife Harbour is important to me personally”.

Ipsos Reid Survey, August 2011

1. Primary Trails

The Guiding Framework for Trails identifies three primary trails: Mine to Mine, Harbour Trail and Yellowknife Bay Trail. The locations are conceptual in nature and meant to be consistent with the City’s General Plan. The City’s Integrated Parks, Trails and Open Space Development Study recommended the investigation of the feasibility of developing a Mine to Mine trail as an all season path between Negus Point and Giant Mine. Protection of areas of ecological significance is recognized as an important consideration in identifying a route. As described in that report, connections to neighbourhoods are important, as well as signage to identify the route and point of interest along the way. The Harbour Trail is a concept for a continuous all season trail that is on or near the water’s edge from Tin Can Hill to Back Bay. It is understood that some of waterfront land is privately owned and access along the water’s edge will not be possible. In these locations, the trail will follow the nearest road or route through public land. The Yellowknife Bay Trail is a larger regional scale all season trail, primarily for motorized vehicles. The location of the trails in the Harbour will be based on communication and cooperation with the Yellowknives Dene.

2. Key Connecting Links

The City’s Integrated Parks, Trails and Open Space Development Study recommended many connections in the trail system including a connection between the Frame Lake trail system and the Ski Club and between Niven Lake and the Ski Club. The primary trails are not meant to be purely stand alone trails, connections between the trails are anticipated.

3. Ferry/water taxi from Old Town to Jolliffe Island

Many people suggested the idea of a small ferry or water taxi to provide access from Old Town to Jolliffe Island. This service would be considered in association with other ideas for the public use of Jolliffe Island. This would require communication and cooperation with the Yellowknives Dene.

4. Ice Roads

Many people attending the consultation events suggested the need for a strategy to clearly mark and promote awareness of the multitude of users on Ice Roads and other winter trails on the Bay – including snowmobile trails.

5. Wayfinding/signage strategy

A new information and signage strategy is required for trails. The current trails are not well signed with respect to names, locations and distances nor is there adequate signage with respect to special features.



Harbour Trail Dock Walk in Causeway Concept



Harbour Trail Dock Walk in Back Bay Concept

Before



Winter



Summer



Harbour Trail Woodyard Dock Walk Concept

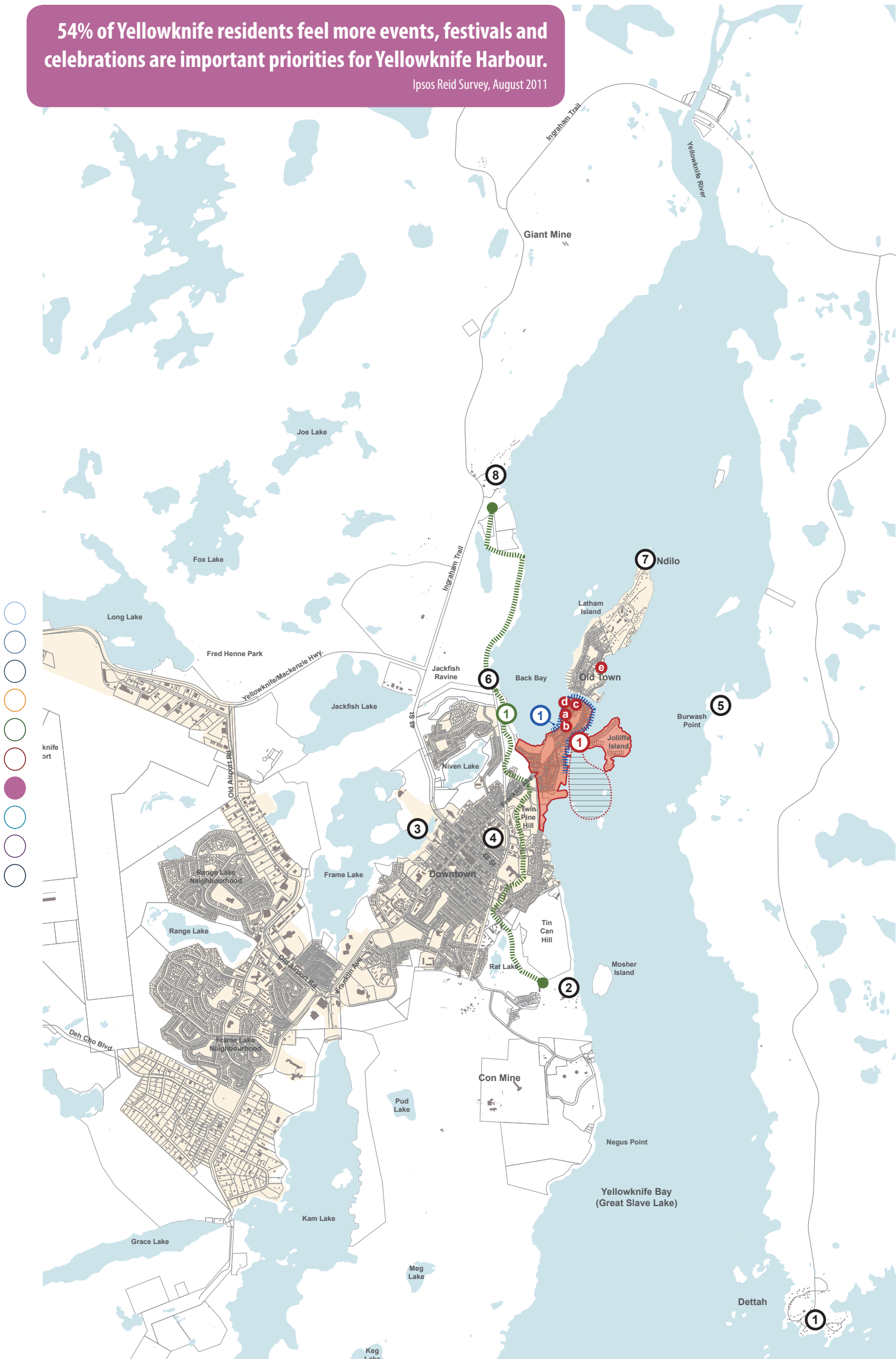


62% of Yellowknife residents feel a public boardwalk in Old Town is a priority.

Ipsos Reid Survey, August 2011

54% of Yellowknife residents feel more events, festivals and celebrations are important priorities for Yellowknife Harbour.

Ipsos Reid Survey, August 2011



Legend

- 1 Old Town "Dock Walk"
- 2 Mine to Mine Trail
- 3 Old Town Arts & Culture District
Includes: Old Town, Jolliffe Island Heritage Park & the Ice Art District

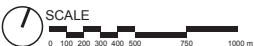
Key Destinations/Attractions

- 1 Dettah Cultural District
- 2 Con Mine Interpretations
- 3 Capital District
- 4 Gallery District
- 5 Burwash Point Heritage Preserve
- 6 Back Bay Cemetery
- 7 Ndilo Lookout Park
- 8 Giant Mine Interpretation

Guiding Framework: Arts, Heritage, Tourism & Culture

Designated Heritage Sites

- a Wildcat Cafe
- b Weaver and Devore
- c HBC Warehouse
- d Old CPA Office
- e Bank of Toronto



7

Arts, Heritage, Tourism & Culture

Vision

Yellowknife Harbour is a focus and inspiration for arts, heritage, culture and tourism that celebrates the rich history of the area and the talent of residents.

precedents



Potential for the establishment of local Artist in residence program, or publicly accessible studio spaces, Fogo Island, NL



Raise awareness of the mining history of the area through the establishment of museums and interpretive sites, Duisburg Nord, Germany



Incorporate environmental and heritage interpretation, Norway



Enhance programming of festivals and events year-round



Create gathering spaces for special events



Enhance and celebrate local cultural identities, Dawson City YT



Develop unique signage and wayfinding through special districts



Opportunities on Jolliffe Island for art exhibitions and festivals



Opportunities on Jolliffe Island for art exhibitions and festivals

Principles

1. Identify, protect and promote the most significant heritage resources in the Harbour.
2. Plan and design projects to revitalize Old Town in a manner that is compatible with the cultural character of the area.
3. Enhance an awareness and understanding of the rich and storied history of the Yellowknife Harbour.
4. Provide a series of cultural destinations and attractions to stimulate activity along the waterfront.

What We Heard

1. Need to enforce parking by-laws in Old Town because it's affecting the character of the neighbourhood and access to places, like the Government Dock.
2. Establish Old Town Theatre (such as H.B.C. Warehouse).
3. Need to preserve, recognize, and maintain a greater number of the existing historic buildings and features (such as the developing Mining Museum).
4. Need greater recognition of Yellowknife's multiculturalism.
5. Need greater recognition (signage) of historic points along walking routes.
6. All funding goes to sports and recreation. The City needs to celebrate arts and culture. An Arts Centre, that could include an "artist in residence" program, would have great appeal in Yellowknife.

Recommendations

1. Designate the Old Town as an **Arts and Culture District**, and include:
 - Gathering spaces for events;
 - **Enhanced streetscapes** to reinforce District identity;
 - A concentration of new destinations and attractions;
 - Unique signage that aids in wayfinding; and,
 - Promotions in tourism brochures.
2. Develop Jolliffe Island as a **Heritage Park**, including:
 - Artist in residence;
 - Outdoor and indoor **exhibition space**;
 - Opportunity for environmental art;
 - Passive recreation;
 - Water taxi/ferry service to Old Town; and,
 - Festival of the arts.
3. Undertake a **Public Art Strategy**.
4. Enhance the **programming** of festivals and events year-round.
5. Incorporate **environmental and heritage interpretive information** on the three main Harbour trails.
6. **Enhance the identity** of the cultural centres and reinforce the links among Capital District, Ndilo Cultural Centre, Dettah Cultural District.
7. Support/develop **interpretive information** at Giant Mine and Con Mine.
8. Establish an **award program** to celebrate and recognize local excellence in the arts, culture and architecture.

1 Designate the Old Town as an Arts and Culture District

As the original settlement site of modern Yellowknife, Old Town and its environs are naturally enriched with a concentration of heritage and cultural resources. Furthermore, Old Town’s extraordinary natural setting, walkable streets, mix of uses and architectural variety lend to its tremendous potential for creating a hub and central focus for arts and culture in Yellowknife. The area already has a burgeoning artistic community and is a natural draw for visitors interested in exploring the City’s rich culture and heritage. Aurora Arts Society already promotes art studios, galleries and public art in Yellowknife through its brochures and events.

By designating Old Town as an Arts and Culture District, these existing resources could be captured within a formalized area and leveraged to further direct and focus public and private efforts and investments to intensify arts and culture related functions. In doing so, a critical mass of attractions can be created that could not only draw more visitors and foot traffic for local businesses, but also create opportunities for new forms of cultural synergies for the City. A variety of potential initiatives could be considered to acknowledge, nurture and cultivate a successful Arts and Culture District, including:

- Actively attract, invest, incentivize and support the retention, establishment and concentration of arts and culture related attractions and destinations such as heritage buildings, galleries, museums, entertainment venues, and other complementary uses;
- Providing gathering spaces such as an urban square that can accommodate existing and new cultural festivals and events;
- Promoting the Arts and Culture District in all applicable tourism and directional related materials for the City;
- Reinforce the Arts and Culture District identity and pedestrian connectivity between attractions through a coordinated, appealing and complementary streetscaping improvement strategy; and,
- Ensure adequate directional guidance to and throughout the District through a clearly defined, unique and accessible wayfinding strategy that can include signage, public art, architectural landmarks, lighting and other creative elements to orient visitors.

2 Develop Jolliffe Island as a Heritage Park

Complementary to the designation of Old Town as an Arts and Culture District is the development of Jolliffe Island as a Heritage Park. As described in Section 5, the name of the island could be changed to reflect the long history with the Yellowknives – Big Spruce Island. In doing so, the island can be formally acknowledged for its historical significance, environmental function and as a community-wide public amenity. Jolliffe Island is identified in the Akaitcho Land Withdrawal. Based on discussions with the Yellowknives, there appears to be an interest in protecting the island from intensive development. Despite its proximity, Jolliffe Island, in contrast to Old Town, could provide a dramatically different arts and culture experience that is more passive and contemplative in nature, afforded by its physical separation and park-like setting. Potential initiatives to support the creation of a Heritage Park, include:

- Providing the facilities and promoting an artist-in-residence program that can accommodate rotating renowned local or international artists, that can in turn raise the City’s artistic stature and draw more visitors;
- Providing an outdoor and indoor exhibition or gallery space that through its architectural quality coupled with its natural setting can become an attraction in its own right. As an example, the modestly scaled Long Studio on Fogo Island in Newfoundland has attracted international notoriety for this otherwise little known part of the world;
- Complementary to the natural setting, the island can serve as an opportunity to showcase environmental art that utilizes natural materials and that can populate a sculpture garden;
- As a public park, the Island should be inviting to all residents of Yellowknife, providing for passive recreational opportunities in addition to arts and heritage related programming;
- In conjunction with the establishment of the Park, its accessibility should be ensured in the warmer months through the provision of a water taxi or ferry service that can also add to the novelty of the Park’s experience; and,
- Establishing an annual or seasonal Festival for the Arts centred on the Island can help to further reinforce its heritage role, build its exposure and attract local and out of town visitors on an on-going basis.



Fogo Island, Newfoundland

3 Undertake a Public Art Strategy

Successful public art is rooted in the uniqueness of a particular area, and can take the form of sculpture or commissioned works of art, artist commissioned street furniture or landscape features, or even temporary events and performances. Public art helps to reinforce local ‘sense of place’, generate civic pride, provide landmarks to orient visitors, and can be an effective economic and tourism development tool.

The purpose of a Public Art Strategy is to set out a coordinated and intentional framework for the development of public art throughout Yellowknife Harbour, with a particular focus in the Old Town area. The strategy serves to define locally relevant public art, identify mechanisms and programs to promote its development, and provide guidance for making decisions on matters such as location, artist selections, acquisitions and maintenance.

4 Enhance the Programming of Festivals and Events

The City should continue to support and build on its already successful or emerging festivals and events to continue to draw, inspire and celebrate local arts, culture and heritage. New opportunities for events and festivals should be explored and supported to use and complement the Harbour area year-round. The City should aim to create and hold monthly, festivals and events in Old Town to further stimulate the foot traffic necessary to support a vibrant commercial sector.

5 Incorporate environmental & heritage interpretive information

Given the rich environmental and historical resources and context of the Yellowknife Harbour, there is a tremendous opportunity to further enrich the experience of the existing and proposed three main harbour trails by incorporating interpretive information at applicable or strategic locations. This interpretive information can range from educational to anecdotal and can take the form of simple historical signage to demonstration installations of natural processes.



Outdoor Art Installations

6 Enhance the identity connectivity of the three cultural centres

As a similar strategy to the designation of Old Town as an Arts and Culture District, the identity of the other cultural centres – the Capital District, Ndilo Cultural Centre, and Dettah Cultural District – should also be enhanced and promoted. The Yellowknife Harbour area provides a varied array of cultural contexts and opportunities that should be acknowledged, supported and celebrated. In the same way that Old Town should be promoted to visitors, so too should the three other cultural centres. As distinctive areas and attractions they stand to mutually benefit if collectively endorsed and their connectivity strengthened through initiatives and programs such as tourism brochures, trails and touring circuits.

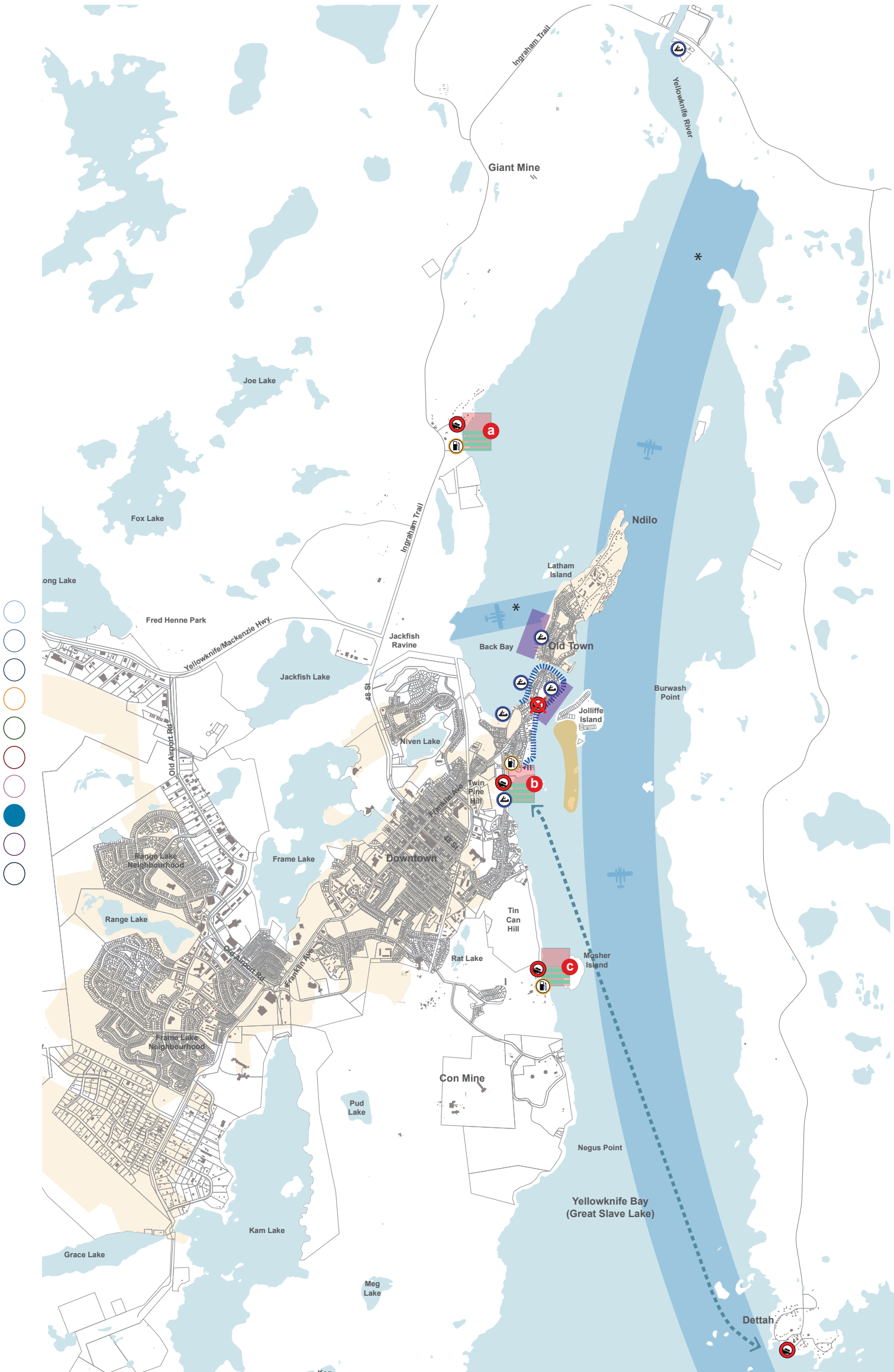
7 Develop interpretive information at Giant Mine & Con Mine

Given the rich mining history of the lands around Yellowknife Harbour, there is a tremendous opportunity to continue to celebrate this past and enrich the experience of visiting these sites through the incorporating interpretive information. Section 5 describes the Giant Mine Heritage Park.

8 Establish an awards program

Relative to other cities, Yellowknife has an exceptional art and design sensibility as demonstrated by the rich and eclectic expressions of art and architecture that can be found in every corner of the City. The City should consider the establishment of an awards program to recognize, promote and encourage further excellence in local arts, culture and architecture. Similar to other cities, an annual Urban Design Awards program can recognize a broad spectrum and scale of designs that contribute positively to the city’s built and experiential context, including architecture, landscape architecture, small and large scale developments, public art, etc. This recognition can also serve as an incentive for good design and can help to further nurture a design-oriented development culture by fostering a healthy competitiveness amongst designers and builders. The awards program should be city-wide.





Legend

- Review and delineate aerodrome limits
- Float plane & boat docks
- Proposed float home zone
- Potential float home marina based community

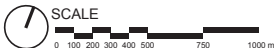
- Deep draft boat launch
- Decommission deep draft boat launch
- Canoe/Kayak/Windsurfer launch
- Gas and pump out

- Public "Dock Walk" & docking facilities
- Ice Road

Marina Options

- a Giant Mine Marina Option
- b Old Town Marina Option
- c Mosher Island Marina Option

* as per Aerodrome map on page 41



Guiding Framework: Harbour Uses

8

Harbour Uses

Vision

Yellowknife Harbour is a safe and highly functional Harbour, providing facilities and amenities for commercial and recreational users to share and enjoy in a cooperative spirit.

precedents



Explore long-term development of a marina-based float home community



Explore potential of creating a marina



Develop public dock-walk and docking facilities. Credit: Technomarine 2011



Define and delineate commercial and private plane aerodrome limits for safety and control

Principles

1. Development within Yellowknife Harbour is economically viable.
2. Yellowknife Harbour is a shared community resource for all to enjoy.
3. Yellowknife Harbour has well designed facilities and is well managed.
4. Uses in the Harbour are accommodated in a manner that ensures the safety of all users.
5. Yellowknife Harbour provides the context for seasonal and year-round use that ensures a hub of activity and interest for the City.
6. Uses of Yellowknife Harbour function in a manner that ensures a healthy, sustainable environment.

What We Heard

1. There is a desire to work together and make the Harbour safe for all users:
 - Summer – float homes, sailboats, motor boats, float planes, canoes, kayaks, personal water craft, kite boards, swimmers;
 - Winter – snowmobiles, cars, float homes, dog sleds, cross-country skiers, skaters, ski planes, kite boards, pedestrians, snowshoers.
2. There is a need for visible change and value from the formation of the “Harbour Entity”.
3. There are safety concerns due to increased use of the Harbour and lack of awareness of other users. This is particularly true in the winter in Yellowknife Bay from Air Tindi to the Dettah Road.
4. Speed limits are not adhered to or enforced.
5. There is “creep” of float homes and moored boats into aerodrome near Jolliffe Island.
6. There is a need for year-round enforcement in terms of use of public facilities including public land, docks, boat launches and use of the water/ice.
7. Concern with growing float home numbers and loss of public, recreational space including blue space (water) and green space (Jolliffe Island).
8. Concern with float home sewage disposal, lack of building codes (safety). They should pay taxes like everyone else.
9. Float home owners said:
 - float homes should be recognized for their cultural heritage;
 - most do not want to be forced to moor in a marina;
 - some support paying taxes, others do not;
 - they do not discharge black water to the lake, most discharge untreated grey water; and,
 - some felt an emergency response system is needed.
10. Garbage disposal on Ice Road needs to be addressed.
11. There is a need for more parking (including long-term) and docking space.
12. There is a need for upkeep of public docks and launch facilities.
13. There is a need for visitor docking space.
14. A water taxi to Jolliffe Island would be nice.
15. Need public fueling and pump out.
16. The boating community said there is a need for more docking space for boats. There are waiting lists at both boating clubs. There is some support for a community marina.
17. The float plane community said they need more docking space. There is limited space for visitors, particularly during special events such as the “Fly-In”.

Recommendations

1. Pending a market analysis, provide a [marina](#) that accommodates in the order of 200 boats. The ideal site:
 - Is located close to other attractions/destinations;
 - Has sufficient water area to accommodate estimated 200 boats with an opportunity for future expansion;
 - Has a sheltered basin;
 - Has adequate mooring depth;
 - Has safe access to navigable water in a location that avoid conflicts with other Harbour uses;
 - Ample land base to accommodate car and trailer parking, winter storage and a building; and,
 - Develop winter uses for marina facilities (restaurant, skating area and change rooms).

In the interim, winter storage will continue to be provided at the clubs.

2. [Optimize docking in Old Town](#) for short-term and seasonal use.
3. Develop a [docking area](#) along the public lands adjacent to Morrison Drive for recreational float planes and boats. A public walkway and amenities such as seating, should be incorporated along the docking area.
4. Implement a [moratorium on all new float homes](#). Define a [float home zone](#) to ensure no conflicts with other users of the Harbour. Adapt safety and building [standards](#) for float homes. Explore long-term development of a [marina-based float home community](#). The implementation of a moratorium will require cooperation between the City and Federal agencies to establish the terms of the moratorium and its administration.
5. Provide [deep draft boat launches](#) in Dettah, near Mosher Island and Giant Mine. The boat launches should be designed/upgraded to include:
 - Parking, washroom facilities, picnic area;
 - Minimal removal of vegetation to accommodate access and related infrastructure;
 - Use of boardwalks in sensitive areas;
 - A vegetated buffer between the water's edge and parking;
 - Mapping to indicate the location of other boat launches, key destinations and information on stewardship; and,
 - Provide fuel, pumpout and water at Giant Mine, Dettah and Mosher Island boat launches.

Provide [boat launches for shallow draft boats](#), including canoes, kayaks and wind surfers in Rotary Park, Back Bay, Otto Drive and at the Yellowknife River.

Following implementation of deep draft boat launches, [remove the current boat launches](#) in Old Town due to issues of congestion and lack of parking. Retain one for canoe/kayak/windsurfer use.

6. Provide a [canoe and kayak storage](#) and launch facility.
7. Enhance the [management](#) of the Harbour:
 - Enforce safety regulations during winter and summer seasons;
 - Designate areas for specific use for example mooring areas, areas for float homes;
 - Notify Transport Canada when there's an event that may impact use of the aerodrome; and,
 - Enforce regulations related to use of public land, docks, boat launches and water/ice.
8. Develop a mechanism to improve [education and safety](#) of Harbour users and awareness of and cooperation with others. This should include environmental awareness, for example to address the issue of garbage along the Ice Road.
9. Work with commercial and private plane operators to more clearly delineate the [aerodrome](#) and its limits.



1. Marina for 200 Boats

Marina Demand

Yellowknife Harbour is an active commercial and recreational Harbour. During the meetings with user groups and the public, the lack of facilities for boaters including a shortage of docking space and the need for fuel and pumpout facilities was an issue raised by many participants. Typically, identifying the market demand is a key initial step in planning a marina project. The scope of this study did not include a marina market demand analysis, however it is strongly recommended that this task be completed in the next phase of the work.

While a market demand analysis has not been completed, anecdotal evidence indicates there is demand for additional seasonal slips. The demand for transient slips is likely limited, considering Yellowknife’s location and the limited number of boating communities within proximity to the Harbour. The size requirements for a marina were estimated based on an assessment of the number of boats currently using the Harbour and considering some potential for growth as follows:

- Google Earth image dated August 18, 2004 was used. The image was divided into regions (Jolliffe Island, Yellowknife Bay north and south of causeway, Back Bay and Giant Mine). Boats docked or moored and in dry dock were counted;
- In summary, the boat count revealed 233 boats docked or moored offshore in total in the Harbour as identified above, and 22 boats visible in dry dock at the Great Slave Cruising Club. This count does not include float homes;
- It is important to recognize that this was a very first level assessment of the number of boats in the Harbour. The accuracy of the boat count is a function of the image quality, which was not high resolution but was adequate for the task. Boats located on land, outside of the Great Slave Cruising Club were not counted. Some boats may have been out cruising when the image was taken. The image is seven years out of date. Finally, this does not replace a market demand study. It merely provides a rough estimate of the number of boats using the Harbour; and,
- Based on the boat count it was assumed that the marina concept should be developed to accommodate approximately 200 boats. This assumes that some of the boats currently moored or docked in the Harbour would move to the marina, while some would remain where they are. It also allows for accommodation of any increase in users since 2004 and for future growth.



Attributes of a Good Marina Site

There are a number of key attributes that are considered when selecting a site for a marina. Three sites have been identified as potential marina locations in this study. The key attributes are described herein and the three potential locations are evaluated against these criteria in the following sections:

- **Location** – Ideally a marina is located adjacent to, or in proximity to users; public access; and attractions. The marina then has the potential to become a destination, particularly if it is connected by pathways to other attractions. A restaurant could be located in the marina, with a view of the lake and boats. Transient users, who may be visiting from another location on the lake, will also want access to downtown commercial and retail area (e.g., shops, restaurants, grocery store, liquor store), though there are expected to be a limited number of transient users for this facility as discussed previously;
- **Sufficient water area for mooring boats** – the selected location must have sufficient water area for the number of boats identified in the market demand analysis, including area to accommodate future expansion;
- **Protected basin** – A sheltered basin is essential to protect boats from damage due to wave action. This generally necessitates construction of breakwaters to provide sufficient protection for the basin;
- **Adequate mooring depth** – The marina must have sufficient depth to accommodate the boats it is designed for, considering a range of drafts and varying water levels on Great Slave Lake. For some of the alternative sites being considered, dredging will be required to achieve the required depths;
- **Safe access to navigable water** – There must be adequate depth through approaches to the marina. Dredging of a navigation channel is sometimes a requirement. In addition, the entrance should not be located in areas with conflicting use, for example near float planes take-off and landing;
- **Ample land base** – Available land area for landside facilities, most notably car and trailer parking, winter storage and a facilities building are important considerations; and,
- **Environmental/Permitting** – The development of a marina is subject to numerous regulatory requirements, for example, DFO, Transport Canada, Mackenzie Valley Land and Water Board. An Environmental Assessment process may be triggered under the Canadian Environmental Assessment Act. Consideration is given to the aquatic and terrestrial environment, heritage and culture, as well as impacts on adjacent shorelines. Sufficient time must be allocated for permitting when developing the project schedule and it is important to consult with permitting agencies early in the process.



Marina Alternatives

A preliminary evaluation, using the criteria listed in the previous section was undertaken for three potential marina locations: Giant Mine, Old Town and Mosher Island. Each of the alternatives are described below. The site locations are shown at right, and the table opposite below provides a first level summary of the strengths and weaknesses of each site.

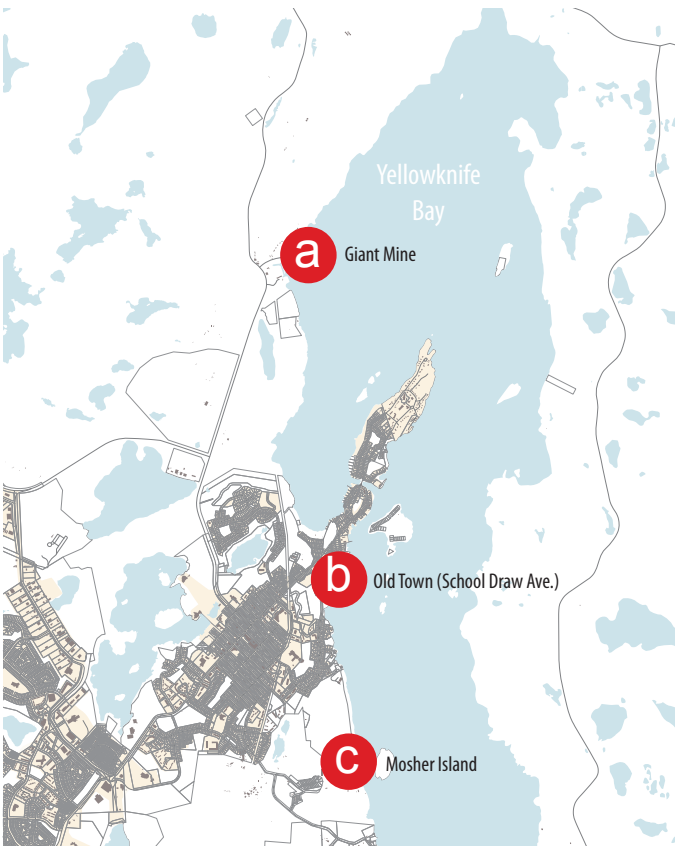
Giant Mine

The Great Slave Cruising Club is currently located at Giant Mine. The Cruising Club facilities include offshore moorings and dry dock space, a dock, parking and a club house. Based on the August 18, 2004 Google Earth image, there were 18 boats moored offshore and 22 boats in drydock. The Cruising Club has indicated that there are up to 70 boats. There is a public boat launch located north of the Cruising Club. Based on discussions with members of the Great Slave Cruising Club during our site visits, significant maintenance is required including repairs to the clubhouse, purchase of a crane and they would like to construct a breakwater to provide shelter to the boats. Boats are currently moored offshore.

The Giant Mine Marina concept includes a north and south breakwater, approximately 160 m and 560 m in length respectively. The breakwaters provide shelter from wave action. The concept includes a walkway along the south breakwater. Based on the limited bathymetry, significant dredging would not be required, as the area is fairly deep.

The public marina includes 180 slips for boats with an average size of 14 m. An area has been included for a float home community. The marina service building has been moved from the current club house location, inshore of the parking lot, to the water's edge. There is adequate parking, which could be used for winter boat storage, along with the lot at the north end of the site. It has been assumed that bioremediation or an alternate method would be used to restore the wetland area behind the berm. The marina includes a fuel dock and sanitary pumpout. The existing boat launch has been upgraded to include a dock, and picnic area. In order to encourage year-round use of this facility, a winter skating area is shown in the marina, adjacent to the float home community and the marina service building, which would include a restaurant and washrooms.

This location offers sufficient space and depth for a marina development. It is located in relatively proximity to downtown amenities. The key issue of concern is the contamination from the Giant Mine site, which introduces a level of uncertainty regarding permitting and timing which would be dependent on the mine remediation.



Old Town (School Draw Ave.)

The Old Town Marina concept, located along School Draw Ave. includes an approximately 70 m north breakwater and a 440 m south breakwater. The breakwaters provide shelter from wave action. The concept includes a walkway along the south breakwater. The area is very shallow and dredging would be required to attain the depths required for the marina.

The public marina includes 150 slips for boats with an average size of 14 m. An area has been included for a float home community along the southern dock. A marina service building is located at the water's edge. There is adequate parking, which could be used for winter boat storage, along with parking lot beside the boat launch, located at the north end of the site. The existing wetland has been left intact and a buffer area has been left between the docks and the wetland. The marina includes a fuel dock and sanitary pumpout. In order to encourage year-round use of this facility, a winter skating area is shown in the marina, adjacent to the wetland. It is assumed that the marina service building would include a restaurant, which would also attract visitors during the winter months. The winter road would be routed through the breakwater gap.

This location offers sufficient space for a marina development, however as mentioned, dredging would be required to create adequate depths. The location, within walking distance of Old Town would provide an additional attraction for visitors and it is assumed that walking trails into Old Town would be developed.



Marina concept for Giant Mine



Marina concept for Old Town

Mosher Island

The Mosher Island concept, located at the old Con Mine site includes an approximately 320 m north breakwater and two south breakwaters totaling 180 m in length. The breakwaters, along with Mosher Island provide shelter from wave action. Public access could be provided along the north breakwater if an access trail were developed along the shore as shown at right, but there may not be sufficient demand to justify the additional cost. The area appears to have sufficient depths, based on the available data, however some dredging or blasting might be required.

The public marina includes 200 slips for boats with an average size of 14 m. No provision has been made for float homes in the concept, however this could be added if there was interest. A marina service building is located at the water’s edge. There is adequate parking, which could be used for winter boat storage, along with the parking lot beside the boat launch. The marina includes a fuel dock and sanitary pumpout. In order to encourage year-round use of this facility, a winter skating area is shown in the marina, adjacent to the marina service building. It is assumed that the marina service building would include a restaurant, which would also attract visitors during the winter months.

This location offers sufficient space in the water, however the grading is extremely challenging and access is difficult. There is limited space for onland facilities and some blasting may be required. The location is approximately 4 km from downtown. It may have potential as part of a larger development at the Con Mine site. This location offers immediate access to Great Slave Lake, avoiding the boat congestion in Old Town.



Marina concept for Mosher Island

Evaluation of the Alternative Marina Locations

A preliminary evaluation, comparing the marina alternatives is provided in the table. It is important to note that the evaluation is based on preliminary concepts. A more detailed analysis would be required in future phases, when additional data is available.

The table provides a first level assessment of the marina alternatives. Based on the assessment, there are advantages and disadvantages to each of the alternatives. The Giant Mine site offers a very good alternative, however there are significant issues to be resolved regarding remediation of the mine and these would likely affect permitting. The Old Town site has

a number of benefits including its proximity to Old Town. It could become an attraction in town, particularly if walkways were developed, connecting the marina to Old Town. However, this location is shallow and dredging would be required. The Mosher Island site offers a third alternative. It is located some distance from amenities, similar to the Giant Mine site. There are also challenges for the landbase amenities, due to the very steep grades on site.

Category	Criteria	Giant Mine	Old Town (School Draw)	Mosher Island
Technical	Sufficient Water Area	- yes - 180 slip marina concept developed, with space for float home community	- yes - 150 slip marina concept developed with space for float home community	- yes - 200 slip marina concept developed
	Protected Basin	- 720 m of breakwater provide shelter from wave action	- 510 m of breakwater provide shelter from wave action	- 500 m of breakwater provide shelter from wave action
	Adequate Depth	- yes - some dredging may be required, however additional hydrographic survey would be required to confirm depths	- dredging required	- yes - some dredging may be required, however additional hydrographic survey would be required to confirm depths
	Access to Navigable Water	- yes	- dredging may be required for approach channel	- yes
	Land Base	- adequate space is available	- adequate space is available	- limited space for on-land facilities, grading is challenging
Environmental / Permitting	Aquatic and Terrestrial Environment, Heritage and Culture	- issues with contaminated land and lakebed sediments - timing may be delayed due to remediation of Giant Mine site - permitting may be an issue due to contamination - HADD created by breakwater	- HADD created by breakwater - wetland located at northern limit of marina, preservation a consideration - landbase identified in Natural Area Preservation Strategy	- HADD created by breakwater - landbase identified in Natural Area Preservation Strategy
Planning	Location and Land Ownership	- located approximately 5 km from downtown Yellowknife - the land is under the administration of the Commissioner of the NWT and the federal gov't. has been granted access for remediation.	- located within walking distance of Old Town - landbase is located on Commissioner's Land	- located approximately 4 km from downtown Yellowknife - landbase is located on Commissioner's Land

2 Optimize Docking in Old Town

There is limited dock space for boats in Old Town. Based on discussions with the Great Slave Yacht Club and the Great Slave Cruising Club, both clubs have waiting lists. The marina discussed in the previous section would address this issue. Another alternative is to create additional dock space through intensification of existing docks. This would provide a short-term solution, though there is a limit to the number of additional berths that could be provided. A number of potential locations have been identified in Old Town on the Framework Plan (shown in purple and dashed blue), including shorelines adjacent to the causeway, the Coast Guard property and private lands that may be developed by land owners. Users of the current private docks on public land would have the opportunity to continue to tie up on the new public dock as would other residents.

3 Public Docks for Float Planes

In general, the commercial airlines are located in Old Town, opposite Jolliffe Island. Private float planes are docked near the causeway between Old Town and Latham Island, and in Back Bay. A lack of dock space for private float planes was identified as an issue by float plane operators. In particular, there is very limited space for visitors. This problem becomes acute during special events such as the fly-in.

Float plane docks could be developed along the public lands adjacent to Morrison Drive. These could be combined with other features such as boat docks and a public walkway (also see Parks & Open Space chapter).



4 Float Homes

The key issues relating to float homes were concerns regarding the proliferation and creep of float homes into the aerodrome and other public spaces and the lack of regulation of float homes. The number of float homes in Yellowknife Bay is increasing. In the August 18, 2004 Google Earth image, there were 25 float homes, most of which were located around Jolliffe Island. In 2010 another float home moved into Back Bay. There are a limited number of locations that offer the required level of protection from exposure to waves, currents and moving ice during breakup. In general, these areas are limited to the south and west shores of Jolliffe Island and some of the smaller islands, south of Jolliffe Island. The issue of lack of regulation also raises safety concerns. At present, no building codes are enforced. Recognizing the unique nature of Yellowknife’s float home community, a phased strategy is recommended to:

- limit the number of float homes (to approximately current numbers) through an immediate moratorium on new float home development;
- designate and regulate the location of float homes within a defined area (see Proposed Float Home Zone on the Framework Plan);
- explore the potential future development of a permanent marina-based house boat community;
- adapt/develop safety and building standards for float homes; and,
- given the City’s current jurisdictional limitations with respect to regulation and enforcement on the water, the implementation of a moratorium will require cooperation between the City and Federal agencies to establish the terms of the moratorium and its administration.



59% of Yellowknife residents feel reinstating the Government Dock for unimpeded access is an important priority.
Ipsos Reid Survey, August 2011

5 Boat Launches

There are a number of boat launches in Yellowknife and surrounding area. Some are effective and others require maintenance or possibly should be shut down. The boat launches can be divided into two types: deep draft launches suitable for boats ranging up to large power boats and launch sites for shallow draft boats such as canoes, kayaks and wind surfers. Existing and potential launch sites are described briefly below, with specific recommendations for each site. The boat launch locations are shown in the map at left and on the Guiding Framework map at the beginning of this chapter.

Deep Draft Boat Launches

Dettah – the launch at Dettah is an informal launch consisting of an area cleared of rocks with a small boat dock. There are no facilities associated with the boat launch area, though it is centrally located near the Chief Drygeese Government Building. This boat launch could be upgraded including improved grading and ramp, improved docks, canoe/kayak racks and other facilities.



Mosher – this launch is located immediately inshore of Mosher Island. The area is sheltered by the island but would be exposed to significant wave action at times. The launch is located on the old Con Mine site and it is currently not in operation. The topography in the area is relatively steep, however there is an access road, which is currently closed. This site has potential for future development as a public boat launch or marina as discussed in the previous section.



Giant Mine – a deep draft launch located at the old Giant Mine site, adjacent to the Great Slave Cruising Club. The launch site includes a parking area, boat launch and docks. It is reportedly, the most well used deep draft launch in Yellowknife. Based on discussions with user groups, some maintenance of the ramp should be undertaken. Consideration should be given to adding picnic tables and public washrooms.



Shallow Draft Boat Launches

Rotary Park Canoe/Kayak – is located on School Draw Ave. The area is sheltered from wave action and the nearshore is shallow. The park includes parking and some limited facilities. It is an appropriate location for a shallow draft boat launch and it is recommended that it continue to be used in this capacity. This site has also been identified as a potential location for a marina development as discussed earlier.

Back Bay – this area serves as a shallow draft launch site for canoes, kayaks and wind surfers. There is a small dock but no other facilities. The sheltered site provides an ideal location for a small boat launch.

Otto Drive Canoe/Kayak/Windsurfer – this is a small park which is reportedly used by windsurfers for launching. The park is also an amenity for other users. There are no facilities and there is limited parking. It is recommended that this informal launch site continue in its present state with parking enhanced.

Yellowknife River – a shallow draft launch located on the southeast side of Ingraham Trail at the crossing of the Yellowknife River. The launch is located approximately 9 km from Yellowknife and was in good condition on the day of the site visit. There is ample parking and an area for picnicking at the site. It is recommended that this launch be maintained.



Old Town – there are two public deep draft boat launches in Old Town, both located south of the Government Dock. The launch located further north (immediately south of the Government Dock) is currently unusable except by canoes, due to a barge that has been docked at the launch for a number of years. This raises the issue of enforcement. A number of issues have been identified with these launches including congestion and lack of parking. Users are encouraged to park at the lot at the intersection of Franklin Ave. and School Draw Ave. but often find this too far to walk and end up parking along Franklin Ave., causing difficulties for pedestrians. Consistent with the recommendations of the 2001 Yellowknife Waterfront Management Plan and the Smart Growth Plan, it is recommended that this launch site be decommissioned. This should be scheduled with development of an alternative deep draft launch, possibly at Mosher Island. The north launch may continue to be used for shallow draft boats such as canoes and a canoe rack would be beneficial.



Back Bay is an ideal site for canoe and kayak racks, washroom and picnic facilities. This would allow people to store small crafts in a secure facility, eliminating the need to drive their boats to the launch site. Ideal sites for this type of facility include the public land in Back Bay, the government wharf, Woodyard Heritage Park and Willow Flats Wetland.



7 Harbour Use and Enforcement

During the consultation events, a number of safety issues related to use of the Harbour were raised. These included: planes exceeding speed limit with congestion in the “Gut” (between Old Town and Jolliffe Island near the Causeway); safety issues in winter between Air Tindi and the Ice Road; inability of float planes to see some of the smaller craft; lack of observance of speed limits and lack of enforcement; lack of observance of rules regarding use of public dock space and lack of enforcement; boats mooring near the aerodrome; sailboat races in the aerodrome; and jet skis and other small boats moving through the gap by the causeway without looking. Although the general consensus was that the Harbour should be shared by all, there is justification for designating some areas for specific uses. Examples include:

- designating areas for mooring boats;
- notifying Transport Canada when there is an event that might impact use of the aerodrome (for example sailboat regattas and dog sled races in the Harbour);
- enforcing regulations that limit the time a boat is permitted to tie up at the Government Dock; and,
- enforcing restrictions on use of the parking lot at the Government Dock.

Enforcement of regulations within Yellowknife Harbour is also an important component of the Harbour Plan. Some identified areas where enforcement is required include:

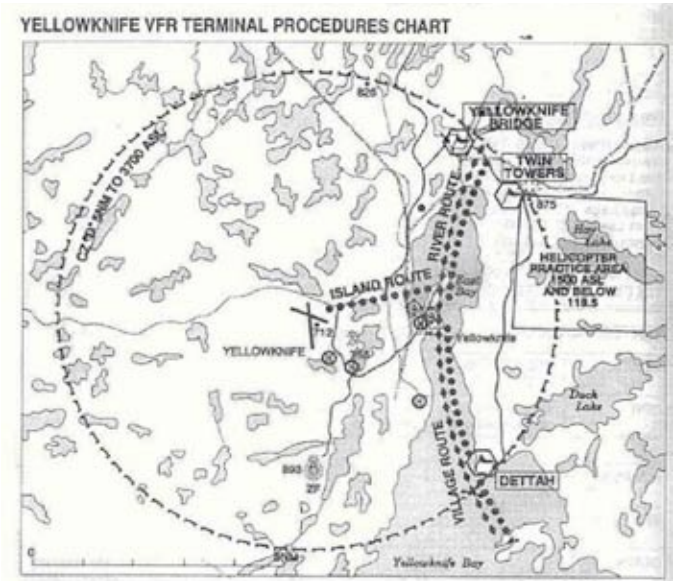
- enforcing regulations that limit the time a boat is permitted to tie up at the Government Dock;
- enforcing restrictions on use of the parking lot at the Government Dock; and,
- enforcement of boat and snowmobile speeds in the Harbour.

8 Education & Safety

Harbour licences are used by some Harbour authorities as a means of educating Harbour users. This might be considered for Yellowknife Harbour. Generally, the license is inexpensive and relatively easy to obtain. Harbour users are required to read a list of regulations and take a short test. This is a means of making the Harbour users more aware of each other and reducing the risk of accidents.

9 Aerodrome

The aerodrome currently extends throughout Back Bay and Yellowknife Bay as shown in the figure below. There are currently no restrictions on boat traffic in the aerodrome and this has raised some concerns about safety. There are areas, for example between Jolliffe Island and Old Town where there is significant congestion due to multiple users (boats and planes). Issues have also been raised about the speed of some boat traffic moving in and out of the gap by the causeway. Suggestions have been made about working with the commercial and private plane operators to more clearly delineate the aerodrome, and better define its limits.

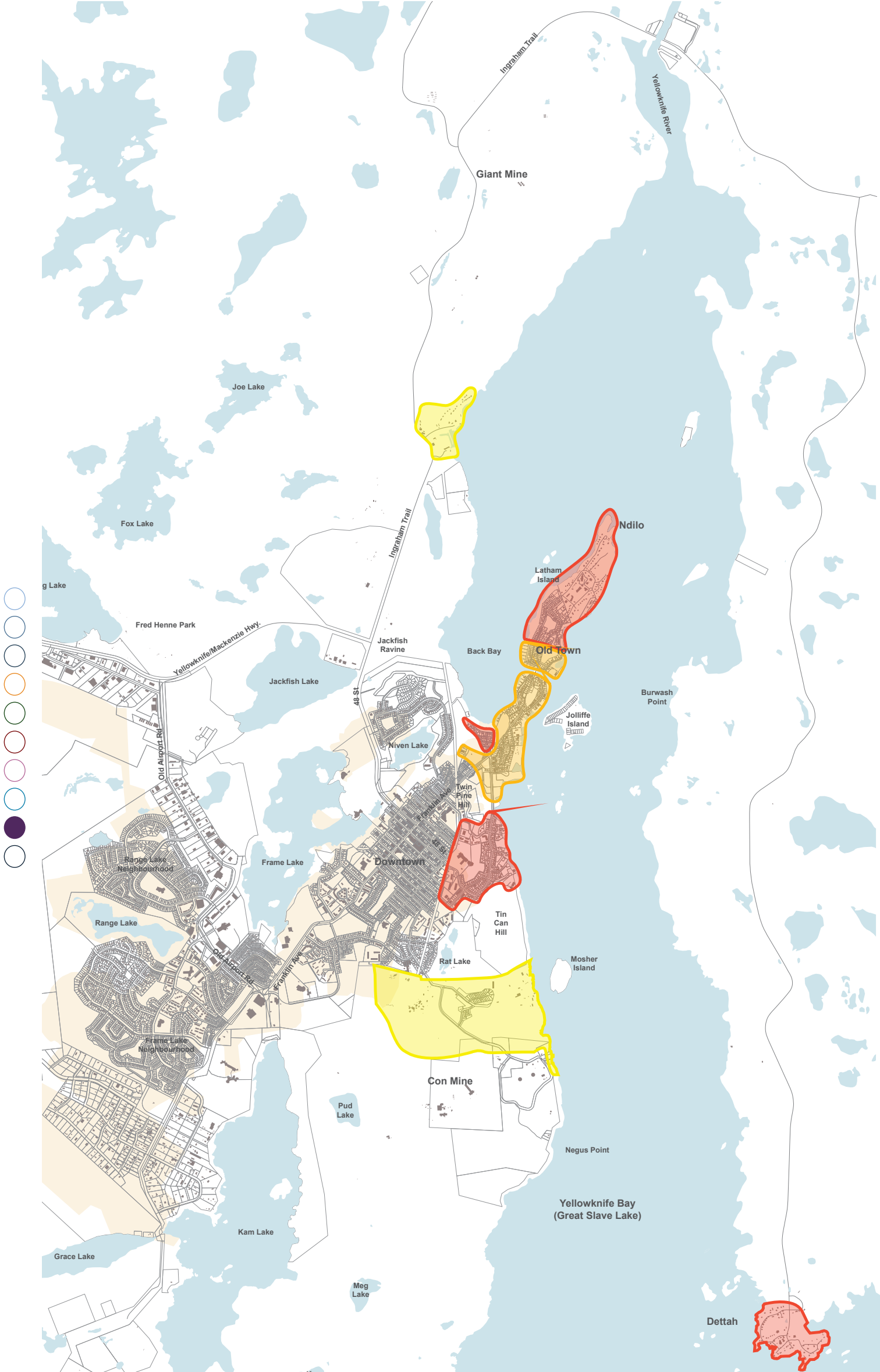


Yellowknife Aerodrome (from Canada Water Aerodrome Supplement)



66% of Yellowknife residents feel improved safety is an important priority for the Yellowknife Harbour Plan.

Ipsos Reid Survey, August 2011



Guiding Framework: Neighbourhoods & Districts

- Legend**
- Established Neighbourhoods - maintain with sensitive change
 - Old Town Mixed Use District - revitalize and compatible intensification
 - New Communities - comprehensive development and redevelopment



9

Neighbourhoods & Districts

Vision

Yellowknife Harbour provides an extraordinary setting and amenity for creating livable, compact, walkable and complete neighbourhoods, and attractive and vibrant mixed use districts.

precedents



Multifunctional spaces



Walkable, compact built form



Beautiful parks and open spaces



Waterfront preserved for public use



A tightly woven mix of land uses



Respect for built and natural heritage



High quality open spaces and amenities



High quality architecture



Walkable streets, balanced for all users

Principles

1. Change and development in neighbourhoods should fit harmoniously and reinforce the distinct and unique built character of these areas.
2. New development and revitalization should reinforce the walkable, compact and mixed use character of Old Town.
3. Built and natural heritage will be protected and enhanced.
4. Provide public access to and along the waterfront.
5. Provide high quality urban design, landscape architecture and architecture.
6. Create a high quality, beautiful public realm with well-designed parks and streets are balanced for all users.

What We Heard

1. Need more and clear access to the urban public waterfront.
2. Landowners adjacent to public waterfront lands have concerns about loss of use, view, privacy and security associated with public access. Accumulated garbage on the shoreline is also an issue.
3. Need more opportunities for waterfront related cafes and restaurants but concerned about the viability of such uses in all seasons.
4. Walking experience is not appealing and need to improve the streetscapes by providing for better pedestrian amenities, sidewalks, snow clearance and filling in or addressing the unsightly 'gaps'.
5. Discourage incompatible industrial uses in the Old Town
6. Protect and enhance the character of Old Town.
7. Make sure new development is compatible with the scale, form and character of Old Town and its surrounding neighbourhoods.
8. Repurpose heritage buildings such as the former Hudson Bay Store.
9. The building of more land based housing inspired by an 'off the grid' lifestyle, may reduce less demand for the freedom inspired houseboat life.
10. Parking solutions and enforcements are need in Old Town.
11. Provide waterfront related attractions and public docking facilities in Old Town.
12. Squatter areas provide for affordable housing and are an attraction in their own right.

Recommendations

1. Develop a **planning framework** supported by character area-specific design guidelines that shapes change in neighbourhoods and districts according to the following three categories:
 - Maintain with sensitive development;
 - Revitalize and intensify with compatible development/redevelopment; and,
 - Large-scale development/redevelopment.
2. Areas for major development/redevelopment should be comprehensively planned and designed to create **appealing, complete and life long communities** with particular regard for:
 - Natural and cultural heritage;
 - Trail connectivity;
 - Walkable streets and blocks and compact form;
 - Mix of uses and variety of housing forms; and,
 - High quality open spaces and amenities.
 Comprehensive Plans should include:
 - Urban design plan and guidelines;
 - Land use plan and policies;
 - Heritage and natural features framework;

- Parks, open space and community facilities plan;
 - Streetscape plan; and,
 - Servicing.
3. **Encourage, enable and guide context specific development** in the Old Town through urban design guidelines in conjunction with a program of incentives. This is to **encourage investment**, high quality design, and the provision for public benefits such as affordable housing, public open spaces, and arts/cultural facilities.
 4. **Enhance the quality of streetscapes** in Old Town so as to improve the walking experience and to stimulate private investment and revitalization.
 5. Establish a strategy to **explore options for the evolution of the informal settlements on public land** in Old Town. This could include a collaborative process to examine methods of providing options for affordable housing in Old Town, while enabling public access on public land.
 6. **Restrict leases for private use of public land** on the waterfront.

Demonstration of implementation of key recommendations for Old Town



Yellowknife has a number of well-defined and identifiable neighbourhoods and districts, each with their own distinctive urban characteristics. The origins of the Yellowknife urban settlement can be traced to the established areas along the harbour, which then extended inland where the contemporary city has fanned over a much larger area. The existing areas along the harbour as well as two new potential communities associated with the former mine sites are the focus of these recommendations.

1 Develop a Complementary Planning Framework

Consistent with the objectives of the City’s Smart Growth Plan, new developments directed to existing urban and disturbed areas and that make more efficient use of existing infrastructure and amenities are an important objective of the Harbour Plan. However, the degree of change and development will not take place uniformly across these neighbourhoods and districts as the opportunities and constraints afforded by these areas vary greatly. These areas can be categorized into three distinct planning areas for which policies and initiatives should respond to:

Established Neighbourhoods – Maintain with Sensitive Change: These areas (identified in red on the Framework Plan) are generally built-out and predominantly residential in character. They include the residential areas that surround Old Town on Latham Island, Peace River Flats and

along School Draw Ave. south of Rotary Park. They also include the First Nations communities of Ndilo and Dettah. Many of these neighbourhoods have had humble beginnings and have now evolved into some of the most desired places to live in the City. Change and development in these areas should be carefully considered to ensure their stability, maintain their residential qualities and to reinforce their respective characters. Accordingly, planning policies and initiatives should be derived from undertaking neighbourhood plans that consult with the community to identify area-specific public realm investment priorities, development parameters and infill design guidelines.

Old Town Mixed Use District – Revitalize and Compatible Intensification: These lands include the historic core of Yellowknife and are comprised of a broad mix of residential, commercial and port-related uses (identified in orange on the Framework Plan). Old Town is also afforded with extraordinary natural features that include almost continuous waterfront and three distinctive high points associated with the Bush Pilot Monument, McAvoy Rock and Twin Pine Hill. Old Town is in flux with significant opportunities for infill and redevelopment, particularly at the water’s edge. At the same time, this area has a distinctive charm and character that ought to be maintained as defined by its walkable narrow streets, low-rise buildings, heritage resources and architectural variety. Accordingly, planning policies and initiatives should seek to encourage investment and intensification that builds on the area’s distinctive ‘sense of place’ (see recommendations 3 and 4).



2 Comprehensively Plan & Design New Harbour Communities

New Communities – Comprehensive Development and Redevelopment: These lands correspond to the former Con Mine and Giant Mine sites (identified in yellow on the Guiding Framework on page 42). As accessible and disturbed natural environments, these areas should be prioritized for decontamination so as to serve as new potential communities on the harbour. Given the magnitude of the sites and their prominence on the harbour, there is an opportunity for these developments to apply best practices in sustainable community design. To do so, prior to any development taking place, they should be comprehensively planned and designed (see recommendation 2).



Character of current development adjacent to Con Mine.



View of Giant Mine site

The lands associated with the former Con Mine and Giant Mine serve as exceptional opportunities to create new communities afforded with an extraordinary setting on the harbour. In conjunction with the decontamination of these lands, they should be carefully planned in a comprehensive manner to ensure the best possible design outcomes and that meet sustainability objectives. Accordingly, key principles that ought to guide the planning and design of these communities include:

Build on Local Design Traditions: Old Town and its surrounding neighbourhoods serve as a local model of sustainable urban form for these new areas. Specifically:

- Narrow streets and small blocks that are walkable and that work with the topographical features;
- Compact urban form with a mix of uses and variety of housing choices in proximity; and,
- Architectural variety and interest.

Integrate Natural Features and Built Heritage: Both sites are afforded with unique natural and heritage features that should serve as organizing principles for the design of the communities.

Strive for Life-Long and Complete Communities: Housing variety that can accommodate people in all their stages of life enables a population to remain in the community, which builds social cohesion. As much as possible most of the people’s daily needs, such as shopping and schools, should also be within easy walking distances.

Accessible and Connected Waterfront: To ensure safe, accessible and continuous access to the waterfront, development should orient to and address the harbour. Enhanced trail connections should also serve to encourage active transportation choices.

Design Excellence: Key to livability, sense of place and encouraging active transportation choices is a high quality public realm and attention to the design and material quality of buildings.

Charrette Inspired: The planning and design of these lands should be inspired through a charrette process that brings together planning and design experts, stakeholders and decision-makers over an intensive week-long exercise that can deliver an agreed-upon plan that meets the above objectives. This process also serves to generate interest and momentum in the investment and development of these lands according to these principles.

Comprehensive Guidance: To ensure the communities are developed according to these principles, Master Plans should be generated that, at minimum, provide the following guidance:

- land use plan and enabling policies;
- urban design framework and guidelines;
- heritage and natural features framework;
- parks, open spaces and community facilities plan;
- streetscape plan; and,
- servicing plan.

81% of Yellowknife residents support modest new development in Old Town of housing, shops, services and cultural facilities.

Ipsos Reid Survey, August 2011

3 Establish Progressive Incentives, Standards & Guidelines for Old Town

Old Town already has charm and appeal but with tremendous untapped potential to become a vibrant mixed-use district, community-wide destination, and tourist attraction. This potential can be realized by:

- Retaining and organizing its function for public docking;
- Protecting, improving and repurposing heritage buildings;
- Providing continuous public access along the docks animated by commercial uses;
- Introducing a series of anchor attractions that can serve as traffic generators Encouraging significant residential and mixed-use infill that can ensure a critical mass of activities and people in all seasons; and,
- Enhancing the public realm through improved streetscape, pedestrian amenities and a central public gathering place, such as a square that can accommodate year-round community events and festivals.

Typical of most traditional centres, Old Town is a complex and challenging area for new development given the patterns of landownership and mix of uses. At the same time, this area can have broad benefits for the community with the appropriate development and public investments. Accordingly, development incentives, standards and guidelines should be prepared that are tailored to the area’s complexity and that can create an environment that will attract the necessary investments. Recommendations include:

Generate a Long-Term Vision: In consultation with landowners, stakeholders and the community at large, generate a long-term vision to guide decision-making with respect to policy changes and public investment priorities. This exercise also serves to generate investment interests as well as confront and strategize around key challenges such as public access to the waterfront.

Adopt a Form-Based Approach to Zoning: To implement a long-term vision for Old Town, the emphasis for zoning should be placed more on achieving good form and design rather than uses. Form-based approaches are well suited for traditional mixed-use areas that are dynamic in their functions because they allow for a variety of compatible uses within prescribed building envelopes that seek to ensure appropriate relationships with the public realm and adjacent buildings. To address the qualitative aspects of development, Design Guidelines should also be prepared to work in conjunction with the form-based zoning, addressing matters such as the design of entries, windows, rooflines, parking areas and materials.

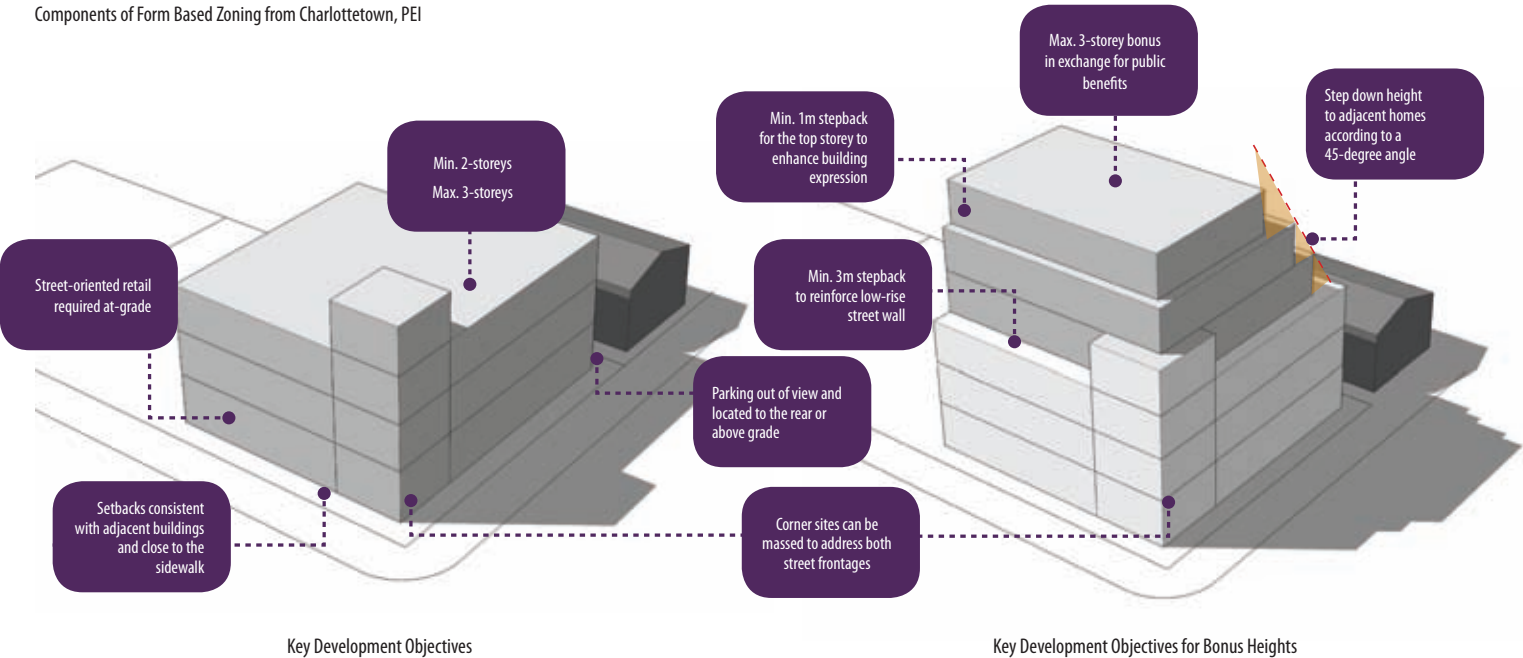
Remove Disincentives to Revitalization and Intensification: Current regulations related to parking, minimum unit size, sprinkling systems, and secondary units serve as major disincentives to investment and to creating multiple-unit housing in Old Town. These regulations should be revisited in conjunction for a form-based approach to zoning.

What is form-based zoning?

A form-based approach to zoning is not a significant departure from existing zoning practices, which already provide direction for the form of development, in terms of set backs, heights, density, lot coverage, etc. The primary difference compared to traditional zoning is that a form-based approach emphasizes the form and massing of buildings rather than land use. Form-based zoning by-laws comprehensively define the permitted building envelope a proposed development may achieve (in terms of form and massing), with consideration for the building’s relationship to other buildings, public open spaces, and the street and block structure. In terms of the regulatory document, form-based zoning by-laws are highly illustrated to demonstrate the desired built outcome. While Yellowknife’s Zoning By-law already includes some illustrative elements (i.e. “CC – Core Area Commercial” zone design standards), more prescriptive built form regulations with supporting illustrations should be implemented in other zones, namely the “OM – Old Town Mixed Use” zone.

An example of how new form-based regulations could be implemented within the City’s existing Zoning By-law is provided in the illustration below, which demonstrates key requirements with respect to the siting, massing and height of buildings within a particular zone.

Components of Form Based Zoning from Charlottetown, PEI



Provide Incentives for Revitalization and Intensification: In addition to revisiting regulations that inhibit positive change, the City may need to consider a program of incentives to trigger investment as well as to deliver on the quality of development and public realm improvements desired. These incentives may include:

- Façade Improvement Grant Program — matching grants to improve facades;
- Heritage Grants Program — matching grants to assist in the protection, restoration and adaptive reuse of heritage resources;
- Redevelopment/Improvement Tax Assistance Program — rebates, deferrals or holidays to off-set the incremental increase in property tax that results from increased assessments due to improvements made on the property;
- Waiving Fees — waiving of development and permit fees for desirable developments;
- Streamlined Approvals — providing quick and guaranteed approvals for developments that are in conformance with the vision, form-based zoning and design guidelines;
- Bonusing — to work in conjunction for form-based zoning a clearly defined envelope that is a bonus in development permissions can be considered in exchange for providing benefits to the area such as affordable housing, public space, publicly accessible waterfront easements, and arts/cultural facilities;
- Public-Private Partnerships — To catalyze the revitalization of Old Town and to set the standard of quality, the City should consider a more active role in the first significant mixed-use development; and,
- Lower Perceived Risks by Investing in the Public Realm — Private investment often follows the lead of public investment (such as streetscapes, open spaces, and civic or cultural facilities) that not only help to enhance the area, but that also demonstrates a commitment and confidence for Old Town as a place for investment (see recommendation 4).



Examples of architecture/design in Old Town

Land Use and Design Policy Enhancements

There are many things the City of Yellowknife can do to implement its long-term vision for the Harbour. Aside from the creation of new administrative structures as articulated in the final chapter of this report, the City's existing policy regime can also be enhanced to reflect emerging development objectives for the Harbour.

From a land use and development perspective, the City of Yellowknife relies on two key policy documents: the City of Yellowknife General Plan and corresponding Zoning By-Law No. 4404.

2011 General Plan

Developed concurrently with the Harbour Plan, the 2011 General Plan builds on the long-term development framework established by the City's Smart Growth Development Plan. The purpose of the General Plan is to effectively articulate a vision for growth and development in the City over a 10-year planning horizon and, in doing so, establish policy directives to guide the evolution of Yellowknife's urban structure as it relates to growth management, land use, municipal infrastructure and transportation.

With respect to the Harbour, the 2011 General Plan provides broad directives encouraging strong partnerships and collaboration with all key interests in the development and use of the Harbour, including the YKDFN and Federal and Territorial partners. However, in terms of more detailed policies, the General Plan largely defers to the Harbour Plan and recognizes the potential need for future General Plan amendments to ensure that policies between the two planning documents are consistent.

Overall, the 2011 General Plan provides sufficient policy support for the long-term planning and development of the Harbour. Therefore, no amendments to the General Plan are required in the immediate term to implement the land/water use-related recommendations within the Harbour Plan.

Zoning By-law No. 4404

Building on the broad land use policies established by the General Plan, the City's Zoning By-law (No. 4404) provides an additional level of specificity with respect to land use permissions.

While the current land use zones are largely consistent with the land use framework envisaged by the Harbour Plan, the following is a high-level overview of strategic Zoning By-law amendments that should be considered as the City implements the Harbour Plan.

1. In the future, and subject to securing jurisdiction over the Yellowknife Bay or a portion thereof, the City may consider extending its zoning by-law over the water (either over the surface or on lakebed depending on the jurisdictional parameters in place) to define and regulate water uses, including moorage, float homes, commercial activities and any other forms of development extending beyond the shoreline.
2. While the Old Town Mixed Use zone (Section 10.18) provides a very flexible and forward thinking set of development permissions, the City could consider further expansion of those permissions in order to facilitate a greater mix and intensity of use. This could be done primarily through increased height and density permissions as appropriate.
3. Along those same lines, the City should consider the addition of an Old Town Design Standards section in Part Eight of the Zoning By-law. Supported by corresponding Urban Design Guidelines, the Old Town Design Standards should clearly articulate form-based development permissions with potential bonus provisions subject to set conditions and/or in exchange for public benefits.
4. Although the current Shoreline Development Standards (Section 7.4) are generally consistent with the broad intent of the Harbour Plan, it is recommended that this section be enhanced to include regulations that ensure public access to the water is provided for and protected.
5. Finally, some site-specific amendments may be required to address areas currently inhabited by "squatters" to facilitate future improvements to those areas as more formal development opportunities, including reductions in minimum dwelling unit sizes to allow for a broader range of housing opportunities.

4 Enhance a Supportive Public Realm for Old Town

In addition to assisting in leading and stimulating private investments, enhancing the public realm is also about creating a physical environment supportive of the rational and most effective means of moving about and experiencing Old Town – on foot. The narrow streets and compact form of Old Town is indicative of other traditional urban cores that often predate the automobile. Although a challenge for traffic and parking, it is these very qualities that lend to the area’s charm, novelty and interest for visitors. Accordingly, it is also by enhancing and promoting this unique experience as an alternative to that of a strip commercial plaza that can potentially attract the traffic volumes necessary for the viability of local shops and businesses.

Stakeholders generally agreed that there needed to be significant improvements to the walking experience. While waterfront access, a public square, infill and creating a critical mass of activity such as street-oriented retail will be an important part of enhancing this experience over the long-term, the design and quality of the streetscapes will be critical to improving this environment and kick-starting revitalization in the near term. Specifically, streetscape improvements in Old Town can serve to:

- Calm traffic and provide for safe pedestrian movement;
- Beautify and provide continuity to a visually fragmented environment;
- Help to clearly delineate various functions in the streets such as parking and crossing areas;
- Make the walking experience pleasant and appealing enough to encourage visitors to not come by car or to park in one location and move about on foot; and,
- Ultimately attract more visitors and pedestrians in all seasons to increase the viability of businesses and shops in Old Town.

Given the narrow cross-sections of the streets in Old Town and how in reality they function, the recommended approach for streetscaping is one that considers the streets more as ‘shared spaces’ where vehicles and pedestrians can often share the same space in a safe and appealing manner. Key design recommendations include:

- Maintain and extend the current use of mountable curbs throughout Old Town; however sidewalks, on-street parking and snow storage areas should be delineated with distinctive paving treatments to minimize the visual impact of the asphalt roadway;
- For calming traffic and to enhance wayfinding, utilize distinctive and raised paving treatments to delineate key intersections, crosswalks, high pedestrian traffic and civic areas such as key connections to the waterfront or adjacent to a public spaces;
- Where appropriate and room permits, introduce street trees that are indigenous to the area, species such as Birch, Trembling Aspen, Jack Pine or Black Spruce (pruned up to 2.0m);
- Introduce a coordinated and consistent design vocabulary for street furnishings such as lighting, signage, trash receptacles and seating;
- Enhance pedestrian security and night/winter use by introducing pedestrian lighting that can also accommodate features such as banners and hanging baskets for seasonal landscaping; and,
- Introduce adequate pedestrian amenities, especially to support a retail environment such as seating opportunities, weather protection, public washrooms, wayfinding signage and features.



Old Town. Character of public realm



5 Establish a Strategy for the Evolution of Informal Settlements

The matter of informal settlements on public land is a complex one. Similar to the float homes, these ‘squatters’ are tolerated because for many they hold some sense of legitimacy as a distinctive aspect of Yellowknife culture and history. It has been noted that much of Old Town and its surrounding neighbourhoods that today are desirable places to live, had similar humble beginnings and have over time evolved into more formal and established urban environments. According to the City of Yellowknife “Squatter’s Policy”, a squatter is a person who has personally occupied a shack since or before 1967. The use of the shack is not assignable, with the exception of a spouse of the squatter. Lands within 100 ft of the high water mark of the Bay are not to be used for squatter shacks. The Woodyard is the site of about 15 shacks, some of which are abandoned RV’s and trailers. Some are right on the water’s edge. There is an extremely unusual situation with a private developer placing private shacks on public property and renting them. During the course of this study, the team listened to many residents who had an emotional attachment to the Woodyard, but also many others who did not.

There is a responsibility of the City to ensure the health and safety of all residents living within the urban boundary. Clearly, there is an issue stemming from the lack of affordable housing, which has been recognized for some time. There is also a strong preference on the part of many Yellowknife residents for public access and public use on public land.

This is obviously a very sensitive issue and one that requires a thoughtful approach. This team has two recommendations:

- Address persistent matters of affordability through a comprehensive city-wide strategy that should include removing barriers and disincentives to the private sector providing for affordable options and/or greater involvement by the City in providing or partnering in creating affordable housing; and,
- Engage with the stakeholders including city staff, MACA, adjacent neighbours, the general public and the residents of the Woodyard in a collaborative process to strategize on options, initiatives and interventions to transition into affordable housing options and evolve this area into an urban neighbourhood that addresses matters such as health, necessary infrastructure, tenure arrangements, waterfront access, as well as the potential for integrating commercial or tourism based enterprises.



Old Town. Woodyard informal settlement

6 Restrict Leases for Private Use of Public Land

A key objective of this Harbour Plan that is broadly supported is providing for greater public access to the waterfront. A significant but unnecessary barrier to meeting this objective is private leasing of public waterfront lands. Consistent with other sections of this Harbour Plan, moving forward on this vision will require reclaiming these lands for unfettered public access. Where private use or leases are considered, they ought to occur with strict conditions that include:

- Unfettered public access to and along the water’s edge;
- Functions and structures that contribute positively to a public waterfront environment such as public oriented retail uses or services with transparent and pedestrian friendly facades; and,
- Lease agreements that do not inhibit the City at any time from undertaking alterations or improvements to the property relating to the implementation of the Harbour Plan.





View looking north over Old Town



View looking north over Woodyard





View looking south over Old Town

10

Implementation

The Harbour Management Strategy was developed based on a review of case studies, conversations with stakeholders and understanding of the particular conditions and uses of the Yellowknife Harbour. The philosophy of the management strategy, the preferred management approach and key actions are described in this chapter.

Introduction

Yellowknife’s Harbour is a tremendous shared community resource. The Harbour represents a dynamic mix of uses and functions, specifically it:

- bears cultural and historic significance to the Yellowknives Dene First Nation and residents of the area;
- serves as a year-round recreational hub for residents and visitors;
- is a key component of the City’s transportation network (float planes, boats, and vehicular use on the Dettah Ice Road);
- supports economic development and commercial activity; and
- provides the setting for Yellowknife’s unique float home community.

However, in the absence of a clear long-term vision for the Harbour, an effective planning and management framework and/or consistent enforcement of existing regulations, the intensity of development and activity within the Harbour has led to growing conflict among uses. Based on the guiding principles and recommendations within the Harbour Plan, this section outlines several priority tasks to strategically advance the long-term vision.

Philosophy of the Harbour Management Strategy

This Harbour Management Strategy, and the broader Harbour Plan, is based on the philosophy that the long-term development of the Yellowknife Harbour must serve the common good and ensure that:

- the Harbour Plan, and its implementation, is fair and reasonable;
- safety and sustainability are promoted;
- adverse social and environmental impacts are avoided, minimized or mitigated;
- all Yellowknifers have the opportunity to benefit from the Plan’s implementation; and,
- key stakeholders, including the Yellowknives Dene First Nation and community members, are consulted throughout the implementation process.

As highlighted in the Background Report, the Plan is being driven by the need to address a number of issues currently facing Yellowknife’s Harbour, including:

- lack of coordinated long-term vision for the Harbour;
- ambiguity with respect to jurisdictional authority;
- lack of enforcement and development control;
- increased congestion and conflict between uses/users;
- liability with respect to servicing provisions and Harbour safety;
- impacts on water quality and the environment;
- impacts on natural and cultural heritage resources;
- constraints to public access to the waterfront; and,
- growing intensity of informal residential development both within the Harbour and along the waterfront.



Administration Framework - Harbour Management Models

Given the jurisdictional complexities around the regulation of uses and activities within the Harbour, a clear delineation of responsibilities is essential to achieve the goals and objectives set out in the Harbour Plan. As part of the background work undertaken for this study, a variety of Harbour management models — based on national and international case studies — were examined, each varying in terms of controlling authority, governance structures, mandates and administration. The evaluation and analysis of those Harbour management models is detailed below.

Harbour Authority

Description: A third-party Harbour Authority, governed by a Board of Directors (elected or appointed) to oversee planning and management of the Harbour and its facilities.

Implementation: While Small Craft Harbours’ Harbour Authority Manual (1998) provides fairly detailed technical guidance on the administrative, financial, operational and environmental management aspects of establishing and managing a Harbour Authority, the initial establishment of a third-party Harbour Authority is relatively complex.

Given Yellowknife’s regulatory and governance intricacies and the diversity of interests at play in Yellowknife’s waterfront area, securing sign-off on the establishment of a third-party Harbour Authority and subsequent recognition of that Authority from those interests would likely be challenging and subject to lengthy and complicated negotiations. Furthermore, most third-party Harbour Authorities have relatively limited mandates, focused primarily on the development and operation of the physical Harbour facilities and associated services provided therein. To establish a Harbour Authority with a broader mandate with powers to regulate waterfront development and activities on the open water would likely require extensive negotiation at the political level and between all levels of government.

Administration: Aside from the challenges of establishing such an entity aside, the administration of a Harbour Authority would be relatively straightforward, subject to securing stable revenue sources through user fees and committed funds from participating members. Notwithstanding that, the creation of another formal entity with direct interest in the Harbour could create additional adverse complexity in the regulation and management of uses and activities in the Harbour. Likewise, from the City’s perspective, the creation of a third-party entity to oversee Harbour management would not provide the necessary assurances that the City’s long-term Harbour planning and development objectives would be pursued and/or achieved.

Compatibility with existing regulatory context: As indicated above, the regulatory context in which Yellowknife operates in is already multi-layered, with various Federal and Territorial departments/agencies, the YKDFN and the City overseeing overlapping jurisdictional responsibilities. The creation of a Harbour Authority would essentially create another layer of bureaucracy and thereby increase the potential for inter-jurisdictional conflict in the planning, development, management and enforcement of activity within the Harbour.

Intergovernmental Development Corporation

Description: An inter-jurisdictional corporation with a specific mandate and powers to control and oversee development and activity within the Harbour.

Implementation: Of the management models examined here, an intergovernmental development corporation is the most complex to implement, both politically and administratively. The establishment of an intergovernmental corporation would require a high degree of political will from all levels of government and extensive negotiation on the mandate, powers and funding structure of such an entity. Such negotiations could take years.

Administration: Notwithstanding the challenges associated with implementing an intergovernmental super-agency to oversee the development and management of the Yellowknife Harbour, the creation of a separate authority with decision-making abilities could lead to adverse complexity and conflict in the regulation and management of uses and

activities in the Harbour. Likewise, from the City’s perspective, the creation of a super-agency to oversee Harbour management would not provide the necessary assurances that the City’s long-term Harbour planning and development objectives would be pursued and/or achieved.

Compatibility with existing regulatory context: It is foreseeable that an intergovernmental corporation or agency to oversee the regulation of development and activity within the Harbour could be designed to fit within, or even supercede, the multi-layered regulatory regime currently in place. However, the establishment of a such a corporation/agency would create an entirely new layer of bureaucracy and, as a result, could generate inefficiencies in terms of administrative costs, encumber the timeliness of critical decision-making and heighten the potential for inter-jurisdictional conflict in the planning, development, management and enforcement of activity within the Harbour.



Specialized Municipal Agency

Description: A specialized City agency or commission created to lead the planning, permitting, management and enforcement of development and activity within the Harbour.

Implementation: The implementation of a specialized City agency to oversee the planning, management and enforcement of development and activity within the Harbour could be facilitated through Council direction. The key benefit to this approach is that it allows the City to maintain a high degree of administrative oversight and gives the City the ability to link the mandate of the agency with the vision, objectives and recommendations of this Plan.

Administration: Subject to the extent of the department’s scope and a subsequent assessment of staffing needs and budgetary requirements, this specialized agency could be structured in two ways:

1. As a stand-alone administrative unit with its own dedicated staff – this option would have greater administrative costs associated with it and would require its own operating budget; or,

2. As an interdepartmental group that functions as a coordinating body set-up to address matters related to the Harbour. The latter option could be jointly headed by a number of directors/management, with support from their existing staff teams.

Compatibility with existing regulatory context: As a City-controlled entity, new municipal by-laws could be drafted to implement and establish the mandate of the agency. This agency could then work with its inter-governmental counterparts to resolve ongoing jurisdictional issues related to the Yellowknife Harbour and in the longer-term look at opportunities for transferring its responsibilities for Harbour management to an inter-governmental or third-party authority.

Memorandum Of Understanding (MOU)

Description: A written agreement between various interests that sets out core principles, objectives and responsibilities of the signatories.

Implementation: MOUs are a common tool used between various authorities to articulate a common understanding of their working relationship as it pertains to a particular issue or objective. While the development of a Memorandum of Understanding related to Harbour planning, management and enforcement would likely be subject to lengthy, and potentially contentious, negotiations, the process could also be a constructive platform to raise awareness of the City’s vision for the Harbour, foster a spirit of collaboration between the various interests and clarify how new and existing regulations will be interpreted and enforced.

Administration: An MOU is more of an administrative tool than an administrative model. However, it can be an important mechanism to

establish a structure for partnership between the signatories and reinforce administrative roles and responsibilities of those signatories. As such, an MOU could be used in conjunction with any of the preceding Harbour administrative models, to articulate the roles and responsibilities of the future Harbour authority in whatever form it may eventually take.

Compatibility with existing regulatory context: An MOU can be tailored to augment or fit within the existing regulatory context. How the terms of an MOU are integrated within the context of broader regulations and jurisdictional responsibilities will likely be one of the most crucial aspects in the negotiations to draft the MOU.

89% of Yellowknife residents agree that better management and enforcement would enhance the use of Yellowknife Harbour for everyone.

Ipsos Reid Survey, August 2011



Preferred Approach for Harbour Management

Goal

To protect, preserve and promote the vitality of the Yellowknife Harbour.

Objective

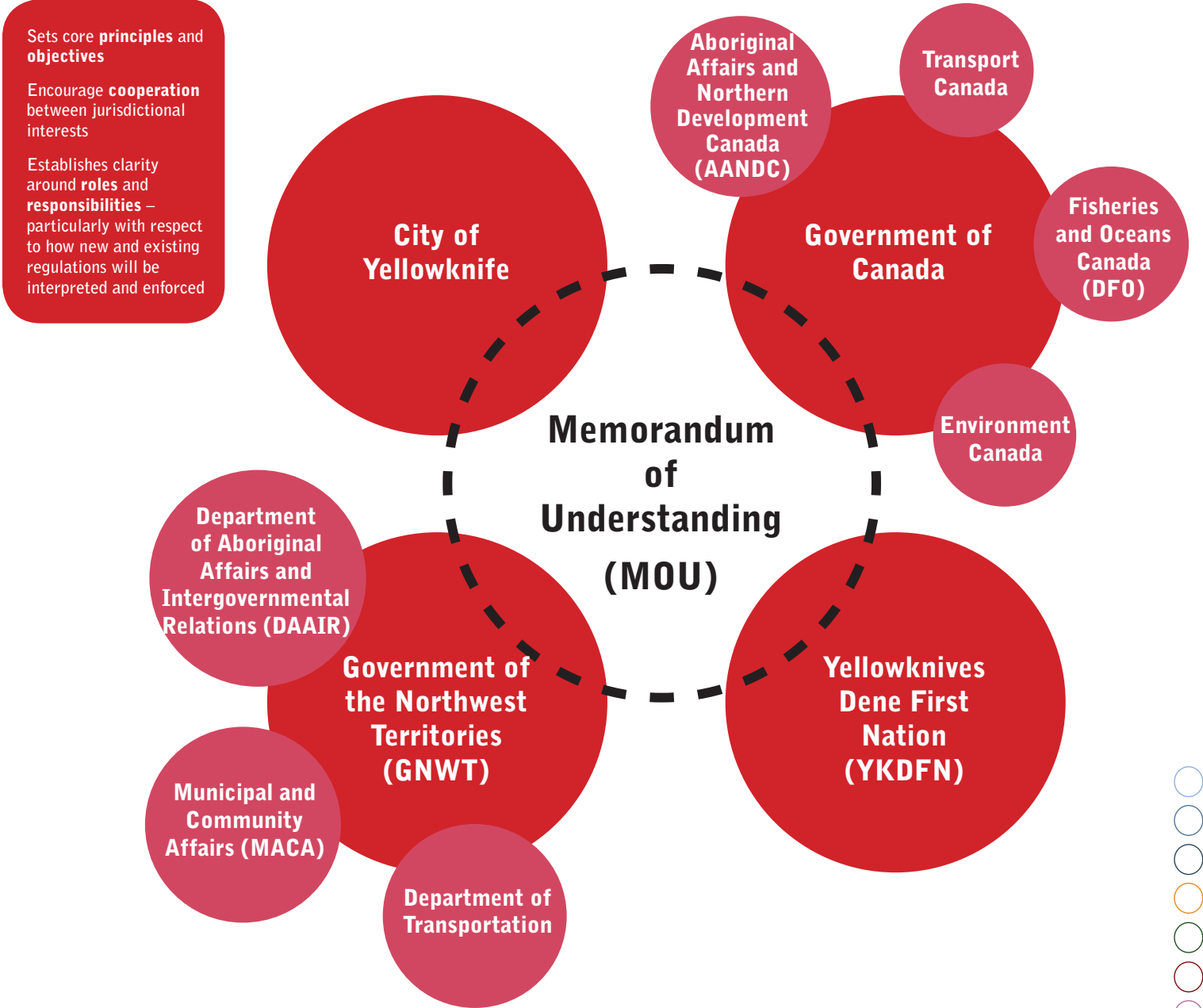
To better manage and regulate development and activity within Yellowknife Harbour to ensure that it continues to be a vibrant and active focal point of the City, while mitigating conflicts between uses/users and reducing impacts on the environment and its cultural legacy.

Based on consultation with the YKDFN, City, Territorial, and Federal representatives and other stakeholders, as well as the above assessment of potential Harbour management models, a municipal-led harbour management approach is recommended. This approach recognizes the City’s inherent understanding of the harbour issues and its established capacity to oversee implementation of many of the land use and development-related components of the Harbour Plan. Key elements of this approach include:

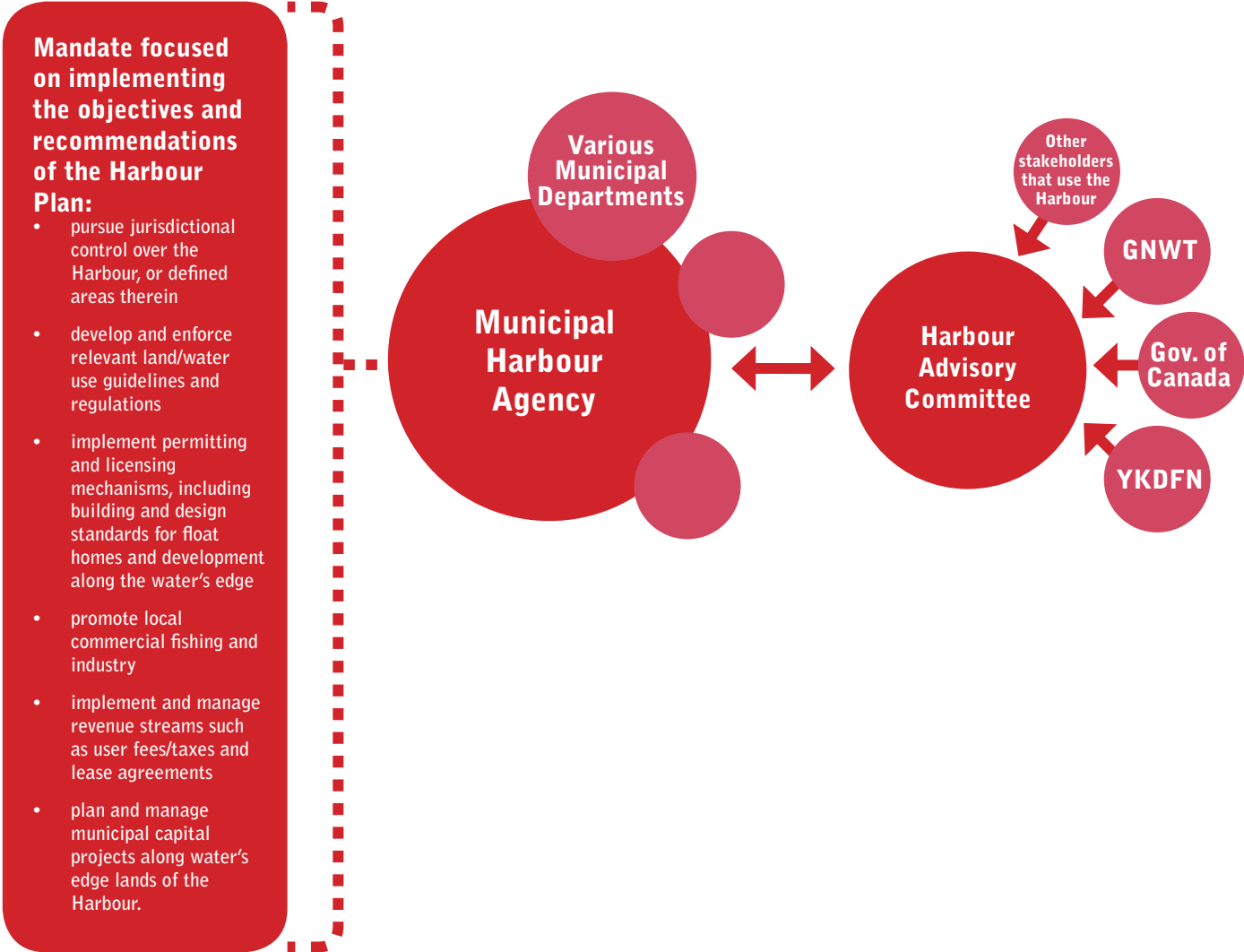
1. Establishing a Memorandum of Understanding between the City and various levels of government, including YKDFN, Territorial, and Federal counterparts, regarding the regulation of the Yellowknife Harbour.
2. Creating a specialized municipal-led agency, facilitated by City Administration, and a Harbour Advisory Committee to advise the Harbour Agency, as it implements the Harbour Plan through the development of new regulations and negotiations with upper levels of government on jurisdiction. The Harbour Advisory Committee would also be designed to provide oversight and ensure coordination and consultation with all relevant harbour interests (see diagrams on facing page).
3. Establishing a clear mandate focused on implementing the objectives and recommendations of the Harbour Plan, through the:
 - pursuit of jurisdictional control over the Harbour, or defined areas therein;
 - development and enforcement of relevant land/water use guidelines and regulations (including relevant amendments to the Zoning By-law as per Chapter 9 of this report);
 - implementation of permitting and licensing mechanisms, including building and design standards for float homes and development along the water’s edge;
 - promote local commercial fishing and industry;
 - implementation and management of revenue streams such as user fees/taxes and lease agreements; and,
 - planning and management of municipal capital projects within the Harbour.



Memorandum of Understanding (MOU)



Proposed Harbour Management Structure





View looking northeast from downtown

The Yellowknife Harbour Plan provides a long-range vision for management of the Yellowknife Harbour. Clearly the recommendations identified in the Plan have implications on the City's capital and operating budgets, and some complex policy and legislation matters will require resolution before certain initiatives can proceed. It is essential that the City strategically identify, scale, and schedule projects in a practical manner.

Based on the broad scope of the Plan, implementation will require considerable resources and will need to occur over an extended time period (i.e. 20 years). The key trigger for success in implementation of a new framework to guide use on and along the Harbour is first and foremost, political will. The City must champion change and set the precedent for the quality and character of development. The public sector has to lead by showing an obvious commitment to change by investing in high quality public spaces and facilities.

Through the six Guiding Frameworks and the Implementation Section, the Harbour Plan outlines 43 recommendations which are summarized below. Within these recommendations, a number of priorities are highlighted for ongoing consideration based on public consultation and input from City Administration and the Harbour Planning Committee. A number of these recommendations can be addressed by other Municipal Committees in coordination with the Harbour Advisory Committee. For example, all recommendations under **Arts, Heritage, Tourism and Culture** can be led by the Heritage Committee, while most of the recommendations under **Neighbourhoods and Districts** can be coordinated by the Smart Growth Implementation Committee.

Natural Heritage

1. Direct high use activities and development to less sensitive areas or disturbed sites with restoration/enhancement potential.
2. Develop and implement policies, site control measures, monitoring and impact contingency measures to protect groundwater and surface water quality.
3. Integrate sustainable stormwater management practices into existing and new development areas.
4. Require erosion/siltation control plans for new developments adjacent to shorelines, wetlands and watercourses.
5. Develop and implement management plans for ESA's to guide development and recreational activities and protect sensitive areas.
6. Promote through education and enforce regulations to mitigate potential water quality impacts generated by Harbour users.

Parks & Open Space

1. Develop/recognize major green spaces as key destinations/nodes on the waterfront.
2. Identify ice parks for programming of winter activity.
3. **Enhance existing/develop new parks along the waterfront.**
4. Reinforce the shoreline enhancement zone.
5. **Restrict leases for private use of public waterfront land between Tin Can Hill and the ski club.**

Trails

1. **Develop three primary trails: Mine to Mine, Harbour Trail and Yellowknife Bay Trail.**
2. Develop key connecting trails to link the lakes, the Harbour Trail and the Mine-to Mine Trail.
3. Explore opportunities for a small-scale ferry/water taxi service between Old Town and Jolliffe Island.
4. **Develop a strategy to clearly mark and promote awareness of the ice roads/winter connections on Yellowknife Bay.**
5. Develop a comprehensive trail wayfinding/signage strategy.
6. Establish an operating budget to ensure trails are well maintained.

Arts, Heritage, Tourism & Culture

1. Designate Old Town as an Arts and Culture District.
2. Develop Jolliffe Island as a Heritage park.
3. Undertake a Public Art Strategy.
4. Enhance the programming of festivals and events year-round.
5. Incorporate environmental and heritage interpretive information on the three main trails.
6. Enhance the identify of the cultural centres and reinforce the links among the centres.
7. Support/develop interpretive information at Giant Mine and Con Mine.
8. Establish an award program to celebrate and recognize local excellence in the arts, culture and architecture.

Costs/funding issues, private land/landowner issues, agreement on priorities and public access were the top challenges for the Harbour Plan identified by Yellowknife residents.

Ipsos Reid Survey, August 2011

Harbour Uses

1. **Undertake a market analysis to evaluate whether a marina could be supported.**
2. **Optimize docking in Old Town.**
3. **Develop a docking area along the public lands adjacent to Morrison Drive.**
4. **Implement a moratorium on all new float homes. Define a float home zone. Adapt safety and building standards for float homes. Explore long-term development of a marina-based float home community.**
5. **Provide deep draft boat launches. Provide boat launches for shallow draft boats. Remove the current boat launches in Old Town.**
6. **Provide canoe and kayak storage.**
7. **Enhance the management of the Harbour.**
8. **Develop a mechanism to improve education and safety of harbour users and awareness of and cooperation with others.**
9. **Work with commercial and private plane operators to more clearly delineate the aerodrome and its limits.**

Neighbourhoods & Districts

1. Develop a planning framework, supported by character area-specific design guidelines to shape change in neighbourhoods and districts according to the three categories on the Guiding Frameworks plan.
2. Prepare comprehensive plans for large scale areas for redevelopment.
3. **Prepare urban design guidelines for Old Town.**
4. **Enhance the streetscapes in Old Town.**
5. **Prepare a strategy for the evolution of informal settlements on public land in Old town, including development concepts, tenure options and planning/development controls.**

Implementation

1. **Assign senior City administrator to head up City led Harbour Agency and oversee coordination of the Plan's phased implementation.**
2. **Establish interdepartmental harbour Agency and initiate formation of intergovernmental Harbour advisory groups.**
3. **Initiate consultation with Federal, GNWT and YKDFN on the terms of the MOU(s).**
4. **Undertake periodic review (every 5 years) of the Harbour Plan and its implementation.**

Significant public input was received at all stages of the Harbour Plan's development and the Harbour Planning Committee spent considerable time weighing the public input and revising the report to optimize public expectations. Given the scope of the Plan it is evident that implementation will need to occur over an extended period of time (i.e. 20 years). As a result of public input and resources the Committee recommended five priority tasks for immediate implementation:

1. Pursue the feasibility of a Giant Mine Marina Site concurrently with exploring Mosher Island as an alternate marina site;
2. Establish a memorandum of understanding, seek jurisdiction over the Yellowknife Harbour (lake bed Great Slave Lake within the municipal boundaries);
3. Pursue a Float Plane/small Boat Marina at the proposed Back Bay site on Latham Island;
4. Seek municipal tenure to the DFO property (the government dock: Lot 10, Block A, Plan 3801) and clean it up; and
5. Maintain and upgrade the existing parks (upgrades to include amenities and appropriate lighting). The City should focus its efforts on the following sites in the short-term: Pilot's Monument, Wiley Road parcel, Otto Drive Park, and the Rotary Park.

These five recommendations were adopted by Council and will allow Administration to pursue a number of initiatives over the next 12-18 months while the balance of the Harbour Plan is considered for implementation.

Implementing the broader aspects of the Harbour Plan will require considerable time and resources. With the recommended tasks and priorities in mind, it is important that the City pursue those harbour initiatives which are imperative to building momentum and public support. A number of projects can be completed with limited resources, while others require long-range planning, budgeting, and legislative support. A balanced approach which concurrently pursues small scale projects with preliminary planning on larger initiatives may be the most effective.

The purpose of the Committee, as per the initial Terms of Reference, was to facilitate the interests of the various governmental bodies in developing a regulatory framework and development vision for the Yellowknife Harbour. With the planning framework in place, the City is now prepared to move forward with this essential task. As outlined in the Implementation section of the Harbour Plan, this will be achieved through a MOU with various orders of government and the Yellowknives Dene First Nation, establishing jurisdiction, and creating a Harbour Agency. It is envisioned that the other components of the Plan can be implemented through recommendations from the Harbour Agency and Advisory Committee as well as the annual budget process with Council.

