



CITY OF YELLOWKNIFE

GOVERNANCE AND PRIORITIES COMMITTEE AGENDA

Monday, January 16, 2023 at 12:05 p.m.

Chair: Mayor R. Alty,
Councillor S. Arden-Smith
Councillor G. Cochrane,
Councillor R. Fequet,
Councillor B. Hendriksen,
Councillor C. McGurk,
Councillor T. McLennan,
Councillor S. Payne, and
Councillor R. Warburton.

<u>Item</u>	<u>Description</u>
1.	Opening Statement: The City of Yellowknife acknowledges that we are located in Chief Drygeese territory. From time immemorial, it has been the traditional land of the Yellowknives Dene First Nation. We respect the histories, languages, and cultures of all other Indigenous Peoples including the North Slave Métis, and all First Nations, Métis, and Inuit whose presence continues to enrich our vibrant community.
2.	Approval of the agenda.
3.	Disclosure of pecuniary interest and the general nature thereof.
4.	A presentation regarding the 2026 Arctic Winter Games.
ANNEX A	
5.	A memorandum regarding whether to proceed with the residential infill and densification development planning process to create new residential lots for development.
<u>IN CAMERA</u>	
6.	A personnel matter.
7.	Business arising from In Camera Session.



CITY OF YELLOWKNIFE

MEMORANDUM TO COMMITTEE

COMMITTEE: Governance and Priorities

DATE: January 16, 2023

DEPARTMENT: Planning and Development

ISSUE: Whether to proceed with the residential infill and densification development planning process to create new residential lots for development.

RECOMMENDATION:

That Council:

1. Direct Administration to initiate planning applications as required for Community Plan Amendments, Area Development Plans, Zoning By-law Amendments and Subdivision of lands in support of infill and densification development; and
2. Direct Administration to proceed with the following parcels:
 1. Burwash Drive Con Road (Lot 14, Block 145 and Lot 5, Block 148);
 2. School Draw (Lot 15, Block 78 and portion of Block 77A, Plan 512);
 3. Niven Drive (portion of Lot 1, Block 303);
 4. Taylor Road, north and south side (portion of Lot 2, Block 159 and Lot 19 and 20/1002REM, Block 133/Q85J/8); and
 5. Niven Phase 8 (portion of Lot 21, Block 312).

BACKGROUND:

Opportunities to increase land supply for residential development have been reviewed. Land use planning policies direct that consideration and focus shall be on infill and density options. Increasing available land for residential development supports the community, new residents and a growing economy.

Infill and densification development, are ways to effectively respond to the complex issue of housing. Options considered by administration include the redevelopment of existing vacant or underutilized city owned land for residential purposes within existing built and serviced areas.

The benefits of infill and densification include:

- contains urban sprawl;
- limited or no extension of municipal services (sewer, roads, water, transit);
- reduced cost of lot creation;
- residential options to meet diverse financial situations;
- variations in residential development create vibrant neighbourhoods;
- provide opportunities for multi-generational living;
- compact development is environmentally sustainable;
- reduce GHG's, improve air quality;
- support multi-modal and accessible communities;
- investment in the community; and
- increased tax base with limited municipal expenditure.

The City of Yellowknife (the "City") currently owns numerous parcels within the city boundary which are adjacent to existing municipal services. Some are undeveloped or under utilized with no detailed land use plan. These properties are ideal for infill residential developments. Administration recommends that an infill and densification development planning process to create new residential lots be initiated. As indicated on the maps included as attachment no. 1, all City owned lands within the built up areas were considered. The following criteria were used:

- identify all city owned land;
- is the land adjacent to municipal services:
 - roads;
 - sewer and water;
 - fire protection;
 - parks and trails;
 - recreational facilities
- what is the current and historical use of the land;
- topography and geology;
- proximity to local amenities (stores, schools, employment);
- existing area development and compatibility; and
- planning designations and zoning.

Implementation of the infill and densification development policies of the Community Plan are recommended to be utilized to the overall benefit of the community.

COUNCIL POLICY / RESOLUTION OR GOAL:

Council Goals	Goal #1 – Growing and diversifying our economy
	Goal #2 – Delivering efficient and accountable government
	Goal #3 – Ensuring a high quality of life for all, including future generations
	Goal #4 – Driving strategic land development and growth opportunities

APPLICABLE LEGISLATION, BY-LAWS, STUDIES, PLANS:

1. *Cities, Towns and Villages Act* S.N.W.T. 2003, c.22;
2. *Community Planning and Development Act* S.N.W.T. 2011, c.22;

3. Community Plan By-law No. 5007;
4. Zoning By-law No. 5045; and
5. Land Administration By-law No. 4596, as amended.

CONSIDERATIONS:

Legislative

The City is granted the authority to control land uses under the *Community Planning and Development Act*. Council may amend a Community Plan, adopt an Area Development Plan by by-law and amend the Zoning By-law in conformity with the policies contained in the Community Plan.

Each planning process requires formal Public Notice and a Public Hearing before Council in accordance with provisions of the *Community Planning and Development Act*. Formal Public Notice is undertaken by advertising the proposed development plan within the City's Capital Update Newsletter prior to the Public Hearing. The advertisement is also posted online on the City's website.

With respect to subsequent subdivision of the lands, the GNWT is the subdivision approval authority. Where Council makes a decision to approve an Area Development Plan and Zoning By-law amendment a plan of subdivision is then submitted to the GNWT for review, approval and registration.

Community Plan By-law No. 5007

The City's Community Plan By-law No. 5007 (the "Plan") describes Council policies on how land within the City should be used. It was prepared with input from the community and ensures that future planning and development will meet the needs of the community. Policies within the plan outline where new housing, industry, commerce and recreation uses will be located. The Plan determines what municipal services, like roads, water, sewers, parks, etc., will be needed at present and in the future. The direction and in what order development will occur is outlined within these policies.

The Plan includes a number of policies that relate to densification for housing purposes, while supporting and encouraging infill development to achieve the vision and goals of the Plan. Details of specific policies are outlined in Attachment #2. Some of the property recommended for new residential development will require an amendment to the Community Plan land use designation. These proposed amendments would ensure the land to be developed conform to the Community Plan policies. Map 24, of the Community Plan, identifies a number of the parcels recommended for infill and densification for residential development between 2021 and 2025.

Zoning By-law No. 5045

City Council adopted the current Zoning By-law in 2022; reducing barriers to development and increasing support for new development, including residential uses in various forms. City Council may amend the Zoning By-law, if required, as a result of the creation of an Area Development Plan. The Zoning By-law must conform to the Community Plan and implement the Area Development Plan. The Zoning by-law regulates permitted uses and conditions of these uses within defined zones.

The properties recommended for infill through this memorandum will all require to be zoned to a suitable residential zone. All infrastructure, servicing and public services will be considered when developing detailed land use plan for developments through rezoning.

Financial Considerations

Development of lands for infill and densification development within the city will be supported financially through the Land Development Fund and through budgeted Planning and Lands staff resources dedicated to the projects.

Infill and densification development generally requires significantly less financial commitments from the City with respect to new capital investment in infrastructure and municipal services. New Infill development will utilize existing City owned land and all costs will be recovered through the sale of the lands.

Asset Management Considerations

Infill development is a good land use planning practice that encourages intensity in the use of existing infrastructure and municipal services. There is minimal added costs as there is no/limited new service extension or increased maintenance requirements for new infrastructure. The proposal supports wise management of existing municipal assets.

ALTERNATIVES TO RECOMMENDATION:

That Council direct Administration not to proceed with land use planning for infill and densification development.

RATIONALE:

The City's Community Plan policies support infill and densification development as a mechanism for the provision of housing. These policies are a strong foundation for future policy implementation and actions.

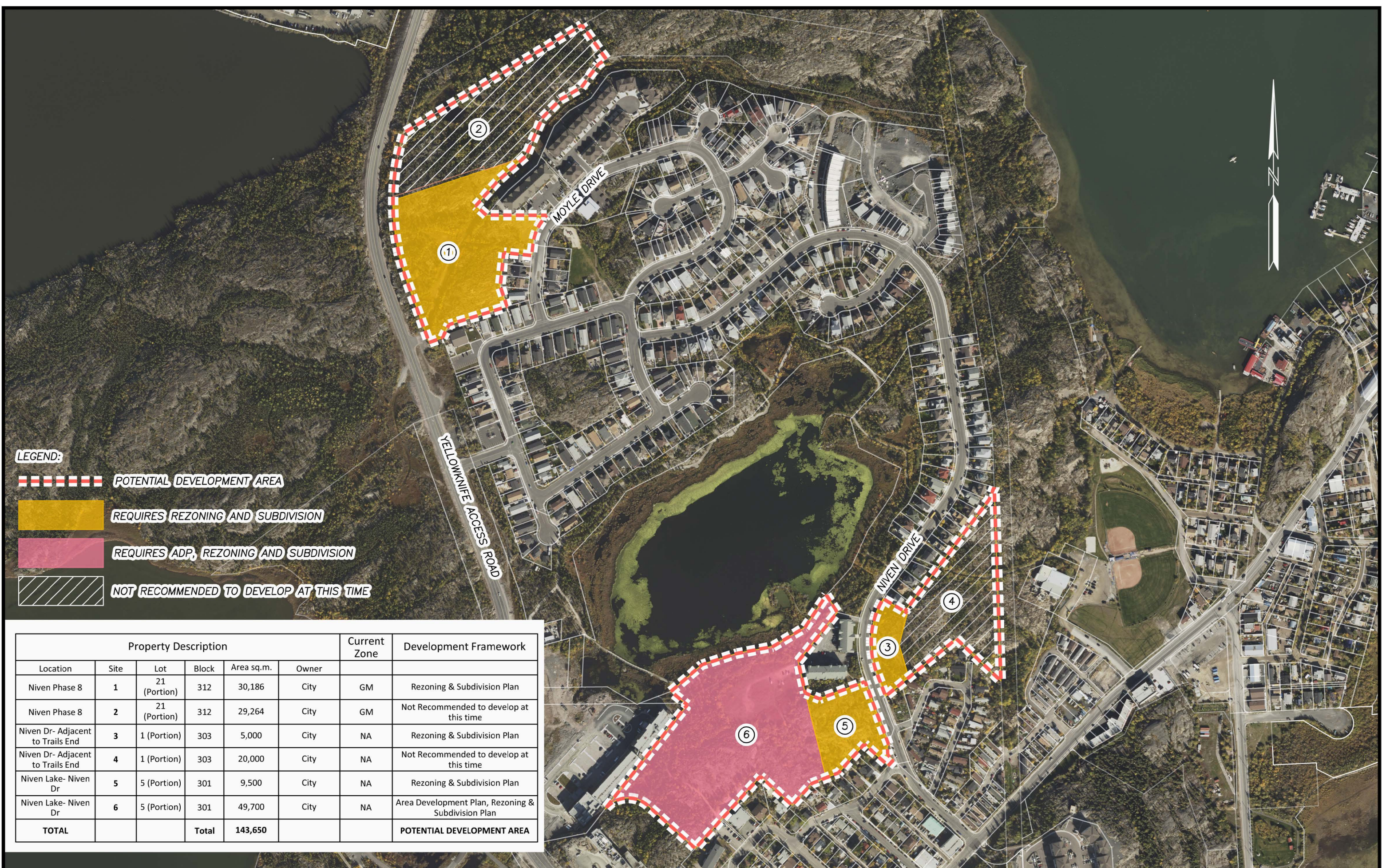
The City owns a number of undeveloped or under utilized parcels that are appropriate for the creation of infill residential lots to meet the current and future housing demands. A summary of Community Plan designations, zoning, topography, roads, municipal servicing, adjacent land uses and current use was completed. The Map (attachment #1) outlines lands that were considered, their location and if there is a recommendation to move forward with development for infill and densification purposes. The recommended land parcels all require at minimum a rezoning and subdivision. The net benefit of residential development to the immediate area, the surrounding community and the City as a whole were considered as well in making the recommendation to Council.

ATTACHMENTS:





1. Maps of City-owned lands available for Infill Residential and Densification Development No. 1, (DM#715796);
2. Community Plan: Planning and Development Objectives and Policies (DM#719478);
3. Priority list of properties for Infill Development (DM#720887); and
4. Process Chart – Community Plan Amendment, Area Development Plan, Zoning By-Law Amendment, Subdivision (DM#721241).

Prepared: December 01, 2022; TS

Revised: Jan 9, 2023; CW



LEGEND:

-  POTENTIAL DEVELOPMENT AREA
-  REQUIRES REZONING AND SUBDIVISION
-  REQUIRES ADP, REZONING AND SUBDIVISION
-  NOT RECOMMENDED TO DEVELOP AT THIS TIME

Property Description						Current Zone	Development Framework
Location	Site	Lot	Block	Area sq.m.	Owner		
Niven Phase 8	1	21 (Portion)	312	30,186	City	GM	Rezoning & Subdivision Plan
Niven Phase 8	2	21 (Portion)	312	29,264	City	GM	Not Recommended to develop at this time
Niven Dr- Adjacent to Trails End	3	1 (Portion)	303	5,000	City	NA	Rezoning & Subdivision Plan
Niven Dr- Adjacent to Trails End	4	1 (Portion)	303	20,000	City	NA	Not Recommended to develop at this time
Niven Lake- Niven Dr	5	5 (Portion)	301	9,500	City	NA	Rezoning & Subdivision Plan
Niven Lake- Niven Dr	6	5 (Portion)	301	49,700	City	NA	Area Development Plan, Rezoning & Subdivision Plan
TOTAL			Total	143,650			POTENTIAL DEVELOPMENT AREA



City of Yellowknife
Planning & Lands Division

PROJECT: RESIDENTIAL INFILL OPPORTUNITIES
TITLE: NIVEN AREA

SCALE: 1:NTS
FILE:
DATE: November 24, 2022
CREATED BY: VF

Property Description						Current Zone	Development Framework
Location	Site	Lot	Block	Area sq.m.	Owner		
Gitzel-Matonabee St.	1	1	119	1,980	City	PR	Rezoning & Subdivision Plan
Gitzel St.	2	2&1-1	119	2,200	GNWT	PR	Rezoning & Subdivision Plan
51 Ave.-54 St.	3		106	25,367	GNWT	NA	Not Recommended to develop at this time
Con Rd.-Burwash Dr.	4	14&5	145&148	16,111	City	NA	Rezoning & Subdivision Plan
Reservoir Rd.-CBC	5	1	134	23,280	City	NP	Rezoning & Subdivision Plan
Gitzel-Matonabee St.	6		124	15,697	City	NA	Area Development Plan, Rezoning & Subdivision Plan
Gitzel St.	7	1	119	11,800	City	PR	Not Recommended to develop at this time
Tommy Forest Park	8	1	132	33,300	City	PR	Not Recommended to develop at this time
Aquatic Centre-Franklin Ave.	9	2 (Portion)	122	39,000	City	PS	Not Recommended to develop at this time
Aquatic Centre-Northlands	10	3	163	11,606	City	NA	Area Development Plan, Rezoning & Subdivision Plan
TOTAL			Total	180,341			POTENTIAL DEVELOPMENT AREA

LEGEND:



POTENTIAL DEVELOPMENT AREA



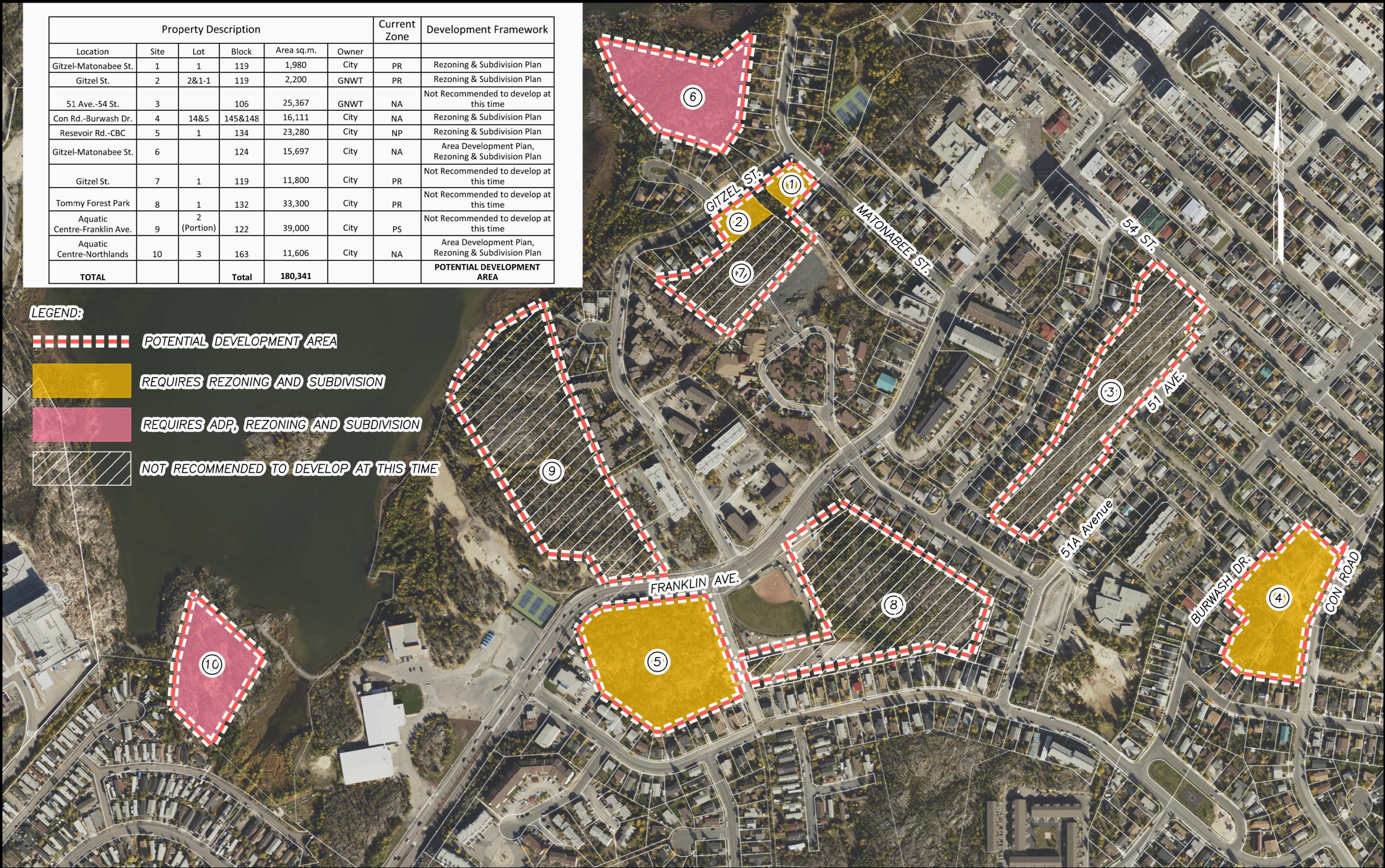
REQUIRES REZONING AND SUBDIVISION



REQUIRES ADP, REZONING AND SUBDIVISION



NOT RECOMMENDED TO DEVELOP AT THIS TIME



City of Yellowknife
Planning & Lands Division

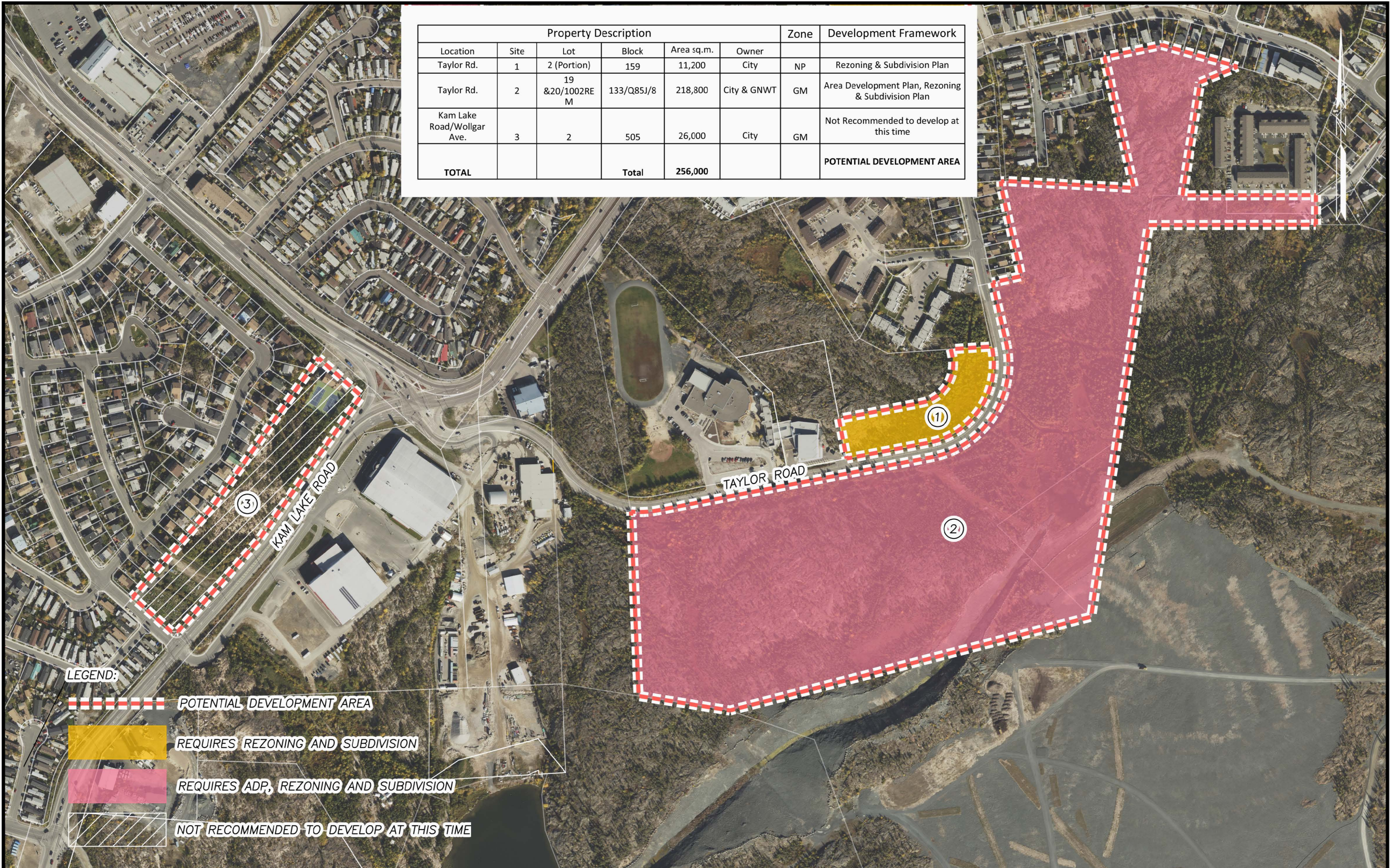
PROJECT: RESIDENTIAL INFILL OPPORTUNITIES
TITLE: RESIDENTIAL CENTRAL

SCALE: 1:NTS

FILE:





DATE: November 24, 2022

CREATED BY: VF



Property Description						Zone	Development Framework
Location	Site	Lot	Block	Area sq.m.	Owner		
Taylor Rd.	1	2 (Portion)	159	11,200	City	NP	Rezoning & Subdivision Plan
Taylor Rd.	2	19 & 20/1002RE M	133/Q85J/8	218,800	City & GNWT	GM	Area Development Plan, Rezoning & Subdivision Plan
Kam Lake Road/Wollgar Ave.	3	2	505	26,000	City	GM	Not Recommended to develop at this time
TOTAL			Total	256,000			POTENTIAL DEVELOPMENT AREA

LEGEND:

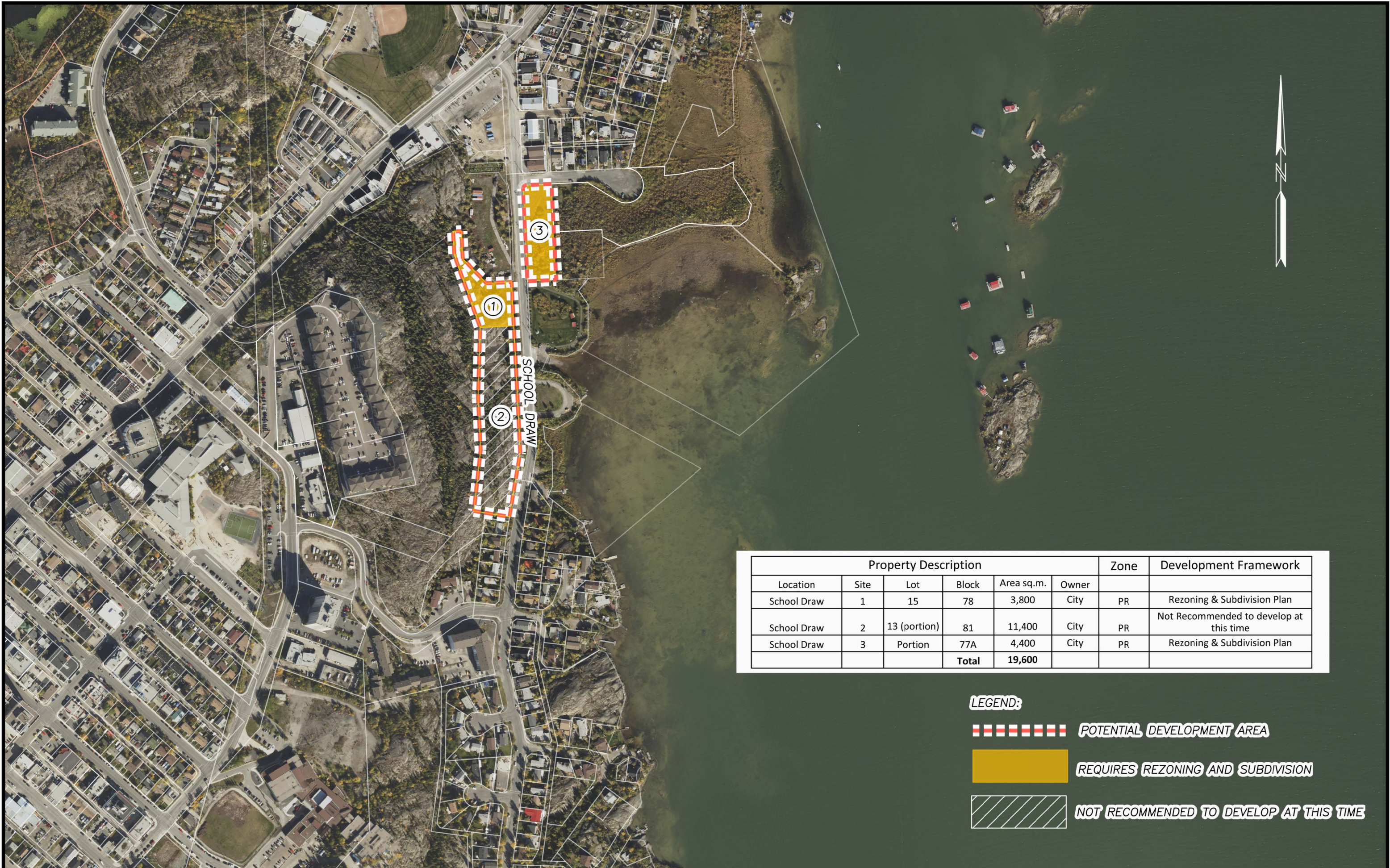
-  POTENTIAL DEVELOPMENT AREA
-  REQUIRES REZONING AND SUBDIVISION
-  REQUIRES ADP, REZONING AND SUBDIVISION
-  NOT RECOMMENDED TO DEVELOP AT THIS TIME



City of Yellowknife
Planning & Lands Division

PROJECT: RESIDENTIAL INFILL OPPORTUNITIES
TITLE: TAYLOR ROAD & KAM LAKE ROAD

SCALE: 1:NTS
FILE:
DATE: November 24, 2022
CREATED BY: VF



Property Description						Zone	Development Framework
Location	Site	Lot	Block	Area sq.m.	Owner		
School Draw	1	15	78	3,800	City	PR	Rezoning & Subdivision Plan
School Draw	2	13 (portion)	81	11,400	City	PR	Not Recommended to develop at this time
School Draw	3	Portion	77A	4,400	City	PR	Rezoning & Subdivision Plan
			Total	19,600			

- LEGEND:
- POTENTIAL DEVELOPMENT AREA
 - REQUIRES REZONING AND SUBDIVISION
 - NOT RECOMMENDED TO DEVELOP AT THIS TIME

Attachment 2:
Community Plan Policies

The Community Plan is a land use planning policy document intended to ensure that the City continues to evolve yet remain an attractive and safe city, where people of all ages and abilities enjoy a good quality of life.

Planning & Development Objectives stated within the Community Plan, related to infill and densification, include:

Section 3.1.2 General Development Goals – Community Plan By-law No. 5007

- Develop land in a fiscally responsible and sustainable manner;
- Prioritize utilization of existing capacity of municipal infrastructure for land use development before adding new capacity;
- Reduce land use conflicts by providing clear policies that limit and mitigate incompatible uses;
- Recognize and respect the inherent right of the Indigenous peoples to the land and continue to work with the YKDFN through a mutually respectful and beneficial relationship to honour the interim land withdrawal;
- Improve energy efficiency of land development through intensification of existing developed areas and encouraging mixing of uses;
- Increase housing affordability through increased land use flexibility for residential development;
- Encourage and facilitate more land use flexibility in core areas of City to support revitalization plans and initiatives; and
- Incentivize adaptive re-use of land that is no longer viable for its original use.

Planning Policies in each Land Use Designation

4.1.1 Downtown - City Core

Planning and Development Objectives	Policies
1. To reduce the number of vacant parcels in the core by encouraging development that such as multi-residential, multiple story commercial, or office spaces.	1-a. A variety of incentives will be implemented for landowners to develop vacant parcels
6. To allow for greater residential density.	6-a. Density bonusing policy will be created to allow higher densities in exchange for developer funded landscaping, public art, affordable housing, and other public realm investments.
7. To increase flexibility for a variety of land uses that support the City's downtown revitalization strategy.	7-b. Zoning will allow for a greater mix of residential, commercial and institutional uses in the downtown city core.

11. To reduce the number of vacant or partially vacant buildings.	11-a. Incentives will be created for adaptive re-use of vacant existing buildings.
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4.1.2 Downtown - Central Residential

Planning and Development Objectives	Policies
3. To intensify land use through higher density development, starting in the areas that are adjacent to the city core and moving outwards. High density development adjacent to the City core stepping down to medium density.	3-a. Zoning will be revised to allow for higher density re-development close to the City Core stepping down to medium density zoning further from the City Core.
5. To encourage a variety of housing options.	5-a. Alternative dwelling types that support higher density may occur in the area, but development must have enough space to accommodate living area, parking setbacks and outdoor amenity space.
6. To increase mixed land uses that are compact and compliment land uses in the City Core.	6-a. Accessory uses will be permitted such as home based businesses. Other permitted uses will include day cares and convenience stores that promote complete communities and reduce the need to use private motor vehicles to access services.

4.5 Niven Residential

Planning and Development Objectives	Policies
4. To support a mix of residential types and densities.	4-a. A variety of residential single unit and multiple unit dwelling types will be permitted.
5. To encourage affordable housing opportunities.	5-a. Incentives for affordable housing development will be implemented as recommended in <i>Yellowknife's 10 Year Plan to End Homelessness</i> .

4.6 West Residential Area

Planning and Development Objectives	Policies
5. To maintain residential land use as the dominant land use.	5-a. Lands will be used primarily for housing with a range of dwelling types and densities.
6. To direct residential intensification in mid-rise multi-use forms along the main transportation corridors (and away from the interior of the neighbourhoods).	6-a. Zoning bylaws and other planning tools will be used to allow for residential intensification along main corridors.
7. To increase housing options.	7-a. Zoning will allow for a variety of housing types.
8. To ensure development intensification is located and designed to be compatible with existing uses and respect the residential amenities of nearby properties.	8-a. All non-residential development or higher density residential development shall be compatible with and sensitive to the existing residential land uses of the neighbourhood.

9. To increase affordable housing opportunities.	9-a. Consider incentives such as, but not limited to, density bonusing in exchange for more affordable housing units, development fee discounts or exemptions on affordable housing units, and fast-tracking of development applications to allow for more affordable housing development.
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4.11 Con Redevelopment Area

Planning and Development Objectives	Policies
2. To create an area structure plan for the vacant land that is adjacent to the Con Mine lease, connecting to Taylor and Con Road.	2-a. The City of Yellowknife will not allow any development in the area until the Area Structure Plan for the land adjacent to the Con Mine lease connecting to Taylor and Con Road is complete.
3. To support the orderly development of a mix of density residential uses after at least 65% of the existing residential land supply in all other areas of the City is developed and after municipal services including pipes and fire protection services are installed.	3-a. No new greenfield residential development will occur until 65% of the existing land supply for primary residential uses is developed in all other areas of the City.

5.3 Municipal Infrastructure

Planning and Development Objectives	Policies
3. To concentrate commercial and residential development in areas serviced by piped water and sewer services.	3-a. Commercial and residential development will be prioritized in areas with piped water and sewer services. 3-b. Expansion of piped water and sewer network will consider economic, environmental, and social costs and benefits.
4. To limit residential development in areas serviced by trucked water and sewer services.	4-a. Residential development in areas with trucked water and sewer services will be discouraged.

5.4 Subdivision and Land Development Sequencing

Planning and Development Objectives	Policies
1. To utilize existing infrastructure for land development.	1-a. Vacant lots, both City owned and private, within the built area of the City will be prioritized before greenfield development.

Attachment 3. Priority list of properties for Infill Development

Planning and Lands staff undertook a review of all City owned land which had the potential to be used for infill or densification development, with a primary use of new residential development. Consideration was given to policies of the Community Plan, principles of good land use planning, municipal servicing capacity and communities of use. The Map in Attachment 1, outlines the lands reviewed including their location and a summary recommendation. Resulting from this planning and lands review, five areas of land have been identified as being available and suitable for infill or densification development. The other lands considered are not recommended to be developed at this time for various reasons, including but not limited to access concerns, topography, existing servicing capacity and current community use.

Administration recommends the following lands proceed through a land use planning process with the objective of creating lots available to the public for infill or densification development, with a primary focus on residential uses:

1. Burwash Drive Con Road (Lot 14, Blk 145 and Lot 5, Blk 148)
2. School Draw (Lot 15, Blk 78 and portion of Blk 77A, Plan 512)
3. Niven Drive (portion of Lot 1, Blk 303)
4. Taylor Road, north and south side (portion of Lot 2, Blk 159 and Lot 19 and 20/1002REM, Blk 133/Q85J/8)
5. Niven Phase 8 (portion of Lot 21, Blk 312)

It is anticipated that the City will obtain ownership of additional lands within the city from the Bulk Land Transfer process, which may impact future development area recommendations. At this time, following the planning process and potential development of the above five listed properties, future consideration and re-evaluation of the following lands are recommended:

6. Gitzel – Matonabee St (Lots 1, 2 and 1-1, Blk 119) – *Some land is currently commissioners and the City is in the process of obtaining ownership. Priority may change at that time based on re-evaluation.*
7. Niven Lake (portion of Lot 5, Blk 301)
8. Reservoir Road – CBC (Lot 1, Blk 134)
9. Aquatic Centre Northlands (Lot 3, Blk 163)

Planning Processes Overview:

Community Plan Amendment (Required for land development on Taylor Road): A request to change the land use designation of lands or to change the policies within in a designation.

Steps in the process:

- Development Consultation Meeting with GNWT MACA
- Draft - Policy Development, Planning Justification, Schedule Update
- Public, Agency and Departmental Notice
- Community Engagement
- Review and Consideration of Comments
- Formulate Planning Recommendation to Council
- Governance and Priorities Committee for recommendation to Council
- Council Public Hearing
- Council Decision (By-law can only receive second reading) and direction to administration
- Submission for Approval of a Complete Application to MACA
- Review and Process by MACA
- Decision of the Minister of Municipal and Community Affairs
- If Minister Decision is to approve, Council can pass third reading of the By-law to Amend the Community Plan

Area Development Plan (Required for Taylor Road, Niven Phase 8): A land use plan for a specific area which set out land use policies, density, infrastructure, servicing, road layouts, phasing (if required) and lot configuration to guide development. The Area Development Plan provides more detail than the Community Plan and includes a schedule.

Steps in the process:

- Draft - Policy Development, Planning Justification, Schedule Update
- Public, Agency and Departmental Notice
- Community Engagement
- Review and Consideration of Comments
- Formulate Planning Recommendation to Council
- Governance and Priorities Committee for recommendation to Council
- Council Public Hearing
- Council Decision

*An Area Development Plan may be processed in coordination with a Zoning By-law Amendment

Zoning By-law Amendment (all five proposed development areas): Required to change the zone of lands and may only be considered if the new use is allowed by the Community Plan.

Steps in the process:

- Draft – Zone, regulations, Planning Justification, Schedule Update
- Public, Agency and Departmental Notice
- Community Engagement

- Review and Consideration of Comments
- Formulate Planning Recommendation to Council
- Governance and Priorities Committee for recommendation to Council
- Council Public Hearing
- Council Decision

*A Zoning By-law Amendment may be processed concurrently with an Area Development Plan

Plan of Subdivision (all five proposed development areas): A subdivision is the creation of one or multiple new lots, creating the surveyed boundaries and dimensions of the lots. A multiple lot plan of subdivision may include the location and width of roads and the sites of any parks or trails. The Minister of Municipal and Community Affairs is the approval authority.

Steps in the process:

- Development Consultation Meeting with GNWT MACA
- Draft – plan of subdivision by Surveyor
- Submission for Approval of a Complete Application to MACA
- Review and Process by MACA
- Decision of the Minister of Municipal and Community Affairs
- Surveyor creates the legal plan
- Registration at the Land Title Office

Once any of the required process listed above are complete, and a plan is registered in the Land Title Office, the City can then begin a Marketing Plan and undertake the process to sell the lots to the public. The Land Administration By-law regulates the sale and lease of land within the City of Yellowknife.