

# **Town of Hay River**

## **Community Plan**

**Prepared for**

**Town of Hay River, NWT**

**Prepared by**

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# Table of Contents

# Page No.

<b>1.0</b>	<b>Introduction.....</b>	<b>4</b>
1.1	Purpose and Requirements for a Community Plan.....	4
1.2	Alignment with other Town Policies and Plans.....	5
1.3	Vision.....	5
<b>2.0</b>	<b>Goals and Objectives.....</b>	<b>6</b>
2.1	Development Goals.....	6
2.2	Development Objectives.....	6
<b>3.0</b>	<b>Growth Management Strategy.....</b>	<b>8</b>
3.1	Key Considerations.....	8
3.2	Development Prospects.....	8
3.3	Opportunities and Constraints of the Natural and Built Environment.....	9
3.4	Planning Targets.....	11
3.5	Strategic Options.....	11
3.6	Growth Management Strategy – Land Use Concept.....	12
3.6.1	Residential Development.....	12
3.6.2	Commercial Development.....	15
3.6.3	Industrial Development.....	15
3.7	Growth Management Policies.....	16
<b>4.0</b>	<b>General Policies.....</b>	<b>17</b>
4.1	Distinct Character.....	17
4.2	Compact Urban Form.....	17
4.3	A Vibrant Downtown Core.....	17
4.4	Housing Choice.....	17
4.5	Land Use Compatibility.....	18
4.6	Parks and Open Space.....	18
4.7	Community Development.....	19
4.8	Local Food Production.....	19
4.9	Transportation Options.....	19
4.10	Local Economic Development.....	20
4.11	Infrastructure and Municipal Services.....	20

<b>5.0</b>	<b>Area-Specific Policies.....</b>	<b>22</b>
5.1	Vale Island – Old Town and West Channel Village.....	22
5.2	Land Claims – Lands of Interest .....	23
5.3	New Town.....	23
5.4	Mile 5 and Hay River Corridor.....	26
5.5	Resource Use Area.....	28
<b>6.0</b>	<b>Specific Land Use Policies.....</b>	<b>29</b>
6.1	Manufactured Housing.....	29
6.2	Group Homes.....	29
6.3	Public Housing.....	29
6.4	Home Occupations.....	29
6.5	Caretaker Units.....	29
<b>7.0</b>	<b>Implementation.....</b>	<b>30</b>
7.1	Municipal Land Development.....	30
7.2	Land Inventory and Availability.....	30
7.3	Private Development.....	30
7.4	Area Redevelopment Plan.....	31
7.5	Concept Plans.....	31
7.6	Zoning Bylaw.....	31
7.7	Capital Plan.....	33
7.8	Public Consultation.....	33
7.9	Monitoring and Review.....	33
7.10	Plan Amendment and Review.....	33

**LIST OF FIGURES**

- Figure 1 – Land Use Concept – Town
- Figure 2 – Land Use Concept - South Shore
- Figure 3 – Land Use Concept – Vale Island
- Figure 4 – Land Use Concept – New Town
- Figure 5 – Land Use Concept – Mile 5/Junction
- Figure 6 – Land Use Concept – Hay River Corridor

## 1.0 Introduction

### 1.1 Purpose and Requirements for a Community Plan

1. The Hay River Community Plan is a statement of the Town's goals, aims and policies adopted by Council under the *Community Planning and Development Act* (2013) of the Government of the Northwest Territories.

2. The purpose of the Community Plan, as stated in Section 3 of the *Community Planning and Development Act* (hereinafter referred to as the Act), is

*"To provide a policy framework to guide the physical development of a municipality, having regard to sustainability, the environment, and the economic, social and cultural development of the community".*

3. Section 4(1) of the Act establishes that a Community Plan must

- a. *"describe future land uses in the municipality;*
- b. *incorporate, insofar as is practical, any applicable territorial land use policies and statements of territorial interest;*
- c. *contain statements of policy respecting the management of any environmentally sensitive lands or lands subject to natural hazards such as flood or slope instability;*
- d. *address the provision of required transportation systems, public utilities and municipal services and facilities, and address any requirements for land for municipal and public purposes; and*
- e. *include a schedule of the sequence in which specified areas of land may be developed or redeveloped, and the manner in which the services and facilities referred to in paragraph (d) will be provided in specified areas."*

4. According to Section 4(2) of the Act, the Community Plan must also include maps showing the land affected by the plan indicating

- a. *"future land use; and*
- b. *any land in respect of which policy statements are included..."*

5. Further, Section 4(3) of the Act requires that a Community Plan must be prepared

- a. *"on the basis of surveys and studies of land use, population growth, the economic base of the municipality and its needs relating to transportation communication, public services and social services; and*
- b. *In consultation with a professional community planner."*

6. This Community Plan has an accompanying Background Report which contains the technical description and analysis to address the requirements of Section 4(3) (a) of the Act.

7. The Zoning Bylaw is being reviewed concurrently with this Community Plan and will be completed following its adoption.

## **1.2 Alignment with other Town policies and plans.**

1. The Town of Hay River has prepared and adopted other policies and plans that establish strategic direction in matters relating to the environmental, economic and social well-being of the community. This Community Plan been prepared in the context of the following:
  - a. Integrated Community Sustainability Plan, December, 2009,
  - b. Hay River Community Wildfire Protection Plan, 2011,
  - c. Hay River Agriculture Plan, 2014,
  - d. Strategic Plan 2019 – 2023, and
  - e. others.
  
2. Council may adopt other policies or strategies that may affect or be affected by the land use policies contained in this Community Plan. As such, the statutory framework of the Community should be used to guide the development of related or more detailed policies.

## **1.3 Vision**

The vision guiding this Community Plan is as follows:

**Hay River is a culturally diverse, regional hub that celebrates its history, natural setting, social and recreational well-being, and its opportunities for business.**

## **2.0 Goals and Objectives**

### **2.1 Development Goals**

1. To coordinate and manage growth and land use in the Town of Hay River so that both the Town's short and long term land use demands can be met in a sustainable manner.
2. To support residential growth and development opportunities in existing urban areas to make good use of existing infrastructure, reduce development costs and promote the preservation of natural areas and environmental resources.
3. To support commercial and industrial growth by identifying lands suited to a variety of development opportunities.
4. To establish a framework for planning, coordinating and evaluating proposals for development and land use change in the Town of Hay river, considering the short and long term implications of such development along with the collective needs and aspirations of the community.
5. To support and promote attractive development that help to attract and retain new residents and visitors.
6. Acknowledges Indigenous land claim processes.

### **2.2 Development Objectives**

1. To identify and direct a variety of land uses to appropriate sites and areas within the Town in keeping with the interests of the residents, land owners and affected agencies.
2. To promote development based on the principles of 'Smart Growth, including:
  - a. mixed land use,
  - b. compact development,
  - c. increased housing choices,
  - d. infill development,
  - e. walkable neighbourhoods,
  - f. alternative transportation,
  - g. community involvement,
  - h. predictable development,
  - i. sense of place, and
  - j. preserving natural and agricultural areas

3. To consider the following criteria in land use and development decisions:
  - a. the avoidance of undesirable land use conflicts,
  - b. the coordination of road networks,
  - c. the health, safety and quality of life of residents,
  - d. protection and conservation of the natural and built environment,
  - e. the location of tax generating business and industry,
  - f. the cost of municipal servicing, and
  - g. compatibility with the objectives of other jurisdictions and local Indigenous groups.
  
4. Within this framework, the general land use objectives can be defined as the following:
  - a. to ensure that land and services required for growth are identified and protected for all anticipated development,
  - b. to maintain and enhance the qualities of existing development areas,
  - c. to protect environmentally sensitive lands, culturally significant lands, resource areas and potential hazard areas from the impacts of development, and
  - d. to provide a framework for inter-governmental, local Indigenous organizations and inter-agency cooperation, implementation and review.

## **3.0 Growth Management Strategy**

### **3.1 Key Considerations**

The Growth Management Strategy presented in this section is intended to provide a framework to anticipate and deal positively with growth and land development in a sustainable manner. This strategy is based on a consideration of the following factors:

- a. past development trends, future growth prospects and defined planning targets,
- b. the opportunities and constraints of the natural environment which affect the future pattern of Town development,
- c. opportunities and constraints of the build environment which affect the future pattern of Town development,
- d. future development taking advantage of existing road, sewer, and water infrastructure to reduce the cost of development and maintenance,
- e. development decisions that facilitate the preservation of existing environmental and cultural resources, and
- f. financial considerations.

### **3.2 Development Prospects**

1. Hay River is very well positioned to benefit from the resource development and other economic development opportunities in the Northwest Territories in the sectors of tourism, renewable resources, oil and gas and mining because of its
  - a. strategic location as a trans-shipment point at the hub of major road, rail and water transportation routes in the north, and its strong function as a port servicing shipments to connecting waterways,
  - b. diversified economy, strong private sector, headquarters for several major businesses and capacity for providing business and industrial services,
  - c. role as a regional centre for the South Slave region,
  - d. attractive and wide range of community services,
  - e. low cost of living relative to other Territorial centres,
  - f. complementary and mutually supportive collaboration between business and government, and
  - g. its expanding and vibrant manufacturing sector.
2. The Town's population has remained stable for many years and generations of families call the Town of Hay River home. Demographic changes such as an aging population, fewer children and more single parent households have led to declining household size and a need for different and more diverse forms of housing

3. There are a number of potential economic development opportunities which could stimulate substantial growth within the Town of Hay River through the provision of direct and indirect employment.

These opportunities include:

- a. the re-opening of the Pine Point Mine using Hay River as a base for services and infrastructure,
- b. a major forest products facility,
- c. a re-invigorated marine transportation industry,
- d. a long term care facility,
- e. a new fish processing plant,
- f. agricultural business opportunities,
- g. cultural tourism opportunities, and
- h. other opportunities in the service and resource sectors.

The scale and timing of these projects, as well as the magnitude of direct and indirect benefits to the Town of Hay River are yet uncertain. The Town continues to monitor the situation carefully.

If all projects were to occur within a short time period, the cumulative impact could be to place a great strain on the Town's infrastructure, land and financial capability. For example, there are very few, if any, residential lots available at the time of writing of this Community Plan.

Consequently, the Town continues to monitor the situation carefully in order to act quickly and strategically as the likelihood, scale and impact of any and all of these potential projects comes into greater focus, and to identify and secure the necessary financial resources to provide for the Town's long term financial sustainability.

4. The key factor for the Town is to have a Growth Management Strategy in place that is realistic and that can respond promptly to changes in population growth and subsequent land and infrastructure needs.

### **3.3 Opportunities and Constraints of the Natural and Built Environment**

The Growth Management Strategy of this Community Plan considers a number of key characteristics of the natural and built environment that have shaped and will continue to shape the form and character of the Town. These factors are stated below.

1. The Town of Hay River enjoys extensive shore lands along the Hay River and Great Slave Lake. These areas are a significant amenity and contribute to making the town an attractive place to live and to attract new residents.

2. The existing road, sewer, and water infrastructure enhances opportunities for future development.
3. The land suitable for greenfield development in terms of soil and drainage conditions is limited. It occupies a narrow belt of land running parallel to the Hay River. This land also has the highest agricultural capability. Long-term plans should balance the opportunities for agricultural development with the land and infrastructure needs of a growing urban centre.

There may be opportunities to allow agriculture businesses to lease future urban expansion land for agricultural purposes, creating cost savings through land clearing, generating lease revenue, providing local employment and preparing the land for urban development when and if it occurs.

4. Poorly drained lands to the west create a constraint to further economical westward expansion but create opportunities for open space, nature-based recreation and access to the waterfront.
5. Discontinuous permafrost requires special treatment to allow development to occur, either through advance clearing and drainage to encourage thawing, or by insulation of foundations to prevent thawing. Discontinuous permafrost adds to the cost of expanded urban development.
6. The Town can respond strategically to higher development costs by maximizing opportunities for infill development, redevelopment and adaptive re-use within existing development areas and by promoting more compact, higher density development for expansion areas.
7. Substantial areas of Vale Island and other lands along the Hay River are flood prone as they lie within the flood fringe of the 1:100 flood plain as shown on by the flood plain mapping program prepared by the federal government in 1984. Existing development within the flood fringe is subject to regulatory measures within the Town's Zoning Bylaw to minimize the risk of property damage due to flooding.
8. The Airport constrains development along the west bank of the West Channel in two ways. First, the Hay River Airport Zoning Regulations, c.87 of the Aeronautics Act, place certain restrictions on development to protect approaches and navigational devices from incompatible land use. Second, the ownership of land by the Commissioner precludes it from being developed.
9. These constraints also present an opportunity to preserve these lands in their natural state, thereby enhancing the beauty and character of the town, and ensuring public access to the West Channel and Great Slave Lake.
10. Vale Island has substantial areas of vacant or under-utilized lots designated for commercial, industrial or institutional uses in the Old Town and West Channel Village. These lots provide

opportunities for re-designation to residential use if they are no longer needed for the designated purpose and if the lands are suitable for residential development.

11. Various perceived nuisance land uses such as the sewage lagoon, intensive livestock operations and landfills require locations away from residential areas. These uses are surrounded by setbacks which limit certain types of development within the radius of the setback. In most cases, these uses can be located on lands that are not naturally conducive to residential development so that conflicts can be avoided.

### **3.4 Planning Targets**

1. The Town of Hay River has had a stable population for over 30 years. The current population is variously stated as 3528 (Statistics Canada, 2016) or 3734 (GNWT Statistics, 2017).

This Community Plan adopts a primary planning target of 5000 population and a secondary planning target of 6000 population, along with associated residential, commercial, industrial and institutional land needs and associated infrastructure.

These population targets are considered to be realistic if all anticipated economic opportunities and possible additional opportunities are realized.

2. To achieve the primary planning target of 5000 requires planning for an additional population of about 1500, for the secondary planning target of 6000 a population increase of nearly 2500 from the current population of just over 3500. This Community Plan addresses how and where this population could be accommodated.

### **3.5 Strategic Options**

1. A combination of the following strategies can be used to meet the Development Goals and target population of this Community Plan, by:
  - a. directing and concentrating growth to existing serviced urbanized areas,
  - b. promoting opportunities for infill, redevelopment and adaptive reuse to the extent possible,
  - c. providing more opportunities for the development of multi-unit housing,
  - d. enabling more compact urban development, either greenfield and infill sites, by modifying development standards such as minimum lot widths or minimum floor areas, and by
  - e. planning for urban expansion of greenfield sites in suitable locations and at higher densities and more compact form than has previously been the practice.

2. Using these strategies to guide the municipal land use and development decisions will help the Town of Hay River achieve sustainability goals by:
  - a. reducing the amount of additional land required for development,
  - b. taking advantage of existing infrastructure,
  - c. balancing the Town's open space with development,
  - d. enhancing the unique character of different neighbourhoods, and
  - e. promoting a sense of place, both at the neighbourhood and community level.

### **3.6 Growth Management Strategy – Land Use Concept.**

The Land Use Concept contained in Figures 1 to 6 at the end of this documents provides more specific direction for future development and management of land use.

#### **3.6.1 Residential Development**

1. Initial planning was completed in the mid-2000s for three residential expansion areas (greenfield sites) all located in New Town: **Evergreen**, **Aspen Heights** and **Fraser Place** (Figure 4). In addition, initial plans were prepared for **Sundog** Commercial Park.

**Evergreen** and Aspen had been identified as potential residential expansion areas in previous General Plans.

It should also be noted that these lands were transferred to the Town following the adoption of the 2004 General Plan.

2. **Evergreen** was identified in the 1994 and 2004 General Plans as a logical expansion area. The concept then evolved through large-lot estates residential development to residential development at conventional urban densities. A concept prepared in the mid-2000s proposed a population potential of about 800.

It is felt that this could be increased to the range of 1100 through smaller lots, more multi-unit sites and more efficient use of land. This would, of course, be subject to confirmation of ground and drainage conditions through further geotechnical investigations.

3. **Sundog** was originally planned solely as a commercial park to accommodate commercial development as existing Downtown and highway commercial areas became built out.

Since that time, the Health Centre has been built along the Dean Drive extension connecting the Industrial Park and Mackenzie Highway. This changes the development opportunity for **Sundog**.

**Sundog** is now envisioned as a mixed use area, comprising complementary health care offices, a limited range of commercial retail and services, residential housing at varying densities and forms and possibly a Long Term Health Care Facility.

The population potential for **Sundog** is as high as 300, depending on the allocation of land between commercial, residential and institutional use. As it is adjacent and to the north of **Evergreen**, it could be a logical first stage for the development of the joint area.

**Sundog** and **Evergreen** would have a combined population potential in the range of 1400, depending on the allocation of land between residential, commercial and institutional use, and the success of significantly increasing lot yield from the original Concept Plan. This would take the Town's population to 4900, assuming a 3500 base population, approaching the primary target population of 5000.

4. **Aspen Heights** has also received some preliminary planning and engineering. The current plan, featuring a mix of manufactured, single unit and multi-unit housing, has a population potential estimated at 550. This could be increased to 600 with reduced lot sizes.
5. **Fraser Place** the Town recently obtained title to an irregular piece of property on the Hay River close to the downtown core. This area includes the Town's twin ballparks as well as an area that is currently zoned institutional but has potential to develop in the order of 20 single unit residential or a mix of single and multi-unit housing, while still preserving the environmental setting of the area.
6. Thus, the **total population potential** for the **Sundog/Evergreen, Aspen Heights** and **Fraser Place** (50 people) sites, could be increased from about 1400 to approximately 2050, through compact urban form (decreased lot sizes, more multi-unit) and the introduction of a substantial residential component into **Sundog**.
7. **Infill and redevelopment opportunities** for multi-unit housing in or near the Commercial Core (mobile home park, former Disneyland site, etc.) and for trucked service single-unit sites on Vale Island could provide for an additional population in the range of up to 300 people or more.
8. **In summary**, residential development of the four greenfield sites has a population potential of 2050, infill and redevelopment has a population potential of up to 300, for a total population potential of up to 2350.
9. This residential development would result in a total Town population of **5878** (using the more conservative population figure of 3528 from Statistics Canada, 2016) to **6074** (using the 2017 GNWT population estimate of 3734).

**10. Thus, full development of the four greenfield sites at increased densities plus potential infill and redevelopment sites could approach or exceed the secondary population target of 6000.**

11. Further work relating to ground conditions, servicing analysis and financial implications will be required before deciding which greenfield site should be developed first.

11. On a preliminary base, however, there are some apparent advantages to proceeding with **Fraser Place** followed by the combined **Sundog/Evergreen**. These including the following:

- a. the ability to partially finance **Fraser Place** through a pre-sale of desirable river view lots,
- b. the presence of existing infrastructure (Dean Drive extension), rail crossing and highway access created to support the Health Centre to facilitate the initial stages of development,
- c. the opportunity to create a mixed use node comprising commercial development complementary to and compatible with the Health Centre, along with residential and institutional development,
- d. a population potential to accommodate approximately 1400 people, bringing the total population to approach the primary population target of 5000, and more than half (about 60%) of the population needed to achieve the secondary target population of 6000,

More analysis may be needed to confirm whether the **Sundog/Evergreen** option is the most suitable option for the next stage of greenfield development. Whatever the decision as to the best option, it will not require an amendment to this Community Plan.

12. For the **longer term** population **past the 6000 mark** or if some greenfield and/or infill/redevelopment opportunities do not materialize, some thought needs to be given to the very long term direction of residential development.

The Land Use Concept (Figures 4 and 5) identifies a number of options for residential expansion beyond 6000 population, namely:

- a. expansion of **Aspen Heights** to the west and north as shown by the directional arrow,
- b. expansion of **Evergreen** to the west and south as shown by the directional arrow,
- c. the Mile 5 West area between the highway and rail line and south of the proposed commercial node designated as Urban Reserve in the Land Use Concept (Figure 5), and/or
- d. the triangular river front area, Lot 1960, between the south end of Mile 5, Highway 2 and the Hay River, subject to appropriate setbacks from the landfill site, and shown on the Land Use Concept (Figure 5) as Urban Reserve.

All of these expansion options would require further evaluation of ground conditions, servicing availability and costs, land availability and other relevant feasibility issues, and the preparation of Concept Plans.

### 3.6.2 Commercial Development

1. The strategy for future commercial development, as shown on the Land Use Concept, will be:
  - a. to complete the build out of the **Commercial Core**, while encouraging further residential development by apartments located above ground floor commercial development,
  - b. to provide for commercial development in **Sundog** that is compatible with and complementary to the Health Centre and the proposed adjacent residential development;
  - c. to maintain the designation of the Commercial node between Highway 2 and the CN line at the north end of **Mile 5 West**, as shown on previous General Plans and as shown on Figure 4 of the Land Use Concept; and
  - d. to designate the east frontage of Highway 2 and the south frontage of Highway 5 in the area of the **junction** of the two highways for highway commercial development as shown on Figure 5 of the Land Use Concept.

### 3.6.3 Industrial Development

1. The strategy for future commercial development, as shown on the Land Use Concept, will be:
  - a. to continue westward expansion of the existing **New Town Industrial Park** to the limits of suitable ground and drainage conditions, serviceability and land availability/ownership,
  - b. to designate the '**Triangle**' area defined by Highway 2, Highway 5 and the former Pine Point Rail line as suitable for a variety of industrial uses, including construction, transportation, logistics, fabrication, manufacturing and other industrial uses at an appropriate level of servicing, likely trucked services, with the provision of possible highway commercial uses along the highway frontages, and
  - c. to continue the designation of the land between Highway 2 and the CN rail line and north of the 'Y' for industrial uses such as construction, fabrication, logistics and/or transportation related uses, as per the amendment 1811G of the 2004 General Plan.

### **3.7 Growth Management Policies**

The Growth Management Strategy adopted in this Community Plan promotes the development of our community in accordance with the principles of Smart Growth planning, as outlined in Section 2.2.

The Strategy is supported by the following seven policy statements.

1. The Town will aim to accommodate future growth, to the greatest extent possible, in the existing urban area by identifying and supporting opportunities for infill, redevelopment and adaptive reuse.
2. Realistically, however, there are limited infill and redevelopment opportunities within the existing development areas. Therefore, it will be necessary to develop expansion areas for residential, commercial and industrial purposes in the most logical and cost-effective locations, in order to meet the planning targets identified above.
3. To meet the need for development which cannot be met within the existing built-up area, the Town will pursue the Growth Management Strategy outlined in Section 3.6 above and as illustrated by the Land Use Concept.
4. The Town will support mixed-use and higher density commercial-residential development in the Commercial Core.
5. The Town will provide additional land for multi-unit residential units in new development areas to meet the need for multi-unit housing, promote higher development densities, provide affordable housing units and keep infrastructure costs lower.
6. The Town will consider changing the Zoning Bylaw to encourage more compact and higher density development by such measures as reducing minimum lot sizes, minimum floor areas and similar measures. These measures are intended to encourage private investment in a broader range of housing choice and increase housing affordability.
7. The Town will provide for the development of additional industrial lands to support the economic sustainability of the Town, while ensuring it is done in a way that does not conflict with the goal of being an attractive Town. Additional industrial lands are identified in the Land Use Concept, as stated in Section 3.6.3 above.

## **4.0 General Policies**

### **4.1 Distinct Character**

1. Land use and development decision shall maintain, and wherever possible, enhance the unique character and qualities of different neighbourhoods.

### **4.2 Compact Urban Form**

1. The Town will support the infilling and redevelopment of residential, commercial, institutional and industrial areas in order to encourage more compact forms of development, take advantage of existing infrastructure and preserve the existing open space network.
2. Higher density development will be encourage in areas of the community that are more extensively serviced by existing infrastructure and where such development would not significantly impact the character of the existing neighbourhood.
3. Higher density residential development will be supported in areas where there is sufficient provision and access to community amenities such as schools, parks and commercial facilities.

### **4.3 A Vibrant Downtown Commercial Core**

1. The Town shall continue to encourage further commercial development in the downtown core and promote it as the major retail, service and office focus of the community.
2. The Town will support mixed-use and higher density commercial-residential development in the downtown core by taking advantage of infill and redevelopment opportunities.
3. The Town will promote a pedestrian and bicycle friendly environment in the central commercial area and reduce the need for parking infrastructure.

### **4.4 Housing Choice**

1. The town shall provide for a wide variety and mix of housing types and sizes, including single detached, semi-detached, and duplex housing, and attached housing including row housing and apartments and manufactured homes to provide affordable options for different income groups, family types, and lifestyle needs.

2. In order to diversify housing options the Town will permit multi-unit residential development as part of mixed-use development on lands designated commercial, and on any land designated 'Residential' where
  - a. there is good access to and from collector streets,
  - b. there is minimal effect on the traffic levels and the character of neighbouring lower-density residential areas,
  - c. community amenities and services are readily available, and
  - d. adequate servicing capacity exists.

#### **4.5 Land Use Compatibility**

1. The Town shall protect existing land uses by ensuring that new development, redevelopment, and/or infill development does not significantly compromise the existing quality and character of the neighbourhood.
2. For new residential development adjacent to industrial areas, special attention shall be given to the transition between residential and industrial land use to mitigate or avoid any potential land use conflicts. Possible approaches may include treed buffers of appropriate width, spatial separation, an intervening roadway, added depth to lots backing onto industrial areas, storm water management facilities and limited roadway connections between residential and industrial areas.

#### **4.6 Parks and Open Space**

1. Land use and development decisions shall promote, whenever possible, the preservation of public parks and open spaces maintained by the municipality and facilitate landscape and trail connections including access to the waterfront.
2. The shores of the Hay River (both channels) and Great Slave Lake shall be designated for environmental protection and recreation use, except where specifically required for transportation, utility, community or tourism uses as shown on the Land Use Concept (Figure 2).
3. The Town shall continue to explore and develop the potential for outdoor recreation opportunities on municipal lands in order to enhance the local quality of life and to promote natural resource-based tourism development.
4. All future residential areas shall provide sufficient local parks and recreation space for future residents that are easily accessible and visible from the street. A minimum ten per cent of land in or adjacent to new residential area will be designated for use as parks and open space and these lands may be considered for future school sites where joint use of recreation space is provided.

#### **4.7 Community Development**

1. The needs for social, cultural, education and other institutional uses shall be carefully monitored and sites shall be considered by Council as needs for new or expanded facilities are identified.

#### **4.8 Local Food Production**

1. The Town shall support community gardens to encourage informal food production for personal consumption and recreation purposes.
2. The Town shall support food production in the form of agricultural production also referred to as 'market gardening' on land that has been demonstrated to have good agricultural potential.
3. The Town may consider siting potential agricultural processing or other industrial facilities within lands designated as 'Resource Use' by the Land Use Concept, if a location within the designated Industrial or Transportation lands is not available. Such a location would be subject to conformity with planning and environmental principles and regulations.
4. Because of the potential adverse effects, intensive livestock operations will be allowed to locate only where they will not adversely affect other uses such as residential, recreational or public uses.
5. The Town shall designate appropriate limiting distances between intensive livestock operations and residences within the Zoning Bylaw. In addition applications for intensive livestock operations will be referred to the appropriate public health and environmental authorities to safeguard land and water resources.

#### **4.9 Transportation Options**

1. The Town shall protect and strive to enhance its existing transportation infrastructure in recognition of the important role that it plays in the town's community wellness and economic sustainability.
2. The Town shall strive to provide infrastructure to support a range of transportation options including vehicular transport and alternative modes of transport such as bicycling and walking.
3. Pedestrian routes that link together various neighbourhoods and important community areas shall be established and coordinated with open space and trail planning.

4. The Town, in consultation with the Territorial government shall manage access to Highway No. 2, in accordance with its function as a primary highway within the territorial highway system and the major arterial for the Town of Hay River.
5. The Town will continue to support the concept of a bridge linking the Town with the Katlodeeche First Nation Reserve to foster community wellness for both communities and to open the door for more cultural tourism opportunities
6. The Town shall protect airport infrastructure by prohibiting development which could adversely affect the safe and efficient operation of the airport.
7. The Town will continue to support the growth of air travel and traffic to serve an expanding population and to create and grow new business opportunities, especially in re-supplying the mining sector from the south side of Great Slave Lake. The Town will explore ways to strengthen the Airport's regional function, including the possibility of relocation, thus freeing up the current site for future community growth through working with the Town's aboriginal partner groups.
8. When required by need and by growth, the Town will prepare a Transportation Master Plan based on the direction and rate of growth presented by this Community Plan.

#### **4.10 Local Economic Development**

1. The Town shall continue its economic development planning to enhance and diversify its industrial sector. The town shall ensure the availability of sites for industrial uses which can be developed in the short term without major site preparation. Some lots should, where practical, be pre-filled. Such lots should be developed in locations or in such a way that they do not create unattractive views from major public transportation routes.
2. The Town shall continue to explore the significant potential role of renewable resources to the diversification of its economic base and will support efforts to expand renewable resource production and processing.

#### **4.11 Infrastructure and Municipal Services**

1. The range of municipal services, and the standards of that servicing, shall be limited to what can economically and practically provided.
2. Where piped water and sewer servicing is unavailable or impractical, trucked services shall be provided to the quality and design standards of the town to avoid any health risks or any adverse environmental impact.

3. The Town shall provide sufficient lead time for geotechnical analysis, preliminary and detailed engineering design, and on site preparation to develop expansion areas in a timely and efficient manner.
4. The Town will continue to work towards a long-term new location for a solid waste management facility which can combine landfill, recycling and composting functions on a site which is large enough for long term growth of the Town and which is adequately separated from residential areas and water bodies. In the long term, the existing landfill may be closed and reclaimed, as indicated by its 'Open Space' designation on the Land Use Concept, Figure 5. A potential site located west of the rail line is designated as 'Utility' on Figure 6 of the Land Use Concept.
5. The Town will continue to work with surrounding communities to develop a regional waste management facility at a suitable location. This could provide an opportunity for the existing landfill site to be converted to a transfer station. Alternately, a new transfer station could be developed closer to the centre of population within the Town.
6. The Town will continue to develop and apply a strategy to upgrade and/or replace aging infrastructure in accordance with accepted infrastructure management principles.
7. The Town will provide additional cemetery space as needed.

## **5.0 Area-Specific Policies**

### **5.1 Vale Island – Old Town and West Channel Village**

#### **Residential Development**

1. Old Town and the West Channel Village will continue to provide an alternative residential location, subject to the flood proofing regulations outlined in the Zoning Bylaw.
2. The Town will support the infill of existing subdivided residential properties as outlined in Section 7.7 and Appendix B of the Background Report, subject to Community Plan and Zoning Bylaw amendments where needed.
3. The Town may consider redeveloping the former Gun Club and land adjacent to the Fire Training Sites for residential purposes subject to Community Plan and Zoning Bylaw amendments and confirmation that the sites are free of environmental risk.
4. Existing commercial sites within the residential areas of Vale Island will continue their commercial zoning designation although not shown at the generalized scale of the Land Use Concept. Conversion to a suitable residential designation may be acceptable, if the land owner so chooses.
5. Decisions on infill and redevelopment opportunities identified above will consider the relationship to adjacent residential and transportation/industrial uses.

#### **Parks and Open Space**

1. Within the West Channel Village and along the shoreline of the West Channel, the Town may consider limiting further sales of Town-owned lots and the strategic acquisition of private lands to create and maintain additional open space along the West Channel of the Hay River.
2. The Town will continue to work to maintain and expand a continuous open space and trail linkage system based on the existing Kiwanis Trail to connect the New Town with Vale Island and the shore of the Hay River and Great Slave Lake.

#### **Industrial Use**

1. The lands designated 'Transportation' and 'Industrial' on the Land Use Concept are intended for land use related to industrial most reliant on water and air transportation such as the port and the airport. Such uses may include storage, warehousing, trucking, fabrication or manufacturing and related uses

2. The Town will give ongoing consideration to the adequate supply of lands designated 'Transportation' and 'Industrial', and to a satisfactory interface between residential and industrial lands.

### **Municipal Services and Infrastructure**

1. The Town will continue to promote and enforce appropriate standards for the provision of sanitary sewage, including non-piped systems in Vale Island and the West Channel Village.

### **Local Food Production**

1. Standards for the outdoor storage of material and equipment related to the fishing industry shall be less restrictive in the West Channel Village than in other residential areas of the community.
2. The town shall not allow livestock within the residential areas on Vale Island because of the high water tables, the poor surficial drainage, the small parcels and relative density of the areas.

### **Flood Plain Management**

1. The core area of Old Town shall be protected and enhanced for residential uses by strict enforcement of the flood risk area regulations. The program will be determined by a comparison of its costs with the annual and cumulative costs of flood management, flood damage and risk minimization.

## **5.2 Land Claims – Lands of Interest**

1. In recognition of the ongoing Indigenous land claim processes, lands that have been identified "of interest" are shown on the various figures attached to this Community Plan as cross-hatched areas. It is understood that these areas do not represent final claims, nor do they represent all claim activity in the area.
2. Concept Plans for these areas shall be prepared prior to any rezoning or subdivision of land for development.
3. The Town will continue to work with local Indigenous groups to establish their land development needs and to assist in achieving their needs.

## **5.3 New Town**

### **Residential Development**

1. The character of established neighbourhoods will be respected whenever future development proposals are considered, using public consultation and establishing design guidelines.

2. Secondary suites will be supported in single detached housing units to diversify housing options and to advance towards more compact forms of development.
3. Multi-unit housing may be permitted in the downtown area where Council is satisfied that the long term commercial space needs of the Town are not compromised.
4. Multi-unit housing in the central commercial core area will be encouraged where it is part of a mixed use development with commercial uses on the ground floor.
5. The Town shall identify lands suitable for more affordable multi-unit housing located apart from existing neighbourhoods so that housing choices can be expanded.
6. The current mobile home park located west of Woodland Drive and opposite the two elementary school sites is a candidate for re-development for multi-unit housing in accordance with the principles and guidelines stated below.
  - a. This parcel of land may be re-developed for multi-unit residential development with re-development occurring through sequential rezoning to a multi-unit residential Zoning District and subdivision of the parcel, as required.
  - b. The mobile home park use will be maintained and the transition to multi-unit use will proceed in an orderly fashion as demand dictates and in accordance with phasing indicated by the Planning Study completed in 2000.
  - c. The following issues shall be addressed to the satisfaction of the Development Officer and Council before any re-development on the property may proceed:
    - provision of services and utilities for the re-development,
    - provision of landscaping and associated amenities; and
    - conformance with all municipal and territorial legislation, regulations and policies.
  - d. The development standards for new infrastructure shall be to the satisfaction of the Town, and the conditions of the existing infrastructure for re-use shall be to the satisfaction of the Town.
7. The Town supports the redevelopment of the former 'Disneyland' public housing site located west of Woodland Drive to a higher residential density.

## **Commercial Development**

1. The long-term expansion of the Commercial Core in addition to the South Downtown area may occur to the north between Woodland Drive and the rail line.
2. The timing of such expansion will depend on demand, access, traffic impact, development feasibility, potential impact on the viability of the existing commercial core and the impact on the land uses within and adjacent to the expanded core area.
3. Development of the remaining vacant commercial lots on Lepine Street is a major initiative to complement and expand the downtown area. The following objectives are established for this portion of the downtown, and for the entire Commercial Core:
  - a. an overall attractive appearance and compact form,
  - b. complementary and harmonious building style,
  - c. storefront continuity at the street level,
  - d. provision for second and third level residential uses,
  - e. adequate customer and employee parking,
  - f. appropriate riverbank development,
  - g. strong visual and functional linkages with the river and the riverbank and the retention of civic open space along the river bank for public use,
  - h. parking structure incorporated into buildings below grade to lessen at-grade parking requirements, where feasible,
  - i. a high quality of landscape development on public and private open spaces, and
  - j. sidewalks, street furnishing, lighting, orientation, and building frontages that contribute to a high quality pedestrian environment.
4. Neighbourhood convenience commercial uses should be considered at appropriate locations for future residential areas. Such sites should be located on corner lots on major streets and on or near major intersection within the neighbourhood. Neighbourhood commercial sites should be designed to be compatible with the residential nature of the neighbourhood. Existing and future neighbourhood commercial sites are not identified at the generalized scale of the Land Use Concept.

## **Parks and Open Space**

1. The Town will consider a review and update of the 1987 Recreation Master Plan

## **Industrial Lands**

1. The New Town Industrial Park is designated to serve a variety of light industrial land uses. The Land Use Concept (Figure 4) proposes that additional lands be made available to the west of the existing Industrial Park to the limits of suitable ground and drainage conditions and land ownership.
2. The Town shall develop additional rail crossings and pedestrian linkages, as feasible, to increase the accessibility and exposure of properties west of the rail line and to facilitate their development for commercial and industrial uses.
3. The Town will work to secure additional rail crossing agreements to ensure convenient and emergency access to and from areas west of the rail line as required by the population growth targets identified in this Community Plan.
4. The Town shall provide safe and convenient pedestrian and bicycle linkages between residential areas west of the Highway No. 2 and CN Rail line and the schools and community services to the of the rail line.

## **Municipal Infrastructure**

1. The New Town residential and industrial areas will be serviced to the Town's standards for urban infrastructure.

### **5.4 Mile 5 and the Hay River Corridor**

1. This area includes distinct and established pockets of development including Mile 5, Delancey Estates, Patterson's Sawmills, Northern Farm Training Institute (NFTI), Market Gardens and Paradise Gardens as well as the area at the junction of Highway 2 and 5 designated for future growth.
2. The Town recognizes the Hay River Corridor as a special area comprising many rural residential, agricultural, industrial, recreational and resource development, with significant opportunities for further agricultural development

## **Residential Development**

1. The Mile 5 area will continue as a low density residential area providing larger lots without piped water and sewer services.

2. The Town may investigate the development feasibility of additional rural residential lots, on condition that servicing to a rural service standard level is acceptable to residents.
3. The lands west of Mile 5 and Highway 2 (Figure 5) are designated 'Urban Reserve' for future long-term residential development beyond the 6000 target population, subject to further investigation of ground conditions and servicing feasibility.
4. The lands between Highway 5 and the Hay River and southeast of Mile 5 (Lot 1960) are identified as 'Urban Reserve' for residential purposes on the Land Use Concept (Figure 5). This designation recognizes that these are the only highly accessible river side lands remaining in or near the built up area of the Town. The intent of the designation is to protect these lands for residential use in the very long term, well past the 6000 population target.

Planning considerations for this area include the proximity to the proposed 'Industrial' and 'Commercial' designations for the Triangle area, the appropriate distance from the landfill site and the appropriate and cost-effective level of servicing.

#### **Future Development**

1. Long term conversion of -the existing commercial, institutional and industrial uses in Mile 5 to residential use is supported.

#### **Parks and Open Space**

1. The rural nature of development in this area, and the close proximity to the Hay River provides residents with good access to natural areas and open space.

#### **Industrial Development**

1. A location for future transportation oriented industrial development has been designated between Highway No. 2 and the CN rail line, southwest of Mile 5 through a previous General Plan amendment. This location could be the site for medium and heavy industrial and transportation uses such as rail/road reloading, manufacturing and fabrication, construction, trucking or other similar heavy industrial uses. The 'Transportation' designation is continued in the Land Use Concept (Figure 5) of this Community Plan.
2. The Land Use Concept (Figure 5) designates the 'Triangle' area, defined as the lands between Highway 2, Highway 5 and the former Pine Point rail line, for a range of Industrial uses, with potential highway-related commercial uses along the highway frontages. This designation recognizes its strategic location relative to the highway and rail network.

3. The 'Triangle' area will be suitable for industries requiring larger lots and a lower level of services, such as trucked water and sewer services.
4. The Town may require a Concept Plan for the entire 'Triangle' area to be prepared in advance of development to address land suitability, drainage, access, lot size, servicing provisions and other relevant factors, as per Policy 7.5.

## **5.5 Resource Use Area**

1. In recognition of the multiple-use concept for non-urban areas, all lands not otherwise designated are designated as 'Resource Use' on the Land Use Concept.
2. The 'Resource Use' area will continue to provide a variety of resource-based activities, including forestry management and processing, agricultural production and processing, recreation and tourism, aggregate extraction and processing, and similar, related activities.
3. The 'Resource Use' area may accommodate free-standing industrial and utility sites which would not fit within the urban built-up area.

## **6.0 Specific Land Use Policies**

### **6.1 Manufactured Housing**

1. The Town recognizes the convenience and affordability of manufactured housing and will continue to allow for manufactured homes in appropriate locations.

### **6.2 Group Homes**

1. Group homes will be sited carefully taking existing adjacent uses into consideration.

### **6.3 Public Housing**

1. The Town will coordinate its efforts with the Northwest Territories Housing Corporation so that public housing units are located and designed to be compatible with, and complementary to, surrounding housing development.

### **6.4 Home Occupations**

The Town recognizes the significance of home occupations and home businesses to contemporary economic development. The Town will continue to permit home occupations of a type and scale which are consistent with the character of the residential environment and which do not adversely affect adjacent residential development in terms of traffic or activities.

### **6.5 Caretaker Units**

1. The Town may allow caretaker units where they are designed and integral components of industrial development. Separate caretaker units are restricted to mobile homes, and will not be allowed with highway commercial uses.
2. A caretaker unit and the need for its continuance shall be reviewed on a year to year basis in conjunction with the business licence renewal.

## **7.0 Implementation**

### **7.1 Municipal Land Development**

1. The Town of Hay River will continue to assemble and develop land for any purposes to ensure a sufficient supply of land to meet the needs defined in this Community Plan.
2. The price charged by the Town for its pre-serviced lands will reflect all on-site servicing costs, carrying costs, an appropriate land replacement cost, an appropriate share of off-site servicing costs and an appropriate charge for administration, planning, design and registration of the subdivision.

### **7.2 Land Inventory and Availability**

1. The Town shall ensure that an adequate inventory of subdivided and serviced land is available sufficiently in advance of demand to avoid shortfalls in supply.
2. The Town shall monitor the inventory of available land through the land sale and development permit process to ensure an adequate inventory exists.
3. The Town shall provide sufficient lead time for the necessary geotechnical, planning and economic analysis, design, and site preparation so that a staged sequence of development can occur.

### **7.3 Private Development**

1. Investment by the private sector market is critical to achieving the vision of the Community Plan. The Town of Hay River will support private sector investment to building housing, commercial and industrial development by ensuring the Community Plan provides direction and certainty to the community and businesses.
2. The Town of Hay River will accommodate the private sector in the subdivision and development of land provided that
  - a. all development conforms to the Community Plan, the Zoning Bylaw and all other municipal, territorial and federal requirements, and
  - b. where private land is subdivided, a development agreement must be entered into requiring that the all necessary utility systems, public roadways, sidewalks, curbs, culverts, drainage ditches and other facilities that may be required are installed and constructed at the

expense of the developer, in accordance with standards established by the Town and other regulatory authorities.

#### **7.4 Area Development Plan**

1. In accordance with Sections 8 to 10 of the Act, Council may adopt an Area Development Plan by bylaw to provide greater detail to implement the proposals of the Community Plan for specific development areas.

#### **7.5 Concept Plans**

1. The Town may require the preparation of a comprehensive Concept Plan in advance of development for any new development area larger than 2 hectares (5 acres). The area to be included in each Concept Plan shall be determined by the Town, based on the anticipated development needs. The Concept Plan shall be based on appropriate geotechnical, topographic, infrastructure and transportation analysis as determined by the Town at the start of the concept planning process.
2. The Concept Plan shall include the following:
  - a. a map and narrative presenting the type and mix of all proposed land uses, access and circulation system including vehicular and pedestrian circulation,
  - b. proposals for servicing – water, wastewater, stormwater management, utilities and emergency services;
  - c. proposed interface with adjacent land uses; and
  - d. other matters as required by the Town.
3. The Concept Plan shall be approved by resolution of Council and shall provide the framework for further rezoning and subdivision applications.
4. Concept planning has been initiated for the **Fraser Place, Sundog, Evergreen and Aspen Heights** growth areas, to be completed prior to development.

#### **7.6 Zoning Bylaw**

1. The zoning controls to implement this plan shall be the Zoning Bylaw of the Town of Hay River.
2. The Zoning Bylaw and its amendments shall provide for the regulation and control of land uses in conformity with the development patterns and standards established within this Community Plan.

3. The Zoning Bylaw shall provide greater clarity and definition relative to use of land and development standards.
4. All amendments to the Zoning Bylaw, all development permits approved by Council, the Development Officer or the Development Appeal Board and any public works undertaken shall be consistent with the development objectives of this Community Plan.
5. The Zoning Bylaw shall clearly designate the responsibility of Town Council, Development Officer and the Development Appeal Board in dealing with development permits.
6. In considering an amendment to the Zoning Bylaw, Council shall first require a planning analysis of the potential effects and implications of the proposed amendment. Such an analysis shall consider, among other matters, the following factors:
  - a. the relationship to and compliance with the Community Plan and Council policy,
  - b. the relationship to and compliance with other authorized plans and schemes in preparation,
  - c. compatibility of proposed development with the surrounding environment in terms of function, scale and appearance,
  - d. effect of the proposed development on existing and potential traffic patterns and transportation systems,
  - e. relationships to or impacts on municipal services including water and sewage systems and public facilities including recreational facilities and schools,
  - f. the relationship to municipal land, right-of-way or easement requirements,
  - g. the effect on the stability, retention and rehabilitation of desirable existing land uses and/or buildings,
  - h. necessity and appropriateness of the proposed amendment in view of the stated intentions of the applicant, and
  - i. the documented concerns and opinions of area residents regarding the proposed amendment.

This planning analysis will be provided by the person making application to amend the Zoning Bylaw. The opinion of a Professional Planner qualified to practice in the Northwest Territories shall be provided.

## **7.7 Capital Plan**

1. All expenditures to develop or service land, build roads, upgrade facilities or otherwise provide for growth and development shall be dictated by the approved five year capital plan, which will be reviewed on an annual basis.
2. Capital planning for municipal infrastructure will be in keeping with principles set out in the Strategic Plan and Integrated Community Sustainability Plan adopted by the town, recognizing the relationship between development form, servicing costs, social and environmental impacts.

## **7.8 Public Consultation**

1. Public consultation for any planning project involving the adoption and/or amendment to the Community Plan or Zoning Bylaw shall meet the requirements of the *Community Planning and Development Act* and the *Cities, Towns and Villages Act*.
2. Council may choose to prepare policies or protocols for additional public consultation process to ensure that community members are involved in proposed development that would affect them.

## **7.9 Monitoring and Review**

1. The Town Council shall continually monitor the plan to ensure it is effective in guiding the orderly and economic development of the Town.
2. **The Town administration shall prepare an annual report to Council on planning and development matters in the context of the Community Plan.**

The report should address such matters as:

- a. changes in population and economic characteristics,
- b. the rate of housing starts and completions,
- c. lot sales and leases,
- d. inventory of lands available for all uses,
- e. availability of infill and redevelopment opportunities,
- f. plan and zoning amendments completed or considered, and
- g. any other planning and development matters which are considered relevant.

## **7.10 Plan Amendment and Review**

1. Amendments to this plan may be made from time to time in accordance with Sections 73 to 76 of the *Cities, Towns and Villages Act*, to further the stated development goals and objectives of the plan.

2. A major review of the Community Plan shall take place no later than eight years from its adoption in conformance with Section 6 of the *Community Planning and Development Act*.
3. In considering an amendment to the Community Plan, Council shall first require a planning analysis of the potential effects and implications of the proposed amendment. Such an analysis shall consider, among other matters, the factors stated in Policy 7.6.6.

This planning analysis will be conducted by the Development Officer. The opinion of a Professional Planner qualified to practice in the Northwest Territories should be obtained.

# **Town of Hay River Community Plan**

## **List of Figures**

**Figure 1 – Land Use Concept – Town**

**Figure 2 – Land Use Concept – South Shore**

**Figure 3 - Land Use Concept - Vale Island**

**Figure 4 – Land Use Concept – New Town**

**Figure 5 – Land Use Concept – Mile 5/Junction**

**Figure 6 – Land Use Concept – Hay River Corridor**