

Town of Hay River

General Plan

Bylaw No. 1811

Prepared for
Town of Hay River

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1.0 Introduction

1. The Hay River General Plan is a statement of the Town's goals, aims and policies adopted by Council under the *Planning Act (1988)* of the Government of the Northwest Territories.

The purpose of the General Plan is to guide decisions regarding the future development and redevelopment of the community. The General Plan is based upon an analysis of past and anticipated growth patterns, an evaluation of current land use policies and a consideration of significant community concerns.

2. The requirements for a General Plan as outlined in Section 4 of the *Planning Act* of the Northwest Territories are as follows:
 - (a) a General Plan is to be prepared by qualified planners appointed by and responsible to the council of the municipality, and
 - (b) a General Plan is to be based on studies of land use, population growth and the economic base of the municipality and municipal needs for transportation, communication and community services.
3. According to the *Planning Act*, the General Plan shall include:
 - (a) a map showing the municipality divided into permitted land use classes,
 - (b) proposals for the Zoning Bylaw,
 - (c) proposals for the provision of community infrastructure and services,
 - (d) a schedule for the sequence of development of land and supporting infrastructure,
 - (e) proposals for financing of public development projects, and
 - (f) other materials as deemed necessary.

4. The *Planning Act* also requires that a General Plan shall be reviewed every five years following its adoption (Section 6).

The Town's previous General Plan and Zoning Bylaw were adopted in 1994, hence the need for review and revision.

5. The annexation of the Hay River Corridor, effective January 1, 1992, doubled the size of the Town and made it desirable to merge the planning and zoning controls for the corridor with the Town's General Plan and Zoning Bylaw.
6. This General Plan has an accompanying Background Report which contains the technical description and analysis which is the basis for the General Plan. The Background Report also documents the process by which both the General Plan and Zoning Bylaw were prepared.
7. The Zoning Bylaw was also revised concurrently with the General Plan.

2.0 Goals and Objectives

2.1 DEVELOPMENT GOAL

1. To coordinate and manage growth and land use in the Town of Hay River to ensure that both the Town's short and long term land use demands are satisfactorily met in an environmentally sound manner.
2. 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.

2.2 DEVELOPMENT OBJECTIVES

1. To identify and direct a variety of land uses to appropriate sites and areas within the Town that are in keeping with the interests of the residents, land owners, and affected agencies.
2. To base land use and development decisions on the following criteria:
 - (a) sound planning principles including:
 - the avoidance of undesirable land use conflicts,
 - the coordination of road networks,
 - the health, safety and quality of life of residents,
 - the protection and conservation of the natural and built environment,
 - (b) financial and economic considerations including:
 - the location of tax generating business and industry,
 - cost of municipal servicing, and
 - (c) compatibility with the objectives of other jurisdictions: territorial, federal and First Nations government.

3. 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 quality of existing developed areas,
 - (c) to protect environmentally sensitive lands, resource areas, and potential hazard areas from the impacts of development and land use changes, and
 - (d) to provide a framework for inter-governmental and inter-agency cooperation, implementation and review.

3.0 Growth Management Strategy

3.1 INTRODUCTION

This section presents a Growth Management Strategy for the Town of Hay River. This strategy is based on a consideration of three important factors:

- (a) past development trends, future growth prospects and defined planning targets,
- (b) the constraints and opportunities of the natural environment which affect the future pattern of Town development, and
- (c) opportunities and constraints of the built environment which affect the future pattern of Town development.

The General Plan Land Use Concept (Figures 1, 2 and 3) displays the essential features of the Growth Management Strategy in graphic form.

3.2 DEVELOPMENT PROSPECTS

1. Hay River is very well positioned to benefit from the resource development and other economic development opportunities which the Northwest Territories. The following factors provide optimism for the Town's future:
 - Hay River's 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 serving shipments to Great Slave Lake, the Mackenzie River and the Arctic Ocean;
 - Hay River's diversified economy, strong private sector and headquarters for several major businesses and capacity for providing business and industrial services;
 - Hay River's role as the retail and service centre for the South Slave region;
 - Hay River's attractive and wide range of community services; and
 - Hay River's low cost of living relative to other Territorial centres.

2. The rapid and simultaneous development of oil and gas production, the Mackenzie Valley pipeline project, the diamond mining industry and base metal production at Pine Point and other northern locations would provide a strong positive impetus for growth in Hay River.
3. The Growth Management Strategy presented in the following sections is intended to provide a framework for anticipating and dealing positively with a range of positive growth scenarios.

3.3 PLANNING TARGETS – APPROACH

1. The planning approach taken in this General Plan review is to establish planning targets related to specific population levels. Each planning target can then be related to specific land use, infrastructure and transportation requirements. This approach avoids over-reliance on population projections which have difficulty, especially in the north, with estimating the effect of migration.
2. The planning target for Hay River has been established at a population of 20,000, with a base population of 4,000 and intermediate population targets of 5,000; 7,500; 10,000; and 15,000. This review establishes the approximate residential land requirements for each of these target populations, and identifies the land needed to meet these requirements. The Growth Management Strategy identifies a logical sequence of development based on considerations of environmental, land use and infrastructure factors.
3. By continually monitoring the rate of population growth, the Town is able to estimate the time when these targets may be achieved.

3.4 PLANNING TARGETS

The population targets are presented in Table 3.1 and summarized below. Housing and residential land needs are stated as well, as residential land is the larger component of urban expansion. Requirements for other land uses as well as community infrastructure and transportation requirements are discussed in subsequent sections and policy statements.

Table 3.1 - Planning Targets and Residential Requirements

	Base Year				Planning Stages				Total
		1	2	3	Subtotal	4	5	Subtotal	
Population	4,000	5,000	7,500	10,000		15,000	20,000		
Population Increase		1,000	2,500	2,500	6,000	5,000	5,000	10,000	16,000
Dwelling Units Needed		250	625	625	1,500	1,250	1,250	2,500	4,000
Land Needed: hectares		100	250	250	600	500	500	1,000	1,600
Land Needed: acres		250	625	625	1,500	1,250	1,250	2,500	4,000

The five planning targets or stages of expansion are as follows:

- Stage 1. Population growth from 4,000 to 5,000, an increase of 1,000 from the base population, and requiring about 400 dwelling units and 40 hectares (100 acres) of residential land.
- Stage 2. Population growth from 5,000 to 7,500, a further increase of 2,500 from Stage 1, requiring a further 1,000 dwelling units and 100 hectares (250 acres) of residential land.
- Stage 3. Population growth from 7,500 to 10,000, a further increase of 2,500 from Stage 2, requiring a further 1,000 dwelling units and 100 ha (250 acres) of residential land.
- Stage 4. Population growth from 10,000 to 15,000, a further increase of 5,000 from Stage 3, requiring a further 2,000 dwelling units and 200 ha (500 acres) of residential land.

Stage 5. Population growth from 15,000 to 20,000, a further increase of 5,000 from Stage 4, requiring a further 2,000 dwelling units and 5,000 from Stage 4, requiring a further 2,000 dwelling units and 200 ha (500 acres) of residential land.

To summarize, the growth from the base population of 4,000 to the 20,000 population would require 6,400 dwelling units and occupy 640 ha (1,600 acres) of land.

The *Land Use Concept* (Figures 1, 2 and 3) displays the extent and location of lands to meet these growth targets.

3.5 OPPORTUNITIES AND CONSTRAINTS OF THE NATURAL ENVIRONMENT

The Future Land Use Concept for the Town of Hay River is based on an understanding of a number of key environmental considerations which have and will continue to shape the form of the town. These are identified below.

(a) The land most suitable for development in terms of soil and drainage conditions occupies a belt of lands running parallel to Hay River. This pattern has had a great influence in determining the linear pattern of existing urban development.

Poorly drained lands to the west create a constraint to further economical westward expansion.

(b) The better drained land also has the highest agricultural capability. Long-term plans must maintain a balance between urban development needs and the opportunities for expanded agricultural production.

(c) Substantial areas of Vale Island are flood prone; they lie within the flood fringe of the 1:100 flood. Development within the flood fringe is subject to regulatory measures to reduce the risk of property damage due to flooding.

- (d) Discontinuous permafrost requires special treatment to allow development to occur; either advance clearing and drainage to encourage thawing, or insulation of foundations to prevent thawing. These approaches add to the cost of urban development.
- (e) The Town of Hay River enjoys extensive shoreland areas, both along Hay River and along Great Slave Lake. These areas create a significant amenity for the town while requiring protection for aesthetic, ecological and erosion control reasons.

3.6 OPPORTUNITIES AND CONSTRAINTS OF THE BUILT ENVIRONMENT

1. The pattern of existing development also affects the direction of future development. The following land use and development factors influence the future pattern of development of the Town of Hay River.

- (a) The Airport constrains development in two ways. First, the Zoning Plan for the Airport places certain restrictions on development to protect approaches and navigational devices from incompatible land use. Second, the ownership of land by the airport authority precludes it from being developed.

The most significant effect is that the lands along the west bank of the West Channel are precluded from development. These lands are particularly suitable for development as they are well drained and possess river frontage.

- (b) 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.
- (c) Existing roads, power lines and other utility lines enhance opportunities for development. In an area where development costs are relatively high, the existing road and service network act as a magnet to define the direction of further development.

3.7 GROWTH MANAGEMENT STRATEGY – STAGING SEQUENCE

Following from the previous discussion, a staging sequence is suggested which generally follows a north to south direction, following the path of land more suitable for development and the economic and orderly expansion of infrastructure.

Stage One: Population Growth from 4,000 to 5,000.

This stage would include further development of Area 1 (Northwest/Lot 553), initial development of Area 2 (Riverbend West) and initial development of Area 3 (West Point First Nation).

Stage Two: Population Growth from 5,000 to 7,500.

This stage would include further development of Areas 1, 2 and 3.

Stage Three: Population Growth from 7,500 to 10,000.

This stage would include completion of Areas 1 and 2, and continuation of Area 3 as per need. As Area 3 approaches completion, planning for Area 4 (Mile 5 West) and servicing of the Mile 5 area would be initiated.

Stage Four: Population Growth from 10,000 to 15,000.

Stage 4 would include the complete development of Area 4 and substantial completion of Area 5 (Mile 5 South).

Stage Five: Population Growth from 15,000 to 20,000.

10,000 to 20,000, Stage 5 would include the complete development of Areas 6 (Triamble West), Area 7 (Delancey West) and 8 (Delancey East).

The General Plan *Land Use Concept* has been modified to designate these stages for future urban residential development.

The *Land Use Concept* designates the large triangular area defined by Mackenzie Highway, Highway 5 and the former Pine Point Railway as a mixed use area intended to be developed primarily as part of Stages 4 and 5, although some initial development has already been initiated. The land uses that may be included within the mixed use area include light industrial, commercial, institutional and residential.

The staging sequence may be modified as more information on the technical and financial feasibility of developing Stages 4 and 5 at an earlier time is made available. If proven to be feasible, Stage 4 could proceed concurrently with or prior to Stages 1 or 2.

More detailed Policy Guidelines regarding specific land uses are presented in the following sections of this General Plan.

4.0 Policies

These policies provide more specific direction for the future development of the Town of Hay River within the context of the Goals and Objectives and the Growth Management Strategy presented in Sections 2.0 and 3.0. The Policies are shown graphically on a *Land Use Concept* plan which is appended as Figures 4-8.

All lands within the Town of Hay River are designated into general land use classes as shown on Figures 1 and 2 '*Land Use Concept*'. The *Land Use Concept* divides all lands within the Town of Hay River into general land use classes.

These land use classes are as follows:

1. *Residential*
2. *Rural Residential*
3. *Core Area Commercial*
4. *Highway Commercial*
5. *Industrial*
6. *Transportation*
7. *Park/Open Space*
9. *Special Planning Area 1*
10. *Institutional*
11. *Utility*
12. *Market Gardens*
13. *Resource Use*
14. *Future Mixed Use*

15. *Holding*

Additional policies address related issues of transportation, infrastructure and implementation.

4.1 RESIDENTIAL LAND USE

General

1. The purpose of this land use area as designated on the *Land Use Concept* is to protect existing residential areas and to designate future areas for residential use. The *Residential* land use area provides for a wide variety and mix of housing types including single detached, semi-detached and duplex housing, attached housing including row housing and apartments and manufactured homes.

Other related uses which may be suitable within the *Residential* land use include parks, schools, places of worship, home occupations, bed and breakfasts and neighbourhood convenience stores.

2. A comprehensive *Concept Plan* shall be prepared for all or a portion of each successive stage of residential development prior to development. 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.

The *Concept Plan* shall show the following:

- the type and mix of land uses including single and multi-family residential, institutional, parks and open space, neighbourhood commercial, stormwater management and other land uses;
- the circulation system including vehicular and pedestrian circulation;
- proposals for the interface with adjacent land uses; and
- other matters as required by the Town of Hay River.

The *Concept Plan* shall be approved by resolution of Council and shall provide the framework for further rezoning and subdivision applications.

3. The Town shall ensure that an adequate inventory of subdivided and serviced residential land is available in sufficiently advance of demand to avoid shortfalls in supply.

The Town shall monitor the inventory of available residential land through the land sale and development permit processes to ensure an adequate inventory exists.

4. The Town shall provide sufficient lead time for the necessary geotechnical analysis, planning, design and site preparation for development to occur in a staged sequence. Land will be cleared sufficiently in advance to allow for thawing of permafrost and for proper drainage.
5. For new residential development adjacent to industrial areas, special attention will 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, stormwater management facilities, limited roadway connections between residential areas or a combination of these approaches depending on specific circumstances. two or more of these approaches.

Two situations where this will be required are the north and south limits of the New Town Industrial Park adjacent to and the future Lot 553/Northwest and Riverbend West residential development areas respectively. The interface between these land uses will be addressed through the *Concept Plans* for the respective residential areas.

Future Residential Development

6. The Town will provide opportunities for a range of housing types and densities to accommodate diverse market preferences. The Zoning Bylaw may distinguish residential areas by housing size and type, lot size, lot dimensions and level of servicing.
7. Densities and housing form in new residential areas will be determined primarily by the anticipated market conditions and community preferences as indicated within the *Concept Plan* for the new area.

Lot 553 is intended for a mix of mobile homes, manufactured homes and conventional single family housing. However, manufactured homes may be located in other areas, depending on market conditions and community preferences, as directed by the *Concept Plan* for the particular new residential area.

8. The Town will support the infilling and redevelopment of residential areas wherever possible in order to maximize use of existing infrastructure where this can be done without disrupting the amenity of the residential neighbourhood.
9. Any higher density residential uses, including mobile home parks and multi-family sites shall only be permitted where they can be adequately serviced and have access to community amenities such as schools, parks, and commercial facilities.

Multi-Family Residential Development

10. The Town will maintain an adequate inventory of lots suitable for a range of multi-family residential developments.

11. The Town will permit multi-family residential development on any land designated '*Residential*' where:
 - a) there is good access to and from collector streets,
 - b) there is minimal effect on neighbouring lower-density residential areas,
 - c) community amenities and services are readily available, and
 - d) adequate servicing capacity exists.
12. Areas for multi-family development will be designated in the *Concept Plans* for new residential areas in accordance with anticipated market demand and the principles stated in Policy 4.1.12 above.

Home Occupations

13. The Town recognizes the growing 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 effect adjacent residential development.

Manufactured Housing

14. The Town recognizes the convenience and affordability of manufactured housing and will continue to plan for manufactured home subdivisions and manufactured home parks in appropriate locations and as required by community need.

Group Homes

15. Group homes will be sited carefully to ensure they are dispersed throughout all residential areas.

16. Within the expansion areas of Riverbend South, Riverbend West and Lot 553, lands shall be allocated through subdivision design and designated by the zoning bylaw for institutional and/or residential use to accommodate new larger group homes which may not fit as readily into established residential neighbourhoods.

Public Housing

17. The Town will coordinate its efforts with the Northwest Territories Housing Corporation to ensure appropriate sites are provided for a variety of types of public housing.

The design of public housing units should be compatible with, and complementary to, surrounding housing development.

Mile 5 Area

18. The Mile 5 area will continue as a low density residential area providing larger lots without piped water and sewer services. Duplexes or semi-detached dwellings may be allowed in selected locations at the discretion of Council provided that there is minimal effect on neighbouring residential areas, the buildings are compatible in appearance with other residences in Mile 5 and satisfactory arrangements can be made for the provision of municipal services.
19. The existing commercial, institutional (not including churches) and industrial uses, excepting those located on a portion of Lot 1381, Plan 1274, located in Mile 5, shall be encouraged to relocate in the long term, and the Town shall support their eventual conversion to residential land use.
20. The Town shall negotiate with the Government of the Northwest Territories for the eventual relocation of the Forestry Centre and its conversion to residential development.

Vale Island/West Channel Village

21. As shown on the *Land Use Concept*, the area designated 'Residential' has been expanded to include several former non-conforming residential properties to the east of 100th Street.
22. The Town shall encourage the relocation of the remaining non-conforming residential pockets from the Vale Island industrial areas.
23. Further residential development within the Old Town on Vale Island will be limited to infill of existing subdivided properties.
24. The West Channel Village will continue to provide an alternative residential location. A modest expansion to the south of the existing subdivided area has been designated on the *Land Use Concept* and the *Zoning Bylaw*. The expansion is located on higher land and has existing infrastructure in place.
25. The West Channel Village will remain as an unserviced community. Standards for the outdoor storage of material and equipment related to the fishing industry shall be less restrictive than another residential areas of the community.
26. Within the West Channel Village, Council will seek to achieve the long term goal of creating and maintaining as open space the lands lying between Mackenzie Drive and shoreline of the West Channel of the Hay River.

This goal will be achieved through a program of

- a) placing a freeze on the sale of any further Town-owned lots; and
- b) strategic acquisition of properties as they become available.

Affected land owners will be consulted to determine and obtain their support.

The justification of 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.

27. The core area of Old Town shall be protected and enhanced for residential uses by strict enforcement of the flood risk area regulations.

West Point First Nation

28. A portion of land south of Lakeshore Drive, across from the current West Point First Nation community area is designated *Residential* on the *Land Use Concept* for the long-term community needs of the First Nation. This area will complement the existing First Nation lands to the north of Lakeshore Drive.
29. A *Concept Plan* for the new area shall be prepared prior to any rezoning or subdivision of land.
30. The *Concept Plan* may also address potential community facilities such as day care, neighbourhood commercial or other uses which the First Nation may wish to incorporate into their community area.
31. The area of land north of Mackenzie Highway, and between the current West Point First Nations and the former “scatter” site are designated as “ *Holding* ”, to signify the continuing interest of the West Point First Nation in this land. However, the ultimate use shall be open space. Within this area, public access shall be maintained along the shore of Great Slave Lake.

Rural Residential

32. Lands designated as *Rural Residential* on the *Land Use Concept* will be maintained for rural residential purposes.

33. The Town may investigate the development feasibility of an additional rural residential area located on the northern portion of the Hay River Golf and Country Club site. Factors of the site suitability, development costs and market potential will be considered in the decision to develop this opportunity.

A rural residential development at this location will not limit the expansion of the golf course to 18 greens and may be undertaken in conjunction with golf course expansion.

34. Any new rural residential areas shall provide for a variety of lot sizes, maximum exposure to natural amenities and opportunities for raising some animals.

4.2 COMMERCIAL LAND USE

Core Area

1. The Town shall ensure that the central commercial core, identified as *Core Area* on the *Land Use Concept*, remains as the major retail, service and office focus of the community. The *Core Area* also provides residential development opportunities.
2. The Town shall continue to protect the vitality of the *Core Area* lands for those purposes.
3. The Town shall continue to promote infilling of the *Core Area* before expansion.
4. The redevelopment of the former Don Wright Park or South Downtown as a commercial area is a major initiative to complement and expand the downtown area. The following objectives are established for this portion of the downtown:

- (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 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) strong functional linkages with businesses and services within the developed core area,
 - (i) opportunities for residential use on upper levels of buildings where appropriate in a mixed use setting,
 - (j) parking structures incorporated into buildings below grade to lessen at-grade parking requirements, and
 - (k) a high quality of landscape development on public and private open spaces.
5. In order to achieve these objectives, the following policies are established:
- (a) all buildings on interior lots will be encouraged to build to the front lot line to achieve store-front continuity,
 - (b) all buildings on interior lots will be encouraged to build to the side lot line except where a mid-block pedestrian linkage is established.

6. Further multi-family housing may be permitted in the commercial core area on lots between Capital Crescent and the Hay River in accordance with the C3 - Mixed Use Commercial zone regulations of the Zoning Bylaw. Multi-family housing which is part of a mixed use development with commercial uses on the ground floor will be encouraged and is a permitted use in the C3 - Mixed Use Commercial Zone.

Freestanding multi-family housing may be permitted within the C3 zone at the discretion of the Council. In dealing with a discretionary use application for freestanding multi-family development, Council will ensure that the long term commercial space needs of the Town are not compromised.

Multi-family housing in other parts of the commercial core area may be considered if Council is satisfied that the long term commercial space needs of the Town will not be compromised. The development of multi-family housing will require rezoning of the subject property to the C3 - Mixed Use Commercial zone.

7. The long-term expansion of the commercial core in addition to the South Downtown area may occur in one or both of two directions as follows:
 - (a) to the north between Woodland Drive and the rail line, and
 - (b) to the west across Mackenzie Highway and the CN Rail line through intensification of uses within the Industrial Park.

The timing of such expansion will depend on demand, access, traffic impact, development feasibility, potential impact on the viability of the existing commercial core area and the impact on the land uses within and adjacent to the expanded core area.

Future Commercial Areas

8. Existing and future highway commercial lands are identified as *Highway Commercial* on the *Land Use Concept*.
9. The zoning bylaw will contain provisions to ensure an attractive appearance of all highway commercial properties.
10. A location for future commercial use has been designated west of the Mackenzie Highway and Mile 5 on the *Land Use Concept*. It is anticipated that this location would be required for development as part of Stage 4 (10,000 to 15,000 population) development. However, the timing of such development may be advanced depending on the supply and demand for commercial lands within the commercial core and highway commercial areas. Development of this area shall consider the feasibility of extending services and the neighbouring residents in the Mile 5 area.
11. 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.

Neighbourhood Commercial

12. Commercial sites, limited to neighbourhood convenience commercial uses, should be considered at appropriate locations in the *Concept Plans* for future residential areas. Such sites should be located on corner lots on major streets and on or near major intersections within the neighbourhood. Neighbourhood commercial sites should be designed to be compatible with the residential nature of the neighbourhood.

Caretaker Units

13. Caretaker units may be allowed in highway commercial developments where they are designed and integral components of the main building. Separate caretaker units will not be allowed within the highway commercial zones.

4.3 INDUSTRIAL AND TRANSPORTATION LAND USE

1. Lands designated for short and long term industrial and transportation land uses are shown on the *Land Use Concept* as *Industrial* and *Transportation*.
2. The lands designated *Transportation* and *Industrial* on Vale Island are intended for transportation land use such as the port and the airport as well as other industrial uses related to the road, rail, water and air transportation function of Hay River. Such uses may include storage, warehousing, trucking, fabrication or other land uses related to the trans-shipment of goods to and from the north.
3. An additional area on Vale Island formerly designated '*Residential*' is designated as *Transportation* to ensure that adequate land is available for industrial development related to resource development in the north and Hay River's transportation function.
4. The New Town Industrial Park is designated '*Industrial*' to serve variety of light industrial land uses. Adequate land is designated to allow for expansion for all stages of anticipated growth and to provide both fully serviced industrial areas as well as industrial uses requiring lower levels of servicing, large parcel sizes and greater separation from residential areas..
5. The Town shall ensure the availability of sites which can be developed in the short term without major site preparation. Some lots should, where practical, be pre-filled.
6. Light industrial development may also be permitted in the *Mixed Use* development of the 'triangle' area, as part of Stage 5 of the development sequence. The location of such development should be more clearly defined through the preparation of a *Concept Plan* for the triangle area.
7. The Town should continue its economic development planning to enhance and diversify the industrial sector of the Town.

8. The Town of Hay River shall encourage the further development of agricultural processing industries for local, territorial, national and international markets. The siting of agricultural processing industries shall take into account their potential impacts on residential or public use areas.
9. The Town may consider siting potential agricultural processing or other industrial facilities within the *Resource Use* area if a location within the designated *Industrial* or *Transportation* land use designations is not available. Such a location would be subject to conformity with planning and environmental principles and regulations.
10. The Town may allow caretaker units in industrial developments where they are designed and integral components of the development and restrict other caretaker units to mobile homes on year-to-year permits. The re-issuance of a permit will be decided each year by Council based on the circumstances of the situation and the need for its continuance.
11. Any redevelopment of the Freshwater Fish Marketing plant should recognize the proximity to the Lot 553 residential area and any uses which would adversely affect the residential environment should not be allowed in this location.

4.4 PARKS AND OPEN SPACE

1. Within the former Town boundaries, and except where specifically required for transportation, utility and community uses, the shores of the Hay River (both channels) and Great Slave Lake shall be designated for environmental protection and recreation use. These areas are designated as *Parks/Open Space* on the *Land Use Concept*.
2. The Town shall conserve a forested buffer along shoreline areas adjacent to new development within the former Corridor area. The width of such a buffer shall be appropriate to the topography and to adjacent land uses.
3. The Town shall continue to develop its recreational potential for both its residents and to promote the tourism industry.

4. The Town shall ensure that its parks and recreation plans are kept up to date and consistent with this General Plan.
5. New residential areas will be designed to provide local parks and recreation space for future residents. Ten per cent of land in or adjacent to new residential areas will be designated for parks and open space as well as neighbourhood schools where required. The allocation and function of open space at the neighbourhood level will be identified through the preparation of *Concept Plans* for new residential areas.
6. Future multi-family residential development will provide adequate open space and recreational amenities for use by its residents.
7. The community park located north of Lot 553 will replace the recreational facilities displaced by the South Downtown commercial development and will become major focus for recreational facilities and open space for the Town of Hay River.
8. The Town will work complete, 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.
9. The Town will continue to integrate its trail system with the Trans-Canada Trail system.

4.5 SPECIAL PLANNING AREA 1: MOBILE HOME PARK

1. The current mobile home park located west of Woodland Drive and opposite the two elementary school sites is designated as *Residential/Special Planning Area 1* by the *Land Use Concept*.
2. This parcel of land may be re-developed for multi-family development with re-development occurring through sequential rezoning to the R4 Zoning District and subdivision of the parcel, as required.

3. The phasing of the redevelopment shall be as identified in Figure 3. The Mobile Home Park use will be maintained and the transition to multi-family use will proceed in an orderly fashion as demand dictates and in accordance with Figure 3.
4. The following issues shall be addressed to the satisfaction of the Development Officer and Council before any development on the property may proceed:
 - a) the internal relationships of land use as the mixed use of the site is maintained;
 - b) provision of services and utilities for the redevelopment;
 - c) provision of landscaping and associated amenities; and
 - d) conformance with all municipal and territorial legislation, regulations and policies.
5. The 0.15 ha area adjacent and west of the proposed 12.4 metre “one way access”, as shown on Figure 4, may be consolidated with the adjacent commercial land.
6. The development standards for new infrastructure shall be to the satisfaction of the Town, and the condition of the existing infrastructure for use shall be to the satisfaction of the Town.

4.6 INSTITUTIONAL USES

1. The Town shall maintain institutional uses for those areas designated *Institutional* on the *Land Use Concept* and provide adequate sites for new areas as required.

2. The Town, in consultation with the Hay River and Area Community Education Council, will plan for a site for a new elementary school in the Stage 2 Riverbend West residential development. The size and location of the site should be identified in the *Concept Plan* for Riverbend West. Alternate uses for the school site should be considered in the event a school is not needed at this location.
3. Potential locations for additional school/park sites are indicated on the *Land Use Concept* for the planning target population of 20,000.
4. Consideration should be given to locating church sites in proximity to multi-family housing when in the preparation or revision of *Concept Plans* for new residential neighbourhoods. Town and educational authorities will continually monitor the need for new or expanded educational facilities to ensure that adequate lands are made available in the future.
5. The needs for social, cultural, educational and other institutional uses shall be carefully monitored and sites provided in new residential areas or other suitable areas.
6. Where institutional uses derive more than 10% of their total revenues from commercial activities which are not directly related to the particular facility, recommendations shall be made to locate such uses in a more appropriate commercial zone.
7. A new cemetery shall be identified in a suitable location. Factors to be considered in locating a new sites shall include
 - A well-drained site with good soil conditions;
 - A peaceful quiet setting away from distracting development;
 - Reasonable access by road with good linkages to places of worship and funeral chapels; and
 - A site which is not required for future urban development.

The left bank of the West Channel may offer a number of suitable areas which meet site, access and land use criteria and are constrained from other land use by regulatory constraints of the airport.

8. Lot 1021 is designated for *Institutional* use. Development of the site will be compatibility with the Planning Report for the site completed in 2001, which indicated seniors' housing as the highest priority for the site.

4.7 MIXED USE AREA

1. The *Land Use Concept* designates the triangular parcel of land defined by the Mackenzie Highway, Highway 5 and the former rail line as a *Mixed Use* area as part of Stage 5 (15,000 to 20,000 population) development. This area is sufficiently large to accommodate commercial, light industrial, institutional and/or residential uses and has excellent access.
2. The allocation and location of such land uses shall be determined through the *Concept Plan* to be prepared in advance of development.
3. Prior development of this area may be considered on a small-scale basis, provided that such development does not preclude future development opportunities, is compatible with adjacent Stage 4 and 5 residential development and can be economically serviced.

4.8 INFRASTRUCTURE AND MUNICIPAL SERVICES

1. The Town will continue to promote and enforce appropriate standards for the provision of sanitary sewage, including non-piped systems in Mile 5 and Vale Island and future country residential development.
2. The New Town residential areas will be serviced to the Town's standards for urban infrastructure.
3. The range of services, and the standards of that servicing, shall be limited in the remainder of Town to what can economically and practically provided. Where piped servicing is unavailable or impractical, trucked services shall be made available.

4. The Town shall provide sufficient lead time for geotechnical analysis, preliminary and detailed engineering design and site preparation to develop expansion areas in a timely and efficient manner.
5. Sites for utility uses are designated as *Utility* on the *Land Use Concept* where site locations have been determined.
6. 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. The Town will investigate the opportunity to integrate the disposal of animal manure by composting, land farming or other appropriate method, as part of the waste management facility. The examination of candidate sites may include sites beyond the current boundaries of the Town of Hay River, specifically Crown lands to the southeast.
7. The Town shall continue to progressively reclaim the current landfill site for future open space use complementary to Stage 5 residential development and to its riverbank setting, in anticipation of a long-term relocation to a new site.
8. The Town will address the need and feasibility for a new fire hall location which meets all relevant site and locational criteria. The Town will address future fire hall requirements in connection with the proposed stages of development to meet appropriate response time and public safety needs.
9. The Town will work towards a system of snow storage sites which reflect current and anticipated environmental standards, in locations which are compatible with surrounding land use.

4.9 TRANSPORTATION

1. The Town shall protect its transportation infrastructure in recognition of their important role in the Town's economy.
2. The Town shall endeavour to improve pedestrian access from Vale Island to the New Town through the implementation of the open space and trail corridor plan mentioned in Policy 4.4.8.

More specifically, the Town will work with the Department of Highways of the Government of the Northwest Territories to provide safe use of the bridge by vehicles, cyclists and pedestrians by a walkway along the side of the bridge.

3. The Town shall manage access to Mackenzie Highway, Highway No. 2, in accordance with its function as a primary highway within the territorial system and the major arterial for the Town of Hay River. Access to Mackenzie Highway for existing and future development will be in accordance with the appropriate access management standards and guidelines of the territorial government, the Transportation Association of Canada (TAC) and the Town's standards.
4. When required by need and by growth, the Town will prepare a transportation master to reflect the based on the direction and rate of growth presented by this General Plan.
5. 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 and growth targets identified in this General Plan.
6. The float plane base, on the main channel of the Hay River, has been designated on the *Land Use Concept* for its continued use.
7. The Town shall enforce the parking provisions of the Zoning Bylaw and monitor the parking situation in the core area to ensure that problems do not develop and that an adequate supply of parking space is maintained.

8. The Town shall protect the airport by prohibiting development which could adversely affect the safe and efficient operation of the airport.
9. The Town shall protect the appearance and scenic attraction of the major highway entrances to the Town.
10. The Town shall provide safe and convenient pedestrian and bicycle linkages between residential areas west of the Mackenzie Highway and CN Rail line and the schools and community services to the east of the rail line.
11. The Town will support the concept of a bridge linking the Town with the Hay River Reserve. Such a bridge link and its access roads should be located, planned and designed to:
 - (a) be integrated with the existing road network and traffic flows;
 - (b) minimize risk of ice jams and hence flood risk;
 - (c) minimize disruption of land use patterns; and
 - (d) maximize convenience to residents of both sides of the River.

4.10 HEALTH AND SAFETY

1. 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 area.
2. The Town will strictly enforce the flood risk regulations to protect life and property.
3. Where there are no piped services, trucked services shall be provided to the quality and design standards of the Town to avoid any health risks or any adverse environmental impact.

4.11 RESOURCE USE AREA

1. The Town recognizes the Hay River Corridor as a special area comprising many rural residential, agricultural, industrial, recreational and resource developments, with significant opportunities for further agricultural development.

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 Town recognizes the significant potential role of agricultural production to the diversification of its economic base and will support efforts to expand agricultural production. Agricultural land use will be considered of paramount importance within those areas which are not required for urban uses. Areas of higher-quality agricultural land are designated as *Market Gardens* on the *Land Use Concept*.
3. The Town shall identify and protect better quality agricultural land for agricultural production, except for those areas which are clearly required for future urban uses.

Better quality agricultural lands are defined as those lands having a capability of Class 5 or higher as classified by Agriculture Canada's *Soil and Soil Suitability Information Series, 1977*.

4. The Town shall not allow subdivisions, leases, or development in the area designated for any urban use by *Land Use Concept* which would prejudice future planning and development of the urban built-up area of the Town of Hay River.
5. The Town shall not allow subdivisions, leases or development outside of the built-up urban area which would require undue demands for services to be provided by the Town.

6. The Town will recommend to the Government of the Northwest Territories to review and revise its land tenure policies so as to encourage private investment in agriculture and the development of a viable agricultural production and processing industry.

The Town will recommend to the Government of the Northwest Territories that it discontinue its "lease-only" policy within the boundaries of the Town of Hay River and make all lands available for purchase.

7. The Town shall continue to promote agricultural production and processing in order to diversify the economic base of the Town.
8. Because of their potentially 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.

The Town shall designate appropriate limiting distances between intensive livestock operations and residences within the zoning bylaw. In addition, applications for intensive will be referred to the appropriate public health and environmental authorities.

5.0 Implementation

5.1 PLAN AMENDMENTS AND REVIEW

1. Amendments to this plan may be made from time to time in accordance with Sections 25 to 29 of the *Planning Act*, to further the stated development goals and objectives of the plan, and/or to reflect changing circumstances.
2. A major review of the General Plan shall take place no later than five years from its adoption in conformance with Section 6 of the *Planning Act*.
3. In considering an amendment to the General 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 5.5.6.

This planning analysis will be conducted by the Development Officer. The opinion of a professional community planner qualified to practice in the Northwest Territories should be sought.

5.2 DEVELOPMENT SCHEMES

1. In accordance with Sections 8 to 10 of the *Planning Act*, Council may adopt a Development Scheme to provide greater detail to implement the proposals of the General Plan for specific development areas.

5.3 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 General 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.

5.4 PRIVATE LAND DEVELOPMENT

1. 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 General Plan, the Zoning Bylaw and all other municipal and territorial requirements, and
 - (b) where private land is subdivided, a development agreement will 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.

5.5 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 General 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 the General Plan.
5. The Zoning Bylaw shall clearly designate the responsibility of Town Council, the 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 general 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 conducted by the Development Officer. The opinion of a professional community planner qualified to practice in the Northwest Territories should be sought.

5.6 CAPITAL PLAN

1. All expenditures to 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.

5.7 PUBLIC CONSULTATION

1. Community members who are affected by the General Plan, Zoning Bylaw or permits issued under the Zoning Bylaw shall be consulted to obtain their views, opinions and concerns.

5.8 MONITORING AND REVIEW

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

The report should address such matters as:

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