

Town of Norman Wells

Community Plan By-law # 13-01



Reviewed by Dillon Consulting Limited
For the Town of Norman Wells



Town of Norman Wells

Community Plan

Second Read

Bylaw Number: 13-01

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1 INTRODUCTION

This document is the Community Plan for the Town of Norman Wells and it may be referred to as the “Community Plan”. It has been prepared and approved in accordance with the Cities, Towns and Villages Act S.N.W.T. (2003), c.22 as amended, and the Community Planning and Development Act, S.N.W.T. (2011) c22 as amended (the Act).

This Community Plan repeals and replaces in its entirety the Municipality of Norman Wells By-law No. 04-18, which was approved by Town Council on April 25, 2006.

1.1 Purpose of the Plan

The purpose of this plan is to describe the manner in which development, or redevelopment projects, may be best carried out to contribute to the economy, character and future of the Town of Norman Wells. The Community Plan is based on an analysis of land supply and demand, the impact that projected population and economic growth could have on land development needs, a review of community recreation and transportation facilities, past development, and an assessment of previous objectives.

As a policy document of Council the Community Plan:

- provides guidelines to Council and administration for the consistent review of subdivision and development applications;
- establishes a strategy for future development that takes growth and the effect on existing municipal services into account;
- includes proposals for the financing of public development projects; and
- identifies objectives that guide the establishment of regulations implemented by a Zoning bylaw.

The Community Plan is designed to be flexible in order to accommodate changes in the local economy and population, and changes resulting from Land Claim Agreements or Territorial Government policies.

The Community Plan does not set priorities for Council. The plan shall be monitored and reviewed on a regular basis to ensure that it continues to reflect the current needs of the Town.

Council may undertake further projects or development schemes to carry out goals identified in the Community Plan.

1.2 Vision

The guiding vision for this Community Plan is as follows:

- Norman Wells strives to be a community that is proactive, prosperous and cohesive by maximizing opportunities for growth, development and diversification of the community.
- Norman Wells is committed to being a vibrant, diverse and highly engaging community that strives to balance the cultural social, economic and environmental needs of our community and residents.

2 GOALS

2.1 General Development Goals

Goals are the ideal end to which the Town will strive. Guided by the overall vision of the Community Plan the development Goals of the Town of Norman Wells are as follows:

- a) To enhance the existing and future quality of life in the Town of Norman Wells by ensuring orderly and phased development.
- b) To protect, conserve and promote the Town's natural environment.
- c) To encourage business to locate to Norman Wells in order to broaden the economic base and enhance the level of available services that utilizes local resources and creates sustainable local employment activities.
- d) To minimize development servicing infrastructure costs while ensuring the appropriate provision of municipal infrastructure.
- e) To maintain a sufficient supply of land for future residential, commercial, industrial, institutional and recreational needs.
- f) To encourage and assist non-conforming land uses to relocate to more appropriate areas.
- g) To extend the Town's current walking trail system "Trans Canada Trail" to connect D.O.T. Lake area as a route on the trail.
- h) To improve the Town's physical character through continued implementation of beautification programs that encourages the rehabilitation of existing buildings, vacant sites and amenity areas.
- i) To preserve important cultural and historical elements of the community.
- j) Develop a municipal plan (green) establishing environmental procedures and encourage environmentally sensitive behaviour throughout the Town.

2.2 Planning Target and Capacity

Based on past trends, future projections and the strong natural resource development activity in the Sahtu Region, it is difficult to predict expected growth for the Town of Norman Wells. As a result the Community Plan was developed considering three potential target populations:

- a) Maintaining a population of approximately 750 for the next 20 years;
- b) Sudden growth to over 1,500 within 10 years; and,
- c) Moderate growth to over 1,500 over 30 years.

The Town currently has sufficient capacity for a total population of approximately 2,000 people in terms of land area, although the existing municipal water and sewer systems could reach capacity at a population of approximately 1,500.

2.3 Opportunities and Constraints

Physical and market opportunities and constraints are described in the Background Report prepared for this Community Plan.

The Community Plan is based on the understanding that private interests will be responsible for most of the development in the Town. There are opportunities for development and redevelopment within the Town boundaries and this Community Plan has considered that existing developed lands within the Town boundaries.

3 Objectives and Policies

This section of the Community Plan describes land use objectives, and policies that apply to general development issues, or specific land use categories. Objectives are specific aims which can be measured and achieved, and Policies are the means by which the objectives are realized. The objectives and policies can be related back to the goals of the Community Plan. The land use categories provide planning direction for each land use; corresponding regulations are detailed in the Town's zoning by-law.

3.1 Residential

Lands designated Residential are intended for all forms of residential housing including but not limited to single-detached, duplexes or manufactured homes, country residential and multiple-unit, and apartment dwellings. Conditional uses can be allowed in residential areas, providing they conform to the goals, objectives and policies established herein and abide by the provisions outlined in the Norman Wells Zoning By-law.

Objectives

- R(a) To have sufficient serviced and un-serviced residential land to meet immediate and long-term needs.
- R(b) Provide opportunities for the development of a variety of lot sizes and housing styles.
- R(c) The National Building Code is applied to all new residential construction and proposed building alterations.
- R(d) New residential construction is of a high quality and innovative designs, where possible.
- R(e) When a residential subdivision is identified, provide residential areas that can be economically and efficiently developed, are easily accessible and aesthetically pleasing, while adhering to the safety and recreational requirements of residents.

Policies

- R1. Hinter land in the area around D.O.T. Lake will be released to create 'country residential' lots.
- R2. Growth will be driven by private land developers.
- R3. Where residential lots are identified, all lot preparation and roadway development shall occur a minimum of one year before building on the

site. Areas requiring substantial leveling of the lot with granular material, at least two years before construction.

- R4. New residential developments should include pedestrian walkways, open space areas, and "tot lot" playgrounds where deemed appropriate.
- R5. Allow opportunities for home occupations in residential areas that will not adversely impact adjacent properties.

Strategies or Guidelines

Strategies or guidelines that Council may want to consider developing to provide more detailed support for the concepts for residential uses contained in the Community Plan:

- location and design criteria could be established for various housing types and densities including rural residential that consider the character of the neighbourhood, traffic, density, energy efficiency and visual quality
- design guidelines could be established that demonstrate commitments to visual quality, environmental protection, cost effectiveness, and energy efficiency.

3.2 Commercial

Lands designated Commercial are intended for uses such as banks, offices, retail stores, hotels, restaurants and entertainment establishments. The development of a centralized commercial core continues as the Community Plan's primary focus. Conditional uses such as second storey residential units, can be allowed providing they conform to the goals, objectives and policies established herein.

Objectives

- C(a) Reinforce the growth of the centralized commercial core to achieve a higher intensity land use.
- C(b) To have improved parking facilities throughout the established and expanded commercial core.
- C(c) Relocate non-commercial land uses to other more appropriately designated areas.
- C(d) Mitigate potential negative environmental impacts from development deemed to be high risk for contamination.

Policies

- C1. Continue to encourage development of pedestrian access to the core commercial area.
- C2. Ensure appropriate parking standards are considered for all new developments.
- C3. All commercial development must provide parking areas which are adequately lit and surfaced.
- C4. Permit the development of second storey and/or auxiliary residential components with the commercial core, to help defray the costs involved with establishing and maintain small businesses.
- C5. An environmental study shall be undertaken as part of the development approval process where a commercial use is deemed to be a high risk for potential contamination. This study should determine the potential for future contamination and any containment plans for spills, as well any other information required by the Development Officer.
 - a. A site abandonment plan may be required as of the larger environmental study described above.

Strategies or Guidelines

Council may want to consider developing design guidelines for permitted and conditional uses that describe the character of the Commercial area including landscaping, traffic and parking requirements, density, energy efficiencies, and visual quality of buildings and signs to provide more detailed support for the concepts contained in the Community Plan.

3.3 Service Commercial

Lands designated as Service Commercial will allow uses with the sale of goods and/or services being the common element. As well, the designation is reserved for those commercial uses which require large lots for storage or parking. These service commercial land uses will be directed towards the east of the residential core between Mackenzie Drive, Canol Drive, Forestry Drive, and Quarry Road. Conditional uses are allowed providing they conform to the goals, objectives and policies established herein.

Objectives

- SC(a). Mitigate potential negative environmental impacts from development deemed to be high risk for contamination.
- SC(b). To protect the natural environment from potential contamination from the storage of dangerous good and hazardous materials.
- SC(c). To provide a designated area where service commercial activities can be accommodated.

Policies

- SC1. All sites and buildings which store dangerous products and hazardous materials must comply with necessary Federal and Territorial legislation.
- SC2. An environmental study must be undertaken as part of the development approval process where an industrial use is deemed to be a high risk for potential contamination. This study should determine the potential for future contamination and any containment plans for spills, as well any other information required by the Development Officer.
 - a. A site abandonment plan may be required as of the larger environmental study described above.
- SC3. Encourage the optimum utilization of service commercial properties.

Strategies or Guidelines

Council may want to consider developing design guidelines for permitted and conditional uses that describe the desired character of uses located along major circulation routes including landscaping and visual quality of buildings and signs to provide more detailed support for the concepts contained in the Community Plan.

3.4 Industrial

Lands designated Industrial are intended for hydrocarbon, light and heavy industrial uses. Permitted uses include those activities associated with exploration and processing of hydrocarbons as well as construction operations, trucking companies and manufacturing or warehousing and equipment storage.

Objectives

- IN (a). New areas for industrial uses will have a physical separation from the Town's residential core.
- IN (b). Mitigate potential negative environmental impacts from development deemed to be high risk for contamination.
- IN (c). To protect and remediate the natural environment from potential and existing contamination from hazardous land use and development.
- IN (d). To encourage new hydrocarbon activities to develop on the west bank of municipal lands on the Mackenzie River.

Policies

- IN1. Limit the size of developments in the town's central core area and encourage industrial uses to locate/relocate to the existing upper industrial park off Quarry Road.
- IN2. All sites and buildings which store dangerous products and hazardous materials must comply with necessary Federal and Territorial legislation
- IN3. To require an environmental study be undertaken as part of the development approval process where an industrial use is deemed to be a high risk for potential contamination. This study should determine the potential for future contamination and any containment plans for spills, as well any other information required by the Development Officer.
 - a. A site abandonment plan may be required as of the larger environmental study described above.
- IN4. Require site restoration upon vacating any site to an environmentally sound state. This requirement may include an environmental inspection and certificate at the lessee's/owner's expense. In order to ensure implementation of this policy, council may request this be registered as a caveat at Land Titles.
- IN5. Connect hydrocarbon activities on the east and west banks of the Mackenzie River and enhance the existing hydrocarbon industrial uses on the east bank to support new development on the west.

3.5 Community Use

Community Use designated lands are reserved for schools, government offices and testing stations, service clubs, churches, health fire and police stations as well as cultural and recreational facilities. Community Use land uses will be developed in the central core and along the western portion of Mackenzie Drive in order to allow residents without motorized transportation easier access to these services. Conditional uses are allowed providing they conform to the goals, objectives and policies established herein.

Objectives

- CU(a). New public institutions to be located adjacent to the town core.
- CU(b). Foster the expansion and continual upgrading of existing facilities.
- CU(c). Link institutions with pedestrian systems to open space and commercial areas within the core.
- CU(d). To promote the Town as the regional hub for extended social services.

Policies

- CU1. Adequate reserves adjacent to the town core for future institutional development for the delivery of social services will be identified.
- CU2. Existing Town facilities will be upgraded and expanded, before new facilities are developed.
- CU3. Any new public institution will have trails developed and connected to existing trail systems.

3.6 Open Space

Lands designated Open Space are primarily intended for parks, playgrounds, playing fields, campgrounds, cemeteries, and open/green space areas. Accessory and conditional uses such as boat launches are allowed providing they conform to the goals, objectives and policies established herein.

Objectives

OS(a). To continue to develop of pedestrian oriented open spaces.

OS(b). To maintain access to recreation and open space for all residents and visitors.

OS(c). A wide range of outdoor recreational activities shall be accessible in all seasons including water related recreation, winter activities, cultural events, and quiet enjoyment of nature.

OS(d). To protect clear access view points to the riverfront.

Policies

OS1. Develop open space waterfront areas as look out and scenic viewing points.

OS2. Continue to upgrade and maintain existing trails, bridges and parks equipment.

OS3. Where appropriate, develop existing and future buffer areas into passive public parks.

OS4. New parks will only be established where there is a demonstrated need for the type or location, or when they are required as part of a new residential neighbourhood development.

Strategies or Guidelines

Council may want to consider developing a Master Recreation and Open Space Plan to provide more detailed support for the concepts contained in the Community Plan to:

- Define terms including 'park', open space, recreation etc.
- Identify the existing system of open space, parks and trails, and any need for expansion or improvements
- Recognize recreation and open space opportunities in other land use zones
- Define types of parks and describe the purpose and intended users

- Recognize different levels of maintenance and equipment suitable to different types of parks and open space
- Describe desirable features including location, access, and combined services
- Provide guidelines for landscaping, signs, trails and other facilities.

3.7 Hinterland

Lands designated Hinterland are primarily intended for uses such as game reserves, agricultural, recreational, scientific research and national defense installations. Conditional uses allowed must conform to the goals, objectives and policies established herein.

Objectives

- H(a). Promote the protection of the hinterland as an amenity for the community.
H(b). Restrict incompatible development from these areas.

Policies

- H1. Monitor and respond to development proposals beyond municipal boundaries which might impact the community. State what the impacts might be and suggest how they can be resolved.
H2. Restrict any development which may adversely affect water quality from locating within the Bosworth Creek watershed.

Strategies or Guidelines

Council may want to consider developing a management plan to provide more detailed support for the concepts contained in the Community Plan to:

- Restore eroding parts of the riverbank with native vegetation
- Augment the value of the natural open spaces
- Restrict vehicular uses leading erosion of the riverbank slope

3.8 Future Urban Use

Lands designated for Future Urban Use are to provide areas for the community's eventual expansion and the interim use of natural resources within the Town boundaries. The *Land Use Concept map* identifies areas, north of the airport, for residential and non-residential future urban uses.

There is no immediate need to expand the existing serviced areas of Town, however potential resource development could contribute to expedited growth. Suitable areas for industrial lands within this zone may also need to be identified in coordination with economic development plans.

Objectives

UR(a). To identify lands available for future expansion of the town to accommodate the development of new industries

UR(b). To allow for interim uses of undeveloped natural resources wisely to ensure their sustainability and compatibility with adjacent uses.

Policies

UR1. Future development within this area will only proceed following re-zoning to an appropriate designation.

UR2. In accordance with the Public Health Act and Regulations no residential expansion shall be permitted within 450 metres mandatory buffers around the sanitary landfill and sewage lagoon.

UR3. Interim uses will be supported by Council where an agreement is in place to set out the duration and condition of the use.

UR4. Fuel breaks may be constructed within the Future Urban Use area to act as a buffer to fire spread so that fires burning into them can be more readily controlled.

UR5. Future residential development will comply with the Aeronautics Act and the Norman Wells Airport Regulations.

Strategies or Guidelines

Council may want to consider developing a Community Forest Management Plan in cooperation with relevant government agencies to provide more detailed support for the concepts contained in the Community Plan to:

- Address the management of timber, wildlife habitat, and wildfire risk,
- Ensure that all efforts are made to conserve the forest resources and preserve the integrity of the forest ecosystem.

3.9 Subdivision Development

New subdivisions will be needed if the town sees an increase in population. The objectives and policies here apply to residential development or redevelopment projects in areas larger than 0.5ha.

Objectives

SD(a). To define acceptable standards for large residential developments.

SD(b). To minimize capital investment by the municipality for the development of new residential subdivisions or the redevelopment of residential neighbourhoods.

Policies

SD1. As a general principal private developers will be responsible for all on-site servicing attributable to the development and for the meeting of requirements of the designated zoning area.

SD2. All roads in new residential subdivisions within the urban area shall be of the same construction as the roads they will be connecting with.

SD3. Developers shall provide an assessment dealing with soil type and stability, tree cover, drainage and any other factors deemed necessary by the Development Officer.

SD4. All subdivision, development or redevelopment requiring expansion and/or upgrading of the existing municipal services will be subject to a development agreement between the Owner and the Town regarding the provision of any or all of the following municipal services:

- a. water and sewer services,
- b. roads and public walkways,
- c. drainage,
- d. parks,
- e. any other matter as Council may deem necessary to be the public interest.

3.10 Transportation

The purpose of this section is to establish a policy for a transportation system within the municipality, which is safe, efficient and appropriate for vehicles, walking and cycling.

Objectives

- T(a). To have a system of roads, trails, and sidewalks which facilitates traffic flow and makes optimum use of the various classifications of routes.
- T(b). To provide appropriate traffic control for the protection of persons and property.
- T(c). To protect the operation of the Norman Wells Airport.
- T(d). To provide access to scenic attractions and recreational areas.

Policies

- T1. Road right-of-ways shall be a minimum of 20 metres and actual road widths will be as follows:
 - a. Arterials and Collector Roads: minimum of 6.1 metres with no on-street parking,
 - b. Local roads: minimum of 5.5 metres with no on-street parking.
- T2. New subdivisions shall be designed with designated collector and local roads.
- T3. It is the sole responsibility of property owners to construct and maintain access between their property line and the traveled portion of the street right-of-way.
- T4. Public trails and sidewalks will be developed and maintained to provide convenient walking and cycling access to all areas of town that is integrated with recreational trails whenever possible.
- T5. Appropriate signs, roads markings, and barricades will be provided on roads and trails.
- T6. No development shall occur in the flight path or near the airport that will jeopardize the safety or diminish the current operation and status of the airport due to physical obstructions, smoke, dust, electronic interference, or by causing the gathering of birds.

3.11 Beautification and Environmental Protection

The purpose of this section is to establish policies that recognize contribution of the natural and developed landscape to the character of the Town and to provide guidance where conflicts with other polices may arise.

Objectives

- B(a). To enhance and beautify the Town.
- B(b). Encourage beautification initiatives in existing and new site developments.
- B(c). To conserve the natural environment as new development occurs including vegetation and natural drainage patterns.
- B(d). To encourage the practice of Fire Smart principles for all properties within the developed area of Town.

Policies

- B1. To promote and encourage landscaping for all new development that will enhance the appearance of the Town.
- B2. All development applications will consider the effect on the natural environmental systems, including natural drainage patterns, ground coverage and potential for erosion.
- B3. All property owners are responsible for the cleanliness and aesthetic appearance of their developments.
- B4. Following the GNWT FireSmart guidelines shall be encouraged.

Strategies or Guidelines

Council may wish to re-introduce the community FireSmart Program a defensible space of treated forest fuels established surrounding all buildings and infrastructure where a forest fire hazard is identified.

4 Implementation

This section sets out procedures for implementing the Community, so that future development proceeds in an orderly manner and is integrated with social, economic or other Community plans or detailed development plans.

The policies contained in the Community Plan need to be read and applied in conjunction with the *Land Use Concept map* of the Community Plan.

The policies, location of roads, and boundaries between land uses, shown on the *Land Use Concept map* are intended to provide general policy direction only. Minor adjustments may be made without amendment to this Plan provided the Plan's general intent is maintained and the adjustment or interpretation is approved by resolution of Council.

4.1 Zoning Bylaw

The Zoning Bylaw will be amended to implement the policies in this plan. All development must conform with the intent of the Community Plan and Zoning Bylaws. Major changes to this plan can only be made by amending the Community Plan Bylaw in accordance with Section 7 of the Community Planning and Development Act.

4.2 Land Inventory

Considering land as a community asset an inventory shall be maintained by Town administration that identifies legal descriptions, zoning designations, site area, ownership and any other important attributes that may affect the Community Plan. The inventory shall be updated annually and coordinated with the Tax Roll Assessment and GIS mapping.

4.3 Integrated Community Sustainability Plan

The Community Plan may form part of an Integrated Community Sustainability Plan (ICSP) which the Town completed November, 2009. The vision, goals and objectives of this plan are consistent with the objectives of the ICSP.

4.4 Utilities or Municipal Services

Land development will be integrated with capital and maintenance planning for municipal services and utilities. The Town will encourage the development of parcels in the town core as a first stage to utilize the available capacity in existing trunk utility systems. The Town shall maintain at all times an available trunk

servicing capacity to provide for at least five years estimated demand for residential and commercial land.

4.5 Capital Planning

The Town prepares and maintains a five year capital and operations and maintenance program for purpose of planning and securing grants that will further the goals of the Community Plan.

All expenditures to service land, build roads, upgrade facilities or otherwise provide for growth and development shall be identified in the approved five year capital plan.

4.6 Public Involvement

Public Participation is a key component of sustainable community planning. Community members who are affected by the Community Plan, Zoning Bylaw or permits issued under the Zoning Bylaw shall be consulted to obtain their views, opinions and concerns.

In recognition of the limited capacity of a small town and the increasing number of issues involving consultation, every effort should be made to improve information dissemination and provide opportunities for feedback that are appropriate for the community and publicly available.

4.7 Monitoring and Review

Town Council shall continually monitor the plan to ensure it is effective in guiding the orderly and economic development of the Town.

The Town Administration shall prepare an annual report for council on planning and development matters in the context of the Community Plan to provide information about:

- 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
- any other planning and development matters considered relevant

LAND USE CONCEPT MAP



Town of Norman Wells
Zoning By-Law & Community Plan

Land Use Concept
Figure 1

Land Use Concept

- Airport
- Commercial
- Service Commercial
- Community Use
- Hinterland
- Industrial
- Open Spaces
- Residential
- Future Urban Growth

Community Facilities

- 1 Solid Waste Site
 - 2 Coast Guard/Community Recreation Dock
 - 3 Airport
 - 4 NCLP Dock
 - 5 Esso Barge Landing
 - 6 Sewage Lagoon
 - 7 Recreation Facilities
 - 8 Town Hall
 - 9 School
 - 10 Water Treatment Plant
 - 11 Future Site of the Health & Social Services Centre and Long-Term Care Centre
- Trails

0 0.5 1 2 km



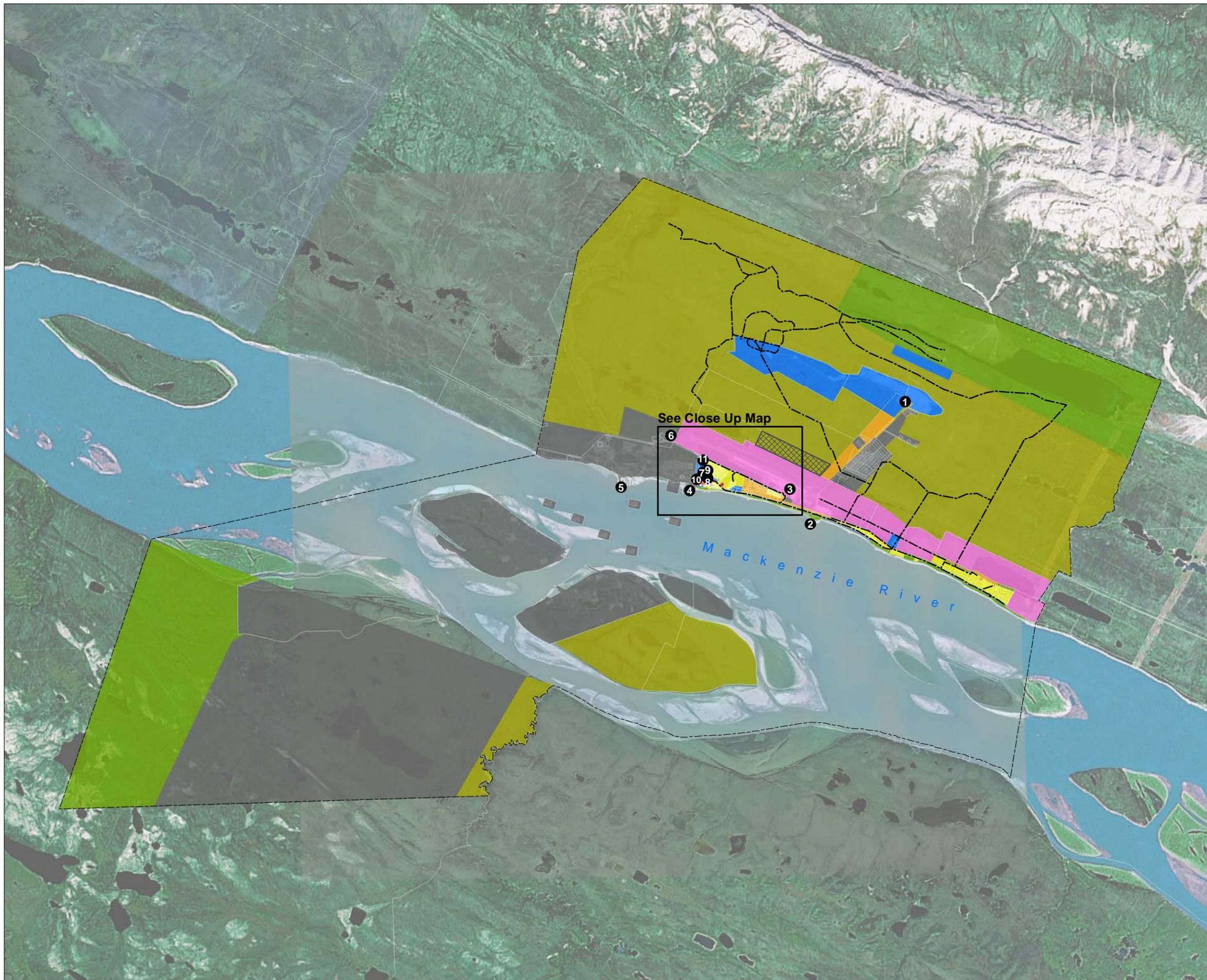
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Map Data:
NWT Atlas GIS, CanVec, Norman Wells, Dillon Created

Map Created by: ECH
Map Checked by: MK
Projection: NAD83 UTM Zone 9N



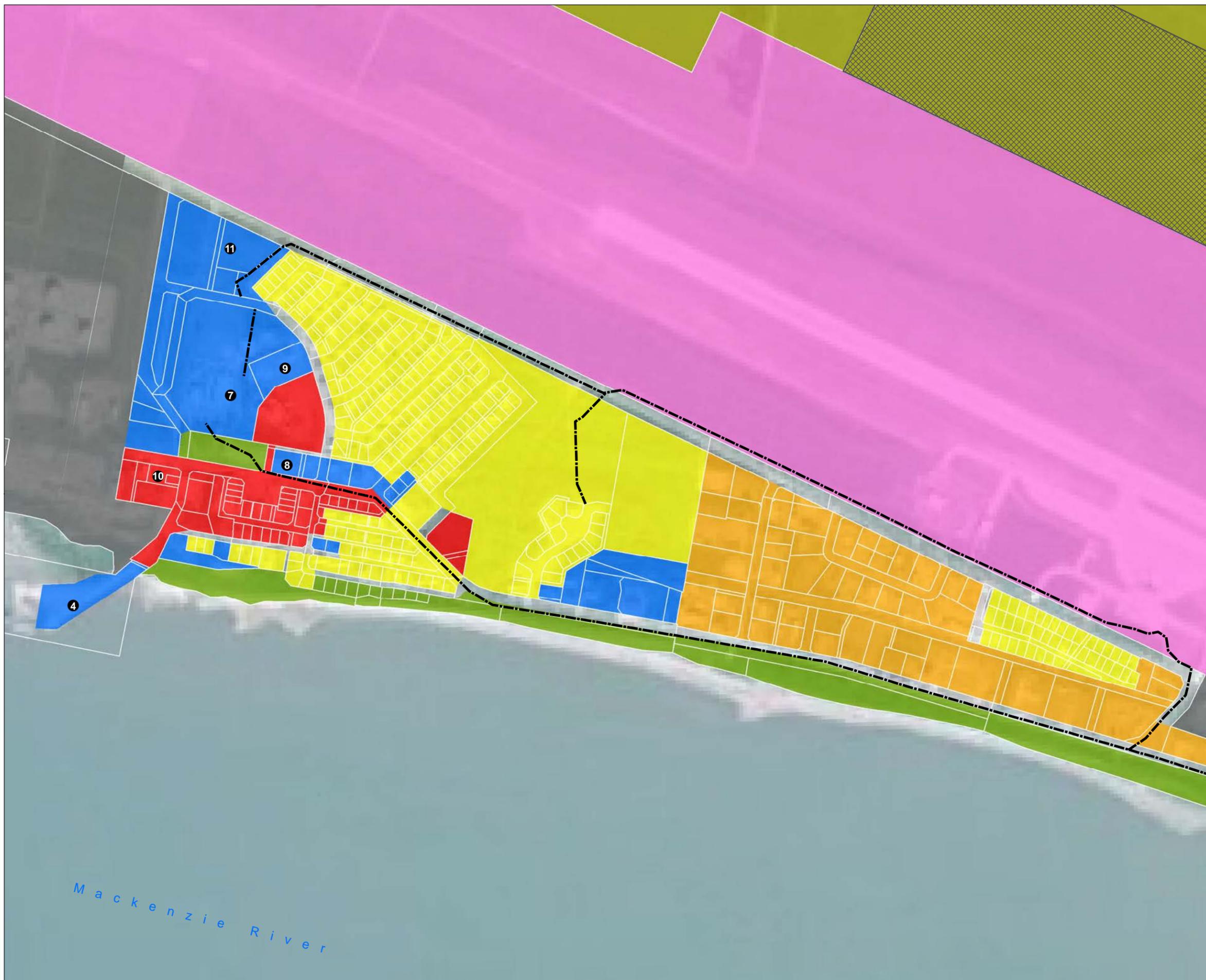
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STATUS: DRAFT
DATE: 4/22/2014





Town of Norman Wells
Zoning By-Law & Community Plan

Land Use Concept
Figure 2



Land Use Concept

- Airport
- Commercial
- Service Commercial
- Community Use
- Hinterland
- Industrial
- Open Spaces
- Residential
- Future Urban Growth

Community Facilities

- 1 Solid Waste Site
 - 2 Coast Guard/Community Recreation Dock
 - 3 Airport
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 - 11 Future Site of the Health & Social Services Centre and Long-Term Care Centre
- Trails

0 50 100 200 Meters



SCALE 1:5,000

Map Data:
NWT Atlas GIS, CanVec, Norman Wells, Dillon Created

Map Created by: ECH
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Projection: NAD83 UTM Zone 9N



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