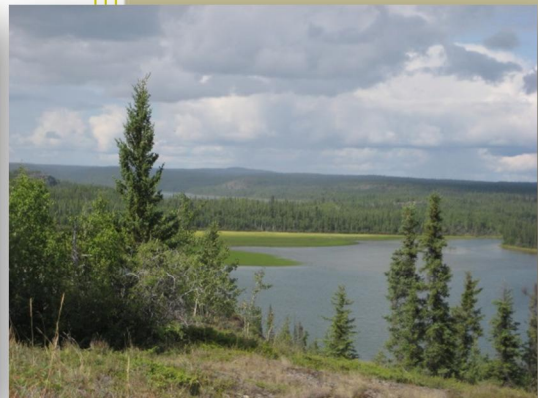


# NWT Recreational Land Management Framework Public Engagement Summary

FINAL REPORT



*Submitted to*

Government of the Northwest Territories  
Departments of Lands

March 31, 2015

Project Manager: Ann Peters  
Project No.: 15-1430

*Submitted by*

Dillon Consulting Limited  
#303, 4920-47th Street  
Yellowknife, NT X1A 2P1



March 30, 2015



Government of the Northwest Territories  
Department of Lands  
Box 1320  
Yellowknife, NT X1A 2L9

Attention: Gina Ridgley, Manager

**Subject: Final Summary Report  
Recreational Land Management Framework**

Dillon Consulting Limited is pleased to submit the final Summary Report for the Recreational Land Management Framework public engagement sessions. This report distills and organizes feedback from community sessions held in Hay River, Fort Simpson, Yellowknife, Dettah, Fort Smith, Behchoko, Norman Wells and Inuvik, and incorporates feedback received through individual completed workbooks.

It was a pleasure working with you and your team on this assignment, and we hope that this report will be of assistance as you continue your work on the framework.

If you have any questions or concerns please contact me at (867) 920-4555 ext. 4108 or email at [apeters@dillon.ca](mailto:apeters@dillon.ca).

Sincerely,  
**Dillon Consulting Limited**

A handwritten signature in blue ink, appearing to read "Ann Peters".

Ann Peters, RPP, MCIP  
Project Manager

ALP/cj

Suite 303  
4920 47<sup>th</sup> Street  
Yellowknife  
Northwest Territories  
Canada  
X1A 2P1  
Telephone  
(867) 920-4555  
Fax  
(876) 873-3328

**Dillon Consulting  
Limited**

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## APPENDICES

<b>Appendix A</b>	World Café Description
<b>Appendix B</b>	Sample Workbook

## **1 INTRODUCTION**

In December, 2014 Dillon Consulting Limited (Dillon) was engaged to assist the Department of Lands (the Department) with achieving two specific objectives related to the development of a Recreational Land Management Framework (RLMF): providing various stakeholders with information about the RLMF; and obtaining stakeholder input/feedback.

Public engagement was designed to encourage participants to contribute ideas for how recreational lands should be managed in the future.

Five questions were developed to clarify what the Department wanted to learn from participants. These questions were used in public open house sessions, and in an on-line survey/workbook.

- 1. The Future – In 10 years what should recreational cabin development/use look like?*
- 2. Rules and Responsibilities – What kind of rules and responsibilities should be established?*
- 3. New Areas for Cabin Development – What should be considered when planning new areas?*
- 4. New Lease Allocation – What is the fairest way?*
- 5. Future Lease Fees – Should all cabin lots be priced the same or should it vary? What should be considered?*

## 2 PUBLIC ENGAGEMENT

Open house sessions organized by the Department, and advertised in local the newspapers and on the Department website, commenced in early January. Workbooks were also available, at the meetings and on-line, that participants could complete between January and March, 2015.

### 2.1 Session Formats

Sessions began with introductions by the facilitator and representatives of the Department. Following introductions, a representative from the Department gave a short presentation on the RLMF explaining “where are we, how we got here, where we are going and how you can help”. After the presentation the facilitator led the discussion through five (5) questions to draw out local issues and ideas. Two styles of discussions were used:

- A public meeting format where all participants discussed the questions together
- A World Café format where people were divided into small groups (see Appendix A)

### 2.2 Locations and Attendance

Community	Date (2015)	Location	Attendance (approximate)	Session Format
Hay River	January 28th	Ptarmigan Inn Boardroom	5	Public Meeting
Fort Simpson	February 3rd	Community Hall	8	Public Meeting
Yellowknife	February 10 <sup>th</sup>	Yellowknife Inn, Copper Room	60	World Cafe
Yellowknife	February 12 <sup>th</sup>	Yellowknife Inn, Copper Room	30	World Cafe
Dettah	February 17 <sup>th</sup>	Chief Drygeese Centre	8	Public Meeting
Fort Smith	February 23 <sup>rd</sup>	Pelican Rapids Inn Blue Room	17	Public Meeting
Behchoko	February 26 <sup>th</sup>	Community Hall	16	Public Meeting
Norman Wells	March 2nd	Heritage Hotel Room	1	Public Meeting
Inuvik	March 3rd	Midnight Sun Complex, Community Hall	12	Public Meeting

### 3 PUBLIC SESSION FEEDBACK SUMMARIES

After each session 'what we heard' notes were assembled to be made available on the Department website. These notes were organized by the five questions that were used to initiate discussion.

The summaries that follow organize feedback by themes that surfaced during discussions about the five questions. The feedback is presented in table format to make areas of general agreement, and contradictions apparent:

Comments shown side by side in two columns indicate that contradictory comments about the same topic were made.

In some cases comments are shown side by side where variations on a similar comment were made, that were not entirely contradictory.

Comments in a single row indicate similar discussion at several different sessions, and general agreement.

In some cases comments made were specific to a community, and the name of the community is included in brackets i.e. (Fort Smith).

These feedback summaries capture the main ideas from all of the sessions whether there was general agreement or not. They are not detailed or verbatim comments from any particular participant, and do not represent a majority view.

### 3.1 Recreational Lease Supply and Demand

Participants at all sessions had differing opinions about whether the GNWT should be responsible for supplying recreational lots to meet demand, or whether other factors should be considered to determine the supply. The demand for recreational leases varies from region to region. Highest demand is around Yellowknife, and there is lower demand around Norman Wells and Fort Simpson.

<p>(Dettah) There is no urgent need to supply more lands for recreational leases. Supply should not be increased before land claims are settled.</p>	<p>(Fort Smith) The growing demand for cabin leases is a good sign that more people are getting out on the land. Additional areas for recreational cabins need to be identified in areas of high and growing demand.</p>
<p>(Norman Wells, Inuvik) New road construction will make more land accessible for recreational use. The GNWT should anticipate an increase in demand in these areas and prepare for it.</p>	
<p>The GNWT should have a supply of recreational lands for a variety of cabin styles, understanding that:</p> <ul style="list-style-type: none"> <li>• More cabins will be possible where they can be grouped more closely together.</li> <li>• Fewer cabins will be possible if they are more spread out.</li> </ul>	<p>There should be a limit to the number of cabins. Wide open spaces need to be maintained. Too many cabins is not sustainable (<i>people found it hard to define what would be considered ‘too many’ overall, but did have recommendations on an area-specific basis – see next theme</i>).</p>
<p>More lots with road access should be made available.</p>	<p>More cabin locations should be identified in remote locations to spread out the impacts and reduce the pressure on existing areas with high levels of development. (In Yellowknife the current levels of development on Prelude and Walsh lakes were referred to as examples of ‘high’.)</p>
<p>(Yellowknife) There is competition for recreational use (cabins and other types of recreation) in prime areas with road access, but less demand in more remote areas such as fly-in access to remote lakes.</p>	
<p>Lakeshore lands are in highest demand (for outdoor recreation) regardless of whether they are easily accessible or remote.</p>	

### 3.2 Recognizing Other Land Users and Uses

Participants at all sessions felt that lands for recreational leases cannot be identified in isolation.

Some cabin users are not recreational cabin users – this may include trappers or other traditional land users. The land used for these traditional pursuits need to be identified so that recreational cabins can be kept away from them (suitable buffers). People using cabins for hunting, trapping, and fishing can need several cabins in different locations. (Fort Smith) Traplines are registered and their locations are known. Commercial hunting, fishing, or eco-lodges also need to be considered.

Permission to occupy or use land does not always come from the Department – other forms of permission need to be considered including YKDFN Permission to Occupy (PTO), and mineral claims.

(Fort Simpson, Dettah) Traditional land use areas are important for the local First Nation people. Elders and traditional land users should be involved in identifying traditional land use areas so that recreational leases are not issued in those areas.

Areas used for purposes other than recreational cabins should be identified by tapping into local knowledge. Public information sessions could be held where people could gather around maps to identify places. Evidence of prior use should also be considered as an indication of places of public value.

Some areas need to be protected from any cabin development because they are culturally, environmentally, or spiritually significant, or have high scenic value. (*Yellowknife examples included Mirage Islands, berry picking islands, gravesites*)

It is important that there be accessible outdoor recreation facilities outside of all communities including boat launches, trails, informal campsites, and designated canoe routes. ‘Good’ recreational spots need to be identified for day uses and longer term uses. To avoid conflicts with cabin owners the rights and responsibilities of public users need to be known and respected. (In Yellowknife the Ingraham Trail was identified as an area of concern and in Inuvik Airport Lake was identified).

Water routes including portage trails and camping sites should be mapped so that cabin leases do not interfere with canoe/kayak travel, and traditional trails. There should not be any cabin leases where they will interfere with or block access to traditional use areas. Access needs to be maintained, no gates or road blocks allowed.



Mineral exploration and hydro-electrical development takes place in areas outside of Yellowknife – and there is currently some overlap with cabin areas. Allowing cabins in areas of high mineral potential would increase the risk of future conflicts between land users as well as GNWT departments with different mandates (i.e. to promote economic development, to provide recreational leases, to protect the environment).

Separations between different uses are needed – the distance needs to be determined for each type of use.

### 3.3 Locating Recreational Leases

A range of ideas were expressed about where recreational lots should be located, and how the locations should be determined. *(Discussion about location was often closely tied to preferences for the type of development – see discussion under 3.6).* While there were differences of opinion, it was also generally acknowledged that there was room for variety.

In areas of high demand, the GNWT should designate cabin lots. Where there is less demand, people should be able to choose cabin locations.

Lands where cabin leases are and are not allowed should be identified and designated by the GNWT and all lots should be legally surveyed and registered.

Many participants felt that in areas of high demand planning is needed so that:

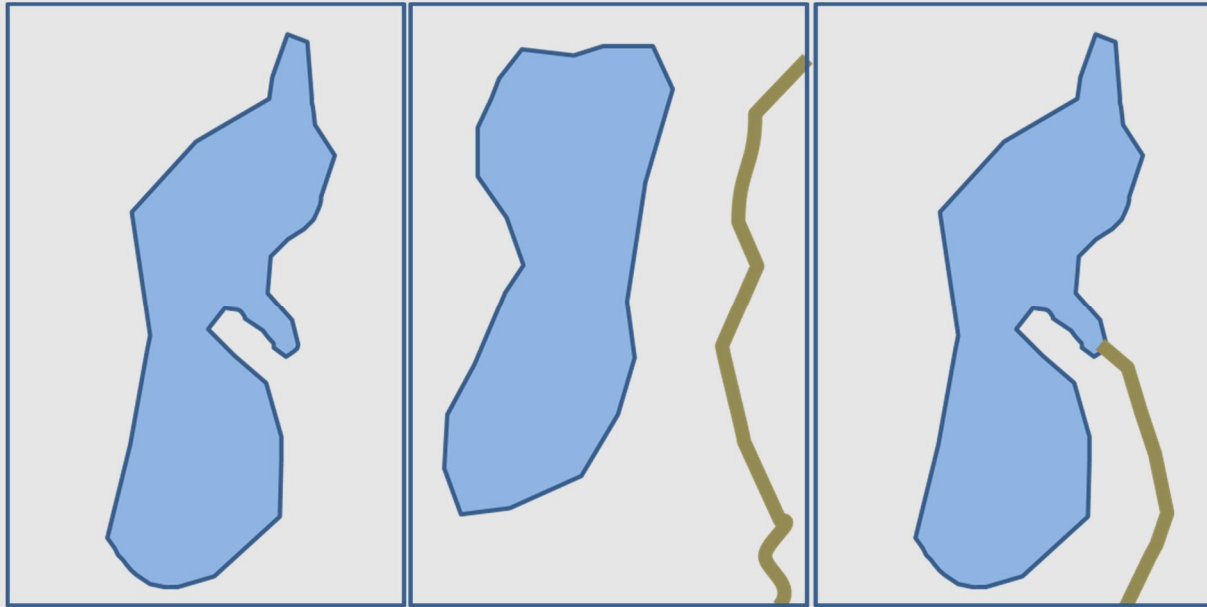
- the needs of all land users in the area can be considered and the potential for future conflicts mitigated
- cumulative environmental impacts can be identified and managed

(Yellowknife) There should be no more leases along the Ingraham Trail.

(Fort Smith) The Metis should be doing some planning to consider what will be allowed once land claims are settled.

(Fort Simpson) Important natural features such as reservoirs should be avoided for development.

A mix of easily accessible and more remote locations should be available.



All recreational lots need to be located where there is access to water (either a lake or a river) for drinking as well as recreation. Lakefront is not necessary as long as access is provided.

Criteria for determining locations and the numbers of cabin leases suited to a particular area should include:

- the capacity of natural systems, especially for water supply and wastewater management
- the hunting and fishing capacity of an area
- other users and land uses
- the natural landscape
- fluctuating water levels and erosion

The corners of leased lots should be marked and mapped so that people can know where they are. Some type of identification should also be provided on the cabins themselves.

### 3.4 Allocating Leases

This topic elicited a number of suggestions that varied depending on the status of Aboriginal land claims, and market demand.

(Yellowknife, Dettah, Fort Simpson) There should be no new leases issued without a clear process that is endorsed and adopted by the First Nations and/or land claims are settled.	There should be annual opportunities for cabin leases. 10 to 20 lots should be made available each year in different areas.
The process for getting a lease in an area where land claims have been settled should be different than getting a lease in areas with unsettled claims.	
There needs to be a transparent, public process for lease applications. If land is available, everyone should have an opportunity to consider.	The current method of choosing an un-surveyed area and applying for a standard size lease is acceptable (Hay River).
The same allocation processes should apply across the NWT and followed by all regional offices.	The process for getting a recreational lease in an area where there is low demand should be less complex than in an area where there is high demand.
When new surveyed leases or un-surveyed areas become available for potential recreational use, a ballot draw would be a fair and equitable method for disposition. This would include proper public advertising (not word of mouth advertising). Lots should not go to the highest bidder.	A lottery should not be used, as people risk not getting what they want. Should be first come first served, and highest offer. This system only works if there is proper public advertising.
A combination of lottery and 'first come first served' should be used, with lotteries only in areas of high demand.	
There should be an eligibility list, so that people who have been on the list for many years get a chance before newcomers.	
NWT residents should be given priority for recreational leases, with a minimum residency requirement – of 2 to 10 years.	

<p>There should be a limit to the number of recreational cabin leases one person can have (up to 3 for example), with no more than one lease in the same area, or on a specific lake or river.</p>	<p>There should be a limit of one recreational lease per household.</p>
<p>Public notice of applications for leases should be required with adequate time for review and commenting – as much as a couple of months (though not explicitly stated, the intent was to consider that public objections could lead to denial of lease applications).</p>	<p>There should be clear communication with affected parties before issuing new leases. Affected parties could include:</p> <ul style="list-style-type: none"> <li>○ Local band and its members</li> <li>○ Any potential neighbours within a certain radius of the area of the proposed recreational lease (5 km was suggested).</li> <li>○ Trappers with registered traplines</li> </ul>
<p>Whenever use has been discontinued (abandoned cabins) the GNWT should clean up and reallocate.</p>	
<p>Existing unauthorized users should be given a chance to ‘legitimize’ their occupancy, but they should not be able to ahead of others.</p>	<p>Existing unauthorized users should not be given a chance to ‘legitimize’ their occupancy at all.</p>
<p>The process for dealing with existing unauthorized users should include: advertising, determining who is eligible for a lease (one suggestion was to use a tribunal similar to that used in Yukon) and removal of any existing uses that do not comply.</p>	<p>The process for dealing with future unauthorized users should consider:</p> <ul style="list-style-type: none"> <li>▪ If the cabin is located in an area that is open for leases, then the user should go through the application process (which may or may not be successful)</li> <li>▪ If the cabin is located in an area where leases are not permitted then the structure must be removed and the area cleaned by the unauthorized user or the Department</li> </ul>
<p>In the future there needs to be no tolerance for unauthorized users. Regular inspections should be conducted so that any new unauthorized uses are identified quickly.</p>	
<p><i>For comments on transferring leases see “Lease Conditions”.</i></p>	

### 3.5 Lease Fees

Participants expressed a wide variety of opinions about how lease fees should be determined.

There should be a reasonable application fee, as well as annual lease fees.	(Fort Smith) Preference is to maintain the current system of an application fee, and an annual \$150 lease fee.
Fees should be higher than they currently are to reduce demand and encourage more people to share cabins. Higher fees would also increase respect for the land.	Recreational leases should not be more than \$500/annually.
There should be a variety of price points so that recreational leases are affordable.	There should be one standard fee for all leased recreational properties.
(Yellowknife) Fees should be higher for cabin leases with road access, and less for leased lands without road access.	(Fort Smith) Fees for cabin leases should be the same regardless of whether there is road access or not.
(Yellowknife and Fort Smith) Cabins occupied year round should be paying higher fees than seasonal users.	
Cabins in similar areas should have similar lease fees.	
Annual lease fees should not be determined based on the cost to administer or inspect cabins.	Annual lease fees should recover administration and inspection costs. Taxpayers should not be subsidizing the cost of cabin ownership.
Lease fees should not consider market value (Yellowknife and other communities).	Lease fees should consider market value where there is high demand (Yellowknife).
There should be some regional differentiation of lease fees, they should not all be based on Yellowknife rates.	
Lease fees should be higher for anyone who acquired their lease after occupying/building on a site prior to getting a lease. In addition, they should be paying for the years they have been there.	

There should be a formula for setting lease fees that considers:

- Access infrastructure provided or maintained by the GNWT (more where roads, parking, or docks are provided)
- Land area (more for larger lots)
- Privacy (more for private, less for grouped cabins)
- Environmental impacts (i.e. higher charger for greater impacts)
- Length of lease (more for longer leases)
- Year round or seasonal use
- Inspection track record (reduction for years of 'good behaviour')
- Future adjustments to keep up with inflation
- Future adjustments to reflect changes to the property (access, or privacy)

There should be more payment options:

- lump sum at start of a 30 year lease
- annual
- monthly

Fee simple titled lots should be available and it should be possible to transfer existing leases into fee simple title.

(Yellowknife and Fort Smith) Cabin owners currently deal with at least 3 different departments for various charges and would like to see some coordination so that there was one bill from the GNWT:

- MACA for property taxes
- Lands for lease fees
- ENR for various permits
- Sometimes Transportation (for road access) or DAAIR

### 3.6 Recreational Cabin Development Styles and Uses

A number of different points of view were expressed about the types and styles of cabins that should be allowed on lands leased for recreational use. There was general agreement that a variety of options should be available. *(Discussion about the type of development was often closely tied to preferences for the location – see discussion under 3.3).*

A range of development styles should be available – from remote wilderness settings, to more country residential neighbourhoods.



Remote, natural environment settings that do not feel like Ontario ‘cottage country’ would appeal to many people. With this style of development privacy is highly valued (visual, noise, activities).

Country residential style subdivisions would appeal to many people. With this style of development a more ‘social’ atmosphere’ is valued, with somewhat less importance given to visual and noise privacy.

(Fort Smith) People are looking for peace and quiet and cabins should be spread out. A 500 m separation between cabins should be maintained.

(Hay River) “Cluster cabin” areas if at all possible should be located close to existing communities.

Optional cabin ‘styles’ should be permitted.

Everyone in the same area should adhere to similar ‘style’ and standards. There should be minimum standards specified, and a pre-determined aesthetic with siting, colours, and materials selected to blend into the natural environment.

<p>The size and seasonal use of cabins should be fixed: with a maximum floor area and no full-time, year-round occupancy permitted. Cabins are not supposed to be houses.</p>	<p>There should be different rules for ‘homes’ and cabins. <i>i.e. homes need to be designed to handle higher levels of water, sewer, garbage, fire protection, and road maintenance.</i></p>
<p>Cabin owners (or potential owners) should be aware of what style of development to expect in their area. Owners need to know in advance what will be allowed. Zones should be identified and regulations created for the different zones.</p>	
<p>A 100 foot setback from waterfront is reasonable, with 30 ft. side yard setbacks.</p>	<p>The landscape needs to be considered when siting cabins – it may not be possible to follow strict setbacks.</p> <ul style="list-style-type: none"> <li>○ In more level areas a 500 m separation can be maintained between cabins</li> <li>○ clusters of cabins might be an option where there is rocky sloping terrain</li> </ul>
<p>Flexibility for the size of a recreational lease parcel would be nice, but there should be limits for maximum and minimum sizes.</p>	
<p>Private and commercial cabins should be permitted (i.e. rental cabins).</p>	
<p>The use of solar and wind generated power should be encouraged – to reduce environmental impacts and noise of diesel generators.</p>	



### 3.7 Lease Terms and Conditions

A range of opinions were expressed about leasing terms and conditions that should be in place. Participants in most sessions were concerned about environmental impacts.

<p>There should be a variety of lease types available with different terms from 5 years, 30 years, or even indeterminate for:</p> <ul style="list-style-type: none"> <li>• Hunting and trapping</li> <li>• Seasonal Recreational</li> <li>• Year round residential</li> </ul>	<p>There should be no 5 year hunting and fishing leases. It does not allow adequate time to construct a cabin. Leases should be a minimum of 10 years.</p> <p>Comprehensive rules and regulations should be in place to deter people from setting up permanent residences in cabins close to town.</p>
<p>Rules and regulations need to be suited to the different regions.</p>	<p>There should be consistent rules that are applied to all recreational cabin leases.</p>
<p>Environmental protection needs to be a condition of all leases. More and better (i.e. than existing) environmental protection is needed for:</p> <ul style="list-style-type: none"> <li>• Water (especially important in Yellowknife or other community watersheds)</li> <li>• Wildlife – especially endangered species (ex. Fort Smith – Whooping Crane)</li> <li>• Trees and sensitive/rare plant species</li> </ul>	
<p>Standards and guidelines for good stewardship should be developed to cover:</p> <ul style="list-style-type: none"> <li>• Fuel tanks <ul style="list-style-type: none"> <li>○ Higher standard for homes vs. cabins</li> <li>○ Higher standard for properties closer to water</li> </ul> </li> <li>• Waste management, including garbage and outhouses</li> <li>• Fire safety</li> <li>• Wildfire risk mitigation</li> <li>• Shoreline protection</li> </ul>	
<p>After getting a lease you now need to build within 2 years, with options for extensions as long as there are signs of progress. Should consider extending to 3 year period depending on the time of year the lease was issued so that the building season/schedule is reasonable.</p>	
<p>Leases holders need to stay in ‘good standing’. Renewing leases every ten years is a good way to check.</p>	
<p>It should not be possible to transfer leases within the first 5 years.</p>	
<p>When land claims are settled existing leases should be ‘grandfathered’.</p>	
<p>People need to be held accountable and should provide bonds for future removal and remediation in the event recreational sites/cabins are abandoned.</p>	

### 3.8 Infrastructure for Access and Services

Recreational leaseholders use lands beyond their own leases, particularly when there is no public road access. This topic was of particular concern in Yellowknife, but was mentioned in Fort Smith as well.

Common/public parking areas and docks should be provided where lots do not have direct road access, but can be accessed by lake from a road.

(Yellowknife) Many participants mentioned that existing docks and access points are not adequate anymore with reference often made to Vee Lake and Prelude Lake.

There needs to be rules that limit what people can develop to access their own cabin. For example, building a road may not be acceptable, but a smaller trail could be.

Common/public waste disposal areas need to be provided for leaseholders.

### 3.9 Monitoring and Enforcement

Regardless of opinions about what needed to be regulated there was general agreement that it must be possible to monitor and enforce regulations. A variety of opinions were expressed about how monitoring should be carried out, and what the consequences of non-compliance should be.

Inspections should be consistent and on a schedule. Inspection frequency of every 3 years is good for cabins, as long as there are no major issues – if there are problems frequency of inspections should be increased.

Government Departments need to work together, especially ENR and Lands because they are both out doing inspections.

Local people (hunters and trappers) who know the land, water, terrain, animals and sacred sites should be given jobs to inspect and monitor recreational use.

An inspection 'check-list' could be created. Making sure that cabins are actually located where they are supposed to be is an example of something that needs to be on the 'checklist'.

(Hay River) Self-inspection reports, that are standardized could possibly be completed by the lease holder each year and submitted to the lands inspectors.

It should be possible for all land users to report problems such as environmental damage, or unauthorized users – but it needs to be clear who to call – and to know something will be done. Information should be shared between local Bands, and GNWT Departments.

(Fort Simpson) - The local Band and local people discourage unauthorized use informally. The community is small and people know each other. For this reason unauthorized recreational land use is not a significant issue in the area.

The penalty for not meeting lease conditions should be to lose the lease after a series of warnings.

Although environmental damage cannot be attributed to leaseholders alone, there should be a coordinated inter-departmental approach to managing the impacts. There is a need to develop a knowledge base, and establish baseline data about:

- Fish numbers
- Water levels

Existing unauthorized uses need to be dealt with quickly and penalties should include removal and fines. (For more discussion on unauthorized users see 'allocating leases').

### 3.10 Information and Communication

Public information and communication was raised during discussions of almost every other theme. Public education and guidelines were often suggested to encourage voluntary compliance without enforcement.

Clear communication is needed so that the public is aware of what rules, regulations, and lease conditions are in place, how they are monitored, and how they are enforced. This would include clear descriptions of what uses are authorized and unauthorized.

Definitions of terms including types of cabins, and types of uses need to be made public including:

- Recreational cabins
- Traditional cabins
- Traditional users
- Hunting cabins
- Trapping cabins
- Traplines

Although the Department of Lands is not responsible for all information relevant to cabin owners, it can provide a 'one-stop-shop' where information can be found. For example:

- Educational material about taxes to help people understand that it is a responsibility associated with having a recreational lease.
- Information about FireSmart
- Environmental Stewardship
  - Water quality
  - Fish
  - Birds
- Hunting and fishing regulations
- Motorized vehicle regulations (especially off-road)

Information about existing and available recreational leases should be publicly available on a website with access to an up-to-date map.

Information about lands where the GNWT can and cannot issue leases should be publicly available. A map and high level information about interim withdrawals should be available.

An information package about Aboriginal rights should be created. This would help to educate the public about how First Nations feel about and value the land, and the protocols that should be followed when using lands in a traditional territory. Respect for sacred sites, archaeological sites, or sites of cultural importance could also be covered while respecting that avoiding disclosure of locations is important for their protection.

Information about the process for acquiring leases needs to be publicly available.

There should be better communication with leaseholders by the Department

- Lands should have all email addresses, and mailing addresses of lessees to be able to contact people when anything is being discussed
- Other means of communication should include posters for community bulletin boards (and possibly a GNWT only notice board so that posters don't get lost among all the others), notices sent to Band and Metis offices, newsletters, Facebook, radio, websites

A 'cabin owners' guide would help to provide information about rules and responsibilities including information noted above.

Other Departments with mandates for land based activities such as ENR should be attending any meetings about recreational cabin leases.

#### **4 WORKBOOK SUBMISSIONS**

Feedback was also received from members of the public who completed individual workbooks. The workbooks, available on-line and in hard copy at each of the public engagement sessions, allowed individuals to provide answers to the same five questions used in the public engagement sessions. A copy of the workbook can be found in Appendix B. Forty-seven completed workbooks from residents of Yellowknife were returned to the Department, and another ten completed workbooks were sent in from residents of other NWT communities.

Feedback from the workbooks contained more personal background information than information gathered through the public sessions. For example people described how they spend time at their cabins or out on the land without cabins in some detail. Other personal anecdotes about family traditions, or their vision for their family future also provided context for opinions about how recreational lands should be managed. Recommendations for how the Department should manage recreational land in the future, or issues that should be addressed, however were easily categorized using the same themes that surfaced during public engagement sessions.

#### 4.1 Recreational Lease Supply and Demand

Many of the comments were submitted by people who identified themselves as having a cabin, or who wanted to have a cabin. There were also a number of submissions from people who identified their preference for activities that did not require a cabin.

There is a high demand for cabins within easy reach of communities (ie. within 1 hour travel by road).	People want a space of their own in the wilderness to snowmobile to in the winter and canoe to in the summer.
We have the most abundant unused land in the world. With the low population, it should be possible to provide a supply of cabin leases to meet the demand. Having a large supply of leases would make the question of how to allocate a non-issue.	Too many cabins spoil the wilderness experience. Cabin leases deprive other users of access to the land and recreational opportunities. The beauty and wilderness values of land around communities need to be maintained.
The Department needs to estimate how many cabin leases would be needed to fill current demand. Looking at past applications might give a picture of high demand areas, although it won't be accurate because many people haven't bothered applying. The number of unauthorized users is another indicator of demand.	Cabins should be limited in number; not everybody will be able to have one, not everybody wants one.
There are too few opportunities to lease accessible land or purchase existing cabins.	
Roads should be expanded, and land opened up to individual development for recreational and residential off the grid living.	
Limiting the number of recreational lots by too much will add to the problem of squatters.	
The ability to have a recreational cabin makes the NWT a more attractive place to live in. If we want to compete and keep people in the north, land is the answer.	
The Department needs to consider that lands are available from other land authorities that could add to the supply of recreational leased lands. Land claim groups can lease out lands, and the GNWT should work with land claim groups to find out what their 'rules' are so that this can be considered when determining what the supply in a region is.	

## 4.2 Recognizing Other Land Users and Authorities

A number of comments indicated the importance of protecting land for recreation opportunities other than cabins.

Cabins should not be given additional protection or rights over other uses. Other right holders and uses that need to be respected include:

- the traditional land stewards
- traditional campsites
- picnicking spots
- the natural environment
- mineral claims
- archaeological sites
- important geological sites
- known public use areas
- lodges
- campgrounds
- snowshoeing routes

It's essential to recognize that the number of recreational land users is much larger than people who own a cabin or who want to own a cabin. This includes tourists (an important source of revenue for the NWT and a target of economic diversification), and NWT residents who engage in recreational activities that do not include owning a cabin. It is extremely important that the government address the concerns of all parties.

When there is competition for a site, priority should be given to public uses. For example if a good boat docking location could be good for a cabin, but it is the only reasonable location on a lake, then it should be saved for public use.

Not everyone can have a cabin but everyone should be able to pitch a tent.

Short term camping should be allowed in designated sites that are monitored.

Camp structures (plywood walls, canvas roof) should not be allowed, or should be limited to a 1 year stay, and then removed.

Another campground with full services for RV's is needed in the Yellowknife area.

(Yellowknife) A Motocross facility is needed that offers dirt bike riders a safe, open place free from cabins.

There is plenty of room to balance some demand for recreational leases and maintaining public access for use and enjoyment of natural areas through planning.

Accessible wilderness areas need to be carefully planned and policed so that they can be



used by people without harming or depleting natural resources.

Trails can be important for local recreation and tourism. While it may not be GNWT's mandate to create trails, recreational land management should not impede future development of trail networks for hiking, skiing, biking etc.

The same rules for environmental protection should apply to all land users whether recreationalists, lease holders, or people working in the bush: tree cutting, leaving garbage, not putting out fires or not disposing of human waste properly.

(Yellowknife) The impact of future land uses on cabins needs to be recognized. It does not make sense for a lease holder to invest in a cabin only to find that their tenure to the land will be interrupted by mining development or a settled land claim.

(Yellowknife) Any cabin development should be planned in cooperation with the City and with Akaitcho. Given the shortage of residential land in Yellowknife people will establish permanent homes on new cabin lots. Although there are good reasons to proceed with Yellowknife area leasing before the Akaitcho negotiations are concluded, GNWT should still work very hard to have Akaitcho onside with leasing decisions. GNWT needs to work with Aboriginal governments and organizations to resolve questions about who has a right to occupy the land. It would be worth exploring whether the Yellowknives have any interest in making cabin lots available to non-YKDFN members.

In areas of settled land claims people need to be aware whether or not it is possible to get permission to build on their land.

Access to the Great Slave Lake should be carefully controlled to ensure access to boaters is not impeded by leases.

The West Mirage Islands are in danger of being over-used and polluted. They are used by several bird populations and GNWT should consider some sort of conservation designation for these islands.

On many inland lakes and on Great Slave Lake, safe portages, campsites, and anchorages are limited. Leases should not be made available in these areas. Non-cabin owners should never be put in the position of having to choose between safe haven and feeling as if they are intruding in someone's private recreational space.

We need to protect the environment, which means restricting the number of cabins on our lakes, limiting noisy, land destroying ATV use, and possibly even some boat traffic on smaller lakes.

### 4.3 Locating Recreational Leases

In addition to considering the needs of other users, many respondents provided recommendations about how access, site conditions and density should be considered when locations for recreational cabin leases are determined.

Lakes easily accessible by road from town provide people with access to wilderness. There should remain undeveloped lakes within easy reach of town so that people can access solitude with a canoe.	Cabin density should be increased to allow others to enjoy the nature that surrounds us instead of the elite few. In areas where there is easy access from Yellowknife individual privacy needs to be balanced against providing a greater number of people having cabins.
There is plenty of land in close proximity to major centres in the NWT that cabin sites need not be concentrated on a few lakes.	Recreational leases cabins should be densely developed on lakes close to town. A reasonable distance between cabins should be maintained, but in areas with easy access to town the distance should not be so much that it reduces the number of cabins allowed.
People are willing to travel to get to their cabins so don't open all the spots on one lake - open up leasing on any lake.	(Yellowknife) Recreational lease opportunities should stay concentrated along lakes immediately off the Ingraham trail. ie: Pontoon Lake. Tibbit, Prosperous, Prelude, Reid. But, not start popping up in lakes like Big Hill Lake, Hidden Lake, etc.
It is important that many lakes and rivers are opened to the public for cabin construction in order to decrease congestion in only a few specific locations. New development should be in / on new areas only and limit expansion in current occupied areas.	Lakes that have cabins already should continue to be developed rather than spreading cabins out to all lakes.
There should just be a limited number of leased spots around each lake. Too much development around a lake isn't good and lake shores should remain public.	
There should not be so many cabins on a lake that it makes it uncomfortable to camp (because of the feeling of intruding).	
In road access areas there can be more densely grouped cabins. In off road areas sites should be kept tucked away and not visible to maintain a wilderness aesthetic.	

There are several factors that make for a good cabin site: accessibility, view, proximity to beaches and other natural landmarks, good bedrock to support a structure, the overall feeling of the place. Allowing people more control over the lot they get would likely make for happier cabin owners and lead to better cared for lots.

Planned lots should consider site conditions. People who have owned cabins for generations have traditional knowledge that should be used when locating cabin sites. It is also important that a site visit be conducted before identifying a cabin site.

A cabin or recreational space does not have to be that close to the city. Environmental considerations should take priority over proximity/providing easy access. Carrying capacities should be determined using good science. Studies that have already been done on several lakes around Yellowknife to determine how many cabins they can sustainably hold should be used to establish the maximum.

Hunting and Fishing Cabins should be permitted in outlying lakes provided they aren't sited on preferred camp sites, and are actually used for the purposes of hunting and fishing. This would mean that they should be a minimum of 50-75km from town.

Inland cabins with a shared trail to a lake should be considered.

Some lakes (Walsh, Prelude) are already too busy. The current level of development – in terms of density/mix of wilderness/cabin leases provides a reasonable mix of access to wilderness and cabins.

The pressure on lakes is minimal compared to the pressure on lakes down south.

A few inshore islands should be identified for additional wilderness cabin development.

All islands in Yellowknife Bay should be unavailable for leasing, so that everyone feels free to use them for picnics, short term camping, overnight boat trips, berry picking, etc.

The islands of the north arm once provided hundreds of pristine camp sites for travelers. Now every island has one or more cabin on it. Even if a lease occupies only part of an island, other people may be reluctant to use the island at all. This gives the leaseholder enjoyment of his or her leased land but denies a much larger number of people any enjoyment of the surrounding land.

Access to Great Slave Lake should be carefully controlled to ensure access to boaters is not impeded by cabin leases.

(Yellowknife) A new road to the Great Slave Lake at Boundary Creek would allow for a subdivision of cabins.

#### 4.4 Allocating Leases

While lotteries or first-come-first-serve were both frequently mentioned as methods for allocation leases, there were a number of variations to the process details.

If lots are available to lease it needs to be advertised widely.	Let people pick the lots they want, unless there is a conflict with other individuals than use a draw system.
There needs to be an established process for getting a lease, including the schedule/time it takes, and information about the locations that are acceptable.	
Those who can pay should get priority access.	Leases should never be allocated based on who has the most money.
Priority should be given to those already seeking or laying claim (legal or not) to an area if the use complies with the regulations.	The privilege being given to unauthorized users must be stopped. Priority should be given to people who have followed the rules.
Leases should be limited to NWT residents to minimize the number of absentee owners.	
The best way to ensure a space for everyone, would be similar to the camp ground lottery used by NWT Parks.	The lottery system might work for summer campgrounds but it is not appropriate for those who want all-season cabins.
The Department of Lands should identify available lots, establish an entry fee, advertise and accept applications indicating preferred lots/areas up to a deadline, and conduct a draw after the deadline.	
A lottery system should be used. However, for the first year or two when new recreational leases become available NWT residents who had previously applied should be given priority through a restricted lottery.	Applications should be considered on a first come first serve basis.
<p>A lottery system that considers length of residency should be used:</p> <p>1st round - long term residency of, say 40+ years go to a ballot draw,</p> <p>2nd round - medium residency of 30 - 39 years go to a ballot draw,</p> <p>3rd round - short term residency 20 - 29 years go to ballot draw,</p> <p>4th round - shortest term residency 10 - 19 years go to ballot draw.</p> <p>5th round - periodic ballot draw.</p> <p>Leases cannot be transferred to others by successful entries.</p>	
Leases should be issued like a hunting license. You must live here for a predetermined	

amount of time before you can even apply - 5 yrs for example

A lottery system could be used with an initial screening to see that applicants meet a set of minimum requirements.

Issue new leases by putting a real market value on them (like an equity lease) based on access and location and then issue, for example, 20 per year based on a lottery system that takes into consideration applicant preferences where possible. A 10% deposit would be requested from applicants that would be returned once approved development is completed.

A system that requires people to submit a plan showing what and where they will build and how they will maintain, protect, and insure their cabins. Pre-determined scoring criteria would be used with higher ratings given to plans that address environmental pollution / fire risk. Anonymous applications reviewed by a panel with no vested interests in the areas. This would reduce risk / costs to other taxpayers.

For new areas a maximum could be set for how many leases a lake could hold, then a lottery held to determine who would be eligible for those leases, and then those people could go out and stake a spot on the shoreline of the lake where they would like their lease to be.

A lotto system is the fairest for subdivisions or a release of several lots at once. For leases off the beaten path a first come first serve system is acceptable.

Existing leaseholders should have a say before additional leases are issued. If the number of leases in an area is to be increased, a possible trade-off would be to have improvements to common infrastructure made by the Department.

A lottery system should have restrictions on flipping property.

Consider that if new leases are opened up, more cabins will also open up for sale. Those who are unlucky in the lottery may have options in this new market, if affordability is an issue, they could share a lease/cabin with friends. This allows more people to use the existing leases, maybe fewer cabins.

Hunting and Fishing Leases should continue to be applied for as specifically requested sites.

Most of the 5 year hunting and trapping leases that were issued by the federal government just prior to April 1, 2014 were given to squatters on Walsh and Banting. A quick trip around both lakes will demonstrate that these lease holders have generally already broken the conditions of their leases - especially in terms of the type of structure built. I would suggest that at the end of the five year lease period these locations be made open the law abiding applicants who have waited years for a chance to own a cabin.

Lease areas should be marked on the ground before they are given out.

Before more leases are handed out in the Yellowknife area, the Akaitcho claim has to be settled. Or, if it doesn't seem like that land claim is going to get through Ottawa any time soon, there needs to be an agreement with the Yellowknives for recreational land use on Chief Drygeese Territory. That would cabin owners feel a lot better about being out there.

(Inuvik) Land claims may slow down the process however there still needs to be a more accessible approach to allow applicants to gain lease agreements and enjoy the outdoors and still honour the land claim agreements.

(Fort Smith) There should be no restrictions on leasing based on ethnicity or cultural background.

#### 4.5 Lease Fees

Respondents provided ideas for criteria that could be used to determine fees, with a mix of responses ranging from maintaining low fees throughout the NWT, to a sliding scale, to basing fees on market value.

The closer to communities and infrastructure the more they should cost.	All leases should be the same price, what is valuable to one person, such as road access, is not to another as for some further out means more secluded, also valuable.
Lease prices should be more for more desirable locations.	There should be one set lease fee. Variations in amenities, or services provided by the GNWT, are captured in taxes.
Lease costs should consider: <ul style="list-style-type: none"> <li>lot size</li> <li>location</li> <li>road access</li> <li>dock access</li> <li>waterfront vs. non-waterfront</li> <li>privacy</li> </ul>	
Leases should be charged based on market value. Easy access and close to the highway would be valued higher on the market.	Lease prices should remain affordable and one set cost. This should not be a money making venture where profit taking becomes a priority. Government should not be making money off this recreational activity.
A tiered system allows people to choose to travel farther for a lower cost lot.	High lease fees discriminate against people with lower incomes.

Cabins that use roads and services fully or partially paid for by the Gov't should pay the highest lease rates. Remote cabins should pay the least.	The current lease rates are acceptable.
Lease fees should be based on land area (m2) with a sliding scale for location (highest cost for proximity to community).	
Lease fees should be greater where people using cabins as permanent year-round residences if this practice is to continue, or if people are operating businesses on leased lands.	Determining the price of a lease is a total non-issue and detracts from considering more important issues.
Fees should reflect efforts made by the tenant to minimize environmental degradation as well as their reliance upon the Government to protect / service their infrastructure. Fees should be adjusted based on results of inspections (ie. increased if conditions deteriorate).	
Charge a \$5,000 to \$10,000 fee with a reasonable yearly rental.	
Lease prices could reflect full cost recovery and terminate as an equity lease.	
To ensure long term affordability for all in the future check out how Banff, AB controls housing prices of houses in this national park. Very interesting concept.	
The cost to the government to manage leases should be covered in part by the funds from leasing. Money generated from fees should go towards enforcement of the regulations, up keep of docks and launches.	
An equity lease should be considered for all cabin owners as this would give people security to invest more money in a cabin.	

<p>Options for payment should depend on lease cost and the duration of the lease. Annual or installments should be available for long term leases. For example paying the 30 year amount over a 5 year period.</p> <p>There should be an option between monthly payments and annual payments.</p>	<p>A single annual payment keeps things simple, when it is a minimal amount to pay.</p>
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#### 4.6 Recreational Cabin Development Styles and Uses

Respondents provided comments about the types of cabins that should be allowed, touching on how they could be grouped, separation distances between cabins, and building regulations.

<p>All new cabin development should be in planned subdivisions because this leaves the remaining wilderness for everyone to enjoy.</p>	<p>Too many cabins in any one area will compromise the experience of a natural connection to the land/water, wildlife hunting or viewing opportunities, and clean water.</p>
<p>A one-size fits all approach is not necessarily the right approach. Some people may be satisfied with planned sub-divisions, while others may want a remote back country experience (fly-in/skidoo in /hike-in/boat-in) location, some will want a simple cabin, some will want a year round residence.</p>	
<p>In areas of high interest cabin development needs to be planned and controlled.</p>	
<p>Having 4-5 lots in an area with empty spaces between the parcels is a good model.</p>	
<p>Development should not result in residential type of developments such as Cassidy Lake.</p>	<p>Residential lots should be developed on the Ingraham Trail.</p>
<p>(Yellowknife) Permanent occupancy of recreational leases diminishes recreational uses on easily accessible areas in proximity to Yellowknife.</p>	
<p>Buildings should be allowed that are as simple and basic as possible. There doesn't need to be electrical or plumbing. Do not require fully equipped houses.</p>	<p>There should be basic building specifications to avoid shacks being put up.</p>



People who live at their cabins, if allowed, should have different building codes and more regulation as they put exponential pressure on a wilderness environment.

There should be regulations for all existing and new rural subdivisions to control noise as well as greenhouse gas emissions from generators.

Cabins need to be designed with systems to manage grey water and have acceptable septic systems.

Building setbacks from the water edge is important to maintain riparian vegetation which filters water, protects against erosion, blocks some of the noise from the site that otherwise travels so easily across water, and keeps the `wilderness` appearance of a lake.

Boathouses should never be allowed, only simple docks.

Space between cabins and lease areas is important as a noise and privacy barrier.

The proximity of cabins to each other and the non-cabin owner public should be a function of how visible they are (the less visible, the closer they can be to each other)

100 meters between cabin leases would maximize lake use.

Keep cabins spaced ½ or 1 km apart to maintain wilderness experience.

People who want complete isolation should select more remote and less popular lakes.

There should be some government built and maintained cabins that people could lease for short terms (ie. 3 years) on the most attractive lakes.

#### 4.7 Lease Terms and Conditions

A number of terms and conditions were suggested as being necessary for cabins; however there were some differences of opinion about the scope and nature of regulations.

Not harvesting trees as much as possible to erect a cabin is important.

FireSmarting of properties should be a lease condition.

It is important to maintain the natural environment, and allow for the natural order of things. Protecting cabins should not over-ride the need to allow seasonal fires to burn.

Cabin owners must take an active role in protecting remote cabins from the threat of wildfires - to reduce the risk of cabins burning and the amount of government resources spent protecting remote structures.

Cabins should be located on lots to avoid flood damage.

Cabin owners should be required to stock cabins with a minimal amount of survival gear.

There should be rules to keep generator noise to a minimum so that it does not disturb other people.	Separation distances between cabins should be used to control noise, not noise rules or curfews.
Leases need to be granted to the leaser indeterminately so that they can be revoked on 3 warning/fine system by neutral body (court). Leasers can terminate lease at any time or transfer to different owner (i.e. sell cabin and transfer to different NWT resident)	Recreational leases need to be long term to make it worth investing in cabins that meet the lease conditions. A 99 year lease is preferable. It can take years to take materials to the leases and it is a huge investment. There needs to be assurances that a lease will be renewed after 5 year current maximum.
The current regulations are sufficient, reasonable, clearly written, and provide very specific guidelines about what is and is not acceptable.	
Environmental protection is of prime importance. Leases need to specify rules for: <ul style="list-style-type: none"> <li>• fuel storage and amounts, and handling of waste oil</li> <li>• sewage disposal/treatment</li> <li>• noise</li> <li>• pets and pet feces</li> <li>• garbage accumulation and management</li> <li>• site cleanliness</li> <li>• building condition (ie. finished cabin)</li> </ul>	
Results-based, rather than prescriptive, rules should be in place for garbage, septic, fire abatement. As long as the end result is the same a person should be able to determine how they want to dispose of waste etc. Overly stringent requirements will be cost prohibitive to the average person.	
Regulations need to allow for a range of acceptable alternatives.	
If septic is not controlled we could easily impact our lake trout populations in those lakes that support them.	
Septic system rules should take into account factors like site conditions, cabin density in the area, and amount of time occupied. <ul style="list-style-type: none"> <li>• Pit latrines are acceptable if over 120 feet from the lake shore and are dug in soil at least 4 feet deep</li> <li>• Enviro-toilets etc. are great options for people who can heat property year round.</li> <li>• Septic systems need to be designed by an engineer and inspected for performance over time</li> <li>• Using plastic turd wrap and honey bucket bags defeats the purpose</li> </ul>	
Environmentally friendly ways of going in the wild exist and they should be embraced.	

Garbage should always be contained. Disposing of waste in a designated municipal dump should be required to avoid bear problems. You can bring it therefore you should be able to take it back.

How a person determines is the most appropriate way for them to deal with waste should be left up to them so long as the end result is protective to the environment. Example: septic systems can be cost prohibitive. If someone prefers to bring their waste in to the dump that would be acceptable.

All leases should have clear and consistent terms and conditions, with some site-specific requirements in areas with particular environmental or other sensitivities.

Making lease payments must be a condition of leases.

Recreational lots should be recreational not a back door to residential lots.

Opportunities to own, rather than lease, the land should be made available. (Yellowknife)

People winning a lottery should not be able to turn around and sell their lease. There should be no sale of lease in first 10 years beyond value of buildings erected.

The specific size of cabin that can be built needs to be specified in the lease.

There should be timelines on building so that leases aren't just taken and not used. Lease holders should be given time periods in which to develop the lot, or made to relinquish it.

#### 4.8 Infrastructure for Access and Services

Several comments were related to responsibilities for common access points on lands outside of cabin leases.

More roads are needed to open up more lakes for easily accessible cabin leases. The lack of roadways puts pressure on the few lakes that are accessible from public roads.

Increasing road access for cabin lots fragments the landscape, and increases the risk of environmental damage from ATV's and other off-road vehicles.

Cabin owners that have provided docks for used by both cabin owners and the public have been considered unauthorized developments.

More varied places to park vehicles next to the water for launching boats or kayaks are needed.

A new boat launch on Great Slave Lake should be considered east of Yellowknife, i.e. near Boundary Creek on the North Arm.

## 4.9 Monitoring and Enforcement

The most common concerns raised by respondents involved environmental protection and unauthorized users. Comments summarized here are also often related to previous themes, particularly Allocating Leases and Lease Terms and Conditions.

Regardless of where cabins are allowed owners must be held accountable and follow rules.	
Lease conditions should be enforced by Lands inspectors - but one visit every year or two is not enough.	With resources available, GNWT Lands officers are doing a reasonable job inspecting leases, educating lease holders and responding to squatter complaints. Adding more rules without the resources to enforce is not useful.
Only rules about safety and nuisance should be enforced by lands. Too many strict rules would make cabin areas become like cities.	Enforcement needs to be fair and documented but should also have ramifications such as a fine or in extreme cases, loss of the lease.
Noise should be controlled through a reporting system. (ideally, the disgruntled lease holder would first speak with their neighbour, then file a complaint with the Department, a Lands officer would then follow up to determine if punitive action is necessary).	Noise curfews are not enforceable and are too restrictive. As long as there is some distance between leases then privacy/noise should not be too much of an issue.
There should be fines for feeding bears, leaving garbage etc.	
Currently the density in the backwoods is low and policing is not necessary. As more leases are given in the backwoods the inspectors should visit the camps on weekends and talk to the folks out there to get a feel for how things are going and if additional policing is required.	
For lakes along the Ingraham Trail which are developed, lands inspectors/wildlife officers/RCMP should make more of a presence on weekends.	
We shouldn't be trying to dictate how people behave - enforcement of this could be really difficult.	Monitoring and enforcement is needed for all uses in an area, not just recreational leases. The enjoyment of a recreational lease can be diminished by the activities of unauthorized land users and other recreational users (Examples given of drunken, reckless boaters, or ice fishing huts).

Need to be able to report infractions anonymously as you will be reporting on your neighbour. Confidential Environmental hotline. (i.e. neighbourhood watch)

If rules are to be enforced lands inspectors need to physically inspect sites on a rotational basis.

Unauthorized land users should be forced to get leases and post a clean-up bond so they have to conform to rules or their cabins should be removed.

Unauthorized use of land (squatting) should ultimately eliminated through removal.

If lots of leases become available, unauthorized users should be a chance to get a lease but they should be charged an extra fee for jumping the queue.

Water quality monitoring and testing near systems should be undertaken.

Then Lands and ENR could do spot checks. People would have a chance to correct the decision (ie. if deficiencies found) - failing to do that in a reasonable time should have implications / penalties.

There needs to be some sort of reporting system. A hotline could be set up for reporting infractions (littering, harassing wildlife, fuel spills). Enforcement officers would then follow up, issue warnings (maybe fines) and, ultimately, withdraw someone's lease if necessary.

Other cabin owners and recreational lake users should be given a role to play. Annual work parties have been organized every fall to clean up camp sites at Walsh Lake. Talking directly to other users about the importance of keeping our lakes clean and free of garbage is also possible. Photos of vehicle licence plates are useful for reporting offenders.

#### 4.10 Information and Communication

Respondents noted the need for information related to the theme areas previously discussed, especially Location, Cabin Development Styles, and Lease Terms and Conditions.

Environmental regulations need to be communicated to all users of land for recreational purposes (cabins and others).

The process for applying for a lease needs to be well communicated.

Current locations for possible cabin/lease agreements should be published so the public knows what is available.

People need to be made aware of all guidelines and regulations association with selecting cabin sites.

Cabin owners need to be aware that the privilege of having a cabin comes with responsibilities.

There should be a public registry of lease holders. The public has a need and right to know who has leases, where they are, and what the terms and conditions of leases are - especially if any variances have been granted.

Climate change is expected to result in an increase in frequency of wildfires. Cabin owners and potential cabin owners should be made aware of the increasing risk, and information about protecting cabins from wildfire should be promoted.

With increased recreational land use more people are going into bear country. Bear safety information needs to be provided.

#### 4.11 Other Comments

A number of comments fell outside of the identified themes, but provide suggestions related to cabins or recreational land use:

- The GNWT should take the time it needs to develop a fair, transparent, broadly accepted system, and ensure that all interested parties feel that they have been heard.
- Government built and maintained cabins that can be booked for a fee would be good.
- Residential lots need to be available along the Ingraham Trail and Highway 3.
- More title lots (acreages and large plots) are needed.
- Property taxes on cabins occupied year-round should reflect Yellowknife's, less some reduction for the lower level of municipal services and the revenues forwarded to the City as these people use many City facilities
- Part of lease fees could go to a central fund to provide training to cabin builder on good practices for construction techniques, firesmarting, sprinkler set up, waste disposal
- A grant system could be considered to encourage lease holders to upgrade systems to improve environmental protection.
  - A composting toilet program (like what was done in Yellowknife's Woodyard) would be beneficial as it would dramatically decrease the number of honey bags left out in the woods.

# Appendix A

World Café Description

## **What in the world is a World Café?**

Throughout history, new ideas have been born through informal conversations in cafés, salons, pubs, churches and living rooms. Founders of major change efforts often say: "Well it all began when some friends and I started talking." Members of small groups reach out to larger constituencies in ever widening circles, carrying seed ideas for new conversations, creative possibilities and collective action.

A World Café is a focused network of conversations around questions that matter. It fosters collaborative listening and learning. It's also a provocative metaphor enabling us to notice the often invisible webs of conversation and social learning that lie at the heart of our capacity to share knowledge and shape the future together. Just as fish fail to notice water, we rarely notice the influence of the webs of conversations in which we participate.

A World Café intentionally creates conversations around an organization or community's real work and critical questions. Café conversations are designed on the assumption that people already have within them the wisdom and creativity to confront even the most difficult challenges. They are based on the natural processes by which authentic conversations enable people to think together, create shared meaning, and focus. Café dialogues allow participants to access their mutual intelligence to achieve desired outcomes.

We are in effect, always participating in a World Café as we create our lives, our organizations, and our communities through the expanding networks of conversation and meaning-making in which we participate.

Using a World Café allows us to see more clearly the importance of conversations as a living process so we can become more intentional about engaging their power.

World Cafés help us access the collective intelligence we need to create innovative paths forward.

## **How does a World Café work?**

1. All participants in the Word Café receive a question to discuss at each individual table of approx. 8-10.
2. Participants discuss the question and record their thoughts on the paper provided.
3. Participants are asked at pre-determined intervals to change tables randomly and build on the thoughts of others.
4. The collective deliberations of the individual tables are summarized in the plenary understanding that all have contributed to the question that really matter

## **Café etiquette**

- Focus on what matters
- Contribute your thinking mind
- Speak your heart and mind
- Listen to understand
- Link and connect ideas
- Seek insights and ask deeper questions
- Respect the contributions of others
- Play, doodle, draw; and writing on the tablecloth is encouraged!
- Have fun!



# Appendix B

Workbook

# **Recreation Land Management Framework**

## **Recreational Land Leasing**

### **Public Engagement Workbook**



# Toward a NWT Recreational Land Management Framework

## Introduction

Pressure is increasing on our land and water resources to accommodate all types of rural outdoor recreation uses. But the availability of good quality easily accessible opportunities is limited since many of the 'best areas' are already used or allocated for other uses.

Outdoor recreation is an activity / industry based on high quality natural resources. Lose the resource and you lose the opportunity. As land and water resources cannot be all things to all people trade-offs are often necessary. For northerners land is life. We have deep social, cultural, spiritual and economic ties to the land. It is our past and our future.

The Department of Lands is responsible for developing, administering and enforcing public land-use and management policies across the Northwest Territories. As part of its mandate the Department was tasked with developing a Recreational Land Management Framework which would guide and support decision making for recreational land use so northerners can access and utilize the land in a fair, transparent, consistent and responsible manner.

Developing a Framework will take time and resources. Many things need to be considered, for example, how can demand and supply issues be resolved? How can various land-uses be accommodated? What environmental, economic, social and cultural factors need to be considered? Who is responsible for what and how can these responsibilities best be communicated, enforced, and reported?

As all land-use problems cannot be resolved immediately priorities had to be established. The first priority is to update historic land leasing practices inherited through the devolution process. While primarily an internal activity the public will have opportunities to review and comment on policies and practices developed by the Department. The second priority is to develop options for identifying, planning and managing lands to meet the increasing demand for outdoor recreation opportunities including cabin lots.

The combined product of these two activities will give northerners a clear picture of what the future of outdoor recreation and cabin development could realistically look like keeping in mind various environmental, economic, social, and legal opportunities and constraints.

Your input at this early stage is critical. Our natural resources need to accommodate changing demands and forces (e.g. climate change). New management practices need to be considered and implemented for if as the GNWT Land Use and Sustainability Framework states "Land is life. It is the key to the future".



## Question

Picture yourself living in the NWT 10 years from now. In that picture, what could the future of outdoor recreation look like and how or could a cabin fit into your picture? What things could threaten your picture?

### **Why we are asking this question:**

Simply changing existing management processes is not enough. We need a broader and clearer picture of what you want the future of outdoor recreation to look like. We need to understand why people want rural recreation experiences (with or without a cabin), how these experiences can be better planned and linked together, and what things could threaten your picture.

### **Having trouble getting started? Consider how these statements make you feel. What are your views?**

- I want my children and my children's children to enjoy . . .
- I do not need a cabin to enjoy . . . .
- Having a cabin would allow me to . . .
- Too much development around a lake would . . .

**My preferred future looks like . . .**



## Question

A critical part of the RLMF is to determine if, where and how additional cabin areas could be developed. If new areas were developed, what factors should be considered in order to minimize environmental impacts while maximizing social and other benefits?

### **Why we are asking this question:**

There are many ways to plan and develop future areas for cabins. As demand increases and supply decreases, we need to rethink how and where future cabin development is allowed and what 'shape' it could take.

### **Having trouble getting started? Consider how these statements make you feel. What are your views?**

- The first and only priority is environmental protection.
- All new cabin development should be in planned sub-divisions.
- We need more recreational lots, even if it means we have closer neighbours
- I do not want a lot where I can hear or see other people.

**I think it is important to consider . . .**



## **Question**

If new leases were made available, what would be the best way to issue them so everyone has a fair and equal chance?

**Why we are asking this question:**

Future leasing practices must be clear, consistent and well communicated so everyone has the same understanding and a fair chance.

**Having trouble getting started? Consider how these statements make you feel.  
What are your views?**

- I applied 3 years ago and still have not gotten a lease, I should get mine first.
- Those who can afford it should get first pick.
- A lottery system gives everyone the same chance but I may not get the lot I want.

**The best way to issue future leases is . . .**



## Question

What factors should be considered when pricing future leases? What are some options for paying your annual fees?

### Why we asking this question

We would like to know if we should consider differences in lot size, location, ease of accessibility and so on when establishing annual lease fees. Additionally would it be easier to pay the annual fees monthly, semi-annually or as a single payment.

### Having trouble getting started? Consider how these statements make you feel. What are your views?

- Why should I pay the same price for a remote, backcountry site as someone close to the highway with easy access?
- I would be willing to pay more for a lot if my site was . . .
- I would like the option to pay my annual payment . . . .

I think lease prices should reflect . . .





## Question

What kinds of rules and responsibilities should be established to protect the environment and allow people to enjoy their recreation and/or cabin experience?

### **Why we are asking this question:**

A set of rules/responsibilities are needed to protect the environment, other people and yourself. Unfortunately, not everyone plays by the rules which means some type of enforcement needs to be in place. We could make hundreds of rules and regulations but which ones really make sense to you and how could they be reasonably and economically enforced?

### **Having trouble getting started? Consider how these statements make you feel. What are your views?**

- My cabin is in the backwoods, who cares if I throw my garbage out the front door.
- All cabins need to have a septic system or enviro-friendly toilets.
- Noise curfews past 10 p.m. need to be enforced by Lands inspectors.
- People without valid leases should be . . .

**We need rules to . . . and they should be enforced by . . .**



**Looking for more information or want to provide more input?**

Visit: [www.lands.gov.nt.ca](http://www.lands.gov.nt.ca)

Or <http://www.lands.gov.nt.ca/recreational-land-management>

E-mail comments to: [RLMF@gov.nt.ca](mailto:RLMF@gov.nt.ca)

Mail: Department of Lands  
C/O Land Use and Sustainability Division  
P.O. Box 1320  
Yellowknife, NWT X1A 2L9

Workbooks can also be dropped off at your local Lands Regional Office

Please provide your comments by: **March 16<sup>th</sup>, 2015**

