



# Whitehorse 2040

OFFICIAL COMMUNITY PLAN

August 2022



# Land Acknowledgment

The City of Whitehorse acknowledges that it is situated on the traditional territories of the Ta'an Kwäch'än Council and the Kwanlin Dün First Nation, as defined in the 2002 Ta'an Kwäch'än Council Final and Self-Governing Agreements and the 2005 Kwanlin Dün First Nation Final and Self-Governing Agreements.

We acknowledge that the Ta'an Kwäch'än Council and the Kwanlin Dün First Nation understand their history in what is now Whitehorse since time immemorial and that the two Nations have had, and continue to have, a spiritual, cultural, and economic connection to the land and resources of this area. We acknowledge that these governments and their citizens contribute significantly to city's social, cultural, spiritual, and economic prosperity. The City of Whitehorse has committed to strengthening its relationships with Kwanlin Dün First Nation and the Ta'an Kwäch'än Council through the 2018 *Declaration of Commitment*.

# Other Acknowledgments

The project team and City Council extend their sincere thanks to the many residents, associations, organizations, consultants, City staff members and governments that have contributed to the development of Whitehorse 2040 – the City's Official Community Plan. The project team would like to extend a special thank you - Shäw níthän - to the representatives from Ta'an Kwäch'än Council and Kwanlin Dün First Nation who have dedicated countless hours, at various points in the planning process, sharing community insights and discussing possible policy solutions for this Official Community Plan.



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*Top left and bottom right: Amanda Haeusler*

*Top middle: Adobe Stock*

*Top right and bottom left: City of Whitehorse*





Photo: City of Whitehorse

# Plan Organization

This Official Community Plan (OCP) is organized into four parts which are briefly described below.

## PART A: BACKGROUND

### 1. Introduction and Planning Framework, page 1

This section describes the purpose of the OCP, its content and structure, relationship to other City of Whitehorse plans, and OCP update process.

### 2. Community Context, page 6

This section provides an overview of the community including a brief history, population projections, description of primary economic sectors and activities, description of how future growth will be accommodated, and the vision for the future of Whitehorse.

## PART B: POLICY DIRECTION

**3 Vision and Plan Principles, page 21:** This section provides a vision for the future of Whitehorse and the underlying principles of this plan.



**4. Equity and Inclusion, page 23:** This theme is about equity and inclusion and how all community members can be supported. It includes policies with the objectives of advancing truth and reconciliation, inclusion and diversity, and civic engagement.



**5. Heritage, Arts, and Culture, page 27:** This theme is about the culture of Whitehorse. It includes policies about heritage management, arts and culture, and the connection residents have to the land and to the Yukon River.



**6. Climate Action, page 30:** This theme is about addressing the climate emergency. It includes policies about mitigating negative impacts of climate change, adaptation, and resiliency.



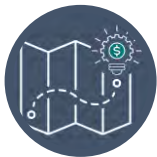
**7. Environmental Stewardship, page 33:** This theme is about responsible protection of the land, water, air, soil, and ecosystems in Whitehorse. It includes policies about environmentally sensitive areas, wildlife, riparian areas, slopes, protection of water and air quality, and creation of Regional Parks.



**8. Development and Growth, page 39:** This theme describes how the community will grow; it includes policies related to development priorities, the creation of more complete communities, and location of community amenities.



**9. Housing, page 47:** This theme is about maintaining a complete spectrum of housing options in the city. It includes policies related to inclusionary housing, attainability, and residential land development.



**10. Economy, page 54:** This theme is intended to further the City's goals and policies for the economy by including policies related to economic land development, capacity building, and opportunities to support economic growth.



**11. Transportation and Mobility, page 57:** This theme describes how people and goods will move through the community. It includes policies related to the overall transportation network, complete streets, active transportation, public transit service, parking, and aerodromes and airports.



**12. Municipal Services and Assets, page 62:** This theme is about the broad range of services the City provides. It includes policies about emergency and protective services, water and wastewater servicing, stormwater management, waste and organics management, management of the City's various assets, snow and ice control, and service delivery.

### PART C: LAND USE

#### 13. Land Management, page 67:

This section includes considerations for specific areas and a description of land use considerations for all areas of the community, including requirements for master planning and remediation, costs of development and allowances for interim uses.

#### 14. First Nations Settlement Lands, page 73:

This section includes an overview of the First Nations Settlement Lands located within the city boundary.

#### 15. Land Use Designations, page 75:

This section includes policies for each land use designation, to be used in conjunction with the associated land use maps. Together, the designations and maps provide direction about the types and locations of land uses that will be supported or encouraged in Whitehorse.

### PART D: IMPLEMENTATION

#### 16. Administration of the OCP, page 91:

This section sets out guidance and policies for how the OCP should be interpreted, its review and amendment process, and partnerships.

### GLOSSARY

### MAPS

### APPENDIX A IDEAS FOR ACTION

The Ideas for Action appendix specifies direction, projects, or other actions that could be used to help achieve the goals and policies of the OCP. These ideas were gathered throughout the creation of the OCP and have been included as an appendix for future guidance and reference; however, they do not indicate commitments by the City. Additional ideas may be added to this appendix after new plans or studies are completed.



# Part A Background

# 1 Introduction and Planning Framework



Photo: Amanda Haeusler

# 1.1 Introduction

## 1.1.1 PURPOSE

The Official Community Plan (OCP) is the highest-level policy and planning document for a municipality. It sets an overall vision and direction and is adopted by bylaw. As authorized by the *Municipal Act*, the municipal government known as the City of Whitehorse (the City) has the authority to prepare an OCP to provide a framework of goals and policies that will guide the City's decision-making.

In the OCP, the term “City” with a capital “C” refers to the City of Whitehorse, the municipal government. The term “city” with a lower case “c” refers more generally to Whitehorse as a community and geographic area of land within the City's jurisdictional boundary.

Where not specified, the term “Council” refers to the City of Whitehorse's elected Council.

## 1.1.2 CONTENT

Adopting an OCP is a requirement under the *Municipal Act*, and it must be adopted by bylaw. The *Municipal Act* sets out the type of content the OCP must include and the process to develop or amend an OCP. Adopting a new OCP, or amending it, requires a public hearing. The required content of an OCP is outlined in Section 279(1) of the *Municipal Act* which states:

*“(1) An official community plan must address*

*“(a) the future development and use of land in the municipality;*

*(b) the provision of municipal services and facilities;*

*(c) environmental matters in the municipality;*

*(d) the development of utility and transportation systems; and*

*(e) provisions for the regular review of the official community plan and zoning bylaw with each review to be held within a reasonable period of time.*

*(2) An official community plan may address any other matter the council considers necessary.”*



## Part A Background

### Section 1 Introduction and Planning Framework

#### 1.1.3 TIMELINE AND SCOPE

OCPs in Whitehorse have been developed and updated roughly every 10 years since 1976. While the directions of the plans have varied throughout the years, their intent of guiding and enhancing the community has remained unchanged.

The vision and guidance of the Whitehorse 2040 OCP are intended to extend out for approximately 20 years; however, a comprehensive review is expected to occur after approximately 10 years or as otherwise directed by Council. As described in Section 16 Administration of the OCP, the OCP can also be amended on a case-by-case basis, to adapt to the changing needs of the community. All proposed OCP amendments are subject to the review and Council approval process for OCP amendments set out in the *Municipal Act*.

#### 1.1.4 CONSISTENCY WITH BYLAWS

Under the *Municipal Act*, the OCP supersedes existing zoning bylaws that are contrary to or at variance with the policies of the OCP and requires that zoning bylaws be adopted or amended for land affected by the OCP within two years of being adopted or amended, although existing zoning bylaws remain enforceable until they are amended by the City following the adoption of the OCP. Existing legally non-conforming buildings and structures are recognized and can continue to be used with certain limits including, among other things, expansion or alteration of buildings or structures that are non-conforming, or a change of use.

#### 1.1.5 PLAN FRAMEWORK

While the OCP is not the only plan the City approves and updates, it is considered to sit at the top of the plan hierarchy providing policy guidance to other City plans. Over the years, the City has prepared a variety of planning documents to address different issues relevant to planning and land management in the city (e.g., neighbourhood plans, trail plans). Generally, these plans are adopted separately by Council and considered to be “guiding documents” with specific recommendations, actions, or programs subject to additional financial or other approvals.

It is the intent of the City that OCP goals will be advanced through additional plans and strategies with a more narrowed focus (e.g., transportation, recreation); comprehensive and integrated planning at a smaller scale (e.g., Downtown plans, neighbourhood plans, Regional Park management plans); and through the application of the City’s spending and legislative authority.

As existing and new plan implementation is advanced, these will be guided by, and should be consistent with, the policy direction in the OCP. Detailed plans should be read together with the policy direction of the OCP 2040.

In addition to the other levels of plans that interact with the OCP, the City also prepared various studies and reports in preparation of the OCP. These studies have examined housing needs, land

## Part A Background

### Section 1 Introduction and Planning Framework

suitability, commercial land demands, population forecasting, and other topics intended to inform the content of the OCP.

#### 1.1.6 CHAPTER STRUCTURE

Each chapter of the OCP is written as a reflection of the vision generally structured as follows:

##### Overview

This section provides context to the topic being discussed and introduces key themes of the section.

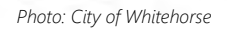
##### Goals

The goal statements describe the desired future conditions and experiences and set the stage for Policies.

##### Policies

The Policies provide the guidance or requirement to achieve the Goals. Each statement includes a description of the City's level of commitment or influence using directive or permissive verbs.

- **Directive Policies:** These are policies where the City has a high or moderate level of influence or authority; as such, the City can achieve a particular result, or will work to actively influence a result. These policies are intended to be stronger commitments and will typically include terms such as: shall, must, required, prohibited, complete, pursue, advance, establish, and explore.
- **Permissive Policies:** These are policies where the City has a low level of influence or authority or require partnerships or financial opportunities; as such, the City will need to use enabling tactics to result in their success. These policies will typically include terms such as: may, encourage, promote, recognize, support, consider, explore, and examine.



The creation of the OCP spanned from late 2018 to 2022 and involved several rounds of engagement with the community and stakeholders. The section below provides an overview of each stage of the process.



During Phase 1, key themes identified were: protection of the environment, climate change, sustainability, equity and inclusion, the need for more housing, densification, strengthening the Downtown, and transportation improvements.



## PHASE 3A EMERGING DIRECTIONS

- Toward Reconciliation;
- Climate Action;



## Part A Background

### Section 1 Introduction and Planning Framework

- Conservation of Natural Areas;
- Strong Downtown and Liveable Neighbourhoods;
- Toward a Sustainable Mode Share;
- Targeting the Right Supply of Housing; and
- Intensifying Employment Areas.

In the report, each theme was examined for its current content and approach, with policy directions or ideas provided. The City then engaged the community on these themes through the Emerging Directions Survey which received 454 responses. Using that feedback, the City worked with a consulting firm to review each of the recommendations of the report and to create a draft OCP for public review.



#### PHASE 3B CREATE THE PLAN

During the creation of the Plan, input heard during the previous phases, including the outcomes of studies regarding housing and commercial and industrial lands, were incorporated into the formation of the OCP. This process was extensive as each emerging direction was reviewed and transformed into a comprehensive Policy Area that would guide the community and the City's future decision-making.

Upon completing the Draft OCP, public and stakeholder engagement activities were held to present the concepts and gather feedback. These activities were hosted on the City's engagement platform EngageWhitehorse which attracted over 2,400 visitors. In addition, three in-person and one online open house was held. Feedback was received from over 400 persons during this phase totaling over 2,000 comments.



#### PHASE 4 ADOPT THE PLAN

Following the Phase 3B engagement process regarding the Draft OCP, revisions to the OCP were completed to reflect the feedback received. Prior to formal adoption by Council, a Public Hearing was held to allow the public an opportunity to share their thoughts on the final version of the OCP in front of Mayor and Council. Final revisions to reflect what was heard during the Public Hearing process were completed prior to formal adoption.

## 2 Community Context



Photo: City of Whitehorse.

## 2.1 History

### 2.1.1 FIRST NATION CONTEXT

The City of Whitehorse is located within the Yukon River valley on the traditional territories of the Kwanlin Dün First Nation and Ta'an Kwäch'än Council. These first people refer to this section of the river as Chu Nij Kwan, which translates to "water, face, moonlight," and describes the beauty of the river. The Chu Nij Kwan valley is framed by mountains, with Thè Mbay (Grey Mountain) to the east, Thay T'aw (Haeckel Hill) to the northwest, and T'si Ma (Golden Horn Mountain) to the south. The Ta'an Kwäch'än are concentrated along southern Ta'an Man/ Lake Laberge, as far north as Braeburn, Hootalinqua and Takhini areas. The Kwanlin Dün are concentrated in the Whitehorse area, around Kwanlin/ Miles Canyon, Łu Zil Män/ Fish Lake and Takwädadha/ Marsh Lake, and as far north as Braeburn and Takhini.

Southern Tutchone oral history, archaeological and geological research all indicate that shortly after the Yukon River valley became deglaciated, around 10,000 years ago, it was inhabited by first peoples, the ancestors of Ta'an Kwäch'än Council and the Kwanlin Dün First Nation.

Local Southern Tutchone oral history that has been passed down for generations describes the time when glacial lakes covered the Yukon River valley and transformed into the land we know as the City of Whitehorse today. Archeological evidence at Dadal Män/ Annie Lake, Łu Zil Män/ Fish Lake, and Ta'an Män / Lake Laberge confirms continual use of hunting and fishing camps beginning 8,000 to 5,000 years ago but archaeologists suggest some of these areas were inhabited shortly after deglaciation. Geological information tells us around 12,000 years ago glacial lakes receded very rapidly as an ancient ice dam at the end of Glacial Lake Laberge broke, draining the land that would one day become the City of Whitehorse. New plant and animal species emerged as the area transformed into an inhabitable river valley. Fish became a reliable food source and salmon drew people to the river to fish, gather and visit. Over the long and prosperous chapters of history that followed, generations of Tlingit, Kaska, Han, Gwich'in, Northern Tutchone, and other First Nations came to trade, feast, fish and gather with the Tagish Ch'än and Southern Tutchone in the area. These relationships have persisted through time and Kwanlin Dün and Ta'an Kwäch'än continue to have cultural affiliations with all the surrounding First Nations, as well as with the Inland and Coastal Tlingit.

The most recent chapter of history in the Whitehorse area includes the influx of traders, miners, army personnel and settlers, and marks a time of significant socio-cultural and economic change that has

## Part A Background

### Section 2 Community Context

had a lasting impact. During this chapter, the land was once again transformed. Chu Nij Kwan / the Yukon River, and most of the geographical features along it, are renamed by Hudson Bay traders and Frederick Schwatka who mapped and renamed land features and waterways as he travelled the river with the help of his Tlingit guides in 1883. The placename “White Horse”, coined by prospectors and settlers moving into the area to participate in the infamous Klondike Gold Rush of 1898, is made permanent a year later by the first Commissioner of the Yukon. As the development of Whitehorse increased after the turn of the century, so does the displacement of First Nations’ use and habitation along Chu Nij Kwan / the Yukon River. Continued growth and city expansion forced First Nations to move and relocate several times and new neighbourhoods develop in traditional hunting and gathering areas along the Alaska Highway, north and south of downtown Whitehorse, further displacing First Nations people and communities.

The Gold Rush and settler histories that have shaped Whitehorse are represented throughout the city and remain a source of pride. What is not well-known or represented in our city is how this history impacted First Nations, culture and economy or the numerous and longstanding ways First Nations’ people and culture have contributed to the success of our city.

#### 2.1.2 POST-CONTACT HISTORY AND DEVELOPMENT

After the first Klondike gold reached Seattle in 1897, the rush to Dawson City was relentless. In the next two years 30,000 - 40,000 people arrived by ship to Skagway and Dyea Alaska, then hiked over the Chilkoot Pass multiple times to bring in the required thousand pounds of food and supplies into the Yukon. Gold seekers trekked on to Lake Bennett, built boats and rafts, and crossed the windy Southern Lakes to the headwaters of the Yukon River. They then braved the rapids at Whitehorse and embarked on a 740 kilometre journey north to Dawson City, where the real work began.

In 1900 the White Pass and Yukon Railway built a narrow-gauge railway from Skagway to Whitehorse to haul passengers and freight. The company also built several large paddle-wheelers to carry people and supplies down the Yukon River to Dawson and to transport ore and passengers back to Whitehorse. This established Whitehorse as a communication and transportation centre. The train and paddle-wheelers operated until the early 1950s when new highways connecting Whitehorse and Dawson with the rest of Canada were built.

With the Gold Rush over, Whitehorse was quiet from 1905 until 1942 when WWII brought 30,000 American troops in to build the Alaska Highway. The endeavor took only eight months to build 1,500 miles of winding highway through swamp, mountains, and muskeg to from Dawson Creek, British Columbia to Fairbanks, Alaska.

The settler development of Whitehorse began along the west bank of the Yukon River with the historic Downtown. Over time the community grew up and away from the Yukon River, with new neighbourhoods developed along the Alaska Highway.

In 1950, Whitehorse was incorporated as a City and three years later was made the capital of the Yukon. Several neighbourhoods were developed to house military personnel and families and others

## Part A Background

### Section 2 Community Context

coming to Whitehorse to work. Hillcrest was developed for members of the Air Force, and Valleyview and Takhini North were built by the Canadian Department of Public Works.

Through the 1960s, 1970s, and 1980s, the population went up and down following the boom-and-bust economy fed by mining and infrastructure projects. Although the 1980s and 1990s saw mining in the territory slow, the population continued to climb and many of the key public buildings in Whitehorse were constructed such as Yukon College, which is now a university, the Yukon Arts Centre, the Beringia Centre, and the Mount McIntyre Recreation Centre.

In 1973, Yukon First Nations and the government of Canada started a negotiation process for a modern-day treaty, the first in Canada. In 1990, the Umbrella Final Agreement was signed, and by 2002 the Ta'an Kwäch'än Council signed its self-governing agreement. In 2005, Kwanlin Dün First Nation its agreement in 2005. Since 2000, a steady population growth has led to the addition of many new neighbourhoods located on flat benches above the Yukon River, each one surrounded by undeveloped natural space, and an increased density in the Downtown and other neighbourhoods. The completion of the Canada Games Centre, the expansion of Whitehorse's trail network, and enhanced access to a range of recreational and cultural opportunities have all increased the local quality of life for residents. The more recent redevelopment of the Downtown's riverfront has also made a big impact on the community. The addition of Shipyards Park, Rotary Park, the riverfront trail, Kwanlin Dün Cultural Centre, upgrades to McBride Museum, and the addition of many other new buildings has encouraged locals and visitors to gather along the Yukon River once again.

Whitehorse is by far the largest community in the territory and acts as a gateway to the Yukon, with most visitors arriving by road via the Alaska Highway, or by plane at the Erik Nielsen Whitehorse International Airport. The Downtown remains the heart of the community and the commercial centre of the Yukon, with many businesses, hotels, shops, restaurants, services, and cultural facilities. Downtown Whitehorse has an estimated 6,500 employees, and over 3,000 residents and is a popular destination year-round for locals and visitors.

Today, Whitehorse enjoys the economic stability of a strong public sector with many people working for either the federal or territorial governments, the City of Whitehorse, or one of the Yukon First Nation governments, many of which have offices in Whitehorse. Other employment sectors such as tourism and mining also contribute to the local economy. Whitehorse enjoys a moderate climate for the north. During the warm and dry summers, residents and visitors extend their days to enjoy the beauty of nature under the midnight sun which helps offset the cold winters when activities are done with much less daylight.





Photo: City of Whitehorse

## 2.2 Population Overview

In the annual population report for 2021 published by the Yukon Bureau of Statistics, the population of Whitehorse was recorded at 30,081 residents<sup>1</sup>; this number represents approximately 70% of Yukon's population. It is likely that so many Yukoners choose to reside within the city boundary of Whitehorse

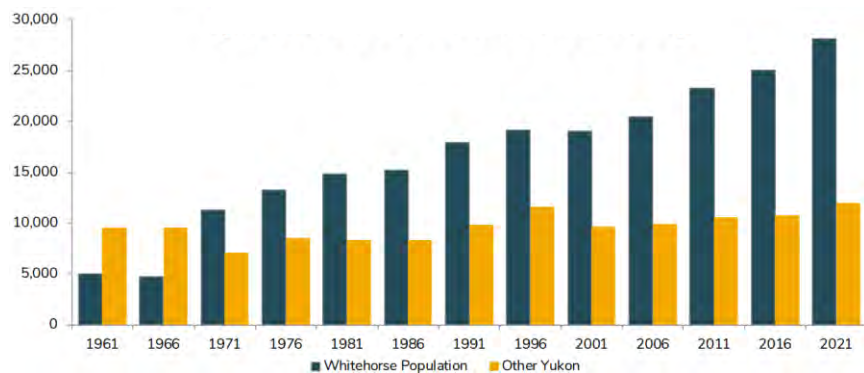


Figure 1 Whitehorse and Other Yukon Population, Census Years 1961 - 2021

to be near the concentration of jobs, educational opportunities, health care and personal services, retail options, and recreation and leisure activities. As shown in Figure 1 Whitehorse and Other Yukon Population, Census Years 1961 - 2021, Whitehorse has grown consistently over the past several decades and has added approximately 500 residents and 215 homes per year between 2011 - 2020<sup>2</sup>.

<sup>1</sup> Yukon Bureau of Statistics, *Population Report: Q2 2021*.

<sup>2</sup> Accommodating Future Residential Demand in Whitehorse. Planning and Sustainability Services, City of Whitehorse. August 2021.



## 2.2.1 DEMOGRAPHICS

While Whitehorse's population is growing, analysis of the population pyramid, as shown in Figure 2 Population Pyramid, Whitehorse and Area, Q2 2021, indicates an aging population. It is estimated by the Yukon Bureau of Statistics that by 2040, the 65 year and older demographic will represent 21% of Yukon's total population, compared to 13% in 2018<sup>3</sup>. To adequately accommodate the needs of residents into the future, it is important for the City to plan for all ages and abilities.

Whitehorse has an increasingly diverse population. In addition to members of the two local First Nations, Whitehorse is also home to citizens of other First Nations, Métis, and Inuit people. The Yukon Bureau of Statistics estimated the Indigenous population in the Yukon was 9,546 in 2021; of this total, 5,582 (58%) resided in the Whitehorse area which accounted for over 16% of the Whitehorse area's population<sup>4</sup>. Whitehorse is also home to growing numbers of francophone, south-east Asian, and other peoples. This diversity brings with it new ideas, traditions and perspectives and is a source of pride for the community.

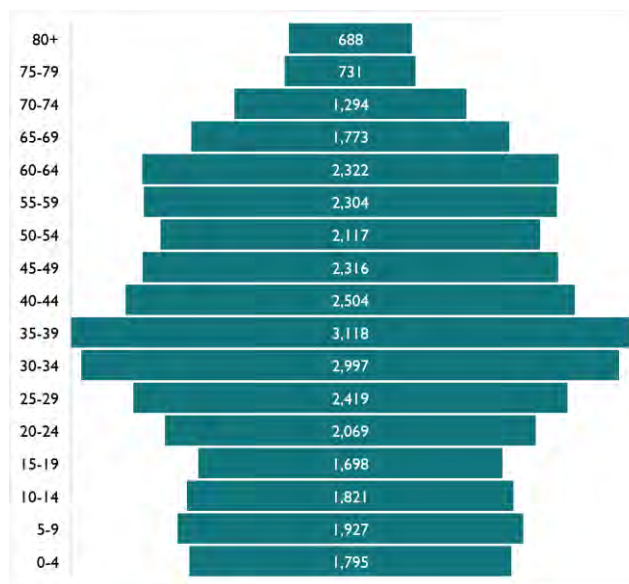


Figure 2 Population Pyramid, Whitehorse and Area, Q2 2021

## 2.2.2 POPULATION PROJECTIONS

The Yukon Bureau of Statistics maintains population projections for both the Yukon and Whitehorse. The projections consist of four scenarios: Low, Medium and High Growth, as well as a "Preferred Projection", which combines the Medium Growth scenario with an additional set of information including economic considerations. Although reliability of the projections decrease with time and population projections cannot be known with certainty, Yukon Bureau of Statistics' "Preferred Projection" is the best available information to use when planning for the lifespan of this OCP.

As described by the Yukon Bureau of Statistics' Population Projections report, the preferred projection for Whitehorse is expected to see the population reach 40,600 in 2040 which would represent 73.1% of the estimated Yukon population<sup>5</sup>. This projection is shown graphically on Figure 3 Recorded Population and Yukon Bureau of Statistics Preferred, Low, and High Growth Projections, Whitehorse, 2011-2040 and has been used to determine projected needs for residential, commercial, and industrial lands, as described in Section 2.4 Accommodating Growth. To remain relatively accurate with

<sup>3</sup> Yukon Bureau of Statistics, *Population Projections 2018*, 2018.

<sup>4</sup> Yukon Bureau of Statistics, *Population Report: Q2 2021*.

<sup>5</sup> Yukon Bureau of Statistics, *Population Projections 2018-2040*, 2019.

## Part A Background

### Section 2 Community Context

population variations in the community, the City will continue to monitor these projections and may update the OCP if necessary, during regularly-scheduled reviews to reflect significant changes.

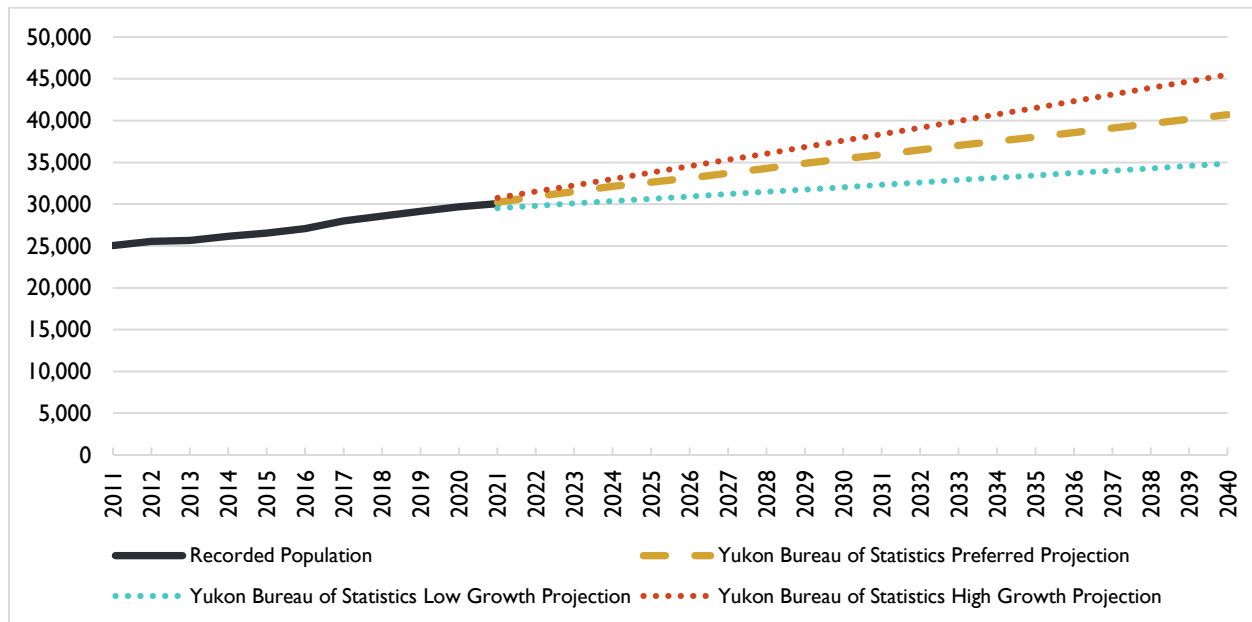


Figure 3 Recorded Population and Yukon Bureau of Statistics Preferred, Low, and High Growth Projections, Whitehorse, 2011-2040



Photo: Stantec Architecture Ltd.

## 2.3 Economy and Activities

Whitehorse is the service centre for the Yukon, the south-east Alaskan community of Skagway, and Atlin British Columbia; it is also a hub for many visitors of the Yukon, most of whom arrive during the summer months.

### 2.3.1 EMPLOYMENT

With various governments operating within Whitehorse (federal, territorial, municipal, and First Nations), the largest economic sector for Whitehorse employment is public administration. Tourism is also a significant driver of Yukon's economy, with the retail and accommodation sectors both strong and growing. The health care and construction sectors are also major employers. The top three contributors to Yukon GDP by industry in 2020 were: public administration; real estate and rental leasing; and mining and quarrying<sup>6</sup>.

Yukon's unemployment rate has been low for the past decade ranging from 3.6% in 2011 to 3.3% in 2022, half of the national average.<sup>7,8</sup> The low rate of unemployment in the Yukon is reflective of the strong economy, but also indicates a growing labour shortage. In 2021, Whitehorse experienced a high participation rate with 73.9% of its working-age population in the labour force.

### 2.3.2 FIRST NATIONS' IMPACT ON THE ECONOMY

First Nations entrepreneurs and businesspeople have made a big impact on the Whitehorse economy. This started out based on traditional economic activities, such as trapping, guiding, and outfitting, activities which continue today.

Yukon First Nation governments and development corporations, especially Kwanlin Dün's Chu Níikwān Limited Partnership and Ta'an Kwäch'än Council's Da Daghay Development Corporation, are important and growing players in the Whitehorse economy. They each own a range of active businesses and offer support to First Nation-owned companies and entrepreneurs. The ability to lease

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<sup>6</sup> Yukon Bureau of Statistics, *GDP by Industry (at basic prices) 2020, 2021*.

<sup>7</sup> Yukon Bureau of Statistics, *Yukon Employment Historical Data, 2011-2020, 2021*.

<sup>8</sup> Yukon Bureau of Statistics, *Yukon Employment, January 2022, 2022*.

## Part A Background

### Section 2 Community Context

land, ongoing residential developments and a range of business investments will mean that development corporations will have an increasing impact on the local economy.

The Yukon First Nation Chamber of Commerce and the Yukon First Nations Culture & Tourism Association both work to provide resources and advocacy.

#### 2.3.3 EMERGING SECTORS

Emerging economic sectors and opportunities for Whitehorse include innovation, technology, professional, and business services. In addition, the health and education sectors are also projecting new growth. As the local population ages and more international students choose Whitehorse, life-long learning and continuing education programs progressively expand at Yukon University.

Resource-based enterprises, mainly Yukon's mining industry, continue to dominate the light and heavy industry sector with Whitehorse shop-based industrial mechanical businesses providing primary service support. This sector may continue to grow as new projects are expected to come on stream in the future.

Future economic success in Whitehorse will be built on a diverse economy and the community's reputation as a welcoming and attractive location for investment. Leveraging natural and cultural resources as strategic assets and attracting visitors and residents by promoting Whitehorse as the best place to live, work and play will also help Whitehorse to grow and prosper.

#### 2.3.4 SPORTS AND RECREATION

Sports and outdoor recreation are a cornerstone of the Whitehorse lifestyle. There are more than 850 kilometers of mapped trails within the municipality. While the community has a variety of sport fields, golf courses, parks, and other amenities; the year-round hub of sports and recreation activities is the Canada Games Centre which houses two ice rinks, a state-of-the art fitness centre, aquatic centre, gymnasium, indoor running track, and soccer field. Complementing the indoor recreation of the Canada Games Centre is the Mount McIntyre Recreation Centre, located right next door, which includes a multi-sheet curling rink and world-class cross-country ski trails. Mount Sima has evolved from a small community ski hill to a four-season attraction with mountain biking in the summer and downhill skiing, snowboarding and ice climbing facility in the winter.

Whitehorse has become an eco-adventure destination renowned for its access to the wilderness. Local eco-tourism companies cater to adventurous clients from around the world with a wide range of excursions into the vast Yukon wilderness. Dog sledding, canoeing, kayaking, whitewater rafting, fishing, mountain biking, and backcountry hiking and skiing are all world class attractions.

#### 2.3.5 ARTS, CULTURE, AND TOURISM

Whitehorse is an active and colourful city with an arts and culture scene that is above all expectations of a small northern city. Highlighting a rich northern character, Whitehorse boasts many festivals and events throughout the year.

Whitehorse has numerous galleries, public buildings, and coffee shops that house installations and local artisan creations. Whitehorse's local music scene can also be enjoyed year-round with live performances hosted in restaurants, bars, coffee shops, the Arts Centre, Old Fire Hall, or outdoor venues.

As a hub for Yukon activity and tourism, Whitehorse welcomes hundreds of thousands of visitors each year. In 2018, the Canadian Tourism Research Institute estimated that approximately 323,000 persons visited the Yukon for an overnight stay, many of whom would have visited Whitehorse<sup>9</sup>.

#### 2.3.6 IMPACTS OF COVID-19

Preparing a long-term plan during a time when the City and its residents are experiencing the impacts of the COVID-19 pandemic presents many challenges. While initially the Yukon was hit with economic losses in the commercial, industrial, and cultural sectors, there were also other impacts that have continued to linger such as significant delays in the supply network. These delays have increased the price of goods, particularly inflating construction costs which has resulted in rising land and building values. These impacts are also influenced by the consistent inter-annual growth in population and retail-commercial development which has outpaced the supply of land, residential, and commercial buildings. While the full effects of the COVID-19 pandemic will not be understood for years to come, the City will continue to work to understand and adapt to this new planning context.

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<sup>9</sup> Government of Yukon, *Tourism Yukon 2018 Year-End Report*, 2019.





Photo: City of Whitehorse

## 2.4 Accommodating Growth

### 2.4.1 RESIDENTIAL LAND

#### PAST GROWTH

The population and developed footprint of Whitehorse has grown substantially since 2010 when the last OCP was completed. At that time, it was thought that most growth would occur in Whistle Bend with minimal additional growth throughout the other urban areas; however, a review of development permits for the 2012-2020 period shows that while Whistle Bend had the largest number of new residential units over that timeframe, it represented less than 40% of the new units in Whitehorse<sup>10</sup>. Existing neighbourhoods such as Porter Creek, Takhini, Crestview and Riverdale have contributed to the housing supply through private development initiatives.

#### EXISTING AND PROJECTED DEMAND

Even though the housing stock is growing steadily, Whitehorse is facing significant challenges when it comes to providing adequate, attainable housing. There remains a lack of available housing options to provide suitable homes for all households which vary in size, income level, mobility, and preference. To that end, the City must continue to support the development of dwelling units across the housing continuum to ensure that current and future housing demands are met.

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<sup>10</sup> City of Whitehorse Planning and Sustainability Services, *Accommodating Future Residential Demand in Whitehorse*, August 2021.



## Part A Background

### Section 2 Community Context

Using Whitehorse's estimated average household size, preferred population projection, and adding contingencies and additional units to account for other factors, a residential demand study was prepared to determine how many new dwelling units would be required to accommodate Whitehorse's population growth. The estimate was based on the best information currently available and considers:

- a 25% **contingency** for population fluctuations between 2020-2030;
- an **unoccupied unit rate** that considers 5% of dwellings, as indicated in the 2016 Census findings for Whitehorse, are not occupied; and
- the existing **supply lag**, which is the shortfall between units needed based on population growth versus actual units built based on housing completion data from Canadian Mortgage and Housing Corporation.

As concluded in the residential demand study, it was predicted that there would be a need for 6,150 additional dwelling units by 2040<sup>11</sup>.

It should be noted that while the City has some influence on housing demand through planning and bylaws, other factors such as mortgage rates and inflation are out of the City's control. As described in Table 1 Factors Affecting Housing Demand in Whitehorse, 2018, several factors influence housing demand in Whitehorse, each in a different way. As these factors change, so too will the demand for housing in Whitehorse.

#### Average Household Size

Across Canada, the average number of people living together in a home (i.e., average household size) has been steadily decreasing for a variety of factors, including families having fewer children, more single-parent families and the rise of single-person households. The average household size in Canada and in Whitehorse is currently 2.4 people per household, down from 2.9 in 1981. Based on the Yukon Bureau of Statistics estimates, the average household size in Whitehorse will further reduce to 2.35 people per household by 2040.

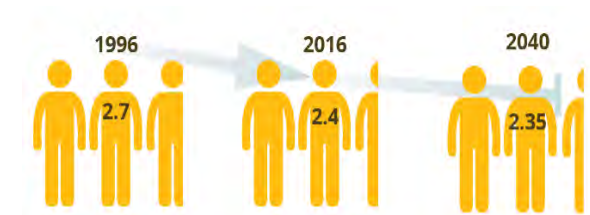


Figure 4 Average Household Size Comparison

While this decrease may not seem large, from a housing perspective it means that even if the population does not grow, more dwelling units will be required.

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<sup>11</sup> City of Whitehorse Planning and Sustainability Services, *Accommodating Future Residential Demand in Whitehorse*, August 2021.

Table 1 Factors Affecting Housing Demand in Whitehorse, 2018 <sup>12</sup>

Factor	Influence
Age Distribution	As the size of the home age buying population cohort increases, housing demand will also increase.
Average Household Income	As average household incomes increase, housing demand will also increase.
Average Household Size	As the number of persons per dwelling decreases, housing demand will increase.
Home Ownership Rate	As the rate of homeownership increases (more homeowners and fewer renters), housing demand will also increase.
Housing Affordability	As housing becomes less affordable (the possible result of changes in a variety of factors), housing demand will decrease.
Housing Prices	As housing prices increase, housing demand will decrease.
Mobility	As mobility rates decline (the population is more stable), housing demand is more likely to increase.
Mortgage Rates	As mortgage (interest) rates increase, housing demand will decrease.
Population Growth	If the size of the home age buying population cohort increases, housing demand will also increase.

Policy direction regarding the future of residential development in Whitehorse is further described in Section 9 Housing.

## 2.4.2 COMMERCIAL AND INDUSTRIAL LANDS

A healthy local economy relies on the availability of a suitable mix of employment lands to support growth in key business sectors and related employment levels and local spending. Commercial and industrial lands that support economic activities and land uses not traditionally sited within Downtown areas are a vital part of this mix. To provide guidance regarding the demand for new commercial and industrial lands within the city, a *Commercial and Industrial Land Study* was prepared in 2020.

### EXISTING AND PROJECTED DEMAND

As outlined in the Study, commercial and industrial lands in Whitehorse are distributed through the community, primarily along the Alaska Highway, with future demand for additional lands dictated by economic conditions. At the time of the study, approximately 973 ha and 462 ha of land within the city boundary were designated for industrial and mixed-use industrial/ commercial use, respectively.

<sup>12</sup> Vector Research, *Demographic and Economic Analysis of Housing Demand - 2018 Update*, "Table 3 Factors Affecting Housing Demand in Whitehorse", September 2018.

## Part A Background

### Section 2 Community Context

With few exceptions, these lands were unserviced. Although difficult to pinpoint, it was understood through engagement with property owners and business operators that land availability and affordability, and high costs of retrofitting existing properties for the needs of new businesses were all critical challenges facing the sector. Using the overarching assumptions that future economic growth (or decline) in sectors requiring commercial and industrial lands will be consistent with the 2008-2018 timeframe, an estimated 87 hectares of additional Industrial land, and 32 hectares of additional Industrial/ Commercial land will be required by 2040<sup>13</sup>.

Policy direction regarding the future of commercial and industrial development in Whitehorse is further described in Section 10 Economy.

#### 2.4.3 LAND DEVELOPMENT CONTEXT

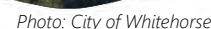
The Government of Yukon owns most of the undeveloped land within the Whitehorse municipal boundaries and historically has been the main land developer. The City and the Government of Yukon work as partners when developing new areas.

The land development landscape is gradually changing. For example, both Ta'an Kwäch'än Council and Kwanlin Dün First Nation have significant land holdings within the city boundary and have expressed interest in developing some of this land for residential use by both their citizens and the public. In addition, interest in private sector land development is also growing (i.e., development on lands not held by any level of government) which could have many benefits to the community including helping to meet increased housing demand, providing a range of different housing options, and supporting a competitive development environment. As a long-standing player in the development sector, the City will continue supporting growth in the industry.

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<sup>13</sup> Groundswell Planning, *City of Whitehorse Commercial and Industrial Land Study*, 2020.

# Part B Policy Direction



This vision describes the community's aspirations for the preferred future of Whitehorse. The ideas for the vision and principles, as listed below, were created as an outcome of information gathered during the community engagement in Phase 1 and 2 of the OCP process, and through engagement with Council.

The vision is intended to provide direction for the plan including its goals, policies, and subsequent decision-making.

Whitehorse in 2040 is a vibrant capital city. The city is an inclusive, innovative, entrepreneurial, and resourceful northern community. The growing community is diverse, liveable, and affordable. Whitehorse residents and visitors enjoy access to the land; some of the cleanest air in the country; and opportunities to gather for local, national, and international events.

The City of Whitehorse is committed to providing equitable access to a range of residential, economic, social, cultural, recreational, and mobility opportunities, and natural spaces. A vibrant social and cultural scene continues to strengthen the community's social fabric. The City's leadership is recognized across the country for its meaningful and continued efforts towards truth and reconciliation with First Nations, its actions to mitigate negative impacts and adapt to climate change. The City remains committed to sustainable development and planning for future generations.



Figure 5 Values Expressed by the Community

## 3.2 PRINCIPLES

The following principles reflect shared values expressed by the community and are intended to be considered when making decisions.

<b>INCLUSIVE CITY</b>	Community wellbeing is valued with consideration given to how decision-making can improve the lives of all residents, especially marginalized and vulnerable populations. The City is responsive to the needs of all residents, respecting the diversity of Whitehorse's population.
<b>EQUITABLE CITY</b>	The City acknowledges and removes systemic barriers and biases to enable all residents to enjoy the community equitably. City services, programs, policies, and advocacy help ensure that every resident's basic needs are met.
<b>COMPLETE CITY</b>	Whitehorse provides residents with year-round and equitable access to a range of residential, economic, social, institutional, cultural, and recreational opportunities. Cost effectiveness and innovation are considered as City projects are being planned and implemented.
<b>GROUNDED CITY</b>	Whitehorse is shaped by the experiences of its people both pre-contact and post-contact; the community's history is rich and continues to evolve. As the original stewards of this land, the City is grateful for the ongoing contribution that First Nations people make to the wellbeing of the community; to reflect this, municipal decision-making will be supported by various ways of knowing, including by traditional and modern Indigenous knowledge.
<b>SUSTAINABLE CITY</b>	Whitehorse is a modern wilderness city with continued world-class access to natural spaces through trails, greenbelts, and local and regional parks. The City's services, policies, and programs support sustainable community development and make it a leader in climate change mitigation and adaptation.
<b>ENGAGED CITY</b>	Whitehorse residents are meaningfully engaged in City decision-making and their contributions are valued.
<b>HEALTHY CITY</b>	Natural greenspaces, social connection, appropriate programs, and high quality of life support the mental and physical health of residents.





Photo: Amanda Haeusler



## 4 Equity and Inclusion

### OVERVIEW

Over 30,000 residents are proud to call Whitehorse home. The Tagish Kwan and Southern Tutchone people have lived along the Yukon River and in present-day Whitehorse for millennia. First Nations people represent approximately 16% of the population and have made significant contributions to the heritage and social, cultural, spiritual, and economic wealth of the community. As new community members move to Whitehorse, the diversity of the population increases. Both residents and visitors value the community's increasingly diverse population and cultural landscape. In acknowledgement of Indigenous Peoples across Canada, the Yukon, and in Whitehorse, the City is committed to advancing the goals of Truth and Reconciliation and its role in the *Kwanlin Dün First Nation Self-Government Agreement* and the *Ta'an Kwäch'än Council Self-Government Agreement*. In 2016, the City released an action plan titled *Moving Forward Together*, that addresses several of the Truth and Reconciliation Committee's 94 Calls to Action. To advance these commitments further and continue to strengthen relationships with local First Nation governments, the City signed a *Declaration of Commitment* with Kwanlin Dün First Nation and Ta'an Kwäch'än Council in 2018. The City has also formally committed to act alongside other Yukoners in implementing the policies outlined in *Changing the Story to Upholding Dignity and Justice: Yukon's Missing and Murdered Indigenous Women, Girls, and Two-Spirit+ People Strategy*. This is a report intended to end violence against all Indigenous people in the Yukon and increase economic independence of Indigenous women, girls, and Two-spirit+ people, while coordinating efforts between governments and increasing public awareness. By making these commitments, the City intends to help all residents foster new relationships, heal from the past, and move forward with shared understanding and respect.

#### Equity

The removal of systemic barriers and biases enabling all individuals to have equal opportunity to access and benefit from programs or services.

#### Diversity

Differences in race, skin colour, place of origin, religious viewpoint, immigrant or newcomer status, ethnic origin, language, ability, mobility, sex, sexual orientation, gender identity, gender expression, age, or income level.

#### Inclusion

The practice of ensuring that all individuals are valued and respected for their contributions and are equally

## Part B Policy Direction

### Section 4 Equity and Inclusion

As an inclusive community, all residents have an important role to play in local decision-making by providing their ideas and feedback. It is important to the City that municipal decision-making processes are open, transparent, and fair. All community members should have the information they need to understand and provide input on the decisions that will impact them.

The City is committed to working with partners to address systemic issues that impact equity and inclusion in Whitehorse, including homelessness. Homelessness is a complex and ever-changing experience where one's housing situation may shift with changing structural, individual, and system-level circumstances. As reported in the Point in Time survey conducted by the Safe at Home Society, at least 151 people experienced homelessness in Whitehorse on the night of April 13, 2021. In 2017, various community partners, including the City, committed to advancing the fight to end and prevent homelessness through the implementation of the Safe at Home Plan.

At the time of writing of this Official Community Plan, Whitehorse was losing too many community members to the opioid overdose crisis. In January 2022, the Government of Yukon declared a substance use health emergency following a drastic increase in overdose related deaths in the territory. While many of the actions addressing this crisis is out of the control of the City, the City is committed to working to enhance the well-being of its residents.

## GOALS

- |       |  |       |  |
|-------|--|-------|--|
| 4.(a) | All residents feel safe, welcome, and valued.  | 4.(g) | Truth and Reconciliation is used to advance community health and healing.  |
| 4.(b) | Residents participate in healthy, active lifestyles.   | 4.(h) | Yukon First Nations' contributions to Whitehorse's heritage, social, spiritual, and economic wealth are recognized and celebrated. |
| 4.(c) | The diversity of Whitehorse's population is respected, acknowledged, and reflected in the City's decision-making, communications, and service offerings. | 4.(i) | Immigrants, newcomers, and visitors to Whitehorse are welcomed and supported.  |
| 4.(d) | Community members are informed and meaningfully participate in civic affairs.  | 4.(j) | The community is working together to address systemic racism.  |
| 4.(e) | All members of the community are respected and supported, including those struggling with substance abuse and homelessness.                              |       |  |
| 4.(f) | Equitable opportunities are provided for residents to build and enhance social connections throughout the community.                                     |       |  |

## POLICIES

### GENERAL

- 4.1 The City will incorporate the values and needs of its diverse residents during short and long-term planning for the delivery of programs and services. This includes reaching out to people from different cultures and demographic groups, including underrepresented groups and historically marginalized people.
- 4.2 The City will promote diversity and quality of life in the City workforce.
- 4.3 The City will advance initiatives that improve accessibility throughout the community including building designs, transportation planning, technological advancements, municipal application processes, and communications.
- 4.4 The City will continue to work with community partners to advance initiatives aimed at ending and preventing homelessness.
- 4.5 The City will continue to work with community partners to advance initiatives aimed at enhancing community wellness.

### TRUTH AND RECONCILIATION

- 4.6 The City is committed to advancing reconciliation.
- 4.7 The City will work collaboratively with other governments to ensure that the *Kwanlin Dün First Nation Self-Government Agreement*, and the *Ta'an Kwäch'än Council Self-Government Agreement* are implemented.
- 4.8 The City will continue to address the Truth and Reconciliation's 94 Calls to Action that apply to municipal government.
- 4.9 The City will work with Ta'an Kwäch'än Council and Kwanlin Dün First Nation to renew the City's 2018 *Declaration of Commitment*.
- 4.10 The City will work with Ta'an Kwäch'än Council and Kwanlin Dün First Nation and residents to establish a reconciliation framework and implementation plan for the City.
- 4.11 The City will collaborate with First Nations governments to advance the decolonization of place names.

### CIVIC ENGAGEMENT

- 4.12 Community needs, preferences, and feedback will be considered during decision-making and when planning for municipal services, programs, and infrastructure.

## Part B Policy Direction

### Section 4 Equity and Inclusion

- 4.13 The City will use plain language in communication materials.
- 4.14 The City will continue using a variety of communication tools and/ or platforms to reach as many residents as possible, enhancing inclusion and equity of the population's diversity.



Photo: Amanda Haeusler



## 5 Heritage, Arts, and Culture

### OVERVIEW

Whitehorse is a vibrant northern community; the First Nations history and culture of this place and connections to the environment are integral to who we are today and will guide the community's future. The Yukon River and valley surrounding it have been a travel corridor and source of fish, food, and camps for millennia. Prominent mountains within the city boundary include Mount McIntyre, Canyon 'Grey' Mountain, and Golden Horn Mountain. With a unique combination of geography, innovation, resources and culture, Whitehorse is a truly special place.

The wide range of outdoor amenities in Whitehorse contribute to the city's reputation as a livable, attractive, and healthy place. Residents value the preservation of natural areas. To reflect local values, policies have been created in this section, and in Section 6 Climate Action and Section 7 Environmental Stewardship that are intended to protect the land, water, and air and provide opportunities for residents to enjoy the outdoors for spiritual, traditional, and recreational activities.

Whitehorse has also been strongly influenced by its post-contact history including the Klondike Gold Rush, local discovery of copper, construction of the Alaska Highway, and the community's role as a territorial hub. Rooted in the community's historical ties to adventure and entrepreneurial spirit, Whitehorse is home to many creative people. The arts, culture, and sport communities of Whitehorse contribute to showcasing identity through displays of public art, local galleries and artisanal shops, community activities and festivals, and programming of all types. These efforts enhance the community well-being, quality of life, and local economy.

While there are many heritage buildings, trails, and natural areas throughout the city that showcase and preserve Whitehorse's history, there are also opportunities to further tell a range of stories that bring the community's history alive and recognize Whitehorse's multi-faceted heritage. Collaborating with First Nations and other cultural groups to celebrate the diversity of Whitehorse residents will strengthen the community and promote inclusion.



## Part B Policy Direction

### Section 5 Heritage, Arts, and Culture

#### GOALS

- |       |   |       |   |
|-------|---|-------|---|
| 5.(a) | The built environment and public realm (i.e., publicly owned and enjoyed areas such as streets and parks) contribute to Whitehorse's unique sense of place. | 5.(e) | The community's ongoing connection to the Yukon River and the land is acknowledged and supported. |
| 5.(b) | The diverse cultural backgrounds of citizens are celebrated.  | 5.(f) | The collective understanding of the community's history is enhanced.                              |
| 5.(c) | First Nations culture, history, traditional activities, language, and connection to the land are integrated into aspects of community life.                 | 5.(g) | Natural spaces contribute to community health and are enjoyed for generations to come.            |
| 5.(d) | Heritage is promoted and celebrated throughout Whitehorse.  | 5.(h) | Public spaces provide an opportunity to showcase modern and historic art and culture.             |

#### POLICIES

##### HERITAGE MANAGEMENT

- 5.1 The City will work with Ta'an Kwäch'än Council, Kwanlin Dün First Nation and the Government of Yukon to identify, protect, and manage pre-contact heritage resources, First Nation heritage, traditional land use, and living heritage.
- 5.2 Preservation and enhancement of buildings designated as Heritage Resources will be encouraged through the protection of the significant architectural elements, as guided by the *Heritage Resources Act* and the Heritage Bylaw.
- 5.3 The City will encourage active use of heritage buildings.

##### ARTS AND CULTURE

- 5.4 The City will encourage a variety of arts and cultural activities throughout the community.
- 5.5 Public art will be encouraged to showcase local history and residents' diverse cultures, in locations that are accessible by all residents and visitors.
- 5.6 The City will support opportunities for residents to participate in, and learn more about, the community's diverse culture and heritage.
- 5.7 The City will consider opportunities for arts and culture programming when designing and improving public spaces.

## CONNECTION TO THE ENVIRONMENT

- 5.8 Planning efforts along the riverfront will be coordinated to recognize the Yukon River's special importance for Whitehorse residents and particularly to the Ta'an Kwäch'än Council and Kwanlin Dün First Nation.
- 5.9 Development that enhances opportunities to enjoy Whitehorse's natural areas and the Yukon River, including trails or other infrastructure, will be encouraged.
- 5.10 The City will continue to maintain and enhance a diverse trail network that accommodates a range of users.
- 5.11 Prior to their reclamation, the City will consider the possible inclusion of existing linear disturbance corridors (e.g., old railroads, access roads and utility alignments) as additions into the trail network for the protection of valuable mobility corridors, or the recognition of heritage areas.
- 5.12 The City will explore opportunities to enhance winter experiences and showcase Whitehorse's winter story through design, community events, and economic activities.



Photo: City of Whitehorse



## 6 Climate Action

### OVERVIEW

It is clear from weather data going back to the 1940s that the climate has been changing in Whitehorse. Temperatures have been warming, especially in winters, spring break-up has been arriving earlier, freeze-up has been occurring later, and the number of frost-free days has been increasing. Yukon has been experiencing the most significant warming in Canada and some of the highest rates of warming in the world, and this change is projected to continue with warming temperatures and shifting precipitation. It is also acknowledged that around the world, Indigenous people are disproportionately affected by climate change due to their close connection to the environment and relative economic vulnerability. As a recognition of the urgency of this issue and that even modest changes will have complex impacts, the City declared a Climate Emergency in 2019.

It is evident that climate change will affect Whitehorse and while some opportunities will emerge from climate change, most of the consequences will be negative. As such, the community must prepare to address – and therefore plan for – future challenges. Specific risks to Whitehorse associated with climate change include wildfire, flooding, landslides, and impacts to infrastructure, including supply lines. To be prepared to respond to natural and human-made disasters; protect human life; and absorb economic, environmental, and social impacts; the City must act around mitigation, adaptation, and resiliency. Recognizing the risks, adequate planning and emergency preparedness will enhance residents' ability to continue living safely as changes occur.

Buildings, infrastructure such as the waste management facility, and transportation are among the largest producers of greenhouse gases. Land use planning is an important mitigation tool for the City, as it will influence where people live, work, travel, and gather. By carefully designing a more dense and compact community, we can reduce greenhouse gas emissions and help meet municipal, territorial, federal, and global emission reduction targets.

The City's commitment to mitigation and adapting to climate change is a widespread theme that includes focusing on protecting environmentally sensitive areas, preparing for natural disasters, reducing the city's development footprint, encouraging active and shared modes of transportation, amongst others. Policies regarding this topic can be found in Section 7 Environmental Stewardship, Section 8 Development and Growth, Section 11 Transportation and Mobility, and Section 12 Municipal Services and Assets.

## GOALS

- |       |   |       |   |
|-------|---|-------|---|
| 6.(a) | Demonstrate leadership and support the community in preparing for, and adapting to, climate change. | 6.(c) | Hazards and risk associated with climate change are well understood and appropriately considered. |
| 6.(b) | Achieve or surpass the City's greenhouse gas emission reduction targets.                            | 6.(d) | Reduce the negative impacts of climate change on the community.                                   |

## POLICIES

### OVERALL

- 6.1 Climate change impacts will be examined during relevant decision-making processes including land planning, community design projects, building permitting, asset management, infrastructure development, and policy and bylaw reviews.
- 6.2 The City will develop and maintain a strategy that addresses climate change and sustainability. This may include developing a monitoring program and reporting process that evaluates and reports on greenhouse gas emissions and sustainability performance in the community on an on-going basis through partnerships and collaboration with the Government of Yukon.

### MITIGATION

- 6.3 Means of increasing the energy efficiency and reduction of greenhouse gas emissions of municipal assets will be pursued, where feasible (e.g., during building renovations, fleet replacement, and waste management).
- 6.4 Initiatives that enable year-round active transportation, transit, and sustainable forms of transportation will be encouraged, promoted, and advanced.
- 6.5 The City will consider feasible low-carbon energy sources when upgrading infrastructure, where feasible.
- 6.6 Opportunities to enable local food production will be encouraged.
- 6.7 Where feasible, the City will advance the transition of the community to sustainable, low-carbon means of transportation through:
- i. The design of the built environment;
  - ii. Investments in shared and active modes of transportation; and
  - iii. Investment in municipal vehicles.

## Part B Policy Direction

### Section 6 Climate Action

More information about these topics is provided in Section 8 Development and Growth and Section 11 Transportation and Mobility.

- 6.8 The City will work in partnership with the business community and other levels of government to advance actions aimed at mitigating climate change.

#### ADAPTATION AND RESILIENCY

- 6.9 Initiatives that reduce anticipated harms to the community caused by the impacts of climate change, will be pursued.
- 6.10 Initiatives that enhance the community's capacity to endure or respond during, and recover after, climatic events will be pursued.
- 6.11 When planning infrastructure, the City will consider anticipated climate change impacts, as guided by professional best practices and any reasonably available modeling or forecasting.

#### COMMUNITY EMPOWERMENT

- 6.12 Initiatives that enhance the community's understanding of sustainability and planning for the impacts of climate change will be encouraged.
- 6.13 The City will encourage residents and businesses to participate in greenhouse gas emission reduction efforts.
- 6.14 The City will provide opportunities for residents and businesses to minimize waste generation and divert waste from the City's landfill through means of reducing, reusing, repairing, recycling, and composting.
- 6.15 The City may develop new and strengthen existing education programs that promote sustainability. This may be accomplished through Parks and Recreation programming, grant giving processes, partnerships with other organizations, etc.





Photo: Jason Everitt



## 7 Environmental Stewardship

### OVERVIEW

Stewardship means to take care of something even if it does not belong to you; environmental stewardship are the actions taken by individual, groups, or networks to care for the environment with the understanding that collective efforts are required. Human health, and the health of local ecosystems rely on keeping the soil, air, and water clean. Protecting and enhancing the natural environment for its intrinsic value is important to supporting community well-being, respecting local culture, and addressing climate change. Natural spaces will preserve habitat areas and wildlife corridors while allowing people to feel the benefits of connecting with the land and being active outdoors, supporting ecological health (e.g., clean water, air, soil, climate stability, habitat protection), and providing economic benefits (e.g., recreational activities, tourism).

Whitehorse is located in the Yukon Southern Lakes area. Its landscape is characterized by broad valleys and large lakes. The vegetation of this area is mainly open coniferous and mixed woodland typical of the boreal forest. In open areas and at lower elevations grasslands are common. Land has been identified for five regional parks within Whitehorse: Chadburn Lake Park, McIntyre Creek Park, Wolf Creek Park, McLean Lake Park, and Paddy's Pond/ Ice Lake Park. Together, these Regional Parks will represent over 30% of the total area of Whitehorse.

The protection of the ground and surface water is important to maintain water quality and quantity within City limits. Waterbodies, wetlands, and riparian areas help maintain the overall health of natural areas and habitat and support local biodiversity. Also, the most significant wildlife areas within City limits are found alongside wetlands, streams, lakes, and rivers. Groundwater must also be protected to ensure safe drinking water. Since 2010, the City has obtained its municipal water only from the Riverdale Aquifer via a system of wells. Residents not connected to municipal water system also rely on groundwater wells.

## GOALS

- |       |   |       |   |
|-------|---|-------|---|
| 7.(a) | Natural systems and the ecological integrity of environmentally sensitive areas are protected and enhanced. | 7.(c) | Wetlands are maintained and negative impacts are minimized.   |
| 7.(b) | The quality of air, land, and water is protected and enhanced for current and future generations.           | 7.(d) | Negative impacts of flooding and geohazards are reduced.  |
|       |   | 7.(e) | Natural assets, including biodiversity and wildlife, are valued for the many benefits they provide. |

## POLICIES

### WILDLIFE AND ENVIRONMENTALLY SENSITIVE AREAS

- 7.1 Environmentally sensitive areas include water bodies, water courses, wetlands, high value habitat areas, and wildlife corridors; these areas are shown generally in Map 1 Greenspace Network Plan and Parks.
  - 7.1.1 The City will continue updating mapping of environmentally sensitive areas within the city boundary as new information becomes available.
  - 7.1.2 Where a proposed development may have a negative impact on an environmentally sensitive area, the City will work with the appropriate authority to ensure that protective measures and mitigations are implemented.
  - 7.1.3 Exceptions may be considered for uses that are shown as needing to cross an environmentally sensitive area or be in an environmentally sensitive area because they cannot occur elsewhere. These exceptions will be based on the findings of professionally prepared studies or reports.
  - 7.1.4 Where development is proposed in environmentally sensitive areas, mitigative measures will be taken to ensure impact to ecosystems is kept to a minimum.
- 7.2 The City is committed to working cooperatively with Ta'an Kwäch'än Council and Kwanlin Dün First Nation to preserve and protect environmentally sensitive areas from disturbance.
- 7.3 Natural area fragmentation will be limited to support wildlife and ecosystem health. Carefully planned trails are allowed in any area.
- 7.4 The City is committed to working cooperatively with Ta'an Kwäch'än Council and Kwanlin Dün First Nation to establish an interconnected network of protected spaces and corridors within Whitehorse, as appropriate.

## Part B Policy Direction

### Section 7 Environmental Stewardship

- 7.5 The City will encourage the restoration, and enhancement of environmentally sensitive areas.
- 7.6 The City will encourage initiatives that prevent conflicts between people and wildlife. This may include increased community education and reviews of best practices.

#### REGIONAL PARKS

- 7.7 Regional Parks, as shown on Map 1 Greenspace Network Plan and Parks, will be managed, and enhanced to maintain the integrity of the natural and heritage features within them, and promote healthy lifestyles through physical activity and connectivity to the land.
- 7.7.1 The boundaries of the Regional Parks of McIntyre Creek Park, Wolf Creek Park, McLean Lake Park, and Paddy's Pond/ Ice Lake Park are shown conceptually; exact boundaries must be confirmed through comprehensive management plans.
- 7.7.2 The boundaries of the Chadburn Lake Park have been confirmed through the Chadburn Lake Management Plan.
- 7.8 The City will formally establish the Regional Parks as shown in Map 1 Greenspace Network Plan and Parks through the creation of comprehensive management plans and cooperation with user groups, interested residents, the Ta'an Kwäch'än Council, Kwanlin Dün First Nation, and Government of Yukon.
- 7.8.1 During the completion of each park's comprehensive management plan, the boundaries of the parks will be determined, along with the vision for the park; this plan will set a desired level of protection for the park and outline suitable activities to be undertaken within them.
- 7.9 The City will engage with the Government of Yukon, affected First Nations, and Yukon University to establish McIntyre Creek Park.
- 7.9.1 As part of this process, the City will complete a comprehensive management plan for McIntyre Creek Park which will confirm the park's boundary, vision, and level of protection.
- i. The area previously referred to as Porter Creek D, surrounding McIntyre Creek will be included in the McIntyre Creek Regional Park.
  - ii. It is recognized that a transportation corridor connecting Mountainview Drive to the Kopper King area may be required to run through the McIntyre Creek Regional Park to support existing and proposed community development. The City will investigate this transportation corridor further by completing a study to first determine if the corridor is needed, followed by a study to determine its potential environmental and heritage impacts.

The first study, used in determining the need for the corridor, should also examine inclusion for active and shared modes of transportation. Only if the findings of the first study identify a transportation corridor is needed will the second study be completed. The second study will include the mapping of habitat in the area. The final decision regarding whether a transportation corridor will be constructed or not will be informed by the findings of these studies.

## WETLANDS AND RIPARIAN AREAS

- 7.10 A 30-metre riparian setback (“Riparian Setback”) is established to protect riparian areas. Areas along both sides of all rivers, streams, lakes, and wetlands must be protected from development and remain in a natural condition along both sides of all rivers, streams, lakes, and wetlands, year-round or seasonal. The Riparian Setback will be measured from the ordinary high-water mark of the river, stream, lake, or wetland to the property line as illustrated on Figure 6 Illustration of Riparian Setback. Federal and territorial environmental guidelines, and applicable City bylaws, must be followed in all cases.

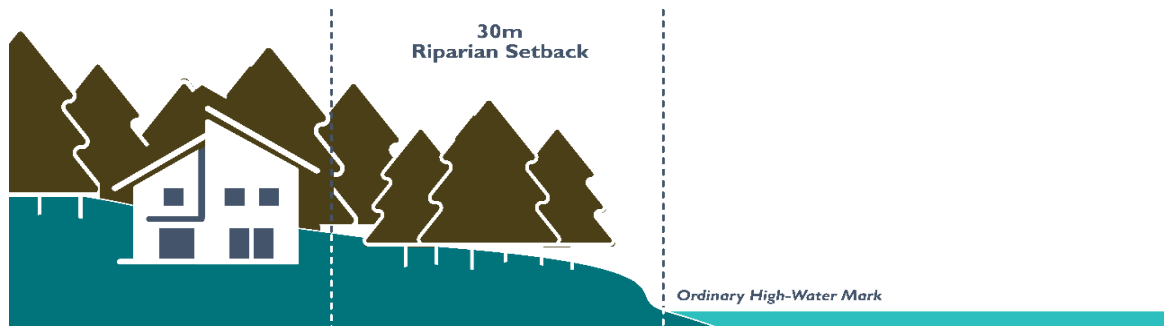


Figure 6 Illustration of Riparian Setback

- 7.11 The Riparian Setback may be increased for areas identified in environmental studies as having high capability for wildlife habitat or due to potential flood risks.
- 7.12 Exception to the City’s Riparian Setback requirement will be reviewed and considered on a site-by-site basis:
- where steep banks contain the riparian area, the setback shall be applied from the top of bank;
  - for businesses that utilize waterbody access as part of their business; and
  - where trail, utility, or road access for development is proposed to cross Riparian Setbacks.

## Part B Policy Direction

### Section 7 Environmental Stewardship

- 7.13 Where encroachment within the Riparian Setback is required and permitted, it must include mitigation steps to minimize impacts from the proposed development on the Riparian Area, and to protect the proposed development from potential flooding.
- 7.14 An environmental study prepared by a qualified professional may be required when considering any potential reduction of the Riparian Setback.
- 7.15 Any new development within 100 metres of the Yukon River, or any other area deemed at risk of flooding as determined by the City, will be subject to site-specific examination by a qualified professional to determine suitable setbacks beyond the required Riparian Setback. This policy does not apply to Downtown or Marwell.
- 7.15.1 Within the Downtown Riverfront Area and the western shore of Schwatka Lake, the Riparian Setback may be reduced to accommodate heritage and tourism uses.
- 7.16 Wetlands are important to maintain diversity, water quality, water quantity, and the overall health of natural spaces. All future development will strive to reduce impacts on wetlands during development planning phases. Where proposed development may negatively impact wetlands, the following actions shall be considered the priority for mitigation:
- i. Avoidance of wetlands,
  - ii. Minimize the impacts on wetlands; and
  - iii. Compensate for the loss by restoring other degraded wetlands or riparian areas.

### SLOPES

- 7.17 A professional geotechnical assessment will be required for all development on, or within 15 metres of slopes greater than 2 metres in height and in excess of 20% (5 horizontal to 1 vertical).
- 7.18 All development, including building, grading, and tree harvesting will be prohibited on slopes that exceed 30% (3.3 horizontal to 1 vertical), unless a professional geotechnical assessment, accepted by the City Engineer, can demonstrate reasonably safe conditions.
- 7.19 All new development will be setback a minimum of 15 metres or 1.25 metres x the height of slope, whichever is greater, from the top/ bottom bank of any escarpment with a slope over 30%. The only exceptions will be for critical infrastructure, trails, and viewpoints, as illustrated on Figure 7 Illustration of Escarpment Setbacks.



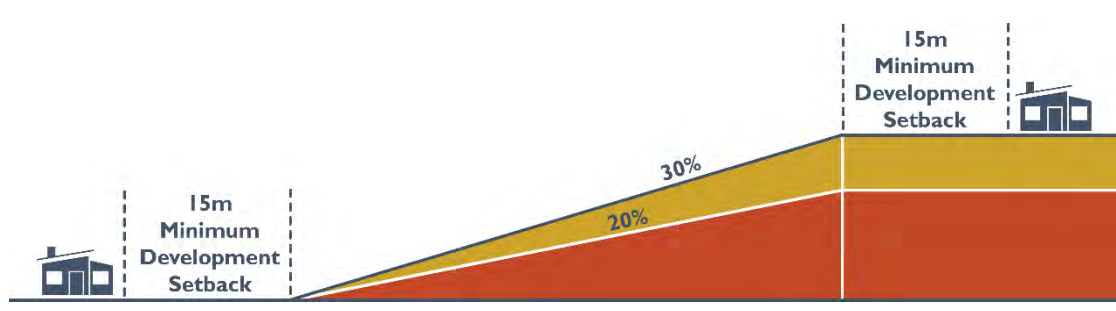


Figure 7 Illustration of Escarpment Setbacks

## WATER PROTECTION

- 7.20 The City will prioritize the efficient use and protection of the supply, quality, and quantity of municipal drinking water sources by using best practice methodologies and through the review of development applications near water sources.
- 7.21 The City will not support uses or activities that will have a significant negative impact on surface or groundwater water quality.
- 7.22 The City will continue to take steps to protect against groundwater pollution.
- 7.23 The City will require the use of stormwater management initiatives that prevent or reduce pollution of waterways and stormwater runoff duration, intensity, and volume to pre-development conditions.
- 7.24 To reduce the risk of groundwater contamination, the use of underground fuel storage tanks is strongly discouraged.
- 7.25 The use of storm drainage pits and installation of underground fuel storage tanks is prohibited in areas that may impact the Riverdale Aquifer.

## AIR QUALITY, NOISE, AND LIGHT POLLUTION

- 7.26 The City will consider initiatives that reduce air, noise, and light pollution throughout the community.
- 7.27 Decorative lighting will be allowed in accordance with the principles of winter city design to bring colour and light to the streetscape during the dark winter.
- 7.28 All types of lighting used throughout the community should be carefully considered to keep light pollution to a minimum.



Photo: Zoë Morrison



## 8 Development and Growth

### OVERVIEW

Whitehorse is an attractive place to live, learn, play, and work; it is also the commercial and tourism hub of the Yukon. The city contains a diverse range of urban elements and land uses, with residents living in different neighbourhoods distributed throughout the community.

As described in Section 2.4 Accommodating Growth, development plays an important role in accommodating anticipated population growth for the community. This development includes *redevelopment* and *intensification* opportunities on sites previously associated with a different use as well as in new development areas.

The municipal government plays an important role in influencing Whitehorse's growth and land development pattern through the provision of urban planning. One of the most important roles of the OCP is to illustrate the vision of the community, and thoughtfully consider how new growth can contribute positively to the community. In addition to the plans held by the City of Whitehorse, Ta'an Kwäch'än Council and Kwanlin Dün First Nation also have land planning intentions that influence the community, such those outlined in *Kwanlin Dün First Nation's Community Lands Plan*.

As described in this section, the OCP aims to direct development efforts to the most suitable locations within the Urban Containment Boundary, encourage the creation of mixed-use development in areas well-served by transit and in close proximity to the Downtown, and protect undeveloped areas for as long as possible.

### GOALS

- |   |  |
|---|--|
| 8.(a) Reduce urban sprawl to preserve the natural environment, minimize new infrastructure, reduce greenhouse gas emissions, and use existing infrastructure efficiently. | within the Urban Core and Urban Centres.   |
| 8.(b) Higher density residential and commercial developments are focused  | 8.(c) Neighbourhoods are designed to support the use of active transportation and transit, and provide basic needs for residents, minimizing the need for personal vehicles. |

## Part B Policy Direction

### Section 8 Development and Growth

8.(d) The Downtown is a thriving area, recognized as the heart of the community.

8.(e) Gateways to the city create positive impressions of Whitehorse.

## POLICIES

### GENERAL

- 8.1 Development will be compact to ensure existing public services are used efficiently, transportation impacts are minimized, wilderness spaces are preserved for as long as possible, and neighbourhoods are more walkable.
- 8.2 The City will accommodate the demand for residential growth through a mixture of development types including intensification development and greenfield development.
- 8.3 Brownfield development is encouraged to increase infrastructure efficiencies, reduce sprawl, and facilitate contaminated lands' remediation.

### COMPLETE COMMUNITIES

- 8.4 The City will encourage the transition of existing residential neighbourhoods to more Complete Communities by introducing opportunities for new land uses or mixed-use nodes, described in this section as Urban Centres.
- 8.5 New residential neighbourhoods will be designed as Complete Communities by incorporating a range of residential and commercial uses, daycares, schools, community amenities, and transportation options. Parks, playgrounds, trails, community gardens and natural greenspaces will also be considered.
- 8.6 To better serve the residents of neighbourhoods as density and population increases, existing community amenities (e.g., parks, playgrounds, streetscape elements, transit stops, schools, libraries) may need to be expanded or redesigned, and/ or new amenities added.
- Complete Communities** meet the basic needs of all residents by encompassing a mix of residential, commercial, recreational and community uses (e.g., housing, groceries, employment areas, medical and personal services, schools, parks).
- To support the viability of the services and amenities, they must be designed to be convenient for people to access them; this is done by locating amenities within a comfortable walking distance to residents, incorporating active mobility networks, or transit linkages where longer travel distances are anticipated.
- By creating an environment where residents can comfortably live, work, play, and learn all within the same area, Complete Communities are considered more “liveable” than those not

## Part B Policy Direction

### Section 8 Development and Growth

- 8.7 Planning for amenities and infrastructure across Whitehorse should consider the needs of residents at different life stages and circumstances and facilitate aging in place.

#### Schools

Schools are an important service and community asset that support the vitality of neighbourhoods.

- 8.8 Identifying lands that are suitable for the development of future schools is a priority for the City.
- 8.9 The City will collaborate with the Government of Yukon to identify suitable locations for future schools.
- 8.10 Future school locations should be distributed throughout the community in a manner that reflects demand, allows convenient access for students, and does not negatively impact the surrounding areas or overall transportation network.
- 8.11 When reviewing potential locations for future schools, the following will be considered:
- i. Age of students and means of transportation anticipated for the students attending the school;
  - ii. Walking distance from surrounding residences and existing and potential public transit routes;
  - iii. Connectivity to active transportation routes and the open space network;
  - iv. Traffic routes;
  - v. Access to trails and natural greenspaces; and
  - vi. Opportunity to function as a neighbourhood hub.
- 8.12 Elementary schools are encouraged along local streets and secondary schools are encouraged along major streets.
- 8.13 If higher traffic volumes are anticipated, such as for high schools or schools that may draw students from across the city, a centralized location is preferred to not generate negative traffic patterns.
- 8.14 The location and design of school sites will provide safe, direct, and convenient connections for students to access active transportation routes.

#### Supportive Service Facilities

Supportive services are important to the well-being of Whitehorse residents. Facilities such as emergency shelters, harm reduction centres, or social/ supportive/ transitional housing all provide critical services to members of the community during their most vulnerable moments.

## Part B Policy Direction

### Section 8 Development and Growth

Service providers must identify suitable locations for supportive social service facilities. The location of these facilities should ensure a safe and harmonious environment for clients accessing supportive social services, and surrounding community members.

#### URBAN CENTRES

- 8.15 To create more Complete Communities, the development of Urban Centres will be supported in areas shown in Map 2 Urban Centres.
- 8.16 Urban Centres will include a mix of uses and built forms that are urban in character (e.g., pedestrian and transit-oriented, mixed-use buildings, taller structures).
- 8.17 Density transitions will be provided between Urban Centres and their surrounding residential neighbourhoods to reduce negative impacts on lower density uses.
- 8.18 Where mixed-use buildings are proposed in Urban Centres, commercial uses will be on the ground floor with residential uses above.
- 8.19 Urban Centres will be developed on or near transit routes to facilitate convenient access to transit services.
- 8.20 Areas within or immediately surrounding Urban Centres as shown in Map 2 Urban Centres will be considered the most suitable locations for higher density residential uses, outside of the Downtown and Urban Core.
- 8.21 Lots in or near the areas shown in Map 2 Urban Centres will be rezoned to allow for commercial uses and multi-family residential.

#### Urban Centres

Urban Centres consist of higher-density residential and commercial uses co-located in a central area. This grouping of uses supports convenient access and use of services by residents.

While not all Whitehorse neighbourhoods have the potential for an Urban Centre, the introduction of Urban Centres is expected to benefit adjacent neighbourhoods and reduce the need to use a vehicle to access basic needs.



## STRATEGIC GROWTH AREAS

- 8.22 To guide future growth in Whitehorse and identify a hierarchy of intensifying development, strategic growth areas have been used. Each of these areas are shown in Figure 8 Strategic Growth Areas.



### - CITY BOUNDARY -

Represents the extent of lands collectively referred to as Whitehorse.

### Rural Area

Lands located between the city boundary and Urban Containment Boundary.

### - URBAN CONTAINMENT BOUNDARY -

Represents the extent of the City's piped water and sewer system.

### Outer Urban Area

Lands located between the Urban Containment Boundary and Urban Core.

### Urban Core

Represents an area that is within 3km, or approximately a 10-minute cycling distance to the Downtown.

### Downtown

The heart of the community for commerce, employment, arts, and culture.

Figure 8 Strategic Growth Areas

## Urban Containment Boundary

The Urban Containment Boundary represents the planned extent of the City's piped water and sewer infrastructure.

- 8.23 To provide a consistent level of service to future residents, and to maintain or increase efficiencies of existing infrastructure, new development will be primarily located within the Urban Containment Boundary and be connected to municipal services.

## Part B Policy Direction

### Section 8 Development and Growth

- 8.24 Development in the Urban Core and Whistle Bend will be prioritized.
- 8.25 The City will continue to collaborate with the Government of Yukon, Ta'an Kwäch'än Council, and Kwanlin Dün First Nation to ensure the availability of adequate serviced land supply within the Urban Containment Boundary.

#### Downtown

Whitehorse's Downtown is located on a natural floodplain nestled between the escarpment in the west, and the Yukon River to the east. In this OCP, the Downtown contains the Mixed-Use - Downtown Core, Mixed-Use - Riverfront, and the Residential – Old Town designations that are further described in Section 15 Land Use Designations. This area is shown in Map 3 Urban Growth Areas. As described throughout the OCP, the Downtown and riverfront hold a special place as a historic, commercial and social hub and the location of many of the community's important buildings, activities, and events.

- 8.26 To maintain the Downtown's prominence in the community, the Downtown will continue to be the primary employment, cultural, and community service area of the community.
- 8.27 Development in the Downtown should seek to improve user experiences, while retaining the diverse character of the Downtown.
- 8.28 The Downtown will be designed as a welcoming and comfortable area for people of all backgrounds, ages, and abilities with public space improvements reflecting its role as the heart of the community.
- 8.29 The Downtown will allow for a broad range of experiences to residents and visitors.
- 8.30 Arts and cultural activities that showcase the diversity of the population and history of the community should be located in the Downtown.
- 8.31 The City will encourage high density housing forms Downtown to increase the number of people living in the area.
- 8.32 Uses and initiatives that increase the number of people in the Downtown year-round will be supported to increase vibrancy and support the viability of local businesses.
- 8.33 Public space improvements and amenities in the Downtown will be designed to welcome more people to the area year-round.
- 8.34 To facilitate intensification of uses in the Downtown, the City will consider:
- i. The reduction of parking requirements for developments located near active transportation and transit routes;
  - ii. Increases to building heights or lot coverage in selected areas;
  - iii. The redevelopment potential of the former Municipal Services Building; and

## Part B Policy Direction

### Section 8 Development and Growth

- iv. Support other intensification development and brownfield redevelopment opportunities, as appropriate.

8.35 To encourage an increase of residents living in the Downtown, the City will support the introduction of new and the expansion of existing parks and other community amenities in this area.

### Urban Core

- 8.36 The Urban Core will be the focus of Whitehorse's higher density residential and new commercial growth as these areas can reasonably accommodate residents accessing essential services using active modes of transportation and transit services.
- 8.37 Residential areas within the Urban Core that require a Master Plan (as described in Section 13 Land Management) will achieve a minimum overall density of 20 dwelling units per gross hectare, as illustrated on Figure 9 Illustration Achieving a Housing Density Using Different Housing Types. Note, this density calculation is not measured per lot, but rather for the whole plan area and includes roadways, utilities, reserves, and other public spaces.

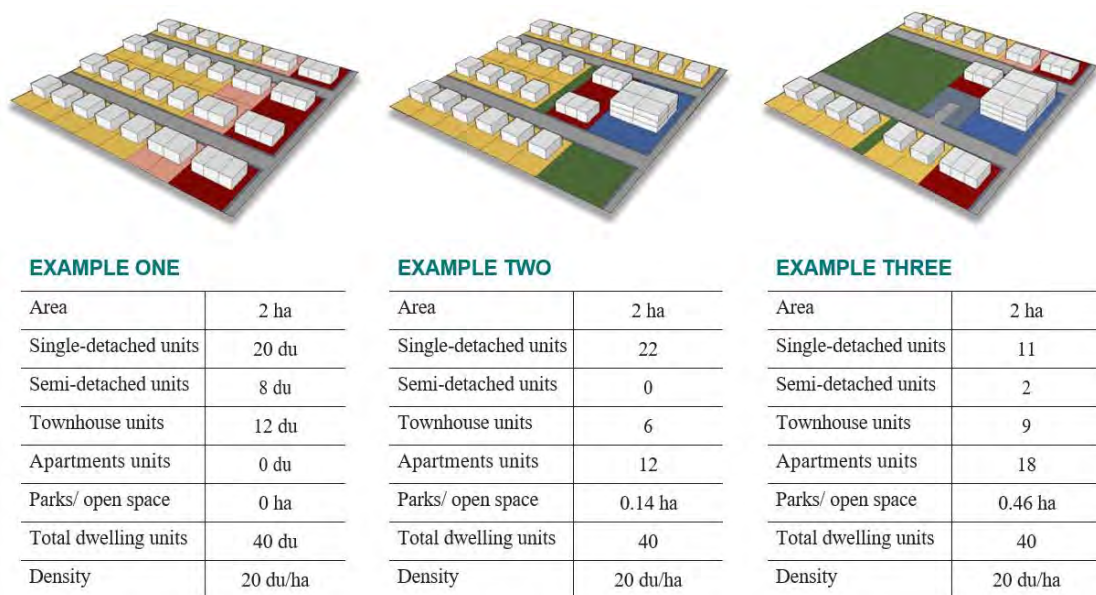


Figure 9 Illustration Achieving a Housing Density Using Different Housing Types

### Outer Urban Area

- 8.38 Development in the Outer Urban Area will be a mixture of low to medium densities, with higher density uses located near Urban Centres and along major roads and transit routes.

## Part B Policy Direction

### Section 8 Development and Growth

#### Rural Areas

8.39 Development in Rural Areas will generally not be connected to municipal services.



Photo: City of Whitehorse



## 9 Housing

### OVERVIEW

Access to housing is a human right. To provide residents with access to the appropriate housing options as their needs change, the City will work with community partners to ensure the full range of housing continuum options are present in the community.

Although the City does not directly provide housing, the City's role includes preparing policy and undertaking land use planning through the OCP and Zoning Bylaw to plan and regulate housing; the City also collaborates with the Government of Yukon and other developers of residential land, and advocates on behalf of residents for the construction of supportive housing.

Recognizing the role that various governments and other organizations play in providing housing in Whitehorse, the City is committed to using the tools at its disposal to help meet current and anticipated housing supply, diversity, and attainability goals.

Ensuring that new buildings are energy efficient and built to last is important to reducing greenhouse gas emissions and sustainability values. The City works with industry experts such as Yukon Housing



### Housing Continuum

The housing continuum considers that a full spectrum of housing options is required in a community, from emergency shelter to private ownership. This continuum is not meant as a linear progression, it acknowledges that housing needs vary from person to person and will change throughout a person's life for various reasons including age, income, household size, or mobility level.

By providing the full continuum of housing options, as residents' needs change, they can find suitable housing along the continuum and avoid any undue stressors associated with being limited to only unsuitable or unattainable housing



## Part B Policy Direction

### Section 9 Housing

Corporation, Energy Solutions Centre, and local contractors to help reduce energy usage in renovations and new construction.

The housing needs of individuals and families are constantly changing. The City is committed to working with its housing partners to continue to better understand the local context and refine policies and actions accordingly.

## GOALS

- |       |   |       |  |
|-------|---|-------|--|
| 9.(a) | Whitehorse's residential unit supply meets existing and anticipated demand.                               | 9.(d) | Neighbourhoods include a range of services, programs and housing options that allow residents to age in place. |
| 9.(b) | Whitehorse has residential options across the housing continuum that meet the diverse needs of residents. | 9.(e) | Homes are energy efficient and built to last.  |
| 9.(c) | Housing options in Whitehorse are financially attainable.   |       |  |

## RESIDENTIAL GROWTH STRATEGY

To accommodate the new dwellings units needed to house Whitehorse's anticipated population growth by 2040, the City has created a residential growth strategy that includes both encouraging development within existing neighbourhoods and planning new greenfield new neighbourhoods.

As illustrated in Figure 10 Capacity to Accommodate Residential Growth, it is estimated that the Urban Containment Boundary, excluding the South Growth Area, has the capacity to accommodate the city's projected high growth requirement to 2040.

**Development** means any new use, change of use, or change of intensity of use on any land within the city boundary.

Residential **redevelopment** introduces new dwelling units on lots where dwelling units do not currently exist.

Residential **intensification** increases the number of dwelling units on lots where dwelling units do currently exist.

**Brownfield** development occurs on sites that have been previously built on and may require remediation or major modifications.

**Greenfield** development occurs on sites that have not been previously built on, generally not within existing subdivision areas.

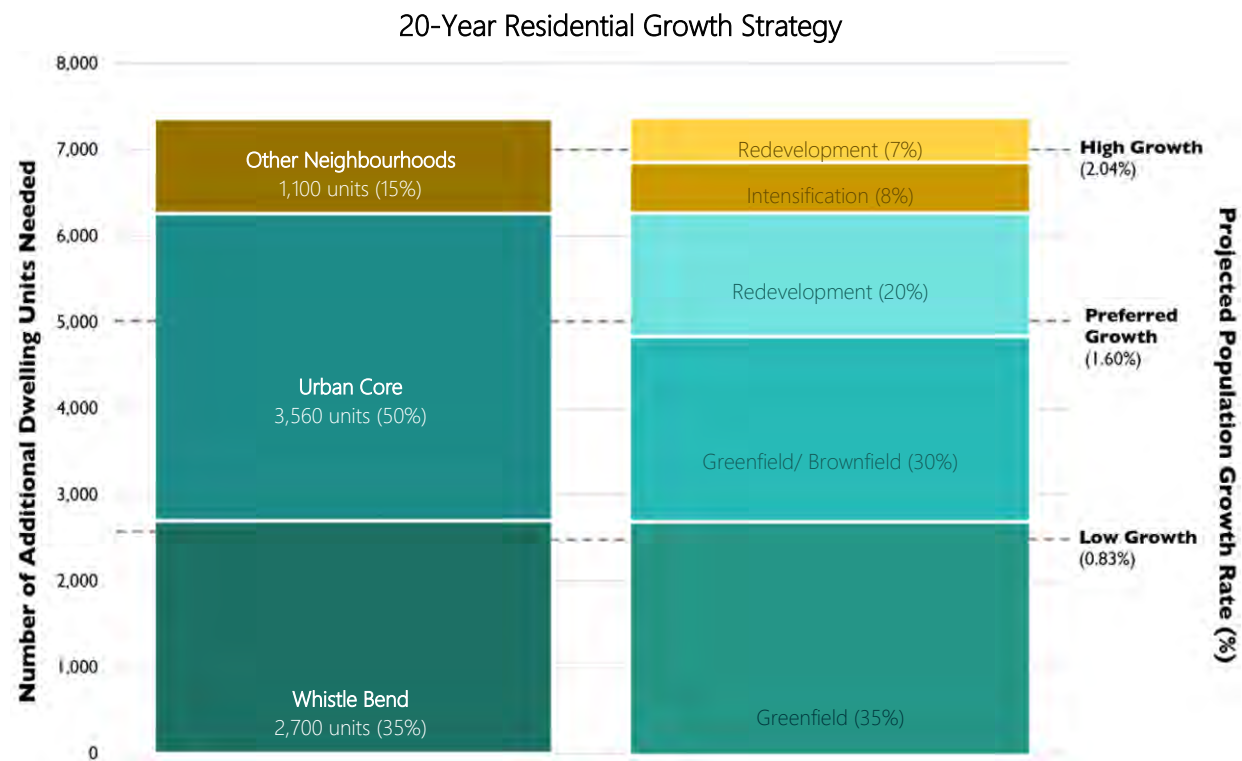


Figure 10 Capacity to Accommodate Residential Growth

## POLICIES

### INCLUSIONARY HOUSING

- 9.1 The City will encourage the construction of a variety of housing types across Whitehorse that reflect the housing continuum.
- 9.2 The City will collaborate with other orders of government, housing providers, agencies, and the development industry to understand the changing context and the housing needs of community members; and to address emergency, short-term, and long-term housing needs in the community.
- 9.3 The inclusion of supportive housing and publicly operated housing will be supported in all areas of the city, with priority location along transit routes.

### Affordability

- 9.4 Opportunities for affordable housing should be integrated into all neighbourhoods and distributed throughout the community, with preference given to locations within walking distance of Urban Centres, the Downtown and transit routes.

## Part B Policy Direction

### Section 9 Housing

#### Rental Housing

- 9.5 The City is committed to supporting the development of various rental housing options, as a means of increasing affordability and expanding the range of housing options in Whitehorse.
- 9.6 The development of secondary suites (e.g., living suites, garden suites) will be supported.

#### Accessibility and Aging in Place

- 9.7 The City will encourage the construction of single and multi-family housing forms that are universally accessible for those with limited mobility.
- 9.8 Housing developments for seniors should be adequately designed to address their specific needs; this may include developments that offer a range of unit types allowing residents to move from one unit type to another as their needs change.

### SUSTAINABILITY AND ENERGY EFFICIENCY

- 9.9 The redevelopment of aging housing stock will be supported, as will residential density increases, where appropriate.
- 9.10 The City will work with partners to promote energy efficient construction and sustainable building practices.

### NOTABLE RESIDENTIAL LAND DEVELOPMENT OPPORTUNITIES

As shown in Figure 10 Capacity to Accommodate Residential Growth, a range of residential development is anticipated to accommodate Whitehorse's 20-year growth. Of those described, there are several notable residential opportunities within the city boundary that have been identified on Map 3 Urban Growth Areas and described below.

- 9.11 In acknowledgement of the challenges associated with greenfield land development, including the high cost of infrastructure required (e.g., likely over \$550M for either the North or South Growth Area), residential development within existing neighbourhoods, the Downtown, and in Urban Centres is preferred.
- 9.12 Development of each of the following notable residential opportunities will be further detailed through subsequent planning which, among other things, may refine the development area's boundary and identify environmentally sensitive areas to be protected.

#### First Nations Settlement Lands

It is understood that development on First Nations Settlement Lands located inside the city boundary, as shown on Map 4 First Nation Settlement Lands, is a priority for both Ta'an Kwäch'an Council and Kwanlin Dün First Nation. These projects would be the first private sector or First Nations-led, large

## Part B Policy Direction

### Section 9 Housing

scale land development projects in Whitehorse; as such, the City would not have control over project timelines.

- 9.13 The City will continue to support First Nation-led development of Settlement Lands, including through the preparation of detailed feasibility studies and planning efforts for Settlement Lands.

#### Whistle Bend

Whistle Bend is a large greenfield development located in the north portion of the Urban Containment Boundary as shown in Map 3 Urban Growth Areas. First identified for residential use in the 1987 OCP, Whistle Bend is a residential neighbourhood designed to support the concept of a Complete Community by incorporating a variety of land uses integrated with parks and trails and has been designed so that all residents are within a 5 minute walk of a transit stop. As of 2020, the undeveloped portions of Whistle Bend represented approximately 2,700 of its total 4,900 units making Whistle Bend roughly 55% developed from a residential stance.

- 9.14 The City will continue to support the development of Whistle Bend as an area that provides compact residential development and encourages transit use and active transportation.

#### Valleyview South

The Valleyview South Development Area, which includes the area known as the Tank Farm, is located in the Urban Core, south of the Valleyview neighbourhood. This area is shown in Map 3 Urban Growth Areas. Based on a very conservative estimate, the area is anticipated to be able to accommodate between 1,200 to 1,400 new dwelling units by 2040.

- 9.15 The City will support the development of the Valleyview South Development Area as a new residential neighbourhood, with an Urban Centre.
- i. The Urban Centre location shown in the Valleyview South Development Area is intended to be approximate with detailed boundaries of the Urban Centre defined through a future Master Plan for the area.
- 9.16 Consideration should be given to determining a formal name for this area, as completed through the Master Plan process.

#### Smaller Residential Land Development Opportunities

Whitehorse residents have expressed a desire to protect the area surrounding McIntyre Creek for its ecological and community recreation values. This area had been previously identified as Porter Creek D in the 2010 OCP as a Potential Future Growth Area; as such, other areas have been identified.

- 9.17 As a replacement growth opportunity for Porter Creek D, two smaller development areas along the Whistle Bend Way and near Holly Street will be examined for future residential development.

#### Kwanlin Dün McIntyre Subdivision and Crow and Swan Streets

McIntyre Subdivision was originally developed to house workers for the Alaska Highway gas pipeline. In 1986, this project stalled, and many Kwanlin Dün people were moved from Lot 226 in Marwell. McIntyre Subdivision is now home to many and has complimentary community uses including Kwanlin Dün administration buildings, the Nàkwät'à Kų`Potlatch House, the Kashgêk' Building, and a range of recreational facilities. The Crow and Swan street area is also a growing residential neighbourhood for Kwanlin Dün.

- 9.18 The Kwanlin Dün Community Lands Plan and the specific Neighbourhood Plans will guide development in the McIntyre Subdivision and in the Crow and Swan streets.

#### South Growth Area

To mitigate the risks associated with development within existing neighbourhoods not moving forward, and in preparation for this OCP, the City and the Government of Yukon commissioned pre-feasibility studies to explore greenfield areas. Studies were completed for two additional greenfield development options: one located south of Copper Ridge (South Growth Area), the other in the Long Lake area (North Growth Area); these areas are shown on Map 3 Urban Growth Areas. The studies found that both areas are suitable for compact urban-style residential development and could provide between 7,000 and 8,500 units depending on the density and style of development.

Although both growth areas are suitable for residential development, each area has unique development considerations that would need to be addressed. For example, investment in a second bridge across the Yukon River is a necessary precursor to development of the North Growth Area, while the presence of near surface bedrock in the South Growth Area increases development costs and servicing complexity.

- 9.19 The City is committed to moving forward with the further planning of the South Growth Area's development as a new residential neighbourhood. Some feasibility studies have been completed, but more in-depth work is needed to better understand the potential costs and challenges associated with extending water and sewer services to this area; this process is anticipated to take many years before lots will be ready to sell.
- 9.20 The City acknowledges that there are Settlement Land parcels in the South Growth Area. The planning and subsequent development of the South Growth Area will require significant collaboration, investment in infrastructure, and partnership commitments between the City, the Government of Yukon, and Kwanlin Dün First Nation.
- 9.21 The City will annually review population projections and the status of other developments with the Government of Yukon to inform demand and timing of the development of the South Growth Area.
- 9.22 As part of the planning for the South Growth Area, the City will encourage the development of McLean Lake Quarries to allow for a broad range of land uses in that area.

## Part B Policy Direction

### Section 9 Housing

#### North Growth Area

The North Growth Area, located near Long Lake, was identified in the 2010 OCP as a Future Expansion Area. This area would be considered a greenfield development located outside of the Urban Containment Boundary as shown in Map 3 Urban Growth Areas and Map 5 Land Use Designations. The North Growth Area will be developed after the South Growth Area unless the South Growth Area is found to be unsuitable for residential development.

- 9.23 The North Growth Area will continue to be shown in the OCP as a Future Planning Area to preserve it as a long-term option for the development of a new residential neighbourhood. In the event that the South Growth Area is not feasible for development, the City shall consider North Growth Area is selected as the Whitehorse's next growth area. An amendment to the OCP would be required before the North Growth Area could be developed.
- 9.24 The City acknowledges that there are substantial Settlement Land parcels in the North Growth Area and that Kwanlin Dün First Nation's Community Lands Plan has examined this area; as such, close partnership and collaboration with First Nations will be required in order to realize the desired intensity of development in the area.
- 9.25 The planning process for this area will need to carefully consider key recreation and traditional uses in areas such as Long Lake within and near the planning boundary.
- 9.26 The City will:
- i. Evaluate opportunities for a second bridge crossing of the Yukon River which will be needed to facilitate the development of the North Growth Area; and
  - ii. Annually review population projections and the status of other developments to inform demand and development timing.





Photo: City of Whitehorse



# 10 Economy

## OVERVIEW

As described in Section 2.3 Economy and Activities, Whitehorse is a hub for local, regional, and territorial economic interests and the hub for many visitors to the Yukon. As a key centre for the territory, all the various economic activities which take place throughout the Yukon impact Whitehorse and contribute to the wellbeing of the community.

As the local economy grows through expansions or creation of new businesses, it will be important to support and promote local businesses, strengthen the local workforce, and train Yukoners to enter the market as skilled workers. New businesses will lead to a diversification of economic opportunities and increase the economic resiliency for the community. This will add new experiences for residents and grow the tax base which in turn allows the City to reinvest in municipal services and assets ultimately enhancing quality of life for residents.

The City's goals for fostering economic growth focus on providing a supportive environment for entrepreneurs, businesses, and visitors, as well as a high quality of life for residents through the adoption of sustainable economic, environmental, social, and cultural values and practices. This approach aims to not only support existing businesses but also focus on the people behind those businesses and being a place where they want to come, invest, and stay.

## GOALS

- |   |   |
|---|---|
| <p>10.(a) Increase economic resiliency and diversity.</p>   | <p>10.(d) Maintain an adequate supply of residential, commercial, and industrial land to support local growth and diverse economic opportunities.</p> |
| <p>10.(b) Attract people to live, work, play, and visit Whitehorse year-round.</p>  | <p>10.(e) Local businesses and entrepreneurial culture that enhance community well-being are supported.</p>   |
| <p>10.(c) Maintain positive relationships with local businesses, the Government of Yukon, Kwanlin Dün First Nation, the Ta'an Kwäch'än Council, Government of Canada, and other partners through collaboration.</p> | <p>10.(f) The Downtown is a vibrant area and economic hub.</p>  |

## Part B Policy Direction

### Section 10 Economy

- 10.(g) Northern innovations and knowledge-based activities stimulate the local economy.

## POLICIES

### GENERAL

- 10.1 The City will work to attract and retain new residents, employees, and visitors by continuing to provide high quality services, programming, and amenities.
- 10.2 The City will encourage the growth of Whitehorse as the Yukon's major economic centre.
- 10.3 The City will continue to work with partners to support the resource development and mining industry, and Whitehorse's role as its commercial, service, and supply centre hub.
- 10.4 The City will continue to enhance the city's reputation as a year-round destination for residents and visitors and will work with partners to support the tourism sector.
- 10.5 The City will continue to recognize the importance of residential development and housing in supporting the success of the local economy.
- 10.6 The City will support the development of community assets that attract investment and generate economic activity.

### CAPACITY BUILDING

- 10.7 The City will continue to work in partnership with the business community, the Government of Yukon, the Government of Canada, Yukon First Nation governments and development corporations, Yukon University, non-for-profit organizations, and other local institutions to grow the local economy.
- 10.8 The City will continue to support local businesses through its procurement practices.
- 10.9 The City will continue to review municipal processes to identify opportunities that may simplify or clarify processes, improve communication, or generally support local businesses more effectively.
- 10.10 The City will encourage research, development, and innovation endeavors, specifically in the realm of those that focus on northern environments and communities.

### Yukon University

Yukon University is an important community asset that incorporates a mixture of live, work, learn, and play uses. The presence of Yukon University in Whitehorse encourages continuous education and lifelong learning to all residents and is a key contributor to Yukon's future labour force.

## Part B Policy Direction

### Section 10 Economy

- 10.11 Opportunities to showcase Yukon University and Whitehorse's role as a university town should be considered.
- 10.12 The City will encourage the expansion of Yukon University.
- 10.13 Connectivity between the Yukon University campus and rest of Whitehorse is encouraged.

### NOTABLE ECONOMIC LAND DEVELOPMENT OPPORTUNITIES

There are multiple options to meet the anticipated demand for more industrial and commercial lands including intensification development, brownfield redevelopment, planned lot enlargements, and greenfield development of new areas. Policies have been included in the OCP to encourage the development of all types of commercial and industrial uses such as those on serviced lands within the Urban Containment Boundary as well as those on unserviced lands or those that may cause nuisance to surrounding areas. Existing quarry areas have also been considered for their future redevelopment potential. In addition to steps taken in the OCP to address demand for commercial and industrial lands, additional efforts will be required outside of this OCP process through modifications to the City's land development process and other incentives.

- 10.14 Land needed to accommodate economic opportunities and job creation will be identified and planned strategically.
- 10.15 The City and will work cooperatively with the Government of Yukon to advance the development of commercial and industrial lands.

### Ear Lake Quarries

Gravel quarrying and industrial activities in the Ear Lake area began in the 1950s. There is limited gravel resource remaining near Ear Lake and Hobo Lake. One quarry lease area remains viable and will need careful management. Gravel quarrying is further described in Section 15.12 Natural Resource Extraction.

- 10.16 Limited extraction may be permitted within the quarry lease area, subject to conditions to ensure the land is prepared for post-quarry uses and adjacent lands are not negatively affected. This shall be required prior to any new lease or land disposition.
- 10.17 To support the future redevelopment of this area, the creation of a final rehabilitation plan will be required prior to land any disposition.



Photo: City of Whitehorse



# 11 Transportation and Mobility

## OVERVIEW

All elements of community design must be considered to improve movement throughout the community and support residents' well-being. Land use patterns and the layout of Whitehorse's transportation network will impact the way people choose to move through the community and the community's greenhouse gas emissions. As a northern community, Whitehorse experiences long, dark winters with extreme weather conditions that makes movements through the community challenging, however, winter cycling is becoming more and more popular. Whitehorse also has warm summers with long days that makes active transportation a very enjoyable option for many.

The necessity of residents to go to work, school or run errands can present barriers based on income inequality or mobility limitations. To facilitate the safe and equitable movement of all residents, a range of transportation modes must be considered. Walking and cycling are examples of active transportation modes that are equitable based on income and suitable for short to moderate length trips. For some people, having a personal automobile is less affordable. Both personal automobiles, public transit, or commercial services such as taxis are more suited for longer trips, extreme weather conditions, those with reduced mobility, or while transporting many items like groceries. Considering the different modes of transportation in Whitehorse, and the needs of residents with different abilities and at different phases of life is important.

In addition to everyday trips there are many commercial vehicles driving through Whitehorse that bring essential goods in and out of the region. During the summer months, Whitehorse experiences an influx of larger recreational vehicles on the highway and through the Downtown; these larger vehicles require specific access and parking considerations. Beyond active transportation and vehicle movements, Whitehorse is also accessed by air and water which are transportation modes that are used for recreation, economic endeavors, and emergency response.

The number of electric vehicles in Whitehorse is growing quickly and Government of Yukon is providing support in the form of new charging stations in Whitehorse and other communities, and

## Part B Policy Direction

### Section 11 Transportation and Mobility

rebates for the purchase of new vehicles. As the number of electric vehicles grows, more charging stations will be needed in multiple unit dwellings, commercial buildings, and workplaces.

## GOALS

- |        |  |        |   |
|--------|--|--------|---|
| 11.(a) | The City's transportation network is safe, equitable, and sustainable.   | 11.(e) | Transportation and mobility decisions support the City's climate action goals.              |
| 11.(b) | The City's active transportation network is complete and connected for all ages and abilities, minimizing the need for daily personal vehicle use. | 11.(f) | The City's transportation network supports the built environment and surrounding land uses. |
| 11.(c) | Residents increasingly choose active or shared modes of transportation when moving throughout the community.                                       | 11.(g) | Traffic fatalities and serious injuries are eliminated.                                     |
| 11.(d) | The City's transportation network is designed to support multi-modal movement and choice year-round.   | 11.(h) | Congestion at peak times is reduced using transportation demand management strategies.      |
|        |  | 11.(i) | The City's transit system is safe, reliable, and convenient for users.                      |

## POLICIES

### PLANNING, DESIGN, AND MAINTENANCE

- 11.1 The City will ensure alignment between the OCP and other transportation and mobility planning documents.
- 11.2 The City will develop a monitoring program and reporting process to evaluate and report on transportation mode use in the community on an on-going basis.
- 11.3 The City will use transportation demand management strategies and partnerships to reduce congestion at peak times.
- 11.4 The City will encourage carpooling through partnerships, incentives, and education campaigns.
- 11.5 The City will encourage the transition to electric vehicles, and other new mobility options, through collaboration with Government of Yukon and a review of City policies and bylaws.
- 11.6 The following hierarchy of transportation modes should be used to set priorities when designing upgrades, infrastructure renewal, and building new transportation infrastructure:



## Part B Policy Direction

### Section 11 Transportation and Mobility

Active	Pedestrians (including mobility assists such as wheelchairs); Cycling (including e-bikes, and other low-powered vehicles);
Shared	Transit; Carpooling; and
Personal	Driving.

- 11.7 The City will encourage a shift towards increased use of active and shared transportation modes. Increased support for these modes is recognized as a means of mitigating the impacts of climate change, supporting equitable mobility throughout the community, and encouraging healthy lifestyles.
- 11.8 The City will pursue strengthening the active transportation and transit networks' connections between live, work, learn, and play destinations.
- 11.9 Safety will be a priority when it comes to the design, construction, and maintenance of transportation infrastructure.
- 11.10 The City will continue to apply the Transportation Association of Canada guidelines as a minimum standard when designing transportation infrastructure.
- 11.11 A Complete Streets approach will be applied to roadway re-construction, upgrades, and new construction.
- 11.12 The design of the transportation network will support surrounding land use, consider the needs of all users, incorporate multi-modal movements, and include opportunities for decorative street furniture or public art, where appropriate.
- 11.13 Transportation network infrastructure may be considered as an area to accommodate activities or provide amenities that enhance urban life, at a scale and intensity that is appropriate. This may include hosting community events and permitting outdoor seating/ dining areas.
- 11.14 The City is committed to effective winter maintenance operations of the transportation network including active transportation routes. As such, winter maintenance requirements

#### Complete Streets

Complete streets are safe for all users, regardless of age, ability, income, race, ethnicity, or mode of travel. Complete street design creates spaces where all users can thrive — not only motorists.

Complete Streets often include human-scale design such as street furniture, greenery, and wide pedestrian rights-of-way.



## Part B Policy Direction

### Section 11 Transportation and Mobility

will be considered when designing and upgrading the transportation network. This topic is further described in Section 12 Municipal Services and Assets.

- 11.15 The City will collaborate with the Government of Yukon and other landowners to plan and implement upgrades to the Alaska Highway.

#### ACTIVE TRANSPORTATION

- 11.16 The City will ensure that new developments are designed and connected to the active transportation network in a way that supports the hierarchy of transportation modes included above.
- 11.17 Initiatives that remove physical barriers, address safety concerns, close route gaps, improve winter maintenance, and improve lighting for active transportation modes throughout the community will be supported, where feasible.
- 11.18 Improvements that address year-round convenience, safety, comfort, and attractiveness of active transportation modes will be promoted through infrastructure development and redevelopment.
- 11.19 The City will ensure that the active transportation network is designed with connections to support year-round multi-modal movements.
- 11.20 The City will work with community partners to enhance the overall active transportation network connectivity to destinations such as schools, hospital, and major workplaces.

#### Multi-Modal Movement

Refers to using multiple types of mobility within a single trip. An example of this would be cycling to a transit stop, loading your bike onto the bus, travelling by bus to your destination, and then unloading your bike and continuing your ride.

#### TRANSIT

- 11.21 The City will support the ongoing provision of public transit as an essential municipal service that enhances equitable movement throughout the city.
- 11.22 The design of public transit infrastructure will recognize and prioritize the needs of those with limited mobility independence.
- 11.23 The City will continue to invest in public transit improvements or expansions that increase accessibility, convenience, reliability, comfort, and/ or safety for users.
- 11.24 The City will continue to update and enhance the usability of the public transit network through technological innovations (e.g., digital payment methods, live tracking of transit, online publishing of routes).

## Part B Policy Direction

### Section 11 Transportation and Mobility

#### PARKING

- 11.25      Parking options in the Downtown and in the Urban Centres will support a range of different mobility choices and vehicle types (e.g., bicycles, motorcycles, personal automobiles, electric vehicles).
- 11.26      Bicycle and electric vehicle charging stations will be considered in the design of new high-density residential buildings, parkades and commercial uses.
- 11.27      The location of public parking will seek to reduce traffic congestion and support surrounding uses.

#### AERODROMES

The Erik Nielsen Whitehorse International Airport, Schwatka Lake water aerodrome, and Cousins aerodrome are all owned by the Government of Yukon, located within the city boundary, and federally-regulated. The aviation industry is critical for the Yukon. In addition to supporting the tourism and mining sectors, many people and goods are transported via aircraft through Whitehorse; it also provides emergency response for medical transport, RCMP support, and during emergencies such as wildfire suppression. The City acknowledges the role aviation plays in supporting the territory's well-being.

- 11.28      The Erik Nielsen Whitehorse International Airport is a valued critical asset for Whitehorse and territory and will continue to play an important role in the community.
- 11.29      The City will coordinate with other Governments to ensure land uses adjacent to the Erik Nielsen Whitehorse International Airport are compatible with the airport's ongoing operations.
- 11.30      The City will support the continued and future use of the Schwatka Lake water aerodrome. Changes to the aerodrome's management and/ or roles of the Government of Yukon and the City will be considered with safe aviation operations as a priority.



Photo: City of Whitehorse



# 12 Municipal Services and Assets

## OVERVIEW

The City provides a range of services that contribute to the community's collective well-being. This includes core services, such as clean drinking water, sewage collection and treatment, safe roadways, solid waste management, protective services and fire suppression, building permitting, and recreation amenities. To provide these services, the City relies on approximately \$454 million worth of assets (at net book value, December 2020) <sup>14</sup>.

Municipal assets range from small to large and together form all the systems needed to keep the city running, such as: all municipal departments and City Council, the roadway and trail network, transit system, water treatment and distribution network, wastewater collection and treatment system, parks and recreation facilities, fire and protective services, and waste management.

As residents' needs change, so too must the services the City provides. Remaining flexible and adapting to new processes or technologies is critical to maintaining the City's ability to provide high-quality services that enhance equity inclusion and quality of life for all residents. This will require being

### Municipal Assets

Assets owned by the City include, but are not limited to:

- Roadways, bridges, sidewalks;
- Parks, playgrounds, trails;
- Recreation facilities and associated equipment;
- Water treatment plant and distribution network;
- Wastewater treatment plant;
- Waste management facility,
- Culverts and storm drains;
- City Hall and other municipal offices, fire halls, operations shops, and storage areas;
- Communications and IT networks; and
- Equipment, tools, and vehicles.
- Organics processing and compost production facility.

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<sup>14</sup> City of Whitehorse, *City of Whitehorse Asset Management Policy*, November 2020.

## Part B Policy Direction

### Section 12 Municipal Services and Assets

goal-oriented and remaining open-minded, constantly evaluating how best to meet the needs of the community in a sustainable manner.

## GOALS

- |        |  |   |
|--------|--|---|
| 12.(a) | Community emergency management services include prevention and mitigation, preparedness, protection, response, and recovery efforts. | increases sustainability and reduces greenhouse gas emissions of City operations.                               |
| 12.(b) | Municipal assets and services meet the needs of the community.   | 12.(e) Waste is minimized through reducing, reusing, recycling, and composting.                                 |
| 12.(c) | Municipal assets and services are safe, reliable, and efficient.   | 12.(f) Innovation is embraced to increase the delivery of services in more efficient and cost-effective manner. |
| 12.(d) | Municipal assets are constructed, procured, maintained, and operated in an efficient and resilient manner that                       | 12.(g) Snow and ice hazards are addressed so the community can enjoy reasonable mobility.                       |

## POLICIES

### GENERAL

- 12.1 The City will support the review of municipal tools and practices to identify opportunities for improvements that reduce unnecessary barriers and enhance usability.

### PROTECTIVE SERVICES AND EMERGENCY MANAGEMENT PLANNING

- 12.2 The City will deliver a “Four Pillars of Safety” approach to disaster and crisis management which comprise of:
- i. Mitigation: minimizing the effects of disaster (e.g., building codes and zoning, vulnerability analyses, public education);
  - ii. Preparedness: planning how to respond. (e.g., preparedness plans, emergency exercises/ training, warning systems);
  - iii. Response: efforts to minimize the hazards created by a disaster (e.g., search and rescue, emergency relief); and
  - iv. Recovery: returning the community to normal (e.g., temporary housing, grants, medical care).
- 12.3 The City will approach its delivery of fire and life safety services through:
- i. Community design;
  - ii. Public education and prevention;

## Part B Policy Direction

### Section 12 Municipal Services and Assets

- iii. Inspections and enforcement; and
  - iv. Emergency response.
- 12.4 Opportunities to collaborate with territorial and federal partners will be maintained to promote and strengthen coordinated disaster and crisis management.
- 12.5 Wildfire risk reduction initiatives will be pursued throughout the community.
- 12.6 The City will consider the principles of Crime Prevention Through Environmental Design (CPTED) when designing new municipal assets.

### WATER AND WASTEWATER SERVICING

- 12.7 All new lots within the Urban Containment Boundary will be connected to municipal services where available.
- 12.8 Notwithstanding the policy above, alternative onsite service may be allowed if the provision of municipal water and sewer infrastructure is not feasible.

### STORMWATER MANAGEMENT

- 12.9 The City's approach to stormwater management will consider increased drainage demands because of climate change impacts.
- 12.10 Stormwater management systems will be designed to enhance sediment control and minimize contamination of surface and ground water sources.
- 12.11 The construction of a storm drainage system for all new development and/or subdivision proposals is required before improvements or pavement of streets or parking lots proceed.
- 12.12 Storm drainage must either be:
- i. contained on site using existing landscaping features and storage requirements, particularly where storm sewers are not provided or may be incapable of handling the storm water flows, or
  - ii. designed to hold back the flow such that the discharge from the property does not exceed what would have been expected prior to any site development.
- 12.13 Stormwater retention ponds in residential areas should be designed as community amenities, where feasible.

### WASTE MANAGEMENT

- 12.14 The City will demonstrate leadership in sustainable waste reduction by using diversion processes (e.g., encourage reusable and compostable products, expanding recycling, composting) in municipal facilities as a method of reducing greenhouse gas emissions.

## Part B Policy Direction

### Section 12 Municipal Services and Assets

- 12.15 The City will strive to reach Zero Waste by minimizing waste generation and maximizing resource recovery through reducing, reusing, recycling, and composting.
- 12.16 The City will support the Government of Yukon in their development of territorial Extended Producer Responsibility legislation in order to increase material recovery and diversion within the commercial and residential sectors.

### ASSET MANAGEMENT

- 12.17 The needs of all community members will be considered when maintaining existing infrastructure, upgrading facilities, and planning for growth; including the needs of seniors and those with reduced mobility.
- 12.18 The City will develop and maintain an effective and efficient asset management strategy that addresses future challenges, including climate change, funding constraints, innovations, a need to reduce greenhouse gas emissions, and changing community needs.
  - i. As part of on-going asset management, the City should review existing municipal infrastructure to identify risks associated with natural disasters or climate change, and develop potential mitigation plans if needed.
- 12.19 The design and approval of new or expanded neighbourhoods must consider the City's long-term responsibility for the proposed municipal assets including operational maintenance, repair, and replacement costs.

### SNOW AND ICE CONTROL

- 12.20 As identified in Section 11 Transportation and Mobility, the City will provide snow and ice control services as a means of allowing the community to function under normal winter weather conditions by reducing snow and ice hazards and facilitating reasonable winter mobility throughout the city.
- 12.21 Snow and ice control activities will be undertaken in accordance with established priorities and service levels, subject to the availability of municipal resources.
- 12.22 To guide snow and ice control efforts, the City will maintain a Snow and Ice Control Policy.



# Part C Land Use



Photo: City of Whitehorse

# 13 Land Management

The OCP is implemented largely through a series of Land Use Designations that dictate the type of land uses that are permitted in specific areas. Land Use Designations include broad policies regarding the development of land within the city, which is further implemented through the Zoning Bylaw, policies, and processes.

## GOALS

- |        |  |        |   |
|--------|--|--------|---|
| 13.(a) | Land uses are laid out in a logical and comprehensive manner that support the efficient use of land. | 13.(c) | Built forms throughout the community enhance the overall experience for residents and visitors. Land use patterns minimize conflict between uses, protecting human health and safety. |
| 13.(b) | People are efficiently connected through the coordination of land use and transportation planning.   | 13.(d) | Environmentally Sensitive Areas and lands with high cultural significance are protected from development.   |

## POLICIES

### GENERAL LAND USE POLICIES

#### Granular Resource Extraction

- 13.1 The City will continue to support the extraction of gravel and acknowledge that gravel is an essential asset, and its local extraction is a more sustainable and economical option than importing gravel from outside the city.
- 13.2 Stevens, in the northwest corner of Whitehorse will be a priority area for gravel extraction.
- 13.3 In any designation except Future Planning, Greenspace, and Agriculture; the removal and off-site transport of granular resources may be considered as an interim land use. This use may be considered on lands designated for development that have an approved Master Plan.
  - i. This activity would require a Temporary Use Development Permit that will be reviewed and renewed in accordance with the Zoning Bylaw.

## Part C Land Use

### Section 13 Land Management

- ii. When determining permit regulations, the policies outlined in Section 15.12 Natural Resource Extraction should be reviewed and considered to minimize impacts on surrounding uses such as buffers, screening, and anticipated traffic volumes may be required.

#### Mineral Development

- 13.4 Any mineral development, including to maintain existing mineral claims in good standing, or for remediation or reclamation activities, is subject to all applicable legislation, regulatory requirements, and City bylaws.

#### Public Uses

- 13.5 Snow storage may be considered in any designation, subject to restrictions that ensure compatibility with the surrounding uses through measures such as buffers, separation distances, or transition zones.
- 13.6 Public utilities (e.g., lift stations, wells, electrical substations) and infrastructure (e.g., roadways, trails, electrical lines, water lines, sewer lines) are permitted in any land use designation, subject to any applicable bylaws and environmental guidelines.
- 13.7 Wildfire fuel abatement is permitted, as appropriate, in any land use designation, subject to applicable bylaws and environmental guidelines.

## CONSIDERATIONS FOR SPECIFIC AREAS

### Alaska Highway

The Alaska Highway is the major transportation corridor through the Yukon; as such, it needs to accommodate many different modes of travel safely and effectively. Many commercial and industrial uses located along the Alaska Highway rely on the highway as part of their business operations and, as a major corridor through the community, the Alaska Highway also provides first impressions of Whitehorse to residents and visitors as they travel to and through the city.

The Alaska Highway itself and its right-of-way (i.e., land it is constructed on, including areas along the shoulder where signage is placed) is owned by the Government of Yukon. The following policies are intended to apply to development along the Alaska Highway; the design of the highway itself is outside of the City's jurisdiction.

- 13.8 Development along the Alaska Highway is intended to provide a range of services for both travellers and residents but should be limited to planned nodes.
- 13.9 To acknowledge the impression conveyed by the overall appearance of the Alaska Highway corridor:
- i. The City will encourage clean-up along the highway on both private and public lands.

## Part C Land Use

### Section 13 Land Management

- ii. New development visible from the Alaska Highway may be required to incorporate aesthetic enhancements such as:
    - Site design, landscaping, or fencing requirements that visually screen parking and storage from the Alaska Highway; and
    - Signage requirements subject to approvals from either the City or the Government of Yukon.
  - iii. Three key Alaska Highway intersections will be developed as gateways to Whitehorse: Robert Service Way, Two Mile Hill, and adjacent to the Erik Nielsen Whitehorse International Airport as shown in Map 3 Urban Growth Areas. These intersections should include enhanced landscaping requirements that showcase local pride and the beauty Whitehorse creating a positive first impression for visitors and residents returning home.
- 13.10 Visual mitigation measures (e.g., fencing, landscaping, berms) will be required to be incorporated into the design for outdoor manufacturing activities that are visible from the Alaska Highway or from nearby non-industrial uses.

#### Marwell

Marwell is between the Takhini escarpment, the Yukon River, and the Downtown; it is one of the oldest developed areas in the city, as shown in Map 3 Urban Growth Areas. Kwanlin Dün First Nation has a long history in this area; as Whitehorse grew, citizens were forced to relocate here from other dwelling areas. In 1916, the village was incorporated into an Indian Reserve, now referred to as Lot 226.

After the Second World War Marwell became the city's primary industrial area and fuel storage depot. Throughout the post war years and up to the mid-1980s, Marwell continued to be the city's primary industrial area.

By the 1970s, lack of services and unhealthy living conditions on Lot 226 led Kwanlin Dün First Nation to begin looking for a new location for their community. After much discussion, McIntyre Village was selected, and by the end of the 1980s, this relocation was mainly complete. Lot 226 is a 107-hectare site, that has a long history as a residential area, is seen as an area with important wildlife values, and has significant development potential for the First Nation.

Gradually, non-industrial uses and activities have become more common. Today, the Marwell area is transitioning and has taken on a more mixed-use identity blending some heavier industrial activities with light industrial, service commercial and office uses. Within the context of this OCP, Marwell is comprised of the Mixed-Use Live/ Work, Commercial/ Industrial, and Commercial - Service designations that are further described in Section 15 Land Use Designations.

- 13.11 The City will encourage Marwell's evolution into a unique commercial and industrial employment area. To foster continued growth and interest in Marwell, the City will support

## Part C Land Use

### Section 13 Land Management

initiatives that introduce new people into the area while ensuring that the area continues to function primarily as an industrial and commercial area.

- i. While Marwell is envisioned to accommodate residential uses, its redevelopment as a live/ work area means that residential uses will exist alongside industrial uses. As such, recreation amenities designed for children which are typically located in neighbourhoods (e.g., playgrounds, recreation facilities) are not anticipated.
- 13.12 The redevelopment of Marwell will strive to integrate long-standing local businesses with new development and improve safe mobility for all modes of travel.
- 13.13 The City and Kwanlin Dün First Nation will work together on the planning and redevelopment of Marwell. According to Kwanlin Dün First Nation's Community Lands Plan, Lot 226 is envisioned to be developed for a mix of residential, public service infrastructure, wildlife, heritage, and revenue generation.
- 13.14 To support the creation of mixed-use redevelopment opportunities throughout Marwell, the City will support and / or consider:
- i. Relocation of heavier industrial uses to outside of Marwell;
  - ii. Consolidation of land intensive activities;
  - iii. Remediation of contaminated sites;
  - iv. Intensification of mixed uses along the riverfront;
  - v. Increased residential use as combined with or alongside commercial or industrial uses; and
  - vi. The addition of trail connection and improvements along the riverfront.

#### Schwatka Lake

Schwatka Lake is a multi-use water body that plays a key role in renewable power generation, wildlife habitat, air transportation, tourism, community recreation, and is a back-up to the community's water supply.

- 13.15 Schwatka Lake is a shared resource with high potential for enhanced recreational and tourism development which must be managed accordingly. Additional policies regarding protecting Schwatka Lake's water quality and habitat values can be found in Section 7 Environmental Stewardship.
- 13.16 New and existing uses surrounding Schwatka Lake must be planned and managed in a manner that does not hinder operations of the Whitehorse Rapids Generation Station or limit the ability to alter lake levels for flood control.
- 13.17 Initiatives that improve the safe movement of float planes, boats, vehicles, and trail users throughout the Schwatka Lake area will be encouraged.



## Part C Land Use

### Section 13 Land Management

- 13.18 To support Schwatka Lake as the primary base for floatplane activity in Whitehorse, uses that support the safe use of the floatplane base will be considered along the west side of Schwatka Lake.
- 13.19 Consideration will be given to determining the carrying capacity of Schwatka Lake to accommodate various uses, and how best to manage those uses through land use planning for the areas abutting the lake.
- 13.20 Recreational activities that do not interfere with the safe operations of the hydro-electric facility or float plane base will be supported (e.g., day use areas, boat launches, wildlife viewing areas, cycling/ walking/ hiking trails).

## DEVELOPMENT REQUIREMENTS

### Master Plans

- 13.21 A Master Plan will be required for all development of sites over 1.5 hectares in size, prior to zoning amendment and/or subdivision. These sites may include one or more properties and have one or more owners.
- i. The requirement for the preparation of a Master Plan may be waived through a development review process for developments that have minimal implications to municipal infrastructure, drainage concerns, surrounding properties, or other considerations.
- 13.22 Master Plans will be required to conform with the OCP and consider community feedback. Where a proposed Master Plan does not conform with the OCP, the owner of the subject development site will be required to apply to amend the OCP.
- 13.23 Master Plans may be required to include, but not limited to:
- i. The history and background of the development site with a map showing property ownership and easements;
  - ii. The planning context of the site (i.e., what has been planned for the area in the OCP and any other relevant plans or studies);
  - iii. Existing planning area conditions (e.g., environmentally sensitive areas, topography, existing structures);
  - iv. An overview of surrounding uses;
  - v. A summary of the opportunities and constraints for the site;
  - vi. An overall vision for what is being proposed for the area, with a focus on how the proposed development is in alignment with the OCP;
  - vii. A description of proposed land uses including parks, playgrounds, natural spaces, and community amenities, with associated maps;
  - viii. Proposed land use calculations with anticipated dwelling units, densities, and population projections;

## Part C Land Use

### Section 13 Land Management

- ix. A transportation plan showing major internal roadways and connectivity to the City's surrounding transportation and mobility network; and
- x. An engineering feasibility report addressing servicing capacity, costs, and connections.

These requirements may be waived, reduced, or modified through the development review process.

#### Costs of Development

- 13.24 The City will periodically review fees related to development to ensure their appropriateness.
- 13.25 The City may consider the use of cost-sharing agreements among landowners to cover the costs associated with major infrastructure, studies, assessments, or plans that may be required because of, or to prepare for, land development. These agreements may include environmental assessments, restoration plans, the provision of community facilities including parks and shared infrastructure. Such agreements will be initiated by landowners or the City and provide for the fair sharing of costs among benefiting parties.
- 13.26 The City may consider alternative tools to cover the costs associated with land development.
- 13.27 Developers may be required to cover the costs of associated off-site infrastructure improvements for redevelopment and intensification development in existing neighbourhoods. This could be done through the Development Permit process or using a different mechanism.

#### Remediation

- 13.28 Remediation efforts, ranging from examination to restoration, will be required at the end of any activity that may have caused land contamination. These efforts will be guided by the authority having jurisdiction for remediation.



Photo: City of Whitehorse

# 14 First Nation Settlement Lands

## KWANLIN DÜN FIRST NATION COMMUNITY LANDS

The *Kwanlin Dün First Nation Self-Government Agreement (SGA)* identifies Settlement Land that is divided into three groups: Site Specific Lands, Rural Lands, and Community Lands. Community Lands are located either within Whitehorse or outside of the city boundary. The Community Lands were selected primarily to generate revenue for the First Nation and provide opportunities for beneficiaries and citizens. Within Whitehorse, the Community Lands total approximately 24 square kilometres, and they are classified as being either Type 1, 2 or 3. As established through the SGA, different self-government powers can be exercised on each type of parcel as outlined below.

Land use designations identified for Kwanlin Dün First Nation parcels were selected by the First Nation and reflect the SGA and the *Kwanlin Dün Community Lands Plan*. These lands are shown in Map 4 First Nation Settlement Lands and Map 5 Land Use Designations.

### TYPE 1 LANDS

The Kwanlin Dün First Nation can exercise all its self-government powers including those powers related to planning, zoning, and land development. This includes “The Old Village” (Lot 226), located in Marwell.

### TYPE 2 LANDS

Most settlement lands within the city of Whitehorse are Type 2 lands. On these lands, the Kwanlin Dün First Nation can exercise planning, zoning, and land development powers that are in accordance with the designations for each parcel set out in the SGA and that are consistent with City of Whitehorse bylaws, including the OCP.

The SGA designation determines the kind of use allowed for each Type 2 land parcel within Whitehorse; each Type 2 parcel is classified as either residential, commercial, light industrial, industrial, or First Nation institutional. Type 2 parcels may have more than one SGA designation (e.g., residential,

## Part C Land Use

### Section 14 First Nation Settlement Lands

commercial)). The SGA also outlines the process for how the SGA designations for Type 2 parcels can be changed.

#### TYPE 3 LANDS

The Kwanlin Dün First Nation is not able to exercise its planning, zoning, and land development powers nor may it exercise powers related to public health and safety, without express approval from the City. These parcels are generally located within existing residential areas including Porter Creek, Downtown, Mary Lake, and Copper Ridge.

#### HISTORICAL SUBMISSIONS

The City recognizes that KDFN has prioritized completing land applications under its historical submissions program, which seeks to honour individual, family, and community connections to parcels of settlement land, many of which date back to the earliest stages of land claim negotiations.

- 14.1 The City is committed to continuing discussing with KDFN how to best address KDFN's historical submissions within city boundary.

#### TA'AN KWÄCH'ÄN COUNCIL SETTLEMENT LANDS

The *Ta'an Kwäch'än Council Self-Government Agreement* identifies that the First Nation will not exercise its powers to enact laws on Settlement Lands in Whitehorse unless otherwise agreed to by Ta'an Kwäch'än Council and the City of Whitehorse. Land use designations identified for the Settlement Land parcels have been done at the request of the Ta'an Kwäch'än Council. All modifications to the land use designations as shown are subject to the OCP amendment process. These lands are shown in Map 4 First Nation Settlement Lands and Map 5 Land Use Designations.





Photo: City of Whitehorse

# 15 Land Use Designations

## QUICK REFERENCE

Table 2 Land Use Designations Overview below lists the Land Use Designations found in this document, in alphabetical order, and gives a brief explanation on the intent of each one. More detailed descriptions are found in Section 15 Land Use Designations.

**Table 2 Land Use Designations Overview**

Name	Intent
Agriculture	Support local food production by accommodating both soil and non-soil-based agriculture and associated uses.
Commercial - Service	Accommodate commercial or public uses that are not combined with residential or industrial uses and are largely vehicle-oriented.
First Nation Development Land	Lands where the First Nations may develop consistent with the Self Government Agreements and land planning policies and documents completed by the First Nation to guide development.
Future Planning Area	Identify areas within the city that may be suitable for future development but need further planning to determine the most suitable use.
Greenspace	Protect and maintain the integrity of sensitive ecosystems, encourage ecosystem connectivity, promote connection to the land and water, and provide outdoor recreation opportunities across the community.
Industrial	Accommodate industrial development at varying scales and intensities.
Industrial/ Commercial	Accommodate a mix of light industrial and car-oriented commercial uses that occur primarily within enclosed buildings. This designation is found in Marwell and in several nodes along the Alaska Highway.
Mixed-Use - Downtown Core	Accommodate a range of live, work, learn, and play uses that create vibrant and pedestrian-oriented spaces for residents and visitors to enjoy.
Mixed-Use - Live/ Work	Mixed-Use Live/ Work areas are intended to accommodate uses that combine employment and residences.

## Part C Land Use

### Section 15.1 AGRICULTURE

Name	Intent
Mixed-Use - Neighbourhoods	Accommodate a mixture of multi-unit housing and commercial developments that contribute to the vitality of neighbourhoods by creating Complete Communities while not competing with the Downtown.
Mixed-Use - Riverfront	Accommodate a vibrant mix of uses and activities with a strong connection to the Yukon River.
Natural Resource Extraction	Support local and regional economic activity and construction through accommodating the extraction and management of raw materials.
Public Service	Accommodate publicly operated facilities and institutions.
Public Utility	Accommodate utility services that benefit the public at large.
Residential - Country	Accommodate rural-based residential uses on larger lots that generally have onsite water and sewer services.
Residential - Old Town	Respect the historic character of one of the first neighbourhoods of Whitehorse, locally known as Old Town, which has an eclectic mix of housing types.
Residential - Urban	Accommodate a wide range of residential housing forms and compatible uses, located primarily within the Urban Containment Boundary, and connected to municipal services.

## 15.1 AGRICULTURE

Agriculture areas are intended to support local food production by accommodating agriculture and associated uses. While Whitehorse does not have climatic conditions to be completely reliant on locally produced food, urban agriculture can bring many benefits to the community including strengthening the local economy; advancing education about food systems; encouraging entrepreneurship; enhancing connectivity, to the land, nature, and culture; and increasing sustainability.

The Government of Yukon is responsible for administering agriculture in the Yukon.

### POLICIES

- 15.1.1 Agriculture areas will be used to foster the development of local food production within the city. This may be accomplished by leasing land to the public for agricultural pursuits and other related uses.
- 15.1.2 A maximum of two residential dwelling units per lot may be permitted within the Agriculture designation, if there is also an agricultural operation.



## 15.2 COMMERCIAL - SERVICE

Commercial - Service areas are intended to accommodate commercial or public uses that are not combined with residential uses and are largely vehicle-oriented. This type of commercial development typically requires significant onsite parking and/ or loading facilities creating large expanses of undeveloped space; as such, they are often in contrast with lively, pedestrian-focused locations.

### POLICIES

- 15.2.1 Uses that may be suitable for inclusion in the Commercial - Service areas include but are not limited to retail and office use, restaurants with or without drive-throughs, tourist accommodations, service stations, automobile dealerships, and entertainment facilities.
- 15.2.2 Public uses including education facilities, health care facilities, social services, and semi-public uses such as religious facilities, recreational facilities, and community halls may also be considered in a Commercial - Service designation.
- 15.2.3 Commercial – Service areas along the Alaska Highway are generally expected to be larger of a scale, whereas scale-scale retail should locate in neighbourhoods and the Downtown.
- 15.2.4 Ancillary light industrial uses, such as a bodyshop supporting a car dealership, may be permitted.
- 15.2.5 Accessory activities that support the operation of uses in Commercial - Service areas, such as caretaker facilities, may be permitted.
- 15.2.6 While Commercial - Service areas are intended to primarily be accessed by vehicular transportation, incorporating active transportation connections will be considered to ensure the safety of pedestrians and cyclists.

## 15.3 FIRST NATION DEVELOPMENT LANDS

First Nation Development Lands are areas where the First Nations may develop lands consistent with the Self Government Agreements and land planning policies and documents completed by the First Nation to guide development.

### POLICIES

- 15.3.1 The City of Whitehorse, Ta'an Kwäch'än Council and Kwanlin Dün First Nation will work together to ensure the compatibility of adjacent uses and sensible and efficient planning of lands and infrastructure in the community.
- 15.3.2 Master plans will be required for development on lots greater than 1.5 ha, as stated in Section 13 Land Management, and subject to a review by the City.

## Part C Land Use

### Section 15.4 FUTURE PLANNING AREAS

- 15.3.3 Once a land use is selected, the applicable land use policies for a similar City land use designation shall apply as well as any other applicable OCP policy.
- 15.3.4 Parcels will need to be zoned appropriately before development can occur.

## 15.4 FUTURE PLANNING AREAS

Future Planning Areas are intended to identify areas in the city that may be suitable for future development but need additional planning work to determine their most suitable mix of uses.

### POLICIES

- 15.4.1 Existing development and activities within Future Planning Areas will continue to be recognized, subject to applicable zoning requirements.
- 15.4.2 Existing uses primarily associated with Greenspaces, such as outdoor recreation trails or domestic fuel woodcutting, should be permitted subject to approval by the appropriate authority.
- 15.4.3 To preserve Future Planning Areas' capacity for future development, limited new uses should be considered (e.g., new trail accesses, public utilities).
- 15.5 The North Growth Area as described in Section 9 Housing will be reserved for the future development of greenfield residential neighbourhoods.

## 15.6 GREENSPACE

Greenspaces are intended to protect and maintain the integrity of the environment as described in Section 7 Environmental Stewardship, acknowledge and promote connectivity between people and the environment, and support community well-being. Within the Greenspace designation, there will be a mix of parks and related facilities, trails, Regional Parks, and other natural areas.

As shown in Map 1 Greenspace Network Plan and Parks, the Greenspace designation includes many areas that are identified as Environmentally Sensitive Areas. These areas have been identified through past environmental studies and may include wildlife habitat or corridors, water courses, lakes, forested and exposed slopes, and escarpments. While all environmentally sensitive areas have been incorporated into the Greenspace designation, their boundaries should not be interpreted as precise. As more information is available, the extent of environmentally sensitive areas may expand or contract.

### POLICIES

- 15.6.1 The City is committed to pursuing efforts that preserve the integrity and connectivity of environmentally sensitive areas to keep habitat intact and prevent fragmentation. Areas identified as Greenspace and primarily kept in their natural state, with minimal disturbance or development.

## Part C Land Use

### Section 15.7 INDUSTRIAL

- 15.6.2 Uses that may be suitable for inclusion in areas designated as Greenspace include, but are not limited to, trails, and parks and related facilities.
- 15.6.3 To encourage the community's enjoyment of Greenspace areas, infrastructure that supports outdoor recreation (e.g., trails, interpretive signage, gathering areas) will be supported.
- 15.6.4 All development in Greenspaces may be subject to environmental or other reports that identify measures required to protect environmentally sensitive areas and avoid or mitigate impacts to Whitehorse's ecosystems.
- 15.6.5 Activities or development proposed in Greenspaces that may impact environmentally sensitive areas will be subject to the policies found under Section 7 Environmental Stewardship.
- 15.6.6 Where development corridors (e.g., trails, roadways) cross environmentally sensitive areas, mitigative measures will be taken to ensure impacts to wildlife and habitat are minimal.
- 15.6.7 On privately-owned greenspace parcels, such as golf courses, some limited residential areas are allowed.

## 15.7 INDUSTRIAL

Industrial areas are intended to accommodate industrial development of varying scales and intensities. It is common practice that industrial uses are considered in two intensities: light and heavy. In this OCP, light industrial uses do not generally produce nuisance beyond the boundary of their site (e.g., sound, smell, airborne particulate matter, light, vibrations), whereas heavy industrial uses are anticipated to produce one or more of these off-site nuisances. The City recognizes that both heavy and light industrial uses are valued in Whitehorse. As such, both are accommodated.

### POLICIES

- 15.7.1 Uses that may be suitable for inclusion in the Industrial areas include both light and heavy industrial uses such as, but not limited to, machinery repair and storage, vehicle repair, equipment storage buildings, manufacturing, processing, technology-based firms, warehousing/ distribution, storage yards, and incidental office facilities.
- 15.7.2 Industrial uses must be compatible with other territorial and federal regulatory requirements in relation to approvals and licensing, including applicable impact assessment requirements.
- 15.7.3 Redevelopment in existing industrial areas, specifically, in Kulan, MacRae, and Mt Sima will be encouraged.
- 15.7.4 Rock, sand, and topsoil quarries may be permitted as interim land use activities in Industrial areas pending long-term redevelopment to other industrial uses.

## Part C Land Use

### Section 15.8 INDUSTRIAL/ COMMERCIAL

#### Light Industrial Uses

- 15.7.5 Light Industrial uses must not produce smoke, vibration, odour, noise, or electrical impacts that interfere with the use of a neighbouring lot. This is of particular importance where there are existing residential uses nearby.
- 15.7.6 Where light industrial uses are in proximity to residential uses, a buffer of approximately 200 metres may be required to provide development separation, visual barrier, and noise buffering. The buffer areas will, where practical, be vegetated and publicly owned.

#### Heavy Industrial Uses

- 15.7.7 Heavy Industrial are recognized as those that may produce smoke, vibration, odour, noise, or electrical impacts that extend beyond their property lines.
- 15.7.8 Where heavy industrial uses are in proximity to residential uses, a 500 metre buffer will be required to provide development separation, visual barrier, and noise buffering. The buffer areas will, where practical, be vegetated and publicly owned.
- 15.7.9 The remediation and redevelopment of the Whitehorse Copper Mine site for heavy industrial use should be encouraged.

## 15.8 INDUSTRIAL/ COMMERCIAL

Industrial/ Commercial areas are intended to accommodate light industrial activities, and complementary commercial uses, that are primarily within enclosed buildings. This designation is found in Marwell as well as in several nodes along the Alaska Highway.

### POLICIES

- 15.8.1 Uses that may be suitable for inclusion in this designation include but are not limited to light manufacturing, processing, indoor agriculture, and warehousing.
- 15.8.2 Ancillary commercial uses such as retail may be considered.
- 15.8.3 To foster the creation of vibrant, pedestrian-friendly areas in Marwell, industrial uses with minimal interactions with patrons (e.g., storage, warehousing) and those with unscreened outdoor storage (e.g., salvage yards) will be discouraged or encouraged for potential relocation.
- 15.8.4 Where the Industrial/ Commercial designation is in proximity to a residential neighbourhood, the proposed development may be required to include a vegetated buffer of approximately 200 metres. This does not include where this designation is adjacent to a Live/Work area.

## Part C Land Use

### Section 15.9 MIXED-USE - DOWNTOWN CORE

- 15.8.5 Appropriate infrastructure will be provided for safe access for drivers, cyclists, and pedestrians to and from arterial or collector roads.

## 15.9 MIXED-USE - DOWNTOWN CORE

The Mixed-Use Downtown Core area is the heart of the community. This area is intended to accommodate a range of live, work, learn, and play opportunities in an aesthetically-pleasing environment that reflects the community's heritage and encourages interaction between private and public spaces.

### POLICIES

- 15.9.1 Areas in the Mixed-Use - Downtown Core should be designed to enhance the overall streetscape, and experience for visitors and residents. This may be done through architectural guidelines, public plazas or seating areas, character street furniture, and public art.
- 15.9.2 Uses suitable for inclusion in the Mixed-Use - Downtown Core area include, but are not limited to offices, retail stores, personal services, financial institutions, government buildings, schools, parks, playgrounds, cultural, art or entertainment facilities, and higher-density residential uses.
- 15.9.3 In mixed-use buildings, patron-oriented uses (e.g., retail shops, personal services) will be encouraged to be located on the ground floor of multi-storey buildings with uses that do not include patrons (e.g., offices) encouraged to be located above.
- 15.9.4 Mixed-use buildings will be primarily located within close proximity to Main Street, between Front and Fourth, whereas stand-alone residential buildings are encouraged to locate in other areas.
- 15.9.5 Site design, landscaping, and fencing requirements of stand-alone residential uses in this area should be carefully considered to not detract from the creation of pedestrian-oriented streets.
- 15.9.6 Parking and loading areas for uses in this area are encouraged to locate in the rear of the buildings and accessed via a laneway if there is one.
- 15.9.7 The maximum building height allowed in the Mixed Use – Downtown Core designation will be 25 metres; however, to promote the concentration of commercial and higher-density residential uses within the Downtown, buildings up to 30 metres may be considered within this designation, north of Main Street and east of 4th Avenue.
- i. Floor area and building height increases may be considered if they are shown to provide community benefit.

## Part C Land Use

### Section 15.9 MIXED-USE - DOWNTOWN CORE

ii. Factors that should be reviewed during the consideration of approving taller buildings include:

- Proposed approach to accommodating parking requirements;
- Proposed amenity spaces, inside and outside;
- Proximity to active transportation and transit routes;
- Architectural design of the building;
- Visual impact it will have on the streetscape, both on the street it is proposed and those surrounding, specifically on Main Street;
- The transition between the proposed building and allowable development for those surrounding;
- Creation of shadows to surrounding properties;
- View corridors;
- Capacity of the City's fire response system; and
- Capacity of the City's municipal servicing network.

15.9.8 Major facilities supporting the tourism industry (e.g., culture and art facilities, hotels, eating and drinking establishments) will be encouraged to be located in the Mixed Use – Downtown Core, and near Main Street or on the riverfront.

#### Main Street

The policies below apply to the full extent of Main Street.

- 15.9.9 Main Street will be promoted as the Mixed Use – Downtown Core's primary pedestrian-oriented retail corridor, with a continuous row of small, and engaging storefront.
- 15.9.10 Development will complement the existing development pattern along Main Street and respect and support Main Street's strong pedestrian environment.
- 15.9.11 Programming efforts and design elements will be supported along Main Street to encourage year-round, full-day use of the right-of-way by enhancing overall pedestrian comforts and interest. This may include temporary use of sidewalks for retail sales or patios.
- 15.9.12 The character of Main Street will be retained through building size, height, and setbacks limitations.
- 15.9.13 Buildings fronting on Main Street will be no more than 20 metres in height, with heights decreasing toward the riverfront. More information about development along the riverfront is provided in Section 15.13 Mixed-Use - Riverfront.
- 15.9.14 Buildings along Main Street will have no front yard setback. Where front yard setbacks do exist, the setback area will follow specific design requirements to ensure it is maintained as high-quality pedestrian environment.



## Part C Land Use

### Section 15.10 MIXED-USE - LIVE/ WORK

- 15.9.15 Inactive gaps along Main Street should be avoided through the encouragement of intensification development and/or introduction of temporary installations (e.g., pop-up parks, public art, seating nodes, murals, window installations).
- 15.9.16 Ground floor uses along Main Street will have interactivity with the street, with offices or residential use above the ground floor.

### 15.10 MIXED-USE - LIVE/ WORK

Mixed-Use Live/ Work areas are intended to support Marwell, by accommodating uses that combine employment and residences - “live/ work”. These uses may occur within the same building or on the same parcel. As one of the oldest developed areas in the city, Marwell is a transitional neighbourhood with ties to natural and First Nation heritage, its historic industrial uses, and connectivity to the Yukon River and Downtown.

#### POLICIES

- 15.10.1 Uses that may be suitable for inclusion in the Mixed-Use Live/ Work area include but are not limited to commercial or light industrial uses that include small-scale accessory residential use in the same building or on the same parcel.
- 15.10.2 The inclusion of multiple dwelling units, as secondary uses to the primary commercial or industrial uses of a structure, may be permitted to support new and emerging businesses. As an example, this may include multiple dwelling units located above a commercial use.
- 15.10.3 Multiple dwelling units will be permitted at a density of two per lot or approximately 10 per hectare.
- 15.10.4 The redevelopment or repurposing of existing buildings will be supported to facilitate “live/ work” arrangements.

### 15.11 MIXED-USE - NEIGHBOURHOODS

Mixed-Use - Neighbourhood areas are intended to assist in the creation of more Complete Communities by accommodating a mixture of multi-unit housing and commercial development at a scale that contributes to the vitality of neighbourhoods.

#### POLICIES

- 15.11.1 Uses that may be suitable for inclusion in the Mixed-Use - Neighbourhood areas include but are not limited to multi-unit residential, small-scale retail stores, grocery or convenience stores, restaurants, professional and personal services, small-scale offices, and daycares. New residential uses with Urban Centres, must be located in mixed-use buildings.

## Part C Land Use

### Section 15.12 MIXED-USE - RIVERFRONT

- 15.11.2 Development in the Mixed-Use - Neighbourhood area will consider pedestrian connections, bicycle parking, electric vehicle charging stations, and impacts of parking areas on surrounding properties.

## 15.12 MIXED-USE - RIVERFRONT

The riverfront area has always held a special place and has the potential to become the heart and soul of Whitehorse. Mixed-Use - Riverfront area is intended to accommodate a vibrant mix of uses and activities with strong connections to the Yukon River. While no specific uses are intended to be unique to this area, the Mixed-Use - Riverfront designation recognizes the area as a significant cultural and natural amenity and guide its future development.

Please refer to Section 5 Heritage, Arts, and Culture for additional policies regarding riverfront planning.

### POLICIES

- 15.12.1 Uses that may be suitable for inclusion in the Mixed-Use Riverfront designation include arts, cultural, and heritage facilities; parks, trails, wharfs, and gathering spaces; tourism facilities and public amenities (e.g., visitor centre, rental kiosks, public washrooms); retail and commercial uses (e.g., shops, hotels, restaurants); and new mixed-use residential/commercial buildings.
- 15.12.2 The Yukon River, and shoreline park and/ or natural space will be enhanced through the inclusion of interconnected parks, trails, and development setbacks.
- 15.12.3 All development in the Mixed-Use Riverfront Designation will be designed to support connectivity to the Yukon River.
- 15.12.4 The maximum building height allowed in the Mixed-Use Riverfront designation will be 10 metres; however, to promote the concentration culture and tourism facilities higher buildings may be considered within this designation.
- 15.12.5 The adaptive reuse of existing structures is encouraged.
- 15.12.6 Development of buildings will be prohibited between the Riverfront walkway and Yukon River. Exceptions may be considered for buildings related to water activities, public use, temporary or seasonal buildings, cultural facilities, and existing or relocated heritage buildings.
- 15.12.7 All new developments must be designed to be aesthetically pleasing from both the street and the riverfront trail and include pedestrian connections to the trail.

## 15.13 NATURAL RESOURCE EXTRACTION

The Natural Resource Extraction designation is intended to support local and regional economic activity and construction through accommodating the extraction and management of raw materials.

Gravel extraction is fundamental to Whitehorse's local economy as it supplies the foundation for new construction such as buildings and roadways. Having a stable supply of gravel will be required to keep up with housing demand as the population grows.

Notable areas of mineral and gravel potential include the Whitehorse Copper Belt, Sleeping Giant Hill, McLean Lake, and the northwest corner of the city limits known as Stevens. It is documented that the Stevens area has significant gravel resources. Most of the gravel within this area can supply pit run, crushed basecourse, sub-base, asphalt and concrete aggregate, concrete, bedding sand, and drain rock. These materials are typically used for road and highway development, building foundations, and other forms of construction. It is an essential asset for any community to have significant gravel reserves rather than importing them from other communities or rural areas at great expense.

### POLICIES

- 15.13.1 Uses that may be suitable for inclusion in the Natural Resource Extraction areas include gravel extraction which is recognized as fundamental to the local economy as it supplies raw materials for new construction.
- 15.13.2 To mitigate any impacts to residences near quarry areas, a Development Agreement may be required for new quarries in addition to the following conditions:
- i. A natural treed buffer will be maintained between land uses and haul roads where possible;
  - ii. Hours of operation will be consistent with City bylaws or as further restricted through other approvals;
  - iii. A sign describing the quarry activity will be erected at a prominent location on the haul road outlining the development sequence and hours of operation;
  - iv. The site perimeter will be posted to warn of safety considerations from unauthorized entry into the pit area;
  - v. The access road will be gated to prevent off-season use by all-terrain vehicles; and
  - vi. Restrictions will be placed on certain activities such as crushing to reduce noise exposure.
- 15.13.3 Development requirements will be applied to mitigate risk and nuisance factors associated with Natural Resource Extraction activities, particularly in proximity to new and existing Residential areas.
- 15.13.4 Natural Resource Extraction areas will have an approximate 300 metre separation from Residential designations to provide development separation, visual barrier, and noise buffering. The buffer areas should be, where practical, vegetated and publicly owned.

## Part C Land Use

### Section 15.14 PUBLIC SERVICE

- 15.13.5 New quarries may require a separate, hard surface haul road, complete with turning lanes at intersections with public roadways with adherence to dust mitigation practices.
- 15.13.6 A Reclamation Plan will be required as part of Development Permit approval and/or lease.
- 15.13.7 Once resource extraction operations are complete, the reclamation of the site will begin immediately. Reclamation will be competed to as natural a state as possible through slope grading, landscaping, and revegetation.
- 15.13.8 Prior to reclamation, the Reclamation Plan may be revisited to determine if an alternate use is feasible.

### 15.14 PUBLIC SERVICE

Public Service designation is intended for the development of publicly operated facilities and institutions.

#### POLICIES

- 15.14.1 Uses that may be suitable for inclusion in the Public Service designation include but are not limited to hospitals, major recreation facilities, arts, culture, and heritage facilities, post-secondary institutions, cemeteries; corrections facilities, and aerodromes.
- 15.14.2 Public Service areas will be designed to incorporate and connect to the City's transit and active transportation networks.
- 15.14.3 Aviation and aviation-related uses will be encouraged to locate near the Erik Nielsen Whitehorse International Airport to create a convenient node for aviation-related activity.
- 15.14.4 The City will work with the Government of Yukon to ensure land uses surrounding aerodromes are supportive of safe operations and potential future expansions.

### 15.15 PUBLIC UTILITY

The Public Utility designation is intended for the development of utility services that benefit the public at large. Examples of uses that may be suitable for inclusion in the Public Utility areas include, but are not limited to landfills, water treatment facilities, sewage lagoons, transfer stations, and energy transmission, storage, and generation infrastructure.

#### POLICIES

- 15.15.1 Whenever possible, public utilities will be designed and operated to reduce impacts to nearby residential uses.
- 15.15.2 Development setbacks will be applied (e.g., landfills, sewage lagoons) in accordance with all applicable legislation and City bylaws.

## Part C Land Use

### Section 15.16 RESIDENTIAL - COUNTRY

- 15.15.3 Reclamation and/or remediation will be required following the termination of public utility uses.

## 15.16 RESIDENTIAL - COUNTRY

The Residential - Country designation is intended to accommodate rural-based residential uses on larger lots that generally rely on onsite water and sewer services. This style of residential living is recognized as highly desirable for people who value having their own piece of natural open space and immediate access to outdoor recreation, while living close to the services and amenities of Whitehorse.

Although this style of residential development has advantages, due to the extended distance between Residential - Country areas and the Urban Core, residents tend to use personal automobiles to access services (e.g., shopping, employment, schools) which adds to traffic congestion, carbon emissions, air pollution, and does not support transit or the City's sustainability goals.

### POLICIES

- 15.16.1 Uses that may be suitable for inclusion in the Residential - Country areas include but are not limited to single detached housing on large lots, parks and recreation sites, community halls, schools, or places of worship.
- 15.16.2 Non-residential development in Residential - Country areas will be considered to provide convenient access to services for residents. Home-based businesses that provide opportunities for occupations and small-scale entrepreneurial business in Residential - Country areas will be supported.
- 15.16.3 Residential – Country developments will be designed to rely on on-site sewage disposal (i.e., septic system) and non-communal water sources (e.g., individual wells, trucked water delivery to tanks).
- 15.16.4 To ensure adequate lot area for onsite sewage disposal, the minimum size for lots located in Residential – Country areas is 1.0 hectare.
- i. Notwithstanding the above, new residential development may occur with lot sizes of a minimum of 0.5 hectares so long as the applicant is able to adequately demonstrate the site and area has the capacity to accommodate long-term on-site servicing.
- 15.16.5 New Residential- Country lots, or subdivision of existing lots, may be required to prepare a professional geotechnical study confirming the soils' capacity for sewage percolation and potential for conflict with groundwater resources.
- 15.16.6 All new Residential – Country lots, or subdivision of existing lots, that propose groundwater wells as their water source will be required to prepare a professional hydrological study to confirm the site's aquifer capacity.

## 15.17 RESIDENTIAL - OLD TOWN

The Residential - Old Town designation is intended to protect and preserve the historic character of one of the first neighbourhoods of Whitehorse, locally known as Old Town, which contains an eclectic mix of housing types. This neighbourhood is located adjacent to the Downtown, up against the clay cliffs and close to many community amenities. Many of the older homes in Old Town are small and have an historic architectural character; however, there has been increasing redevelopment within Old Town, with new duplexes, triplexes, and fourplexes adding density.

### POLICIES

- 15.17.1 Uses that may be suitable for inclusion in Residential - Old Town include but are not limited to single detached residential, multi-unit residential, secondary living and garden suites, home-based businesses, parks, and playgrounds.
- 15.17.2 The historic character of Old Town will be retained through building size, massing, height, architectural character, and setback requirements.
- 15.17.3 Building heights in Old Town will be limited to 10 metres.
- 15.17.4 The maximum density is 150 units per hectare which is roughly equivalent to six units on a typical Old Town lot.
- 15.17.5 Redevelopment in Old Town that is respectful to, and compatible with, existing development will be encouraged.

## 15.18 RESIDENTIAL - URBAN

The Residential - Urban designation is intended to accommodate a wide range of residential housing forms and compatible uses, located primarily within the Urban Containment Boundary.

### POLICIES

- 15.18.1 Uses that may be suitable for inclusion in the Residential - Urban areas include but are not limited to residential uses of varying density and form, parks and natural areas, playgrounds, schools, places of worship, community halls, recreation facilities, retail shops, and personal service uses.
- 15.18.2 Residential - Urban areas will be primarily residential in nature with limited non-residential uses intended to support the creation of Complete Communities.
- 15.18.3 Non-residential uses must be designed to be compatible with the residential character of neighbourhoods. Specific consideration will be given to use, size, height, site design, architectural character, and parking requirements.



## Part C Land Use

### Section 15.18 **RESIDENTIAL - URBAN**

- 15.18.4 Residential - Urban areas will be connected to municipal services (e.g., water servicing, sanitary servicing).
- 15.18.5 Development in the Residential-Urban area will consider pedestrian connections, bicycle parking, electric vehicle charging stations, and impacts of parking areas on surrounding properties.

# Part D Implementation



Photo: City of Whitehorse

# 16 Administration of the OCP

## OVERVIEW

This plan provides direction on how Whitehorse should grow and develop to 2040. While all City policies, projects, and spending should be broadly consistent with the OCP's objectives, the Plan is intended to be flexible and adaptable to emerging or changing conditions. Implementation of the OCP will be completed through City programs and decision-making, as well as through partnerships, community assistance, the business community, and the development industry. This section provides policy guidance for the administration and implementation of the plan.

In accordance with subsection 283(4) of the *Municipal Act*, the adoption of this OCP does not commit Council or any other person, association, organization, department, agency, or other government to undertake any of the projects outlined in this document. Actions or projects proposed in Appendix A Ideas for Action of this OCP are not meant to be binding on Council, and are subject to, among other things, changing Council priorities, budget availability, and required approvals.

## GOALS

- |   |   |
|---|---|
| 16.(a) The OCP reflects the community's goals and aspirations for Whitehorse.                                     | 16.(e) Relationships between the City of Whitehorse, Kwanlin Dün First Nation, and the Ta'an Kwäch'än Council are strengthened. |
| 16.(b) Existing and future City plans, policies, and bylaws are broadly consistent with the OCP.                  | 16.(f) Partnerships are used to support the health, well-being, and prosperity of the region.                                   |
| 16.(c) The City's decision-making processes are clear, equitable, and open to the public.                         | 16.(g) Development is guided by comprehensive planning processes.   |
| 16.(d) The OCP's planning framework provides clearly-defined and appropriate guidance to support decision-making. |   |

## POLICIES

### INTERPRETATION

- 16.1 All information shown in Map 1 Greenspace Network Plan and Parks, Map 2 Urban Centres, and Map 3 Urban Growth Areas are to be interpreted for general information. Confirmation of exact boundaries may require additional studies or investigation.
- 16.2 All boundaries as shown in Map 5 Land Use Designations and Map 6 Land Use Designations Downtown and Marwell are to be interpreted as generalized, not precise, with consideration given to the policies described in the OCP for their development intent.

### REVIEW AND AMENDMENTS

- 16.3 The City will review the OCP and prepare comprehensive updates approximately every 10 years, or as otherwise directed by Council.
- 16.4 All modifications to the OCP shall be undertaken in accordance with the Municipal Act.
- 16.5 All amendments to the OCP will be circulated to the Ta'an Kwäch'än Council and Kwanlin Dün First Nation governments for their review and comment.
- 16.6 All amendments to the OCP will be circulated to adjacent properties within 100 metres from the lands subject to the amendment.
- 16.7 When an OCP amendment is being reviewed by Council, the following should be considered in the decision:
- i. How the amendment aligns to the vision, principles, goals, and policies of the OCP;
  - ii. The rationale for undertaking an amendment in advance of a comprehensive OCP review process;
  - iii. Public, stakeholder, and government input; and
  - iv. The potential benefits and/ or impacts to the community anticipated as a result of the amendment.
- 16.8 The public will be provided an opportunity to participate in the OCP amendment process in accordance with the *Municipal Act*.

### COORDINATION AND PARTNERSHIPS

- 16.9 The City will strive to increase and strengthen partnerships with other governments including the Government of Canada, the Government of Yukon, Kwanlin Dün First Nation, the Ta'an Kwäch'än Council, and other Yukon First Nations.

## Part D Implementation

### Section 16 Administration of the OCP

- 16.10 Opportunities for collaboration and partnership with user groups and local community organizations will continue to be considered to implement programs and achieve the goals of the OCP.
- 16.11 The City will continue to foster and promote positive communications with the Kwanlin Dün First Nation, the Ta'an Kwäch'än Council, and the Government of Yukon on local and regional land use issues in the Whitehorse area.
- 16.12 The City may participate in collaborative planning process for the greater Whitehorse area, which could include planning taking place in the Whitehorse periphery, outside the city boundary. This could include participation in regional planning done under Chapter 11 of the Umbrella Final Agreement.
- 16.13 The City will specifically work with the Government of Yukon to:
- i. Discourage spot land applications that would result private ownership;
  - ii. Ensure that certain spot land applications for quarrying of industrial areas and limited lot expansion are allowed outside of the Urban Containment Boundary;
  - iii. Continue an appropriate moratorium on mineral staking in Whitehorse; and
  - iv. Optimize existing quarry lease areas.
- 16.14 The City may consider opportunities for the expansion of Regional Parks beyond the city boundary, through collaboration with the Government of Yukon and First Nation governments.

# Glossary



# Glossary

Term	Definition
Accessibility	Giving equitable access to everyone along the continuum of human ability and experience. Accessibility holds a broad meaning and refers to how each person's characteristics, abilities, and preferences are considered.
Active Transportation	Any form of human-powered transportation, such as walking, cycling, using a wheelchair, in-line skating, or skateboarding.
Affordable housing	As defined by the Canadian Mortgage and Housing Corporation (CMHC), in Canada, housing is considered "affordable" if it costs less than 30% of a household's before-tax income. Affordable housing is a very broad term that can include housing provided by the private, public, and non-profit sectors across the entire housing continuum.
Age in Place	<p>Growing older and/ or transition through life without having to move outside one's current residential area. This concept acknowledges the value of community and social capital residents build within their neighbourhoods and strives to allow people to remain in place even as their housing needs change.</p> <p>This may include being able to upsize or downsize houses within the same neighbourhoods as children arrive or leave the house, mobility limitations or household financial conditions changes, or being able to move into assisted living facilities without leaving the neighbourhood.</p>
Aerodrome and Airport Aerodrome         Airport	<p>As defined by the Aeronautics Act,</p> <p>"aerodrome means any area of land, water (including the frozen surface thereof) or other supporting surface used, designed, prepared, equipped or set apart for use either in whole or in part for the arrival, departure, movement, or servicing of aircraft and includes any buildings, installations and equipment situated thereon or associated therewith ".</p> <p>As defined by the Aeronautics Act,</p> <p>"airport means an aerodrome in respect of which a Canadian aviation document is in force"</p>
Average Household Size	The average number of people living together in a home.
Complete Communities	Neighbourhoods or communities that are designed to meet the basic needs of all residents by encompassing a diverse mix of residential, recreational, community and commercial uses.
Complete Streets	Complete streets are safe for all users, regardless of age, ability, income, race, ethnicity, or mode of travel. Complete street design creates spaces where all users can thrive — not only motorists.

## Glossary

Term	Definition
Crime Prevention Through Environmental Design (CPTED)	Designing buildings and structures, as well as the open spaces surrounding them, to reduce opportunities for crime and to increase public safety.
Development	
Development	Means any new use, change of use, or change of intensity of use on any land.
Development Permit	A Development Permit authorizes New Development on land within the City of Whitehorse and affirms that the proposed development conforms to the applicable requirements of the Zoning Bylaw.
Development Types:	
• Intensification Development	• Is located on undeveloped sites within existing development areas or neighbourhoods, that have not been developed in the past.
• Brownfield Redevelopment	• Typically refers to sites that have been previously developed and require remediation or major modifications prior to redevelopment.
• Greenfield Development	• Is located on undeveloped land, in areas not within existing development areas.
Land Development	The process of planning, designing, or constructing physical elements of the community, such as infrastructure, buildings, and parks.
Diversity	Differences in race, skin colour, place of origin, religious viewpoint, immigrant and newcomer status, ethnic origin, language, ability, mobility, sex, sexual orientation, gender identity, gender expression, age, and income level.
Downtown	Represents the heart of the community for commerce, employment, arts, and culture as shown on Map 3 Urban Growth Areas.
Dwelling	As defined by Statistics Canada, <p>“In general terms a dwelling is defined as a set of living quarters. Two types of dwelling are identified in the Census, collective dwellings, and private dwellings. The former pertains to dwellings which are institutional, communal, or commercial in nature. The latter, Private dwelling refers to a separate set of living quarters with a private entrance either from outside the building or from a common hall, lobby, vestibule, or stairway inside the building. The entrance to the dwelling must be one that can be used without passing through the living quarters of some other person or group of persons.”</p> <p>Within the context of this OCP, dwelling units generally refer to private dwellings.</p>
Environmental Assessment	An assessment conducted by a qualified professional, intended to: identify the environmentally sensitive characteristics of a site; specify measures to avoid, minimize, and/or mitigate environmental impacts; and specify measures to restore habitat damaged during development.

## Glossary

Term	Definition
Environmentally sensitive area	Water bodies, water courses, wetlands, high value habitat areas, wildlife corridors, and adjacent buffer as shown on Map 1 Greenspace Network Plan and Parks.
Escarpment	A steep slope or cliff at the edge of a plateau or ridge which is usually formed by erosion.  In Whitehorse, the escarpment is the exposed slope directly west of the Downtown. Escarpments are also known as clay cliffs.
Equity	The removal of systemic barriers and biases enabling all individuals to have equal opportunity to access and benefit from the program.
First Nations Settlement Lands	Lands owned and governed by First Nations as identified under Self-Government Settlement Agreements. Described in Section 14 First Nations Settlement Lands and shown on Map 4 First Nation Settlement Lands.
Heritage Resource	As described by the <i>City of Whitehorse Heritage Bylaw</i> ,  A historic site, object, work, or assembly of works that, in the opinion of Council, is an important illustration of the historic development of the community, or of the people of the community and their respective cultures, or the natural history of the community; and, as such, has been included on the City of Whitehorse's Heritage Registry.
Housing continuum	The housing continuum considers that a full spectrum of housing options is required in a community, from emergency shelter to private ownership. This continuum is not meant as a linear progression, it acknowledges that housing needs vary from person to person and will change throughout a person's life for various reasons including age, income, household size, mobility level, or personal preference.
Housing density	A calculation of the number of dwelling units within a particular area, used to illustrate the efficiency of land development patterns.
Inclusion	The practice of ensuring that all individuals are valued and respected for their contributions and are equally supported.
Industrial Uses	
Heavy Industrial	Industrial development that may produce smoke, smell, toxic fumes, air and water contaminants, fire or explosive hazards, vibration, electrical or electronic interference, or noise that may interfere with the use of a contiguous lot.
Light Industrial	Industrial uses that do not produce smoke, smell, toxic fumes, air and water contaminants, fire or explosive hazards, vibration, electrical or electronic interference, or noise that may interfere with the use of any contiguous lot.
Interim land use	An interim land use is short-term, to be undertaken until a more permanent use occurs. These uses are regulated through the approval of a Temporary

## Glossary

Term	Definition
	Use Development Permit which identifies the permanent use for the site, and an interim use; outlining its specific duration.
Live/ Work	Buildings or uses that provide for both residential and commercial activity, where the primary resident(s) are also employees or owners of the commercial uses.
Master Plan	A detailed planning report prepared to support a proposed land development. Described in Section 13 Land Management.
Multi-modal movement	Refers to using multiple types of mobility within a single trip. An example of this would be cycling to a transit stop, loading your bike onto the bus, travelling by bus to your destination, and then unloading your bike and continuing your ride.
Outer Urban Area	Lands located between the Urban Containment Boundary and Urban Core as shown on Map 3 Urban Growth Areas.
Reclamation Plan	A plan outlining how a site that has been disturbed, either by development or natural resource extraction or exploration activities, will be returned to its previous state or a condition where it is deemed suitable for redevelopment.
Reconciliation	As defined by the Truth and Reconciliation Committee, "...Reconciliation is about establishing and maintaining a mutually respectful relationship between Aboriginal and non-Aboriginal peoples in this country. In order for that to happen, there has to be awareness of the past, an acknowledgement of the harm that has been inflicted, atonement for the causes, and action to change behaviour."
Regional Park	Large-scale parks designed to preserve environmentally sensitive areas and provide recreation opportunities to residents of Whitehorse and the region, shown on Map 1 Greenspace Network Plan and Parks.
Riparian Area	The strip of moisture-loving vegetation growing along the edge of a natural water body.
Riparian Setback	A 30m distance required to be left undisturbed between a riparian area and adjacent development, as measured from the ordinary high-water mark of the river, stream, lake, or wetland.
Rural Area	Lands located between the city boundary and Urban Containment Boundary, as shown on Map 2 Urban Growth Areas.
Screening	A visual barrier that hides specific parts of a development, such as parking or storage, from view. Screening can take many forms, such as of slatted fencing, landscaping, or buildings.
Secondary Road	A non-limited access road running parallel to either the Alaska or Klondike Highways and feeding it at appropriate points of access. Secondary roads provide access to homes and businesses which would be cut off by a limited

## Glossary

Term	Definition
	access road and connect these locations with roads which have direct access to the main roadway.
Setback	The distance which a building or other structure is set back from a street or road, a property line, a river or other stream, a shore or flood plain, or any other place which needs protection. Other items such as landscaping, septic tanks, fuel tanks, and various potential hazards or nuisances also require setbacks. Setbacks are set out in the OCP and Zoning Bylaw.
Slopes	
Slopes Exceeding 20%	Slopes exceeding 20% means that for every 100 metres covered in a horizontal direction, there will be a loss of 20 metres in elevation. To calculate a percent slope, divide the elevation change by the distance covered. Multiply the resulting number by 100 to get a percentage value equal to the percent slope of the hill.
Slopes Exceeding 30%	Slopes exceeding 30% means that for every 100 metres covered in a horizontal direction, there will be a loss of 30 metres in elevation. To calculate a percent slope, divide the elevation change by the distance covered. Multiply the resulting number by 100 to get a percentage value equal to the percent slope of the hill.
Supportive Services	Services that provide social supports to members of the public during vulnerable moments; such as: emergency shelters, harm reduction centres, social/ supportive/ transitional housing.
Sustainability	Meeting the needs of the present without compromising the ability of future generations to meet their own needs.
Trail	To be further identified and defined by the <i>City of Whitehorse Trail Maintenance Policy</i> .
Urban Centre	Urban Centres consist of higher-density uses co-located in central neighbourhood areas, as shown on Map 2 Urban Growth Areas and Map 3 Urban Centres. This grouping of uses supports convenient access and use of services by residents, and the transportation network.
Urban Containment Boundary	A mapped boundary drawn to contain urban densities, growth, and servicing (community, sewer, water, and storm), that outlines the serviced urban areas of Whitehorse, as shown on Map 2 Urban Growth Areas.
Rural Area	Lands located between the city boundary and Urban Containment Boundary, as shown on Map 2 Urban Growth Areas.
Waste Diversion	The process of diverting waste from landfill through either recycling or composting of appropriate materials. Waste diversion is measured in the amount of waste received yearly at the landfill.
Wetland	As defined by applicable regulations or legislation.

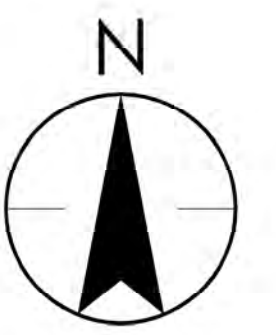
## Glossary

Term	Definition
Wildlife Corridors	An area of habitat connecting wildlife populations separated by human activities or development which allow an exchange of individuals between populations or allow populations to move between one habitat and another.
Whitehorse	
The City of Whitehorse, “the City” (capital C)	The local government structure established under the <i>Municipal Act</i> , commonly referred to as the City of Whitehorse.
Whitehorse, “the city” (lowercase C)	The part of the Yukon established within the jurisdictional boundary of the local government known as the City of Whitehorse.
Zero Waste	As defined by the <i>City of Whitehorse Solid Waste Action Plan</i> , “Essentially Zero Waste shifts the idea of making a product “go away” via municipal waste facilities to becoming an input resource to be used again. Ideally, that starts with waste prevention, ensuring waste is not created and brought into the waste stream in the first place. Under a Zero Waste model, those materials that currently cannot be recycled or composted (roughly 20-35% of waste depending on the sector), will be redesigned so they can become an input via reuse, recycling, composting.”



# Maps

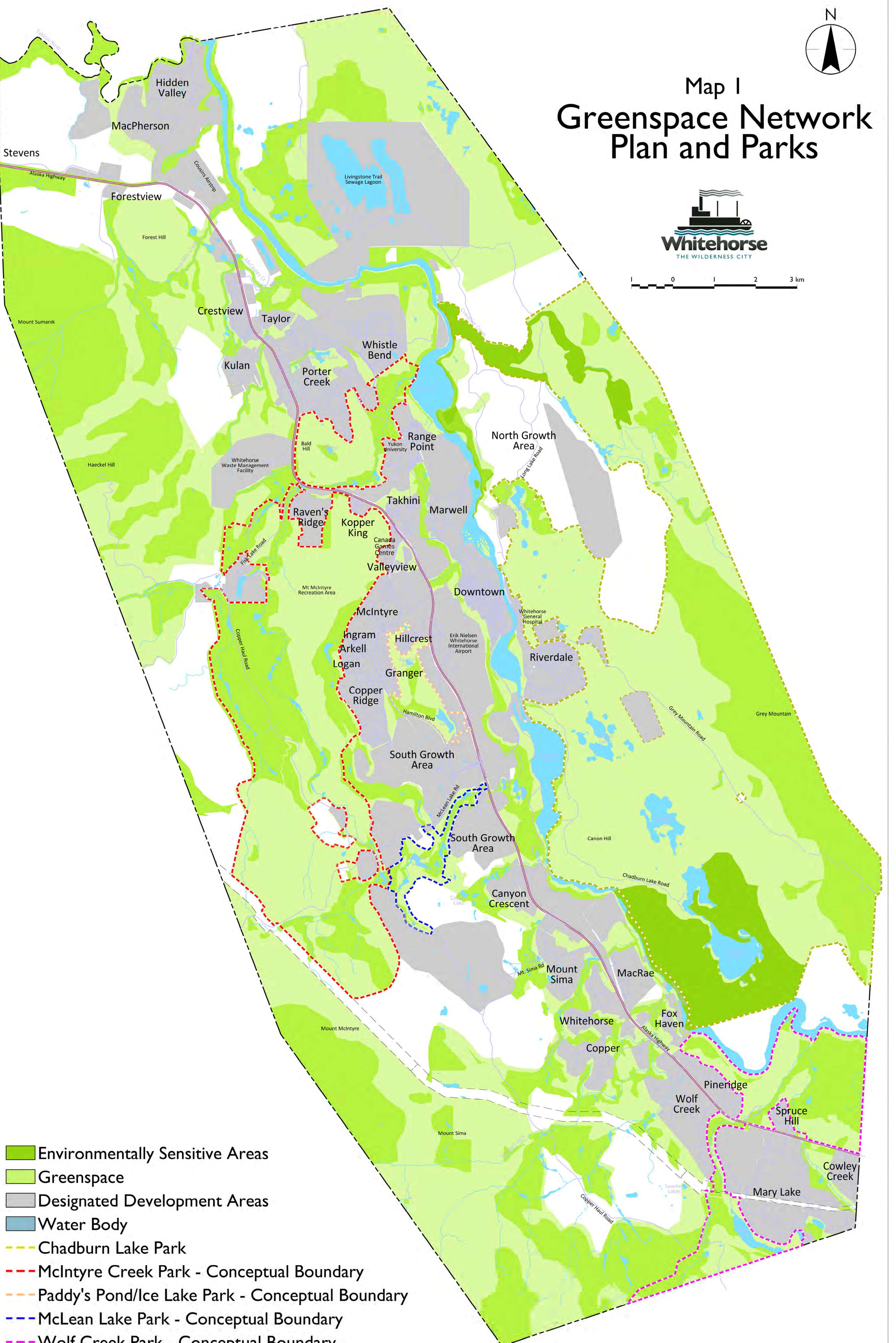




# Map I Greenspace Network Plan and Parks



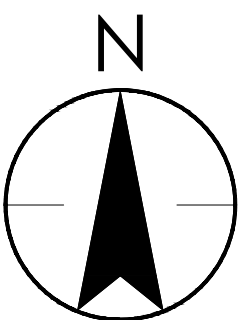
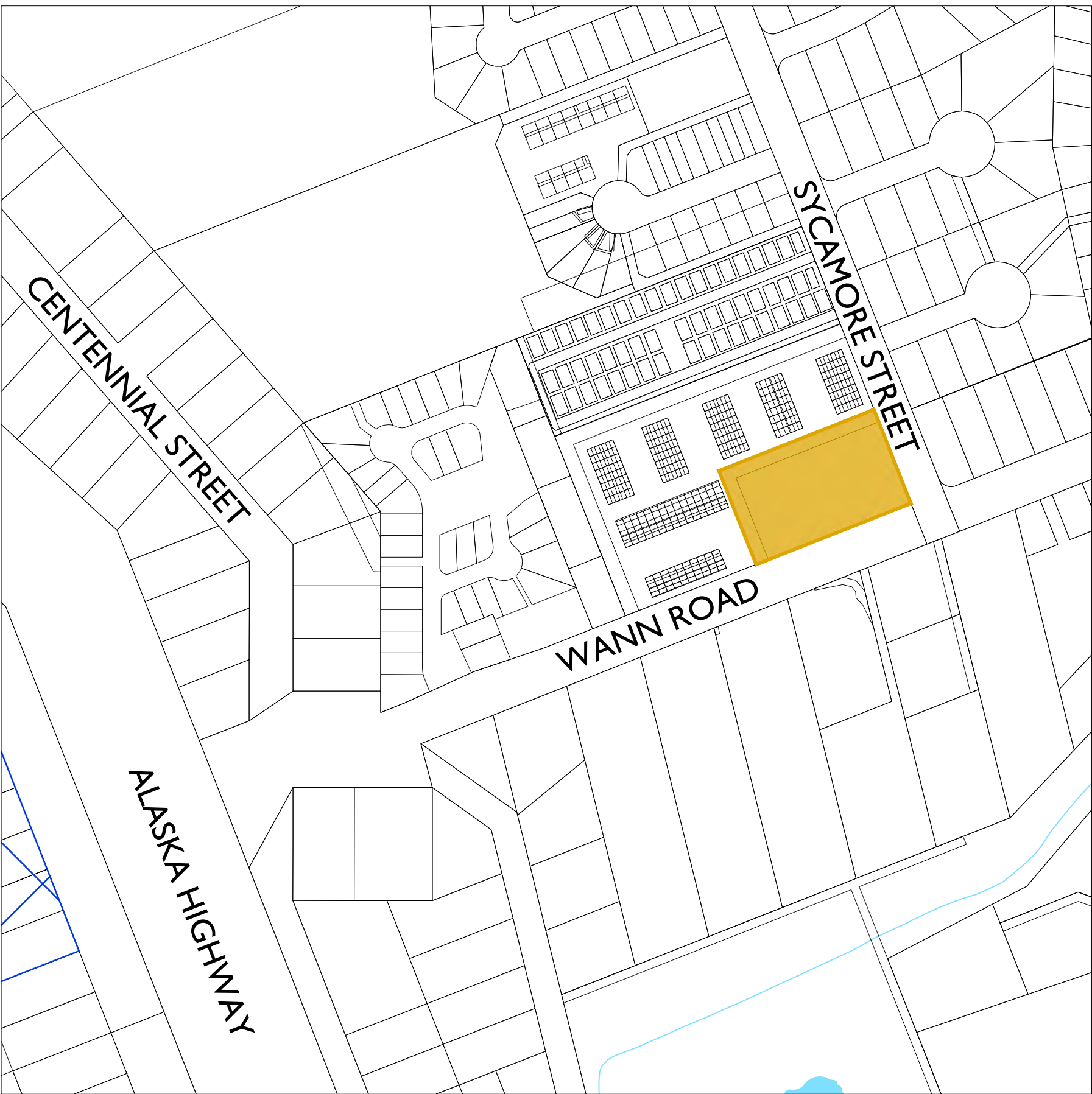
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- Environmentally Sensitive Areas
- Greenspace
- Designated Development Areas
- Water Body
- Chadburn Lake Park
- McIntyre Creek Park - Conceptual Boundary
- Paddy's Pond/Ice Lake Park - Conceptual Boundary
- McLean Lake Park - Conceptual Boundary
- Wolf Creek Park - Conceptual Boundary



Wann Road (Porter Creek)

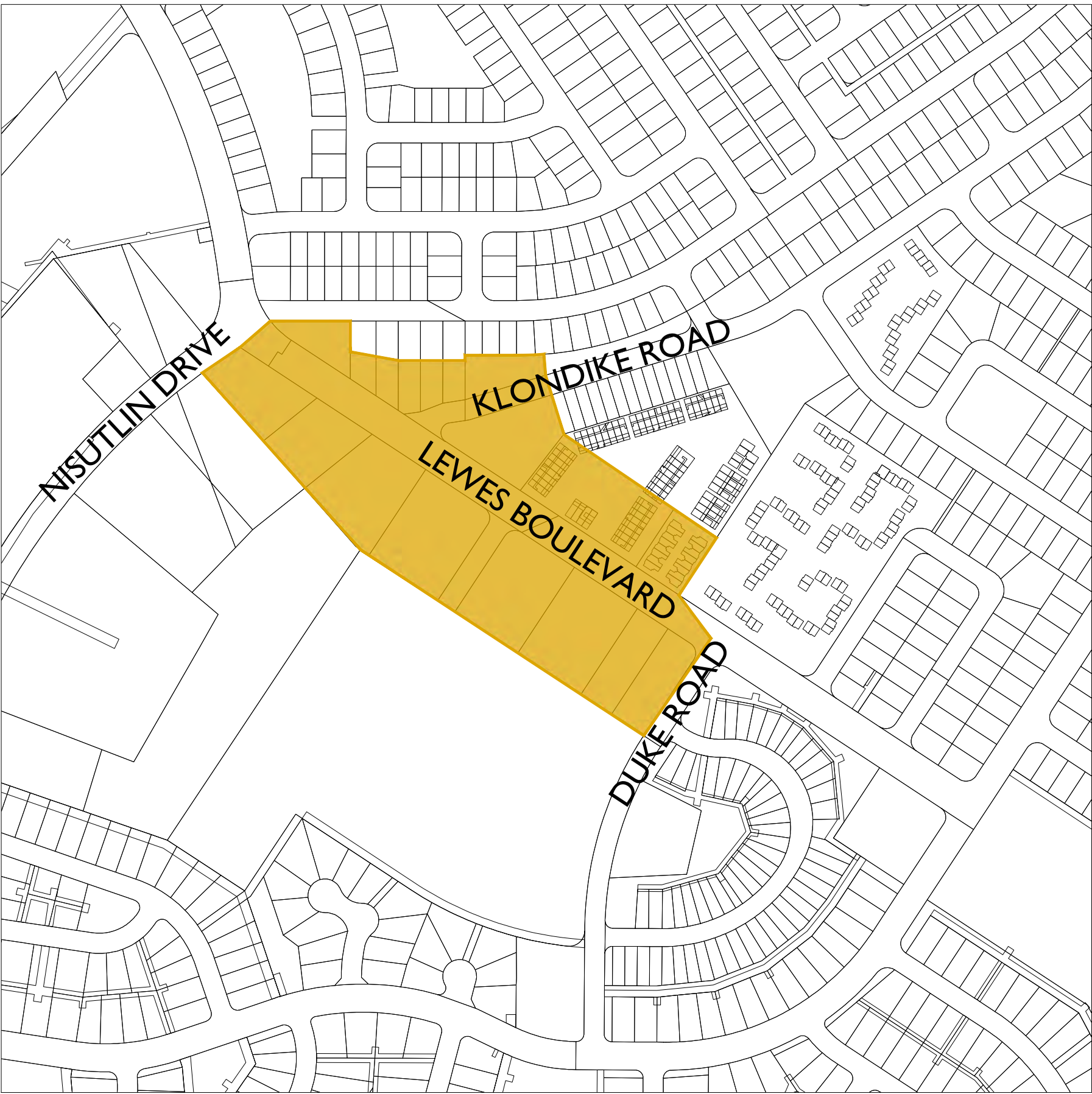


Map 2  
Urban Centres

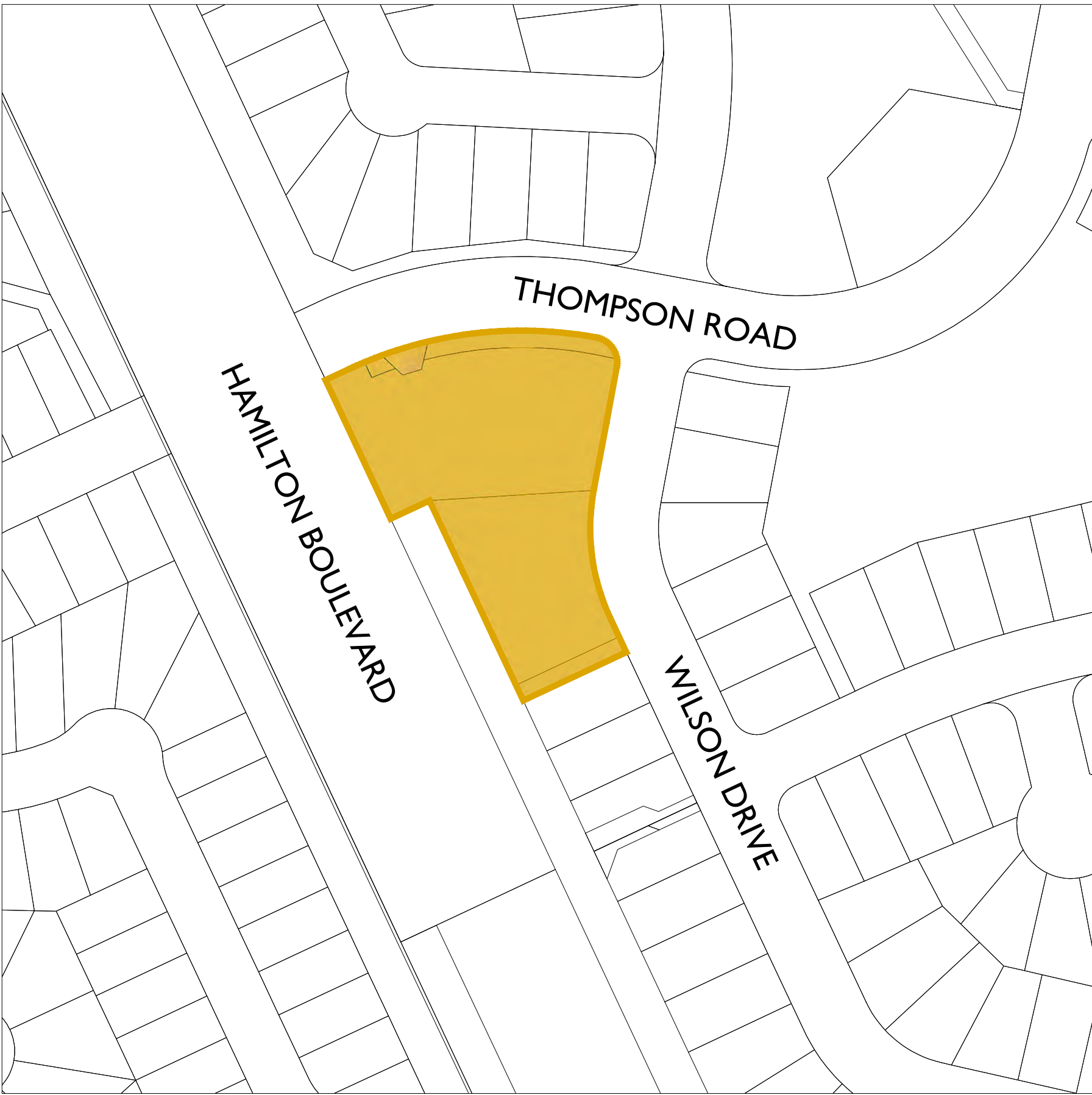


 Urban Centre

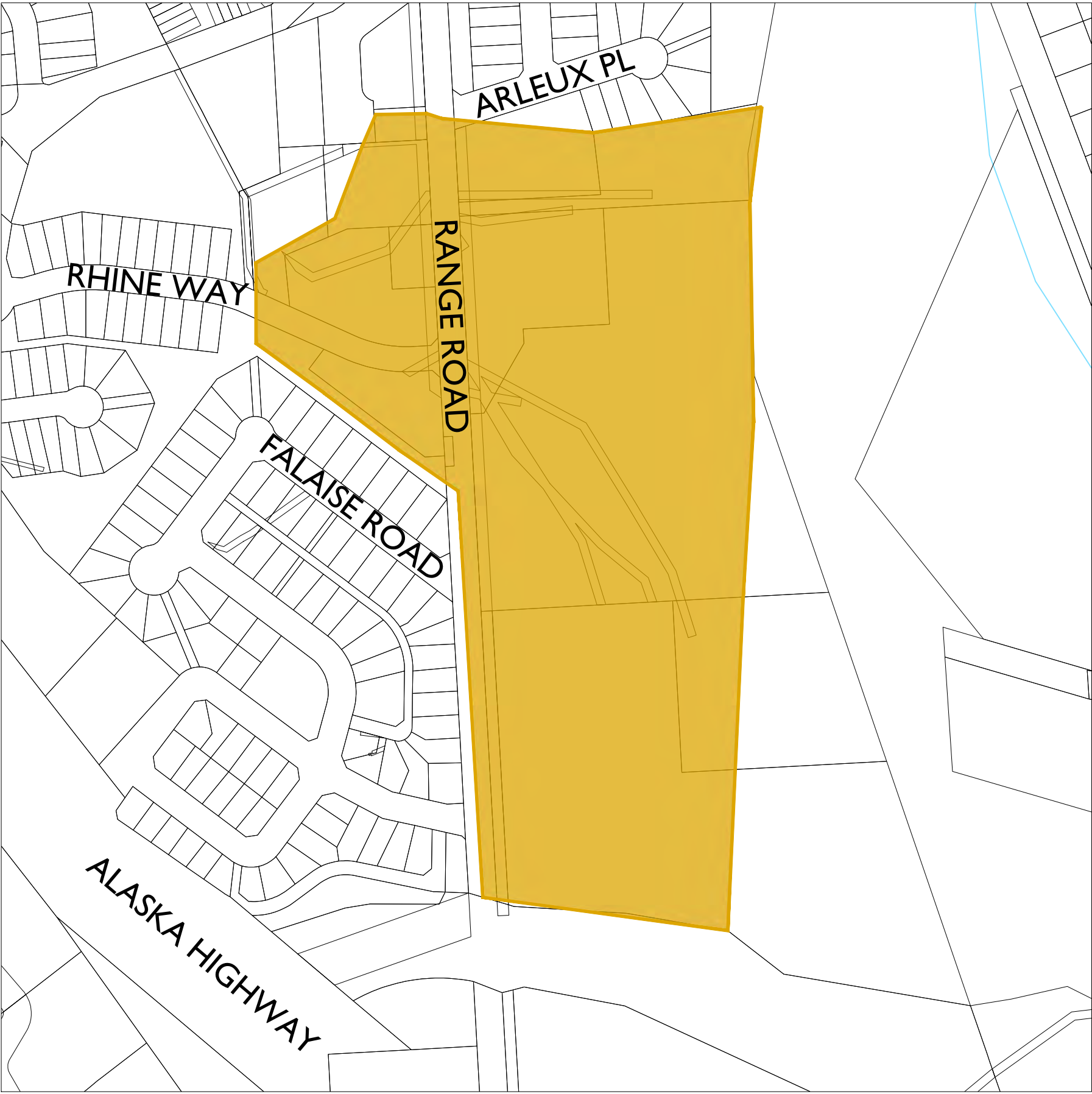
Riverdale



Granger



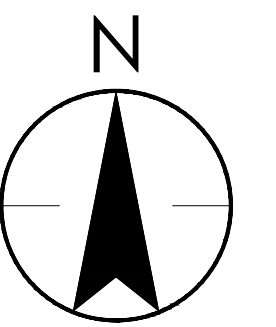
Takhini



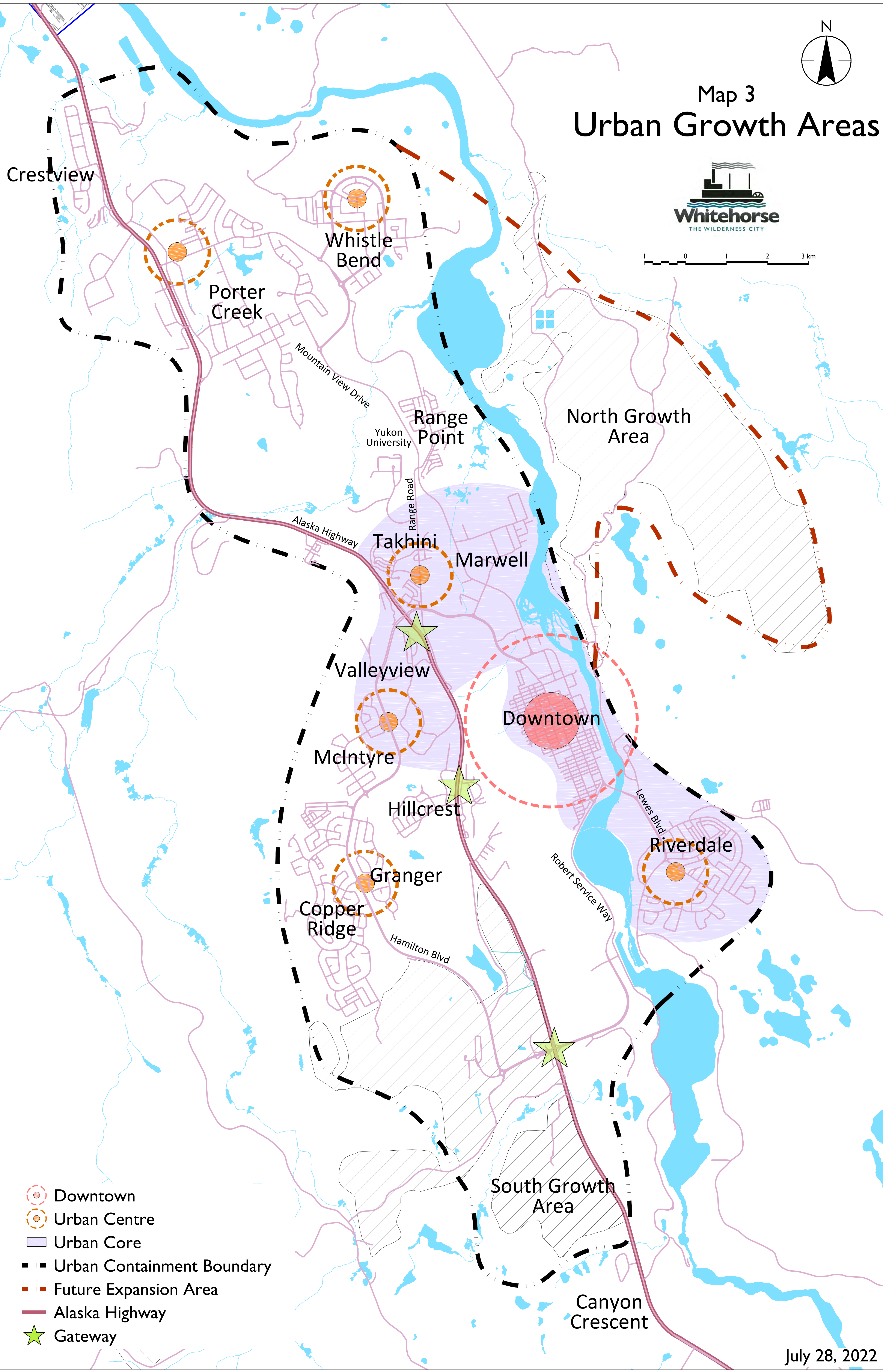
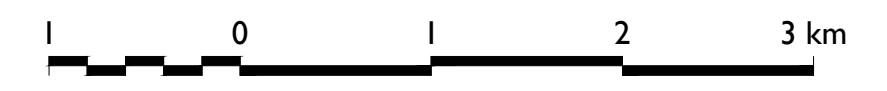
Keno Way (Whistlebend)





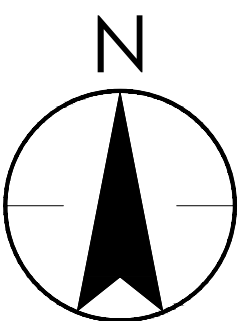


# Map 3 Urban Growth Areas



- Downtown
- Urban Centre
- Urban Core
- Urban Containment Boundary
- Future Expansion Area
- Alaska Highway
- Gateway



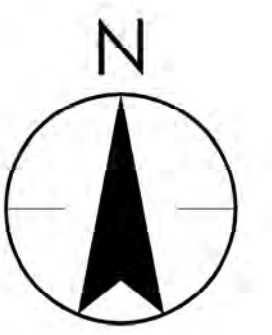


Map 4  
First Nation  
Settlement Lands

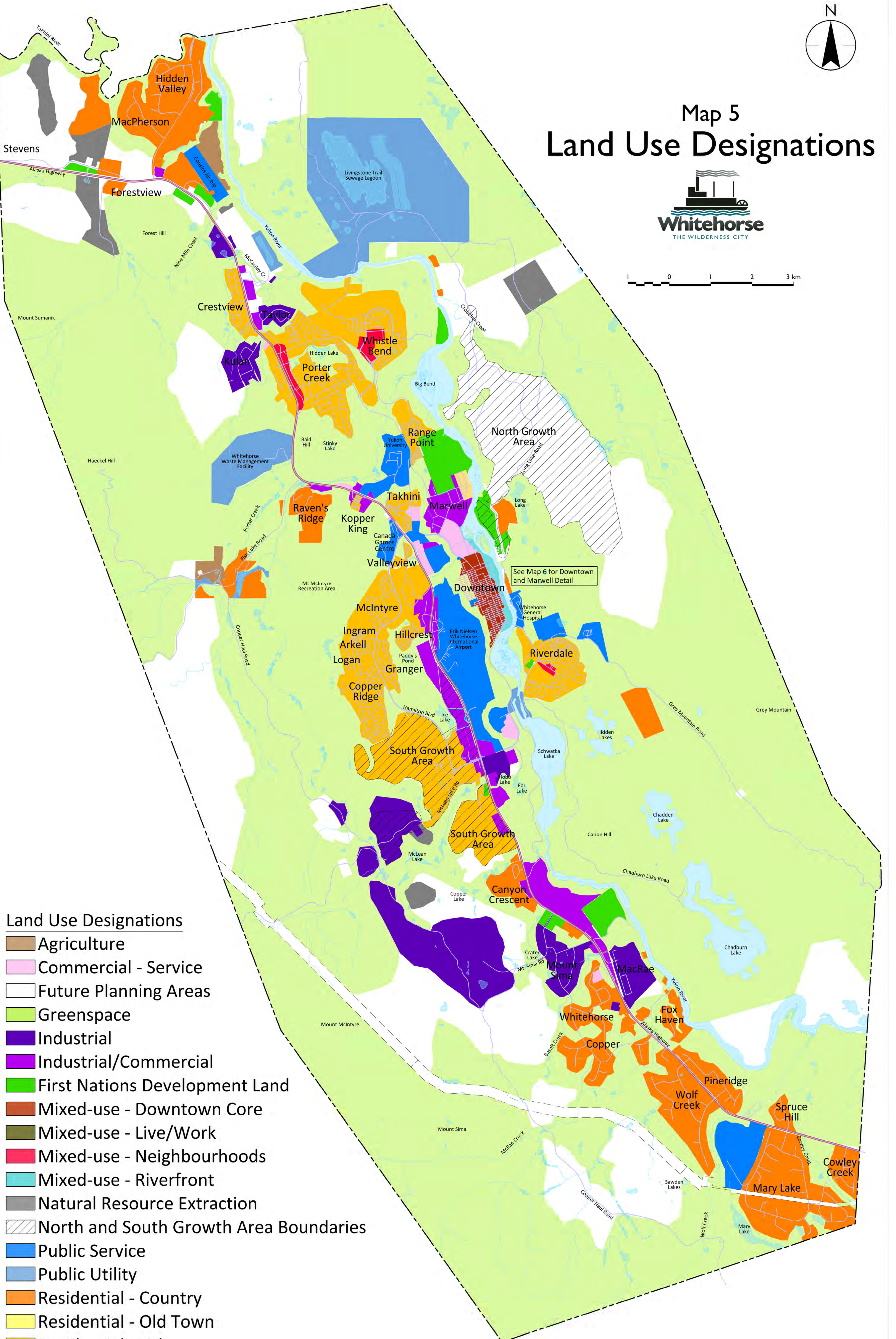


-  Ta'an Kwäch'än Council Lands
-  Kwanlin Dün First Nation Lands





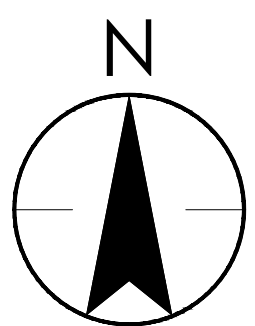
# Map 5 Land Use Designations



## Land Use Designations

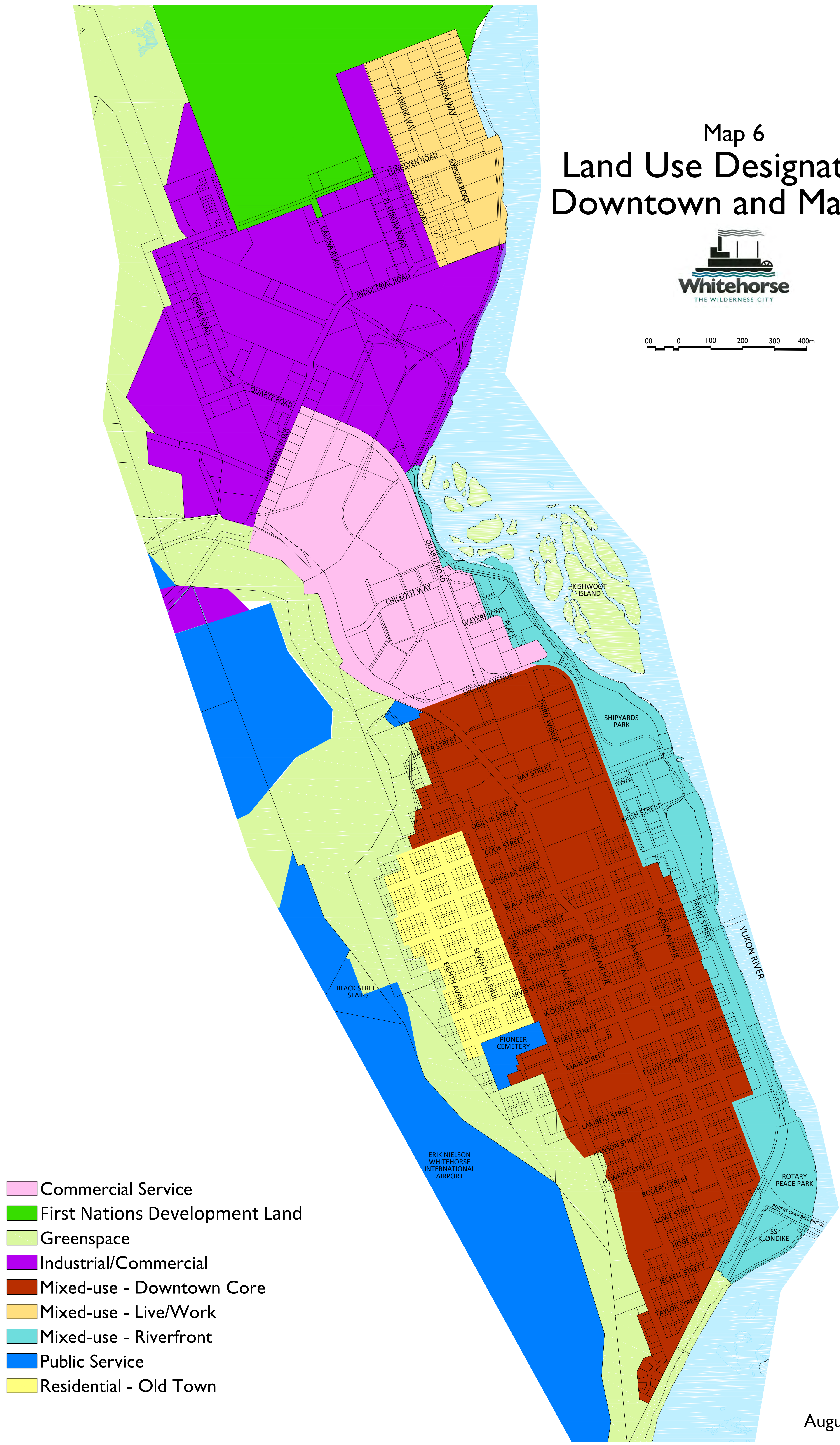
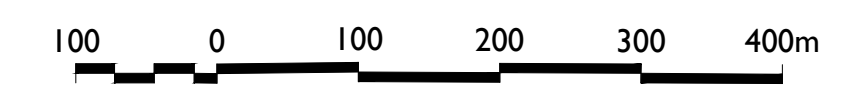
- Agriculture
- Commercial - Service
- Future Planning Areas
- Greenspace
- Industrial
- Industrial/Commercial
- First Nations Development Land
- Mixed-use - Downtown Core
- Mixed-use - Live/Work
- Mixed-use - Neighbourhoods
- Mixed-use - Riverfront
- Natural Resource Extraction
- North and South Growth Area Boundaries
- Public Service
- Public Utility
- Residential - Country
- Residential - Old Town
- Residential - Urban





Map 6

# Land Use Designations Downtown and Marwell



- Commercial Service
- First Nations Development Land
- Greenspace
- Industrial/Commercial
- Mixed-use - Downtown Core
- Mixed-use - Live/Work
- Mixed-use - Riverfront
- Public Service
- Residential - Old Town



# Appendix A Ideas for Action

# Ideas for Action

Ideas for action identify specific direction, projects, or other actions that could be used to help achieve the goals or policies of the OCP. These ideas were gathered throughout the creation of the OCP during public engagement, stakeholder meetings, or Council workshops; as such, this is not an exhaustive list of all the types of actions that may support the vision of the OCP, it is an area to capture ideas gathered so they may be referenced in the future.

The ideas included in this list do not indicate commitments by the City; they will require additional supportive processes prior to implementation (e.g., studies, budget approval), and are subject to, among other things, the changing priorities of the City.

	Action	Action Type
	<b>Equity and Inclusion</b>	
1	Work with Ta'an Kwäch'än Council, Kwanlin Dün First Nation, and residents to establish a reconciliation framework and implementation plan.	Plan development or update
2	Investigate opportunities for Joint Planning Committee with Ta'an Kwäch'än Council, Kwanlin Dün First Nation.	Strategy or program
3	Act alongside other Yukon leaders to implement the Changing the Story to Upholding Dignity and Justice: Yukon's MMIWG2S+ Strategy.	Strategy or program
4	The City will work in association with Ta'an Kwäch'än Council and Kwanlin Dün First Nation to review City naming practices.	Strategy or program
5	Encourage initiatives that advance the learning of the truth and impacts of colonization and residential schools on First Nation citizens, by: <ul style="list-style-type: none"> <li>• Participating in strategies for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries, or other sites at which residential school children were buried;</li> <li>• Continuing to encourage long-term athlete development through the introduction of various drop-in activities and programs;</li> <li>• Supporting place-naming and name reclamation initiatives; and</li> <li>• Supporting other arising initiatives.</li> </ul>	Strategy or program
6	Work collaboratively with other agencies to collect data and identify indicators on the quality-of-life Whitehorse residents.	Data collection
7	Upgrade engagement and communication approaches as new digital platforms become available.	Strategy or program

## Appendix A Ideas for Action

	Action	Action Type
<b>Heritage, Arts, and Culture</b>		
8	Review and update the City's Heritage Management Plan to incorporate First Nations heritage.	Plan development or update
9	Work with Ta'an Kwäch'än Council and Kwanlin Dün First Nation on heritage-related initiatives. Including mapping of significant heritages sites outside of Settlement Land.	Strategy or program
10	Continue to encourage preservation efforts of municipally-designated historic sites.	Strategy or program
11	Explore ways of integrating more First Nation (Kwanlin Dün First Nation and Ta'an Kwäch'än Council) themes, language, and names into Downtown places, amenities, wayfinding, year-round and/or seasonal infrastructure, and transportation infrastructure (e.g., potential future Yukon River pedestrian bridge).	Strategy or program
12	Continue to advance trail planning and implementation initiatives.	Strategy or program
13	Establish a Winter City Strategy for Whitehorse that explores opportunities for winter life, winter design, winter economy, use of colours in design, our winter story and limiting light pollution.	Plan development or update
14	Use signage, interpretative programming, and art as tools to remember and recognize heritage resources.	Strategy or program
15	Review opportunities to increase programming and arts installations.	Strategy or program
<b>Climate Action</b>		
16	Continue to develop and enhance education and awareness programs that promote sustainability. This may be accomplished through programming, grant giving processes, partnerships with other organizations, or other mechanisms.	Strategy or program
17	Develop strategies and action plans to mitigate and adapt to climate change.	Plan development or update
18	Consider supporting Indigenous-led climate initiatives as a means of recognizing the continued global effects of colonization.	Plan development or update
19	Regularly update city hazards, risks, and vulnerability assessments.	Data collection
20	Work with other governments, agencies, and organizations to: <ul style="list-style-type: none"> <li>determine roles, responsibilities, and partnerships that support climate action goals</li> <li>coordinate climate change resiliency plans, policies, and initiatives</li> </ul>	Strategy or program
21	Develop integrated transit and active transportation routes/ corridors.	Strategy or program
22	Continue to track and monitor greenhouse gas emissions for City fleet and facilities.	Data collection

## Appendix A Ideas for Action

	Action	Action Type
23	When upgrading or planning for new facilities, review opportunities to reduce fossil fuel usage for heating.	Strategy or program
24	Continue to support initiatives aiming to increase production of local food.	Strategy or program
<b>Environmental Stewardship</b>		
25	Develop comprehensive management plans for McIntyre Creek, Paddy's Pond/ Ice Lake, McLean Lake, and Wolf Creek Parks.	Plan development or update
26	Advance Chadburn Park Planning Initiatives.	Strategy or program
27	Collaborate with KDFN and TKC on environmental sensitivity mapping.	Data collection
28	Review the coop development requirements and permit application process for keeping hens within the Urban Containment Boundary.	Bylaw development
29	Consider establishing a permitting system for honey beekeeping and explore expanding allowing access to addition zones within the Urban Containment Boundary.	Strategy or program
30	Create an adaptive management plan to monitor, assess, and identify activities for the management of the City's water supply.	Plan development or update
31	Continue to implement source water protection planning.	Strategy or program
32	Review City tools to address light standards in new developments and streets.	Process change
33	Support the use of high-efficient heating devices to decrease particulates.	Strategy or program
<b>Development and Growth</b>		
34	Consider off-setting density in the Urban Core by improving public recreation space where less private recreation space (i.e., yards) is provided.	Strategy or program
35	Work with the Government of Yukon to identify potential opportunities to expand existing or establish new agriculture areas in Whitehorse.	Strategy or program
36	In partnership with other governments, collaborate on a soil assessment for criteria selected areas that have potential for agriculture, and explore expanding the OCP's Agriculture designation to suitable areas.	Strategy or program
37	Establish and create safe routes for active transportation modes to/ from schools within neighbourhoods.	Strategy or program
38	Modify parking requirements (e.g., reducing parking requirements, introducing parking maximums) for developments near transit routes, in the Downtown and Urban Core, or in and around Urban Centres.	Bylaw update
39	Work with other governments and partners to prepare an Alaska Highway Corridor Plan to comprehensively consider site planning along the Alaska Highway.	Strategy or program

## Appendix A Ideas for Action

	Action	Action Type
40	Review the City's building standards and architectural guidelines as part of the Zoning Bylaw update.	Bylaw update
<b>Housing</b>		
41	Collaborate with others to advance the implementation of the Housing Action Plan for Yukon (2015-2025), or as updated and agreed to by the City.	Strategy or program
42	The City will use available tools to encourage the development of attainable housing units, including developing zoning provisions and reviewing relevant City policies and bylaws to allow for a greater variety of housing types and forms.	Strategy or program
43	Review potential opportunities for a community land trust in Whitehorse.	Strategy or program
44	Continue to support initiatives aimed at eliminating or reducing homelessness.	Strategy or program
45	Work with housing partners to undertake a housing needs assessment for Whitehorse and update the assessment every five years, or as needed, to ensure the City has the best available information to base housing decisions on.	Study
46	Examine the impacts of short-term rentals and consider if further management through City policies, bylaws, and tools is needed.	Study, strategy or program
47	Review development incentive tools that encourage the creation of smaller, more affordable housing forms including rental properties.	Strategy or program
48	Evaluate redevelopment opportunities for housing.	Strategy or program
<b>Economy</b>		
49	Explore land opportunities for warehousing and distribution to expedite product imports and exports to support industry growth.	Strategy or program
50	Advance an economic development strategy that: <ul style="list-style-type: none"> <li>• provides a roadmap for economic development in Whitehorse; and</li> <li>• reviews the City's role in tourism advocacy.</li> </ul>	Plan development or update
51	Encourage the creation of a local business improvement area for the Downtown Core.	Strategy or program
52	Seek opportunities to enhance our knowledge-based economy through collaboration with Yukon University and other institutions such as trades associations.	Strategy or program
53	Encourage the improvement of Yukon's digital communication network to enhance reliability.	Strategy or program



## Appendix A Ideas for Action

	Action	Action Type
54	Complete master plans to facilitate redevelopment of commercial and industrial areas.	Strategy or program
55	Collaborate with Yukon University to implement their future planning initiatives and to support the development of Whitehorse as a University City.	Strategy or program
<b>Transportation and Mobility</b>		
56	Develop a system to prioritize transportation investment; including safety, equitable access, and sustainability.	Strategy or program
57	Strategically acquire land that increases the transportation network's connectivity, safety, and/ or convenience.	Strategy or program
58	Continue to review and update year-round and winter transportation network maintenance practices and priorities.	Strategy or program
59	Review the City's tools to identify ways to better achieve the City's transportation goals.	Process review
60	Establish a classification system for the transportation network within the city and define required multi-modal design standards to provide design consistency and support a range of mobility types.	Strategy or program
61	Investigate opportunities for new pedestrian and emergency access connections over the Yukon River.	Strategy or program
62	Evaluate opportunities and partnerships with landowners for conversion of the old White Pass Yukon Railway into trails.	Strategy or program
63	Consider developing a park and ride lot to incentivize a reduction of cars in the Downtown.	Strategy or program
64	Create a pedestrian network plan.	Plan development or update
65	As part of the Zoning Bylaw review and other updates to City standards, review opportunities to improve requirements to ensure that development complements the transportation network (e.g., by requiring appropriate charging stations in new buildings and parking areas).	Bylaw update
66	Review options for e-vehicle charging stations within the city.	
67	As part of the Zoning Bylaw update, review the requirements for end-of-trip cycling facilities.	Bylaw update
<b>Municipal Services and Assets</b>		
68	Continue to assess the Selkirk Aquifer characteristics, including for the effects of climate change on the City's primary drinking water supply.	Strategy or program

## Appendix A Ideas for Action

	Action	Action Type
69	Develop and maintain an asset management plan. This will include consideration related to the City's fleet vehicles, such as fuel efficiency, lifecycle costing and alternative fuel options, where feasible.	Strategy or program
70	Continue to implement wildfire prevention and preparedness strategies.	Strategy or program
71	Continue to work with other government and stakeholders to expand composting programs and stewardship programs, review tipping fees, and/or ban substances from the waste management facility.	Strategy or program
72	The City will continue to encourage businesses and institutions to set-up and maintain a waste diversion program.	Strategy or program
	<b>Land Management</b>	
73	Continue to implement the Downtown, Marwell, and Schwatka Lake area planning initiatives.	Strategy or program
74	Continue to engage with the Yukon Energy Corporation to ensure the continued use of commercial and recreational uses of Schwatka Lake.	Strategy or program
75	Work with landowners and other levels of government to prepare a Heavy Industry and Remediation Strategy that would explore the strategic relocation of heavy industrial sites and the remediation of their associated contaminated site	Strategy or program