

# COPPER RIDGE DEVELOPMENT AREA

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LAND USE MASTER PLAN

JANUARY 2024

CITY OF WHITEHORSE





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## Summary

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The City of Whitehorse is focused on ensuring all residents have access to a safe place to call home. To meet this demand, the City is looking at a number of ways it can increase the amount of housing in the community. An area between Copper Ridge Place and Falcon Drive was identified for potential development. To ensure the area is developed in a logical, integrated manner, the City initiated work on a land use master plan (the Plan), which aims to result in a high-quality new development.

The purpose of the Plan is to articulate clear direction and actionable policies to provide residential land for development. The Plan sets out a vision, guiding principles and associated policies to guide decisions on land use and development in the Plan area, to create a quality residential development that meets the needs of current and future residents while also preserving and enhancing natural areas to protect neighbourhood amenities.

The drafting of the Plan was influenced by a review of relevant City plans, policies and bylaws, supporting studies and technical reviews, community, stakeholder and government consultation, and a thorough understanding of the Plan area. To arrive at a preferred land use concept and report for the Plan area, the City went through multiple iterations of information gathering, conceptualization and engagement.

During the Plan engagement process, the community, government partners and technical stakeholders provided perspectives on their vision, values, and priorities for the area. This input was used to create the vision that serves as a guiding framework for the Plan and provides direction for the Plan's concept and policies.

The Plan's vision is supported by four overarching principles that form the foundation of the Plan and inform policy direction, future decision-making and investments in the Plan area:

- Housing Choice and Compatibility
- Natural Area Preservation and Enhancement
- Transportation Choice and Connections
- Safe, Inclusive and Accessible Development

The principles reflect city-wide values and goals, Council priorities and best practices to promote a mixture of development types and support the long-term interests of the Whitehorse community.

The Plan reflects a comprehensive planning process and is intended to be a living document whose implementation includes amendments, as needed, over time to respond to emerging needs and changing conditions.





## Land Acknowledgement

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The City of Whitehorse (the City) 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

The City acknowledges 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. The City acknowledges that these governments and their citizens contribute significantly to the 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

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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 the Copper Ridge Development Area Land Use Master Plan.





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# 1 Introduction

The City of Whitehorse is focused on making sure all residents have access to a safe place to call home. To meet this demand<sup>1</sup>, the City is looking at a number of ways it can increase the amount of housing within the community. An area between Copper Ridge Place and Falcon Drive was identified for potential development and consists of properties owned by the Yukon Government (YG) and the City (Figure 1). To ensure the area is developed in a logical, integrated manner, the City initiated work on a land use master plan (the Plan), which aims to result in high-quality new developments.

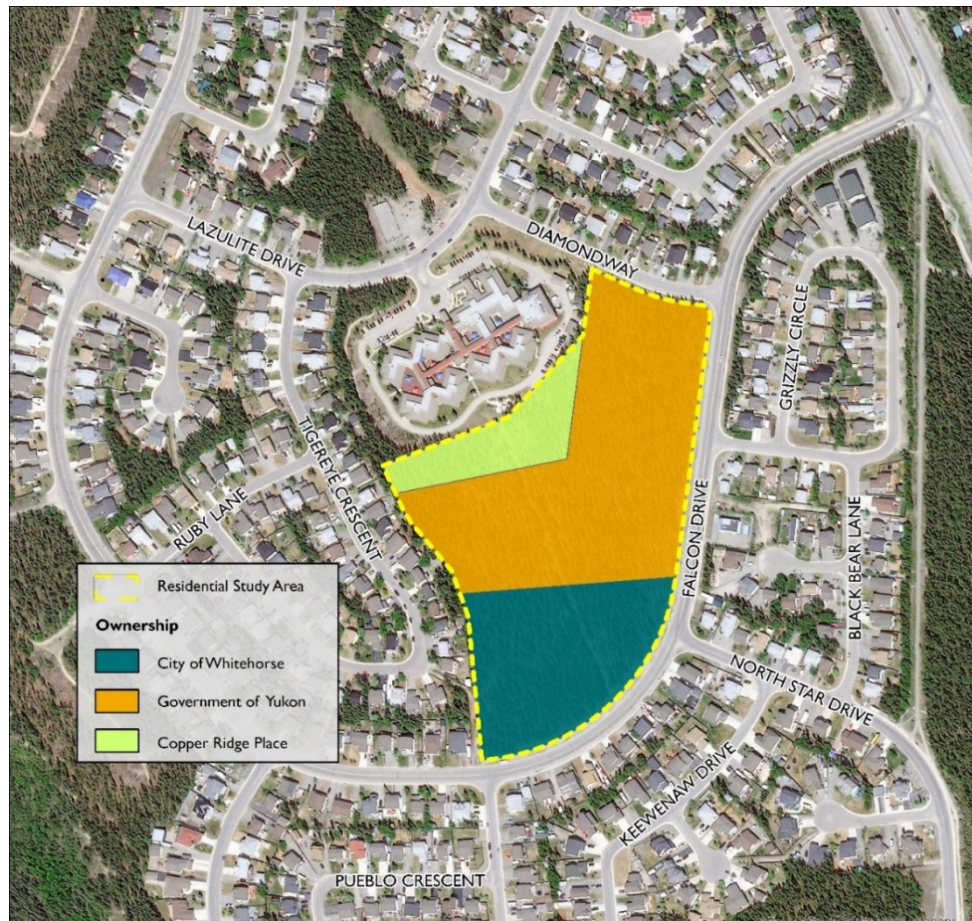


Figure 1: Plan Area

The drafting of the Plan was influenced by a review of relevant City plans, policies and bylaws, supporting studies and technical reviews, community, stakeholder and government consultation, and

<sup>1</sup> Refer to section 2.3.1 of this document.



a thorough understanding of the Plan area. The Plan was prepared to align with the City's overall development goals, objectives, and policies with consideration to the input provided through government, public and stakeholder engagement. The plan is intended to establish the core design principles that need to be considered in the development of the site.

## 1.1 Land Use Master Plan

A land use master plan is a high-level planning document that directs how an area should be developed. This high-level guiding document has two main components: a preferred land use concept and a report. The land use concept illustrates the approximate location of land uses, including the major road and active transportation networks. The report provides a written description of the land use concept, guidance on land use, density, on- and off-site infrastructure, and how development should occur.

Land Use Master Plans are approved through a resolution of Council. They are an overarching framework intended to inform subsequent preparation of zoning amendment, subdivision, detailed engineering design, development permit and other regulatory applications within a planned area, providing the City with a basis for evaluating the level of compliance of these submissions with the City's vision for this area. Community input is sought throughout the process to receive feedback while preparing the master plan document.

Land Use Master Plans are critical to achieving the City's long-range growth management strategy outlined in the *Whitehorse 2040: Official Community Plan (OCP)*. The Land Use Master Plan process integrates the broader objectives of the community at a local scale to advance both community and neighbourhood aspirations.

## 1.2 Purpose

The purpose of the Plan is to articulate clear direction and actionable policies to provide residential land for development. The Plan sets out a vision, guiding principles and associated policies to guide decisions on land use and development in the Plan area, to create a quality residential development that meets the needs of current and future residents while also preserving and enhancing natural areas to protect neighbourhood amenities.

To arrive at a Plan, the City went through multiple iterations of information gathering, conceptualization and engagement. These steps are described in further detail in section 2 of this report. Sections 3 to 5 establish the framework for the Plan area by articulating the location and types of housing, and other forms of development and land uses that are envisioned for the area and gives guidance on what buildings and private and public spaces should look like.

In addition to land use and urban design considerations, the Plan provides direction on the future transportation network, parks, public places, and community facilities in the area. The policies in the plan also address other issues and opportunities that are important to the community.





The Plan reflects a comprehensive planning process and is intended to be a guiding document whose implementation includes amendments, as needed, over time to respond to emerging needs and changing conditions.

## 1.3 Process

The process of planning the area was launched in January 2023 (Figure 2). A project webpage was created on the City’s engagement platform, [engagewhitehorse.ca](http://engagewhitehorse.ca), to provide publicly available project information and periodic updates. The webpage also allowed the public to ask questions and provide input on the project during three engagement periods.

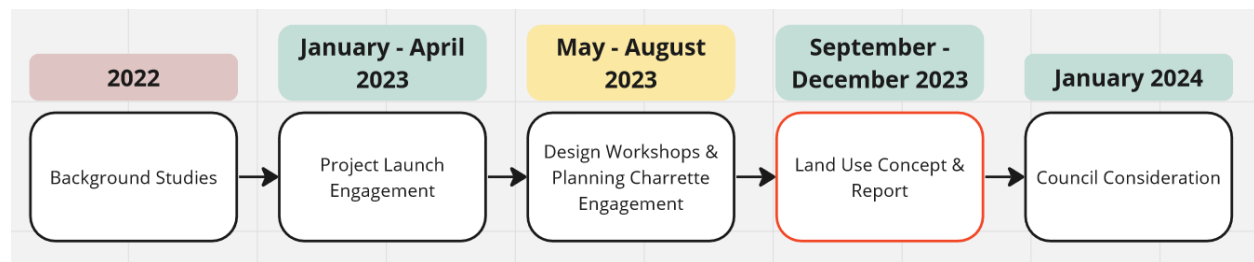


Figure 2: Master Plan Preparation Process

During the Plan engagement process, the community, government partners and technical stakeholders provided perspectives on their vision, values, and priorities for the area. This input was used to create the vision that serves as a guiding framework for the plan and provides direction for the plan’s concept and policies.

### 1.3.1 Project Launch Engagement

Initial engagement was carried out in January and February 2023 to understand what the community would like to see in the area and identify the vision, issues, and opportunities for the area prior to developing two land use concept scenarios. As part of this engagement, the City hosted a virtual webinar where the project was presented. City staff gave a brief overview of the Plan area, relevant plans, background studies, master plan process, key steps and dates, and future public engagement opportunities. The webinar also included a period for questions and answers. City staff also hosted an in-person presentation with Copper Ridge Place residents.

The City advertised the launch of the project on social media, newspapers, radio stations, and through a public service announcement. The City also directly notified Ta’an Kwäch’än Council, Kwanlin Dün First Nation, Copper Ridge residents, the Copper Ridge Neighbourhood Association, and Copper Ridge Place staff.

Public feedback was generally sought by way of an online survey, with physical copies available upon request. The questions aimed to receive input on:

- how the respondents currently use the Plan area;



- what type of land uses and densities they would support; and
- open-ended questions about their concerns and desires for the development.

The City received a total of 166 survey responses.

### 1.3.2 Design Workshops

Following the project launch engagement, the City facilitated two design workshops in May 2023. The design workshops were held with the Plan area landowners, Copper Ridge Place residents, technical experts, and designers. The intent of the workshops was to allow the project team to engage quickly and effectively with these parties, to ideate challenges and opportunities, and explore a broad diversity of design ideas.

Two land use concept scenarios were then developed by the project team, taking into consideration engagement and workshop input and guidance from policy documents and background studies.

### 1.3.3 Planning Charrette Engagement

A second round of engagement was held in May and June 2023. The two land use concept scenarios were posted on the City's engagement platform and the City hosted two open houses to present the scenarios and answer questions.

Public feedback was again generally sought by way of an online survey, with physical copies available upon request. The questions aimed to receive input on which of the two land use concepts respondents preferred overall as well as specific feedback regarding greenspace, active transportation, residential uses, density, and road layout.

The City received a total of 206 survey responses.

### 1.3.4 Land Use Concept & Report

Following the planning charrette engagement, the City facilitated a third design workshop in August 2023, with similar participants to the first two workshops. The intent of the workshop was again to engage quickly and effectively with these parties to explore a broad diversity of design solutions aimed at addressing engagement input and to arrive at a preferred land use concept.

A preferred land use concept was then developed by the project team, taking into consideration engagement and workshop input. Once the preferred land use concept was finalized, the project team developed this land use master plan report. The final draft plan was presented to the public for feedback prior to being presented to Council for consideration. An in-person presentation by City staff also occurred with Copper Ridge Place residents.



## 2 Context

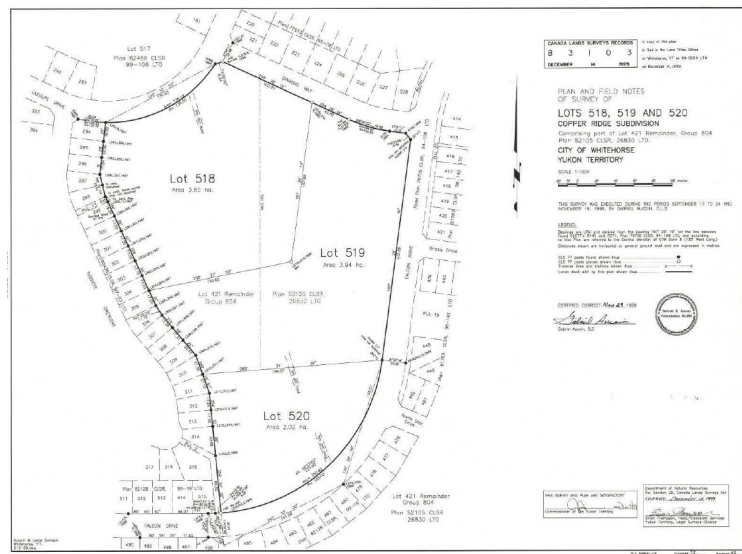
### 2.1 Plan Area

The Plan area includes the entirety of two surveyed land parcels and a section of an adjoining property, consisting of the Copper Ridge Place site. The YG parcel (lot 519) is 3.9 ha, the City parcel (lot 520) is 2 ha and the portion of the Copper Ridge Place site (lot 518) is approximately 0.7 ha (Table 1 and Figure 3).

**Table 1. Summary of Plan Area Description**

Ownership	Parcel	Legal Description	Size (ha)
City of Whitehorse	Lot 520	Lot 520 83103 CLSR YT LTO Plan 99-0224 YT	2.02
Government of Yukon	Lot 519	Lot 519 83103 CLSR YT LTO Plan 99-0224 YT	3.93
Government of Yukon	Portion of Lot 518	Lot 518 83103 CLSR YT LTO Plan 99-0224 YT	0.70
<b>TOTAL AREA</b>			<b>6.65 ha</b>

The Plan area is topographically flat, has a relatively central location within the Copper Ridge neighbourhood, and is well served by major roads and public transit. The Plan area is located in the Copper Ridge neighbourhood at the intersection of Falcon Drive and Diamond Way and consists of a predominantly vegetated area intersected by multiple informal trails (Figure 4). The portion of Lot 518 that is included in the Plan area is also of a similar vegetated nature.



**Figure 3: Survey of Plan Area**



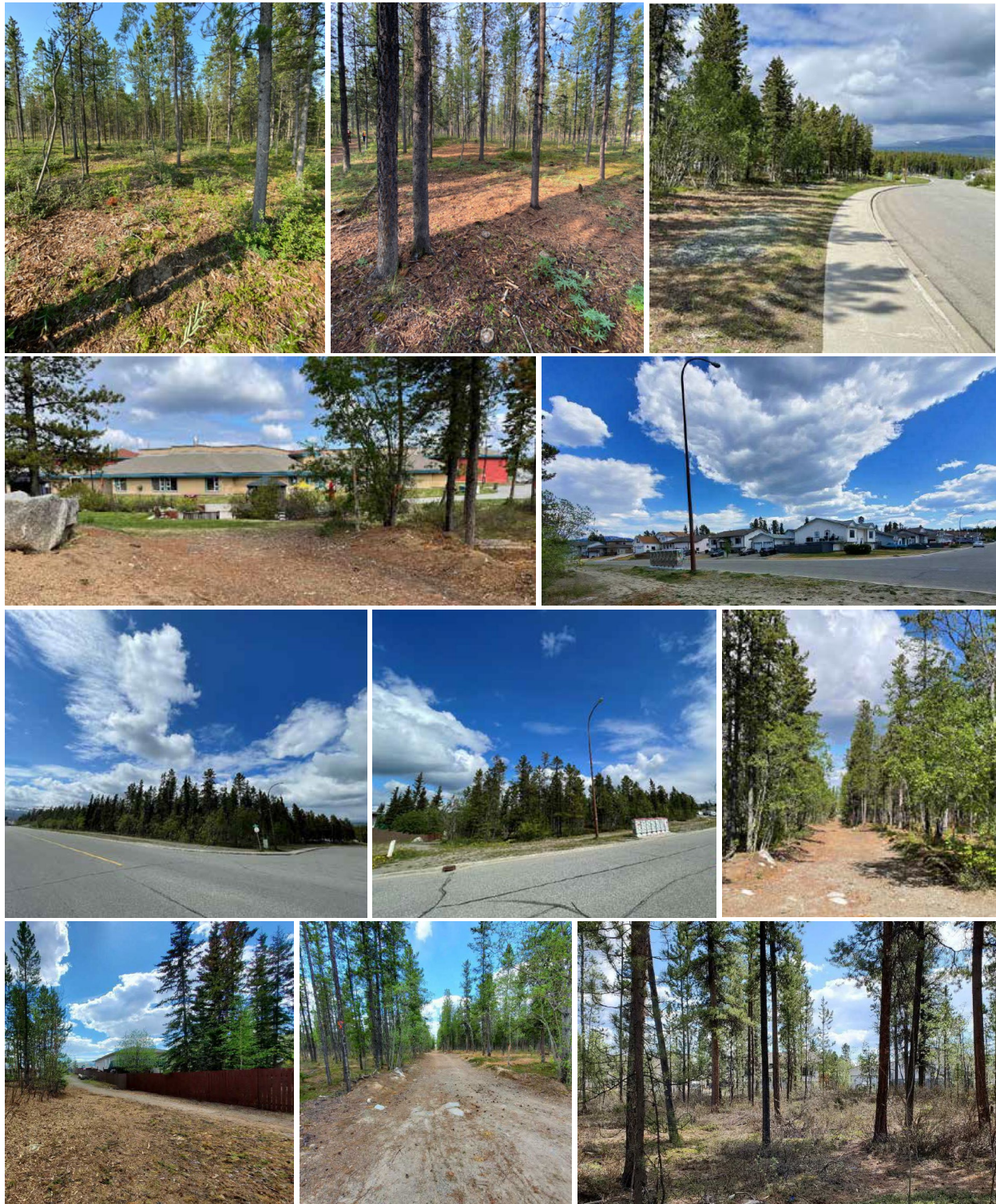


Figure 4: Photos of Plan Area





## 2.2 Neighbourhood

As of June 2023, the Copper Ridge neighbourhood has an estimated population of 3,338, or 10.5% of Whitehorse's total population of 31,784.<sup>2</sup> Single detached dwellings are located across Falcon Drive and Diamond Way, while others along Tigereye Crescent directly border the Plan area's western boundary. On Lot 518, Copper Ridge Place, a long-term care home, also directly borders the Plan area's western and northern boundaries.

Falcon Drive borders the Plan area along its eastern and southern boundaries, while Diamond Way borders the northern boundary. Falcon Drive connects to Hamilton Drive, which borders the Copper Ridge neighbourhood along its western boundary, connecting the neighbourhood to the rest of the City to the north and south.

Transit routes 2 (Copper Ridge and Granger), 402 (Whistle Bend West) and 5 (Takhini, Lobird, and Copper Ridge) travel along the Plan Area on Falcon Drive, while transit routes 2 and 402 also travel in front of Copper Ridge Place, along Lazulite Drive (Figure 5). Each of the three transit routes operates hourly, the earliest bus typically begins service at 7 a.m., while the latest operates until 9:30 p.m.

Granger Mall is the closest neighbourhood commercial zoned land, located approximately 370 m from the Plan area. The Canada Games Centre and Downtown are both approximately 3.5 km as the crow flies from the Plan Area.

Multiple parks and greenspaces are also located in close proximity to the Plan area (Figure 6). Seven parks, ranging in size from 0.2 ha to 2.25 ha, are located within approximately 165 to 680 m of the Plan area. Park amenities include playgrounds, skating rinks, a soccer field, and a pump track (Winze Park). In addition, the conceptual boundaries of the future Chasàn Chuà/McIntyre Creek and Paddy's Pond/Ice Lake Parks, identified in the OCP, are both within 400 m of the Plan area.

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<sup>2</sup> <https://yukon.ca/sites/yukon.ca/files/ybs/fin-population-report-q2-2023.pdf>

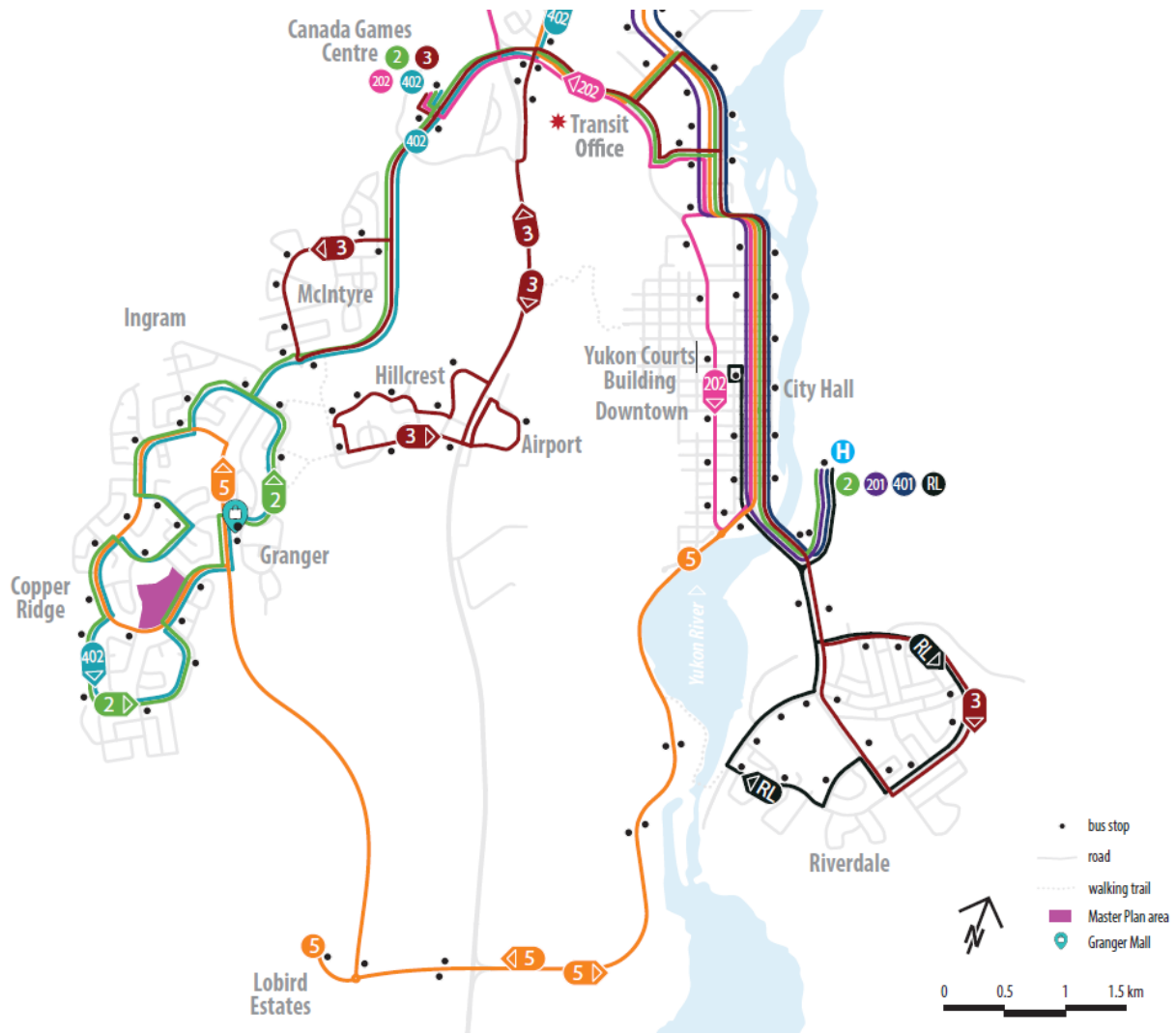


Figure 5: Whitehorse Transit



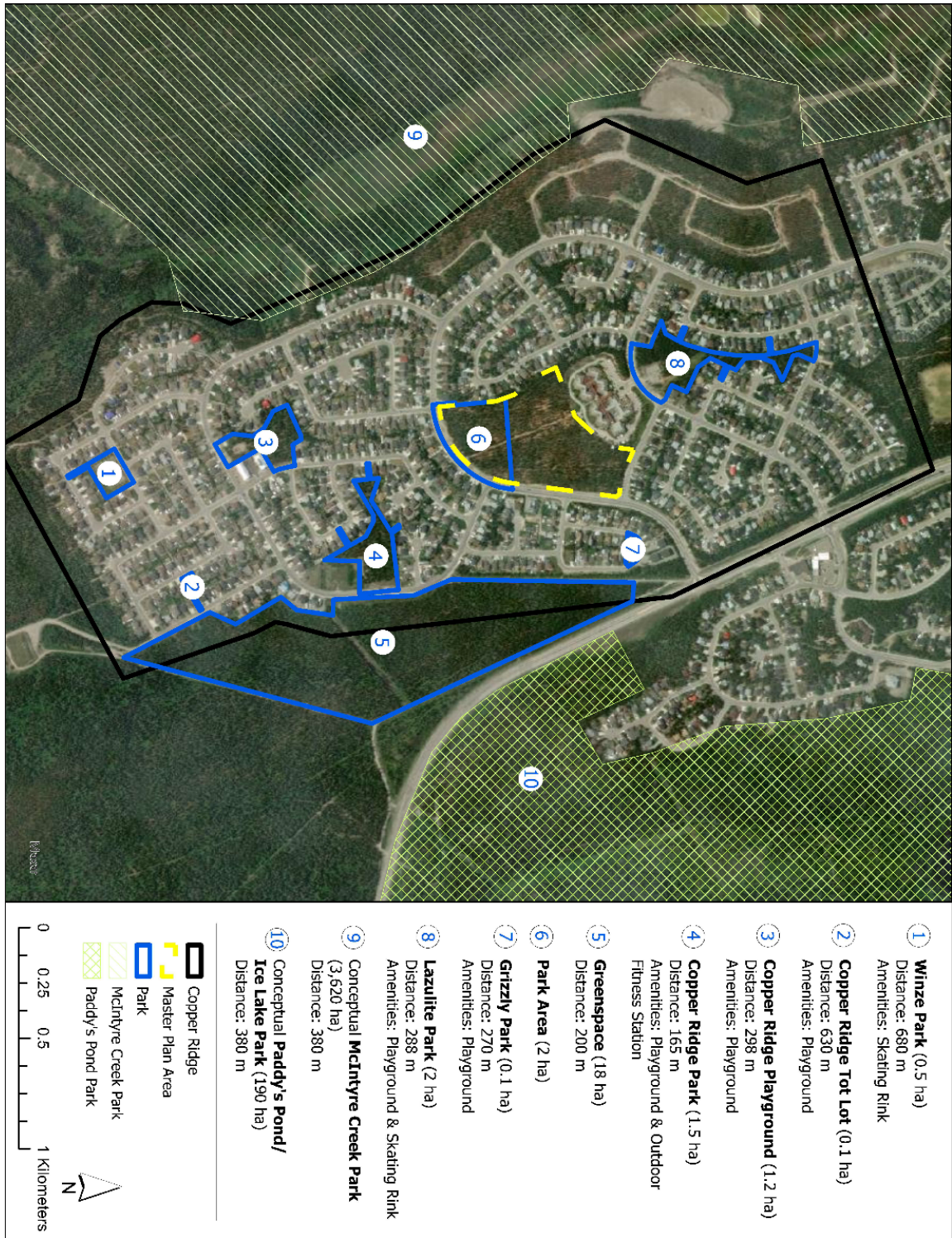


Figure 6: Copper Ridge Parks & Green Spaces





## 2.3 Direction Documents

Several City documents provide direction on the overall vision and potential land uses for the Plan area. These documents helped inform the development of the Plan.

### 2.3.1 Official Community Plan

The Official Community Plan is the highest-level policy document for the City that provides the overall long-term vision for the City and guides growth and development. The OCP was adopted by City Council in March 2023 and designates the Plan area as Residential – Urban (Figure 7).

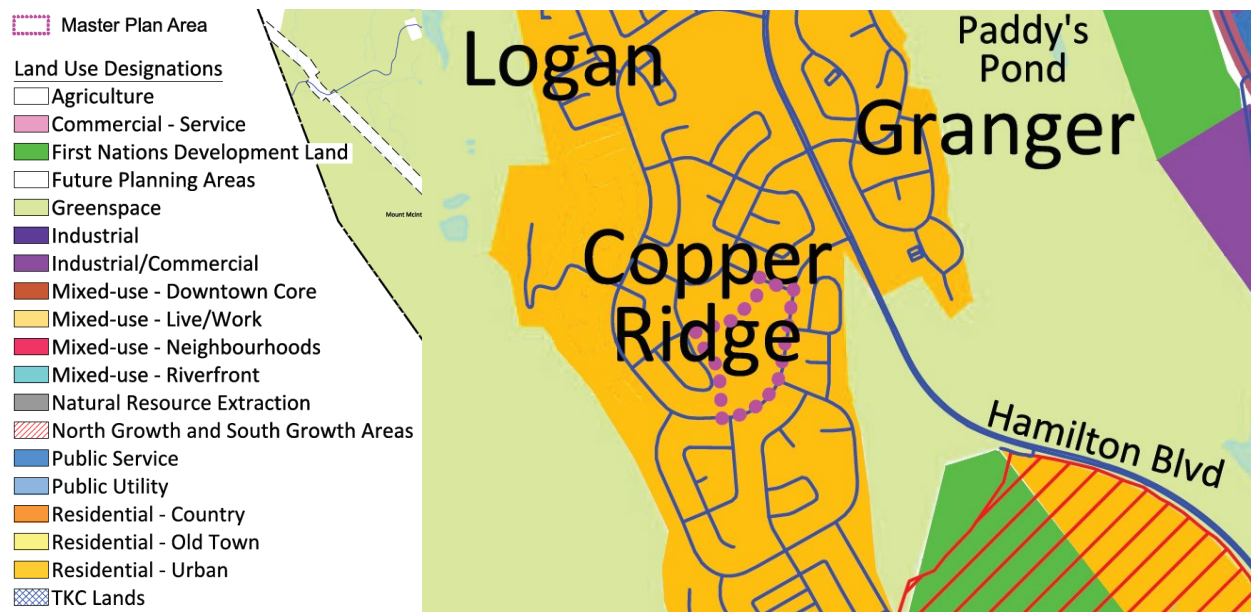


Figure 7: Official Community Plan Land Use Designations

Section 8 of the OCP (Development and Growth) projects growth in Whitehorse’s Urban Containment Boundary (UCB) and provides a framework for growth management. The OCP aims to direct development efforts to the most suitable locations within the UCB, with all neighbourhoods, including Copper Ridge, accommodating new residents through intensification development.

Goal 8 (a) of section 8 seeks to reduce urban sprawl to preserve the natural environment, minimize new infrastructure, reduce greenhouse gas emissions, and use existing infrastructure efficiently. Policy 8.1 directs development to 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. Policy 8.2 also directs that the City will accommodate the demand for residential growth through a mixture of development types including intensification development and greenfield development.



Section 9 of the OCP encourages the construction of a variety of housing types including affordable housing, rental housing, and housing that allows for aging in place. OCP policies also support compact residential development to ensure existing public services are used efficiently. Section 9 also includes the City’s Residential Growth Strategy which seeks to accommodate 1,100 new dwelling units within neighbourhoods outside of the Urban Core and [Urban Growth Areas Greenfield Neighbourhoods](#), such as Copper Ridge. This development will help the City achieve these goals.

Section 15 of the OCP also establishes the purpose of the Residential – Urban designation, which is intended to accommodate a wide range of residential housing forms and compatible uses. Uses suitable for Residential – Urban areas include, but are not limited to, residential uses of varying density and forms, parks and natural areas, playgrounds, schools, places of worship, community halls, recreation facilities, retail shops, and personal service uses.

Given the OCP’s broad scope, its policies do not provide the same level of detail as a land use master plan or plans for specific topics (e.g. Sustainability Plan). The OCP and land use master plans provide direction in terms of future land use that may lead to Zoning Bylaw amendments, subject to Council approval, and guidance to development permit applicants for specific areas and types of development (Figure 8).



Figure 8: Planning Process

### 2.3.2 Sustainability Plan

The City’s 2015-2050 Sustainability Plan identifies twelve long-term goals, with associated action items and targets that the City strives to achieve to create environmental and social benefits (Figure 9). Specifically to housing, the Sustainability Plan aims to address affordable housing and poverty reduction, with a strategy to use planning, zoning, and development tools to encourage or require the inclusion of affordable housing and to support less expensive and denser housing.

To meet this goal, the Sustainability Plan seeks to reduce the percentage of households spending more than 30% of total before tax income on shelter costs by 20% by 2050, with other targets also seeking to increase active transportation and the liveability of neighbourhood by improving transit connections and establishing and incorporating liveability criteria into planning, development, and monitoring. The construction of a variety of housing types in existing neighbourhoods will help the City achieve this goal.

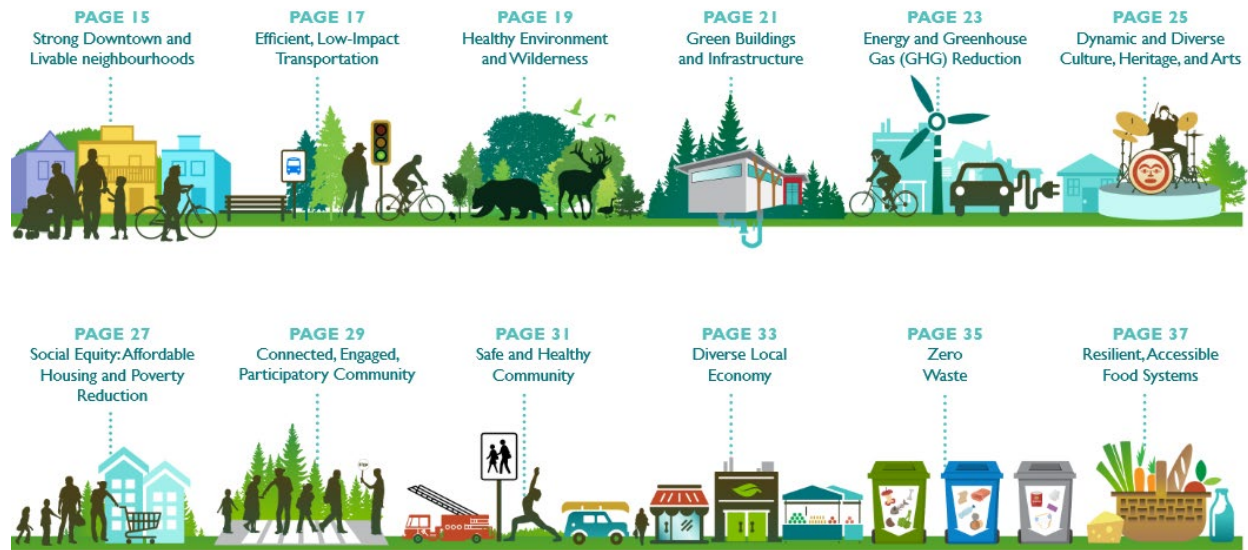


Figure 9: Sustainability Plan Goals and Strategies

### 2.3.3 Zoning Bylaw

The purpose of the Zoning Bylaw is to implement the OCP and provide orderly, economic, and environmentally sensitive development in the City. The Zoning Bylaw divides the city into zones that enables specific land uses and development requirements. Urban residential, neighbourhood commercial and public/institutional zones are typically considered in alignment with the OCP Residential – Urban designation.

The Plan area is currently zoned PS – Public Service, PSx- Public Service (modified), and PR – Parks and Recreation (Figure 10). Uses in the PSx (modified) zoned area are limited to schools, parks, outdoor participant recreation services, community recreation services, and religious assemblies. The PR zone restricts uses to indoor and outdoor active recreational activities, while the PS zoned area is part of Lot 518 and provides for public and privately owned facilities of an institutional or community service nature.

The surrounding residential neighbourhood is generally zoned RS – Residential Single Detached or RR – Restricted Residential Detached, which primarily provide low-density single detached dwellings. Other PR, PG – Greenbelt, and RM – Residential Multiple Housing zoned land are also located in close proximity to the Plan area.









## 2.4 Guidance Documents

Other City documents also provide guidance on the overall vision and potential land uses for the Plan area. These documents also helped inform the development of the Plan.

### 2.4.1 Neighbourhood Conceptual Development Plan

The 1990 Hillcrest Expansion Areas “C” and “D” Conceptual Development Plan is the original development plan for the Copper Ridge neighbourhood. It was developed in 1990 when the City decided to expand the existing Granger and Hillcrest neighbourhoods.

In the Hillcrest Area “D” Land Use Plan (Figure 11 and Appendix D), part of the Land Use Master Plan area was originally planned to have a school, a park and a multi-family site. None of these uses were developed within the Plan area. A small commercial lot and another multi-family site were also planned opposite Falcon Drive and developed as single-family dwellings instead.

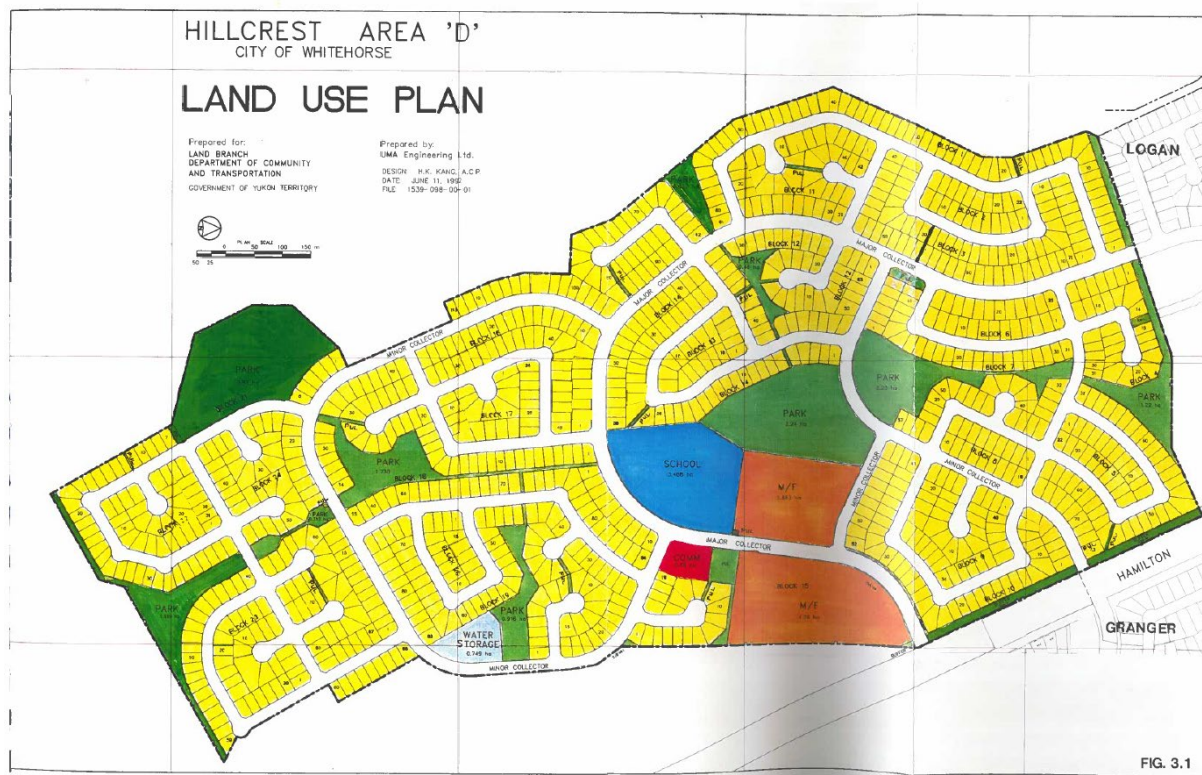


Figure 11: Hillcrest Area "D" Land Use Plan

The Hillcrest Area “D” Land Use Plan also planned for 14.3 ha of park uses across the entire Hillcrest “D” area, representing approximately 10 per cent of the area. There is approximately 16 ha



of public zoned land within the entire Copper Ridge neighbourhood<sup>3</sup>, representing 1.7 ha of additional public land from the initial planned amount.

### 2.4.2 Bicycle Network Plan

In 2018, the Whitehorse Bicycle Network Plan was developed. The purpose of the Bicycle Network Plan is to establish a long-term plan to improve infrastructure for cycling in the city and to increase the percentage of residents that use a bicycle for transportation year-round. In order to gain a modal shift to cycling, the bicycle network needs to serve users of all ages and abilities (AAA). It also needs to be comfortable, safe, convenient, and include Winter City design principles. The Bicycle Network Plan proposes an AAA route through the Plan area as a priority project that should be implemented within one to five years (Figure 12).

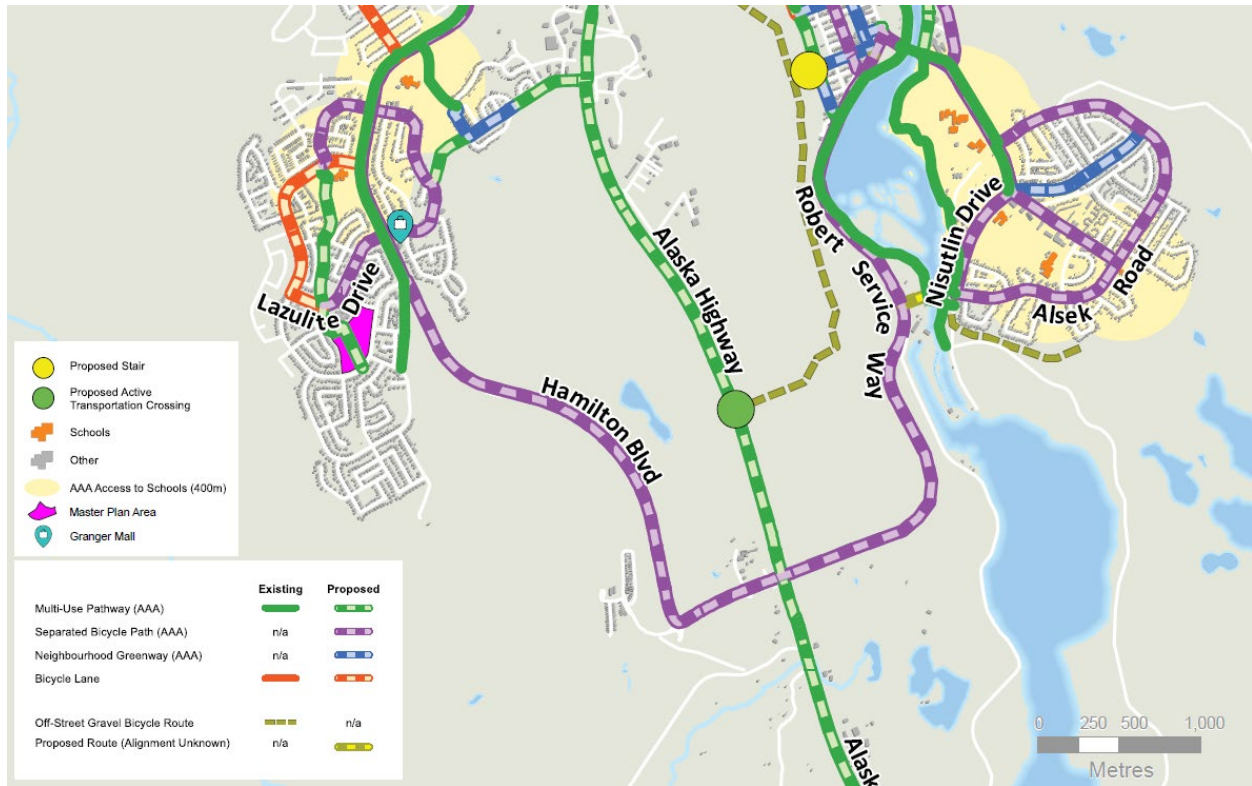


Figure 12: Existing and Proposed Bicycle Network by Facility Type

<sup>3</sup> This does not include land set aside for public use by Kwanlin Dün First Nation in the Copper Ridge West subdivision.



### 2.4.3 Parks and Recreation Master Plan

The Parks and Recreation Master Plan was approved by Council in 2018. The Parks and Recreation Master Plan creates a blueprint for the City over the next decade by establishing commitments and priorities in parks and recreation delivery. The overall aim is to ensure citizens of Whitehorse enjoy accessible and quality year-round indoor and outdoor active living opportunities (programs, events and activities) that foster wellness, inclusiveness, and sustainability. Key Strategic Directions help the City prioritize its efforts to achieve this vision.

Strategic actions are also identified to help further these directions, such as to continue to integrate parks and recreation considerations into City planning and development initiatives. Key areas of focus include:

- Protecting and/or mitigating impacts to valued parks and recreation amenities and experiences;
- Incorporating an end user and programming/activation “lens” into the design of urban spaces and amenities;
- Maintaining accessibility to parks and recreation opportunities through the provision of open space, transit connections, etc.; and
- Ensuring that walkability and active transportation are supported in urban and residential planning.

### 2.4.4 Trail Plan

The Trail Plan was adopted by Council in 2020 and identifies priorities to direct the City in future trails-related initiatives, policies and actions over the next 10 years. At the time of the Trail Plan adoption, there was an estimated 150 km of trails of city-wide significance and at least 700 km of local and neighbourhood trails used by Whitehorse residents.

The trail network is designed to link neighbourhoods, provide access to the surrounding hinterland and facilitate public movement about the community. This is implemented through the creation of trail plans on a neighbourhood-by-neighbourhood basis. The Copper Ridge neighbourhood is included in the Above the Airport Trail Plan (Figure 13), which was completed and approved by Council in 2014.

The Above the Airport Trail Plan includes a motorized multi-use trail along the eastern boundary of the Copper Ridge neighbourhood and a non-motorized trail along its western and northern boundaries. Finally, a minor trail/route is identified along the southern boundary of the neighbourhood. No trails are identified within the neighbourhood.



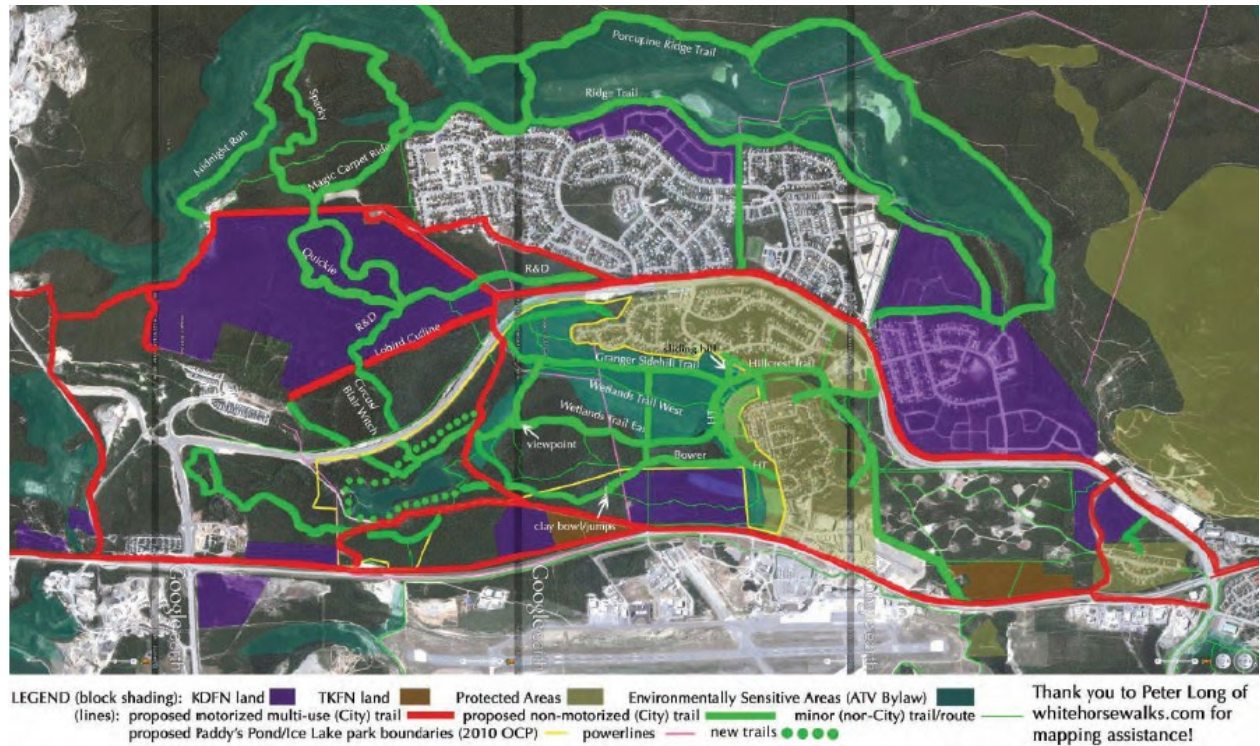


Figure 13: Above the Airport Trail Plan Map

## 2.5 Supporting Studies

The following studies (Appendix C) were prepared in support of and to inform the Plan. They have contributed to the conceptual land use plan and policies.

### 2.5.1 Municipal Servicing Assessment

The purpose of the municipal servicing assessment was to determine the maximum additional residential density that can be accommodated with existing infrastructure and identify the threshold when infrastructure upgrades would be required. The assessment examined the topography, sanitary sewer system, storm water sewer system, water network, road network, power, and telecommunications within the area.

The assessment proposed two access layout options for the Plan area. Both options propose a three-way intersection along Diamond Way, while either two four-way or two three-way intersections are proposed along Falcon Drive (Figure 14).

Overall, the limiting factor for the site was determined to be the water network and the rate of water flow required to control a major fire in the area. With current services, the site is limited to low density residential development that could accommodate a population of approximately 248 people





or 103 units. On- and off-site infrastructure upgrades would be required to accommodate higher residential density.

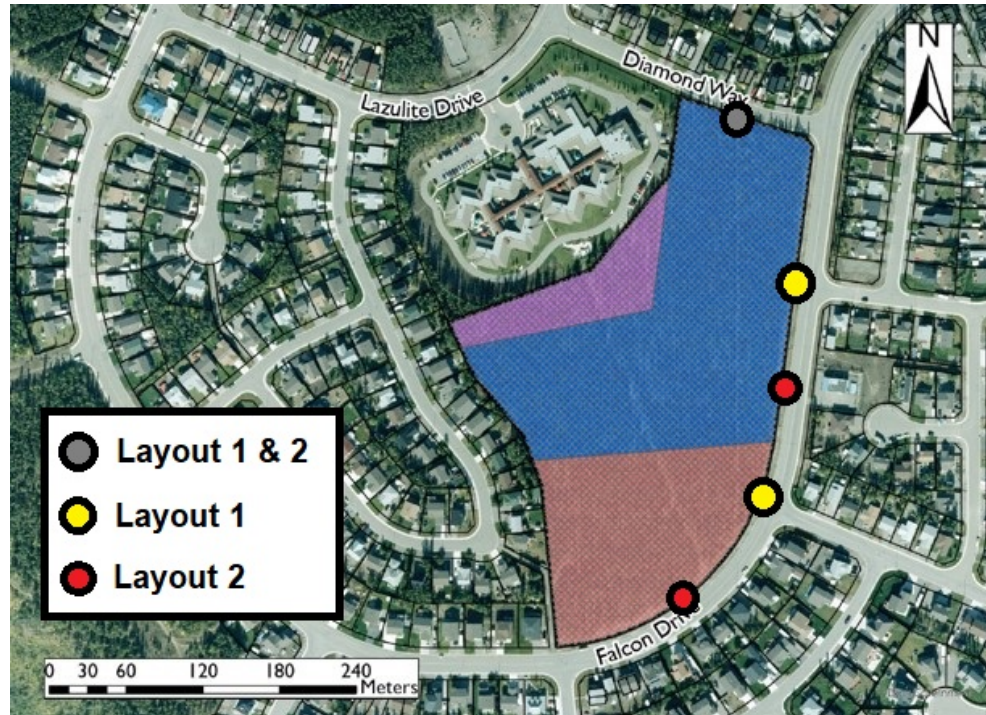


Figure 14: Access Options

## 2.5.2 Geotechnical Assessment

The geotechnical assessment was conducted to determine the subsurface rock and soil conditions of the site to understand requirements or setbacks for the development of building foundations, underground utilities, and other infrastructure.

The assessment found that there are no severe natural hazard risks on the site. No features were identified that would warrant geotechnical setbacks or negatively affect building foundations. Overall, there were no visible constraints to road or building construction identified within the site. It was however recommended that a detailed geotechnical investigation is conducted prior to development.

## 2.5.3 Environmental Assessment

The Environmental assessment examined the possibility of areas of potential environmental concerns (APECs) and potential contaminants of concern. The assessment did not identify any on-site or off-site APECs. As such, there is low potential that current or past land use activities at the site or neighbouring properties have resulted in contamination of soil and/or groundwater within the site. Given these results, no further investigation was considered warranted.



## 2.5.4 Heritage Resource Impact Assessment

The purpose of the heritage resource impact assessment was to identify above and below ground heritage resources in the Plan area (such as pre- or post-contact heritage sites) and to make recommendations concerning the future management of those resources, if needed.

The assessment did not identify any heritage resources within the Plan area. The area was assessed as having low heritage potential and no further heritage work was recommended.

## 2.5.5 Trail Assessment

Multiple formal and informal trails are located adjacent to and throughout the Plan area (Figure 15). Paths border the Plan area along Falcon Drive and Diamond Way and wide, well used trails connect Diamond Way and Copper Ridge Place to Falcon Drive through the Plan area. A small informal trail also circles around Copper Ridge Place and multiple other small informal trails are located within the Plan area creating connections between the wider, well used, trails and the adjacent road network.

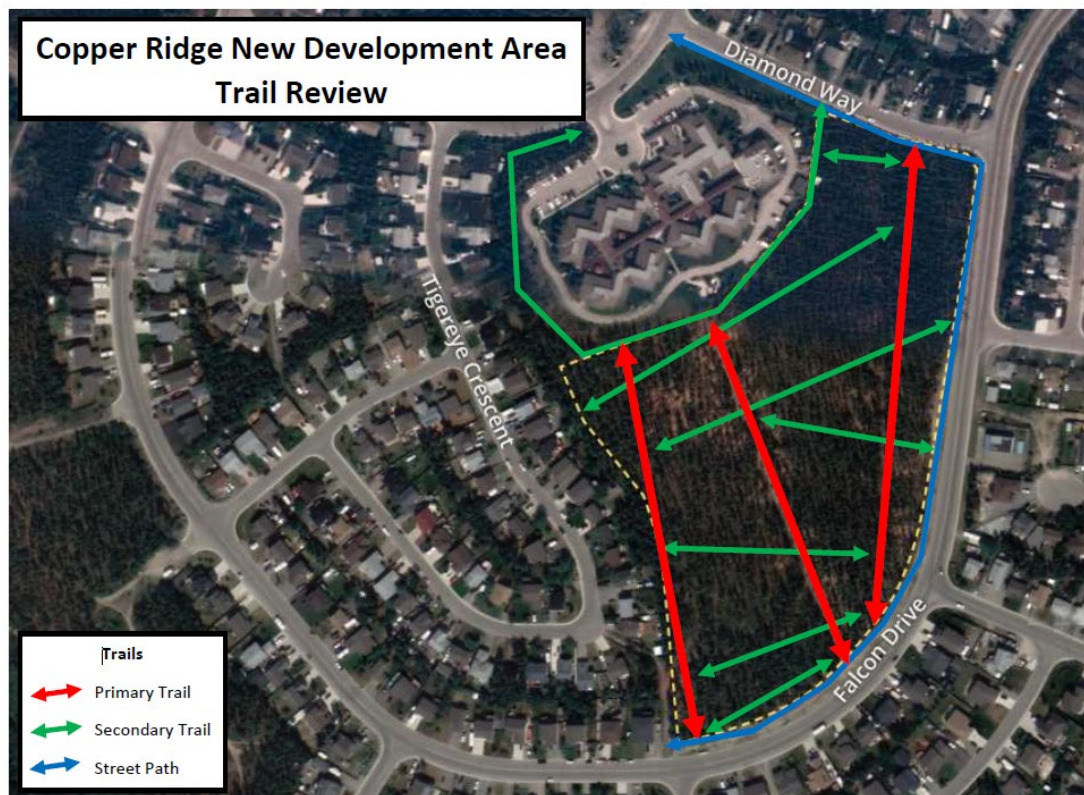


Figure 15: Plan Area Trails





## 2.6 Guiding Perspectives and Values

Engagement with governments, stakeholders, interested and affected parties (e.g. neighbourhood residents) and the wider community was carried out during three separate occasions to inform the planning process. Input from these parties played a central role in the creation of this Plan.

Feedback provided direction on how to manage growth and support existing residents within the community. Highlights from these engagements are outlined in Table 2. Details on these engagements can be found in Appendix B.

Table 2: Summary of Engagement

Date	Engagement Phase	Target Audiences	Key themes from input
<b>January 2023</b>	Project Launch Webinar	Governments, stakeholders, residents & public	<ul style="list-style-type: none"> <li>Concerns with potential loss of greenspace; and</li> <li>Concerns with potential impacts on the surrounding transportation network.</li> </ul>
<b>January – February 2023</b>	Project Launch Survey	Governments, stakeholders, residents & public	<ul style="list-style-type: none"> <li>The majority of respondents indicated that they would support greenspace/park uses within the Plan area;</li> <li>If the Plan area were to include residential uses, low density is preferred despite this resulting in less greenspace or public amenities;</li> <li>Many respondents indicated that the inclusion of greenspace and parks/open spaces as well as no development would result in a successful project; and</li> <li>The largest concerns included increased traffic, loss of greenspace, and increased density.</li> </ul>
<b>May 2023</b>	Workshops 1 & 2	Landowners, technical experts, designers	<ul style="list-style-type: none"> <li>Maintain buffer between houses on Tigereye Crescent and proposed development;</li> <li>Include trails and connections with Copper Ridge Place;</li> <li>Include traffic calming in surrounding area; and</li> <li>Include higher density than surrounding neighbourhood.</li> </ul>
<b>May– June 2023</b>	Planning Charrette Concept Options Review & Survey	Governments, stakeholders, residents & public	<ul style="list-style-type: none"> <li>Similar levels of overall support between option 1 and option 2;</li> <li>Option 1 was slightly preferred for its greenspace, trails and active transportation, and the road layout;</li> <li>Option 2 was slightly preferred for its residential uses and density;</li> <li>Concerns with potential impacts on the surrounding transportation network; and</li> <li>Many respondents indicated that they preferred the area is not developed and left as it is.</li> </ul>



<p><b>May 2023</b></p>	<p>Open Houses</p>	<p>Governments, stakeholders, residents &amp; public</p>	<ul style="list-style-type: none"> <li>• Concerns with noise and potential impacts on the surrounding transportation network;</li> <li>• Lower density/greenspace is preferred opposite houses that front Falcon Drive;</li> <li>• Include larger buffers between Tigereye Crescent houses and proposed development;</li> <li>• Many attendees expressed that they preferred the area is not developed and left as it is.</li> </ul>
<p><b>August 2023</b></p>	<p>Workshop 3</p>	<p>Landowners, technical experts, designers</p>	<ul style="list-style-type: none"> <li>• Increase size of greenspace and compensate the loss of residential areas by replacing lower density elsewhere with medium density.</li> <li>• Maintain buffer between Copper Ridge Place and existing lots all the way along the western side of Plan area;</li> <li>• Retain road configuration of Option 1 but in a more condensed form to allow for more greenspace.</li> <li>• Retain the proposed non-motorized multi-use path.</li> </ul>





## 3 Vision, Principles & Concept

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The vision, principles, and concept outline the aspirations of the City of Whitehorse, its partners and stakeholders, and the community for the Plan area.

### 3.1 Vision

The Plan area will welcome growth in an integrated and well-managed manner, ensuring the existing character of the established neighbourhood is respected and enhanced. The Plan area will provide new housing options that support the various needs of people who live in and want to move to the area. The increased population will provide additional users and support for the existing underutilized services and infrastructure.

Existing community amenities in the area will also be redesigned to better serve the residents of the neighbourhood as density and population increases. The new development will accommodate diverse needs, interests and places that foster interaction amongst residents. Residents will be able to choose how they travel within and beyond the Plan area through multiple, safe and accessibly designed means of transportation.

### 3.2 Principles

The Plan's vision is supported by four overarching principles that form the foundation of the Plan and inform policy direction, future decision-making and investments in the Plan area. The principles reflect city-wide values and goals, Council priorities and best practices to promote a mixture of development types and support the long-term interests of the Whitehorse community.

In addition to informing the content of this plan, the principles should be taken into consideration when examining development proposals to determine potential benefits to the community and if new development is appropriate as proposed.

#### Housing Choice and Compatibility

- Provide a variety of housing types and tenures to meet the needs of various segments of the housing spectrum.
- Plan compatible and complementary land uses to mitigate conflicts with the existing residential neighbourhood.
- Encourage building forms that are visually appealing, facilitate active & safe streets, and enhance neighbourhood character and amenities.

#### Natural Area Preservation and Enhancement

- Accommodate residential growth within the existing neighbourhood to ensure wilderness spaces surrounding the neighbourhood are preserved for as long as possible.
- Preserve natural environments where possible within the Plan area to ensure a visually appealing development and to mitigate conflicts with the existing residential neighbourhood.



- Plan public spaces to provide locations for joint uses, such as public recreation and community gatherings.

### Transportation Choice and Connections

- Promote connectivity within the Plan area through a well-connected network of trails and multi-use paths connecting the area in an accessible, safely, and conveniently designed manner.
- Encourage development that is designed to be walkable and interconnected, to promote active lifestyles for residents of all ages.
- Advance low-impact and sustainable mobility by supporting a transportation network that considers the needs of all users – pedestrians, cyclists, public transportation and private motor vehicles.

### Safe, Inclusive, and Accessible Development

- Promote a safe and healthy development through the delivery of good design, safe public realm, and outdoor amenity spaces that complement the quality of the built environment.
- Consider universal accessibility principles and guidelines in the design of buildings, publicly accessible outdoor spaces, and transportation infrastructure.

## 3.3 Concept

The Land Use Concept envisions a mix of land uses, including residential and recreation uses, such as a connected network of trails, and open spaces. Land uses are carefully distributed, and future built form considered, to minimize impacts on adjacent residential areas.

As illustrated in the Land Use Concept Plan (Figure 16 and Appendix A), the northern portion of the site is projected as low density residential with a mix of single-detached, duplex, and triplex housing. The built form transitions gradually in scale to a more intensive use in the southern portion of the site. A mix of duplex and triplex housing types are provided midblock and a more intensive medium density (e.g. cottage cluster) is proposed to wrap around the southern edge of the site. The internal block also supports additional medium density in the form of four-plex, five-plex, townhomes, and multi-plex housing types.

With regards to greenspace, a linear open space along Copper Ridge Place provides outdoor amenity spaces and facilitates safe connections to the future development area. With a mix of hard and soft scape elements, the open space can accommodate a range of formal and informal activities. A natural greenspace buffer also spans the entire western edge of the site creating a 20 to 90 m vegetated buffer from existing properties on Tigereye Crescent. The linear greenspace wraps around the southern edge to provide an additional vegetated buffer from properties on Falcon Drive.



The Plan concept is projected to result in approximately 102 new housing units, equating to approximately 245 new residents and an average density of 15 units per hectare (Table 3).

Average residential densities of 23 units per hectare (u/ha) for the low density residential areas and 40 u/ha for the medium density residential areas are considered in the calculation of the estimated numbers of units for the neighbourhood.



Figure 16: Land Use Concept Plan

The population estimates are based on 2.4 persons per household (p/h) for all residential development types.

The predominant land use consists of low and medium density residential uses (51.41%). Greenbelt and open spaces account for 30.07% of the site (2 hectares) and road rights-of way for 18.51%.

Table 3: Summary of Land Use Concept

Land Use	Ha	% of Total	Average Dwelling Units <sup>4</sup>	Population (2.4 p/h)
Low-Density Residential	2.05	30.87%	47 (23 u/ha)	113
Medium-Density Residential	1.37	20.54%	55 (40 u/ha)	132
Greenbelt	1.42	21.35%	0	0
Open Space	0.58	8.72%	0	0
Road	1.23	18.51%	0	0
<b>Total Residential</b>	<b>3.42</b>	<b>51.41%</b>	<b>102</b>	<b>245</b>
<b>Total Greenspace</b>	<b>2.00</b>	<b>30.07%</b>	<b>0</b>	<b>0</b>
<b>Total</b>	<b>6.65</b>	<b>100%</b>	<b>102 (15 u/ha)</b>	<b>245</b>

<sup>4</sup> Rounded to the nearest whole number.





## 4 Policies

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The following policies aim to guide development to achieve the vision, principles and concept of the Plan area, through the development of a diversity of uses and building forms, vital green and open spaces, and high-quality trails and other transportation amenities.

The policies pertaining to the Residential and Greenspace areas apply to the relevant land use areas shown in the Land Use Concept Plan, while the policies pertaining to transportation and servicing apply to the entire Plan area.

### 4.1 Residential Areas

A majority of land (3.42 ha) is planned for residential development. The Residential areas consist of yellow low-density and blue medium-density blocks in the Land Use Concept Plan. Zoning planned for this area may include:

- Low-density
  - RS – Residential Single Detached;
  - RS2 – Residential Single Detached 2;
  - RCS – Comprehensive Residential Single Family;
  - RCS2 – Comprehensive Residential Single Family 2; and
  - RCS3 – Comprehensive Residential Single Family 3.
- Medium-density
  - RCM – Comprehensive Residential Multiple Family;
  - RCM3 – Cottage Cluster Homes;
  - RCT – Comprehensive Residential Townhomes; and
  - RCT2 – Courtyard Townhomes.

Note that the above zones are based on the City's current 2012-20 Zoning Bylaw (Consolidated to Bylaw 2023-10) and are indicative only. Special modifications to these zones may be required to align with the Plan. The City is also currently undertaking a rewrite of the Zoning Bylaw. Zones may therefore no longer be applicable and new or other zones may become appropriate following amendments to the Zoning Bylaw.

Overall housing forms and design will be determined through the Zoning Amendment and Development Permit application processes based on the following policies:

- **Policy 4.1.1** A detailed Housing Pro-Forma Study, to determine the feasibility of including affordable, supportive, accessible, and sustainable housing types, sizes, and tenures within the Plan area, will be undertaken prior to any zoning amendment relating to the Plan area being adopted.
- **Policy 4.1.2** Reasonable efforts shall be made to provide a mix of housing types and sizes to accommodate a broad range of households, including living/garden, affordable, supportive, accessible, and rental housing within the Residential areas.



- **Policy 4.1.23** Where possible, buildings and structures, paths, and the adjacent green areas, will be designed with the aim of reducing opportunities for crime and to increase public safety through the application of *Crime Prevention Through Environmental Design* principles.<sup>5</sup>
- **Policy 4.1.34** Where possible, buildings, structures, paths, and the adjacent green areas, will be designed with the aim of minimizing the risk and spread of heat transfer through the application of *FireSmart* principles.<sup>6</sup>
- **Policy 4.1.45** The adoption of green building practices will be encouraged for all new buildings.<sup>7</sup>

The concept also intends to provide a mix of low- and medium-density housing types based on the following specific areas.

### 4.1.1 Low-Density Residential

The objective of the Low-Density Residential area is to provide for a low-density residential style of development, including single-detached homes, duplexes and triplexes. The Low-Density Residential area consists of yellow blocks in the Land Use Concept Plan. The two yellow hatched blocks designate areas that only provide for duplex and triplex housing types, to allow a transition between the two residential densities.

The specific residential zoning and subdivision design will be determined through the Zoning Amendment and Development Permit application processes based on the following policies:

- **Policy 4.1.56** Low-density residential uses shall be the predominant land use, allowing for single-detached housing, duplexes, and triplexes throughout the area.
- **Policy 4.1.67** A mix of single-detached, duplex and triplex shall be provided, with a majority of development being duplexes and triplexes.
- **Policy 4.1.78** Only duplexes and triplexes shall be provided within the yellow hatched blocks, to provide a transition between building massing and height.
- **Policy 4.1.89** Where laneways are not feasible, individual front yard parking and access should be considered appropriate for duplex and triplex housing.

### 4.1.2 Medium-Density Residential

The objective of the Medium-Density Residential area is to provide for a Medium-Density Residential style of development, including apartment, cottage cluster, courtyard, four-plex, and townhouse housing types. The Medium-Density Residential area consists of blue blocks in the Land Use Concept Plan.

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<sup>5</sup> <https://cptedcanada.com/cpted-principles/>

<sup>6</sup> <https://www.whitehorse.ca/living-in-whitehorse/my-property/fire-smarts/>

<sup>7</sup> <https://www.cagbc.org/>



The specific residential zoning and subdivision design will be determined through the Zoning Amendment and Development Permit application processes based on the following policies:

- **Policy 4.1.910** Medium-density residential uses shall be the predominant land use, allowing for cottage cluster, four-plex, five-plex, townhomes, apartment and multi-plex housing forms throughout the area.
- **Policy 4.1.1011** Medium-density cluster housing will be encouraged within the Medium-Density Residential area between Falcon Drive and the internal road system.
- **Policy 4.1.1412** Where possible, properties within the Medium-Density Residential area between Falcon Drive and the internal road system should be designed to preserve mature trees and existing vegetation.
- **Policy 4.1.1213** Medium-density four-plex, five-plex, townhomes and multi-plex housing will be encouraged within the central block.
- **Policy 4.1.1314** Where possible, buildings shall be oriented along the perimeter of the central block to create opportunities for courtyards in the interior of the block, which can function as private or semi-private open spaces.
- **Policy 4.1.1415** For smaller medium-density cottage cluster housing properties, with no laneway access, individual front yard parking and access should be considered appropriate to avoid excessive pavement in rear yard areas. In these cases, attention to design is required to emphasize front entryways, pedestrian access, patios, porches, front yard landscaping, and tree planting space, and ensure a pedestrian friendly building façade.
- **Policy 4.1.1516** Development of properties adjacent to a laneway should include a modest setback from the laneway's edge to accommodate landscape or pedestrian areas between the lane (or parking) and the building. Development of these properties should be sited to preserve mature trees and provide tree planting spaces which enhances the appearance of the laneway.
- **Policy 4.1.1617** The design of buildings shall be thoughtfully considered to avoid monolithic forms and reduce massing and height impacts on adjacent outdoor spaces and buildings.

## 4.2 Greenspace Area

The Greenspace area, consisting of vegetated and open spaces, is a major component of the Plan concept, comprising approximately 30% of the land area (2 ha). The Greenspace area consists of a single green block in the Land Use Concept Plan. It is anticipated that additional public amenities in this area will be constructed by the developer. The City will ensure these community amenities are built as part of the development through the development agreement process. The City will maintain the public amenities once constructed as per the requirements of applicable bylaws and policies.

A combination of walking and biking trails that are comfortable and safe for all ages and abilities are envisioned within this area and connecting to adjacent areas to create opportunities for recreational activity. In addition to the non-motorized multi-use and universally accessible designed paths, green space amenities planned for this area may include:

- outdoor gathering space;
- multi-generational space;
- dog park; or





- community garden.

Zoning planned for this area may include:

- PG – Greenbelt; and
- PR – Parks and Recreation.

Notwithstanding the applicable zoning requirements, overall greenspace amenities and design will be determined based on the following policies:

- **Policy 4.2.1** Trees and native landscaping are provided along all streets, and in all greenspace areas, covering at least 30% of the overall site. Acceptable landscape planting species are described in the City's *Recommended Tree Species* document<sup>8</sup>.
- **Policy 4.2.2** Street trees and native landscaping will be planted at generally regular intervals along Falcon Drive, and within bump-outs on the internal road system, to double as traffic-calming.
- **Policy 4.2.3** A continuous 3 m All Ages and Abilities (AAA) Non-Motorized Multi-use Paved Path will be provided along Falcon Drive, Diamond Way and the western edge of the Plan area, as shown on the Land Use Concept Plan.
- **Policy 4.2.4** A continuous 3 m universally accessible designed intra-neighbourhood path will be provided within the Greenspace area, as shown on the Land Use Concept Plan.
- **Policy 4.2.5** The non-motorized multi-use and universally accessible designed paths shall be paved, have a smooth surface and vertical disruptions will be avoided for ease of use by people with wheeled mobility devices, strollers, and bicycles.
- **Policy 4.2.6** Where possible, structures, paths, and the adjacent green areas, will be designed with the aim of reducing opportunities for crime and to increase public safety through the application of *Crime Prevention Through Environmental Design* principles.
- **Policy 4.2.7** Where possible, structures, paths, and the adjacent green areas, will be designed with the aim of minimizing the risk and spread of heat transfer through the application of *FireSmart* principles.

The concept also intends to provide both passive and active open space opportunities for users, connected by a planned internal path network, based on the below specific areas.

### 4.2.1 Open Space

The objective of the Open Space (OS) area is to provide for a welcoming area to foster community cohesion. The non-hatched green block area in the Land Use Concept designates the open space

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<sup>8</sup> <https://www.whitehorse.ca/wp-content/uploads/2022/05/CoW-Recommended-Woody-Plants-revised-2023.pdf>



area. The specific open space amenities and design will be determined based on the following policies:

- **Policy 4.2.8** A minimum 20 m wide continuous open space area will be provided adjacent to Copper Ridge Place, as shown on the Land Use Concept Plan, and include a range of hard and soft scape spaces that will support events aimed at bringing residents together and increasing everyday community cohesion such as community gatherings, picnics, outdoor yoga and fitness classes, etc.

## 4.2.2 Greenbelt

The objective of the Greenbelt (GB) area is to provide for a natural green space for active and passive recreation and to provide a buffer between existing and new developments. The hatched green block area in the Land Use Concept designates the greenbelt area. The specific greenbelt amenities and design will be determined based on the following policies:

- **Policy 4.2.9** A minimum 20 m continuous vegetated area for active and passive recreation will be provided along the western and southern edges of the development, as shown on the Land Use Concept Plan, to buffer existing properties on Tigereye Crescent and Falcon Drive from the future development area.

## 4.3 Transportation

Walking, cycling and vehicular movements, among others, will be supported within the Plan area by way of an internal road and trail system, as shown on the Land Use Concept Plan. This internal transportation network will connect to adjacent areas to create opportunities for neighbourhood connectivity.

The below policies focus on ensuring the compatibility and safety of these systems, while making a concerted effort to create an environment that facilitates and encourages active transportation and recreational activity. Overall transportation infrastructure design will be determined based on the following policies:

- **Policy 4.3.1** A detailed Transportation Impact Study, including all modes of transportation, will be undertaken prior to any zoning amendment relating to the Plan area being adopted.
- **Policy 4.3.2** Both the multi-use and the universally accessible designed paths will extend outside of the Plan area and provide universally accessible designed connections with adjoining properties, such as Lot 518, and the adjoining transportation network, such as Falcon Drive and Lazulite Drive, as shown on the Land Use Concept Plan.
- **Policy 4.3.3** Pedestrian safety within and adjoining the Plan area shall be prioritized through the provision of traffic calming devices such as speed bumps and curb extensions as required.
- **Policy 4.3.4** Two points of vehicular ingress and egress will be provided, one off Diamond Way and another off Falcon Drive, connecting to an internal road system articulated as shown on the Land Use Concept Plan.



- **Policy 4.3.5** The internal road system shall include a 1.5 m wide sidewalk along at least one side of the entire internal road system to accommodate pedestrian traffic.
- **Policy 4.3.6** No laneway or driveway access shall be allowed along Falcon Drive and Diamond Way.
- **Policy 4.3.7** Thoughtfully re-designing off-site intersections shall be considered to improve traffic flow, safety, and reduce conflicts between people walking, cycling, and driving. This shall be based on the findings of the Transportation Impact Study and approved by the City's Engineering Services department. Possible measures could be a traffic circle at North Start Drive and Falcon Drive, median refuges, or a signalized intersection.
- **Policy 4.3.8** Mid-block connections shall be provided to maximize access to green / open spaces.
- **Policy 4.3.9** Where possible, both the multi-use and the universally accessible designed paths will extend outside of the Plan area and connect with the adjoining transportation network, such as Falcon Drive and Lazulite Drive, as shown on the Land Use Concept Plan.
- **Policy 4.3.10** Traffic calming devices and off-site intersections, such as any curb extensions and traffic circles, shall be designed to ensure adequate width for snow removal equipment to safely operate.

## 4.4 Servicing

The concept envisions a typical urban level of service, including municipal waste collection, snow removal, and potable water distribution and stormwater and wastewater collection supplied by the existing municipal water, stormwater and sanitary sewer systems. Power and telecommunications can also be provided by ATCO Electric and local telecommunications companies.

The Land Use Concept Plan design accommodates a multitude of ways in which phasing can be approached to the servicing and development based upon the logical extension of municipal utilities to the site. As indicated in the Municipal Servicing Assessment, water, stormwater and sanitary sewer services are located within the surrounding streets providing the Plan area an opportunity to tie-into the services. These services will be investigated in greater detail during the preliminary and detailed design phases for the development of the site. Ultimately, phasing of the site is contingent on the developers' proposed subdivision plan and overall preference for extending services based on the following policies:

- **Policy 4.4.1** The municipal water distribution and sanitary sewer systems shall be extended to service the Plan area. This includes the implementation of an on-site gravity sanitary sewer system to tie into the nearby municipal sanitary sewer system.
- **Policy 4.4.2** A Preliminary Engineering assessment will be undertaken prior to any zoning amendment relating to the Plan area being adopted.
- **Policy 4.4.3** Existing water system upgrades shall be considered to improve system pressures and minimum pipe velocities. This shall be based on the findings of the Preliminary Engineering assessment and approved by the City's Engineering Services department.
- **Policy 4.4.4** Site grading revisions and onsite stormwater infrastructure where required shall direct stormwater runoff from the Plan area to Diamond Way where it will enter the existing storm sewer system.





- **Policy 4.4.5** A detailed Stormwater Management Plan to address post development runoff, including the provision of storage systems and extensions to municipal infrastructure where required, will be undertaken prior to any zoning amendment relating to the Plan area being adopted.
- **Policy 4.4.6** Prior to development, a geotechnical investigation will be conducted to determine the subsurface soil stratigraphy, depth to bedrock and properties as they impact the proposed development.

All new road and walkway lighting within the Plan area will be designed appropriately for the intended use, in accordance with the City's Servicing Standards Manual, specifically section 2.10 on street lighting, and based on the following policy:

- **Policy 4.4.7** Consider lighting where it can increase the use of greenspaces and increase perceptions of safety.
- **Policy 4.4.8** Lighting designs shall be carefully considered to keep light pollution to a minimum by minimizing light trespass and controlling glare.



## 5 Implementation

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The implementation of this Land Use Master Plan is anticipated to occur over the next few years. The following policies outline the details of the implementation of this Plan, including land disposition and plan modifications, reviews and amendments.

Once the Plan is approved by Council, the ~~City will transfer Lot 520 to YG. The~~ portion of Lot 518 included within the Plan area will ~~then~~ be subdivided off ~~and amalgamated to enable joint development~~ with ~~Lots~~lots 519 and 520 ~~to create a single lot that can be sold to a private developer.~~ The developer will be responsible for moving forward with YESAA (if applicable), the transportation impact and geotechnical studies, rezoning, subdivision, detailed engineering design, and ultimately the development of the land and release of lots. ~~Alternatively, YG can develop the land if no private interest is received.~~

To ~~allowenable~~ the ~~private sector to implement the Plan, disposition~~implementation of the ~~properties located~~Plan, ~~subdivision of the lots~~ within the Plan area will proceed based on the following policies:

- **Policy 5.1** The section of Lot 518 located within the Plan area shall be subdivided into an individual lot. ~~to be developed jointly with Lots 519 and 520.~~
- ~~Policy 5.2 The City will transfer Lot 520 to the Government of Yukon.~~

Development of the land shall proceed in a way to minimize the impact of construction activities anticipated to occur as per the City's Maintenance Bylaw and based on the following policies:

- **Policy 5.32** Reasonable efforts shall be made to ensure initial site clearing, stripping and grading is limited to road and utility construction that will be part of the first phase for development of the site.
- **Policy 5.43** Following internal road construction, perimeter landscaping, servicing and road landscaping will proceed.
- **Policy 5.54** Greenspaces and residential lots will remain as much as possible in their natural state until developed. The intent is to keep undeveloped areas natural with existing vegetation.

The Plan is intended to be flexible and adaptable to emerging or changing conditions. Review and amendments shall proceed based on the following policies:

- **Policy 5.65** Subdivision of the entire Plan area must be approved within ten (10) years of the Plan being approved by Council.
- **Policy 5.76** If subdivision approval is not received within ten (10) years of the Plan approval, an update to the Plan must be submitted to the City for review and approval by Council. Where appropriate, the update process should include public consultation.
- **Policy 5.87** Applications to amend the Plan may be submitted to the City for review and approval by Council. Where appropriate, the amendment process should include public consultation.
- **Policy 5.98** Increases to density within certain Plan areas may be considered as part of a Plan Amendment process, provided that:



- the overall density of the Plan area remains the same or servicing upgrades are completed to allow for an increase; and
- it is demonstrated that a community benefit(s) results from the increase, such as:
  - an increase in greenspace area or improvements to greenspace areas beyond what is noted in this Plan;
  - off-site improvements to the neighbourhood beyond what is noted in this plan; or
  - provision of affordable, supportive, accessible, or rental housing (as defined in the OCP);<sup>9</sup>

The zoning and actual subdivision pattern will be delineated more precisely, on a stage by stage basis, as individual stages of zoning and subdivision are proposed to the City for approval and will proceed based on the following policy:

- **Policy 5.409** The basic layout depicted in the Land Use Concept is intended to be flexible and may be modified to provide for:
  - Variations in parcel size;
  - Variations in roadway access;
  - Adjustments to topography and provision of stormwater management;
  - Adaptation of servicing requirements to meet the needs of particular land uses;
  - Accommodation of potential large parcel uses; and
  - Increases in greenspace areas.

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<sup>9</sup> Policy 5.9. is subject to any future density bonus policy developed by the City.





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## Appendix A. Land Use Concept Plan





## Appendix B. What We Heard Report

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## Appendix C. Supporting Studies

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## Appendix D. Hillcrest Area "D" Land Use Plan

