

ADMINISTRATIVE REPORT

TO: City Planning Committee
FROM: Administration
DATE: August 4, 2025
RE: Public Hearing Report – Zoning Amendment – 14 Tarahne Way

ISSUE

Public Hearing Report on a bylaw to amend the zoning of 14 Tarahne Way, from CNC – Comprehensive Neighbourhood Commercial to CNCx(d) – Comprehensive Neighbourhood Commercial (modified), to allow an eating and drinking establishment including a drive-through component.

REFERENCES

- [Zoning Bylaw 2012-20](#)
- [Whitehorse 2040 Official Community Plan](#)
- [2009 Whistle Bend Concept Plan](#)
- [2015 Sustainability Plan](#)
- [Council Strategic Priorities 2025-2028](#)
- Location Map (Attachment 1)
- Proposed Bylaw 2025-29 – Revised (Attachment 2)

HISTORY

An application was received to amend the zoning of 14 Tarahne Way, from CNC – Comprehensive Neighbourhood Commercial to CNCx(d) – Comprehensive Neighbourhood Commercial (modified), to allow an eating and drinking establishment including a drive-through component. A drive-through component is not permitted within the CNC zone.

Bylaw 2025-29 received First Reading on June 9, 2025. Public Hearing notifications were sent out in accordance with the Zoning Bylaw 2012-20, including:

- Newspaper advertisements were posted in the Yukon News on June 13 and June 20, 2025
- Email notifications were sent to Kwanlin Dün First Nation, Ta'an Kwäch'än Council, Government of Yukon Land Management Branch, and the Whistle Bend Neighbourhood Association
- Mail notifications were sent to property owners within 100 metres of the subject site; and
- Notice signs were placed around the subject site.

A public hearing for this item was held on July 7, 2025. Twenty-one public input submissions were received. Twelve expressed written opposition and concern, two expressed written opposition to unrelated issues, and five expressed written support. Two people spoke in opposition to the amendment at the public hearing, and the proponent spoke to their application as well. One of those who spoke at the public hearing also provided a written submission and one submission was received after the public hearing closed.

ALTERNATIVES

1. Proceed with the second and third readings under the bylaw process;
2. Amend the bylaw at second reading; or
3. Do not proceed with the second and third readings.

ANALYSIS

The following matters were raised in the public input submissions:

Urban Design, Land Use, and Complete Communities

Public input reflected differing views on how a drive-through would affect the vision for Whistle Bend as a complete, connected, and pedestrian-oriented neighbourhood. Supporters of the proposal noted that the development could help meet local service needs and enhance accessibility, particularly for families, seniors, and individuals with mobility challenges, while others considered that the development would have potential impacts on property values stemming from diminished neighbourhood character and that drive-throughs are inconsistent with the pedestrian-oriented goals for the area in the Whistle Bend Plan (8.1), the OCP (15.10.2 and 15.17.6), and the Sustainability Plan. These plans promote community engagement, social interaction, street-level interaction, active transportation, and compact walkable neighbourhoods.

The OCP also encourages neighbourhoods that meet basic needs locally, and the CNC permits a wide range of uses intended to meet the basic needs of residents. While drive-throughs are not considered essential to a complete neighbourhood, they may offer convenience for some users. Similar accessibility benefits could also be achieved through operational alternatives such as curbside pickup or mobile ordering.

Those opposing the proposal also raised concerns that drive-throughs prioritize vehicles over people, diminishing the walkability, vibrancy, and visual appeal of the area. Concerns were raised that drive-throughs promote inefficient land use by requiring more paved surfaces and encouraging car-centric development. Although drive-throughs may require more driving space, they can also enable developers to reduce the amount of parking provided as vehicles queue instead of parking and ordering inside. Further, the CNC zone does not include minimum density or maximum parking requirements. A compliant development could therefore be proposed with less buildings and more parking.

Under the Zoning Bylaw, parking is not allowed within the front yard of non-residential zoned properties, further restricting paved surfaces along roadways, in this case along Casca Boulevard. The purpose of the CNC zone is to “provide for street fronting, convenience, retail commercial, personal service uses in mixed use developments intended to service the day-to-day needs of residents living in general proximity of the site.” Drive-through queuing lanes fronting the street would increase paved surfaces along the roadway and would not meet the intent of the zone. It would also be inconsistent with the overall look and feel of Casca Boulevard, which features a landscaped buffer separating other developments from the boulevard. Changes to the proposed amendment are recommended to restrict the placement of drive-through queuing lanes along Tarahne Way and Casca Boulevard. Additionally, the change would require the proposed development to provide pedestrian access that does not cross vehicle queuing spaces and require indoor seating in addition to the drive-through component. These measures aim to mitigate the effects of idling and support active transportation.

Chronic Illnesses

Residents expressed opposition to the application, citing that a drive-through restaurant would promote unhealthy eating and sedentary lifestyles, contributing to chronic illnesses such as obesity, diabetes, and heart disease. Research has linked proximity to fast food restaurants (both with and without drive-through components) with higher rates of chronic disease, however, the impact of individual fast food restaurants was found to be small. While the Sustainability Plan targets reduced chronic illness, the CNC zone already permits eating and drinking establishments, which may serve unhealthy food. Notably, a drive-through could also support businesses offering healthier options.

Vehicle Idling

Public submissions in opposition raised concerns about the environmental and health impacts of increased vehicle idling associated with a drive-through restaurant. Idling was also identified as a contributor to greenhouse gas (GHG) emissions, localized air pollution, and noise, particularly affecting nearby residential areas located approximately 20–40 metres from the site.

Drive-throughs were seen as conflicting with the City's climate goals outlined in the Official Community Plan, Strategic Priorities, and Sustainability Plan, which all support reducing transportation-related emissions. While one submission suggested reduced travel distances might offset emissions, it is unclear whether this would significantly counteract the increase from idling vehicles.

Prolonged idling may also degrade local air quality and pose health risks to workers and customers. A 2003 Natural Resources Canada study found little difference in emissions from short-term idling versus restarting, but some recent research suggests localized pollution may be significant near drive-throughs.

The proposed changes to the amendment aim to mitigate the effects of idling by directing queuing lanes and noise-generating components (e.g., speaker boxes and vehicle idling) away from residential areas along Casca Boulevard and Tarahne Way.

Litter

Residents expressed concern that drive-throughs generate more litter and single-use waste. The Sustainability Plan supports increased waste diversion and responsible consumption. Although, business operations and management may mitigate littering, takeaway-heavy service formats increase off-site waste and littering risk. Allowing a drive-through in this location would therefore make it more challenging for the City to achieve its Zero Waste goal of 65% diversion by 2030.

Traffic

Concerns were raised by those opposing the proposal about increased traffic congestion, and pedestrian safety. Trip generation analysis from the Transportation Impact Assessment (TIA) indicates the difference in peak-hour trips between a restaurant with or without a drive-through is negligible in the broader neighbourhood wide traffic rates at full build-out. At full build-out, the Casca Blvd/Whistle Bend Way intersection is projected to exceed capacity regardless of the proposal. The Transportation Master Plan proposes transit and active transportation improvements to address future traffic pressures. Access points must meet safety standards under the Zoning Bylaw and require City Engineer approval.

Economic Development

Public input reflected mixed views on economic development impacts. Some feared drive-throughs would favour large chains over local businesses and offer low-wage jobs. Others supported the proposal for its economic viability and potential to attract tenants. Those supporting the proposal felt denying the drive-through could jeopardize the overall development and the provision of services and amenities in Whistle Bend. The Sustainability Plan supports a diverse, resilient economy. Mixed-use and commercial developments within the CNC exist or have been permitted without drive-throughs, and no evidence was submitted to show this site is unviable without one. Eating and drinking establishments with or without a drive-through may support similar employment and food systems.

Additional Comments (not relevant to application)

Submissions called for clearer City policy on the location of drive-throughs to avoid setting a precedent which results in drive-throughs spreading into residential areas. Administration notes that site-specific zoning amendments are considered on their merits and do not establish precedent.

Some expressed concern about the inclusion of a drinking establishment in the proposed development. The CNC zone already permits eating and drinking establishments, which may include alcohol service.

Summary

Depending on how it is designed, a drive-through is not inherently incompatible with a pedestrian-oriented, walkable, and visually appealing neighbourhood. To address the concerns noted by submitters, it is proposed to add special modifications to the amendment that are intended to ensure that an eating and drinking establishment with a drive-through component is in alignment with the pedestrian-oriented vision for Whistle Bend, mitigate the effects of idling, and support active transportation options in alignment with the City's climate and sustainability objectives, and require the development to engage with the street and help enable future development intensification. This is achieved by requiring that:

- vehicle queuing lanes are not located between the associated building and the street/sidewalk along Casca Boulevard and Tarahne Way;
- pedestrians have direct access from the street/sidewalk, during all operational hours, and that this access does not cross vehicle queuing lanes; and
- indoor seating is provided alongside any drive-through component.

ADMINISTRATIVE RECOMMENDATION

THAT Council direct that Bylaw 2025-29, a bylaw to amend the zoning of 14 Tarahne Way, from CNC – Comprehensive Neighbourhood Commercial to CNCx(d) – Comprehensive Neighbourhood Commercial (modified), be amended to include additional requirements and restrictions that support active transportation and mitigate negative effects caused by idling vehicles, and be brought forward for second and third reading under the bylaw process.



**Rezone
From CNC - Comprehensive
Neighbourhood Commercial
To CNCx(d) - Comprehensive
Neighbourhood Commercial (modified)**

CITY OF WHITEHORSE - PLANNING AND SUSTAINABILITY SERVICES

A proposal to amend the zoning of 14 Tarahne Way from CNC - Comprehensive Neighbourhood Commercial to CNCx - Comprehensive Neighbourhood Commercial (modified)



REVISED
CITY OF WHITEHORSE
BYLAW 2025-29

A bylaw to amend Zoning Bylaw 2012-20

WHEREAS section 289 of the *Municipal Act* provides that a zoning bylaw may prohibit, regulate and control the use and development of land and buildings in a municipality; and

WHEREAS section 294 of the *Municipal Act* provides for amendment of the Zoning Bylaw; and

WHEREAS it is deemed desirable that the City of Whitehorse Zoning Bylaw be amended to allow for an eating and drinking establishment with a drive-through component on Lot 117, Plan 103288 CLSR YT, Whistle Bend Subdivision, municipally known as 14 Tarahne Way;

NOW THEREFORE the council of the municipality of the City of Whitehorse, in open meeting assembled, hereby ENACTS AS FOLLOWS:

1. Section 10.9 of Zoning Bylaw 2012-20 is hereby amended by adding a new subsection 10.9.7 d) as follows:

“d) Lot 117, Plan 103288 CLSR YT, located at 14 Tarahne Way, is designated CNCx(d) with the special modifications being:

- (1) An eating and drinking establishment, including a drive-through component is a permitted use;
- (2) The maximum **permitted** density of eating and drinking establishments including a drive-through component **permitted** is 1 per 2.0 hectares;
- (3) **Drive-through queuing spaces shall not be located between the building façade and the fronting public street/side of any building with a drive-through component. Buildings fronting Whistle Bend Way are exempted.**
- (4) **Drive-through queuing spaces located adjacent to a street/sidewalk shall be set back a minimum of 2.0 m ~~from any street~~, and the set back area shall be landscaped with a minimum of 1 tree or 2 shrubs per 8 m of frontage.**
- (5) **To promote visual connection between the building and the street/sidewalk, development is encouraged to incorporate transparent glazing on the ground floor.**
- (6) **Any buildings including a drive-through component must provide at least one direct pedestrian walkway between the street and building. Pedestrian walkways shall not cross drive-through queuing spaces.**
- (7) **Eating and drinking establishments with a drive-through component must include indoor dining spaces for seating and ordering.**

Zoning Amendment Bylaw 2025-29

2. The zoning maps attached to and forming part of Zoning Bylaw 2012-20 are hereby amended by changing the zoning of 14 Tarahne Way from CNC to CNCx(d) as indicated on Appendix "A" attached hereto and forming part of this bylaw.
3. This bylaw shall come into force and effect upon the final passing thereof.

FIRST READING:

June 9, 2025

PUBLIC NOTICE:

June 13 and June 20, 2025

PUBLIC HEARING:

July 7, 2025

SECOND READING:

THIRD READING and ADOPTION:

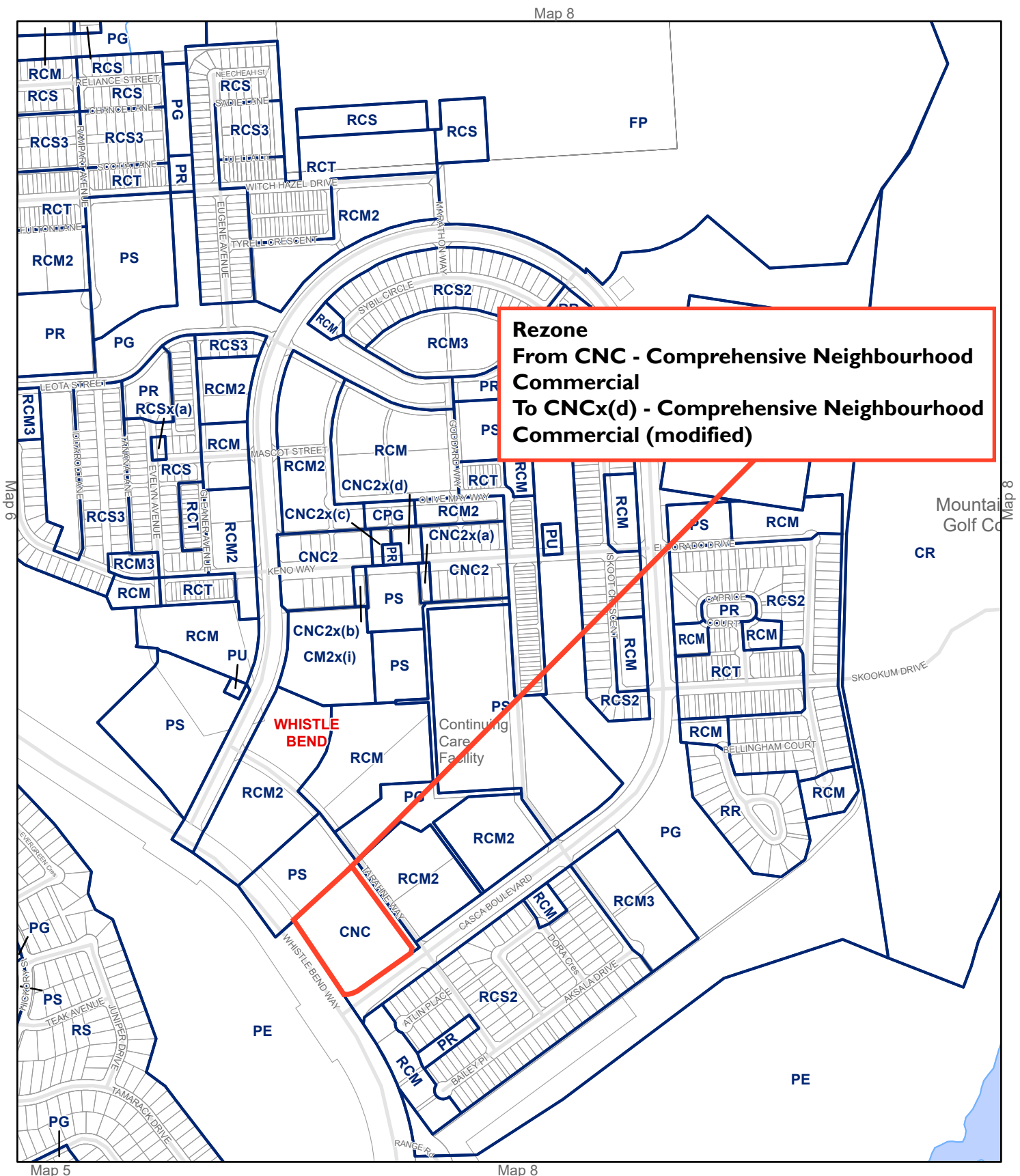
Kirk Cameron, Mayor

Corporate Services

MAP 7

Appendix A, Bylaw Map
Bylaw 2025-29

WHISTLE BEND (EAST)



Where a letter appears in brackets following a zoning designation, e.g. RSx(a), the letter corresponds to the 'special modifications' subsection for that zone.



0 360
Meters

Projection: NAD 1983 UTM Zone 8

Consolidation date:
February 18, 2025