

ADMINISTRATIVE REPORT

TO: City Planning Committee
FROM: Administration
DATE: January 5, 2026
RE: Public Hearing Report – Zoning Amendment – 25 Rhine Way

ISSUE

Public Hearing Report on a bylaw to amend the zoning of 25 Rhine Way and 468 Range Road from RCM2 – Comprehensive Residential Multiple Family 2, and CM1 – Mixed Use Commercial to CM1x(b) – Mixed Use Commercial (Modified), to allow for the extension of a housing development for seniors with related commercial services.

REFERENCES

- [Zoning Bylaw 2012-20](#)
- [Proposed Zoning Bylaw 2025-37](#)
- [Whitehorse 2040 Official Community Plan](#)
- Location Map (Attachment 1)
- Proposed Zoning Amendment Bylaw 2025-41 (Attachment 2)

HISTORY

An application was received to rezone 25 Rhine Way and 468 Range Road from RCM2 – Comprehensive Residential Multiple Family 2, and CM1 – Mixed Use Commercial to CM1x(b) – Mixed Use Commercial (Modified), to allow for the extension of a housing development for seniors with related commercial services.

Bylaw 2025-41 received First Reading on October 27, 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 October 31 and November 7, 2025;
- Email notifications were sent to Kwanlin Dün First Nation, Ta'an Kwäch'än Council, the Government of Yukon Land Management Branch, and the Takhini Neighbourhood Association;
- Mail notifications were sent to 85 property owners within 100 m of the subject site; and
- Two notice signs were placed – one on each subject site.

A public hearing was held on November 24, 2025. Five written submissions were received, with two voicing support and three voicing opposition and/or concerns. One person spoke to the item at the public hearing.

ALTERNATIVES

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

ANALYSIS

The following matters were raised in the public hearing submissions:

- Building Height
- Parking and Traffic
- Traffic Safety
- Setbacks
- Perceived bias towards development
- Support for the amendment

Building Height

Responses on the proposed increase in building height from 15.0 m to 16.0 m were mixed. Two respondents supported the change, while three opposed it. Although the increase was considered modest, it was seen as part of a pattern of incremental height increases. Concerns were raised that earlier assurances during Phase 1 had limited Phase 2 to 15.0 m, in line with RCM2 zoning.

Additional concerns were received related to changes in site elevation. Excavated soil from the Normandy Living building's underground parking raised the finished grade, potentially increasing the height of current and future buildings relative to the surrounding neighbourhood and raising drainage concerns.

The primary issue regarding building heights was compatibility with the adjacent residential area, which mainly consists of one- to two-storey condominiums. Taller buildings were viewed as potentially affecting light, massing, and character. Shadowing impacts on a nearby daycare and office uses were already observed through the first phase of the development.

While respondents generally supported senior housing and growth, they requested more information on the building's form and appearance. An alternative suggestion was a one- or two-storey senior housing development with additional green space.

Administrative Response

The proposed 16 m height under the special modification for 25 Rhine Way represents a reduction from the 20 m otherwise permitted under the CM1 zone on 468 Range Road. This reduction, together with a decrease in maximum site coverage from 90% to 70% and specified setbacks – 3.0 m from the adjacent northern condominium developments and 1.5 m from side yard property lines – is intended to provide a more gradual transition to the surrounding uses. Supporting a transition from the Urban Centres into surrounding residential areas is consistent with the Official Community Plan (OCP) Policy 8.18.

Under the CM1 zone, minimum setbacks would normally be 0 m. Specified setbacks will ease the transition to adjacent development by reducing visual massing, increasing separation, and providing opportunities for landscaping and buffering along shared property lines.

Further, the proposed 16 m building height aligns with the CNN – Neighbourhood Node designation for Urban Centres under proposed Zoning Bylaw 2025-37. Currently, the adjacent RM – Residential Multiple Housing and RCM2 – Comprehensive Residential Multiple Family 2 zones permit maximum heights of up to 15 m. Under the proposed Zoning Bylaw 2025-37, these zones would be redesignated to allow greater height, with the RMM – Residential Multi-Unit Medium Density zone permitting heights of up to 16 m and the RMH – Residential Multi-Unit High Density zone permitting heights of up to 20 m. While lower-scale housing exists in the surrounding area, applicable zoning anticipates higher-density forms and building heights, indicating proposed height is consistent with the long-term development framework for the area.

At this stage, the zoning amendment provides general guidance for future development. Detailed considerations, such as site servicing, and grading plans, will be addressed through subsequent development permit review in accordance with the Zoning Bylaw.

Parking and Traffic

Concerns were raised by three respondents regarding parking and traffic. Range Road was described as congested, particularly near the earlier phase of development, and parking along Rhine Way was noted to be limited, with numerous vehicles reported to be parked there. While underground parking is provided for residents on site, it was indicated there is insufficient visitor parking. It was noted rezoning the site for commercial services would further increase traffic and parking demand. Previous commitments by the developer to provide surface parking for guests and staff during Phase 1 were stated to not fully have been implemented, contributing to a lack of confidence among respondents in future commitments.

Administrative Response

The applicant will be required to meet Zoning Bylaw parking requirements. Parking supply varies based on proposed land. Required parking supply will be confirmed at the permit stage. It is recognized rezoning the site to allow commercial services may increase traffic and parking demand. Any additional parking required to support new uses will need to be accommodated on site or through other measures in accordance with the Zoning Bylaw.

Traffic Safety

Pedestrian safety was identified as a concern. Three respondents supported adding a pedestrian crossing, with two suggesting adding pedestrian-activated flashing lights to enhance safety. Additional safety concerns were noted regarding the potential for vehicle doors opening into traffic lanes along Range Road.

Administrative Response

A Traffic Impact Assessment (TIA) was prepared by the applicant. The study assessed the need for pedestrian crossing on Range Road, given the presence of seniors and children in the area. The TIA recommends installation of a pedestrian crossing north of Dieppe Drive. Further details regarding the design, location, and implementation of the crossing will be determined at the permit stage.

Setbacks

One respondent indicated a 3.0 m setback adjacent to an RM zone may be insufficient, particularly if a four-storey building were built on that line. Another respondent noted setbacks of this width often result in driveways, dumpsters, and compost bins being located along the property edge. As mitigation, it was suggested a 3.0 m setback be applied on all sides of the lot and that specifications for the placement of waste facilities be provided to reduce impacts on neighbouring properties.

Administrative Response

Setback requirements for this development were carefully considered to limit impact on adjacent properties. A special modification was introduced to ensure an appropriate transition to adjacent residential development.

If 468 Range Rd and 25 Rhine Way are consolidated, the northern lot boundary will function as a side yard. A 3.0 m setback will be retained along this edge to provide greater separation from the adjacent condominiums, exceeding the minimum side yard setback of 1.5 m in the CM1 zone. A utility easement along this boundary will further limit building placement in proximity to adjacent dwellings.

A shadow impact analysis was conducted and identified minimal difference between the permitted and proposed setbacks. Location of garbage and waste facilities will be addressed through the permitting process to ensure Zoning Bylaw compliance. The City's ability to regulate waste facilities is limited and focuses on screening and collection access.

Zoning Appropriateness

Respondents questioned the suitability of proposed CM1 zoning. Two respondents expressed concern the zone was intended for the downtown core and is inappropriate within a residential neighbourhood. Concern was raised that extending this zoning would increase land use impact. It was also noted the property line between these lots was adjusted in 2020 prior to construction of the Normandy Living building, previously expanding the area zoned CM1.

Administrative Response:

The CM1 zone generally applies to transitional areas adjacent to the downtown core. At this site, the CM-1 zone is appropriate given the Urban Centre OCP designation which is intended to accommodate higher-density residential and commercial development. Urban Centres support mixed-use development with convenient access to services and transit. While OCP Policy 8.22 anticipates rezoning for commercial and multi-family uses, Policy 8.18 requires density transitions to minimize impacts on surrounding lower-density neighbourhoods. To address these considerations, a special modification limits the maximum building height to 16 m and specifies minimum setbacks to adjacent residential properties.

Proposed Zoning Bylaw 2025-37 further addresses this concern by proposing to replace the existing CM1 zone for the site with the CNN zone for Urban Centres. This change will more clearly align zoning with OCP policy intent for Urban Centres.

Perceived Bias Towards Development

A concern was raised regarding a perceived bias in favour of development. Specifically, the administrative report's description of the site as cleared and undeveloped, and its listing of existing items on the parcel, was viewed as framing a large-scale building as an improvement.

While the items identified in the report are present on the lot, it was noted they are remnants from a period when the developer was using the site as a staging area for building materials. Respondents indicated the neighbourhood was impacted by this activity during that time.

Administrative Response

Staff acknowledges the site was previously used as a staging area during earlier construction activities, which impacted the neighbourhood. The administrative report describes the current condition of the site to provide land use context. This description is not intended to suggest that development is inherently preferable or to predetermine an outcome. Any development proposal will continue to be assessed on its merits, including compatibility with the surrounding neighbourhood, approved policy, and potential impacts.

The proposed development does offer potential community benefit. It would provide additional housing, specifically independent seniors' housing, currently in short supply. Expanding housing options for seniors supports aging in place and helps meet community needs. The site is located within an urban centre where infrastructure and services are already available, supporting efficient land use and sustainable growth.

Support for the Proposal

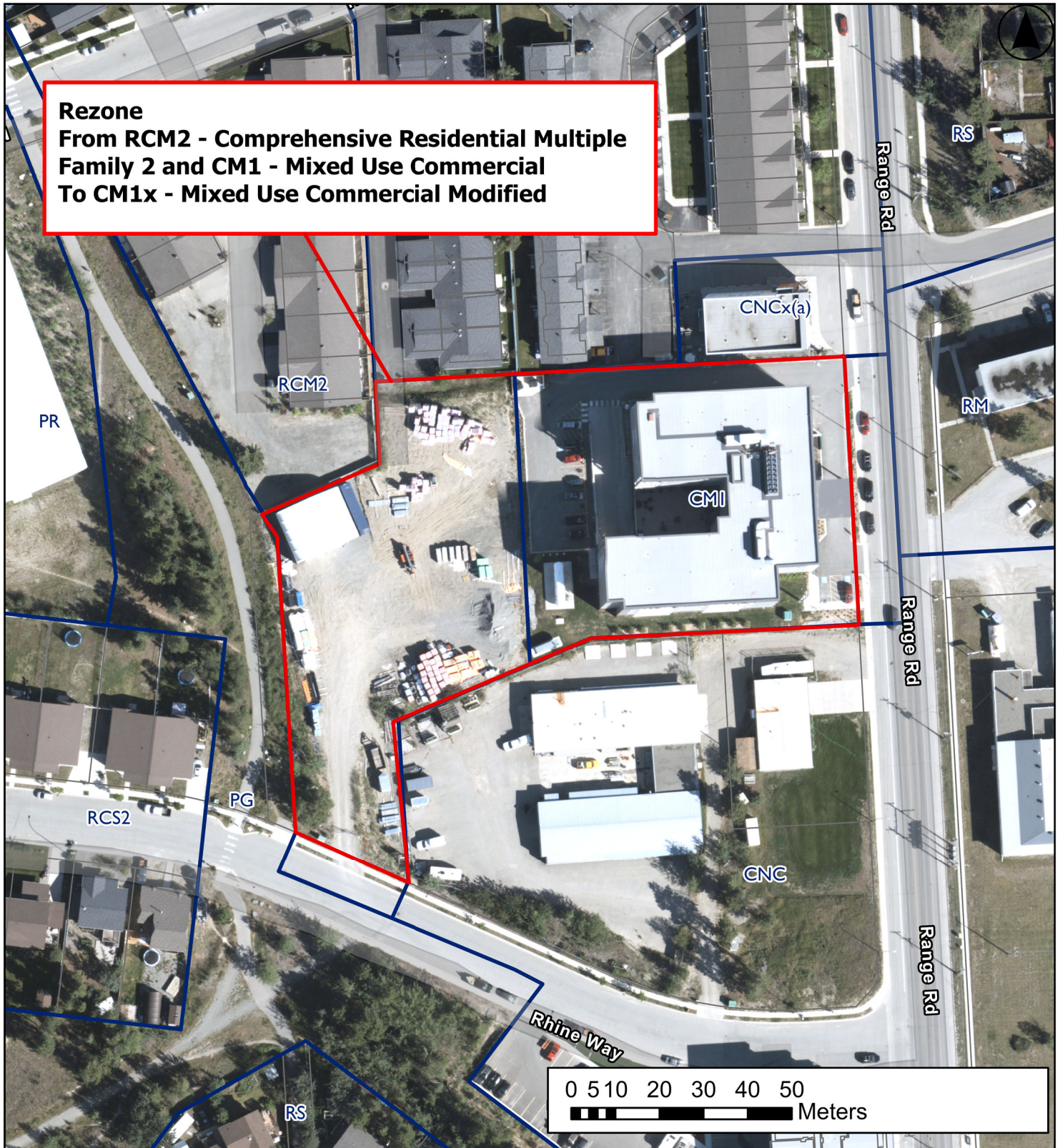
Supportive comments were received recognizing the need for seniors housing and continued growth within the designated urban centre. The existing development was described as a welcome addition, contributing to neighbourhood vibrancy and supporting future redevelopment along Range Road. Increased density and modest additional height were viewed by two respondents as appropriate and consistent with OCP objectives. Support was also expressed for improvements to pedestrian infrastructure as well as incorporating commercial uses.

ADMINISTRATIVE RECOMMENDATION

THAT Council direct that Bylaw 2025-41, a bylaw to amend the zoning of 25 Rhine Way and 468 Range Road from RCM2 – Comprehensive Residential Multiple Family 2, and CM1 – Mixed Use Commercial to CM1x(b) – Mixed Use Commercial (Modified), to allow for the extension of a housing development for seniors with related commercial services, be brought forward at second and third reading under the bylaw process.




**Rezone
From RCM2 - Comprehensive Residential Multiple
Family 2 and CM1 - Mixed Use Commercial
To CM1x - Mixed Use Commercial Modified**



DATE:
8/31/2023 3:29 PM

FILE:
Z-04-2025 - Normandy
Extension

 Subject Site

CITY OF WHITEHORSE - PLANNING AND SUSTAINABILITY SERVICES

Zoning Bylaw Amendment

A proposal to amend the zoning of 25 Rhine Way and 468 Range Road from RCM2 – Comprehensive Residential Multiple Family 2, and CM1 – Mixed Use Commercial to CM1x – Mixed Use Commercial modified



**CITY OF WHITEHORSE
BYLAW 2025-41**

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 the development of an expansion to an existing senior living residence on Lot 428, Plan 100041354 LTO, municipally known as 25 Rhine Way; and

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

1. Section 10.5 of Zoning Bylaw 2012-20 is hereby amended by adding a new subsection 10.5.7 b) as follows:
 - “b) Lots 428 and Lot 429, Plan 100041354 LTO YT, located at 25 Rhine Way and 468 Range Road, are designated CM1x(b) with the special modifications being:
 - (1) The maximum site coverage is 70%;
 - (2) The maximum height is 16.0 m for any portion located more than 74.93 m west of the easterly lot line adjoining Range Road; and
 - (3) The minimum yard setback is 3.0 m for lot lines adjoining Lot 1037, Plan 89-39 LTO YT, Condominium 8, Plan CON 8 LTO YT, Condominium 84, Plan CC4 LTO YT, or Condominium 172, Plan CC172 LTO YT, and 1.5 m from all other lot lines not adjoining a street.
2. The zoning maps attached to and forming part of Zoning Bylaw 2012-20 are hereby amended by changing the zoning of Lot 428, 109445 CLSR, Plan 100041354 LTO from RCM2 – Comprehensive Residential Multiple Family 2 to CM1x(b) – Mixed Use Commercial Modified, and by changing the zoning of Lot 429, 109445 CLSR, Plan 100041354 LTO from CM1 – Mixed Use Commercial to CM1x(b) – Mixed Use Commercial Modified 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:

PUBLIC NOTICE:

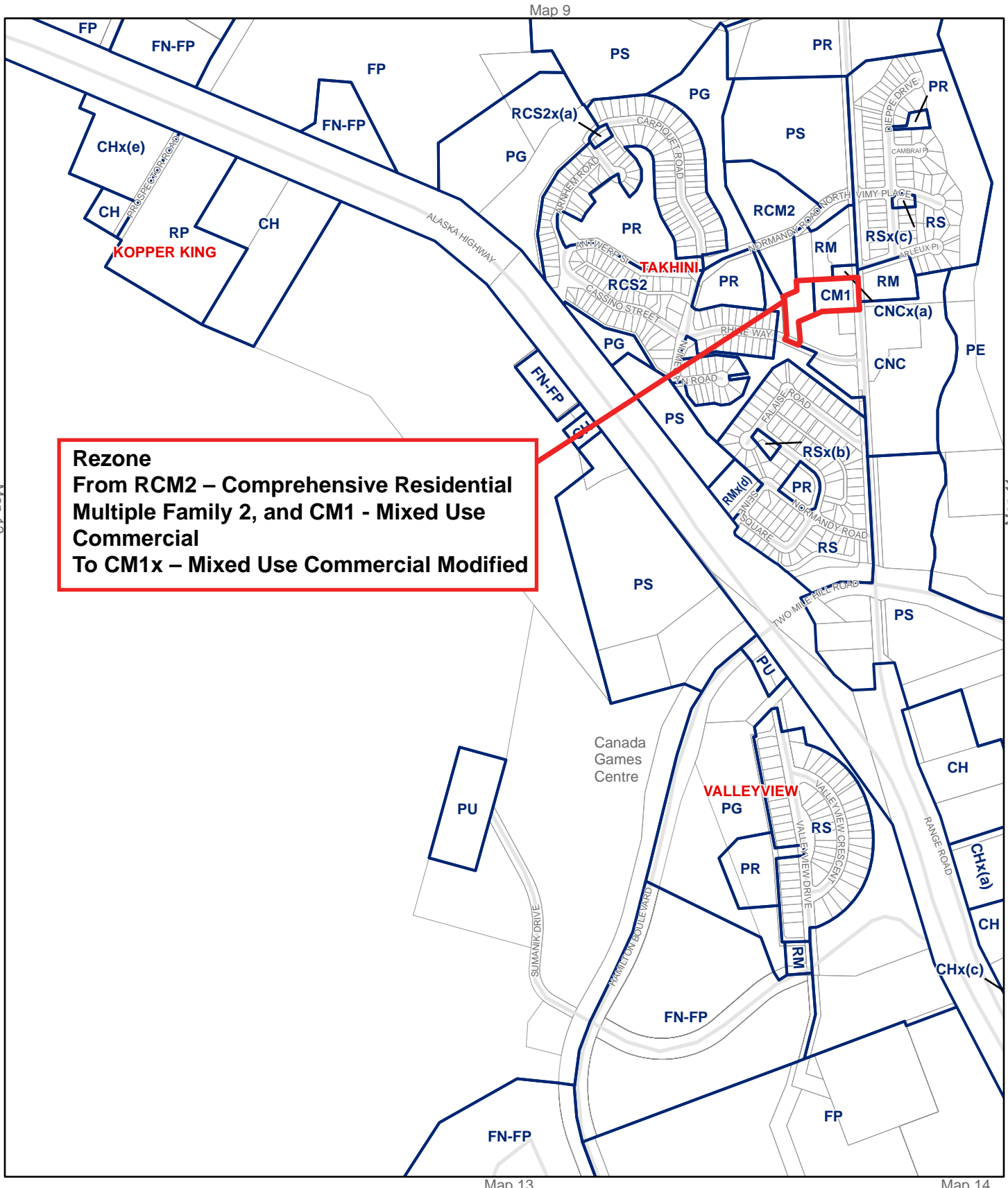
PUBLIC HEARING:

SECOND READING:

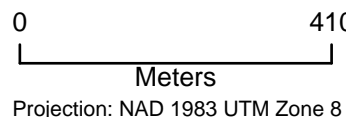
THIRD READING and ADOPTION:

Kirk Cameron, Mayor

Corporate Services



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.



Consolidation date:
February 18, 2025