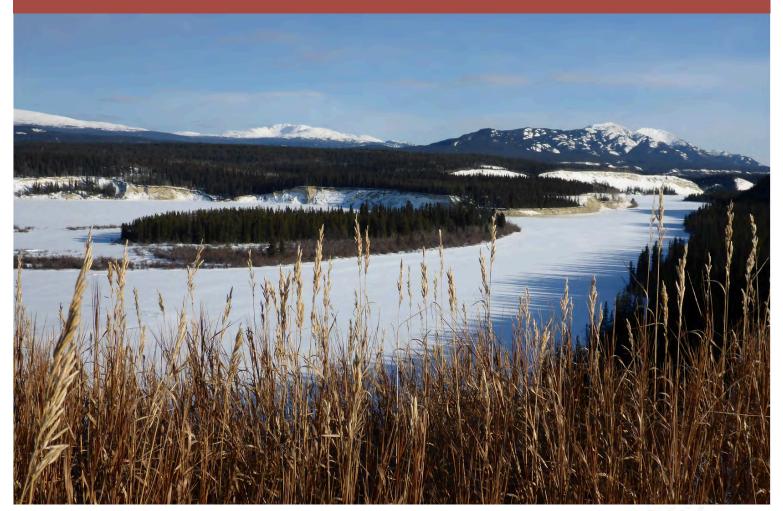
THE POINT FEASIBILITY STUDY

Final Summary Report



Prepared for City of Whitehorse Planning and Sustainability Services



By Jane of all Trades
CONSULTING

July 2017

In association with









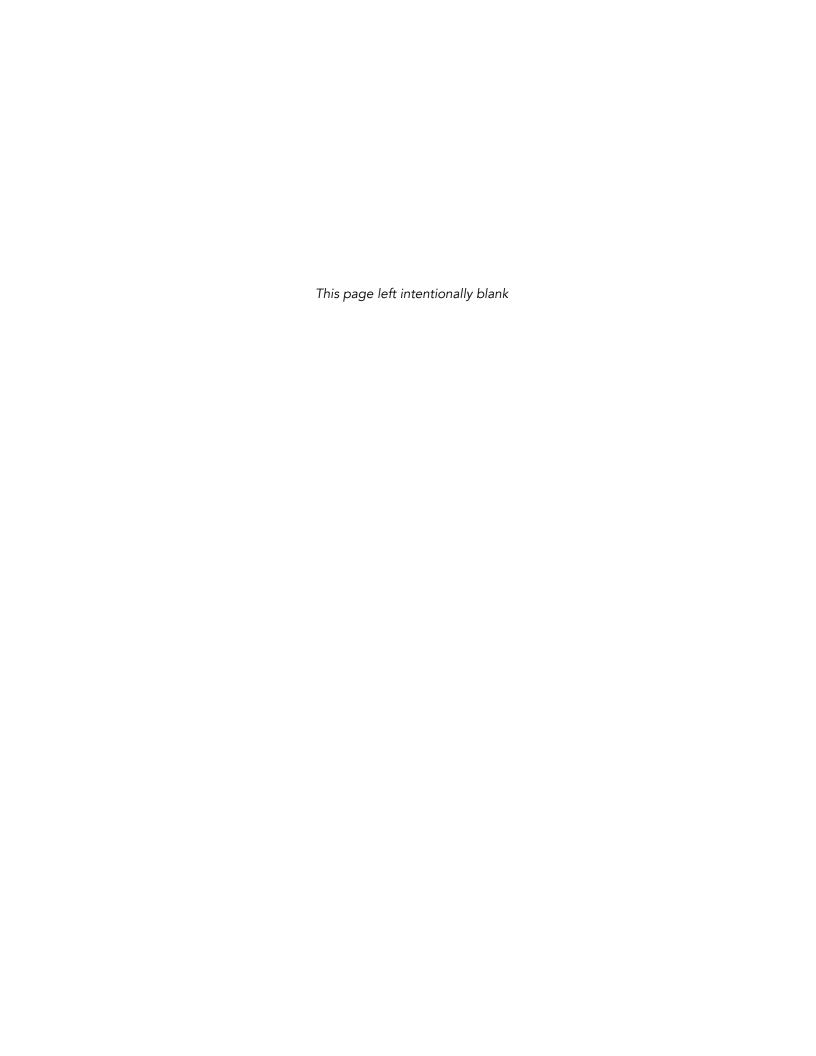


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1.0 Introduction

In 2014, the City of Whitehorse completed the Range Road North Neighbourhood Plan, which outlines future land uses and development priorities in the subsequently renamed "Range Point" area. One of the Plan's key recommendations was to conduct a site feasibility and safety assessment in support of potential park development at "The Point", the site of a former landfill, due to its value and importance within the neighbourhood and broader community.

In September 2016, the City of Whitehorse initiated an assessment of the feasibility of developing a park at The Point based on:

- Geotechnical and terrain considerations;
- Hydrogeological conditions;
- Ecological/environmental values, including fisheries and wildlife considerations;
- Heritage values, including traditional uses, culture and
- Recreational uses, values and potential;
- Public safety considerations; and,
- The perspectives, ideas, and issues shared by governments, individuals and organizations with an interest in the site.

This Final Summary Report highlights the results of the discipline-specific assessments and offers a synthesis of their collective implications for the City and its partners moving forward. It also outlines a general direction for park amenity and programming ideas to be further refined during the detailed park design phase.

Comprehensive background information (including sources) and analysis can be found in the companion report, "The Point Feasibility Study - Background Report". It should be noted in particular that detailed recommendations for managing site constraints and issues prior to and during development are included in that report. These items are only summarized in this document.







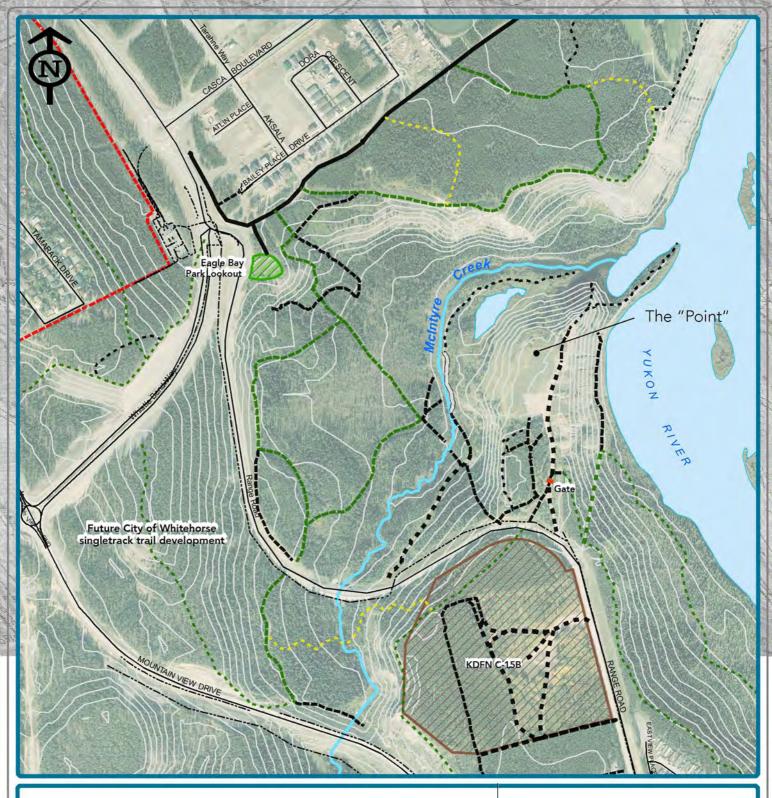


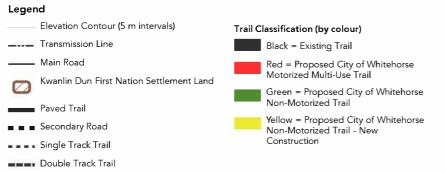
2.0 Description of the Study Area

The study area is located within the City of Whitehorse municipal boundaries on the western escarpment of the Yukon River, approximately four kilometres north of Downtown and 700 metres north of the nearest existing Range Point residential area. The immediate study area and connecting areas are shown in Figure 1.

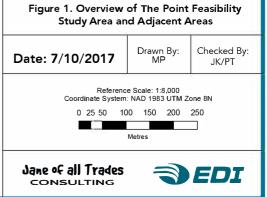
Various distinct landscape features can be used to delineate the study area as follows:

- The plateau The plateau is an estimated 5.4-hectare triangular shaped area occupying the top of the Yukon River escarpment situated north of Range Road, east and south of McIntyre Creek, and west of the Yukon River.
- McIntyre Creek corridor McIntyre Creek is the northern boundary of the study area. An approximate 100-metre section of the eastern bank consists of a riprap berm installed in 2014 to reinforce the creek's banks and avoid any creek flow incursion into the former dumpsite.
- **Yukon River corridor** The eastern portion of the site is bounded by the Yukon River and includes several islands located about 200-300 metres offshore.
- **Escarpment** The plateau is bordered by a continuous escarpment feature on its western, northern, and eastern sides. Grades are quite steep along the northern and eastern edges, while the western face is more gentle.





Berm



agery: Yukon government - City of Whitehorse - Natural Resources Canada

Land Tenure, Uses & Servicing

The study area consists of predominantly undeveloped Commissioner's lands managed by the City of Whitehorse. The closest residences to the Point are located approximately 600 metres to the north in Whistle Bend and 700 metres to the south in Range Point. The area is situated within the traditional territories of the Kwanlin Dün First Nation (KDFN) and Ta'an Kwäch'än Council (TKC). The Point site is accessed directly off Range Road via two unmaintained and unpaved vehicle entrances. A power transmission line runs along the eastern side of Range Road and skirts the entrance. The closest water and sanitary services are located in the developed portion of the Range Point neighbourhood.

Geology, Hydrogeology & Terrain

The Point is situated along the Yukon River escarpment, part of a glaciolacustrine plain resulting from glacial retreat and down-cutting of sediments. Seepage zones are sometimes encountered at the interface between the surficial aeolian (wind-deposited) sand or glaciofluvial gravels and the underlying glaciolacustrine silts that comprise the escarpment in the Whitehorse area. These can cause soil instability and potential for slope failure. The adjacent broad, shallow Yukon River channel contains the city's largest island and gravel bar complex.

Ecology & Wildlife

The McIntyre Creek-Yukon River confluence is dominated by shallow open water, marsh and shrub-dominated wetland ecosystems, alongside white spruce (Picea glauca) lowland forest. Previous studies have identified the location as a significant wildlife area due to its aquatic habitat characteristics and connectivity to areas outside the Yukon River corridor. The Yukon River island complex, McIntyre Creek and its riparian forests, and steep slopes have also been identified as highly sensitive areas. Resident wildlife includes avian predators, forest birds, water birds, microtine mammals, ungulates, and fish. The confluence is a spring staging area for a variety of swans and other waterfowl. Most large animal species found in the Whitehorse area can occasionally be found in the McIntyre Creek area but mostly use the corridor for travel. Six fish species have been documented in the lower portion of the creek, including adult and juvenile Chinook salmon. Riprap recently installed to stabilize the banks of McIntyre Creek may be acid rock drainage producing and posing a hazard to aquatic life.

Recreation

For those "in the know", The Point is a destination for solitude and views. The site is valued by local birders and aurora watchers and is an excellent vantage point for viewing the Yukon Quest dog sled and Yukon River Quest paddling races. The site is situated at the northern limits of a well-used network of Range Point trails that connect to trails in Whistle Bend and middle McIntyre Creek, as shown on Figure 1.

Site Heritage & History

The Point is a site of particular importance to KDFN and TKC as a traditional gathering place, fish camp and stopping-over point between the Lake Laberge and Fish Lake areas. Numerous archaeological resources have been found in the area. During World War II, the site was utilized by the United States military, first as a radio range transmitter site and then a dumpsite. The dump was subsequently re-opened by the City of Whitehorse and operated until 1975, when the Yukon Water Board ordered it closed due to impacts on McIntyre Creek.

Public Safety

With its lack of visibility from Range Road, The Point has attracted partying and illegal dumping in recent years, prompting the recent installation of a gate. Clean up activities at the site date back to the early 1990s and TKC led extensive reclamation works from 2005-2010. Most of the landfill debris has been capped with earthen material or removed from the site; however, there are pockets of large debris remaining on the escarpment and in the creek and Yukon River foreshore. Numerous rounds of water sampling have confirmed that there are no adverse impacts on ground or surface waters; however, the status of soils in the area is unknown.

3.0 Issues, Constraints, and Mitigation

Geotechnical and Terrain

Glaciolacustrine soils, potential for seepage zones. and escarpment instability can be managed by:

- Grading the site to direct surface water flows away from the escarpment section facing the Yukon River;
- Avoiding sideslope excavation along the escarpment edge and toe;
- Limiting development to near-surface to avoid exposure of seepage zones;
- Constructing a proper base of non-frost susceptible materials beneath any hard surfaces; and,
- Conducting more detailed geotechnical investigations prior to building any permanent structures.

ISSUES & CONCERNS: "WHAT WE HEARD"

- The site's long-term occupation by First Nation people must be recognized
- Recreational values in the area should be secondary to ecological ones
- The park should not be developed until its role within the larger McIntyre Creek regional park is understood
- Increased usage could impact archaeological sites, known and unknown
- A "manicured" park would detract from the character of the site
- Remaining debris at the site continues to negatively impact aesthetics and ecological health

Wildlife and Ecology

Potential negative impacts of increased human activity in an area of ecological sensitivity can be avoided and/or mitigated by:

- Siting trails to avoid fish habitat, the mouth of McIntyre Creek, rare riparian vegetation and/or bird nesting;
- Testing the riprap installed along McIntyre Creek for acid rock drainage potential; and,
- Prohibiting motorized use of trails in the area.

Recreation

Care should be taken to enhance, versus displace, the positive recreational uses the site is currently valued for, and prepare for increased levels of use by future Whistle Bend residents by:

- Designing security/safety lighting to minimize night-time light pollution for aurora viewers;
- Ensuring the site fulfills some neighbourhood park functions as well as a City-wide "destination" function;
- Designing and constructing trails to avoid user conflict and promote sustainability;
- Creating connections to Whistle Bend neighbourhood; and,
- Continuing clean-up efforts in high visibility locations.

Heritage

The rich heritage and archaeological values of the site warrant a cautious and thoughtful approach, including:

- Continuing heritage work during the more detailed design and planning phases;
- Conducting a Heritage Resource Impact Assessment (HRIA) for the park area;
- Interpreting heritage in an authentic manner and protecting cultural landscape elements through site design and management; and,
- Aligning with the work of the Kwanlin Dün First Nation Waterfront Heritage Working Group.

Public Safety

The site's former landfill use and "out of view" location create unique public safety challenges to manage by:

- Designing and executing a confirmatory soil sampling program for the plateau and proposed trail routes;
- Continuing clean-up of sharp and potentially hazardous loose metal in easily accessible areas;
- Designing park amenities to resist vandalism damage and installing security lighting/signage; and,
- Implementing a robust user education and risk management signage program.

4.0 Ideas and Opportunities

Interpretation & Education

- The site's highly unique convergence of First Nation heritage values and historical context are ideal for a compelling interpreted cultural heritage experience
- The park could be used for educational programming by community groups, schools, and Yukon College
- A park could support possible demonstrations of traditional First Nations values, activities and uses
- A park could serve as public education about ecological protection and the harm of illegal dumping
- The site's close proximity to residential areas aligns with growing interest in "backyard science"
- Interpretation could align with the work of the Kwanlin Dün First Nation (KDFN) Waterfront Heritage Working Group

Ecological Restoration & Stewardship

- Park development can help to inspire and mobilize ongoing stewardship efforts and volunteers
- Ecological function can be enhanced through park programming and volunteer activities that focus on habitat and riparian enhancements

Innovative Municipal Park Approach and Design

- A park could be unique in the City's parks and recreation offer a nature-oriented park where human-centered recreation is secondary
- Innovation can extend to unique, creative design elements that are more organic/less conventional than those found in other City parks
- Nature can be put on display through unique site furnishings

Meaningful partnerships and co-management

- City's corporate commitment to reconciliation and partnerships with First Nations creates an opportunity to build not only a park, but a new model of cooperative planning and co-management
- Ta'an Kwäch'än Council's (TKC) role as a modern steward can be retained and enhanced and the City can create a meaningful hands-on role for both TKC and KDFN citizens in developing and managing the park, which could include the use of traditional Southern Tutchone name for The Point, "Dàmäwtän", as a name
- The park presents an opportunity for First Nations people to once again "feel at home" in this special place

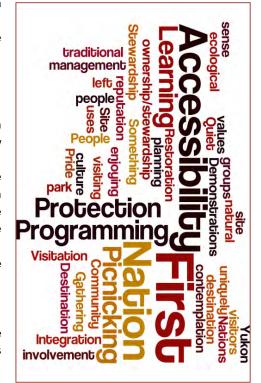
Cultivating a nature/culture-first recreation ethic

• The park could help build an ethos of respect, sharing, and deference to nature that can indirectly benefit other City park management efforts

KEY SITE VALUES: "WHAT WE HEARD"

- The connection of local First Nations people to the site and its role as a focal point of hunting, gathering, subsistence and intra-regional travel
- Ecological role as an urban migration corridor and habitat for fish, migratory waterfowl, and other birds
- The incredible 360° views
- Uniqueness of the escarpment feature
- A semi-wilderness experience close to urban areas
- A living example of nature's resilience and both human neglect and stewardship of the environment
- Concentration of archaeological, heritage, and historic values

Figure 2. (Below) Key words that emerged around The Point opportunities during project interviews.



Park Programming and Amenity Concepts

The prospect of developing a park at "The Point" raises a number of issues around impacts to the intrinsic and special values of the area, chief among them wildlife, the sensitive McIntyre Creek riparian environment, and heritage and archaeological features. However, most of these potential negative impacts can be successfully mitigated and site challenges overcome.

The proposed development of a park at The Point allows the City of Whitehorse and its partners to implement appropriate management measures, proactively shift behavior away from unwanted uses for this impacted site, and limit the potential negative effects of a growing nearby residential population on wildlife and ecosystems. A park at The Point will help to address the deficit of community-oriented recreation spaces identified during the Range Point planning process and create a new destination for Whitehorse residents and visitors alike. Furthermore, the traditional significance of the site and its high value to First Nations, local residents, and stakeholder groups presents perhaps the greatest opportunity of all: to co-create, interpret and care for a special place in a manner that reflects both its significant ecological and human-ascribed values.

With these points in mind, the Project Team presents its general concepts for park amenities and programming in the following section. These can provide the foundation for the more detailed planning to follow.

Park function	Vision	Design/management goals and principles		
Community gathering and leisure	A park that functions as an inter-generational gathering and recreation node	 Provide a range of recreation amenities with a focus on passive leisure Ensure that the views and interpretive highlights are accessible to people of all ages and abilities Provide a child-oriented activity node¹ 		
Connection point to other areas	A park that connects people to other parks, neighbourhoods, and trails	 Connect the Range Point and Whistle Bend neighbourhoods to the site Design trails and bridge to prevent motorized use Provide signage and maps at key decision-making points Direct higher speed, "through" users to trails on the periphery of site to connect to/from other areas 		
Nature and heritage on display	A park where nature and heritage take centre stage	 Situate structures and parking to avoid obstructing the views Establish a mood with organic, sculptural designs that defer to the natural, scenic and heritage values Integrate interpretive elements into amenity design and park furnishings Use natural (and local if possible) materials that will weather well 		
Destination for visitors and special events	A unique, "only in Yukon" park experience for residents and visitors	 Provide basic infrastructure to support special events Integrate interpretive elements into amenity design and park furnishings Manage use as per the City's Use of Parks and Paved Trails Policy Integrate park bookings with existing City administrative functions 		

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¹ The 2014 Range Road North Neighbourhood Plan recommends a natural playground in close proximity to the residential areas. There should be coordination to avoid duplication of features and to differentiate each park's offer.

Recommended Park Elements

- Gateway/Park Access Vehicular access to the park is maintained at the existing Range Road 'Y' access point, and overflow parking is provided and delineated in this area. A gateway sign would welcome visitors to the park.
- Pedestrian Connection A new pedestrian access link can connect the Range Road arrival area with the park allowing pedestrians, cyclists and Nordic skiers an alternate access route to the parking and main picnic area.
- 3. Access Control Gate Vehicular access remains controlled near the Range Road access point. The gate should be visible from Range Road to minimize vandalism or tampering opportunities.
- 4. Access Road The existing access road should be retained and reused, with appropriate surface and edge upgrades to control dust, erosion and offroad excursions by vehicles.
- **5. Trail Connections** The park will be connected to the surrounding trail network.
- 6. Loop Trail to McIntyre Creek Accessed from the main picnic area and plateau loop trail, this trail follows contours along the west face of the plateau, provides access to the lagoon and trail along the creek, and loops back to the main park area.
- 7. **Bridge** A clear-span bridge would provide a direct trail connection to Whistle Bend. An alternative crossing about 500 m upstream is suitable for a simple, narrow bridge crossing but is less direct.
- 8. Arrival A defined turning circle and drop-off area function as the arrival to the main park area. Vehicle access to the plateau is restricted at this point. Public art or some assembled visual element could be installed in the circle. This would be a logical water supply point.
- **9. Parking** Defined parking for approximately 20 car and domestic truck vehicles is indicated.
- 10. Main Picnic and Shelter Area Adjacent to the parking area is the main group gathering and picnic area. Shelters are envisaged as shed-roof structures, with side walls only for wind protection. Shelters could be oriented 'at random' rather than aligned, with posts at angles and walls at different

- heights. Tables (and fire pits) would be provided. A low, rustic stone wall could provide an edge to the area. Power for events could also be installed. A washroom facility would be sited here.
- 11. Loop Trail Around Plateau A 4-5' wide, accessible loop trail is proposed for the plateau area to connect the arrival area to the western slope and key viewing areas. Along the more fragile eastern edge of the plateau the trail is set back and remains high for the best views. Along the western edge the trail dips down the bank to give better visuals to the creek, terraces and remnants of the former dump. The trail can be wide enough for small maintenance vehicles.
- **12. Interpretation Nodes** The trail can have stopping points where particular views are present or where there are opportunities to interpret historic dumping activity, landscape features and/or First Nation traditional uses and heritage.
- 13. Hillside Viewing Area This is suggested as a larger destination viewpoint. Set below the level of the plateau, it is envisioned as having a curved wall, possibly of rustic stone, assembled industrial debris, or wood. It would be designed for accessibility and focus views to the creek and river confluence. Setting it below the level of the plateau should also provide wind protection.
- 14. High Point Lookout The main feature of the site, this exceptional location is proposed to have a series of small, cantilevered platforms set between irregular low walls or 'fences' patterned after native shrub clumps or suggestive of the remains of historic construction. No towers or roofed structures are proposed; the natural height is sufficient for a dramatic viewing experience. The structure should restrict foot traffic on the fragile escarpment.
- **15.** Interpretive/Natural Play Areas These small play areas could augment the interpretation and design ethic for young children and keep them entertained in a controlled area (and ideally off potentially unsafe nearby slopes).
- **16.** Grass field A grass field would provide informal gathering and play space for park visitors and facilitate events in conjunction with the main picnic area.

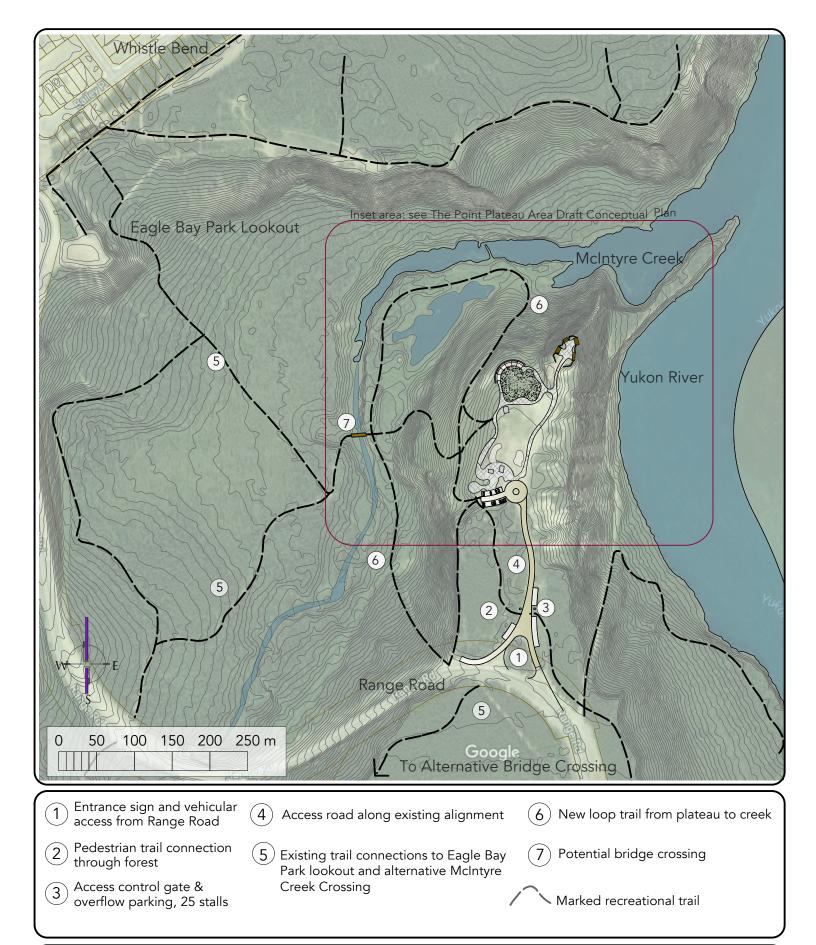


Figure 3. The Point Conceptual Context & Connections Plan

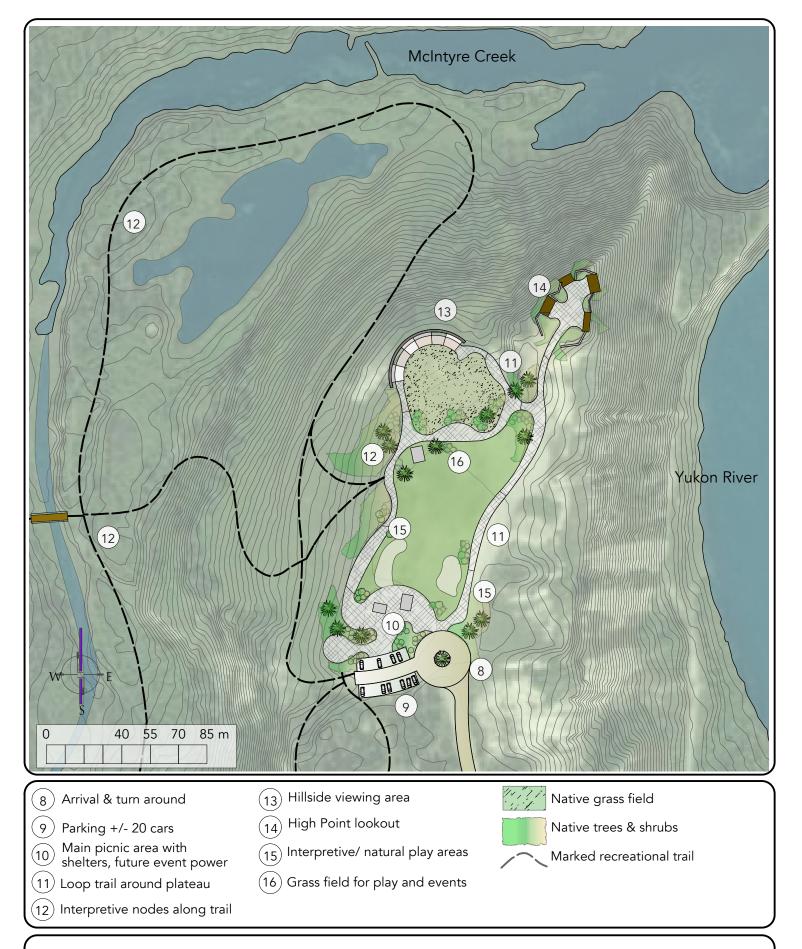


Figure 4. Point Park Plateau Area Conceptual Plan

Recommended Programming/Interpretation

Heritage theme	Heritage value or element	Interpretive principle	
Gathering and living Association of The Point area with its past human use, particularly by the Ta'an Kwäch'än and Kwanlin Dün First Nations	 Association with First Nations traditional territory Association with use of the area by First Nations for gathering, fishing, fish processing and seasonal living Stories of past use of the site by the Ta'an Kwäch'än and Kwanlin Dün Spiritual values attributed to the site Location of disappeared features related to gathering, fishing, camping and other traditional uses 	 Ensure an understanding of the larger context of the Ta'an Kwäch'än and Kwanlin Dün presence and use of the land in the region Engage Ta'an Kwäch'än and Kwanlin Dün directly in site interpretation Work with Kwanlin Dün regarding linkages with the Whitehorse Waterfront Heritage Project that is currently underway Ground a stronger identity of the place through its connection to the wider regional environment Demonstrate traditions such as plant collecting, hunting, fish drying, meat caches Use site elements and stories to reinforce the notion of gathering that was important to the site's traditional use 	
Navigating and communicating Association of The Point with the past history of river and air navigation and communication among people	Location on the Yukon River, a historic river transportation route McIntyre Creek as a travel corridor for First Nations people moving between the river and Fish Lake First Nations stories and attachment to the land Use of site for radio transmission during World War II	 Design interpretation to effectively communicate information about the natural environment Maintain the relationship between the site and the Yukon River as a transportation network, including emphasis on the shipwreck site Retain the original relationship of the site to its historical trails, riverfront connections, access road and the river Reveal the original circulation, spatial, land use and vegetation patterns that defined the site 	
Connecting and sustaining Association of The Point with natural history values, the care of the place, and its ability to sustain nature and people • Original place names • Former dumpsite use, clean up efforts, soil conservation and the reclamation of a disturbed site by natural processes • Community value of area as a natural park • Established and new park and recreation trails • Preservation of open space		 Reveal and celebrate the sustaining and unique world view of the Ta'an Kwäch'än and Kwanlin Dün Interpret changing attitudes about land use and the importance of ongoing clean up efforts to the future of the park and the wider environment Retain artifacts as ruins and interpret as past site uses and the resiliency of nature Consider active self-guided permanent programming with games, installations, activity stations and resource kits Consider bilingual (Southern Tutchone) interpretive materials and place names 	

6.0 Preliminary Costs and Priorities

Item	Items/Tasks	Estimated Cost/Cost Range	Comments				
HIGH PRIORITY – critical to successful park development							
Background studies and investigations	Testing of acid rock drainage Heritage Resource Impact Assessment Background information review and confirmatory soil sampling program	• \$2500 • \$15,000-\$20,000 • \$30,000-\$50,000	Funding support and advice should be sought from YG and First Nations				
Site clean-up	Cleanup of visible/accessible debris on site and Yukon River foreshore	• \$30,000-\$50,000	Implement via partnerships with YG and First Nations				
Site grading, roads and parking areas	 Detailed design/site engineering Access road improvements Main parking area Parking spill-over area at entrance 	• \$15,000-\$20,000 • TBD • TBD • TBD	 Site grading required Paving would add about 30% to cost; may conflict with "organic" aesthetic 				
Interpretive program design & delivery	First Nation heritage workResearch and writingDesign/fabrication of signage	• \$10,000-\$20,000 • \$20,000-\$30,000 • \$30,000-\$60,000	Funding and other support may be available from YG				
Site landscaping, furnishings and trails	Detailed site designNatural plantingsTrail construction and upgradingPark furnishings	• \$25,000 • \$20,000-\$50,000 • \$60,000-\$120,000 • \$30,000-\$50,000	Detailed site design can run in the range of 15% of total capital costs				
Viewing areas	High Point lookout Hillside viewing node	• \$100,000-\$200,000 • \$100,000-\$200,000	High Point lookout is main priority				
Visitor management	Risk mgmt signage design/fabricationSecurity featuresWashroom facility	• \$10,000-\$15,000 • \$30,000-\$50,000 • \$50,000-\$100,000	"Organic" aesthetic allows for more rustic design				
MEDIUM PRIORIT	TY – important to successful park develo	opment (but not critic	al)				
Structures & play area	Gathering structures (1-3)Interpretive natural play areas (1-2)	• \$75,000-\$300,000 • \$75,000-\$200,000	Details around structures to be determined				
Site landscaping	Grass field Water supply (seasonal only)	• \$30,000-\$50,000 • \$235,000	Field requires onsite water supply. Native grasses could be used and the picnic area expanded to substitute for lost gathering space if supply cost is too high.				
Site power	Power supply to the gathering structure(s)	• \$15,000-\$30,000					
LOW PRIORITY – optional/not critical to successful park development							
McIntyre Creek bridge	 Clear-span bridge design on piled foundations Estimated 34 m span from either prospective crossing location 	• \$400-\$600K	 A crossing north of C-15B and west of Range Rd could be developed for \$10-\$15K. The Range Rd alignment is another option. 				

7.0 Conclusion and Next Steps

On the basis of the findings of the discipline-specific assessments, as well as the input gathered from governments, organizations, and residents with a strong interest in the area, the Project Team concludes that the development of a park at The Point site is feasible. It also concludes that the park is best approached through a partnership involving First Nation governments, non-profit groups, and local residents that positions a park as part of an evolution of stewardship and reclamation activities in the area.

Both First Nation governments have expressed a desire to advance the park concept only after the McIntyre Creek regional park has been planned and there is clarity on how this specific site fits into the broader picture. The anticipated 2-3 year timeframe for that plan's completion need not be considered a delay but rather a window for preparation. The challenge is determining how to strategically allocate financial and human resources in the interim without advancing the project further than partners are comfortable with.

With that in mind, the Project Team offers the following recommendations to the City:

- 1. Share the results of this study with First Nation governments and other organizations consulted during the process.
- 2. Work to develop a Memorandum of Understanding (MOU) with both First Nation governments establishing a shared vision and values for the site. The MOU should outline roles, responsibilities, and a process to collaboratively plan for and implement site improvements.
- 3. In partnership with First Nation governments and other organizations with an interest in the site, **develop** a three-year work plan focusing on background site investigations and site clean-up. The work plan should address the engagement of local residents in stewardship and the contribution of financial and/or other resources from all partners.
- 4. Subject to other operational needs, consider prioritizing regional park planning for the McIntyre Creek area. The feasibility work completed to date and interests surrounding the site should be acknowledged during the planning process.
- 5. Once the McIntyre Creek Park plan is complete, assemble an advisory group, including both First Nations, to review the findings of this study and determine next steps for The Point park concept.

