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# Village of Carmacks Official Community Plan 2005

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# Vision

Every community needs to know where it is headed. That is the purpose of the vision statement. It describes the type of community residents wish to live in. The community plan is only a tool, part of the roadmap to be used as a reference in making decisions about land use and related community development capital expenditures. Carmacks' vision is set out below:

*“Carmacks will be an economically stable, regional service centre – an attractive place to visit and a healthy, family oriented community that is a good place to live and work”.*

# Goal

The goal of the Village of Carmacks Official Community Plan is:

*“To provide the focus and direction Council intends to follow to ensure the Village of Carmacks is a vibrant, healthy and sustainable community capable of meeting the needs of residents today and tomorrow.”*

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# Village of Carmacks Official Community Plan 2005

## 1.0 Introduction

### 1.1 Purpose of the Plan

Every community needs to have a clear idea what they are planning for. The Official Community Plan (OCP) cannot be an effective roadmap if the community does not know where it wants to go and where it is today. Once these two points are known, the community can focus on what steps need to be undertaken to achieve the vision.

The OCP is a statement of the community's vision of the future. It is organized into broad goals, key principles and more specific objectives with supporting policies to provide a framework for decision making. The aim is to ensure the community develops in an orderly, economic and sustainable manner that meets the needs of present residents without compromising future choices.

The Zoning Bylaw is the most visible land use control mechanism that is used to implement the plan's goals, objectives and key policies. Once the OCP has been adopted, the Zoning Bylaw must be consistent with its contents. This is not to say that if circumstances change, the OCP and Zoning Bylaw cannot be amended to reflect these new circumstances. The OCP is intended to provide some discipline and continuity so that changes are not proposed on a piecemeal, opportunistic basis without considering the full consequences.

The OCP is intended to be a living document that provides framework and structure for managing change without being overbearing and inflexible. It should be far-sighted and practical reflecting local conditions, oriented both at solving problems and preserving future opportunities. It will not be relevant to community needs if it is not reviewed regularly and linked to other planning processes such as completion of the Five Year Capital Plan.

The process of preparing the plan is intended to provide community residents with an opportunity to contribute to the plan helping define the type of community and quality of life they want Council to pursue on their behalf.

## 1.2 Legal Context

### 1.2.1 Review & Approval Process

The Yukon Municipal Act Part 7, Division 1, sections 277–285 set out what an OCP must contain, the process for preparation or revision, public hearing and ministerial approval along with the consequences associated with adoption. Put plainly, the municipality is responsible for initiating preparation or review of the OCP, consulting community residents and adopting the plan by bylaw. After second reading, the OCP is referred to the Minister of Community Services who ensures the procedures for plan preparation set out in the Municipal Act were followed and the plan does not conflict with other legislation. The Minister will, within 45 days, either approve the new plan or refer it back to the municipality to incorporate the changes necessary to comply with the Municipal Act.

The OCP should identify and list the projects and actions necessary for successful plan implementation. However, adoption does not commit the Council or any other government agency to undertake the listed projects nor does it authorize Council to proceed with a project except in accordance with the procedures and restrictions set out under the Municipal Act or similar legislation.

For example, relocation of the Highways Maintenance Yard has been recommended since the 1980's. Continued inclusion of this recommendation in the current OCP serves as a reminder to the Government of Yukon that this use is no longer “the highest and best use” of that site. While Council cannot compel Yukon to relocate the maintenance yard, it can facilitate the eventual relocation by identifying an appropriate alternate site and making the present activity a non-conforming use. The message is clear – plan for eventual relocation to a more suitable site.

Section 279 requires an official community plan to address the following:

- The future development and use of land in the municipality;
- The provision of municipal services and facilities;
- Environmental matters;
- The development of utility and transportation systems: and
- Set out the timeframe and provisions for regular review of the adopted plan.

Council also has the latitude to address in the OCP any other matter they consider necessary and relevant to safe, healthy and orderly development, the maintenance of the quality of life in the community,

and the compatibility of human activity on the physical and natural environment.

### 1.2.2 Implementation

Once the municipality adopts the new community plan, neither Council nor any individual can carry out any development contrary to or at variance with the plan. It also means that the plan takes precedence over any existing zoning bylaw or regulation under the Area Development Act. The Council also has 2 years to amend the Zoning Bylaw to bring it in conformance with the OCP.

Once adopted it is also anticipated that the capital development and budget planning processes will also reflect the priorities and direction set out in the new community plan.

### 1.2.3 Amendment, Review & Appeal

A request to amend the OCP may be made by an individual, corporation, or any order of government following the process set out in the Municipal Act. No development that is contrary to the existing OCP can proceed until the plan is formally amended, nor can any request for rezoning be considered that is contrary to the plan without formally changing the OCP first.

The legislation anticipates that circumstances change over time and encourages municipalities to review and update their OCPs in a timely manner. While there is no longer a specified time at which the plan must be updated the following guidelines are an indication that the plan is in need of revision:

- Circumstances have changed significantly and the community is facing specific pressures not foreseen when the plan was last revised (e.g. rapid growth, closure of a significant industry);
- There are numerous applications for “spot” amendments;
- Major goals and objectives have been accomplished;
- Village Council and the Little Salmon/Carmacks First Nation agree to undertake a joint development plan as per section 286 of the Municipal Act;
- Little progress has been made on key goals and public support is no longer clear; and
- The plan has not been revisited within 5–10 years.

Assuming no significant changes have occurred in the interim, Village Council will undertake a review of this plan no later than 10 years after adoption.

#### 1.2.4 Interpretation

The meaning of any term or general intent of the Official Community Plan, in cases where a misapplication and/or dispute of interpretation has occurred, shall be resolved in accordance with the provisions of the Municipal Act.

### 1.3 Little Salmon/Carmacks First Nation Final Agreement

In July 1997, the Little Salmon/Carmacks First Nation completed their land claim agreement. The agreement is relevant to the Official Community Plan because it includes self-government provisions and selections within municipal boundaries. Specifically, the First Nation, under section 13.3 of the Self-Government Agreement has the power to enact “laws of a local or private nature on Settlement Land” in 23 different areas including “planning, zoning and land development” (section 13.3.11). Sections 25 and 26 provide a mechanism for the municipality and First Nation to enter into agreements to undertake joint planning and the provision of municipal services. The clauses also include a provision for conflict resolution and a requirement for mutual consultation where each other’s plans may have “a significant adverse impact on the peaceful use and enjoyment” of the other’s lands.

In the case of Carmacks, the Official Community Plan does not apply to three parcels of First Nation land (Map 1: see also Map 4: LSCFN Lands page 37) that are specifically excluded from the municipal boundary. The OCP does apply as a law of general application for other lands selected within the municipality until the First Nation enacts its own laws. The First Nation has also agreed that when it does enact its own planning, zoning and land development controls, their laws will not apply to 30 parcels of fee simple lands within the community. The Village of Carmacks OCP covers these 30 parcels.

In keeping with the terms of the Land Claim Agreement, Village Council has initiated a consultation process with Chief and Council in preparing the new OCP. Since clause 25 of the Self-government Agreement covers land use compatibility and includes a dispute resolution mechanism, Village Council will, as an interim measure, establish a First Nations Land Use Zone that identifies those land selections within the community where the First Nation may enact their own development control laws.

Until such laws are passed or the Village and First Nation agree to prepare a joint development plan as provided for in section 286 of the Municipal act, Village Council will adopt the following policies with respect to First Nation land:

1. Unless Chief and Council request a specific change in designation during preparation of this OCP, the land use designation shown on the OCP Future Land Use Map will be the same as that shown in the existing OCP. In other words, unless and until the First Nation requests an amendment to designate a parcel of land for another specific purpose where the municipality retains planning and development control, or enacts its own development control regulations on those

selections where the First Nation may take down such powers (section 13.3.11 of the Self-government Agreement), the status quo will apply.

2. To ensure the orderly and efficient development of all lands within the municipality, Village Council will continue to provide the First Nation with opportunities for input on planning, development control and site servicing matters that may affect First Nation lands in accordance with section 25 of the Self-government Agreement.
3. First Nation lands will be clearly identified on all land use maps used in the new OCP indicating the three parcels that are not within the municipality, the 30 site specific parcels where the Village retains planning and zoning control and the land selections where the First Nation may enact their own planning, zoning and development control regulations.

Furthermore, Village Council acknowledges that to make Carmacks a vibrant, healthy and sustainable community, Village Council and the Little Salmon/Carmacks First Nation Chief and Council must maintain reciprocal open lines of communication and, to the extent possible, work together for the betterment of the community as a whole.



## 2.0 Carmacks Today

### 2.1 Community Context

Carmacks is located on the Klondike Highway at the junction of the Nordenskiöld and Yukon rivers, 175 km northwest of Whitehorse. The community's modern settlement history can be traced back to the discovery of coal at Tantalus Butte by George Washington Carmack in 1893 where he built a trading post. Three years later Carmack and his partners Tagish Charlie and Skookum Jim Mason were credited with starting the Klondike Gold Rush. During the summer, Carmacks became a regular stop for riverboats. In the winter, following completion of the Overland Trail in 1902, it became an overnight stop for the weekly Whitehorse to Dawson stagecoach. In 1905, the Tantalus Coal Mine opened on the south bank of the Yukon River near the present day bridge and operated until 1922. A second mine opened on Tantalus Butte in 1923 and operated until 1938. It reopened in 1947 closing for the last time in 1981.

This history would be incomplete without acknowledging First Nation traditional use and occupancy. Archaeological evidence confirms First Nation people passed through and camped at this point on a regular basis dating back thousands of years. In the past as in the present, the community's development pattern and purpose is closely related to servicing the needs of travellers passing through the area, and supporting regional mineral exploration and development. In 1950, with the completion of the first leg of the Klondike Highway, the community evolved into a highway service centre. At the same time, the Little Salmon/Carmacks First Nation people took up permanent residence on the north bank of the Yukon River in effect creating two communities divided by the Yukon River.

The first General Development Plan was completed in 1974 by Underwood McLellan & Associates (now UMA Ltd.). The community plan was last updated in 1991 by the same firm.

The village was incorporated as a municipality in 1984. The most recent boundary expansion now incorporates the new community airstrip on the Robert Campbell Highway (Map 2).

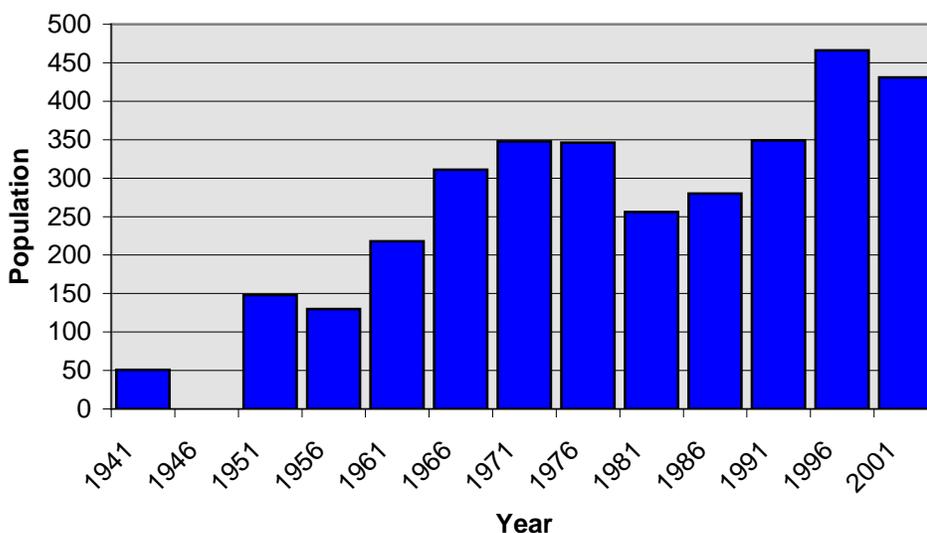
**Issue:**

The current OCP is out of date. It does not reflect the changing political structure with the settlement of the Little Salmon/Carmacks First Nation land claim nor present community economic conditions. There is no clear community vision for the future. Village Council and the First Nation governments need to work together to build a stronger, healthier, and sustainable community.

Both Yukon Health and Census Canada population records dating back to 1941 were reviewed. The population remained relatively stable during the early years with the first significant change occurring with completion of the first section of the Klondike Highway in 1950 and the decision of the area's First Nation people to settle permanently across from the main village. The population grew steadily from 51 in 1941 to 346 in 1976 before declining to 256 five years later. The population rebounded to the low 400's in the late 1980's and peaking in the mid 1990's at 477. The most recent 2001 census found 431 residents living within the community, a decline of 7.5% since 1996. As of December 2003, there were 409 people living in Carmacks. Approximately two-thirds of the population are of First Nation decent, primarily Northern Tutchone.

**Figure 1:**

**Carmacks Population - Census Canada 1941-2001**



<insert Map 2:  
1989 OCP  
Land Use  
here>

Both the 1974 and 1991 plans assumed an annual growth rate of 3% and an average household size of 3–4 persons. This would have resulted in a community population in the 600 range in 2001 whereas the actual census Canada population was 431. The Yukon Health December 2003 records show the present population is 409. The school age population has remained relatively constant during the past decade at 25% of the total population.

G. J. Bull & Associates completed a review of the community's population in 2003 as part of the planning for a new wastewater treatment plant. Bull concluded that a 2% growth rate was more realistic and planned the facility for an initial threshold target of 500 persons. The current OCP accepts the 2% growth rate and the initial 500 population target for planning purposes.

The community's population grew quickly between 1991 and 1993, stabilized in the 477 range until 1997, and has gradually slid to the current 409 level in 2003. In a small community the loss of 67 residents (14%) has a significant social and economic impact on the community's tax base and ability to sustain local business. Population fluctuations are difficult to anticipate and often the result of external influences over which the municipality has little control. For this reason, it is equally important to pay attention to stemming population leakage to ensure infrastructure is not over built and unsustainable by a declining tax base.

On the positive side, the Little Salmon/Carmacks First Nation settled its land claim in 1997. They are now in the process of expanding their governance structure and exploring business development opportunities and have a vested interest in supporting the community directly. For example, aboriginal residents make up two-thirds of the larger community population, and over half of the band membership lives and works away from the community. As the traditional barriers of limited employment opportunities and insufficient housing are removed, there is more of an incentive for beneficiaries to return home benefiting the community at large.

A 2% growth rate represents a modest growth projection and provides some elasticity to accommodate growth spurts as have occurred in the past along with the downside fluctuations that can occur through unforeseen events. The 500 population target also provides a reference for determining the amount of land required for different land uses and a realistic measure for determining what types and amount of businesses can realistically be supported in a community of this size.

] Issue: The population is currently declining, reducing the community's tax base and undermining community stability.

## 2.2 Geography

Carmacks is located in a wide bend in the Yukon River at the confluence of the Nordenskiöld River. The majority of the developed portion of the community is located along the south bank of the river with the First Nation village located on an oxbow on the opposite shore.

In 1977, the Saskatoon Institute of Pedology<sup>1</sup> compiled a general overview of the community's soil characteristics. In 1989, UMA Engineering Ltd. compiled landscape management units as part of the last plan update, which illustrated both land capability and development suitability. In June 2001, Northwest Hydraulic Consultants Ltd. completed a flood risk assessment of First Nation lands along the Yukon River within the community. These reports, supplemented by more recent topographic mapping have been used to complete the following development suitability map (Map 3).

Map 3 illustrates the extent to which local geography constrains the Village's options for growth and expansion. With an elevation change ranging between 60–300m between the river valley and the adjoining hills and terraces, there is a significant shadow effect during the winter months and a notable temperature difference between the main portion of the town site on the south bank of the Yukon River and the First Nation village across the river. Air inversions are also common.

The meandering alignment of the Yukon River severely restricts access to lands suitable for development. It also means that some of the oxbow lands in particular that appear suitable for development lie within the 1:200 year floodplain. The single bridge also makes it difficult to link all parts of the community together and means the extension of municipal services is difficult and expensive.

### ] Issue:

Lands suitable for future development are limited, difficult to access and service.

## 2.3 Economy & Employment

Carmacks proximity to Whitehorse and small size presents the greatest challenge to economic diversification. In communities of this size, the market is often not large enough to support full time employment, the level of competition or even the range of goods and services that may be desired.

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<sup>1</sup> Rostad, H.P.W., Acton, D.F. *Soil Survey and Land Evaluation of the Yukon Territory*, Saskatoon Institute of Pedology, Publication F134, 1977



Access to capital and financing are also limited. Even when financing is available, it carries a premium to offset the risk that is beyond the financing capacity of most residents, making new business establishment difficult. Municipal tax records indicate the community issued 28 business licenses in 2003, of which ten are home-based. This does not include businesses which have intra-municipal licenses, of which there are at least two.

Across the Yukon, the trend towards more home-based business represents both a lifestyle choice and a prudent form of market entry especially in communities with marginal trading areas. While considered a new phenomenon to some, combining home and business has a long tradition in Canadian settlement history. The home-based business entrepreneurial trend will continue. It represents a good way to manage risk and encourage new business start-up because it can evolve from part-time to full time employment at a pace and scale appropriate to the community's location.

Government, tourism and to a lesser degree, resource development will continue to provide the backbone to the regional economy over the next 5-10 years. With settlement of the Little Salmon/Carmacks land claim and their increased self-government powers, the First Nation will likely become the largest local employer and potential partner in fostering concrete economic development opportunities that will have the greatest impact at the community level.

Carmacks is a regional service centre as much by default as intent because of the distance between the community and other centres and as a result of its location on the Yukon River and Klondike Highway. To the extent that access to mining activity particularly west and northwest of the community (e.g. Mt. Nansen and Western Copper) is best accessed through Carmacks, the community has a role to play in regional economic development. However, the cyclical nature of the mining industry means there is a certain amount of "boom/bust" economic activity.

Carmacks can also make the case that it should be the main regional centre for the provision of government services, as government is the main employment generator at this time. However, the hinterland population is minimal so the community must compete with Pelly Crossing and Faro for these jobs. Tourism is the other substantial economic generator both for highway and river travellers. It is currently seasonal in nature and largely dependent on pass through traffic headed elsewhere who see the community only as a "pit stop".

The community's size and economy also mean the unemployment rate is high. This is confirmed by both the 1996 and 2001 Census, which show labour participation rates lower than the Yukon average and unemployment rates higher. This is consistent with the limited number of local employment opportunities and the heavy reliance on seasonal employment. Average employment income is also lower than the Yukon average while the cost of living is approximately 10% higher than Whitehorse.

] Issues:

There is a need to diversify and expand local employment opportunities and reduce leakage especially to Whitehorse. Retaining existing jobs, reducing staff turnover and converting part time or seasonal positions to full time positions is the first challenge because it provides a stable base for community growth. There is also a need to attract more, better paid jobs to the community and capture more of the economic value generated by pass-through traffic be it tourism generated or as a result of regional resource development.

#### 2.4 Environment & Infrastructure

Both the sewer and water supply and distribution systems require significant upgrading. Replacement of the wastewater treatment plant is underway. Protection of the groundwater supply and replacement of individual wells with a piped system has also been identified as a priority. Plans to replace Tantalus School have also finally been announced. Upgrading of the community recreation complex has been completed along with a new management plan for the solid waste landfill site. The future bypass road for industrial traffic has been started as was recommended in the 1991 plan. The second bridge across the Nordenskiold River has been delayed as a result of the downturn in mining activity. Replacement of the existing Nordenskiold River Bridge at River Road remains the first priority.

Initiatives to attract and keep visitors longer in the community have also been undertaken reflecting the direction in the 1991 OCP. These have included development of a riverfront boardwalk, and restoration of several key heritage buildings. More needs to be done to enhance the visitor experience and encourage travellers to spend more time in the community.

Some issues remain such as the need to upgrade the community road network and make pedestrian movement safer and more convenient. Given the community's geography, strengthening the pedestrian link between the First Nation part of the community on the north bank of the Yukon River and the main part of the village where most services are located is also long overdue.

Portions of the community remain susceptible to flooding and erosion. This risk may increase as a result of climate change. Since the implications of climate change are not presently well understood, the trend is to take a conservative approach such as the adoption of a 1:200 year floodplain setback.

Other areas contain steep slopes where setbacks and restrictions on clearing vegetation are needed to protect bank stability.

Acknowledging potential environmental risks and adopting appropriate land use policies with suitable zoning restrictions also minimizes potential municipal liability. Protection of the groundwater supply, keeping development out of flood

prone areas and establishing development setbacks from the toe of slope and top-of-bank are examples of issues relevant to this community.

] Issues:

While the Government of Yukon substantially covers the capital cost of replacing worn out infrastructure, the operating costs generally remain a municipal responsibility that must be supported by the municipal tax base. An unstable economy or declining population undermines the community's ability to operate and maintain its infrastructure.

The new OCP needs to begin to contemplate the potential effects of climate change and adjust its environmental policies accordingly.

Archaeological evidence indicates Carmacks has a longer history of settlement and use than previously thought. Areas of interest from an archaeological perspective include the confluence of the Nordenskiold and Yukon rivers, the bluffs overlooking the community on the south bank of the Yukon River and the natural travel/trade corridors.

The value of heritage building protection and reuse should also not be underestimated in contributing to community pride and visitor retention. Clear heritage protection policies are needed.

## 2.5 Housing & Future Land Use Requirements

As of January 31, 2004, the Government of Yukon Carmacks Lot Inventory included 5 urban residential, 19 country residential, 2 industrial and 4 commercial lots available for over the counter sale. This does not present a true picture of actual land availability because it does not factor in lots that have been purchased but not yet built upon, land that could be subdivided or even housing units that exist but are vacant. For example, Yukon Housing maintains 34 residences for social and staff housing. Eighteen units are reserved for social housing and the remainder are for government staff. Two are specifically designed to accommodate persons with disabilities. The inventory includes one fourplex; three duplexes and the remainder are single-family residences. The vacancy rate fluctuates in any given year but is generally considered adequate for present and future needs<sup>2</sup>

There are also those lots that are zoned for one type of use but are occupied by another such as commercial lots currently used for residential purposes. Similarly, it is difficult to factor in the First Nation housing demand even though they comprise almost two-thirds of the population.

In assessing whether there is an adequate supply of land by category, it is

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<sup>2</sup> Personal Communication Elaine Wyatt, Carmacks Manager Yukon Housing

important to differentiate between lots that currently exist and are identified in the current OCP for a particular purpose and lands that could be subdivided for a similar purpose. The situation is further complicated by First Nation land selections. While these lands can be subdivided, they are generally only surveyed as a block and remain owned collectively by the First Nation. In many cases these land parcels were selected with an intended economic use in mind. A non First Nation person may be able to lease a property but they cannot purchase it. Thus it can be argued that while sufficient land may be available for a particular category of land use, it may be argued that it is not strictly similar because it cannot be purchased directly.

Other factors that affect the marketability of a property include whether it is serviced or not, has highway access or visibility, and the practical property cost given the amount of work that may be required to develop it.

To look at the land demand requirements it is important to keep in mind the community's current size (409) and anticipated annual growth rate (2%). The stated OCP objective is to maintain a minimum 2-3 year supply of lots in all land use categories exclusive of that which may be available on the private market at any given time.

The following is a simplified assessment of the communities current land inventory by category with a general assessment of need and demand based on the 2-3 year supply objective. The "approximate number" is an approximate estimate and includes lots that are appropriately zoned but not yet developed for that purpose. The comments area covers considerations such as an estimate of the subdivision potential and actual likelihood that the land would be developed for the purpose stated. The conclusion reflects the OCP author's assessment of whether the present supply is adequate for the next ten years given the projected community population.

The assessment is based on the current 1991 OCP and the land designations in place at that time.

**Figure 2: Land Supply Analysis**

<i>Land Category</i>	<i>YG Inventory</i>	<i>Approximate Number</i>	<i>Comments</i>	<i>Conclusion</i>
<i>Country Residential</i>	<i>19</i>	<i>33</i>	<i>Does not include First Nation lands and lands suitable for this type of use north of Coal Mine Lake, on the plateau above the landfill site or in the oxbow west of the Klondike Highway and east of the Yukon River. Each of these parcels, while desirable locations has access and servicing constraints</i>	<i>Supply is sufficient for at least 5-7 years without further development</i>
<i>Urban Residential</i>	<i>5</i>	<i>29</i>	<i>Includes 10 privately owned lots with existing services but does not include First Nation lands. Assuming sewer and water were extended westward along River Road to the Nordenskiold River, there is sufficient land identified in the 1991 Plan to accommodate at least 100 additional lots. Lot 1070 north of River Road at the mouth of the Nordenskiold River would be the largest and most easily developed parcel once services are extended. However the land closest to services will be expensive to service and develop due to local ground conditions.</i>	<i>Sufficient lots exist to meet immediate needs for 5-7 years with infill development.</i>
<i>Commercial</i>	<i>4</i>	<i>3</i>	<i>Includes only surveyed lots including First Nation lots in the downtown area. Does not include commercially zoned lots used for other purposes or home based businesses. If the Highways compound is relocated and the site is reserved for mainly commercial uses, the amount of land available is sufficient for future needs.</i>	<i>Sufficient for present needs</i>

<i>Industrial</i>	<i>2</i>	<i>4</i>	<i>Includes First Nation vacant lots but not the development potential of their land selection south of the bypass road next to the Klondike Highway, or lands south of the dump east of the highway, or in the vicinity of the airport.</i>	<i>Sufficient for present and anticipated future needs</i>
<i>Community Use</i>	<i>n/a</i>	<i>n/a</i>	<i>Includes lands set aside for the school, municipal buildings, cemeteries, churches, police and health centre</i>	<i>No additional needs identified. Yukon Housing has 2 assisted care units in their present inventory</i>
<i>Parks &amp; Open Space</i>	<i>n/a</i>	<i>n/a</i>	<i>Includes developed and proposed parks, buffer strips along rivers and around lakes plus lands unsuitable for development due to terrain conditions and flood risk</i>	<i>No additional needs identified</i>

] Issues:

Sufficient land either already exists or has been identified to meet future needs. Making better use of underutilized land and focusing on infill development first is the most cost effective land development approach. It will also help support the cost of improving the water and sewer system.

Unless a significant event occurs that spurs demand, such as a major new resource development project in the area, the land supply in all categories is sufficient for a minimum of 5–7 years.

## 2.6 Social Development, Education and Public Safety

Carmacks faces the same social development challenges as most similar sized, rural Yukon communities. These include access to needed social services, higher rates of staff turnover, and the associated problems related to high unemployment and income disparity. Given the community's size, it is difficult to support certain professional services that are taken for granted in larger centres such as a resident doctor, dentist, lawyer or accountant. However, when smaller communities work together, minimum thresholds needed to support such occupations can sometimes be achieved or alternative, innovative out-reach arrangements made. For example, the presence of high-speed Internet service in Carmacks can open new opportunities for distance learning, tele-medicine and home based employment not possible in the past.

It is equally important to ensure that when facilities such as the school are upgraded, that the community can sustain the investment. The student population of Tantalus School has remained in the 100–person range for a number of years. If the national trend in family size rates continue to decline and population leakage is not stopped, the viability of retaining such facilities becomes more difficult to defend. Similarly, the importance of post secondary training opportunities such as those offered by Yukon College should also not be underestimated in both retaining and attracting new community residents.

Physical geography, governance responsibility and development history have all served to isolate rather than build community unity. One of the more obvious problems is the difficulty of finding appropriate locations for community facilities (e.g. Tantalus School and community centre) that are accessible to the community as a whole.

The cost of living is generally about 10% higher than Whitehorse.

Public safety concerns include the lack of a street numbering system and pedestrian movement along the Klondike Highway and across both bridges.

] Issues:

There is a direct correlation between community social problems, participation rates and community pride with the availability of adequate housing, sufficient employment opportunities and the availability of local services.

## 2.7 Parks, Recreation, Tourism and Open Space

Every community has park, recreation and open space needs. By virtue of its location and geography, Carmacks is surrounded by accessible and interesting terrain. There are numerous trails that extend out from and through the community that are used for walking, running, mountain biking, cross-country skiing and snowmobiling. Others provide access to specific features such as Coal Mine Lake, the First Nation cemetery and other special areas such as local berry picking sites. The location, function and importance of these trails need to be documented.

The Yukon River boardwalk and trail is an example of a local project that serves both resident and visitor needs by linking key attractions. This trail could be extended westward, past the Nordenskiold River to the Merv Tew park property (lot 46) and eastward to Coal Mine Lake or across the Yukon River Bridge to link up with the Tage Cho Hudan Interpretive Centre and the main portion of the First Nation section of the community.

The existing campground by the Yukon River Bridge has historically been used by both highway and river travellers. The previous OCP recommended expansion should the highways compound be relocated. The full potential of this facility, given its central location and proximity to other visitor services including the riverfront boardwalk has yet to be fully realized.

The location, size, audience and purpose of various developed park spaces needs to be defined. The timing and level of development of the Merv Tew property (lot 46) needs to be addressed and thought given to the level of park development that might occur in the Coal Mine Lake area.

There is also the question of visitor first impressions. Since the community economy is dependent to a significant degree on pass through traffic, an attractive, welcoming appearance is important. This is especially true if the objective is to have travellers stay longer and spend more in the community. The decision to locate a visitor centre at a more visible location adjacent to the Klondike Highway has already been made and a site selected at Nansen Road. This is an example of recognizing visitor needs and responding accordingly.

Recreation programming involves taking full advantage of the natural environment and available facilities. For example, the trail system on the bluff near the school has been used to host events such as school cross-country running championships

while the new multiplex can also be used to host small conferences and other events that bring visitors to the community.

] Issues:

Defining the purpose of existing open spaces, maintaining trails and linkages and ensuring the level of recreational programming is affordable and appropriate to local needs has to be thought through. The existing campground, riverfront boardwalk and restoration of the heritage buildings at the Nordenskiöld River all help to attract visitors to the community. However, the strategic advantage of having such facilities is quickly eroded if they are not properly operated and maintained.

## 3.0 Official Community Plan

### 3.1 Vision

Every community needs to know where it is headed. That is the purpose of the vision statement. It describes the type of community residents wish to live in. The community plan is only a tool, part of the roadmap to be used as a reference in making decisions about land use and related community development capital expenditures. Carmacks vision is set out below:

*“Carmacks will be an economically stable, regional service centre – an attractive place to visit and a healthy, family oriented community that is a good place to live and work”.*

### 3.2 Goal of the Official Community Plan

The goal of the Carmacks Official Plan is:

*“To provide the focus and direction Council intends to follow to ensure the Village of Carmacks is a vibrant, healthy and sustainable community capable of meeting the needs of residents today and tomorrow.”*

<insert photo/graphic here>

### 3.3 General Development Principles

The following are the general development principles that guide policy development and link the policies back to the community plan's goals and objectives.

<b>Principle 1:</b>	Sufficient land should be provided within municipal boundaries to meet the community's current and projected needs for development, conservation and public use.
<b>Principle 2:</b>	A sufficient supply of public and privately owned serviced land should be available to encourage new economic activity and support diversification of the local economy to the extent possible.
<b>Principle 3:</b>	New development should not negatively affect existing community and neighbourhood values, amenities, services, safety of persons and property, health or environmental quality.
<b>Principle 4:</b>	Wherever possible, opportunities to work co-operatively with the Little Salmon/Carmacks First Nation and other levels of government should be taken to make the best use of existing financial, management and infrastructure resources for the benefit of the whole community.
<b>Principle 5:</b>	Community development policy should promote a range of employment and lifestyle choices consistent with current and projected population demographics.
<b>Principle 6:</b>	Development policy should promote the highest and best use of land within the community while supporting relocation of uses no longer considered appropriate to other more suitable locations within the community.
<b>Principle 7:</b>	Development policy should provide a balance between the regulation required to provide consistency in application and a level playing field with the desire to encourage individual entrepreneurial initiative.
<b>Principle 8:</b>	New development should not compromise the integrity of environmentally sensitive lands including the quality of the groundwater supply and the operation of the community airport.
<b>Principle 9:</b>	The range of community infrastructure provided should be affordable, sustainable and consistent with community resources and public needs.
<b>Principle 10:</b>	Development and operating costs should be amortized over the life of the infrastructure asset on a user pay basis.
<b>Principle 11:</b>	Development policy should not be unduly restrictive but rather, kept as simple and pragmatic as possible, reflecting the size and nature of the community including its present and future needs.

### 3.4 Community Development & Land Use Challenges

The Village of Carmacks faces a series of specific community development challenges that have a direct bearing on how the community will grow over the next decade. The primary challenges are:

- The loss of population over the past 5–7 years coupled with a decline in regional economic development is eroding the community tax base and ability to pay the capital and operating costs associated with long overdue infrastructure improvements;
- Yukon River geography splits the community in half limiting future land development opportunities and making a unified approach to planning, infrastructure location and servicing design more complicated and expensive;
- Effective community building and governance requires close cooperation between the Village and Little Salmon/Carmacks First Nation governments; and
- The community's size makes it difficult to provide an attractive and competitive range of services, public facilities, lifestyle and/or employment choices to compete with Whitehorse.

To that end, Carmacks must first stop the population and employment drain. It must then systematically identify and assess the opportunities and constraints to community sustainability building on strengths and addressing the weaknesses that need to be overcome to have a healthy, stable community. For example, the community's geographic location on the Yukon River and at the junction of two main Yukon highways is both an advantage and a liability. Both bring potential business to the community's door but the Yukon River for example, cuts the larger community in half and limits development opportunities.

#### 3.4.1 Community Development & Land Use Goals

1. To encourage the provision of the full range of services, amenities and employment opportunities a community of 500 can support; and
2. To provide for the orderly and efficient development of public and private lands within the municipality.

#### 3.4.2 Community Development & Land Use Objectives

1. To build a solid, stable and healthy community that meets our changing needs by encouraging economic diversification, removing barriers to entrepreneurial opportunity and offering the quality of life that makes Carmacks an attractive place to visit, live and work;
2. To continue to build a positive working relationship with the Government of Yukon and Little Salmon/Carmacks First Nation to provide for the orderly development of infrastructure and efficient delivery of municipal services in

a timely, cost-effective manner that overcomes the limitations of community geography;

3. To maintain an adequate supply of residential, commercial, institutional and industrial land within village boundaries to meet community needs for a minimum of 2-3 years;
4. To establish a set of performance standards that allows Council to assess plan progress in strengthening the local economy, encouraging new business development, promoting community wellness and maintaining the quality of life desired by residents;
5. To foster community pride by continuing to enhance the riverfront, conserving and presenting our history, and improving the physical appearance of the community; and
6. To encourage a compact urban form to support the cost effective installation of new sewer and water services by encouraging mixed use buildings in the downtown, the subdivision of larger parcels in designated growth areas and directing new development to existing, vacant serviced lots first.

### 3.4.3 Community Development & Land Use Policies

1. Village Council will work with the Government of Yukon, the Little Salmon/Carmacks First Nation and the private sector to identify sufficient serviced and un-serviced land development opportunities within community boundaries to meet community needs for a minimum of 2-3 years;
2. In principle, future development shall be directed away from lands susceptible to flooding. Specifically, new development will be discouraged adjacent to the Nordenskiold and Yukon Rivers in areas that lie within the 1:200 year floodplain;
3. Notwithstanding (1) above, development may be permitted within the floodplain on a case-by-case basis, where measures have been taken to flood-proof the affected lands and development of these lands can be demonstrated to be in the public interest;
4. Lands identified as susceptible to flooding, erosion or bank instability shall generally be maintained in their natural state. Limited recreational activities may be permitted as a secondary activity provided the nature of the use is compatible with the intended conservation and public access objective;
5. The 30m reserve from the ordinary high water mark of the Nordenskiold and Yukon River and lakes within municipal boundaries shall not be disposed of. Other environmental setbacks shall be specified in the Zoning Bylaw or determined on a case-by-case basis when substantiated by a geotechnical engineering assessment;
6. Where existing development has occurred within flood prone areas, property owners shall be required to flood-proof their properties and complete a flood zone waiver caveat before any new development or change of use is permitted;

7. The Village will encourage and give priority to in-fill development and redevelopment of under-utilized land before opening up new areas for development. Specifically, Village Council will support redevelopment that facilitates the orderly and efficient extension and/or replacement of the community sewer and water system;
8. In order to facilitate and expedite the development approval process, Village Council may prepare and enact a bylaw assuming authority for subdivision control as permitted by section 311 of the Municipal Act;
9. Village Council will explore the opportunity to prepare a joint development plan with the Little Salmon/Carmacks First Nation at a mutually convenient time in the future and amend the OCP accordingly to reflect the outcome of that planning exercise;
10. Village Council will adopt those zoning controls and development setbacks necessary to protect the integrity of airport operations, maximize the life of the landfill site, preserve the water quality of the underground water aquifer and ensure future expansion of the new wastewater treatment plant. No residential development will be permitted within 15m of the wastewater treatment plant building or within 450m of the municipal landfill site; and
11. A geotechnical assessment will be required prior to Council considering any development on lands previously underlain by operating coal mines to determine the risk of future subsidence and fire.

### 3.5 Economic Development

As a small community, Carmacks faces the challenge of retaining existing jobs in the face of a stagnant area economy, converting seasonal or part-time jobs to full employment and encouraging local entrepreneurial initiative that creates new jobs at a pace and scale appropriate to community needs. The OCP should provide a framework to allow the community to move forward with a clear sense of direction but it should not be so rigid that it discourages entrepreneurial activity.

The municipal government can facilitate economic development by:

- Identifying and making the private sector aware of local needs and economic opportunities;
- Encouraging the preparation of a regional economic strategy;
- Ensuring an adequate supply of affordable, appropriately zoned and serviced land is available in the right locations;
- Providing and maintaining the necessary supporting infrastructure for economic activity;
- Ensuring stable taxation rates;
- Developing appropriate incentives to encourage existing businesses to expand and new businesses to locate in the community; and
- Providing a clear, timely development approval process.

There are opportunities for economic diversification in the following areas:

- Yukon River based tourism (e.g. river start, layover/re-supply, day-trip, end point) and capturing a greater proportion of Klondike Highway pass-through traffic for an extended stay (e.g. convert coffee stop to lunch break or overnight stop) building on community culture and history;
- Increasing the local service sector by encouraging home-based business and leveraging employment and training opportunities through local infrastructure construction projects;
- Extending the Mt. Nansen and Freegold roads to encourage additional mining exploration and new tourism links (e.g. Mt. Nansen/Aishihik Road connection); and
- Encouraging additional decentralization of Yukon government functions and supporting Little Salmon/Carmacks First Nation self-government initiatives that foster local employment.

#### 3.4.1 Economic Development Goal

- To make Carmacks a sustainable, and economically diverse regional service centre.

#### 3.4.2 Economic Development Objectives

1. To reduce economic leakage from the community by ensuring the scale, pace and nature of local economic development initiatives maximizes the use of local resources, infrastructure and resident labour force skills;
2. To encourage local entrepreneurship by ensuring an adequate supply of affordable, serviced land to meet present and projected commercial and industrial land needs;
3. To provide a supportive business climate by identifying and promoting potential local business opportunities and ensuring the development approval process is undertaken in a fair, transparent and timely manner;
4. To encourage a diverse range of commercial uses to locate in the downtown area to serve the needs of residents and highway travellers alike;
5. To support highway commercial development nodes at the intersection of the Robert Campbell Highway and Nordenskiold Bypass rather than a proliferation of strip development;
6. To foster economic development initiatives that promote personal independence and employment of choice such as home based business within residential areas, where the commercial use and the nature and scale of business proposed does not interfere with the use and enjoyment of neighbouring properties; and
7. To support the preparation of a regional land use plan that acknowledges

the community's primary role as the regional supply and service centre.

### 3.5.3 Economic Development Policies

1. Village Council will support the preparation of a regional land use plan that recognizes the community's role as a regional service centre;
2. Village Council will work with the Little Salmon/Carmacks First Nation to encourage the Government of Yukon to facilitate preparation of a regional economic development and tourism strategy that enhances the community's role as the regional service centre;
3. Village Council will support those economic development initiatives, which help stabilize the regional economy, diversify local employment opportunities and enhance the quality of community life;
4. Village Council will assess the scale, pace and nature of all economic development proposals and support those initiatives that maximize the use of local resources, infrastructure and resident labour force skills;
5. Village Council will assist the Government of Yukon to collect current, accurate information on changing demographics, community socio-economic needs and local trends;
6. Village Council will review and update the Zoning Bylaw to streamline the development approval process and create a business friendly environment;

7. Home based businesses will be encouraged while ensuring that the level of regulation and types of activities permitted respect adjoining property rights and values;
8. Village Council will support mixed use zones and mixed use buildings where the types of activity proposed are complementary to the uses normally permitted in such zone;
9. Village Council will support a strong downtown commercial core and encourage a diverse range of commercial uses to locate there. Residential development above the ground floor of commercial buildings will be supported;
10. Highway and tourist commercial uses will be encouraged to locate between the Yukon River Bridge and the Campbell Highway intersection, in the downtown area, and at the intersection of the Nordenskiold Bypass. Strip development and spot rezoning for commercial use will be discouraged;
11. The Village will promote the use of the community and airport facilities as an expediting base for mining exploration, wilderness tourism and related activities in the Carmacks region;
12. The Village will continue to encourage the Government of Yukon to relocate the Highway Maintenance Yard to lands at the Carmacks airport;
13. Village Council will consider including in the review of the Zoning Bylaw the creation of direct control districts and the designation of business improvement areas as permitted by sections 291 and 292 of the Municipal Act. (RSY 2002);
14. Village Council will work with the Government of Yukon to ensure future use and disposal of the maintenance yard site is compatible with adjacent commercial and community uses and makes the most effective use of a lot of this size; and
15. Village Council will enact such rules and regulations in the revised Zoning Bylaw to address the appearance, layout, access, landscaping treatment and use of signage along the Klondike and Campbell Highway corridors within municipal limits.

### 3.6 Social Development, Education & Public Safety

It is acknowledged that physical geography, governance responsibility, development history etc. all pose constraints to social development. Carmacks is not alone and faces many of the same social development challenges as other similar-sized, rural Yukon communities. Typical symptoms include: young people moving away, drug and alcohol abuse, a certain level of welfare dependency reflecting the high unemployment rate, significant income disparities and lower than normal participation rates. All these symptoms are compounded by a sluggish economy.

Social change requires an attitude shift from denial and complacency to entrepreneurial leadership, and development facilitation. Many of the building blocks necessary for a positive future have or are being put in place.

The central theme Village Council wishes to reflect in this OCP is that it is time to move forward and get the economy moving. Settlement of the Little Salmon/Carmacks First Nation land claim for example creates new opportunities for partnership in community development. Completion of the recreation complex, construction of the riverfront boardwalk, restoration of the roadhouse etc. are all municipal led initiatives and success stories that demonstrate the municipality's self-empowerment capacity. Construction of a new school and wastewater treatment plant in 2004-05 are all projects that help position the community to move ahead.

Traditionally, municipal governments deal only with the provision of hard services such as sewer and water supply, maintenance of roads and the provision of park and recreation facilities. Their function is primarily reactionary, responding to resident needs and general community priorities. These priorities are reflected in the content in the OCP and Five Year Capital Plan. The role of the municipal council is also evolving with Councils actively pursuing their priorities through facilitation, non-traditional partnership collaboration and resource leveraging.

Existing residents are the social capital of the community. One measure of community health is the extent to which they actively invest back time and energy into community affairs. Similarly, current economic development theory suggests that the greatest potential for local job creation and investment comes from people already living in the community who have a vested interest in the community's future.

### **3.6.1 Social Development, Education & Public Safety Goal**

- To make Carmacks a safe, healthy and unified community.

### **3.6.2 Social Development, Education & Public Safety Objectives**

1. To improve community health, education and safety by ensuring the quality of infrastructure, range of health treatment, education and social services available are consistent with community needs;
2. To identify opportunities to coordinate action and/or collaborate on joint social, public safety and recreational initiatives that promote community wellness and address common safety concerns; and
3. To replace Tantalus school by 2005 and work with Yukon College, the Little Salmon/Carmacks First Nation and Government of Yukon to ensure the range of local training and educational opportunities are relevant to the social and economic development needs of the community.

### **3.6.3 Social Development, Education & Public Safety Policies**

1. The Village will work with the Government of Yukon, Little Salmon/Carmacks First Nation and community emergency measure organizations to develop and maintain a street address system. A street address plan that can be

easily updated will be prepared and distributed to the relevant emergency organizations;

2. Village Council supports replacement of the Tantalus School by 2005 on the present site and will encourage the Government of Yukon Department of Education to design a facility that facilitates broader community use; and
3. The Village will make sure adequate land is reserved for future expansion and protection of the Nordenskiold Cemetery and support efforts of the Little Salmon/Carmacks First Nation to protect the two existing native cemeteries.

### 3.7 Parks, Recreation & Open Space

Recreation contributes to community development by enhancing the health of residents, by building social networks, and by strengthening community spirit and pride. A community's recreation needs also change over time reflecting trends and activity preferences. Recreation infrastructure can also support tourism and economic development. For a community of its size, Carmacks has made considerable progress with riverfront beautification, heritage protection and upgrading of the community recreation complex.

The 1989 OCP identified the recreation and tourism potential of the Coal Mine Lake area and recommended the trail network on the ridge between the Klondike Highway and Nordenskiold River be protected. It also recommended that the existing campground by the Yukon River Bridge be allowed to expand westward with relocation of the Highways compound. The campground is strategically located to serve both river and highway travellers and represents a viable seasonal business opportunity once longstanding visitor safety and management issues are addressed.

The Village purchased Lot 46 on the Nordenskiold River for use as a golf course and future community park. The principal challenge for a small community with limited financial resources and a small tax base is the ability to fund the ongoing program and operating costs while keeping user fees affordable and participation rates up. This usually results in a trade-off between investing in maintaining what exists and developing the recreational potential of sites such as lot 46.

Given the size of the municipal boundary, it is important to identify those open spaces that people want protected for recreational, educational, environmental, traditional seasonal food gathering and future development purposes. It is also important to clarify what types of land use activities are compatible with these purposes, what conflicts may arise over time and what future opportunities may be lost or compromised.

#### 3.7.1 Parks, Recreation, Tourism & Open Space Goal

- To provide a variety of recreational experiences, facilities and parks that appeal to residents and visitors alike, reflecting the community's history and character while preserving access to the natural open spaces for passive and active use.

### 3.7.2 Parks, Recreation, Tourism & Open Space Objectives

1. To ensure a range of year-round recreational opportunities are available which reflect the age, gender, capabilities and lifestyle interests of the community;
2. To encourage recreational programming and facilities that are suited to the community's location and resources;
3. To work with the Government of Yukon to enhance the appearance of the Klondike and Campbell highway corridors to provide a welcoming impression of the community by maintaining appropriate buffer strips where appropriate and reviewing the amount and placement of signage, decorative banners, lighting and sidewalk treatment including right-of-way maintenance practices;
4. To encourage continuous public access along the Yukon and Nordenskiöld riverbanks to the maximum extent possible;
5. To maintain and develop Lot 46 for community recreation use;
6. To work with the Little Salmon/Carmacks First Nation and Government of Yukon to protect, conserve and interpret our heritage resources and community history; and
7. To provide the types of recreational programming and supporting park and visitor facility infrastructure that will encourage travellers to spend more time in the community.

### 3.7.3 Parks, Recreation, Tourism & Open Space Policies

1. Village Council will continue to develop and expand the Yukon riverfront boardwalk and path network along the Yukon River from Merv Tew Park to Coal Mine Lake and across the bridge to link up with the Tage Cho Hudan Cultural Centre;
2. Village Council will work with the Little Salmon/Carmacks First Nation and any affected private property owners to document the purpose and identify the location of trails within the community. To the extent that the municipality has jurisdiction, Village Council will encourage the protection of a year round trail system that supports a range of community recreational activities;
3. Village Council will work with the Little Salmon/Carmacks First Nation to prepare a plan for a community park in the Coal Mine Lake area for resident and visitor use;
4. Village Council will develop a new visitor information kiosk to be located at the intersection of Nansen Street and the Klondike Highway;
5. Village Council will work with the Little Salmon/Carmacks First Nation to make the most effective use of the existing riverside campground by the Yukon River Bridge;

6. Village Council will support the protection and interpretation of the community's heritage resources. Wherever possible, Council will encourage the in-situ protection, restoration and/or re-use and interpretation of heritage buildings. Council may offer such support and incentives, as it deems appropriate in conjunction with other governments to ensure their conservation;
7. Village Council will approach the Government of Yukon for assistance and work with the Little Salmon/Carmacks First Nation to complete an inventory and valuation of the community's known heritage resources;
8. Any new development proposed within 100m of the top of bank of the north facing bluff along the south side of the Yukon River or along the Nordenskiold River will be referred to the Government of Yukon, Department of Tourism & Culture Archaeologist to determine whether a heritage impact assessment will be required;
9. Village Council will discourage the disposal of the 30m-waterfront reserve along the Nordenskiold and Yukon rivers wherever it has jurisdiction, in order to preserve the opportunity to maintain or develop a continuous public access trail corridor;
10. To encourage a positive impression of the community, Village Council will develop and adopt regulations in the Zoning Bylaw covering the placement of signage, landscaping and preservation of buffer strips on subdivision of land adjacent to the Klondike and Campbell Highways;
11. In considering proposals to subdivide land that involve a requirement to dedicate land for public use, Village Council will consider the following factors; whether the size, layout and location of the dedication is sufficient for the type of recreational use proposed by the developer; whether the type of recreational use proposed is required in that area of the community; whether the capital and subsequent operating costs of a park facility in that location can be justified by the level of anticipated use; and whether a cash-in-lieu alternative that can be directed to the development and programming costs of other park space within the community would be in the larger public interest;
12. Lands identified as hinterland or open space are intended to be maintained primarily in their natural state. Land use activities such as agriculture, woodlot harvesting, soil and gravel extraction and/or types of recreational use may also be permitted by Council on a case by case basis according to the merits of the proposal, need for the resource, scale and duration of the activity and level of potential impact; and
13. Village Council will develop a plan for the recreational use of Lot 46 as time and resources permit that reflects the spirit of the original owner's plans for recreational use.

### **3.8 Environmental Protection & Stewardship**

Carmacks is located in the Yukon River valley at the junction of the Nordenskiold River. Given the nature of the local geography, a variety of natural and man-made environmental risks have been identified. These include a potential for seasonal

flooding, steep slopes subject to erosion, winter weather inversions and groundwater quality that can be influenced by the nature and intensity of surface land use.

### 3.8.1 Environmental Protection & Stewardship Goal

- To foster a culture of individual and collective responsibility for protection of the environment.

### 3.8.2 Environmental Protection & Stewardship Objectives

1. To protect environmentally sensitive areas from encroachment of incompatible land uses by establishing buffers, setbacks and adopting other management practices that protect their integrity, productivity and resilience;
2. To protect the community water supply by identifying the potential contamination risks and adopting appropriate land use controls and monitoring practices;
3. To identify the limitations for development of lands subject to flooding, erosion and other environmental hazards including the policies and actions to be undertaken to minimize the risk to public safety;
4. To manage the solid waste treatment facility in accordance with the waste management plan and the principles of encouraging waste reduction, re-use and re-cycling to maximize facility life;
5. To protect residents from incompatible land uses and potential sources of pollution such as noise, odour and dust by establishing appropriate setbacks, buffers and other land use regulations; and
6. To manage and maintain the storm-water run-off drainage system to minimize the risk of environmental contamination of the Nordenskiöld and Yukon rivers.

### 3.8.3 Environmental Protection & Stewardship Policies

1. Village Council may, at its discretion permit or limit a land use activity to a particular time of the year to minimize potential land use conflicts and reduce the potential for negative environmental impacts;
2. Village Council will identify and establish such regulations in the Zoning Bylaw as are deemed necessary to direct development away from environmentally sensitive lands including lands subject to erosion, flooding or subsistence and specify what conditions must be met to minimize any potential environmental risks, where intrusion into such areas cannot be avoided or are in the public interest;
3. Village Council will establish such setbacks, buffers and fencing requirements in the Zoning Bylaw to separate residents from incompatible land uses, minimize noise, odour, dust and other potential sources of pollution, nuisance or public safety risk;

4. Protecting the groundwater aquifer that provides the community water supply is a priority;
5. Village Council will implement the solid waste management plan that includes measures to improve waste reduction, promote recycling and re-use at the municipal landfill site to maximize the facility's operating life. Council will also maintain a 450m setback from future residential and commercial development; and
6. In undertaking road and drainage improvements within its area of jurisdiction, Council will make best efforts to manage run-off in a manner that minimizes the risk of environmental contamination to the Nordenskiöld and Yukon rivers by limiting the number of discharge points, controlling sedimentation and taking such flood control measures as are appropriate to the local conditions.

### 3.9 Infrastructure Development & Municipal Services

The Village of Carmacks provides a range of municipal services including maintenance of roads, operation of a wastewater treatment plant and sewage collection system that currently serves only part of the community, and manages the dump, and fire service along with various recreational facilities. Since 1989, a new dumpsite has been developed and waste management plan completed. A new wastewater treatment plant has been designed and is going through the approval and licensing process. Options for a new communal water supply system to serve the core area of the village have also been prepared and evaluated. While the capital costs of both projects will be largely funded by the Government of Yukon, the costs are substantial.

The OCP has implications for the design capacity, service life and location of the wastewater treatment plant, community well and associated distribution systems. Installation of these two services has been identified as the community's top infrastructure projects.

The 1989 OCP recommended a bypass road be constructed around the community to link up with the Mt. Nansen and Freegold mining roads. An alignment has been identified and the road connection between the North Klondike Highway and Nordenskiöld River built. The final section of connecting road and bridge when the two main mining projects expected to be served did not proceed. Industrial traffic continues to travel through town on River Road and use the existing one lane Bailey bridge across the Nordenskiöld River.

By virtue of the community's geography, all pedestrian and vehicle traffic between the First Nation village and the main portion of the community must use the Klondike Highway Bridge. In the winter, residents of the First Nation village often cut across the ice either on foot or by snowmobile.

The need to replace the existing Nordenskiöld Bridge and improve pedestrian safety along the Klondike Highway between Ptarmigan Road and the access road to the main First Nation village has been identified as outstanding transportation and

public safety concerns.

### 3.9.1 Infrastructure Development & Municipal Services Goal

- To provide safe, reliable and cost effective services to Village of Carmacks residents, along with a hierarchy of roads and trails linking all parts of the community in a safe, accessible manner.

### 3.9.2 Infrastructure Development & Municipal Services Objectives

1. To minimize potential conflicts between pedestrian and vehicular traffic along the Klondike Highway, and between the main vehicular circulation routes and residential, recreational and school land uses;
2. To work with the Government of Yukon to replace the existing Nordenskiold Bridge within 5 years and complete the bypass road, as and when traffic and regional mining activity warrants;
3. To work with the Government of Yukon and Little Salmon/Carmacks First Nation to improve pedestrian connections between Ptarmigan Road on the south side of the community and the First Nation village access road north of the Yukon River Bridge; and
4. To operate and maintain existing municipal services in a cost effective and environmentally safe manner by completing the replacement of the wastewater treatment plant and developing a safe, communal water supply system within 3 to 5 years.

### 3.9.3 Infrastructure Development & Municipal Services Policy

1. Completion of the wastewater treatment plant and upgrading the community sewer and water system within the core area of the community is the immediate priority. To maximize the utility of such improvements, Village Council will give priority to encouraging infill development before considering extending services to other parts of the community identified for urban residential use;
2. Village Council supports the timely replacement of the existing River Road Bridge across the Nordenskiold River with a new structure that permits two-way traffic flow and a sidewalk for pedestrian use;
3. Village Council will work with the Little Salmon/Carmacks First Nation to encourage the Government of Yukon to improve safe, year round, pedestrian movement along the shoulders of the Klondike Highway and across the Yukon River Bridge to strengthen the connection between the main portion of the First Nation village and the rest of the community;
4. Village Council will encourage the Government of Yukon to coordinate completion of the bypass road and second bridge across the Nordenskiold River with development of any significant traffic generating resource project that requires access from the Klondike Highway; and

5. Village Council will extend infrastructure in an orderly, economic and affordable manner consistent with prudent fiscal management.

#### 4.0 Future Land Use

**Map 5** Future Land Use identifies nine general land use designations that reflect the broad land use categories proposed in this Official Community Plan. The general purpose of each zone is described as follows:

Land Use Designation	Purpose
Country Residential	To provide land for larger residential lots with basic services including power and municipally maintained roads where the owner is responsible for sewage disposal and water supply
Urban Residential	To provide smaller, fully serviced lots for residential purposes at a higher density
Community Use	To provide lands for a variety of community uses including public buildings, cemeteries, churches and related institutional uses such as special use buildings for police, fire and recreational use and public utilities
Commercial	To provide lands in accessible locations for retail, office, highway commercial and related types of sales and service uses
Industrial	To provide lands for a broad range of industrial uses that may involve manufacturing, interior and exterior storage, construction, prefabrication, equipment repair, or similar activities including resource extraction
Airport	To identify and reserve sufficient land for the development and operation of a public airport including industrial or commercial uses that may be associated directly with or are compatible with airport operations
Parkland	To identify those lands most appropriately reserved for public park and recreational use or to be protected from development for environmental and aesthetic reasons
Hinterland	To identify those lands for which no particular future land use need has been identified within the forecasted life of the community plan and which are largely left in their natural state
Future Development	To identify significant parcels of land that have long term development potential for a variety of residential, commercial or industrial land uses

In smaller communities such as Carmacks, the need for a strict separation of land

uses can be overly restrictive and unsuited to local circumstances. As an example, Carmacks like most North American communities has seen a growth in the creation of home-based businesses that involve a commercial activity in a residential zone. This trend towards home-based employment is expected to continue and be an important component of the community's economic future.

In considering whether a proposed development is consistent with the general intent of each of the above land use designations Council will:

1. Identify in the Zoning Bylaw which land uses will be permitted in each land use zone as a matter of right or may be permitted as a discretionary or conditional use subject to specific performance criteria.
2. Provide an opportunity for notification of neighbouring property owners in advance of considering applications for discretionary and conditional use including an avenue for appeal.
3. Consider whether the proposed activity or land use is compatible with the primary purpose of the land designation in which it proposes to locate including any potential impacts on the peaceful use and enjoyment of adjacent properties, the potential environmental impacts including noise, odour, traffic and impacts on the public infrastructure.

<insert graphic here>

## 5.0 Implementation Action Plan

The following chart identifies a range of discrete activities, infrastructure improvement projects and other actions that need to be undertaken during the next 5–10 years to implement the direction contained in this Official Community Plan.

The chart indicates the action required, its relative priority in terms of community development, the types of partnerships required to move forward and a general schedule. The chart also provides a quick checklist that Council and others interested in implementation can see evidence that progress is occurring.

There is no presumption that by cataloguing the actions required, that it constitutes any specific commitment of budget or resources to move ahead on any particular item. Rather it flags what needs to be done in one chart that different users of the OCP can refer to when developing their respective annual budgets and workplans.

### Action Plan

<i>Action Required</i>	<i>Priority</i>	<i>Timing</i>	<i>Responsibility</i>
<i>Revise Zoning Bylaw &amp; review Development Permit System to be more business friendly</i>	<i>1</i>	<i>Immediate</i>	<i>VC</i>
<i>Prepare Community Economic Development Strategy</i>	<i>2</i>	<i>2004 - 2006</i>	<i>VC, YG (Ec Dev), LSCFN</i>
<i>Identify and publicize local business needs/opportunities, assets (e.g. land availability etc. to attract new business and encourage visitors to stay longer in the community</i>	<i>2</i>	<i>2005 - 2007</i>	<i>VC</i>
<i>Replace existing Nordenskiold Bridge</i>	<i>1</i>	<i>2006 - 2007</i>	<i>YG (H &amp; PW)</i>
<i>Complete Wastewater Treatment Plant</i>	<i>1</i>	<i>2004 - 2006</i>	<i>VC, YG (CS)</i>
<i>Upgrade community sewer and water system</i>	<i>1</i>	<i>2005 - 2007</i>	<i>VC, YG (CS)</i>

<i>Replace Tantalus School</i>	<i>1</i>	<i>2004 - 2006</i>	<i>YG (Education)</i>
<i>Develop new visitor kiosk for 2004 tourist season</i>	<i>1</i>	<i>Immediate</i>	<i>VC</i>
<i>Complete bypass road and second Nordenskiold bridge</i>	<i>3</i>	<i>2008 - 2010</i>	<i>YG (H &amp; PW)</i>
<i>Complete street addressing project</i>	<i>1</i>	<i>Immediate</i>	<i>VC, LSCFN, YG (CS)</i>
<i>Extend riverfront walkway from Merv Tew park to Tage Cho Hudan Cultural Centre</i>	<i>2</i>	<i>On-going</i>	<i>VC, LSCFN, YG</i>
<i>Improve year-round pedestrian connections to both parts of community along Klondike Highway and across both bridges</i>	<i>2</i>	<i>2004-2006</i>	<i>VC, LSCFN, YG (H &amp; PW)</i>
<i>Relocate Highway Maintenance Compound to airport</i>	<i>3</i>	<i>2006 - 2008</i>	<i>YG (H &amp; PW)</i>
<i>Enhance the appearance of the Klondike Highway corridor through the community</i>	<i>2</i>	<i>2006 - 2007</i>	<i>YG (H &amp; PW), LSCFN</i>
<i>Develop Lot 46 for community recreation use</i>	<i>1</i>	<i>2004 - 2007</i>	<i>VC</i>
<i>Work with FN to plan Coal Mine Lake park</i>	<i>3</i>	<i>2008 - 2012</i>	<i>VC, LSCFN</i>
<i>Identify, inventory and value community heritage resources and adopt appropriate conservation measures/strategies</i>	<i>2</i>	<i>On-going</i>	<i>VC, LSCFN, YG (T &amp; C)</i>
<i>Work with FN to make the existing Tantalus campground by the bridge more appealing to river and highway travellers</i>	<i>1</i>	<i>Immediate</i>	<i>VC, LSCFN</i>

**NOTE:**

VC = Village of Carmacks

YG = Yukon Government + Lead Department (e.g. CS = Community Services, H&PW = Highways & Public Works, TC = Tourism & Culture etc.)

LSCFN = Little Salmon/Carmacks First Nation