



City of Whitehorse

Forestview



Area Development Scheme

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with
Gartner Lee, AEM, and Quest Engineering



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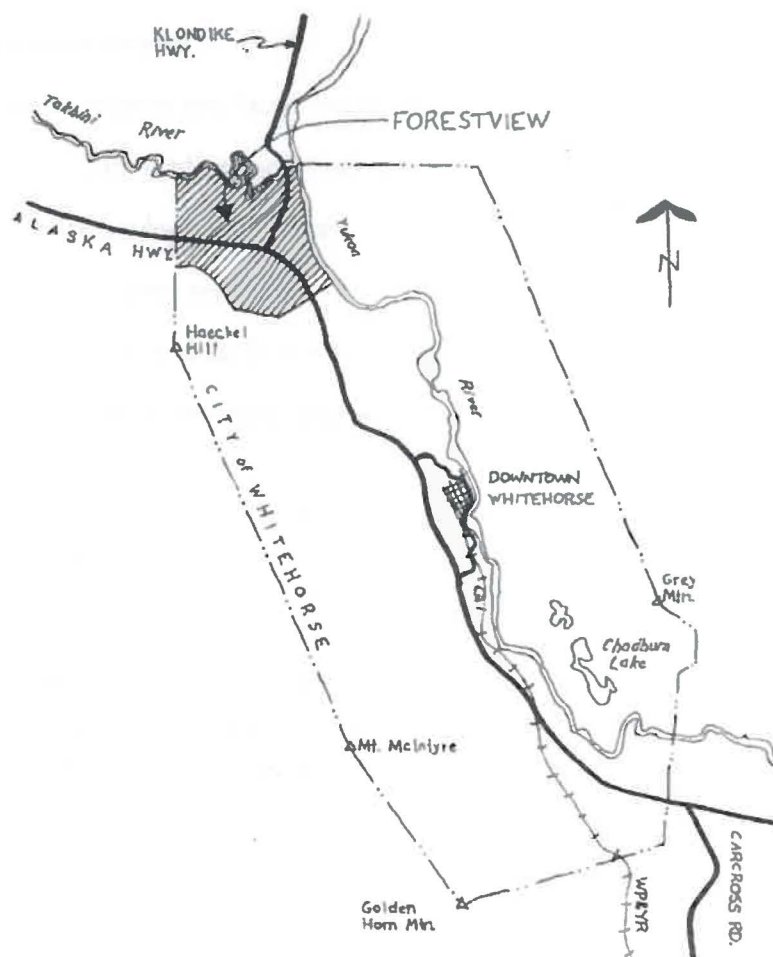
Section A

Background to the Area Development Scheme

1.0 Introduction

The area of land that lies within the Forestview Area Development Scheme (sometimes referred to as 'study area') comprises 2057 hectares in the north-western region of the City of Whitehorse (see Figure 1). Key features include Cousins Aerodrome, Little Takhini Creek, Forest Hill, numerous trails, some scattered country residential lots, and several gravel quarries. Hidden Valley, MacPherson, and Mile 2 Mayo Road subdivision, which are fully developed as country residential lots, are not included within the Forestview study area. Forestview is centred on the Alaska Highway and North Klondike Highway intersection, and is north of the Crestview subdivision. It is bound by the city limits to the west, the Takhini River to the north, the Yukon River to the east, and Haeckel Hill to the south.

Figure 1 – Location Map of Forestview within the City of Whitehorse





1.1 Purpose and Content of an ADS

The City details future development through an Area Development Scheme (ADS). ADS's, which are outlined in the Official Community Plan (OCP), have been used considerably in the past for future development areas. As stated in the City's OCP (2002), an ADS typically includes the following considerations:

- the provision of parks, recreation, open space and facilities
- impacts on existing residential and other developments
- impacts on municipal infrastructure
- phasing of development
- terrain, geotechnical and hydrogeological investigations
- transportation or road networks
- traffic considerations
- environmental impacts and local climate considerations
- public uses, including educational facilities
- heritage and archaeological resources
- reclamation and habitat restoration plans of disturbed areas
- location of structure and facilities for utilities
- the provision of trails providing access to open spaces, other developed areas, and the hinterland

Over the past decade, a number of development application have been considered for the Forestview study area, including applications for agriculture, park and recreation activity, a commercial garden centre, and expansion of existing commercial aviation activity surrounding the Cousins Aerodrome. Many of these applications involve competing land uses and interests, and as a consequence, have been put on hold until an ADS has been prepared, and adopted by Council. In addition, First Nation land claims have increased pressure to prepare an overall land use plan for Forestview. The diversity of interest in the Forestview area clearly indicates a need for thorough planning that the preparation of an ADS ensures.



1.2 Preparation of the Forestview ADS

Preparation of the Forestview ADS was guided by a Project Management Committee consisting of representatives from the City of Whitehorse, Yukon Government, Ta'an Kwacha'an First Nation, and Kwanlin Dun First Nation. The background work and draft plan preparation was assigned to the consulting firm of UMA, assisted by Gartner Lee Limited, Applied Ecosystem Management, and Quest Engineering. Work on the project commenced in the summer of 2001 and was completed in mid 2002.

There was a strong mandate to seek community and stakeholder input throughout the planning process. There was regular liaison with stakeholders such as the Klondike Snowmobile Association, Yukon Orienteering Association, and the Yukon Conservation Society, in addition to a number of people with an interest in aviation, and private land owners in the area. Project staff met with local residents at an open house on September 25, 2001 to introduce the project, present background information and a series of land use options. A second public open house and presentation was held on December 4, 2001 to introduce the draft ADS. Comment sheets were provided at each public meeting. Technical consultation occurred with many Yukon and Federal departments to obtain useful background information on the area. Much of this information is summarized in this Section and displayed on a variety of background maps.

Some of the issues and concerns that residents have brought forward from the public open houses include:

- concerns about a large gravel quarry in the area near residential areas
- concerned about some of the impacts of a residential airport adjacent to Cousins Airstrip
- concerns related to Cousins Aerodrome and the potential for added commercial activities
- impact of expansion of new country residential lots
- protection of the trail system especially in the MacPherson West as well as the Mayo Road Terrace
- desire for Mayo Road Terrace to be used for recreation uses only

The above noted issues from residents, combined with input from the City of Whitehorse, Yukon Government, and First Nations, and the professional expertise of the consulting team, all assisted in the creation of the Forestview Area Development Scheme.



1.3 Organization of ADS

Section A, Background to the ADS, summarizes information on the physical features of the area, in addition to describing the current regulations governing land use, and the area resource capability. A number of maps support and explain this background information wherever possible.

Section B, Area Development Scheme, is the key policy section of the document. It is organized into several sub-sections, including policies on protecting the environment and recreational corridors, future residential and commercial development, and municipal servicing and infrastructure. Section B ends with a sub-section on ways to implement the Forestview ADS. The various land use designations that are described in this section are displayed in the long-range designation map (Schedule A).

2.0 Area Characteristics

The Forestview study area is largely undeveloped, and much of the area has been left in a natural state. Numerous trails can be found that link the Hidden Valley, MacPherson, and Mile 2 Mayo Road neighbourhood with the rest of the city and the Trans-Canada Trail. There are about a dozen country residential lots scattered throughout the area, a 1000 metre gravel airstrip (Cousins Aerodrome), a former commercial building at the junction of the Alaska and Klondike Highway, and a half-dozen active and inactive quarries. This section will describe the area characteristics in more detail, including the local environment, existing land uses & regulations, current land tenure, and First Nation land claims.

Since the study area is quite large, it is desirable to have place names for various sub-regions in order to avoid confusion. Unfortunately, most of the area lacks any official place names. As a result, some place names have been created within this ADS. Figure 2 provides the location of six sub-regions within Forestview, which includes: Stevens, MacPherson West, Mayo Road Terrace, Airfield Terrace, Lagoon Terrace, and Forest Hill. These sub-regions will be referred to throughout this document.

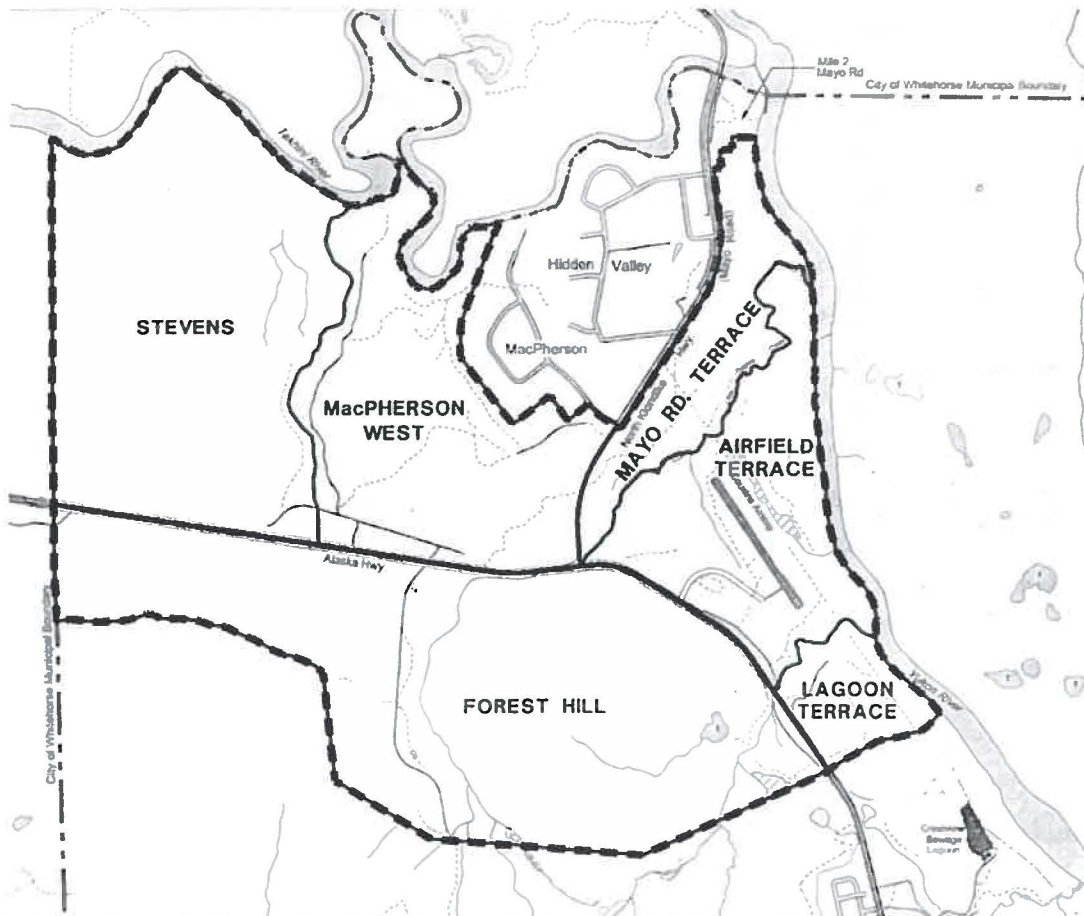
2.1 The Local Environment

The study area largely consists of undulating terrace land extending east from the city limits to a sharp eroded embankment along the Yukon River. Figure 3 indicates areas of high, moderate, and low constraints for development, which is largely based on the terrain, vegetation, soils, and wildlife values. The terrain is attributable to the last ice age, which occurred over 10,000 years ago. Of particular significance, are two terminal moraines, which are found within the Stevens sub-region. A terminal moraine is a ridge like accumulation of gravel and other natural debris built chiefly along the terminal margin of a valley glacier or the margin of an ice sheet. It is mainly the result of glaciers retreating or encroaching. These two terminal moraines are significant from a geological perspective, but they also contain a large amount of gravel reserves.

*Junction of the Takhini and
Yukon River*

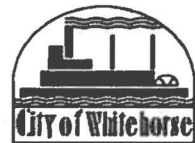


Figure 2 – Sub-Regions of Forestview



Surficial Deposits

The Forestview study area is overlain primarily with *glaciofluvial* and *glaciolacustrine* surficial materials (see the surficial materials glossary on the following page for further details). These materials are largely found in the Stevens and MacPherson West sub-regions, and include a number of kettle depressions, which are also a product of the last ice age. There are also some minor deposits of *eolian* and *morainal* matter. The Forest Hill sub-region is predominantly *colluvium* surficial materials with some organic, glaciofluvial, and morainal deposits. Several areas along the Takhini River and the Yukon River are characterized by *fluvial* deposits. The ravine and riverbank along both rivers are largely classified as actively eroding soils.



Surficial Materials Glossary

<i>Glaciofluvial:</i>	<i>materials that have been deposited due to streams flowing from a melting glacier</i>
<i>Glaciolacustrine:</i>	<i>materials that have been exposed due to glacier activity</i>
<i>Eolian:</i>	<i>sand or silt materials deposited by wind</i>
<i>Morainal:</i>	<i>materials that have been accumulated, carried, and deposited by glaciers</i>
<i>Colluvium:</i>	<i>materials that have settled due to gravitational influences</i>
<i>Fluvial:</i>	<i>materials that have been deposited by river activity</i>

Vegetation

Almost the entire Forestview study area is forested or vegetated. Pine, Bearberry, and Trembling Aspen represent most of the forested ecosystems. The MacPherson West sub-region consists of an upland forest whereas White Spruce is found along Little Takhini Creek and the surrounding wetland. There is also a significant amount of White Spruce, Willows, and Shrub Birch immediately south of the Alaska Highway, adjacent to the city limits. This area in the Forest Hill sub-region is largely a wetland, and is characterized by organic soil materials.

Significant Wildlife Areas

A variety of wildlife does exist within Forestview, but the diversity of species is presumed to be low due to disturbances caused by the proximity to human habitation, and the two highways. Although a wildlife study has not been conducted, residents have noted that moose, deer, wolves, lynx, squirrels, porcupine, coyotes, foxes and bear, and a variety of aquatic and avian species have been observed. An active beaver dam exists within Little Takhini Creek. The Yukon River, Takhini River, and Little Takhini Creek are large watercourses with rich and varied fishery resources. There is a concern that development or drainage disturbances too close to the riverbanks could result in increased erosion and sedimentation of the Rivers. There is also a significant wetland located immediately south of the Alaska Highway, adjacent to the city limits, which is considered environmentally sensitive due to its mix of soils and vegetation. It is important to note the some wildlife tend to migrate to higher elevation areas and it is essential to protect connectivity of the upland with lower lying watercourses. Areas of high wildlife values can be defined as areas that may be used during critical life stages, provide important seasonal foraging opportunities, or form important travel corridors between developed areas. In general, riparian habitats, shallow water bodies, wetlands, shrub and grassy meadows, and mature, highly structured forests provide the highest wildlife values. However, it is important to



note that identifying significant wildlife corridors is a subjective and difficult process. Species ecology, landscape position and connectivity, habitat attributes and human use patterns must all be considered.

2.2 The Local Climate

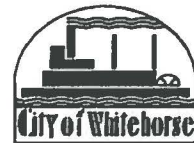
Fog and ice fog are naturally produced along the entire length of the Yukon River during the fall and winter until the Yukon River freezes over. Natural fog, and at colder temperatures, ice fog, is produced by the interaction of cold air over warmer bodies of water. Low-lying areas within the study area along the Yukon and Takhini Rivers and within the various creek ravines would be susceptible to fog and ice fog. In addition, pockets of fog are likely to occur in local depressions within the study area, according to local topography. However, in general Forestview is less affected by fog than, for example, Downtown Whitehorse, given the areas' distance from significant fog producing sources such as Schwatka Lake and Lake Laberge.

Prevailing winds in the Whitehorse area blow from the southeast to the northwest. Since Forestview is located to the north of downtown Whitehorse, the study area is likely more exposed to pollutants from the City's urban and industrial areas. In addition, the winds may also serve to carry odours from the Crestview sewage lagoon located south of the study area.

2.3 History

Forestview lies within the traditional territory of Kwanlin Dun and Ta'an Kwach'an First Nation. These people likely utilized the Takhini and Yukon River with fishing and hunting camps, and used the river corridors to commute by foot or boat. The Yukon Government Heritage Branch has identified several archaeological sites within the study area, located near the mouth of the ravine, between the Airfield and Lagoon Terrace. There are no known historic sites within the study area identified on the Yukon Government inventory of historic sites.

The first major and permanent new feature in the Forestview study area was the construction of the Alaska Highway during the 1940s. Following this, the Forestview military subdivision was surveyed that is presently centred on the Cousins Aerodrome access road. This subdivision, in which the Forestview name for the study area was derived, consists of several ½ acre parcels that were used as a military camp during the Second World War. The Forestview subdivision is largely vacant today.



The North Klondike Highway was constructed during the mid 1950s to connect Dawson City and the City of Whitehorse. Around this time, Cousins Aerodrome was privately developed, and was under private ownership until the 1970s when the Yukon Government assumed responsibility for this gravel airstrip. Over the past several decades, there has been little development activity in the Forestview study area due to the moratorium on applications prior to the completion of the ADS.

2.4 Current Land Use and Regulations

As already noted, the Forestview study area is largely undeveloped. The primary land uses are Cousins Aerodrome, several gravel quarries, and a number of isolated country residential lots. There is a building at the Alaska and Klondike Highway intersection that used to be used for commercial purposes, and a partially developed RV park in the Forestview subdivision. Of particular importance to nearby residents is the elaborate trail system that connects Forestview to the surrounding area. The majority of local trails can be found in MacPherson West and the Mayo Road Terrace sub-regions. Figure 4 indicates the existing land use pattern for Forestview and the surrounding area.

The City of Whitehorse has had jurisdiction over the entire Forestview study area since the expansion of the City's boundaries in the early 1970s. The City is the approving authority for all subdivisions and rezonings within its boundaries. All land uses within the study area must conform to the Official Community Plan and Zoning Bylaw of the City of Whitehorse.

The City's Planning Services Department is represented on the Yukon Government's Land Application Review Committee, which reviews and issues recommendations on all applications for Territorial lands.

2.5 Current Land Tenure

By far the majority of the Forestview study area is unsurveyed Commissioner's Land, administered under the territorial Yukon Lands Act and controlled by the Yukon Government. Under the Yukon Land Act, the Yukon Government can sell, lease, grant a license of occupation, or otherwise dispose of unsurveyed Commissioner's Land subject to some Federal Government restrictions. The Yukon Government was granted administration and control (as opposed to ownership) of Crown Land in the Whitehorse area by the Federal Government in 1970.

There are some isolated parcels of privately held lands, including a relatively large, private holding northeast of Cousins Aerodrome. There are no lands in the Forestview study area



owned by the City of Whitehorse or administered by the Federal Government of Canada. However, the Federal Government retains control over the sale of lands within 100 feet (30 metres) of the high water mark of the Yukon River. Existing land tenure is displayed in Figure 5.

2.6 First Nation Land Claims

In 1993, the Council for First Nations and the Government of Yukon and Federal Government of Canada negotiated the Umbrella Final Agreement (UFA), which provides a framework for the negotiations on the individual First Nation Final Agreements. The Ta'an Kwach'an First Nation have negotiated a land claim Final Agreement and Self-Government Agreement with the Yukon and Canadian Government. This land claim settlement was ratified on January 13, 2002 and took effect on April 1, 2002. In total, five land claims within the Forestview study area have been identified by the Ta'an Kwach'an First Nation, and this is indicated in Figure 5. The Kwanlin Dun First Nation, on the other hand, has not yet publicly identified interim protected land within the city limits. The Forestview Area Development Scheme will not prejudice the Final Agreement or Self-Government Agreement, and may have to be amended once land claims have been settled.

Legend:

- Developed Areas**
areas of existing significant development
- No Constraints**
constraints to development are relatively minor
- Low Constraints**
poor drainage, gentle slopes, etc.
- Moderate Constraints**
moderate slopes, rock near surface, or organic/wet soils
- High Constraints**
steep slopes, wetlands, permafrost
- Very High Constraints**
very steep slopes, bedrock, slope instability

500 0 500 1000
Meters

Scale: 1:25,000

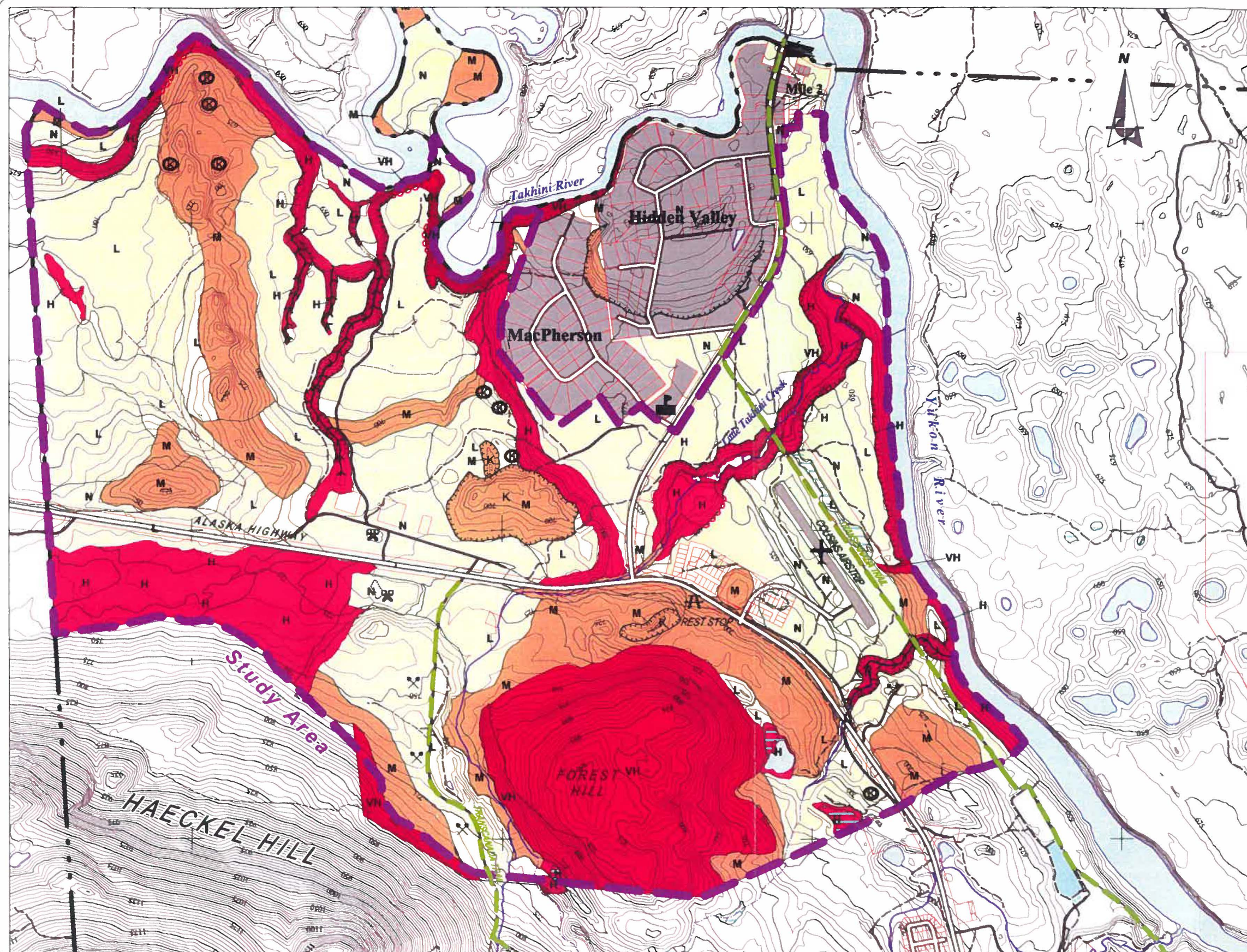
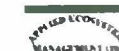
Basemap by: Triathlon Mapping Corp.
Interpreted by: F. Pearson

City of Whitehorse

Figure 3
Land Capability

Forestview Area Development Scheme

Filename: 21934_B.WOR	Project No: 21-934
Drawn By: F. Pearson	Date: Oct. 29, 2001



Legend:

- Residential
- Country Residential
- Commercial
- Transportation
- Public Service
- Public Utility
- Industrial - Service
- Industrial - Heavy/Resource (Quarry)

Other Features

- Trans Canada Trail
- Forestview study area
- City limits
- Road, paved
- Road, gravel
- Road, rough
- Depression



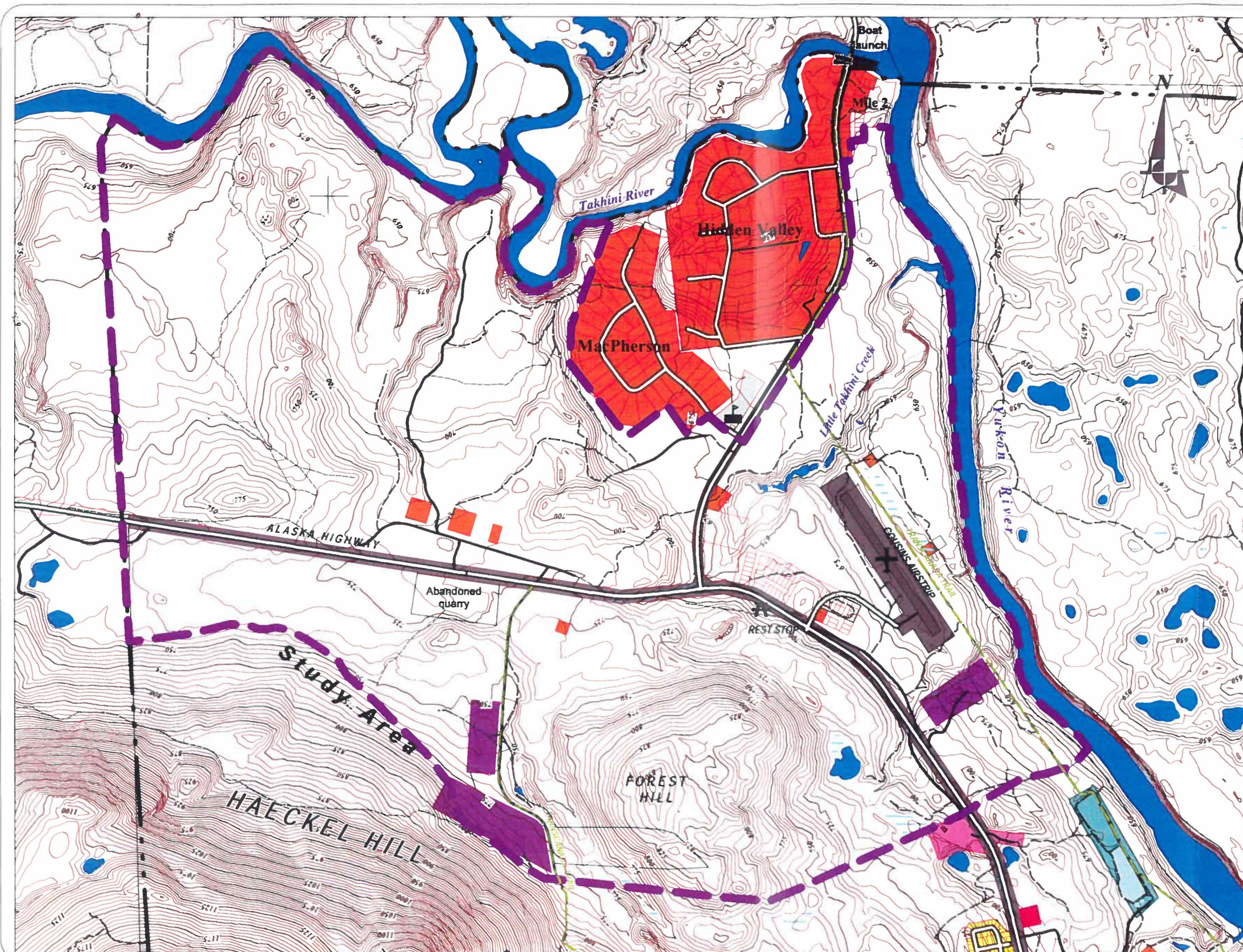
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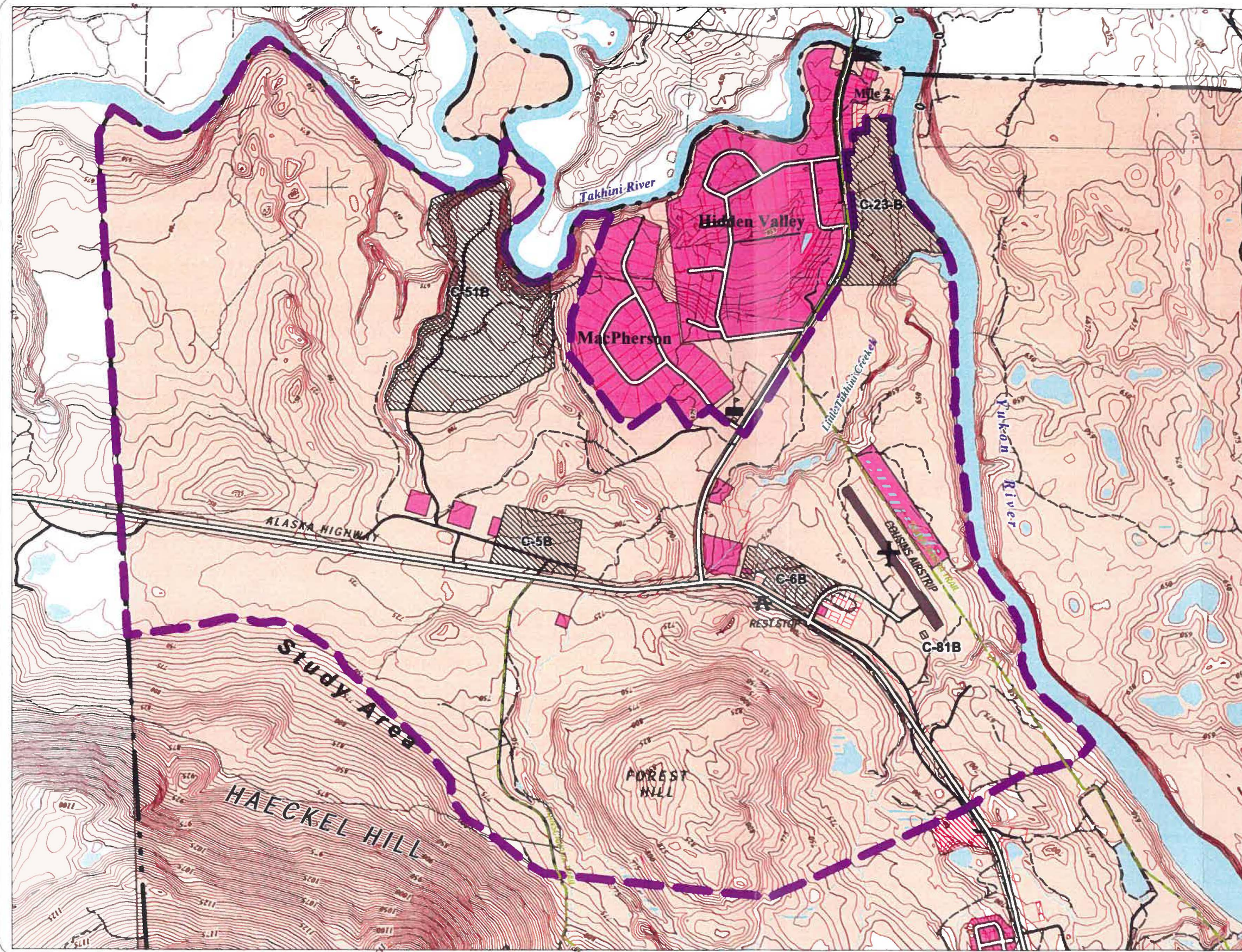
City of Whitehorse

Figure 4
Current Land Use

Forestview Area Development Scheme

Filename: MAP1.WOR	Project No: 21-934
Drawn By: D. Lu	Date: September 21, 2001

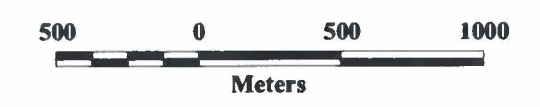




Legend:

- Land Tenure**
- Yukon Territorial Government
 - Yukon Territorial Government Lease
 - Private
 - Land Claims (Ta'an Kwach'an)

- Other Features**
- Trans Canada Trail
 - Forestview study area
 - City limits
 - Road, paved
 - Road, gravel
 - Road, rough
 - Depression



Note:
 Claim boundaries last updated August, 2001.
 New boundaries may be in effect.
 Basemap by: Triathlon Mapping Corp
 Data Compilation by: Gartner Lee Ltd.

City of Whitehorse

Figure 5
Land Tenure

Forestview Area Development Scheme

Filename: FIG5.WOR	Project No: 21-934
Drawn By: D. Lu	Date: Sept 21, 2001



Section B

Area Development

Scheme



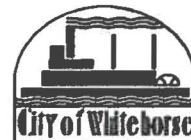
3.0 ADS Summary

Representatives from the City of Whitehorse, Yukon Government, Ta'an Kwach'an First Nation, Kwanlin Dun First Nation, and residents in the area all played a major role in the preparation of the policies that form the Forestview Area Development Scheme. Various land use interests in the study area were considered, in addition to First Nation issues, and this has resulted in a long-range plan that ensures compatibility of land uses, economic development opportunities, services for nearby residents, trail protection and preservation of the natural environment. Furthermore, the Forestview ADS incorporates relevant policies of the revised Official Community Plan (2002) and Yukon River Corridor Plan.

Residents expressed the need to retain the wilderness character of Forestview. As a result, the majority of Forestview is designated as Natural Open Space. Some new development is supported in the ADS, including a highway commercial node near the Alaska and North Klondike Highway intersection in order to service nearby residents and the travelling public. Furthermore, some country residential lots are considered on Ta'an Kwach'an selected lands, including areas immediately west of MacPherson subdivision, north of the Alaska Highway and east of the Klondike Highway. In addition, a limited number of country residential lots are designated adjacent to Cousins Aerodrome.

The Yukon Government and the City of Whitehorse have expressed an interest to preserve significant gravel reserves that are located in the Stevens and MacPherson West sub-area. Future gravel extraction has been earmarked for the north-south ridge in the Stevens sub-region. This area is approximately 1500 metres from the MacPherson neighbourhood, which is greater than the minimum 300-metre setback required in the OCP, and a number of conditions must be met prior to any gravel extraction. These areas must be reclaimed and regraded, and reverted back to a natural condition once gravel extraction has been completed.

This Section of the ADS has been divided into five main policy sub-sections, plus a brief sub-section on implementation. The five policy sub-sections include protection of environmental and recreational corridors, residential development, economic development, municipal servicing & infrastructure requirements, and First Nation Settlement Land. The policy sub-sections refer to land use designations that are displayed in Schedule A.



4.0 Protection of Environmental and Recreational Corridors

Protection of environmental and recreational corridors was identified as a high priority for residents who live within or adjacent to Forestview. This includes protecting key wildlife habitat areas, preserving vegetated buffers along watercourses, and maintaining existing trails. This is largely represented in the Natural Open Space designation and the Riparian Buffer Zone policies. However, there are a number of other land use designations and policies that aim to protect environmental and recreational corridors.

4.1 Riparian Management

Riparian management relates to preserving vegetated buffers along year-round or seasonal watercourses, which includes rivers, streams, lakes, and wetlands. In addition to protecting sensitive wildlife from human activity, buffers along riverbanks ensure that future development is directed away from lands that have unstable slopes. The policies below illustrate this further.

Policies

1. A Riparian Buffer Zone of at least 30 metres should be maintained for all year-round rivers, streams, lakes, and wetlands in order to protect valuable wildlife habitat and natural conditions. These Riparian Buffer Zones should be maintained in a natural condition, except for trail and viewing platforms. Where the riverbank is comprised of steep banks, the Riparian Buffer Zone should be applied from the top of bank. Any already established home sites, and other previously approved uses within this Riparian Buffer Zone may continue.
2. The 30-metre Riparian Buffer Zone may be increased for areas identified in conservation studies by the Yukon Government's Department of Environment (formally the Department of Renewable Resources) as having high capability for wildlife habitat.
3. Suitable wildlife viewing areas may be considered at strategic locations with an emphasis on wildlife study and interpretation. Such interpretive areas may be adequately signed, but should not interfere with sensitive natural areas. Where wetland interpretive areas are considered, viewing areas should be constructed on viewing platforms to minimize human impact on wetland habitat and wildlife.
4. Any new development within 100 metres of the Yukon River shall be subject to site-specific examination. More detailed plans that may be prepared by the City shall consider uses on a more site-specific basis, with special consideration to desirable setbacks. This shall apply to all lands along the Yukon River Corridor where new land uses are considered.

4.2 Trail Management

A labyrinth of trails can be found in the MacPherson West and Mayo Road Terrace sub-regions. In addition, two separate trails that represent the Trans-Canada Trail system converge in the Forestview study area. One Trans-Canada Trail path runs north-south in the Forest Hill sub-region and connects to the Alaska Highway whereas the other path runs parallel to the Yukon River and connects to the North Klondike Highway. Several collector and local trails link up with both Trans-Canada trails. Many of these trails are displayed on the Whitehorse Trail Map (1999). The policies below aim to ensure that existing trails are properly considered prior to any development.

Policies

1. Every effort shall be made to maintain current recreational trails in the Forestview area. Proposed trails will require more detailed planning and should be developed in recognition of land use, topographic, and soil constraints.
2. Every effort shall be made to avoid blocking established trails as a result of lot expansions or through the creation of new lots. New lots created within the Forestview area shall accommodate links to existing major trails and make allowances for new trails. However, modifications to established trails may be necessary depending on the terrain, road alignments, and access requirements to new and existing lots.

4.3 Natural Open Space Designation

The majority of the Forestview study area is preserved as open space, and this is represented by the Natural Open Space land use designation as displayed in Schedule A. The purpose of the Natural Open Space designation is to protect and preserve areas of environmental and/or recreational significance from incompatible development. Furthermore, the Natural Open Space designation aims to protect the connectivity between riparian and upland regions.

Policies

1. The purpose of the Natural Open Space designation is to protect areas of recreational significance and to direct future community development away from lands that have unstable slopes, poor soil permeability, high water tables and ground water seepage, flooding susceptibility, bedrock, critical wildlife habitat, or areas with significant flora and fauna. Land within the Natural Open Space designation should be kept primarily in its natural state, except where modifications are necessary to facilitate recreational trails, interpretive or directional signs, viewing areas, or vehicular access to public utilities and public utility corridors. Residential, commercial, or industrial (including gravel pits) uses are not permitted in this designation.

2. It is recognized that a number of large country residential lots exist within the Natural Open Space designation. These uses and any other previously approved uses in this designation may continue and be recognized through appropriate zoning.
3. The subdivision of land within the Natural Open Space designation shall not be permitted, except for public utilities or public utility corridors.
4. If future studies indicate that an area with a Natural Open Space designation can accommodate a broader range of uses with safe access and without negatively affecting the environment and recreation trails, the area may be re-designated through Plan amendment.

4.4 Greenbelt Designation

The purpose of the Greenbelt designation is to protect areas of recreational significance, wildlife habitat and provide a contiguous greenbelt in Whitehorse. This shall be used to augment significant wildlife corridors and environmentally sensitive areas. In addition, trail corridors and park development such as cabins, warming huts, interpretive signage, and picnic sites may be considered in appropriate locations. However, land clearing, manicured parks and sport fields are not encouraged within this designation.

Policies

1. Land designation as Greenbelt shall be largely oriented to the maintenance of natural park areas and the protection of scenic sites. Uses may include outdoor recreation uses, trail activity, interpretive signage, playgrounds, cabins, warming huts, picnic sites, public utilities and utility corridors. Land clearing, manicured parks and sport fields are not encouraged within this designation.
2. Areas that have a high environmental sensitivity, especially near the banks of the Little Takhini Creek and the Yukon River, shall be restricted to access and viewing areas only.

Little Takhini Creek



5.0 Residential Development

Although the Forestview area is sparsely populated, the neighbourhoods of Hidden Valley, MacPherson, and Mile 2 Mayo Road represent about 150 large rural lots that average about 1-hectare in size. These neighbourhoods are about 4 to 6 kilometres from municipal water and sewer servicing, and due to the high costs of extending these services, they rely on on-site water and sewer systems. This type of lifestyle, often called country residential living, has historically been a popular housing option. Country residential living provides families and empty nesters a living-in-nature experience that is still relatively close to the services and amenities of the city. However, a dispersed settlement pattern is costly to service, and has a significant impact on the environment by consuming a large proportion of land (on a per capita basis) and fragmenting wildlife and recreational corridors. As a result, the Forestview ADS only proposes a limited expansion of country residential areas, including Ta'an Kwach'an selections and land adjacent to Cousins Aerodrome.

5.1 Country Residential Designation

The Forestview ADS permits expansion of country residential lots within Ta'an Kwach'an selection lands, including property to the west of MacPherson subdivision, east of the North Klondike Highway and off the Alaska Highway (west of the Alaska and Klondike Highway interchange). This would allow roughly 35 to 50 new country residential lots, depending upon servicing and design of the subdivision. This is viewed as an expansion of the already established country residential node of MacPherson and acknowledges First Nation settlement land interests. The following policies apply.

Policies

1. The purpose of the Country Residential designation is to accommodate single-family residences and accessory uses in a rural environment. Properties may be used for a home site, a home based business, and any accessory uses.
2. Properties that are designated as Country Residential and are adjacent to the North Klondike Highway should have a vegetated buffer zone along the highway right-of-way. The depth of the buffer zone may be established through local zoning.
3. The minimum lot size for land in Residential – Country areas shall be 1.0 hectares. This may be reduced to 0.5 hectares for new development:
 - a. if testing for potable ground water sources indicates that all projected homes can be adequately supplied; and
 - b. where testing determines that soils have adequate sewage percolation and does not conflict with ground water resources.



4. New areas for residential uses should be subject to a public review, and completion of a pre-plan, giving consideration to:
 - a. local roads and road continuity;
 - b. the potential for utilities, including power and line telephone service;
 - c. wildlife values and green corridors, including trail links for recreational purposes;
 - d. privacy between residences, through the inclusion of natural vegetated buffers; and
 - e. lots sizes, including consideration of a variety of parcel sizes to accommodate different lifestyle and economic needs.
5. Individual, single lot applications for residential development, which do not comprise part of a Country Residential designated area shall not be supported.

5.2 Residential Airpark Designation

The Cousins Aerodrome is a 1000 metre runway strip that is registered for public use and used by private aircraft, training schools, and emergency landing purposes for small aircraft such as when the Whitehorse International Airport is covered in fog. The Aviation & Marine Branch of the Yukon Government maintains the runway to ensure that it is safe to land and take off. However, the airstrip is not staffed on a daily basis, and as a result, the airstrip is sometimes used for unauthorized purposes such as automobile racing, which can be a nuisance for nearby residents, and a safety hazard for aircraft users. Furthermore, this adds to the cost of maintenance.

According to users of Cousins Aerodrome, there is a need for an emergency airstrip, and there is acceptance in the community to maintain Cousins Aerodrome. However, expenditures will have to be made in order to protect the airstrip from incompatible land uses. This may include fencing or gating the Cousins Aerodrome access road to the apron and runway areas of the airstrip. However, these structures would likely become damaged, and would probably not act as a significant barrier to people who wish to access the airstrip for non-aviation purposes.

One idea that deserves some consideration is the establishment of a residential airpark along the southeast side of Cousins Aerodrome. A residential airpark would include the creation of country residential lots that are approximately 1 hectare in size. The only difference with these homes compared to conventional country residential lots is that homeowners would be permitted to construct a hangar for their private aircraft. Buyers of these lots would also tend to be aviation enthusiasts, and they may own a private aircraft. The addition of 10 to 15 lots along the southwest side of the airstrip would allow people to monitor activities in the area.

The residential airpark concept may be new to the Whitehorse area, but there are a number of examples throughout Canada and the United States. In Alberta, immediately south of Calgary, the Okotoks Air Ranch is home to 43 rural residential lots. It is aimed at attracting interest from both homeowners who are looking for a country-style living and from aviation enthusiasts who want to enjoy an estate living. There is a common tie down area and taxiway for private aircraft, and 17 lots have direct access to the airstrip. There are strict architectural guidelines in place to ensure that the final house design, hangar design, house size, and exterior finish are consistent and meet the standards of the community.

In Forestview, there is an opportunity to create an alternative living style, unique in the City, adjacent to the Cousins Aerodrome. This is reflected in the Airpark Residential designation, and the following policies apply.

Policies

1. The purpose of the Residential Airpark designation is to allow modified country residential development. This designation shall permit a single-family dwelling, which may be accompanied by a home-based business, a semi-enclosed hangar, and accessory buildings.
2. The minimum lot size for land within a Residential Airpark designation shall be 1.0 hectare (2.4 acres) per lot, and may be reduced to 0.5 hectares (1.2 acres) provided that soils have adequate sewage percolation and does not conflict with ground water resources.
3. In order to properly manage common property such as a shared taxiway system, or a shared tie down area for aircraft, consideration shall be made to strata title all residential lots within a Residential Airpark designation subject to the Condominium Act. This would allow exclusive ownership of individual lots, and proper maintenance of common properties through the establishment of a Strata Council.
4. In order to be consistent with Yukon Government aerodrome operating policies, Cousins Aerodrome shall remain as leased land. The residential areas may be linked via a private taxiway but shall be under separate ownership from Cousins Aerodrome.
5. Council shall work with the Yukon Government and all other relevant agencies and departments to address pertinent safety issues and work with the Forestview, MacPherson and Hidden Valley residents regarding noise issues.



Sky Ranch Airpark in Florida

Source: <http://www.nwfdailynews.com/specials/airport/fly2.html>

6.0 Economic Development

There is an opportunity for some limited, yet diverse, economic development in Forestview. This includes additional highway commercial uses, agriculture activity, and gravel extraction that would not only serve the local community, but the entire Whitehorse region.

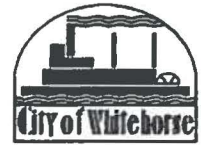
6.1 Aviation Activity

As mentioned previously, the Cousins Aerodrome is one of the more unique and significant land uses in the Forestview study area. There appeared to be a strong desire from residents to maintain Cousins Aerodrome as it has been a part of the community for almost 50 years. Although the Residential Airpark designation would allow homeowners adjacent to the airstrip easy use of the runway, it is still envisaged that Cousins Aerodrome would be accessible to the general public wishing to use the airstrip for their private aircraft. In addition to a number of proposed residential lots adjacent to the airstrip, a small piece of land, bound by the access road and runway, is designated as Highway Commercial for the purpose of allowing a commercial business that would cater to aircraft users (this is further discussed in Section 6.2 – Highway Commercial Designation). Commercial aircraft, on the other hand, would not be encouraged to use the runway at Cousins and should be focussed at the Whitehorse International Airport as suggested in the Whitehorse Airport Development Plan (2000).

Another aviation related issue is the potential location of a floatplane base along the long, straight reaches of the Yukon River bounding the study area, in conjunction with Cousins Aerodrome. This proposal has been placed in abeyance until the completion of an ADS. Presently, floatplanes within the City of Whitehorse use Schwatka Lake, which is also the city's drinking water reservoir, and actively used for recreational purposes. This conflict in uses has prompted government officials to consider an alternate location for a floatplane base. The intention of the proposal is to replace the existing floatplane base on Schwatka Lake. However, little research has been conducted on the environmental, social, and economic impacts of a new floatplane base on the Yukon River. Further study and investigation is required.

Policies

1. The Cousins Aerodrome shall continue to be maintained for general public use. As a result, it shall remain under the control of a public body such as the Yukon Government, and be subject to the regulations and recommended practices of Transport Canada. However, if the City of Whitehorse wishes to have the type of aircraft operating at Cousins Aerodrome



restricted, they may explore this option with the Aviation & Marine Branch of the Yukon Government, which may result in the City of Whitehorse taking over the operation and maintenance of Cousins Aerodrome.

2. A feasibility study may be considered in the validity of relocating all floatplane operations from Schwatka Lake to a location along the Yukon River, near Cousins Aerodrome, or another location. The exact location would depend upon road access to the facility, physical site constraints, and any environmental impacts.

6.2 Highway Commercial Designation

Presently, there are no highway commercial businesses in Forestview. However, a number of businesses have been in operation at the northeast corner (known as the Storer property) of the Alaska and North Klondike Highway intersection since 1970. The most recent businesses at this location was a video store. There is some opportunity for limited highway commercial activity in Forestview due to the intersecting highways. An expanded highway commercial node that would serve the travelling public may be considered immediately east of the Storer property, in part of the old Forestview subdivision. This would provide a commercial gateway to the travelling public and a service and retail node for nearby residents.

There are two other Highway Commercial nodes, both adjacent to Cousins Airstrip. The first node is a piece of property along the Cousins access road, which is presently a partially developed RV park. This type of development is permitted within the Highway Commercial designation. The second node is a small piece of vacant land adjacent to the airstrip and it is intended for aviation repairs and service.

Policies

1. The purpose of the Highway Commercial designation is to allow for small-scale commercial activities that would serve the travelling public, and nearby residents. Land uses encouraged in this designation include a service station, restaurant, a recreational vehicle park, convenience store, or any other related business. One residence per lot would be permitted provided that there is a commercial facility on the same lot.
2. Land within the Highway Commercial designation shall obtain primary access from an access road off the Alaska or North Klondike Highway.
3. Site planning for the portion of land that represents the western portion of the old Forestview subdivision, across from the rest stop, shall be considered comprehensively rather than in an ad-hoc manner in order to enhance the appearance of the site. Furthermore, any development of this site shall be encouraged to coincide with any redevelopment of the property at the Alaska and North Klondike Highway interchange. These properties, which are highly visible from the Alaska Highway, have the opportunity to

- provide an attractive entrance into the City. The City, in cooperation with the property owners, should establish specific design and/or landscaping guidelines for building appearance and siting in the Highway Commercial designation.
4. A small piece of land, which is designated as Highway Commercial, is located adjacent to the south end of Cousins Aerodrome. This land is intended to be used for aviation related activities such as service and repair.

6.3 Agriculture Limited Designation

In its 1977 survey of soil and soil suitability, Agriculture Canada indicated that parts of the Mayo Road, Airfield, and Lagoon Terrace sub-region are "suitable for seeded forages" or "native pasture", with viability limited by the short frost-free season. This study designated the western portion of the Airfield and Lagoon Terrace as "excellent" sources of topsoil, and also indicates the eastern half of the Airfield Terrace as being a "fair" source, limited by its sandiness.

As there have been a moderate interest in non-soil based agricultural activity near Cousins Aerodrome, a portion of land that has some agricultural potential has been designated as Agriculture Limited, which is bound by Cousins Aerodrome, the Yukon River, and Little Takhini Creek.

Policies

1. The purpose of the Agriculture Limited designation is to accommodate the development of non-soil based agricultural land uses and to permit a broad range of complementary activities. Non-soil based agricultural uses are limited to foraging, chicken and egg production, apiaries, aviaries, and greenhouse operations.
2. A maximum of two residential dwelling units per lot may be permitted within the Agricultural Limited designation.
3. Any applications made for non-soil based agricultural activities should be carefully considered in terms of economic and market viability and should be discouraged as a means of obtaining a site for residential settlement. All applications are subject to the Yukon Agricultural Policy, which is administered through the Yukon Government.

6.4 Quarry Designation

There has been gravel and mineral extraction occurring in the Forestview study area for some time. Existing quarries include a gravel pit within the Lagoon Terrace sub-region, and two quarries in the Forest Hill sub-region (see Figure 4 for exact locations). Most of these quarries have been used for gravel extraction rather than mining. Mineral potential in the Forestview study area has been assessed as being of “minimal interest” by the Yukon Government, and is ranked in the lowest class of the eight-point scale of mineral potential.

It has been documented that the Stevens sub-region has significant gravel resources that could serve the City of Whitehorse, and the Yukon Government for up to 70 years. Most of the gravel within this area can supply pit run, crushed basecourse, sub-base, asphalt and concrete aggregate, concrete and bedding sand, and drain rock. These materials are typically used for road and highway development, building foundations, and other forms of construction. It is an essential asset for any community to have significant gravel reserves rather than importing them from other communities or rural areas at great expense.

In 1994, the Stevens Quarry Development Plan was produced for the Yukon Government, which recommended seven quarry pits to be phased in along the ridge that runs north-south in the Stevens sub-region. The Stevens Quarry Development Plan also recommended a country residential subdivision adjacent to the city limits, but this land use conflicts with policies in the newly drafted OCP. However, a number of other recommendations within this Plan have been incorporated into the Forestview ADS.

The Quarry land use designation includes areas that are currently being used for quarry use and areas that are considered for future quarry activity. Once the gravel or mineral resources are depleted, the area must be reclaimed to as natural a state as possible through slope grading, landscaping, and reforestation.

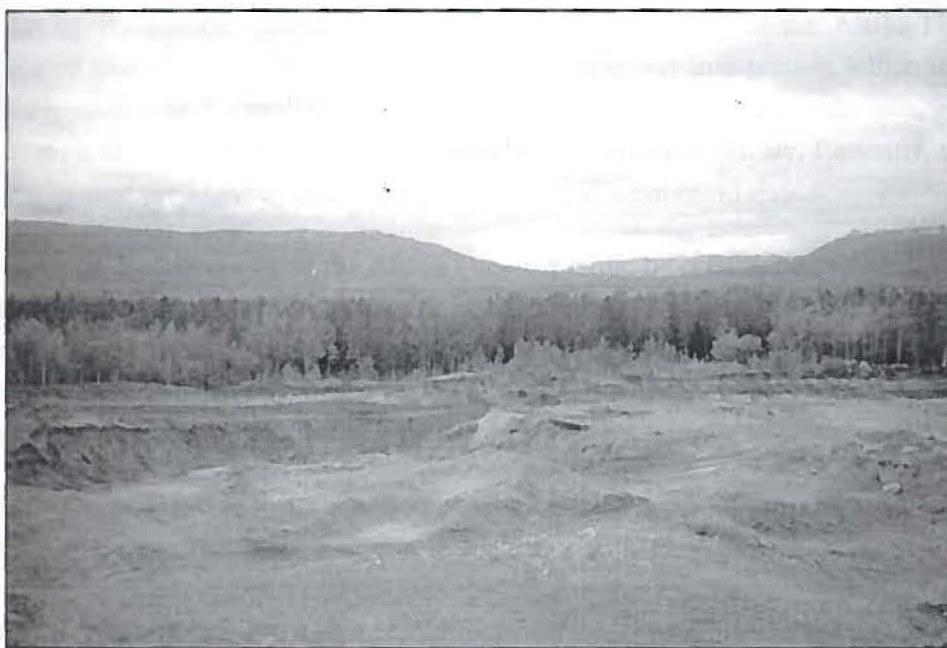
Future quarries should also be phased in, and this is indicated on Schedule A. There are two quarry nodes along the north-south ridge in the Stevens sub-region. Phase 1, as indicated on Schedule A, would permit the development of a public pit in order to replace the public gravel quarry on Hotsprings Road. In addition, this area could be developed as a single unit and managed directly by the Yukon Government for larger operations or released individually according to need. The timing of Phase 1 is dependent upon depletion of existing private pits and the pace of development in the City. Phase 2, which involves the portion of the ridge closest to the river, wouldn't be developed until Phase 1 is nearing completion. A significant buffer separates Phase 1 and 2 in order to provide for wildlife movement, and to reduce visibility from the MacPherson neighbourhood.

One of the greatest hurdles in securing gravel reserves for the long term is overcoming public opposition. In this case, the north-south ridge in the Stevens sub-region is at least 1.5 kilometres away from the MacPherson neighbourhood. However, there is still some public concern over dust, noise and visual pollution, in addition to the impact on existing trails. The following policies describe the permitted land uses within a Quarry designation, and ways to mitigate some of the negative externalities of quarry activity.

Policies

1. Quarry activity, including the extraction, crushing, and hauling of gravel or minerals, shall be confined to areas designated as Quarry. The purpose of this designation is to allow resource extraction and related activities away from existing and future residential neighbourhoods. Uses shall be compatible with other Municipal, Territorial and Federal regulatory requirements in relation to approvals and licensing, including applicable impact and environmental assessment requirements.
2. A separate, hard surface haul road, complete with turning lanes at a Highway intersection shall be required to access new quarries. Dust abatement practices are required.
3. A vegetated buffer of approximately 300-metres shall be established between areas of resource extraction and existing development and proposed new development.
4. A Reclamation Plan shall be developed as an initial phase of quarry development and be carried out in cooperation with the appropriate authorities. Progressive reclamation principles will guide reclamation of extraction areas to as natural a state as possible. Progressive reclamation may include stockpiling topsoil onsite. Planting of native grasses will start the soil reclamation process as well as mitigate erosion of stockpiled soils. Other reclamation techniques should include slope grading, landscaping, and reforestation.
5. Future quarries along the north-south ridge in the Stevens sub-region shall be phased in based on demand for gravel resources. Phase 1 may include a public pit to replace the public gravel quarry on Hotsprings Road, and development of a gravel pit for the City of Whitehorse to manage. Phase 2 shall only be considered for development once Phase 1 is nearing completion.
6. There have been a number of concerns regarding the proposed quarries within the Stevens sub-region. In order to mitigate any perceived or real nuisances to nearby residences, the following conditions shall apply to these quarries:
 - a. a natural treed buffer shall be maintained along the east face of the ridge;
 - b. an additional buffer of trees shall be included along both sides of the haul road to reduce site visibility and activity noise;
 - c. hours of operation shall be consistent with the City of Whitehorse Noise Bylaw;
 - d. a sign describing the quarry activity shall be erected at a prominent location on the haul road outlining the development sequence and hours of operation;

- e. the site perimeter shall be posted to warn of safety considerations from unauthorized entry into the pit area;
- f. the haul road shall be gated to discourage off-season use by all-terrain vehicles;
- g. restrictions shall be placed on certain activities such as crushing to reduce noise exposure; and
- h. progressive reclamation shall be required before or in conjunction with the development of additional quarries.



Public Quarry along Hotsprings Road

7.0 Municipal Servicing & Infrastructure

7.1 Transportation

Two major roadways run through the Forestview area: the Alaska Highway in an east-west direction turning southward at the study area's southern boundary, and the North Klondike Highway (also known as the Mayo Road) in a north-south direction until joining the Alaska Highway. The only other significant roadway is a hard packed gravel road, which provides access to Cousins Aerodrome. Several gravel roads provide access to the various quarries and residential lots within Forestview whereas networks of trails provide access for recreational users.

The City of Whitehorse maintains a rest area on the south side of the Alaska Highway immediately east of the Alaska and North Klondike Highway intersection, which is aimed at serving southbound travellers entering the city. The site contains outhouses, garbage containers, a site identification sign and a small city orientation display. Presently, there is no rest area near the highway intersection for north and westbound traffic.

A rest area on the north side of the Alaska Highway could be constructed to tie in with the existing rest area across the highway. In the preceding 2 kilometres there is a mix of commercial and agency signage directing visitors to travel north or west reflecting the importance attached to this intersection. Consolidating such signage at one multi-use location would cut down on the visual clutter and improve safety.

The first option is to construct a new site across from the existing rest area for west and northbound traffic. The second option is for the Yukon Government to work with the City of Whitehorse to expand and upgrade the existing site. From a long-term traffic safety perspective constructing a new site would be preferable. From a maintenance standpoint, expanding the existing site would be preferable. Use of the existing site would require widening of the entry and egress points. A left turn lane off the Alaska Highway may be advisable. The policies below consider a new rest area, and future highway signage.

Policies

1. The City of Whitehorse may work with the Department of Infrastructure of the Yukon Government to evaluate the feasibility of a new rest area site and compare against the viability of expanding the existing site. The purpose of this would be to upgrade the existing rest area into a regional orientation site that serves north, west, and southbound travellers.



2. New highway signage should be kept to a minimum, and be concentrated within or near the existing rest area on the Alaska Highway. All signs are subject to approvals from the appropriate approving body.

7.2 Fire Protection

Wildfires have historically been a threat in Forestview as the 1958 Takhini fire burnt a large part of the study area. There are a number of homes today that have a low level of servicing and are surrounded by vegetated forests, which adds to the risk of creating or spreading wildfire activity. Natural and human-made vegetation clearings, including utility and transportation corridors, tend to provide a fuel discontinuity for fire. However, the most effective wildfire risk reduction is for property owners and tenants to ensure their homes and other structures have defensible space to FireSmart standards.

The FireSmart community initiative is an ongoing commitment between Yukon residents and the various levels of government to work together towards a safer environment. This initiative produced the FireSmart standards handbook "FireSmart – Protecting Your Community From Wildfire", which illustrates potential wildfire behaviour differences that can be achieved through fuel modification techniques, thus reducing the risk of uncontrollable wildfires.

Until the completion of the Hootalinqua Fire Hall, which is near the intersection of the North Klondike Highway and Hotsprings Road outside of the Forestview study area, the only firefighting service was from the City of Whitehorse Fire Hall, which was a 12 to 15 minute drive away. Although firefighting response rates have improved, there is still a need to consider the construction of emergency pumping stations at local bodies of water, or the placement and re-supply of water cisterns in unserviced areas in order to provide firefighters with an adequate water supply when fighting fires. The following policies encourage the use of water cisterns and incorporate FireSmart principles in existing and future development.

Policies

1. All homes and other structures should have adequate buffering from the adjacent forest, and meet defensible space FireSmart Standards. Property owners are encouraged to widen driveways for emergency access, and ensure homes have adequate defensible space from wildfires. Site-specific implementation of FireSmart principles to individual lots shall be the responsibility of the landowner.
2. In order to provide greater water supply when fighting fires, water cisterns may be considered near the Takhini River or Yukon River with appropriate access. Water cisterns would be permitted in any designated area, provided that it is not disturbing any significant habitat or environmentally sensitive areas.

7.3 Water and Sewer Services

The Forestview study area does not have any connections to the municipal water or sewer system. The closest fully serviced areas are the Crestview and Porter Creek neighbourhoods, which are both south of Forestview. In previous City servicing studies, the Forestview area has never been considered as a potential area for water and sewer servicing.

Water

Currently water servicing extends as far north as Crestview subdivision, immediately to the southwest of the study area, although the Taylor industrial subdivision has only partial water servicing. Subdivisions to the north of the study area, including Mile 2 Mayo Road, MacPherson and Hidden Valley, have no municipal water services.

The Porter Creek reservoir, which serves this area of the City, is currently operating over capacity. As a result, if water servicing were extended within the study area, it would appear to necessitate additional capacity at the existing reservoir or the construction of another reservoir. As a result, expanding the municipal water system to service Forestview would not be economically feasible.

Sewer

Sewer services extend as far north as Crestview subdivision, however the Taylor industrial subdivision, immediately south of Forestview, lacks sewer servicing. Subdivisions to the north of the study area, including Mile 2 Mayo Road, MacPherson and Hidden Valley, also have no municipal sewer services.

The Crestview Sewage Lagoon, servicing the Crestview Subdivision, is located south of the Forestview study area. Built to service the Crestview subdivision in the early 1970s, wastewater has yet to be released from the facility because treated water evaporates as fast as wastewater enters. As the facility is operating at levels significantly below capacity, it is estimated that sewerage from a limited amount of new development could be added to the Crestview sewerage lagoon without reaching its original design capacity. However, higher environmental standards in place today would require the facility to be upgraded to further treat any released wastewater.

With the opening of the large sewage lagoons on the opposite side of the River, there is less need to keep the Crestview sewage lagoon in operation. However, the facility is both efficient and economical. As an alternative, the facility could be converted to a pre-

treatment facility for liquid wastes, which would then be piped to the main facility. This would require construction of a pipe linking the two facilities.

Policies

1. For the purpose of water delivery, future development will have to rely on wells or water delivery and for the purpose of the sewer services, future development will have to rely on septic fields and/or pumping tanks unless it is financially and technically feasible to extend municipal water and sewer services to the Forestview area.
2. Where deemed necessary, public utilities and utility corridors are permitted in any land use designation within the Forestview study area. New utility corridors are encouraged to be located along existing public right-of-ways. Furthermore, public utilities and utility corridors shall aim to limit their impact on wildlife.

7.4 Utilities

Electrical

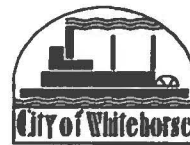
In order to service the Mile 2 Mayo Road, MacPherson and Hidden Valley neighbourhoods at the north end of the city, Yukon Electric presently has a power line running north along the Alaska Highway and Klondike Highway. Yukon Electric does not foresee the need for extensive new infrastructure if residential development were to occur in this area, aside from the basic necessity to connect any new houses to the Alaska Highway power main.

Phone/Telecommunications

Northwestel has a trunk underground telephone cable along the Alaska Highway and the North Klondike Highway. Local service is provided through remote switching stations connected to this trunk line. Northwestel has sufficient capacity to allow for a modest increase of up to 100 new customers.

*Alaska and North Klondike Highway
Interchange*





8.0 First Nation Settlement Land

As mentioned in Section 2.6 of this document, the Ta'an Kwach'an First Nation have reached an agreement with the Yukon and Federal Government of Canada regarding settlement lands. This agreement was ratified and took effect on April 1, 2002. The Kwanlin Dun First Nation, on the other hand, have not publicly released the location of their interim selected lands. In several cases, both the Ta'an Kwach'an and Kwanlin Dun First Nations are considering economic development opportunities, including service commercial and country residential uses. This will have a significant impact on surrounding land uses. Similarly, planned uses for land surrounding First Nation Settlement Lands will affect land use decisions made by the Ta'an Kwach'an and Kwanlin Dun First Nations.

The Forestview ADS has attempted to balance known First Nation interests, along with those of a number of government agencies, environmental organizations, and local residents. It is recognized that the ADS may not fulfill all expectations of both Ta'an Kwach'an and Kwanlin Dun First Nations, but the ADS recognizes that both First Nation Band Council's are still in negotiations with various levels of government, and it may be premature to predict their long range plan for Settlement Lands. Once land claims have been settled, it is anticipated that the First Nation Band Council's will consider developing some of their Settlement Land. This will then assist in clarifying long-term land uses. The ADS may consequentially be amended in such circumstances. However, consultation with the City and affected residents is strongly encouraged prior to any amendment in order to foster a good working relationship between First Nations and the existing community. This will help to ensure that adjacent land uses are compatible.

Policies

1. Once land claims are finalized, and land uses for Settlement Lands have been clarified, an amendment to the Forestview Area Development Scheme, in particular Schedule A, may be required. The process of a change in land use and the subsequent change in designation is to be completed in consultation with the City and nearby residents.



9.0 Implementation

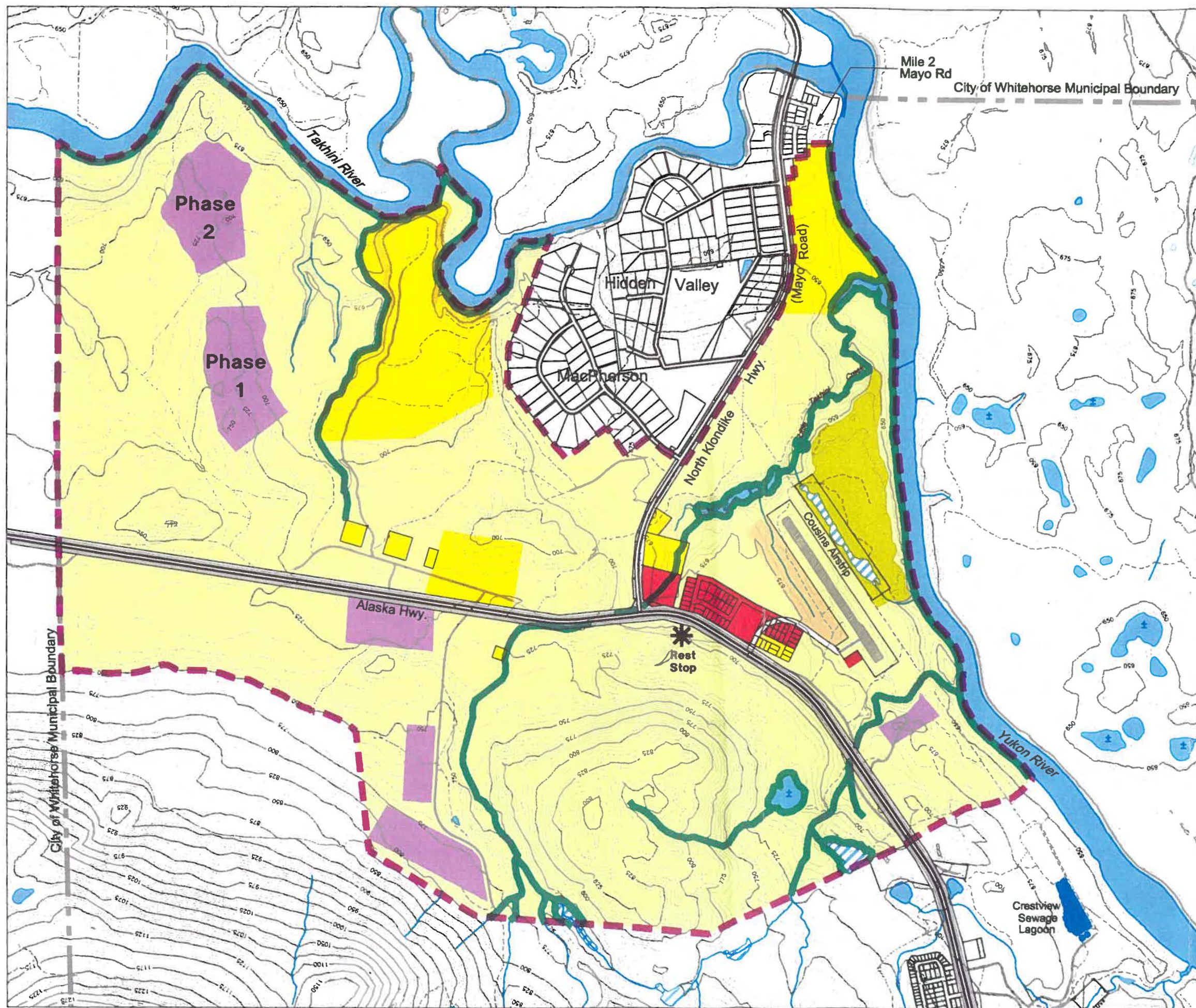
The Area Development Scheme policies are designed to provide long-term land use direction, and to fulfill the vision of residents and the nearby community of MacPherson, Hidden Valley, and Mile 2 Mayo Road. Once the ADS is adopted by City Council, the land use designations will be incorporated into the new OCP. Following that, zoning regulations will be established to put in place the objectives and policies contained in the Plan. Design guidelines for new commercial development will be strongly considered by Council in the short term. Although zoning and design guidelines will be the primary tool to implement the ADS, several policies rely on the cooperation of First Nations, the City of Whitehorse, Yukon Government, and Federal Government of Canada in order to be implemented.

It is also recognized that implementation is to be a gradual process, which must also reflect any final settlement of First Nation land selections. Thus, it should be anticipated that implementation will occur on a phased basis, which means that land use designations reflected in Schedule A will occur gradually as the need arises, and further information becomes available.



Section C

Schedule A



LEGEND

- Country Residential
- Residential Airpark
- Highway Commercial
- Quarry
- Agriculture Limited
- Natural Open Space

- Riparian Buffer Zone
- Forestview Study Area



City of Whitehorse

Schedule A Land Use Designations

Forestview Area Development Scheme

Filename:	Project: 2501-015-00-01
Drawn By: Sandi Drew	Date: 31 January 2002

uma

Gartner Lee Limited

APPLIED ECOSYSTEM MANAGEMENT