

# *imagine* **carmacks** 2030

OFFICIAL COMMUNITY PLAN



**Bylaw #272-21**  
May 2021





## CONTENTS

Introduction	1	Urban Form & Structure	21
Little Salmon/Carmacks First Nation	3	Community Services & Infrastructure	20
Vision	4		
Big Moves	5	Sustainability & Resiliency	24
Land Use Map	12	Arts & Culture	27
Land Designations	13	Financial Management	31
General Land Use Principles	14	Schedule A: First Nation Lands	33
Future Land Use & Development	15	Schedule B: Landscape Analysis	35
Housing	17	Schedule C: Land Use Map	37
Parks, Recreation & Open Space	18	Schedule D: Land Use Map Inset	39
Local Economy	19		

Photos credit Groundswell Planning unless otherwise noted. Cover photo credit: Northern Aerial Imagery

# INTRODUCTION

Section 279(1) of the *Municipal Act*, RSY 2002, c.154 outlines the purpose and requirements of an Official Community Plan (OCP). It requires the OCP to address:

- The future development and use of land in the municipality;
- The provision of municipal services and facilities;
- Environmental matters in the municipality;
- The development of utility and transportation systems: and
- Provisions for the regular review of the official community plan and zoning bylaw with each review to be held within a reasonable period of time.

The OCP may also address any other matter 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 with the physical and natural environment.

This OCP is a statement of the community's vision for the next 10 years. It is organized into key principles, objectives, policies and specific actions to guide both decision-making and implementation. Its 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. It is a living document that provides a framework for managing change without being unnecessarily rigid.

The OCP identifies and lists projects and actions recommended for successful plan implementation. However, its adoption does not commit the Village 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 in the *Municipal Act* or other relevant policies and legislation.

## Approval

The Village is responsible for initiating the preparation or review of the OCP, consulting residents and adopting the plan by bylaw. The Minister of Community Services ensures the procedures set out in the *Municipal Act* were followed and that the plan does not conflict with other legislation.

This update was initiated in 2020 after Council determined that many of the major goals and objectives of the 2013 OCP had been accomplished. The planning process encouraged Carmacks residents to help identify key community issues and opportunities and define the future and quality of life they want Council to pursue on their behalf. The public was engaged in February and May/June of 2021, in addition to the required public hearing after first reading.

## Implementation

Once the municipality adopts an OCP, 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 regulations.

The Zoning Bylaw is the most direct land use control mechanism used to implement the plan's goals, objectives and policies. Once the OCP has been adopted, the Zoning Bylaw must be amended to conform with its contents within two years.

There is an allowance for both the OCP and Zoning Bylaw to be amended to reflect the evolving circumstances of a community. However, the OCP is intended to provide



some discipline and continuity so that zoning changes are not proposed - or considered - on a piecemeal, ad hoc basis.

## Review and Amendment

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 or request for rezoning that is contrary to the OCP can proceed until the plan is amended.

The legislation anticipates that circumstances may change over time and encourages municipalities to review and update their OCP accordingly. While there is no specific time at which the plan must be updated the following conditions can be used as a guideline:

- Circumstances have changed significantly and the community is facing specific

pressures not foreseen when the plan was last revised;

- There are numerous applications for “spot” amendments;
- Major goals and objectives have been accomplished;
- Village Council and Little Salmon/Carmacks First Nation agree to undertake joint planning in accordance with the *Municipal Act* and *Self-Government Agreement*;
- Little progress has been made on key goals and public support is no longer certain; or
- The plan has not been revisited for 5-10 years.

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



Photo credit: Mike Wasyluk

# LITTLE SALMON/CARMACKS FIRST NATION

The Little Salmon/Carmacks First Nation (LSCFN) Final Agreement includes self-government provisions and land selections within municipal boundaries. Specifically, the First Nation, under section 13.3 of the Self-Government Agreement (SGA) 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). Chapters 25 and 26 offer a mechanism for the municipality and First Nation to enter into agreements to undertake joint planning and the provision of municipal services. These chapters also include provisions for conflict resolution and a consultation where one government’s plans may have a “significant impact” on the use of the other’s lands.

Three parcels of LSCFN Settlement Land are specifically excluded from the municipal boundary and not subject to the OCP. The OCP does apply as a law of general application for other Settlement Lands within the municipality until the First Nation enacts its own zoning or other land development control legislation. The notable exception is 30 parcels of fee simple lands within the Village, listed in Part 1 of Appendix B of the SGA, to which the OCP would still apply.

Council continues to apply three policies with respect to Settlement Land that were originally adopted for the 2013 OCP:

1. Unless LSCFN requests a specific change in designation, the land use designation shown on the 2013 OCP Future Land Use Map will remain the same. 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



Photo credit: Geraldine Khan

development control, or enacts its own development control regulations on those selections where the First Nation may take down such powers, 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 Chapter 25 of the Self-Government Agreement.
3. First Nation lands will be clearly identified on all land use maps used in the OCP including 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, Council acknowledges the importance of maintaining reciprocal open lines of communication and working with LSCFN Chief and Council for the betterment of the community as a whole.



# VISION 2030



## A HUB WITH HEART

Carmacks is a small village with a big heart.

For centuries, our rivers and ridges provided a welcome haven and meeting place for residents and travelers alike. We uphold this tradition by nurturing a vibrant “hub” of a townsite - complete with great gathering spaces, diverse housing options, and quality services - and building strong connections between people, cultures, neighbourhoods and nature.

Photo credit: Northern Aerial Imagery

# BIG MOVES

Every Official Community Plan (OCP) creates the opportunity to reset the direction for a municipality. Some policies and initiatives create small and/or incremental change. Others are complex, bold, and have the potential to truly transform. The 2021 OCP includes three such “Big Moves” that, executed successfully, will help propel Carmacks towards its desired future.



## BIG MOVE #1

### Transform the Highways yard into the “Village Hub”

*A vibrant, mixed use “hub” where the community can gather and play, small-scale businesses can establish, visitors can explore and relax, and residents can live in higher density housing with river views and access to services.*



## BIG MOVE #2

### Densify and extend full servicing to the main townsite

*A range of low to high density housing options with full municipal servicing located close to community amenities, parks, and the river.*



## BIG MOVE #3

### Invest in trails to connect people to the downtown core and Carmacks’ great outdoors

*An integrated system of safe, all-season active transportation routes, complemented by a network of quality recreational trails for locals and visitors to enjoy.*





## **BIG MOVE #1: Transform the Highways yard into the “Village Hub”**

### **Introduction**

The long-awaited relocation of the Government of Yukon (YG) highway maintenance yard to the airport marks the achievement of a long-standing OCP item and a fantastic new opportunity to reimagine and redevelop this space.

This roughly six-acre parcel is situated between the Recreation Centre/Arena and Visitor Information Centre. Little Salmon Carmacks First Nation (LSCFN) owns the former campground site adjacent to the bridge, and there is another private property owner in the area. The Village’s sanitary collection system extends as far as the Recreation Centre, making servicing feasible.

This stretch of River Drive is prone to issues with public drinking and is unlit and unmonitored, despite its use as a pedestrian route between the LSCFN village and main townsite. Future development should adopt the “eyes on the street” tenet of urban planning to improve safety.

The development timeframe will hinge on the extent of soil remediation required for the site. The Village will need to work closely with YG to ensure that remediation is prioritized.

### **The Vision**

*A vibrant, mixed use “hub” where the community can gather and play, small-scale businesses can establish, visitors can explore and relax, and residents can live in higher density housing with river views and access to services.*



## What's Proposed

- A mix of uses (community facilities, park areas, commercial, residential);
- Emphasis on high quality design that showcases the riverside setting;
- Ground-floor commercial spaces with residential units upstairs;\*
- Linkages to the Visitor Information Centre;
- Emphasis on small “incubator” spaces for start-ups and seasonal businesses;\*
- Siting of parking, residential and indoor vs. outdoor spaces to optimize river views and accommodate shadow effect from the adjacent arena and Recreation Centre;
- Alignment with future use of LSCFN parcel (bearing in mind the suitability of both sites for built development);
- Opportunities to honour and acknowledge Northern Tutchone culture through place making features, naming, etc.;
- Mix of passive and active leisure amenities;
- Strategic development phasing that allows for a gradual build-out while ensuring that early phases succeed both functionally and aesthetically; and
- Inclusion of a electric vehicle fast charging station.



**Top: Carcross Commons small retail spaces and natural playground (Credit: pinterest.com); Bottom: Sample site master plan shows key site features, locations, and spatial relationships (Credit: rotaryampitheater.com)**

## Next Steps

- Advocate for YG to develop a preliminary decommissioning and remediation plan that provides an initial spatial and scheduling framework for redevelopment.
- Work with private property owners and remaining government tenants to address constraints to optimum site layout and success.
- Commission a comprehensive site master plan.

\*To be informed through a market analysis

### WHAT WE HEARD: IDEAS



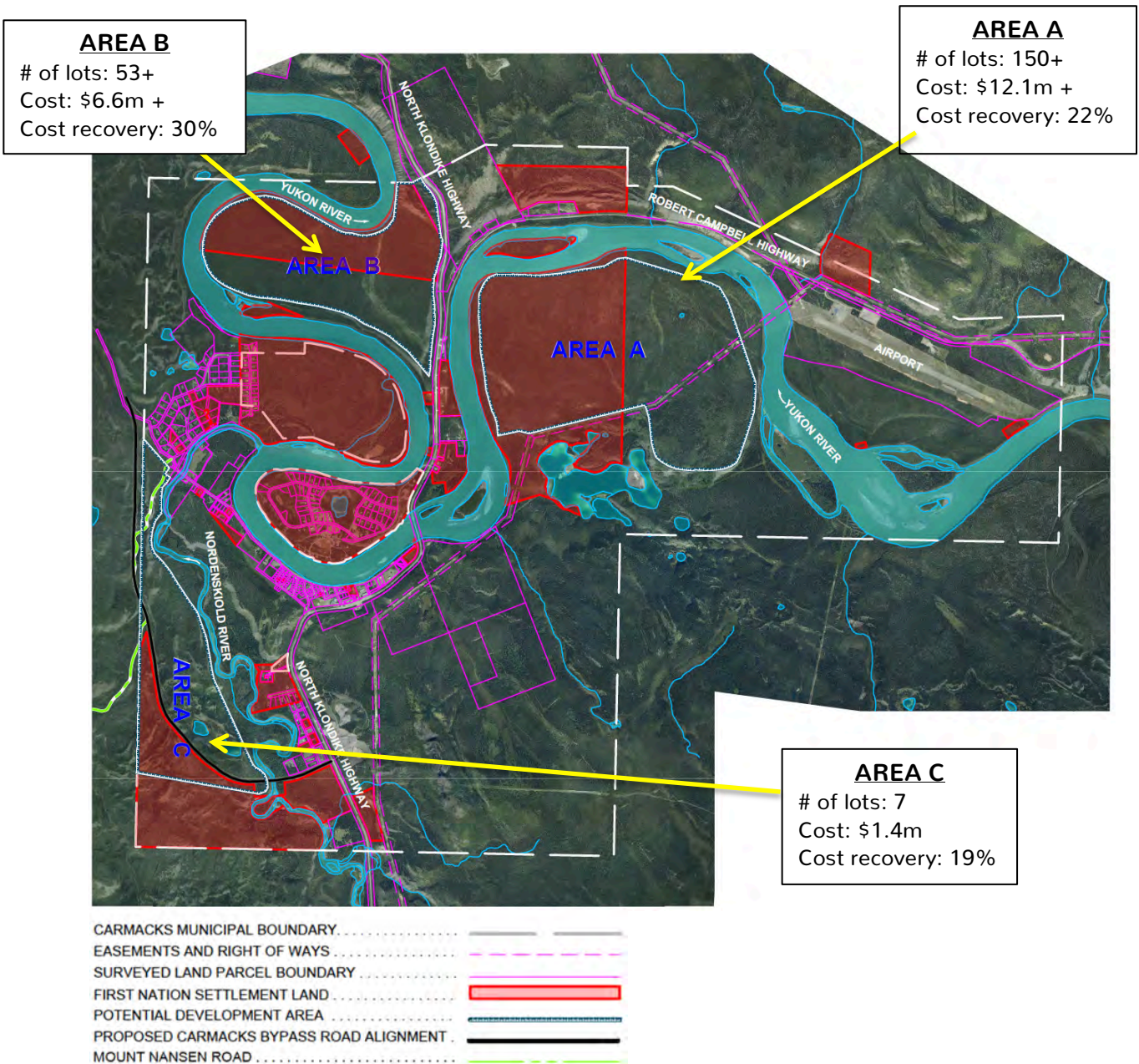
- New pool
- Picnic/park space
- Sport fields
- Skateboard park
- Office and retail spaces
- Farmer's market
- Performance space
- “Makerspace” for community

## BIG MOVE #2: Densify and extend full servicing to the townsite.

### Introduction

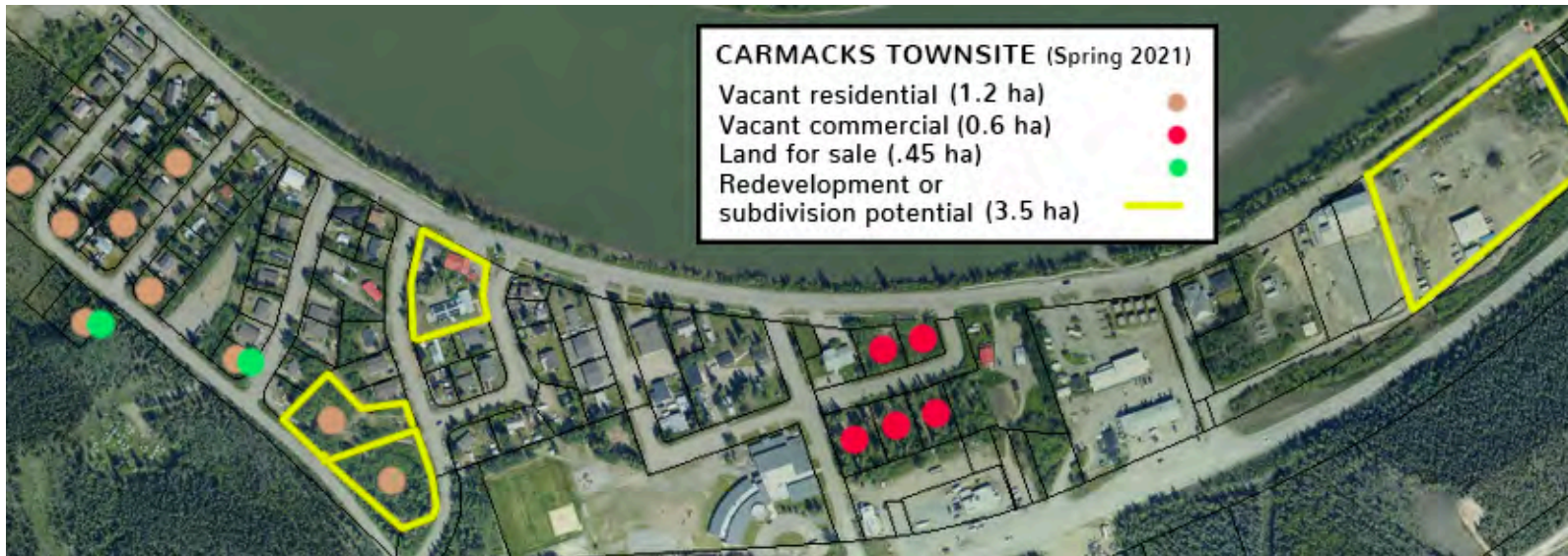
Carmacks is a small community spread out across a large geographic area. This has resulted in a patchwork pattern of expensive and inefficient municipal infrastructure. The main townsite is the only area with sanitary collection and most homes are serviced by private, shallow wells that are vulnerable to contamination and seasonal quality fluctuations.

In 2020, the Government of Yukon conducted a land development suitability assessment for the three Future Development areas identified in the 2013 OCP (see figure below). This work concluded that the costs of development in any of the three areas would be very high.





Developing outlying areas exacerbates sprawl and fails to address long-standing servicing deficiencies in already developed areas. Carmacks' aging population will require smaller housing units, such as town homes or duplexes, in close proximity to services and supports. While there is a perception of a residential land shortage in Carmacks, the reality is that there is considerable untapped development potential remaining in the main/original townsite.



## The Vision

*A range of low to high density housing options with full municipal servicing located close to community amenities, parks, and the river.*

## What's Proposed

- Subdivision of larger residential lots into smaller lots and redevelopment of high potential sites;
- Inclusion of smaller, more affordable lots suitable for smaller (and tiny) homes; and
- Potential policies, programs, or taxation instruments to encourage owners of long vacant properties to sell (or develop), and owners of large, underutilized properties to subdivide.

## Next Steps

- Work with Government of Yukon to subdivide the multi-family residential parcel into smaller lots.
- Update municipal regulations and policy to accommodate tiny homes.
- Pursue redevelopment of the Village firehall and pool parcel.
- Conduct a feasibility study for a piped or trucked potable water distribution system in the main townsite area and any other new urban residential development.
- As needed, undertake a review of potential mechanisms to encourage owners of long vacant properties to sell/develop and/or owners of large, underutilized properties to subdivide.

## BIG MOVE #3: Invest in trails to connect between neighbourhoods and to Carmacks' great outdoors.

### Introduction

Carmacks' unique rivers and ridges geography, combined with its highway orientation, has created a large urban footprint with marginal connectivity between neighbourhoods and safety issues for pedestrians and cyclists.

Active transportation is a growing focus for communities due to its climate change mitigation and health and wellness benefits. Despite being an action in previous OCPs, little headway has been made on improving connections in Carmacks.

Trails aren't just for day-to-day movement around the community; they also connect Carmacks residents to their amazing, expansive backyard of forests, mountains, lakes and rivers. Recreational trails offer extra "bang for the buck" by attracting tourists and prospective new residents.

Demand for trails has been a major trend in municipal parks and recreation delivery in the past several decades. The Village undertook a recreational trails assessment in 2020 that highlighted improvements and potential new development.



### WHAT WE HEARD

About one third of survey respondents rated non-vehicle connections as "poor" or "very poor". Trails received strong support as a strategy for tourism and a valued community asset.



## The Vision

*An integrated system of safe, all-season active transportation routes, complemented by a network of quality recreational trails for locals and visitors to enjoy.*

## What's Proposed

- A suite of new **active transportation paths** and improvements in the following order of priority:
  1. Sustainably graded “ramp” to connect River Drive to the south end of the Yukon River bridge (combined with improved lighting along River Drive);
  2. Pathway connecting the north end of the Yukon River bridge to the LSCFN Village subdivision via the most direct route\*;
  3. Extension of the Yukon River boardwalk to the Carmacks Roadhouse;
  4. Improvements to “Park Lane” trail connecting the Nordenskiöld bridge to Merv Tew Park (or further extension of the boardwalk); and
  5. Pathway from north end of the Yukon River bridge to the LSCFN Tagé Cho Hudän Interpretive Centre\*.
  
- A suite of **recreational trail** improvements and development in the following order of priority:
  1. Minor improvements to and signage/promotion of key trails, potentially including:
    - Ridge\*, Murray Creek\*, Miller Ridge and Plume Agate trails;
  2. Major trail renovations and new development, potentially including:
    - Coalmine Lake\* and Dawson trails.

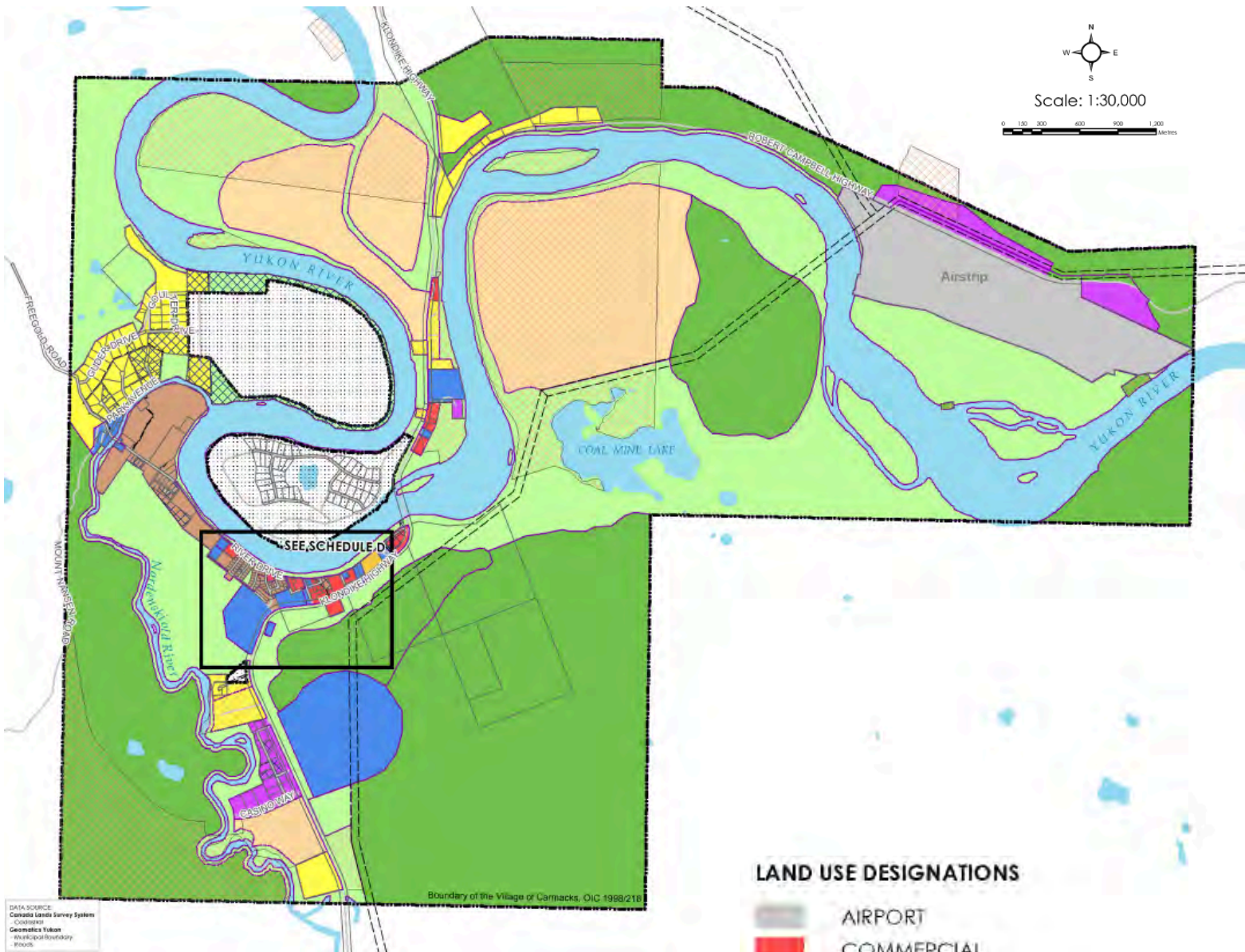


## Next Steps

- Develop a trails brochure and signage for key trails.
- Apply for funding and seek partnerships to initiate work on both active transportation and recreational trails.

*\*Pursued in partnership and/or consultation with LSCFN and other landowners as applicable*






# LAND USE MAP



DATA SOURCE:  
Coronado Lands Survey System  
Cartographer:  
Geomatics Yukon  
Municipal/territorial  
ROADS

Boundary of the Village of Carmacks, OIC 1998/218

## LEGEND

-  FIRST NATION LANDS
-  FN LANDS EXCEPTED FROM MUNICIPALITY
-  FN LANDS SUBJECT TO OCP
-  EASEMENT
-  VILLAGE OF CARMACKS BOUNDARY

## LAND USE DESIGNATIONS

-  AIRPORT
-  COMMERCIAL
-  COMMUNITY USE
-  COUNTRY RESIDENTIAL
-  FUTURE DEVELOPMENT
-  HINTERLAND
-  INDUSTRIAL
-  PARKLAND
-  URBAN RESIDENTIAL
-  VILLAGE HUB



# LAND USE DESIGNATIONS

Designation	Intended Purpose
<b><i>Country Residential</i></b>	To provide land for larger residential lots with basic services including power and municipally maintained roads but where the owner is responsible for sewage disposal and water supply
<b><i>Urban Residential</i></b>	To provide smaller residential lots with municipal services (i.e., sewer, water) or potential for future servicing in higher density
<b><i>Community Use</i></b>	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, emergency response, recreation and public utilities
<b><i>Commercial</i></b>	To provide lands in accessible locations for retail, office, multi-family residential, highway commercial and related types of sales, service and mixed uses
<b><i>Airport</i></b>	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
<b><i>Industrial</i></b>	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
<b><i>Parkland</i></b>	To identify those lands most appropriately reserved for parks and recreation or to be protected from development for environmental and aesthetic reasons
<b><i>Hinterland</i></b>	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
<b><i>Future Development</i></b>	To identify significant parcels of land that have long term development potential for a variety of residential, commercial or industrial land uses
<b><i>Village Hub</i></b>	To provide land for a comprehensive mixed-use development that functions as a vibrant node for parks and recreation, small-scale commercial, visitor services, residential, and community uses in alignment with a site master plan.

# GENERAL LAND USE PRINCIPLES

1. Land use should achieve the highest and best use of land within the community, while supporting relocation of uses no longer considered appropriate.
2. Land use decisions should minimize sprawl and optimize the efficiencies and economics of municipal services.
3. New development should not negatively affect existing community and neighbourhood values, amenities, services, safety of persons and property, health or environmental quality.
4. New development should not compromise the integrity of environmentally sensitive areas or ecological services provided by them.



Photo credit: Mike Wasyluk



# FUTURE LAND USE & DEVELOPMENT

## Introduction

For more than a decade, both territorial and local governments have wrestled with the question of where and how Carmacks can grow in an orderly and cost effective manner as demand warrants.

The community faces a number of geographic and terrain challenges that affect land development suitability and the efficient extension of services and infrastructure. The Yukon and Nordenskiöld rivers, around which Carmacks is oriented, bisect the community and are subject to flooding and water table fluctuations. Discontinuous permafrost, steep slopes, and pockets of potential near surface bedrock also limit development opportunities and increase access and servicing costs.

The 2040 low growth population forecast predicts that, over the next 20 years, the population will increase by 179 residents. Based on the fact that 70% of the population is First Nation, it can be assumed that much of this residential land demand associated with population growth will be met by Little Salmon Carmacks First Nation.

While there is a perception of a land shortage in Carmacks, the facts don't necessarily bear this out. There are a handful of residential lots currently for sale. Numerous commercial and residential lots have sat undeveloped for many years. The availability of industrial lots is more limited, and the best siting for future development is around the new Casino bypass road.

## Objectives

- Ensure that there is an adequate supply of residential, commercial and industrial land within the municipal boundary to meet short and medium-term community needs.
- Create and maintain a compact urban form that optimizes the potential for cost-effective municipal infrastructure and services, and minimizes encroachment into open spaces.

## Policies

1. Encourage and prioritize the infill and redevelopment of under-utilized land with feasible access to the sewer system prior to developing new areas.
2. Consider policies, taxation, incentives and/or other instruments to bring long vacant privately owned lands to market, including but not limited to: minimum tax and/or sewer service rates; graduated property tax rebates; development charge waivers; heritage grants; flexibility around zoning restrictions, etc.
3. Encourage a vibrant downtown core with a diversity of community, residential, commercial and parks and recreation uses.
4. Facilitate the redevelopment of downtown core properties occupied by decommissioned Village facilities.
5. Expand housing choice and affordability by supporting the development of small residential lots in urban serviced areas and elsewhere, subject to servicing requirements being met.



6. Apply adequate setbacks to protect the integrity, operations and future expansion of key community infrastructure. Residential development should be prohibited within 15m of the wastewater treatment plant and 450m of the municipal landfill.
7. Redevelop the former Highways maintenance yard into a vibrant, mixed use area (see BIG MOVE #1).
8. Maintain the 30m reserve from the ordinary high water mark of the Nordenskiöld and Yukon rivers and lakes within the municipal boundary (notwithstanding major watercourse migration). 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.
9. Direct development away from lands susceptible to flooding. Specifically, new development shall be discouraged within the 1:200 year floodplain of the Nordenskiöld and Yukon rivers.
10. Notwithstanding (9) above, permit development within floodplains where adequate flood-proofing measures have been taken and the project is in the public interest.
11. Require a geotechnical assessment prior to consideration of any development on

lands previously underlain by operating coal mines to determine the risk of subsidence and fire.

## Actions

1. Work with the Government of Yukon to develop serviced and un-serviced lots within the municipal boundary to meet community needs for 3-5 years with a priority focus on:
  - Potential subdivision of larger lots in the main townsite to smaller, affordable lots;
  - Potential country residential infill lots in the Mount Nansen/Freegold Road area;
  - Potential for privately held vacant lands near existing development.
2. Work with the Government of Yukon and/or Little Salmon/Carmacks First Nation to:
  - Identify lands for longer-term (6+ years) residential development and undertake the advance planning and permitting work involved;
  - Explore opportunities to work with Little Salmon Carmacks First Nation to utilize Settlement Lands to help address shortages of suitable non-Settlement Lands.



# HOUSING

## Introduction

There is a persistent shortage of housing in Carmacks, creating quality of life issues for residents and making recruitment and retention difficult for local employers. Making more land available partly “misses the mark” due to the fact that low real estate values and high construction costs in Carmacks make it difficult to access bank financing to build.

Overcoming the barriers to bringing new rural housing on-stream will require strategic market intervention, partnerships, and a supportive regulatory framework.

## Objectives

- Facilitate the orderly and efficient development of sufficient, quality housing to meet community demand and evolving demographics.
- Promote a diversity of housing options across the housing spectrum.
- Help address the financial, resource and regulatory barriers to bringing new housing to market.
- Ensure access to suitable housing is not an impediment to recruitment and retention of highly needed skills and services in Carmacks.



## Policies

1. Ensure development controls, such as minimum lot and dwelling sizes and permitted secondary uses, encourage, and do not inhibit, residential development.
2. Encourage higher density housing forms within the areas that are connected to the sewer system and in close proximity to community and commercial services.
3. Encourage mixed-use buildings that incorporate residential dwelling units.
4. Maintain a development incentives program that maximizes opportunities for developers to access and leverage federal and territorial housing funding and grants.
5. Advocate for services and supports to assist residents to remain in the community as they age.
6. Consider opportunities to initiate and/or partner in the provision of housing to address Village staffing and/or broader community needs.

## Actions

1. Conduct a business case for investment in a staff housing program, potentially including:
  - Construction and ownership of new rental units;
  - Utilization of the Village-owned firehall/pool lot; and,
  - Joint ventures with other entities.
2. Review the development incentives policy and work collaboratively with developers as required to attract investment in housing.
3. Update municipal regulations and policy to accommodate tiny homes.



# PARKS, RECREATION & OPEN SPACE

## Introduction

Carmacks is home to an impressive array of recreational amenities and opportunities. The Village maintains several parks, playgrounds and the well-loved 2-kilometre river boardwalk. The Recreation Centre is a focal point of gathering, fitness and leisure activities in the community, and the new arena (when complete) will be a state-of-the-art asset that could activate new programs and events.

There is work for continual improvement. Changing recreation patterns warrant a re-examination of resident recreation preferences and the continual building of capacity to plan and deliver quality recreation. Recreation should be viewed and delivered as a “whole of community” service.

## Objectives

- Provide a range of year-round recreational opportunities that reflect the diverse demographics and interests of the community.
- Utilize parks, recreation and open space investments as a lever to activate community and economic development.

## Policies

1. Maintain quality recreational facilities in a fiscally sustainable manner.
2. Provide a mix of parks and open spaces designed for active play, exercise and passive enjoyment of nature.
3. Promote multi-purpose and year-round functioning of recreation infrastructure.
4. Consider the potential for use and visitation by visitors in facility and/or program decisions.
5. Promote and facilitate use of active transportation to and from Village parks and recreation facilities.
6. Maintain public access to the Yukon and Nordenskiöld rivers to the extent possible.
7. Ensure adequate land is reserved for future expansion and protection of the Nordenskiöld Cemetery.
8. Consider valued natural amenities and attractions located outside of the municipal boundary as part of the “greater Carmacks” network of open spaces.

## Actions

1. Complete a recreation strategic plan that provides a framework for service provision, facilities and investments through to 2030.

Photo credit: Azraella Oliverio



# LOCAL ECONOMY

## Introduction

Government, resource development and tourism are the backbone of the Carmacks economy. The public sector accounts for over 60%+ of jobs and has likely contributed to rising household incomes and falling Employment Insurance claims in Carmacks over the past decade or so.

Carmacks faces numerous challenges in growing a strong private sector economy. These include vulnerability to commodity cycles, limited access to capital and financing, small population size, and shortage of housing (particularly rental).

The greatest potential for local job creation and investment comes from residents who have a vested interest in Carmacks' future. That said, there is potential to renew Carmacks' traditional regional service centre role and capture more of the value generated by pass-through traffic, be it from tourism or as a result of regional resource development.

## Objectives

- Diversify and expand local economic and employment opportunities.
- Attract and retain new residents to the community.
- Encourage and facilitate entrepreneurship.
- Reduce economic leakage and vulnerability to "boom-bust" resource commodity cycles.

## Policies

1. Consider partnerships with LSCFN, Carmacks Development Corporation, or other community partners to support and leverage their influence over economic opportunities.
2. Ensure that procurement policies and practices support local businesses to the extent practicable.
3. Ensure an adequate supply of affordable, serviced land to meet present and projected commercial and industrial land needs.
4. Concentrate office and commercial uses in the downtown area to create a more vibrant, walkable area.
5. Allow home-based businesses where the nature and scale of the business proposed does not interfere with the use and enjoyment of neighbouring properties.
6. Support mixed-use sites and buildings that integrate commercial and residential uses.
7. Encourage highway and tourist commercial uses to locate between the Yukon River bridge and Campbell Highway intersection and in the downtown area.
8. Actively promote and facilitate visitation to Carmacks and consider initiatives to extend length of stay and visitor satisfaction.
9. Advocate for the Government of Yukon to explore the transfer of select positions to Carmacks.
10. Advocate for Government of Yukon capital project procurement to be scaled, structured and timed in a manner that supports maximum local employment and business benefits.

11. Assess the scale, pace and nature of all business and economic development proposals and advocate for the maximum use of local human and other resources.

## Actions

1. Explore a partnership agreement with LSCFN and/or Carmacks Development Corporation that establishes a collaborative framework and roles and responsibilities to foster an environment for economic success.
2. Develop a community economic development plan with a strong tourism component.

3. Develop a policy to require a community economic participation plan as a condition of development permits for all major projects in the community.
4. As part of the master plan for the former Highways yard, incorporate opportunities for small commercial spaces geared towards start-up and seasonal businesses (see BIG MOVE #1).
5. Develop and implement a visitor tracking and survey program at the Visitor Information Centre.



Photo credit: Shannon Lachance



# URBAN FORM AND STRUCTURE

## Introduction

Carmacks' unique rivers and ridges geography, combined with its highway orientation, creates both opportunities and challenges. Neighbourhoods are spread out and need better connections for pedestrians and cyclists. The highway corridor largely defines Carmacks to visitors; however, its low visual quality and high speeds create a poor first impression and unsafe conditions for non-vehicle travel modes.



Photo credit: Trish Johnnie

## Objectives

- Promote a quality, sustainable, aesthetic built environment for Carmacks residents.
- Create a better “first impression” of Carmacks to highway travelers and other visitors.
- Connect residents of all neighbourhoods to the downtown core safely.

## Policies

1. Provide safe connections between neighbourhoods, the downtown core, and

key community destinations for active modes of transportation, ages, and abilities.

2. Promote a high-quality, energy-efficient built environment.
3. Advocate for and collaborate around optimum functioning, safety and aesthetics of highway corridors in the community.
4. Consider policies, taxes or other incentives to promote community beautification and discourage and/or address unsightly properties located in prominent visual corridors.
5. Redevelop the former Highways yard into a vibrant community destination that offers a high-quality built environment (see BIG MOVE #1).

## Actions

1. Work with the Government of Yukon and affected businesses to enhance the appearance and functioning of the Klondike and Campbell highway corridors through such measures as:
  - Clearer delineation of property access points through the core commercial area;
  - Speed reduction measures;
  - Landscaping;
  - Clean-up of high visibility junk yards;
  - A signage consolidation program;
  - Decorative banners or other treatments; and,
  - Off-highway active transportation pathways (see Big Move #3).
2. Develop active transportation trails between neighbourhoods and community destinations (see BIG MOVE #3).

# COMMUNITY SERVICES AND INFRASTRUCTURE

## Introduction

The Village owns an estimated \$37 million of built assets, including 22 buildings, 11 kilometres of roadways, a sanitary sewer system in the main townsite, parks, fire trucks, ambulance, and solid waste facility.

Sound asset management is critical to the Village's ability to keep operating costs within fiscal reach; to this end, the Village has been working to develop and operationalize Asset Management Plans for each type of asset.

Infrastructure is always a work in progress, and the Village continues to work with the Government of Yukon to upgrade and replace aging and/or deficient infrastructure. These include incremental improvements as well as major undertakings such as a new sewage lagoon.

## Objectives

- Provide safe, reliable and cost effective services to Village residents.
- Acquire and manage assets in a fiscally responsible manner that considers the entire life cycle.
- Reduce inefficient duplication of service provision wherever possible.
- Build local capacity and expertise to develop and maintain community infrastructure.

## Policies

1. Operate and maintain existing municipal services in a cost effective and environmentally safe manner.

2. Prioritize full servicing for the main townsite area in tandem with its redevelopment, infill, and densification.
3. Explore and pursue local service agreements with Little Salmon/Carmacks First Nation wherever possible.
4. Develop a robust asset management system based on evolving best practices.
5. Upgrade and/or modernize outmoded infrastructure.

## Actions

1. Work with the Government of Yukon to build a new emergency response centre and Public Works building.
2. Conduct a feasibility study for a piped or trucked potable water distribution system in the main townsite area and any other new urban residential development (see BIG MOVE #2).
3. Formalize, improve diversion in, and extend service life of the solid waste facility by:
  - Surveying an official facility boundary;
  - Transitioning to a fee-for-use system; and
  - Implementing a redesign and expansion plan.
4. Complete and implement asset management planning for Village built and other assets.
5. Work with the Government of Yukon to transition the municipal wastewater system to a new lagoon.



# COMMUNITY WELLNESS

## Introduction

“Wellness” is a broad term that captures many different elements that comprise quality of life at both the individual and community levels. Those elements may include safety, inclusion, community pride, physical and emotional health, etc. The Village has a role to play in facilitating wellness through recreation provision, parks and open space, and coordination with other service providers.

## Objectives

- Help make Carmacks a safe and inclusive place for all residents.
- Foster an environment in which individual and collective health and wellness is supported.
- Cultivate community spirit, pride and volunteerism.

## Policies

1. Promote a culture of volunteerism and community participation.
2. Advocate for a quality and range of health care and support services consistent with and adaptive to changing community needs.
3. Identify and pursue opportunities to coordinate and/or collaborate with other organizations around social, public safety, recreational and other initiatives.
4. Work to create, maintain, and encourage a quality built environment that fosters community pride.
5. Protect residents from incompatible land uses and potential sources of pollution (i.e., noise, odour, dust, etc.) by establishing setbacks, buffers and other regulations.



Photo credit: Azraella Oliverio

6. Initiate, encourage and support events and community gatherings.

## Actions

1. Continue to facilitate inter-agency collaboration through regular meetings.
2. Continue to pursue wellness-focused funding and programming, particularly for at risk and vulnerable groups.



# SUSTAINABILITY AND RESILIENCY

## Introduction

Sustainability and resiliency are increasingly common themes in community planning as society and governments work to simultaneously mitigate and adapt to the pressures of climate change.

Carmacks' environment can be viewed as a "natural asset" that provides municipal services such as stormwater conveyance, heat attenuation, recreation, etc. Ecological systems and functions will come under increasing pressure, with the average annual temperature and precipitation projected to increase. Climate variability will also increase, resulting in more extreme weather events and greater fluctuations in precipitation. The potential for environmental emergencies and landscape hazards will go up.

It's not all bad news, though. Much can be done to both mitigate and adapt to climate change. The Little Salmon/Carmacks First Nation garden/greenhouse project is an inspiring example of strengthening rural food security. The Village is making strides on improving the energy efficiency of municipal

buildings. *Our Clean Future*, Government of Yukon's new strategy for climate change, energy and a green economy contains commitments to work with municipalities to develop wildlife protection and emergency management plans. In addition, funding and resources will be directed towards initiatives such as active transportation, local agricultural production, fuel switching, and electric vehicles.

## Objectives

- Maintain a pristine natural environment in which ecological functions and services to the community are optimized.
- Reduce the community's reliance on goods and services created and/or provided outside of the community.
- Establish the Village as a champion of sustainability.
- Support the community's transition to a lower carbon footprint.
- Mitigate and adapt to the current and future impacts of climate change.



## Environmental Health and Natural Assets

### Policies

1. To the extent practicable, maintain lands identified as susceptible to flooding, erosion or bank in their natural state. Recreation may be permitted as a secondary activity on such lands, provided the use is compatible with conservation and public access objectives.
2. Apply mitigation measures as appropriate to minimize environmental risks where intrusion into erosion or flood-prone areas cannot be avoided or is in the public interest.
3. Maintain lands identified as hinterland or open space in their natural state, allowing for activities such as recreation, agriculture, woodlot harvesting, soil and gravel extraction on a case-by-case basis according to needs, benefits, and potential impacts.
4. Protect environmentally sensitive areas from encroachment by establishing buffers and setbacks, adopting management practices, or applying regulations.
5. Protect the community water supply by identifying the potential contamination risks and adopting appropriate land use controls and monitoring practices.
6. Maintain the stormwater and wastewater systems to minimize the risk of environmental contamination of the Nordenskiöld and Yukon rivers.

### Actions

1. Upgrade the stormwater system throughout the townsite.
2. Work with Government of Yukon to address inflow and infiltration issues in the wastewater collection system.

## Food Security

### Policies

1. Encourage local food production by allowing for small-scale gardening and vending in all areas of the community.
2. Consider opportunities to integrate local food production, edible landscaping and/or vending into public spaces.
3. Consider agricultural potential in deliberations around highest and best use of community lands.



## Energy

### Policies

1. Reduce the carbon footprint of Village facilities and operations.
2. Explore opportunities to shift hydrocarbon based fuel sources to alternatives.
3. Pursue the adoption of lower carbon technologies.
4. Advocate for the development of a rural community transportation system.

## Actions

1. Continue to retrofit Village buildings for improved energy efficiency.
2. Consider opportunities to convert portions of the municipal vehicle fleet to electric.
3. Work with the Government of Yukon to explore the feasibility of a district biomass heating system for large buildings located in the downtown core (i.e., Recreation Centre, arena, etc.).
4. Work with the Government of Yukon to install an electric vehicle fast charging station in the former Highways yard as part of an initial development phase (see BIG MOVE #1).

## Environmental and Other Emergencies

### Policies

1. Provide a policy and program framework to both prevent and prepare for emergencies at the individual and community levels.
2. Reduce the risk of environmental emergencies by including their consideration in land development decisions.

### Actions

1. Develop a comprehensive community emergency plan, preferably in partnership with Little Salmon/Carmacks First Nation.
2. Advocate for the Government of Yukon to address landscape hazards of priority concern.



Photo credit: Geraldine Khan



# ARTS, HERITAGE & CULTURE

## Introduction

Arts, heritage and culture are highly valued aspects of Carmacks life. Little Salmon/Carmacks First Nation citizens engage in land-based practices and traditions, and Northern Tutchone cultural programming is available on an ongoing basis. Carmacks' built heritage enriches the community and is a tourism asset. The Village owns five heritage buildings, one of which has been repurposed for use as the Visitor Information Centre.

## Objectives

- Preserve Carmacks' built heritage for current and future generations.
- Recognize the area's first peoples and the context of the municipality within their Traditional Territory.

## Policies

1. Support the protection and interpretation of the community's heritage resources.
2. Encourage the in-situ protection, restoration and re-use of heritage structures.



Photo and artwork credit: Shannon Lachance

3. Support Little Salmon/Carmacks First Nation cultural and/or heritage endeavours as appropriate.
4. Explore and pursue opportunities to integrate First Nation language in the built environment.
5. Encourage the installation of public art in Village buildings and spaces.
6. Encourage heritage impact assessments.

## Actions

1. Undertake an assessment of the Village's built heritage assets and develop a capital and maintenance plan.
2. Explore opportunities to display more local arts and culture at the Visitor Information Centre.
3. Work with Little Salmon/Carmacks First Nation to explore opportunities to recognize Northern Tutchone culture in public spaces (i.e., Highways yard (see BIG MOVE #1), parks, trails, etc.)

# FINANCIAL MANAGEMENT

## Introduction

The majority of the Village's core revenues come from the Government of Yukon's Comprehensive Municipal Grant; property taxes and fees-for-service (i.e., fire protection, sewer, recreation) make up a minority. Low property assessment values in Carmacks limit the Village's ability to generate revenues through taxation and offset the high costs of maintaining expensive municipal infrastructure.

This situation is further complicated by the fact that the majority of the Village's service population for items such as recreation and the solid waste facility live on First Nation settlement land and do not pay municipal tax. Financial sustainability may require a mix of approaches, including new tax revenues, resource sharing with Little Salmon Carmacks First Nation, and user fees.

## Objectives

- Grow the municipal revenue base.
- The financial sustainability of the municipality is enhanced over the long term.
- Build and maintain services and infrastructure that are affordable, sustainable and well suited to local human resource and technological capacity.

## Policies

1. Explore and pursue options to grow the municipal revenue base.
2. Consider the full costs and financial, social and environmental implications of all

municipal projects and initiatives when making decisions.

3. Ensure that all operating, maintenance, and replacement costs are considered before major capital projects proceed.
4. Use various methods to distribute the cost of new infrastructure and services in the community to those who benefit from them by:
  - Considering establishing a fee-for-service approach to municipal services that are used by peripheral governments, residents, businesses, and industry.
5. Conduct annual reviews of municipal rates in order to pay for ongoing operations and maintenance and to ensure adequate reserves are available for future infrastructure rehabilitation and expansion.
6. Consider the issue of parity between urban and country residential properties in regards to service delivery and fees/taxes collected.

## Actions

1. Conduct a feasibility and cost-benefit analysis of expanding the municipal boundary in partnership with Government of Yukon and Little Salmon/Carmacks First Nation.
2. Undertake a comprehensive financial analysis of Village service areas to help determine the appropriate level of municipal subsidy and potential role of user fees for each one.



# IMPLEMENTATION WORKPLAN

ACTION	IMPLEMENTATION TIMEFRAME		
	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-9)
<b>BIG MOVE #1: VILLAGE HUB</b>			
Commission and implement a site master plan	✓	✓	✓
<b>BIG MOVE #2: DENSIFY &amp; EXTEND FULL SERVICING</b>			
Work with YG to subdivide larger lots	✓		
Conduct feasibility study for piped/trucked water system in main townsite and other urban residential areas	✓	✓	
Pursue redevelopment of firehall/pool site		✓	
<b>BIG MOVE #3: TRAIL DEVELOPMENT</b>			
Develop/improve active transportation paths	✓	✓	✓
Develop/improve recreational/nature trails	✓	✓	✓
<b>FUTURE LAND USE &amp; DEVELOPMENT</b>			
Work with YG to develop serviced and un-serviced lots to meet 3-5 year needs	✓		
Work with YG and/or LSCFN to identify lands for longer-term residential development	✓	✓	✓
Work with YG and LSCFN to explore opportunities to utilize Settlement Lands	✓	✓	✓
<b>HOUSING</b>			
Update regulations/policy to allow tiny homes	✓		
Conduct business case for staff housing program	✓		
Review development incentives policy		✓	
<b>URBAN FORM &amp; STRUCTURE</b>			
Work with YG and businesses on highway corridor improvements	✓	✓	✓
Develop/improve active transportation routes (see BIG MOVE #3)	✓	✓	✓

*\*indicates projects for which the Village's leadership and/or support of lead organizations may require project-based funding that falls outside of the Village's normal operating budget*

ACTION	IMPLEMENTATION TIMEFRAME		
	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-9)
<b>COMMUNITY WELLNESS</b>			
Continue to facilitate inter-agency collaboration through regular meetings	✓	✓	✓
Continue to pursue wellness funding and programming			
<b>LOCAL ECONOMY</b>			
Develop a community economic participation policy for major projects	✓		
Develop and implement a visitor tracking/survey program	✓		
Include commercial spaces into Hub master plan (BIG MOVE #1)	✓		
Explore partnership agreements with LSCFN/CDC		✓	
Develop a community economic development plan		✓	
<b>PARKS, RECREATION &amp; OPEN SPACE</b>			
Complete a recreation strategic plan	✓		
Complete a business plan for new arena	✓		
Develop and improve trails (BIG MOVE #3)	✓	✓	✓
Conduct a feasibility study for new pool	✓		
<b>COMMUNITY SERVICES &amp; INFRASTRUCTURE</b>			
Work with YG to build new emergency response centre and Public Works building	✓		
Make improvements to solid waste facility	✓	✓	✓
Complete and implement asset management planning	✓	✓	✓
Conduct feasibility study piped/trucked water system (see BIG MOVE #2)	✓	✓	
Work with YG to transition municipal wastewater system to a new lagoon		✓	✓
Upgrade the stormwater system	✓		
Work with YG to address inflow/infiltration issues in the wastewater collection system	✓	✓	

*\*indicates projects for which the Village's leadership and/or support of lead governments may require project-based funding that falls outside of the Village's normal operating budget*



ACTION	IMPLEMENTATION TIMEFRAME		
	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-9)
<b>SUSTAINABILITY &amp; RESILIENCY</b>			
Continue to retrofit Village buildings for improved energy efficiency	✓	✓	✓
Consider opportunities to transition a portion of the municipal vehicle fleet to electric		✓	✓
Explore feasibility of a district biomass system		✓	
Work with YG to install fast charging station (see BIG MOVE #1)	✓		
Develop a community emergency plan in partnership with LSCFN	✓		
Advocate for YG to address landscape hazards	✓	✓	✓
<b>ARTS, HERITAGE AND CULTURE</b>			
Assess Village's built heritage assets and develop a capital and maintenance plan	✓		
Explore recognition of Northern Tutchone culture in public spaces, including Highways yard (BIG MOVE #1)	✓	✓	✓
Explore opportunities to display more arts and culture at the VIC	✓	✓	
<b>FINANCIAL MANAGEMENT</b>			
Undertake financial analysis of services to determine subsidy levels and user fees		✓	
Conduct feasibility analysis for boundary expansion		✓	

*\*indicates projects for which the Village's leadership and/or support of lead organizations may require project-based funding that falls outside of the Village's normal operating budget*

*This page left intentionally blank*



A photograph of a wooden cabin in a forest at night. The cabin is in the foreground, and the background is filled with tall evergreen trees. The sky is dark, and a bright, green aurora borealis is visible in the distance. The text "SCHEDULE A" is overlaid on the upper right portion of the image.

# SCHEDULE A

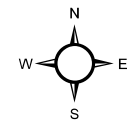
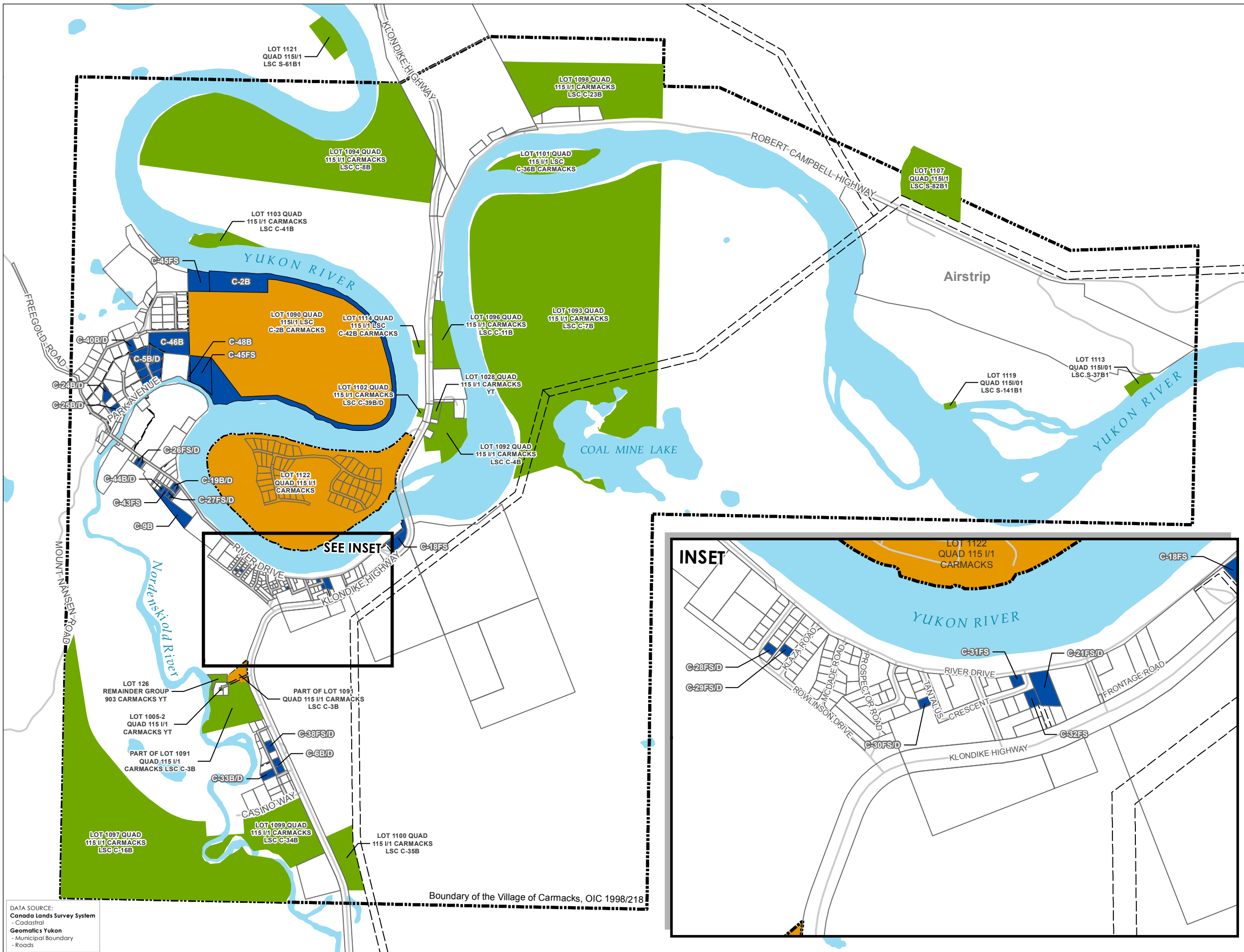
## First Nation Lands

Photo credit: Alexis Birckle

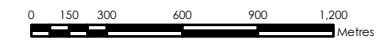


LEGEND

- FIRST NATION LANDS
- FN LANDS EXCEPTED FROM MUNICIPALITY
- FN LANDS SUBJECT TO OCP
- EASEMENT
- VILLAGE OF CARMACKS BOUNDARY



Scale: 1:30,000



MAY 2021

Village of Carmacks - Schedule A  
Official Community Plan Bylaw No. 272-21

# Schedule A First Nation Lands

DATA SOURCE:  
Canada Lands Survey System  
- Cadastral  
Geomatics Yukon  
- Municipal Boundary  
- Roads





Photo credit: Azraella Oliverio






## SCHEDULE B

# Floodplain and Landscape Analysis





LEGEND

-  VILLAGE OF CARMACKS BOUNDARY
-  GOOD CAPABILITY
-  FAIR CAPABILITY
-  POOR CAPABILITY - SUSCEPTIBLE TO 1:200 FLOOD / STEEP SLOPES / NEAR SURFACE BEDROCK
-  LSCFN LAND NOT IN VILLAGE

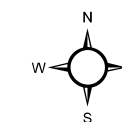
MAPPING BY INUKSHUK PLANNING & DEVELOPMENT (2004)

SOIL ANALYSIS (1977) BY SASK. INSTITUTE OF PEDOLOGY

LANDSCAPE ANALYSIS (1989) BY UMA ENGINEERING

FLOODPLAIN MAPPING (2001) BY NORTHWEST HYDRAULIC CONSULTANTS

ADDITIONAL INTERPRETATION BY AIR PHOTO ANALYSIS



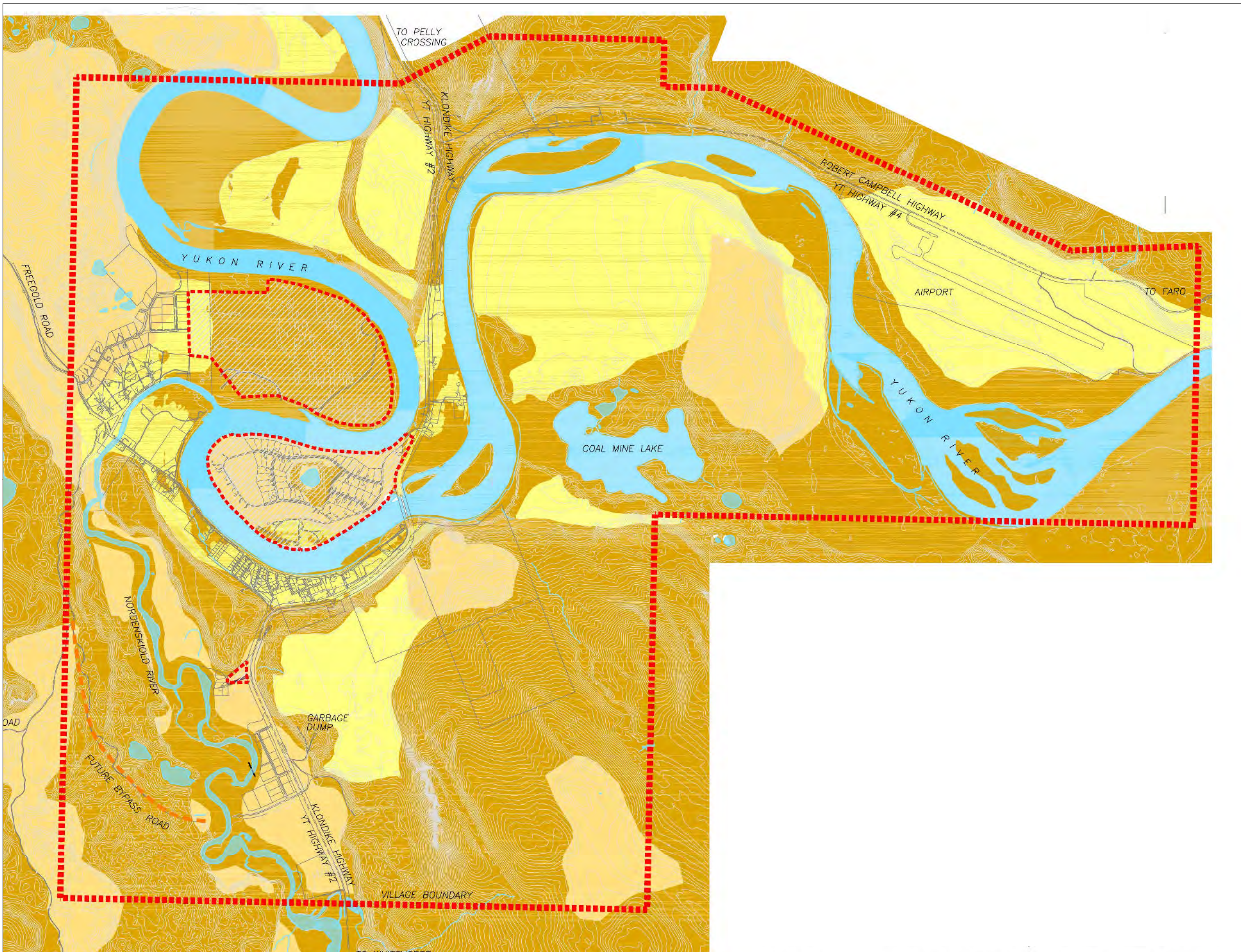
Scale: 1:30,000



MAY 2021

Village of Carmacks - Schedule B Official Community Plan Bylaw No. 272-21

# Schedule B Floodplain and Landscape Analysis



U:\Projects\_VAN\3288\0001\01D-Drafting-Design-Analysis\GIS\Projects\MXD\Current\Schedule C - Floodplain and Landscape Analysis.mxd Last updated by bpauls on December-14-12 at 11:21:41 AM



A photograph of a wooden fence in a rural landscape. The fence is made of dark, weathered wooden posts and rails, running diagonally across the frame from the bottom left towards the middle right. The background features a rocky, brownish hillside under a clear blue sky. There are some green bushes and small trees scattered across the landscape. The overall scene is bright and clear.






# SCHEDULE C

## Land Use Map



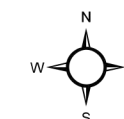


LEGEND

-  FIRST NATION LANDS
-  FN LANDS EXCEPTED FROM MUNICIPALITY
-  FN LANDS SUBJECT TO OCP
-  EASEMENT
-  VILLAGE OF CARMACKS BOUNDARY

LAND USE DESIGNATIONS

-  AIRPORT
-  COMMERCIAL
-  COMMUNITY USE
-  COUNTRY RESIDENTIAL
-  FUTURE DEVELOPMENT
-  HINTERLAND
-  INDUSTRIAL
-  PARKLAND
-  URBAN RESIDENTIAL
-  VILLAGE HUB



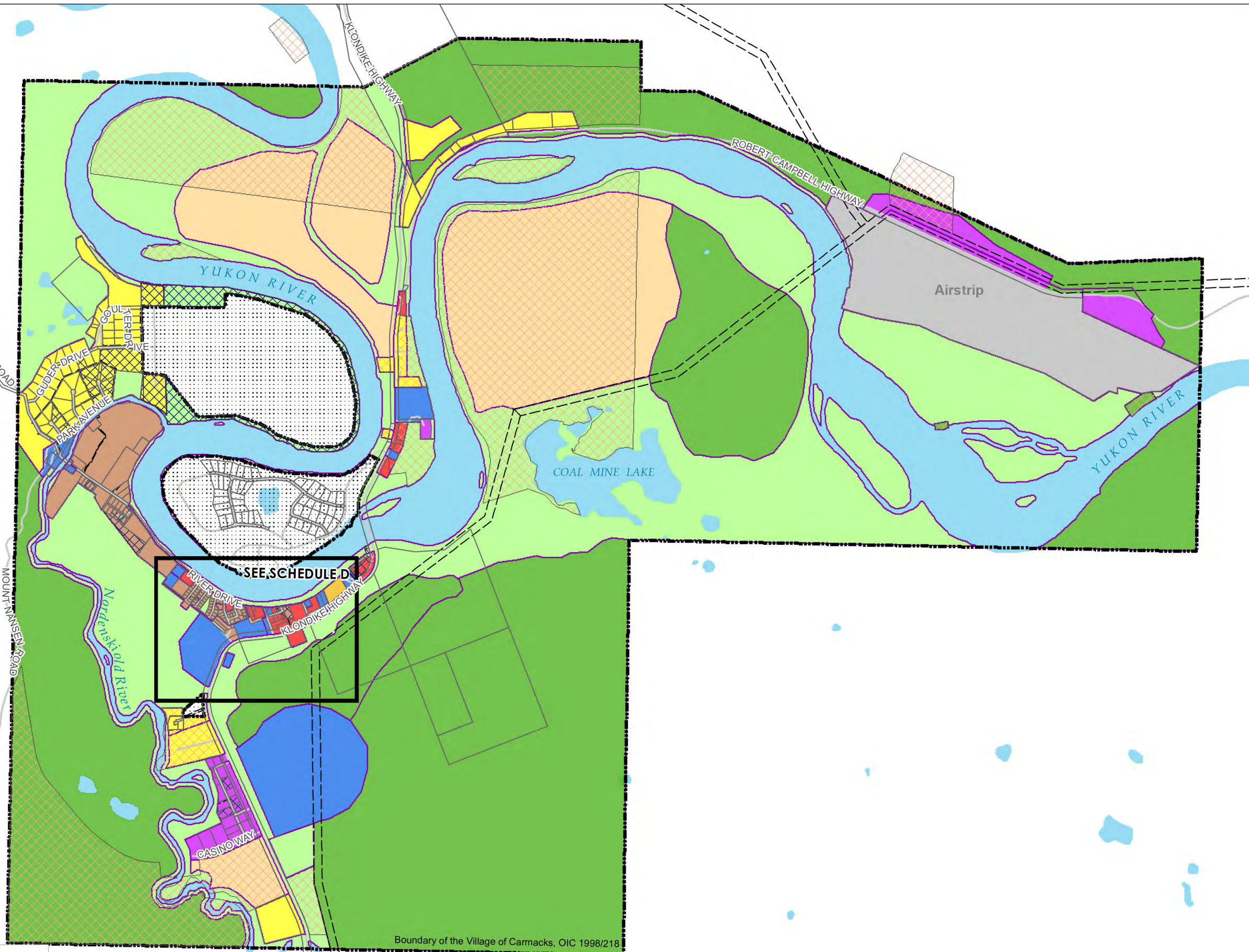
Scale: 1:30,000



MAY 2021

Village of Carmacks - Schedule C  
Official Community Plan Bylaw No. 272-21

# Schedule C Land Use Map



SEE SCHEDULE D

Boundary of the Village of Carmacks, OIC 1998/218

DATA SOURCE:  
Canada Lands Survey System  
- Cadastral  
Geomatics Yukon  
- Municipal Boundary  
- Roads





# SCHEDULE D

## Land Use Map Inset

Artwork credit: Alexis Birckle



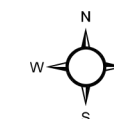


LEGEND

- FIRST NATION LANDS
- FN LANDS EXCEPTED FROM MUNICIPALITY
- FN LANDS SUBJECT TO OCP
- EASEMENT
- VILLAGE OF CARMACKS BOUNDARY

LAND USE DESIGNATIONS

- AIRPORT
- COMMERCIAL
- COMMUNITY USE
- COUNTRY RESIDENTIAL
- FUTURE DEVELOPMENT
- HINTERLAND
- INDUSTRIAL
- PARKLAND
- URBAN RESIDENTIAL
- VILLAGE HUB



Scale: 1:5,000



- MAY 2021

Village of Carmacks - Schedule D  
Official Community Plan Bylaw No.272-21

**Schedule D**  
**Land Use Map Inset**



DATA SOURCE:  
Canada Lands Survey System  
- Cadastral  
Geomatics Yukon  
- Municipal Boundary  
- Roads