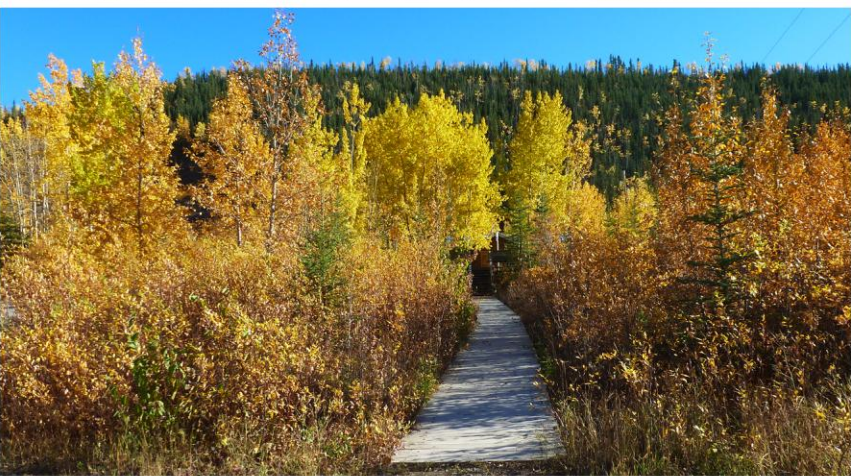




Village of Carmacks

Official Community Plan 2013



Our Vision

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



VILLAGE OF CARMACKS
Bylaw No. 207-13

A BYLAW FOR THE VILLAGE OF CARMACKS IN THE YUKON TERRITORY
TO ADOPT THE OFFICIAL COMMUNITY PLAN

WHEREAS the Council of the Village of Carmacks wishes to repeal its current Official Community Plan, as amended, and wishes to adopt a new Official Community Plan, pursuant to the *Municipal Act* (RSY 2002 c.154).

NOW THEREFORE the Council of the Village of Carmacks, in an open meeting duly assembled, hereby ENACTS AS FOLLOWS:

1. This Bylaw shall be cited as "The Village of Carmacks Official Community Plan Bylaw"
2. The following schedules attached hereto are hereby made part of this Bylaw and adopted as the Village of Carmacks Official Community Plan:
 - (a) Schedule A (Official Community Plan Text);
 - (b) Schedule B (First Nation Lands);
 - (c) Schedule C (Floodplain and Landscape Analysis);
 - (d) Schedule D (Land Use Map); and
 - (e) Schedule E (Land Use Map Inset).
3. If any section, subsection, sentence, clause or phrase of this bylaw is for any reason held to be invalid by the decision of any court of competent jurisdiction, the invalid portion shall be reversed and the decision that is invalid shall not affect the validity of the remainder.
4. The Village of Carmacks Official Community Plan Bylaw No. 135-05, and all amendments thereto, are hereby repealed.
5. This bylaw shall come into full force and effect upon its final passing.

FIRST READING:	January 8, 2013
PUBLIC NOTICE:	January 16 & 23, 2013
PUBLIC HEARING:	February 18, 2013
SECOND READING:	February 19, 2013
EXECUTIVE COUNCIL MEMBER APPROVAL	June 19, 2013
THIRD READING and ADOPTION:	December 23, 2013

Elaine Wyatt, Mayor

Cory Bellmore, CAO



Village of Carmacks

Schedule A





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1.0 Introduction

1.1 Purpose of the Plan

The Municipal Act sets out what an Official Community Plan (OCP) must contain along with the consequences associated with adoption. 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.

Council also has the latitude to address in the OCP any other matter they consider necessary and relevant to safe, healthy and orderly development, the maintenance of the quality of life in the community, and the compatibility of human activity on the physical and natural environment.



This OCP is a statement of the community's vision of the next 20 years. It is organized into key principles, broad goals and more specific objectives with supporting policies to provide a framework for decision-making. The aim is to ensure the community develops in an orderly, economic and sustainable manner that meets the needs of present residents without compromising future choices. It is intended to be a living document that provides framework and structure for managing change without being overbearing and inflexible. It is far-sighted and practical, reflects local conditions, and is oriented both at solving problems and preserving future opportunities.

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

For example, relocation of the Government of Yukon Highways Maintenance Yard has been recommended since the 1980s. The Transportation Division of the Department of Highways and Public Works has since proposed an alternate location on the airport property and lands have been set aside to accommodate the move. Continued inclusion of this recommendation in the current OCP serves as a reminder to the Government of Yukon that this use is no longer "the highest and best use" of that site. Further, an expedient relocation of the highway yard will enable action to remediate any on-site contamination that may have occurred – ensuring that the community can benefit from the highest and best use of land sooner rather than later. So, while Council cannot compel Yukon to relocate the maintenance yard, it can facilitate the eventual relocation by making the present activity a non-conforming use. The message is clear - plan for eventual relocation to a more suitable site.



1.2 Legal Context

1.2.1 Little Salmon/Carmacks First Nation Final Agreement

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

In the case of Carmacks, the Official Community Plan does not apply to three parcels of First Nation land (Schedule B) that are specifically excluded from the municipal boundary. The OCP does apply as a law of general application for other lands selected within the municipality until the First Nation enacts its own laws. In autumn 2012 the First Nation embarked on a land use planning process for Settlement Land within and surrounding the Village of Carmacks. When completed the plan will provide the basis for future zoning and land development controls. If enacted, these laws would identify permitted land uses for Settlement Land within the municipality with the exception of 30 parcels of fee simple lands within the Village, as listed in Part 1 of Appendix B to the Self-Government Agreement. The Village of Carmacks OCP covers these 30 parcels.

In keeping with the terms of the Final Agreement, the Village initiated a consultation process with LSCFN in preparing this OCP. As it was understood by the Village during the consultation process, the intent of the concurrent LSCFN land use planning is to provide direction for land use designations that will be implemented through the Village OCP by a future amendment rather than its own laws. To respect this LSCFN land use planning process, Village Council has adopted the following policies with respect to Settlement Land:



1. Unless LSCFN requests a specific change in designation, the land use designation shown on the 2005 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 development control, or enacts its own development control regulations on those selections where the First Nation may take down such powers (section 13.3.11 of the Self-Government Agreement), the status quo will apply.
2. To ensure the orderly and efficient development of all lands within the municipality, Village Council will continue to provide the First Nation with opportunities for input on planning, development control and site servicing matters that may affect First Nation lands in accordance with Chapter 25 of the Self-Government Agreement.
3. First Nation lands will be clearly identified on all land use maps used in the OCP indicating the three parcels that are not within the municipality, the 30 site specific parcels where the Village retains planning and zoning control and the land selections where the First Nation may enact their own planning, zoning and development control regulations.

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

1.2.2 Approval Process

The Municipal Act sets out the process for preparation or revision of the OCP including the requirement for a public hearing and ministerial approval. Put plainly, the municipality is responsible for initiating preparation or review of the OCP, consulting community residents and adopting the plan by bylaw. The Minister of Community Services ensures the procedures for plan preparation set out in the Municipal Act were followed and that the plan does not conflict with other legislation.

This update was undertaken in 2012 after Council determined that the major goals and objectives of the 2005 OCP had been accomplished. The process of preparing the plan provided community residents with an opportunity to contribute to the plan, helping define the type of community and quality of life they want Council to pursue on their



behalf. Public consultation sessions and comment periods were held in August and November of 2012 in addition to the required public hearing after first reading.

1.2.3 Implementation

Once the municipality adopts a community plan, neither Council nor any individual can carry out any development contrary to or at variance with the plan. It also means that the plan takes precedence over any existing zoning bylaw.

The Zoning Bylaw is the most visible land use control mechanism that is used to implement the plan's goals, objectives and key policies. Once the OCP has been adopted, the Zoning Bylaw must be made consistent with its contents. Council has 2 years to amend the Zoning Bylaw to bring it in conformance with the OCP. This is not to say that if circumstances change, the OCP and Zoning Bylaw cannot be further amended to reflect these new circumstances. However, the OCP is intended to provide some discipline and continuity so that zoning changes are not proposed on a piecemeal, opportunistic basis without considering the full consequences.

Furthermore, it will not be relevant to community needs if it is not reviewed regularly and linked to other planning processes such as completion of the Capital Plan such that they too reflect the priorities and direction set out in the new plan.

1.2.4 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 that is contrary to the OCP can proceed until the plan is amended, nor can any request for rezoning be considered that is contrary to the plan without first changing the OCP.

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

- Circumstances have changed significantly and the community is facing specific pressures not foreseen when the plan was last revised (e.g. rapid growth, closure of a significant industry);
- There are numerous applications for "spot" amendments;



- Major goals and objectives have been accomplished;
- Village Council and the Little Salmon/Carmacks First Nation agree to undertake a joint development plan or establish a joint planning structure in accordance with the provisions in the Municipal Act and Self-Government Agreement;
- Little progress has been made on key goals and public support is no longer clear; and
- The plan has not been revisited within 5-10 years.

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

1.2.5 Interpretation

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

1.3 Community History

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

The population remained relatively stable during the early years. The first significant change occurred with completion of the first section of the Klondike Highway in 1950 and the permanent settlement of the area's First Nation people on the north bank of the Yukon River, across from the main village, in effect creating two communities



divided by the river. The population grew steadily from 51 in 1941 to 346 in 1976. In the past, as in the present, the community's development pattern and purpose was closely related to servicing the needs of travellers passing through the area and supporting regional mineral exploration and development. The village was incorporated as a municipality in 1984.

The population declined to 256 by 1981 before rebounding to the low 400's in the late 1980's and then peaking in the mid 1990's at 477. It dropped as low as 378 in 2005 at the time of the last OCP, framing that plan in a context of declining population, reduced tax base and undermined community stability. However, as of June 2012, there were 519 people living in Carmacks and public school enrolment is at a recorded high of 111, a relatively constant 22% of the total population.

Approximately three-quarters of the population are of First Nation descent, primarily Northern Tutchone, and the Little Salmon/Carmacks First Nation completed its Final and Self-Government Agreements in 1997. They are exploring business development opportunities and have a vested interest in supporting the community directly. Over half of the citizens live and work away from the community and as the traditional barriers of limited employment opportunities and insufficient housing are removed, there is more of an incentive to return home, benefiting the community at large.

1.4 Geography



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

In 1977, the Saskatoon Institute of Pedology compiled a general overview of the community's soil characteristics. In 1989, UMA Engineering Ltd. compiled landscape management units as part of the 1991 plan, which illustrated both land capability and development suitability. In June 2001, Northwest Hydraulic Consultants Ltd. completed a flood risk



assessment of First Nation lands along the Yukon River within the community. These reports, supplemented by more recent topographic mapping were used to complete a development suitability map for the 2005 OCP (Schedule C).

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

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

Lands suitable for extensive future development are located around the periphery of the community and are subject to access constraints and high servicing costs.

1.5 Population Projections

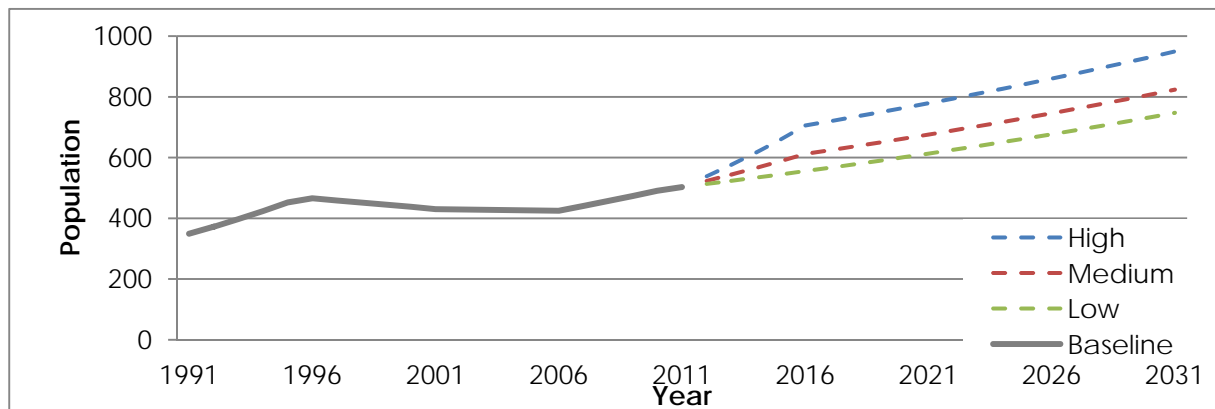
A population projection analysis is presented in appendix one. Three growth scenarios are suggested based on the actual annual and longer-term growth rates observed over the last 20 years.

Figure 1 below shows these three growth rates and future population changes over the next 20 years. The population of the Village of Carmacks in 2016 and 2031 is projected at:

- High growth 705 in 2016 and 949 in 2031
- Medium growth 612 in 2016 and 824 in 2031
- Low growth 555 in 2016 and 724 in 2031



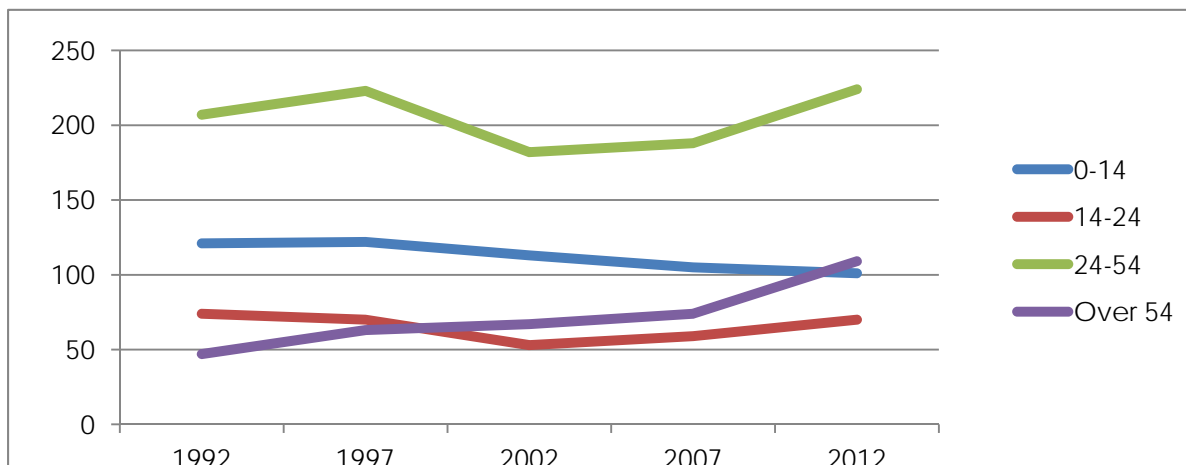
Figure 1 – Carmacks Population Growth Projections



These scenarios are only estimates and future growth may not match the rates suggested. Annual population growth in northern communities is highly variable and subject to change. These scenarios have been developed as references to ensure that the OCP enables the community to accommodate and react to growth given that the population of Carmacks has increased at an average rate of 2% over the past 20 years. They are used to determine housing demand, the types and amount of businesses and services that can be supported and the amount of land required for different uses.

Although it remains the youngest community in the Yukon, in common with much of Canada, Carmacks has also experienced an ageing trend over the last 20 years, as shown in Figure 2. The expanding population of seniors and near-retirees will be an increasingly important influence on community planning and service needs.

Figure 2 - Carmacks Population Age Trends





2.0 The Plan

The first General Development Plan was completed in 1974 by Underwood McLellan & Associates (now UMA Ltd.) and updated in 1991 by the same firm. Inukshuk Planning and Development completed the last OCP in 2005. By 2012 the OCP no longer adequately reflected present economic conditions, evolving growth pressures and new direction from the community was desired. These factors triggered Village Council to initiate an OCP update and work together with Little Salmon/Carmacks First Nation to plan for a stronger, healthier, and sustainable community. The community's Vision of its future, the planning Goal and its General Development Principles, in addition to the overall plan structure, remain consistent with the 2005 plan. The sections and policies have been presented according to the emphasis placed on issues by residents during the public engagement sessions in August and November 2012.



2.1 Vision

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

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



2.2 Goal

The goal of the Plan is:

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

2.3 General Development Principles

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

Principle 1:	Development policy should promote the highest and best use of land within the community while supporting relocation of uses no longer considered appropriate to other more suitable locations
Principle 2:	Sufficient land should be provided within municipal boundaries to meet the community’s current and projected needs for development, conservation and public use.
Principle 3:	A sufficient supply of public and privately owned serviced land should be available to encourage new economic activity and support diversification of the local economy to the extent possible.
Principle 4:	New development should not negatively affect existing community and neighbourhood values, amenities, services, safety of persons and property, health or environmental quality.
Principle 5:	Wherever possible, opportunities to work co-operatively with the Little Salmon/Carmacks First Nation and other levels of government should be taken to make the best use of existing financial, management and infrastructure resources for the benefit of the whole community.
Principle 6:	Community development policy should promote a range of employment and lifestyle choices consistent with current and projected population demographics.



Principle 7:	Development policy should provide a balance between the regulation required to provide consistency in application and a level playing field with the desire to encourage individual entrepreneurial initiative.
Principle 8:	New development should not compromise the integrity of environmentally sensitive lands including the quality of the groundwater supply or the operation of the community airport.
Principle 9:	The range of community infrastructure provided should be affordable, sustainable and consistent with community resources and public needs.
Principle 10:	Development and operation and maintenance costs of community infrastructure should be accounted for over the expected useful life.
Principle 11:	Development policy should not be unduly restrictive but rather, kept as simple and pragmatic as possible, reflecting the size and nature of the community including its present and future needs.

2.4 Future Land Use and Development

Given the population growth that has occurred over the past seven years, and the continued growth suggested by the population projections, it is important to ensure that sufficient land is designated to meet community needs in an orderly manner. Future land use in Carmacks is anticipated through nine broad land use designations, identified in Schedules D and E. The general intended purpose of each designation is described in Table 1. In smaller communities, strict separation of land uses can be overly restrictive and unsuited to local circumstances. As such, home-based business and industry, secondary suites, gardens, and parks are envisioned in all designations, subject to proper zoning.

Four of these designations provide direction related to meeting the residential and/or business needs of the community. These designations are country residential, urban residential, commercial and industrial. A Land Supply Analysis is presented in appendix two and the conclusions are summarized in Table 1. Land supply conclusions are presented over the projected immediate (1 year), short-term (3-5 years) and long-term (20 year) needs of the community.



Table 1 - Summary of Village of Carmacks Land Supply Analysis

Designation	Intended Purpose	Supply Conclusion
Country Residential	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	A sufficient supply of developed lots is available to meet the immediate needs of the community. Sufficient land is designated for short-term needs and Future Development land to the northwest could be allocated to meet the long-term needs of the community.
Urban Residential	To provide smaller lots with municipal sewage disposal service for residential purposes at a higher density	The current supply of developed lots is insufficient to meet immediate needs of the community. While sufficient land is currently designated to meet the anticipated short and long-term needs, there are servicing constraints west of the wastewater treatment plant.
Community Use	To provide lands for a variety of community uses including public buildings, cemeteries, churches and related institutional uses such as special use buildings for police, fire and recreational use and public utilities	Sufficient to meet identified needs. No additional needs identified.
Commercial	To provide lands in accessible locations for retail, office, multi-family residential, highway commercial and related types of sales, service and mixed uses	A sufficient supply of land is available and/or is designated to meet the immediate, short-term and long-term needs of the community.



<p>Airport</p>	<p>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</p>	<p>Sufficient to meet identified needs. No additional needs identified.</p>
<p>Industrial</p>	<p>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</p>	<p>Sufficient developed lots are soon to be available to meet the immediate needs of the community. Sufficient land is designated to meet the short and long-term needs of the community.</p>
<p>Parkland</p>	<p>To identify those lands most appropriately reserved for public park and recreational use or to be protected from development for environmental and aesthetic reasons</p>	<p>Sufficient to meet identified needs. No additional needs identified.</p>
<p>Hinterland</p>	<p>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</p>	<p>Sufficient to meet identified needs. No additional needs identified.</p>
<p>Future Development</p>	<p>To identify significant parcels of land that have long term development potential for a variety of residential, commercial or industrial land uses</p>	<p>Sufficient to meet identified needs. No additional needs identified.</p>



2.4.1 Goals

1. To provide for the orderly and efficient development of public and private lands within the municipality; and
2. To encourage the provision of the full range of services, amenities and employment opportunities a community of 550 to 700 people can support.

2.4.2 Objectives

1. To facilitate the development and maintenance of an adequate supply of residential, commercial and industrial land within village boundaries to meet community needs for a minimum of 2-3 years;
2. To continue to build a positive working relationship with the Government of Yukon and Little Salmon/Carmacks First Nation to provide for the orderly development of infrastructure and efficient delivery of municipal services in a timely, cost-effective manner that overcomes the limitations of community geography;
3. To build a solid, stable and healthy community by encouraging economic diversification, removing barriers to entrepreneurial opportunity and offering the quality of life that makes Carmacks an attractive place to visit, live and work; and
4. To foster community pride by continuing to enhance the riverfront, conserve and present our history, and improve the physical appearance of the community.

2.4.3 Policies

1. To work with the Government of Yukon, the Little Salmon/Carmacks First Nation and the private sector to identify sufficient economically feasible serviced and un-serviced land development opportunities within community boundaries to meet community needs for a minimum of 2-3 years;
2. To encourage and give priority to the redevelopment of under-utilized land and infill residential development with clearly demonstrated economically feasible connections to the sewer system before opening up new areas of residential development with the understanding that such land is limited;



3. To encourage a compact urban form to support the cost effective installation and operation of the sewer system by encouraging mixed use buildings in the downtown, the subdivision of larger parcels in designated growth areas and directing new development first to existing, vacant serviced lots;
4. To facilitate and expedite the land development process by approaching the Government of Yukon to explore the merits of a Land Development Protocol Agreement that reflects the capacity of the Village and the experiences of other Yukon municipalities;
5. To explore the opportunity to prepare a joint development plan with the Little Salmon/Carmacks First Nation at a mutually convenient time in the future and amend the OCP accordingly to reflect the outcome of that planning exercise;
6. To adopt those zoning controls and development setbacks necessary to protect the integrity of airport operations, maximize the life of the landfill site, preserve the water quality of the underground water aquifer and ensure future expansion of the new wastewater treatment plant. No residential development will be permitted within 15m of the wastewater treatment plant building or within 450m of the municipal landfill site. (For the purpose of greater clarity, even though the Subdivision Regulations O.I.C 1999/77, Section 18.(1)(c) prohibits subdivision for residential purposes within 300 metres from a sewage treatment facility, Yukon Health and Social Services provided a setback relaxation waiver to 15 metres from the current wastewater treatment facility under Section 18(4) of the Regulations, by way of a letter dated June 13, 2005);
7. To not dispose of the 30.48m reserves from the ordinary high water mark of the Nordenskiold and Yukon River and lakes within municipal boundaries. 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;
8. In principle, to direct future development away from lands susceptible to flooding. Specifically, new development will be discouraged adjacent to the Nordenskiold and Yukon Rivers in areas that lie within the 1:100 year floodplain;
9. Notwithstanding (8) above, development may be permitted within the 1:100 year floodplain on a case-by-case basis, where measures have been taken to flood-proof



the affected lands and development of these lands can be demonstrated to be in the public interest;

10. To generally maintain lands identified as susceptible to flooding, erosion or bank in their natural state. Limited recreational activities may be permitted as a secondary activity provided the nature of the use is compatible with the intended conservation and public access objective;
11. Where existing development has occurred within flood prone areas, property owners shall be encouraged to flood-proof their properties and complete a flood zone waiver caveat before any new development or change of use is permitted. For this purpose, the flood-prone areas are those within the 1:100 year floodplain; and
12. To require a geotechnical assessment prior to consideration of any development on lands previously underlain by operating coal mines to determine the risk of the future subsidence and fire.

2.5 Housing

There is currently a strong demand for homes within the central area of Carmacks serviced by the sewer system. Businesses report the housing shortage as an impediment to attracting skilled labour and economic stability. The 2011 community economic development strategy suggests that much of this demand is for new homes, and that the availability of housing is more of a barrier to owning a home than cost. Based on this demonstrated demand, the recent growth in the community and the long-term population growth projections, ensuring that sufficient housing is available to meet the





immediate and long-term needs of the community is a priority.

2.5.1 Goal

1. To provide for the orderly and efficient development of sufficient housing to meet residential demand.

2.5.2 Objective

1. To ensure an adequate supply of affordable housing that will supply a skilled labour force.

2.5.3 Policies

1. To ensure the rules and regulations enacted by a revised zoning bylaw, such as minimum lot and dwelling sizes and permitted secondary uses, encourage, and do not inhibit, residential development;
2. To encourage increased density within the areas serviced by the sewer system by allowing for townhouse, apartment and mixed-use developments;
3. To increase density within the downtown and areas serviced by the sewer system through the infill of vacant or underutilized lots and the subdivision of larger lots to the west of the downtown;
4. To consider implementation of the community housing strategy component of the 2011 community economic development strategy including actions on public education, housing development capacity and the study and promotion of residential rental development business opportunities; and
5. To consider the merits and feasibility of establishing a program of development incentives, policies and tax measures aimed at encouraging adaptive and productive use of underutilized sites that may or may not include, but not be limited to, minimum tax and utility rates; graduated property tax rebates; favourable utility rates; development charge waivers; heritage grants; relaxed building height restrictions and other planning relaxations.



2.6 Public Safety and Health

Carmacks faces many of the same public health challenges as most similar sized, rural Yukon communities. These include reduced access to certain services that are taken for granted in larger centres, higher rates of staff turnover, and problems such as drug and alcohol abuse that are related to high unemployment, income disparity and lower than normal participation rates. The cost of living is about 12% higher than Whitehorse but median household income is about 44% less.

The priority public safety concern is pedestrian movement along the Klondike Highway between the service core and the primary First Nation neighbourhoods. Currently there are only rough informal footpaths adjacent to steep slopes and the highway and pedestrians are frequently on the roadbed. Concrete blocks (“jersey blocks”) that are not aesthetic and block views of the river and downtown are used on the highway borders. In the absence of a bypass, heavy truck traffic continues to use River Road.

Significant fire incidents are relatively common and the response vehicles are out of date. The emergency services building will require upgrades to house modern replacements. Ambulance call rates have risen with the increased and ageing population and health care services are under pressure. River search and rescue infrastructure is not up to task. Community emergency planning for flooding, wildfire and other critical incidents needs updating. There is no animal control and abundant loose dogs are hazardous to both people and traffic.

Traditionally, municipalities dealt only with the provision of hard services such as sewer and water supply, maintenance of roads and the provision of park and recreation facilities. However, the role of municipalities has been evolving with Councils actively pursuing the broader development of healthy and sustainable communities through facilitation, non-traditional partnership collaboration and resource leveraging.

When smaller communities and their governments work together and make use of new technologies and alternative, innovative arrangements, critical services can become feasible. However, in Carmacks, physical geography, governance responsibility and development history have all served to isolate rather than build community unity. One of the more obvious problems is the difficulty of finding appropriate locations, funding and governance mechanisms for community facilities and services (e.g. recreation



complex and programming) that are accessible to the whole community. The negotiation and execution of appropriate joint service agreements between the Village and Little Salmon/Carmacks First Nation is essential for productive community development.

2.6.1 Goal

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

2.6.2 Objectives

1. To improve community health and safety by ensuring the quality and range of health treatment and emergency response infrastructure and services and incident prevention initiatives available are consistent with community needs;
2. To identify opportunities to coordinate action and/or collaborate on joint social, public safety and recreational initiatives that promote community wellness and address common safety concerns; and
3. To ensure the most economic and efficient delivery of high-quality priority services to the community by collaborating with other governments wherever possible.

2.6.3 Policies

1. To explore local service agreements with Little Salmon/Carmacks First Nation as outlined in Chapter 26 of the Self-Government Agreement wherever possible;
2. To review and update the community emergency plan and implement any recommended action;
3. To work with the Government of Yukon to facilitate any necessary upgrades to emergency response infrastructure such as the emergency services building, all emergency response vehicles and the community boat launch;
4. To continue to develop and expand the Yukon River boardwalk trail and formal path network along the Yukon River and across the bridge to resolve safety concerns;
5. To develop and implement a comprehensive community-wide residential fire



prevention strategy;

6. To advocate for expanded health care services that meet the identified needs of the growing population;
7. To advocate for improved resources for succession planning and transition management for emergency and health service providers; and
8. To make sure adequate land is reserved for future expansion and protection of the Nordenskiold Cemetery and support efforts of the Little Salmon/Carmacks First Nation to protect the two existing native cemeteries.

2.7 Environment

Given the nature of the local geography, a variety of natural and man-made environmental risks have been identified. These risks can be magnified or mitigated by the nature and intensity of surface land use. Acknowledging potential environmental risks and adopting appropriate land use policies with suitable zoning restrictions minimizes potential municipal liability.

Water in the community is primarily supplied by shallow wells that are densely distributed on small lots in the urban residential core. Protection of the quality of this groundwater supply is imperative. Yukon Housing Corporation is reportedly testing its domestic water wells in this area frequently with no problems identified and the landfill is considered to be functioning well. Nevertheless, its upstream location necessitates close attention to best practices in waste diversion, monitoring and management.

The new OCP also begins to contemplate the potential effects of climate change on the community and adjusts its environmental policies accordingly. Within the horizon of this plan climate change will likely warm the average annual temperature in the Carmacks region by 2°C. This regional warming will have subsequent effects on the frequency and severity of precipitation outside the range of experience of residents. The implications of climate change for Carmacks infer increased variability in the community's precipitation and hydrological regimes, resulting in both rising flood and drought potential, and subsequent impacts on infrastructure and residents alike.

For example, portions of the community are currently susceptible to seasonal flooding and will be vulnerable to rising flood risk with increasing frequency and severity under



conditions of enhanced uncertainty. Development should be kept out of flood-prone areas through the adoption of a 1:100 year floodplain setback. Other areas contain steep slopes that are subject to erosion where the establishment of setbacks from toe-of-slope and top-of-bank and restrictions on clearing vegetation are needed to protect bank stability.

2.7.1 Goal

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

2.7.2 Objectives

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



2.7.3 Policies

1. To prioritize protection of the groundwater aquifer that provides the community water supply;
2. To implement the solid waste management plan that includes measures to improve waste reduction and promote recycling and re-use at the municipal landfill site to maximize the facility's operating life;
3. To maintain a 450m setback between the landfill site and future residential development;
4. In undertaking road and drainage improvements within its area of jurisdiction, to make best efforts to manage run-off in a manner that minimizes the risk of environmental contamination to the Nordenskiöld and Yukon rivers by limiting the number of discharge points, controlling sedimentation and taking such flood control measures as are appropriate to the local conditions including a consideration of the effects of climate change;
5. To establish such setbacks, buffers and fencing requirements in the Zoning Bylaw as are required to separate residents from incompatible land uses, minimize noise, odour, dust and other potential sources of pollution, nuisance or public safety risk;
6. To identify and establish such regulations in the Zoning Bylaw as are deemed necessary to direct development away from environmentally sensitive lands including lands subject to erosion, flooding or subsidence and specify what conditions must be met to minimize any potential environmental risks, where intrusion into such areas cannot be avoided or are in the public interest; and
7. To permit or limit a land use activity, at Council discretion, to a particular time of the year to minimize potential land use conflicts and reduce the potential for negative environmental impacts.

2.8 Economy

Increasingly, traditional municipal revenue streams cannot meet expenses, leading to a need to cut services, raise taxes, or increase transfer payments from Government of Yukon (over which there is little direct control). In order to increase community self-



reliance and fiscal self-sufficiency, communities and their municipal governments need to widen and deepen the economic base that can afford to pay the costs of municipal services and sustain the community's ability to operate and maintain its infrastructure.

In Carmacks, the unemployment rate is higher and labour participation and income rates lower than the Yukon average. There is a heavy reliance on seasonal employment. Carmacks faces challenges in encouraging the entrepreneurial initiative that creates employment at a pace, scale and nature appropriate to community needs. Its proximity to Whitehorse and small size mean the market is not large enough to support extensive full time employment, the level of competition or the desired range of goods and services. Access to capital and financing are also limited.

Nevertheless, the greatest potential for local job creation and investment comes from people already living in the community who have a vested interest in its future. Since implementing self-government, Little Salmon/Carmacks First Nation has become the largest local employer and strongest potential partner in fostering concrete economic development opportunities that will have the greatest impact at the community level.

Government, resource development and tourism will continue to provide the backbone of the regional economy over the next 5-10 years. There is significant potential to renew the regional service centre role, capturing more of the value generated by pass-through traffic be it from tourism or as a result of regional resource development. Certainly, to the extent that access to mining activity particularly west and northwest of the community (e.g. Casino, Freegold Mountain, Coffee and Carmacks projects) is best accessed through Carmacks, the community has a role to play. However, the cyclical nature of the mining industry creates "boom/bust" activity and uncertainty. Tourism is currently seasonal in nature and largely dependent on pass through traffic headed elsewhere that tends to see the community only as a "pit stop". Capturing a greater proportion of this traffic for an extended stay, building on community culture and history, has potential. However, visitor first impressions are important and an attractive, welcoming appearance is critical so more needs to be done to enhance aesthetics. Heritage resources can also contribute to community pride and visitation.

Encouraging home-based business and leveraging the employment and training opportunities of local infrastructure projects could expand the local service sector.



2.8.1 Goal

1. To diversify and expand employment and deepen the municipal revenue base by making Carmacks a sustainable, and economically diverse regional service centre.

2.8.2 Objectives

1. To encourage local entrepreneurship by ensuring an adequate supply of affordable, serviced land to meet present and projected commercial and industrial land needs;
2. To encourage a diverse range of commercial uses to locate in the downtown area to serve the needs of residents and highway travellers alike;
3. To foster personal independence and employment of choice such as home based business within residential areas, where the commercial use and the nature and scale of business proposed does not interfere with the use and enjoyment of neighbouring properties;
4. To facilitate the provision of key community services that will significantly increase the attractiveness of the community as a place to reside and do business;
5. To provide a supportive business climate by ensuring the development approval process is undertaken in a fair, transparent and timely manner;
6. To enhance the community's role as the regional supply and service centre; and
7. To reduce economic leakage from the community.

2.8.3 Policies

1. To strongly encourage the Government of Yukon to relocate the Highway Maintenance Yard to the proposed site at the Carmacks airport thereby contributing directly to maintaining and enhancing the vitality of downtown Carmacks and to the economic health of the community;
2. To ensure an adequate supply of affordable, appropriately zoned and serviced land is available at strategic locations;



3. To enact such rules and regulations in the revised Zoning Bylaw to address the appearance, layout, access, landscaping treatment and use of signage along the Klondike and Campbell Highway corridors within municipal limits;
4. To consider the direct ownership and operation of feasible revenue generating enterprises with Little Salmon/Carmacks First Nation or other community partners, that meet key community needs and other enterprise selection criteria as adopted by Council policy;
5. To encourage home-based business while ensuring that the level of regulation and types of activities permitted respect adjoining property rights and values;
6. To regularly review the community economic development strategy;
7. To support the preparation of a regional land use plan that recognizes the community's role as a regional service centre;
8. To work with the Little Salmon/Carmacks First Nation to encourage the Government of Yukon to facilitate preparation of a regional economic development and tourism strategy that enhances the community's role as the regional service centre;
9. To encourage the assessment of the scale, pace and nature of all business and economic development proposals and advocate for the maximum use of local resources, infrastructure and resident labour force skills;
10. To assist the Government of Yukon to collect current, accurate information on changing demographics, community socio-economic needs and local trends;
11. To review and update the Zoning Bylaw to provide a clear, streamlined and timely development approval process and a business friendly environment;
12. To support mixed use zones and mixed use buildings where the types of activity proposed are complementary to the uses normally permitted in such zone;
13. To support a strong downtown commercial core and encourage a diverse range of uses to locate there; and
14. To encourage highway and tourist commercial uses to locate between the Yukon



River Bridge and the Campbell Highway intersection, in the downtown area, and at the intersection of the Nordenskiold Bypass. Strip development and spot rezoning for commercial use will be discouraged.

2.9 Municipal Services, Facilities, Utilities and Transportation

The Village of Carmacks provides a range of municipal services including road maintenance, landfill management, operation of a secondary wastewater treatment plant and sewage collection system (that currently serves only part of the community), fire protection and various parks and recreational facilities and programming.

The new secondary wastewater treatment plant has been completed and the lateral sewer collection system upgraded. The Village has evaluated options for a new communal water supply and distribution system to serve the core area. Costs and logistics are prohibitive so this project will not proceed, subject to it being mandated for public health or new information from possible LSCFN studies. A management plan for the solid waste landfill site is in place and subject to an upcoming review, there is an estimated 20 years capacity left. Roads are being BST treated and are considered to be in good condition. Nevertheless, some transportation issues remain such as a need to make pedestrian movement safer and more convenient.





The existing Nordenskiold Bridge has been replaced but industrial traffic continues to travel through town on River Road. The 2005 OCP recommended a bypass road be constructed around the community to link up with the Mt. Nansen and Freegold mining roads. An alignment has been identified and the road connection between the Klondike Highway and Nordenskiold River built. The final section is subject to advancement of the two main mining projects expected to be served and cost-sharing agreements.

By virtue of the community's geography, all pedestrian and vehicle traffic between the First Nation village on the north bank of the Yukon River and the service hub of the community must use the Klondike Highway Bridge. The need to strengthen this link and improve pedestrian safety along the Klondike Highway between Ptarmigan Road and the access road to the main First Nation village has been identified as an outstanding transportation and public safety concern and this is long overdue.

The energy costs of operating the recreation complex are onerous and the roof of the hockey rink has structural foundation issues that must be fixed. The two 1984 fire trucks must be replaced with larger vehicles that may require the emergency services building to be replaced or substantially renovated.

However, while senior government infrastructure funding programs can typically be accessed to cover the capital cost of replacing worn out infrastructure, the operating costs remain a municipal responsibility that must be supported by the small tax base, in the absence of any joint service agreement with Little Salmon/Carmacks First Nation.

2.9.1 Goal

1. To provide safe, reliable and cost effective services to Village of Carmacks residents, including an effective hierarchy of roads and trails that minimizes potential conflicts between vehicles and pedestrians and ensures efficient movement through all parts of the community.

2.9.2 Objectives

1. To ensure a high quality water supply within the community is maintained;



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

2.9.3 Policies

1. To work with the Government of Yukon to ensure appropriate monitoring of the quality of the shallow well water supply in the core area of the community is in place and that an early warning system is established that will enable the water supply to be protected from any imminent or growing hazardous contamination;
2. To work with the Little Salmon/Carmacks First Nation to encourage the Government of Yukon to construct a safe, year round connection to the existing boardwalk trail to safeguard pedestrian movement along the shoulders of the Klondike Highway and across the Yukon River Bridge and strengthen connections between the main First Nation neighbourhoods and the rest of the community;
3. To encourage the Government of Yukon to coordinate completion of the bypass road and second bridge across the Nordenskiold River with development of any significant traffic generating resource project that requires access from the Klondike Highway; and
4. To extend infrastructure in an orderly, economic and affordable manner consistent with prudent fiscal management

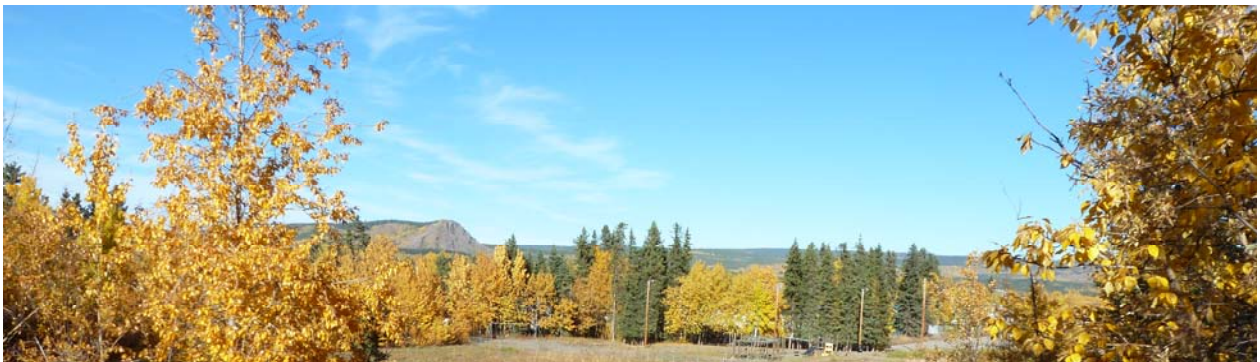


2.10 Parks, Recreation and Open Space

Every community has park, recreation and open space needs. Recreation contributes to community development by enhancing the health of residents, by building social networks, and by strengthening community spirit and pride. A community's recreation needs change over time reflecting trends and activity preferences. Recreation infrastructure can also support tourism and economic development.

It is important to identify those open spaces that people want protected for recreational, educational, environmental, traditional seasonal food gathering and future development purposes. Clarification is required on the purposes of these open spaces and what types of land use activities are compatible with these.

Park spaces should be developed and managed for clearly described user groups and purposes. Merv Tew Park was purchased for use as a golf course and community park and the Coal Mine Lake area has been identified both for its recreation and tourism potential. The appropriate level and timing of further development of these needs to





be thought through and the audience and function of other existing parks well defined.

There are numerous trails that extend out from and through the community that are used for walking, running, mountain biking, cross-country skiing and snowmobiling. Others provide access to specific features such as Coal Mine Lake, the First Nation cemetery and local berry picking sites. The location, function and importance of these trails need to be documented. Trails and linkages such as the network on the ridge between the Klondike Highway and Nordenskiold River and the Yukon River boardwalk should be protected, maintained and enhanced to serve both resident and visitor needs by linking key services, neighbourhoods and attractions.

The principal challenge for a small community with limited financial resources is the ability to fund the operating costs while keeping user fees affordable and participation rates up. A trade-off results between maintaining what exists and developing the potential of new sites and facilities. Ensuring the level of recreational programming is affordable and appropriate to local needs has to be thought through. Carmacks is surrounded by accessible and interesting terrain and recreation programming should take full advantage of the natural environment and existing facilities. For instance, as commercial use of the former riverside campground is no longer being considered (a private one operates north of the river), a feasibility study for its conversion to a soccer field is planned. The guiding principle for recreation planning should be easy access to good exercise within an established affordability framework. A user agreement with LSCFN should be explored to increase the available budget for facilities and services.

2.10.1 Goal

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

2.10.2 Objectives

1. To ensure a range of year-round recreational opportunities are available which reflect the age, gender, capabilities and lifestyle interests of the community;
2. To encourage recreational programming and facilities that are suited to the community's location and resources;



3. To work with the Government of Yukon to enhance the appearance of the Klondike and Campbell highway corridors to provide a welcoming impression of the community by maintaining buffer strips where appropriate and reviewing the amount and placement of signage, decorative banners, lighting and sidewalk treatment including right-of-way maintenance practices;
4. To provide the types of recreational programming and supporting park and visitor facility infrastructure that will encourage travellers to spend more time in the community;
5. To work with the Little Salmon/Carmacks First Nation and Government of Yukon to protect, conserve and interpret our heritage resources and community history;
6. To encourage continuous public access along the Yukon and Nordenskiöld riverbanks to the maximum extent possible; and
7. To maintain and develop Merv Tew Park for community recreation use.

2.10.3 Policies

1. To regularly review the Strategic Recreation Plan and develop an expanded Parks and Trails component that identifies major points of interest in the community, balances facilities, trails, parks and open spaces, describes the target audiences and purposes of each and determines the development and management approaches to be applied in order to best serve both resident and visitor needs. At a minimum, this component will inventory and map existing trails, address pedestrian links between key services, neighbourhoods, and attractions, include direction for trail management, a signage program and the landscaping and appearance of the Klondike Highway corridor and establish the future recreational use of Merv Tew Park;
2. To work with the Little Salmon/Carmacks First Nation to make the highest and best use of the former campground site by the Yukon River;
3. To support the development of a new visitor information centre in the village centre clearly visible and accessible from the Klondike Highway tourist service strip;
4. To work with the Little Salmon/Carmacks First Nation to complete the inventory and evaluation of the community's known heritage resources;



5. To support the protection and interpretation of the community's heritage resources. Wherever possible, Council will encourage the in-situ protection, restoration and/or re-use and interpretation of heritage buildings and may offer such support and incentives as it deems appropriate in conjunction with other governments;
6. To work with the Little Salmon/Carmacks First Nation to prepare a plan for the Coal Mine Lake area;
7. To determine whether a heritage impact assessment will be required before permitting any new development within 100m of the top of bank of the north facing bluff along the south side of the Yukon River or along the Nordenskiold River;
8. To the extent that the Village is empowered, prohibit disposition of the 30.48m-waterfront reserves along the Nordenskiold and Yukon rivers in order to preserve the opportunity to maintain or develop a continuous public access trail corridor;
9. Lands identified as hinterland or open space are intended to be maintained primarily in their natural state. Land use activities such as agriculture, woodlot harvesting, soil and gravel extraction and/or types of recreational use may also be permitted by Council on a case by case basis according to the merits of the proposal, need for the resource, scale and duration of the activity and level of potential impact; and
10. In considering proposals to subdivide land that involve a requirement to dedicate land for public use, Village Council will consider deferring or waiving that requirement if it is deemed to be in the large public interest to do so.





3.0 Implementation Action Plan

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

The chart indicates the actions required, their relative priority in terms of community development and the lead partners that will be required to collaborate to move them forward. The chart provides a quick checklist that Council and others interested in implementation can reference to see evidence that progress is occurring.

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

Table 2 – Action Plan

Action Required	Priority	Lead Partners
Develop and implement a comprehensive community-wide residential fire prevention strategy	1	VoC, GoY
Upgrade emergency services building	1	VoC, GoY
Consider the merits of a development incentives program	1	VoC
Explore Land Development Protocol Agreement with Government of Yukon	1	VoC
Explore the subdivision of Lots 88 & 89 for urban residential use	1	VoC, GoY
Establish a comprehensive water quality monitoring system for the shallow well water supply in the core area of the community	1	GoY
Remediate any structural deficiencies of the hockey rink	1	VoC
Relocate Highway Maintenance Compound to airport	1	GoY



Review and update community emergency plan	1	VoC, GoY
Complete bypass road and second Nordenskiold bridge	2	GoY
Explore local service agreements with LSCFN	2	VoC, LSCFN
Examine establishing an animal control service in partnership with LSCFN	2	VoC, LSCFN
Implement the 2011 community economic development strategy	2	VoC
Identify, inventory and value community heritage resources and adopt appropriate conservation measures/strategies	2	VoC, LSCFN, GoY
Develop new visitor information centre	2	VoC
Enhance the appearance of the Klondike Highway corridor	2	VoC, GoY
Undertake planning for an expansion of the wastewater treatment plant as user projections require	3	VoC, GoY
Improve pedestrian safety along the Klondike Highway between the primary First Nation neighbourhoods and the service core	3	VoC, GoY
Review the Strategic Recreation Plan and develop an expanded Parks and Trails component	3	VoC
Complete development of Merv Tew Park	3	VoC
Upgrade and extend trail network in and around community	3	VoC, LSCFN
Work with LSCFN to develop a soccer field or other such recreation infrastructure	3	VoC, LSCFN
Upgrade the boat launch	3	VoC



Appendices

A1 Population Projections

G. J. Bull & Associates completed a review of the community's population in 2003 as part of the planning for a new wastewater treatment plant. Bull concluded that a 2% growth rate was realistic and planned the facility for an initial threshold target of 500 persons. The 2005 OCP accepted the 2% growth rate and the initial population target of 500 for planning purposes.

The 2011 Canadian census, published by Statistics Canada, records the population of the Village of Carmacks as 503, rising from 425 in 2006. This estimate is corroborated by the Yukon Bureau of Statistics, which derives its population estimates from Yukon health records rather than census results, and estimates the population of Carmacks to be 519 in June 2012. Neither estimate is entirely accurate, the "community" of Carmacks will also include some residents living outside the municipal boundary and relying on municipal services.

From 2006 to 2011 the population of the Village of Carmacks increased 18.4% or an average rate of 3.7% annually. However, annual growth has varied considerably over the past two decades and has ranged from -1.6% annually (1996-2001) to 6.7% annually (1991-1996). Varying rates of annual growth such as these are not uncommon in northern communities.

Community growth rates over the longer term are more stable and the population of Carmacks is increasing at approximately 2% per year. Population and annual growth for the Village of Carmacks for the last 20 years are provided in Table 3.



Table 3 – Population and Growth Rates for Carmacks (Statistics Canada)

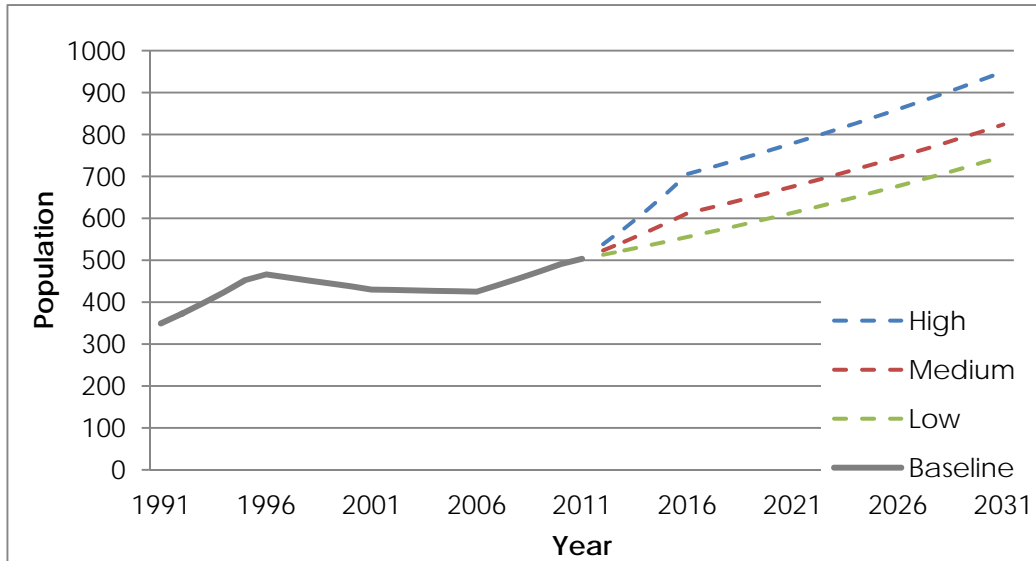
Year	Population	Population change (5 year)	Growth per year (%)	Population Change (10-year)	Growth per year (%)	Population Change (20-year)	Growth per year (%)
2011	503	78	3.7	16.98	1.7	154	2.2
2006	425	-5	-0.2				
2001	430	-36	-1.6	23.21	2.3		
1996	466	117	6.7				
1991	349						

Fluctuating growth rates, such as those noted above, make it difficult to project future populations. Three growth scenarios are suggested based on historic annual and longer-term growth rates. A high growth rate scenario is based on annual growth between 1991 and 1996. In this scenario annual growth occurs at a rate of 7% for five years until it levels off at the 2% growth rate observable over the next 15 years. In the medium growth scenario, growth occurs at a rate of 4% for the next five years, based on the annual growth rate over the past 5 years, before levelling off to 2% annual growth to 2031. This would be an extension of current growth rates. In the low growth scenario, population growth occurs at an annual rate of 2% over the next 20 years in keeping with the annual growth rate over the past 20 years.



Figure 3 below shows these three growth rates and future population changes over the next 20 years.

Figure 3 – Carmacks Population Growth Projections



The population of the Village of Carmacks in 2016 and 2031 is projected at:

- High growth 705 in 2016 and 949 in 2031
- Medium growth 612 in 2016 and 824 in 2031
- Low growth 555 in 2016 and 724 in 2031

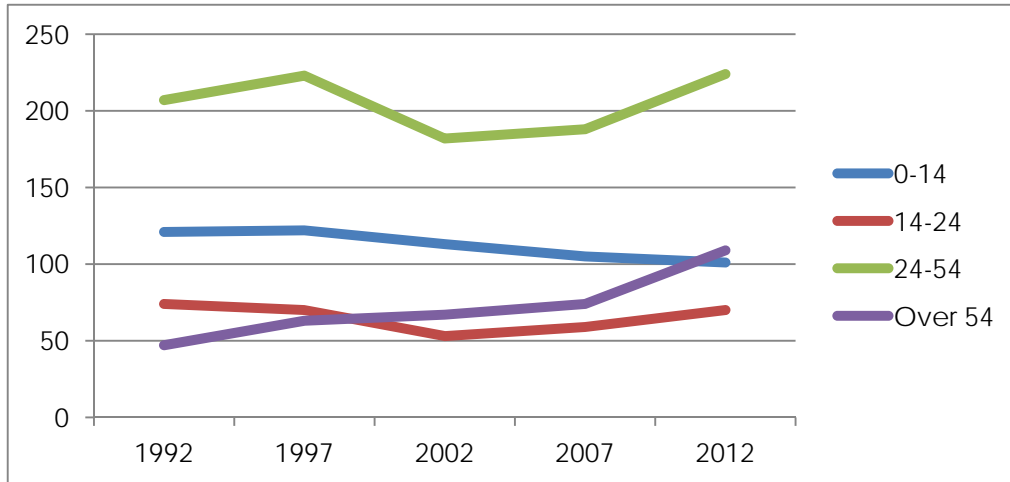
The scenarios do not account for a downturn in population growth, which occurred from 1996 to 2006. Positive growth rates have been emphasized because of current growth in the community and the overall positive growth rate that has occurred in the community since 1991.

These scenarios are only estimates and future growth may not match the rates suggested. These scenarios have been developed as references to ensure that the community is able to accommodate and react to growth within the OCP. They are used for determining the amount of land require for different land uses and a realistic measure for determining what types and amount of businesses can realistically be supported in a community of this size.



Although it remains the youngest community in the Yukon, in common with much of Canada, Carmacks has also experienced an ageing trend over the last 20 years, as shown in **Figure 4**. The expanding population of seniors and near-retirees will be an increasingly important influence on community planning and service needs.

Figure 4 - Carmacks Population Age Trends





A2 Land Supply Analysis

The 2005 OCP had nine land-use designations (Table 5). Of these, four provided direction related to meeting the residential and/or business needs of the community. These designations were country residential, urban residential, commercial and industrial. Based on discussion with Village Council and staff the land contained within the remaining five designations was considered sufficient to meet the anticipated requirements of the community over the long-term. For example, no additional parkland is deemed necessary and an expansion of the airport facility is unlikely. The conclusions of the 2005 OCP for these designations remained sound going forward. The remainder of the land demand analysis focused on the four designations of interest to this OCP update.

As of December 2012 the Government of Yukon Carmacks Lot Inventory included 5 country residential and 2 commercial lots available for over the counter sale. There were no urban residential or industrial lots. However, this does not present a complete picture of actual land availability because it does not factor in lots that have been purchased but not yet built upon, land that could be subdivided or even housing units that exist but are vacant. There are also those lots that are zoned for one type of use but are occupied by another such as commercial lots currently used for residential purposes. Similarly, it is difficult to factor in the First Nation housing demand even though they comprise almost two-thirds of the population.

Table 6 provides an account of the current and anticipated availability of land within each designation based on the information currently available for the number of lots for sale within the community, the number of new lots anticipated to be activated and sold within the next year, and the number of lots that are sold per year by designation based on the experience of Council and the Chief Administrative Officer.

To look at the land demand requirements it is also important to keep in mind the community's current size (519) and anticipated annual growth rate (2%). The population of Carmacks is anticipated to grow by 50 to 200 people within five to seven years and up to 950 people by 2031.

In assessing whether there is an adequate supply of land by category, it is important to differentiate between lots that currently exist and are identified in the current OCP for a



particular purpose and lands that could be subdivided and developed for a similar purpose. The situation is further complicated by First Nation land selections. While these lands can be subdivided, they are generally only surveyed as a block and remain owned collectively by the First Nation. In many cases these land parcels were selected with an intended economic use in mind. A non First Nation person may be able to lease a property but they cannot purchase it. Thus it can be argued that while sufficient land may be available for a particular category of land use, it may be argued that it is not strictly similar because it cannot be purchased directly. Other factors that affect the marketability of a property include whether it is serviced or not, has highway access or visibility, and the practical property cost given the amount of work that may be required to develop it.

Housing Demand Characteristics

The Village has identified ensuring that sufficient housing is available to meet the immediate and long-term needs of the community as a priority. The community economic development strategy completed in 2011 included a survey that suggested the following trends within the community with regard to home ownership and housing demand:

- There is a willingness to build new homes within the community, with much lower interest in purchasing an existing home.
- Current ownership demand is almost entirely for single detached homes. There is some interest in duplexes and townhouses, but none for apartments.
- The average housing size in demand is (at minimum) 136m².
- Specific location needs vary, but 60% of survey respondents would live downtown.
- 42% of survey respondents consider availability as a barrier to owning a home.



Projected Residential Lot Requirements

The population projections suggest likely increases over the next 20 years. The projected increases in population and associated projected demand for residential units in the Village that will result from the three population growth scenarios are provided in Table 4. Residential density is based on that recorded in the 2011 census.

Table 4 – Village of Carmacks Projected Residential Unit Demand Forecast

Projected Growth	Projected Population Increase (2016)	Projected Population Increase (2031)	Residential density (single unit)	Short-term Residential Unit Demand (2016)	Long-term Residential Unit Demand (2031)	Anticipated Shortfall in Residential Lots (2016)
High	202	446	2.6	79	174	75
Medium	109	321	2.6	42	125	39
Low	52	244	2.6	20	95	17

Table 5 – 2005 OCP Land Use Designations and Supply Conclusions

Land Use Zone	Intended Use	Conclusion of 2005 OCP
Country Residential	To provide a residential housing zone that contains larger lots without the provision of a full range of municipal services to provide for a more rural lifestyle with greater personal privacy.	Supply is sufficient for 5-7 years. Additional suitable land has access and servicing constraints.
Urban Residential	To provide a residential housing zone that permits a range of housing options with a water and sewer service.	Supply is sufficient for 5-7 years. 100 additional lots identified along River Road to the North of the Nordenskiold River.
Community Use	To provide a public infrastructure zone for those administrative, institutional, public utility or recreational uses that serve the community.	Sufficient to meet identified needs. No additional needs identified.



Commercial	To provide for a variety of commercial uses including mixed use buildings and vehicle oriented developments at strategic, visible locations to meet the needs of the local community and serve the travelling public.	Sufficient for present needs. Additional commercial land feasible when Highway compound is relocated.
Airport	To provide a zone to accommodate the operation of an airport and related uses.	None provided in the OCP.
Industrial	To provide a zone to accommodate a range of industrial uses involving the manufacture, assembly, distribution, service, repair and storage of materials	Sufficient to for present and anticipated future needs. Additional lands available south of the community or in the vicinity of the airport.
Parkland	To provide a zone for areas of public land for indoor and outdoor active and passive recreational uses including the protection of environmentally sensitive lands.	Sufficient to meet identified needs. No additional needs identified.
Hinterland	To provide a rural land use zone within the municipal boundary with no currently planned or designated use, to be managed in a generally undeveloped and natural state or with such tenure and use restrictions as are necessary to accommodate a limited range of development activity.	None provided in the OCP.
Future Development	To ensure lands identified in the Official Community Plan as most suited for future development are reserved for that general purpose with the minimum number of encumbrances and can be developed at an appropriate future date in an orderly and economic manner.	None provided in the OCP.



Table 6 – Current and Anticipated Availability of Land by Designation

Land Use Zone	Current Availability	Anticipated Availability	Minimum Lot Size	Number of Lots Sold Per Year
Country Residential	5 lots	No additional lots currently anticipated	0.4ha	2-3
Urban Residential	0 lots	3 lots anticipated for sale within one year	Single family: 446m ²	Up to 5
			Higher density: 892m ²	
Commercial	2 lots	None anticipated for sale within one year	446m ²	Varies
Industrial	0 lots	2 lots anticipated for sale within one year	0.4ha	Varies

Housing and Future Land Use Requirement Implications

The following is a simplified assessment of the communities current land need and demand. The conclusions reflect an assessment of whether the present supply is adequate given the projected community population and the OCP objective to maintain a minimum 2-3 year supply of lots in all land use categories exclusive of that which may be available on the private market at any time.

Urban Residential

Subject to the limitations of the survey, demand trends suggest that current demand for housing does exceed supply and that the average resident would prefer to live within the fully serviced downtown area of Carmacks. This demand cannot be currently met. No urban residential lots are currently for sale and the three to four urban residential lots expected to come on-line in 2013 will likely be sold within the year based on historic rates of sale. The immediate needs of the community for urban residential land are therefore not being met.



While there is sufficient land for urban residential use currently designated to meet the longer-term needs of the community, such as the 100 lots that could be subdivided from land adjacent to the confluence of the Yukon and Nordenskiöld Rivers, this land is primarily privately held and the precise timing of development of these lands is unknown. This land may not become available for some time. There are also constraints to extending sewer service to these lots as envisioned by the current urban residential designation, both because of the topography and the limited capacity of the wastewater treatment plant. It is also not known if or when other privately owned vacant lots within the downtown will be developed.

Table 3 shows that an expected shortfall of 17 to 75 residential lots is expected within the short-term. Of these lots, based on the survey of housing demand, the location of 12 to 47 of these lots within the downtown would best meet demand. Over the long-term the housing shortfall may rise to 103 single-family lots, although the likelihood of this is unknown.

The current supply of urban residential lots is insufficient to meet the immediate or short-term needs of the community. In addition, while sufficient land is currently designated urban residential to meet the anticipated short and long-term needs of the community, this land is not currently targeted for development.

Country Residential

There are currently 5 country residential lots for sale in the Village of Carmacks, at a historic rate of sale of 2-3 lots per year, which suggests that sufficient country residential lots exist to meet immediate demand. Based on the housing demand survey and the projected growth in population, 8 to 30 country residential lots may be needed in the short-term. Up to 69 country-residential lots may be required over the long-term, although the likelihood of this is unknown. If rates of sale exceed 2-3 lots per year, as would be needed in a high growth scenario, additional country residential lots will need to be developed. Sufficient country residential land is currently designated in the north and west parts of the community to meet projected development needs.

A sufficient supply of country residential lots exists to meet the immediate needs of the community. Additional country residential lots are needed to meet the short and long term needs of the community. Sufficient land is designated country residential to meet the long-term needs of the community.



Commercial

There are currently 2 commercial lots for sale in the Village of Carmacks. Council and staff suggest that sufficient commercial land exists to satisfy immediate demand. Areas designated commercial within the downtown and along the Klondike Highway are currently under-utilized. Therefore, at this time (given that the demand for commercial lots is variable) sufficient land is designated commercial and to meet the immediate needs of the community.

Over the short and long term the need for developed commercial lots may increase, especially in a high growth scenario, and demand may exceed supply. If this occurs, sufficient land is currently designated commercial and could be developed to meet the needs of the community in the short-term. In the unlikely event that additional commercial land is needed over the longer term, the OCP identifies an area in the north of the community and along the Klondike Highway for future development. These lands have not been developed and portions of which, given their location and proximity to other land designated commercial, may be appropriate for commercial purposes. Designation of these lands as commercial would ensure a sufficient supply of land could be made available to meet any long-term needs of the community.

A sufficient supply of commercial lots currently exists and/or is designated within the current OCP to meet the immediate and short-term needs of the community. If deemed necessary, additional future development land can be designated commercial to meet the long term needs of the community.

Industrial

Two industrial lots are scheduled to come on-line over the next year. Based on the experience of the Chief Administrative Officer, these lots should meet the immediate needs of the community.

Designated industrial land is currently limited within the existing industrial subdivision in the south of the municipality and, subject to demand, more may be required to meet the short or long-term needs of the community. If additional land is required, significant land currently designated future development exists adjacent to the airport. This land has already been suggested as appropriate for the eventual development of industrial



uses and will likely be sufficient to meet any potential demand over the short and long-term.

While sufficient industrial lots exist to meet the immediate needs of the community, additional industrial lots will be needed in the short and long term. Sufficient land is either designated as industrial or future development land that could be designated industrial, to meet the immediate, short and long-term (20 year) needs of the community.



Village of Carmacks

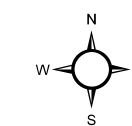
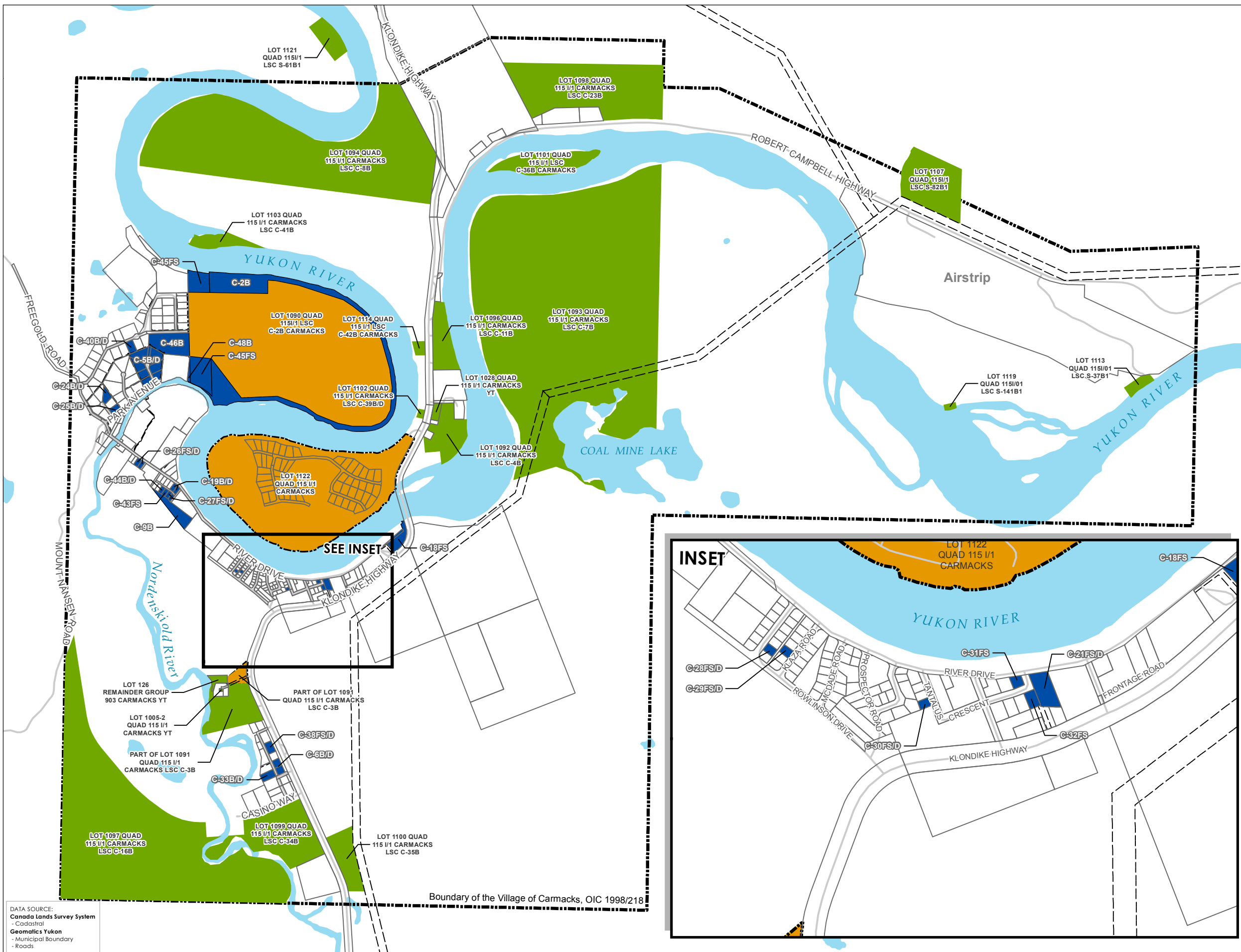
Schedule B





LEGEND

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



Scale: 1:30,000



DECEMBER, 2012

Village of Carmacks - Schedule B
Official Community Plan Bylaw No. 207-13

Schedule B First Nation Lands

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








Village of Carmacks

Schedule C





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

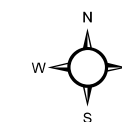
MAPPING BY INUKSHUK PLANNING & DEVELOPMENT (2004)

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



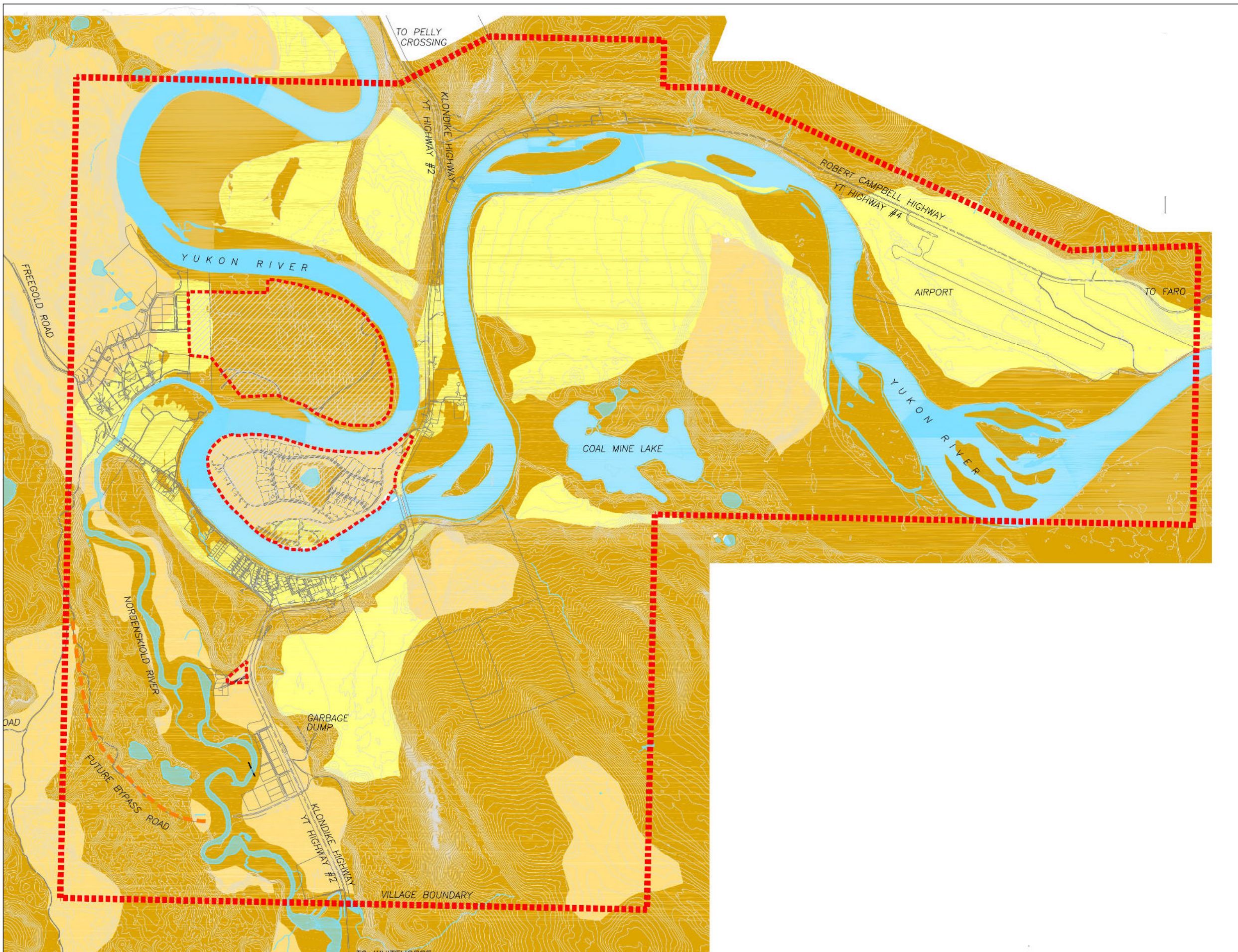
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DECEMBER, 2012

Village of Carmacks - Schedule C
Official Community Plan Bylaw No. 207-13

Schedule C Floodplain and Landscape Analysis



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




Village of Carmacks

Schedule D



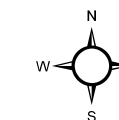


LEGEND

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

LAND USE DESIGNATIONS

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



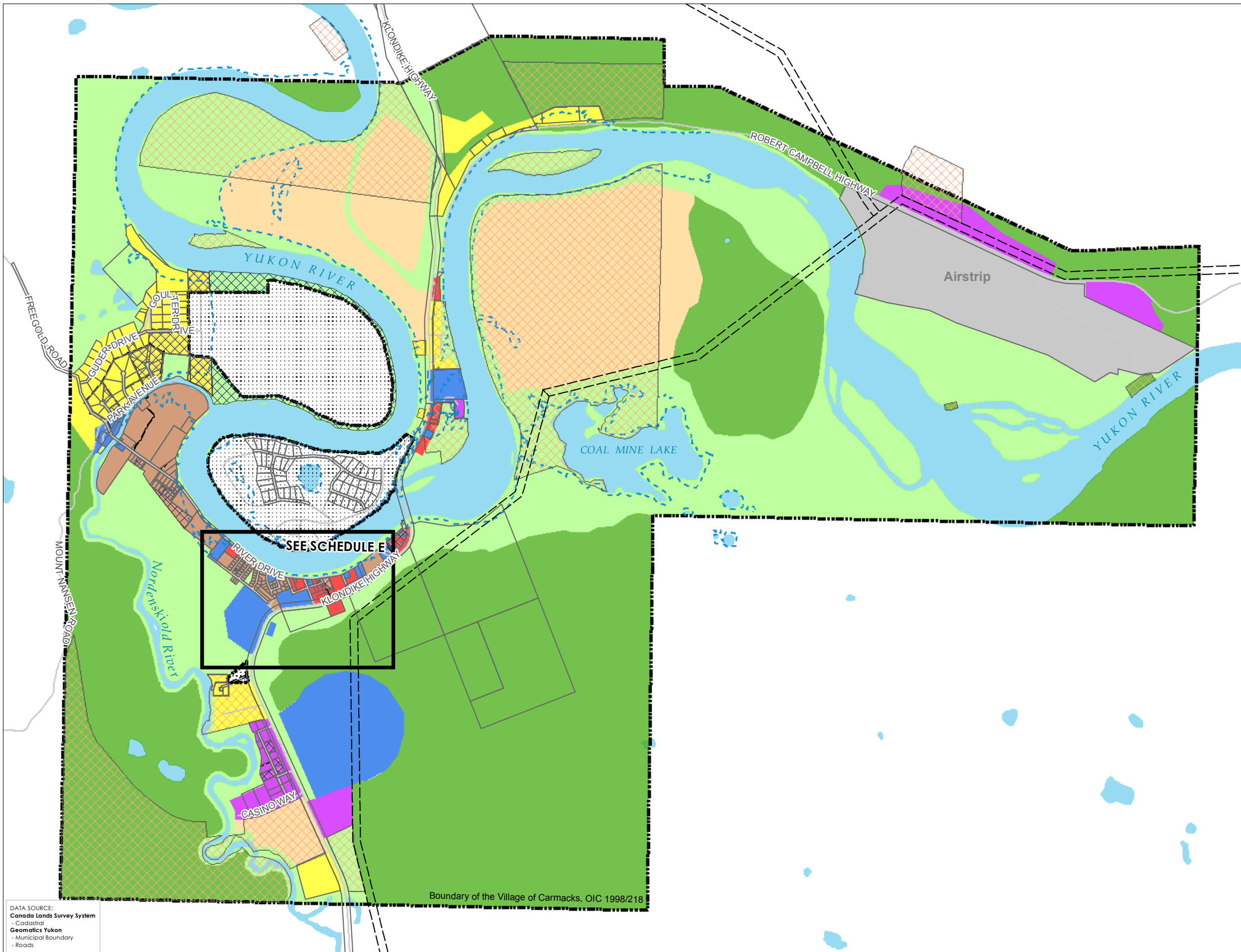
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MARCH, 2013

Village of Carmacks - Schedule D
Official Community Plan Bylaw No. 207-13

**Schedule D
Land Use Map**



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

Boundary of the Village of Carmacks, OIC 1998/218



Village of Carmacks

Schedule E



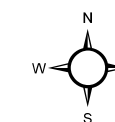


LEGEND

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

ZONING DESIGNATIONS

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



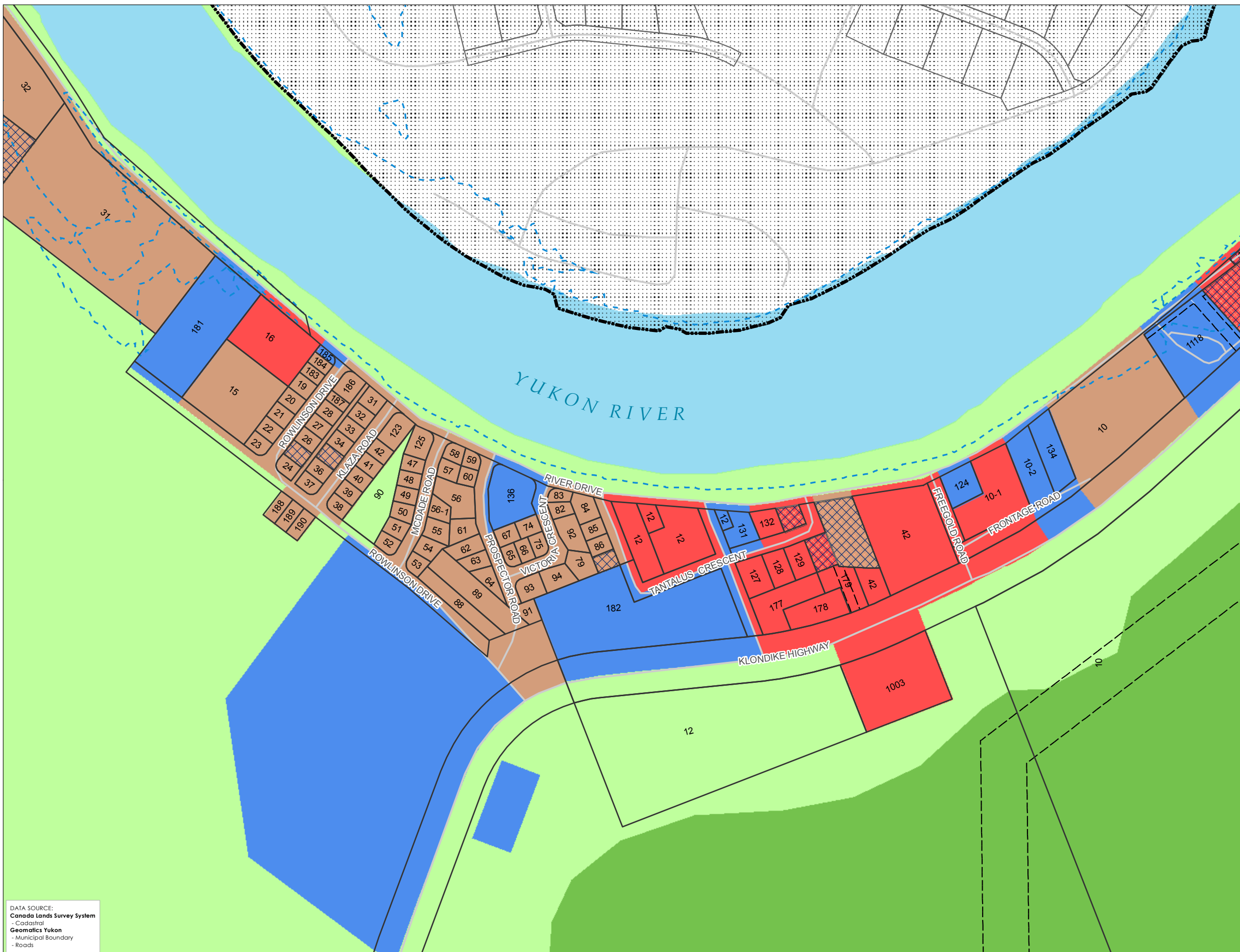
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MARCH, 2013

Village of Carmacks - Schedule E
Official Community Plan Bylaw No.207-13

**Schedule E
Land Use Map Inset**



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

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