

# Carcross Heritage Management Plan

**DRAFT**

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# Carcross

## Heritage Management Plan

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### 1.0 Introduction

What is 'Heritage'?

*"Heritage is inheritance, both cultural and natural, more significant or less significant, physical and spiritual, tangible and intangible. It includes places, things, objects and activities, and practices such as storytelling, rituals, songs, and domestic practices" (Doug Olynyk).*

A Heritage Management Plan is a document that illustrates why the heritage of a community is valued and by whom. It provides the community with guidance on how to look after and preserve its heritage resources for present and future generations to enjoy. Cultural heritage resources are tangible evidence of the community's history.

This plan deals with cultural and natural heritage resources within Carcross as defined by the boundaries of the approved Local Area Plan. This does not mean that there are not cultural and heritage values outside the community boundaries valued by Carcross residents. Those values will be addressed when the regional land use plan for the area is prepared.

Preparing a heritage resources plan was one of the implementation tasks that arose out of the recently completed Local Area Plan. The Heritage Management Plan includes guidelines and recommendations for changes to the South Klondike Area Development Regulations which are administered by the Government of Yukon.

This Plan describes the heritage resources present in Carcross (originally known as Caribou Crossing) which are valued as an integral part of the community's identity and sense of place. It lays out a strategy for the conservation, protection, management, enhancement and enjoyment of these community assets by present and future generations. It includes a suggested development review process to be included in the Area Development Regulations and guidelines to assist proponents and regulators in assessing rezoning applications and development permits involving the use, alteration, refurbishment and re-use, replacement, removal and disposal of heritage resources.

The Plan identifies the character of Carcross over its full history. Its tangible assets comprise the built heritage and landscape, which encompasses remnants from before European settlement through to today. Its intangible assets are derived from the cultures of both the First Nations and non-First Nations inhabitants which make Carcross home. The Plan further considers community heritage landscape values such as views and streetscapes, and natural components such as the beach and the desert. All these add quality, texture and spatial context to the community's sense of identity. Recognizing that the community will continue to grow and evolve, the Management Plan will help guide and inform change in a way that is respectful of the heritage character of the community.

This Plan has linkages to a variety of other plans that have been developed for Carcross. These include:

- Carcross Local Area Plan (2013);
- Carcross Downtown Core Plan (2008);
- Local Area Development Regulations;
- Carcross Waterfront Research Project (1997);
- Walking Tour brochure;
- Summary Report – Carcross Downtown Core Planning Process (2007);
- Yukon Register of Historic Places – Caribou Hotel & White Pass and Yukon Railway Station;
- Carcross and Area Interpretive Plan (2012);
- CTFN Final Agreement – Chapter 13 Heritage (2005);
- Previous initiatives to develop heritage tourism, such as early plans from the 1980s, after opening of the South Klondike Highway, interpretation programs and plans to reopen rail service by White Pass & Yukon Railway (WP&YR), and plans by the Yukon Government (YG) for the *SS Tutshi* Interpretive Centre prior to the fire that destroyed the boat.

The need for a Heritage Management Plan was raised as a priority during the development of the Carcross Local Area Plan (LAP) in 2013. The LAP identifies community heritage values that are part of Carcross’s sense of place such as the size, scale and character of buildings, distinctive local landscape features and the vibrant Tagish and Tlingit cultures.

The LAP vision statement reads:



The implementation experience of heritage management plans developed for communities with a similar context such as Dawson City and Skagway have been considered in developing the heritage guidelines and recommendations for changes to the Area Development Regulations using a “best practices” approach and the overall community vision statement.

### **1.1 Heritage Management Plan Vision**

The Carcross community, Yukon and CTFN governments need to work together within their respective jurisdictions to manage the ongoing development of Carcross in a way that demonstrates good stewardship practices with respect to the town’s full history and diverse cultures. This includes managing change and interpreting both tangible and intangible heritage resources. The outcomes will provide an improved quality of life for residents and an attractive destination for visitors.

The following vision statement captures in plain language the motivation and desired outcome behind preparing the Heritage Management Plan:

- ***“Our heritage resources tell our story as a community. We value and respect the unique natural landscape that surrounds us and the history and cultural diversity that shaped our built environment. It is our collective responsibility to ensure this legacy is cared for and managed in a respectful, sustainable manner for the enjoyment of present and future generations”.***

## **2.0 Framework and Process**

The Carcross Heritage Management Plan was developed under guidance of a Working Group comprised of representatives of YG, Carcross/Tagish First Nation (CTFN), WP&YR, South Klondike Local Advisory Council (SKLAC) and the Carcross community. Meetings were held with the Working Group to determine and discuss approach and progress.

Carcross is an unincorporated community. The responsibility for land management including processing development applications is with YG-EMR Land Planning Branch. The Department of Tourism & Culture Historic Sites Unit is responsible for addressing heritage issues related to the community.

The Carcross/Tagish First Nation government fulfills its heritage conservation and management mandate through its Final Agreement. Specific clauses related to this topic are located in FA Chapters 11 and 13.

SKLAC is an elected body established under the Municipal Act to provide a voice for residents living in unincorporated communities such as Carcross. Its purpose is to provide advice to the Minister on matters of concern to the community. It does this by seeking input from the community on specific issues and communicating that input to the Minister. It has no regulatory or other authority to pass bylaws. Governance of community affairs remains within the territorial government under the applicable legislation.

Community input was sought through public consultation. A public talk on heritage conservation was held in Carcross on April 8<sup>th</sup> followed by two interactive workshops on April 30<sup>th</sup>. The public presentation focused on the role of heritage management and preservation in strengthening the heritage character and distinctive identity of Carcross. Further, to maximize public input a questionnaire was circulated through the community. All community input has been considered and responses are reflected in the Plan (see Section 2.1).

Stakeholders identified in the public consultation process were:

- Residents
- Property owners
- Stewards of land, water, air, resources, culture and history
- Business owners
- Tour operators, both local and from away
- Visitors

## 2.1 Survey Results

YG's Historic Sites Unit issued a questionnaire in the May 27 – June 12, 2015 timeframe. A total of twenty one (21) questionnaires were completed. 71% of respondents were Carcross property owners and 63% indicated that Carcross's heritage was a contributing factor in choosing Carcross as their hometown. When asked what they wanted to see accomplished through this Heritage Management Plan, the five (5) top ranked answers were:

- Keeping the heritage of Carcross for future generations;
- Conservation of viewsapes within the planning area;
- Conservation of buildings and/or structures;
- Public awareness of community heritage;
- Designation of key historic sites.

The full survey report is located in **Appendix A**.

## 3.0 History and Heritage

### 3.1 Heritage Components

The heritage of a place comprises tangible and intangible assets. Buildings and structures are tangible assets. Stories, art, song and dance and learned skills such as language, hunting, fishing and carving are considered intangible heritage and reflect culture. **Figure 1** illustrates the various components that together compose Carcross's community heritage.



**Figure 1: Heritage Components**

### 3.2 Layers of History

Carcross has a rich history spanning many centuries in time, dating back to the semi-nomadic way of life of the Tagish and Tlingit and continuing through the Klondike Gold Rush period at the turn of the 20<sup>th</sup> century and later settlement periods through to today. Each period forms a distinct layer in Carcross's history. This 'accretion of layers' is unique to the community. Many layers are still visible in surviving buildings, cultural (humanly modified) landscapes and their relationship with the natural landscape. It is important to understand all aspects of the eras to better preserve and respect Carcross' past and present. Although Carcross can trace its history as a permanent settlement to the influence of the gold rush, almost all of the surviving heritage resources are from other later eras of development.

The authenticity of the built and natural heritage is very important and a fundamental community value in Carcross. The primary layers of history present include:

- ***First Nation culture and history***

Before the Gold Rush, the Tagish and Tlingit people enjoyed a semi-nomadic hunting, gathering and fishing lifestyle. Carcross was a natural stopping and seasonal meeting point. Trade and intermarriage between the inland and coastal people were common place. Culturally significant features that still remain from this era include hunting blinds on the surrounding mountains, the network of trails and traditional use sites throughout the traditional territory. The Tlingit allowed prospectors into the country in the early 1880s. They benefited by earning wages packing goods and equipment over the coastal passes. The Tagish name for Carcross is Todezaane meaning "blowing all the time" while the Tlingit people prefer Natasahéen which means "water running through the narrows".



- ***The Klondike era (1896-1910)***

The arrival of gold rush stampeders and the local establishment of the North-West Mounted Police post signaled the start of the Klondike era. Caribou Crossing, as the town site became known, functioned as a hub and transfer station for stampeders on their way to the Dawson City and Atlin gold fields. The WP&YR railroad was built (1899-1900) connecting Skagway, Alaska to Whitehorse, Yukon. Carcross was a stop on the way and functioned as a supply and maintenance centre.

The tiny settlement was surveyed in 1906 and grew. Anglican missionaries transferred their First Nation school to the narrows and due to difficulties in their mail delivery, “Caribou Crossing” was simplified to “Carcross”. A busy downtown area developed around the depot and hotel. Buildings from Conrad and Bennett City were moved into town as these communities were abandoned.

In 1909 a devastating fire burned a large number of prominent buildings in the downtown core. The community quickly bounced back and the present hotel and depot (both designated historic places) were rebuilt. In addition to the Tagish/Tlingit, prospectors made use of the traditional trade trails to the coast bringing more people into the area.

- ***Hard rock mining (1906 – 1920)***

The hard rock mining period is marked by Conrad’s discovery and marketing of mines on Montana Mountain followed by the 1906 stampede and discovery of Wheaton River mining prospects. The Robinson Roadhouse and railway siding are established. A number of mining operations are developed along Tagish Lake and Carcross evolves into a supply centre to the southern lakes region.

- ***Consolidation/Supply Centre/Prospect (1910s – 1930s)***

High end tourism flourished in the roaring 1920s. WP&YR built the *SS Tutshi* and offered cruises to exotic places, such as Ben-My-Chree catering to royalty and the wealthy. Johnnie Johns hired and trained many local men as guides for his outfitting business. Patsy Henderson was hired by WP&YR to regale passengers with the story of the Klondike Gold Rush. Early aviation in the Yukon started in Carcross in 1934, with Carcross becoming the base for Northern Airways, the first company to provide reliable year-round air service in the Yukon. Many surviving buildings in the community are from this era.

- ***World War II (1942-1945)***

In World War II the US Army deployed black troops at the Carcross depot to start work on the Alaska Highway between Carcross and Jakes Corner. The black regiment was briefly camped near the airstrip. The Caribou Hotel was leased and some troops were stationed at the hotel. As construction proceeded, the highway was constructed between Jake’s Corner and Whitehorse, bypassing Carcross but the 50 mile wagon road between Whitehorse and Carcross was upgraded. The United States military leased the WP&YR rail operation and Caribou Hotel. The depot was a busy place. Carcross was the staging area for Canol Pipeline materials and equipment which was mobilized between the *SS Tutshi* dry dock and the Wood House. Community infrastructure such as electricity and water was modernized.



- **The early modern era (1950s- 2000s)**

In the early modern era consolidation of the town's institutions took place, with the construction of buildings such as the school and RCMP building. Tourism played a significant role as Johnnie John's outfitting business flourished and helped to support community growth. White Pass pioneered container shipping.

The Carcross Community Education Centre (1970s) led to a major influx of students and adults from across Canada who settled, boosting the population by 30%. Many were counter-culture individuals who initially were viewed with suspicion by the community but eventually earned respect for hard work, independence, enthusiasm and commitment. "Mission Schools" were also phased out.

The construction of the South Klondike Highway in 1979 led to the closure of the WP&YR railway in 1984 and a loss of jobs in the community. The Umbrella Final Agreement was signed in 1993 with the settlement of the Carcross Tagish First Nation Land Claim which was signed in 2005.

*Q- Does this section adequately describe Carcross's relevant history? If not what is missing?*

### **3.3 Identified Heritage Resources**

The following historic places have been protected or recognized as heritage resources/historic places under current legislation and regulations. The initial focus has been on tangible heritage asset identification such as buildings. No intangible heritage resources have been recognized formally, although many are widely appreciated. CTFN Government is committed to language renewal, the preservation of traditional stories and values which link the intangible to the tangible through traditional arts and activities that reinforce and demonstrate Tagish/Tlingit culture and land use occupancy. The Government of Yukon is also contributing to resident and visitor education and understanding of the community's natural and cultural history through a variety of projects. The objective behind all these initiatives is to ensure there is a holistic and balanced understanding of the community's heritage.

#### **3.3.1 Designated (Protected) Historic Places**

Carcross is home to two formally designated historic places. They are:

- *WP&YR Station*

The YP&YR Railway Station is protected federally, under the provisions of the *Heritage Railway Stations Protection Act*. Any interventions must respect the Statement of Significance written for the structure.

- *Caribou Hotel*

Carcross's Caribou Hotel is protected territorially, under the provisions of the *Historic Resources Act*. Any work undertaken on a designated site is reviewed by the Historic Sites office and assessed against the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2<sup>nd</sup> edition, Parks Canada, 2010).

Historic Sites works with the owners of designated places to assist with technical information regarding proposed changes to the site while ensuring the important historic elements are preserved.

#### **3.3.2 Historic Places on the Yukon Historic Sites Inventory (YHSI)**

To date 63 sites are listed in the YHSI. Including a historic building/place on the inventory identifies it as having heritage interest because it is over 50 years old but it does not place constraints on how the owner may choose to manage it.

The value of placing a property on the YHSI is that its heritage value is recorded and context known. For both the owner and those interested in heritage conservation, this history may help them weigh the options on what might be done with the site or building that will meet their respective needs and intentions. Awareness and understanding ensure that the tangible and intangible values associated with the heritage asset are considered in future decisions and the consequences of a given choice known.

## 4.0 Community Values and Identity

The following section summarizes the community perception regarding Carcross heritage values and identity based on input received to date. The consultants have used this information to create the foundation and develop a framework for development of the Plan.

### 4.1 Community Values

Community input provided the following direction in preparing the Carcross Heritage Management Plan:

- Tell authentic stories, so they pass on to generations accurately, keep Carcross authentic;
- Include natural heritage, such as the dunes, beach and desert in the Plan. They are part of the community's heritage and are key landscape features that make our community unique;
- Preserve views of the surrounding mountains, lakes, south and north shore of the Narrows;
- Residents perceive their community as eclectic and independent and wish to preserve that feel; no cookie-cutter styles or solutions please;
- Keep roads basic, no hard edges like curbs and gutters, concrete sidewalks;
- Carcross is not just a gold rush town; it was only an event in time that instigated the construction of the railway and the establishment of a permanent settlement here.

Specific historic places identified and valued by residents are the post office, railway station and swing bridge, hotel, community hall, original school from Bennett, Matthew Watson store, St. Saviours, south side cabins, Arne Ormen Cabin. Physical environment and natural features such as the dunes, desert, Bennett Lake and Nares Narrows waterfronts as well as the views of the lakes and surrounding mountains form fundamental elements of Carcross's character.



Valued view of Bennett Lake

### 4.2 Community Identity

Key to managing change is its relevance and value to the community as a whole. Acknowledging the need to manage change to minimize loss of tangible and intangible heritage resources is the first step. Community members identify with the local heritage resources present and recognize how they contribute to the community's sense of place and identity. This Plan is a living document that focuses on what is relevant and valuable to the community. It includes recommendations for meaningful implementation. The framework calls for incremental action to ensure sustainability and relevance of heritage resources for today and tomorrow.

Extensive thought and discussion was needed to define the Carcross community identity. As a thread through history, Caribou Crossing/Carcross can be described as a "crossing place" or a "place of movement where things change".

More specifically, Carcross is a:

- ***Place through which people passed***
  - Tlingit trade route to the interior
  - Stopover on the route to the Klondike
  - Staging & logistics site for area hard-rock mining
  - Staging camp for the Alaska Highway and Canol pipeline projects
  - Tourism access point to the Southern Lakes system
  
- ***Area where fish and wildlife pass through***
  - Part of the headwaters of the Yukon River pass through the Narrows
  - Seasonal migration route for woodland caribou: the place where caribou crossed the water and gave Carcross its original name 'Caribou Crossing'
  - Fish pass through from one lake to another
  - Staging area for migratory birds -- trumpeter swans, ducks, geese

Concrete illustrations of the central theme of Carcross as a place where people and things move and change include:

- The buildings moved into Carcross from surrounding Bennett and Conrad;
- The use and continuing function of the Carcross Depot where tourists and Chilkoot Trail hikers can embark and disembark from the WP&YR railway;
- Now un-used Southern Airways office and airstrip hangar where Yukon's fledging scheduled airline service operated;
- The Caribou Hotel where visitors to the community will continue to eat and stay when renovations are complete;
- The Matthew Watson store that serviced the larger Southern Lakes population and now caters to seasonal visitors;
- The WP&YR warehouse and wharf that stored in-transit goods;
- The Duchess locomotive that connected Tagish and Atlin lakes;
- The RCMP barracks for police who performed routine patrols of the area;
- The small houses of Johnnie Johns and others who spent most of their time on the land;
- The small houses built by seasonal workers on the sternwheelers and rail line;
- The railway swing bridge; and
- Post Office, churches and schools.

*Q – Have we accurately captured community values and community identity? Do you have any suggested edits, additions or deletions?*

## **5.0 Heritage Planning Principles**

The Carcross Heritage Management Plan respects the community values described above. It is consistent with best heritage planning practices. This section lays out the key principles guiding the Plan design guidelines.

## 5.1 Guiding Principles of the Heritage Management Plan

The intent of heritage planning is the management of change so the values that make Carcross distinctive from other communities are retained, supported and continue to be expressed through built form, use, cultural expression and interpretation.

Key principles guiding the Plan are inclusiveness, collaboration, accountability, respect, transparency and a holistic approach. In more concrete terms this terminology means:

- *Inclusiveness*

For the purpose of this Plan Carcross's heritage resources are grouped in zones based on their physical locations. There are also highly valued individual sites of heritage interest which are in isolated locations, outside the proposed heritage overlay zones. A good example is the Carcross airstrip and hangar illustrating the role Carcross had in the history of aviation in Yukon. The essence of the Plan is to identify the heritage resources in Carcross and provide a strategy to manage them, so they are not lost. The zones and individual sites are addressed in the guidelines and will contribute to Carcross' heritage character.

- *Collaboration*

Collaboration between the two governments and their various departments is fundamental to the successful implementation of this plan. Working together, while respecting differences in management authority and priority, has the potential to leverage joint initiatives and overall stakeholder engagement.

- *Accountability*

In the context of this Plan accountability means that proper processes are in place for decision making and that the decision body having jurisdiction takes responsibility for its decisions and implementation responsibilities.

- *Respect*

Respect in this context means recognizing that Tagish/Tlingit culture and heritage values and resources date from time immemorial. They reflect a living culture that continues through to today and will continue into the future. Loss of language, culture and relationship to the natural environment undermines First Nation and community sustainability including community identity. Working together each government can complement the efforts of the other to protect, preserve and manage community heritage resources. Mutual respect, co-management initiatives and open communication will contribute to the successful preservation of Carcross' heritage.

- *Transparency*

Transparency relates to openness of the decision processes used as well as initiatives and actions undertaken to implement the Plan. Transparency is closely linked to accountability.

- *Holistic approach*

It is important to include all heritage values present from built form to the natural environment (beach, dunes, desert) and viewsapes. A holistic approach ensures all heritage values are considered which, in turn, contributes to a comprehensive understanding of the underlying community identity.

*Q – Do you support these principles? Are they clear and easy to understand? Any suggestions for additions, deletions or modifications?*

At a more detailed level adoption of these principles is reflected in the inclusion of the following components in the Carcross Heritage Management Plan:

- A common theme of the “crossing place”, meaning movement through, to, and from Carcross;
- Acknowledging community points of pride expressed through public consultation;
- Reflecting how transportation history has influenced community development and triggered change;
- Managing the community core as a focal point for heritage expression in built form and land use with defined boundaries between what is managed through the Plan and heritage overlay zoning and what is not managed;
- Noting the importance of features such as viewscales within the downtown both looking in and looking out; streetscapes as well as views and use of the dunes, desert and beach as they are unique landscape features;
- The appropriateness of using guidelines to provide flexibility and encourage plan adoption and support for the plan empowered through the Area Development Regulations to support transparency, process fairness and consistency;
- Focus on the “collective”, character of the whole community and its functions;
- Recognize and appreciate the unique features or character defining elements of individual structure;
- Providing guidelines to provide context, choice and direction (e.g. materials, colours, roof lines, density and scale) with the level of detail influenced by the common building elements found within the zone and the evolving challenges that may emerge over time with asset management;
- Without care, the condition of the historic structure will deteriorate and threaten the viability of the structure;
- Recognition that guidelines do not replace the Area Development Regulations but provide a context for discussion and debate of the appropriateness of the options available.

## 6.0 Planning and Heritage Planning Tools

### 6.1 Planning tools

Since Carcross is an unincorporated community zoning and development are regulated through the *Area Development Act* and associated *Regulations for the Carcross General Development Area*. In 2013, the Yukon Government in cooperation with Carcross/Tagish First Nation (CTFN) developed the *Carcross Local Area Plan (LAP)*. The LAP guides land use and development for public, private and settlement lands within the planning area boundary in a manner which meets present and future needs, and expectations of the community. It summarizes the community planning goals for the next 20 years.

The recommended heritage management design guidelines in this document are consistent with the guidance provided in the LAP. Without timely intervention, the condition of certain heritage resources will deteriorate to the point where repair and reuse are no longer feasible. Ideally, demolition and replacement with a new structure should be the last resort. The intent of the heritage management guidelines is to support proper care, maintenance and timely intervention to minimize further loss of community heritage resources to preserve Carcross’s heritage character.

The guidelines need to be referenced directly in the Area Development Regulations. The development permit requirements will need to be updated to ensure heritage management is given fair and due consideration in the development approval process. These requirements include:

In identified heritage management zones any or all of the following topics must be indicated on the site plan(s) for a Development Permit, at the discretion of the Development Officer<sup>1</sup>:

1. Date, and style of built form.
2. Siting. Annotate drawings and/or photographs to describe the relationship between the proposed development and the context in terms of the following criteria:
  - Predominant setbacks, front, side and rear
  - Orientation
  - Location, dimensions of circulation/access features
  - Statement as to how views to and from the development will be retained
  - Statement as to how significant archaeological features will be retained
3. Scale. Annotate drawings, photographs to describe the relationship between the proposed development and the context in terms of the following criteria:
  - Scale of buildings
  - Lot coverage - pattern of arrangement of buildings and size of buildings
  - Floor to floor heights and relationship to the street
4. Form. Annotate drawings, photographs to describe the relationship between the proposed development and the context in terms of the following design criteria:
  - Predominant form of neighbours
  - Roof form and skyline, ridge lines, roof slopes, chimneys, skylights
  - Proportions and number of openings
  - Solids-to-voids ratio
  - Relationship to internal and external spaces
5. Materials and colours. Drawings or photographs to describe the relationship between the proposed development and the context in terms of the following design criteria:
  - Response to pre-dominant materials, textures, and colour palate - contrasting
  - Quality of new materials
6. Detailing. Annotate drawings, photographs to describe the relationship between the proposed development and the context in terms of the following design criteria:
  - Relationship of landscape elements to important existing details

It should also be noted that there are local/territorial sources that can be consulted for advice on care, maintenance and repair of heritage buildings including how structures can be renovated for re-use or replaced with new structures compatible with the intent of the Heritage Management Plan guidelines. This assistance is available upon request through the Department of Tourism and Culture Historic Sites Branch.

An example of a development permit is located in **Appendix B**.

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<sup>1</sup> These requirements are based on the Development Application & Permit provisions in the Dawson City Zoning Bylaw heritage zone.

## 6.2 Heritage Management Tools/Procedures

Heritage management provides both opportunities and constraints. The strategy is to maximize the opportunities and mitigate constraints as much as possible. There are various tools available such as public awareness of heritage value, interpretation, recognition and heritage protection through designation and incentives.

A local example of **public awareness** as a tool is the *Carcross Walking Tour Brochure* because it provides a means for residents and visitors alike to understand and appreciate heritage values present in the community. **Interpretation** or story telling is another conservation tool. A local example is the interpretive signage located throughout Carcross based on the *Carcross Local Area Interpretive Plan*.

**Recognition** or 'listing' of heritage properties is a formal process usually associated with designation. It is a conservation tool which increases public and private awareness and appreciation of the heritage value present. The Yukon Historic Sites Inventory is an example of this. Listing properties "flags" a property, building or site association that requires special attention when demolition or development permits are applied for.

Protection of heritage resources through formal **designation** is a tool that has the most power to protect an asset's heritage value over the long term. Allowable changes are changes that retain heritage character and benefit the community. Carcross has two heritage properties that are formally designated as protected; the Caribou Hotel and the White Pass & Yukon Route Railway Station.

Management of heritage resources can also be done through **heritage zoning**. For the purpose of this plan, Carcross's heritage resources have been arranged into four heritage zones. Specific guidelines apply to each of the zones based on characteristics of the zones. The heritage areas are Downtown Core, Bennett Lakefront, Bennett Transitional, and South Carcross Riverfront.

**Technical assistance** is also available from the Historic Sites office, local people, or heritage conservation specialists such as conservation architects or engineers.

**Design guidelines** as illustrated in the Dawson City Heritage Management Plan and the Skagway Historic District can provide guidance on appropriate materials or changes to heritage properties. Specific design guidelines for Carcross form the heart of this plan and are reflected in **Section 7**.

**Infill development recommendations** apply to vacant lots that can affect the historic streetscape or new development may impact viewsapes. Back and side yards are examples as to how they can function as a conservation tool.

**Conservation of buildings, structures, and landscapes** is an obvious tool for heritage conservation. It is achieved by combining the previously mentioned tools.

**Financial incentives** in the form of grants and tax incentives can encourage the conservation of heritage properties. Local examples of grants are the Historic Properties Assistance Program and the Yukon Historic Resources Fund. The Yukon Historic Sites Property Tax Exemption is an example of a tax incentive that is used in Carcross for territorially designated historic sites.



In addition to financial incentive there are a number of indirect **non-financial incentives** that could encourage heritage conservation such as land-use and zoning relaxations and variances in building height, yard requirements etc. Non-financial incentives are usually included in Zoning Bylaws and Area Development Regulations which allow discretionary land uses.

### 6.3 Definition of heritage overlay zones

Resulting from discussions with the Working Group and public consultation, the following Heritage Management Zones (overlay zones) were identified:

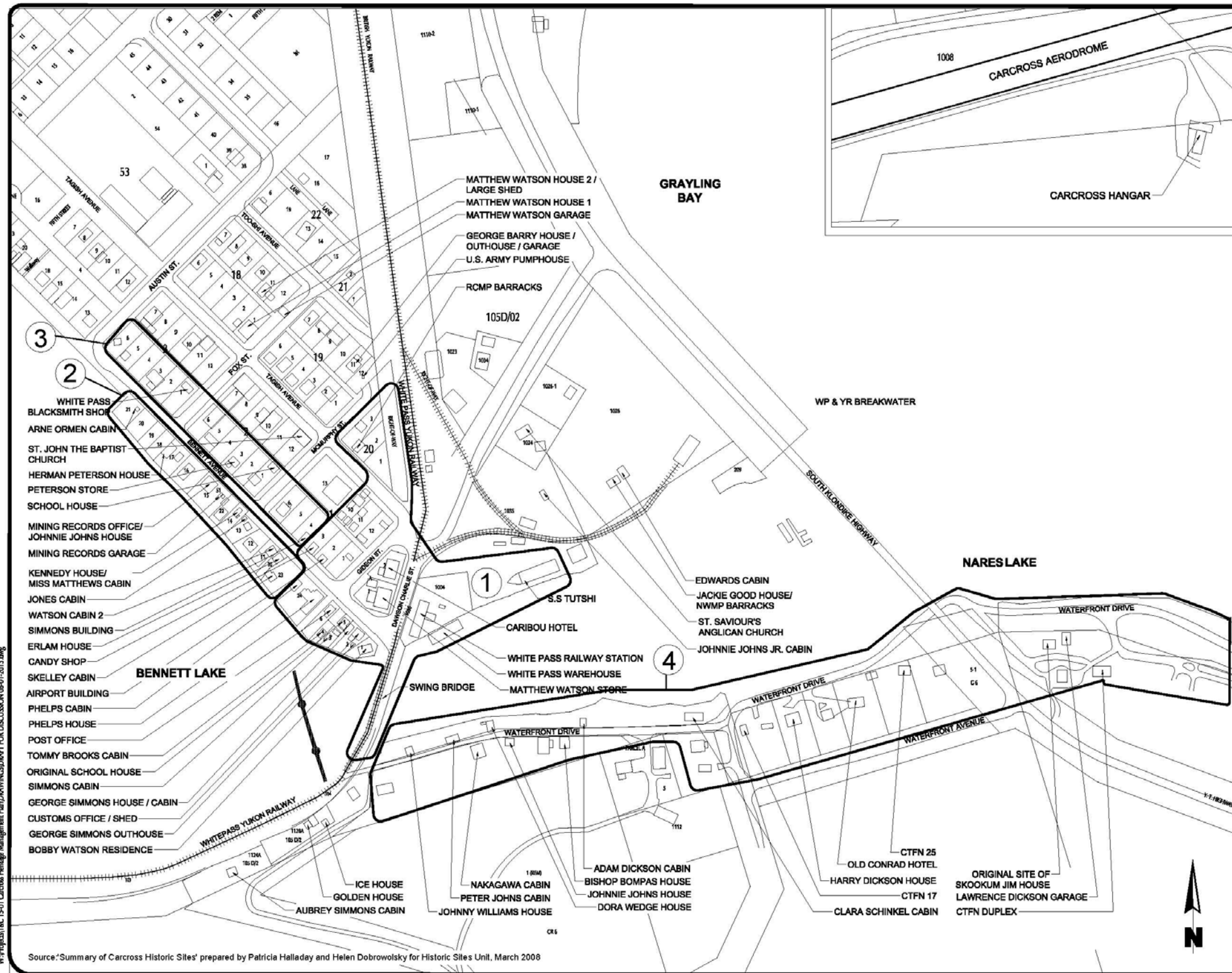
- Downtown Core Heritage Management Zone
- Bennett Lakefront Heritage Management Zone
- Bennett Transitional Heritage Management Zone
- South Carcross Riverfront Heritage Character Zone

Each zone has its own distinct character and boundaries. Their characteristics are described in the individual heritage character statements listed below and their boundaries are illustrated on **Map 1**, on the page 14. Each zone should be managed to retain its character defining elements as listed in their heritage character statements.



**South Carcross Riverfront**

*Q – Do you agree with the proposed zones? If you don't agree with proposed zones, please provide preferred boundaries, consolidation or suggested changes.*



Map 1: Base Map Heritage Zones

### 6.3.1 Heritage Character Statements

#### **Downtown Core**

The Downtown Core is dominated by commercial and transportation-related infrastructure. It is one of the most visually attractive and active parts of Carcross. It is the recognized heart and commercial centre of the community. It can be seen from the bridge over the narrows and from South Carcross.

#### *Boundaries*

The zone is bounded by the south end of the railway bridge, the Bennett lakefront to the south boundary of the Skelly Cabin lot to Bennet Avenue, Bennett Avenue to the south boundary of the Watson Cabin 2 lot through the south boundary of lot 3 to Tagish Avenue, along Tagish Avenue to McMurphy Street, up McMurphy to the WP&YR right-of way, down the east edge of the right-of-way to the 'Y' spur junction, to the east end of the SS Tutshi Memorial and then along the Nares River back to the railway bridge. The Carcross Commons is excluded from this zone.

#### *History*

The chain of southern lakes and rivers and the associated trail network linked coastal and inland First Nations people. Over time many of these trails evolved into sections of the roads we use today. During the Klondike gold rush, the major route to the goldfields was over the Chilkoot Pass to Bennett and then by boat from Bennett to Dawson. After the WP&YR rail line was completed in 1900, people and freight were commonly carried from the coast by train. There was still some commercial water transportation and the railway bridge constructed over the Narrows could swing to let the sternwheelers through. WP&YR constructed a depot and warehouse on the north side of the Narrows and they became the anchor buildings for the downtown core. A town site plan was surveyed in 1906 using the traditional grid survey pattern in common use in that day.

Carcross became a supply and service centre for the miners and prospectors in the region. Bennett became a ghost town after the Klondike stampede and a number of buildings were relocated to Carcross, including the Anderson Hotel which stood on the site of the present-day Caribou Hotel. The current Post office building was constructed on in 1905. A fire destroyed the downtown store, hotel and railway depot on Christmas Eve 1909. A number of buildings were again moved into Carcross from the surrounding area as the downtown core was rebuilt in 1910. The current Matthew Watson Store is comprised of three structures, one of which came from Conrad and another from Bennett. The Caribou Hotel, named in 1903 by Dawson Charlie, was rebuilt using wood from a two-story structure at Conrad. Carcross flourished with increased tourism in the following decade and the *SS Tutshi* was built to service the wealthy visitors.

The buildings along Bennett Avenue within the Downtown Core also exemplify the theme of re-location and re-use within Carcross. For example, the Bobby Watson House served as a residence, barracks, barbershop then residence again. The Customs Office has also been a candy shop and office for Northern Airways. The Simmons House was another structure moved from Conrad.

The RCMP Barracks was constructed as a residence in 1921 by Johnny Williams, a Section Foreman for WP&YR. Another railway man and his family lived in the barracks in the 1930s and '40s. In 1959 the RCMP set up a summer office and accommodations in the building. There was no running water – just a wash basin and an outhouse. The officer spent most of the summer patrolling his territory. In the 1960s it was rented out and then was uninhabited until it was renovated into a craft store in 1987.

The current *MV Sibilla* is called a “tunnel boat” because of the shape of its hull. It was built by the BYN shipyard crew in Whitehorse in 1932 and was used as a support boat for the sternwheelers; marked the channels in the spring, scrapping out the sandbars and pushing a barge to Taku Landing. The *Sibilla* was moved to Carcross around 1943 for active service after the *MV Brant* exploded.

### *Architecture*

The most prominent historic architecture in Carcross is located in this zone. These structures include the WP&YR Train Station, the Caribou Hotel and the Matthew Watson Store. The three storey hotel is the tallest building in the community and the size and massing of the store and station dominate the core. Other important public architectural pieces are the Post Office, former Customs House and Northern Airways building. The WP&YR warehouse and wharf are significant elements relating to the transfer of people and freight between rail and water. The Railway Bridge, *SS Tutshi* Memorial and Duchess locomotive are also significant reminders of the role of transportation in Carcross history. The RCMP Barracks is one storey, wood-clad structure. Johnny Williams built the Barracks using fire-killed wood from a burn near Bennett Lake and hand-fitted the upright logs. He used ship’s canvas to cover the walls and ceiling and chinked the logs with oakum. The old root cellar was taken out in 1987 and replaced with a concrete slab foundation.

### *Landscape*

The zone is flat and open. The banks of the Nàtase Hîn (Nares River) and Bennett lakefront are important elements as are the rail tracks, roadways, boardwalk and wharf. Trees have grown up along the north bank of the river and the Bennett Lake waterfront rear yard property lines as well as between the RCMP Barracks and the WP&YR right-of-way. Street lighting and signage form significant visual elements as does the contrast between the traditional street treatment with no clearly defined edge, lack of sidewalk and the formal, modern road structure with asphalt pavement, curb, gutter, traffic signage and stamped concrete sidewalk replacing the traditional wooden boardwalk.

### *Character Defining Elements:*

- The WP&YR elements including bridge, depot, warehouse, wharf boardwalk and rail tracks including the spur line which separates the new Carcross Commons from the older buildings and *SS Tutshi* Memorial;
- The Caribou Hotel and Matthew Watson Store complex;
- The line of small, primarily one story wooden buildings along the Bennett lakefront;
- The Northern Airways building and Candy Shop on the west side of Bennett Avenue;
- The RCMP Barracks;
- The *Sibilla*;
- The Duchess Memorial parkette with its focus on native plant use and *SS Tutshi* Memorial;
- The placement of structures right up against the front lot line;
- The open and eclectic character and adhoc building renovation style of the commercial building;
- The trees and fluctuating foreshore edge of the Nares River which rises and falls with lake levels and private docks along the riverfront as distinct from the shallow Bennett Lake waterfront and beach where vegetation moderates wind and dune system effects hiding heritage resources from view;
- The views out to the mountains and across the water;
- The sightlines of the Downtown Zone from South Carcross and the highway;

- The eclectic mix of “unfinished” renovations, left-over, neglected, haphazard and unorganized spaces that reflect the non-conformist, work in progress character of the community;
- The contrast between summer vibrancy and winter quiet Downtown Core.

The Downtown core is dominated by commercial and transportation-related infrastructure. It is one of the most visually attractive and active parts of Carcross. It is the recognized heart and commercial centre of the community. It can be seen from the bridge over the Narrows and from South Carcross.



Railway Bridge



Caribou Hotel



Post Office



The RCMP Barracks

### **Bennett Lakefront**

The Bennett lakefront is residential. There are ten historic structures in this zone. Multiple structures on a lot are not uncommon. Some buildings are largely intact reflecting the size, scale and style of the era in which they were built. Others have additions providing a visual connection between the time of initial construction and the later addition. In other cases separate new buildings have been constructed with the original buildings retained and used for other purposes. The common denominators include the connection to the beach and Bennett Lake waterfront and the interventions made to mitigate the strong lake winds and movement of the natural sand dunes on which these buildings were constructed. There are two distinct views – the exposed street view and the partially hidden and screened view from the public beach. The back lot vegetation screening is largely an effort to mitigate the winds and sand migration from the prevailing winds that created the natural sand dunes and beach in the first place.

#### *Boundaries*

The zone is bounded by Bennett Avenue and Bennett Lake from the south boundary of the Skelly Cabin lot to the lakeside viewing platform.

#### *History*

Some of the oldest houses in Carcross are located in this zone. The little Jones Cabin may be the oldest structure at circa 1902. In the 1950s, Bennett Avenue was the main street in town and its lakefront aspect made it highly desirable property. The government paid for material to build a boardwalk and the community supplied the labour. Most of the structures were built as residences and, in the 1940s, many were owned by Matthew Watson who rented them out. The property was classed as waterfront and not available for sale. The Yardley family dismantled a house at Blatta’s Point and put it at the north end of the row of small cabins. They had the first well in town. They also had a light plant and for a brief time they sold electricity to the hotel. The Herman Peterson House was built between the Yardley’s and the current viewing deck using material from an Engineer Mine house. It was used as a school from 1953 until the present school was built in the 1970s.

#### *Architecture*

Nearly all of the historic houses are one storey. They are either horizontal log or wood frame with wood siding. Each is slightly unique in style and form.

All have gable roofs. Additions have been made to many original structures. Some lots have had separate, larger houses added over time; however the new buildings are generally set back behind the older, smaller buildings which are close to the street.

### *Landscape*

Bennett Avenue is chip-sealed with no sidewalk. Trees line sections of the lakeshore and are interspersed on some lots. Historically there were few fences, although in recent years they are becoming more common.

### *Character Defining Elements*

- Ten recognized properties;
- Small, historic one storey houses with gable roofs;
- Gable roofs clad with wood or asphalt shingles, roll roofing or corrugated metal;
- Log walls and wood-framed walls clad in wood drop siding;
- Original houses set close to the street and newer houses set back;
- Chip sealed, shared road surface with undefined edges and lack of sidewalks reflecting the low volume of traffic and density of development;
- The nature and density of vegetation along back property lines defining the boundary between public and private space and the battle to control wind and sand migration;
- The view of the Bennett Lake waterfront from the railway and pedestrian bridge that connects to South Carcross;
- The distinctive sand beach, active dune system and dense vegetation reflecting the battle and conflict between the scouring effects of wind and sand, the desire to take advantage of the views and the battle for vegetation stabilization including the presence and function of a rare plant Baikal Sedge (*Carex sabulosa*) and its function in dune stabilization and revegetation.



Original House (Jones Cabin)



Log and wood frame walls



Baikal Sedge

### **Bennett Transitional**

This eastside of Bennett Avenue provides a transition from the historic properties along the Bennett lakefront and the more contemporary buildings in the community. It serves as a buffer for new development and the scale of development within this zone should complement the Bennett Lakefront heritage management zone. At this time it is primarily residential in nature with some open space.

### *Boundaries*

The zone is bounded by the east side of Bennett Avenue and the lane behind between the south boundary of lot 4 and Austin Street.

### *History*

There are three properties interspersed with a variety of new and older houses. The White Pass Blacksmith Shop was been remodelled into a residence.

The Peterson store was a building salvaged from Johnsons Crossing and renovated into a cottage. In 1947 it became a grocery store where Joyce Yardley sold her garden produce and then was turned back into a cottage and rented to the school teacher. In 1951, the Yardley's built the three little cabins near the store and rented them out for the summer. The School House was built in 1939-40 and used as a school until 1953. It was later used by the Anglican Church as a parish hall.

### *Architecture*

The zone exemplifies the eclectic nature of Carcross buildings. The age of structures and building materials vary as well as setbacks from the street. However the size and massing of buildings generally complements the historic properties within the zone and within the Bennett Lakefront zone.

### *Landscape*

Bennett Avenue is chip sealed with no sidewalks as previously mentioned. There are a few fenced lots near Austin Street. There is a greater mix of properties retained as summer residences reflecting post WW2 construction practices. Poplar trees are interspersed amongst the lots, particularly between Gideon and Mc Murphy Streets. More of the grounds have been left in their natural vegetative state. The area between Mc Murphy and Fox Streets is quite open with less development and fewer trees.

### *Character Defining Elements:*

- Residential nature
- Variety of more recent post war building forms and materials
- Openness
- Northwestel Tower



**Peterson Store  
in natural state)**



**Snowshoe house mirrors scale and style of older neighbour (Note grounds left**



### **South Carcross Riverfront**

This zone is on CTFN Settlement Lands and includes a mix of houses built and/or historically occupied by First Nation and non-First Nation community members. It introduces a representation of the First Nation heritage of the community. It contains 17 properties including the original location of the Skookum Jim House. It can be viewed from north side of the Narrows and the highway.

### *Boundaries*

The zone is bounded by the Nares River and Nares Lake and Waterfront Avenue. It includes both sides of Waterfront Drive between the railway bridge and the CTFN Duplex.

### *History*

This zone, along with the Bennett Lakefront represents the earliest residences in Carcross. Bishop Bompas relocated his Forty Mile mission to Carcross in 1901.

He built a small bunkhouse on this side of the Narrows in 1901 and established a mission school in an old roadhouse in 1903. The remains of one of these buildings are still visible.

The Golding House was built in 1936-37 as a residence with small candy store in the front room. Golding kept his ice cream cold with ice stored in the little building next door. The Aubrey Simmons Cabin was built circa 1945. The Johnny Williams House was built in 1923 with an interesting barrel roof. The Peter Johns House was built in Conrad about 1910 and moved to this location over the ice in the 1920s.

The Nakagawa Cabin was built in the 1930s and used by the BYN crews who came to Carcross in the spring to get the *SS Tutshi* ready for the season. The Dora Wedge House was built by Ernie Butterfield in the 1920s and rented by Mrs. Wedge in the 1960s for ten years before she purchased it. Adam Dickson built his cabin around 1914 before he left to fight in WWI. The Clara Schinkel Cabin was built of locally-milled lumber by a Yugoslavian carpenter and trapper around 1925 and he owned the building until he died. The house called CTFN 17 was moved from Conrad in 1924 by Johnny Johns. The Old Conrad Hotel was also brought from Conrad by Johnny Johns and partner Ernie Butterfield. In a reversal of the norm, the James family home, known as CTFN 25, was moved here from the other side of the Narrows in the 1940s.

### *Architecture*

The zone is residential in nature with predominantly one storey log and wood framed and clad homes with gable roofs.

### *Landscaping*

This Zone is more wooded than much of the community. The treed, steeply rising terrain provides a backdrop to ground plane making the area appear more treed than other areas of the community. Roads are gravel with no sidewalks and there are more private docks. Property lines are not apparent and the road itself narrow and more natural winding between the buildings.

### *Character Defining Elements:*

- Small, compact, one story wood homes lining the waterfront
- Views outward across the river towards downtown, Bennett and Nares lakes
- A distinctive contrasting view from the north bank creating more of a perception of the original settlement form – more natural and quieter than the north shore



South Carcross Riverfront



CTFN 17



Nakagawa Cabin

*Q – Are these descriptions adequate and accurate?*



## 6.4 Management structure and process

Carcross is an unincorporated community. With the exception of settlement lands, land use and land management decision making rests with the Government of Yukon, Department of Energy, Mines & Resources Development Officer to determine what is permissible under the Area Development Regulations. The Minister may but is not obliged to refer applications for development, rezoning's etc. to SKLAC for comment. In most cases where a heritage consideration is perceived to be present, the Development Officer may request comments from the Department of Tourism & Culture, Historic Sites staff for comment. This relationship needs to be confirmed through a memorandum of understanding (MOU) to be established between the departments of Tourism & Culture and Energy, Mines and Resources to formalize the decision making role of Historic Sites in heritage resource matters related to development review.

Due to its unincorporated community status, Carcross lacks the heritage bylaw implementation powers that incorporated communities have under the Yukon Historic Resources and Municipal Acts. For Carcross residents, the ability for community residents to have a say in land development applications that affect local heritage values is a major concern, especially to those locally concerned that continued loss of heritage resources undermines the unique character of the community.

Heritage management requires a timely, transparent and enforceable management structure for effective implementation by either CTFN or YG within their respective jurisdictions. A coordinated, straightforward process is required whether the focus is on permissive guidelines or amendments to the Area Development Regulations. From feedback received the community wants the opportunity to have input before a final decision is made.

In fairness to applicants, they will want assurances that the timelines are reasonable and the review process clear and consistently applied. To determine an appropriate approach we used the guiding principles of inclusiveness, accountability, respect, and transparency as a starting point and considered how the process works in incorporated communities governed by the Municipal Act along with the provisions and intent of the Carcross Tagish Land Claim and Self-government Agreements.

A balanced, straightforward and easily understood approach is needed which both affected governments are comfortable using. Guidelines by their nature are not black or white but subject to interpretation. Thus a mechanism is needed to ensure the Development Officer has access to professional technical advice as well as local opinion. This implies requirements for timely notification of the receipt of an application, circulation and distribution of proposal information and a reasonable timeframe for comment.

Since community heritage values are derived from personal experience, vested interest and culture, the process needs to respect and allow for differences in world view and context. For example, in dealing with a demolition permit, two people may agree that the affected cabin is in poor repair and has little economic value but disagree on the proposed outcome because of differences in their associations to the building in question. One may see intangible value in the cabin as an artifact of a different era, perhaps remembering the people who lived there. The proponent on the other hand sees an eyesore, tax liability, safety risk and new tangible building opportunity to create new value. A third person may remember an original fish camp site displaced by that cabin which was erected when the town was first surveyed without any consideration of traditional use.

The underlying legal principle of “fair and due consideration” prior to making a decision requires the use of a process that meets that standard. As an unincorporated community the responsibility to meet that test rests with the Development Officer who takes guidance from the applicable legislation, in this case the Area Development Act and South Klondike Local Area development Regulations. Thus, to work and ensure accountability the process needs to be enshrined within legislated amendments to the Act and Regulations. A precedent already exists for this as the SKLA Regulations require the Development Officer to consider views of the surrounding mountains in any discretionary use request that exceeds the stated building height limit not only because of potential shadow requests but because of the intrinsic value community residents place on views to the surrounding mountains.

Heritage advisory committees are common across Canada and have been in use for years. They generally deal with architectural design for large multi-purpose building projects but in recent years have also been extended into areas such as heritage protection and character preservation. Committee size, composition, mandates and authority varies considerably. The most relevant example, applicable to Carcross is Dawson City which is an incorporated municipality. In this situation, the advisory body reviews applications in the heritage overlay zones and makes recommendations directly to the municipal council.

A possible process is outlined in **Figure 2** on the next page.



**Eclectic creative tiny home solution – Bennett Lakefront**

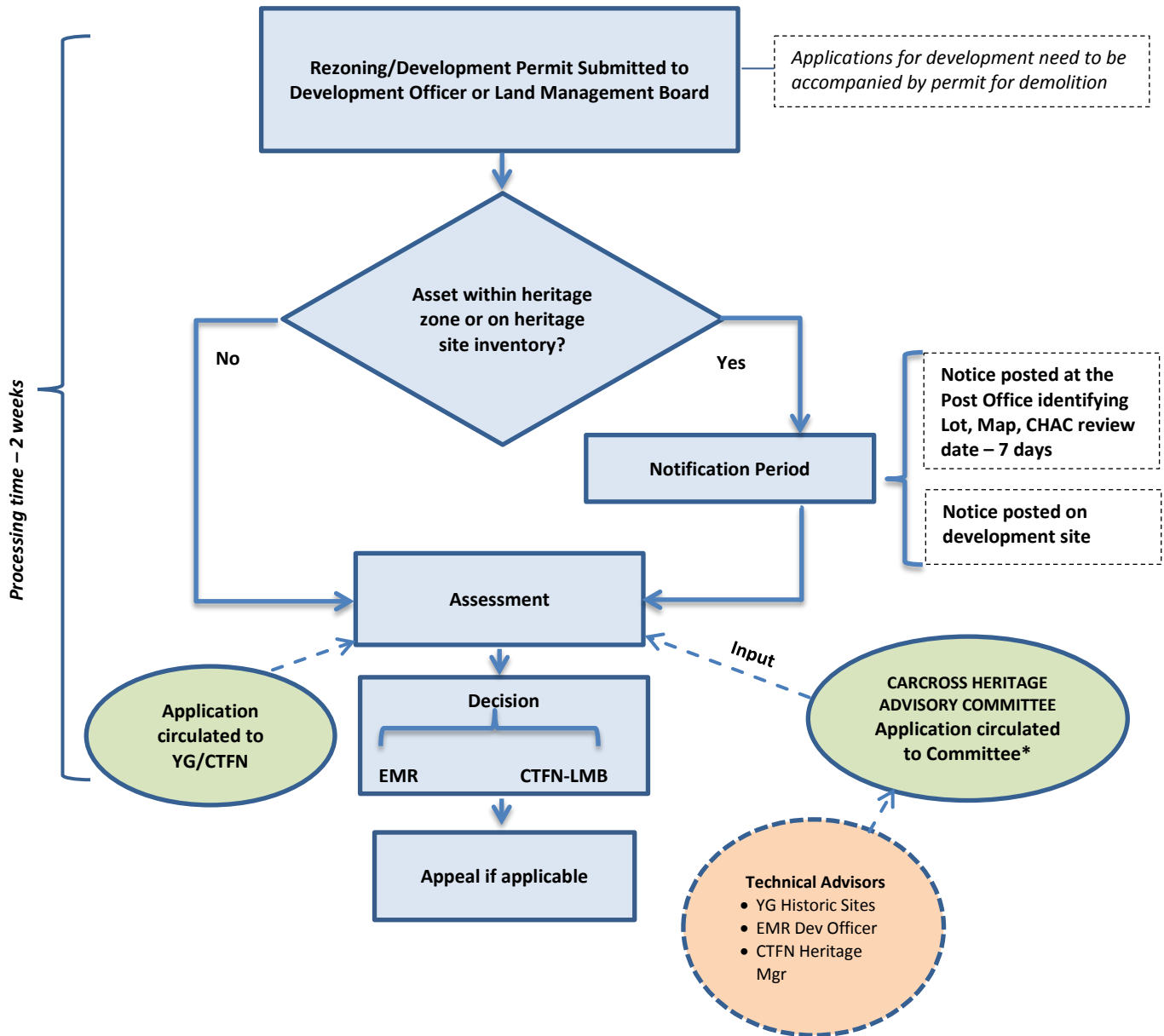


**Natural narrow character of original south shore streetscape**



**Panorama view captures downtown building and bridge scale in mountain landscape context**

Figure 2: Process Flow



\*Subcommittee comprised of Chair and 1 SKLAC and 1 CTFN member. Alternates identified as required. Chair determined by application location (e.g. settlement land – CTFN/non-settlement land YG)

For simplicity it is suggested that the SKLAC model be used as a foundation. It is already a recognized advisory body with a mandate to express community views. The Yukon Energy Mines and Resources (EMR) is the general land use approving authority in unincorporated communities while CTFN’s Land Management Board serves the same function on settlement land. Any community resident can be elected to SKLAC.

A 3 person Carcross Heritage Advisory Committee (CHAC) should suffice. The Historic Sites Unit, CTFN Heritage Resources Manager and Development Officer would serve as non-voting technical advisors. Referral of applications to this committee would be triggered by an application for rezoning, new development, demolition, alteration, refurbishment and change of use within the heritage overlay zone to the jurisdiction having authority. In the case of non-settlement lands the application would be submitted to EMR Land Planning Development Officer. In the case of CTFN settlement lands, the application would be submitted to the person holding a similar position as the decision will rest with the Land Management Board.

The 3 person structure would include a Chair and two person committee representing one SKLAC member and one person representing CTFN. The chair would only vote in case of a tie. They would be appointed by the authority having jurisdiction. For process consistency a common Chair would be ideal.

*Q – In your view would this process work? If not what would you suggest?*

*Q – Would one process work for both governments or should there be separate processes?*

*Q – Is a 3 person sub-committee sufficient? Or is a larger committee preferred?*

## 7.0 Design Guidelines

### 7.1 Introduction

These design guidelines are intended to assist Carcross property owners, the South Klondike Local Advisory Council, The Carcross/Tagish First Nation Land Management Board and the Government of Yukon Department of Energy, Mines and Resources as they work together to retain Carcross's heritage character, historic building stock and important community landscapes. They are also intended to help maintain the historical continuity and the 'sense of place' that contribute to the community's vitality and unique character. Views toward, within and outward from the community are significant heritage values. The level, sandy landscape north of the Narrows is distinguishable from the south shore where the soil conditions, vegetation and slope is influenced by the shadow of Montana Mountain. Wind, sand and exposure to Lake Bennett influence the landscape character on the north side of the Narrows where the majority of community development has occurred limiting building options and vegetation survival.

The use of these proposed design guidelines needs to be referenced in the Area Development Regulations along with the ***Standards and Guidelines for the Conservation of Historic Places in Canada***. Together these guidelines address topics such as building form and massing, building materials and landscape features. Some guidelines are applicable to the entire local planning area while others are meant to apply specifically to particular heritage management zones.

Generally, restoration and rehabilitations of existing historic buildings following the ***Standards and Guidelines*** should be encouraged as a best practice over alteration or demolition.

### 7.2 Application of the Design Guidelines

There are five variations within the guidelines. Four relate to the different heritage management zones and one relates to the historic structures identified in the Yukon Historic Sites Inventory (YHSI) that are located throughout the planning area.

The heritage management zones are:

1. Downtown Core
2. Bennett Lakefront
3. Bennett Transitional, and
4. South Carcross Riverfront

A slightly different set of guidelines will apply to each zone.

There are presently 63 structures in Carcross that are listed in the Yukon Historic Sites Inventory (YHSI), which is maintained by the Cultural Services Branch, Historic Sites Unit of the Department of Tourism & Culture. The inventory includes structures, buildings and historic places on both settlement and non-settlement lands. The properties listed in the YHSI are referred to in this document as historic properties.

Carcross faces several distinct building development challenges:

- Managing infill, including new buildings on vacant lots and infill on lots that already have historic buildings;
- Interventions to historic buildings including demolitions, alterations and additions; and
- Managing landscape features including streets, sidewalks, fences, artifacts and viewsapes.

Generally, modern lifestyles demand larger buildings, more services and infrastructure as well as dealing with vehicular parking. The limited amount of available open space on any lot may significantly restrict a property owner's ability to develop, modify and use their lot without impinging on the streetscape heritage values present on their own and neighbouring properties. Flexibility, cooperation, coordination and compromise will be needed to achieve heritage management goals. Trade-offs will also be necessary. Building health and safety codes and material substitutions for energy efficiency, lower maintenance etc. will need to be considered.

## **7.3 Overview of Heritage Context**

### **7.3.1 Built Heritage Resources**

The building stock in Carcross is an eclectic mix of forms and styles built over a span of more than a century. There is no dominant architectural style and structures are idiosyncratic – virtually no two are the same. They represent different periods contributing to slow and gradual growth. Structures are predominantly residential, small in scale, mostly one storey, made of wood – whether log or stick frame, and clad in wood. A few roofs and walls are clad with corrugated metal.

They were not 'designed' - as in drafted by an architect. They can be referred to as vernacular, using forms and techniques passed on through the builder's heritage. The great majority were assembled by novice builders and have had additions built over the years – contributing to the idea of community accretion. Some have been re-located into and within the community, reflecting how the community's built form evolved. Developed lots are interspersed with vacant lots, providing a general open, informal feel. More lots now have fences, at least on the street side, demarcating the boundary of public and private space.

### **7.3.2 Landscape & Natural Environment Character**

In addition to the built heritage, Carcross is also home to a variety of other heritage values. Part of the character of Carcross results from the lack of regimentation and boundaries. Built structures rise from a common ground plane, rather than each building being a captive of its' own lot.

This results partly from the differing alignments and setbacks, without the demarcations of sidewalks, curbs and gutters. The fences blend in.

The physical environment of the community is at the confluence of four valley systems with prominent, distinctive mountains illustrating how the community has evolved from a crossing point to a community in its own right. The Bennett Lake beach, active sand dunes and desert reflect the prevailing winds which in turn shape the vegetation and erosion that occurs. This acts as a further reminder that natural changes are a constant and will continue to occur. The natural environment includes views of mountain and water from any part of the community, both valued as part of the intrinsic character that makes Carcross unique. This was identified as a priority during community engagement. These views contribute to a sense of being at the juncture of valleys and sense of going places. Other heritage resources include the *Duchess*, the monuments, interpretive plaques and the *SS Tutshi* memorial.

Other elements of historic infrastructure such as the dock, mooring posts, Railway Bridge, sunken wrecks seasonally visible at low water contributes to the community character and need to be protected and safe for use.

The guidelines will address the following:

- Demands of modern lifestyle for generally larger buildings/more vehicles, etc. vs. existing scale;
- External lighting and signage;
- Streetscape infrastructure standards (concrete versus boardwalk sidewalks if used at all, curb, gutter formality versus the status quo, chip-seal versus asphalt;
- Natural landscaping for erosion control and aesthetics;
- Maintaining a sense of openness and informality versus space versus property owner development rights;
- Suitable methods to improved servicing (e.g. sewer and water installation, replacement power/telephone lines, telecommunication towers); and
- Choice of materials in relation to the existing general building character (wood).

#### **7.4 Guidelines for Structures identified in the YHSI**

Structures listed in the Yukon Historic Sites Inventory should receive the most intense management attention as they form the architectural inheritance of the community. One of the criteria to be included in the YHSI is the site should be at least 50 years old. Many of the structures in Carcross are much older than 50 years and represent the growth and development of the community and the territory. The greatest risk relates to demolition and disposal triggered by structural condition and safety concerns, usability, change of ownership and redevelopment economics.

- *Demolitions*

A demolition permit is required prior to the approval of a development permit for new construction for all properties identified in the heritage inventory or located in a heritage zone.

An application for a demolition permit shall outline the reasons for demolition including options considered to conserve the heritage values present. Except in a case of health and safety, the demolition permit shall be accompanied by any reuse and redevelopment plans for the site in question.

A Development Permit application for new development may proceed in tandem with the application for demolition but shall not be decided upon until the 14 day appeal process has expired.

- *Form and function*

Any exterior alterations, renovations and additions must respect the style, form, scale, size ratios, materials and colours of the original. Additions must complement rather than dominate the original. Additions to the rear of the lot may be larger and differ in style, materials and colours if substantially hidden from view.

- *Infill*

New construction within a developed property must respect the styles, form, scale, size ratios, materials, colours and scale of the neighbouring properties.

- *Heights*

The maximum height of additions to existing heritage buildings should be proportionate to the scale of the existing structure and should not exceed two storeys.

- *Roofs, walls, windows, doors and trim,*

All materials used in additions, renovations and alterations should be consistent with the existing structure.

- *Streetscape, Landscaping and Views*

The streetscape, landscape character and views to and from individual structures in the YHIS inventory will vary by location and needs to be assessed on a case-by-case basis reflecting the intent of these guidelines.

## **7.5 Guidelines for Downtown Core Zone**

The Downtown Core is dominated by commercial and transportation-related infrastructure. It is one of the most visually attractive and active parts of Carcross. It can be seen from the highway bridge over the narrows and from South Carcross.

- *Form and function*

East of Dawson Charlie Street has transportation and industrial infrastructure. It is dominated by the two-storey railway station. The WP&YR Warehouse and wharf, SS *Tutshi* Memorial and Railway Bridge are also prominent landmarks. This heritage character should be retained. The west side of Dawson Charlie Street and north side of Tagish Avenue are commercial in nature and have the most prominent historic buildings in the community with the Matthew Watson Store, three-storey Caribou Hotel and RCMP Barracks. This heritage character should be retained. The Bennett Avenue waterfront is mostly small scale residential and institutional. All properties here are recognized and should be retained. The north side of Gideon Avenue is a mix of residential and commercial properties including a large vacant site. The south side of Gideon Avenue is the back side of the hotel and Matthew Watson Store. Creative redevelopment of the Gideon and Tagish Avenue frontages should be encouraged. This zone has the most potential for further commercial development.

- *Heights*

The tallest buildings in Carcross are in this zone. Current zoning allows heights up to forty feet; however the buildings along the waterfront conform to the historic scale and rhythm of the overall Bennett Avenue streetscape. This should continue. Any infill along Bennet Lake should be limited to two storeys.

- *Roofs*

Other than the Caribou Hotel, which has a flat roof, the post office, which has a hipped roof, and the former RCMP Barracks which has an arched roof, buildings have gable roofs. Some gable ends are hidden by false fronts. Roofs are clad in wood shingles, asphalt shingles, asphalt rolls or corrugated metal. These forms and materials should be retained and used for any further development.

- *Walls*

Walls are either constructed of horizontal logs or wood framing. Framed buildings are clad in horizontal wood drop siding or vertical corrugated metal except for the RCMP Barracks, which has vertical log walls. These materials should be retained and used in any further development.

- *Windows and doors*

There is no standard pattern for sizes and locations of openings in buildings. Both commercial buildings on Dawson Charlie Street have extensive glazing along the ground floor facing the street. Both have recessed entrances. Any commercial development in this zone should emulate these features. Modifications to improve universal accessibility where necessary are permitted.

Window sashes and doors are made of wood. Buildings bordering on the street should continue to have wood windows and doors.

- *Trim*

Trim for corner boards, fasciae, eaves, windows and doors use plain wooden boards. Their colours accent the visual heritage character. These features should be retained and repeated.

- *Streetscape and Landscaping*

Buildings along streets tend to be built right up against or close to the front lot lines in this zone. There are concrete sidewalks along this section of Bennett Avenue and the west side of Dawson Charlie Street. There is an extensive boardwalk in front of the railway station. The RCMB Barracks has a fence in front. Dawson Charlie and Gideon streets are currently asphalt but this and road curbs are recent additions. Further use should be discouraged. Neon exterior signage is not historic and should not be permitted.

Benches, seasonal hanging flower baskets and flower boxes enhance the streetscape. Presentation of artifacts, sculptures, monuments and interpretive plaques are permissible elements in landscape plans for private and public spaces. A landscape parkette plan for the remnant public space along the west side of the Matthew Watson store across from the post office should have a pedestrian focus to encourage walkability.

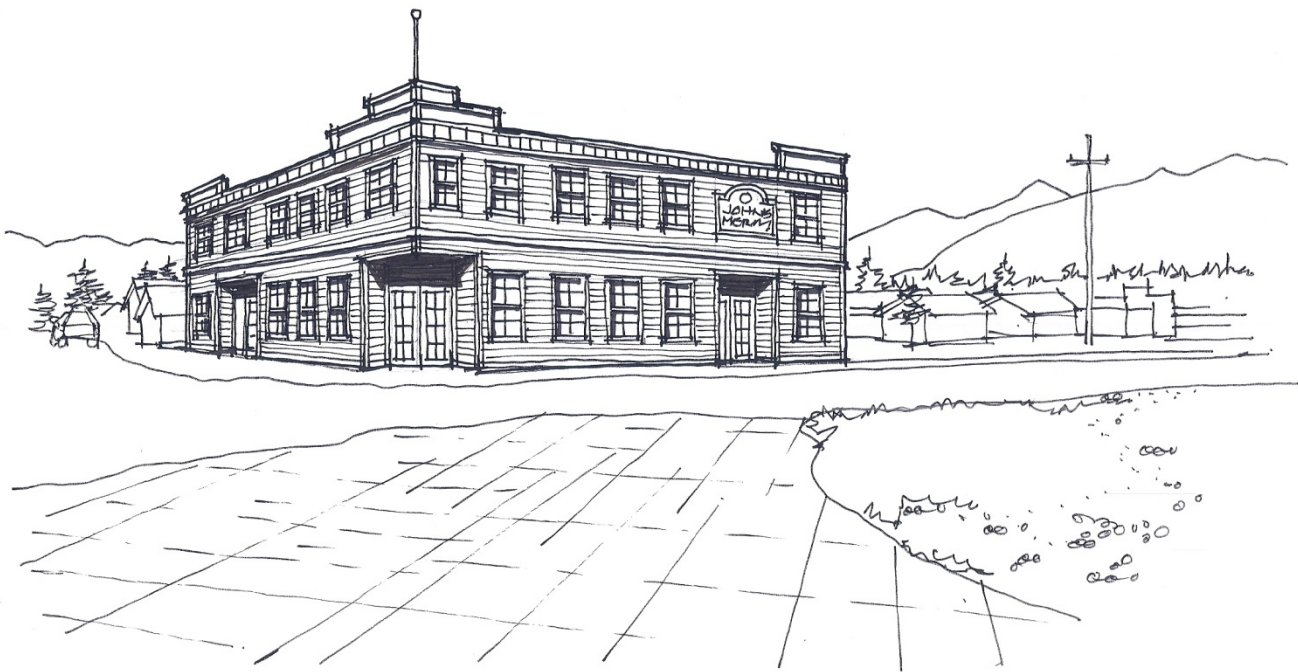
The large lot beside the train tracks is open and overgrown with native trees and shrubs. Herbicide use for vegetation control should not be permitted.



- Views

The views of this zone from South Carcross, the river itself for boaters and the highway are important to resident and visitor alike. These views need to be respected as well as the views outwards towards the river and mountains. Development applications which impinge on these views shall include a visual assessment.

**Sketch 1** on the following page illustrates how the above guidelines might be applied to commercial infill, such as the vacant lot behind the Caribou hotel to achieve the intent of the community's Heritage Management Plan.



**Sketch 1: Downtown commercial infill possibility vacant lot northeast corner of Gideon St and Bennett Avenue**

## 7.6 Guidelines for Bennett Lakefront Zone

The Bennett Avenue lakefront is residential in nature. There are ten recognized historic structures in the zone. Additions have been made to many original structures. Some lots have had separate, larger houses added over time. The new buildings are generally set back behind the older, smaller buildings which are closer to the street.

- *Form and function*

This is a residential zone. That use should be retained. The rhythm of heights, solids and voids should be emulated for new buildings. Sight lines toward Bennet Lake between buildings where feasible, should be retained.

- *Heights*

Houses and out buildings are predominantly one storey. A few lots have newer, two storey residences set back on their lots. Building heights should be limited to two storeys.

- *Roofs*

Houses have gable roofs clad in asphalt shingles, asphalt roll roofing or corrugated metal. These features should be retained and emulated in new building construction.

- *Walls*

Walls are primarily constructed of either horizontal logs or wood frame clad in wood drop siding. This construction style and materials should be retained and emulated.

- *Windows and doors*

There is no consistency in the locations and sizes of window and doors. Sashes and doors of older houses are wood. Wood doors and windows should be retained and emulated for new building construction adjacent to the street.

- *Trim*

Trim for corner boards, fasciae, eaves and windows and doors use plain wooden boards. Their colours accent the visual heritage character. These features should be retained and repeated.

- *Streetscape and Landscaping*

There is minimal formal landscaping on lots. Many of the lots have poplars and willows, mainly behind the houses and along the shoreline to mitigate wind strength, beach erosion and sand movement. There are few street facing fences. This character should be retained.

Public access points to the beach across the dune edge should be clearly marked and limited to minimize damage to the dune system and in particular the rare Baikal Sedge which is a critical colonizing vegetation species in dune stabilization. This also applies to access used by ATV's and snowmobiles.

Removal of beach fronting dunes should not be permitted.

Native plant species shall be used in bank stabilization and revegetation of disturbed areas. Cobble, rip rap, gabions are not permitted except at the entrance to the Narrows for property safety and flood protection.

Installation of concrete sidewalks, curb and gutter edging should be discouraged and the streets chip sealed rather than asphalt paved.

- *Views*

The views of this zone from Bennett Lake into the beach as well as from and along the beach itself towards Bennett Avenue should be retained. Bennett Lake views are important heritage values and have remained virtually unchanged since the turn of the 20<sup>th</sup> century.

To the extent possible views of Bennett Lake and the surrounding mountains from the east side of Bennett Avenue should be considered in any future development or redevelopment plans that would affect building height and massing.

**Sketch 2** illustrates how these principles could be applied in this zone.



**Sketch 2: New infill housing next to historic neighbour Bennett Avenue lakeside**

## 7.6 Guidelines for Bennett Transitional Zone

The east side of Bennett Avenue provides a transition into the community from the historic Bennett lakefront.

- *Form and function*

This is a residential zone. That use should be retained. Building footprints and sizes vary. A good portion of the centre of the zone remains open. Building setbacks from the street vary. This variety of massing and voids should be retained.

- *Heights*

Houses and out buildings are predominantly one storey. A few lots have newer, two storey residences. Building heights should be limited to two storeys.

- *Roofs*

Most roofs are gabled with varying orientations. There are a few complex roofs and roofed porches. Roofing materials vary. This variety of form and materials should be retained.

- *Walls*

Walls are predominantly wood framed with a variety of cladding materials and colours. This variety should be retained and encouraged.

- *Windows and doors*

The location and sizes of doors and windows varies widely. This variety should be retained.

- *Trim*

Trim for corner boards, fascia, eaves and windows and doors use plain wooden boards. Their colours accent the visual heritage character. These features should be retained and repeated.

- *Landscaping*

There is some landscaping and fencing but the vegetation on most lots is limited to native plant, shrub and tree species that can survive in the dry sandy desert-like conditions without irrigation. This wild and natural look is part of the character of the community and should be encouraged. Non-native landscape species should be discouraged.

- *Views*

The views outwards to Montana Mountain and down Lake Bennett should be respected.

## **7.8 Guidelines for South Carcross Riverfront Zone**

This zone is mainly on CTFN Settlement Lands. It includes a mix of houses built and/or occupied by First Nation and non-First Nation community members. There are 17 recognized properties in the zone. It is distinguishable by its limited access, narrow riverfront road and strong connection to the water. Many of the small water side buildings are in poor condition and have been affected by flooding in the past.

- *Form and function*

The zone is predominantly residential with small houses overlooking the Nares River. This character should be retained.

- *Heights*

Houses are predominantly one storey. Footprints vary in shape and setbacks. New building should be limited to two storeys with one storey buildings preferred to better blend in with the existing scale of past development.

- *Roofs*

Roofs are predominantly gabled and clad with wood shingles, asphalt shingles or rolls and corrugated metal. These forms and materials should be retained and emulated in new construction.

- *Walls*

Walls are constructed of horizontal logs or wood framing typically clad with wood drop siding. These materials should be retained and emulated in new construction.

- *Windows and doors*

There is no consistency in sizes or locations. This variety should be retained.

- *Trim*

Trim for corner boards, fascia, eaves and windows and doors use plain wooden boards. Colour is not used. These features should be retained and repeated.

- *Landscaping*

The zone is predominantly naturally vegetated. This natural appearance should be retained. Fire-smarting the lower slope of Montana Mountain is permitted provided clearing is minimized and does not distract from the view of the area from the north shore.

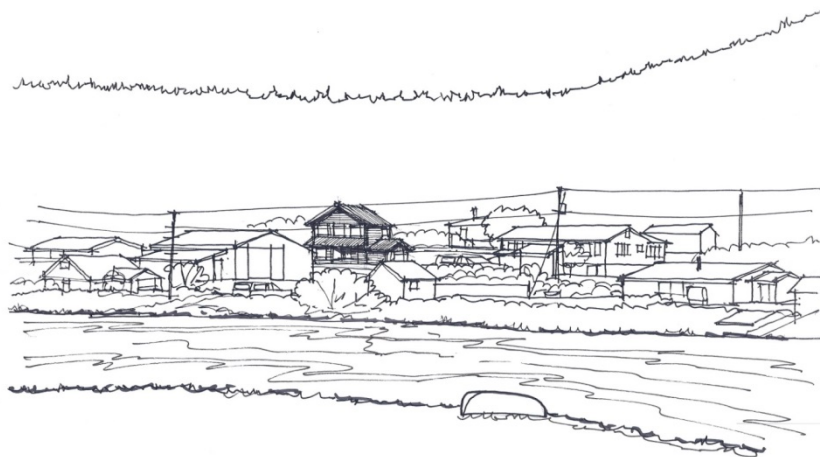
- *Views*

The views of this side of the river from the Downtown Core, and north Carcross waterfront and highway are important heritage values and should be retained. Similarly the view from this zone across the river and towards the mountains should be respected and retained.

Q – *Is this sufficient direction or is more detailed required?*

Q – *Can zones be consolidated and the number of overlay zones reduced?*

**Sketch 3** illustrates how the above mentioned guidelines can be applied in this specific zone



**Sketch 3: Carcross South across the Narrows illustrating scale of possible new 2-storey building**

## 8.0 Implementation

The first step in implementation of the HMP is creating a public awareness program to make property owners and citizens aware of the existence and implications of the the Plan, such as the new development permit process. Development of this program is an YG responsibility.

Implementation of the Plan will be dependent on the regulatory framework and tools available to the Yukon and CTFN governments. Embedding reference to the proposed heritage management guidelines in the Carcross Local Area Development Regulations is recommended. Similarly, the Regulations should be amended to include provision for overlay heritage management zoning along the proposed process for development review to ensure the intent of the Heritage Management Plan can be implemented effectively consistent with this plan's principles.

The existing Development Regulations contain only one general reference to community heritage values in clause 34.6(2) j which applies to the RMX Mixed Residential Commercial zone. Sub clause (i) refers to shadowing of adjacent buildings and (ii) to viewsapes from nearby properties to Bennett Lake and the mountains. Sub clause (iv) also refers to land use compatibility while clause (k) requires the Development Officer to consult CTFN on all applications for discretionary use permits on lands owned by the First Nation. Thus the precedent has been set to include reference to community heritage values and broaden their use across other zones. The missing ingredient however is how the Development Officer is to do this. Clause (k) could also be interpreted to suggest that while the Development Officer must consult CTFN on conditional use applications in the RMX zone, the decision making authority rests with the Development Officer. It is not clear whether this clause is inconsistent with CTFN's land claim and self-government agreement or is applicable as a law of general application until replaced by CTFN land use legislation and regulations applicable to settlement lands.

Consistent with the identified Heritage Zones (Section 5.2) and Design Guidelines in **Section 7**, several modifications are proposed to the Carcross Area Development Regulations.

These changes to the Area Development Regulations can be summarized as follows:

- Inclusion of an enabling clause allowing for the establishment of the overlay heritage zones reflecting boundaries and historic themes identified herein;
- Addition of an enabling clause referencing the use of design guidelines and the creation of the Carcross Heritage Management Committee;
- Addition of an enabling clause allowing designation of buildings, structures, land parcels or other sites within the LAP boundary as local historic sites. This could simply require application of the provisions of the Yukon Historic Resources Act which apply to municipalities;
- Addition of a clause enabling EMR/LARC to protect local historic sites from alteration, renovation, demolition or any other activity that may alter the heritage character of the site within an overlay zone or to a building or site on the YHSI;
- Addition of an enabling clause outlining the additional development review requirements for properties on the YHSI and heritage overlay zones including the creation of the Carcross heritage Advisory Committee;
- Clarification of the roles and decision making responsibilities of the Development Officer function under the Area Development Act and applicable CTFN legislation to ensure a timely, transparent and consistent development review process within their respective jurisdictions;
- Outlining respective jurisdictional responsibilities for monitoring and enforcement of the Heritage Management Plan; and

- Determining how plan implementation may be funded by the respective governments.

In addition to revising the Area Development Regulations it is recommended a Memorandum of Understanding (MOU) articulating the respective roles and responsibilities of YG Departments, (T&C, EMR and Community Services) be prepared. The purpose of the MOU is to ensure a streamlined development review process, coordination of new infrastructure projects to ensure compatibility with the Heritage Management Plan goals and objectives.

*Q – Is more detail required? Has anything been missed?*

## **8.1 Monitoring Plan Implementation Progress**

Accountability for implementation rests with the two governments. Plans without implementation schedules and action steps identifying how progress will be evaluated are rarely successful over the longer term. The stakeholders in preparation of the Heritage Management Plan include both governments, SKLAC and community residents who have spelled out what their heritage values are. Monitoring and tracking implementation progress depends on establishing expectations in quantitative and qualitative terms. Identification of key measures (or key performance indicators (KPI)) adheres to the principles of accountability and transparency.

Suggested key measures of progress and success are:

- Reduction in the loss of existing heritage buildings where possible;
- Increase in the number of buildings restored and re-used;
- Number of applications in heritage management zones processed in a timely manner;
- Level of public and private investment in implementation of the Heritage Management Plan;
- Level of intergovernmental cooperation and engagement in heritage management projects in Carcross;
- Level of community awareness and support for heritage management initiatives;
- Timely completion of an implementation work plan following plan adoption setting out respective responsibilities, timelines and resources required; and
- Area Development Regulations amended within one year (1) to incorporate recommended changes.

*Q – Other ideas for possible quantitative or qualitative measures or are these sufficient?*

## **APPENDICES**

Appendix A – Summary Report Questionnaire Carcross Heritage Management Plan

Appendix B – Example Development Permit



**APPENDIX A – QUESTIONNAIRE SUMMARY REPORT**

**APPENDIX B – EXAMPLE DEVELOPMENT APPLICATION & PERMIT**