

Draft Final Heritage Management Plan

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**CARCROSS/TAGISH
FIRST NATION**



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Carcross Heritage Management Plan

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Carcross Heritage Management Plan

1.0 Introduction

What is 'Heritage'?

"Heritage is inheritance, cultural and natural, more significant or less significant, physical and spiritual, tangible and intangible. It includes places, things, objects, activities, and practices such as storytelling, rituals, songs, and traditional domestic pursuits." (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. 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 (figure 1). This does not mean that there are not cultural and heritage values outside the community boundaries valued by Carcross residents and the Carcross/Tagish First Nation within whose traditional territory the community resides. 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 Carcross General Development Regulations (C/O 1976/231) administered by the Government of Yukon. That work will be completed in 2016.

This Plan describes the heritage resources present in Carcross, 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 Carcross General Development Regulations and guidelines to assist proponents and regulators in assessing rezoning applications and development permits involving the alteration, refurbishment and adaptive re-use, removal and demolition 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 heritage resources prior to the turn of the 20th century through to today. . Its intangible assets are derived from the cultures of both the First Nations and non-First Nations inhabitants who call Carcross home. The Plan further considers the community's heritage landscape values such as views and streetscapes, and natural components such as the beach, the desert



Figure 1: Carcross Local Area Plan boundary

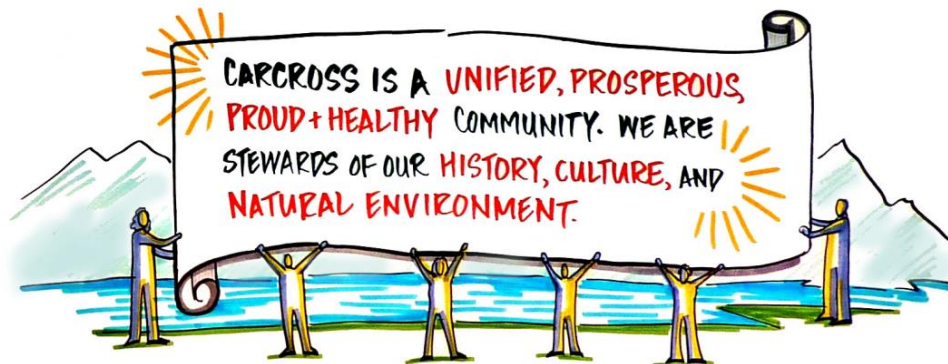
and the unique vegetation (e.g. Baikal Sedge) associated with these landforms. All these add quality, texture and spatial context to the community's sense of identity. Recognizing that the community will continue to grow and evolve, the Management Plan will help guide and inform change in a way that is respectful of the heritage character of the community.

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

- Carcross Local Area Plan(2013) and Carcross Downtown Core Plan (2008);
- Carcross General Development Regulations (C/O 1976/231);
- Carcross Waterfront Research Project (1997);
- Walking Tour brochure;
- Summary Report – Carcross Downtown Core Planning Process (2007);
- Yukon Register of Historic Places – “Caribou Hotel” and “White Pass and Yukon Railway Station”;
- Carcross and Area Interpretive Plan (2012);
- C/TFN Final Agreement – Chapter 13 Heritage (2005);

Previous initiatives to develop heritage tourism from the 1980s, after opening of the South Klondike Highway, included interpretation programs and plans to reopen rail service by the White Pass & Yukon Railway (WP&YR), and plans by the Yukon Government (YG) for the *S.S. 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' 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 Carcross General Development Regulations. A “best practices” approach is used based on the overall community vision statement.

1.1 Heritage Management Plan Vision

The Carcross community, Yukon and C/TFN 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 history and diverse cultures. This includes managing change and respecting 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 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 as well as the history and cultural diversity that shaped our home and 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 (C/TFN), 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, rests with YG-EMR Land Planning Branch and C/TFN on settlement land. The Department of Tourism & Culture Historic Sites Unit provides technical advice and guidance on the management and protection of heritage resources in the community.

The Carcross/Tagish First Nation government fulfills its heritage conservation and management mandate through its Final Agreement (FA). 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 Carcross residents. Its purpose is to provide advice to the Minister on matters of concern to the community. It seeks input from the community on specific issues and communicates that feedback to the Minister. It has no regulatory or other authority to pass bylaws. Governance of community affairs remains with 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 8th, 2015 followed by two interactive workshops on April 30th. The public presentation focused on the role of heritage management and preservation in strengthening the heritage character and distinctive identity of Carcross. A background paper was produced and made available in May. To encourage public discussion of heritage values a questionnaire was circulated through the community in late May and early June. The draft plan was subsequently published in July and a public meeting held July 23rd. Meetings were held with the C/TFN Land Management Board to brief them on the project. The opportunity for feedback on the draft plan was extended into early September. All information was posted on the Tourism & Culture website and provided to the C/TFN government. In addition, the C/TFN Working Group representative interviewed individual Land Management Board members, elders, and others, summarising their thoughts on heritage values from a First Nation perspective. All community input has been considered in the final Plan (see **Section 2.1**).

Stakeholders identified in the public consultation process included:

- Carcross property owners and residents;
- Stewards of land, water, air, resources, culture and history;
- Community business owners and tourism operators, both local and from away; and
- Visitors.

2.1 Heritage Values Survey Results & Management Plan Goals

YG's Historic Sites Unit issued a questionnaire in the May 27 – June 12, 2015 timeframe. The full survey report is located in **Appendix A**. Twenty one (21) questionnaires were completed. Seventy-one percent (71%) of respondents were Carcross property owners and sixty-three (63%) indicated that 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 viewscapes within the planning area;
- Conservation of buildings and/or structures;
- Public awareness of community heritage; and
- Designation of key historic sites.

2.2 Carcross/Tagish First Nation Heritage Values

The following section has been written and provided by C/TFN.

“For first peoples, heritage is not just about artifacts from the past. It is far more about the shared experience of people on the land where they lived, traveled, hunted, and celebrated their traditions. It is about collective identity and cultural values imbedded in the oral traditions of families, clans and First Nations. For the Carcross/Tagish people, heritage is reflected in the activities of daily life that connect with the stories and legends of both the immediate and long distant past. These include oral traditions that speak of how the Tagish and Tlingit people first came to the area, their connections to one another, to the wildlife and to the sacred mountains and teachings of Game Mother¹.”

“For C/TFN, then, the landscape itself is the embodiment of their heritage and will always reflect their spiritual connection to the valleys, the water, the animals, and the voices of their ancestors. There are few of the kinds of material designators that dominate western culture view as signaling the legitimacy of “heritage places”, yet every stream, valley, ridge or meadow is alive with the memory and meanings attached to what took place there and the stories that they gave rise to. These are some of the inherent challenges of having indigenous values recognized in heritage management practices, which become active stewardship as opposed to a sense of ownership”.

“The original people of this land have gone from living a nomadic family camp subsistence lifestyle, to trading, to trapping, to packing over the Chilkoot Pass, working on the steam boats and railroad, to working for government, and now are attempting to develop a sustainable geotourism industry. Regardless of these changes, the people of these lands understand they all have a special and undeniable responsibility to protect and manage the land and its [heritage resources] in a manner that reflects cultural value. Co-management of land and [heritage] resources is therefore a traditional practice. Our culture and history is rich and respected. It is our way of being and thinking and is more than what can be seen. Our culture is the interaction of the people with the environment. We are part of the land and the water and it is part of our culture. We have a need to preserve our history and share our past with the right stories, the true history and to celebrate our future”.²

¹ Game Mother Story. Angela Sidney.

² From Draft Statutes of Carcross/Tagish First Nation, Book One: Traditional Beliefs and Practices: Our Place, Our Responsibilities.

3.0 History and Heritage

3.1 Heritage Components

The heritage of a place comprises tangible and intangible values. Buildings and structures are tangible heritage resources. Stories, art, song and dance and learned skills such as language, hunting, fishing and carving are considered intangible heritage. They reflect the activities of the people, culture and values that have been passed from one generation to the next.

Figure 2 illustrates the various components that together compose Carcross’s community heritage.



Figure 2: Heritage Components

3.2 History of Carcross

Carcross has a rich history spanning many centuries in time. This context is important. Each period forms a distinct layer in Carcross’ history. This ‘accretion of layers’ is unique to the community. Many layers are still visible in surviving buildings, cultural (humanly modified) landscapes and particularly the First Nation relationship with the natural landscape. It is important to understand all aspects of the eras to better preserve and respect Carcross’ past and present. Carcross can trace its history as a permanent settlement to the Klondike Gold Rush. All of the notable surviving historic resources are from other, later eras of development. The majority of core area buildings postdate the 1910 fire.

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 History³

The original inhabitants of the area, the Tagish Kwan and descendants of the Tagish Kwan, lived an abundant life following the seasonal cycles of the various game animals. They would traverse a vast area with the current town site of Carcross being one of its hubs.

In the early nineteenth century, trade became a significant part of the local economy. The Tagish people of the Carcross area traded primarily with the Tlingit from coastal Alaska and less commonly with Athapaskan groups from inland Yukon. Prior to this period, oral history tells us of a Coastal Tlingit couple who settled in the Taku River area and had three daughters. Each daughter had married inland, one to a Tagish Kwan man near Carcross and the others to men in Teslin and Telegraph Creek, giving rise to the “Inland Tlingit” distinction. This, along with the influx of Coastal traders saw a merging of the Tlingit and Tagish traditions.

By the mid-nineteenth century, a rich cultural history revolving around visual arts, dance and oral traditions expressing spiritual relationships with the natural environment was evident in the area now known as Carcross. The present-day membership of the Carcross/Tagish First Nation draws their heritage values from this land-based culture. Hunting, fishing, trapping, and gathering traditional medicines and berries were and still are important elements of their lifestyle.

The Tagish name for Carcross is *Todezaane* that means “blowing all the time” and in the Inland Tlingit language it is referred to as *Nàtase Hîn*; meaning “fish camp in the narrows between the lakes” or

³ Text provided by C/TFN

“sleeping waters”. The coastal Tlingit writing system that C/TFN follows would spell it *Natasahéeni* meaning “going through narrow water”, and is also known as “sleeping waters”.

The original western name for Carcross was “*Caribou Crossing*” as the village had built up around the place where the Tagish/Tlingit people stayed during the seasonal round and the caribou would cross the waterways during their fall migration. As this name implies, there were many prehistoric, geographic and cultural reasons for First Nation people to meet, reside and trade at this location. The site was an important hunting and fishing camp to Inland Tlingit and Tagish people, in particular during the spring herring fishery and the fall caribou migration.

Both oral history and archaeological records indicate that the area around and within the present village of Carcross, has been occupied by the Tagish (and later the Tlingit) peoples for thousands of years. Summers were spent in camps along the north shore of Bennett Lake and when the prevailing winds became too harsh in winter the camps were moved to the southern shore of Nares Lake on the Natasahéeni River which joins Bennett and Nares lakes. Subsistence was based predominantly on fish and dried meat from moose and caribou.

The Klondike era (1896-1910)

In addition to the Tagish/Tlingit, prospectors made use of the traditional trade trails to the coast bringing more people into the area. 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 was surveyed as a permanent settlement (1906) following the arrival of the WP&YR railroad (1899-1900) connecting Skagway, Alaska to Whitehorse, Yukon. Carcross was a stop on the way and functioned as a supply and maintenance centre. The new community functioned as a hub and transfer station for stampeders on their way to the Dawson City and Atlin gold fields. First Nation traditional trade methods for goods and services begin to change with the introduction of wage economy options.

The name “Caribou Crossing” is simplified to “Carcross”. A busy downtown area started to develop around the depot and hotel. Buildings from Conrad and Bennett City were moved into town as these communities are abandoned, especially after the 1909 fire burnt a large number of prominent buildings in the downtown core. The community quickly bounced back and the present hotel and depot (both designated historic buildings) were built.

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 were established. A number of mining operations were developed along Tagish Lake. Carcross evolved into a supply centre for the larger southern lakes region.

Consolidation/Supply Centre/Tourism Prospect (1910s – 1930s)

High end tourism flourished in the roaring 1920s. WP&YR built the *SS Tutshi*, offering cruises to places such as Ben-My-Chree and catering to royalty and the wealthy. Johnnie Johns hired and trained many local men as guides for his outfitting business while Chief 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 1933, with Carcross becoming the base for Northern Airways, the first company to provide reliable year-round air service in the Yukon. The Simmons residence,

Northern Airways office and garage/shop remain downtown on Bennett Avenue while the hangar at the aerodrome is still in use today.

Mission School Era

Choutla Residential School was opened by the Anglican Church in 1911 on a sixty-four ha parcel of land three km north of Carcross on the Tagish Road. The school burned down in 1939 and operated from a temporary facility in Carcross until 1953, when a new, larger school was built on the original site to accommodate 160 students. As a result, children traveled to Carcross to attend this school from other communities in Yukon and northern B.C.

Choutla was also known by the early fifties as the Carcross Indian Residential School. The school continued to be used until it closed in 1969 when Mission Schools began to be phased out. One of the main objectives of residential and day schools was to assimilate First Nations children into what was deemed Canadian society by churches and government. As a result, First Nation children were taken away from their families and traditional way of life. This had devastating cultural and social implications to residential school attendees, their families and generations that followed⁴. The Choutla School was demolished in the mid-1980s. The Choutla School site was selected by C/TFN as site C-17B during Land Claim negotiations. It encompasses the area from the shore of Grayling Bay up to the right-of-way for the Tagish Road.

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 by the military and used as a mess hall and housing. 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 that was mobilized between the *SS Tutshi* dry dock and the Jackie Good House. Community infrastructure such as electricity and water was modernized by the army.



Ron Willis photo, Eric Johnson Collection, YG Historic Sites.

⁴ Jensen, Marilyn. *Our Story: A historical reflection of the Carcross/Tagish First Nation's land claims process*. Prepared for the Ratification Committee for the Carcross/Tagish Land Claim Agreements. P. 16-18.

http://www.tc.gov.yk.ca/residential_schools.pdf
<http://yukondigitalibrary.ca/digitalbook/centuryschooling/>

The early modern era (1950s- 2000s)

Consolidation of the town's institutions took place in the early modern era 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. WP&YR pioneered worldwide container shipping to streamline intermodal freight transfer for its White Pass rail operations that pass through Carcross.

The Carcross Community Education Centre (1970s) brought a major influx of students and adults from across Canada and some settled, boosting the population by 30 percent. Sponsored by the Anglican Diocese of Yukon, the Community was established as an alternative to the prevailing school system. The students, both native and non-native came from Yukon and elsewhere in Canada to complete high school in a setting that focused on practical experience in a variety of hands-on activities. Many were counter-culture individuals initially viewed with suspicion by the community. Eventually they earned respect for their hard work, independence, enthusiasm and commitment. The Community closed in 1979 due to deteriorating buildings and lack of enrollment.

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. Seasonal rail service from Skagway to Carcross was restored in 2000. The Umbrella Final Agreement was signed in 1993 with the Carcross/Tagish First Nation Land Claim settled and signed in 2005.

3.3 Heritage Resources

The following historic places have been protected or recognized as heritage resources/historic places under current legislation and regulations. The identified sites are tangible evidence of the community's heritage. Intangible heritage resources are integral to understanding the heritage value of historic places and are widely appreciated throughout Carcross. The C/TFN Government is committed to language renewal, the preservation of traditional stories and values that 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 buildings. They are:

- *White Pass & Yukon Route Station (WP&YR)*

The WP&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* (2nd edition, Parks Canada, 2010).

Yukon Historic Sites Unit works with the owners of designated buildings to provide technical information regarding proposed changes to the asset while ensuring the character defining elements, as identified in a Statement of Significance, are preserved.

3.3.2 Historic Places on the Carcross Historic Sites Inventory (CHSI)

To date 63 historic properties have been identified in Carcross. These sites by definition have heritage interest because they are over 50 years old and important to the community. Sites included in the Carcross Historic sites Inventory will have a higher level of review when external building alterations are being contemplated that would affect their heritage values as discussed in **Section 7.0**.

The value of documenting a property 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 that the consequences of a given choice are understood.

4.0 Community Values and Identity

The community's perception of its heritage values and community identity are summarized below. That feedback has been used to create the foundation and framework of the Heritage Management Plan and recommendations.

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, narrows and desert in the Plan. They are part of the community's heritage and are key landscape features that make our community unique;
- Preserve viewscapes of the surrounding mountains, lakes, south and north shore of the Narrows – the views are important, reinforcing our connection to the surrounding environment;
- Residents perceive their community as diverse and independent and wish to preserve that creative freedom, flexibility and feel - no cookie-cutter styles or solutions please;
- While there may not be a definitive architectural style, there are common building features and elements reflecting building practices over the years (e.g. building size, roof pitches, materials used) that connect the community with its past that should be respected;
- Keep roads basic, no hard edges like curbs and gutters, concrete sidewalks;
- Carcross is not only a gold rush town; the gold rush Views of Bennett Lake are valued instigated the construction of the railway and the establishment of a permanent settlement here but Carcross has a larger and more varied history; and,
- C/TFN is continuing the reconciliation process. Tagish/Tlingit cultural renewal and contemporary expression of their heritage values in new building design, art, dance, song and traditional pursuits reinforce their connection to the land and waters of their traditional territory.

Specific buildings and structures identified by the community that are valued by included: the post office, railway station and swing bridge, hotel, community hall, original school from Bennett, Matthew Watson store, St. Saviour's Church, and the south shore cabins. Other buildings mentioned were connected to specific individuals such as Arne Ormen or to an unusual feature such as the Barracks distinctive barrel roof.

Carcross residents also emphasized the importance of their connection to the physical environment. Natural features of value include the dunes and desert, Bennett Lake waterfront and beach, the Nares River Narrows waterfront as well as the views of the lakes and surrounding mountains. Together they form fundamental elements of Carcross’s character to all residents.

4.2 Carcross/Tagish First Nation Values

As noted in **section 2.2**, First Nation heritage values come from a broader and spiritual “living landscape” worldview. First Nation culture stresses the need for collective stewardship responsibility embedded in oral traditions and *Kla goosh* (those teachings unique to the Tagish/Tlingit way of life). The importance of respect for landscape, language and cultural differences opens the door to a balanced representation of collective community values.

C/TFN views its Carcross Commons development as a contemporary interpretation and expression of their culture and heritage. C/TFN’s objective was to reinvigorate the downtown core and reinforce their cultural presence within the community by creating a commercial retail/market square/performance and central arts space. Building height, longhouse form and structure reflect the coastal Tlingit traditional community layout along a river or coast. Cultural stories are expressed through totem poles, painted walls and other artistic features.

The architectural style is a contemporary interpretation of traditional one storey longhouse rectangular building form. The buildings surround a public commons /performance space with buildings integrated with public space, the development is differentiated from the surrounding area by the raised deck. In effect, C/TFN has reimagined a barren, industrial storage yard and parking area as an active outdoor meeting space supporting retail commercial uses adjacent to and complementing the historic buildings and character of the downtown core. Building size, height, use of gable roofs and orientation support the adjacent heritage zones and maintain views of the surrounding lakes and mountains.



Carcross Commons illustrating contemporary Tagish/Tlingit building form

4.3 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. They understand 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 and summarise thematically the elements that Carcross residents feel contribute to their identity as a community today. As a thread through history, Caribou Crossing/Carcross evolved from a wildlife crossing/fishing and trade meeting location within C/TFN's traditional territory to a permanent community and shared home to residents from many backgrounds. Thematically, this identity is reflected in two streams of thought:

- ***A Place where people came to, stopped and passed through***
 - Tlingit trade route to the interior and convergence point for two inland trails (C/TFN Route 1C- Chilkat to Carcross and Route3 Carcross to Tagish);
 - Traditional harvesting area for Tagish and Inland Tlingit people during the seasonal round for hunting and fishing –part of C/TFN homeland;
 - Stopover on the route to the Klondike;
 - Significant role in early Yukon water, air and railroad transportation;
 - Staging & logistics site for area hard-rock mining;
 - Staging camp for the Alaska Highway and Canol pipeline projects; and,
 - 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;
 - Confluence of four valleys;
 - A place where fish pass through from one lake to another;
 - Inland Tlingit name for Carcross is Nàtàse Hín meaning “*fish camp in the narrow between the lakes*” or “*sleeping waters*”.
 - Seasonal migration route for woodland caribou: the place where caribou crossed the water and gave Carcross its early name ‘Caribou Crossing’;
 - Staging area for migratory birds - – trumpeter swans, ducks, geese.

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

- The buildings moved into Carcross for reuse from former Bennett/Conrad town sites;
- The use and continuing function of the Carcross Depot where tourists and Chilkoot Trail hikers can embark and disembark from the WP&YR railway;
- The now un-used Northern Airways office but still used airstrip and 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 unique railway swing bridge;
- Post Office, churches and school; and,
- The historic trails that connected parts of C/TFN's traditional territory and homeland and later influenced the routing of subsequent road development.
- Development of the Carcross Commons as a contemporary expression of C/TFN culture

5.0 Heritage Planning Principles

The Carcross Heritage Management Plan respects the community values described above. This section lays out the key principles consistent with best heritage planning practices that set the framework for the plans focus, suggested management approach, and key implementation recommendations.

5.1 Guiding Principles of the Carcross 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. These terms are defined as follows:

- *Inclusiveness*

For the purpose of this Plan, Carcross's heritage, resources are grouped in zones based on their physical locations. There are also sites of heritage interest that are in isolated locations, outside the community core such as the privately owned hangar at the Carcross airstrip which reflects the role Carcross had in the history of Yukon aviation. The C/TFN trails which meet in Carcross are also important in a local and regional context even. The essence of the Plan is to identify the heritage resources within the Carcross Local Plan Area boundary and provide a strategy to manage them, so they are not lost. How the guidelines contribute to preserving Carcross heritage character is discussed in the individual heritage overlay zones.

- *Collaboration*

Collaboration between the community and 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 Tagish/Tlingit culture and heritage values and resources along with the historic values that date from the early 20th century. They reflect a living culture that continues through to today and will continue into the future. Working together, the community and governments

can complement the efforts 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 landscape features such as water bodies, 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.

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 character defined boundaries set out in heritage overlay zones;
- Recognizing that heritage zones will not capture all the heritage features listed in the Carcross Historic Sites Inventory and these individual sites require equal consideration;
- Noting the importance of features such as viewsapes within the downtown both looking in and looking out;
- Recognizing the unique landscape features, such as the dunes, desert and beach that exist in Carcross;
- The appropriateness of using guidelines to provide flexibility and encourage heritage preservation empowered through the updated Carcross General Development Regulations to support transparency, process fairness and consistency;
- Focus on the collective, character of the whole community;
- Recognize and appreciate the unique features or character defining elements of individual structures, streetscapes and landscapes;
- Design guidelines to help inform decisions, provide context and direction (e.g. materials, colours, roof lines, density and scale) based on existing building elements in the zone;
- Guidelines will help ensure public and private awareness of the heritage values present and the nature of maintenance attention needed to ensure the viability and retention of the historic structures; and,
- Recognition that the guidelines will support but will not replace the Carcross General Development Regulations. Rather they supplement them providing a context for discussion of the appropriate options available to meet the Plan’s heritage management and protection objectives. Some features of the Carcross Heritage Management Plan may be included in the update to the General Development Regulations when the update is completed in 2016.

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 (C/TFN) 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 that meets present and future needs, and expectations of the community. It summarizes the community planning goals for the next 20 years.

The recommended heritage design guidelines in this document flow from the guidance provided in the LAP. 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 the heritage character of Carcross.

The guidelines need to be referenced directly in the Carcross General 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 covered in the rationale and site plan documents submitted in support of a Development Permit and/or Rezoning Application. All plans must be drawn to scale. The Development Officer, at their discretion on initial review of the application, may relax the requirements or request additional information in determining the completeness of the application submitted⁵:

1. *Date and legal property address*⁶. Include description of building/property undergoing changes.
2. *Siting*. Annotate drawings and/or photographs to describe the relationship between the proposed development and its context in terms of the following criteria:
 - Front, side and rear setbacks (existing and proposed where applicable).
 - Percentage of lot coverage - pattern of existing and proposed modifications to principal and/or accessory buildings including effects on yard setbacks.
 - Orientation of existing principal and accessory buildings within the lot including proposed modifications and relationship to the street.
 - Location, dimensions of site access, parking and driveway location including fencing.
 - Statement as to whether the proposed changes may block existing views of the heritage features present, to and from the street.
 - Statement of how the proposed development/alteration or addition may affect neighbouring properties and the streetscape heritage character of the zone.
3. *Scale*. Annotate drawings, photographs to describe the relationship between the existing and proposed development context applying the following criteria:
 - Scale of existing heritage structure(s) and proposed alterations/additions are in proportion to each other.

⁵ These requirements are similar to the Development Application & Permit provisions in the Dawson City Zoning Bylaw Heritage Zone modified to reflect local Carcross circumstances.

⁶ Include a box where proponent indicates whether property on Carcross Historic Sites Inventory to cross-reference with Building Safety Branch PIPER records management system

- Statement as to how the scale of proposed development and/or alterations is compatible with abutting properties and the heritage character of the zone in which the development is situated.
 - Floor to floor heights from existing and proposed grade to the highest point of the roof and relationship to the street(s).
4. *Form & Character.* Annotate drawings, photographs to describe the relationship between the proposed development and its context in terms of the following design criteria:
- Building elevations, proportions and dimensions illustrating how window/door locations/trim use and building style reflect the design guidelines and heritage character of the zone.
 - Cladding, roof and walls - include material type and profile. If corrugated metal is proposed to be used on roofs and siding, specify type, profile, finish and dimensions on exposed building face(s).
 - Detail roof form, slope, ridgeline(s) and show location of chimneys, vents, stacks, skylights illustrating how it reflects guidelines and complements the zone's heritage character.
 - Illustrate how the relationship of internal and external spaces is consistent with and/or complements the heritage character of the heritage zone.
 - Indicate the colour palette to be used and explain how it complements and highlights the architectural style of the heritage zone
 - Indicate if applicable, any related changes to fences and existing landscape features (e.g. trees/vegetation to be retained or removed including rationale.

It should also be noted that there are local/territorial and C/TFN resources that can be consulted for advice on care, maintenance and repair of heritage buildings. Guidance is available on how structures can be renovated for re-use or incorporated into 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, Cultural Services Branch, Historic sites unit.

Applications supplemented with photographs illustrating existing site conditions, constraints (where the applicant is applying for rezoning or a relaxation of the Regulations) are very useful. They can help expedite the application review process by the Development Officer and Heritage Advisory Committee where applicable, in the application review process.

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.

The *Carcross Walking Tour* is an example of a **public awareness** tool created to provide a means for residents and visitors alike to understand, learn and appreciate the history and heritage values present in the community. **Story telling** is another heritage **interpretation** activity. At the carving shed visitors can talk to artisans at work and see intangible heritage (stories, carving skills) turned into tangible expressions of Tagish/Tlingit heritage and culture (e.g. totem poles, canoes, masks).

Develop an inventory of heritage properties. The Carcross Historic Sites Inventory is a key first step in understanding community heritage assets. Identifying and documenting heritage properties provides a historic baseline context of the historic places in Carcross and can assist in determining their significance. It is a conservation tool that can be used to increase public and private awareness and appreciation of the

heritage value present. It provides valuable information on the current condition of the building, which is periodically updated and describes the nature of changes if any, which may have occurred over the years. Compiling an inventory heritage places “flags” a property, building or site that requires special attention when demolition or development permits are applied for.

Protection of heritage resources through **designation** is a demonstration of the owner and the community’s commitment to long-term management of the community’s significant historic resources. Changes to designated buildings must retain the heritage character of the sites as identified in the Statement of Significance and must follow the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Allowable changes are changes that retain important physical elements or do not affect the heritage values of the place. The Caribou Hotel and White Pass & Yukon Route Railway Station are the only two designated heritage properties in the community at this time.

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 four proposed heritage areas are the Downtown Core, Bennett Lakefront, Bennett Transitional, and South Carcross Riverfront.

Assistance is also available from other sources including local contractors and Carcross residents who have worked on Carcross buildings and heritage conservation specialists such as conservation architects and engineers.

Design guidelines specific to Carcross are reflected in **Section 7**.

Infill Development Guidelines and Regulations apply to vacant existing lots or lots created by subdivision of a larger lot to permit new development. They can also apply to existing lots involving an addition or alteration to facilitate re-use and retention of a historic building. Typically, heritage infill recommendations are exhibited through historic zone guidelines and/or development regulations, particularly if the heritage considerations are reflected in an overlay zoning approach. They are intended to allow for discretion and flexibility in interpretation to facilitate preservation, adaptation and accommodation of the heritage values present so the subsequent changes or improvements do not detract from the zone’s heritage character.

Both situations have come up in Carcross where a property owner has proposed an addition or separate new infill building. The objective in both cases is the same – balance preservation of the historic values present and accommodate property owner interests. In scenario #1, the objective is to integrate old and new as an addition whereas in scenario #2 the objective is to construct a new building elsewhere on the same site without undermining or overshadowing the heritage structure and streetscape character. Typical considerations include massing and scale, building height, lot size and site coverage, yard setbacks, view protection and material use so the proposed changes complement existing building styles and massing and do not look out of place. The streetscape view is important.

Intangible heritage can be passed down through generations. It provides people with a sense of identity and continuity, manifested through traditions, cultural diversity and creativity. Oral histories, Elders’ knowledge and the living history of the Tagish/Tlingit culture are collected and managed by C/TFN.

Financial incentives in the form of grants and tax incentives can encourage the conservation of heritage properties. Local examples of grants are Yukon government’s 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 available in Carcross for territorially designated historic sites.

Indirect **non-financial incentives** could also be used to encourage heritage conservation on a case-by-case basis. These include land use and zoning relaxations and variances in building height etc.

Non-financial incentives are usually included in municipal Zoning Bylaws or in the case of Carcross, the Carcross General Development Regulations. Since these Regulations are currently in the process of being updated, it is an opportune time to consider whether the updated regulations should incorporate more flexibility and authority for the Development Officer to exercise discretionary powers to facilitate heritage plan goals. Typically, they may allow for either tighter controls or greater flexibility in terms of interpreting the types of uses permitted and discretion in interpreting specific requirements (e.g. relaxation of building setbacks).

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:

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

Each zone has its own distinct character and boundaries. Their characteristics are described in the individual heritage character statements. Their boundaries are illustrated on **Map 1**, on page 19. Each zone should be managed to retain its character defining elements as listed in the heritage character statements.

6.3.1 Heritage Character Statements

Downtown Core Zone

The Downtown Core is dominated by commercial and transportation-related historic places. It is one of the most visually attractive and active parts of Carcross as the heart and commercial centre of the community. The views from the railway bridge over the Narrows and from South Carcross provide a connection from the Downtown Core to these areas.

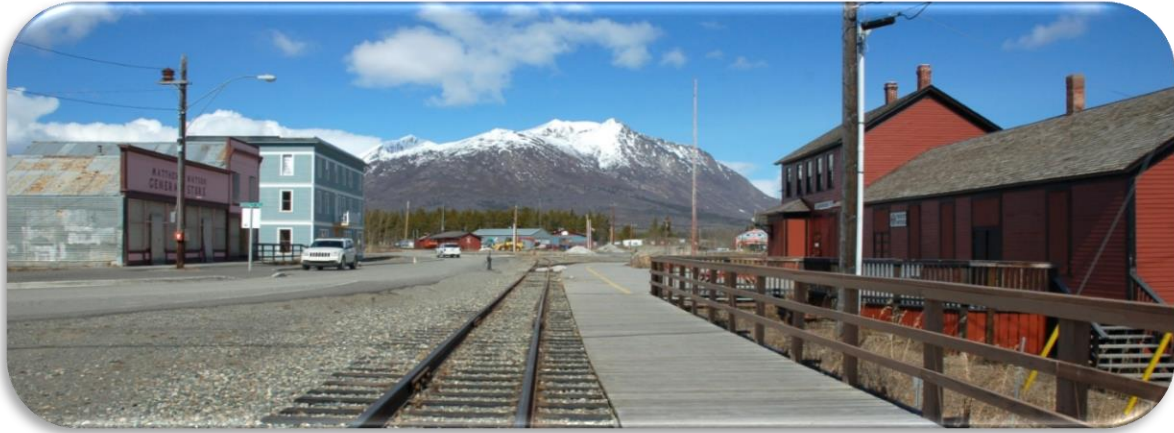
Boundaries

The zone is bounded by the south end of the Railway Bridge and Bennett Lake to the west and the lakefront access path between the Post Office and Phelps property on the west side of Bennett Avenue. The south boundary on the east side of Bennett Avenue is defined by Watson Cabin 2 on lot 3 cutting across to Tagish Avenue, and along Tagish Avenue to McMurphy Street. It then follows McMurphy Street 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.

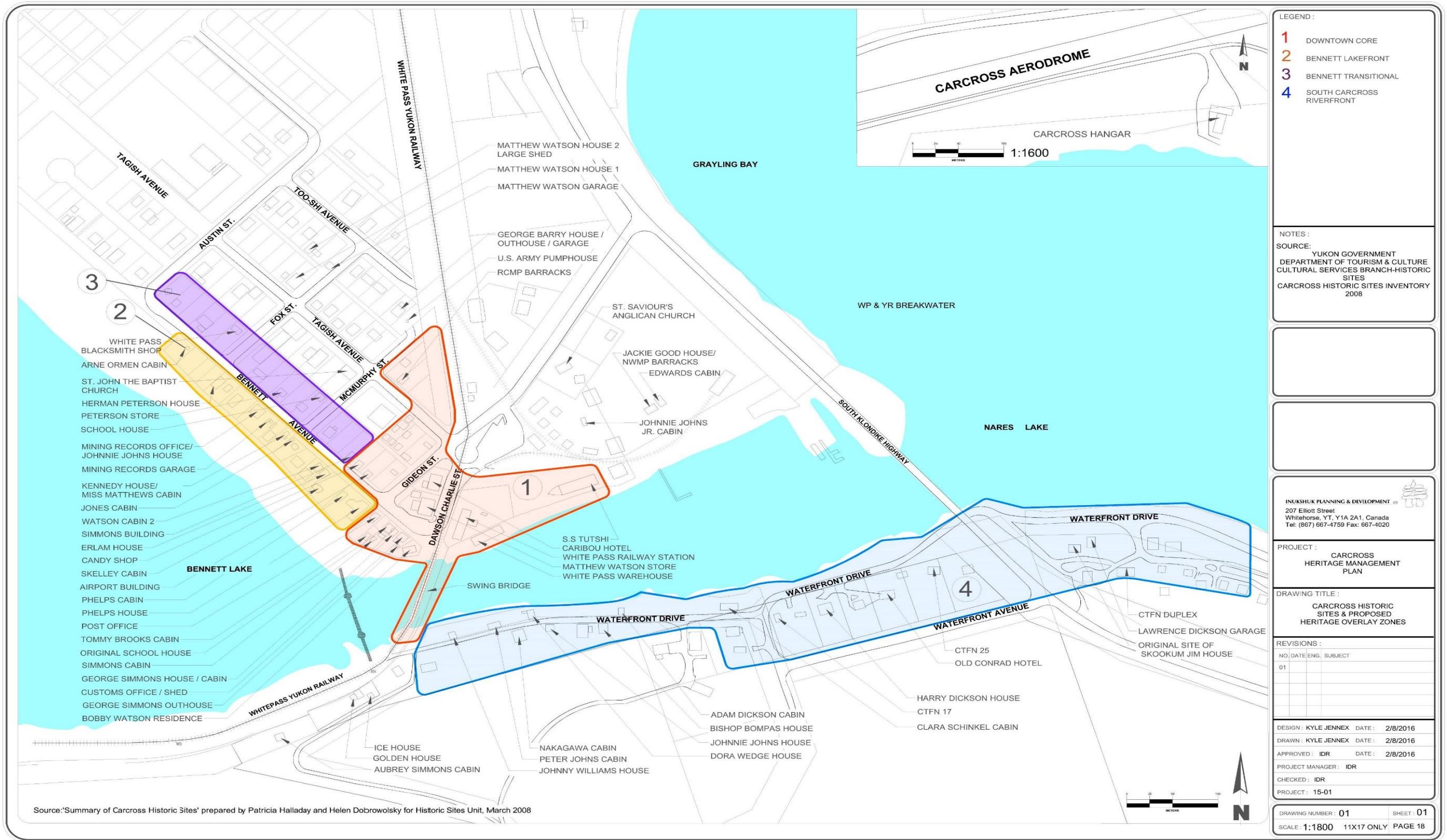
History

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 on Bennett

Lake, 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 that was common at that time. Each of these activities affected existing First Nation use and occupancy with new construction occurring over traditional fishing and hunting camps.



Carcross Downtown Zone



- LEGEND :**
- 1 DOWNTOWN CORE
 - 2 BENNETT LAKEFRONT
 - 3 BENNETT TRANSITIONAL
 - 4 SOUTH CARCROSS RIVERFRONT

NOTES :
SOURCE:
 YUKON GOVERNMENT
 DEPARTMENT OF TOURISM & CULTURE
 CULTURAL SERVICES BRANCH-HISTORIC SITES
 CARCROSS HISTORIC SITES INVENTORY
 2008

INUKSHUK PLANNING & DEVELOPMENT
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PROJECT :
 CARCROSS
 HERITAGE MANAGEMENT
 PLAN

DRAWING TITLE :
 CARCROSS HISTORIC
 SITES & PROPOSED
 HERITAGE OVERLAY ZONES

REVISIONS :

NO.	DATE	ENG.	SUBJECT
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DESIGN : KYLE JENNEX **DATE :** 2/8/2016
DRAWN : KYLE JENNEX **DATE :** 2/8/2016
APPROVED : IDR **DATE :** 2/8/2016
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PROJECT : 15-01

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SCALE : 1:1800 11X17 ONLY **PAGE :** 18

Source: "Summary of Carcross Historic Sites" prepared by Patricia Halladay and Helen Dobrowsky for Historic Sites Unit, March 2008

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 that stood on the site of the present-day Caribou Hotel. The current Post office building was constructed 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. Mathew Watson was known throughout the region and was able to build a strong, positive and respectful working relationship with the local Tagish/Tlingit people. The Caribou Hotel, originally moved to Carcross from Bennet and operated as the Anderson Hotel, was renamed in 1903 by Dawson Charlie and extensively renovated. The current building was constructed in 1910 by Edwin and Bessie Gideon following the fire.. Carcross flourished with increased tourism in the following decade and the *SS Tutshi* was constructed to service the wealthy visitors.

The buildings along Bennett Avenue within the Downtown Core exemplify the practice of relocating and reusing buildings within Carcross. For example, the Simmons House was moved from Conrad and the Bobby Watson House served as a residence, barracks, barbershop then residence again. The Customs Office has been a candy shop and office for Northern Airways. The Barracks was constructed as a residence in 1921 by Johnny Williams, a Section Foreman for WP&YR, and used as a residence until the 1950's. In 1959, the RCMP set up a summer office and accommodations in the building. Uninhabited from the 1960s to 1980s, it was renovated again, this time into a seasonal craft store in 1987, and more recently into a restaurant.

The Railway Bridge, *SS Tutshi* Memorial, the *MV Sibilla* and the *Duchess* locomotive are significant reminders of the role intermodal transportation played in Carcross History.

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. Buildings in the Downtown core are wood frame with wood siding built in a utilitarian style typical to the Yukon. The three storey Caribou Hotel is the tallest building in the community and the size and massing of the hotel, store and station dominate the core. Other important public architectural pieces are the Post Office, the former Customs House and Northern Airways building. The WP&YR warehouse and wharf are significant elements related to the transfer of people and freight between rail and water. The RCMP Barracks is a distinctive, one storey barrel roofed wood-clad structure with vertical log detailing on the exterior walls. Johnny Williams built this and two other buildings of this type in Carcross.

Landscape Character

The zone is flat and open. The banks of the *Natasahéeni* (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 also along the Bennett Lake waterfront lots rear property lines as well as between the RCMP Barracks and the WP&YR right-of-way. Roads have traditionally had informal gravel street treatments with no clearly defined edge. Recent roadwork improvements in the core area have received a negative response from local residents who feel that recently constructed, more formal road structure with asphalt pavement, curb and gutter edge, stamped concrete sidewalks and additional traffic signage detract from the community's informal, historic character.

Character Defining Elements:

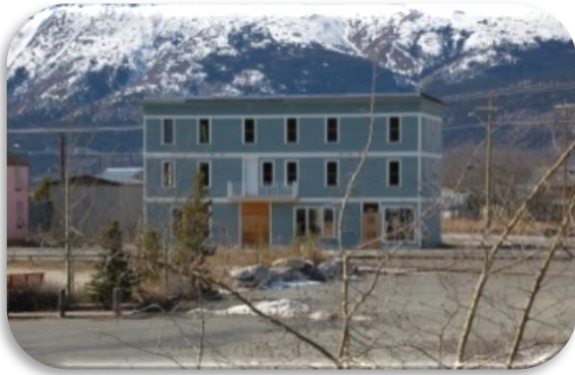
- The historic infrastructure associated with transportation represented by the rail bridge, station, warehouse, wharf boardwalk and rail tracks including the spur line which borders the new Carcross Commons;
- The Caribou Hotel, Matthew Watson Store complex and the Carcross Railway Station provide the central focal point for the downtown commercial core. Coved siding, plain painted trims and vertical single hung windows are common features. The commercial buildings feature large store front windows that are placed within 0.9M (3 ft.) of grade and all have inset entrances. They have a moderate setback and wooden boardwalks along both sides of the street, with the main facades fronting on Dawson Charlie Street. The highest building is the three storey Caribou Hotel, a local landmark;
- The Duchess Memorial Parkette with its commemorative plaques and displays situated between the train station and SS Tutshi Memorial;
- The open and adhoc blend of commercial building styles unified by building scale, size and blend of material usages;
- The informal natural landscape of recovering natural shrubbery, grasses trees interspersed with remnants of former docks along the north bank of the Nares River. The foreshore area rises and falls with seasonal lake level change revealing other artifacts such as a sunken-beached boat.
- The line of small, street oriented primarily one story wooden buildings along Bennett Avenue that back on to Bennett Lake. Most buildings have minimal setbacks, are gable roofed, some with false fronts and are constructed of horizontal round logs or wood frame materials;
- The Barracks with its barrel roof and exterior vertical pole finish;
- The undisturbed views from the Nares riverbank, Dawson Charlie Street and the large, open parking lot out to the surrounding mountains remain an important visual reminder of the natural landscape that existed prior to the development of Carcross. The view from the north shore across the Narrows to the south shore is open and provides a strong connection with the historic residential settlement on the south shore; and
- The mix of haphazard and unorganized spaces combined with the modest vernacular architecture that reflects the non-conformist character of the community.



Railway Bridge



Barracks Building



Caribou Hotel



Post Office

Bennett Lakefront Zone

The Bennett lakefront is comprised of residential properties. There are eleven historic structures in this zone. Multiple structures on a lot are not uncommon. Many of the buildings have not changed, reflecting the size, scale and style of the era in which they were built. Others have additions providing a visual chronology of the evolution of the buildings. In other cases, new buildings have been constructed on the same lot with the original buildings retained and used for other purposes. The connection to the beach and Bennett Lake waterfront is evident in the Bennett lakefront zone. The encouragement of vegetative growth and fences along the lakeside property line to mitigate the strong lake winds and movement of the natural sand dunes, on which these buildings were constructed, is common to almost all properties in this zone.

There are three distinct views – the historic street view that is open with limited vegetation between the street and buildings; the partially hidden buildings that are screened from the public beach.

Boundaries

The zone is bounded by the south side of Bennett Avenue to Bennett Lake and from the lake access walkway beside the Post Office on the east to the lakeside-viewing platform on the west.

History

Like the Nares River Narrows , Tagish/Tlingit fishing and hunting camps spread along the Lake Bennett shoreline at this traditional meeting and harvesting location. The First Nation use and occupancy of this area changed with the Klondike Gold Rush, as the community evolved and grew with a population of newcomers, arrival of the WP&YR railway and the first townsite survey. Traditional fish camps were replaced with permanent dwellings and Tagish/Tlingit people were displaced to other areas along the narrows.

Some of the oldest houses in Carcross are located in this zone. The little Jones Cabin may be the oldest structure dating from the turn of the century circa 1902. In the 1950s, Bennett Avenue was the main street in town and its lakefront aspect made it highly desirable property. Most of the structures were built as residences and, in the 1940s; many were owned and rented out for seasonal and year round use. The initial homes were generally small cabins. Property classified as waterfront was not initially available for sale. When this changed in the 1980s, more substantial structures were built. As the value of lakefront

property for recreation use increased, more properties were purchased and fixed up for seasonal and year round use. Original cabins were renovated, additions added or removed and often the historic buildings were repurposed when larger new buildings were added to the lots. The net result is a mix of building styles, shapes and sizes. An exception to the primarily residential use in this zone, the Peterson House, built in the 1940s, was converted into the school in 1953 and served that function until the present school was built in the early 1970s.



Historic buildings in front - newer building in rear



Jones House (circa 1902)

Architecture

Nearly all of the historic houses are one storey with the two largest a storey and a half. They are either horizontal round log or wood frame with wood siding. Wood siding varies from clapboard to cove with the exposed face generally around 7.6cm (3") for cove and 12.7cm (5") for the clapboard. Almost all have gable roofs with shed roofs generally restricted to secondary structures. The lots that have separate, larger houses added over time have the new buildings generally set back behind the older, smaller buildings that are close to the street.

Landscape Character

Bennett Avenue is chip-sealed with no sidewalk or defined on-street parking. There is no consistency in driveway location or onsite parking. Yard landscaping reflects landowner style and interest. It is generally modest and informal with many properties favouring natural growth of vegetation. Immature poplar trees, native shrubs and sedges continue to repopulate the dune edges at the rear of Bennett Avenue waterfront properties where sufficient moisture has been trapped allowing natural regeneration. This reflects successional growth from wind transported seed.

Fences, trees and shrubbery along the back property lines serve two interrelated purposes moderating on shore wind strength and sand dune movement behaviour. Baikal Sedge (*Carex sabulosa*), a rare plant species that plays an important role in dune stabilization is found all along the rear property line of the houses in this zone. Where present, the trees and shrubs generally provide a uniform screen along the back property lines so only the taller buildings towards the back of the lots are visible from the beach.

The beach remains largely intact and undeveloped below the ordinary high water line. The water is quite shallow so beach width varies with seasonal changes to lake levels. Views looking west from Bennett beach down the lake and northwest along the beach towards the Watson River are largely unchanged

reflecting the natural landscape as it has always been. These views of Bennett Lake, the beach and the mountains beyond are valued by the community.

Character Defining Elements

- Eighteen structures of historic interest documented in the Carcross inventory;
- The presence of the small, historic one storey houses with gable roofs clad with wood or asphalt shingles, roll roofing or corrugated metal coupled with round log or wood-framed buildings clad with wood drop siding;
- Historic houses are generally aligned along the street and newer houses set back;
- Chip sealed, shared road surface with undefined edges, lack of sidewalks and simple driveways reflecting the low volume of traffic and density of development;
- The nature and density of natural vegetation along back property lines defines the boundary between public and private space and the trade-off between lake views and the strength of the prevailing winds;
- The long, extended sand beach, active dune system and vegetation pattern reflecting the conflict between the scouring effects of wind on sand dune stabilization including the role played by the rare Baikal Sedge (*Carex sabulosa*) plant species in dune stabilization.



Baikal Sedge

Bennett Transitional Zone

The east side of Bennett Avenue provides a buffer from the historic properties along the Bennett lakefront and the more contemporary buildings in the community to the east. It serves as a transition between the older, generally smaller heritage buildings on the lakeside of Bennett Avenue and the newer houses across the street that date from the 1930s to the 1960's. The scale of development within this zone generally complements the Bennett Lakefront heritage management zone to the west. At this time, it is primarily residential in nature with some open space.



Variety of housing styles representing different decades of development

Boundaries

The zone is bounded by the east side of Bennett Avenue and the unopened north south lane between Bennett Avenue and Tagish Avenue and between the south boundary of lot 4 Block 1 and Austin Street.

History

There are four properties included in the Carcross Historic Sites Inventory (Peterson Store, White Pass Blacksmith Shop, Simmons building and old schoolhouse) interspersed with a variety of new and older houses as illustrated in the above picture. Many of these buildings reinforce the common theme of salvage, relocate and repurpose buildings that are common in Carcross.

The Peterson store was a building salvaged from Johnsons Crossing while the Yardleys' dismantled and rebuilt a house from Blatta's Point and Herman Peterson salvaged material for his home from the Engineer Mine. Each of these buildings has served different purposes over the years. The School House built in 1939-40 was used until 1953, and then re-purposed by the Anglican Church as a parish hall for many years.

Architecture

The zone exemplifies the nature of Carcross buildings. The age of structures and building materials vary while setbacks from the street are more even. Building size and massing are proportionately larger than the historic properties across the street, reflective of changes in construction practice from the later era. Most buildings face the street, have gabled roofs with similar pitches to the historic buildings and are clad in wood materials. Residential properties are interrupted by an industrial lot containing the metal clad, prefabricated Northwestel exchange building and telecommunications tower at the corner of McMurphy Street and Bennett Avenue. The size and massing of the newer buildings generally complements the historic properties within this and the Bennett Lakefront zone across the street.

Landscape Character

Bennett Avenue is chip sealed with no sidewalks in the Bennett Transitional Zone. There are a few wooden picket 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 McMurphy Streets.

Vacant lots are interspersed with residential properties, some with formal plantings and others with native grasses and shrubs. More of the individual property grounds have been left in their natural vegetative state. The area between McMurphy and Fox Streets is quite open with less development and fewer trees.

Character Defining Elements:

- Residential nature, predominately one storey buildings of modest size with more defined front yard setbacks and few fences;
- Variety of more recent post war building forms and materials;
- Rectangular windows, minimal plain trims, exterior cladding of wood materials;
- Openness with property grounds left in their natural vegetated state instead of lawn;
- More consistent front and side yard setbacks;
- Gable roofs with the majority clad with corrugated metal and with similar pitch;
- Majority of buildings are aligned with Bennett Avenue facing the street.



The house on the left mirrors the scale and style of its older neighbour (right)



Peterson Store

South Carcross Riverfront Zone

This zone covers C/TFN Settlement Lands and includes a mix of houses built and occupied by First Nation and non-First Nation community members. There are 18 properties listed in the Carcross Historic Sites Inventory including the original location of the Skookum Jim House. The area can be viewed from downtown, the north side of the Narrows and by southbound traffic crossing the highway bridge. The view of this residential area particularly from downtown is important because of the contrast in building scale, density and general appearance. Roads are narrower and less visible “fitted in” between buildings. The area was settled first and surveyed much later (1973) so there is less of a sense of structure in building placement.

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 C/TFN Duplex.

History

Prior to the development of Carcross, the Tagish/Tlingit people moved their campsites across the narrows to the south shore in the lee of the mountain to be more sheltered from the prevailing winter winds and be closer to the local wood supply. They gradually built small, permanent cabins close to the shore where the current kept the river open. Others relocated to this side of the river as WP&YR developed the north side of the Narrows for their shipping operations.

This zone, along with the Bennett Lakefront represents the earliest permanent residential area in Carcross. Buildings listed in the Carcross Historic Sites Inventory date from the Klondike Gold Rush through to the 1970's and are associated with a number of prominent First Nation and non-First Nation Yukoners including Skookum Jim and Dawson Charlie, Bishop Bompas, Johnnie Johns and Aubrey Simmons. The first Carcross RCMP post was located in this area. Bishop Bompas arrived in 1901 when he relocated from his Forty Mile Mission to Carcross establishing a mission school in the Canadian Development Company roadhouse in 1903. The building was much larger than what remains today. Bishop Bompas also lobbied to have the south shore set aside for exclusive First Nation use.

Johnnie Johns and his partner Ernie Butterfield moved several buildings over the ice from Conrad to here with horses in the 1920's including the old Conrad Hotel, Peter Johns House and the Beattie House. In a reversal of the norm, the James family home, known as C/TFN 25, was moved here from the north side of the Narrows in the 1940s. The Golding House built in 1936-37 served as a residence and small candy store. Golding is remembered for keeping his ice cream cold with ice stored in the little "ice house" building nearby. The Aubrey Simmons Cabin was built circa 1945. Simmons was elected Member of Parliament for the newly created riding of Yukon Mackenzie District in 1949 representing the riding for the next 8 years. The Nakagawa Cabin built in the 1930s was used by the BYN crews who came to Carcross in the spring to get the *SS Tutshi* ready for the season.

Today, many of the buildings, and especially those closest to the river, are vacant and in disrepair or used for storage. Several significant flood events have made repair uneconomic and displaced residents.

Architecture

The zone is residential in nature with predominantly one storey log or wood framed homes with gable roofs. The original buildings are smaller in scale with the Skookum Jim House notably one of the larger and substantial buildings when it was constructed in 1899. A reconstruction of the Skookum Jim House, completed in the 1980s, is now across the Narrows in the Carcross Commons.

Buildings started to get larger in the 1920's. Gable roofs with shed roof additions are common. There is one example of a barrel roof building constructed by Johnny Williams in 1924 similar in size and scale to other buildings in Carcross such as the Barracks he constructed in the downtown zone. The Clara Schinkel Cabin was built of locally milled lumber by a Yugoslavian carpenter around 1925. The Conrad Hotel is believed to be a prefabricated kit house that was one of several buildings brought over the ice from Conrad. Most notable about the building is the architectural detailing with wood sawn shingles on the gable ends. As recently as 1977, Johnnie Johns purchased and moved a square, milled log house from Porter Creek, keeping alive the community trend to acquire, move and re-purpose buildings in Carcross.

Building style, material use and construction method of the larger buildings is similar to that found in the Bennett Lakeshore zone dating from the same period. Typical houses are one storey or a storey and a half. They are either horizontal round log or wood frame with clapboard and cove wood siding.

Landscape Character

This Zone appears more wooded than much of the community when viewed from a distance. The treed, steeply rising terrain provides a backdrop to the residential area. However, up close within the zone itself, there are few trees with willows and shrubs growing up along the riverbank, Waterfront Drive and around vacant buildings.

Waterfront Drive is a narrow, gravel-surfaced road with no sidewalks. At the western end, buildings along Waterfront drive hug the hillside on one side and the river edge on the other. The road becomes little more than a one-lane cul-de-sac, as it gets closer to the rail bridge. Property lines are not apparent and the buildings are close together with virtually no setback from the road. Almost all the historic residential properties are located along Waterfront Drive with newer buildings less visible and set back against the hillside.

There are small private docks along the south shore of the river.

Character Defining Elements:

- Small, compact, one storey log and wooden buildings lining the waterfront and built close to the river edge;
- Views from historic properties, across the river towards downtown, Bennett and Nares lakes which provide important connections to the other parts of the community. These views are valued and have remained relatively unchanged over the years;
- A distinctive contrasting view from the north bank creating a perception of the original settlement form – more natural and quieter than the north shore with its commercial downtown core and open public spaces;
- Visual continuity in the number of historic buildings located along Waterfront Drive;
- Narrowness of Waterfront Drive more reflective of original settlement before vehicles; and,
- Undeveloped densely forested hillside backdrop between the highway and railway swing bridge frames the visual image of an older, more compact part of the community.



Beattie House (C/TFN 17)



Natural narrow character of original south shore Waterfront Drive streetscape



South Carcross Riverfront

6.4 Management Structure and Process

Carcross is an unincorporated community. With the exception of settlement lands, land use, land related policy development and land management rests with the Government of Yukon, Department of Energy, Mines & Resources, Land Planning Branch. The Development Officer role is shared with the Department of Community Services (CS), Building Safety Branch. Their respective roles are set out in a Memorandum of Understanding (MOU). The Carcross General Development Regulations identify permitted and discretionary uses and the applicable regulations for each land use zone. Where applications are straightforward, the Building Inspector issues both the development and building permit. The Building Inspector refers applications for discretionary use to the Senior Development Officer housed in EMR's Land Planning Branch. This also applies to questions of zoning applicability and issues requiring interpretation of the Carcross General Development Regulations. Amendments and updates to the Carcross Development Area Regulations are also the responsibility to EMR's Land Planning Branch.

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.

The Department of Community Services Building Safety Branch administers and interprets the National Building Code and Building Standards Act. Their role in issuing building permits and inspecting construction work includes flagging and interpreting code compliance or equivalencies with respect to heritage building construction considerations. They also maintain a database of surveyed properties by lot/block number called PIPER that has a section that would allow for the input of sites of heritage interest from the Carcross Historic Sites Inventory to be cross-referenced. This would help ensure that the guidelines and regulations are considered together in the application review process if they involve CHSI listed buildings and other properties within the boundaries of the defined heritage zone.

It is recommended that Historic Sites Unit work with Community Services Building Safety Branch to add this information into their PIPER database as a first step.

At present, the Minister of EMR 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 usually requests comments from the Department of Tourism & Culture, Historic Sites staff as a matter of policy. For greater certainty with respect to heritage buildings and structures, the role of Tourism & Culture Historic sites Unit as a heritage advisor should be formalized. This can be achieved by including them in the existing MOU between the departments of Energy, Mines and Resources and Community Services in their respective planning and permitting roles and will clarify respective advisory and decision-making responsibilities in the development review and permitting processes with respect to heritage resource matters.

Carcross as an unincorporated community does not share the same powers as incorporated communities to enact heritage protection bylaws 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. Those locally interested in heritage protection are concerned that the continual loss of heritage resources will undermine the unique character of the community.

Heritage management requires a timely, transparent and enforceable management structure for effective implementation by either C/TFN or YG within their respective jurisdictions. From feedback received the

community is most concerned about having the opportunity to have input into major public and private applications that may affect the community's heritage values before a final decision is made.

Applicants will want reasonable timelines, and a review process that is clear and consistently applied. The guiding principles of inclusiveness, accountability, respect, and transparency serve as a starting point to determine the appropriate approach to use. How the process works in incorporated communities governed by the Municipal Act along with the provisions and intent of the Carcross/Tagish First Nation Final Land Claim and Self-government Agreements were also considered. Dawson City and Whitehorse are the only incorporated Yukon communities that have incorporated heritage management directly into their Zoning Bylaw. Skagway, Alaska has also done so and their documents were reviewed in preparing this plan.

A balanced, straightforward and easily understood approach is needed. Both affected governments have to be comfortable using them and to the extent possible, the application form used, process for assessment and review as well as timelines should be similar.

Since community heritage values are derived from personal experience, vested interest and culture, the process needs to respect and allow for differences in worldview and context.

The underlying legal principle of "fair and due consideration" prior to making a decision requires the use of a process that meets that standard. 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 Carcross General Development Regulations. Thus, to work and ensure accountability the process needs to be enshrined within legislated amendments to the Act and General Development Regulations, currently under review.

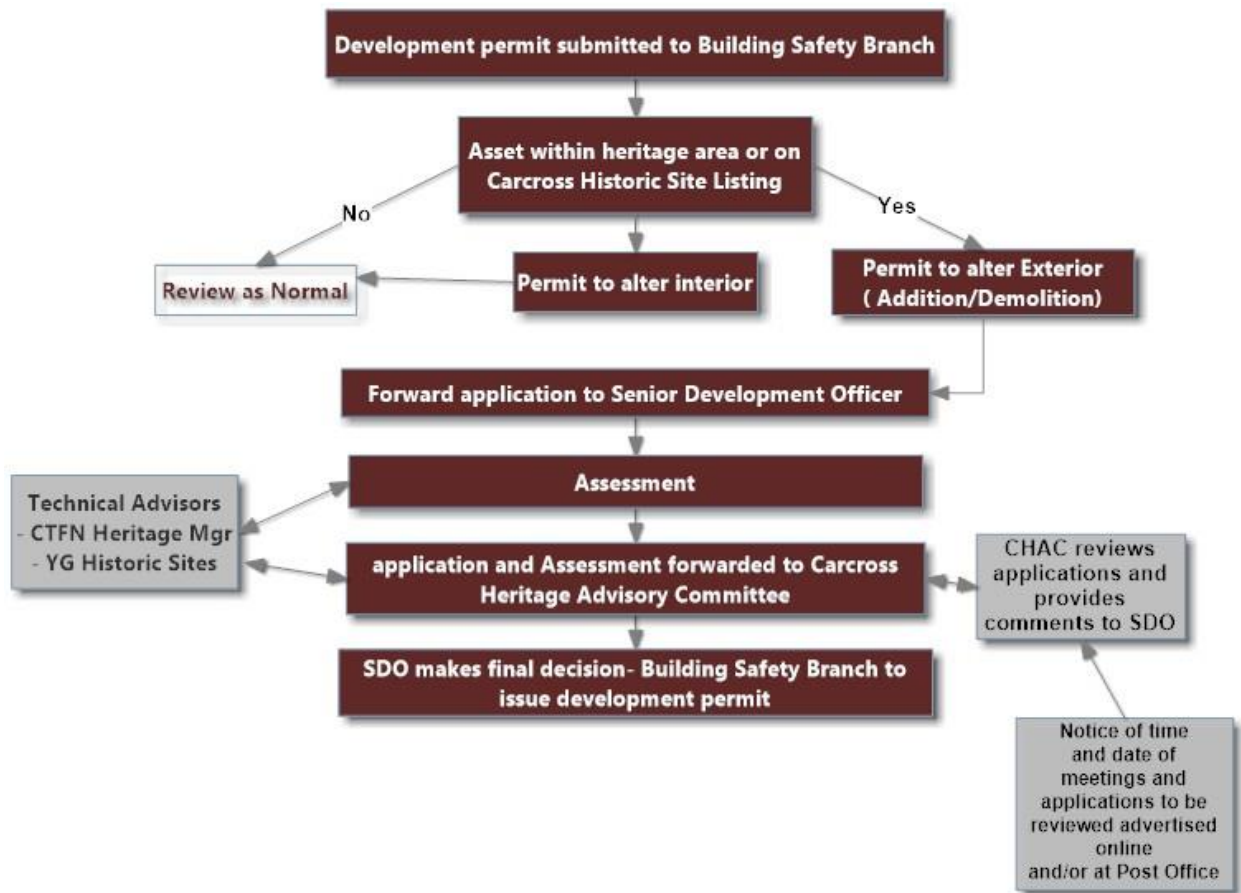
A precedent already exists for this, as the SKLA Regulations require the Development Officer to consider views of the surrounding mountains in any discretionary use request that exceeds the stated building height limit. This is not only because of potential shadow impacts but because of the intrinsic 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 deal with providing advice and regulatory review of development in heritage areas as well as in the development and maintenance of historic places- be that infill, rehabilitation of historic buildings or landscapes. Committee size, composition, mandates and authority vary considerably. The most relevant example, applicable to Carcross is Dawson City. It is an incorporated municipality. In this situation, the advisory body reviews applications in the heritage character areas and makes recommendations directly to the municipal council.

The process illustrated in **Figure 2** on the following page applies to non-settlement lands. In the case of C/TFN settlement lands (South Carcross Riverfront zone), a similar process is under development and will be incorporated into a common process once the applicable lands management and land use planning legislation are passed.

Yukon Energy Mines and Resources (EMR) is the general land use approving authority in unincorporated communities while C/TFN's Land Management Board serves the same function on settlement land.

Figure 2: Process Flow Diagram



**5 person Carcross Heritage Advisory Committee comprised of Chair and 4 members. SKLAC, C/TFN and YG each nominate a person to serve. Alternates identified as required. Chair determined by application location (e.g. on settlement land – C/TFN and non-settlement land YG).*

The Advisory Committee concept is recommended for the following reasons:

- It provides an opportunity for local input into significant applications of heritage interest as requested by community residents;
- It provides a mechanism and structure for both governments to work together using a common process to feed into their respective decision making authority;
- It provides a structured, open and transparent way for the Development Officer to get public input and have a sounding board for discussion of substantive applications requiring interpretation of these guidelines,
- It provides certainty to the applicant about the review process and timelines involved; and,
- It provides accountability to all involved.

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. Any community resident can be elected to SKLAC.

A five person Carcross Heritage Advisory Committee (CHAC), with a three person quorum, would suffice with provision for an alternate for each member. The Historic Sites Unit, C/TFN Heritage and Senior 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 a major change of use within the heritage overlay zone or to a building listed in the CHSI to the jurisdiction having authority. In the case of non-settlement lands, all applications are submitted to the Building Safety Branch. They in turn would distribute major applications involving heritage considerations to the EMR Senior Development Officer in the Land Planning Branch to manage the application review. The Senior Development Officer would then refer the application to CHAC for comment and the Historic Sites Unit of the Department of Tourism & Culture for technical review.

In the case of C/TFN settlement lands, the application would be submitted to the person holding a similar position to coordinate their review and submission of a recommendation to the Land management Board that has decision-making responsibility.

A five person CHAC committee structure would include a Chair and four members representing one nominee put forward by SKLAC and two person each nominated by the C/TFN and Yukon governments. Allowance would be included for alternates to reduce the risk of not having quorum. The chair would only vote in case of a tie. The chair position would rotate according to the authority having jurisdiction for the final decision.

Department of Tourism and Culture will provide technical support services and Community Services and C/TFN will provides administrative support services to the Committee. A Terms of Reference will be developed prior to the establishment of the committee.

Meetings would be open to the public. The applicant and any member of the public with an interest in the application would have the opportunity to speak. The applicant should speak first, followed by anyone with an interest in the project. Once others have spoken and CHAC members have had the opportunity to ask questions of the speakers, the applicant would have the last opportunity to speak briefly to points raised during the discussion. The minutes of the meeting need to be issued promptly with copies available to anyone that participated in the meeting. The Senior Development Officer or their C/TFN equivalent in the case of settlement land would consider the CHAC minutes in making their decision on the application in question. CHAC members are expected to be volunteers and may receive compensation for time reviewing applications and attending meetings. The terms of appointments should be 3 years.

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 and the Government of Yukon 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. The design guidelines also take into consideration the importance of views to the lakes and surrounding mountains. Views have significant heritage value to Carcross residents for several reasons. First, the quality of the views is one of the community's unique, distinguishing features from a spiritual and aesthetic perspective. Second, the views are a constant reminder to residents of their connection to the surrounding natural landscape. This is a point of common community pride. Participants brought up the importance of this connection repeatedly throughout the planning process. For example, each mountain visible from Carcross has a Tagish/Tlingit name and story that is part of their culture.

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.

The use of these proposed design guidelines needs to be referenced in the Carcross General Development Regulations and should be used alongside the ***Standards and Guidelines for the Conservation of Historic Places in Canada***.

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, stabilization, rehabilitation and repurposing of existing historic buildings following the ***Standards and Guidelines*** should be encouraged as a best practice over demolition or significant alteration of the building exterior. Proposed changes to important landscapes and streetscapes should also follow the ***Standards and Guidelines***.



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

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 isolated historic structures identified in the Carcross Historic Sites Inventory (CHSI) that are located outside these heritage zones but within the boundaries of the Local Area Plan (e.g. airport hangar).

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 may apply within each zone to reflect differences in character, the heritage values present in the specific zone, nature of heritage opportunities and challenges present as well as the overall community heritage conservation objectives set out in this plan.

There are presently 66 structures in Carcross that are listed in the Carcross Historic Sites Inventory (CHSI), which is maintained by the Cultural Services Branch, Historic Sites Unit of the Department of Tourism & Culture. The inventory includes structures and buildings of heritage value on both settlement and non-settlement lands including references to the people associated with them. The properties listed in the CHSI are referred to in this document as historic properties.

The inventory focuses primarily on buildings and structures. This was raised specifically in the plan preparation process. Residents feel the inventory does not capture the importance of other values present that are integral to the community's identity and sense of place. These include the natural geography that influenced where and how the community evolved. The inventory also does not incorporate the importance of natural landscape features such as the Bennett Lake beach and sand dunes, views of the surrounding mountains etc. unique to Carcross. These considerations have been included in the heritage character statement for each heritage area.

The Heritage Management Plan will provide guidance on the following topics:

- 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 viewscapes.

Generally, modern lifestyles demand larger buildings, more services and infrastructure as well as more space for vehicular parking.

7.3 Overview of Current Heritage Context

7.3.1 Built Heritage Resources

The building stock in Carcross is a mix of forms and styles built over a span of more than a century. There is no dominant architectural style. The built heritage represents different periods of the community's evolution and how key events influenced construction style and material choice. Material salvage and reuse, relocation of existing buildings from Bennett and Conrad have all contributed to the nature of the buildings present.

Structures are predominantly residential, small in scale, mostly one storey, made of wood – whether log or stick frame, and clad in wood. Many roofs and some walls are clad with corrugated metal. The built heritage can be referred to as vernacular, using forms and techniques passed on by the various builders who worked in the community. The majority of buildings have been enlarged with 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 character evolved. Developed lots are interspersed with vacant lots, providing a general open, informal feel. Some lots now have fences, 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. The character of Carcross results in part from the lack of regimentation and boundaries. Built structures were built with differing alignments and setbacks, without the demarcations of sidewalks, curbs and gutters. This informal placement of buildings adds to the varied streetscape and natural landscape.

The community is located at the confluence of two First Nation heritage routes and four valleys with prominent, distinctive mountains that frame the community's physical setting. The physical environment also helps explain how the community evolved from a wildlife crossing point and First Nation harvest area within their traditional territory to a modern community. The Bennett Lake beach, active sand dunes and desert reflect the prevailing winds which in turn impact the rare vegetation present (e.g. Baikal Sedge) and erosion that occurs. This acts as a further reminder that natural changes are a constant and will continue to occur.

The views of the mountains and water from the community, are 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 place at the juncture of the four valleys. From a First Nation perspective, the relationship to landscape, homeland and culture is an integral part of community history and sense of place.

Other elements of historic infrastructure such as the dock, mooring posts, Railway Bridge, sunken wrecks seasonally visible at low water contribute to the community character. The *Duchess*, various monuments, the *SS Tutshi* memorial illustrate aspects of community history. Their presence helps contribute to the community's sense of place and identity.

The guidelines will address the following:

- Demands of modern lifestyle for generally larger buildings/more vehicles, versus 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 while respecting property owner development rights;
- Suitable methods to improved servicing (e.g. sewer and water installation, replacement power/telephone lines, telecommunication towers); and
- Choice of cladding materials in relation to the existing general building character (wood).

7.4 Guidelines for Structures identified in the CHSI

Structures listed in the Carcross Historic Sites Inventory (CHSI) 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 CHSI 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. The new permit shall not be decided upon until the 14-day demolition appeal process has expired.

- *Form and function*

Any exterior alterations and additions must respect the style, form, scale, size, 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, materials, colours and scale of the neighbouring properties within the same block face.

- *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 or 8 metres.

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

All materials used in additions, renovations and alterations should be consistent with the existing heritage structure. Additions should be proportional and subordinate to the historic structure.

- *Streetscape, Landscaping and Views*

The streetscape, landscape character and views to and from individual structures in the CHSI 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*

Dawson Charlie Street is a mixture of commercial buildings, and transportation and industrial-related infrastructure. It includes the two-storey railway station, the WP&YR Warehouse and wharf, SS

Tutshi Memorial and Railway Bridge are also prominent landmarks. The Matthew Watson Store, WP&YR station and three-storey Caribou Hotel combine to create a prominent historic downtown core. Conversely, the Bennett Avenue waterfront is mostly small scale residential and public (e.g. Post office). The north side of Gideon Avenue is a mix of residential and commercial properties including a large vacant lot. The south side of Gideon Avenue is the backside of the hotel and Matthew Watson Store. This zone has potential for further commercial infill development.

- *Heights*

The tallest historic buildings in Carcross are in the Downtown core zone. Current zoning allows heights up to 12m (40 ft.); however, the Caribou Hotel which is the tallest downtown building is 9m (30 ft.) high. The buildings along the Bennett Avenue portion of the downtown zone are lower conforming to the historic one storey scale and rhythm of the original buildings of the Bennett Avenue streetscape. The preference during public discussions favoured a two storey (8m) limit on all new infill development in this and the other proposed heritage zones. Reducing the height limit from 12 to 8m would be a significant reduction and should be discussed further during the review of the Carcross General Development Regulations to confirm support.

- *Roofs*

The majority of roofs in this zone are gable, clad in asphalt shingles, rolled roofing or corrugated metal. Some gable ends have false fronts. There are three distinct roof styles in addition to gable roofs, represented in the heritage properties in this zone. The Post office has a hipped roof, clad with wood sawn shingles, the Caribou Hotel a mono-sloped roof with parapet and the Barracks has a barrel shaped roof with asphalt cladding.

- *Walls*

Walls are constructed of either horizontal logs or wood framing. Framed buildings are clad in wood drop siding or vertical corrugated metal except for the Barracks, which used vertical logs. 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. Window sashes and doors are made of wood. The majority of historic windows are vertical single hung wood windows. Any new commercial development in this zone should emulate these features.

- *Trim*

Trim for corner boards, fasciae, eaves, windows and doors use plain or painted wooden boards. These features should be retained and used in any new construction.

- *Streetscape and Landscaping*

The two commercial buildings along Dawson Charlie Street are built right up to the front property line while the buildings along Bennett Avenue in this zone vary from 0 to 3-4m. There are new concrete sidewalks along this section of Bennett Avenue and the west side of Dawson Charlie Street while WP&YR has maintained an extensive wooden boardwalk in front of the railway station. Dawson Charlie, Gideon and the section of Bennett Avenue between the two streets were rebuilt several years ago with curb and

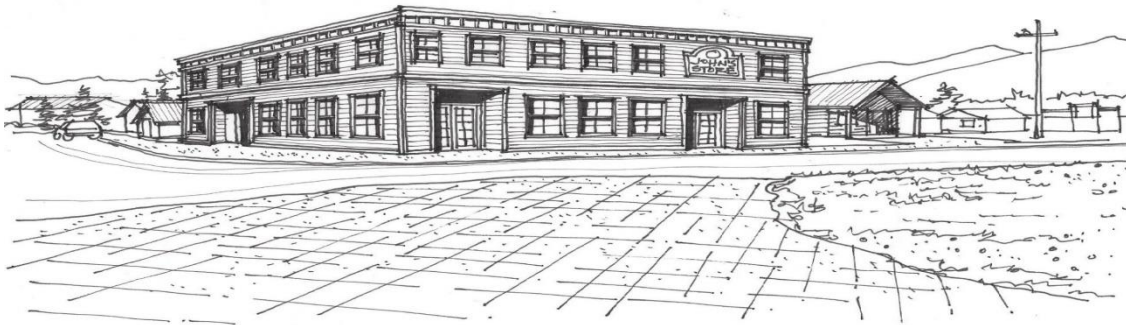
gutter edges and asphalt-paved roads. Further installation of asphalt paving should be discouraged. Signage should not detract of the character of the buildings or streetscape.

Any streetscape improvement plans for public spaces should be reviewed by CHAC. Particular attention should be paid to street lighting, parking, signage and placement of amenity features (e.g. benches, monuments, artifacts, interpretive plaques and sculpture) to ensure such additions or modifications do not detract from the heritage character of the zone.

- *Views*

The views of this zone from South Carcross, the Nares River and South Klondike Highway are important to resident and visitor alike and are a character-defining element of this zone. These views need to be respected as well as the views outwards towards the river and mountains because they are an integral part of the community's identity and relationship with the surrounding landscape. Development applications that impinge on these views shall include a visual assessment.

Sketch 1 below illustrates how the above guidelines might be applied to commercial infill.



Commercial infill possibility in Downtown Core Zone

7.6 Guidelines for Bennett Lakefront Zone

The Bennett lakefront zone is comprised of residential properties, eleven of which are historic structures listed in the CHSI inventory. A number of the buildings are unchanged reflecting the size, scale and style of the era in which they were built. Additions have been added to other structures over time. New buildings have also been constructed on the same lot with the original buildings retained unaltered and re-purposed. The new buildings are generally set back behind the older, smaller buildings that are closer to the street. Front, side and rear yard setbacks vary and there is no discernable pattern.

- *Form and function*

The residential function of this zone continues to this day with heritage buildings used for both seasonal and year round accommodation and related uses.

The rhythm of heights, solids and voids should be emulated in any new infill buildings proposed. Sight lines toward Bennett 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 (8m).

- *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 with clapboard or cove 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 in new building construction facing the street.

- *Trim*

Trim for corner boards, fasciae, eaves and windows and doors use plain wood or painted boards. These features should be retained and repeated.

- *Streetscape and Landscaping*

Bennett Avenue is chip-sealed with no formal curbs and sidewalks demarcating roadway limits and parking consistent with rural community roadway standards. There are few street facing fences. This informality reflects the community character. It should be retained.

There is minimal formal landscaping on most lots. Many of the lots have regenerated poplars, willows and shrubbery mainly behind the houses and along the shoreline to mitigate wind strength, beach erosion and sand movement. 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. This also applies to access used by ATV's and snowmobiles.

Protection of the rare Baikal Sedge is important because it is a critical colonizing vegetation species in dune stabilization. Removal of beach fronting dunes should not be permitted.

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

- *Views*

The views of this zone from Bennett Lake onto the beach as well as from and along the beach itself towards Bennett Avenue should be retained. Bennett Lake views are important heritage values. They have remained virtually unchanged since the turn of the 20th century. To the extent possible views of Bennett Lake and the surrounding mountains should be considered in any future development or redevelopment plans.



New infill housing next to historic neighbour Bennett Lakefront Zone

7.7 Guidelines for Bennett Transitional Zone

The east side of Bennett Avenue provides both a style and time transition between the original small, log cabins on the east side of the street overlooking Bennett Lake circa 1900-1920 to newer, proportionally larger homes constructed in the mid 1920's through the 1940's. As a transitional zone, there is more flexibility for interpretation but the design intent is to complement and not detract from the original heritage character of the street. New infill development should mirror the construction style of the later era in which most buildings were constructed. Five buildings are identified in the CHSI inventory

- *Form and function*

This is a residential zone. That use should be retained. Building footprints and sizes vary but are generally larger than the original buildings across the street. A good portion of the centre of the zone remains open providing more flexibility for new infill development.



Bennett Avenue Transitional Zone Housing from different eras

Building setbacks from the street vary with yard setbacks increasing over the years. This variety of massing and voids should be retained and encouraged.

- *Heights*

Houses and out buildings are predominantly one storey. A few lots have newer, one and a half storey residences. Building heights should be limited to two storeys (8m).

- *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 is acceptable.

- *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 depending on building age. This variety should be retained.

- *Trim*

Trim for corner boards, fascia, eaves and windows and doors use plain or painted wooden boards. These features should be retained and repeated.

- *Streetscape and Landscaping*

Only two lots include front yard fencing and it should not be encouraged as it contradicts the informality and openness of the streetscape. Vegetation on most lots is limited to native grasses and shrubs that have regenerated on their own and can survive in the dry sandy desert-like conditions without irrigation, care and attention. Trees are uncommon. This wild and natural look is part of the character of the community and should be encouraged.

- *Views*

The existing views outwards to Montana Mountain and down Lake Bennett should be respected and impacts on those views considered in applications for infill development along both sides of the street.

7.8 Guidelines for South Carcross Riverfront Zone

This zone mainly covers C/TFN Settlement Lands. It includes a mix of houses built and/or occupied by First Nation and non-First Nation community members. There are 17 properties in the CHSI mainly located along both sides of Waterfront Drive. The zone is distinguishable by its limited access, narrow riverfront road and strong connection to the water along with the irregular placement of smaller buildings along the waterfront.

- *Form and function*

The zone is predominantly residential with the small riverfront buildings overlooking the Nares River clearly visible from the north shore. The buildings are predominantly accessed from and face Waterfront Drive. The building scale and character of this area should be retained. Building footprints vary in shape and yard setbacks are minimal or non-existent. This lack of structure reflects the neighbourhood character.

- *Heights*

Houses are predominantly one storey especially along Waterfront Drive. New building should be limited to two storeys with one-storey buildings preferred to better blend in with the existing scale of historic development. Higher buildings on the south side of Waterfront Drive and next to the hillside would be preferred.

- *Roofs*

Roofs are predominantly gabled and clad with wood shingles, asphalt shingles or roll roofing and corrugated metal. These forms and materials should be retained and emulated in any 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. Windows are primarily wood and vary from single hung, double hung and multi-light. This variety should be retained.

- *Trim*

Trim for corner boards, fascia, eaves, windows and doors use plain wooden boards. Colour is sparsely used. These features should be retained and repeated.

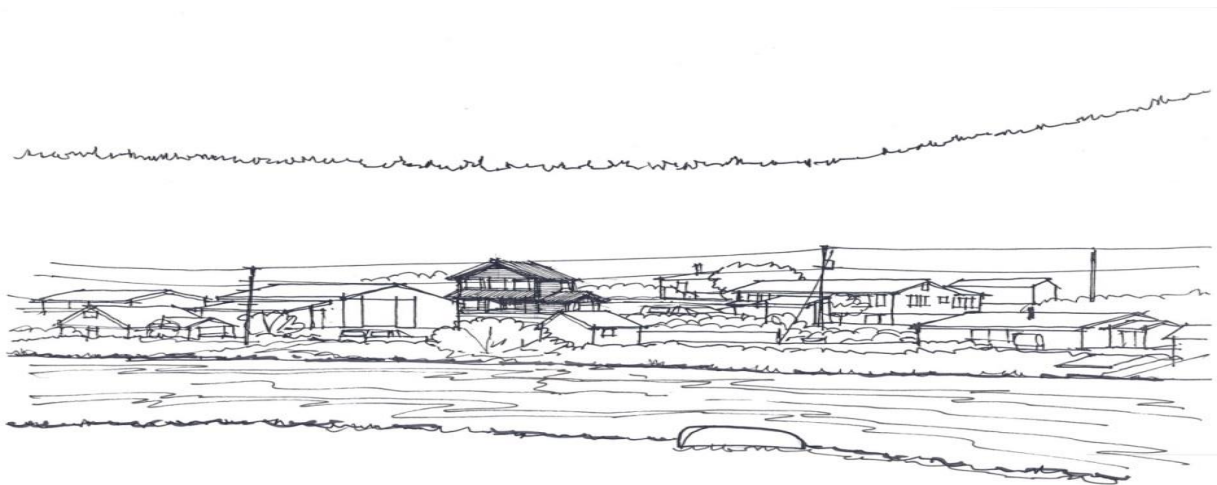
- *Streetscape and Landscaping*

The western end of Waterfront Drive best reflects the original character of the area before vehicles became common. This is reflected in the narrowness of the road that decreases to one lane hugging the toe of slope between river and mountain winding in and around existing buildings. This section of non-standard road is a unique contributing feature to the character of this neighbourhood. It should not be upgraded. The eastern section between the highway bridge and the connection to Waterfront Road is more reflective of an improved rural road in the community. It should be maintained accordingly.

Minimal vegetation remains in the core area of this zone below Waterfront Avenue. What does remain consists of natural forest cover on the steeper slopes effectively framing the developed area or is the result of natural regeneration of disturbed ground such as the willow and shrub growth along the riverside edge. This natural appearance should be retained. A minimalist approach is encouraged to minimize the visual impact on the view of this area from the north shore.

- *Views*

The views of the south side of the river from the Downtown Core and north shore as well as the reciprocating view to the downtown core and the mountains beyond from the south shore are highly valued and should be respected. This includes considering and assessing the impacts any future development proposed along the north shore riverbank might have on the south shore views as well as any impacts the addition of allowing additions or new buildings up to the allowable two storey height limit may have on the view from across the river. **Sketch 3** illustrates the potential visual impact the addition of additional two storey buildings might have under the guidelines 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 steps in implementing the Heritage Management Plan after adoption includes:

- Incorporating the relevant recommendations from the Plan into the review of the Carcross General Development Regulations now underway;
- Creating a public awareness program to make property owners and citizens aware of the existence and implications of the Heritage Management Plan, such as the new development permit process; and,
- Establishing the Carcross Heritage Advisory Committee.

Implementation of the Plan will be dependent on the regulatory framework and tools available to the Yukon and C/TFN governments. Embedding reference to the proposed heritage management guidelines in the Carcross General Development Regulations is essential for moving forward in a timely manner. Similarly, the Regulations should be amended to include provision for overlay heritage management zoning along with the proposed updated 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) that applies to the RMX Mixed Residential Commercial zone. Sub clause (I) refers to shadowing of adjacent buildings and (II) to views 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 C/TFN 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 C/TFN on conditional use applications in the RMX zone, the decision-making authority rests with the Development Officer. It is understood that this clause is meant to be applicable as a law of general application until replaced by C/TFN land use legislation and regulations applicable to settlement lands.

Consistent with the identified Heritage Zones (**Section 6.3**) and Design Guidelines in **Section 7**, the following modifications are proposed to the Carcross Development Area Regulations.

- Inclusion of an enabling clause allowing for the establishment of the overlay heritage zones reflecting boundaries and heritage character of the zones identified herein;
- Addition of an enabling clause referencing the provision of historic design guidelines
- Addition of a clause enabling EMR/CS 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 listed in the CHSI;
- Addition of an enabling clause outlining the additional development review requirements for properties on the CHSI and heritage overlay zones including the creation of the Carcross Heritage Advisory Committee;
- Reducing the maximum building height in the historic overlay zones to 8m (two storeys);

Additionally, the following tasks are required to support the changes to the Carcross Development Area Regulations and implementation of the Carcross Heritage Management Plan:

- Development of MOU between EMR/CS/T&C to manage development and impact to heritage values in Carcross

- the creation of the Carcross Heritage Advisory Committee and development of a Terms of Reference describing the outline of authority;
- Clarification of the roles and decision making responsibilities of the Development Officer function under the Area Development Act and applicable C/TFN legislation to ensure a timely, transparent and consistent development review process within their respective jurisdictions;
- Explore possibility of allowing designation of buildings, structures, land parcels or other sites within the LAP boundary as local historic sites. This will require a determination of the possibility to apply the provisions of the Yukon Historic Resources Act which apply to municipalities;
- Outlining respective jurisdictional responsibilities for monitoring of the Heritage Management Plan; and
- Determining how plan implementation may be funded by the respective governments.

In addition to revising the Carcross General Development Regulations, it is recommended the present Memorandum of Understanding (MOU) between the departments of Energy, Mines & Resources and Community Services be updated to include Tourism & Culture articulating their respective roles and responsibilities in the permitting process with respect to heritage considerations. The objective of the MOU is to ensure a streamlined development review process that is fair to all that ensures the Heritage Management Plan goals and objectives can be achieved.

8.1 Monitoring Plan Implementation Progress

Accountability for implementation rests with the Government of Yukon and Carcross/Tagish First Nation Government. 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 the Yukon and C/TFN 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 performance indicators (KPI)) adheres to the principles of accountability and transparency.

Suggested key measures of progress and success are:

- Timely adoption and sign-off of the Carcross Heritage Management Plan by both governments;
- Set up and establishment of the Carcross Heritage Advisory Committee within 6 months of Heritage Management Plan adoption;
- Inclusion of heritage information in building safety database.
- Notable reduction in the loss of existing heritage buildings;
- 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.