June 11, 2012

WHITEHORSE UPPER TANK FARM (WUTF) PROPERTY

COMMUNITY WORKSHOP SERIES: SUMMARY REPORT

Submitted to:
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REPORT

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1.0 PURPOSE AND OVERVIEW

On May 28th, 29th and 30th a visioning and design workshop series was held to gather input from stakeholders and the public on the future of the former Yukon Pipeline Limited Whitehorse Upper Tank Farm (WUTF) property. The consulting team spent three days meeting with community and stakeholder groups. This included adjacent property owners (including representatives from: the Ta'an Kwäch'än Council; the Kwanlin Dün First Nation; Government of the Yukon, City of Whitehorse and the Hillcrest and Valleyview Community Associations), the Yukon Conservation Society, Whitehorse Walks, the anti-poverty committee, Yukon Ministry of Environment staff and City of Whitehorse Planning and Engineering staff and the public. The purpose of the workshop series was to identify a vision and set of planning principles for the new neighbourhood, and explore issues, opportunities and big ideas in relation to site cleanup and redevelopment. This resulted in the preparation of two preliminary conceptual neighbourhood plan options. These were presented at a public open house at the end of the three days for feedback and input.

Approximately 50 community stakeholders participated in the workshop series and/or attended the public open house on May 30th. This document provides a brief summary of the workshop results and stakeholder and public feedback.

2.0 RESULTS

2.1 Draft Neighbourhood Vision and Principles

Participants in the workshop series were asked to identify their vision for the new neighborhood. The following Draft Vision Statement is based on this input:

In 2030, the _____ neighborhood will be an attractive, liveable and sustainable mixed residential neighbourhood seamlessly connected to the downtown and other key community destinations. It will be a highly walkable and transit oriented neighbourhood that will have housing and amenities to accommodate a diverse population with a range of ages, lifestyles and income levels. Preservation of mature vegetation will be incorporated into an interconnected network of trails, parks and open space that connects to the larger community.

Throughout the workshop series, stakeholders were asked to comment on issues, opportunities and big ideas relating to the former upper tank farm property. Comments were organized according to three major subject areas:

- Parks, Trails, Environment and Open Space;
- Land Use and Development, and
- Housing, Community and Amenities

This, together with the City's established sustainability and growth management objectives, resulted in the following set of planning and design principles

A detailed summary of the input related to Issues, Opportunities and Big Ideas is presented in Appendix A

2.2 Draft Planning and Design Principles

Out of the discussion around issues, opportunities and big ideas the planning and design team was able to develop draft planning and design principles that would help shape future development in the area. These draft principles are listed below.

1) Cleanup the property so it is safe for human habitation (to numerical standards);

2) Create a walkable and transit-oriented neighbourhood;

3) Provide a range of housing options to help address affordable housing needs in the community;

4) Create an interconnected and accessible network of trails and open space as part of a community-wide pedestrian system;

5) Infiltrate rainwater onsite and retain tree canopy and habitat where possible; and

6) Work together with neighbour to ensure a collaborative and integrated process.

2.3 Approach to Site Restoration

The former Whitehorse Upper Tank Farm operated as a petroleum storage facility between 1942 and 1996. Contamination occurred during this time as petroleum hydrocarbons leaked from the tanks, valves and pipelines into the soil below. Remediation work, consisting primarily of excavation of contaminated soil to a depth of 3.0 to 11.0 metres, began in the 1990s and the near surface contamination was cleaned up by 2001. There is still soil and groundwater contaminated with petroleum hydrocarbons at deeper depths. Because the former Tank Farm is situated on well-drained gravel much of the contamination travelled through this gravel (which is 34 metres deep in some areas) before it encountered a less permeable silt material and the water table. Figure 1 shows the inferred extent of soil and groundwater contamination that is believed to exist on the site.

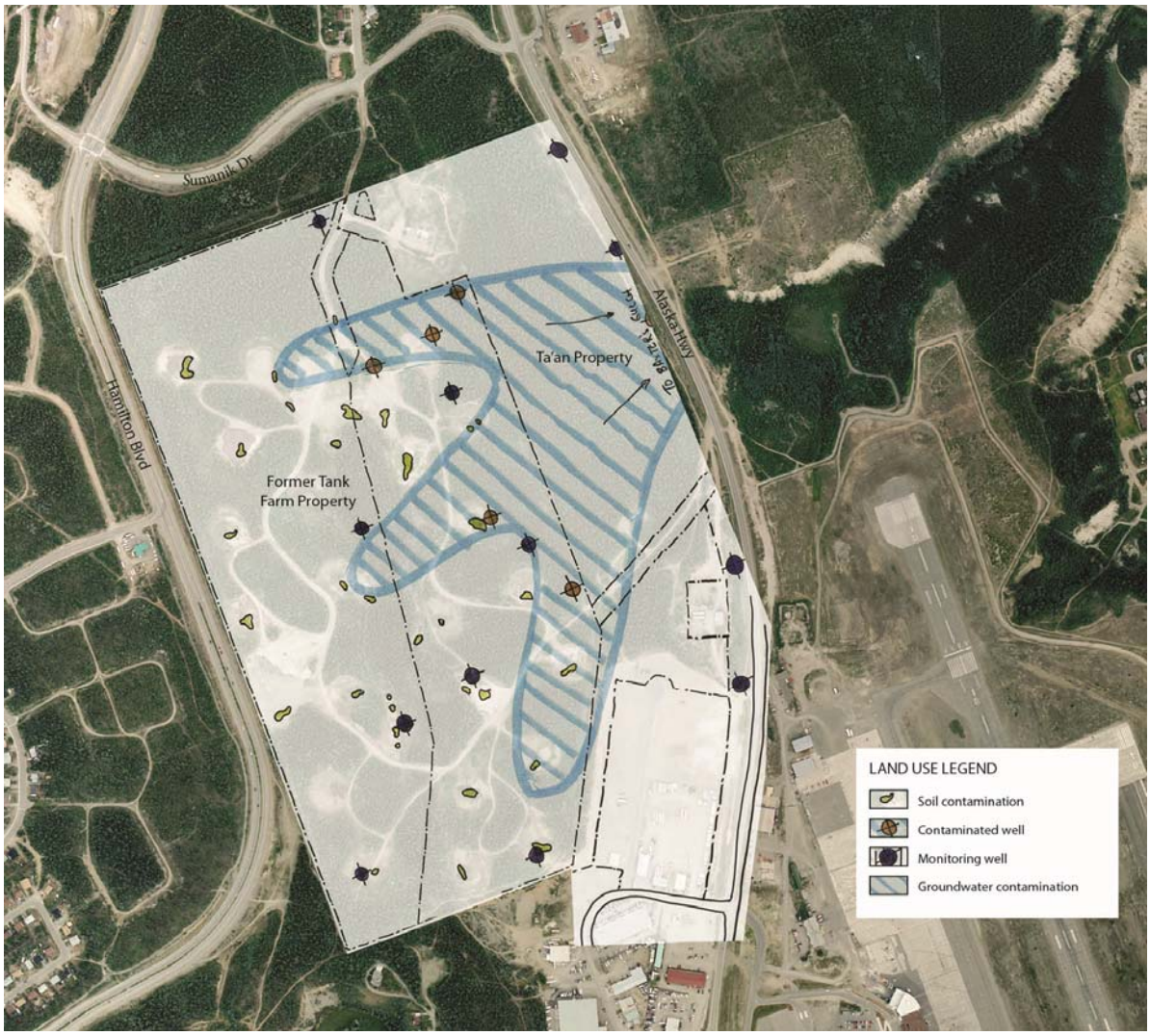


Figure 1: Extent of Soil and Groundwater Contamination.

In 2011 Yukon Environment designated the Former Whitehorse Upper Tank Farm as a contaminated site. To receive a Certificate of Compliance (which will confirm that the site meets residential landuse standards) there are two approaches to restoration that are acceptable to Yukon Environment. The first is risk-based restoration. This approach does not completely remove the contamination and instead contaminated material is managed *in situ* and risk management measures are put in place to ensure that there are no unacceptable exposures to receptors. This involves long-term monitoring and represents an ongoing liability to the property owner and the City (for any City owned streets or parks). The second approach involves removing and treating the contamination to numerical standards. This involves excavation, source removal and treatment of contaminated soil (generally through bio-remediation in a Land Treatment Unit). Due to the cost and ongoing liability of the risk-based approach, the property owner is seeking to restore the site to numerical standards. Due to the cost and extent of excavation required to restore the site, it is likely that part of the site (possibly including the Ta'an Kwäch'än Council property which is likely contaminated and is also at an elevation that may not allow development due to the airport flight-path restrictions) will be brought down to the elevation of the Alaska Hwy. Several approaches to this type of restoration are diagrammed below.



Figure 2: Excavation Scenario 1.

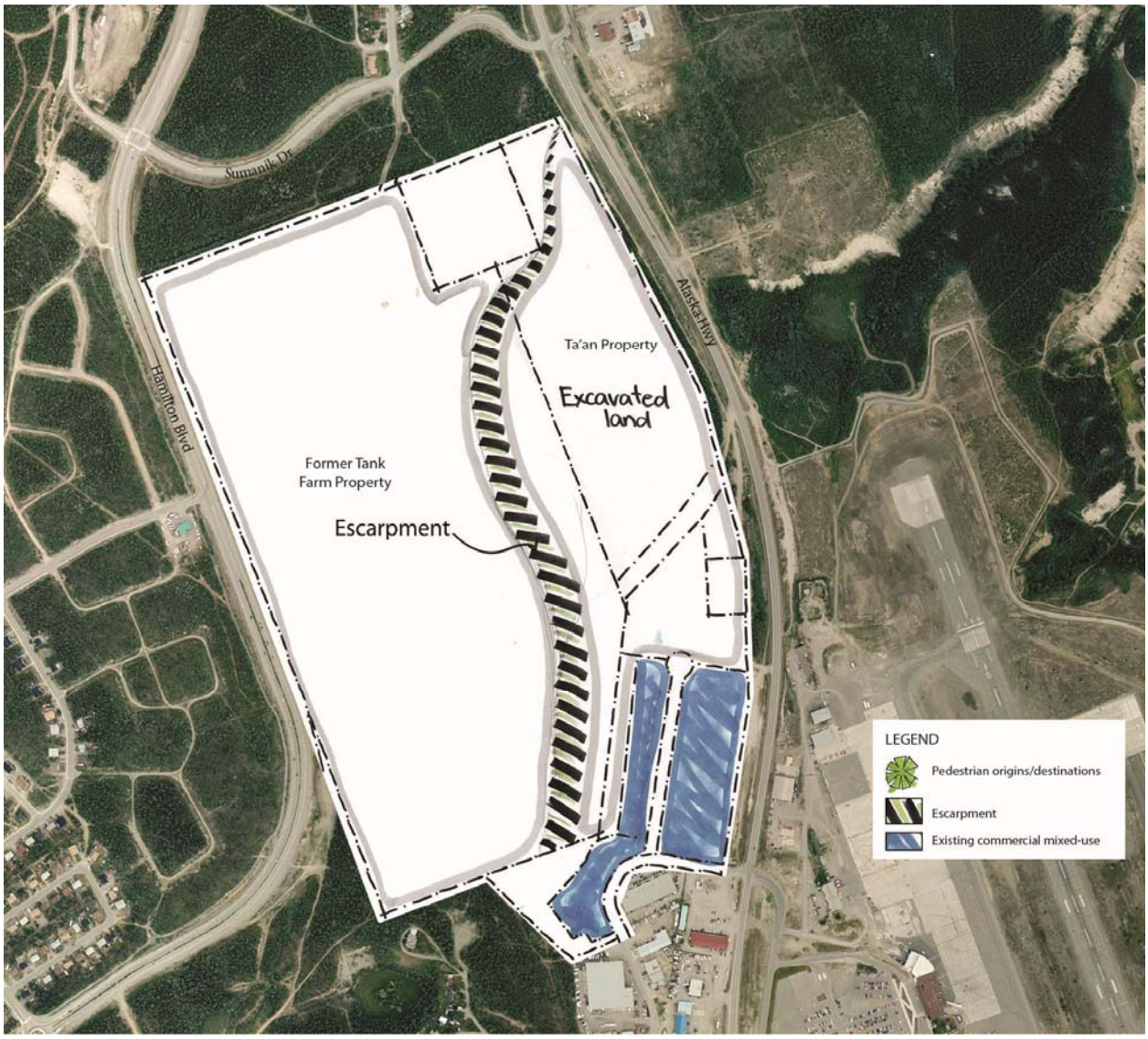


Figure 3: Excavation Scenario 2.

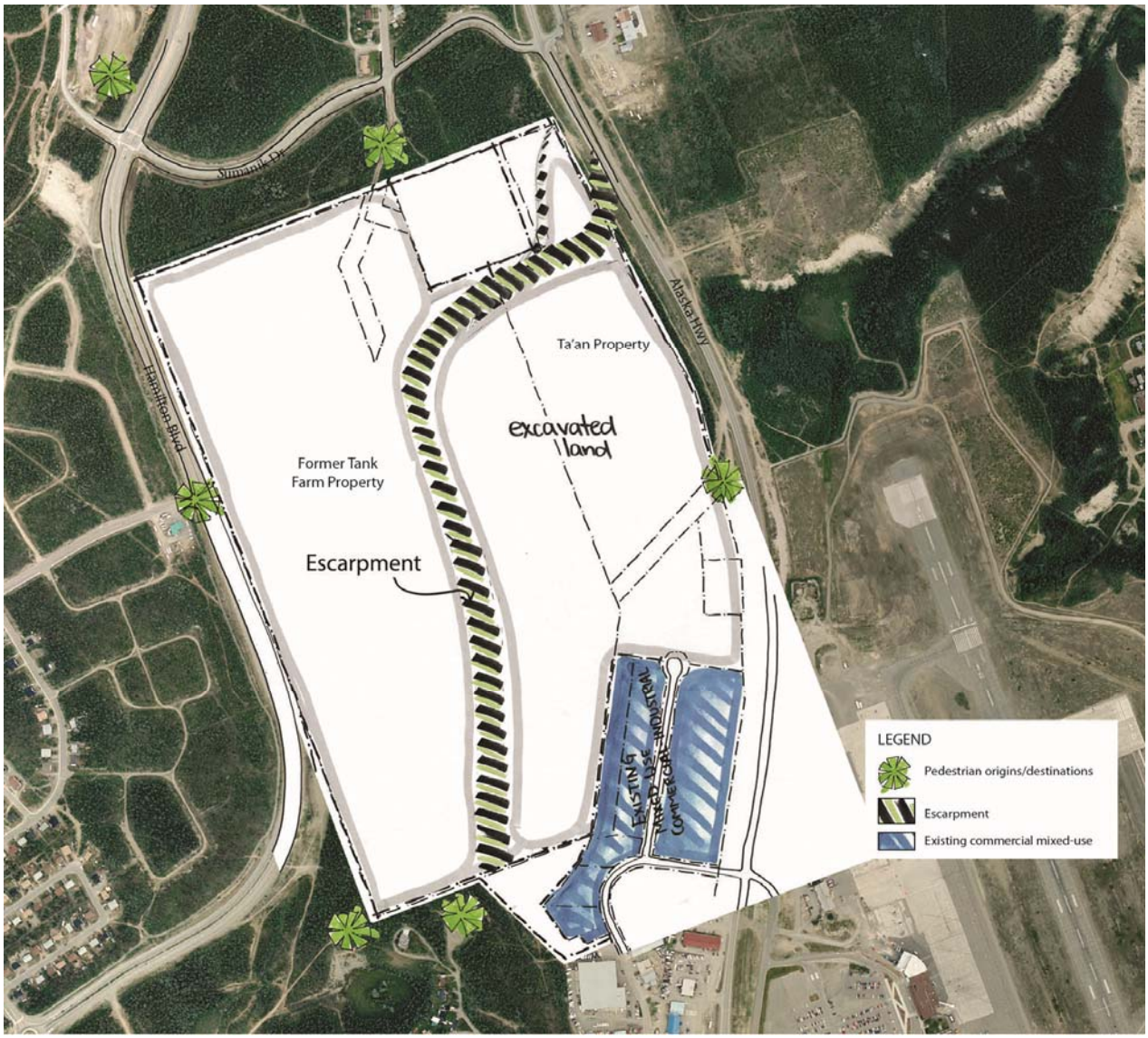


Figure 4: Excavation Scenario 3

2.4 Pedestrian Pathway Concepts

In consultation with the various stakeholders and the public it became very clear that active transportation connections were a high priority for the community. The design and planning team developed some draft design options for a trail network through the site.

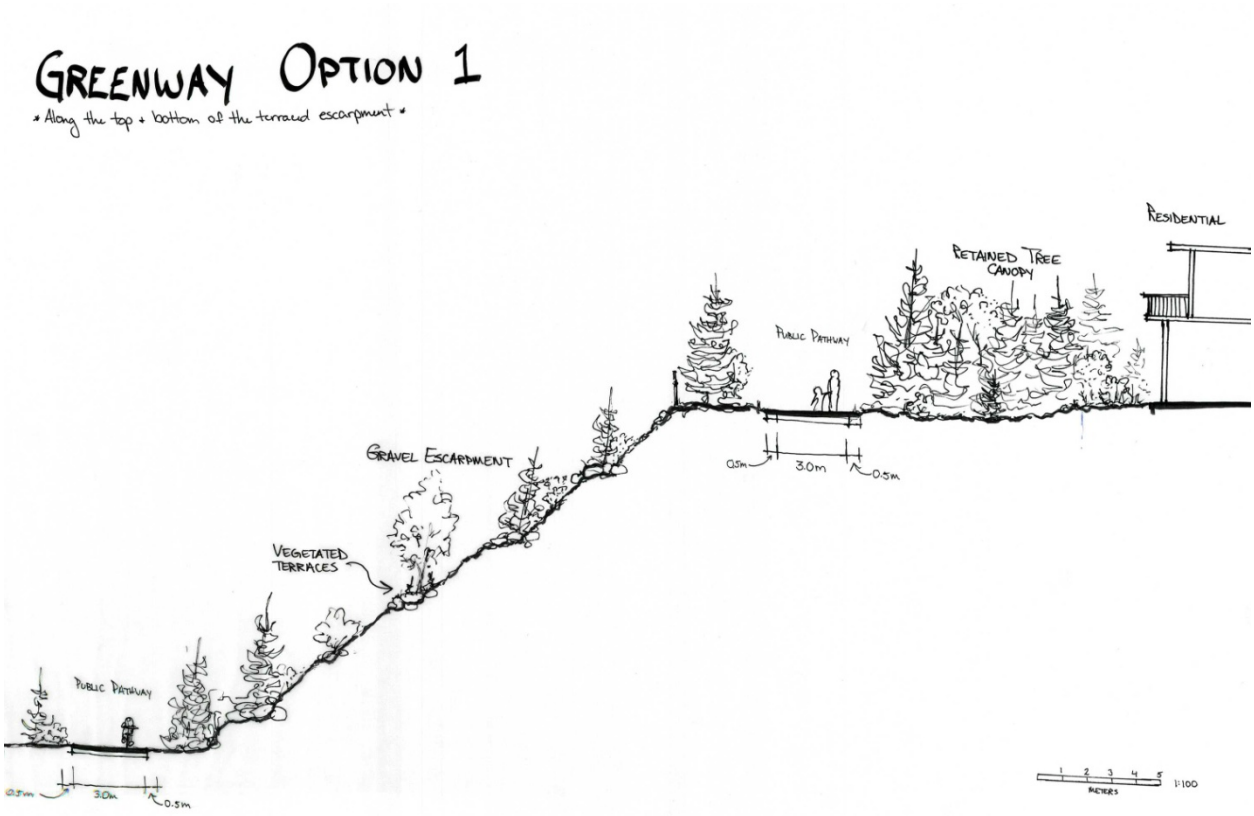


Figure 5: Greenway Option 1.



Figure 6: Greenway Option 2.

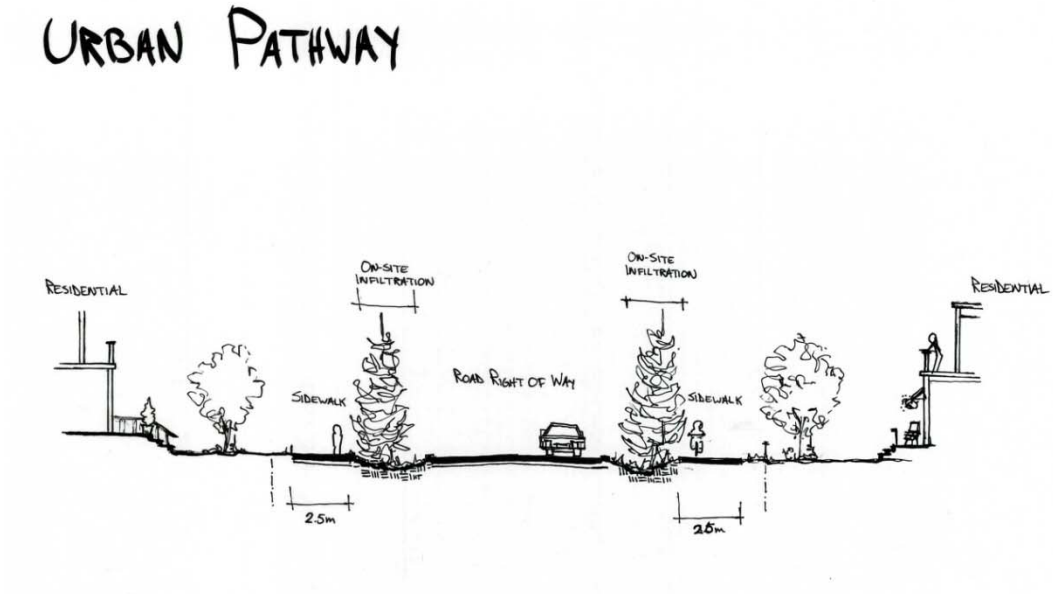


Figure 7: Urban Pathway.

2.5 Preliminary Neighbourhood Site Concepts

The draft planning and design principles informed the creation of two preliminary neighbourhood site concepts. Both concepts reflect the draft principles through their walkable street network, mix of land uses, and interconnected network of trails and open space. Both concepts introduce a modified grid street network that maximizes neighbourhood connectivity and makes it more pedestrian and transit-friendly. This street network also creates efficient and flexible parcels that can accommodate a wide range of land uses and building types.

The introduction of lanes allows for street-fronting buildings with parking in behind that improves the overall look, feel and function of the neighbourhood.

In both concepts an interconnected network of trails and open spaces augments the street network to create an efficient and attractive way for people to move in and through the neighbourhood. In both concepts emphasis was placed on creating a continuous public trail right of way along the top and bottom of the escarpment to maximize views and create a high quality public amenity for the whole community.

Although both concepts embody the draft principles developed through the workshop series, they differ somewhat in terms of:

a) Extent of source removal,

b) Pedestrian circulation and the location of a pedestrian crossing on Alaska Hwy,

c) Green space distribution, and

d) Allocation of residential and mixed commercial.

Site Concept A

Site Concept A takes a more extensive approach to site cleanup. In this concept a larger portion of the former upper tank farm property (and most of the Ta'an Kwäch'än Council property) is excavated down to the elevation of the existing mixed commercial area off Burns Rd. The pedestrian crossing of the Alaska Hwy is located along the major desire line linking the residential neighbourhoods west of the highway to the Airport Perimeter Trail and Puckett's Gulch Stairway. This provides an important active transportation connection between the residential neighbourhoods and downtown Whitehorse. From a pedestrian viewpoint the crossing here is more desirable than the crossing show in Concept B because it represents a more direct route between these origins and destinations.

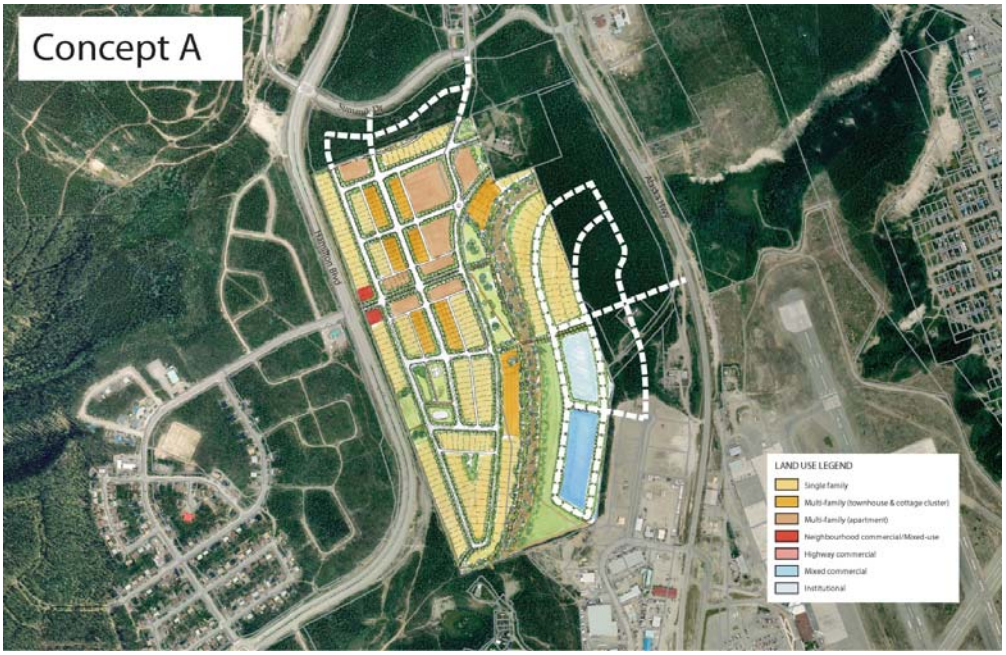


Figure 8: Site Concept A.

In Concept A the major pedestrian pathways run along the top of the escarpment, along a vegetated buffer along Hamilton Blvd and in an east-west axis connecting Hamilton Blvd to a large public green space along the top of the escarpment. This large public green space would provide a large public amenity for the community and would provide attractive views out over the valley. Additional park space is provided within the neighbourhood and connects to Hamilton Blvd to the south west.

Site Concept B

Site Concept B takes a less extensive approach to site cleanup. In this concept a smaller portion of the former upper tank farm property is excavated down to the elevation of the existing mixed commercial area off Burns Road. Throughout much of the property, contamination is removed and then the excavation pits are backfilled back to the original grade. The pedestrian crossing of the Alaska Hwy is located further north than in Concept A. The rationale for this location is that it allows the City to decommission Sumanik Dr where it connects to the highway (as it does not currently meet road safety standards) and relocate this intersection with Range Road further south where it could also serve as an access to the new developable land along the west side of the highway. Baxters Gulch limits how far south this intersection can be relocated. From a pedestrian viewpoint the crossing here is less desirable than the crossing show in Concept A because it represents a less direct route between known pedestrian origins and destinations in the larger area.

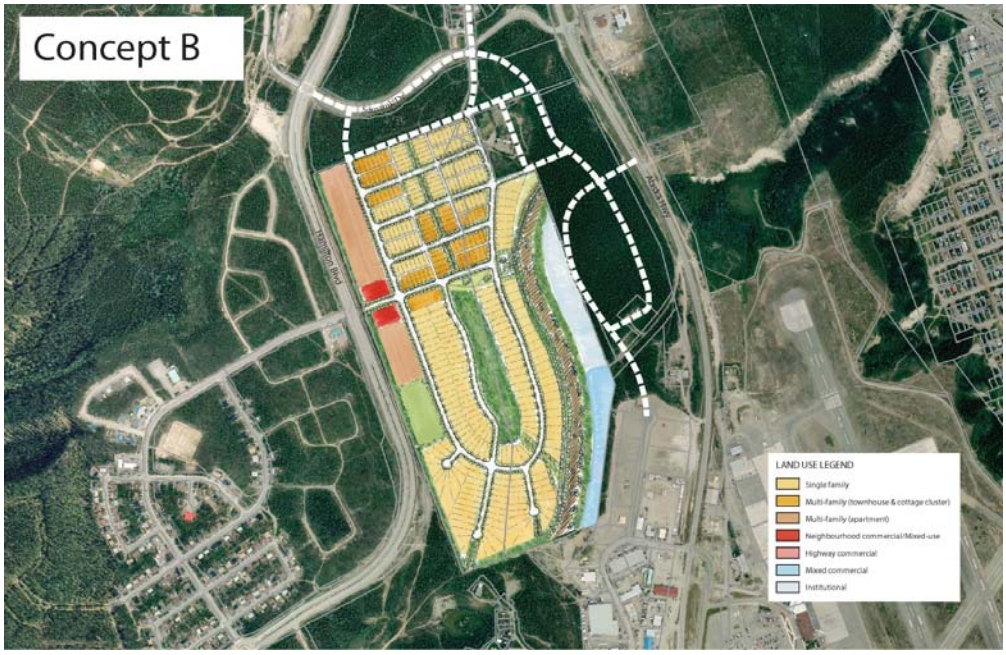


Figure 9: Site Concept B.

In Concept B the major pedestrian pathways run along the top of the escarpment, along a vegetated buffer along Hamilton Blvd, through a mid-neighbourhood continuous Greenbelt and pedestrian-only spine and in an east-west axis connecting Hamilton Blvd to a public green space along the top of the escarpment. This public green space would provide a public amenity for the community and would provide attractive views out over the valley.

3.0 SUMMARY OF PUBLIC INPUT

Throughout the course of the workshop series and particularly at the public open house, the planning and design team received valuable input from the stakeholders and the public about the neighbourhood vision and site concepts. In general people were happy to see trails and greenspace incorporated into the plan but felt that this could be further expanded to provide additional public amenity and tree retention. In addition, stakeholders and the public wanted to see a transit/pedestrian-friendly design that incorporated active transportation and transit connections through the neighbourhood. The desire for a community centre/gathering place also came up throughout the workshop series and both the Hillcrest and Valleyview Community Association representatives expressed the desire for continued trail connections through the property. Detailed feedback and input are included in Appendix A of this document

4.0 SUMMARY OF NEXT STEPS

The purpose of the workshop series was to identify a vision and set of planning principles for the new neighbourhood, and explore issues, opportunities and big ideas in relation to site cleanup and redevelopment. This resulted in the preparation of two preliminary conceptual neighbourhood plan options. These were presented at a public open house at the end of the three days for feedback and input.

It is important to note that the neighbourhood plan options developed during the workshop are preliminary and conceptual in nature and based on the range of input and feedback collected over the three days. The Draft Vision, Principles, and preliminary neighbourhood concept options developed will be revised based on the input and feedback received and summarized in this report. This will form the basis for initiation of the regulatory and approvals processes related to development and implementation a plan of restoration and neighbourhood redevelopment, along with ongoing community, stakeholder and agency engagement.

Specifically, the next steps include:

- Initiation of YESSA submission to begin site restoration;
- Initiation of an OCP amendment process to enable more detailed neighbourhood planning and design; and
- Presentation of a refined Vision and Neighbourhood Concept to community and stakeholders leading to a detailed neighbourhood plan including integrated land use and transportation, housing, parks, trails and open space, environmental considerations, community amenities and phasing.

5.0 CLOSURE

We trust that the information presented in this report meets your current requirements. Should you have any questions or concerns, please do not hesitate to contact Golder Associates Ltd. at 604-296-4200.

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APPENDIX A

Public Input

Issues, Opportunities and Big Ideas

Parks, Trails, Environment and Open Spaces

- Safety;
- Promote walking – trails;
- Improve community connectivity;
- Parks and green space;
- Trail corridors;
  - Thompson and Turner (Elijah Smith) to west side of highway (airport trail);
  - Loop around tank farm for dog walking and access to recreation centre (CGC); and
  - Top and bottom of escarpment; hardscaped.
- Fast growing trees;
  - Northern Poplar (ask city landscapers); Aspen;
  - Birch, interspersed with other species (Conifers, Poplar, *etc.*,); and
  - White Spruce.
- Build around existing trees;
- Green barriers between industrial and residential;
- Preserve top soil; and
- Terraced escarpment and green.

Land Use and Development

- Housing demand – mix of housing;
- Co-op housing? (shared courtyards);
- Possibility for commercial and/or industrial;
- Rental housing?
- Neighbourhood commercial (node);
  - Local amenities.
- Intellectual industrial (high tech, research, business innovation – offices);
- Demographics – increase in workers and seniors;
  - 40-50 year olds (with kids).
- Implementation is important – policies need to be implementable;

- Demand for service – commercial;
- Institutional;
- Flex-use;
- Transit oriented development;
- Large format commercial downtown?
- Institutional uses; and
- Flex use to allow adaptability – rental on top of commercial?

Housing, Community and Amenities

- Shared open space – public and private;
- Range of housing;
- Commerical node to serve community;
- Rental housing – tactics to mitigate damage?
- Ground-oriented units (townhomes) for families;
  - Fill the housing gap.
- Affordable housing continuum: “A Home for Everyone”;
- Close to amenities – Canada Games Centre/Trails;
- Gathering place;
  - for residential and/or commercial.
  - connection to trail network?
- Preserve views and forest cover where possible;
- Walkable community;
- Co-op housing;
  - Consider co-ops which set aside a certain number of units for low income families within co-op buildings, *e.g.*, False Creek model in Vancouver.
- A variety of housing ‘looks’;
- Consider restrictions on building design, eg. no garages on front of house;

- Community design should:
    1) Promote social interaction among neighbours;
    2) Be designed and work for children, older adults and people with disabilities;
    3) Included mixed SES living side-by-side;
    4) Include indoor and outdoor shared public spaces; and
    5) Consider diverting car traffic to back of houses/buildings so front space can be used as children's play area walking paths, public spaces for gathering.
- Link new neighbourhood with existing established neighbourhoods especially Hillcrest, MacIntyre in ways which make it comfortable for people to travel through rather than around;
- What about access to school?

General Comments/Recommendations:

- Very little green space;
- Like the urban pathway concept;
- Appreciate the green corridors that sort of run through neighbourhoods in both directions;
- There does not seem to be any community gathering or center to these plans;
- How is transit going to service this area?
- Much to love – extremely encouraging overall;
- Missing – connection to infill dot on Hamilton blvd as shown on OCP Map 5. OCP policy 10.7.9 says that it should have a transportation connection to this area;
- More connections between houses;
- Smaller blocks;
- Crescents;
- Like hillcrest;
- Connect two neighbourhoods;
- There's a reality of walkers that the super road concept of Hamilton Blvd doesn't address. It feels like an old fashioned car is kind road. It needs more pedestrian crossings. Talk to KDFN walkers. The reality is we will cross wherever makes sense.
- I agree with the draft planning and design principles – the numerical standard may be expensive, but it should appease certain groups of people.

- My biggest concern is uncontrolled access to the Alaska Highway from the plan. It should go to Hamilton Blvd and Burns Road. *Eliminate* part of Sumanik Drive is a good idea.
- The berm will be difficult to re-vegetate and maintain itself. The area which will be removed/excavated will also be bare. The construction clearing will be bare. The dust will be fierce for many years. Like Whistlebend and the Hillcrest industrial area. Ugly and dusty.
- Not enough green space in both concepts. Green space does not need to be "cultivated", can be wild.
- This has been a very friendly, easy forum to present and discuss ideas. Planners very open to suggestions.
- I am encouraged by the talks and ideas that are floating about. I have enjoyed accessing this area as a recreational dog walker and I live in Hillcrest. But it is a lovely area for urban development if at all possible.
- I like the fact that walkability and concepts related to current highway crossings and other active transport trails are being considered.
- Mixed level residential is good.
- Nice to see parks and greenery in proposed subdivisions.
- Sounds good if maintain presentation.
- From both Valleyview and Hillcrest many of us walk ourselves and our dogs and it would be great to have a loop trail of green space accessible from both Hillcrest and Valleyview that would also connect to other well-used trails.
- Also be great to keep as many trees and green space as possible – there is a forest and spectacular undergrowth in that area even though other areas are contaminated.
- Need to carefully consider traffic calming throughout the neighbourhood so that all of Granger does not cut through these neighbourhoods to get to Alaska highway. Take a look at Freiburg in Germany and areas of multifamily in Berlin-Kladow for ideas on parking on the edges only and pedestrian only interior.
- I would add integrating commercial and residential use lots and to consider limited affordable housing.
- Allow for local commuter walking/biking trails.
- No "shout houses" – make streets/houses/neighbourhoods more friendly.
- Provide a community centre (see yellow sticky note).
- Provide a range of housing styles – single family to apartment blocks.
- Ensure transit friendly design.
- Ensure traffic plan – ensure access and egress to/from Ham Blvd, Alaska Highway in place before development.
- NB – street plan designed to discourage thru traffic between Ham Blvd and Alaska Highway.

- We have a tremendous opportunity to design for health – walkability, inclusion of disadvantaged and vulnerable groups, community greenhouses and gardens, wild spaces. The goal should be to take every opportunity to design public and private spaces and buildings which promote social interaction, safety and activity.
- I will send you a map illustrating the active transportation trail being proposed by the Hillcrest Community Association along East side of Alaska Highway from end of Black Street Gully trail to Hillcrest Drive. Please take this into account in planning active transportation in and out of property.
- Consider routing bus through neighbourhood – design it this way.
- Consider walking/cycling connections from Hillcrest to Canada Games Centre – a year round walking/skiing trail.
- Under any scenario need to re-build Alaska Highway for safe turning into neighbourhood for safety during excavation phase. This stretch is very narrow and is shared by heavy traffic, bikes and pedestrians.
- I think a light on Hamilton across from McIntyre is a good idea.
- Also a good traffic calming on a busy fast section of road.
- Terraced by highway.
- Good commuter.
- Fewer streets.
- Mixed/large lots, high end/low end.
- No mix of walkers and bikers.

Site Concept A

I Love It	I Like it	I don't Like it
● ●	● ● ●	

- Seems to have more residential than concept B – think major focus should be residential.
- Makes intersection at airport border trail, this is key. A very fast non-car link to downtown, major selling point here and huge opportunity to make a better connection for Copper Ridge/Granger /*etc.*
- Connection across the Alaska highway is good.
- Too little green space.
- Too high density for the number of apartment buildings.

- Could you consider underground parking for multi-family while the excavation/reclamation is taking place so that above ground is preserved for landscaping?
- Sumanik Drive will have too much traffic on it as it's a through road, consider night only in and out of Valleyview and new subdivision.
- Better than B but still needs a lot more green space and trails.
- I like concept A, in part because it addresses the highway crossing for walkers. If we want a walking community rather than a vehicle community this is a crucial feature.
- I like A for the greater feeling of residential. The smaller housing blocks feels much nicer on A than B.
- A needs way of getting from the lower to upper other than stairs. Where will the playgrounds be?
- Highway access needs to be dealt with.
- Residential development to close to highway and airport, both are very noisy. Prefer more services/retail along highway, but avoid adding more industrial.
- I like the layout of the residential spaces in this concept. Looks nice on paper.
- For both A and B, make sure escarpment is landscaped – current escarpment is an eyesore – making it bigger will create bigger problems unless there is mitigation. Also, use design regulations, as in recent Takhini North development (porches, no garages out front, pathways).
- Not enough green space - Not enough space for tree buffer -Unlikely that trees will a) grow and b) not blow down along escarpment.
- Community centre idea – memberships required, managed/maintained by land owner, can be booked in advance, has small kitchen (you get the idea).
- It would be nice to have a loop to walk either from Hillcrest or Valleyview (*i.e.*, A trail or bike path)
- To help with more rental housing also include houses with suites and tri-plex, four-plex, even six-plex – not quite apt building but close.
- I like the trails and pathways in this one. And the fact that it connects with highway crossing across from round the airport trail.
- Ensure: many types of housing, transit friendly plan, walking friendly, the walkways/bikeways planned (for commuters).
- Provide for services (such as): small store, postal outlet, community centre!, meeting place.
- Separate commuter traffic and walkers – walking trails separate from recreational.
- Finning Canada looking for 8-10 acre commercial/industrial lot on highway and lose to airport for future expansion plans.

Site Concept B

I Love It	I Like it	I Don't Like it
● ● ●	● ● ●	

- Length of unbroken lines of property are very long – consider putting in more ped green ways to break up the blocks so that access to green space is not along roads.
- Bike lanes on both sides of all main roads.
- Too little green space for the total population.
- Consider green connection at end of third cul-de-sac.
- Like the grid aspect of the northern end.
- Show the piece of land by Sumanik as preserved green space.
- Integrate the housing styles, B feels like it has an apartment end and homeowner end. Could the still of Hillcrest crescents be nicer yet?
- B doesn't deal with vehicles crossing range road to cheat.
- B has a nice forest in the centre.
- Given the fact that the stretch of the Alaska highway is quite dangerous, separating the residential to the north of the *escarpment* and may be wise.
- Affordable housing should be considered.
- Many of the single family lots should be large, not dense housing.
- Minimizes traffic to Alaska highway.
- Ensure "permeability" for walkers, especially in big blocks of residential s.f.
- Improvement/change – just a good trail connection from south perimeter and to current crossing across from perimeter around the airport trail.
- For both A and B, make sure escarpment is landscaped – current escarpment is an eyesore – making it bigger will create bigger problems unless there is mitigation. Also, use design regulations, as in recent Takhini North development (porches, no garages out front, pathways).
- As part of the "apartment" housing include high end seniors building studio + 1 + 2 bedroom units but also common rooms for movies, exercise classes – like the retirement and some assisted living places in provinces. I believe there ill be a population of seniors who want spacious/elegant living with some supports/services and can pay for it.
- Above Burns Rd Bluff – great view, interesting trail from 90 Sunset to ?

- Not enough green space - Not enough space for tree buffer - Unlikely that trees will a) grow, b) not blow down along escarpment.
- Trails/walkways/roads must interconnect with existing ones *e.g.* Trails around airport.
- Street-fronting, smaller scale community – lanes are good (also, buildings should front greenspace).
- Higher density integrated with low density – close to amenities.
- How do we walk across the highway?
- For the walkers coming from Kwanlin Dun (and there are many of them) there needs to be a more direct pedestrian route to connect to the airport trail. They will not walk around the long way.
- I like the shape and configuration of Concept B. The only thing I would like to add is the trail connection from around the southern perimeter to connect with road that goes out to Highway Crossing by Salvation Army – to access around the Airport Trail.
- Small crescents and cul de sacs are better than large crescents like this from a social cohesion and child safety perspective.
- Not enough green space
- Please reserve space for community gardens and greenhouses, maybe even chicken coops.
- Intersection with highway might require traffic lights, same with intersection on Hamilton Blvd.
- Maybe more townhouses and less single houses would create greater densities but would depend on what the market can bear.
- Build two staircases at the termination of parks on escarpment.

Vision and Name for the New Neighbourhood(s)

In 2030, the _____ neighbourhood will be…

- The **Hillforest** neighbourhood will be … Walkable (within and downtown)/bikeable; quality, varied, affordable and high density housing; a community in itself; green/forested;
- … remediated and developed to meet the needs of Whitehorse's growing community;
- The **Tank Farm** will be… a green, multiuse neighbour that welcomes a variety of residents who feel safe and engaged in their community;
- … model community; walkable, non-car centric; affordable, attractive; intellectual; fit with FN neighbours; not government or industrial in new; Baxter's Bluff (upper); ____ terraces (lower);
- the **River Heights** (historical name? nature theme? View them? Valley; grey mountain) neighbourhood will be… a mature, complete community with a range of housing types catering to a diverse population. Neighbourhood amenities include parks, community gathering spaces and local commercial uses. It will be a privately developed neighbourhood that sets the bar for Whitehorse.

- The **Tank Farm** neighbourhood will be mixed residential with some commercial/service. Residential will be primary use. There will be trails through the area (*e.g.*, access from airport to CGC). Residential uses to include detached family homes, semi-detached or multi-unit townhouses and multi-unit complexes (apt. bldg, seniors home, supported living). The family homes may include group homes and "approved homes" with many suites.
- The **Hamilton Heights** neighbourhood will be green (lots of trees, shrubs, wild areas), have "welcoming" houses and streets, no garages in front, no shout houses.
- To design a neighbourhood which "nudges" people towards health; promotes social interaction and community belongingness; creates safety and comfort especially for vulnerable groups, children, older adults, people with disabilities; provides public space for play, recreation and meaningful activity (eg. community gardens and greenhouses).
- The terrace neighbourhoods of **Hamilton's Heights** and **Baxter's Bluff** will be the model communities that will assist in meeting the city's housing needs and have commercial and residential lots integrated.
- … bigger lots for expensive homes, *i.e.,* 1 acre lots in gated community.
- Great to see private development!

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At Golder Associates we strive to be the most respected global company providing consulting, design, and construction services in earth, environment, and related areas of energy. Employee owned since our formation in 1960, our focus, unique culture and operating environment offer opportunities and the freedom to excel, which attracts the leading specialists in our fields. Golder professionals take the time to build an understanding of client needs and of the specific environments in which they operate. We continue to expand our technical capabilities and have experienced steady growth with employees who operate from offices located throughout Africa, Asia, Australasia, Europe, North America, and South America.

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