



Kwanlin Dün First Nation Community Lands Plan

A Plan for KDFN Settlement Land in Whitehorse



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Kwanlin Dün First Nation Community Lands Plan: A Plan for KDFN Settlement Land in Whitehorse

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A note from artist and art historian Ukjese van Kampen:

Throughout this document you will see various decorative designs and patterns that come from the first of three periods in Yukon First Nations' art history. This work is from the Geometric Period, referencing the geometric decorative imagery created in the Yukon subarctic region until the 1897 Klondike Gold Rush. After the adoption of the beaded floral designs established by the 1880s and the influences of Yukon colonization, these early motifs were largely forgotten but are now re-emerging through use in various First Nation self-government initiatives.

Motifs representing the sun, stars and the moon were often used, as were repeating geometric designs like dots, checkers, zigzags, meanders and chevrons. The "X" motif was commonly used for a very long time with the earliest example being 11,500 years old from the Upward Sun River archaeological site in Alaska. These geometric designs were used on implements including bone spoons, knives and projectile points as well as on adornments, such as pendants and breast bands and on clothing. The patterns in which these designs were applied appear to be unique expressions of individual artists.

All photographs courtesy of Kwanlin Dün First Nation unless otherwise noted.

Front cover: Downtown Whitehorse, Yukon.

Part 1: From left, Robert Suits, Joan Viksten and Tammy Joe at the Mount Byng ice patch.

Part 2: The Yukon River and KDFN land parcel C-128B (on right) in the Chadburn Lake area of Whitehorse.

Part 3: The Yukon River flowing through Whitehorse.





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KWANLIN DÜN FIRST NATION
ORDER IN COUNCIL

ORDER IN COUNCIL TITLE:

APPROVAL OF THE KWANLIN DÜN FIRST NATION COMMUNITY LANDS PLAN

THE COUNCIL ORDERS THAT the Kwanlin Dün First Nation Community Lands Plan, attached to this Order in Council as Schedule "A", is hereby approved.

The Seal
of the Kwanlin Dün
First Nation

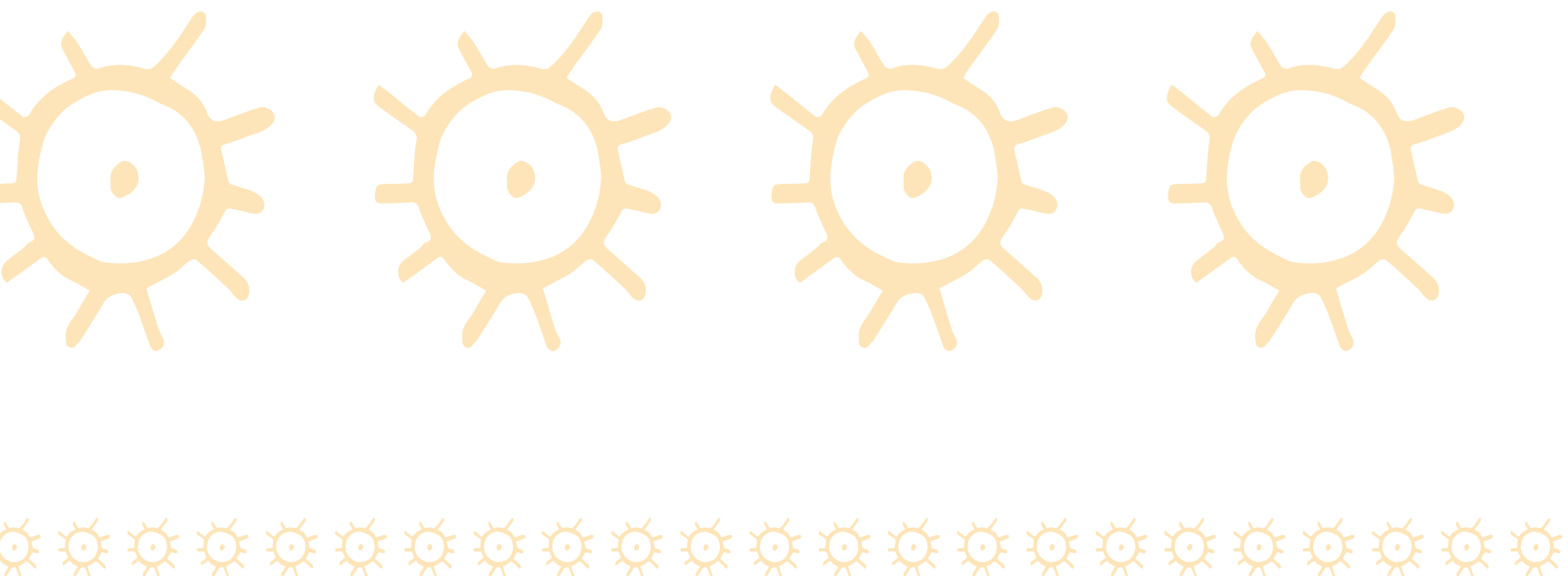

Chief Doris Bill

Acknowledgements

Many thanks to all the Kwanlin Dün First Nation (KDFN) beneficiaries and citizens who took the time to participate in the development of the *Kwanlin Dün First Nation Community Lands Plan*. Your voices were heard. Without your ideas and contributions this plan would not have been possible.

The KDFN Council provided encouragement and support throughout the development of the *Community Lands Plan*. Financial and personnel support was provided by the KDFN Heritage, Lands and Resources Department. Thanks to the staff of the department for their input and assistance over the course of developing the plan. Special thanks to Dianne Smith, Tammy Joe and Nina Bolton for their help in organizing and facilitating meetings and workshops, and to Edith Dawson and Kory Sawrenko for driving participants on land tours and to meetings. Further thanks go to to Jessie Dawson and Louie Smith for sharing their stories and Linda Johnson and Susie Heffner for their input into the final document.

The document was written by Geoff Cowie and edited by Lucie Wright. Maps were prepared by Richard Vladars. Unless otherwise noted, photos were contributed by Geoff Cowie, John Meikle, Richard Vladars and Diana Jimmy. Document design and layout was by Dan LeBrun, Reactive Design. Illustrations were created by Sophie Fuldauer and the motifs were drawn by Ukjese van Kampen. The document was printed in Whitehorse by Arctic Star Printing.



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Summary

The *Kwanlin Dün First Nation Community Lands Plan* provides guiding direction for the planning and development of Kwanlin Dün First Nation (KDFN) Settlement Land within Whitehorse. The Community Lands refer to our Settlement Land parcels that are within and adjacent to the boundaries of Whitehorse. The *Community Lands Plan* establishes goals, high-level policies and zoning for our lands located within the city. The Community Lands parcels situated outside of Whitehorse will be addressed as part of other KDFN planning initiatives.

The *Community Lands Plan* sets four goals for our Community Lands in Whitehorse and identifies individual land parcels for each goal. The four goals are:

- **Community Development:** to provide land for KDFN residential and infrastructure needs.
- **Wildlife:** to conserve areas of high ecological value and maintain the health of wildlife populations.
- **Heritage:** to conserve areas of high heritage value while maintaining and creating opportunities for continued traditional use of the land.
- **Revenue Generation:** to make lands available to generate revenue for the benefit of the KDFN community.

The *Community Lands Plan* was developed based upon extensive engagement and discussion with our people between 2018 and 2019. The following summarizes the main directions of the plan:

- Our Community Lands within Whitehorse are to be used primarily to generate revenue for our First Nation.
- Our Community Lands are to be planned and developed for multiple purposes, allowing for their development focus to be maintained, while providing opportunity for the lands to also meet other important goals.

- The development of our Community Lands shall support the needs of our people and government. The plan identifies those Community Lands with potential to be developed for residential use and public service infrastructure.
- Some of our Community Lands with high ecological value are proposed to be set aside for wildlife. The plan identifies those Community Lands having value for wildlife and highlights the need to work cooperatively with the City of Whitehorse to protect important wildlife habitat in the city.
- Some of our Community Lands with high heritage value are proposed to be set aside for heritage. The plan identifies those Community Lands having heritage value for our First Nation and highlights the need to work cooperatively with the City of Whitehorse to protect areas of heritage value for our people on non-Settlement Land within the city.
- To meet the needs of our future generations, some of our Community Lands are recommended to be reserved for future use.

Our Community Lands within Whitehorse present significant opportunities for our First Nation which will only be realized through a coordinated approach to planning and development. Consequently, the *Community Lands Plan* provides a guiding framework to help unlock the full potential of our Community Lands in the city.

Introduction

Kwanlin Dün First Nation (KDFN) has approximately 24 square kilometres of Settlement Land within the city of Whitehorse. Our Settlement Land parcels within or near the city limits are called the Community Lands. KDFN selected these Community Lands, along with Site Specific Lands and Rural Lands, as part of the 2005 *Kwanlin Dün First Nation Final Agreement*. The Community Lands were selected primarily to generate revenue for our First Nation and provide opportunities for our beneficiaries and citizens.¹

As we prepare to develop our Settlement Land within Whitehorse, a guiding framework is needed to ensure that planning and development is sustainable and responsible. KDFN Settlement Land is a finite resource which must provide for the needs of our current and future generations. As such, development must be well planned and reflect the best use of land, while safeguarding the values and goals important to our community.

The *Kwanlin Dün First Nation Community Lands Plan* builds on the ideas and principles described in the *Kwanlin Dün First Nation Traditional Territory Land Vision* (see Chapter 2). While the *Land Vision* provides an overall approach to lands within the entire KDFN Traditional Territory, the *Community Lands Plan* applies the same values, guiding principles and goals to create a framework for the development of our Settlement Land within Whitehorse.

The document begins with an overview of KDFN past and present² and an introduction to our Settlement Land in Chapter 1, followed by a summary of the *Land Vision* in Chapter 2. As the fundamental cornerstone of all KDFN land planning, familiarity with the *Land Vision* is a prerequisite to understanding the *Community Lands Plan*.

Chapter 3 follows with a summary of what we heard from our beneficiaries and citizens during discussions for the *Community Lands Plan*. This forms the basis of the plan for KDFN's Community Lands in Whitehorse, which is presented in Chapter 4.


The plan for our Community Lands is followed, in Chapter 5, by a discussion of the policy and zoning framework for these lands. Chapter 6 turns to a discussion of the potential opportunities and challenges for KDFN as we move forward to plan and develop our lands within Whitehorse. In Chapter 7, the *Community Lands Plan* concludes by presenting a vision for KDFN's Community Lands in Whitehorse and a discussion of the factors that are key to the successful planning and development of our urban Settlement Land.

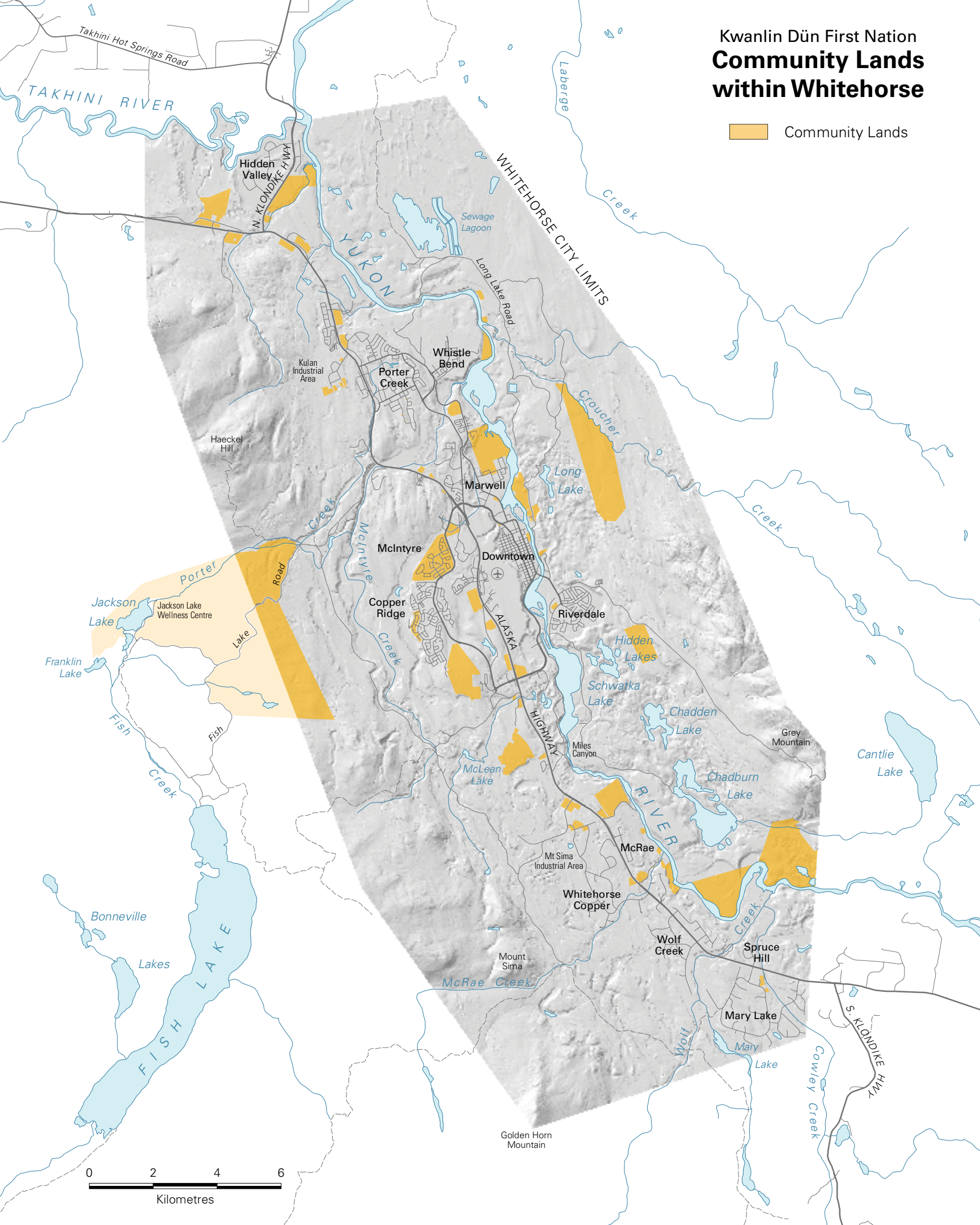


¹Under the *Constitution of the Kwanlin Dün First Nation*, there are both beneficiaries and citizens. Throughout the *Community Lands Plan* the terms “beneficiaries and citizens” and “Kwanlin people” are both used to refer to the people of Kwanlin Dün First Nation.

²The *Community Lands Plan* provides a high-level overview of KDFN history. A more complete presentation of our history and culture can be found in *Dákwändür Ghay Ghàkwä'dindür (Our Story in Our Words)*.

Kwanlin Dün First Nation
Community Lands
within Whitehorse

 Community Lands





Part 1

Our People Our Land



A Kwanlin Dün First Nation Timeline: Some Events in Our History



Kwäädäy (Long Ago Time)
“When Crow Grew the Land”



1912–1920s
Kwanlin people are forced to move downriver from Whitehorse townsite



1911
Choooutla Residential School opens in Carcross



1902
Kishxóot (Jim Boss) sends a message to King Edward VII



1899–1901
White Pass & Yukon Railway company constructs railroad to Whitehorse

1899–1900
Newcomers settle on Whitehorse waterfront



1899
Steamboats begin operating at Whitehorse

1921
Lot 226 is established as Whitehorse Indian Reserve No. 8

1924
Lewes dam is constructed on Yukon River below Marsh Lake

1940s–1960s
Residential schools are established in Whitehorse



1942–43
U.S. Army builds Alaska Highway assisted by Yukon First Nations guides

1949
Yukon Electrical Company builds Fish Lake hydro dam

1950s–1970s
Whitehorse waterfront neighbourhoods are demolished to develop parks and SS Klondike site



AD 800
Volcanic eruption deposits White River Ash over the southern Yukon



Early 1800s
Tlingit traders bring trade goods originating from Europe, Russia and China into the Yukon



1869
Klukwan headman Kaalaxch' (Kohklux) and his two wives draw map showing Tlingit trade routes to Yukon interior

1897–98
Klondike Gold Rush begins





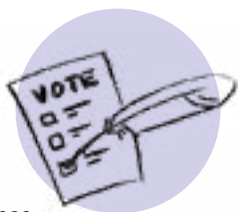
1953
Whitehorse is
named capital of
the Yukon



1956
Federal government
creates the Whitehorse
Indian Band

1956–58
Northern Canada
Power Commission
builds Whitehorse
hydro dam

1958
Robert Campbell
Bridge is constructed
to Riverdale



1960
First Nations people
are allowed to vote in
territorial and federal
elections



1973
*Together Today for Our Children
Tomorrow* presented to Prime
Minister Pierre Trudeau in Ottawa



1988
KDFN builds
Administration Building
in McIntyre Subdivision



1987
CYI recognizes Ta'an
Kwäch'an Council as a
separate First Nation



1986
Kwanlin people move
from Old Village in Lot
226 to new McIntyre
Subdivision

1974
Council for Yukon
Indians (CYI) begins to
negotiate Yukon Land
Claims



1992
KDFN constructs
Nàkwät'à Kù Potlatch
House in McIntyre
Subdivision

1993
Canada, Yukon and CYI sign
Umbrella Final Agreement



1998
KDFN builds Health
Centre in McIntyre
Subdivision and addition
in 2009

1998
KDFN opens Head
Start Centre and
Ashea Daycare in
McIntyre Subdivision

2005
Canada, Yukon and KDFN
sign Final and Self-
Government Agreements



2020
KDFN completes
*Community Lands
Plan*



2020
New KDFN
Administration
Building under
construction



2016
KDFN approves
*Traditional Territory
Land Vision*

2015
KDFN establishes Chu
Níikwän Development
Corporation

2012
Grand opening of
Kwanlin Dün Cultural
Centre



1 Kwanlin Dün First Nation

History

In the Southern Tutchone Ta'an dialect, Kwanlin means "water running through a narrow place" and Dün means "people." Kwanlin refers to the waters running through the basalt rock columns of what is now called Miles Canyon in Whitehorse. Our community is composed primarily of Southern Tutchone, Northern Tutchone, Tagish and Inland Tlingit people. The *Constitution of the Kwanlin Dün First Nation* acknowledges the Tagish Kwan as the original inhabitants of the lands within our Traditional Territory that lie at the headwaters of the Yukon River. Centred on the valley from Marsh Lake to Lake Laberge, our Traditional Territory extends from the Teslin River in the east to Kusawa Lake and the Takhini River in the west. Throughout, well-worn foot trails, lookout points, fish camps and burial sites attest to the ancient roots of our people on the land.

Oral narratives passed down from our Elders place our ancestors in the area now known as Whitehorse from time immemorial. Supporting these narratives, archaeological work has uncovered evidence of human habitation in the Whitehorse area extending back more than 9,000 years. The oral histories of our community go back to when Crow grew the land. These histories tell of our ancestors moving across the land to visit family, trade and harvest. Alliances with neighbouring peoples were made, marriages arranged and trade conducted. Not long after the glaciers retreated from southern Yukon, our people survived by fishing salmon in the rivers, hunting caribou in the mountains, gathering plants and berries in summer and fall and likely overwintering in the Whitehorse valley.

Origins of the Name "Eagle Nest Mountain"

"That one up there, that's Eagle Nest Mountain, and that's Haeckel Hill, they call it. A long time ago the Indian people tell a story about it too. There's a great big eagle up there, years ago, it's awful bad, and mean, he's got to eat something. If somebody making noise, somebody walking through on the trail, he's got good eyes, he could see them from the top of the hill, [claps] and he get him just like a rabbit, pick him up, he's a big one. Killed a lot of Indian people, long time ago, eh? That's why they call it Thäy T'äw. That's a golden eagle nest. That's what that meant."

—Louie Smith



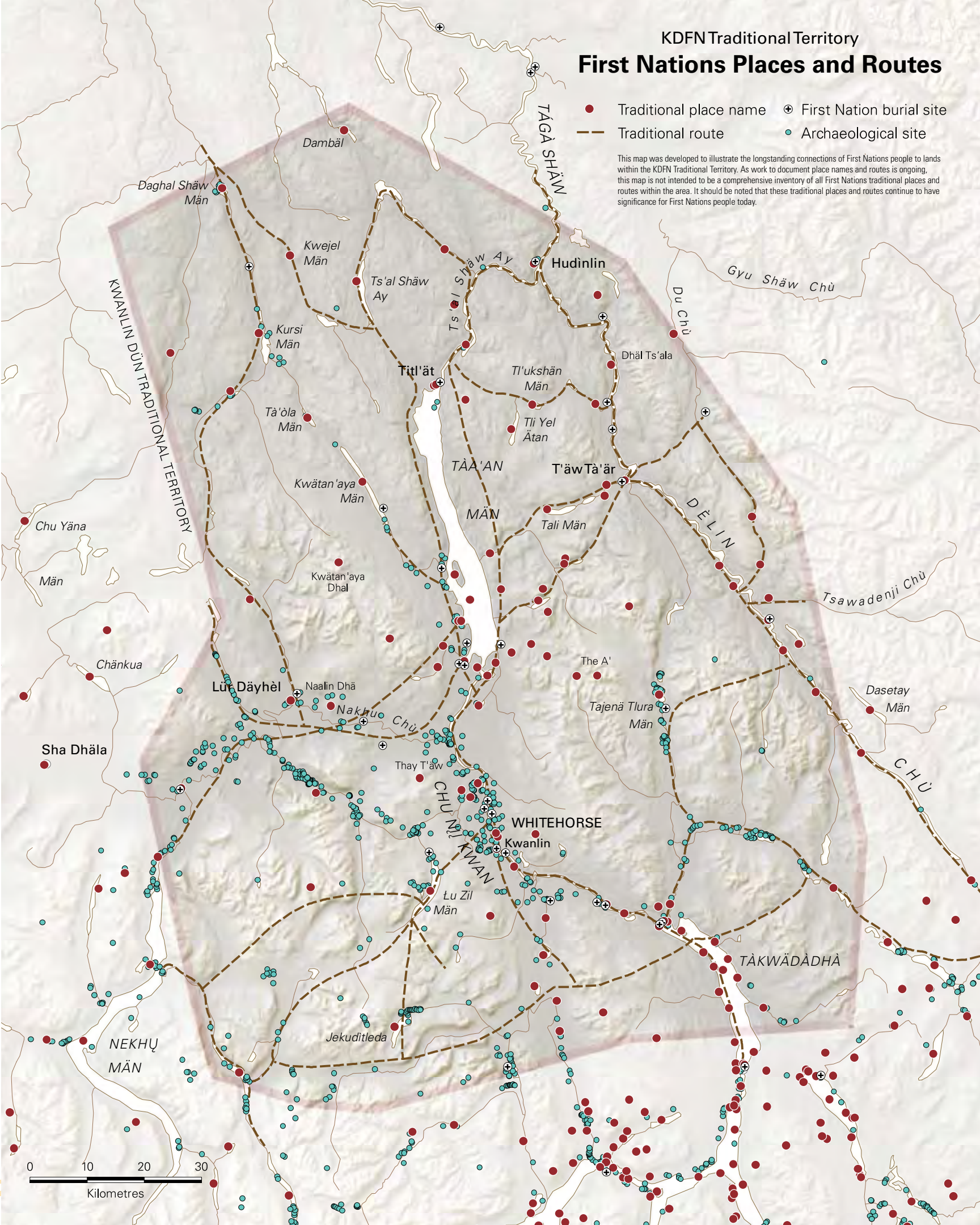
Elder Louie Smith. Louie's story about the origins of the name of Eagle Nest Mountain reflects the ancient connections our people have to the lands in the Whitehorse area.



KDFN Traditional Territory First Nations Places and Routes

- Traditional place name
- ⊕ First Nation burial site
- Traditional route
- Archaeological site

This map was developed to illustrate the longstanding connections of First Nations people to lands within the KDFN Traditional Territory. As work to document place names and routes is ongoing, this map is not intended to be a comprehensive inventory of all First Nations traditional places and routes within the area. It should be noted that these traditional places and routes continue to have significance for First Nations people today.



Prior to contact with Europeans and subsequent colonization, our ancestors participated in a traditional subsistence way of life. They moved extensively over the entire landscape to collect the resources needed for survival, returning every year to important areas, like fish camps, where they knew resources would be available. The subsistence activities practised by our ancestors were essential, not only to their survival, but were—and continue to be for our people today—linked fundamentally to the sharing of knowledge, values and cultural identity.

In 1956, the federal Department of Indian Affairs created the Whitehorse Indian Band, known today as the Kwanlin Dün First Nation, by bringing together Indigenous peoples living in and around Whitehorse. While KDFN has existed only since the 1950s as a modern political entity, our ancestors have a history on the land that reaches back for millennia.

Like other Indigenous peoples across Canada, our people have experienced extensive trauma extending across many years from the early days of colonization to the establishment of residential schools through to today's social and economic challenges. Under the *Indian Act*, sacred ceremonies, such as the potlatch, were banned; language and cultural practices were suppressed; the right to vote was denied; people were uprooted from their ancestral lands; and children were taken from their parents to attend residential schools.

As Whitehorse developed, our people were repeatedly displaced from the land we had used and occupied for centuries, with neither consultation nor compensation. Beginning with the Klondike Gold Rush in 1897, First Nations people in the Whitehorse area were pushed to the margins of existing development to make way for



The area known as Kwanlin or “water running through a narrow place” was an excellent area for fishing and an ancient travel route for our people.

non-Indigenous newcomers. Our people were forced out of their traditional settlements in the Whitehorse Rapids area and, from the 1950s to the 1970s, families were displaced from their homes along the Yukon River in the Whiskey Flats, Shipyards, Moccasin Flats and Sleepy Hollow neighbourhoods. Many of our people were eventually relocated to Lot 226 in the Marwell area, where they stayed until being moved to the McIntyre Subdivision in the 1980s.

In 1987, the Ta'an Kwäch'än people from the Lake Laberge area, who had been amalgamated into the Whitehorse Indian Band in the 1950s by the federal government, set up a council to establish themselves as a distinct First Nation. This led to their separation from KDFN in 1998 and the signing of the *Ta'an Kwäch'än Council Final Agreement* in 2002. Canada, Yukon and Kwanlin Dün signed the

Kwanlin Dün First Nation Final Agreement (KDFN FA) and the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA) in 2005. The KDFN FA and SGA established a land and resource management relationship between Canada, Yukon and KDFN, which provided the framework for modern self-governance for our First Nation.

Despite numerous adversities, we have survived and are now one of the largest First Nations in the Yukon. With a significant base of Settlement Land within Whitehorse, our community is emerging as a strong force within the city and taking our rightful place as a self-determining First Nation within our ancestral home.



Nelly Johnny and grandson Joe Smith with their pack dogs. Whitehorse ca. 1950.

Yukon Archives, Rolf and Margaret Hougen fonds 2009/81 #327

The Displacement of Our People in Whitehorse

1 Canyon City and White Horse Rapids: Gold Rush 1897–1900

- Tagish Kwan and other First Nations people were displaced from Canyon City and the White Horse Rapids area as outsiders arrived by the tens of thousands.

2 White Horse Landing Settlement, east side of the Yukon River: 1897–early 1900s

- Our people had a seasonal camp in the area of the current Whitehorse hospital.
- Tagish Kwan and other First Nations people were displaced from the area on the east side of the river, then called White Horse Landing, when Gold Rush stampedes arrived.

3 White Pass & Yukon Railway (WP&YR) Waterfront Lands: 1912–1920s

- WP&YR company officials, town residents and government officials forced First Nations people to relocate from the Whitehorse waterfront to an area north of the town.
- The government established Whitehorse Indian Reserve No. 8 (Lot 226) in 1921 as the designated area outside of the town for our people to live, although some continued to live elsewhere in Whitehorse.

4 Robert Service Campground: 1920s

- For generations, our people lived seasonally in the area of the current Robert Service campground, but were displaced as tourism developed after the First World War.

5 Yard Limits: 1940s–1950s

- In the area under the clay cliffs across from Robert Service campground, our people had permanent log homes that were bulldozed in the 1950s as part of the “squatter clearances.”

6 Whitehorse Waterfront Neighbourhoods: 1950s–1970s

- The re-development of the Whitehorse waterfront saw residents forced out of “squatter” communities (Whiskey Flats, Shipyards, Moccasin Flats, Sleepy Hollow) with no consultation and minimal relocation assistance or compensation. By the mid-1960s, all homes in Whiskey Flats were demolished or moved to make way for the development of Rotary Park and the *SS Klondike*.

7 Clay Cliffs Neighbourhood: 1940s–1980s

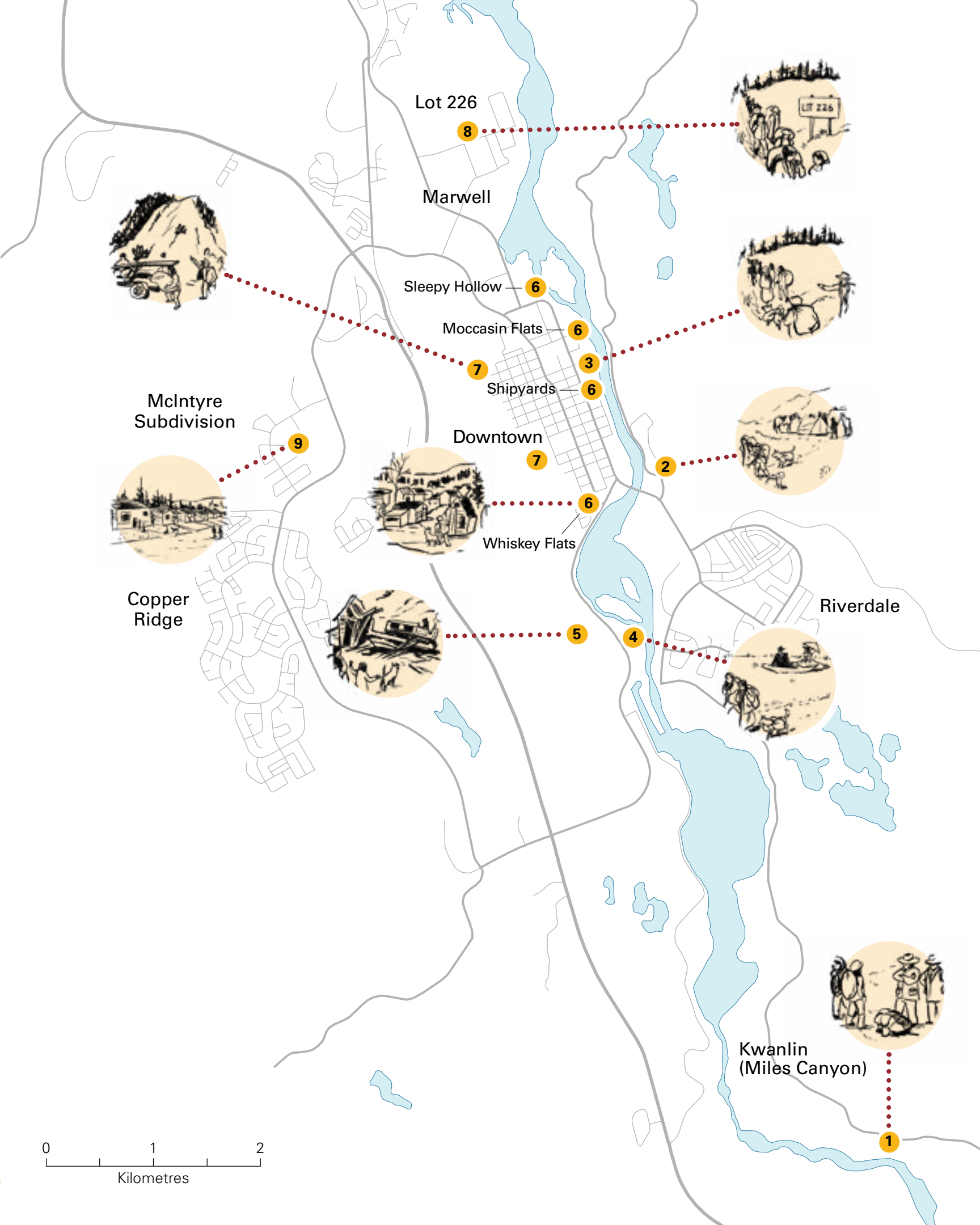
- Some of our people lived under the clay cliffs in homes that were eventually dismantled owing to the danger of mudslides.

8 Lot 226 (The Old Village) Whitehorse Indian Reserve No. 8: 1920s–2000s

- Our people and other status First Nations people lived in Lot 226 from the 1920s onwards.
- After the Second World War, only status First Nation people were allowed to move into Lot 226. Others had to live on the edge of Lot 226 or elsewhere in the Whitehorse area.
- Due to overcrowding, a lack of municipal services and raw sewage discharged from neighbouring developments onto the property, the Whitehorse Indian Band Council passed a resolution in 1969 recommending relocation of our people from Lot 226.

9 McIntyre Subdivision: 1986–the present

- Our people began to move away from Lot 226 into new homes on Crow and Swan streets in the early 1980s and, beginning in 1986, to new homes in McIntyre Subdivision.





Jessie Dawson. Jessie and her family were displaced from their homes in Whitehorse several times during her childhood.

Jessie Dawson Shares Her Story

"I was about seven years old and our home was situated along the river just where Boston Pizza is. Where the restaurant's sign is now was where my home was at the time. There was my father, my mother and some of my siblings and my father worked for the City. It was in the 1960s. I went to school at Whitehorse Elementary and one day I came home and there was no home to come home to. The City had bulldozed it, knocked it over because they were moving a lot of people out of that area. My father came home and he had no home to come home to either. What was really upsetting for us was we didn't even know where our family was. There was no explanation of why this happened. My father said he didn't even get a letter from the City and that was where he worked! I came home from school and the only thing there was a pile of rubble. They didn't even give us a chance to pack stuff up.

My grandparents lived up the road across the street from the old graveyard. I remember my grandma telling me that if we were ever stuck, to go to their place. That's where I went. My father showed up later after he got off of work and he found us all there. We stayed at the back of my grandparents' place and we slept in a tent until we were kicked out of that area too. We all had to move. There were my grandparents, and in the house next door, there was my uncle Art Dawson and my auntie May Dawson. We were kicked out of that area as well and we were pushed further down towards the Old Village, Lot 226, but because we were non-status we couldn't live right in Lot 226, so we had to stay in the outskirts.

We stayed in a tent until my grandfather, my dad and two of my uncles got together and found an old army house, took it apart, brought it down to where we were staying and rebuilt it. That became our home until we got our status back and we were allowed to move into Lot 226.

When I was much younger, I think I was five years old at the time, we were living up near where Rotary Park is now. Across the street from where the park is now, that's where we lived. We got kicked out of there and had to move down towards where Boston Pizza is now. After that, we ended up in Lot 226, and I ended up in residential school and then I ended up leaving the Yukon."

—Jessie Dawson



Housing in Whiskey Flats during the 1950s. Our people's homes in the neighbourhood were bulldozed to make way for the development of Rotary Park a decade later.

Yukon Archives, Dorreene Wahl coll. 83/98 #8



Signing of the *KDFN Final Agreement*, February 2005. From left, Minister of Indian Affairs and Northern Development Andy Scott, Chief Mike Smith and Yukon Premier Dennis Fentie.



Housing in the KDFN Old Village on Lot 226. In the 1960s, our families were relocated into these houses after being displaced from along the Whitehorse waterfront.

Yukon Archives, CYFN fonds box 70, folder 13 #30

Economic Overview

For our ancestors, the fur trade marked the beginning of a shift away from a subsistence economy. Wage labour was subsequently introduced during the Klondike Gold Rush and the wage economy accelerated with the construction of the Alaska Highway. Today, however, many of our people continue to hunt, gather and fish in order to supplement their food supply and, to a lesser extent, trap to generate income.

In the contemporary market economy, our people participate in the local wage economy of Whitehorse in a wide variety of roles. The Kwanlin Dün government is a large employer of Kwanlin Dün beneficiaries, citizens and non-citizens. At the same time, a major goal of our First Nation is to improve education and training for our beneficiaries and citizens who are not fully participating in the wage economy.

The resource potential of our Traditional Territory continues to evolve. Some mines have been developed, as well as a few small sawmills and an increasing number of farms. Rivers have been identified for their hydroelectric potential and gravel for its value in road building and construction. Particularly in the Whitehorse area, the value of land will continue to change in response to evolving residential, commercial and industrial demands. At present, the shortage of land for residential development in Whitehorse presents a clear opportunity for our First Nation to develop some of our Community Lands to meet the general public's growing demand.

Settlement Land

Under the KDFN FA, our First Nation retained title to 1,042 square kilometres of land in the Yukon. These lands are all located within our Traditional Territory and are classed in one of three ways: Site Specific, Rural or Community Lands.



A crew from KDFN's construction company, Canyon City Construction, at work on a residential project in Ingram Subdivision.

Kwanlin Dün First Nation Settlement Land



Types of Settlement Land

Site Specific Lands are smaller parcels originally selected for cabins, camps, cemeteries and other important sites. They are generally parcels of less than 10 hectares.

Rural Lands are larger land parcels, generally located outside of Whitehorse city limits. These parcels are a mix of Category A Settlement Land, where KDFN owns both the surface and sub-surface rights, and Category B Settlement Land, where KDFN owns only the surface rights. The Rural Lands make up over 95% of the total area of all KDFN Settlement Land.

Community Lands are located within Whitehorse and adjacent to the city boundary. Within Whitehorse, the Community Lands total approximately 24 square kilometres. They are classified as being either Type 1, 2 or 3.

Type 1 Lands

KDFN is able to exercise its self-government powers related to planning, zoning and land development. KDFN has 15 Type 1 parcels in the city.

Type 2 Lands

KDFN is able to exercise planning, zoning and land development powers that are in accordance with the designations for each parcel set out in the KDFN SGA and that are consistent with City of Whitehorse law. KDFN has 56 Type 2 parcels in the city.

Type 3 Lands

KDFN is not able to exercise its planning, zoning and land development powers nor may it exercise powers related to public health and safety. These parcels are generally located within existing residential areas including Porter Creek, Downtown, Mary Lake and Copper Ridge. KDFN has 15 Type 3 parcels in the city.

Type 2 Land Designations

- The KDFN SGA determines the kind of use allowed for all Type 2 land parcels within Whitehorse. The SGA also outlines the process for how the land use designations for Type 2 parcels can be changed.
- Each Type 2 parcel is classified as either residential, commercial, light industrial, industrial or First Nation institutional.
- Type 2 parcels may have more than one designation (for example, residential and/or commercial).

Type 2 Land Parcels by Designation

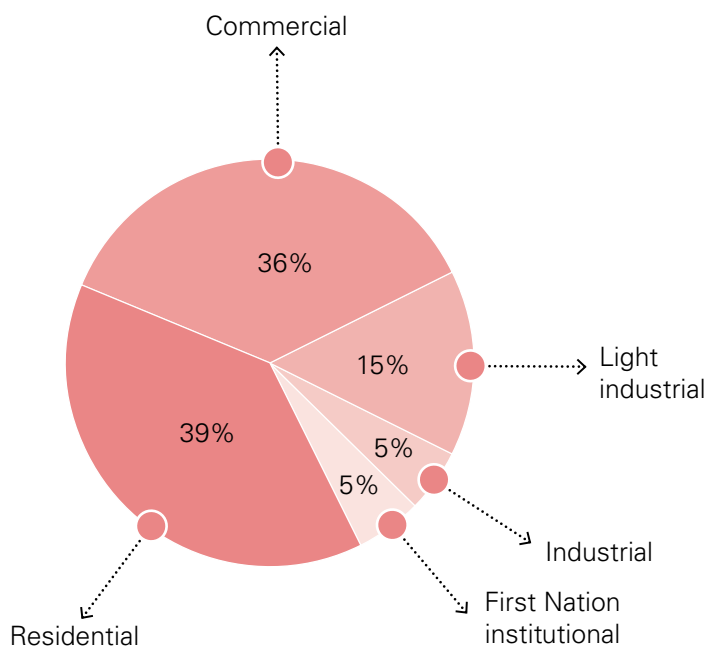


Diagram illustrating the types of rectangles used in the construction:

- Type 1 (Yellow)
- Type 2 (Pink)
- Type 3 (Green)



Kwanlin Dün Today

As of 2020, KDFN has close to 1,000 beneficiaries and citizens. Drawn to Whitehorse for work or educational opportunities, many Kwanlin people are originally from different First Nations throughout the Yukon. Our community and government are centred within the McIntyre Subdivision of Whitehorse. The subdivision was originally developed to house workers for the Alaska Highway gas pipeline. Following the failure of the project to proceed, in 1986 our people moved to McIntyre Subdivision from Lot 226 in the Marwell area of Whitehorse, now referred to as the Old Village. In addition to the subdivision, a small number of Kwanlin Dün residences are located on Crow and Swan streets in Whitehorse, while other beneficiaries and citizens reside elsewhere in the city, in other parts of the Yukon or outside the territory. McIntyre Subdivision is also home to a variety of community and recreational facilities including a multi-purpose building, covered hockey rink, baseball diamond, ski trails and the Nàkwät'à Kù Potlatch House, which provides a space for potlatches and community events.

All KDFN government departments are located in McIntyre Subdivision. Since the signing of the KDFN FA and SGA in 2005, the KDFN government has developed a full range of departments to provide programs and services to our beneficiaries and citizens. These departments include the Executive Council Office; Heritage, Lands and Resources; Economic Development; Justice; Community Services; Health; Education; Finance; and Administration. Through these departments, KDFN delivers a variety of innovative programming to our people including early childhood education at the Dusk'a Headstart Family Learning Centre and land-based healing programs through the Jackson Lake Healing Camp. KDFN recently established the Chu Níikwän Development Corporation, which is mandated to generate wealth and prosperity for our First Nation. In addition, KDFN has its own construction company, Canyon City Construction, which specializes in residential and commercial development. In 2012, KDFN opened the Kwanlin Dün Cultural Centre in downtown Whitehorse. Constructed on KDFN Settlement Land along the riverfront, the facility represents a symbolic return to our ancestral home along the banks of the Yukon River.



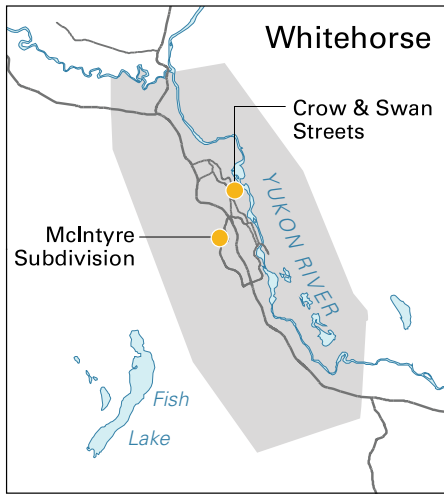
McIntyre Subdivision, or parcel C-41B, is the main neighbourhood for our people in Whitehorse.



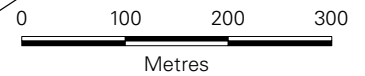
The Nàkwät'à Kù Potlatch House is an important community facility within McIntyre Subdivision.



The construction of the Kwanlin Dün Cultural Centre in 2012 was a significant achievement for KDFN and represented a reconnection to the Yukon River for our First Nation.



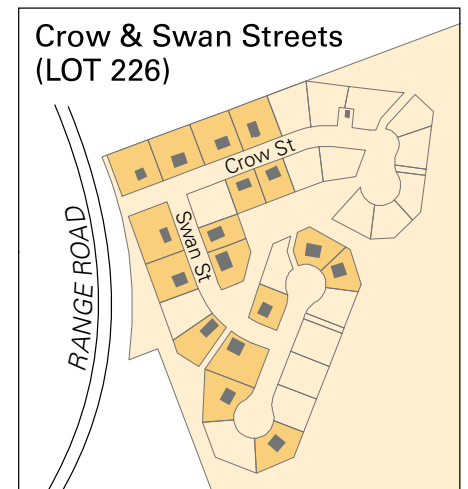
- Developed lot
- Undeveloped lot
- Building footprint
- Cross country ski club
- Outdoor basketball court
- Outdoor hockey rink
- Baseball diamond
- Community garden
- Playground



McIntyre Subdivision (C-41B)

KDFN Government Services

- | | |
|--|---|
| 1 Administration Building | 5 Kenädän Kù - House of Learning |
| 2 Nàkwät'à Kù - Potlatch House | 6 Justice Department |
| 3 Natsékhi Kù - Health Centre | 7 Community Services |
| 4 Dusk'a Headstart Family Learning Centre / Daycare | 8 Multi-Purpose Community Building |



2 The *KDFN Traditional Territory Land Vision*

The *Kwanlin Dün First Nation Traditional Territory Land Vision* is the foundation for the planning of all KDFN Settlement Land, including the Community Lands within Whitehorse. Based on values and principles developed with our community, the *Land Vision* is designed to guide planning and land use decision making on our Settlement Land and on non-Settlement Land throughout our Traditional Territory. The KDFN Council approved the *Land Vision* in spring 2016.

As the foundation of all KDFN land planning, the *Land Vision* sets the goals and general directions for the planning of all our Settlement Land. The *Kwanlin Dün First Nation Community Lands Plan* builds upon the ideas expressed in the *Land Vision* to create a plan for our Settlement Land in Whitehorse.



The *Land Vision* established a high-level guiding vision for the KDFN Traditional Territory. Backcountry areas, such as the M'Clintock Lakes (pictured here), are to be primarily managed for traditional use, wildlife and heritage.

Summary of the *Land Vision*

Values

Our First Nation is diverse—embracing people from a variety of Yukon First Nations and reflecting four language groups—and is composed of families with longstanding ties to particular areas within our Traditional Territory.

Across the diversity within our First Nation are common key overarching values. In the *Land Vision* these fell into two broad categories:

1. Well-being of the land – values and ideas relating to respecting the land and animals, honouring people’s historical use of the land, taking care of the land and maintaining a spiritual relationship with the land.

2. Well-being of the people – values and ideas relating to using the land in a respectful way to provide for people’s needs and ensuring that the land and animals will be there for the benefit of future generations.

Guiding Principles

Based on the values expressed above, the following five principles were developed:



1 Respect – the land and all animal life must be respected. Decision making and the use of land must reflect a respectful relationship with the land.



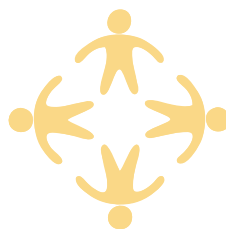
2 Caring for the land – people have a responsibility to care for and protect the land.



3 Considering future generations – all land use and decision making must take into consideration the ability of future generations to continue to benefit from the land.



4 Cooperation – planning and decision making should be a cooperative undertaking between people and government to ensure that all interests are taken into account when decisions are made.



5 Community – planning and decision making must ensure that the needs and interests of the community are properly balanced with the needs and interests of individuals.

Goals

Based on the values and the guiding principles, the *Land Vision* established four main goals for the planning and management of KDFN Settlement Land and non-Settlement Land within our Traditional Territory.

1 Community Development:

to provide land for KDFN residential and infrastructure needs.

One of the most important components of this goal is the provision of land for residential use by our people. This was the intent of numerous land selections and is a clear need in our community. There is also significant potential on our Settlement Land for a wide range of infrastructure projects, such as new government buildings or the expansion of land-based healing initiatives, which would benefit our community and help our government to provide needed services.



3 Heritage: *to conserve areas of high heritage value while maintaining and creating opportunities for continued traditional use of the land.*

The areas throughout our Traditional Territory that have significant heritage value should be respected and conserved. At the same time, the planning and management of land in the KDFN Traditional Territory should ensure the continued ability of our people to pursue their traditional activities on the land.



2 Wildlife: *to conserve areas of high ecological value and maintain the health of wildlife populations.*

Areas throughout the KDFN Traditional Territory that have high ecological value should be conserved and wildlife populations managed to ensure their continued health. As our Settlement Land is only a small percentage of the land within our Traditional Territory, this goal will be realized only through cooperative planning and management with other governments.



4 Revenue Generation: *to make land available to generate revenue for the benefit of the KDFN community.*

KDFN's Settlement Land holdings are large enough to meet the demand for land from our people and government, while also contributing to revenue generation for our First Nation. Our Settlement Land, particularly within Whitehorse, has significant potential for revenue generation through land leasing and various development opportunities.

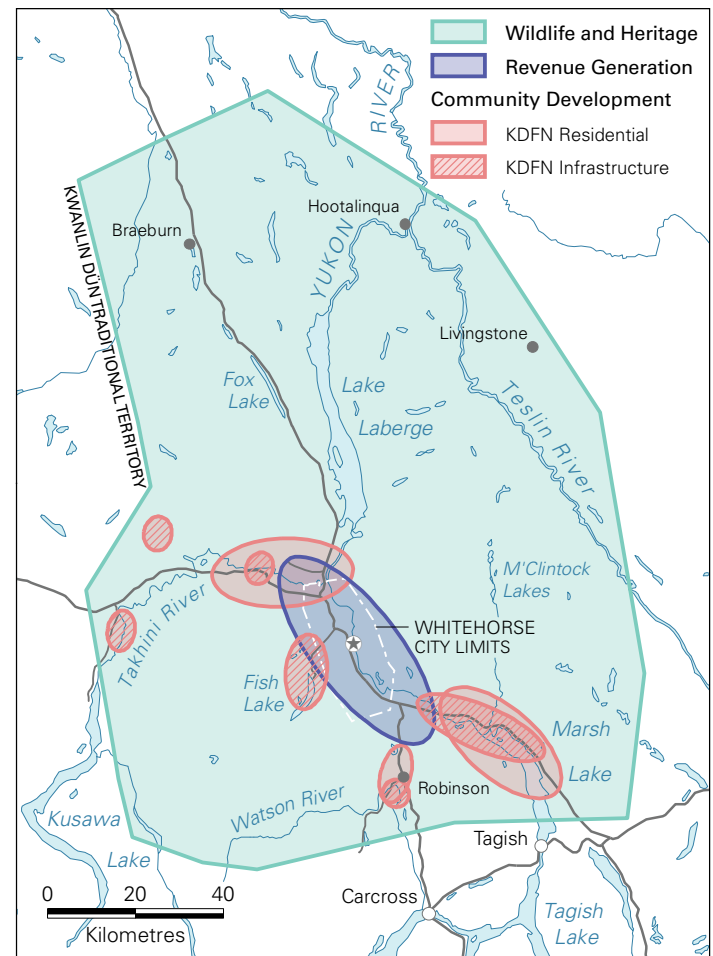


Vision

Through its four broad goals, the *Land Vision* provides high-level direction to KDFN land planning efforts. For example, Settlement Land within Whitehorse is to be primarily used for revenue generation while rural and backcountry land is to be primarily set aside for wildlife and heritage.

These land use goals are not meant to be exclusive and, alongside the priority goal, land planning may support other goals in a particular area. As an example, most KDFN lands within Whitehorse can contribute to revenue generation. Yet celebrating heritage within the city is also important for our people, as illustrated by development of the Kwanlin Dün Cultural Centre on our Settlement Land in downtown Whitehorse. Likewise, while remote areas provide the best opportunity for traditional activities and the protection of wildlife, it is recognized that, in time, KDFN may support responsible revenue generating projects on these lands.

For our lands within Whitehorse, the *Land Vision* will be implemented through the *Community Lands Plan*. For our remaining Settlement Land, the *Land Vision* will be implemented beyond the Whitehorse city limits through a regional land use plan (KDFN FA, chapter 11) and local area land use plans (KDFN SGA, section 30).



KDFN Traditional Territory Land Vision



Part 2

Our Community Lands



3 Developing the *KDFN Community Lands Plan*: What We Heard

Kwanlin Dün First Nation (KDFN) has 86 parcels of Settlement Land within the municipal boundaries of Whitehorse. These parcels include 82 Community Lands parcels, one Site Specific parcel, Lot 226 (the Old Village in the Marwell area) and a portion of two Rural parcels, which extend into the city from the Fish Lake area. For the purposes of this plan, these land parcels are collectively referred to as our Community Lands within Whitehorse.

The intent of the *Kwanlin Dün First Nation Community Lands Plan* is to respect the original designations for our Settlement Land as identified in the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA) while ensuring that values of significance to our people, such as wildlife and heritage, are protected. To achieve this, the KDFN Heritage, Lands and Resources Department

engaged our beneficiaries and citizens between 2018 and 2019 to identify the KDFN Settlement Land parcels in Whitehorse best suited for community development, wildlife, heritage and revenue generation. The *Kwanlin Dün First Nation Traditional Territory Land Vision* established these as the four main goals for planning and managing all KDFN Settlement Land throughout our Traditional Territory. Consequently, the same four goals were identified for planning the use of KDFN's Community Lands in Whitehorse.

This chapter summarizes the input and direction provided by our beneficiaries and citizens to help develop the *Community Lands Plan*. The plan itself is presented in the subsequent chapter.



Engaging our Beneficiaries and Citizens

Engaging our beneficiaries and citizens on the development of the *Community Lands Plan* involved public meetings and workshops, smaller discussions held in focus groups, tours of our Settlement Land and meetings with individuals. An online survey allowed beneficiaries and citizens to provide more detailed individual input. These activities were supported by presentations to the General Assembly, KDFN Council and Elders Council, and with materials posted on the KDFN website and social media.

While all these activities contributed to an understanding of how our people would like to see our Settlement Land planned and developed in Whitehorse, it was the workshops and the online survey that generated the most substantive input into the development of the *Community Lands Plan*.

A detailed description of how the KDFN Heritage, Lands and Resources Department engaged our beneficiaries and citizens can be found in the Appendix.



Tours of our Community Lands in Whitehorse, like this tour of parcel C-112B, provided an opportunity for our beneficiaries and citizens to learn about our land holdings and share their ideas about how our lands in the city should be developed.

1. Workshops

Community Development Workshop

The goal of the community development workshop was to identify potential locations on KDFN Settlement Land in Whitehorse for (i) the development of residential neighbourhoods and (ii) public service infrastructure for our community and the KDFN government. It should be noted that the locations identified by our beneficiaries and citizens are potential opportunities for KDFN and are not binding upon our First Nation.

Input from the workshop demonstrated the directions our people would like to take in making the Community Lands available for both residential development and public service infrastructure. Many of the opportunities identified in the workshop parallel earlier work done by KDFN land planning staff.



At workshops, like this one on wildlife, beneficiaries and citizens identified the KDFN Settlement Land in Whitehorse they thought best suited to the goals of the *Community Lands Plan*.

Residential Development Opportunities

Table 1 lists the Community Lands parcels that our beneficiaries and citizens identified most often for residential uses (in order of frequency).

Table 1: KDFN land parcels identified for residential uses

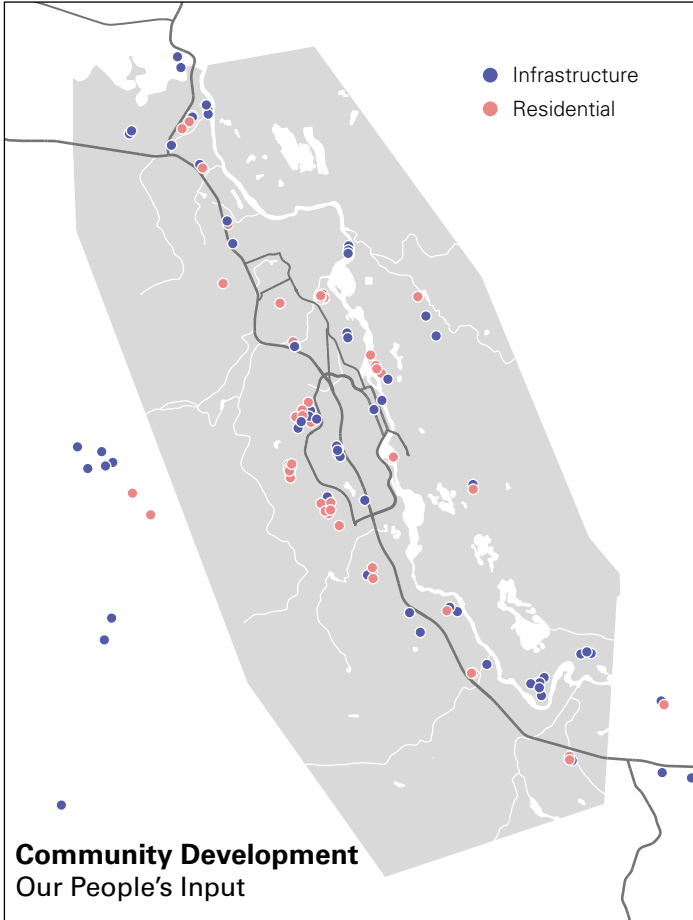
Order	Parcel	Type of development
1	C-57B	<ul style="list-style-type: none">• single-detached homes• multi-family homes• mobile homes
2	C-41B	<ul style="list-style-type: none">• single-detached homes• multi-family homes
3	C-15B	<ul style="list-style-type: none">• mobile homes
4	C-42B	<ul style="list-style-type: none">• single-detached homes• rural residential
5	C-24B	<ul style="list-style-type: none">• single-detached homes• multi-family homes
6	C-5B	<ul style="list-style-type: none">• rural residential
7	C-31B	<ul style="list-style-type: none">• single-detached homes• mobile homes
8	C-112B	<ul style="list-style-type: none">• multi-family homes
9	C-116B	<ul style="list-style-type: none">• rural residential
10	C-61B	<ul style="list-style-type: none">• single-detached homes

Public Service Infrastructure Opportunities

Table 2 lists the Community Lands parcels that our beneficiaries and citizens identified most often for infrastructure uses (in order of frequency).

Table 2: KDFN land parcels identified for infrastructure uses

Order	Parcel	Type of infrastructure
1	C-188B	<ul style="list-style-type: none">• culture camp• General Assembly site• recreation facility
2	C-107B	<ul style="list-style-type: none">• campground• culture camp
3	C-43B	<ul style="list-style-type: none">• culture camp• General Assembly site
4	C-128B	<ul style="list-style-type: none">• culture camp
5	C-41B	<ul style="list-style-type: none">• KDFN government buildings• recreation facility• group home
6	C-100B	<ul style="list-style-type: none">• campground
7	Lot 226	<ul style="list-style-type: none">• KDFN government buildings
8	C-5B	<ul style="list-style-type: none">• culture camp
9	C-31B	<ul style="list-style-type: none">• campground
10	C-57B	<ul style="list-style-type: none">• recreation facility



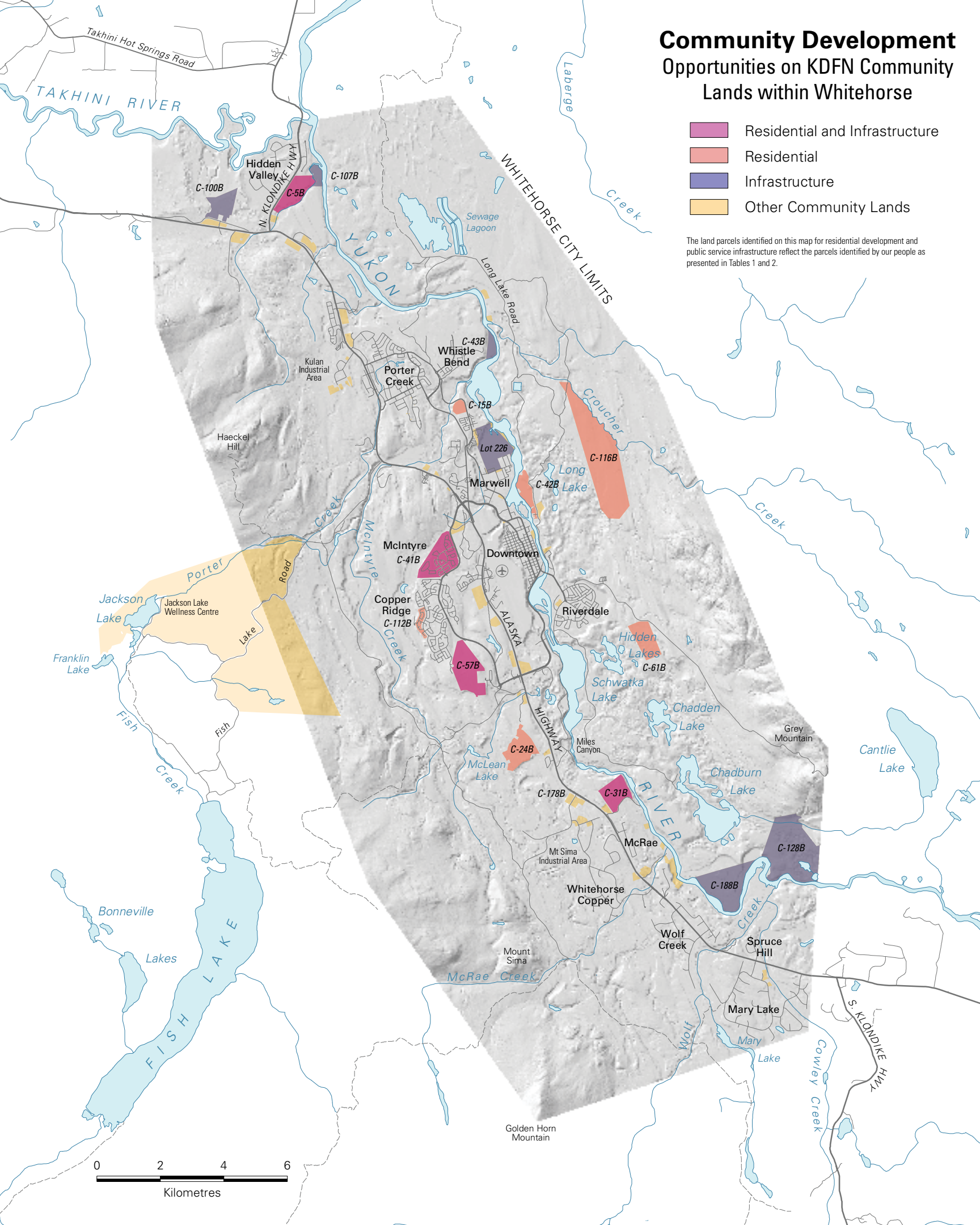
This map illustrates the KDFN land parcels identified by our people for residential and infrastructure uses.



Community Development Opportunities on KDFN Community Lands within Whitehorse

- Residential and Infrastructure
- Residential
- Infrastructure
- Other Community Lands

The land parcels identified on this map for residential development and public service infrastructure reflect the parcels identified by our people as presented in Tables 1 and 2.



Wildlife Workshop

The goal of the wildlife workshop was to identify those general areas within Whitehorse (both on and off KDFN Settlement Land) our community considers to be significant for wildlife. Maintaining a place for wildlife within the city is of real concern for our people.

Input from the workshop identified the KDFN Community Lands within the city and the City of Whitehorse land that had potential value for wildlife. Staff at the KDFN Heritage, Lands and Resources Department combined the results of the analysis with previous work done by the department and others to better understand the opportunities for wildlife, on and off our Community Lands.



A selection of maps produced at the wildlife workshop. Using maps of Whitehorse, beneficiaries and citizens identified locations within the city they knew to be important for particular species.



From left, Darwin O'Brien, Elder Louie Smith, Bruce Campbell, Brandy Mayes, Taylor Vallevand-Vance and Teagyn Vallevand at the wildlife workshop identifying lands within Whitehorse important for wildlife.



Bald eagles, like all wildlife, continue to be valued by our First Nation.

Wildlife Opportunities

Areas within Whitehorse that our beneficiaries and citizens identified as being particularly important for wildlife are listed in Table 3, on the following page. While it is understood that other areas in the city may have value for wildlife, these areas indicate the locations that had the most value for wildlife based on the input of our people.

Throughout discussions, our people pointed out the particular significance all creeks hold for wildlife, especially McIntyre, Croucher and Wolf creeks. Furthermore, our Elders repeatedly emphasized the importance of water and all waterbodies within the city for maintaining healthy wildlife populations.

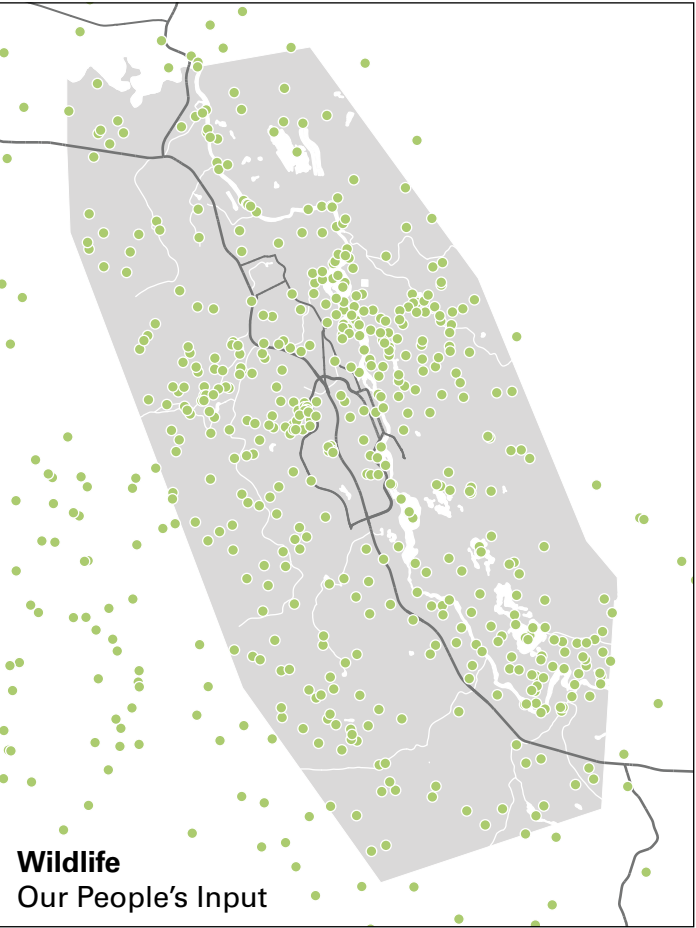
Table 4, on the following page, lists the Community Lands parcels that our beneficiaries and citizens identified most often as being significant to wildlife (in order of frequency).



Maintaining a place for wildlife, like this fox, on our Community Lands is a priority for our people.

Table 3: Areas of Whitehorse identified as having wildlife value

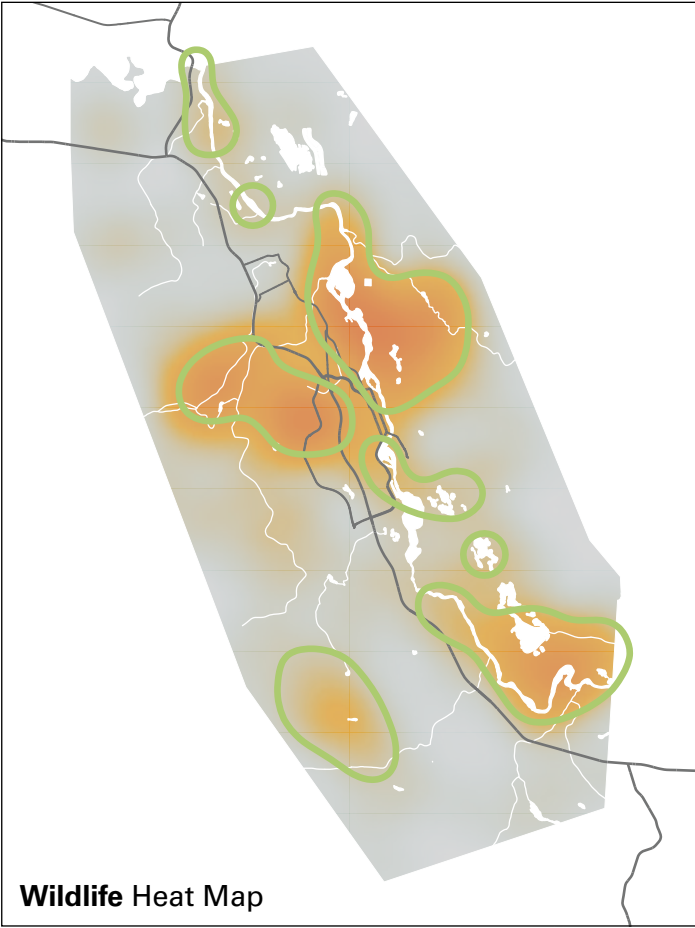
General area	KDFN Settlement Land parcels with wildlife value in the area
Yukon River	C-31B, C-42B, C-43B, C-47B/D, C-48B, C-107B, C-128B, C-131B, C-138B, C-140B, C-188B, C-195B, C-196B, Lot 226
McIntyre Creek/Fish Lake Road area	C-15B, portions of R-40A and R-75A
Croucher Creek	C-116B, C-140B
Wolf Creek	no KDFN parcels in the area
Long Lake Road area	C-42B, C-116B, C-143B
Chadburn Lake area	C-128B, C-188B
Areas near confluence of Yukon and Takhini rivers	C-5B, C-107B
Area behind McIntyre Subdivision	no KDFN parcels immediately behind C-41B (McIntyre Subdivision)
Mt. McIntyre area	no KDFN parcels in the area
Grey Mountain area	C-61B
Mt. Sima area	no KDFN parcels in the area
Golden Horn area	no KDFN parcels in the area
Haeckel Hill area	no KDFN parcels in the area



This map illustrates the locations identified by our people as having value for wildlife.

Table 4: KDFN land parcels identified as having high wildlife value




Order	Parcel	Location
1	C-128B	Chadburn Lake area
2	C-116B	Long Lake Road area
3	R-40A, R-75A	McIntyre Creek/Fish Lake Road area
4	Lot 226	Marwell area
5	C-188B	Chadburn area
6	C-61B	Grey Mountain area
7	C-56B	Alaska Highway
8	C-31B	along the Yukon River
9	C-42B	Yukon River/Long Lake Road area
10	C-5B, C-107B	near the confluence of the Yukon and Takhini rivers



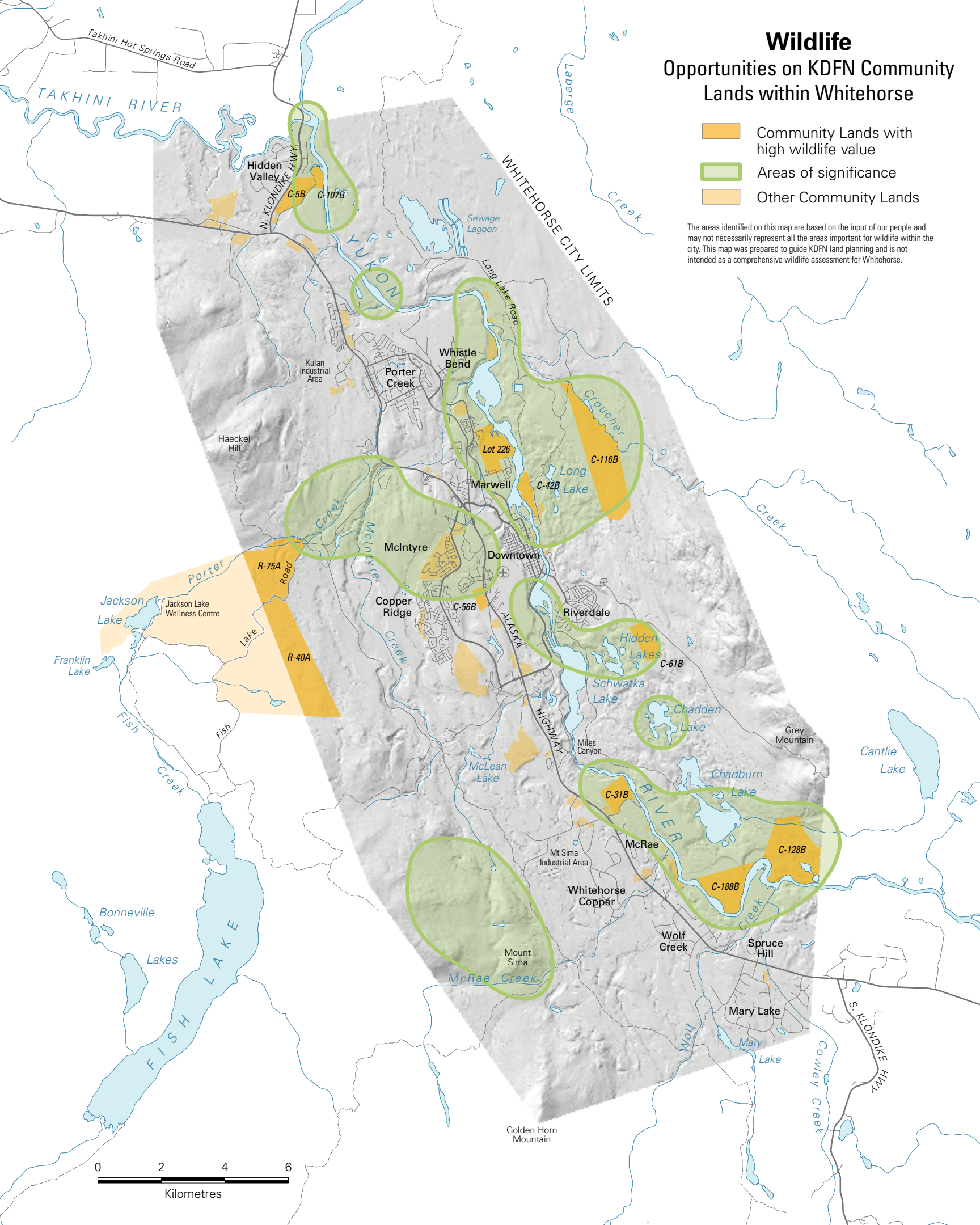
Based on the input of our people, the darker orange colour indicates areas with greater wildlife value.

Wildlife

Opportunities on KDFN Community Lands within Whitehorse

-  Community Lands with high wildlife value
-  Areas of significance
-  Other Community Lands

The areas identified on this map are based on the input of our people and may not necessarily represent all the areas important for wildlife within the city. This map was prepared to guide KDFN land planning and is not intended as a comprehensive wildlife assessment for Whitehorse.



Heritage Workshop

The goal of the heritage workshop was to identify those general areas within Whitehorse (both on and off KDFN Settlement Land) our community considers significant for KDFN heritage. Heritage, like wildlife, has been clearly identified as a priority concern for our people.

The concept of heritage includes both the past and the present, reflected in tangible things or places and in the intangible experiences of our people. As such, it includes ancient sites, oral narratives and traditional activities, as well as expressions of contemporary culture.

Input from the workshop identified the KDFN Community Lands within the city and the City of Whitehorse land that had potential value for our heritage. Staff at the KDFN Heritage, Lands and Resources Department combined results of the analysis with previous work done by the department and others to better understand the opportunities for heritage, on and off our Community Lands.



Elder Ann Smith, at the heritage workshop, identifying lands within Whitehorse having heritage value to our community.



The bark of this tree was stripped for food by our ancestors. Culturally modified trees, like this one, are evidence of our people's long history on the land.



Kylie Wilson with a handful of cranberries. Berry picking continues to be an important traditional activity for our people. The *Community Lands Plan* identifies KDFN Settlement Land in Whitehorse with potential to support our traditional activities.

Heritage Opportunities

The workshop results showed that areas of value for our heritage overlap considerably with areas of value for wildlife. Areas important for wildlife would also have been important hunting, fishing, gathering and camping areas for our people. These areas continue to have resonance today for our community for their ongoing value as places where traditional activities can be practised.

As shown in Table 5, on the following page, the general areas within Whitehorse that our people identified as being particularly important for heritage, are largely the same as those areas identified for wildlife. While it is understood that KDFN heritage and traditional use has not been restricted to these specific areas within Whitehorse, our beneficiaries and citizens identified these areas as offering opportunities for the protection of KDFN heritage and ongoing traditional use within the City of Whitehorse.

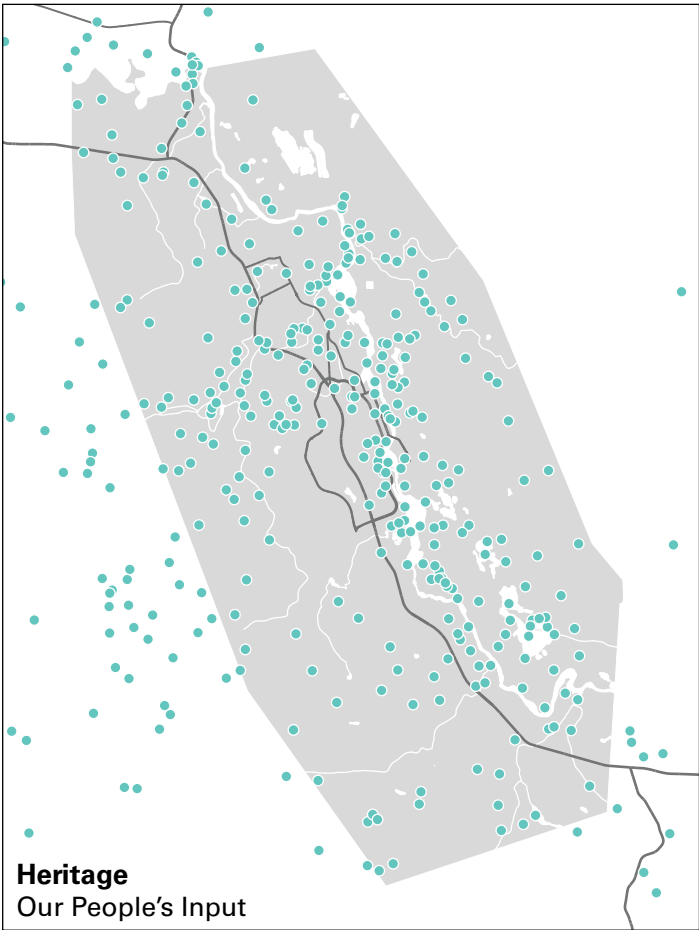
Table 6, on the following page, lists the Community Lands parcels that our beneficiaries and citizens identified most often as being significant for our heritage (in order of frequency).



Parcel C-140B, the site of a KDFN family fish camp, at the confluence of Croucher Creek and the Yukon River, was identified by our beneficiaries and citizens as having significant heritage value for our First Nation.

Table 5: Areas of Whitehorse identified as having KDFN heritage value

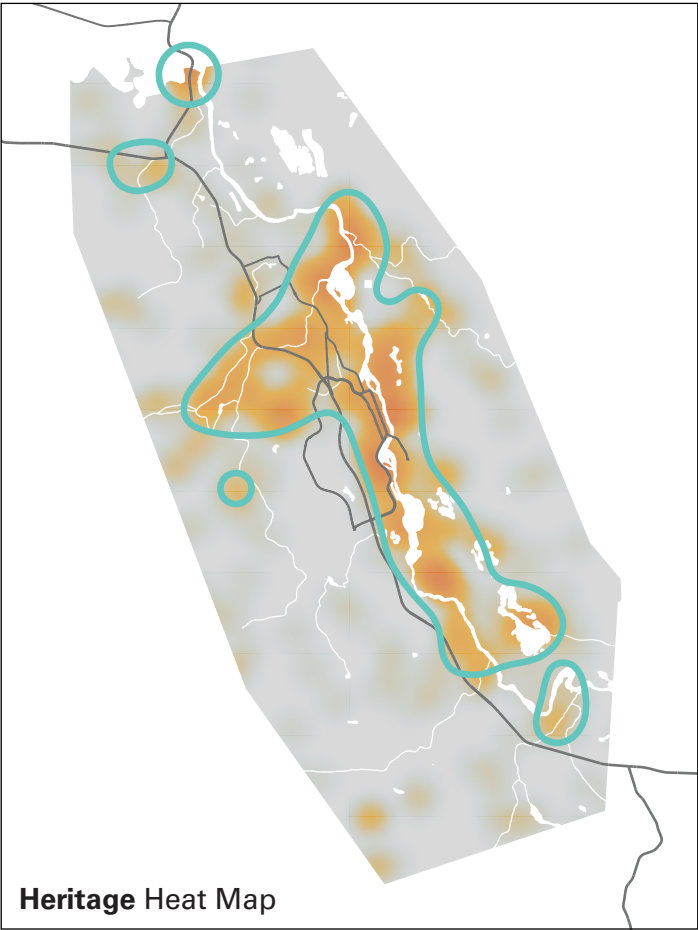
General area	KDFN Settlement Land parcels with KDFN heritage value in the area
Yukon River	C-31B, C-42B, C-43B, C-47B/D, C-48B, C-70FS, C-85FS, C-107B, C-128B, C-131B, C-138B, C-140B, C-188B, C-192B, C-195B, C-196B, Lot 226
McIntyre Creek/Fish Lake Road area	C-15B, portions of R-40A and R-75A
Croucher Creek	C-116B, C-140B
Wolf Creek	no KDFN parcels in the area
Long Lake Road area	C-42B, C-85FS, C-116B, C-143B
Chadburn Lake area	C-128B, C-188B
Areas near confluence of Yukon and Takhini rivers	C-5B, C-107B
Mt. McIntyre area	no KDFN parcels in the area
Grey Mountain area	C-61B
Mt. Sima area	no KDFN parcels in the area
Golden Horn area	no KDFN parcels in the area
Haeckel Hill area	no KDFN parcels in the area



This map illustrates the locations identified by our people as having value for our heritage.

Table 6: KDFN land parcels identified as having high KDFN heritage value




Order	Parcel	Location
1	R-75A	Fish Lake Road area
2	C-116B	Long Lake Road area
3	R-40A	Fish Lake Road area
4	C-43B	along the Yukon River
5	C-188B	Chadburn Lake area
6	Lot 226	Marwell area
7	C-138B	along the Yukon River
8	C-140B	at the confluence of Croucher Creek and the Yukon River
9	C-195B	along the Yukon River
10	C-42B	Yukon River/Long Lake Road area



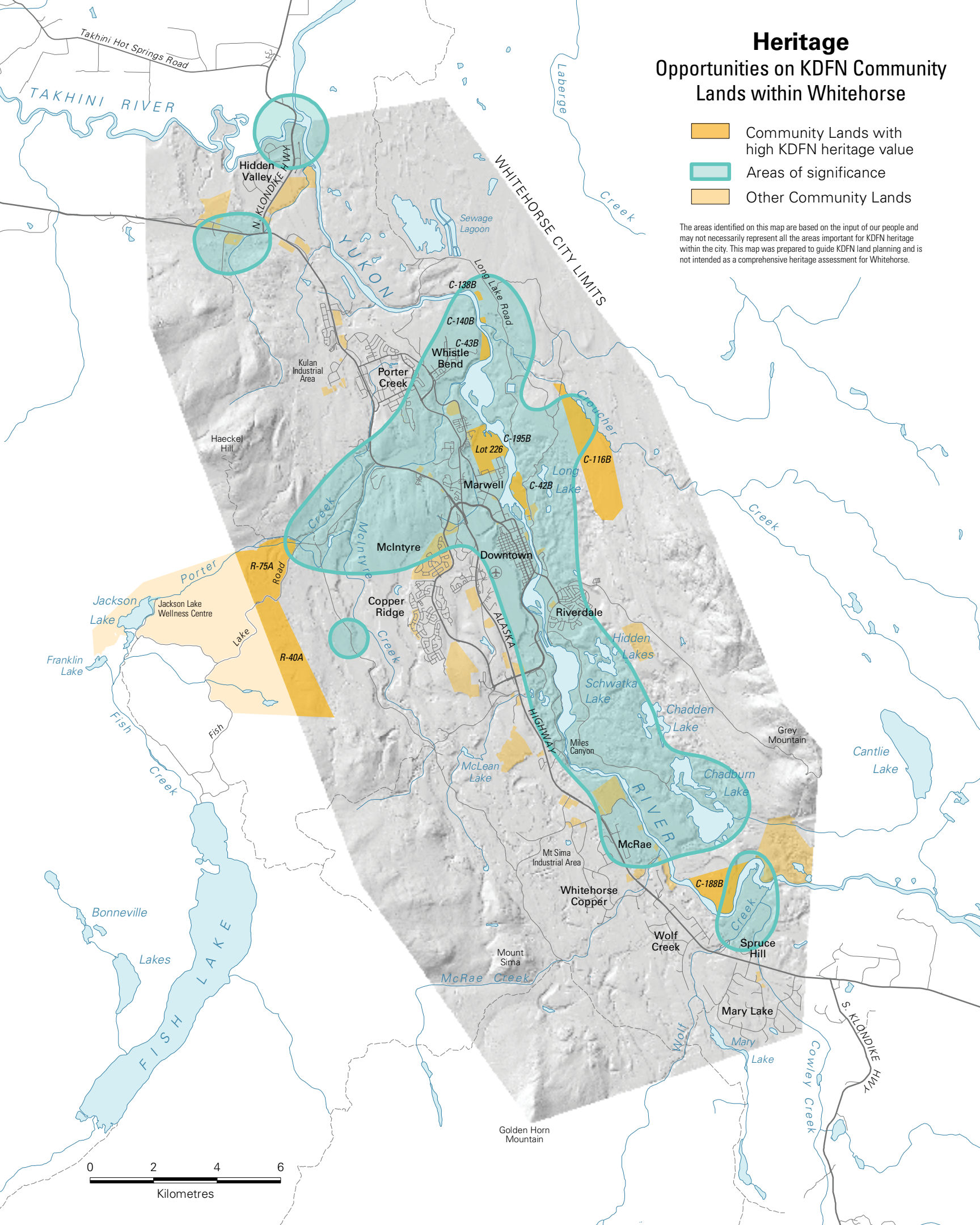
Based on the input of our people, the darker orange colour indicates areas with greater heritage value.

Heritage

Opportunities on KDFN Community Lands within Whitehorse

-  Community Lands with high KDFN heritage value
-  Areas of significance
-  Other Community Lands

The areas identified on this map are based on the input of our people and may not necessarily represent all the areas important for KDFN heritage within the city. This map was prepared to guide KDFN land planning and is not intended as a comprehensive heritage assessment for Whitehorse.



Our People's Voices

Engaging our beneficiaries and citizens on the development of the *Community Lands Plan* involved public meetings and workshops, smaller discussions held in focus groups, tours of our Settlement Land, meetings with individuals and an online survey. Here are the voices of some of our people who participated in these activities.

"We need places for connections, places where we can go to practise ceremony, to be together, cultural spaces, places where we can go to be on the land, places that make us strong. We need to build that into our community planning and ensure that within our city there is protection for our streams, our rivers and for wildlife."

—Katherine Pelletier

"We're not against residential development, we are for it. It's just that there are certain specific areas that need to be protected and it's not only just for ourselves, it's for everyone."

—Margaret Mckay

"The wild animals, they don't have any say in what we do. Every time we build something the animals are getting pushed farther back into the bush."

—Charlie Burns

"Golden Horn Mountain was used a lot by our people. At one time, there was a lot of game up there: moose, caribou, groundhogs, gophers. It is important to remember these spots, even though we don't use them much today."

—Ann Smith

"We need to develop an economic base while engaging our community. We need to be thinking back and remembering who we are and thinking forward about who we are to become."

—Aaron Mullin

"There needs to be a balance of ensuring that parcels are available for commercial and residential development for revenue generation, while maintaining areas that have particular heritage or cultural significance. Development should be environmentally responsible."

—Victoria Fred



"We need economic development while at the same time protecting lands for wildlife, heritage and parks, and providing opportunities for residential development and land leasing."

—Dianne Smith

"We have a real concern when it comes to McIntyre Creek because it is a vital part of the animal system. People who haven't lived here all their lives wouldn't have this information. We've camped in these areas. We worked in these areas. We've used them. We know about them. It's not something new to us."

—Margaret Mckay

"We want to be equal partners. If there is an opportunity for the City to make all kinds of money, we want part of that opportunity too. If there is going to be a boom, like the Gold Rush, who is it going to be for?"

—Pat Joe

"Our land is our future and we must care for it the best we can to ensure its use and availability for our children and grandchildren."

—Linda Moen

"Some of our grandchildren aren't even here yet, but we need to think about them."

—Ann Smith

"We are the last voice for the animals living in the Yukon. They don't really have a voice of their own. If anybody drives around Whitehorse after one or two o'clock in the morning they'll see all kinds of little coyotes running around, fox and the odd wolf and, in the summer, bear."

—Richard Craft

"My vision for our Community Lands involves maintaining wildlife corridors within the city and developing economic opportunities that reflect our First Nation values."

—Joan Viksten



2. Online Survey

An online survey provided our beneficiaries and citizens with an additional way to express their views on how, broadly, the Community

Lands should best be planned and developed, and in particular, to identify the level of development with which they were comfortable.

A summary of the main themes emerging from the survey responses is presented here.



Hammerstone, a commercial building built by KDFN’s development corporation on Lot 226 in the Marwell area of Whitehorse, is an example of how KDFN can develop a strong revenue stream from our Community Lands.





Support for development

One of the central themes that emerged from the survey was broad support from our beneficiaries and citizens for developing our Community Lands within Whitehorse.

Do you support using KDFN's Community Lands in Whitehorse primarily to make money for the First Nation and our beneficiaries and citizens?

Figure 1 shows that most survey respondents supported developing the Community Lands to generate revenue for our First Nation.

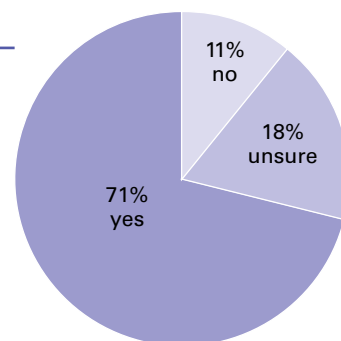


Figure 1

How much do you agree with this statement? The development of a strong revenue stream from the Community Lands will be crucial for the future prosperity of KDFN.

Figure 2 shows that respondents clearly recognized the need for KDFN to make money from our Settlement Land in Whitehorse.

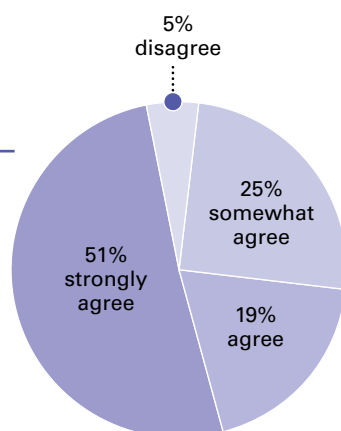


Figure 2

How much of KDFN's Community Lands should be used to generate revenue for KDFN?

As shown in Figure 3, the greatest percentage of respondents (38%) favoured a balanced approach to development. The majority were comfortable with developing one half or more of the Community Lands for revenue generation.

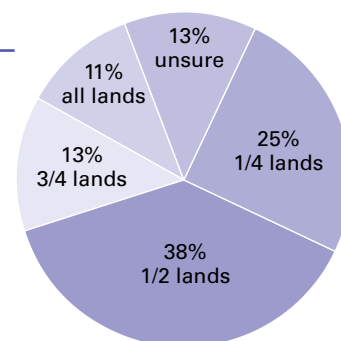


Figure 3



Support for protecting lands for wildlife

In the survey, along with strong support for developing our Community Lands in Whitehorse to generate revenue, there was also significant support for protecting lands for wildlife.

How important is it to you that there is a place for wildlife in Whitehorse?

As shown in Figure 4, wildlife is a real priority for our beneficiaries and citizens.

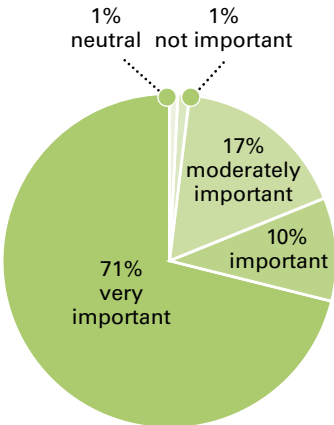


Figure 4

Do you agree with setting aside some of KDFN Community Lands in Whitehorse for wildlife?

Respondents to the survey were clearly supportive of setting aside some of our lands in the city for wildlife, as shown in Figure 5.

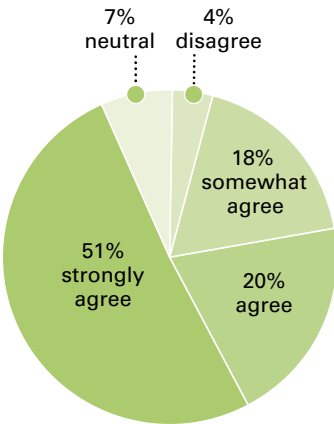


Figure 5

Should protecting lands for wildlife be a priority for KDFN in discussions with the City of Whitehorse?

Figure 6 shows that respondents were strongly supportive of working with the City of Whitehorse to protect lands for wildlife.

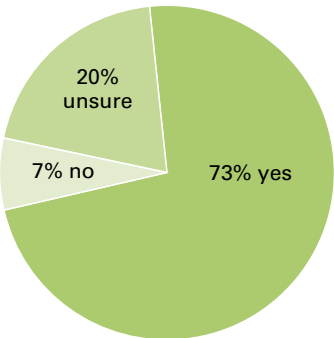


Figure 6



The wetland on the north end of Lot 226 provides important habitat for wildlife in the city and is an example of a part of our Community Lands that could be set aside for wildlife.



Support for protecting lands for heritage

In addition to demonstrating support for the development of the Community Lands in Whitehorse and the protection of areas for wildlife, the survey clearly showed significant support for protecting lands with heritage value for our First Nation.

How important is it to you that heritage values (things of cultural and/or heritage significance such as trails, old camp sites, berry picking areas, for example) are protected on KDFN Community Lands in Whitehorse?

The survey responses reflected the ongoing importance of heritage to our beneficiaries and citizens, as shown in Figure 7.

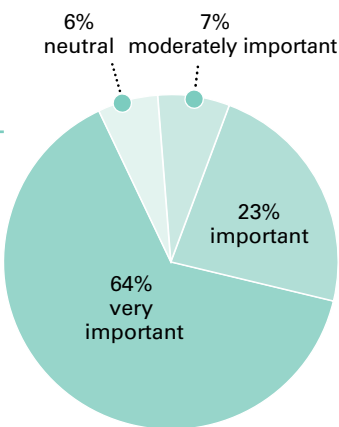


Figure 7

Do you agree with setting aside some KDFN Community Lands in Whitehorse for heritage?

Respondents to the survey were clearly supportive of setting aside some of our lands in the city for heritage, as shown in Figure 8.

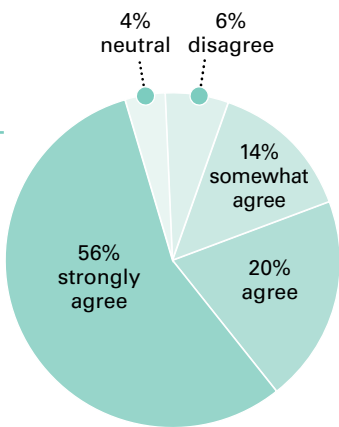


Figure 8

Should protecting lands with heritage value be a priority for KDFN in discussions with the City of Whitehorse?

Figure 9 shows that respondents were strongly supportive of working with the City of Whitehorse to protect lands having heritage value for our First Nation.

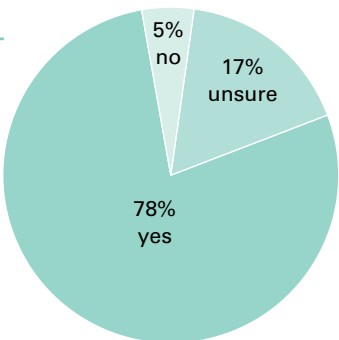


Figure 9



McIntyre Creek has an extensive archaeological record. Given our First Nation's long history in the area and the wildlife values present, working with the City of Whitehorse to ensure the full protection of the creek is a priority for our beneficiaries and citizens.

Support for providing lands for residential use and community well-being

In expressing their vision for the Community Lands, our beneficiaries and citizens strongly advocated for developing the lands to create housing for KDFN people. A common theme in the survey responses was the desire to access the land in order to build residences and cabins. When asked to identify their preferred use for KDFN's Community Lands, approximately half (49%) of respondents made residential development their first choice.

There was also general recognition that the development of the Community Lands needs to support the well-being of our entire community. Respondents to the survey

voiced consistent support for lands to be developed to provide social, cultural and recreational programs and services for the benefit of all Kwanlin people.

Support for setting aside lands for future generations

One of the most frequent comments made by our beneficiaries and citizens in their survey responses, was the importance of considering the needs of future generations when planning for use of the Community Lands. Our people stressed that some lands should be set aside now in order to provide for the needs of future generations.



Billi Jo Alexis and son Ethan. A common theme expressed in discussions with our people was the need to set aside lands for our future generations and the importance of considering their needs in the planning of our Community Lands.

Our People's Vision

The discussions with our beneficiaries and citizens, held to develop the *Community Lands Plan*, provide insight into our people's vision for our Community Lands in Whitehorse. Conversations over the course of the project and responses to the survey questions show that our people are clearly in favour of developing our Settlement Land in the city in order to generate revenue for KDFN. Our people also stressed the importance of protecting the land and ensuring that development was carried out sustainably and with minimal environmental impact.

At the same time as supporting development, our beneficiaries and citizens are strongly in favour of protecting lands for wildlife and heritage and ensuring that the Community Lands are also developed to support the needs of the KDFN community and government. And lastly, our people want to see some of our Settlement Land in the city set aside for future generations. The vision for our Community Lands that emerged is one where strong support for development is balanced with maintaining traditional values, creating opportunities for community growth and well-being, and considering the needs of future generations.



Collages created by our beneficiaries and citizens reflecting their vision for our Community Lands in Whitehorse.

4 A Plan for Our Community Lands in Whitehorse

Our Community Lands in Whitehorse present many opportunities, which a clear plan will help our First Nation to achieve. Planning how best to use our land means understanding its potential and recognizing the purpose for which each land parcel is most suited. The input of our people is crucial in this regard. Our beneficiaries and citizens have a long history and a deep understanding of the land in the Whitehorse area. It is for this reason that the knowledge and contribution of Kwanlin people forms the core of the *Kwanlin Dün First Nation Community Lands Plan*.

While the input of our beneficiaries and citizens has been fundamental to the *Community Lands Plan*, the plan’s foundations lie in the original designations given to our Settlement Land in the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA). The lands KDFN selected in Whitehorse were well chosen for their development potential and the intent of the *Community Lands Plan* is to respect these designations and maintain the original development focus for KDFN Settlement Land within the city. However, while these land parcels were selected for development, they hold other values that were not recognized within the original land use designations in the KDFN SGA. Consequently, the *Community Lands Plan* proposes additional potential uses for some KDFN land parcels in Whitehorse, which reflect our people’s directions to set aside lands for community development, wildlife and heritage.

With good planning, the Community Lands can be successfully managed for multiple uses. The broad designations of the KDFN SGA can be further refined

to allow for land parcels to be managed for more than one overarching use. This is how the original designations for our lands within the KDFN SGA can be maintained and the directions of our beneficiaries and citizens incorporated into the *Community Lands Plan*. Due to their significant size, many Community Lands parcels may have potential to be used for multiple purposes or goals. Lot 226, for example, is a 107-hectare parcel in the Marwell area that could accommodate a range of uses including residential development (infill housing along Crow and Swan streets), revenue generation (a business park along Tlingit Street), wildlife conservation (the protection of the wetland at the northern end of the parcel) and heritage (interpretation along the parcel’s eastern edge).

The *Community Lands Plan* identifies KDFN Settlement Land parcels within Whitehorse for each of the four goals (community development, wildlife, heritage and revenue generation) that were established to guide land planning and development. These are illustrated in Table 7, on the following page. The land parcels identified for each goal are based upon the original designations for our Community Lands in the KDFN SGA, the input of our beneficiaries and citizens, and a wide range of planning work done by KDFN staff over many years. Successfully using the Community Lands for multiple purposes will, however, require careful planning. To ensure that development of the Community Lands reflects the directions of the *Community Lands Plan*, future land development proposals will be required to demonstrate conformity with the goals established for the individual land parcels, as presented in Table 7.



Lot 226: Potential for Multiple Land Uses



R

Community Development

Residential development

Wildlife

Heritage

Revenue Generation

This concept for Lot 226 is provided as an example of how a parcel could be developed to support multiple land uses. It is *not* an official land use plan for Lot 226.

Table 7: The KDFN Community Lands Plan

The following table presents the plan for KDFN Settlement Land in Whitehorse. The plan identifies goals for each KDFN land parcel in the city. These goals reflect the original designations for the parcels within the *KDFN Self-Government Agreement* as well as the input from our beneficiaries and citizens (as presented in Tables 1–6).

C-5B	R P	Wildlife	Heritage	Revenue Generation
C-6B	R			Revenue Generation
C-7B				Revenue Generation
C-8B	R			Revenue Generation
C-9B				Revenue Generation
C-15B	R	Wildlife	Heritage	Revenue Generation
C-24B	R			Revenue Generation
C-27B				Revenue Generation
C-31B	R P	Wildlife	Heritage	Revenue Generation
C-34B				Revenue Generation
C-41B	R P			Revenue Generation
C-42B	R	Wildlife	Heritage	Revenue Generation
C-43B	R P	Wildlife	Heritage	Revenue Generation
C-47B/D	R	Wildlife	Heritage	Revenue Generation
C-48B	R	Wildlife	Heritage	Revenue Generation
C-49B/D	R			Revenue Generation
C-50B/D	R			Revenue Generation
C-52B	R			Revenue Generation
C-53B				Revenue Generation
C-56B	R	Wildlife		Revenue Generation
C-57B	R P			Revenue Generation
C-59B	R			Revenue Generation
C-61B	R	Wildlife	Heritage	Revenue Generation
C-70FS			Heritage	Revenue Generation
C-71FS			Heritage	
C-73FS	R			Revenue Generation
C-77B/D	R P			Revenue Generation
C-79B	R			Revenue Generation
C-82B/D	R			Revenue Generation
C-85FS			Heritage	
C-86B				Revenue Generation
C-95B				Revenue Generation
C-96B	R			Revenue Generation
C-97B	R			Revenue Generation
C-98B	R			Revenue Generation
C-99B	R			Revenue Generation
C-100B	P			Revenue Generation
C-103B/D	R			Revenue Generation
C-106B/D	R			Revenue Generation
C-107B	P	Wildlife	Heritage	Revenue Generation
C-108B	R			Revenue Generation
C-109B	R			Revenue Generation
C-110B	R			Revenue Generation
C-111B	R			Revenue Generation
C-112B	R			Revenue Generation
C-116B	R	Wildlife	Heritage	Revenue Generation
C-117B	R			Revenue Generation
C-118B				Revenue Generation
C-119B				Revenue Generation
C-128B	R P	Wildlife	Heritage	Revenue Generation
C-131B	R	Wildlife	Heritage	Revenue Generation
C-136FS	R			Revenue Generation
C-137FS	R			Revenue Generation
C-138B	R	Wildlife	Heritage	Revenue Generation
C-140B	R	Wildlife	Heritage	Revenue Generation
C-141B	R			Revenue Generation
C-143B	R	Wildlife	Heritage	Revenue Generation
C-144B	R			Revenue Generation
C-145B	R			Revenue Generation
C-146B	R			Revenue Generation
C-153B				Revenue Generation
C-173B				Revenue Generation
C-175B				Revenue Generation
C-176B				Revenue Generation
C-178B	R			Revenue Generation
C-179B				Revenue Generation
C-180B				Revenue Generation
C-181B				Revenue Generation
C-182B				Revenue Generation
C-183B				Revenue Generation
C-184B				Revenue Generation
C-185B				Revenue Generation
C-186B				Revenue Generation
C-187B				Revenue Generation
C-188B	R P	Wildlife	Heritage	Revenue Generation
C-189B				Revenue Generation
C-190B				Revenue Generation
C-191FS				Revenue Generation
C-192B			Heritage	Revenue Generation
C-194B	R P			Revenue Generation
C-195B	R P	Wildlife	Heritage	Revenue Generation
C-196B	R P	Wildlife	Heritage	Revenue Generation
Lot 226	R P	Wildlife	Heritage	Revenue Generation
R-40A		Wildlife	Heritage	Revenue Generation
R-75A		Wildlife	Heritage	Revenue Generation
S-367B/D	R P			Revenue Generation

- R Community Development (residential development)
- P Community Development (public service infrastructure)

- Wildlife
- Heritage
- Revenue Generation

While the *Community Lands Plan* identifies the potential of each land parcel for the various goals, KDFN may decide to plan and develop a parcel in support of one goal more than another. For example, the planning and development of a parcel that has potential for wildlife, heritage and revenue generation may emphasize the site's development potential over the other values on the site. The plan provides guidance to KDFN but does not constrain the ability of decision makers to determine how much of a parcel should be developed to meet each of the plan's four main goals.

It is clear from discussions with our beneficiaries and citizens that some of our Settlement Land within Whitehorse should be set aside for future generations. Consideration of which land parcels these might be was not part of developing the *Community Lands Plan* and, consequently, the plan only highlights the issue as one needing to be addressed by KDFN. Depending on the level of land demand and development activity, it is likely there will be Community Lands that remain undeveloped for some time. These land parcels could serve as an unofficial "land bank" for future generations, or specific parcels could be officially designated to be reserved for the future. While lands could be reserved for future generations, this does carry the risk of missing the potential present-day opportunities that may arise on any lands set aside. However, given the importance of this issue for our beneficiaries and citizens, KDFN should set aside some of the Community Lands—either portions of individual land parcels or entire parcels—for our future generations. The size of our land holdings within Whitehorse provides an opportunity to do so without compromising our ability to profit from the Community Lands today.

Plan Summary

In the course of discussions, our beneficiaries and citizens provided a wealth of information that established a clear vision for how our lands in Whitehorse should be planned and developed. The *Community Lands Plan* reflects the desire of our people to promote responsible development, protect lands for wildlife and heritage, and develop our lands for the benefit of our entire community. By proposing lands to be used for multiple purposes, the plan allows for the original development focus of the Community Lands to be maintained while providing opportunity for lands to be used for other important values.

The *Community Lands Plan* reflects the input of our beneficiaries and citizens while respecting the original development designations within the KDFN SGA. The plan is intended to make for smarter, better development in the long-term interests of KDFN, rather than impede development of the Community Lands. In addition, rather than being fixed or permanent, the plan can be refined or updated as new information arises or circumstances change. As a guiding framework for planning and development, the *Community Lands Plan* will assist our First Nation to successfully realize the full range of opportunities associated with our Settlement Land in Whitehorse.

5 Our Community Lands: Policies and Zoning

Policies and zoning are tools that will help Kwanlin Dün First Nation (KDFN) to develop our lands in the city responsibly and sustainably, in the best interests of our First Nation and in accordance with the highest standards of planning and design.

This chapter provides an overview of the policies that will guide the planning and development of our Community Lands in Whitehorse and proposes two land use zones that address specific interests of concern to our people. It should be noted that the policies outlined in this chapter are very high level and will be supplemented by additional, more detailed policies that KDFN will develop following the *Kwanlin Dün First Nation Community Lands Plan*. As KDFN gains more experience in the planning and development of the Community Lands, our government may create additional policies and zoning to address new emerging realities.

Community Lands Policies

The policies in this chapter provide a high-level guiding framework for how Kwanlin Dün Settlement Land is to be planned and developed within the City of Whitehorse. These Community Lands, as selected in the *Kwanlin Dün First Nation Final Agreement* (KDFN FA) and as reaffirmed through discussions with our beneficiaries and citizens as part of the *Kwanlin Dün First Nation Traditional Territory Land Vision* and the *Community Lands Plan*, are primarily intended for economic development and to generate revenue for our First Nation. KDFN has established the

Community Lands policies to assist in developing our lands successfully while ensuring the protection of values of importance to our people.

The Community Lands policies are based upon the guidance and direction expressed by our beneficiaries and citizens during the development of this plan and the *Land Vision*. The *Land Vision* established community development, wildlife, heritage and revenue generation as the four main goals for planning and management of all lands within the Traditional Territory. As discussed previously in this document, these same four goals guide the planning and development of our Community Lands. The Community Lands policies flow from these goals as well as from the values and guiding principles originally established in the *Land Vision*. Consequently, the policies are grouped into four major areas to reflect each of the four main goals.

Alongside each Community Lands policy is an indicator of success. Each indicator defines a measure to help show whether the policy has been successfully implemented. The policies provide a high-level guiding framework, which KDFN will need to supplement over time to address the numerous land issues that will arise as our Community Lands are developed. However, as a first step, the Community Lands policies will provide initial guidance for KDFN land planning and development.

Please refer to Chapter 2 for a summary of the values, guiding principles and goals established for the *Land Vision*.



Parcel C-191FS, located along Quartz Road behind Walmart, is 1.28 ha. in size. It is one of our Settlement Land parcels within Whitehorse that has excellent commercial development potential.



Goal 1: Community Development

Our First Nation selected Settlement Land parcels within Whitehorse primarily for their economic development potential. However, community development uses also need to be accommodated on these lands. As discussed in Chapter 3, our beneficiaries and citizens identified KDFN Settlement Land in the city that they thought best suited as locations for residential neighbourhoods and public service infrastructure. While our beneficiaries and citizens recognized the necessity of generating revenue from KDFN's urban lands, there was also a strong recognition of the importance of developing Settlement Land to support the needs of our community.

Community development, as approached in the discussions with our people on the *Community Lands Plan*, involved identifying those lands that had potential for a range of residential uses (residential development) and identifying those lands that could be developed to provide public service infrastructure. Infrastructure was defined as those facilities and services needed to support our community and government.

With careful planning and the active engagement of our people in decision making, our Community Lands present opportunities to meet the needs of our beneficiaries, citizens and government. To ensure that lands are developed responsibly, sustainably and in accordance with the highest standards of planning and design, KDFN has created an initial suite of policies to guide the development of our Settlement Land in Whitehorse for community and government use.

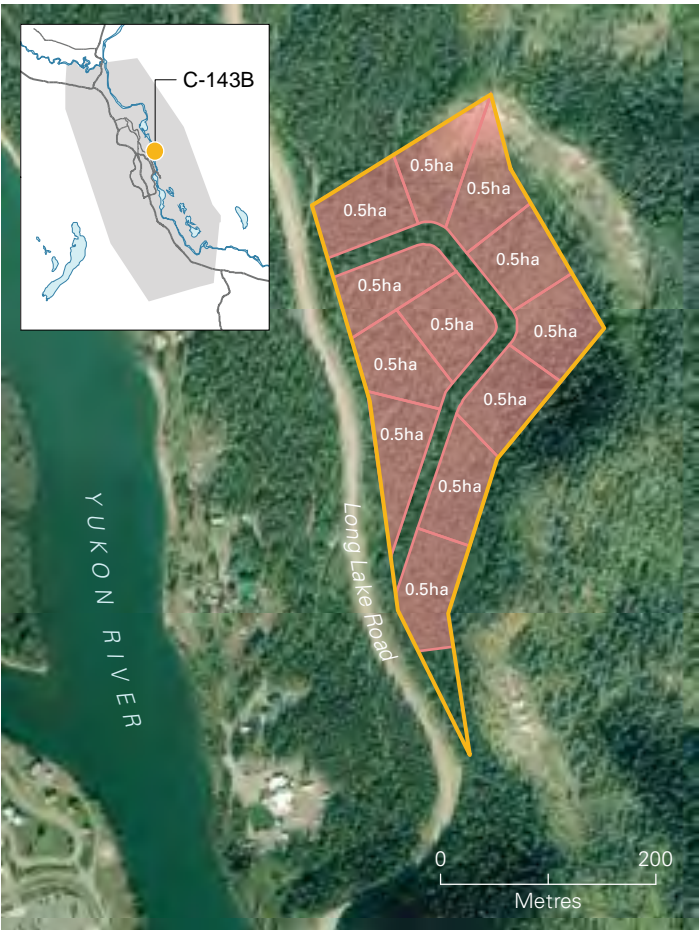


One of the goals of the *Community Lands Plan* is to identify KDFN Settlement Land within Whitehorse that can be developed for important public service infrastructure, like the new KDFN administration building under construction here.

Objectives for the community development policies

These are the primary objectives of the policies for community development on KDFN Community Lands.

- 1. The development of KDFN residential neighbourhoods and community and government infrastructure must be sustainable, responsible and informed by consultation with KDFN beneficiaries and citizens.
- 2. The needs of future generations should be reflected in all land use decision making concerning the development of KDFN residential neighbourhoods and the planning for public service infrastructure.
- 3. The development of KDFN Settlement Land in Whitehorse must meet the residential and infrastructure needs of the KDFN community.



Proposed residential development plan for parcel C-143B on Long Lake Road. Developing the Community Lands to provide opportunities for our people to live on our Settlement Land is a high priority for our beneficiaries and citizens.

Community development policies

These are the four main guiding policies for community development on KDFN Community Lands.

Table 8: Guiding policies for community development on KDFN Community Lands

Policy	Indicator of success
1. Development must reflect best practices in design and building construction. The development of new neighbourhoods, in particular, shall incorporate high standards of planning and design.	<i>KDFN establishes community design guidelines that reflect current best practices in planning and design. The development of new neighbourhoods adheres to these guidelines.</i>
2. KDFN beneficiaries and citizens should have opportunities to provide meaningful input into determining which Community Lands parcels shall be developed for residential neighbourhoods and where KDFN community and government infrastructure would best be located.	<i>The ongoing planning and development of KDFN Settlement Land in Whitehorse for residential use and public service infrastructure is regularly informed by engagement with KDFN beneficiaries and citizens.</i>
3. In determining the appropriate locations for KDFN residential neighbourhoods and infrastructure, land use decision making should involve the principle of highest and best use. Decision making shall also consider how future generations may be affected and ensure that present-day decisions do not constrain the ability of future generations to meet their own needs.	<i>When determining the location for residential development or public service infrastructure, the proposed use is assessed as being the most appropriate use for the proposed location. Decision making considers the potential impacts—financial, environmental and socio-economic—that development may have upon future generations.</i>
4. All land development decisions must be informed by development-suitability mapping and supported by sensitive-ecosystem and archaeological-potential mapping.	<i>Land development decision-making rationale is informed explicitly by development-suitability mapping supported by sensitive-ecosystem and archaeological-potential mapping.</i>



Goal 2: Wildlife

Wildlife is a significant issue of concern for our beneficiaries and citizens, and is often raised during any community discussion about land. Given the ongoing importance of wildlife to our people and the need to generate revenue from our Community Lands, KDFN will be challenged to plan and develop the Community Lands in ways that have the least impact on wildlife.

Much of the land within the boundaries of Whitehorse, including the KDFN Community Lands, remains in a relatively natural state and supports a wide range of wildlife species including moose and caribou. Streams, such as McIntyre and Wolf creeks, continue to provide spawning habitat for salmon, and ecologically important

habitat such as wetlands, south-facing slopes and remnants of old-growth forests provide habitat for a diverse range of wildlife.

The current challenge for wildlife management in Whitehorse is how to maintain healthy wildlife populations in and around an urban environment. Cooperation with the City of Whitehorse will be essential if our First Nation is to realize the goal of protecting lands for wildlife within the city boundaries.

On our Community Lands within the city that, ultimately, are not developed, KDFN intends to protect ecological integrity, maintain the health of wildlife populations and preserve opportunities for our people to engage in their traditional activities, such as fishing, medicinal plant gathering, berry picking and the practice of ceremony.



Lands within the Whitehorse boundaries continue to provide important habitat for moose and other wildlife. Ensuring that there remains a place for wildlife within the city will require close cooperation between our First Nation, other governments and the public.

Objectives for the wildlife policies

These are the primary objectives of the policies for wildlife on KDFN Community Lands.

- 1. Protect and conserve important wildlife habitat and ensure that ecological integrity, biodiversity and the health of fish and wildlife are promoted in decision making.
- 2. Protect and promote opportunities for KDFN beneficiaries and citizens to pursue their traditional activities such as berry picking and fish camps.
- 3. Ensure that the traditional knowledge of KDFN beneficiaries and citizens is incorporated into land use decision making as much as possible.

Wildlife policies

These are the three main guiding policies for wildlife on KDFN Community Lands.

Table 9: Guiding policies for wildlife on KDFN Community Lands

Policy	Indicator of success
1. Protect and conserve, through appropriate zoning, those KDFN Community Lands having high ecological value and importance for fish and wildlife.	Community Lands having high ecological value, as identified by KDFN beneficiaries and citizens and through ecological mapping and analysis, are zoned for environmental protection.
2. Work cooperatively with the City of Whitehorse to protect significant wildlife habitat and establish an interconnected network of protected spaces and corridors within the municipal boundaries on KDFN Community Lands and City land, as appropriate.	KDFN and the City of Whitehorse jointly establish a network of protected spaces and corridors within the municipal boundaries.
3. Provide opportunities for KDFN beneficiaries and citizens to participate in land use decision making affecting KDFN Community Lands. Work cooperatively with the Kwanlin people to identify wildlife habitat for protection.	Opportunities are made available for KDFN beneficiaries and citizens to provide their input into the planning of Settlement Land within Whitehorse. The traditional knowledge received from Kwanlin people is acknowledged by KDFN and used to inform land use decision making. Specifically, beneficiaries and citizens identify Settlement Land of significance for wildlife and these lands are protected through planning and zoning.



Goal 3: Heritage

Our Community Lands in Whitehorse, while originally selected by our First Nation primarily for their economic development potential, have heritage value for our beneficiaries and citizens and provide opportunities for the ongoing practice of traditional activities crucial to the continuation and survival of our cultural identity.

Heritage may be viewed as having two dimensions: tangible and intangible. Tangible expressions of heritage, as exemplified by archaeological sites, cemeteries and traditional trails, connect people with their history, community and identity. Intangible expressions of heritage, such as the stories, songs and practices

associated with these places, reflect longstanding relationships between the land and people. The Whitehorse area presents opportunities for the protection of our First Nation's tangible and intangible heritage by setting aside Community Lands for the protection of an important archaeological site, for example, or a family fish camp.

Heritage represents not only the past but also the contemporary practices and traditions engaged in today. The intention of these heritage policies is to ensure that the land-based heritage of KDFN is protected while, at the same time, our beneficiaries and citizens continue to have opportunities to practise their culture and traditions on our Community Lands within Whitehorse.



Kwädäy Näts'älè Tth'än K'è or Long Ago People Resting Place. Cemeteries, like this site behind the hospital, are evidence of our people's long history in the Whitehorse area.

Objectives for the heritage policies

- These are the primary objectives of the policies for heritage on KDFN Community Lands.
1. Protect and conserve physical sites of archaeological or heritage significance to KDFN.
 2. Protect and promote opportunities for KDFN beneficiaries and citizens to pursue their traditional activities such as berry picking and fish camps.
 3. Provide a land base within Whitehorse for KDFN beneficiaries and citizens to practise, share and interpret their culture and heritage. Re-establish traditional KDFN connections to historically important places for our First Nation within the city.



Our people’s heritage is not only visible in artifacts, trails and cemeteries, it is also expressed through our various practices and artistic traditions, like this beaded eagle headdress created by Karen Bien.

Heritage policies

These are the three main guiding policies for heritage on KDFN Community Lands.

Table 10: Guiding policies for heritage on KDFN Community Lands

Policy	Indicator of success
1. Identify and protect, through appropriate zoning, those KDFN Community Lands having high heritage value for KDFN beneficiaries and citizens. Work cooperatively with other governments to protect and interpret sites of heritage significance for KDFN, which may be located outside Settlement Land.	<i>The Community Lands with high heritage value to our First Nation are zoned for heritage. KDFN and the City of Whitehorse identify and map significant heritage sites outside Settlement Land and develop a strategy for their protection and interpretation.</i>
2. Identify and protect those KDFN Community Lands within Whitehorse being used by KDFN beneficiaries and citizens for traditional activities and designate with the appropriate zoning to ensure their continued traditional use.	<i>The traditional use of KDFN Community Lands within Whitehorse is well documented and those parcels used by beneficiaries and citizens for traditional activities are zoned appropriately.</i>
3. Engage with other governments in initiatives, like the KDFN Whitehorse Waterfront Heritage Project, that document, interpret and present the history of the Kwanlin people to the general public.	<i>KDFN works cooperatively with the City of Whitehorse and the Government of Yukon, through planning and heritage initiatives, to create opportunities for the interpretation of the history of Kwanlin Dün to the general public.</i>



Goal 4: Revenue Generation

Our Community Lands within Whitehorse were selected by our First Nation primarily for their economic development potential and, as such, are well placed to generate revenue. These land parcels are strategically located throughout the Whitehorse area and have significant potential for residential, commercial and industrial development.

As our Settlement Land cannot be sold, there will be various types of land dispositions available to support KDFN land development. Land leases will be available for the general public while land leases and land allocations (for residential and traditional use) will be available for our beneficiaries and citizens.

Land development will present KDFN with significant opportunities for revenue generation. This will be enhanced by the income-tax-sharing provision within the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA), which allows KDFN a significant share of the personal income taxes paid by people living on Settlement Land.

Discussions with our people, for both the *Land Vision* and this plan, showed strong support for focusing the majority of KDFN's revenue generating activities on our Settlement Land in Whitehorse. While opportunities for development

are certainly possible on our lands outside of the city, the primary focus of a KDFN economic development strategy should centre on developing the Community Lands within Whitehorse.

Objectives for the revenue generation policies

These are the primary objectives of the policies for revenue generation on KDFN Community Lands.

1. Individual Community Lands parcels are to be developed to generate revenue for the benefit of KDFN.
2. The development of the KDFN Community Lands for revenue generation must be sustainable, responsible and characterized by best practices in planning, design and construction.
3. The needs of future generations shall be considered in all land use decision making involving the development of the KDFN Community Lands.

Revenue generation policies

These are the ten main guiding policies for revenue generation on KDFN Community Lands. These policies share some overlap with the community development policies discussed earlier as both policy areas attempt to ensure a responsible and sustainable approach towards KDFN land development.



Titanium Storage secured a long-term lease with KDFN's development corporation to build a self-storage facility, seen under construction here, on Lot 226.

Table 11: Guiding policies for revenue generation on KDFN Community Lands

Policy	Indicator of success
1. KDFN Settlement Land within Whitehorse shall be available for revenue generation if the land is not to be set aside for the use of the KDFN government, community or individual beneficiaries or citizens or is not designated as a wildlife or heritage area.	<i>KDFN has identified those Community Lands available for government, community and individual beneficiary and citizen use; identified lands for wildlife and heritage; and determined which Community Lands parcels are suitable for development.</i>
2. Development must reflect best practices in design and building construction. The development of new neighbourhoods, in particular, shall incorporate high standards of planning and design.	<i>KDFN establishes community design guidelines that reflect current best practices in planning and design. The development of new neighbourhoods adheres to these guidelines.</i>
3. Determining which lands are to be developed should involve the principle of highest and best use. In some circumstances this may involve leaving land in its natural state in recognition of its associated ecological or heritage values.	<i>When determining a location for development, the proposed use is assessed as being the most appropriate use for the proposed location. The determination of which lands are to be developed not only assesses the suitability of a proposed location based upon a financial analysis but also considers environmental and heritage values.</i>
4. In determining the optimal location for development, the Community Lands should be examined in totality to identify the best location for a proposed development.	<i>Development decisions are informed by an evaluation of the range of potential locations on the Community Lands for a specific project in order to identify the most suitable location for development.</i>
5. All land development decisions must be informed by development-suitability mapping and supported by sensitive-ecosystem and archaeological-potential mapping.	<i>Land development decision-making rationale is informed explicitly by development-suitability mapping supported by sensitive-ecosystem and archaeological-potential mapping.</i>
6. KDFN planning for future residential land development should be integrated with the City of Whitehorse land planning to ensure the most efficient use of both KDFN and City lands. KDFN shall work closely with the City of Whitehorse to make certain the Community Lands are an integral part of the City's future growth strategy.	<i>KDFN and the City of Whitehorse establish a joint land-planning process to facilitate the development of the Community Lands for residential development.</i>
7. The development of the Community Lands for revenue generation shall take place on lands that do not have outstanding historical submissions (<i>unless</i> these have been addressed to allow for development to take place) so as to ensure that development is not hindered by an existing historical submission.	<i>Historical submissions on Community Lands are accurately mapped and addressed through policy. Land development has not been impeded by unaddressed historical submissions.</i>
8. Any decision making regarding the development of the Community Lands for revenue generation should consider the impacts on future generations and ensure that present-day decisions do not constrain the ability of future generations to meet their own needs.	<i>Decision making considers the potential impacts—financial, environmental and socio-economic—that development may have upon future generations.</i>
9. KDFN shall inform beneficiaries and citizens and other affected parties of all land development initiatives and ensure that such communication is clear, comprehensive and accessible.	<i>A communications plan is developed for all land development initiatives to inform and educate KDFN beneficiaries and citizens and other affected parties about the proposed development.</i>
10. When a Community Lands parcel is selected for development, KDFN beneficiaries and citizens shall be provided an opportunity to submit input into the planning and development of the land parcel to ensure that traditional values, such as wildlife and heritage, are protected as much as possible during development.	<i>Proposed land development projects are comprehensively assessed for their potential impact upon wildlife and heritage, and opportunities are made available for KDFN beneficiaries and citizens to provide input into project planning and development.</i>

Community Lands Zoning

KDFN Community Lands zoning sets out two zones—environmental protection and heritage—which reflect the directions provided by our people in the course of developing the *Land Vision* and the *Community Lands Plan*. These zones are mechanisms KDFN can use to protect Settlement Land within the city for the important traditional values of wildlife and heritage and are intended to be adopted by the City of Whitehorse as part of the existing *Zoning Bylaw*.

Instead of having to develop and administer an entire zoning bylaw system for our Community Lands, KDFN has chosen to adopt the City of Whitehorse *Zoning Bylaw* and to supplement it with additional zones that address particular issues of concern for our First Nation. Developing our own zoning bylaw system would be a significant undertaking for KDFN and, once developed, would result in a large administrative responsibility. By adopting the City of Whitehorse's system, KDFN does not have to duplicate an existing regulatory regime and can, if needed, simply develop specific zones, which more accurately reflect our values, for adoption into the City's *Zoning Bylaw*.

While the Community Lands policies provide a high-level policy framework for each of the goals set for our Settlement Land in Whitehorse, the Community Lands

zoning provides specific mechanisms for ensuring these broad policy directions are carried out. The environmental protection and heritage zones were developed to help KDFN meet the goals of protecting wildlife and heritage on our lands in the city. At the same time, these two zones provide opportunities for our beneficiaries and citizens to practise their traditional activities, such as fishing, berry picking and medicinal plant gathering, on our Community Lands.

The remaining goals for our Settlement Land in Whitehorse—community development and revenue generation—do not require the development of additional zones at this time. As described earlier, the community development goal addresses the provision of land for residential use by our people and the development of public service infrastructure to support the KDFN government and community. Currently, the City of Whitehorse *Zoning Bylaw* has a comprehensive listing of residential and public service/institutional zones that are adequate for KDFN to use in designating lands for residential development or public service infrastructure. The revenue generation goal will be supported by a variety of existing zones in the City of Whitehorse *Zoning Bylaw* and, at present, there is no need for KDFN to develop additional zones to facilitate the development of the Community Lands for revenue generation.



Parcel C-128B (in the foreground, on the right), in the Chadburn Lake area, was identified by our people as having significant wildlife value. Our First Nation could use zoning to protect some of this large parcel for wildlife.

The environmental protection and heritage zones are intended to protect particular values and interests of our beneficiaries and citizens on our Community Lands in the city. As other values or interests emerge that KDFN would

like to address, new zones could be developed and adopted into the City of Whitehorse *Zoning Bylaw*, if those values or interests are not adequately addressed within it.

Table 12: KDFN Community Lands zones

	KDFN environmental protection zone	KDFN heritage zone
Purpose	To provide a zone for the protection of areas of high ecological value and the conservation of wildlife habitat on KDFN Community Lands.	To provide a zone for the protection of KDFN Community Lands of high heritage value and the conservation of those Community Lands used by KDFN beneficiaries and citizens for traditional activities.
Principal uses	Environmental protection KDFN traditional activities	Archaeological or heritage site conservation Cemeteries, family graveyards and individual burial sites KDFN traditional activities
Secondary uses	Environmental and/or nature interpretation facilities, which may include signage and kiosks Accessory buildings/structures Day use cabins Docks Trails	Heritage interpretation facilities, which may include signage and kiosks Accessory buildings/structures Day use cabins Docks Trails
Development regulations	KDFN may require the preparation and approval of a development assessment and a site master plan before any development is permitted.	KDFN may require the preparation and approval of a development assessment and a site master plan before any development is permitted.

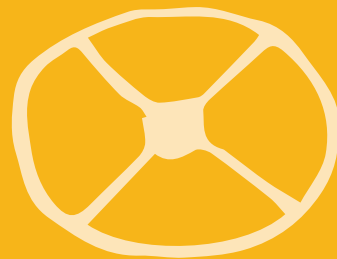
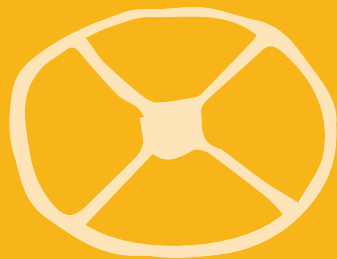


Tágà Kwädän Tth’än K’è or River People Gravesite, our cemetery on the northern end of C-42B off the Long Lake Road. KDFN could zone this area to protect an important heritage site for our people.



Part 3

Our Community Lands: Looking to the Future



6 Challenges and Opportunities

The development of our Community Lands in Whitehorse will bring both challenges and opportunities for our First Nation. While some of these may be difficult to predict, the issues that may prove to be significant for Kwanlin Dün First Nation (KDFN) are outlined in the following discussion.

Challenges

Surrounding land ownership

Our Community Lands are primarily located within Whitehorse, surrounded by non-Settlement Land and take the form of individual parcels, rather than a large contiguous block of land. These realities may make it challenging for KDFN to meet all of the management directions for our Community Lands. Setting aside a particular parcel for wildlife, for example, may not be compatible with surrounding non-Settlement Land use. Individual Community Lands parcels are too small to

provide all the habitat and resources required to maintain healthy wildlife populations in the Whitehorse area. Consequently, achieving the goal of conserving wildlife on our Community Lands will require a cooperative undertaking between KDFN, other governments and private landowners. Other goals for our Community Lands, such as conserving areas of high heritage value, may be similarly constrained by activity on surrounding non-Settlement Land.

Within Whitehorse there are additional constraints on the ability of our First Nation to develop our Community Lands. Under the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA), our First Nation has limited powers with regards to the planning and development of our Community Lands. As discussed in Chapter 1, only our Type 1 lands provide full self-government authority over planning and development. For the most part, these are located outside of already developed neighbourhoods



KDFN has some Type 3 land parcels in the Porter Creek neighbourhood. The development of these single residential lots must follow existing City of Whitehorse zoning in the area.

in Whitehorse. Type 2 lands provide KDFN with planning and land development powers, but only where consistent with the KDFN SGA and City of Whitehorse laws. Type 3 lands are fully subject to City zoning. These limits on KDFN planning and development powers were placed to minimize the chance of KDFN developing the Community Lands in ways that would be incompatible with the use of surrounding lands in the city.

Whether planning for conservation or development, KDFN will need to build and maintain positive and cooperative relationships with the surrounding landowners—be they other governments or private individuals. Doing so will assist our First Nation to achieve the goals for our own lands, and at the same time, be a good neighbour.

Neighbouring residents

Developing our Community Lands will inevitably raise issues with neighbouring residents who use our undeveloped land parcels as local green space for trails and dog walking. Furthermore, the public may not be aware that KDFN owns these lands and originally selected them for their development potential. As the legitimate landowner, our First Nation has the right to develop our Community Lands. As a good neighbour, however, KDFN should address any potential opposition from local residents through open communication.

Land leasing model

KDFN is not able to sell Settlement Land, therefore all lands made available for use will be leased or allocated. As mentioned in the previous chapter, land leases will be available for the general public, while land leases and land allocations (for residential and traditional use) will be available for our beneficiaries and citizens. It is

anticipated that land leases will be both long-term and renewable. The land leasing model of tenure, while used elsewhere in Canada, is new to the Yukon. Consequently, some people may be wary about entering into a long-term agreement with our First Nation using this model. In practice, however, long-term leases will not look very different from fee simple title. It is in KDFN's best interests that land leases provide security and predictability for lessees otherwise it will be impossible to successfully develop the Community Lands. KDFN will need an effective communication and marketing campaign to educate the public about the land leasing model for our Settlement Land.

Infrastructure costs

In Whitehorse, the cost of developing land is high. Installing the necessary infrastructure (for example, water, sewer and roads) will be financially challenging for KDFN. These costs, whether for onsite infrastructure (on the site being developed) or offsite infrastructure (outside the boundaries of the site but necessary for the site to be developed) are substantial and may be beyond the financial capacity of either our First Nation or our development corporation. In such circumstances, KDFN may need to enter into partnership with other governments or private developers to share the infrastructure costs. Many of our Community Lands parcels are beyond the network of municipal water and sewer lines and would require substantial investment for servicing.

While the potential cost of land development is challenging, it is not prohibitive. Demand for land in Whitehorse is ongoing and our lands are among the most developable in the city. Developing our Community



The Shale Beck Quarters condominium, constructed on KDFN Settlement Land in downtown Whitehorse. Leases of the units are for 125 years.



The costs of infrastructure needed to support development, like the roads, water and sewer being constructed here in Whistle Bend Subdivision, will be an ongoing challenge for our First Nation.

Lands is in the best interest of both KDFN and the City of Whitehorse, without it, the City will have to undertake extremely costly residential development in the south of the city or east across the Yukon River. Given that the successful development of our lands is clearly in the public interest, other levels of government—federal, territorial and municipal—should assist KDFN to address the high costs of the infrastructure needed to service our lands.

Cooperation with other governments

As we develop our Community Lands, cooperation with other levels of government will be essential in order to access resources, such as experienced staff and financial capacity. The Government of Yukon's years of experience as a land developer could bring real benefits to KDFN's land development projects. Similarly, a good working relationship with the City of Whitehorse will be essential for KDFN's success in land development. The limited supply of readily developable lands in Whitehorse means that our lands will become increasingly important to the City in meeting future demand. While cooperation with the territorial and municipal governments may bring positive

benefits, poor relationships could make it very challenging for KDFN to develop our Community Lands.

Opportunities

An increasing demand for land

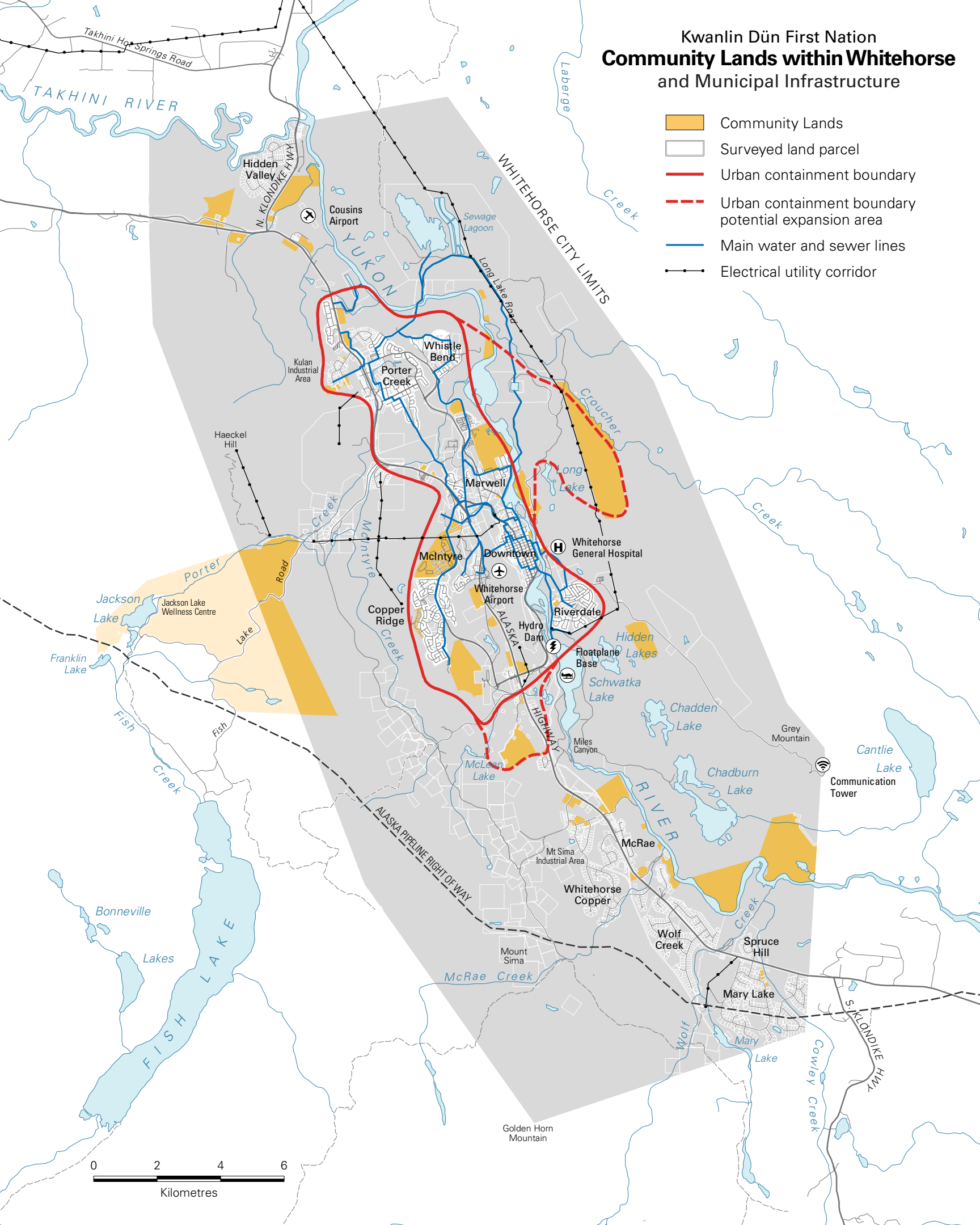
Whitehorse is experiencing a steady demand for land as the population of the city increases. Once the Whistle Bend Subdivision is built out, the City of Whitehorse will have limited options as to where it will be able to develop future residential neighbourhoods. Infill development will be able to meet only a small part of future residential growth. A recent study commissioned by the City assessed the feasibility of residential development east of the Yukon River (north of Long Lake) and south of the existing Copper Ridge Subdivision. The preliminary assessments indicated extremely high development costs for each area, including onsite and offsite infrastructure costs. Other potential development options the City of Whitehorse has considered include the controversial Porter Creek D Subdivision proposed within the McIntyre Creek area.



KDFN parcels C-77B/D and S-367B/D, located in the heart of Riverdale, have significant residential and commercial development potential.

Kwanlin Dün First Nation Community Lands within Whitehorse and Municipal Infrastructure

- Community Lands
- Surveyed land parcel
- Urban containment boundary
- Urban containment boundary potential expansion area
- Main water and sewer lines
- Electrical utility corridor



It is clear that the City of Whitehorse will be faced with very expensive or controversial options to meet the future demand for land in the city. KDFN's Community Lands provide another option for meeting the ongoing demand for land in Whitehorse. Many of our land parcels are within the City's urban containment boundary, which through densification, aims to reduce the urban footprint, promote the efficient delivery of City services and allow for more City land to be left in a natural state. Developing our Community Lands within the urban containment boundary would enable the City to avoid the high cost of development outside of the boundary. The shortage of readily developable land in Whitehorse combined with a projected ongoing demand presents significant opportunities for our First Nation to generate substantial revenue from our Community Lands in the city.

Joint planning with the City of Whitehorse

Not only does the development of our Community Lands present opportunities for our First Nation to generate revenue, it also means KDFN could play a major role in determining how Whitehorse will develop into the future.

By virtue of our land holdings (KDFN is the largest private landowner in the city), our First Nation stands to have significant influence over where the city will grow. There is an opportunity for KDFN to work cooperatively with the City of Whitehorse to jointly determine how best to develop our Community Lands in the interests of both our First Nation and the general public.

As the original inhabitants of the Whitehorse area, our people need to reclaim their rightful place as a self-determining community. In the larger context, KDFN's Community Lands present an opportunity for reconciliation as the successful development of our urban lands would not only generate significant revenue for our First Nation but would also provide great benefits for all citizens of Whitehorse.

Opportunity to do things differently

KDFN has an opportunity to develop our Community Lands to a standard of design and construction that is higher than currently characterizes Whitehorse neighbourhoods. Recent residential subdivision developments, most



Parcel C-112B in Copper Ridge is one of our most developable Settlement Land parcels in Whitehorse with an excellent location, good solar exposure and fine views.

notably Copper Ridge and Whistle Bend, are marked by a uniformity and sameness that make them difficult to distinguish from suburban developments in any other Canadian city. Our First Nation has an opportunity to develop residential neighbourhoods that reflect best practices in urban design, while offering a much more interesting place for people to live than the current options available in the city.

KDFN has a clear market opportunity to capitalize on the lack of real alternatives to a home in a conventional subdivision. With creative planning and design, KDFN could attract residents to our Community Lands in neighbourhoods that are well designed and reflective of an authentic sense of place.

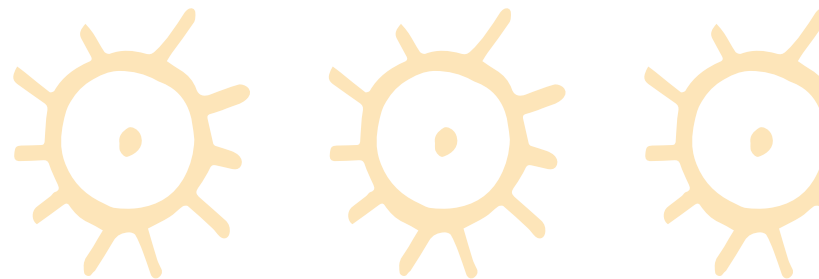
Market niche

KDFN has a wide spectrum of Settlement Land in Whitehorse with land parcels ranging in size from small individual lots to large parcels of hundreds of hectares. Many of these parcels have attractive natural attributes such as excellent views and good solar exposure. These natural attributes, combined with a desirable location, make many parcels excellent candidate sites for residential development. The wide range of lands available for development presents our First Nation with an opportunity to meet specific unmet niches in the local real estate market. For example, in spite of ongoing market demand, the City of Whitehorse is not developing country residential neighbourhoods at present—a demand our First Nation could meet if a country residential neighbourhood was developed on our Community Lands. Similarly, with commercial and industrial development, KDFN has opportunities to meet particular demands for land not presently addressed by the inventory of lots available on the market.

Protected area network

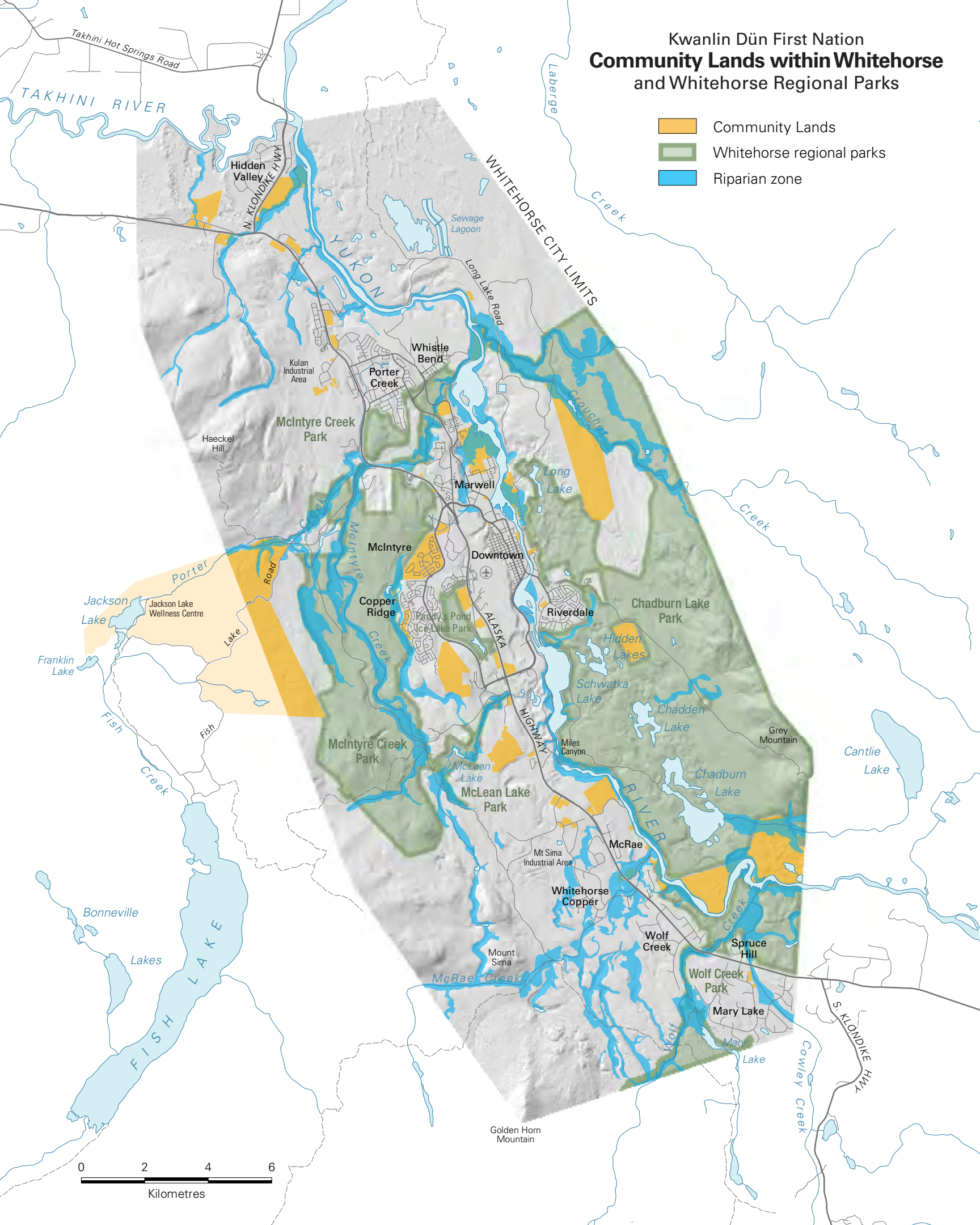
KDFN and the City of Whitehorse share a commitment to environmental conservation in their approaches to land use planning. One of the goals of the *Kwanlin Dün First Nation Community Lands Plan* is to conserve areas of high ecological value and maintain the health of wildlife populations. Similarly, the City of Whitehorse 2010 *Official Community Plan* proposes a thriving environment as a fundamental principle of land use planning for the city. While the City of Whitehorse has an established regional park network, KDFN has yet to formally protect any of our Community Lands for their ecological significance. As was made clear in discussions for the *Community Lands Plan*, however, our beneficiaries and citizens strongly support KDFN setting aside some of our Settlement Land in Whitehorse to protect wildlife and important ecological areas.

There is a convergence of values and principles between our First Nation and the City of Whitehorse in our respective commitments to environmental conservation. These shared values present an opportunity for both KDFN and the City to work cooperatively to establish a protected network of lands within the municipal boundaries. While the central focus of our Community Lands is revenue generation, there are opportunities for KDFN to protect ecologically significant parts of our urban land parcels to enhance ecological connectivity within a larger protected network. Furthermore, KDFN land parcels adjacent to established City of Whitehorse regional parks could be managed so as to complement the protected status of the neighbouring City parks. Together, our First Nation and the City of Whitehorse could contribute lands to a shared protected area network that supports a common commitment to environmental protection through responsible land use planning.



Kwanlin Dün First Nation Community Lands within Whitehorse and Whitehorse Regional Parks

- Community Lands
- Whitehorse regional parks
- Riparian zone



7 A Vision for the Future

The successful development of our Community Lands within Whitehorse is fundamental to the future success of our First Nation. As Kwanlin Dün First Nation (KDFN) evolves as a self-governing First Nation we must look to our Settlement Land in the city to generate revenue and create a foundation for prosperity. Our Settlement Land in Whitehorse provides not only an opportunity to create wealth for our First Nation, but also opportunities for the expression of traditional values that continue to be important for our people. The careful balancing of these values with the need for economic development will be critical as we move forward to develop our Community Lands.

This concluding chapter discusses what a successful future for KDFN's Community Lands may look like and what the keys for success will be in the planning and development of our urban Settlement Land. Based upon input from our beneficiaries and citizens, the *Kwanlin Dün First Nation Community Lands Plan* is a first step towards establishing a coordinated approach to the planning and

development of our lands in Whitehorse. Having a clear plan that reflects direction from our community and provides guidance to our First Nation government and the Chu Níikwän Development Corporation is essential for success. The *Community Lands Plan* will also provide a voice for our people into the future development of the city, as the core messages of the plan will form KDFN's submission to the Whitehorse *Official Community Plan*.

Like any plan, however, the challenge will lie in implementation. Without the *Community Lands Plan* being fully embraced by the KDFN government or the development corporation, there will be no coordinated approach to the planning and development of our urban lands. Our Settlement Land is a finite resource that must be well planned if the land is to be successfully developed for the benefit of our entire community. The opportunity to develop our Community Lands in Whitehorse successfully cannot be squandered as the consequences of poorly planned development may have long-term negative impacts on our First Nation.



Discussions with our people, like the conversations had during this tour of McIntyre Creek, helped form a vision for our Community Lands. From left, Brandy Mayes, Margaret Mckay, Dinah Jim, Pat Joe and Edith Dawson.

A Vision of Success

What could a successful future for our Community Lands look like? As discussed in this document, during the development of the *Community Lands Plan* our beneficiaries and citizens expressed a clear vision for how they would like to see KDFN Settlement Land developed in Whitehorse. Our people's vision reflected strong support for developing the Community Lands while setting aside lands for community development, wildlife and heritage. As our beneficiaries and citizens recognized, the successful development of our Community Lands will create a foundation for KDFN to become a self-reliant and prosperous First Nation.

Success in land development is, however, only one element of a broader range of goals established for our Community Lands in the city. In a future where the Community Lands have been successfully planned and developed, our urban lands will be generating substantial revenue through various development initiatives and land leasing; our people will have access to Settlement Land and the opportunity to build residences; Settlement Land will have been developed to establish culture camps,

recreation facilities and other public services for the benefit of our entire community; Settlement Land having value for wildlife and heritage will have been protected; and some Community Lands will be set aside for future generations of our people.

Fundamental to any discussion about our land is consideration of our people. Many of our beneficiaries and citizens still maintain a strong relationship with the lands in and around Whitehorse, despite the numerous challenges our community has faced over generations. Successfully developing our Community Lands presents opportunities for KDFN to prosper financially as well as for our people to maintain and strengthen their connections to the land and places that are important to them. As KDFN develops the Community Lands, to the benefit of our beneficiaries and citizens and the general public, our First Nation will ultimately emerge as an equal partner with the City of Whitehorse in shaping the future growth of the city. For our people, the Community Lands present an opportunity for self-determination in the future and a re-connection to what is important from the past.



William Smith. Many of our people continue to maintain an important connection with the land.

Keys to Success

Successfully planning and developing the Community Lands will be no simple task for KDFN. As discussed in the last chapter, there are challenges and constraints already identified and likely other obstacles that may arise. The following elements, however, will be essential for success.

Maintain the *Land Vision*

Maintaining the community-based guiding vision articulated in the *Kwanlin Dün First Nation Traditional Territory Land Vision* will be central to the successful planning and development of the Community Lands. The *Land Vision* provides the overarching direction for all KDFN land planning, including the planning of our Community Lands in Whitehorse. The values, principles and goals of the *Land Vision* have been developed with our people and reflect a consensus on how KDFN Settlement Land should be planned and developed. Consequently, the *Land Vision* provides direction to KDFN land planners and the Chu Níikwän Development Corporation and will help to keep the interests of our community at the heart of all land planning and development decisions.



The *Land Vision* was developed with our beneficiaries and citizens and reflects our people's overall vision for our Settlement Land, including the Community Lands.

Keep to the plan

It is essential that we have a plan for our Settlement Land in Whitehorse, one that will guide decision making in the context of a growing population, accelerating demand for land and resources, and changing political leadership and direction. Without following a clear plan—one embraced by KDFN leadership, government staff and the development corporation—decision making is likely to be fragmented, taken in isolation and lacking in strategic direction. The best decisions are those aligned with a larger overall strategy and driven by what is best for our First Nation and not by what is wanted by outside interests (such as, other governments or developers). All those involved will need to keep to the plan.

Prioritize good planning

KDFN Settlement Land is a finite resource that must be well planned if our First Nation is to maximize the benefits from developing the Community Lands. Good planning will ensure that land development decisions follow an overall strategy, one that sets out a course for the entire portfolio of our Community Lands. KDFN has the luxury of a large portfolio of lands in Whitehorse that can accommodate a wide range of uses. Through good planning, conflicting land uses can be minimized.

Good planning will lead to successful development, which in turn, will lead to more revenue for KDFN. As discussed, KDFN's future financial self-sufficiency is heavily dependent upon the successful development of our Settlement Land in the city. Attracting people to live on our Community Lands, through good planning and decision making, will help generate significant revenue as the income-tax-sharing provisions in the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA) allow our First Nation a significant share of the personal income tax paid by people living on our Settlement Land.

Good planning also reflects the values of our community. Through planning, KDFN has an opportunity to put into practice the values affirmed in our foundational documents and community discussions. Creative and thoughtful planning will help our First Nation avoid falling into the trap of conventional development and will support developing the Community Lands in ways that reflect the best of the modern economy while safeguarding our traditional values.

Establish a strong land management and administration system

Success will require a strong land management and administration system, one that will provide the legal framework and operational guidance to decision making with respect to the use, management and disposition of interests in Settlement Land. The development of a KDFN *Lands Act*, and associated regulations and policies, is fundamental to ensuring that land is planned, managed, leased and allocated in a manner that is fair, transparent and efficient. While building such a system will require time and resources, it will be essential for protecting the best interests of our First Nation and people.

Maintain connection to KDFN beneficiaries and citizens

Maintaining a regular connection to our beneficiaries and citizens will be critical for success in the planning and development of the Community Lands. Our people have a wealth of knowledge and experience that needs to be engaged for better land planning. Ensuring that the traditional knowledge of our beneficiaries and citizens is incorporated into decision making will be fundamental for the proper planning of our Community Lands. Making certain there are regular opportunities to check in with our beneficiaries and citizens will help ensure that land planning and development decision making continues to be informed by our community.

Build a presence on the land

Establishing a presence on the land through active management is a critical part of asserting KDFN ownership and stewardship of our Community Lands. Developing signage for our Settlement Land, implementing a land steward program, addressing illegal dumping and misuse of land, and resolving the unauthorized use of lands are all crucial to building awareness and respect for our lands in Whitehorse. A well-managed portfolio of lands will help build confidence and support for KDFN among our own beneficiaries and citizens and with the general public, which will be essential for our First Nation's success as our Community Lands are developed.



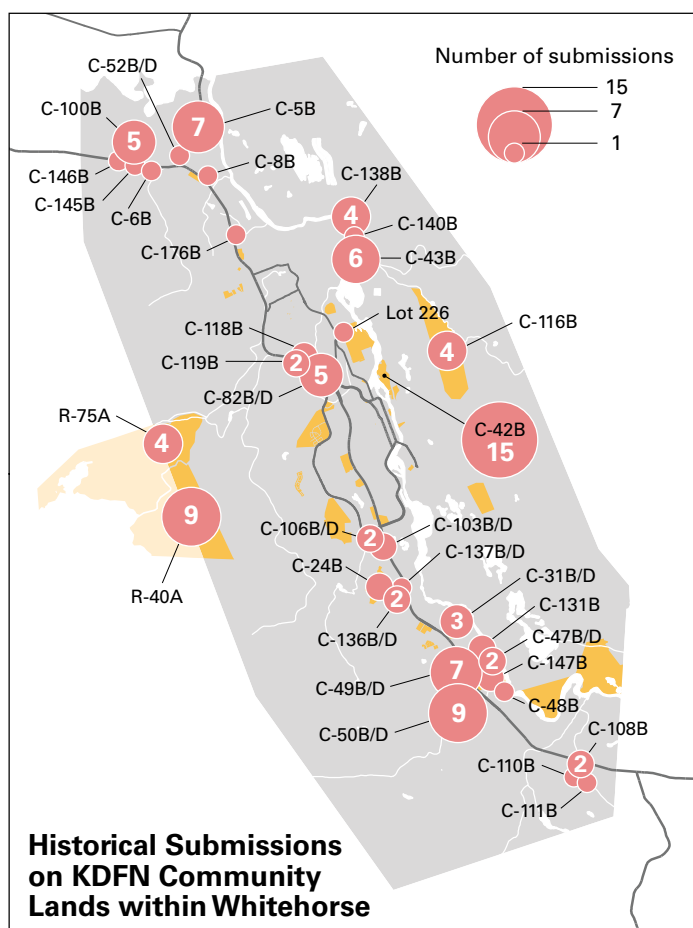
Land steward Bruce Wilson helps our First Nation maintain a presence on our Community Lands.

Respect historical submissions

Currently, there are approximately 100 historical submissions on KDFN Community Lands in Whitehorse. These are requests from individuals seeking access to Settlement Land for residential or traditional use, or for other purposes. KDFN must ensure that any historical submissions on a Community Lands parcel have been properly documented and dealt with objectively and fairly before proceeding with the development of the parcel. If not acknowledged and addressed well in advance, historical submissions may derail land planning and development.

Balance economic development and traditional values

The successful development of our Community Lands must reflect a proper balance between economic development and traditional values. As expressed in the original designations for the Community Lands within the KDFN SGA, as well as in the directions of the *Land Vision* and the *Community Lands Plan*, the primary focus for KDFN Settlement Land in Whitehorse is revenue generation. However, as both the *Land Vision* and the *Community Lands Plan* make clear, other values important to our community, such as wildlife and heritage, must be protected at the same time. Our First Nation will have to find the right balance between the need to make money from our Community Lands and the desire of our people to maintain important traditional values on those same lands.



Respecting historical submissions will be key for ensuring the successful planning and development of KDFN Settlement Land in the city.

Use decision support technology and mapping

Technologies, such as Geographic Information Systems (GIS) and Light Detection and Ranging (LIDAR), support land planning and development decision making. Technology can provide highly accurate imagery, sophisticated analysis, modelling and mapping to better understand the land. For example, development-suitability mapping in conjunction with archaeological and sensitive-ecosystem mapping provides an excellent framework for conservation and development decision making. When considering options for our Community Lands, KDFN land planners and our development corporation should be informed by the range of technologies available to support land planning. Powerful technologies, such as GIS, when combined with the traditional knowledge of our community members, strengthen land planning and enable better decision making.

Build strong partnerships

KDFN's ability to build strong partnerships with other governments and private developers will be central to the successful development of our Community Lands. Land development requires significant financial resources and expertise. Successful partnerships would enable KDFN to leverage the financial resources required and benefit from the previous experience of a successful developer, while maintaining ultimate authority over how our lands are developed.

A close partnership between KDFN and the City of Whitehorse will be critical for joint land planning and for ensuring our Settlement Land is an integral part of the City's future growth strategy. Furthermore, being able to work cooperatively with other levels of government will help our First Nation address a range of land planning and management challenges from the threat of wildfire to illegal dumping.

Implementing the *Community Lands Plan* will require planning and managing jointly with other governments and landowners throughout Whitehorse and beyond the boundaries of individual Community Lands parcels. As an example, the protection of City land that our beneficiaries and citizens identified as being important for wildlife and heritage will require close cooperation between KDFN and the City of Whitehorse. Building good partnerships with the City of Whitehorse, the Government of Yukon and private landowners will be essential to meet the goals established for our Community Lands.

Keep to a proper pace and scale of development

As KDFN is new to land development, the first projects our First Nation undertakes should be relatively small scale. The Chu Níkwän Development Corporation is the development arm of our First Nation. By taking an incremental approach to land development, our development corporation will build capacity and experience as a developer without overwhelming its resources. A similar approach should be taken to determining which Community Lands parcels should be developed initially. KDFN has a wide portfolio of Settlement Land in Whitehorse including individual lots, which should be developed first. Once it has completed these initial projects, built capacity and established itself as a successful developer, our development corporation should then move towards developing our larger and potentially more lucrative land parcels.

Align development with community values

For development of our Community Lands to be successful, it must be aligned with the values of our people. Projects that run counter to environmentally and socially responsible development are not likely to be supported by our beneficiaries and citizens. As expressed during discussions for the *Community Lands Plan*, our people want development of our Settlement Land to reflect the values of our community.

Set high standards of design and construction

Ensuring that high standards of design and construction are set for all development on our Community Lands will be key to branding our development corporation as a high-quality developer. Given the design and construction standards of much of the development in the Whitehorse area, there is a significant opportunity for our First Nation to provide a superior product. Residential development, in particular, presents real opportunities for our development corporation to provide high-quality housing in creatively designed neighbourhoods. Providing a product which is clearly superior to others on the local real estate market will help address the potential hesitancy some people may have about leasing land from our First Nation.

Maintain communication, transparency and openness

Clear communication with our people and the general public will be very important for the successful planning and development of our Community Lands. Every development project should have a solid communications plan to regularly inform KDFN beneficiaries and citizens,

local residents and the general public, and to build their trust. Making sure that development plans are communicated well in advance and ensuring that our people understand what is happening and, where appropriate, have an opportunity to provide their input into decision making, will help to build project support and avoid misunderstandings that can easily undermine a project.

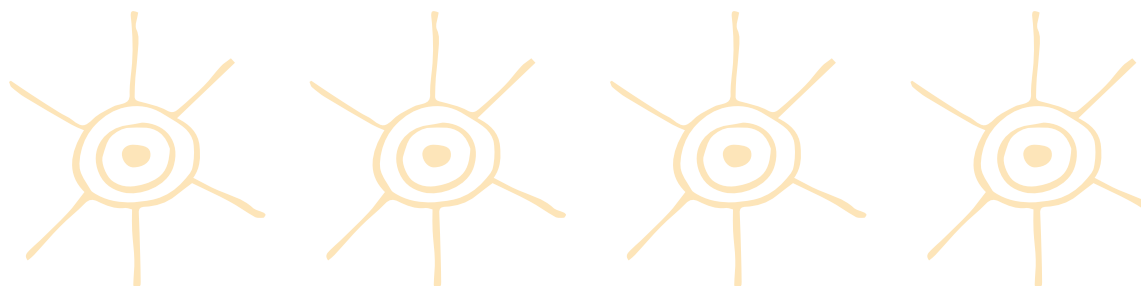
Transparent and open decision making will also be fundamental to success and will help to avoid doubt, suspicion and distrust amongst our beneficiaries and citizens, and the public. People need to understand how and why a decision has been made and, ideally, have had an opportunity to provide their input into the process. Transparency and openness build trust and support for a project, which will be crucial for the successful development of our Community Lands.

Build public confidence and project professionalism

Building public confidence in KDFN as a respected and professional organization will be key as our First Nation develops our Community Lands and tries to attract the general public to lease Settlement Land. It will be essential for our First Nation and our development corporation to project professionalism and inspire confidence in the general public. Any doubts in this regard will deter our own people and the public from investing in KDFN lands. A lack of proper management of Settlement Land, such as illegal dumping or unchecked misuse, will undermine confidence in KDFN as an organization. KDFN has to have strong enforcement of land legislation and effective management of Settlement Land to inspire confidence and foster predictability and security. Consequently, our First Nation has to carefully consider its image and build public confidence as perceptions are important and influence people's decisions.



Maintaining communication, transparency and openness with our beneficiaries and citizens, like (from left) Hilda Dawson, Linda Huebschwerlen and Irma Scarff, will be essential for the successful development of our Community Lands.



Final Thoughts

As discussed, the successful planning and development of our Community Lands rests upon some key elements that are essential for success. By ensuring these elements are the foundation of our approach to planning and development, our First Nation can enhance the likelihood of a successful outcome and minimize the risks involved.

Our Community Lands in Whitehorse present tremendous opportunities for our First Nation. Good planning will enable KDFN to accommodate both development and traditional values, like protecting wildlife and heritage, on our Settlement Land in Whitehorse. With approximately 24 square kilometres of Settlement Land within the city, KDFN has a unique opportunity to develop a strong revenue stream from our Community Lands, which

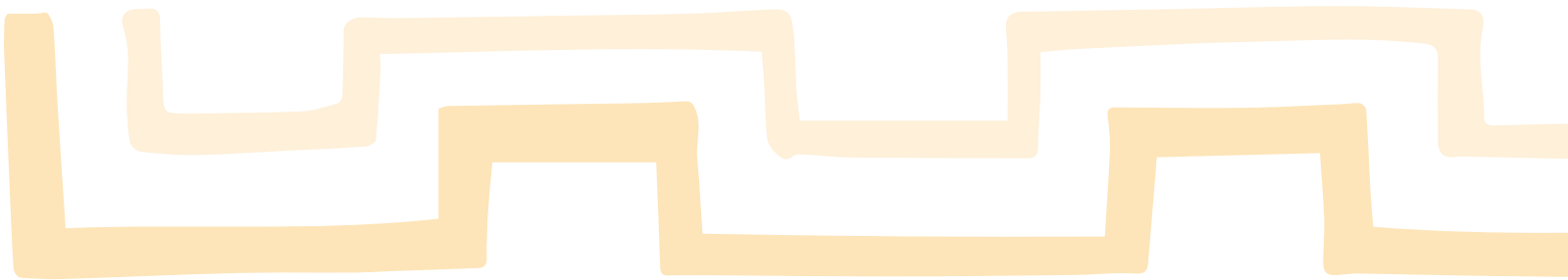
could be the engine of future economic growth for our First Nation. Furthermore, the Community Lands have significant potential to be developed to support our community and meet the residential needs of our beneficiaries and citizens. And lastly, with foresight, KDFN will be able to set aside sufficient lands for future generations of our people. The successful planning and development of the KDFN Community Lands is, however, contingent upon an approach that embraces the fundamentals of good planning. With such an approach, our First Nation can unlock the full potential of our Community Lands in Whitehorse and build a solid foundation for future prosperity.

Keys to the Success of the *KDFN Community Lands Plan*





A view of Whitehorse over Schwatka Lake and Hidden Lakes. With careful planning, our Community Lands in the city can provide a wide range of opportunities for our First Nation to generate revenue and protect traditional values.



Appendix: Community Engagement

As discussed in Chapter 3, the *Kwanlin Dün First Nation Community Lands Plan* was developed based on extensive engagement with our beneficiaries and citizens. Engaging our people in the development of the plan involved meetings, workshops, focus groups, tours of our Settlement Land and an online survey. While all these activities contributed to an understanding of how our beneficiaries and citizens would like to see our Settlement Land planned and developed in Whitehorse, it was the workshops and the online survey that generated the most substantive input into the development of the *Community Lands Plan*. An overview of the methods used in the workshops and the online survey is provided here.

Workshops

The KDFN Heritage, Lands and Resources Department held three workshops—community development, wildlife and heritage—with our beneficiaries and citizens. Using maps of Whitehorse, participants were asked to identify the KDFN Settlement Land parcels in the city best suited to each of these three goals. Identifying lands for the fourth goal, revenue generation, was largely accomplished by KDFN's original Settlement Land selections in Whitehorse, which were made primarily for development. The development potential of our Community Lands has already been identified in the land use designations for our Settlement Land within the *Kwanlin Dün First Nation Self-Government Agreement* (these designations included residential, commercial, light industrial, industrial and First Nation institutional uses). The intent of the workshops, therefore, was to provide an opportunity for our people to identify the KDFN Settlement Land within the city that had additional potential for community development, wildlife and heritage.

At the community development workshop, beneficiaries and citizens were asked to identify our Community Lands within Whitehorse they believed had potential for either residential development or public service infrastructure. Working with maps of the city, participants then placed stickers on each of these locations to represent the type of residential use or public service infrastructure they believed appropriate for the site.

At the wildlife workshop, our beneficiaries and citizens were asked to place stickers representing various wildlife species on to a map of Whitehorse to identify those areas within the city (both on and off KDFN Settlement Land) they knew to be important for particular species (for example, stickers representing moose on a location known as good moose habitat). Additional stickers were available to identify areas recognized as being of general importance to wildlife (for example, a wetland).

Similarly, at the heritage workshop, our beneficiaries and citizens were asked to place stickers representing different types of heritage sites and traditional activities on to a map of Whitehorse to identify those areas within the city (both on and off KDFN Settlement Land) they knew to have particular value for our heritage (for example, traditional campsites, trails and berry-picking areas). Additional stickers were available to identify areas recognized as having general heritage significance for our First Nation (for example, the Whitehorse waterfront).

More than 125 of our beneficiaries and citizens participated in the mapping workshops, generating considerable detailed information. KDFN Heritage, Lands and Resources Department staff digitized all the individual maps with the associated stickers from the workshops. This allowed the input from each of the participants at the workshops to be developed into individual data. This information was analyzed using Geographic Information System (GIS) software. The data from the wildlife and heritage workshops was then used to create heat maps showing the intensity and distribution of the wildlife and heritage information provided by our people. In the heat maps, the “hotter” the area, and stronger the colour, the more frequently that area had been identified by our beneficiaries and citizens as important for wildlife or heritage. The heat maps effectively illustrate the general areas within Whitehorse that our people identified as having significance for wildlife and heritage. After distinguishing these general areas, staff identified the KDFN Settlement Land parcels that fell within these larger areas of significance. For the community development workshop, our people's input was illustrated by identifying each of the individual Settlement Land parcels that our

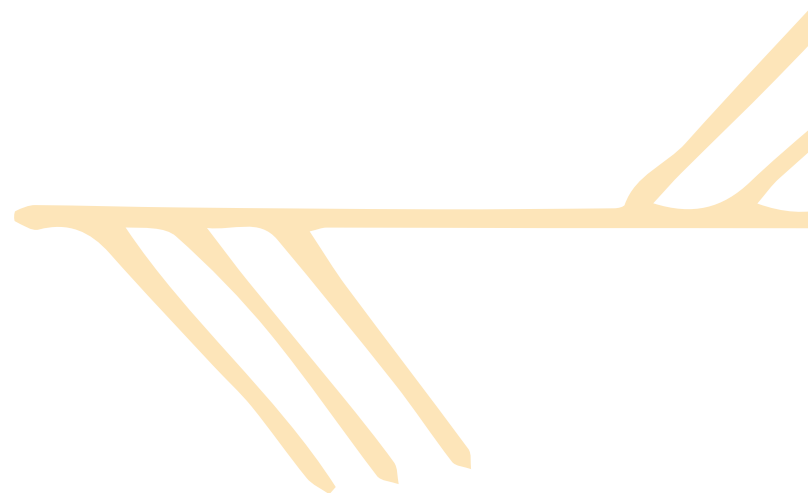
beneficiaries and citizens had selected as potential locations for either residential development or public service infrastructure.

Overall, the workshops were intended to provide opportunities for our people to inform the planning of our Community Lands in Whitehorse by identifying areas of value for community development, wildlife and heritage. For wildlife and heritage in particular, it was recognized that the information from the workshops may not necessarily represent all the areas important for wildlife or heritage within the city. The workshops were designed to generate information to guide KDFN land planning in the city and were not intended to produce either a comprehensive wildlife or heritage assessment for Whitehorse. It was also recognized that neither wildlife nor KDFN heritage is confined to specific areas within the city boundaries, consequently, the entire landscape is of significance in guiding KDFN land planning.

Online Survey

An online survey provided our beneficiaries and citizens with an additional way to express their views on how, broadly, our Community Lands in Whitehorse should best be planned and developed. The goal was to understand the general ideas our people hold about our Settlement Land in the city, rather than to identify specific goals for specific parcels.

The survey consisted of 27 questions, which were divided into four main sections reflecting the four goals (community development, wildlife, heritage and revenue generation) established to guide the planning and development of KDFN Settlement Land in Whitehorse. The survey combined quantitative questions (designed to collect facts and statistics) and qualitative questions (allowing respondents to provide personal comment) and was advertised to the general KDFN community. It received 75 responses from our beneficiaries and citizens.



Glossary of Terms

Accessory building or structure

A building or structure that is on the same lot as the main building and is developed to support the primary use of the site. This is a term found in the City of Whitehorse *Zoning Bylaw*.

Archaeological-potential mapping

Mapping that identifies the potential of a given area to contain archaeological sites and artifacts.

Beneficiary

Kwanlin Dün First Nation has both beneficiaries and citizens. A beneficiary is a person enrolled under Chapter 3 of the *KDFN Final Agreement*.

Best practices

A procedure, or way of doing things, which has been shown by research and experience to produce best results and that is recommended for widespread use.

Biodiversity

An environment's biological diversity, or biodiversity, is reflected in the number of different species of plants and animals. More species equals a higher biodiversity.

Citizen

Kwanlin Dün First Nation has both beneficiaries and citizens. A citizen means a person who is entitled to citizenship under Chapter 2 of the *Constitution of the Kwanlin Dün First Nation*, and who has been enrolled as a citizen under Chapter 2 and KDFN law.

City of Whitehorse Official Community Plan

The City's highest-level planning document that focuses on land use, development and conservation. It provides direction to other City policies and regulations, such as the *Zoning Bylaw*.

Community Lands

A type of KDFN Settlement Land. Community Lands are located within or near the City of Whitehorse.

Densification

The process of increasing the number of people living in an urban area. Generally, urban areas that are more dense use municipal services more efficiently, generate less waste and use less energy than suburban or rural areas where people are spread out over a wide area.

Designation, designated land use

The *KDFN Self-Government Agreement* (KDFN SGA) designates the land use for certain parcels of KDFN Settlement Land. For the Community Lands, the Agreement specifies how Type 2 land parcels within Whitehorse are to be used. These uses are either residential, commercial, light industrial, industrial or First Nation institutional. The KDFN SGA also outlines the process for how the land use designations for the KDFN Type 2 land parcels can be changed. (For more information, see the KDFN SGA.)

Development assessment

A process that identifies the potential impacts of proposed development activities before they are carried out.

Development-suitability mapping

Mapping that illustrates the suitability of land for development. It involves an analysis of a range of factors (such as slope, soils, ground water) to determine if land is appropriate for development.

Ecological integrity

The ability of an ecosystem to support and maintain ecological processes and a wide range of species. The higher the ecological integrity of an ecosystem the more natural processes are intact.

Elders Council

One of five branches of KDFN government (along with the Council, the General Assembly, the Youth Council and the Judicial Council).

General Assembly

One of five branches of KDFN government (along with the Council, the Elders Council, the Youth Council and the Judicial Council). All KDFN beneficiaries and citizens may participate in the General Assembly to advise and direct Kwanlin Dün First Nation.

Geographic Information Systems (GIS)

A system for gathering, managing and analyzing digital spatial data. GIS is a valuable support tool for land use planning.

Heat map

A representation of data in which values are represented by colours. For the *Community Lands Plan*, heat maps were used to illustrate the intensity and distribution of the wildlife and heritage information provided by our people. The “hotter” the area and the stronger the colour on the heat map, the more frequently that area had been identified as important for wildlife or heritage.

Historical submissions

Requests from individuals seeking access to KDFN Settlement Land for residential or traditional use, or for other purposes.

Income generation

Money generated through investment or business activity.

Income-tax-sharing provision

A provision within the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA) that enables KDFN to share in the personal income tax paid by people who reside on KDFN Settlement Land. Under this provision, approximately 95% of the federal income tax paid by people living on KDFN Settlement Land would be diverted from the federal government to KDFN.

Infill development

The use of vacant or under-used land within an already-built-up residential neighbourhood for further development.

Kwanlin Dün First Nation Community Lands Plan

A plan for KDFN Settlement Land in Whitehorse. The *Community Lands Plan* establishes goals, high-level policies and zoning for KDFN Settlement Land within the city.

Kwanlin Dün First Nation Council

One of five branches of KDFN government (along with the General Assembly, the Elders Council, the Youth Council and the Judicial Council). The Chief and the Council make and administer the Kwanlin Dün First Nation laws, develop public policy and carry out other responsibilities of the First Nation.

Kwanlin Dün First Nation Final Agreement

Signed in 2005, the *Kwanlin Dün First Nation Final Agreement* (KDFN FA) is a constitutionally-protected modern treaty that outlines the rights of KDFN within the KDFN Traditional Territory.

Kwanlin Dün First Nation Self-Government Agreement

Signed in 2005, the *Kwanlin Dün First Nation Self-Government Agreement* (KDFN SGA) defines KDFN's self-government powers including law-making, taxation, and programs and services.

Kwanlin Dün First Nation Traditional Territory Land Vision

Approved by Council in 2016, the *Land Vision* is the foundation for all KDFN land planning. It is based on values and principles developed with KDFN beneficiaries and citizens, and provides the guiding vision for planning, management and use of KDFN Settlement Land and Traditional Territory.

Land bank

This concept involves setting aside land in an undeveloped state for future generations. Land is “banked” or set aside to provide opportunities for future generations.

Land leasing

A model of land tenure that allows KDFN to sell leases for Settlement Land to beneficiaries, citizens and non-citizens, while retaining the title to that Settlement Land.

Land tenure

A legal framework that determines who can use land, for how long and under what conditions.

Light Detection and Ranging (LIDAR)

A method for surveying that measures distance to a target by illuminating the target with laser light and measuring the reflected light with a sensor. It is commonly used to make high-resolution maps.

Non-Settlement Land

All land and water in the Yukon that is not Settlement Land. It also includes the mines and minerals under certain Settlement Land.

Old Village

The federal government established Whitehorse Indian Reserve No. 8 (Lot 226) in 1921 as the designated area outside of Whitehorse for status First Nation people to live. The village that developed on Lot 226 came to be known as the Old Village.

Parcel

In the *KDFN Final Agreement*, a “parcel” means any particular portion of Settlement Land.

Policy

An intended course of action developed to guide decision making. In the *KDFN Community Lands Plan*, policies provide guiding direction for how the KDFN Community Lands in Whitehorse are to be planned, managed and developed.

Principle of highest and best use

A principle in land planning where land is to be used for the purpose for which it is best suited.

Public service infrastructure

Buildings or facilities that are owned by government and which provide services to the public, for example, the KDFN administration building, which provides government services to the KDFN community.

Riparian Zone

A riparian zone is the transitional area between land and a river or stream. Riparian zones have many important ecological functions and support a wide range of biodiversity. For these reasons, conservation strategies are often focused on protecting riparian zones along rivers and streams.

Rural Lands

A type of KDFN Settlement Land. Larger land parcels, generally located outside of Whitehorse. Rural Lands make up most of KDFN’s Settlement Land.

Self-government powers

KDFN’s authority to make decisions and laws under the *KDFN Self-Government Agreement*.

Sensitive-ecosystem mapping

Mapping that identifies the location, range and type of sensitive ecosystems present in a particular area. It is a helpful tool in land planning.

Settlement Land

The land KDFN owns within its Traditional Territory. There are three categories of Settlement Land: Category A where KDFN owns the surface and sub-surface rights of the land, including all forest resources on the land and minerals below the surface; Category B where KDFN owns surface rights of the land, but not sub-surface; and

Fee Simple Settlement Land where KDFN’s ownership is similar to individual private ownership.

Site Specific Lands

A type of Settlement Land. These are smaller parcels of land that have been selected because of their heritage and cultural importance, such as family cabins or campsites. Most Site Specific Lands are located outside Whitehorse.

Sub-surface rights

The right to the resources such as minerals, and oil and gas below the surface of the land.

Surface rights

The right to resources on the surface of the land.

Traditional activities

Activities, such as hunting, fishing, berry picking, medicinal plant gathering and ceremonial practices, which First Nations people continue to engage in. As hunting is not a legal activity within the city boundaries, hunting would not be a permitted activity on KDFN Community Lands within Whitehorse.

Traditional knowledge

The collective knowledge of the practices and traditions used by First Nations people to survive and adapt to their environment over time.

Traditional Territory

An area of land that people of a First Nation have traditionally used. A First Nation does not own a Traditional Territory (in the same way it owns Settlement Land); however, the First Nation and its beneficiaries have certain rights (like special hunting, harvesting and economic opportunities) within their Traditional Territory.

Urban containment boundary

A boundary established to contain urban development and which outlines the serviced urban areas of Whitehorse.

Wildlife corridor

An area of habitat connecting wildlife populations that are separated by human activities or development. A wildlife corridor allows wildlife to move between one habitat and another.

Zoning Bylaw

The City of Whitehorse’s rules and regulations for the development of land.

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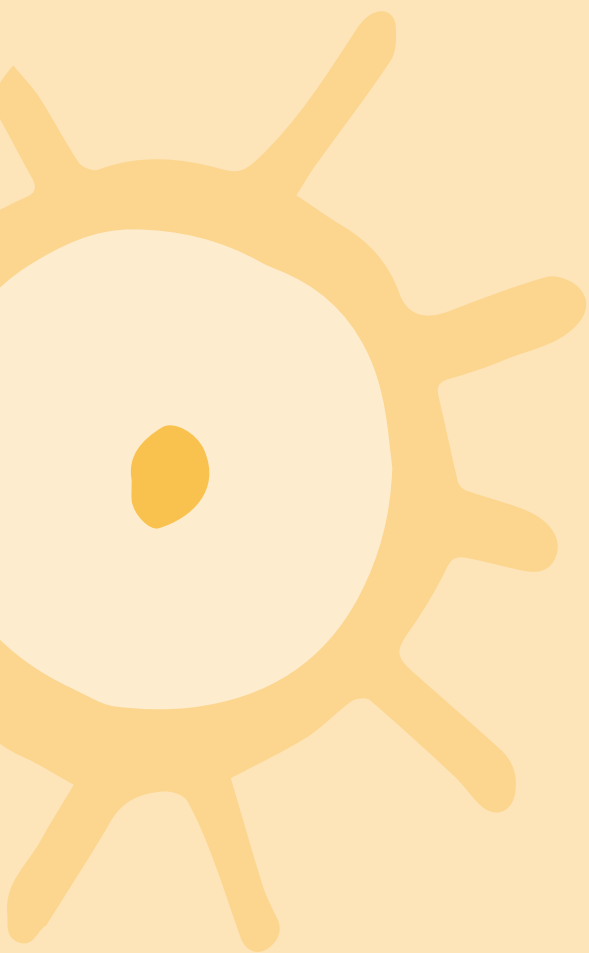
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Notes



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