Yellowknife Condominium Corporation No. 61 102-103 Hagel Drive Yellowknife, NT X1A 0G9

June 28, 2022

Development Appeal Board c/o City Clerk's Office City of Yellowknife P.O. Box 580 Yellowknife, NT X1A 2N4 BY HAND

Re: Development Permit Application No. PL-2022-0075

This letter serves as an appeal to the above noted Development Permit Application number by Yellowknife Condominium Corporation No. 61 (103 Hagel Drive), representing four units and eight residents of Niven Lake Phase V.

As per Government of the Northwest Territories Community Planning and Development Act (2013), Division B – Appeals, 62 (1), this appeal is submitted on the grounds that we are adversely affected by the development, (a) there was a misapplication of a zoning bylaw in the approval of the application.

In principle we are not against the development, however the City of Yellowknife is lacking important data such that it would be irresponsible to allow this development to proceed prior to gathering the data and analyzing it in relation to this development.

Specifically, the only Traffic Impact Study completed for Niven Lake Phase V was done in 2012 (copy attached) when most of the roads and buildings didn't exist yet. In the 2012 Study the projection for 2022 saw a road existing as part of the Niven Lake Phase VIII development, extending Hagel Drive to loop around and connect to Moyle Drive allowing for two entry/exists from Niven Lake Phase V. Now, in 2022, no such connecting road exists, nor is it expected to be built, reducing the access for Niven Lake Phase V by road to one intersection which is on a curving road reducing visibility from one direction.

As Per City of Yellowknife Zoning By-law 5045 (March 14, 2022) section 4.4.4, when considering a development application, "The Development Officer may also require any of the following..." "d) a traffic Impact analysis prepared by a qualified professional which shall address, but not be limited to, Impact on adjacent public roadways, pedestrian circulation on and off-Site, vehicular movement circulation on and off-Site, turning radius diagrams for large truck movement on and off-Site, and any other similar information required by the Development Officer;"

Additionally, as the City defines Density as "the maximum number of dwelling units permitted...based on lot area", approving a Density of 70 units for this development exceeds the previously approved densities of 69 for the entirely of Lots 11 (49 units) and 12 (20 units) while the development in question is re-drawn lot lines (now referred to as Lot 31) that is the entirety of Lot 11 and only a portion of Lot 12. The allocation of 70 units where less than 69 would have been previously permitted appears to be an arbitrary decision to agree with what the developer requested.

Lastly, the floor plan design of the development shows that 56 of the 70 units are twobedroom/two-bathroom units with the remaining 14 units being one-bedroom/one-bathroom units meaning the development's intention is to have a *minimum* of 126 occupants in the building. Parking spot requirements by the City for 70 units is 56 parking spots, the developer is

planning for 71 parking spots, exceeding City Zoning requirements. Yellowknife residents own a lot of vehicles as well as seasonal vehicles and equipment such as campers, boats and snowmobiles and it can be reasonably expected that 126 occupants will own and need to park and plug in more than 71 vehicles. If the City is relying on street parking to accommodate the



potential 55 tenant vehicles not accommodated within the development's parking lot, see the photo at right taken on June 25, 2022 demonstrating that currently, before 126 people are added to Hagel Drive, any available street parking is frequently already in use, sometimes bleeding onto Niven Drive.

Within the Development Permit Technical Review Report for this development, there is a recommendation that a Traffic Impact Study be completed <u>AFTER</u> this development is completed. Intentionally planning to collect important data after it is needed to make long-term development decisions about the area is backwards and a conscious decision to exclude critical data in evaluating a development proposal.

We realize that in this appeal we are simultaneously suggesting that there is inadequate parking for 126 occupants and that there will be too much traffic as currently approved, which makes the point that it would be irresponsible for the City of Yellowknife to allow this development to proceed as currently presented without considering data from a current Traffic Impact Analysis.

This Appeal meets the Government of the Northwest Territories' Community Planning and Development Act Appeal Board Procedures, Evidence and Hearing notice as follows:

- (a) Reason for the Appeal there was a misapplication of a zoning bylaw in the approval of the application.
- (b) Summary of fact supporting the reason it is irresponsible that the Development Officer did not require a traffic Impact analysis be completed <u>PRIOR</u> to consideration and approving the development.
- (c) Relief Sought that the City suspend this development approval until the data from a current Traffic Impact Analysis can be considered related to the City changing the Niven Lake Phase V lot configurations and changes to the original roadway/traffic projections for 2022 from the 2012 Traffic Impact Study
- (d) Filing Fee a cheque for \$25 is attached to this appeal letter.

We are adversely affected by Development Permit Application No. PL-2022-0075 by the significantly increased number of vehicles that will be parking in the development's parking lot, the anticipated significantly inadequate amount of street parking for the anticipated number of vehicles for the development, and the movement of all of those vehicles through a single intersection access point that was not intended to handle this volume of traffic in the 2012 Traffic Impact Analysis.

We look forward to hearing from the Appeal Board within the required 30 days of this appeal being received.

André Corbeil Secretary-Treasurer Yellowknife Condominium Corporation No. 61



Permit # PL-2022-0075

Required Sign-Offs for all Development Permits:

Title	Technical Review Criteria	Date	Signature
Development Officer	All development permits requiring a review of site regulations	June 10, 2022	Vic Fontanilla
Peer Review (Planner)	All residential uses, discretions, and variances		
Manager, All residential uses, discretions, Planning & Lands and variances			Not applicable this time
Director, Planning & Development	Multi-unit (> 4 units) dwellings, discretions, variances, and conditionally permitted uses	Jun 7/22	alto.
Director or Manager, Public Works	Grading, site servicing, traffic, vehicular access, and new driveways	Jun/6/22	rmail

Development Permit Application Recommendation:

Decision	Further explanation including reasons and conditions to be met
Approve with conditions	 The Development shall comply with all stamped approved plans and with the executed Development Agreement; Landscaping and hardscaping shall be completed by September 30th, 2024 and maintained for the life of the development, as indicated in the stamped approved plans and Development Agreement; Plants used for landscaping shall be of capable healthy growth in Yellowknife, grown from northern stock, with certification that the plants are grown north of 54 degrees latitude; A Surveyor's Real Property Report shall be submitted to the City prior to occupancy. The Real Property Report must indicate i) all permanent features on site and ii) finished grades at all corners of the lot and buildings and periodic grades every 20m; The property owner is responsible for freeze protection of water lines during construction; Outdoor lighting on the proposed development shall be sufficient only to provide for safety, security, display or attraction for any development shall be arranged so that no direct rays of light are projected to adjacent properties or interfere with the effectiveness of



Permit # PL-2022-0075

	any traffic control device;
100 100 100 100	7. The Developer shall delineate all parking spaces on the property and
0	install on-site signs;
A	8. The Developer shall delineate and identify with visual indicators a
	minimum of 3 accessible parking spaces on the property and 1 loading and unloading zone;
	9. The Developer shall install waste, compost and recycling bins with screening; and
	10. A Water Connect Permit will be required for the water and sewer services to each building. Permit application must include Plan and
	Profile drawings for the servicing that are signed and stamped by an
	Engineer registered with NAPEG. For information on the permit contact construction@yellowknife.ca.

Applicant Information:

Permit Number	PL-20	PL-2022-0075				
Application Date	April :	April 21, 2022				
Legal Description	Lot:	Portions of Lots 11 & 12	Block:	307	Plan:	4441
Zoning	R2 – M highe	Medium Density r Density reside	Residentia ential Dev	al. To provide a velopment	an area i	for medium to
Civic Address	No Ac	No Address. It is on Hagel Drive near Cavo and Redcliff Condos				
Applicant Name	Milan	Milan Mrdjenovich				
Property Owner Name	50772	26 N.W.T. LTD				
Contact Telephone(s)	Home	*		Work or Cell:	780-9	20 6315
Email and/or Fax	milan@mrdjenovich.ca					

Development Permit Application Technical Review

(Regulated by Zoning By-law No. 5045)



Permit # PL-2022-0075

1) Application Compliance:

	Submitted? (Please check ✓)			
Application Requirements	Yes	No	Waived or N/A	
Site Planning		_		
All dimensions in metric	1			
Location and dimensions of all existing structures or use	1			
Location and dimensions of proposed structure or use	1			
Setbacks (front, side, rear)	1			
Lot lines	1			
Street Names	1		1	
Landscaping	~		1	
Existing and proposed driveways	~			
Drainage showing gradient	1		1	
Location of outdoor fuel storage facilities	~			
Location of any easements affecting the site	1			
Form, mass, and character of development	1			
Building façade and materials	~			
Floor plan (except detached dwellings)	~			
Elevation drawings and exterior dimensions	1			
Grading (existing, proposed, spot elevations)	1			
Confirmation of Services				
Services can be provided to proposed development	1			
Proposed development does not infringe on easements		sement on the not impact the ouilding		
Satisfactory arrangement for supply of municipal services	1	0		
Satisfactory arrangement for street access	1			

2) Zoning Review

Using the requirements for the zone of the proposed development, describe the existing and proposed development. Include any additional information as required.



Permit # PL-2022-0075

Existing Development	Vacant lot
Proposed Development	A Multi-Unit building consisting of 70 units.
Permitted/Conditionally Permitted/Not Permitted?	Permitted
Surrounding Neighbourhood	Mix of R2 (high density), R2 (medium density), and R1 (low density) development
Proposed addresses comply with the Municipal Address By-law? (check with the Geomatics Officer)	No address assigned yet. Yes, will not have an issue assigning.

3) Site Regulations:

Regulations	Required	Proposed		% variance from required	
Lot width (Section 10.2)	15m	Ave. 60m		none	
Lot depth (Section 10.2)	Not regulated			n/a	
Maximum Site Area (<i>Section 10.2</i>)	9,000 sq.m. max.	5,870 sq.m. (and as per approved subdivision plan)		none	
Site coverage of principle/accessory building (<i>Section 10.2</i>)	55%	31.3% (1,841.75/5,870)		none	
Building height (Section	eight (Section 15m	14.46m	none		
10.2)		at Bldg. Corner. ref. dwg. no. A1-003	FG: Finished Ground (m)		
		1	177.00		
		2	175.85		
		3	176.20		
		4	175.55		
		1. Average Ground Elevation 176.15			
		2. Main Floor level	177.50m		



Permit # PL-2022-0075

		3. Top of the Parapet wall, the highest level	190.61 m	
		4. Building Height (190.61m- 176.15m)	14.46m	
Front yard setback (Section 10.2)	1m	4.8m		
Side yard setback (Section 10.2) (unenclosed deck overhangs-protrudes by 0.4m into the required min. setback; max. allowed protrusion is 1.2m; see also definition of "projection")	3m	3.13m		none
Rear yard setback (Section 10.2)	ar yard setback 6m 6.06m & 12m			none
Off-street parking (Type B-2.6m x 5.6m) (Section 7.8.4 Multi-Unit Dwelling (10 units or more)= 0.8 per Dwelling Unit and no more than 2 per Dwelling Unit)	56 stalls 67		67	
Off-Street Loading Spaces (Section 7.8.12 at least one space for 15 units or more)		1 space, 3m x 9m		none
Accessible Parking Space-handicapped (Section 7.8.5 Accessible Parking Space	56/20=2.8 spaces	3 spaces, 4m x 5.6n	n -	none
Requirements a) A minimum of 1 Type "A" Parking Space shall be provided for every 20 Parking Spaces (Type A- 4m x 5.6m)	Or 70/20=3.5 spaces (7.8.2(c) rounded down	71 Johan		

4) Landscaping:



Permit # PL-2022-0075

Formula for Calculation	Result
Zone landscaping requirement	A minimum 100% of the Residual Area shall be Landscaped.
Residual area = Total site area – Developed site area	5,861 m2 -4,669 m2= 1,192 m2
Required trees = Residual area / 25 m2	48
Required Shrubs = Residual area / 12.5 m2	

Landscaping Required			Propo	osed		
Landscaped area (m ²)						_
Number of trees	48		48	3		
Shrubbery	95		95	5		
Landscaped area (m²); specs as per Dwg.no. A1-004	1,192 m2	1,192 m2				
General Landscaping Requirement	s		1000			1
Section 7.5.4 Landscape Plan Requirement	S		Propo	osed		
a) n/a	reater is required a detailed	1.000	TREES	II COMP	1	Ţ
b) where a Landscape area is 300 m2 or g	rediter is required, a detailed	Silver	BOTWICH, NWE BOTWORK, NWE	ECONVOX NAME	SOREAD (HPPOD)	N
chall be submitted with the application for	Powelenment in compliance with	O.	PRIME VERNAMA Schubble	SCHLERT CHARENDID	Jón a En l	
the landscepting regulations encoding the	bevelopment in compliance with	P	HULLS MOIS	MA(IA)) fers an O far t	ľ
lands proposed for Development as well as	s municipal reserves	3.	LINK LINCHIN	TANARA SE	frs # 20in 1	Ŀ
c) The detailed Landscape plan (or Site pla	n) shall be prepared in accordance		SHRUR	31 410,003	-	-
with the City's Development Standards.		5/8321	. BOTINE A, NAVE	COMICS WANT	制品	NO
		6. And	PHYSICMPLA CYURALS VOLD	MAERA-BE OLABLO	7.4m x 2.4m 1	3
Section 7.5.3 R2		(ab	SHEFFICELIA ACENTEA	RAR SAFAURORY	201 a 451	'n
i A minimum 100% of the Residual Area s	hall be Landscaned	Đ.,	UNFERIE CONVINCT DELEA	BRUSA CONICA UNFER	1.5m # 1.0m t	ų,
ii Required Landscape areas must be covered with either seed/sod, mulch		Bry	PHUS WICO	S455 MOLATAN GARRE MUCO FILL	15M A. 10m-1	12
beds, paving stones, walkways, Amenity S Landscaping materials. iii. Retention and preservation of existing r	oaces, raised planters or other natural vegetation and bedrock is	All sheat bedi 5 38ar wordt Al plant wordt at the Code Biede A anothy Al plant with actual site an actual site an actual site actu	to be resound with \$0-100m online when even Shale or He is a total most the herichtering perfections for functory Stor- fer. In wahlie for the specific of distant. The word cannot all as reference.	in all Harry's sched (a. 4535 energian) (a standards of the p (*) performed by the spikewise and hard/ then of the NAT Har	nds or m geotenite net came Garadas A to His re to His re to day of	den fank fank i edi iarur jinte

5) Vehicular Access and On-Site Traffic:

Requirements	Yes	No	N/A
Grade of parking area or driveway is not greater than 8%	1	1.11.1.1	
At street intersections, driveways are set back from lot boundaries to ensure safety and efficiency of existing or planned traffic volumes	*		



Permit # PL-2022-0075

Driveways are separated by necessary distance to ensure safety and efficiency of existing or planned traffic volumes	1	
Queuing of vehicles does not impact public roadways and will be designed to enhance on-site vehicular circulation and parking.	✓ Required a Stop sign to each exit points	
Driveways and on-site parking have positive surface drainage to the roadway	~	

6) Variance(s): No Variance, Not applicable

7) Analysis:

Provide your analysis, using the City's regulatory documents, of the following issues (use additional pages if required). Include variances, alternatives to requirements, recommendations, justifications, and any other pertinent information.

Drainage and grading	 -Drainage and grading complies with Zoning By-law requirements and Development & Design Standard Policy. ZBL Section 7.1.2. Proposed Development shall incorporate proper Lot surface drainage so that the removal of surface waters will not adversely affect adjacent properties or the public storm drainage system. In Reviewed by City of Yellowknife Public Works & Engineering Reviewed by City of Yellowknife Public Works & Engineering.
Landscaping (Soft and Hard)	Complies with Zoning By-law Section 7.5.3 requirements and Development & Design Standard Policy Section 9. See breakdown above and approved landscaping dwg. no. A1-004.
Parking and driveways	Parking minimums are met.
Architecture	Not a Zoning By-law requirement. However, comments on the building design: The main floor-1 st floor of the building is wheelchair-accessible and with service elevator. The roof is flat with parapet wall around. The building has recessed exterior walls and a balcony on each unit. The overall length of the building is 83m (272 feet) facing southwest, with exterior wall finish colour break every 9.75 m(32ft.).



Permit # PL-2022-0075

Design standards	There is no Design Guidelines in the R2 zone where the subject property is located.				
	The proposed development is on the north end of Hagel Drive and the north edge of Niven Phase 5 adjacent to a green space PR and NA zones; it will include walking-connection to existing Niven trail networks. The proposed 4-Sty Apartment building is oriented to the southwest with broad spatial separations between the closest portion of the building against the adjacent existing and future buildings, ranging from 32m to 45 m.				
Site development	Land Development: The Niven Phase 5 subdivision has been in the development phase for over two decades due to the insolvency of Bond Street Ventures in early 2000, the distressed sale to Nova Developments, and the City's repurchasing of lots in 2012. Recently, the City re-subdivided the remaining lots (see preliminary survey plan) to eliminate notable site constraints, such as the City's Lift Station that was part of Lot 12 and Hagel Dr. without a turnaround. As a result, Lots 31 to 35 and Lot 142 were created. Lot 35 will be designated as PR. Lot 31 was sold to 507726 NWT LTD. The sale of Lot 31 and other Lots that may finally be sold and developed is the best option to solve the long-standing undeveloped and unsightly construction zone.				



Permit # PL-2022-0075





Permit # PL-2022-0075

	2019 Community Plan: A review of relevant policies contained within Community Plan have been reviewed as a part of this plan examination. The intent of all relevant policies have been met.			
	Section 4.5 Niven Residential Niven, as identified on the Niven Residential Land Use Designation Map (Map 8), is a residential area that is located adjacent to the downtown core and provides easy access to the core of the City by vehicle and alternative transportation modes. It will continue to be a mix of low, medium and high density residential uses.			
	Area Development Plan (Scheme): On February 28, 2004, Council adopted The Development Scheme 2004, By-law No. 4339. As a result, Niven Phase 5 was designated as Medium Density Residential.			
Other (explain):	Zoning By-law no. 5045: The subject property is within zone R2 – Medium Density Residential. The purpose of the zone is to provide an area for medium to higher Density residential Development that encourages a mix of Dwelling types and compatible Uses.			
	Density: The initial Development Permit for the site under Bond Street Properties Ltd. was for 92 units based upon public concerns of over-densification. The subject lands however were zoned R3 – Medium Density Residential, permitting one unit per 125m ² of land. The density condition with Bond Street Properties Ltd. was established within the sales agreement and not as a zoning overlay. In May 2016 Council adopted a motion to increase the density and re-subdivision (re-parceling). The City prescribed a revised density of 181 units. However with a total area of 28,348 m ² the Phase 5- R3 zone would have permitted 230 units .			



Permit # PL-2022-0075



1. ZBL 4404, as amended would have permitted 230 units using the density formula of 125 sq.m. per unit.

2. Parcel D (using Lot 31 land area of 5,870 sq.m.) would have permitted 46 units only as the Lift



Permit # PL-2022-0075

Station Lot was excluded.

- 3. ZBL 5045 adopted by Council in March 2022, removed the density regulations.
- Not Developable Areas for Dwelling Units:
 Lift Station Lot = 791 sq.m.
 Park Lot = 501 sq.m.

Turnaround half bulb= 419 sq.m.

Traffic Impact Analysis (2012 CTS Report):

Conclusions:

1) Currently, there are five proposed parcel sites for the Phase V development, which is proposed to consist of up to 156 residential dwelling units in total comprised of Parcel A (64 units), Parcel B (14 units), Parcel C (14 units), Parcel D (48 units), and Parcel E (16 units). For the purposes of this study, it was assumed that all five parcels would be constructed and fully occupied by the year 2017.

2) The five parcels combined are estimated to generate a total of 73 vehicle trips during the weekday morning in peak hour (i.e. 12 inbound and 61 outbound) and 84 vehicle trips during the weekday afternoon in peak hour (i.e. 53 inbound and 28 outbound). This is equivalent to an average of 1.4 vehicle movements per minute during the busier afternoon peak hour, which from a traffic engineering point of view is not considered significant.

3) The traffic impact assessment determined that by the year 2022 (i.e. 5 years post buildout), separate left and right turning lanes will be warranted on Niven Gate at Highway 4. As well, the west approach of the intersection of Franklin Avenue & 43rd Street will need to be restriped to provide for separate eastbound left and right turn lanes by the year 2022.

Recommendations

Based on the findings of this study, the following is recommended:
1) That City of Yellowknife monitor traffic volumes at the intersection of Franklin Avenue & 43rd Street to determine when restriping of the east approach is required to provide for separate left and right turn lanes on 43rd Street.
2) That the Northwest Territorial Department of Transportation and the City of Yellowknife monitor the intersection of Highway 4 & Niven Gate to determine when Niven Gate should be widened to provide for separate westbound left and right turn lanes.



Permit # PL-2022-0075

Development Officer Comments:

The TIA recommends that in 2022 after a five-year post-buildout of 156 units, separate left and right turning lanes will be necessary on Niven Gate at Highway 4 and the intersection of Franklin Avenue and 43rd Street.

To date, there were only 86 units developed and built. Assuming the proposed 70 units will be completed in 2 years in 2024, there will be a total of 156 units, equal to the number of units used in the study. The Niven entrance was widened in 2016 as per CTS recommendation, while the intersection of Franklin Avenue and 43rd Street remains unchanged. I recommend that the City conduct a new TIA for the whole Niven subdivision within 3 to 4 years to update the Franklin Avenue & 43rd Street situation as the new Zoning By-law 5045 has no more density requirements. In addition, there are multi-units currently under construction in other Phases, and it is expected to have more and including in Phase 5.

Sun Shadow Analysis:

Three dates of the year were selected for shadow verification, and none will affect the neighbouring residential properties.

The Proposed building casting shadows:

- On June 21 at 12 noon by 13m towards North
- On September 21 at 12 noon by 25m towards North
- On December 21 at 12 noon by 195m towards North

Peak (height) of the Proposed Building Compared to Neighborhood Buildings :

The proposed building roof peak is significantly lower than the neighbourhood buildings. And compared to the internal policy site specific factor that the height of any proposed structure shall not exceed 193.7m- CGVD2013 (194 m vertical datum 1928) above sea level to ensure appropriate relationships with adjacent land.

Property	Storey	Roof Peak Elevation (Above Sea Level CGVD2013)	
Proposed 70 Units-The View Apt.	4	190.6	
Cavo Condominium-56 Units	3	193.7	
Redcliff-Lemay, Units 13 to 16	3	192.7	
Redcliff-Lemay, Units 1 to 4	3	193.2	
Redcliff-Hagel Condos, Lot 138 Block 308	2	191.2	
Lot 64 Block 308, 5 McMahoon	2	202.5	
Lot 100 Block 308, 7B McMahoon	2	201.4	

Docs # 697577



City of Yellowknife
Development Permit # PL-2022-0075
Approved June 17, 2022 (Page 1 of 22)
Development Officer CHARLSEY WHITE











 City of Yellowknife

 Development Permit # PL-2022-0075

 Approved
 June 17, 2022
 (Page 7 of 22)

 Development Officer
 CHARLSEY WHITE



BUILDING SHADOW - MARCH 21, 12 NOON



City of Yellowknife Development Permit # PL-2022-0075 Approved June 17, 2022 (Page 8 of 22) Development Officer <u>CHARLSEY WHITE</u>



BUILDING SHADOW - JUNE 21, 12 NOON



City of Yellowknife			
Developm	ent Permit #	1	PL-2022-0075
Approved	June 17, 202	22	(Page 9 of 22)
Development Officer		CI	HARLSEY WHITE



ISSUED FOR REVIEW MAY 30, 2022



City of Yellowknife			
Developm	ent Permit #	PL-2022-0075	
Approved	June 17, 202	2 (Page 10 of 22)	
Developme	ent Officer	CHARLSEY WHITE	



BUILDING SHADOW - DECEMBER 21, 12 NOON



City of Yellowknife			
Developme	ent Permit #	PL-2022-0075	
Approved	June 17, 202	22 (Page 11 of 22)	
Development Officer		CHARLSEY WHITE	



MAIN FLOOR PLAN (19,113 SQ.FT.) (1,775m²) 3/64*=1'-0*







SECOND FLOOR PLAN (19,088 SQ.FT) (1,773m²)

3/64"=1'-0"

ISSUED FOR DEVELOPMENT PERMIT APRIL 21, 2022







THIRD FLOOR PLAN (19,088 SQ.FT.)

(1,773m²) 3/64*=1'-0*

ISSUED FOR DEVELOPMENT PERMIT APRIL 21, 2022



City of Yellowknife			
Developme	ent Permit #	# P	L-2022-0075
Approved	June 17, 20	22	(Page 14 of 22)
Development Officer		CHARLSEY WHITE	



FOURTH FLOOR PLAN (19,088 SQ.FT.)

NOTE:

(1,773m²) 3/64"=1'-0"

CONSULTANT:

ISSUED FOR DEVELOPMENT PERMIT APRIL 21, 2022 PROJECT: DWG.



ISSUE

SEAT

A1-105 JOB NO: 21-0400


















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PUBLIC NOTICE

CITY OF YELLOWKNIFE - ZONING BY-LAW NO. 4404

NOTICE OF DECISION

Plan #

4441

Development Permit Application No. PL-2022-0075, dated the 21 day of April, 2022, for a development taking place at the following location: on Hagel Dr. Niven Phase 5

Lot 11 and 12 (Portions) Block 307

Intended Development: Multi-Unit Dwelling (70 Units)

Has been APPROVED subject to following conditions:

- The Development shall comply with all stamped approved plans and with the executed Development Agreement;
- Landscaping and hardscaping shall be completed by September 30th, 2024 and maintained for the life of the development, as indicated in the stamped approved plans and Development Agreement;
- Plants used for landscaping shall be of capable healthy growth in Yellowknife, grown from northern stock, with certification that the plants are grown north of 54 degrees latitude;
- 4. A Surveyor's Real Property Report shall be submitted to the City prior to occupancy. The Real Property Report must indicate i) all permanent features on site and ii) finished grades at all corners of the lot and buildings and periodic grades every 20m;
- 5. The property owner is responsible for freeze protection of water lines during construction;
- 6. Outdoor lighting on the proposed development shall be sufficient only to provide for safety, security, display or attraction. Lighting for any development shall be arranged so that no direct rays of light are projected to adjacent properties or interfere with the effectiveness of any traffic control device;
- 7. The Developer shall delineate all parking spaces on the property and install on-site signs;
- The Developer shall delineate and identify with visual indicators a minimum of 3 accessible parking spaces on the property and 1 loading and unloading zone;
- 9. The Developer shall install waste, compost and recycling bins with screening; and
- 10. A Water Connection Permit will be required for the water and sewer services to each building. Permit application must include Plan and Profile drawings for the servicing that are signed and stamped by an Engineer registered with NAPEG. For information on the permit contact construction@yellowknife.ca.

DATE of Issue of this Notice of Decision: June 17, 2022 EFFECTIVE DATE: July 2, 2022

NOTICE:

Any persons claiming to be adversely affected by the development may, in accordance with the Community Planning and Development Act, appeal to the Development Appeal Board, c/o City Clerk's Office, tel. 920-5646, City of Yellowknife, P.O. Box 580, Yellow knife, NT X1A 2N4. Please note that your notice of appeal must be in writing, comply with the Community Planning and Development Act, include your contact information and include the payment of the \$25 appeal fee (the appeal fee will be reimbursed if the decision of the Development Officer is reversed). The appeal must be received on or before 4:30 p.m. on the day of , A.D., 20

AFTER THE EFFECTIVE DATE OF THIS PERMIT, THE OWNER OF THE SUBJECT PROPERTY IS AUTHORIZED TO REMOVE THIS NOTICE. ALL OTHER PERSONS FOUND REMOVING THIS NOTICE WILL BE PROSECUTED.

HOW TO DO A PARKING STUDY

A lack of knowledge about parking availability or utilization in a district can inhibit development and access to economic, educational, and recreational opportunity. Local parking surveys typically aim to discern (1) how much parking is provided in a specific study area, (2) how parking is being utilized, and (3) if demand exceeds capacity. Whether in an existing town center or for new development, an accurate inventory of parking availability and use is needed to answer the question of current and future parking demand and provision. Any discussion of parking needs should begin with a survey of existing use. Many simple counts can be accomplished by community staff or local volunteers with minimal training. The guidance below is intended primarily for community staff and local volunteers in designing a survey and collecting parking data.

In addition to identifying who is parking and for how long, parking surveys can also identify the location of unused spaces nearby that could be better utilized. For instance, church parking could be used for overflow parking for the few peak shopping days of the year, rather than building to peak parking needs which will remain empty (and not generating profits and taxes) for most of the year. Surveys are also useful for identifying other programming challenges, such as potential shortcomings of existing signage, spaces where vehicles routinely park illegally, and drainage or other infrastructure flaws rendering spaces unusable.

BUILDING THE SURVEY

WHY DO THE SURVEY?

Before determining the scope of the parking survey, it's helpful to identify the motivations driving the study. In other words, what do you want to know about parking within a specific area and why? Answering this question can help establish:

- the size of your study area,
- the need to inventory public or private, on or off-street parking,
- the need to document occupancy and/or duration,
- the need to understand vehicles' origin
- days of study, whether during the week and/or weekend
- time of interest
- seasons to be documented (spring, summer, fall?)

DETERMINE STUDY SCOPE Based on your answer to the questions above, you will have identified the proper location, dates, and times to conduct your parking survey. For the integrity of the survey's results, it is critical to document a 'typical day' in the study area. When conducting weekday surveys, this is typically a Tuesday, Wednesday, or Thursday during which there are no known special events occuring and the weather is fair. For instance, parking data could be skewed for a commercial corridor if a restaurant were having its grand opening on the day of data collection. In this case, the information would not be representative of usual behavior because grand openings tend to attract more customers than a standard day. Similarly, it is vital to note the context of the study area.

MAPPING THE ROUTE

Try to walk in the direction the vehicles are facing on the street; this will help facilitate license plate data collection. If multiple people will be par-



ticipating in data collection, ensure that they start and end in the same location, preferably near a coffee shop or library where they can lay over indoors.

INVENTORY EXISTING PARKING

The perimeter of the study area should be informed by the maximum distance someone with business in the center of the area would park and walk, about a 5-10 minute walkshed. If spillover parking is a concern, extend the boundaries by several blocks. Within the study area, be sure to note the number and location of public and/or private parking spaces, as well as existing regulations. If spaces aren't marked, take the maximum number of vehicles parked and estimate how many additional vehicles could be parked without blocking other vehicles, fire lanes, trash receptacles, etc. If needed, estimate the number of spaces using the assumption that each additional parked vehicle will use approximately 25 feet of curb space. The map should also identify no parking areas, locations where parking is metered and the applicable rate, and the condition of signage. Include bicycle parking racks, rings, and all types of equipment specifically designed for bicycle use in this inventory.

STAFFING CONSIDERATIONS

DATA COLLECTION SHEETS Depending on the size of your study area and the interval of data collection, staffing needs can vary. Be sure to schedule staff on a "typical day" and ensure that they are familiar with the study area and data collection method prior to the day(s) of interest.

Data collection sheets should be numbered and include one line for each parking space. Remember to include landmarks like driveways, curb cuts, hydrants, cross walks, and street names to help data collectors with wayfinding and parking space identification while on their routes. For a sample data collection sheet, please see the attached parking study conducted in Arlington, MA.

CONDUCTING THE SURVEY

LOGISTICS

Routes should be consistent, in that they should begin at the same time (whether on the hour or half an hour) and be walked in the same direction every 30 or 60 minutes. Counts should occur at least 3 or 4 different time periods during the survey day, including all times with peak demand. Depending on the purposes of the study, weekend demand may also be of interest. Data collectors should document improper activity, such as double parking, blocking driveways, unsanctioned loading, etc., and take photos where applicable. See "Sample Instructions" (attached as an appendix) for more information.

CAPTURING DURATION

Knowing how long cars are parked can inform different parking pricing or time restriction policies, may uncover opportunities for sharing spaces, and can provide helpful information to businesses looking to move to an





3

DURATION

High occupancies in one area combined with lower occupancies nearby indicate an opportunity for parking management. In this scenario, excess demand should be reallocated to the nearby available supply; often, a lack of knowledge of nearby spaces or restrictions on those who can utilize the parking resources contributes to the mismatch between supply and demand. The length of time a car remains in a given parking space is its duration, and can be estimated from the partial license plate information. Calculate the duration for each vehicle observed, and then calculate an average duration for all spaces by parking area and time period. Duration data can be used to understand parking behavior in order to redefine time restrictions and parking fees, and use existing spaces more efficiently. This analysis should reveal if there are different parking behaviors in different

areas, and different time periods.

collected. Keep occupancy and duration results separate, at least initially, by location, time of day and day of week. Graphics and displays on maps will be helpful in explaining results. For an example, see the following section Sample Parking Study: Arlington, MA.

OCCUPANCY

OVERVIEW

Record the numbers of cars parked legally, as well as double parked vehicles, those blocking other vehicles in lots, and any large trucks blocking more than one space. To accurately capture demand, count the number of bicycles parked as well.

Create a spreadsheet where you can summarize the data that was

Vehicles parked during a given time period divided by the total number of spaces is occupancy. On-street parking occupancies of 85-90% are usually considered the highest acceptable target, since someone looking for a space will not find an empty one easily. Occupancies above 100% are possible, when vehicles park illegally or in unofficial spaces. Although you will be able to summarize the activity at each parking space, it is often helpful to group data by city block or by row in a parking lot. They can then be grouped by direction (north or south side of street) and type (public or private parking). Occupancy data provides concrete information to support or refute claims of inadequate parking availability.

DATA COLLECTION

ANALYZE THE DATA

area. Duration counts require that the first 3 or 4 license plate numbers be documented and that data collectors return frequently (at least once an hour) to a space to record this information. For high parking turnover locations (post offices, banks, convenience stores, etc.), check back every 15 minutes if possible. This is usually best accomplished by numbering all spaces on the map, and by providing both maps and numbered sheets with room to record the partial license plate numbers.

TURNOVER

The inverse of duration, turnover describes the number of cars that can use a space in a given period of time. For example, for an average duration of 15 minutes, 4 different vehicles per hour can park in the designated space. If the turnover/duration remained unchanged, 32 different vehicles could be accommodated in that one space over an 8 hour period.

PRESENTING FINDINGS

SUMMARIZE RESULTS

Create an easy to understand summary that can be shared with stakeholders. Here, charts, maps, and photos can be used to concisely illustrate findings and support a narrative that answers the questions initially motivating the study. As a rule of thumb, results should be compared to an 85% occupancy guideline. If occupancy is above this threshold, demand exceeds supply; if occupancy is below this threshold, supply exceeds demand.

IDENTIFY NEXT STEPS

Depending on findings, potential next steps can vary.

- Did the study area exhibit high levels of parking occupancy? Consider partnerships with underutilized private lots.
- Is there a surplus of parking? Consider ways in which the space can be used for more productive outcomes, such as creating a parklet or incorporating green space. Perhaps additional signage is needed to direct people to these locations.
- Are more parking management techniques needed? Consider enhancing or updating signage, increasing enforcement, or charging for parking.



SAMPLE PARKING STUDY: ARLINGTON, MA

Excessive roadway congestion caused the city of Arlington, MA to investigate the feasibility of a priority bus lane to expedite travel times for commuters on board high-volume, high-delay bus routes along the Massachusetts Avenue corridor. Road width permitting, a temporary dedicated bus lane would eliminate parking in the inbound direction during peak morning commute hours to create the necessary space to accommodate the lane. Prior to conducting such a pilot, MAPC, in partnership with the Town of Arlington, and the Massachusetts Bay Transportation Authority (MBTA), completed a parking survey to determine supply and demand during a standard weekday's hours of interest.

The team began by surveying the corridor, noting the number of spaces provided and the regulations of those spaces, and bus stops (see below).





Next, the team created a survey route and data collection sheets (see below). These sheets include geographic descriptions, a row for each parking space, a description of the relevant regulations, and columns for each time period. Please note that each data collection box is large enough to fit relevant license plate information for duration analysis.

Arlington Data Collection Wednesday, May 9

Parking Space	Stripe?	6:00 AM	7:00 AM	8:00 AM	9:00 AM	10:00 AM
		Start	on Mass Ave at Route 16, hea	ding towards Arlington Center	r	
No Parking						
			Cross Sunap	ee Road		
Bus Stop						
			Drivew	ay		
2 Hour 1	Y					
2 Hour 2	Y					
Crosswalk WITH CURB I	EXTENSION					
2 Hour (assume) 1	Y					
2 Hour (assume) 2	Y					
			Drivew	ay		
2 Hour 1	Y					
			Cross Henders	on Street	1	
2 Hour 1	Y					
2 Hour 2	Y					
			Drivew	ay		
2 Hour 1	Y					
2 Hour 2	Y					
2 Hour 3	Y					
			Drivew	ay		
2 Hour 1	Y					
			Cross Teel	Street		
No Standing						
Crosswalk						
	1		Drivew	ay I		
Bus Stop			"	1. PL . 1 *		
2 Hour 1	v		Cross Lee Terrace (100	ks like ariveway)		
211001 1	1		Drivew	av.		
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2 Hour 2	Y					
2 Hour 3	Y					
211001 5	•		Cross Amsde	n Street		
2 Hour 1	Y		e. 000 /			
2 Hour 2	Ŷ					
2 Hour 3	Y					
2 Hour 4	Y					
Crosswalk WITH CURB I	XTENSION					
2 Hour 1	Y					
2 Hour 2	Y					
			Cross Windso	on Street	1	
30 Min 1	Y			1/		
30 Min 2	Y					
30 Min 3	Y					
30 Min 4	Y					
			Drivew	ay		
15 Min 1	Y					
Crosswalk WITH CURB I	EXTENSION					
Unsigned	Y					
			Cross Trowbrid	lge Street		
Bus Stop						
			Drivew	ay		
Hydrant						
Unsigned	N					



On Wednesday, May 3rd, 2018, MAPC collected occupancy data from 6 to 11am. The route, in grey on the following map, began at the intersection of Massachusetts Avenue and Alewife Brook Parkway (lower right corner of the map) and continued north, looping back around at Massachusetts Avenue at Pleasant Street (upper left corner of the map). Walking in the direction cars were facing on the street facilitated data collection, as collectors could easily read the rear license plate information. Occupancy information was recorded as such and corresponds to the purple mapped segment on the following page.

Parking Space	Stripe?	6:00 AM	7:00 AM	8:00 AM	9:00 AM	10:00 AM
		Start	on Mass Ave at Route 16, head	ding towards Arlington Cente	17 N	
No Parking	A State of a					
			Cross Sunape	e Road		
Bus Stop				CONTRACTOR OF THE STATE		
			Drivewo	iy		
2 Hour 1	Y	Ser-		-		RYS
2 Hour 2	Y			Tanta		
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2 Hour (assume) 2	Y			_	Same and	
			Drivewo	7/		
2 Hour 1	Y			8GK		
			Cross Henders	on Street		
2 Hour 1	Y			ABM	\rightarrow	SRX
2 Hour 2	Y		Sector sectors		STQ	DZL
			Drivewo	79		
2 Hour 1	Y	LAC.				
2 Hour 2	Y		TNS		PPQ	
2 Hour 3	Y			-	100	
L TOUR D			Drivewo	22		
2 Hour 1	Y				VMH	
6.1100F #			Cross Teel	Street		
No Standing	1.54.527.5				Sector sector	THE REPORT AND A DECK
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Bus Stop	1589024					
			Drivewn	ay.		
Hydrant					and the second second	
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Arlington Data Collection Wednesday, May 9



Subsequently, the team performed an analysis of existing use (see below) and determined that there was an adequate supply of parking to meet demand during peak AM commute hours if one side of parking were removed to accommodate the priority bus lane.



Massachusetts Avenue Parking Analysis Occupancy vs. Capacity



Informed by this parking analysis, the Town of Arlington successfully piloted the priority bus lane Monday through Friday, 6 to 9 AM, from October 9th to November 9th, 2018. The pilot was so successful, the morning bus lane is now permanent.



SAMPLE INSTRUCTIONS FOR DATA COLLECTORS

WHY ARE WE DOING THE PARKING STUDY?	The Town wants to know how people are utilizing spaces currently and if they should start charging for parking. The Town is interested in creating a parking benefit district.
SCHEDULE (5/3)	6AM to 1PM: Kayla and John Please arrive a few minutes early.
DATA COLLECTION	 There are two pre-determined routes, and you will walk the same route every hour. Start your route on the hour. Note only the first or four three digits of the license plate If the same vehicle is present the next hour, use an arrow to the next box. If there is no car in the space use an X or a dash. Your first route will take you the longest, as you get familiar with the route and process
DOWN TIME	 You will generally be working for 30 minutes, then resting for 30 minutes There are some coffee shops for snacks, and Town Hall should have bathrooms for you to utilize.
TRAVEL TO & FROM THE SITE	Try to park outside of the study area. If you park within the study area, park in a quiet (not busy) area and do not include the car in your data collection sheets.
WHAT TO LOOK FOR	 Parking spaces that cannot be used – not wide enough, blocked by something, etc. Illegal parking – in no parking zones, in front of hydrants, etc. Dangerous parking spaces (note any near accidents while backing up from angled parking spaces, etc) Bike use/parking Handicap parking – are handicap people using the spaces (are there placards?). Is there loading/unloading space available at this location for people in wheelchairs? Any local events going on that may be impacting parking demand Trucks loading in parking spaces Please take pictures of noteworthy things!! Pictures help immensely and they are a great way to document issues in the report. (cell phone pictures are perfect – no camera necessary) Basically note anything and everything that might be helpful as we pull together recommendations for the area – you will be my eyes and ears and there's no such thing as too many notes!



HOW TO RESPOND TO QUESTIONS

THINGS TO WEAR & BRING

- Say you are doing a study for the Town
- Try to stay "under the radar" if possible so people don't change their parking habits
- The Town will supply a letter that you can show if people are concerned. The Police have been notified as well.
- Bring some business cards in case people want to follow up
- Water
- Snacks/Lunch
- Stuff for sun: Sunscreen/hat
- Comfy shoes (you will be walking about 1 mile each hour). I usually bring flip flops and sneakers so I can change if one pair of shoes is bothering me
- Something to fill your down time (book, music, etc.)
- Phone (you'll need the camera and clock)
- Save pictures in job folder
 - Send me notes/observations (or write on data collection sheets), or tell me in person

POST-DATA COLLECTION



Aurora Deluxe B&B, Aurora View Tours

Hagel Dr

Hagel Dr

Niven Dr

Hagel Drive

-145

Hage/Op



Ainen Dr

Calle Ct

Google

Lemay D⁽







THE LISTING

Parking becomes a flashpoint in housing density disputes

SHANE DINGMAN > REAL ESTATE REPORTER

TORONTO PUBLISHED MARCH 17, 2021

This article was published more than 1 year ago. Some information may no longer be current.



Cars sit parked on Wells Street In Toronto's Annex neighbourhood on March 15, 2021. FRED LUM/THE GLOBE AND MAIL

One of the best deals for land in the city of Toronto is the low price paid to park a private car on the public streets in some of Toronto's most expensive downtown neighbourhoods.

Parking becomes a flashpoint in housing density disputes - The Globe and Mail

But it's a privilege councillors who represent those communities are increasingly denying to newcomers.

The approvals process for the rezoning of 1327-1339 Queen St. East near Greenwood Avenue in the city's east end began in 2016, with the builder, Rockport Group, seeking the go-ahead for The George condos, an eight-storey mid-rise condominium with 80 apartments and eight townhouses. During the summer of 2020, local Councillor Paula Fletcher requested a traffic study to understand the impact the development might have on the permit parking in the surrounding residential streets.

On Feb. 2, under the innocuous-sounding motion, "Realignment of Permit Parking Area 8D to exclude the development located at 1327-1339 Queen Street East," the full council approved a permanent ban on any future resident of George applying for on-street permit parking in the area. The Transportation Services study concluded local parking was 80-percent full, with 1,488 permits already issued in the 8D area out of 1,842 possible spaces. "This area does not have a history of being waitlisted, meaning the demand for overnight on-street parking permits has never exceeded the supply of parking spaces," the report reads.

To developer Jack Winberg, chief executive officer of Rockport Group, the whole thing came out of left field. "It came up as a surprise to us; we didn't think there's any reason for it," Mr. Winberg said. The motion also required that the builder's marketing materials were to notify potential residents that they would not be able to get permit parking. Mr. Winberg said that condition couldn't be met for buyers who had already purchased their units years ago. "We're now getting ready to register our condominium - it's 90-something per cent sold!" he said of the building, which has 71 parking spots on site for residents, and an additional five spots for visitors. "We had parking for three quarters of our purchasers, so it's only going to affect a small number of people. But we have heard from a couple who have cars, and would like to park and are upset about this."

Ms. Fletcher says she's been applying permit-parking exclusions to rezoning application sites since 2005 (a church conversion on Jones Avenue). In recent years her fellow downtown councillors, such as Gord Perks and Mike Layton, have asked for and received parking exclusions for projects in their wards too. About a half-dozen times a year a new "realignment" is created banning future residents from local streets (there have already been five realignments in 2021).

"Basically, new development should not overwhelm the existing character of the neighbourhood, of the streets that are often at 80 or 90 per cent permit parking from residential, low-rise," Ms. Fletcher said. "When we're thinking in a bigger way about introducing a lot of density on a main street like Queen ... we're introducing that density because there's transit there. There's spaces the developer has to supply based on planning requirements, so there really should be no reason why anybody would need to park on the street."

Some frame the issue as one of increasing density putting pressure on the scarce on-street spaces in "stable" downtown single-family home neighbourhoods (where studies have shown population numbers are actually declining.) But it might also be pointed out that on-street permit parking is incredibly cheap.

That annual fee for on-street parking for a homeowner's first vehicle (if you have no on-site parking) is \$201.72, or about 55 cents a night. If it's your second car, it's \$676.52 a year, or about \$1.70 a night. If it's just for convenience (you have on-site parking available) it's \$881.40 a year, or \$2.40 a night. True, drivers don't get to choose where their spot is with on-street parking; it could be in front of their house (the average price in Toronto-Danforth is \$1.4-million) or it could be two streets away, but that chunk of asphalt under the car remains the cheapest land to occupy in the city.

The city of Toronto has about 40,000 permitted spaces and in 2019 the city made \$9,847,130 from on-street permits, most at the \$201 annual rate. By comparison, the 19,000 spaces run by the Toronto Parking Authorities (TPA) commercial on-street parking program generated \$46-million in profits on revenues of \$57-million. (TPA is the city's third-largest revenue earner, number one being property taxes).



A parking permit is displayed on a car's windshield in Toronto on March 15, 2021. FRED LUM/THE GLOBE AND MAIL

Monthly spot rentals can be had for \$200 or more a month. If you prefer to own a private space in a condominium parking garage the prices range between \$35,000 and \$100,000, according to listings on <u>Realtor.ca</u>. For \$35,000 you could keep your car on a city street for 174 years at the current rate for permits.

"What irks me is that a new resident is seen as a second-class citizen with fewer rights," said George Popper, an architect who specializes in infill development and has seen previous projects of his excluded from on-street parking.

"We've reached a saturation point for permit parking," Ms. Fletcher argues. She said she is encouraging more car-sharing by allowing those programs to access permit parking spaces and is pushing for more bike-lanes and transit service.

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IIIIIII

MAL PARA

Smart Growth Development Plan Transportation Improvement Study



Yellowknife, NWT





July 2010

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The preparation of this sustainable community plan was carried out with the assistance from the Green Municipal Fund, a Fund financed by the Government of Canada and administered by the Federation of Canadian Municipalities. Notwithstanding this support, the views expressed are the personal views of the authors and the Federation of Canadian Municipalities and the Government of Canada accept no responsibility for them. Additional funding assistance was provided by the Canadian Mortgage and Housing Corporation, Indian and Northern Affairs Canada, the GNWT Department of Education, Culture and Employment and the City of Yellowknife.

City of Yellowknife

Smart Growth Development Plan Transportation Improvement Study

Yellowknife, NWT

July 2010

HDR | ITRANS 400 - 601 West Cordova St. Vancouver, BC V6B 1G1 Tel: (604) 682-8119 Fax: (604) 682-8170 www.itransconsulting.com

Project # 4868



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Project Manager

Jeffrey Humble, MCIP

HDR | iTRANS Project Team

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Quality Control	David Kriger, P.Eng. Donna Howes, P.Eng.



Project # 4868

July 2010



EXECUTIVE SUMMARY

The Transportation Improvement Study (Study) provides a long-term view of the transportation needs for Yellowknife. It is a high level strategy and was developed within the context of the Smart Growth Development Plan, which is a planning initiative to facilitate the long-term growth and development of Yellowknife. The 50 year vision – "To create a safe, clean, green, and livable city with a strong 'northern' identity" – sets the scene for the long-term study.

The current population is 19,000 people with total households of close to 7,000 and jobs of 11,000. The proposed growth is 33,000 people for the Intermediate-term and 50,000 people for the Long-term. In the Long-term, the proposed households are expected to grow to approximately 17,100 with total jobs of approximately 28,000.

The study includes all modes: pedestrian, cycling, transit, trucks, and vehicles. The study scope includes: a review process to overview previous work; an extensive data collection process which included traffic counts and origin-destination data; assessment of the existing network; issue identification; development of a travel demand model and manual for City use; formulation of long-term strategies for three land use scenarios (hybrid, compact, and dispersed); review of parking in Downtown and Old Town; development of a preferred strategy and associated implementation plan and high level costs. The compact scenario was the preferred land use growth scenario. An example site concept was prepared together with other consultants.

There was an extensive public consultative program led by the City where the Project Team participated and received feedback. The Team also participated with and received feedback from the Smart Growth Committee.

The preferred long-term strategy is shown in **Exhibit E-1**. This was develop using the Smart Growth principles as context, making the best use of existing infrastructure, looking at implementation in a staged manner that could adjust as mode shift occurs; balancing the need for infrastructure upgrades with a view to providing options for active modes; and strengthening and emphasizing the relationship between land use planning and transportation.

The long-term strategy will not be implemented instantly – it will be an incremental investment that reflects Yellowknife's Smart Growth vision. A framework has been provided for Council and City staff to work within in pursuit of this vision in the Implementation section of this report.



Project # 4868





Legend

 Improvements
 New Road Inf

provements to Existing Road Infrastructure w Road Infrastructure Connection



Exhibit E-1: Refined Long-Term, Compact Scenario – Proposed Improvements

Project # 4868



E-2

July 2010



TABLE OF CONTENTS

Exec	utive	SummaryE	-1
1.	Intro	duction	.1
	1.1	Vision	. 1
	1.2	Challenges	.2
	1.3	Current Initiatives	.2
	1.4	Global Context	.3
	1.5	Report Organization	.4
2.	Stud	y Process	.5
	2.1	Role of the Transportation Improvement Study	.5
	2.2	Goals and Objectives	.7
	2.3	Study Organization	.7
	2.4	Study Methodology	. 8
3.	Data	Collection	.9
	3.1	Background Documents	.9
	3.2	Field Data	10
	3.3	Household Origin Destination Survey	16
4.	Publ	ic Consultation Process	17
	4.1	Stakeholders Meetings	17
	4.2	Open House #1	18
	4.3	Community Design Charrette	18
	4.4	Smart Growth Committee Meetings	19
	4.5	Open House #2	19
5.	Exis	ting Transportation Network / Infrastructure	20
	5.1	Active and Sustainable Mode Network	20
	5.2	Road Network	24
	5.3	Parking	26
	5.4	Truck Traffic	28
1.1	5.5	Other Modes	30
6.	Exis	ting Traffic Conditions	32
	6.1	Traffic Data Summary	32
	6.2	Traffic Analysis	34
	6.3	Safety Analysis	39
12.1	6.4	Parking Analysis	45
7.	Exis	ting Issues	50
	7.1	Transit Issues	50
	7.2	Pedestrian Issues	52
	7.3	Road Infrastructure Issues	52
8.	Futu	Ire Land Use	53
9.	Futu	ire Traffic Conditions	65
	9.1	Travel Demand Wodel	05
	9.2	Forecast Model Results	10
40	9.3	High Level Scenario Review	09
10.	Futu	Transportation Analysis	91
	10.1	I RATTIC ANALYSIS	91





i



	10.2 Parking Analysis	
	10.3 Truck Traffic Analysis	
11.	Preferred Long-Term Transportation Strategy	
	11.1 Approach	
	11.2 Key Aspects of the Strategy	
	11.3 All Modes	
	11.4 Transit	
	11.5 Cycling and Pedestrian	
	11.6 Future Road Network	
	11.7 Parking Strategy	
	11.8 Truck Strategy	
	11.9 Transportation Demand Management (TDM)	
	11.10 Traffic Calming	
	11.11 Example Smart Growth Strategy - RTL Site	
12.	Implementation Strategy	
	12.1 Long-Term	
	12.2 Intermediate-Term / Staging	
13.	Glossary	

Appendices

A.	Traffic	Count	Data
	inanio	e c ante	Burn

- B. Parking Count Data
- C. Public Consultation Summary
- D. Collision Summary
- E. Intermediate-term Transportation Analysis
- F. Transportation Model Technical Memo
- G. High Level Scenario Review
- H. Existing Bicycle Route Improvement Plans



ii





Tables

Table 2-1: Study Roles and Responsibilities	7
Table 6-1: ATR Daily Traffic Volumes	32
Table 6-2: Level of Service Delay Ranges	34
Table 6-3: Existing Level of Service – Turning Movement Operations	37
Table 6-4: Number of Collisions by Roadway from 2004 to 2006	39
Table 6-5: Intersection Collision Type Distribution along Franklin Avenue	42
Table 6-6: Intersection Collision Severity along Franklin Avenue	42
Table 6-7: Segment Collision Type Distribution along Franklin Avenue	43
Table 6-8: Segment Collision Severity along Franklin Avenue	44
Table 6-9: Locations of the On-Street Counts by Zone	46
Table 6-10: Summary of the On-Street Parking Results	47
Table 6-11: Locations of the Off-Street Counts by Zone	48
Table 6-12: Summary of the Off-Street Parking Results	49
Table 8-1: Total Households and Jobs (Long-Term Horizon)	54
Table 8-2: Long-term Land Use Summary – Households	61
Table 8-3: Long-term Land Use Summary – Jobs	62
Table 9-1: Existing Mode Split by Distance Category	. 68
Table 9-2: Forecast Mode Split by Distance Category	.73
Table 9-3: Forecast PM Peak Hour Trips by Trip Distance Category (Work and No	on-
Work Combined)	.74
Table 9-4: Total PM Peak Hour Trips by Mode (Work and Non-Work Combined)	.76
Table 10-1: Future Level of Service – Turning Movement Operations	. 94
Table 10-2: Projected Future Parking Demand	. 98
Table 10-3: Comparison of Truck Percentage	. 99
Table 11-1: Shared Bicycle Route Summary	109
Table 11-2: Shared-Use Lanes Summary	110
Table 11-3: Marked Bicycle Lane Summary	111
Table 11-4: Separated Cycle Lane Summary	112
Table 11-5: Greenway Summary	113
Table 11-6: Recommended Roadside Dimensions for Commercial developments	
with Ground Floor Retail	116
Table 11-7: Recommended Roadside Dimensions for Residential	117
Table 11-8: Pedestrian Mall Application Guidelines	118
Table 11-9: Pedestrian Flow Rates	118
Table 11-10: Estimated Pedestrian Flow Rates by Width of Clear Pedestrian Trav	el
Way	119
Table 11-11: On-Street Parking Summary	130
Table 11-12: Curb Bulge Summary	13/
Table 11-13: Lane Diet Application Summary	139







Exhibits



iv



Exhibit 11-3:	Transit Improvements Map1	80
Exhibit 11-4:	Example Greenway Map1	14
Exhibit 11-5:	Context Zones for Pedestrian Design Guidelines1	15
Exhibit 11-6:	Roadside Zones1	16
Exhibit 11-7:	Pedestrian and Cycling Improvements Map1	21
Exhibit 11-8:	Road Network Improvement Map1	23
Exhibit 11-9:	: Old Airport Road – Example of a Typical Cross-Section	25
Exhibit 11-1	0: Future Improvements for Old Airport Road1	26
Exhibit 11-1	1: Highway 4 – Example of a Typical Cross-Section	28
Exhibit 11-1:	2: Future Improvements for Highway 41	29
Exhibit 11-1	3: Potential Parking Nodes in Old Town1	32
Exhibit 11-1-	4: Long-term Preliminary Truck Routing Strategy1	34
Exhibit 11-1	5: Example of the Smart Growth Strategy1	41





Introduction



1. INTRODUCTION

Yellowknife ("city") is the capital of the Northwest Territories, situated on the north shore of the Great Slave Lake near the outlet of the Yellowknife River. With a population of 19,000 spread across a land area of 136 km², Yellowknife acts as the major economic, government, tourism, and transportation hub in the territory. As a leading northern community, the City of Yellowknife ("City") has identified a long-term sustainable growth strategy as a key planning tool to ensure short-term decisions are made in the context of a long-term sustainable growth model. This growth strategy will require land use, infrastructure, environmental, and transportation challenges to be identified and overcome throughout the next several decades. To proactively address these challenges, the City has developed a *Smart Growth Development Plan*, a planning initiative to facilitate long-term growth and development of the city.

HDR Corporation (HDR | iTRANS) was retained by the City to complete the *Transportation Improvement Study* ("*Study*") within the framework of the *Smart Growth Development Plan* ("*Plan*"). The *Study* focuses on primary areas that include Old Town, Downtown, Tin Can Hill, and Old Airport Road. Despite the focus on these specific areas, they must be reviewed within the context of Yellowknife as a whole. This includes other geographical areas such as the low-density residential neighbourhoods, industrial zoned lands, reclaimed mines, the airport, and recreational spaces. The *Study* is a high level planning study for Yellowknife's transportation network in the context of the *Plan* process. It is the type of study often referred to as a transportation master plan or strategy.

1.1 <u>Vision</u>

"To create a safe, clean, green, and livable city with a strong 'northern' identity."¹

This 50-year vision, developed as part of the *Plan*, required the City to pursue a blend of objectives. Such objectives included environmental conservation programs, integrated land use, and transportation planning to address the priorities of growth while safeguarding the environment. The vision is integral in promoting a high quality of life for residents of all ages by increasing the diversity and quality of choice for housing, transportation, social programs, and green spaces. The following transportation related goals are central to the vision¹:

- More compact development near key urban nodes in favour of a more efficient development pattern and transportation system;
- More friendly transit land use planning and development;
- Increasing opportunities for active and sustainable transportation;



¹ MetroQuest, Yellowknife: 50-Year Vision, January 2009

Smart Growth Development Plan Transportation Improvement Study



- More investment in active and sustainable transportation in favour of reducing private vehicle travel;
- Roadway expansion not just for private automobiles but for more sustainable modes such as walking, cycling, and transit;
- Promotion of walkable neighbourhoods; and,
- Increasing and implementing policies and programs to encourage the use of active and more sustainable transportation modes.

Based on these goals, the priority for the City is the gradual creation of compact development in the Downtown, Old Airport Road, and Con Mine / Tin Can Hill areas while providing improved transit infrastructure and service, path enhancement programs, and supporting active transportation policies.

Yellowknife is a small city and most destinations are within 10 km. Average travel times are short, and residents are accustomed to small commutes. As the limits of development expand, commute times, congestion, and other *big city problems* may become apparent. Yellowknife needs to plan now to accommodate more residents and jobs while enhancing liveability.

1.2 Challenges

There are many challenges and obstacles that must be overcome to attain the ultimate vision of the City of Yellowknife. These challenges will have to be identified, studied, and ultimately resolved in working towards the long-term vision for the city. Some of the challenges identified to date that impact transportation include¹:

- Ensuring the residents have convenient transportation options;
- Keeping up with aging infrastructure;
- Working to protect precious green space; and
- Meeting the needs of an aging population.

1.3 <u>Current Initiatives</u>

This *Study* as part of the *Plan* is a tool that will help future decision making, and guide the public and City staff towards their vision. However, the City has proactively undertaken some recent projects that support and demonstrate the vision described by the community:

- The construction of the extension of Deh Cho Boulevard to Highway 3 to create an alternative for truck traffic to bypass to Old Airport Road;
- The construction of the 50th Street Streetscaping Plan that provided for widened sidewalks, curb extensions, decorative street furniture, and tree planting (streetscaping has been on-going in the city for many years);
- The implementation of an anti-idling bylaw and education program; and,
- The extension of the multi-use trail network on the south side of Highway 3 east of Old Airport Road.



Project # 4868

July 2010


1.4 <u>Global Context</u>

A number of emerging issues have influenced the City's approach to the *Plan*. Central to these issues is the concept of sustainability. Originally defined in 1987 by the Brundtland commission, sustainable development is meeting the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable development has taken on increasing importance in how cities in Canada and around the world approach their planning activities. Sustainability can be attained by balancing the needs of the economy, society, and the environment while enabling improvements and changes to be maintained over the long-term. Specific emerging issues in sustainable transportation include greenhouse gas emissions ("GHG"), energy and fuel sources, energy efficiency, health, and equity and access.

Fossil fuels consumed by transportation are a major source of GHG emissions. Globally, there has been a move to reduce greenhouse gas (GHG) emissions; at international negotiations in Kyoto and Copenhagen, the United Nations moved towards consensus on GHG reduction global. In Canada, British Columbia has legislated target emission reductions of 33% below 2007 levels by 2020, and 80% below 2007 levels by 2050. This magnitude of target is in line with what is being done in other parts of the world.

Closely tied to GHG are energy and fuel sources. Most energy for transportation comes from oil; oil is a GHG producing non-renewable resource with increasing pressure on both supply and demand. Based on a 2009 assessment by the International Energy Agency (www.iea.org), the known reserves of conventional oil are limited, while demand for oil (or a suitable alterative) is rising. This disparity could be addressed by developing alternative energy sources (including non-conventional oil, undiscovered oil reserves, renewable sources, etc.); using energy more efficiently; or using less (or no) energy all together. All of these strategies will need to be employed to some degree.

Energy efficiency includes technological and planning changes that allow the same task to be done with less energy expended. Advancements in the automotive industry have reduced fuel consumption and provided alternatives, such as hybrids. Electric vehicles allow power to be generated in a central location, and may have fewer GHG emissions depending on the source of the electricity. Changes in planning also result in greater energy efficiency; shifting travel from drive alone to transit or walking accomplishes the same task (travelling from a to b) with much less energy expended. Micro-transportation (electric wheelchair, neighbourhood zero emissions vehicles, electric bicycles) can facilitate trips that would normally be made by more energy intensive private autos.

Transportation sustainability also has health impacts. Collisions, which generally increase per vehicle kilometre travelled, negatively impact both society and the economy, causing injuries, time off work, and increasing health care costs. Air



3



pollution is also linked to health care costs. Finally, active transportation (humanpowered transportation, such as cycling or walking), has health benefits from time spent exercising.

Sustainable transportation must also consider impacts on society, especially transportation equity and access for all. A sustainable transportation network provides access for those that cannot drive, especially the elderly and children, and features infrastructure that can be used by all, such as wide sidewalks and accessible buses. People with disabilities may find it difficult or impossible to travel in areas with poor sidewalk connectivity or in any network where single occupancy vehicles have been the focus of investment.

1.5 <u>Report Organization</u>

This *Study* describes the review of existing conditions, public consultation, model forecasting, transportation analysis, and implementation recommendations completed as part of the *Plan*.

The report is divided into 13 sections, as follows:

- 1. Introduction;
- 2. Study Process;
- 3. Data Collection;
- 4. Public Consultation Process;
- 5. Existing Transportation Network / Infrastructure;
- 6. Existing Traffic Conditions;
- 7. Existing Issues;
- 8. Future Land Use;
- 9. Future Traffic Conditions;
- 10. Preferred Long-Term Transportation Strategy;
- 11. Implementation Strategy;
- 12. Conclusions and Recommendations; and,
- 13. Glossary.





Study Process



2. STUDY PROCESS

This section describes the role of the Transportation Improvement Study in the larger planning process, the goals and objectives of the Study, and how the Study was undertaken by the City and consultant team.

2.1 Role of the Transportation Improvement Study

The *Study* is a high level strategy for the transportation network in Yellowknife. According to the *Best Practices for Technical Delivery of Long-Term Planning Studies in Canada*,² transportation master plans and strategies are, "the guiding documents that address the long-term transportation needs and programs of a municipality or region as a whole. A transportation master plan identifies the transportation goals of the community..."³. Transportation Master Plans typically set goals and objectives, identify challenges, assess the impact of changes to land use, develop strategies, and determine where more specific studies are required. In many cases, these studies include some level of transportation demand forecasting, network analysis, and stakeholder consultation. Master Plans do not typically include recommendations for small scale improvements; rather, they identify gaps and challenges, and point to projects to address these challenges through further study.

As discussed, the *Study* is part of the *Plan* which serves as an overall community plan. The environmental and land use concepts as well as the goals and policies developed inform the *Study*. The land use concepts directly impact the transportation demand forecasting, and resulting infrastructure needs and strategies. This *Study* incorporates and builds upon the transportation aspects of studies such as the Community Energy Plan (2007) and the Integrated Parks, Trails, and Open Space Development Study (2005).

The outcome of the *Study* will be strategies and a high level implementation plan, including direction for future, more specific studies. The relationship between these different levels of studies, as published by the Transportation Association of Canada ("TAC") is shown in **Exhibit 2-1**. Specifically, the Smart Growth Plan is at the same detailed level of planning as a community, official, or general plan. This exhibit demonstrates the concept that planning is an iterative process, with each plan acting as a catalyst for others. A transportation master plan may recommend further special or support studies, such as goods movement or travel demand management ("TDM") studies; studies focused on specific areas or facilities such as corridor plans or neighbourhood plans; or budgeting studies such as development charge studies.



² iTRANS Consulting, Best Practices for Technical Delivery of Long-Term Planning Studies in Canada - Final Report, Ottawa: Transportation Association of Canada, 2008

³ iTRANS Consulting, Best Practices, 2008 p 28



Exhibit 2-1: Relationship between Transportation Plan Types⁴



⁴ iTRANS Consulting, Best Practices, 2008 p 33



2.2 <u>Goals and Objectives</u>

The overall goal of the project was to provide a transportation system improvement plan to accommodate city growth to a long-term population goal of 50,000. Within the context of the larger plan, there were a number of smaller goals:

- Review and analyze the existing transportation network;
- Understand the impacts of growth and changes to the projected land use on the transportation system;
- Assist in choosing appropriate growth scenarios for transportation analysis through expert opinion and public consultation;
- Understand the future traffic demand and transportation needs under these scenarios; and,
- Recommend future policies and transportation network improvements consistent with future needs and the preferred land use scenario.

2.3 <u>Study Organization</u>

The *Study* included the labours of three consultants working in the areas of Transportation, Urban Design, and Environmental. HDR | iTRANS led the transportation effort, EIDOS Consulting led the urban design effort, and Dillon Consulting led the environmental effort. Collaboration between the consultants was paramount to ensure a level of consistency in approach and vision for the future.

The transportation project team, led by HDR | iTRANS, was supported by ME2 Transportation Data and Malatest and Associates who conducted the data collection activities. The team roles and responsibilities for each member firm are described in **Table 2-1**.

Firm	Role	Responsibilities
HDR iTRANS	Prime Consultant (Lead Firm)	 Strategic Transportation Plan: Existing Conditions Review; Model/Forecast; Future Transportation Strategy and Implementation; and, Public Consultation.
ME2 Transportation Data	Sub-consultant	 Data Collection: Origin-Destination Survey; Manual Turning Movement Counts; Automated Traffic Recorder Counts; and, Parking Inventory and Utilization Survey.
Malatest and Associates	Sub-consultant	Data Collection: Supplemental Origin-Destination Survey.

Table 2-1: Study Roles and	Responsibilities
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2.4 <u>Study Methodology</u>

The Study methodology was as follows:

- Reviewing existing reports and recent work;
- Undertaking an extensive data collection program:
 - Intersection traffic counts;
 - 24-hour corridor counts; and,
 - Origin-Destination Survey.
- Assessing existing transportation network based on literature review of reports, desktop survey, site visits, and traffic analysis;
- Identifying issues based on existing conditions review;
- Developing a travel demand model based on land use estimates;
- Formulating preferred long-term transportation strategies based on the travel demand model forecast and goals of the Smart Growth vision;
- Developing an implementation strategy with high level costs;
- Producing an example site concept (RTL);
- Participating in Public Consultation:
 - Two open houses;
 - Design charrette;
 - · Two Smart Growth Committee meetings; and,
- Preparing this final report.





Data Collection



3. DATA COLLECTION

The study began with a review of historical studies and data within the city of Yellowknife followed by an extensive data collection program:

- Review of background documents;
- Collection of field data:
 - Intersection turning movement counts (fall and winter);
 - Automated traffic recorder counts;
 - Parking inventory; and,
 - Traffic control and posted speed review.
- Household Origin-Destination Survey.

3.1 Background Documents

In order to provide context to this study, a comprehensive selection of documents dating back to 1990 was reviewed including studies on bicycling, transit, traffic impact, development and land use, and planning. The following list indicates the key documents that were reviewed:

- City of Yellowknife Smart Growth Plan, MetroQuest, 2009;
- 480 Range Lake Road Traffic Impact Study for Polar Developments, CTS 2009;
- Bicycle Routing for the City of Yellowknife, FSC Architects and Engineers, 2008;
- Yellowknife Transit: Route Analysis Study, 2008;
- Yellowknife Community Energy Plan, City of Yellowknife Administration, 2007;
- WAM Development Group North Shopper's Drug Mart Development Traffic Impact Assessment, Dillon Consulting Inc., 2007;
- Yellowknife Transit System Marketing Strategy, Entra Consultants, 2007;
- Integrated Park, Trails, and Open Space Development Study, Dillon Consulting Limited, 2005;
- Old Airport Road Traffic Study, FSC Architects and Engineers, 2005;
- Yellowknife Airport Development Plan, InterVISTAS Consulting Inc., 2004;
- Range Lake Road / Woolgar Avenue Traffic Study, FSC Architects and Engineers, 2000;
- Niven Lake Development Traffic Impact Assessment, MM Dillon Limited, 1995;
- Latham Island Transportation Study, MM Dillon Limited, 1994; and,
- Traffic Impact Assessment of the Yellowknife Direct Charge Co-op, Stephen MacRae Transportation Engineer Technologist, 1992.

9

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3.2 Field Data

A variety of traffic and parking data was collected at strategically identified intersections and roadway links throughout the city. Traffic counts by day of week, and seasonal counts were undertaken to determine sensitivities of the traffic to these elements. Parking data was collected by way of a formalized count in the downtown core, and parking within Old Town and contained in the Old Airport Road corridor was observed and reviewed without a formalized traffic count.

The detailed traffic count information is provided in **Appendix A** and detailed parking count information is provided in **Appendix B**.

3.2.1 Traffic Counts

Two types of counts were undertaken in the fall of 2008 to obtain local traffic volumes and flows throughout the city:

- 1. Turning movement counts (TMC) were undertaken at 21 strategic intersection locations; and,
- 2. Automated traffic recorder (ATR) counts were undertaken on five strategic corridors.

Seasonal counts were also undertaken at specific intersections for the purpose of truck traffic analysis. These intersections and all other count locations are illustrated in **Exhibit 3-1**.

3.2.1.1 Intersection Turning Movement Counts

For planning purposes, and to be consistent with the methodology described earlier, PM peak period TMCs were conducted at the identified intersections. The counts took place over a 4 day period – Monday, September 29th, 2008 to Thursday, October 2nd, 2008. The TMC data included passenger vehicles, commercial vehicles, and pedestrian movement counts. The system wide peak hour, including all the intersections, was found to be from 4:45 PM to 5:45 PM.







Exhibit 3-1: Traffic Count Locations

Weekday + Friday Intersection Count

Automated Traffic Recorder Count

Project # 4868

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July 2010



11



As a sensitivity test, three select intersections were re-counted on a Friday to determine if any major traffic patterns or volume increases were present. The count was conducted on Friday, October 3rd, 2008 at the following three intersections: 1. Old Airport Road and Borden Drive (near Wal-Mart);

- 2. Old Airport Road and Range Lake Road; and.
- 3. Old Airport Road and Franklin Avenue.

The Friday counts show an overall increase in traffic volumes, ranging from 5% at Old Airport Road and Franklin Avenue to a 17% increase at Old Airport Road and Range Lake Road. The third count at the intersection of Old Airport Road and Borden Drive (near Wal-Mart) increased by approximately 7%. These increases in traffic volume are most likely attributed to typical Friday increases as a result of people leaving work more closely together due to it being the end of the work week, and more people making discretionary trips to the commercial and retail areas.

3.2.1.2 Seasonal Intersection Turning Movement Counts

To capture the seasonal variation in traffic, four intersections from the original 21 were chosen for winter TMCs. The winter counts show an overall decrease in traffic volumes, ranging from a 15% drop at Forrest Drive and Con Road to a 30% drop at Highway 3 and Highway 4. The two other counts along Highway 3, located at Old Airport Road and the road accessing the Shooting Club lease area, decreased by approximately 20%. These drops in traffic volumes are most likely directly attributable to the seasonal change and the associated deterioration of driving conditions. These intersection counts were also used in the truck traffic analysis described later in this report.

3.2.1.3 Automated Traffic Recorder Counts

The ATR counts captured the daily traffic volumes at five individual corridor locations to determine vehicle travel patterns and volumes at strategic locations around the city. The counts began on Monday, September 29th, 2008 and concluded on Saturday, October 4th, 2008. Full 24-hour data was collected on Tuesday, Wednesday, Thursday, and Friday. The locations of these counts were:

- Highway 3 west of Highway 4;
- Old Airport Road southwest of Borden Drive (near Wal-Mart);
- Old Airport Road south of Highway 3 (adjacent to Bristol Pit);
- Franklin Avenue between 51st and 52nd Street; and,
- Franklin Avenue southwest of Forrest Drive.





3.2.2 Parking Inventory

A parking inventory was conducted for both on-street and off-street parking in the downtown core during the same time frame as the traffic counts, between Monday, September 29th, 2008 and Thursday, October 2nd, 2008. The parking was surveyed at three specific times of the day: 10:00 AM, 12:00 PM, and 2:00 PM. The downtown parking meter locations are illustrated in **Exhibit 3-2**.



Exhibit 3-2: Parking Count Locations in Downtown Core







One hour parking is only provided along Franklin Avenue from 48th Street to 54th Street. Two hour parking is provided mainly along 49th Street and 50th Street from their north ends to 52nd Avenue. Supplemental two hour parking is available on 46th, 48th, 51st, 52nd, 53rd, and 54th Streets. Nine hour parking is provided along 49th Avenue from 48th Street to 54th Street. There are approximately 50 parking lots, distributed fairly evenly throughout the downtown core. The heaviest concentration of parking lots is bounded by 47th Street, 53rd Street, 49th Avenue, and Franklin Avenue with approximately 20 lots.

3.2.3 Traffic Control and Posted Speed Review

The City has a total of 17 traffic signals, the majority of which are located on Franklin Avenue. There is the possibility of traffic signal co-ordination along Old Airport Road but under existing conditions, the signals along Franklin Avenue turn green at the same time. This is often referred to as simultaneous green indications or identical signal offsets. While this allows traffic to flow for a few intersections, it does not allow traffic to run from one end of the corridor to the other as might be potentially achieved using signal progression.

After traffic signals, stop signs are the next level of traffic control in the hierarchy. There are many stop-controlled intersections in Yellowknife, but there are only a few four-way stop controlled intersections. The main four-way stop controlled intersection is located at 49th Avenue and 48th Street. There are also two main 3-legged intersections with stop control on the single leg; they are Highway 3 and Old Airport Road, and Highway 3 and Highway 4.

Throughout the city, the speed limit is 45 km/h with the exception of school zones which are 30 km/h and Old Town which is also 30 km/h. Highways 3 and 4 have the highest posted speed at 70 km/h. The exception is on Highway 4 between Niven Gate Drive and the city, where the posted speed is 45 km/h.

The locations of signalised intersections and major stop-controlled intersections are given in **Exhibit 3-3**.





15



Traffic Signal Controlled Intersection •

Stop Controlled Intersection

Exhibit 3-3: Traffic Signal and Stop Control Intersection Location





3.3 Household Origin Destination Survey

The purpose of the Origin-Destination (OD) survey was to determine travel patterns by mode in the city of Yellowknife. This information was essential input to the modelling process and was used to calibrate the travel patterns.

The main OD survey was undertaken in October 2008 and a supplemental OD survey was undertaken in December, 2008. The survey was by telephone interview using a random sample of households in various locations of the city and participants were asked to describe the trips they had made on the previous day. After data sorting, some households were eliminated because of invalid data. The two survey data sets were combined: the "ME" data set (surveys conducted by ME2 Transportation Data) collected valid entries from 277 households and a subsequent "Ma" data set (surveys conducted by R.A. Malatest & Associates) with valid entries from 103 households, for a total of 380 households surveyed.

Consistent with common OD survey practice, each trip was described in terms of its starting location (origin), ending location (destination), starting trip purpose (e.g., go to work, go to school, return home), mode(s) used (e.g., took transit, walked), start time and end time. Data were collected for trips that were made on a weekday between 7:00 AM and 7:00 PM (the times of greatest activity) and the sample was expanded to represent all households in the city. The OD survey results and subsequent development of the model is further explained in **Section 9**.





Public Consultation Process

17

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4. PUBLIC CONSULTATION PROCESS

Forums were made available to the public for review of information as well as to provide feedback on the *Study*. Before this *Study*, the public involvement began with MetroQuest Report, which was a key component and driver of the *Plan*. Throughout this *Study*, two stakeholder meetings were held, followed by a public open house, a community design charrette, and a second public open house. Two Smart Growth Committee meetings followed.

The stakeholders meetings, public open houses, and the Charrette helped to develop a set of guiding principles and to direct the study in the desired direction of the residents of Yellowknife. The consultation process provided an opportunity for the consultants to present ideas and concepts to the public and for the public to provide their feedback, review the progress of the study, talk with the consultants, and comment on specific areas or general principles. The input and feedback the consultant received from the public at the meetings helped in shaping the study. A brief summary of each of the meetings and consultations is provided in this section. Notes and documented feedback from the public consultation process is provided in **Appendix C**.

4.1 <u>Stakeholders Meetings</u>

Two stakeholders meetings were held in October 2008, comprising different groups of stakeholders with a wide range of representation of various community groups within the city.

The first meeting consisted of two days of discussions on October 2 and 3, 2008. Specific stakeholders included representatives from the Dene First Nations, Yellowknife Chamber of Commerce, NWT Floatplane Association, Ecology North, Transport Canada, and the City of Yellowknife. The list of participants included:

- Shelagh Montgomery Smart Growth Committee Chair;
- Hal Logsdon Float Plane Association;
- Jeffrey Humble Director of Planning, City of Yellowknife;
- Doug Ritchie Ecology North;
- Blair Chapman GNWT Transport Canada, Department of Highways;
- Leslie Valpy City of Yellowknife;
- John Carter CEO of Dene First Nations;
- Pat Thagard Yellowknife Chamber of Commerce;
- Peter Neugebauer City of Yellowknife;
- David McCann City of Yellowknife; and,
- Stephan Folkers Dene First Nations, GM of Housing Division.

A second meeting was held on October 21, 2008 with a new group of stakeholders including representatives from the Great Slave Lake Snowmobile Association, Council for Persons with Disabilities, Municipal Enforcement Division (MED),

Project # 4868

July 2010



Downtown Enhancement Committee, Association for Community Living, and the City of Yellowknife. The list of participants included:

- Bruce Hewelko Great Slave Lake Snowmobile Association;
- Dennis Kefalas Public Works, City of Yellowknife;
- Grant White Community Services, City of Yellowknife;
- Shane White Executive Director, Yellowknife Association for Community Living, Transportation Issues Committee;
- Heather Clark Northwest Territories Council for Persons with Disabilities;
- Doug Gillard MED, City of Yellowknife; and,
- Jennifer Marchant Downtown Enhancement Committee.

All three of the consultant teams were present at both Stakeholders meetings in order to present their scope of work and solicit feedback to help guide and enhance the Smart Growth project.

4.2 Open House #1

A public open house was held in Yellowknife on December 4, 2008. The goal of the open house was to inform the public of the project goals and objectives, educate them on the existing transportation network and data, and provide them with the times where additional opportunities for public input were available.

Five display boards were presented at the open house. They included a key plan showing the exiting transportation network, intersection operations and traffic summary, a collision summary, a downtown parking utilization summary, and City of Yellowknife Origin-Destination and 2006 Census information.

The public asked questions and provided comments to the consultant throughout the open house.

4.3 <u>Community Design Charrette</u>

A four-day community planning event (*Design Yellowknife: Community Conversation and Charrette*) was held on Monday, April 27 to Thursday, April 30, 2009 at the Explorer Hotel.

The **Design Yellowknife Charrette** was the primary consultation component of the *Study*, providing citizens the opportunity to develop concepts, which will have a lasting impact on the future growth and development of Yellowknife. Four neighbourhoods were selected as the primary areas of study, including:

- 1. Old Town;
- 2. Downtown;
- 3. Tin Can Hill; and
- 4. Old Airport Road.







Participants worked in close collaboration with the three consultants as well as with local and national planning and design experts to detail design layouts and identify future strategies which integrate urban design, open space and ecological networks, land use and development density, revitalization opportunities, and transportation in four key neighbourhoods.

4.4 Smart Growth Committee Meetings

Two meetings were held with the Smart Growth Committee, the first on October 1, 2009, and the second on November 19, 2009. These meetings were attended by all three consultants, and provided the opportunity for the Committee to provide feedback into the Smart Growth process.

At the first meeting, the consultants presented the work undertaken to that point in time. The meeting was intended as an informative session where the Smart Growth Committee members could interact with the consultants, ask questions, and provide feedback on any of the material provided.

The second meeting was more of a planning meeting with a view towards the future. Presentations were again provided by all three consultants. These presentations were intended to portray the direction in which the *Study* was headed and to again allow feedback from the Committee in terms of the direction of the *Study*. A secondary objective of the meeting was to provide the Committee with the information that was to be presented to the public at the second open house.

4.5 Open House #2

A second public open house was held on December 3, 2009 at Yellowknife City Hall. The goal of the open house was to update the public on the progress of the study since the first open house and the design charrette.

Eight display boards were presented at the open house including topics on the existing transportation network, future land use, modelling, future transportation strategy, proposed transit improvements, proposed cycling improvements, proposed pedestrian improvements, and proposed roadway improvements.

The public asked questions and gave comments to the consultants throughout the open house. The general consensus was that the *Study* was moving in the right direction.





Existing Transportation Network / Infrastructure



5.

EXISTING TRANSPORTATION NETWORK / INFRASTRUCTURE

The existing transportation network is comprised of an active and sustainable mode network, including transit, cycling, pedestrian, skiing as well as other recreational activities such as snowmobiling or canoeing. The road network includes the arterials, collectors, and local roads, which are supported by infrastructure such as parking.

5.1 Active and Sustainable Mode Network

The active and sustainable modes network for Yellowknife is categorized into transit, cycling, pedestrian, and to a lesser extent skiing. The active and sustainable modes network is illustrated in **Exhibit 5-1**. This is not meant to be an extensive map of all trails and paths throughout the city, but to represent the main commuter and recreational trails/paths.

5.1.1 Transit

Yellowknife's transit network has three existing transit bus lines. Two of the routes are regular service routes, and the third is in operation only in the summer months and on Saturdays. With a few exceptions, the third route covers the same service area as the other two routes combined. The routes are:

- Route 1 Borden / Downtown / Range Lake;
- Route 2 N'Dilo / Downtown / Forrest Drive; and,
- Route 3 Saturday Summer.

A diagram of the routes is illustrated in Exhibit 5-2.

There are a total of five buses serving the community for the three routes with no service provided on Sundays or holidays. There are two express routes for the AM peak and PM peak hours.

From the OD survey, it was recorded that transit use was approximately 1% of the modal share over an entire day, meaning other choices of travel modes are being selected 99% of the time. According to a previous study⁵, the modal share in the peak hours is 3-5%.

Two studies were conducted by Entra Consultants in 2007 and 2008. The first was a marketing study that found three key findings. The first finding was that changes to the bus service were necessary before any social marketing initiatives were undertaken. The second finding was that convenience was the most important factor influencing ridership. The third is that the majority of ridership is made up of work or school trips. The route analysis study reviewed existing service, routes, and fare structure and proposed several new servicing options to encourage ridership growth.

⁵ Entra Consultants, Yellowknife Transit: Route Analysis Study, October 2008.



20







Exhibit 5-1: Active and Sustainable Modes Network



Project # 4868

July 2010





Bus Route 1 - Borden / Downtown / Range Lake Bus Route 2 - Ndilo / Downtown / Forrest Drive Bus Route 3 - Saturday / Summer / Christmas

Exhibit 5-2: Existing Transit Routes

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Project # 4868

July 2010



22



5.1.2 Cycling

From the OD survey, it was recorded that cycling was approximately 1% of the modal share over an entire day, meaning other choices of travel modes are being selected 99% of the time. However, cycling is a mode of transportation that is growing in popularity. Yellowknife's natural environment and characteristics make it ideal for cycling activities in spite of the long winter months.

Cyclists range in ability and comfort level and not all cyclists prefer the same types of facilities but Yellowknife is conducive to cycling as it is mostly flat with moderate grades in some area. It is a small city and the traffic volumes are relatively light, except on certain routes in peak hour conditions. Counter-intuitively, even the winter months contribute to cycling as the shortened summer fosters an environment of outdoors activity.

Cyclists can typically be divided into two groups: commuter cyclists, who use cycling as a means of transportation to get to work, school, or other destinations; and recreational cyclists. For example, commuter cyclists are more inclined to use roads to travel between their origin and destination as it is often the most direct route, whereas recreational cyclists are more inclined to cycle on trails and off-street due to a more relaxed environment and no conflict with vehicles.

Although cyclists do ride on the streets in Yellowknife, there are no on-road cycling facilities such as bike lanes or even signage to inform cyclists and motorists of the possibility of cyclists using the street. There are several kilometres of multi-use trails that are used by cyclists as well as pedestrians. For example, the Frame Lake trail is used for both commuting and recreational trips. The cycling routes are illustrated in **Exhibit 5-1**.

5.1.3 Pedestrian

Yellowknife's pedestrian infrastructure network, including sidewalks and trails is relatively well built and accessible. The majority of roads in the downtown core have sidewalks and Franklin Avenue is a good example of an arterial road downtown with sidewalks on both sides. The multi-use trails connect well with the sidewalk system to allow residents to recreational areas. From the OD survey, it was recorded that walking was approximately 15% of the modal share over an entire day, meaning other choices of travel modes are being selected 85% of the time. This is a relatively high proportion of walking trips for a city the size of Yellowknife.

The industrial areas and roads outside of the downtown core lack some sidewalk continuity or even a sidewalk. Old Town is one area in particular that has few sidewalks or pedestrian facilities.

A winter trail across Frame Lake from the Co-op corner to City Hall is also a well established route used in the winter season. This is not the only winter trail, but it is

Project # 4868

July 2010





a major commuter and recreational trail and therefore was noted as such. The pedestrian facilities are illustrated in **Exhibit 5-1**.

5.2 Road Network

The road network for Yellowknife is comprised of arterials, collectors, and local roads. There are two Highways leading out of the city, Highway 4 to / from the north and Highway 3 to / from the west. Old Airport Road and Franklin Avenue are the major arterials in the city, with Old Airport Road functioning as the gateway to the city from the airport.

The road network provides access to all areas of Yellowknife but there is a limited route choice for drivers. For example, if a person were travelling from the commercial area of Old Airport Road to Downtown, Franklin Avenue is the most viable option as north to Highway 3 to Highway 4 to Downtown is too circuitous. From the OD survey, it was recorded that driving was approximately 72% of the modal share over an entire day, meaning other choices of travel modes are being selected only 28% of the time. **Exhibit 5-3** illustrates the road network for the city including the road type classifications.













Exhibit 5-3: Existing Road Network

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Project # 4868

July 2010



25



5.3 Parking

There are approximately 18 square blocks of on-street metered parking and nonmetered parking in Downtown. There are one hour, two hour, and nine hour parking spaces. 9 hour is only available on 49th Avenue, the one hour is only available on Franklin Avenue, and the remainder of the parking in the downtown core is 2 hours. The City provides and maintains this parking in addition to the off-street parking lots associated with public and private developments. There are approximately 50 surface parking lots in the downtown. In addition, there is an enclosed parkade, which provides a significant amount of parking capacity. It is often underutilized due to perceived safety concerns. **Exhibit 5-4** is an aerial photograph of downtown and provides a bird's eye view of the on-street parking and surface lots.



Exhibit 5-4: Overview of Downtown and Parking

As displayed in **Exhibit 5-5** and **Exhibit 5-6**, on-street parking does not exist on Old Airport Road and the off-street parking is exclusively provided by private lots. These lots serve the strip malls, big box retail, and independent businesses located along the length of Old Airport Road. Internal circulation and accessibility, pedestrian compatibility, and aesthetic appearance are perceived issues in this corridor.





Exhibit 5-5: Wal-Mart and other developments along Old Airport Road



Exhibit 5-6: Pizza Hut and other developments along Old Airport Road



Project # 4868

July 2010





Parking capacity in the Old Town District is limited compared to the availability of downtown and Old Airport Road. The narrow roadways, existing developments, and the availability of off-street parking contribute to the low parking capacity. The unique nature of Old Town greatly contributes to the expectations of drivers and residents alike. There is no formal parking and it is not uncommon to find vehicles parked in the roadway right-of-way. This is particularly true at certain times of day or year, especially near the boat launch on Franklin Avenue or at the adjacent businesses on McDonald Drive as illustrated in **Exhibit 5-7**.



Exhibit 5-7: Overview of Old Town and Parking

5.4 <u>Truck Traffic</u>

Truck traffic is governed by Highway Traffic By-law No. 4063, Section 121, which prohibits the access of trucks larger than 4,500 kg on certain roads. However, road access for trucks is provided for on the following roadways as illustrated in **Exhibit 5-8**:

- Old Airport Road from Highway 3 to Franklin Avenue;
- Kam Lake Road;
- Franklin Avenue from Old Airport Road to 48th Street;
- 48th Street from Franklin Avenue to 52nd Avenue;
- Con Road from Forrest Drive to Yellowknife Bay; and,
- Forrest Drive from Franklin Avenue to Con Road.





28







Exhibit 5-8: Existing Truck Routes

Project # 4868

July 2010



29



Highway Traffic Bylaw 4063, Section 122, states that departures from the truck routes are permitted when travelling the most direct route to a destination for the delivery or pick-up of goods; for moving a house with applicable permit; traveling to / from the truck owner's premises; accessing a servicing or repair centre; towing a disabled vehicle; or accessing the truck parking area on 51st Street between 50th Avenue and 51st Avenue.

Past industrial and land use development within the city has resulted in increased truck traffic in both commercial and residential areas. The existing truck traffic routes serve the lands that are already zoned to allow industrial uses, such as, Old Airport Road, Kam Lake, and the end of Con Road.

With a vision to the future, the City has more recently implemented a plan for industrial expansion west of the Airport, and a rezoning of Old Airport Road to remove industrial uses. In 2008, the Engle Business Park District was established and was followed in 2009 by the Deh Cho Boulevard extension, which connects Kam Lake Road to Highway 3 through the Engle Business Park District. This extension now provides the opportunity for truck traffic to bypass Old Airport Road completely to access the Engle Business Park.

According to City staff, certain roadways and intersections are not currently designed to facilitate truck traffic, despite the need to facilitate truck access to certain areas. For example, the intersection of Forrest Drive and Franklin Avenue is not designed to accommodate large B-train trailers. Further to comments provided by the City staff, truck drivers have identified concerns of the geometry of the Co-op corner on Old Airport Road.

5.5 <u>Other Modes</u>

Due to the city's unique blend of location, climate, and purpose as the capital of the Northwest Territories, it is recognized that there are a variety of other mode choices that are available to residents of Yellowknife. These include float plane, snowmobile, taxis, skiing, sledding, and water craft to name a few.

The float planes are represented by the Northwest Territories Float Plane Association and are currently served in Back Bay by the marina located in Old Town. Plans for a float plane marina on Kam Lake are in the process of being approved.

The snowmobilers are represented by the Great Slave Snowmobile Association (GSSA) Trial Riders. Snowmobiles operate on soft and hard snow conditions but operating on gravel or asphalt is not ideal but can occur. Snowmobiles are restricted to 30 km/h on City roads and 70 km/h on outside of the built-up area. To operate a snowmobile within city limits, the snowmobile must be licensed and insured.

There is a proportion of the population in Yellowknife that does not own or operate a licensed motor vehicle; therefore, taxis are an important part of the transportation

HOR RAM

30

Project # 4868

July 2010



infrastructure. In the past, there has been debate on the number of taxis in Yellowknife and while these issues are not uncommon and certainly not unique to Yellowknife, the importance of taxis in the city should not be underestimated.

Due to the variety and the unique transportation needs of these modes as well as the low percentage of users, it is not practical to evaluate them in the same manner as the standard methods of transportation and therefore detailed analysis will not be included as part of this long-range planning *Study*. These modes are better served by small planning studies at a more detailed level. However, it is important to recognize these modes of travel within the *Study* to ensure they are not overlooked.





Existing Traffic Conditions



6. EXISTING TRAFFIC CONDITIONS

The existing traffic conditions are summarized by collected traffic data, safety analysis, and parking analysis. Truck traffic is addressed in the future conditions, **Section 9**.

[Note – For reference – it has been assumed that Old Airport Road runs north – south; Kam Lake Road and Franklin Ave run east- west].

6.1 <u>Traffic Data Summary</u>

The Turning Movement Count (TMC) data was summarized into link volumes to more easily determine on which roads major flows of traffic are occurring. The traffic volumes are summarized in **Exhibit 6-1**. The traffic volumes are PM peak hour volumes and represent a total number of vehicles during a one hour time period from 4:45 PM to 5:45 PM.

Automatic Traffic Recorder (ATR) count data was also collected and the average daily traffic volumes from those counts are summarized in **Table 6-1**.

	Average Daily Traffic Volumes			
Location	EB	WB	NB	SB
Highway 3 west of Highway 4	4,032	3,630		
Old Airport Road southwest of Borden Drive (near Wal-Mart)			6,083	6,665
Old Airport Road south of Highway 3 (adjacent to Bristol Pit)	++		5,132	5,602
Franklin Avenue between 51 st Street and 52 nd Street			7,822	7,818
Franklin Avenue southwest of Forrest Drive			14,987	10,733

Table 6-1: ATR Daily Traffic Volumes

EB = eastbound direction of travel, WB = westbound, SB = southbound, and NB = northbound

South of Forrest Drive, Franklin Avenue had the highest volume of traffic by a significant margin with approximately 3,000 more than the second highest count. There were more vehicles that entered the city (from the southwest) than exited (to the southwest) using this route. In the downtown core on Franklin Avenue, there was a very even traffic distribution of approximately 7,800 vehicles in each direction. The lowest traffic volumes were recorded on Highway 3, west of Highway 4 with 4,032 vehicles travelling eastbound and 3,630 travelling westbound.







Exhibit 6-1: PM Peak Hour Traffic Volumes







33


6.2 <u>Traffic Analysis</u>

The existing intersections levels of service (LOS) were analyzed given the turning movement count (TMC) volumes and existing signal timings provided by the City.

LOS is defined by a letter grade as it relates to the average delay of drivers at an intersection. The grades could be compared to a letter grade of a classroom, where A is excellent, and F is poor. Generally, LOS A to C indicates uncongested traffic conditions and LOS D to F is more congested. The average delay ranges assigned to each letter are shown in **Table 6-2**. LOS can be calculated for each intersection as a whole (intersection LOS) or broken down by movement.

Level of Service	Delay Range (seconds)	
A	Less than 10	
В	11 to 15	
С	16 to 25	
D	26 to 35	
E	36 to 50	
F	Greater than 50	

Table 6-2: Level of Service Delay Ranges

Source: Table 10-7. Highway Capacity Manual

Trafficware's Synchro 6 software package was used for the analysis as it employs the 2000 Highway Capacity Methodology, which analyzes both signalized and unsignalized intersections, taking into account the intersection spacing, interaction, queues, and operations at adjacent intersections. This software requires a number of inputs and provides LOS as an output. The intersection analysis results are displayed graphically in **Exhibit 6-2** and the individual turning movement counts follow directly.







Exhibit 6-2: Traffic Operations – Intersection Level of Service





35

July 2010



For the signalized intersections, the intersection LOS ranged from A to C throughout the city. In the downtown core along 50th Avenue, the signalized intersections at the northeast end operated at a LOS B and gradually the intersection performance improved to a LOS A at the southwest end of the corridor. The worst traffic operations were experienced at the intersections of Old Airport Road and Franklin Avenue and Old Airport Road and Range Lake Road. However, the intersections operated at LOS C, indicating that while busier than other intersections in Yellowknife, the operations were not considered to be congested to a point of poor operation.

For the unsignalized intersections, LOS A was generally consistent throughout the city. An exception was the four-way stop controlled intersection of 49th Avenue and 48th Street, which operated at LOS B. This indicates it is one of the busier unsignalized intersections in Yellowknife but that the traffic operations are not causing poor operation of the intersection.

In addition to the intersection LOS analysis, individual turning movements were also analyzed to provide a more detailed review of the intersection operations and potential constraints.

Table 6-3 provides a detailed breakdown of LOS by turning movement for the following eight key intersections that were analysed:

- 1. Highway 3 and Old Airport Road;
- 2. Highway 3 and Highway 4;
- 3. Old Airport Road and Borden Drive N (near the Home Building Centre);
- 4. Old Airport Road and Borden Drive W (near Wal-Mart);
- 5. Old Airport Road and Range Lake Road;
- 6. 48th Street and 49th Avenue;
- 7. Deh Cho Boulevard and Kam Lake Road; and,
- 8. Old Airport Road and Franklin Avenue.





	PM Peak Existing
Intersection and Movement	LOS
Highway 3 and Old Airport Road	
Eastbound Through	А
Eastbound Right	A
Westbound Left-Through	A
Northbound Left	В
Northbound Right	В
Highway 3 and Highway 4	
Eastbound Left	В
Eastbound Right	В
Northbound Left	
Northbound Left-Through	А
Southbound Through	А
Southbound Right	А
Old Airport Road and Borden Drive (near the Home Building Centre)	
Eastbound Left-Right	В
Eastbound Left	
Eastbound Right	
Northbound Left	А
Northbound Through	В
Southbound Through	В
Southbound Right	А
Old Airport Road and Borden Drive (near Wal-Mart)	
Eastbound Left-Through	С
Eastbound Left	
Eastbound Through	
Eastbound Right	А
Westbound Left	С
Westbound Through-Right	С
Northbound Left	В
Northbound Through-Right	А
Southbound Left	В
Southbound Through-Right	В
Southbound Through	
Southbound Right	

Table 6-3: Existing Level of Service – Turning Movement Operations





	PM Peak Existing
Intersection and Movement	LOS
Old Airport Road and Range Lake Road	
Eastbound Left	С
Eastbound Through	С
Eastbound Right	A
Westbound Left	С
Westbound Through	D
Westbound Right	С
Northbound Left	С
Northbound Through-Right	В
Southbound Left	В
Southbound Through-Right	С
Southbound Through	
Southbound Right	
48 th Street and 49 th Avenue	
Eastbound Left-Through-Right	В
Eastbound Left	
Eastbound Through-Right	100
Westbound Left Through Pight	A
Westbound Left Through	2
Westbound Leit- Modgi	
Northbound Loft Through Dight	в
Nonnbound Left-Through-Right	B
	D
Southbound Left	
Southbound Through-Right	
Southbound Right	~
Deh Cho Boulevard and Kam Lake Road	٨
Eastbound Left-Through	
Westbound Through-Right	A
Westbound Through	
Westbound Right	
Southbound Left-Right	В
Old Airport Road and Franklin Avenue	
Eastbound Left	A
Eastbound Through-Right	В
Westbound Left	A
Westbound Through	A
Westbound Right	A
Northbound Left	D
Northbound Through	С
Northbound Right	В
Northbound Through-Right	
Southbound Left	E
Southbound Left-Through	E
Southbound Through	
Southbound Right	A





The intersection of Old Airport Road and Franklin Avenue has two movements that operate at LOS E, which is an indication of traffic delay. The movements are in the southbound direction of travel and are caused by the high volume of left-turn vehicles onto Franklin Avenue. The northbound left-turn movement is operating at a LOS D, indicating that there is approximately 30 seconds of delay. All other movements operate a LOS C or better, indicating approximately 20 seconds of less of delay. This delay is considered reasonable for normal intersection operations. An updated signal timing plan could improve operations at this intersection for priority movements.

The westbound through movement at the intersection of Old Airport Road and Range Lake Road operates at a LOS D, indicating approximately 30 seconds of delay. The southbound through-right movement operates at a LOS C, and the volumes, while high have enough capacity with two through lanes. The cycle length is long for this intersection and the individual movement operations would benefit from an improved signal timing plan, which may reduce delay and increase capacity.

All other turning movements at the six remaining analyzed intersections operate at a LOS C or better, indicating approximately 20 seconds or less of delay. This delay is considered reasonable for normal intersection operations.

6.3 <u>Safety Analysis</u>

Traffic collision data for the city from 2004 to 2006 was provided by the Government of the Northwest Territories. Reported collision data included dates, times, severities, types of collisions, number of vehicles involved, potential contributing factors, and other secondary information. A review of all reported collisions from 2004 to 2006 was conducted in order to determine the amount of collisions on the key roads in and around Yellowknife. The data set did not include any collision information relating to Highway 3 or Highway 4 or any unreported collisions. **Table 6-4** displays the number of collisions reported on key roadways between 2004 and 2006 inclusive.

Key Roadway	Collisions	Relative Percent	Overall Percent
Franklin Avenue	643	48%	20%
Old Airport Road	252	19%	8%
52 nd Avenue	117	9%	2%
51 st Avenue	78	6%	2%
50 th Street	68	5%	2%
48 th Street	66	5%	1%
Kam Lake Road	62	5%	2%
49 th Avenue	44	3%	4%
Total	1330	100%	41%

Table 6-4: Number of Collisions by Roadway from 2004 to 2006

Project # 4868





There were a total of 3186 reported collisions from 2004 to 2006. The identified key roadways in **Table 6-4**, accounted for almost half the collisions in the city of Yellowknife (1330). The highest number of collisions reported on a single road was on Franklin Avenue, with 20% of the overall number and 48% relative to the other key roadways. Given that the majority of collisions were reported on or associated with Franklin Avenue, a further in-depth review was conducted on collisions related only to Franklin Avenue.

6.3.1 Franklin Avenue Collision Summary

The boundary of analysis on Franklin Avenue was from Old Airport Road to Weaver Drive. The analysis was separated into intersection related collisions, and segment related collisions. The differences in collision patterns and more importantly the reason for the collisions can be different between intersections and segments and therefore this methodology is more effective in identifying the appropriate collision patterns and trends. The collision summary details are provided in **Appendix D**.

A graphical overview of the corridor is provided in **Exhibit 6-3** with the number of collision identified by intersection and segment.









Exhibit 6-3: Franklin Avenue Collision Summary

Project # 4868

July 2010





6.3.1.1 Intersection Collisions

The raw collision data was reviewed for all the intersections along Franklin Avenue between Old Airport Road and Weaver Drive. The type and severity of the collisions are summarized in **Table 6-5** and **Table 6-6**, respectively.

	Nature and Number of Collisions(2004 - 2006)					
Intersecting Street	Rear End	Right Angle	Side Swipe (Same Direction)	Left Turn	Other	
At Old Airport Road	23	1				
At Forrest Drive	21		8	2	2	
At 53 rd Street	3	4		2	4	
At 48 th Street		2	4			
At 46 th Street		2			1	
At 43rd Street	7	3		3		
At School Draw Avenue	3			11	-	
At Weaver Drive		2				
Total	57	13	12	7	7	

Table 6-5: Intersection Collision Type Distribution along Franklin Avenue

Table 6-6: Intersection Collision Severity along Franklin Avenue

Intersecting Street	Fatal	Injury	PDO	Total
At Old Airport Road		2	21	23
At Forrest Drive		4	29	33
At 53 rd Street	14	2	11	13
At 48 th Street	e e se		6	6
At 46 th Street			3	3
At 43 rd Street			13	13
At School Draw Avenue		1	3	3
At Weaver Drive			2	2
Total	0	8	88	96

PDO = Property Damage Only

Table 6-5 indicates that the majority of the collisions reported at the intersections were rear-end collisions. According to the potential contributing factors information, many of these collisions occurred on icy road conditions in the evening hours. This could be a result of vehicles speeding along Franklin Avenue that were unable to stop due to slippery road conditions when the signal changed to red.



Project # 4868



In general, collisions were less frequent in central downtown and out towards Old Town. From downtown out towards Kam Lake, at the intersections of Franklin Avenue and Forrest Drive, Old Airport Road, collisions were much higher, with almost 3 times as many per intersection. Traffic in the downtown core travels more slowly than outside of downtown due to the close proximity of each traffic signal and the urbanized conditions such as pedestrian activity and on-street parking. These factors combine to provide a traffic calming effect, which leads to slower moving traffic, and ultimately less potential for collisions. The downtown core has a significantly different driving environment than areas outside of downtown, specifically out towards Kam Lake. From 54th Avenue to Old Airport Road, there is significantly more travel distance between signals, there are multiple horizontal curves, and there is also more traffic volume travelling than there is destined for Old Town. These factors combine to make for a faster driving environment and likely contribute to the higher number of reported collisions.

As summarized in **Table 6-6** for intersections, there were no reported fatalities, 8% of collisions resulted in injury and 92% were property damage only.

6.3.1.2 Segment Collisions

The raw collision data was reviewed for all the segments along Franklin Avenue between Old Airport Road and Weaver Drive. The type and severity of collisions are summarized in **Table 6-7** and **Table 6-8**, respectively.

		Nature ar	nd Number	of Collis	sions (2004 - 2	2006)	
Segments	Rear End	Side Swipe (Same Direction)	Hit Parked Vehicle	Right Angle	Side Swipe (Opposite Direction)	Head- On	Other
Old Airport Road to Forrest Drive	10	4					
Forrest Drive to 53 rd Street	18	10	2		5	7	1
53 rd Street to 48 th Street	7	4	16	4			10
48 th Street to 46 th Street	-	4	2				
46 th Street to 43 rd Street	2		2	12		-	·
43 rd Street to School Draw Avenue	1	5	4		2	-	I
School Draw Avenue to Weaver Drive					-		
Total	37	23	22	16	7	7	11

Table 6-7: Segment (Collision Type I	Distribution along	Franklin Avenue
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43

Project # 4868



		Severity		
Segments	Fatal	Injury	PDO	Total
Old Airport Road to Forrest Drive	-	5	9	14
Forrest Drive to 53 rd Street	÷ –	6	37	43
53 rd Street to 48 th Street	÷	4	37	41
48 th Street to 46 th Street			2	2
46 th Street to 43 rd Street			16	16
43 rd Street to School Draw Avenue	1.2		7	7
School Draw Avenue to Weaver Drive				0
Total	0	15	108	123

Table 6-8: Segment Collision Severity along Franklin Avenue

PDO = Property Damage Only

Table 6-7 indicates that the majority of collisions reported along the segments were rear-end, sideswipe, hitting a parked vehicle, and right angle. This section of the collision analysis, again, suggests that vehicles travelling along Franklin Avenue may have been speeding and unable to stop in time.

Between 48th Street and 53rd Street along Franklin Avenue, approximately 39% of collisions were related to hitting parked vehicles. The on-street parking allowances and restrictions vary in the downtown core and the uncertainty it may create could be a contributing factor.

Approximately 75% of collisions between 43rd Street and 46th Street along Franklin Avenue were right angle collisions. This could be a result of obstructed sight lines for vehicles accessing from the side streets or driveways.

On the segment between 43rd Street and School Draw Avenue, approximately 71% of the total collisions were side swipe collisions between vehicles travelling in the same direction. This could be the result of the road narrowing from 2 lanes to 1 lane in this section.

As summarized in **Table 6-8** for segments, there were no reported fatalities, 12% of collisions resulted in injury and 88% were property damage only.





6.4 Parking Analysis

6.4.1 Downtown Parking Analysis

A parking assessment was undertaken of the Downtown core area to better understand the existing parking supply versus demand. This area is bounded by 49th Avenue to 52nd Avenue, 45th Street, and 54th Street. The existing parking data collection and existing infrastructure was previously outlined in **Section 3.2** and **Section 5.3**, respectively. This section focuses on the analysis.

The parking analysis was separated into on-street and off-street parking as each type of parking has different characteristics. For example, off-street lots have a different payment structure than on-street spaces and length of parking time can vary significantly. By separating the analysis, a better understanding of parking in downtown Yellowknife is attained.

6.4.1.1 On-Street

The total number of available on-street stalls in the downtown area is 731. The overall on-street parking demand was analyzed for all three time periods where data collection occurred. The purpose was to determine which of the three time periods had the highest utilization, or most parked vehicles. The results are illustrated in **Exhibit 6-4**.



Exhibit 6-4: On-Street Parking Capacity in Downtown Yellowknife

Project # 4868

July 2010





While the three observed parking time periods had similar overall utilizations, the surveys indicated that the 2:00 PM counts had the highest utilization; therefore, the 2:00 PM data was the basis for the analysis.

The individual on-street parking locations were categorized into three specific geographical zones. These zones represent a combined parking area, intended to resemble and function as a large parking lot. On the street, driver behaviour is generally similar to if they were in a parking lot, meaning if the driver cannot find a parking space directly in front of their desired destination, they will choose the closest available space, which is likely to be in the defined zone. This methodology leads to a better analysis of the overall parking situation and a clearer understanding of where demand is highest or lowest.

Zones A1, A2, and A3 define on-street parking and are described in Table 6-9.

Zones	On-Street Locations
A1	 49th Avenue between 48th Street and 51st Street 47th Street to 53rd Street between 49th Avenue and Franklin Avenue
A2	 Franklin Avenue between 47th Street and 53rd Street
A3	 47th Street to 52nd Street between Franklin Avenue and 51st Avenue 51st Avenue between 47th Street and 52nd Street

Table 6-9: Locations of the On-Street Counts by Zone

Based on the parking inventory conducted in fall 2008, **Exhibit 6-5** outlines the 2:00 PM on-street parking utilization rates in downtown Yellowknife.





Exhibit 6-5: Utilization of On-Street Parking in Downtown Yellowknife

The supply and demand for each of the parking zone for the peak time (2:00 PM) was summarized and the utilization for each zone was calculated and reported in **Table 6-10**.

Zone	Demand	Supply	On-Street Utilization
A1	191	240	80%
A2	48	61	79%
A3	171	267	67%
System Wide	410	568	72%

There was a portion of the on-street parking spaces surveyed that were outside of the defined A1, A2, and A3 zones. For example, on-street parking data was collected on 49th Street and 50th Street between 51st Avenue and 52nd Avenue. However, this area was considered outside of the defined downtown core and in order to be consistent with the on-street and off-street analysis and to stay true to a defined area, it was not included in the results. A separate analysis of this outlying area reveals that 77 stalls were occupied out of 163 stalls, resulting in a utilization of 47%. Therefore, it is concluded that the parking demand is significantly less outside of the defined downtown core and only adds additional parking capacity.

6.4.1.2 Off-Street

The total number of available off-street stalls in the downtown area is 689. The overall off-street parking demand was analyzed for all three time periods where data collection occurred. The purpose was to determine which of the three time periods



Project # 4868

July 2010





had the highest utilization, or most parked vehicles. The results are illustrated in **Exhibit 6-6**.



Exhibit 6-6: Off-Street Parking Capacity in Downtown Yellowknife

While the three observed parking time periods had similar overall utilizations, the surveys indicated that the 2:00 PM counts had the highest utilization; therefore, the 2:00 PM data was the base for the analysis.

Again, the individual off-street parking locations were categorized into the three specific geographical zones.

Zones A1, A2, and A3 define on-street parking and are described in Table 6-11.

Zones	Off-Street Locations		
B1	 47th Street to 50th Street between 49th Avenue to Franklin Avenue 		
B2	 50th Street to 53rd Street between 49th Avenue to Franklin Avenue 		
B3	 48th Street to 51st Street between Franklin Avenue to 51st Avenue 		

Table 6-11: Locations of the Off-Street Counts by Zone



July 2010





Based on the parking inventory conducted in fall 2008, **Exhibit 6-7** outlines the 2:00 PM off-street parking utilization rates in downtown Yellowknife.



Exhibit 6-7: Utilization of Off-Street Parking in Downtown Yellowknife

The supply and demand for each of the parking zone for the peak time (2:00 PM) was summarized and the utilization for each zone was calculated and reported in **Table 6-12**.

Zone	Demand	Supply	Utilization
B1	166	250	66%
B2	196	317	62%
B3	77	122	63%
System Wide	439	689	64%

Table 6-12: Summary of the Off-Street Parking Results

There are approximately an additional 25 lots that were not counted and are not included in zones B1, B2, and B3. However, given the lower utilization in the defined downtown core and the results of the on-street demand, it is concluded that this parking would have similar or less utilization than the downtown core.

6.4.2 Summary

The downtown parking survey indicates that there is spare existing parking capacity in all of the zones for both on-street and off-street parking. For all zones, the off-street parking had more capacity than the on-street parking although this was less noticeable between zones A3 and B3.



Project # 4868

July 2010



Existing Issues



7. EXISTING ISSUES

The existing transportation issues have been identified by individual mode and are illustrated in **Exhibit 7-1**. Transit, cycling, pedestrian, and road infrastructure issues are described in more detail in the following sub-sections.

7.1 <u>Transit Issues</u>

Transit service was often referenced in previous reports and in discussions with the public as a key element of the transit network that needed improvement. Overcrowding at peak times, frequency of pick-up, and long travel times due to circuitous routes were brought forward as elements of transit that are not meeting user expectations. Peak periods in the morning and afternoon "rush hours" are over-crowded and conversely the off-peak service between the morning and afternoons is under utilized. Poor transferability between modes and bus routes and the lack of route coordination was highlighted as an ongoing concern. As identified through the Smart Growth consultation process, the lack of comfortable bus stops contributed to user dissatisfaction with the transit service. Indoor bus shelters were also highlighted as key improvements for consideration.

With respect to the bus routes themselves, the lack of service area coverage as well as limited weekend and evening service is problematic for residents travelling outside of the peak commuter travel times. Lack of transit service to the airport is identified as a major issue in terms of providing complete service area coverage and sustainable travel to and from the airport for the large number of employees.



Project # 4868



Smart Growth Development Plan Transportation Improvement Study



Exhibit 7-1: Existing Transportation Issues

Project # 4868

July 2010







7.2 <u>Pedestrian Issues</u>

There is a large mode share of pedestrian walking trips in the city of Yellowknife. This is a very positive sign as walking trips are the most sustainable form of travel. As a result, direct health benefits associated with the activity of walking are realized and indirect benefits are realized due to zero emissions and pollutants.

The issues with pedestrian infrastructure are similar to that of cyclists when it comes to recreational trails. There is a lack of inter-trail connectivity and safe crossing opportunities where the trail intersects the road network. It was noted at the Charrette, that there would be an interest in a proposed boardwalk in Old Town along the waterfront from Rotary Park to McMeekan Causeway.

Other issues include the lack of connectivity of pedestrian facilities such as sidewalks or trails, with transit or other multimodal transfer points, which limits the widespread promotion of walking as a mode that is safe and enjoyable to use for the entire community.

7.3 Road Infrastructure Issues

The existing road network is generally functioning well. There have been discussions with the public about the coordination of traffic signals in the downtown core area from 48th Street to 54th Street. While the main street traffic along 50th Avenue operates well, the side streets operations could be improved with better signal coordination and timing plans.

The PM peak hour traffic review and analysis suggested that there are some higher traffic flows at the following intersections:

- 49th Avenue and Highway 4 (unsignalized);
- Franklin Avenue and Old Airport Road; and,
- Old Airport Road between Borden Drive (near Wal-Mart) and Franklin Avenue.

Access Management along the majority of Old Airport Road, particularly between the Co-op corner and Highway 3, is identified as an issue. There are many local businesses along this section with uncontrolled access and egress from Old Airport road and the property.

The parking downtown is adequate to accommodate the demand; however, parking in Old Town is limited due to the unique nature of the area and its character. Access and commercial parking along Old Airport Road is also an issue as the multitude of driveways giving access to private lots creates stop and go conditions with peak flows.

Project # 4868



July 2010



Future Land Use



8. FUTURE LAND USE

Through the *Plan*, the City developed three potential growth scenarios to guide Yellowknife over the next fifty or more years. The three growth scenarios are: Compact, Hybrid, and Dispersed. Each represents a different approach to development and the *Study* assessed the impacts of each.

Each of the three growth scenarios is represented by two maps: one that identifies the number of *households* in each Smart Growth Zone and another that identifies the employment, by number of *jobs* in each Smart Growth Zone. The boundaries of the Smart Growth Zones are different in each scenario.

Households and jobs are related to each other by another factor, population. Generally, the population of a city increases over time due to a variety of reasons. For example, as population increases, more people begin living in the city, which results in the need for more households. Due to the increased population and new households, more jobs are necessary to support the community. Another possibility is that there is an increasing demand for jobs, perhaps as a result of growth in a specific industry or just overall economic growth. This increased employment demand drives an increase in population, which in turn leads to more households. In reality, these factors are never as simply related and can be either the cause or effect of each other or influenced by outside factors. However, for a planning study of this nature, the knowledge that if one increases the others increase, and vice versa, is sufficient.

Households and employment projections are important for creating a future transportation model because they represent growth in the region. Essentially, this means the overall number of trips grow because there are more jobs and more households in the city. Growth in jobs and households combine with existing trip information and other modeling factors to create the projected trips in the future transportation scenarios.

The *Plan* developed household and job projections for the three growth scenarios in three future horizons based on three population projections: 25,000 (short), 33,000 (intermediate), and 50,000 (long). In each horizon, the total households and job projections are the same for every scenario. For example, in the long-term horizon, the total number of number of households is approximately 17,100 for all scenarios. It is the distribution of these households within defined development areas of the city that changes between horizons. Because of the long-term nature of the *Study* only the intermediate-term and long-term population horizons were examined.



Project # 4868



Intermediate-term

The long-term planning horizon it presented in the body of this report and a matching format of Tables and Exhibits for the intermediate-term analysis is provided in **Appendix E**.

 Table 8-1 summarizes the total households and jobs in the long-term horizon.

Table 8-1:	Total	Households	and Jobs	(Long-Term	Horizon)
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Туре	Existing	Compact / Hybrid / Dispersed		
		Long-term		
Households	6890	17140		
Jobs	10840	27890		

The Smart Growth Maps for households and jobs in each land use scenario are illustrated in **Exhibit 8-1** through **Exhibit 8-6**.







Exhibit 8-1: Households – Compact Scenario

Project # 4868

July 2010







Exhibit 8-2: Jobs - Compact Scenario

Project # 4868

July 2010



56

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SEE APPENDIX B – NIVEN LAKE PHASE 5 TRAFFIC STUDY

SEE APPENDIX A – ZONING BY-LAW NO. 5045