

Location Description	Lot 1 Block G Plan 1028
City of Yellowknife Community Plan No. 5007	Section 4.2 Old Town
City of Yellowknife Zoning By-law No. 5045, as amended	Chapter 3 - Roles and Responsibilities Chapter 4 - Development Permit Process Chapter 7 - General Development Regulations Applicable to all Zones Chapter 9 - General Development Regulations Applicable to Non-Residential Zones Section 11.3 - OT – Old Town Mixed Use
Civic Address:	5 Lessard Drive
Access:	Lessard Drive
Municipal Services	Trucked water and sewage service; external garbage pickup

Recommendation:

Planning and Environment Division recommends approval of Development Permit application PLDEV-2025-0077 for a Change of Use application to permit an Accessory Use ‘Food and Beverage Services’ operating out of a seasonal food truck.

CONDITIONS OF APPROVAL

1. The development shall comply with the approved stamped drawings for PLDEV-2025-0077 and with all By-laws in effect for the City of Yellowknife.

Proposal:

The proposal involves the operation of a self-contained mobile food truck that will be parked on-site during the summer months (June to October as indicated in their Business License). The truck will provide food and beverage services to customers, including residents, tourists, and float plane passengers. Minimal outdoor seating is proposed. The floatplane base will remain in operation, and the food truck will serve as an accessory use that enhances waterfront activity during the tourism season and will not be in operation during the remainder of the year.

Background:

The applicant is proposing a seasonal food truck to operate out of 5 Lessard Drive and complement the existing floatplane base use. The property is zoned Old Town (OT) under Zoning By-law No. 5045 and is located in a mixed-use waterfront context. Because the site is currently approved for floatplane base operations only, the addition of a food truck will introduce a new land use category “Food and Beverage Services” and therefore will require a ‘Change of Use’ approval under Section 4.1.3 of the Zoning By-law.

No variances are being requested, and no new permanent structures are proposed. Since the business will operate out of a mobile food truck, and not out of a building as defined in City By-laws, property line-to-building setback requirements, parking minimum requirements, and other building-related regulations were not considered.

Assessment of the Application:

JUSTIFICATION

A development permit is required for any Change of Use development, as stated in Section 4.1.3 of Zoning By-law No. 5045, as amended, authorized under section 16 of the *Community Planning and Development Act*.

LEGISLATION

Community Planning and Development Act

The *Community Planning and Development Act* establishes the framework for the City to regulate development within its boundaries. As stated in section 16. (1) and 25. (1) of the *Act*, a development authority, being a development officer appointed under section 52, shall, subject to any applicable conditions, approve an application for a development permit for a use specified in a zoning bylaw as a permitted use of land or of a building, if the development authority is satisfied that the applicant meets all the requirements of the bylaw.

Community Plan By-law No. 5007

Section 3(1) of the *Act* states that the purpose of a community plan is to provide a policy framework to guide the physical development of a municipality, having regard to sustainability, the environment, and the economic, social and cultural development of the community.

This 2019 Community Plan is a comprehensive outline of the goals and objectives for the City with directive policies to accomplish the objectives. All applicable policies of the Community Plan are to be considered and applied at the time of development.

Zoning By-law No. 5045, as amended

The purpose of a zoning by-law is to guide the physical development of a municipality by offering regulations to the use and development of land and buildings within the municipal boundary of the City.

The Development Officer is authorized to receive and process development permit applications as referred to in section 3.1.1 of the By-law.

PLANNING ANALYSIS

The subject lot is located in Old Town's waterfront area, on private land adjacent to floatplane infrastructure, a municipally maintained park, and open water access. The proposed food truck operates seasonally during the summer months; is not a fixed permanent structure but rather a mobile food truck; shares utility servicing with existing infrastructure on the lot (trucked sewer and water); will include landscaping enhancements like planters and picnic tables; anticipates low-intensity traffic impacts with operations generally proposed weekly between 11:00 a.m. and 7:00 p.m. Tuesday to Sunday as indicated in their Business License; will not provide a public restroom but has access to a staff porta potty on site. The addition of the food truck represents minimal intensification of the site's use, with the intention to serve both floatplane base passengers and the general public during the summer season. Overall, the proposal aligns with the form and character of Lessard Drive and the general Mixed-Use nature of Old Town and supports the continued revitalization of this historic area of the city. Additional justification follows.

Community Plan

Old Town is recognized as an integral part of Yellowknife's history and a major part of the unique character of the community. The neighbourhood will continue to be characterized by eclectic building forms and human scale streets and will continue to accommodate a mix of residential and commercial uses. The following Community Plan objectives and policies are supportive of the proposed development at 5 Lessard Drive and demonstrate its compatibility with the Old Town neighbourhood.

4.6 Old Town Objectives and Policies				
Planning and Development Objectives:		Policies:		Planning Rationale:
1.	To limit development of residential and commercial buildings to forms that are compatible with the wetland, shoreline and exposed rock settings.	1-a.	New development will not adversely impact natural geographic features and environment.	The proposed development will not impact any of the natural features on-site.
2.	To maintain existing retail and commercial services that respond to both the local residents and tourism industry.	2-a.	Retail and commercial land uses will be permitted.	Food and Beverage Services is a permitted use in the OT – Old Town Mixed Use Zone.
4.	To encourage street oriented residential, retail and commercial development.	4-a.	Off-street parking minimums for new development will be reduced.	Due to its mobile nature, the proposed development will not have any parking minimums on-site. With proper parking enforcement, this will ensure

				vehicles are parked in appropriate locations like off-street and dedicated parking spaces.
10.	To concentrate commercial operations to the main corridors of Old Town.	10-a.	Commercial operations shall occur on Franklin Ave, and McDonald, Wiley, Lessard and Mitchell Drives.	The proposed development is located at street-level on Lessard Drive and will further activate that corner of Old Town.

The proposed food truck is located on an existing, serviced lot along Lessard Drive. At street level, the food and beverage service use is compatible with other commercial uses operating along the main corridors within Old Town and encourages pedestrian activity.

Zoning By-law

The subject property is zoned OT – Old Town Mixed Use. OT Mixed-Use Zone, as stated in the By-law, is to provide an area for a mix of commercial and residential uses that recognizes and respects the unique features and historical significance of Old Town but also supports increased tourism and commercial activities. The proposed use is defined as Food and Beverage Services under the Zoning By-law, which is a permitted use in OT Zone (Section 11.3.1). Unlike a typical development involving buildings or structures, this proposal involves the seasonal placement of a mobile food truck, which is not considered a building or structure under the Zoning By-law and therefore is not subject to setback requirements, parking, or other regulations that apply to buildings. No permanent structures are proposed, and the food truck is entirely self-contained and seasonal in nature.

Design Guidelines:

While Section 11.3.3 primarily applies to permanent buildings, the intent of the design guidelines is to ensure that development in Old Town respects the area's historic character, pedestrian-oriented environment, and eclectic, small-scale commercial identity. Although this proposal involves a temporary, seasonal food truck, the applicant has taken several steps that align with the spirit and intent of these guidelines.

The food truck is modest in scale and does not introduce a new structure that would alter the character of the streetscape-built environment. It is tucked behind a green strip and does not dominate the site or surrounding area. The proposal includes the addition of picnic tables and planters along the adjacent dock, encouraging informal gathering and public use of waterfront space. As the food truck is mobile and low in height, it does not block views of the water or skyline, or even access to the public dock. The dock is public and accessed from the adjacent municipally maintained park. The use of a food truck as a seasonal, small-scale operation is consistent with the eclectic character of Old Town, which includes houseboats, floatplane bases, cabins, and artist studios. The food truck is also fully removable and non-permanent, ensuring flexibility and compatibility with the evolving nature of the Old Town landscape.

Drainage and Grading (Section 7.3):

Since there is no building or permanent structure proposed, the development will maintain the natural slope of the land with no impact to existing drainage patterns.

Vehicular Access and On-Site Traffic (Sections 7.4):

On-street parking along Lessard Drive is limited, and vehicle access throughout some of Old Town's roads is known to be constrained by the neighbourhood's narrower streets and building layout. The food truck will be located on private property with direct access from Lessard Drive, utilizing an existing driveway that supports floatplane base operations. No new access points are proposed. The site allows for safe vehicle entry and exit without interfering with pedestrian activity or street traffic. The food truck does not obstruct access to existing uses on the lot, and there is sufficient space for short-term customer parking and service deliveries without creating on-site circulation conflicts. Given the seasonal and low-intensity nature of the operation, the development is not expected to generate significant traffic impacts or require dedicated loading areas. A Traffic Impact Assessment was not required; however, the Department of Public Works & Engineering will implement a few changes to enhance pedestrian and vehicular safety within the area:

1. Replacing the 'Yield' sign at the intersection of Lessard and Morrison with a 'Stop' sign;
2. Adding a second 'Do Not Enter' sign at the intersection of Lessard and Morrison;
3. Adding a 'No Parking' Sign leading up to the intersection of Lessard and Morrison;
4. Trimming the trees along Lessard Drive to make it easier for vehicles to park.

Landscaping (Section 7.5):

The zoning regulation requires a minimum of 40% landscaped area for Old Town Zone. Since the development's activities are seasonal in nature, the applicant has proposed seasonal landscaping, including over 30 flowerpots and planters, to soften the visual impact from street-level and enhance the pedestrian experience. These landscaping features will enhance the streetscape and contribute to the pedestrian character of Lessard Drive.

Parking (Section 7.8):

Under the By-law, parking requirements for Food and Beverage Services are calculated based on gross floor area, which applies only to permanent buildings. Since the food truck is a mobile unit and not considered a building or structure, there is no minimum parking required. However, the applicant is proposing on-site parking to support customers and staff. The site provides sufficient space for short-term vehicle parking and safe circulation without impacting adjacent uses or the public roadway. This provision of parking enhances accessibility and further reduces potential impacts on surrounding properties.

Servicing /Safety /Parks &Recreation /Community /Reconciliation

The proposed food truck is a self-contained seasonal operation that utilizes existing trucked water and sewer services already in place for the floatplane base. Potable water is drawn from an on-site hookup, and greywater is collected in a gravity-fed holding tank, which is then transferred to an existing greywater system on the property. To prevent any environmental impact, the applicant is also introducing a containment measure beneath the tank to capture incidental spills. Waste generated from the operation will be managed privately, with garbage collected and removed by the operator to ensure the site remains clean and orderly. It is recommended that the waste bins get painted by local artists similar to other waste bins within Old Town. The site is adjacent to a City-owned park, which provides natural screening and contributes to a welcoming waterfront environment. The applicant has enhanced the site's appearance with landscaping, flower planters, and picnic tables, which will contribute positively to the public realm and create a more inviting experience for visitors. Public perception is that the public dock at the end of the site is accessed from 5 Lessard Drive; however, it is accessed from the adjacent park, although it is not clearly recognizable. Orser Park, a city-maintained park adjacent to the subject site, will maintain its access currently from the corner sidewalk, which leads to the public dock and access to the lake. Given the limited hours of operation, seasonal nature of the business, and sufficient on-site parking, the development is expected to have minimal impact on surrounding residents while supporting community vibrancy and tourism in Old Town.

City Departments / External Agency Consultation

As directed in section 4.5.1 of Zoning By-law No. 5045, a request for comments was circulated to City Departments on July 15, 2025. Comments were reviewed and considered, and are summarized in the table below:

No.	City Department	Comments	Consideration
1.	Public Works & Engineering	No comments were received.	None.
2.	Public Safety	No comments were received.	None.
3.	Lands and Building Services	Application will not need a building permit.	Since the business will operate out of a mobile food truck, and not out of a building as defined in City By-laws, property line-to-building setback requirements, parking minimum requirements, and other building-related regulations were not considered.
4.	Fire Division	No concerns were identified.	No consideration is required.

Public Consultation

As a result of the Notice of application posted on-site on July 15, 2025, the following six (6) comments in the table below were received from residents and considered for analysis.

A public notice of decision will be posted on-site in conjunction with the date of approval of the permit. The application will be subject to a 14-day appeal period, commencing on the date of the approval. If not appealed within this 14-day period, the development will be considered effective starting on the 15th day.

No.	Public Comments	Consideration
1.	Thank you for returning my call and for your understanding of the benefit of the subject operation to the community. I am writing as the landowner at 7-9 Lessard Drive to provide landowner support for the proposed development. We appreciate the City exploring whatever options are within its purview to expedite the process so that the staff can remain employed in this short season Ethan has to operate. (July 9, 2025)	No consideration is required.
2.	If you can do anything to expedite the return of The Walrus to her spot on the shore of the narrows by the old town float base, please do so. It was so nice to have a place to eat near the water that was in our comfortable walking distance and price range. The time when it is comfortable to be able to dine out doors in Yellowknife is so short, every day counts. (July 23, 2025)	No consideration is required.
3.	I would like to provide comments on the proposed Change of Use from 'Float Plane Base' to 'Float Plane Base and Food and Beverage Services' at 5 Lessard Drive. As a resident of Lessard Drive, I have serious concerns about the safety of adding another business that will bring both vehicle and foot traffic to this already very unsafe street. This tiny little formerly-quiet street has no sidewalks, needs a stop sign from Morisson (currently an often-ignored yield sign), and has mass confusion caused by being one of the the only 2-way streets on the island. Almost every vehicle that enters Latham Island exits by this one hectic little street.	The proposed food truck is a seasonal, small-scale business that does not trigger new access, parking, or loading requirements under Section 7.8 of Zoning By-law No. 5045. The Use will operate from an existing driveway, generate limited additional vehicle movement, and is consistent with the intent of the OT – Old Town Zone to allow small commercial uses that support tourism.

There is nowhere safe for pedestrians and particularly for children to travel on this street. Daily from our windows we witness near misses between vehicles going both ways (many near head-on collisions at the corner of Morisson), as well as between vehicles and other street users like pedestrians, cyclists, people blowing up paddleboards by their cars, etc. There are cars backing up from Sundog into the street (often almost colliding with cars coming too fast 'round the corner from Morrison), and this proposal will have parking on the other side also backing up into traffic towards Sundog. Amidst all this confusion there is a public bus stop and a school bus stop. Since the opening of Sundog, the congestion and confusion has been noticeably increased. This 4 house/bldg road cannot handle any more congestion caused by a new business bringing in more traffic. As a parent on the street, I fear for my childrens' safety every time they need to cross the road. Furthermore, I am concerned about wedge of public land that is supposed to be a park at the corner of the causeway. The limited public water access it provided has been curtailed already by a) Sundog's rental boats parked there and b) the new fence around the "dock"/deck that limits the ability to use the dock for boats (but a very big thank you for leveling the dock to be flat!). The new food truck proposal includes parking and two very unsightly yellow dumpsters right on the property line of the park which further limits the perception of public access to the water in this location. I'm not against small business, and love french fries and food trucks, but I am against poor planning. Road safety in a residential neighbourhood needs to be the highest priority. Keeping public spaces available for the public needs to be a priority too. Finally, aside from the dangerous traffic congestion, as a resident of this street, I can say that my quality of life has gone down since the opening of a cafe next door, with its noisy balcony, service delivery trucks blocking my main driveway regularly, and very loud music events into the late	The Department of Public Works & Engineering has committed to: 1. Replacing the 'Yield' sign at the intersection of Lessard and Morrison with a 'Stop' sign; 2. Adding a second 'Do Not Enter' sign at the intersection of Lessard and Morrison; 3. Adding a 'No Parking' Sign leading up to the intersection of Lessard and Morrison; 4. Trimming the trees along Lessard Drive to make it easier for vehicles to park. Concerns related to noise are regulated under the Noise By-law No. 3537. Waste bins must remain on the subject lot and not on the adjacent public park, and a recommendation to the applicant will be for local artists to paint the bins similar to other waste bins within Old Town. In the future, any discarded garbage or material that has visual impacts can be addressed through the Unsightly Land By-law No. 3979.
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	evening. I do not welcome the possibilities of further noise and disruption from another food and beverage service a couple meters away, effectively starting to surround my home. Please do not move ahead with this proposed change of use. Thanks for taking the time to consider my concerns. (Jul 27, 2025)	
4.	I am writing to comment on the proposed change of use at 5 Lessard Dr. As a resident of Latham Island and a direct neighbour to both Sundog Cafe and Plumber's lodge I have serious reservations about this proposed location for a food truck. To begin with, our quality of life has already been negatively impacted by the noise (most notably during parties and live music performances) and the dramatic increase of traffic the cafe brings to the street. To add another business to this tiny street without a sidewalk and very limited parking would be irresponsible and dangerous. With all of Latham Island and Ndilo residents using this street to leave the island, an inappropriate yield sign at the blind corner of Morrison and Lessard (needs to be changed to a stop) and dozens of vehicles looking for parking at Sundog during busy times, we witness near-misses and unsafe levels of congestion on an almost daily basis. We have small children and we fear for their safety with this dramatic increase in road traffic. We are very vigilant with our own kids, but I honestly believe that it is merely a matter of time before a child gets hurt in a traffic accident. Additionally, the location of this food truck is compromising the quality and the access to the 'sliver' park that represents one of the very few public water access points in the city. Food truck clients looking for parking will inevitably block access to the boat launch that is already largely obstructed by the numerous watercraft left there by the Sundog Cafe and the unsightly and excessively large yellow garbage bins that now welcome visitors to the park.	The concern about congestion and safety on Lessard Drive is acknowledged; however, zoning regulations do not govern the design or control of public roads. The Department of Public Works & Engineering has committed to: 1. Replacing the 'Yield' sign at the intersection of Lessard and Morrison with a 'Stop' sign; 2. Adding a second 'Do Not Enter' sign at the intersection of Lessard and Morrison; 3. Adding a 'No Parking' Sign leading up to the intersection of Lessard and Morrison; 4. Trimming the trees along Lessard Drive to make it easier for vehicles to park. The application has been reviewed under Section 7.4 of the Zoning By-law, and no additional access or circulation requirements are triggered by a temporary food truck use. The business will operate at a modest scale with limited daily traffic. The location within the

	Finally, I am not against small business and food trucks. I love fish and chips, but the safety of the public and the quality of life of the residents of Lessard dr, Latham Island and Ndilo should come first. This is not a viable or acceptable location for this food and beverage business. Thank you for considering my comments. (July 27, 2025)	OT Zone is appropriate as 'Food and Beverage Services' is a permitted use. Issues of late-night noise and amplified music are outside the scope of this application and can be addressed under the Noise By-law No. 3537. The seasonal food truck is limited to daytime and evening hours and will remain subject to the Noise By-law. Finally, landscaping and waste storage on the lot are subject to zoning requirements. Waste bins must remain on the subject lot and not on the adjacent public park, and a recommendation to the applicant will be for local artists to paint the bins similar to other waste bins within Old Town. In the future, any discarded garbage or material that has visual impacts can be addressed through the Unsightly Land By-law No. 3979.
5.	Regarding the Application from the Walrus Fried Fish & Griddle at 5 Lessard Drive, Lot 1 Block G Plan 1028 to change the use from 'Float Plane Base' to 'Float Plane Base and Food and Beverage Services'. Attached is a letter from the Latham Island Neighbourhood Association (LINA) – (Appendix A) (July 29, 2025)	The submission from Latham Island Neighbourhood Association (LINA) is acknowledged and appreciated. Some of the concerns raised about road safety are longstanding community priorities and are recognized by

		the City. However, these matters fall outside the scope of the Zoning By-law and cannot be resolved through the review of this specific development permit application. The Department of Public Works & Engineering has committed to: 1. Replacing the 'Yield' sign at the intersection of Lessard and Morrison with a 'Stop' sign; 2. Adding a second 'Do Not Enter' sign at the intersection of Lessard and Morrison; 3. Adding a 'No Parking' Sign leading up to the intersection of Lessard and Morrison; 4. Trimming the trees along Lessard Drive to make it easier for vehicles to park. Road design and sidewalk construction are addressed through transportation planning, infrastructure work, and City Council initiatives, not through the Development Permit process. From a zoning perspective, the subject property is located in the OT – Old Town Mixed Use Zone, where 'Food and Beverage Services' is a permitted use under Section 11.3 of Zoning By-law No. 5045.
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		The proposed food truck is seasonal, small-scale, and accessory to an existing floatplane base operation. It does not involve permanent structures, does not create new access points, and will operate from an existing driveway consistent with Section 7.4 on site access and circulation. Parking minimums do not apply to mobile units; however, on-site space will be made available for short-term parking to reduce spillover onto the street. While this permit cannot address LINA's broader recommendations, those issues can be considered separately by Council and City departments under future capital works and transportation initiatives. Within the limits of zoning regulations, the proposed development conforms with the By-law and is appropriate for its location.
6.	Good afternoon, Thank you for the opportunity to comment on the development permit at 5 Lessard Drive. I am not sure if some of these comments and questions might already be addressed in additional material held at City Hall and not posted on the on-site sign (I am currently out of town and unable to come to City Hall in person).	The points regarding landscaping, waste management, signage, washrooms, and traffic circulation are acknowledged and have been considered against the Zoning By-law.

• According to the City's bylaw, the proponent is responsible for landscaping. Currently there are 2 large and very ugly yellow trash bins that block access within the City park upper lawn to the City park patio. Bins should be moved to the other side of the lot, which will require fence adjustments to enable vehicle access. It's also not immediately clear why two such large bins would be needed (as opposed to more frequent emptying of smaller bins if required). If one is compost, signage is needed. • Additional landscaping would ideally include fixing or replacing the falling down chain link fence beside the bus stop. It would also be an ideal opportunity to use visually pleasing landscaping (not garbage cans) to delineate between public and private space. • Signage should emphasize the City owned park and dock/patio to clarify that these are not private property. • We are concerned that those using the food cart will want to use Sundog Trading Post washrooms. Our water and sewage expenses for our 2024-2025 fiscal year exceeded \$17,000; additional usage will increase the number of sewage pumpouts needed. We are not certain a portapotty will be well used, but at the very least, signage is needed to ensure that customers are aware of its location (it is currently hidden on site) and we would additionally appreciate that signage kindly request that customers not use Sundog's facilities because we have limited sewage tank capacity. • As the food and beverage use in the zoning bylaw appears to assume a building with indoor space, it is not clear how the City will determine the number of parking spots needed, or the amount of washroom facilities (the latter is normally determined by building code and influences fire marshall occupancy permitting, I believe - all beyond the scope of the zoning bylaw). • Traffic circulation will be affected. We hope these issues will be addressed through a development permit if issued. (July 29, 2025)	Section 7.5 requires landscaped area in the OT Zone, and the applicant has committed to seasonal planters and other site enhancements to meet this requirement. Waste bins must remain on the subject lot and not on the adjacent public park, and a recommendation to the applicant will be for local artists to paint the bins similar to other waste bins within Old Town. In the future, any discarded garbage or material that has visual impacts can be addressed through the <u>Unsightly Land By-law No. 3979</u>. The request for signage clarifying public park access is noted and will be forwarded to the appropriate City Department for follow up as it falls outside the scope of the Zoning By-law. Parking requirements under Section 7.8 apply only to permanent buildings. Since the food truck is mobile, no minimum parking is required. Nevertheless, on-site space is available to accommodate short-term parking. Washroom requirements are not regulated under zoning, but the applicant has provided
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		a staff porta potty to be used by staff only.
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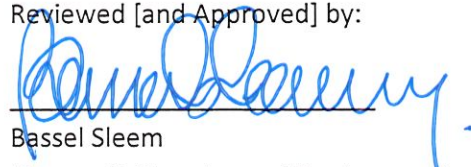
Conditions of Approval:

1. The development shall comply with the approved stamped drawings for PLDEV-2025-0077 and with all By-laws and policies in effect for the City of Yellowknife.

Conclusion:

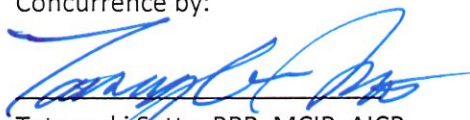
In summary, the proposed Change of Use application PLDEV-2025-0077 complies with regulations of the Zoning By-law and conforms with the policies of the Community Plan. It makes efficient use of an existing lot, encourages pedestrian activity, and respects the area's character, all while maintaining appropriate servicing standards. For these reasons, this application is recommended for approval.

Reviewed [and Approved] by:


Bassel Sleem
Planner II, Planning and Environment

08/27/25
Date

Concurrence by:


Tatsuyuki Setta, RPP, MCIP, AICP
Manager, Planning and Environment

Aug. 27, 2025
Date

Appendix A: Latham Island Neighbourhood Association (LINA) Response Letter and Traffic Calming Report

Attachment: Approved Drawings PLDEV-2025-0077, DM# 800377

Appendix A:

Latham Island Neighbourhood Association
Email: linayk12@gmail.com

July 29, 2025

Bassel Sleem
Development Officer
City of Yellowknife

Submitted by email to:
bsleem@yellowknife.ca & PlanningandEnvironment@yellowknife.ca

RE: Development Permit Application
File #: PLDEV-2025-0077

Regarding the Application from the Walrus Fried Fish & Griddle at 5 Lessard Drive, Lot 1 Block G Plan 1028 to change the use from 'Float Plane Base' to 'Float Plane Base and Food and Beverage Services'.

I am writing to you on behalf of the Latham Island Neighbourhood Association (LINA). LINA is comprised of many household members on Latham Island and is a registered Society.

LINA members have consistently focused on the priorities of road safety and the quality of our public spaces for many years. The LINA Board has met annually with the Mayor and City Manager on those priorities. In 2020 LINA presented a Traffic Calming report to City Leadership (attached). LINA has provided the document to City Leadership on numerous occasions and as recently as May 22, 2025 at a meeting with the Mayor and City Manager.

Latham Island is a densely developed residential neighbourhood with narrow roads and incomplete sidewalks. There are many families with small children living on the Island. The children are learning to ride bikes and scooters and navigate their neighbourhood.

There are businesses offering food and aviation services. There are waterfront activities such as paddling, boating and standup paddling in the summer and winter activities of skiing, dog mushing and skidooring. The result of all this activity from residents and visitors is an increasing number of vehicles visiting the island with associated traffic and parking demands.

The location of the proposed Walrus Food Truck is at the junction of Morrison Drive and Lessard Drive. Morrison was built to the standards of a back lane with the intention that there would be a wider road to the east of the Island called Watt Drive. Watt Drive was never developed. This intersection sees almost all the traffic departing the Island. Narrow

one-way Morrison Drive meets two-way Lessard Drive at a blind corner. There are no sidewalks in this area. There are often many vehicles parked on Lessard Drive sometimes on both sides of the road. It can be challenging for vehicles to navigate this corner. It can be unsafe for pedestrians or cyclists especially children. Emergency vehicles access would be seriously affected on some occasions.

Generally, on the Island there are no suitable areas for parking and limited to no suitable on-street parking options.

If businesses such as food services businesses are to be integrated into this primarily residential neighbourhood then improvements are needed to road safety, parking and sidewalks.

Recommendations

- Designate the active portion of Lessard Drive as no parking.
- Install a stop sign at Morrison Drive entering Lessard Drive
- Improve signage to inform drivers at Morrison Drive that they are entering a two-way street on Lessard Drive
- Acquire GNWT Commissioners' lands on Latham Island for public purposes including parking – such as - Lot 1, Block 9 - 2 Mitchell Drive and Lot 9, Block 5 - 4 Hearne Hill Road
- Enforcement of no parking streets and speed limits
- Complete the missing sidewalk links on the Island
- Encourage residents to remove bushes that obscure the line of sight on street corners.

The City needs to address the consistently requested improvements to road and pedestrian safety before changing the use for lots or approving projects on the Island that will bring more traffic and parking demands.

We all want to improve our community and its amenities. Improvements must be done in concert with adequate safety for citizens of all ages and with due respect for folks who live in the area.

Thank you.

Sincerely,

John Stephenson

John Stephenson
President
Latham Island Neighbourhood Association

Pedestrian and Cyclist Safety on Latham Island

Summary

Objective:

Latham Island Neighbourhood Association (LINA) would like the City of Yellowknife to consider steps to better protect the public from pedestrian and bicycle collisions with motor vehicles on Latham Island by designing and implementing a pedestrian safety plan, with the goal of safer streets for all by Nov 2020.

Proposal:

Based on a summary of the literature, children, the elderly, and people who have been drinking alcohol are most at risk of pedestrian vehicle accidents. Decreasing vehicle speeds is the most effective way to reduce pedestrian vehicle collisions, followed by reducing pedestrian exposure to vehicle traffic through sidewalks, improving visibility between vehicles and pedestrians, and improving pedestrian and motor vehicle awareness of safety issues.¹

LINA proposes the following interventions to increase pedestrian safety:

- 1) Speed reduction by
 - a. more multiway stop signs
 - b. traffic calming measures built in sidewalk such as sidewalk extension narrowing streets
 - c. speed display boards
- 2) Reducing pedestrian exposure to vehicle traffic
 - a. constructing a continuous sidewalk around Latham Island
- 3) Improved visibility
 - a. Increased lighting
 - b. Lighting at existing cross walks
- 4) Improve pedestrian motor vehicle awareness
 - a. Educational campaign

LINA could assist by consulting with our community on the proposed interventions, and garnering support.

¹ Richard A. Retting, Susan A. Ferguson, and Anne T. McCartt, 2003:

[A Review of Evidence-Based Traffic Engineering Measures Designed to Reduce Pedestrian–Motor Vehicle Crashes](https://doi.org/10.2105/AJPH.93.9.1456)

American Journal of Public Health **93**, 1456–1463, <https://doi.org/10.2105/AJPH.93.9.1456>

Many residents of Latham Island are concerned about pedestrian safety when walking or biking on Latham Island. While speed limits are set to 30 km/hr., residents have observed vehicles traveling faster and not observing stop signs. In addition, there aren't consistent designated pedestrian walkways around Latham Island, nor bicycle lanes.

The residents of Latham Island span from the very young, to the very old, and we are particularly concerned for both of these populations. This community is committed to walking, biking, and being out in our neighbourhood, in addition to welcoming tourists and other residents who come to run, bike, and explore this unique neighbourhood of Yellowknife. The Latham Island Neighbourhood Association would like to partner with the City of Yellowknife to make it safer for all.

Pedestrian crashes are a public health risk globally, and a concern for the residents of Latham Island. Children aged 5 to 9 years have the highest population-based injury rate with pedestrian-related injuries contribute to almost 12 percent of all injury-related deaths of children younger than 14 years of age, while people older than 80 years have the ^{2 3} highest population-based fatality rate. Pedestrians who have used alcohol are also vulnerable, with almost half (46%) of fatally injured pedestrians testing positive for ⁴ alcohol in 2010. In addition to young, old, and impaired pedestrians, cyclists are at risk for collision with motor vehicles. In 2018 29% of Canadians reported they had a near miss with a pedestrian or cyclist and just 1.5% reported experiencing a collision.⁵

In residential settings with large numbers of children (such as Latham Island), speed management appears to offer the greatest potential for injury prevention. Pedestrian crashes involving a child most often result from the child's error. Slower speeds give motorists more time to react and can lessen injuries when crashes do occur. Slower speeds are desirable in areas with pedestrians because many young children fail to stop ^{6 7} before proceeding from the curb onto the road. Kraus et al. reported that 69% of child pedestrian injuries occur midblock, when children dart into the street. Young children

² Countermeasures to Improve Pedestrian Safety in Canada | Canadian Council of Motor Transport Administrators. CCMTA 2011.

³ Knoblauch R, Nitzburg M, Dewar R, Templer J, Pietrucha M. *Older Pedestrian Characteristics for Use in Highway Design*. Washington, DC: US Dept of Transportation; 1995. DOT publication FHWA-RD-93-177.

⁴ Countermeasures to Improve Pedestrian Safety in Canada | Canadian Council of Motor Transport Administrators. CCMTA August 2013

⁵ Vanlaar, W., Marcoux, K., Robertson, R. (2009). The Road Safety Monitor 2008. Pedestrians and bicyclists. Ottawa, Traffic Injury Research Foundation. Ottawa, Canada. Available from: http://www.tirf.ca/publications/publications_show.php?pub_id=240.

⁶ Zeedyk MS, Wallace L, Spray L. Stop, look, listen and think? What young children really do when crossing the road. *Accid Anal Prev*. 2002;34:43–50.

⁷ Kraus JF, Hooten EG, Brown KA, Peek-Asa C, Heye C, McArthur D. Child pedestrian and bicyclist injuries: results of community surveillance and a case-study control. *Inj Prev*. 1996;2:212–218.

⁸ have difficulty judging vehicle distance and velocity and lack the relevant cognitive skills required to make valid and consistent crossing judgments.⁹

After decreasing vehicle speeds, the next most effective interventions are reducing pedestrian exposure to vehicle traffic through sidewalks, followed by improving visibility between vehicles and pedestrians, then improving pedestrian and motor vehicle awareness of safety issues.¹⁰

Evidence based approaches to speed reductions include:

- Decreased speed limits

- Multiway stops signs
- Speed bumps
- Chicanes and Curb Extensions
- Speed display boards

Other evidences approaches to decreased pedestrian collisions include:

- Sidewalks
- Increase pedestrian visibility with roadway lighting
- Cross-walk design
- Pedestrian and driver educations campaigns

For a comprehensive list of measures to improve pedestrian safety and the evidence rating, please see the World Health Organization table below.¹¹

⁸Phinney J, Colker L, Cosgrove M. *Literature Review on the Preschool Pedestrian*. Washington, DC: US Dept of Transportation; 1985. DOT publication HS-806-679.

⁹Embry DD, Malfetti JM. *Stay Out of the Street! Reducing the Risk of Pedestrian Accidents to Preschool Children Through Parent Training and Symbolic Modeling*. Falls Church, Va: AAA Foundation¹⁰

Richard A. Retting, Susan A. Ferguson, and Anne T. McCartt, 2003:

[A Review of Evidence-Based Traffic Engineering Measures Designed to Reduce Pedestrian–Motor Vehicle Crashes](#)

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¹¹Pedestrian safety: a road safety manual for decision-makers and practitioners. WHO 2013.

Table 4.1 Focal measures and specific interventions for improving pedestrian safety

Key measures	Examples of interventions	Effectiveness		
		Proven	Promising	Insufficient evidence
Reduce pedestrian exposure to vehicular traffic	Provide sidewalks			
	Install and/or upgrade traffic and pedestrian signals			
	Construct pedestrian refuge islands and raised medians			
	Construct enhanced marked crossings			
	Provide vehicle restriction/diversion measures			
	Install overpasses/underpasses			
	Improve mass transit route design			
	Reduce traffic volumes by switching journeys from the car to public transport, walk and cycle for distances and purposes where these options work well			
Reduce vehicle speeds	Reduce speed limit			
	Implement area-wide lower speed limit programmes, for example, 30 km/h			
	Implement road-narrowing measures			
	Install speed management measures at road sections			
	Install speed management measures at intersections			
	Provide school route improvements			
Improve sight distance and/or visibility between motor vehicles and pedestrians	Provide crossing enhancements			
	Implement lighting/crossing illumination measures			
	Reduce or eliminate obstruction by physical objects including parked vehicles			
	Install signals to alert motorists that pedestrians are crossing			
	Improve visibility of pedestrians			

Key measures	Examples of interventions	Effectiveness		
		Proven	Promising	Insufficient evidence
Improve pedestrian and motorist safety awareness and behaviour	Provide education, outreach and training			
	Develop and/or enforce traffic laws on speed, drinking and driving, pedestrian right-of-way, red light disobedience, commercial roadside activity and traffic control			
	Implement "walking school bus" programmes			
Improve vehicle design for pedestrian protection	Develop vehicle safety standards and laws for pedestrian protection			
Improve vehicle design for pedestrian protection	Enforce vehicle safety standards and laws for pedestrian protection			
	Publicize consumer information on pedestrian safety by make and model of car, for example, results of New Car Assessment Programmes			
Improve care for the injured pedestrians	Organize pre-hospital trauma care systems			
	Establish inclusive trauma care systems			
	Offer early rehabilitation services			

Note: When the terms 'proven', 'promising' and 'insufficient evidence' appear highlighted in the same line, it shows that there are different measures in the same broad category at different stages of development as already explained above with respect to effectiveness.

Source: 1-7.

While Latham Island is fortunate to have lower speed limits, it remains a challenge to ensure these speed limits are continuously respected and adhered to. In addition to speed limits, evidence strongly supports structural solutions to decreasing drivers' speeds. Some of these that could work in our setting include multiway stop signs and electronic speed displays.

An investigation focusing on multiway stop sign control, which produces low vehicle speeds near intersections relative to traffic signal control or conventional 2-way stop signs, showed that pedestrian collisions decreased by 25% when multiway stop signs were installed in place of traffic signals at low traffic-volume urban intersections.¹²

¹²Persaud B, Hauer E, Retting RA, Vallurupalli R, Mucsi K. Crash reductions related to traffic signal removal in Philadelphia. *Accid Anal Prev* 1997;29:803-810.

¹³Speed display boards, while deployed, significantly reduce vehicle speeds 7 to 8 km/h.¹⁴

Separating pedestrians from the roadway reduces crashes between pedestrians and motor

vehicles. The presence of a sidewalk reduces pedestrian collisions by **88 percent** over no sidewalk. The greater the separation, the better they are protected.¹⁵

More than half (55%) of pedestrian casualties occur at night and/or with low-light conditions, and since there are also fewer pedestrians at night they are truly over-represented in collisions during this period. In the darkest months of winter, the sun is only up for 5 hours a day, leaving 19 hours of low to no light and decreased visibility. Increased intensity of roadway lighting at pedestrian crossings has been associated with significant reductions in nighttime pedestrian crashes.^{17 18}

Education campaigns are particularly well-suited to this road safety issue because pedestrian collisions are often due to both drivers and pedestrians not following the rules of the road at various times.

LINA would like to encourage the City of Yellowknife to protect the public from pedestrian and bicycle collisions with motor vehicles on Latham Island by designing and implementing a pedestrian safety plan, with a goal of safer streets for all by Nov 2020.

Based on our pedestrian safety literature review, the following could be included in our pedestrian safety plan:

- 1) Continuous sidewalks on all streets of Latham Island with traffic calming measures build in. LINA will work with the city where these sidewalks may need to be constructed on private property to advocate for their creation.
- 2) Multiway stops signs. Locations could include
 - a. Morrison and Lessard Drive
 - b. Sikyea Tili and She la
- 3) Increased sidewalk lighting (LINA will consult with residents to garner input and support for increased lighting)

¹³

¹⁴ Veneziano, David; Hayden, Larry; Ye, Jared (December 2010). [Effective Deployment of Radar Speed Signs](#) (PDF). Bozeman, Montana: Western Transportation Institute, Montana State University. ¹⁵ Countermeasures to Improve Pedestrian Safety in Canada | Canadian Council of Motor Transport Administrators. CCMTA August 2013

¹⁶ Countermeasures to Improve Pedestrian Safety in Canada | Canadian Council of Motor Transport Administrators. CCMTA August 2013

¹⁷ Polus A, Katz A. An analysis of nighttime pedestrian accidents at specially illuminated crosswalks. *Accid Anal Prev*. 1978;10:223–228.

¹⁸ Pegrum BV. The application of certain traffic management techniques and their effect on road safety. In: *Proceedings of the National Road Safety Symposium*. Perth, Western Australia: Dept of Shipping and Transport; 1972:277–286.

- 4) Install a pedestrian crossing light at Otto/Sikyea Tili/ Harriett's Lane cross walk. Installation of a cross walk on Otto drive across from the Latham Island Park (note this may not be necessary with continuous sidewalks installation)
- 5) Use of speed display boards
- 6) With the introduction of the changes above, a local education campaign would be required, including pedestrian and motorist safety awareness. We are aware that most of the vehicles on Latham island belong to residents, who also walk at times. It would be necessary to ensure that all residents are aware of vehicle and

pedestrian safety best practices, distribute lights and reflective tape that can be affixed to clothing to increase visibility, and gather support required for sidewalk extension and increased lighting.

- 7) Supporting the ongoing law enforcement and ticketing of drivers exceeding the speed limit¹⁹

¹⁹ Luca, Dara Lee. "Do Traffic Tickets Reduce Motor Vehicle Accidents? Evidence from a Natural Experiment," *Journal of Policy Analysis and Management*, September 2014. doi: 10.1002/pam.21798.