

THE CORPORATION OF THE CITY OF IQALUIT

BY-LAW # 898

GENERAL PLAN BY-LAW (2020)

---

**A By-law of the City of Iqaluit in Nunavut to adopt a General Plan, pursuant to the provisions of the *Planning Act, R.S.N.W.T. 1988, c. P-7 s.24***

**WHEREAS** the Council of the City of Iqaluit has prepared a general plan, referred to as the “City of Iqaluit General Plan” in accordance with the *Planning Act*.

**NOW THEREFORE** the Council of the City of Iqaluit, in a regular session duly assembled, enacts as follows:

1. The general plan of the City of Iqaluit, known as the “*City of Iqaluit General Plan*” and the attached Figure A, Figure B, Figure C, Figure D, Figure E of this by-law, are hereby adopted.
2. Figure A, Figure B, Figure C, Figure D, Figure E, form part of this by-law.
3. This By-law shall come into effect on the date of its third reading.
4. By-law No. 703, as amended, is hereby repealed.

READ a first time this 25th day of August 2020.

---

Kenny Bell  
Mayor

---

Amy Elgersma  
Chief Administrative Officer

After due notice and a Public Hearing held on \_\_\_\_\_.

READ a second time this \_\_\_\_ day of \_\_\_\_\_ 202\_.

---

Kenny Bell  
Mayor

---

Amy Elgersma  
Chief Administrative Officer

APPROVED by the Minister of Community and Government Services this \_\_\_\_ day of  
\_\_\_\_\_ 202\_.

---

Minister, Community and Government Services  
Honourable David Akeegok

READ a Third and Final time this \_\_\_\_ day of \_\_\_\_\_ 202\_.

---

Kenny Bell  
Mayor

---

Amy Elgersma  
Chief Administrative Officer



# City of Iqaluit

# GENERAL PLAN

## By-law 898





---

---

## Table of Contents

<b>SECTION 1 INTRODUCTION .....</b>	<b>1</b>
1.1 PURPOSE OF THE GENERAL PLAN.....	1
1.2 THE PLANS FOR IQALUIT’S FUTURE.....	1
1.3 TIME FRAME OF THE GENERAL PLAN.....	3
1.4 PLAN ADOPTION AND AMENDMENTS.....	3
1.5 METHOD OF PLAN PREPARATION.....	3
<b>SECTION 2 VISION &amp; ACTIONS.....</b>	<b>5</b>
2.1 A UNIQUE ARCTIC CAPITAL .....	7
2.1.1 <i>Creating a Distinctive Core Area &amp; Capital District</i> .....	7
2.1.2 <i>Reflecting Inuit Cultural Heritage</i> .....	8
2.2 A LIVEABLE CITY .....	8
2.2.1 <i>Recognizing and Protecting the Arctic Way of Life</i> .....	9
2.2.2 <i>Providing a Clear Development Strategy for Housing Choice</i> .....	9
2.2.3 <i>Promoting Attractive &amp; Well-Designed Developments</i> .....	10
2.2.4 <i>Ensuring Economic Opportunities</i> .....	10
2.2.5 <i>Ensuring Security and Safety through Design</i> .....	10
2.2.6 <i>Protecting Access to the Land &amp; Sea</i> .....	11
2.3 AN ENVIRONMENTALLY RESPONSIBLE & SUSTAINABLE CITY .....	11
2.3.1 <i>Ensuring that Development Respects the Natural Environment</i> .....	12
2.3.2 <i>Ensuring Clean Air, Water, &amp; Land</i> .....	12
2.4 EFFECTIVE COMMUNITY PLANNING.....	12
2.4.1 <i>Promoting Participation in Planning</i> .....	12
2.4.2 <i>Ensuring Implementation of the Plan</i> .....	13
2.5 A COMMUNITY THAT ADAPTS TO THE IMPACTS OF CLIMATE CHANGE .....	13
2.5.1 <i>Study the Impacts of Climate Change in Iqaluit</i> .....	14
2.5.2 <i>Adapt to Climate Change</i> .....	14
<b>SECTION 3 DEVELOPMENT STRATEGY .....</b>	<b>15</b>
3.1 POPULATION GROWTH.....	15
3.2 HOUSING UNITS .....	17
3.3 PHASING OF DEVELOPMENT.....	19
<b>SECTION 4 BEYOND THE POPULATED AREA.....</b>	<b>22</b>
4.1 NUNA.....	22
4.2 WATERSHED PROTECTION AREA .....	24
4.3 SYLVIA GRINNELL TERRITORIAL PARK RESERVE.....	25
4.4 AGGREGATE RESOURCES DESIGNATION.....	25
<b>SECTION 5 POPULATED AREA LAND USE POLICIES.....</b>	<b>28</b>
5.1 CORE AREA DESIGNATION.....	28
5.1.1 <i>Core Area Land Use &amp; Housing Policies</i> .....	29
5.1.2 <i>Core Area Pedestrian &amp; Vehicle Circulation Policies</i> .....	31
5.1.3 <i>Beautify the Core Policies</i> .....	33
5.1.4 <i>Capital District Overlay</i> .....	35
5.1.5 <i>Sijjanga District Overlay</i> .....	37
5.2 RESIDENTIAL .....	38
5.2.1 <i>General Residential Policies</i> .....	39
5.2.2 <i>Residential Community Designation</i> .....	42





---

5.3	COMMERCIAL .....	43
5.3.1	<i>General Commercial Policies</i> .....	43
5.3.2	<i>Commercial Designation</i> .....	45
5.4	INSTITUTIONAL .....	45
5.4.1	<i>General Institutional Policies</i> .....	46
5.4.2	<i>Institutional Designation</i> .....	47
5.4.3	<i>Cemetery Symbol</i> .....	47
5.5	INDUSTRIAL .....	48
5.5.1	<i>General Industrial Policies</i> .....	49
5.5.2	<i>Light Industrial Designation</i> .....	49
5.5.3	<i>Heavy Industrial Designation</i> .....	50
5.6	OPEN SPACE DESIGNATION .....	52
5.7	PARKS AND RECREATION .....	55
5.8	HISTORICAL AND CULTURAL RESOURCES .....	56
5.8.1	<i>Cultural Heritage Symbol</i> .....	58
5.9	FUTURE DEVELOPMENT AREA DESIGNATION .....	59
5.9.1	<i>Development Scheme Overlay</i> .....	60
5.10	FEDERAL ROAD SPECIAL POLICY OVERLAY .....	61
5.11	TRANSPORTATION FACILITY DESIGNATION .....	63
<b>SECTION 6 MOBILITY .....</b>		<b>66</b>
6.1	TRANSPORTATION MASTER PLAN .....	66
6.2	PEDESTRIAN WALKWAYS, WALKING TRAILS, & CYCLING ROUTES .....	67
6.3	SNOWMOBILE TRAILS .....	69
6.4	ROADS .....	70
6.4.1	<i>Arterial Roads</i> .....	70
6.4.2	<i>Collector Roads</i> .....	72
6.4.3	<i>Local Roads</i> .....	73
6.4.4	<i>Bypass Road</i> .....	74
6.4.5	<i>Taxi and Transit Service</i> .....	75
<b>SECTION 7 MUNICIPAL SERVICES &amp; OTHER UTILITIES .....</b>		<b>77</b>
7.1	INFRASTRUCTURE & CLIMATE CHANGE .....	77
7.2	SOLID WASTE MANAGEMENT .....	79
7.2.1	<i>Waste Disposal Sites</i> .....	79
7.2.2	<i>Former Waste Disposal Sites &amp; Contaminated Sites</i> .....	80
7.3	WATER SUPPLY & WASTEWATER TREATMENT .....	81
7.4	WATER & SEWER SERVICES: PIPED VS. TRUCKED WATER & WASTEWATER SERVICES .....	82
7.5	OTHER UTILITY-INSTALLATIONS .....	83
<b>SECTION 8 IMPLEMENTATION .....</b>		<b>85</b>
8.1	ROLES & RESPONSIBILITIES .....	85
8.1.1	<i>The Applicant</i> .....	85
8.1.2	<i>Development Officer</i> .....	85
8.1.3	<i>Council</i> .....	86
8.1.4	<i>Planning Committee</i> .....	87
8.1.5	<i>Development Appeal Board</i> .....	87
8.1.6	<i>Government of Nunavut Building Official</i> .....	88
8.1.7	<i>Procedures Manual</i> .....	88
8.2	DEVELOPMENT PERMITS .....	88
8.3	PUBLIC NOTIFICATION .....	89
8.4	DEVELOPMENT SCHEMES .....	90

---



---

---

8.5	SUBDIVISION OF LAND.....	91
8.6	LAND DEVELOPMENT GUIDELINES .....	91
8.7	LOT DEVELOPMENT STANDARDS.....	94
8.8	ZONING BY-LAW.....	96
8.9	VARIANCES TO THE ZONING BY-LAW .....	97
8.10	OTHER BY-LAWS .....	97
8.10.1	<i>Development Charges By-law</i> .....	98
8.10.2	<i>Property Maintenance By-law</i> .....	98
8.10.3	<i>Land Administration By-law</i> .....	98
8.11	PUBLIC WORKS.....	99
8.12	PLAN MAINTENANCE .....	99
8.12.1	<i>Plan Amendments</i> .....	99
8.12.2	<i>Plan Review Procedure</i> .....	99
<b>SECTION 9 INTERPRETATION .....</b>		<b>101</b>
<b>APPENDIX A – DEVELOPMENT POTENTIAL .....</b>		<b>103</b>

## List of Tables

<i>Table 1 Population Projections to 2022 in 5-year increments</i> .....	17
<i>Table 2 Housing Projections</i> .....	18
<i>Table 3 Phasing of Development</i> .....	21

## List of Illustrations

<i>Illustration 1 Arterial Road - Typical Cross Section</i> .....	72
<i>Illustration 2 Downtown Collector Road - Typical Cross Section</i> .....	73
<i>Illustration 3 Local Road - Typical Cross Section</i> .....	74

## List of Figures

<i>Figure A – General Land Use</i>
<i>Figure B – Populated Area Land Use</i>
<i>Figure C – Walking and Snowmobile Trails</i>
<i>Figure D – Primary Road Network</i>
<i>Figure E – Piped Municipal Services</i>

## ANNEX A – PLATEAU DEVELOPMENT SCHEME

## ANNEX B – INUIT OWNED PARCEL ‘E’ LAND DEVELOPMENT SCHEME

## ANNEX C – FUTURE DEVELOPMENT AREA B DEVELOPMENT SCHEME



# SECTION 1

## INTRODUCTION

### 1.1 Purpose of the General Plan

The City of Iqaluit General Plan contains Council's policies for managing the physical development of Iqaluit. Recognizing the dramatic changes and challenges facing the City since it became Nunavut's capital in 2001, this Plan builds and expands upon previous efforts; specifically, the General Plan will:

- ◆ Translate the values and vision expressed in the public consultation process into policy actions;
- ◆ Ensure that policy actions establish a clear basis for decision making in the land use planning process;
- ◆ Focus on the provisions of the *Planning Act* under which the General Plan is adopted;
- ◆ Provide the basis for a more detailed City zoning by-law to guide land uses in conformity with this Plan;
- ◆ Emphasize the Arctic's sensitive natural environment by integrating community sustainability and climate change adaptation initiatives; and
- ◆ Identify other City Plans and initiatives that will complement and strengthen land use policies.

### 1.2 The Plans for Iqaluit's Future

The General Plan's policy actions' main intent is to observe social, economic and environmental concerns in guiding the physical development of the City. Along with other plans and initiatives, it provides comprehensive long-term strategic direction for Iqaluit, including programs and services, City initiatives, and funding priorities for infrastructure development.



Although the plans are inter-related, they have different mandates. For example, the General Plan's policies preserve certain lands, such as Sylvia Grinnell Territorial Park Reserve, as park and open spaces; however, the Park is under the jurisdiction of the Government of Nunavut (GN), whose Master Plan and Management Plan include the vision and strategies for use of the Park and its permitted facilities.

The following Plans provide strategic direction for growth of the City:

- ◆ The **Recreation Master Plan** outlines policy actions to improve quality of life for Iqaluit residents through park and recreation services. It identifies needs, provides direction, and establishes priorities for recreation facilities and services with a ten-year horizon tied into the Capital planning process.
- ◆ The **Community Economic Development Plan** focuses on policy actions to improve economic development and quality of life within the community.
- ◆ The **Sylvia Grinnell Territorial Park Reserve Master Plan** contains specific policy actions for promoting and protecting the recreational, educational, scientific and natural heritage functions of Sylvia Grinnell Territorial Park Reserve.
- ◆ The **Core Area & Capital District Redevelopment Plan** details information on design themes and strategies for redevelopment of the City's central area.
- ◆ The **Integrated Community Sustainability Plan** (to be adopted) will describe long-range goals, strategies and prioritized actions for government and non-government organizations, as well as the community at large.
- ◆ The **Community Action Plan** outlines measures to reduce greenhouse gas emissions from municipal operations.





### **1.3 Time Frame of the General Plan**

The City of Iqaluit General Plan contains Council's policies for managing the physical development of Iqaluit to the year 2030, by which time the projected population could reach over 13,000.

The General Plan was adopted by By-law No. 703 and received third reading on October 26, 2010. As required by the *Planning Act*, a General Plan should be reviewed at least every five years to ensure that it reflects current needs. The previous General Plan was adopted by By-law No. 571 on June 10<sup>th</sup>, 2003.

### **1.4 Plan Adoption and Amendments**

The General Plan is adopted by By-law and approved by the Minister of Community and Government Services. Changes can be made by amending the By-law under the provisions of the *Planning Act*.

### **1.5 Method of Plan Preparation**

This Plan was prepared in consultation with the residents of Iqaluit, City Council, the Government of Nunavut, the Land Claims Organizations, and the Government of Canada. A series of open houses, public meetings, and workshops with the public and selected focus groups was held in April, June and October of 2009.

The April meetings were intended to introduce the General Plan review to Council and elicit early input for policy directions and suggestions for consulting with Iqalungmiut.

In June, four neighbourhood workshops were held to gather the views of residents from the Core Area, Apex, the Plateau Subdivision and Tundra Valley/Road to Nowhere/Lake Subdivision. An open invitation was extended to all Iqalungmiut to participate in a "Community Café" where any and all ideas could be shared. Focus group sessions were held with the business community and local contractors and developers. Much of the policy direction of this General Plan was confirmed through these meetings.



The October consultations provided an opportunity for Council, residents and other stakeholders to review and discuss proposed strategic policy changes and community growth options.

Additional community consultations were held in December 2009 to review the Draft General Plan and Zoning By-law.



## SECTION 2

# VISION & ACTIONS

The General Plan incorporates the community values and visions expressed during the public consultation process, summarized in the five statements of the Vision Framework. The following pages describe how the Vision Framework will be achieved and include a link to specific policy actions described in the General Plan.

### General Plan Vision Framework

1	<p><b>A Unique Arctic Capital</b></p> <p><i>Iqaluit will be a distinctive and vibrant City that represents the unique cultural heritage of Nunavummiut.</i></p> <p><u>Objectives:</u></p> <ul style="list-style-type: none"><li>◆ Creating a Distinctive Core Area and Capital District</li><li>◆ Reflecting and celebrating Inuit Cultural Heritage</li></ul>
2	<p><b>A Liveable City</b></p> <p><i>Iqalungmiut will live in a safe, caring, prosperous and attractive City that reflects an arctic lifestyle.</i></p> <p><u>Objectives:</u></p> <ul style="list-style-type: none"><li>◆ Recognizing and Protecting the Arctic Way of Life</li><li>◆ Providing a Clear Development Strategy for Housing Choice</li><li>◆ Promoting Attractive &amp; Well-designed Developments</li><li>◆ Ensuring Economic Opportunities</li><li>◆ Ensuring Security and Safety Through Design</li><li>◆ Protecting Access to the Land &amp; Sea</li></ul>

### General Plan Vision Framework



<p>3</p>	<p><b>An Environmentally Responsible and Sustainable City</b></p> <p><i>Iqalungmiut will live in a City that preserves, protects and enhances a clean and healthy natural environment.</i></p> <p><u>Objectives:</u></p> <ul style="list-style-type: none"><li>◆ Ensuring that Development Respects the Natural Environment</li><li>◆ Ensuring Clean Air, Water, &amp; Land</li></ul>
<p>4</p>	<p><b>Effective Community Planning</b></p> <p><i>Iqalungmiut will be active in the development of their City. They will be consulted on and involved in government issues important to them.</i></p> <p><u>Objectives:</u></p> <ul style="list-style-type: none"><li>◆ Promoting Participation in Planning</li><li>◆ Ensuring Implementation of the Plan</li></ul>
<p>5</p>	<p><b>A Community That Adapts to Climate Change</b></p> <p><i>Iqalungmiut will partner with the City in studying and finding ways to adapt to climate change.</i></p> <p><u>Objectives:</u></p> <ul style="list-style-type: none"><li>◆ Study the impact of climate change</li><li>◆ Adopt policies that recognize and respond to the long-term impacts of climate change</li></ul>





---

***Iqaluit will be a distinctive and vibrant City representative of the unique cultural heritage of Nunavummiut***

---

## **2.1 A Unique Arctic Capital**

Since the creation of Nunavut in 1999, Iqaluit has been growing into its new role as an arctic capital city representing an expansive and largely Inuit territory. By far the largest community in Nunavut, Iqaluit plays an important and unique role as its major business, transportation, administrative, health and educational centre. Iqaluit's non-Inuit population is much higher than other Nunavut communities; it faces the dual challenge of recognizing its multicultural status and ensuring that it is representative of the Territory.

Developing a vibrant Core Area and emphasizing cultural heritage are vital initiatives in achieving a unique arctic capital. The Core Area requires a balance of new housing, office and retail development, as well as public gathering spaces for indoor/outdoor events and art displays. A stronger Core Area identity and an improved pedestrian and open space network can link the city to the land and sea in a way that reflects Inuit heritage. Growing interest in the arctic gives residents' opportunities to share their city and their culture with visitors. Culturally significant local areas are experiencing pressure for development; maintaining a clear distinction between areas for potential development and those that support recreational and traditional activities will be crucial. New buildings and development must respect and protect the existing natural and built heritage.

Objectives:

- ◆ Creating a Distinctive Core Area and Capital District
- ◆ Reflecting Inuit Cultural Heritage

### **2.1.1 Creating a Distinctive Core Area & Capital District**

- ❖ The Core Area will remain the business and employment centre for the city and the gateway for visitors. The Capital District will remain within the Core Area to accommodate office and institutional uses that support Iqaluit's capital city functions. The Core Area will continue to have its own unique identity, characterized by high quality building design, consistent urban form and a significantly enhanced pedestrian environment with gathering spaces. Partial residential redevelopment of the Core Area will be encouraged to promote wider participation in



cultural and recreational activities, as well as employment opportunities within walking distance.

### **2.1.2 Reflecting Inuit Cultural Heritage**

The City will strive to emphasize and reflect Inuit cultural values and knowledge in the land use planning process. Buildings and locations of cultural significance, such as beach and camping areas, archaeological and burial sites, will be given special consideration in reviewing any development proposals.

## **2.2 A Liveable City**

---

---

***Iqalungmiut will live in a safe, caring, prosperous, and attractive City that reflects an arctic way of life.***

---

---

The City's projected 2030 population of 13,050 will necessitate more land for homes, parks, shops, services, and jobs. Quality of life in the City will decline if growth is unplanned and threatens things that residents' value.

Growth in Iqaluit has meant more cars and snowmobiles crowding walking space on the roads. Affordable housing is scarce, and some areas have poor access to shops and services. The placement and character of buildings does not always reflect the realities of arctic living. These and other issues must be addressed to ensure that Iqaluit is a safe and pleasant place to live and visit. Balancing the desire for open spaces and parks with the need for additional housing and services will be essential.

***Sustainable Development*** meets the needs of the present generation without

Environmental sustainability encourages practices that minimize environmental damage and ensure long-term integrity of the ecosystem. Compact development patterns that leave more land in its natural state produce fewer emissions and substantially reduce servicing costs. Although the land supply in the Arctic seems limitless, a dispersed settlement pattern is more expensive to service and has greater impact on the environment.

New development planning in Iqaluit will be strongly influenced by the physical environment, a series of parallel rock ridges interspersed with valleys of varying width. Most of the built-up area of town, including the airport, is located on the largest area of level land. With level land limited, Iqaluit has expanded over the last two decades into sloping areas such as Tundra Valley and the Road To Nowhere, and higher areas such as the Plateau Subdivision. Servicing sloping areas with piped sewer and water is typically more difficult and expensive; development decisions will involve



reducing the extension of costly service infrastructure and impacts on the natural environment.

As new areas are developed and older areas undergo redevelopment, the principles of Crime Prevention Through Environmental Design (CPTED) will be important; incorporating its guidelines for safety and security will help build community cohesion and an improved quality of life.

Objectives:

- ◆ Recognizing and Protecting the Arctic Way of Life
- ◆ Providing a Clear Development Strategy for Housing Choice
- ◆ Promoting Attractive & Well-designed Developments
- ◆ Ensuring Economic Opportunities
- ◆ Ensuring Security through Safe Design
- ◆ Protecting Access to the Land & Sea

### ***2.2.1 Recognizing and Protecting the Arctic Way of Life***

The City will protect the unique aspects of arctic living and foster the resulting community spirit. It will recognize the land-based economy, support the traditional way of life, protect views and access to the beach, and ensure adequate open space between and within built up areas.

### ***2.2.2 Providing a Clear Development Strategy for Housing Choice***

The City's General Plan will adopt a Development Strategy to guide urban growth. Iqaluit will be designed to offer a range of housing types for residents of different ages and incomes. The City will address the issue of overcrowding and work with the appropriate authorities to provide land for more housing in convenient locations. Given the high cost of developing basic infrastructure such as roads, power, sewer and water services, maximum use will be made of existing infrastructure. Mixed-use buildings with commercial uses on the ground floor and residential above will be encouraged in the Core Area, where access to services will be available in an improved walking environment. New development within existing service limits will be explored prior to expanding them. The City will consider limited small-scale residential development outside the service limits on trucked services; however, the long-term intent of Council is that all new development be connected to piped water and sewer services.



### ***2.2.3 Promoting Attractive & Well-Designed Developments***

The City will work to make Iqaluit attractive and well designed. A carefully planned open space network with trails and parks will link all developments. Guidelines for City staff will focus on creating a functional and attractive environment. Guidelines for new development will consider tundra preservation, pedestrian connections, parks, building orientation for views and sunlight, and the adverse effects of snow drifting. The General Plan will pursue these goals through the following actions:

- ◆ Establish Development Guidelines for layout of new subdivisions.
- ◆ Establish a Property Maintenance By-law.
- ◆ Provide Urban Design Guidelines for the Core Area.

### ***2.2.4 Ensuring Economic Opportunities***

The City will pursue land use policies that increase economic opportunities, including adequate land resources and well-designed road systems, to link businesses and connect with the harbour and airport. The importance of the marine harbour/sea-lift area and the airport will be recognized and reinforced. Aggregate resource areas will be protected from extraction so that Iqaluit can meet its own needs in the future. The City will continue to enhance and protect the overall quality of life to ensure that Iqaluit is an attractive place to live, work and visit.

### ***2.2.5 Ensuring Security and Safety through Design***

Iqalungmiut should feel and be safe in Iqaluit's public spaces. The City will apply the principles of Crime Prevention Through Environmental Design (CPTED) in all phases of land development, including the review of development applications. CPTED's guiding principle is that the physical environment can be designed and managed to reduce the incidence and fear of crime. The focus in developing new neighbourhoods and public spaces will be improved liveability and safety; for example, safe play areas for children within easy walking distance of home, and playground access for younger children without having to cross a busy road. Designated pedestrian walkways along major roads will be maintained and well-lit to improve safety. Off-road walking trails will be improved. Existing conflicts between vehicular, snowmobile, and pedestrian traffic will be reduced through good design and phased improvements to trail networks.





### **2.2.6 Protecting Access to the Land & Sea**

The City will identify and protect major access points to the land and the sea. It will also capitalize on future opportunities to improve access through the Development Permit process.

---

***Iqalungmiut  
will live in a  
City that  
preserves,  
protects and  
enhances a  
clean and  
healthy natural  
environment***

---

## **2.3 An Environmentally Responsible & Sustainable City**

Iqaluit is set in a unique but fragile tundra and sea environment. Involvement with the natural environment was an essential part of the lives of Inuit in the recent past and continues to play a very important role for many. The City's municipal boundaries comprise 52.3 square kilometres of land. They were established to allow Iqaluit to access clean water and granular resources, dispose of its waste, expand developed areas as needed, prevent disorganized development outside the developed area, and protect areas of community importance.

There are many instances in recent history, however, where the natural environment has been abused. Numerous dumps throughout Iqaluit, at Apex, West 40, North 40 and the Upper Base, as well other potentially contaminated sites, present public health and safety risks, as well as being aesthetically unpleasant.



A city striving for environmental responsibility faces many challenges, among them: preventing waterway pollution, preserving shorelines of creeks and the sea, protecting a clean and abundant water supply, reducing waste to landfills, and protecting the tundra in populated areas from unnecessary damage during development. It also entails avoiding urban sprawl and taking advantage of redevelopment and infill opportunities before opening up new land for development.

Objectives:

- ◆ Ensuring that Development Respects the Natural Environment
- ◆ Ensuring Clean Air, Water, & Land



### ***2.3.1 Ensuring that Development Respects the Natural Environment***

The City will ensure that development or redevelopment of sites focuses on designing with, or around, natural features that should be preserved. Designing with nature means preventing development too close to rivers, creeks, and the sea, as well as protecting portions of the tundra in populated areas.

### ***2.3.2 Ensuring Clean Air, Water, & Land***

The City will protect the air, water, and land in Iqaluit. A clean and adequate water supply will remain a high priority. The City will ensure protection of the Lake Geraldine and Niaqunguk River watersheds for future water supply, and encourage design technologies that reduce environmental impacts, such as wastewater recycling and energy efficient building design. The City will encourage the clean-up of dump sites where appropriate.

## **2.4 Effective Community Planning**

---

***Iqalungmiut will be active in the development of their City and will be consulted on and involved in government issues that are important to them.***

---

Iqaluit's transformation into a capital has placed many pressures on the City. Despite recent efforts, many people, particularly long-term residents, feel left out of the planning decision-making process. The City must encourage citizen participation in the planning process and in initiatives that will shape the future of the City, as well as ensure that planning decisions are based on the City's approved plans and by-laws.

Objectives:

- ◆ Promoting Participation in Planning
- ◆ Ensuring Implementation of the Plan

### ***2.4.1 Promoting Participation in Planning***

The City will encourage community participation in the decision-making process. Public consultation and notification will be strengthened, with particular attention to Inuit input on major developments and/or developments of particular significance for cultural heritage.



### **2.4.2 Ensuring Implementation of the Plan**

Land use planning decisions will be based on the General Plan and municipal by-laws. The City will ensure that staff, the development community, and Iqaluit residents understand the meaning and implications of the General Plan and municipal by-laws. The General Plan will be reviewed periodically under an established process.

## **2.5 A Community That Adapts to the Impacts of Climate Change**

As scientists continue to study anthropogenic climate change, it is increasingly apparent that arctic regions are subject to some of the greatest environmental changes on the planet. If climate model forecasts are accurate, impacts to the fragile arctic environment will intensify; these include increased temperature and precipitation, permafrost warming and thaw, decrease in sea ice, coastal erosion, substantial and unknown changes to sea levels, and increased extreme weather events.

While technologies and practices that reduce greenhouse gas emissions are important, there is ample evidence that, even if global emissions were to cease immediately, climate change-related impacts would be felt for decades to come. With that in mind, the City must assess how it can adapt to climate change. *Adaptive capacity* is a community's ability to cope with or adjust to climate change impacts and risks. By building adaptive capacity, communities develop practical means to cope with climatic uncertainties and reduce their vulnerability.

In the coming years, it will be essential for the City to understand potential changes and prepare to respond quickly and effectively. Information on specific impacts to Iqaluit will be critical to informing decisions and building adaptive capacity.

Objectives:

- ◆ Study the impacts of climate change in Iqaluit.
- ◆ Adopt policies that recognize the long-term impacts of climate change.



### ***2.5.1 Study the Impacts of Climate Change in Iqaluit***

The City of Iqaluit will develop mechanisms to study and monitor the impacts of climate change. It will work with the community to obtain and share this information and build the knowledge base and adaptive capacity of the community.

### ***2.5.2 Adapt to Climate Change***

The City of Iqaluit will take a precautionary approach to development by incorporating the best current knowledge on climate change impacts into its decision-making. By creating a monitoring system, the City will increase its knowledge base and develop policies that build the adaptive capacity of the community.







## SECTION 3

# DEVELOPMENT STRATEGY

### 3.1 Population Growth

Iqaluit has experienced rapid population growth; the 2006 Census recorded a population of 6,184, an 18.1% increase since 2001, making Iqaluit the fastest-growing community in Nunavut. It was also among the 15 fastest-growing communities in Canada between 2001 and 2006. However, the 2006 figure may not reflect the transient population; the Nunavut Bureau of Statistics, in association with Statistics Canada, put the post-2006 census closer to 6,520 and gave a 2007 figure of 6,802.

Two indices are generally used in forecasting population growth: the natural rate of increase (number of births minus deaths), and net migration (number of people moving to Iqaluit minus those leaving). Nunavut has the highest fertility rate and youngest population in Canada, resulting in the highest rate of natural increase in the country. This growth is mitigated somewhat by a relatively low average life expectancy and, particular to Iqaluit, an increasing percentage of non-Inuit (40%) (Source: 2006 Aboriginal Census Profile, 2006 Census, Statistics Canada). As for net migration, the Conference Board of Canada concluded that very few Inuit move south.

The City's role as the capital of Nunavut, combined with economic and cultural opportunities, has attracted people from other eastern Arctic communities, as well as significant numbers from the south, resulting in positive net migration immediately following the creation of the territory (2000 to 2002). The 2008 *Nunavut Economic Outlook* (published by the Nunavut Economic Forum) notes that since 2002, Nunavut has not had significant migration from other parts of the country, except in 2007, when it recorded economic growth of 13%. Representative government hiring of Inuit and preferential procurement policies by the federal and territorial governments for Inuit firms, as provided for in the Nunavut Land Claims Agreement, may reduce the number of southerners coming to Iqaluit in the future.



The 2003 Iqaluit General Plan projects population growth to the year 2022. A medium growth forecast was used as the basis for this Plan; it estimated that the population of Iqaluit would reach 10,169 in 2022, assuming an annual average growth rate of 2.97%.

In conducting regular General Plan reviews it is essential to revisit population projections to ensure that new information and circumstances are incorporated into forecasts. Three revised population projection scenarios have been developed, using community level population projections prepared by the Government of Nunavut, an observation of recent trends, and economic data produced by the Nunavut Economic Forum. The base for these projections is the Nunavut Bureau of Statistics Iqaluit population estimate on July 1, 2007: 6,802.

1. Population change between the 2001 and 2006 Censuses revealed an average annual growth rate of 3.38%. Extension of this trend would mean a projected population of approximately **14,625** people by 2030. This is considered a **HIGH** projection.
2. In 2000 the GN Bureau of Statistics produced community level population projections at an average annual rate of 2.87%, a total of 8,391 by 2020. Applying this average annual growth rate to the current base population results in an estimate of approximately **13,050** people by 2030. This is considered a **MEDIUM** population projection.
3. The 2008 *Nunavut Economic Outlook* included revised population forecasts developed by Statistics Canada for the entire territory to the year 2025. Average annual growth rates range from 0.74% to 2.04%. While this report adopts the medium population outlook for the territory as a whole, the higher rate may be a better benchmark for Iqaluit, with its strong attraction for migrants from other parts of the territory and southern Canada. Applying an annual average growth rate of 2.04% to the current base population results in an estimate of approximately **10,820** by 2030. This is considered a **LOW** population projection.



A range of projected population growth is summarized in Table 1. Observed population growth between 1986 and 2006 and projected growth scenarios are shown in Illustration 1. It is recommended that a medium projection of 13,050 be used for



the purposes of this Plan. Monitoring of actual growth rates is needed to review the timing of development phasing and estimating the need for infrastructure expansion.

**Table 1  
Population Projections to 2022 in 5-year increments**

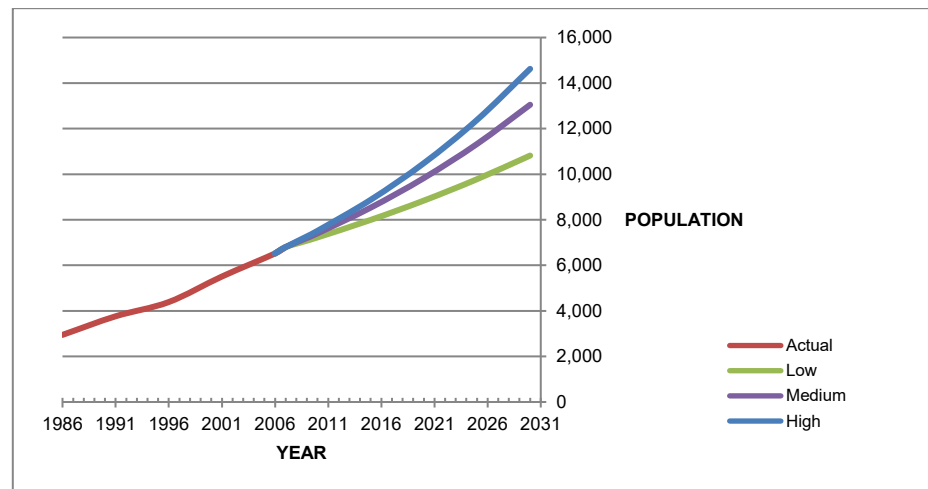
<i>Year</i>	<i>Low Projection<sup>1</sup></i>	<i>Medium Projection<sup>2</sup></i>	<i>High Projection<sup>3</sup></i>
<b>2006</b>	<b>6,520</b>	<b>6,520</b>	<b>6,520</b>
<b>2007</b>	<b>6,802</b>	<b>6,802</b>	<b>6,802</b>
2009	7,082	7,198	7,270
2010	7,226	7,405	7,516
2015	7,993	8,532	8,877
2020	8,842	9,830	10,484
2025	9,780	11,326	12,382
2030	10,820	13,050	14,625

<sup>1</sup> Application of annual growth rates for Nunavut from *Nunavut Economic Outlook* (Nunavut Economic Forum, 2008)

<sup>2</sup> Application of average annual growth rates from *Nunavut: Community Population Projections, March 2000* (Nunavut Bureau of Statistics)

<sup>3</sup> Application of 5-year average annual growth between the 2001 and 2006 Census. (Statistics Canada).

**Illustration 1  
Observed and Projected Population Counts**



### 3.2 Housing Units

Despite concerted efforts in recent years, there is a housing shortage in Iqaluit. More is needed for the growing population, to



relieve crowded housing conditions, for special needs residents, and to promote the recruiting of employees. Housing supply problems are linked to the high cost of serviced land and of building, maintaining and operating homes. As a result, public and government housing play an important role in Iqaluit.

According to the 2006 Census, there were 2,460 housing units in Iqaluit and the average household size was 2.9 people. Between the Census and the beginning of 2009, development permit records show that an additional 369 housing units were built; the base number of housing units in Iqaluit is therefore estimated at 2,829 as of January 1, 2009.

Housing needs are determined by applying an average household size to the future population forecasts. At 2.9 people per household, average household size in Iqaluit is smaller than in Nunavut as a whole (3.7), but larger than the national average of 2.5.

The City will continue to use the Census average household size figure 2.9 to estimate housing needs for anticipated population growth to 2030; however, if household size decreases, housing demand will be higher. Housing needs projections in Table 2 are based on the population projections in Section 3.1.

**Table 2  
Housing Projections**

<b>Projection</b>	<b>Total units needed by 2030</b>	<b>Current supply of units*</b>	<b>Additional units needed by 2030 (Total – Current)</b>	<b>Average Units / year</b>
Low	3,730	2,829	901	43
Medium	4,500	2,829	1,671	80
High	5,043	2,829	2,214	105

\* based on 2006 Census + units built or approved as of January 1, 2009 provided by the City of Iqaluit Planning & Lands Department

Sufficient land should be set aside and available to meet housing needs for the 20-year planning horizon. For the purposes of this Plan, the target number of housing units will be 4,500 by 2030.



Servicing constraints will limit new residential development until capacity can be expanded. The General Plan aims to meet the target, but geographic and topographic constraints, servicing costs, and existing development patterns pose challenges within the *Populated Area*. It will be necessary to consider infill, re-development and increased density to achieve the 4,500 unit target.

Policies:

*housing for  
13,050*

*mix of  
housing types*

*affordable  
housing*

1. Council will plan for a population of approximately 13,050 and 4,500 dwelling units by the year 2030.
2. In all land use designations permitting housing, in accordance with specific zones in the Zoning By-law, Council will encourage a range of housing types to increase choice and affordability. Concentration of a single housing type in one area will be avoided.
3. Council will establish a target for net residential density in Section 8.6 – Land Development Guidelines, such that the projected number of housing units can be accommodated within the serviceable land supply.
4. Council will target a percentage of affordable housing units for ownership in Section 8.6 – Land Development Guidelines.
5. Council will monitor the housing supply on a regular basis and collaborate with agencies to assess housing needs.



### 3.3 Phasing of Development

Phasing of development is intended to provide adequate serviced land for housing and economic development in a timely manner and avoid premature infrastructure investment.

Table 3 outlines the phasing of development. Generally, new development is favoured in areas already serviced by utilidor or



where cost-effective services can be extended. Targeted re-development in existing built-up areas is expected to occur over a longer period and is therefore indicated in Phases 1, 2, & 3. A few remaining lots in the Lake and Road to Nowhere Subdivisions have development constraints that could be overcome. A number of lots in Phase 2 of the Plateau Subdivision remain to be developed. It is anticipated that subdivision Phases 3 and 4 will be developed over the next couple of years. Together, these areas are categorized as Phase 1 development and are likely to be fully developed by the end of 2013.

By 2014, it is anticipated that new areas will be needed to accommodate expansion. Two Future Development Areas, A and B, are identified in Table 3 and intended for a mix of land uses, as specified in the policies in Section 5.9. The phasing in Table 3 does not give priority to Area A or B, but will be subject to community consultation, assessment of need, and feasibility and cost-effectiveness of extending services. Although Area B could provide more developable land than Area A, this is subject to further study and may affect estimated timelines for each phase of development, as outlined in Table 3.

The Federal Road Special Policy Area, located west of the Core Area in the North 40, consists of a large vacant parcel of Inuit-owned lands and light industrial uses. Policies in Section 5.10 encourage the extension of sewer services along Federal Road to permit high intensity uses such as residential and commercial development. Development of this area is anticipated in Phase 2 or 3.

Prior to development, Future Development Areas require approval of a Development Scheme and an amendment to this Plan reflecting appropriate land use designations for the intended uses (Section 5.9). An estimate of the development potential for each area is in Appendix A of this Plan. Industrial lands will be developed independent of the serviced lands. They will be serviced by truck and phased according to need.

#### Policies:

1. Council will phase development according to the table below. A more detailed analysis of development potential is located in Appendix A.



**Table 3  
Phasing of Development**

**Phase 1 (2010 to 2013)**

---

Infill & redevelopment in Core Area  
Road-To-Nowhere – remaining lots  
Lake Subdivision – remaining lots  
Plateau Subdivision – remaining lots in Phase 2  
Plateau Subdivision – Phase 3 & 4

**Phase 2 (2014 to 2020)**

Future Development Area A or B  
Federal Road Special Policy Area  
Infill & redevelopment in Core Area

**Phase 3 (beyond 2020)**

Future Development Area A or B  
Federal Road Special Policy Area  
Infill & redevelopment in Core Area

2. Council will periodically review development phasing and, if necessary, adjust it in response to current conditions. The designation of Future Development Areas in Figure B and the phasing timelines outlined in Table 3 do not oblige Council to install infrastructure within this timeframe.



## SECTION 4

# BEYOND THE POPULATED AREA

Figure A of this Plan shows the boundaries of the City of Iqaluit encompassing 52.34 square kilometres. Municipal boundaries are specified in the Nunavut Land Claims Agreement (1993) and designed to accommodate expansion of the built-up area and location of future municipal services.

The boundary indicating the Populated Area of Iqaluit is shown in Figure A. Beyond it are four land use designations: the Sylvia Grinnell Territorial Park Reserve (including existing and proposed boundaries of the park), the Watershed Protection Area around the current (Lake Geraldine) and future (Niaqunguk River) water supplies, Aggregate Resources, and Nuna, which represents the land. More detailed land use designations for the Populated Area are shown in Figure B.

### 4.1 Nuna

“Nuna” is an Inuktitut word referring to the land. It is used by Iqalungmiut to describe undeveloped hinterland where a variety of traditional and recreational activities occur. Access to Nuna for fishing, hunting, snowmobiling, berry picking, and camping is very important to both residents and visitors. There are also cultural heritage resources in Nuna that need to be protected.







## Policies:

*Permitted  
uses in Nuna*

1. Permitted uses in Nuna will be limited to cultural and natural uses, which include the following:
  - a) Temporary camping structures;
  - b) Small-scale public buildings or structures for community use to support camping, hunting, fishing, and emergency shelter;
  - c) Interpretation facilities associated with archaeological sites;
  - d) Dog teams.

*zone category*

2. Council proposes to establish a Municipal Reserve (MR) Zone in the Zoning By-law.

*Uses in Nuna  
subject to  
Zoning  
Amendment*

3. The following uses are permitted in Nuna subject to a Zoning By-law amendment:
  - a) A Waste Disposal Site in accordance with the policies in Section 7.2.1;
  - b) Communications facilities in accordance with the policies in Section 7.3.4;
  - c) Facilities for power generation, including conventional combustion and renewable energy sources such as hydro-electric, solar and wind power;
  - d) Other public utilities, such as a water filtration plant;
  - e) Commercial facilities to support camping, hunting and fishing.

*criteria for  
evaluating  
proposals*

4. Council will use the following criteria in evaluating proposed development for the uses listed in Policy 3, in addition to policies for specific uses elsewhere in this Plan:
  - a) Impact on the environment;
  - b) Road access;
  - c) Consideration of long-term expansion to the Populated Area boundary;
  - d) Known cultural heritage resources;
  - e) Power availability;
  - f) Completion of an environmental assessment, if applicable.

*expansion of  
Populated  
Area  
boundary*

5. The long-term need to expand the Populated Area boundary into Nuna will only be considered by amendment to this Plan and only after completion of an analysis indicating the need, servicing requirements, and potential impacts on the environment.

*aggregate  
resources*



*road access*

*Development  
near the  
municipal  
boundary*

*consultation*

6. New roads will be constructed only after a review of environmental impacts, cost and benefits to the City, and justification of need.
7. Any proposed development close to the municipal boundary or with potential impacts outside the municipal boundary shall be submitted to the Nunavut Planning Commission.
8. For any development in Nuna, the proponent is encouraged to consult with the Hunters and Trappers Organization.

## 4.2 Watershed Protection Area

There are two watershed protection areas shown in Figure A. The Lake Geraldine Watershed provides the City's current water supply. When the Lake Geraldine Watershed can no longer supply enough water to meet the City's demand, the Niaqunguk River and Sylvia Grinnell River will be considered as possible supplemental sources. The Niaqunguk River's watershed has been protected to ensure that development does not compromise this potential future water supply for the City. Additional policies regarding water supply and treatment are found in Section 7 of this Plan.

Policies:

*zone category*

*municipal  
boundary*

*watershed  
mapping*

1. No development, including roads or trails, is permitted within the Watershed Protection Area.
2. Council proposes to establish a Municipal Reserve (MR) Exception Zone in the Zoning By-law.
3. The Watershed Protection Area extends beyond the municipal boundary. To ensure protection of the City's future water supply, Council shall:
  - a) Communicate with the Nunavut Planning Commission to ensure that the watershed is identified and protected in the South Baffin Regional Land Use Plan;
  - b) Explore the feasibility of extending the municipal boundary to encompass the watershed of the City's future water supply, pursuant to Article 14.6.2 (Municipal Boundaries) of the Nunavut Land Claims Agreement.
4. When detailed watershed mapping is available, the boundaries of the Watershed Protection Area in this Plan and the Municipal Reserve (MR) Exception Zone in the Zoning By-law shall be amended to reflect the detailed mapping.



### 4.3 Sylvia Grinnell Territorial Park Reserve

Sylvia Grinnell Territorial Park Reserve currently extends from the West 40 to the eastern edge of the Sylvia Grinnell River. The existing Park boundary and proposed boundary expansion, as indicated in the Sylvia Grinnell Master Plan, are combined and shown as Park Reserve in Figure A. The Park is an important natural resource area and special attraction for the region; it contains significant archaeological sites and is identified as having great potential for further archaeological research.

Policies:

*permitted  
uses in the  
Park Reserve*

*zone category*

*access ways  
to the Park*

1. Only development consistent with the policies of the Sylvia Grinnell Master Plan will be permitted in the Park Reserve designation indicated in Figure A.
2. Council proposes to establish the Park Reserve as an Open Space (OR) Zone in the Zoning By-law.
3. Council will work with the GN Department of Environment to ensure that Sylvia Grinnell Territorial Park Reserve is managed for the benefit of visitors and residents.
4. Council will ensure orderly development along the main access to the Park by:
  - a) Passing and implementing a Property Maintenance By-law;
  - b) Restricting the location of outdoor storage and introducing visual screening requirements in the Zoning By-law for developments along the access road to the Park (sewage lagoon to Park entrance);
  - c) Encouraging the growth and regeneration of a natural tundra buffer on lands designated Open Space around the entrance to the Park.

### 4.4 Aggregate Resources Designation

The Aggregate Resources designation recognizes and protects the potential for extraction of aggregate resources. Protection of local resources is essential, given the prohibitive cost of importing them from other communities. The major aggregate resources in Iqaluit are sand and gravel, used in a relatively



natural state for fill or a road base, or further refined for the construction industry.

The environmental and social impact of mineral resource extraction must be minimized. Extractive operations must maintain high operating standards and have a rehabilitation plan for the land once resources have been exhausted or the operation is no longer viable. In return, the continued operation of these sites will be protected by prohibiting incompatible new development in their vicinity.

The following policies describe how these resources will be managed and protected from incompatible development.

Policies:

- |   |  |
|---|--|
| <i>permitted uses</i>                     | 1. Permitted uses in the Aggregate Resources designation shall be primarily pit and quarry activity, which may include portable asphalt plants and other uses associated with resource extraction. New or existing recreational uses or other temporary uses compatible with future resource extraction shall also be permitted. |
| <i>zone category</i>                      | 2. Council proposes to establish an Industrial Extraction (ME) Zone in the Zoning By-law for active pits and quarries.   |
| <i>exhaustion of resources</i>            | 3. When the aggregate resources of a site have been fully extracted, or it can be demonstrated that extraction of the resources is not economically viable, the City may consider alternate land uses.   |
| <i>incompatible development</i>           | 4. Extraction of aggregate resources should not be compromised by approval of incompatible development on adjacent lands. Council will not approve planning applications for incompatible land uses within 200 metres of an Aggregate Resource designation.  |
| <i>site rehabilitation</i>                | 5. Restoration and rehabilitation of the site shall begin immediately upon abandonment or termination of resource extraction and be carried out in cooperation with the appropriate authorities.   |
| <i>criteria for new pits and quarries</i> | 6. Council may consider development of new pits and quarries within the Aggregate Resources designation only by amendment to the Zoning By-law. In considering such amendments, Council shall regard:  |



- a) Proposed haul routes and the road's capacity to accommodate proposed truck traffic safely and efficiently;
- b) Impact on any nearby residences from noise, dust, vibration, truck traffic, etc.;
- c) Protection of nearby watercourses from excessive runoff;
- d) Impact on and compatibility with adjacent and nearby land uses;
- e) Proposed after-use and rehabilitation of the site;
- f) Financial viability or cost.



# SECTION 5

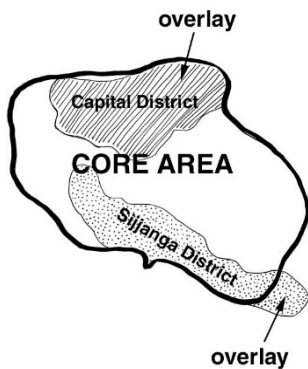
## POPULATED AREA LAND USE POLICIES

Land uses within the Populated Area are defined by policies for specific uses, such as commercial and industrial, and for specific land use designations. Land use designations are shown in Figure B. Policies for land uses beyond the Populated Area are described in Section 4 of this Plan.

### 5.1 Core Area Designation

The Core Area is the symbolic heart of Iqaluit as a community and as a capital. It has a diverse combination of employment, government, retail, tourism, housing, entertainment, recreation and cultural activities. Given its important role in the City, specific policies have been adopted for the Core Area land use designation, as shown in Figure B of this Plan.

Policies for the Core Area are aimed at maintaining the employment focus, continuing a mix of land uses, encouraging residential development in targeted areas, improving on and off-street circulation to increase pedestrian safety and comfort, and promoting a unified urban form and character through Urban Design Guidelines. Section 5.1.1 discusses the land use and housing policies to be adopted for the Core Area. Section 5.1.2 discusses pedestrian and vehicular circulation policies. Section 5.1.3 outlines policies for beautifying the Core Area.



In two Core Area 'Districts', uses and the scale and form of development are further restricted – the Capital District and the Sijjanga District. The boundaries of these Districts are shown in Figure B of this Plan. They are considered overlays to the Core Area land use designation, which means that the policies for the Core Area apply, unless otherwise noted in the District policies. Where there is a conflict between Core Area and District policies, those of the District prevail. The Zoning By-law will establish separate zones for the Capital and Sijjanga Districts.



The intent of the Capital District overlay is to encourage government and similar high-employment activities to locate in a central and easily accessible location. Residential and retail uses will be restricted, and larger scale development will be permitted if its form and character are consistent with Urban Design Guidelines. Policies for the Capital District overlay are described in Section 5.1.4.

The intent of the Sijjanga (the Inuktitut word for beach area or waterfront) District overlay is to protect views to the sea, access to the beach area, traditional uses, and the low profile of existing residential communities. Institutional and retail uses will be restricted, and only smaller scale development will be permitted. Policies for the Sijjanga District overlay are described in Section 5.1.5.

### **5.1.1 Core Area Land Use & Housing Policies**

There is significant re-development potential in the Core Area; under-utilized land could be used to create employment opportunities and build housing to meet the needs of our growing population. There are good examples of developments that combine ground floor commercial use and residential space on upper floors; this mixed use is encouraged along the main commercial streets. Areas behind main commercial streets should provide a transition to more residential uses and from larger to smaller-scale buildings in established neighbourhoods such as Lower Base. Multiple family and apartment housing will be encouraged in these transition areas.

There are many advantages to promoting housing in the Core Area. Residents can access services and employment without a vehicle, resulting in less traffic. There is strong demand for smaller dwellings, especially among young Iqalungmiut and others who come to Iqaluit to work, go to school, or access services unavailable in other Nunavut communities. Policies for the Core Area therefore generally support residential intensification.

Policies:

1. Council will support the Core Area shown in Figure B as the focal point of government, tourism, business, retail, housing, entertainment and cultural activities.

*Core Area uses**Core Area Urban Design Guidelines**mixed-use redevelopment**building heights – criteria for increased height**Mainstreets: Queen Elizabeth, Mivviq, Federal, Niaqunngusiaq & Sinaa*

2. Permitted uses in the Core Area shall include residential, office, retail commercial uses, institutional uses, and open spaces.
3. All development in the Core Area, except residential developments up to six (6) dwelling units and commercial or mixed-use developments up to 300 m<sup>2</sup>, shall follow the Core Area Urban Design Guidelines, as described in the Core Area and Capital District Redevelopment Plan, and as periodically amended by Council resolution. For redevelopments involving mostly interior renovations and minor site changes, only Design Guidelines related to the proposed changes will apply.
4. To encourage residential and mixed-use intensification in the Core Area, Council proposes to allow a mix of uses in the B1, B2, CD, and S zones in the Zoning By-law.
5. Building heights in the Core Area will generally be a maximum of 4 storeys, with the exception of Astro Hill, where the maximum will be 8 storeys. Council may approve a height increase of up to 2 storeys through a Variance or up to 4 storeys (to a maximum of 8 storeys) through a Zoning By-law Amendment, by applying the following criteria:
  - a) The visual impact of parking areas should be minimized, which could include the use of parking structures;
  - b) Prominent views to the Legislative Assembly should not be obstructed;
  - c) Prominent views to the beach area should be not be obstructed;
  - d) The design of the building should be sensitive to the height and mass of adjacent buildings, by proposing a setback in height at and above the fourth storey (minimum 2m from the façade of the building) along public streets and other transitions in height where appropriate;
  - e) The development should minimize shadowing on residential uses, through siting and massing of buildings.
  - f) The development should minimize adverse effects of wind and drifting snow on adjacent developments;
  - g) Road capacity should be adequate to serve the development.
6. Council will recognize Mainstreets as significant commercial streets that can support mixed-use and higher density developments. High quality landscaping will emphasize the





*Core Area &  
Capital District  
Redevelopment  
Plan*

importance of Mainstreets. The Mainstreets in the Core Area are:

- a) Queen Elizabeth Way, from Four Corners to the Core Area boundary;
  - b) Federal Road, from Four Corners to the Core Area boundary;
  - c) Mivviq Street, between Four Corners and the Airport boundary.
  - d) Niaqunngusiaq Road, between Four Corners and the Hospital; and
  - e) Sinaa Street, between Queen Elizabeth Way and the Core Area boundary.
7. A Core Area and Capital District Redevelopment Plan was adopted by resolution of Council in 2005. The Plan presents a design concept, design guidelines, and a redevelopment strategy for the Core Area and Capital District. An update to this Plan should be undertaken if one of the following criteria prevails:
- a) The Government of Nunavut undertakes relocation of the Legislative Assembly and associated activities outside the Core Area and/or requests the establishment of a new Capital District on lands located outside the Core Area;
  - b) Significant changes to the design concept and/or design guidelines embodied in the Plan are being considered.

### **5.1.2 Core Area Pedestrian & Vehicle Circulation Policies**

With increasing population and vehicle use in Iqaluit, pedestrian and vehicle circulation issues in the Core Area must be addressed, including parking, pedestrian walkways, walking and snowmobile trails, a future by-pass road, potential road closings, and infrastructure to support a future transit system.



## Policies:

*parking location*

1. Front yard parking will not be permitted for commercial or mixed-use developments in the Core Area with frontage on a Collector Road. Parking will be provided at the side or rear of the building, or in a municipal parking facility. Exceptions to this Policy may be considered for accessible parking spaces.
2. Back-out parking will not be permitted for any development that requires more than three (3) spaces; parking must be provided in a parking pod with an access driveway to the road.

*municipal parking facilities*

3. To facilitate redevelopment of smaller lots, Council will try to use existing municipal lots or acquire new lots in the Core Area for more municipal parking. These facilities may provide dedicated off-site parking for new developments through a cash-per-space contribution from proponents of eligible developments, pursuant to the City's Cash-in-Lieu of Parking Policy, as updated.
4. Municipal parking facilities will be located to provide safe access to public roads and sidewalks or pedestrian corridors. They will not be located in a yard facing a Collector Road or Mainstreet. The City must have a designated site and fee structure prior to Council approving off-site parking.
5. Adequate off-street loading facilities and services will be provided.

*pedestrian walkways*

6. To support a safe pedestrian environment, Council will:
  - a) Implement road cross sections for Arterial, Collector and Local Roads, as described in Section 6.3, and increase road width to accommodate future pedestrian walkways where necessary as a condition of development approval.
  - b) Give priority for the development of pedestrian walkways on Mainstreets as defined in Section 5.1.1.
  - c) Where necessary, secure pedestrian access across properties to formalize existing walking routes as a condition of development approval;
  - d) As much as possible, reduce snowmobile traffic through the Core Area by providing alternate routes on the periphery and increasing the number of access points to the sea ice outside the Core Area;
  - e) Mark key snowmobile trails and crossings within the Core Area with prominent signage; and,



- by-pass road*
- road closings*
- transit service*
- Inuktitut signs*
- f) Clearly identify pedestrian crossings with pavement marking or signs.
7. To reduce truck traffic (exclusive of local goods and services) in the Core Area, Council will protect the corridor and consider building a by-pass road, as indicated in Figure D, and in accordance with the policies in Section 6.4.4.
8. Council will consider closing Al Woodhouse Road between Iglulik Drive and Mivviq Street to facilitate redevelopment of the surrounding lots and improve safety at the intersection with Mivviq Street.
9. Council will consider closing Nunavut Drive between Federal Road and Iglulik Drive to facilitate redevelopment of the surrounding lots.
10. Council will consider a transit service and transit-friendly site design to improve accessibility to the Core Area from outlying areas, pursuant to policies in Section 6.
11. Council shall encourage use of Inuktitut in all signage.

### **5.1.3 Beautify the Core Policies**

Policies to beautify the Core Area and instill community pride in the symbolic heart of Iqaluit are a priority. Application of urban design guidelines to all significant new developments, particularly those in the Capital District and along the route from the Airport (Federal Road), will greatly improve the City's image. Street improvements, including landscaping works, paving, and controlled parking will contribute to a more defined and distinguished urban form. Maintaining and upgrading these improvements will be as important as their initial installation.

Urban design guidelines are a tool for the City to manage new development in the Core Area and move toward a more integrated, functional and visually attractive urban form. They are not intended to be prescriptive; alternative solutions may satisfy the design objectives. Changing circumstances, such as property consolidation and new building technologies and materials are inevitable. The guidelines respect the overall design concept for the Core Area, but are flexible to allow design innovation.

Policies:

1. Developments in the Core Area, except residential developments up to six (6) dwelling units and commercial or



mixed-use developments up to 300 m<sup>2</sup>, shall follow Core Area Urban Design Guidelines as described in the Core Area and Capital District Redevelopment Plan, and periodically amended by Council resolution.

*design & finish*

2. Developments in the Core Area will be finished with high-quality, durable materials. This provision does not apply to lands subject to the IOL Parcel 'E' Development Scheme. This provision shall not apply to subject lands on Plan 4189, Lots 214 & 215 and Plan 4150, Block 70, Lot 2.

*sea-cans*

3. Shipping containers ("sea cans") will not be permitted in the Core Area. This policy will not preclude the use of shipping containers as the frame of a building (or part of a building) if the container is re-sided or otherwise used to create an innovative and appropriate building design.

*Federal Road:  
gateway to the  
Core Area*

4. Council will enhance visitors' impression of the City by defining Federal Road between the intersection of Qaqqamiut Road and Federal Road and Four Corners as the gateway and primary access to the City. In addition, Council shall:
  - a) Ensure a high standard of urban design for all new developments located along the gateway;
  - b) Facilitate the consolidation of lots to permit redevelopment of land to a higher urban design standard.

*Maintaining /  
enhancing  
squares &  
landscaping  
works*

5. Council shall maintain Nunavut Square and Iqaluit Square and promote their use for ceremonial and civic events.
6. Council shall maintain and enhance installed landscaping works on Mainstreets, such as public art, signage, walkway posts, garbage enclosures, or other works, as required. New landscaping works shall be prioritized as follows:
  - a) Installation of a pedestrian walkway on at least one side of Mivviq Street, from Four Corners to the Core Area boundary;
  - b) Installation of a pedestrian walkway on at least one side of Federal Road, from Four Corners to the Core Area boundary;
  - c) Naturalized pockets will be incorporated into landscaping works, where possible.



#### 5.1.4 Capital District Overlay



Iqaluit's role as the capital of Nunavut carries functional and symbolic responsibilities. A Capital District centralizes government services, encourages citizen access, and facilitates communication among levels and departments. It requires a distinctive area with a consistent urban form. Identifying and protecting adequate land resources for a Capital District will promote the long-term vitality of Nunavut's capital.

Locating the Capital District inside the Core Area has many advantages. Government accounts for a significant percentage of the workforce in Iqaluit and will ensure that the Core Area remains the employment hub of the City. The Core Area is the gateway from the airport; its commercial mainstreets provide meeting rooms, recreational and cultural venues, hotels, business and personal services, and a selection of restaurants, all easily accessible on foot. The Core Area has piped water and sewer services and many under-utilized properties. Coherent and consistently applied Urban Design Guidelines will create a distinctive urban form for the Capital District.



These observations notwithstanding, this Plan recognizes the considerable support for rebuilding the Legislative Assembly in a distinctive natural setting with views to Koojesse Inlet and Frobisher Bay. Two possible locations have been identified: Future Development Area A, located along Niaqunngusiaq Road east of the AWG Arena, and Future Development Area C, east of Tundra Valley. These two locations are identified as GN Reserves in Figure B. Lands on both sides of Niaqunngusiaq



Road in the vicinity of the GN Reserve have also been identified as a Possible Future Capital District Overlay in Figure B. This overlay identifies these lands as significant; any Development Scheme will need to consider the formal establishment of a Capital District.

Policies:

*Capital District  
overlay uses*

1. To encourage redevelopment of under-utilized sites in the Capital District for a cluster of office uses around key government buildings, Council will establish an overlay policy called Capital District, as shown in Figure B of this Plan. Primary uses are government offices, and may include, but are not limited to, courthouse, city hall, recreational facilities, institutional and community spaces.

*zone  
categories*

2. Commercial retail and services such as restaurants and business support services shall be permitted as conditional uses in the Capital District.

*residential uses*

3. Council proposes to establish a Capital District (CD) Zone in the Zoning By-law consistent with the boundaries of the Capital District overlay in this Plan.

*building heights*

4. Residential uses will be permitted in the Capital District only in buildings where 100% of the main floor is non-residential, and no more than 50% of the gross floor area of the building is dedicated to residential uses.

*Capital District  
priorities*

5. Building heights in the Capital District will generally be limited to a maximum of 4 storeys in the Zoning By-law; however, variances and zoning by-law amendments to allow building heights of up to 8 storeys will be considered using criteria established in Section 5.1.1, Policy 5 (a)-(g).

6. Council will work with federal and territorial departments and agencies to encourage concentration of their administrative functions in the Capital District as a first priority, and in the Core Area as a second priority. Council will:

- a) Facilitate land assembly initiatives to increase the feasibility of lot redevelopment;
- b) Work with federal and territorial authorities to identify non-conforming uses in the Core Area that could be relocated to enable lot consolidation and redevelopment.
- c) Provide opportunities for off-site parking by designating municipal parking facilities; and,

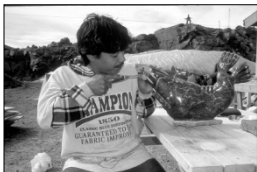


*new municipal complex*

*establishment of a new Capital District along Niaqunngusiaq*

- d) Lead by example, locating municipal administrative functions in the Core Area.
- 7. Council will reserve the opportunity for a new municipal complex on the City Hall site. The City will explore the possibility of a multi-use complex, including recreation, cultural and community/civic spaces.
- 8. Locating a new City Hall or multi-use complex in the Core Area will promote access to municipal services; It should therefore have access to a Collector Road.
- 9. The GN is exploring potential relocation of the Legislative Assembly outside the Capital District. Council will:
  - a) Reserve lands in Future Development Area A and C for a possible future capital and complementary uses;
  - b) Consider establishing a new Capital District on lands identified as Possible Future Capital District Overlay in Figure B, by amendment to this plan upon completion of a Development Scheme for Future Development Area A; and,
  - c) Update the Core Area and Capital District Redevelopment Plan (2005) to re-assess the vocation and purpose of the existing Capital District, pursuant to policies in Section 5.1.1 of this plan.

**5.1.5 Sijjanga District Overlay**



Sijjanga is an Inuktitut word describing the beach or waterfront. The Sijjanga area is important to the land-based economy and as a cultural and social focal point of the coastal lifestyle. Locating housing (including Elders’ residences), small-scale commercial activities, and cultural/community amenities close to beach areas, and supporting traditional lifestyles are priorities for the Iqalungmiut.

The Sijjanga District includes policies that recognize the beachfront’s pivotal role. Their intent is to protect views to the sea, access to the beach area, traditional uses, and the low profile of the existing residential communities. Government offices and retail uses will be restricted, and only smaller scale development will be permitted.

Policies:

- 1. Housing, small-scale institutional uses, and limited commercial retail activities will be permitted in the Sijjanga

*Sijjanga District overlay uses*

*zone categories*



*building heights*

*zone provisions*

*development to support traditional*

District overlay. Large-scale government office uses, institutional, and commercial uses will not be permitted. Uses and the scale of development will be restricted in the Zoning By-law.

2. Council proposes to establish a Sijjanga (S) Zone in the Zoning By-law.
3. Building heights in the Sijjanga District will be limited to 2 storeys in the Zoning By-law.
4. The Sijjanga District's connection to the sea will be protected by prohibiting construction of large buildings that restrict access or views to the beach area. This may be achieved by restricting lot size, lot frontage, lot coverage, and other zone provisions in the Sijjanga (S) Zone in the Zoning By-law.
5. To support the continuation of traditional lifestyles, all housing in the Sijjanga District will be ground-oriented, in that each unit will have a private entrance.

## 5.2 Residential



Suitable housing is fundamental to healthy, liveable communities. Expanding housing choice will improve quality of life for Iqaluit residents. Council will designate adequate land to meet the needs of Iqaluit's diverse and growing population.

Iqaluit has distinct neighbourhoods. Older neighbourhoods, such as Lower Base, Happy Valley, and Apex occupy flat land. Newer neighbourhoods, such as Tundra Valley, Tundra Ridge, and the Road-To-Nowhere subdivision stretch across level sections of ridges at higher elevations.

Iqaluit has a range of housing types, including single family homes (30%), semi-detached homes and rowhouses (31%), apartments (38%), and a small number of mobile homes (*source: 2006 Census*). In recent years, the proportion of apartments has increased, and that of single-family homes has decreased. Many Iqalungmiut would prefer single family or semi-detached homes; however, flat land close to existing roads and services is becoming scarce and development costs continue to escalate. The Development Strategy in Section 3 of this Plan indicates that 900 to 2,215 new homes will be needed in the next 20 years; an average of 43 to 105 homes per year. The City will adopt policies to phase in a supply of land for a variety of housing.





Although most housing will be built on land designated Residential Community, as indicated in Figure B, residential uses are also permitted, with some restrictions, on lands designated Core Area, Commercial and Institutional. Section 5.2.1 contains policies that apply to all residential uses, whereas the policies in Section 5.2.2 apply specifically to the Residential Community land use designation.

### **5.2.1 General Residential Policies**

The policies in this section apply to all residential uses, regardless of land use designation. Policies specific to the Residential Community land use designation as shown on Figure B are outlined in Section 5.2.2.

Policies:

*residential uses defined*

1. Residential uses include all types of dwellings intended for human habitation and may be attached to other uses such as commercial and institutional uses. Residential uses may also be attached to an industrial use in restricted circumstances.

*designations where permitted*

2. Residential uses will be permitted in the Residential Community, Core Area designations and may be permitted in the Institutional, and Commercial designations. Limited accessory residential uses may be permitted in the industrial designations.

*zone categories*

3. Council proposes to establish a range of zones where residential uses are permitted as stand-alone uses (R1, R1A, R2, R3, S, RC) and zones where residential uses are permitted provided they are located in the same building as other principal uses (CD, B1, B2, B3, P, M1).

*residential infill*

4. Residential infill to consolidate existing built-up areas will be encouraged where existing roads and municipal services are available. Other forms of residential intensification, such as conversions of larger homes or non-residential buildings, will be permitted subject to the provisions of the Zoning By-law.

*slopes > 25%*

5. A professional architectural or geo-technical assessment may be required for construction on slopes exceeding 25%.

*watercourse setback*

6. To reduce the risk of flooding and erosion, setbacks shall be consistent with policies in Sections 5.6.8 and 5.6.9.



### 5.2.1.1 Special Needs Housing

Special needs housing is intended to provide community-based group living in housekeeping units for three to ten residents (excluding staff or receiving family) who are supervised and receive care according to their needs. This Plan recognizes the necessity for special needs housing as well as the concerns of Iqaluit citizens. The Plan's provisions will integrate special needs housing in the community to ensure success and community acceptance. Special needs homes will be licensed or approved in accordance with Territorial Statutes.

Policies:

*special needs housing*

1. Special needs housing is a conditional use in the Residential Community, Institutional and Core Area designations. Special needs housing does not include shelters for transient living (e.g., homeless or women's shelters) which will be defined separately in the Zoning By-law.

*zone provisions*

2. The Zoning By-law will define special needs housing and contain special use provisions to ensure compatibility with surrounding residential uses.

### 5.2.1.2 Secondary Suites

Secondary Suites are self-contained units within a single family or semi-detached dwelling. Self-contained units have their own food preparation and washing/bathing facilities. Secondary Suites increase affordability for both the renter and the owner of the principal dwelling.

Policy:

*secondary suites*

1. Secondary Suites are generally permitted in detached or semi-detached homes within the Residential Community and Core Area designation and shall be regulated in the Zoning By-law.

### 5.2.1.3 Mobile Homes

There is an existing mobile home park along Federal Road adjacent to the Core Area. These homes are in an area of transition: a broad range of commercial uses is encouraged in the area west of the mobile home park; the Capital District,



where government functions will be centralized, borders on the east. Although the mobile homes are on trucked services, the land has access to the utilidor system, so the long-term objective for this area is to transition to higher density commercial and residential uses serviced by utilidor. Policies permit mobile homes in low-density residential areas with certain conditions and create a new location for mobile homes.

Policies:

mobile homes

1. New or expanded mobile homes shall be conditionally permitted in the Residential Community land use designation, which shall include provisions to regulate the use.
2. New or expanded mobile homes shall be permitted on a restricted basis in the Commercial land use designation.
3. Council proposes to establish mobile homes as conditional uses in the R1 and R1A Zones in the Zoning By-law. These uses will be subject to conditional use requirements.
4. Council proposes to establish mobile homes as permitted uses in the B2(1) Zone in the Zoning By-law.

*conditional uses  
in Zoning By-*

#### 5.2.1.4 Short Term Rentals

Short term rentals are temporary guest accommodations contained within a dwelling unit and include such uses as bed and breakfasts as well as the short term letting of a room or entire house through an online platform or agency. While short term rentals can provide economic and tourism opportunities for the City and income for residents, they can also remove housing stock from the market, and impact full-time residents.

Policies:

1. Short term rentals shall be permitted in all residential zones and commercial zones where a dwelling unit is permitted.
2. The use of any dwelling unit as a full-time short-term rental shall not be permitted, save and except for a short-term rental contained in a secondary suite.
3. The Zoning By-law will define short-term rentals and contain provisions to ensure they do not create a nuisance where they are located.



### **5.2.2 Residential Community Designation**

The policies in this section apply to the Residential Community land use designation as shown in Figure B of this Plan. General policies which apply to all residential uses, regardless of designation, are outlined in Section 5.2.1

Policies:

*Residential  
Community uses*

1. The Residential Community designation will be used primarily for housing with a range of dwelling types and densities.
2. Supporting uses, such as schools, churches, parks, small scale commercial, medical clinics, and other local service, recreational and institutional uses will also be permitted in the Residential Community designation.

*zone categories*

3. Council proposes to establish residential zones (R1, R1A, R2, R3, RC and S) in the Zoning By-law. To accommodate institutional, open space, and commercial uses in the Residential Community designation, Council proposes to establish an institutional zone (P), an open space zone (OR), and commercial zones (B1, B2, B3) in the Zoning By-law.
4. Prior to the creation of new lots on land designated Residential Community, a Plan of Subdivision shall be approved by Council in accordance with the policies in Section 8.5.

*park space*

5. All residential developments in the Residential Community designation must provide sufficient neighbourhood park space as per policies described in Section 5.7.

*commercial uses*

6. Commercial uses within the Residential Community designation will be limited to uses that are compatible with residential development in order to provide a full range of easily accessible commercial and office services, and shall be subject to the following:
  - a) Shall be generally limited to sites along Arterial or Collector Roads, or contiguous with other local service facilities such as a community centre or education facility.
  - b) Shall be subject to the provisions of the Zoning By-law.

*Plateau  
Development  
Scheme*

7. Lands designated Residential Community with Development Scheme Overlay located north and west of Arctic College, as shown on Figure B, as amended, are subject to the policies



of the Plateau Development Scheme, attached as Annex A to this Plan, in addition to the policies of this Plan.

### **5.3 Commercial**

Commercial activities provide goods and services to residents of Iqaluit as well as visitors. To ensure that this important sector continues to meet growing employment, service, and product needs, the City's policies will include adequate land resources for commercial uses. Section 5.3.1 contains policies that apply to all commercial uses, regardless of land use designation.

The Core Area is the centre of economic activity; specific policies to support commercial uses there are located in Section 5.1.1 of this Plan. Beyond the Core Area, two areas of concentrated economic activity are proposed, one on the north side of Federal Road west of the Core Area, and the other opposite the arena on Niaqunngusiaq Road. These areas are designated Community Commercial on Figure B and are subject to the policies in Section 5.3.2. More limited commercial uses are also permitted on lands designated Residential Community, Institutional, and Industrial.

Tourism and the land-based economy, such as harvesting and other traditional pursuits, are important components of Iqaluit's economy. Both depend on cultural vitality and a healthy natural environment. Some aspects of these economic activities are informal and conducted from home, such as home-based carving or seasonal hunting. Council will encourage home-based businesses and establish provisions in the Zoning By-law to ensure that they do not negatively impact adjacent properties.

#### **5.3.1 General Commercial Policies**

The policies in this section apply to all commercial uses, regardless of land use designation. Policies specific to the Commercial land use designation as shown on Figure B are outlined in Section 5.3.2.

1. Commercial uses include a range of retail, office, and commercial services, including entertainment and restaurant facilities, tourist accommodations, and vehicle-related services.

*commercial uses  
defined*

*designations  
where permitted*



*Designations  
where permitted*

*zone categories*

*mixed-use  
development*

*Home-based  
businesses*

*cannabis  
establishments*

*bars*

2. Commercial uses will be permitted in the Commercial, Core Area, Residential Community, Institutional, and Industrial land use designations.
3. Council proposes to establish a range of zones (B1, B2, B3, and S) where commercial uses are permitted or conditionally permitted and zones (M1) where they are permitted as an accessory use.
4. The mixing of commercial uses with institutional and/or residential uses is encouraged, subject to commercial uses being on the main floor of the building.
5. Home-based businesses will be permitted in the Zoning By-law as an accessory use to any residential use (not including accessory residential uses).
6. The Zoning By-law will contain provisions to ensure that home-based businesses do not disturb residential neighbours. These provisions may address the following:
  - a) Prohibit any home-based business that is or likely to become a nuisance or hazard caused by noise, odour, vibration, traffic, parking-generated, or other concerns;
  - b) Prohibit any home-based business that is or likely to become a health or fire hazard;
  - c) Outdoor storage;
  - d) Outdoor signage.
7. The retail sale and/or consumption of cannabis and cannabis-derived products shall only be permitted in the B1 and B2 zones, subject to a site-specific amendment to the Zoning By-law. Refer to Section 5.5.2 for policies related to cannabis production facilities. Cannabis establishments shall:
  - a) be setback an appropriate distance from conflicting land uses such as residential, institutional and recreational uses, as well as from bars and other cannabis establishments or production facilities;
  - b) not be permitted in conjunction with any establishment where liquor is sold or consumed.
8. Bars shall be conditionally permitted in the B1, B2 and CD zones, subject to certain criteria. Site specific exceptions to allow a bar in other zones may be considered subject to an amendment to the Zoning By-law.



### **5.3.2 Commercial Designation**

The policies in this section apply to the Commercial land use designation as shown in Figure B of this Plan. General policies that apply to all commercial uses regardless of designation are outlined in Section 5.3.1

Policies:

*Commercial designation uses*

1. The Commercial designation will include commercial activities such as retail stores, service establishments, offices, entertainment and recreation, restaurants, tourist facilities, and automobile-related uses. Bars, cannabis establishments and residential uses may be permitted.
2. Lands designated Commercial shall generally be limited to sites along Arterial or Collector Roads, or contiguous with other local service facilities such as a community centre or education facility.
3. Commercial uses permitted on lands in the Commercial designation may generate significant traffic. Accordingly, adequate off-street parking will be provided relative to the needs of the various uses.
4. Back-out parking spaces will not be permitted in the Commercial designation where the site access is along a Collector Road. Access to properties will be controlled to ensure the safety of patrons as well as proper functioning of the adjacent roads.

*orientation to roads*

*off-street parking*

*Back-out parking restriction*

## **5.4 Institutional**

Institutional services meet the day-to-day needs of residents and include schools, day-care facilities, churches, clubs, medical clinics, social service agencies and organizations.

Many of Iqaluit's major institutional uses, such as City Hall, the Legislative Assembly and Nakasuk School are located in the Core Area and are permitted uses within this designation. Similar institutions outside the Core Area, such as the Qikiqtani Regional Hospital, the men's and women's correctional facilities, Joamie School, and the AWG Complex Arena are designated Institutional as indicated in Figure B of this Plan.



Smaller institutional uses may be located within the Residential Community, Commercial and Open Space designations. Section 5.4.1 contains policies that apply to all institutional uses, whereas the policies in Section 5.4.2 apply specifically to the Institutional land use designation. Section 5.4.3 contains policies for cemeteries.

#### **5.4.1 General Institutional Policies**

The policies in this section apply to all institutional uses regardless of land use designation. Policies specific to the Institutional land use designation as shown in Figure B are outlined in Section 5.4.2.

Policies:

*institutional  
uses defined*

*designations  
where permitted*

*major  
institutional*

*zone category*

*mixing of uses*

1. Institutional uses include educational, health care, social, religious, cultural and community facilities.
2. Institutional uses will be permitted in the Institutional and Core Area land use designations, with more limited institutional uses permitted in the Residential Community, Commercial and Open Space designations.
3. Major institutional uses outside the Core Area, such as hospitals, correctional facilities, schools and community facilities shall be designated Institutional.
4. Council shall consider institutional uses in the Residential Community and Open Space designations, where permitted, and the Sijjanga District provided that the following are addressed:
  - a) The proposed use is integrated with the built form and open spaces of the larger area with respect to building mass, height, proportion, and position relative to the street;
  - b) The use shall not detract from the primary function and use of the area;
  - c) Potential impacts such as sun shadowing, loss of views, and traffic generation are mitigated.
5. Council proposes to establish a Public/Institutional (P) Zone in the Zoning By-law.
6. The mixing of institutional uses with commercial and/or residential uses is encouraged, subject to commercial uses being on the main floor of the building.





*secondary schools*

*day-care & seniors' facilities*

*monitoring*

7. Schools and other public facilities will be promoted as multi-purpose centres for community activities.
8. Council shall consider allowing shared parking facilities with adjacent uses.
9. Secondary schools shall have access from an Arterial or Collector Road. The walking trail system should connect to school sites.
10. Day care facilities, senior citizen, and community group activities shall be permitted as main uses where major commercial and institutional uses are permitted, or as accessory uses in churches, schools and other institutional uses.
11. Council shall continue to monitor the adequacy of its public facilities and ask other agencies to assess the adequacy of their public services and facilities to ensure that suitable sites are secured for new or expanded facilities.

**5.4.2 Institutional Designation**

The policies in this section apply to the Institutional land use designation as shown in Figure B of this Plan. General policies which apply to all institutional uses regardless of designation are outlined in Section 5.4.1.

Policies:

*Institutional designation uses*

*traffic considerations*

1. The Institutional designation will include major institutional uses located outside the Core Area, such as hospitals, correctional facilities, schools and community facilities.
2. Consideration will be given to locating a major institutional use that generates a significant amount of traffic where surrounding uses are not adversely affected by it.

**5.4.3 Cemetery Symbol**

The existing cemetery in Lower Iqaluit, identified by a Cemetery symbol in Figure B, is nearing capacity. This symbol also identifies possible future cemetery sites to ensure that the use is considered before permitting any development on the land.



**Policies:**

*future cemetery sites*

*evaluation criteria*

1. Cemetery sites shall be identified by a Cemetery Symbol in Figure B.
2. The location for a future cemetery site is identified in Figure B; the site will be zoned appropriately in the Zoning By-law.
3. When approving a cemetery site, Council shall consider the following:
  - a) ground and drainage conditions;
  - b) access to the site;
  - c) input from the community, particularly elders.

## **5.5 Industrial**

Industrial activity in Iqaluit contributes to employment, so it is essential to designate adequate land for this use. Three major areas are so designated, as shown in Figure B of this Plan: the West 40, North 40, and Upper Base areas.

The West 40 Area includes the former airstrip, the fuel storage tanks, the sewage lagoon and treatment plant, and the current landfill site. Much of the land is owned by the Iqaluit International Airport (Government of Nunavut). There is a proposal to surplus this land to the City in the future. The West 40 is the only local industrial area with sufficient flat land for heavy industrial uses such as manufacturing and processing, as well as hazardous goods storage. Locating these uses in the West 40 will mean proximity to the new port facility proposed at Inuit Head. However, the only access to Sylvia Grinnell Territorial Park Reserve crosses the area, so appropriate screening and development controls will be needed to maintain a safe and attractive entrance to the park.

The North 40 Area northeast of the Airport currently has a mix of industrial, institutional and open space uses. Some portions are serviced by piped sewer and water, while others have only piped water. The northwest end of the North 40 has no piped municipal services; eventually, it is intended to accommodate light industrial uses, transitioning to office, retail and residential uses that complement the Core Area.

As available industrial land continues to dwindle, additional parcels along the road to Upper Base will be surveyed to



accommodate light industrial uses. It is unlikely that piped water and sewer services will be provided for these uses in the short-to-medium term. Due to the topography and distance from emergency services, these lands are not considered suitable for heavier industrial uses.

Section 5.5.1 contains policies that apply to all industrial uses, whereas the policies in Section 5.5.2 and 5.5.3 apply to the Light Industrial and Heavy Industrial land use designations respectively.

### **5.5.1 General Industrial Policies**

The policies in this section apply to all industrial uses, regardless of land use designation. Policies specific to the Industrial land use designation, as shown in Figure B, are outlined in Section 5.5.2.

Policies:

*Review by  
Nunavut  
Planning  
Commission*

1. All development proposals for industrial uses that include bulk storage of fuel and hydro power generation, or those requiring a permit or authorization from the Government of Canada or Territorial Government, will be forwarded to the Nunavut Planning Commission for review. The Commission will determine if the project is in conformity with the applicable land use plan and if it is exempt from screening. If a project is not exempt from screening, the Commission will send the project to the Nunavut Impact Review Board for screening and determination as outlined in the *Nunavut. Planning and Project Assessment Act S.C. 2013, c.14, s.2*.

### **5.5.2 Light Industrial Designation**

The policies in this section apply to the Light Industrial land use designation as shown in Figure B of this Plan. General policies which apply to all industrial uses, regardless of designation, are outlined in Section 5.5.1.

Policies:

*Light Industrial  
designation uses*

1. Permitted uses in the Light Industrial designation will include service-oriented industrial uses, such as lumber yards, repair and rental establishments, recycling facilities, and



- commercial uses such as vehicle sales and service, repair services, distribution services, open storage facilities, warehouse and wholesale establishments. Light manufacturing uses that will not create negative impacts on surrounding properties may also be conditionally permitted. Accessory retail uses and accessory dwelling units for a facility manager or employee may be permitted.
- zone category*
- North 40 and Upper Base Areas*
- open storage*
- cannabis production facilities*
- off-street parking & loading*
2. Council proposes to establish a Light Industrial (M1) Zone in the Zoning By-law.
  3. Council shall limit Light Industrial designated lands to the North 40 and Upper Base areas.
  4. Open storage areas in the Light Industrial designation shall be set back an appropriate distance from main roads and located on the site in a way that minimizes views from the road and any adjacent properties. Open storage will be subject to the following:
    - a) Open storage shall be in accordance with the Zoning By-law, and a chain link fence will be erected around the open storage;
    - b) Other view mitigation measures may be considered as alternatives to a fence.
  5. The production and distribution of cannabis shall only be permitted in the M1 zone, subject to a site-specific amendment to the Zoning By-law. Refer to Section 5.3.1 for policies related to cannabis establishments. Cannabis production facilities shall be:
    - a) Setback an appropriate distance from conflicting land uses such as residential, institutional and recreational uses, as well as from bars and other cannabis establishments or production facilities;
    - b) Connected to piped water and sewage services; and
    - c) Designed such that all storage is enclosed.
  6. Adequate off-street parking and loading spaces shall be provided for uses in the Industrial designation and shall be set out in the Zoning By-law.

### **5.5.3 Heavy Industrial Designation**

The policies in this section apply to the Heavy Industrial land use designation as shown in Figure B of this Plan. General policies which apply to all industrial uses, regardless of designation, are outlined in Section 5.5.1.



## Policies:

*Heavy Industrial designation uses*

1. Permitted uses in the Heavy Industrial designation will include manufacturing, processing, assembling and fabricating establishments, and storage of fuel and hazardous materials. They will also include water and sewage treatment plants, power generation plants, and waste disposal and processing facilities. Accessory dwelling units for a facility manager or employee may be permitted subject to a Zoning By-law Amendment. Light industrial uses will not be permitted in this designation, in order to reserve an adequate supply of land for heavy industrial uses.

*zone category*

2. Council proposes to establish a Heavy Industrial (M2) Zone in the Zoning By-law.

*West 40, North 40 and Lake Geraldine areas*

3. Council shall limit Heavy Industrial designated lands to the West 40, the old gravel pit in the North 40, and the complex adjacent to Lake Geraldine which contains the power plant, water treatment and water storage facilities. An open-space buffer is provided around the access to Sylvia Grinnell Territorial Park Reserve to reduce encroachment of industrial development.

*open storage*

4. Open storage areas in the Heavy Industrial designation shall be set back an appropriate distance from main roads and located on the site in a way that minimizes views from the road and any adjacent properties. Open storage on properties along the access route to Sylvia Grinnell Territorial Park Reserve will be subject to the following:
  - a) Open storage shall be in accordance with the Zoning By-law, and a chain link fence will be erected around the open storage;
  - b) Other view mitigation measures may be considered as alternatives to a fence.

*off-street parking &*

5. Adequate off-street parking and loading spaces shall be provided for uses in the Heavy Industrial designation and shall be set out in the Zoning By-law.

*airport land transfer*

6. The City will work with the Iqaluit International Airport to transfer that portion of the West 40 lands consisting of the old airstrip, currently owned by the Government of Nunavut, to City ownership, pursuant to the policies in the *Iqaluit Airport Master Plan*. Appropriate decontamination procedures will be considered a prerequisite to any transfer of West 40 lands from the GN to the City.



## 5.6 Open Space Designation

The Open Space designation is intended to restrict most types of development and link open spaces to form access corridors to the land and sea. Open Space areas include the shoreline, beach areas, large parks, and those portions of the Walking Trail system not located in the road right of way. Most of the land within the Open Space designation is Commissioner's Land.

The City's *Recreation Master Plan* identifies the need for a Waterfront Study to improve the design and function of this important cultural and recreational area. This Plan supports the call for a Waterfront Study.

Although not designated Open Space in this Plan, community parks in the Residential Community and Core Area designations, as well as parks in the Future Development Areas, will be zoned as Open Area (OR) Zones in the Zoning By-law.

An existing firing range near the end of the Road to Nowhere will be decommissioned and moved to the old Road to Nowhere sand pit. Because of noise, firing ranges will be restricted to areas where they do not interfere with non-compatible uses (e.g. residential). They must also comply with environmental protection standards.

Policies:

*Open Space  
uses*

*criteria for  
public buildings  
in Open Space*

*zone category*

1. Uses permitted in the Open Space designation will be primarily recreational facilities with no associated buildings, such as playgrounds, parks, playing fields, walking trails, natural areas, camping and tenting areas.
2. Council shall consider permitting community-oriented and culturally significant public buildings, such as an archaeological or cultural interpretation centre, or providing a public amenity in the Open Space designation provided that:
  - a) The use shall not detract from the primary function and use of the area; and
  - b) Potential impacts such as sun shadowing, loss of important views, and traffic generation are mitigated.
3. Council proposes to establish an Open Area (OR) Zone in the Zoning By-law.



*open space  
network*

4. Where possible, Open Space designated lands shall be linked to form an open space network. In designating new Open Space, Council shall consider the following:
  - a) The location of Walking Trails and Snowmobile Trails as shown in Figure C of this Plan;
  - b) Policies for Walking Trails and Snowmobile Trails in Section 6 of this Plan;
  - c) Links with adjacent residential and commercial areas;
  - d) Links through the Populated Area to Nuna; and
  - e) The parks and recreation policies in Section 5.7.

*beach shacks*

5. Shacks for harvesting purposes and traditional use, but not for habitation, will be permitted in beach areas of the Open Space designation subject to permission from the landowner.

*100-foot strip*

6. Unless otherwise noted, all Commissioner's Land forming part of the 100-foot strip (30.5 m) along the shoreline of the seacoast (measured from the ordinary high-water mark as of the date of ratification of the Nunavut Land Claims Agreement -1993) will be designated Open Space. Because climate change may alter sea levels during this plan's timeframe, ongoing monitoring of sea levels should be undertaken pursuant to policies in Section 7. Sea level changes may affect the lands forming the 100-foot strip.

*protection of  
rock  
outcroppings*

7. Rock outcroppings shall be designated Open Space, recognized as an asset to the community, and retained in their natural state as much as possible.

*watercourse  
setbacks*

8. To reduce risk of flooding and erosion, no development is permitted within 30.5 metres of the normal high-water mark of lakes, or where there is a defined bank, 15 metres from the top of the bank. For streams and rivers, the setback will be 30.5 metres from the centreline of the stream or river. Development is defined as a change of land use, or the construction of buildings and structures requiring a Development Permit. The development of walking trails, snowmobile trails, and municipal infrastructure is exempt from this provision.

*exceptions to  
watercourse  
setbacks*

9. Exceptions to the required setback outlined above will be considered in situations where drainage courses appear only during the spring runoff, or on existing lots where historical development in the area makes it unreasonable to demand or impossible to achieve minimum setback distances. Exceptions for smaller development proposals will be at the discretion of the Development Officer. Where an exception is requested for large developments, the alternative setback will



*Waterfront  
Study*

be defined in a report/study approved by the Development Officer. The report will address the following:

- a) Slope of the bank and geotechnical considerations related to unstable slopes;
- b) Natural vegetation and the nature of the setback area;
- c) Nature of the abutting water body, including spring run-off and stormwater management;
- d) Existing and proposed pedestrian and snowmobile trails;
- e) Improvements to the natural vegetation and drainage system;
- f) Appropriate mitigation measures.

10. Council will undertake a Waterfront Study to design improvements as indicated in the Recreation Master Plan, extending from the sealift beach in Lower Base to the cemetery at the east end of Lower Iqaluit. The Waterfront Study shall consider the following:

- a) Reclamation and enhancement of the existing sealift area for community uses in association with the construction of the new port facility at Inuit Head.
- b) Benches, lights and rest areas leading to and along the breakwater;
- c) Connections to the Apex Trail system and improvements to the beach at the Hudson's Bay buildings;
- d) Additional waterfront access between North Mart and the Elders' Centre;
- e) A boardwalk or trail along the beach;
- f) Access for snowmobiles and vehicles with boats and other equipment to the sea and pack ice.

*firing ranges*

11. Council proposes to establish an Open Area Special Exception 1 – OR (1) Zone in the Zoning By-law to designate the location of firing ranges, specifying development and signage provisions. Any new firing range will require a Zoning By-law amendment, subject to the following criteria for consideration by Council:

- a) proximity to residential or other non-compatible uses;
- b) environmental sensitivity of the area; and
- c) access to the site.





## 5.7 Parks and Recreation

The *Recreation Master Plan* outlines the use of parks and recreation services to improve quality of life for Iqaluit residents. Land must be reserved to ensure that the goals of this Plan are achieved. Besides implementing the approved *Recreation Master Plan* as updated, Council will be guided by the following policies in preserving and developing land for parks and recreation.

Policies:

*designations  
where permitted*

1. Parks will be permitted within all land use designations except those used for or adjacent to solid waste management and/or sewage treatment facilities.

*zone category*

2. Council will establish an Open Space (OR) Zone in the Zoning By-law.

*parkland*

3. In reserving land for parks or choosing sites for recreational facilities, Council will consider the recommendations of the Recreation Master Plan, as updated.

*parkland ratio*

4. New residential development areas will have a minimum 0.5-hectare neighbourhood park to serve households within a 500-metre radius. Neighbourhood parks shall have playgrounds suitable for all children and other park elements such as a basketball pad, formal playing field, rink and open play areas.

*new parks in  
underserviced  
areas*

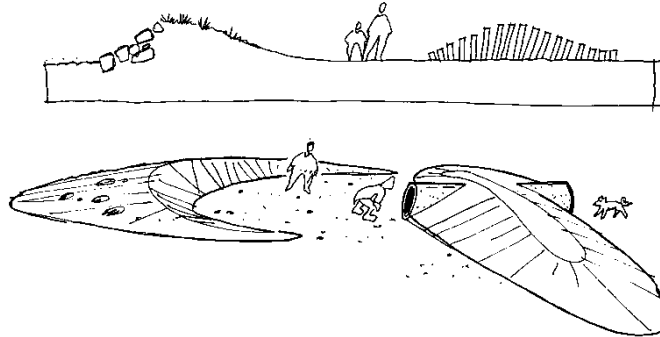
5. New park spaces can be integrated with school sites or located on lots with other community or institutional uses.
6. Council will try to acquire or dedicate new areas for neighbourhood parks in underserviced neighbourhoods (where the 500-metre radius in Policy 5 is not met) or where redevelopment is occurring. Council will develop a plan to bring existing neighbourhoods up to this standard.

*design of  
playgrounds*

7. Council will consider the following in the design of playgrounds:
  - a) Access to power to allow for appropriate lighting or other uses.
  - b) Minimizing exposure to snow-drifting and prevailing seasonal winds to ensure the comfort of users.
  - c) The use of grading and large timber or rocks to create landforms for sliding and define the park space and circulation patterns.



- d) The introduction of sculptural elements, such as timbers, to create interesting snow deposits and patterns.



Source: Core Area Secondary Plan, 1998

*dog parks*

8. Council will consider creating “dog parks” in key locations, small fenced-in areas that allow dogs to be off-leash.

*picnic areas*

9. Council will identify and protect areas with prominent views or adjacent to water that would make attractive and comfortable picnic areas.

*relocation of  
baseball field*

10. Council will explore options for moving the baseball field from the North 40 Industrial area to a new, more accessible location.
11. Council shall consider locating an additional youth centre in the Core Area that would be more accessible to youth living there and in surrounding neighbourhoods.

## 5.8 Historical and Cultural Resources



Cultural and social traditions are central to policies guiding land use decisions in Nunavut. The City recognizes the importance of Iqaluit’s rich historical and cultural resources. Cultural resources are “any site, object, structure or landscape that has importance to the members of a community or culture”.<sup>1</sup> They include, but are not restricted to, archaeological, cultural and burial sites, buildings and structural remains of historical and architectural value, and districts or landscapes of historic and scenic interest. Developments like road building, housing, commercial activity, sewage and solid waste treatment facilities, and even tourism and recreation facilities all have the potential to damage or destroy cultural resources.

<sup>1</sup> Archaeological Site Inventory and Assessment: Final Report (Timescapes Consulting)



Archaeological resources are generally included in the broader definition of cultural resources; they relate to sites, artefacts, or associated objects that have been abandoned for 50 years or more. A report commissioned by the Government of Nunavut, *Archaeological Site Inventory and Assessment* (1999), recommends that all development proposals include a review of known archaeological resources to ensure that site surveys and assessments are completed prior to any action. In accordance with Government of Nunavut policy, archaeological sites are not designated on any Figures of the Plan, to protect them from disturbance and/or poaching of artefacts.

Policies to identify and protect important cultural resources, with the exception of archaeological sites, are located in Section 5.8.1 and are designated in Figure B.

Policies:

*public  
involvement*

1. Council will encourage public involvement in the identification, conservation, protection, restoration, maintenance and enhancement of cultural heritage resources.

*Cultural  
Heritage symbol*

2. Documented cultural resources within the Populated Area boundary are identified with a Cultural Heritage symbol in Figure B of this Plan. As additional resources are documented, they will be identified in either Figure A or B by amendment to this Plan.

*mapping cultural  
resources*

3. The City shall undertake a community mapping exercise to identify all significant cultural resource sites. The resulting map will be consulted as part of the approval process for any development application, to minimize negative impact and, where possible, enhance the site. Priority should be given to sites within the Populated Area boundary.

*new  
development*

4. All new development permitted by the policies of this Plan will respect cultural resources and, wherever possible, incorporate them into new development plans.

5. All new development will be planned so as to preserve and enhance the context of cultural resources.

*access corridors*

6. Both traditional and modern access corridors to the land and sea will be recognized as important cultural resources; they will be protected as described in the policies in Section 5.6.



*designating  
properties/areas*

7. Council may, by a by-law under Section 106 of the Cities, Towns and Villages Act, as amended:
  - a) designate properties to be of historic or architectural value or interest;
  - b) designate any area or areas within the City as a cultural heritage resource.

*City-owned  
resources*

8. Council will set an example in stewardship and lead the community in restoring, rehabilitating, enhancing and maintaining cultural resources owned by the City.

*City initiatives*

9. Council may participate in the protection of significant cultural heritage resources through acquisition, assembly, resale, joint ventures or other involvement leading to the sensitive conservation, restoration or rehabilitation of those resources.
10. Council may utilize available government or non-government funding programs to implement cultural heritage conservation policies. The City will co-operate with other levels of government, private agencies and individuals in the conservation of cultural heritage resources, as appropriate. It will co-ordinate its heritage plans and programs with those of higher levels of government.
11. Council may provide venues for carvings and murals to encourage cultural expression.

### **5.8.1 Cultural Heritage Symbol**

The City will rely on data from a community mapping exercise, updated periodically, to identify significant cultural sites and protect them from potentially damaging development. A number of sites were identified during this Plan's public consultation process, as well as previous planning exercises. With the exception of archaeological sites, these sites are identified with a Cultural Heritage symbol in Figure B of this Plan.

Policies:

*new Cultural  
Heritage symbol*

1. Cultural resources, including traditional picnic and camping areas, the Hudson's Bay Company outpost in Apex, and dog team areas shall be identified by a Cultural Heritage Symbol in Figure B.
2. Any new cultural resources shall be identified by a Cultural Heritage Symbol in Figure B by amendment to this Plan.



*evaluation  
criteria*

3. In approving development close to a Cultural Heritage Symbol or known archaeological site, Council shall consider the following:
  - a) Potential impacts on the cultural resource;
  - b) Ways to mitigate these impacts, where possible;
  - c) Ways to enhance the cultural resource, where possible;
  - d) Introducing a development buffer.
4. The Nuna and Open Space designations are most appropriate for sled dog areas, subject to the City's Canadian Inuit Dog and Dog Team By-law as amended.

*dog teams*

### **5.9 Future Development Area Designation**

Based on projected growth of the community, the City must set aside sufficient land for future housing, services and employment. The necessary lands will be designated Future Development Area. The intent is to:

- identify and set aside areas suitable for development; and
- plan in consultation with the community by adopting Development Schemes which follow the Land Development Guidelines.

Policies:

*Future  
Development  
Area*

1. No development will be permitted in a Future Development Area without an amendment to this Plan; it will be subject to:
  - a) Assessment and justification of need for new residential and/or non-residential lands (infill and redevelopment will be given priority as outlined in Section 3.3);
  - b) Adoption of a Development Scheme in accordance with the Land Development Guidelines outlined in Section 8.6.
2. To reserve land for future development, Council will zone land in all Future Development Areas as Municipal Reserve (MR) in the Zoning By-law.
3. New Future Development Areas may be designated in the Plan with the following conditions:
  - a) New areas will be within the Populated Area boundary, as indicated in Figure B.
  - b) Expansion of the Populated Area boundary will be considered only under the 5-year Plan review process as described in Section 3.3.

*zone category*

*designating  
new Future  
Development  
Areas*

*GN Reserves*

4. Three Future Development Areas are identified in Figure B. The shape of each Area is defined by natural constraints (steep slopes, waterbodies, rock outcrops, etc.), community constraints (land ownership, setbacks from snow fencing, significant areas, proximity to existing community, etc.) and infrastructure constraints (feasibility and cost of extending piped services, sewage lift station service area, etc.). The three Areas are generally defined as follows:
  - a) Area A, which includes developable lands on both sides of Niaqunngusiaq Road between the AWG Arena and the natural slope down to Apex.
  - b) Area B, which includes lands along the Road to Nowhere between the Lake Subdivision and the Niaqunguk River.
  - c) Area C, which includes lands located on a ridge east of Tundra Valley and below the AWG Arena.
5. A portion of Area A and all of Area C are subject to a GN Reserve on possible sites for a new Legislative Assembly building and a heritage centre. The GN is studying the feasibility of this construction and assessing the sites.
6. Phased development is an option in Future Development Area A, with construction of a new Legislative Assembly building and heritage centre on Reserved areas preceding any development on the remaining lands, subject to the following:
  - a) No development will occur on GN Reserve lands until a Development Scheme for Future Development Area A has been adopted by Council.
  - b) Notwithstanding any interim servicing arrangement, GN Reserve areas will be subject to on and off-site development costs in Future Development Area A, which will be determined in accordance with the City's Land Administration By-law.
7. If the GN decides against the use of Future Development Area C for a new Legislative Assembly building, the area will be redesignated Open Space.

**5.9.1 Development Scheme Overlay**

All Future Development Areas require a Development Scheme prior to development and are subject to the policies of Section 8.4 in the Implementation Section of this Plan. Development Schemes provide detailed information and direction in developing an area. They are attached as Annexes to this Plan



and constitute a part of it. Policies in the Development Scheme are additional to policies elsewhere in the Plan. Areas subject to a Development Scheme will be identified in Figure B of this Plan.

Policies:

1. Lands subject to a Development Scheme adopted by Council shall be identified in Figure B with a Development Scheme Overlay.
2. Development Schemes shall be attached to the General Plan as Annexes and shall constitute a part of the General Plan.
3. Where there is a conflict between the overall policies of the Development Scheme and policies elsewhere in this Plan, the policies of the Development Scheme prevail.

### **5.10 Federal Road Special Policy Overlay**

Federal Road is the main service road through the North 40 industrial area, which connects with the Core Area at the Four Corners intersection. The eastern portion of the North 40 contains light industrial uses, including warehousing and open storage, building supply stores, and contractors' workshops. There are also some small non-industrial offices. A large parcel of vacant Inuit-owned lands stretches from Sikituuq Court to the creek that divides the North 40. The developable portion of these lands is approximately 9 hectares.

There is strong potential for long-term renewal and redevelopment on lands in the eastern portion of the North 40, such as a new terminal building for Iqaluit International Airport, which could catalyze new development in the Federal Road corridor. The City has completed preliminary studies for an arterial by-pass road connecting Niaqunngusiaq Road to Federal Road via Masak Court. Additional road connections may occur in Phase 4 of the Plateau Subdivision. Federal Road currently has some piped water; installation of piped sewers would enable higher intensity uses, such as commercial and residential, particularly on the large parcel of vacant Inuit-owned land.

The unique attributes of this area have led to its selection as part of a special policy overlay. Overlay policies are an addition to the policies of the underlying land use designation, and could



support change in land uses to commercial, institutional and residential. Where there is a conflict, the policies of the overlay prevail.

Policies:

*Federal Road  
Special Policy  
overlay uses*

*zone  
categories*

*Federal Road  
Study*

*Development  
Scheme*

1. For lands located within the Federal Road Special Policy Overlay, as shown in Figure B of this Plan, Council will permit the uses of the underlying land use designation. Commercial uses consistent with the municipal servicing policies in Section 7 will be conditionally permitted; their range will be identified in the Zoning By-law.
2. Council will establish a District Commercial (B2) Exception Zone and a Light Industrial (M1) Exception Zone in the Zoning By-law consistent with the boundaries of the Federal Road Special Policy.
3. Council will study the feasibility of transitioning the overlay lands, or a portion thereof, to a mix of commercial, residential and/or institutional uses. The study will consider the following:
  - a) Feasibility and cost of extending sewer services to the lands;
  - b) Identification of lands that could be serviced by municipal water and sewer;
  - c) Recovery of servicing costs by the City (e.g., off-site levies, cost sharing agreements);
  - d) Landowners' and leaseholders' support of and enthusiasm for extension of services and the associated costs, where applicable;
  - e) Impact of the future by-pass road on the lands;
  - f) The range of uses and densities of development appropriate for the lands;
  - g) Whether the lands could be considered for inclusion in the Core Area.
4. The lands affected by the overlay are subject to a Development Scheme or Schemes prior to any change in land use designations.





## 5.11 Transportation Facility Designation



Iqaluit is a major transportation centre. Transportation may be the single largest land use in Iqaluit, most notably the Iqaluit Airport, the sea-lift site, and the major air navigation communications systems. These lands are designated Transportation Facility to allow specific policies that protect them from operational interference. This is essential to ensure safe air travel and adequate provision of goods by air and sea.

With the growth of Iqaluit, improved marine facilities will be required to move goods, and for tourism and recreation amenities and safety. The GN and City have studied the feasibility of a new deep seaport and small craft harbour facility at the end of the West 40 Causeway (Akilliq Road) and Inuit Head. The GN has also studied the feasibility of a small craft harbour and boat launch at the Municipal Breakwater. When the deep seaport project is completed, the City envisions rehabilitation of the current sea-lift site and its redesignation for community-oriented waterfront activities.

The Iqaluit International Airport is vital in providing the only year-round access to the community. The airport property is currently owned by the Iqaluit International Airport Authority, with portions of airport lands leased to federal and commercial tenants for aviation-related uses.

The *Airport Master Plan* (April 1999), addresses needed upgrades related to increased use of the airport. It recommends restrictions for the "Outer Surface Area" (circular plane with 4,000 m radius) and reviewing development applications within the Noise Cone near the airport.

The airport lies within the Populated Area and close to the Core Area and residential areas, so it may not be practical or desirable, from residents' point-of-view, to limit development because of airport noise. However, any application for development that may impact airport operations should be reviewed by the Airport Manager prior to approval.

Policies:

1. Areas designated Transportation Facility, as shown in Figure B, will be used primarily for transportation facilities, including



- the sea-lift area, the airport, and associated air navigation communications systems.
- permitted uses*
- zone category*
- Iqaluit Airport*
- airport hazards*
- communications VOR/DME site*
2. Permitted uses in the Transportation Facility designation include all activities related to air traffic, marine facilities and their accessory uses.
  3. Council proposes to establish a Transportation (T) Zone in the Zoning By-law.
  4. The Iqaluit Airport Master Plan, as updated, will be reflected in the General Plan and Zoning By-law.
  5. Council shall not permit development in the flight path or non-compatible land uses near the Airport that could jeopardize operation and safety through hazards such as emissions or birds.
  6. Any application for development that could impact airport operations shall be referred to the Airport Manager, Iqaluit International Airport. Development in the vicinity of the airport must conform to the relevant Airport Zoning Regulations enacted under the *Aeronautics Act*.
  7. Council will ensure non-interference with the air navigation communications system (NAV Can VOR/DME site) located at the top of Niaqunngusiaq Road facing the arena, through the following:
    - a) Designate the air navigation communications site a Transportation Facility;
    - b) Prohibit any development, obstructions, buildings or equipment within a 150m radius of the antenna array;
    - c) Restrict development within a 300m radius of the antenna array in accordance with provisions set out in the Zoning By-law;
    - d) Any proposed development that does not meet these standards shall be referred to NAV Can for review and comment.
  8. Council will ensure non-interference with the air navigation communications system (NAV Can radar) located at the top of Upper Base near the old tank, by:
    - a) Designating the air navigation communications site, a Transportation Facility;
    - b) Prohibiting any building or structure exceeding a height of 5 metres below the geodetic height of the radar tower platform within 300 m of the radar tower;



*communications  
NDB site*

- c) Prohibiting any building or structure exceeding the geodetic height of the radar tower platform between 300 and 1,000 m of the radar tower;
  - d) Referring any proposed development that does not meet these standards to NAV Can for review and comment.
9. Council will ensure non-interference with the air navigation communications system (NAV Can NDB site) located in the West 40, through the following:
- a) Designate the air navigation communications site a Transportation Facility;
  - b) Prohibit any development within 150m of the NDB site.



## SECTION 6 MOBILITY

According to the 2006 Census, 59% of Iqaluit residents commuted by car or truck, while 32% walked. The remaining 8% used other means, such as snowmobile, all-terrain vehicle (ATV), or taxi. These figures reveal a dramatic shift in commuting patterns over the last ten years; in 1996, nearly equal numbers commuted on foot and by car or truck. This suggests that, as population and traffic increase, targeted investments in road improvements will be essential. However, emphasis should be placed on pedestrian amenities to encourage walking as part of a healthy lifestyle.

The Census also indicates a twofold increase in the use of snowmobiles and ATVs, primarily to access the land and sea ice. Bicycles are used for getting around during the summer months. Incompatibilities exist among these modes of transportation; their separation, where appropriate, will ensure safe and convenient travel routes.

### 6.1 Transportation Master Plan

Iqaluit has a projected population of 13,050 by 2030. Vehicle ownership and use are on the rise. A Transportation Master Plan will be needed to support development outlined in this Plan, assist decisions on transportation infrastructure improvements and programs, and provide a basis for budget planning. It should be reviewed and updated in conjunction with the five-year review cycle of the General Plan. Amendments to the General Plan may be required as a result of adopting such a Plan.

Policies:

1. Council will consider adopting a Transportation Master Plan, which would include:
  - a) An overview of existing and future transportation conditions;
  - b) Strategic directions or goals for transportation infrastructure and services;

*Transportation  
Master Plan*



- c) Pedestrian walkway design and phasing of improvements;
  - d) Walking and snowmobile trail design that addresses safe and convenient off-road movement in both modes;
  - e) Phasing of improvements to walking and snowmobile trails;
  - f) Strategies for safe movement of snowmobiles through town;
  - g) Recommendations for a transit or quasi-transit (e.g., shared taxi) system addressing public benefit, economic efficiency, accessibility, and required infrastructure;
  - h) Review of road classification system and right-of-way protection;
  - i) Road safety and design;
  - j) Parking facilities, rates, and location;
  - k) Infrastructure projects required to support the 2030 projected population;
  - l) Implementation strategy, including capital works plan, costs, and identification of funding measures.
2. The Transportation Master Plan, if adopted, should be reviewed and updated in conjunction with 5-year reviews of the General Plan.
  3. Council will work with relevant Government of Nunavut and federal agencies on development of the Transportation Master Plan.

## **6.2 Pedestrian Walkways, Walking Trails, & Cycling Routes**

Although roads are important to future development of the City, many people do not own a vehicle and rely on walking or cycling, particularly during the summer months, as their primary means of transportation. Following the study *Design and Development of Walking Trails (2002)*, the City made strategic investments to improve the pedestrian environment, particularly in and around the Core Area.

Off-road walking trails and walkways at the side of road allowances create safe and convenient walking environments for pedestrians to access open spaces, schools and get around the City. A network of Walking Trails and Snowmobile Trails is shown in Figure C.



## Policies:

1. Walking trails, as identified in Figure C, will be protected through legal easements or land acquisition, where possible.
2. Should any land be developed in the vicinity of a designated Walking Trail, Council will ensure that pedestrian access is maintained or that the trail is rerouted in a satisfactory manner. Rerouted trails shall not be located on the road right-of-way.
3. Council shall authorize the building of Pedestrian Walkways on Arterial and Collector Roads, wherever possible, in accordance with the following:
  - a) Preference shall be given to building Pedestrian Walkways on both sides of the street within the Core Area, in accordance with the policies in 5.1.1 and 5.1.2;
  - b) If it is not possible to provide Pedestrian Walkways on both sides of the street, a Pedestrian Walkway should be provided on the side of the road opposite the utilidor; and
  - c) Pedestrian walkways shall be for the exclusive use of pedestrians; the design should discourage vehicle use, including bicycles.
4. Council shall give priority to developing Pedestrian Walkways on Mainstreets, as defined in Section 5.1.1, and along the Collector Road connecting the Core Area to the entrance to Sylvia Grinnell Territorial Park Reserve (Akilliq Drive).
5. Access to schools using Pedestrian Walkways and/or Walking Trails shall be reviewed with the Department of Education, and safety improvements made where required.
6. Council shall pursue full development of the Apex Trail along the shoreline of Koojesse Inlet between Lower Iqaluit and Apex. Special places, such as the valley below Happy Valley, shall be given special treatment to create a lookout point.
7. Council shall consider a cycling plan to identify safe cycling routes and necessary improvements.

*pedestrian  
access*

*Pedestrian  
Walkways*

*Apex Trail*

*Cycling Plan*



### 6.3 Snowmobile Trails

Snowmobiles are important to residents for access to the land, the sea ice, recreation and for general transportation in the winter. Use of the road shoulder by snowmobiles is often in direct conflict with pedestrians. The preferred routes and driving surfaces for snowmobiles are therefore independent of the road network. The network of Snowmobile Trails is shown in Figure C of this Plan.



#### Policies:

*protection of  
Snowmobile  
Trails*

*Snowmobile  
crossings*

1. Snowmobile trails, as identified in Figure C, will be protected. Should any land be developed in the vicinity of protected snowmobile trails, the City will ensure that access for snowmobiles is maintained or that the trail is rerouted in a satisfactory manner.
2. The City will initiate a study of snowmobile trails in the Core Area with detailed information on formal trails connecting key buildings (e.g. large retail stores, Nakasuk School, church, etc.) and identifying specific improvements (e.g. signage, gravel ramps at road crossings, etc.) and their phasing.



*Source: Core Area Secondary Plan, 1998*



West 40 ramp

3. Pending the approval of Fisheries and Oceans Canada, Council will maintain ramps in Lower Iqaluit, Tundra Valley and Apex as designated in Figure C of this Plan to facilitate access for snowmobiles to the sea ice.

## 6.4 Roads

Council has adopted a Road Classification policy to direct future road works and inform residents about the status of road facilities. Figure D illustrates the Primary Road Network for existing and proposed roads. In anticipation of population and traffic increases, three classifications are listed and described below: Arterial Roads, Collector Roads and Local Roads.

Not all roads shown will be constructed or improved within a specified time period or sequence. Council shall, in co-operation with relevant agencies, formulate a program to establish priorities for all road works, including rights-of-way, realignments, traffic controls, training, signage, and street landscaping features where applicable.

The City will approve development applications only when it is satisfied that there is sufficient capacity available in the transportation network to accommodate the proposed development. A Traffic Study demonstrating adequate capacity or recommending network improvements may be required, at the discretion of the Director of Public Works & Engineering, or their delegate.



### 6.4.1 Arterial Roads

Arterial Roads act as the main spine roads carrying the largest volumes of traffic across the City. Block lengths and





intersections should be spaced and designed to accommodate a wide variety of transportation modes for the length of Arterial Roads. Direct vehicular access to properties along Arterial Roads should be limited, to minimize turning movements and reduce potential conflicts among travel modes.

Because of the City's underlying topography and historic northwest-to-southeast development pattern along the waterfront, the largest volumes of traffic tend to flow along this same northwest-southeast axis. Over time, Niaqunngusiaq Road has taken on many of the characteristics of an Arterial Road; it now connects several neighbourhoods from the Core Area to Apex.

Rights-of-way for new Arterial Roads should be a minimum of 25 metres, but most of the existing road allowances in the City are no greater than 20 metres. Arterial Roads should be right-of-way protected to allow for road widenings over the longer term. The Arterial Road system is shown in Figure D.

Policies:

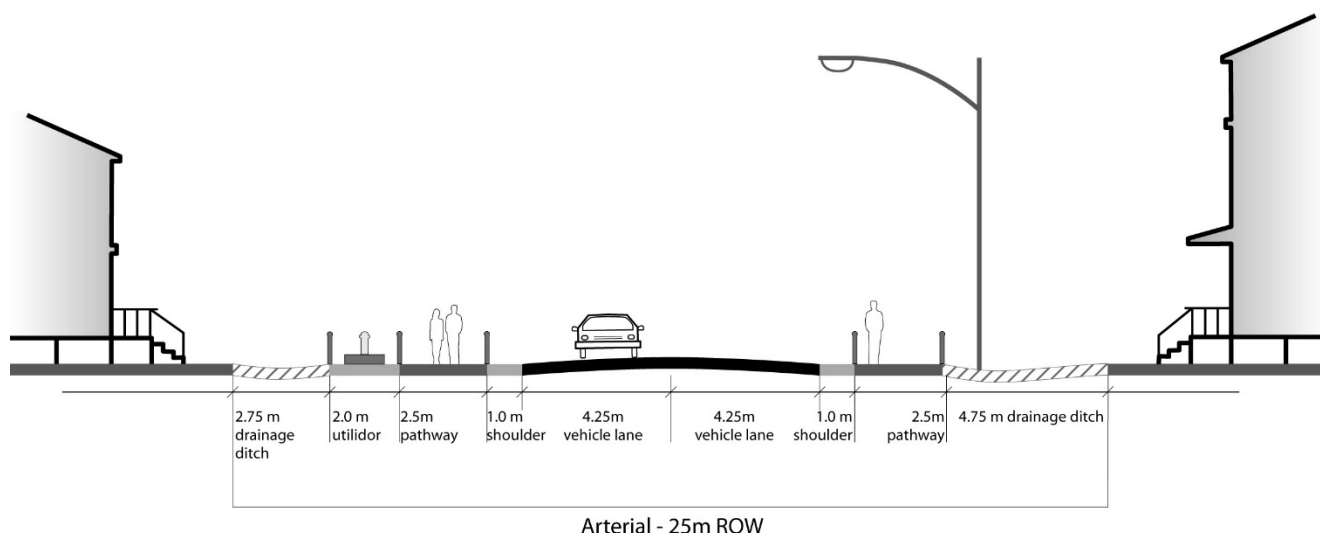
1. Arterial Roads and Future Arterial Roads are identified in Figure D. Other Arterial Roads shall be identified by an amendment to this Plan.
2. The number of Collector and Local Road junctions with Arterial Roads should be minimized;
3. Traffic using Arterial Roads shall have precedence over traffic on Collector and Local Roads;
4. Rights-of-way for Arterial Roads shall be protected for 25 metres.
5. Road widenings, if applicable, shall be obtained at the time of redevelopment, new development or subdivision of land.
6. Arterial Roads shall be the focus of traffic control improvements such as traffic lights, controlled-stop intersections, turning lanes and traffic circles.
7. Pedestrian Walkways shall be built on Arterial Roads in accordance with the policies in Section 6.2.
8. Arterial Roads shall generally be in accordance with Illustration 1 – Arterial Road – Typical Cross Section.

*25 m ROW*

*road  
widenings*



### Illustration 1 Arterial Road - Typical Cross Section



#### 6.4.2 Collector Roads

Collector Roads are intended to distribute traffic from the interior of residential communities or industrial and commercial areas to Arterial Roads, the Core Area and the Airport. Collectors also allow mobility within residential, commercial and industrial areas and servicing of abutting properties, although, in some cases, it may be desirable to restrict access onto Collectors. Rights-of-way for new Collector Roads should be a minimum of 25 metres, but most of the existing road allowances in the City are no greater than 20 metres. Road widenings should be protected for the Collector system in the longer term. The Collector Road system is shown in Figure D.

Policies:

1. Collector roads and Future Collector Roads are identified in Figure D. Other Collector Roads shall be approved as an amendment to this Plan unless they are part of an approved Development Scheme.
2. The number of Local and Connector Road junctions should be minimized;
3. Subdivision design shall discourage traffic from using Local Roads as a through route.



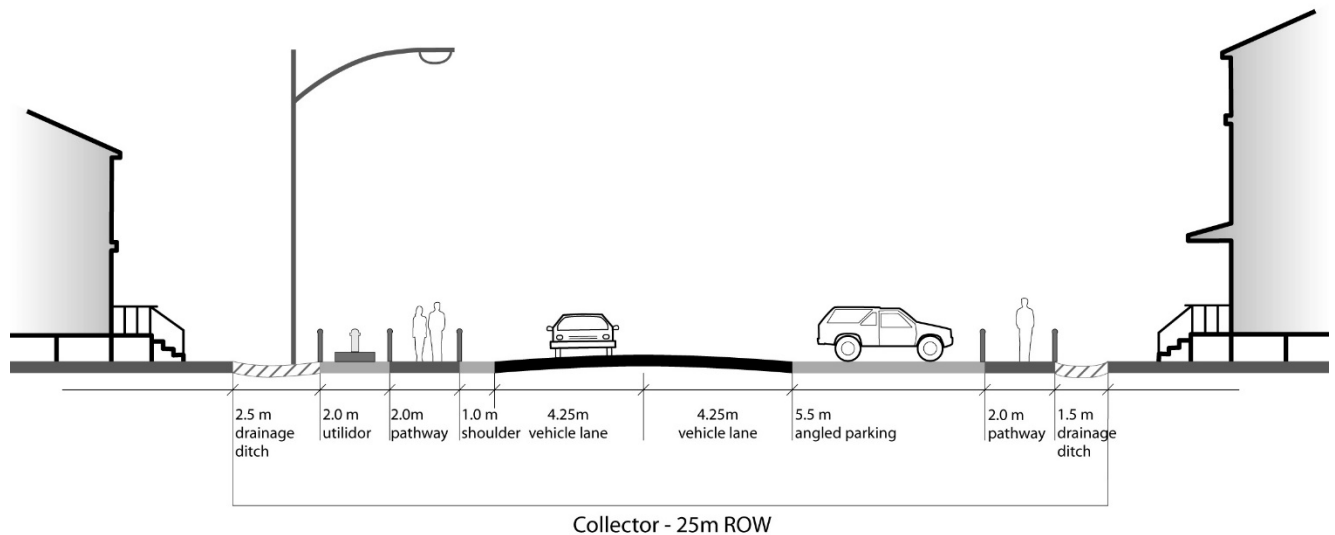
25 m ROW

road  
widening

angled  
parking

4. Traffic using Collector Roads shall have precedence over traffic on Local Roads;
5. Rights-of-way for Collector Roads shall be protected for 25 metres.
6. Road widenings, if applicable, shall be obtained at the time of redevelopment, new development or subdivision of land.
7. Sidewalks shall be built on Collector Roads in accordance with the policies in Section 6.1.
8. Angled parking located on the Collector Road right-of-way may be considered where appropriate.
9. Downtown Collector Roads shall generally be in accordance with Illustration 2 – Downtown Collector Road – Typical Cross Section.

**Illustration 2**  
**Downtown Collector Road - Typical Cross Section**



### 6.4.3 Local Roads

Policies:

1. All City streets other than Collector Roads, as identified in Figure D, are classified as Local Roads.
2. Careful subdivision design should discourage all through traffic from using Local Roads. Rights-of-way for new Local



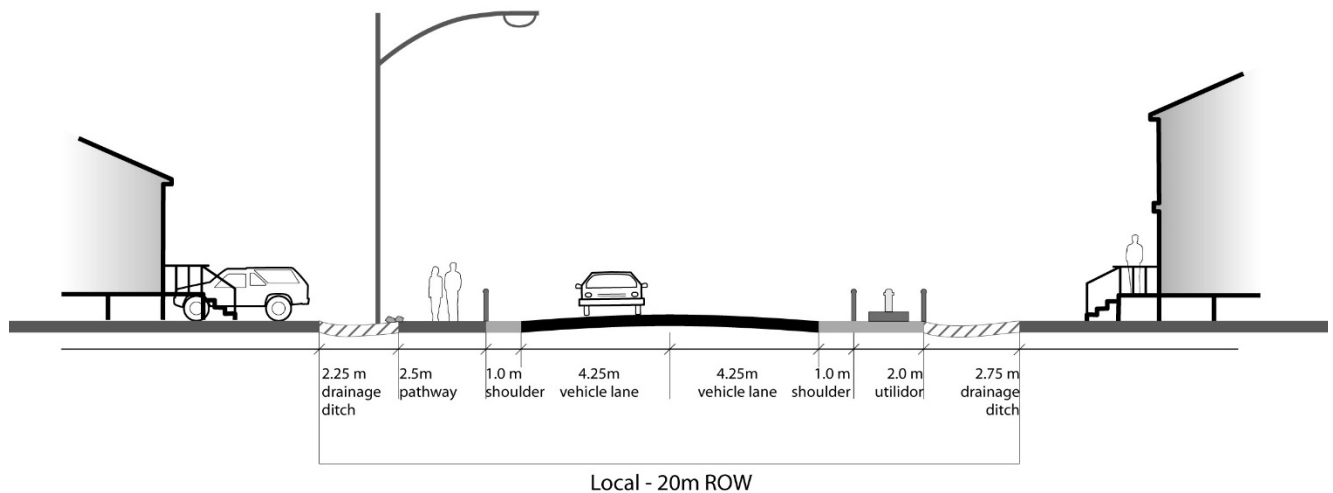
20 m ROW

Alternative 18  
m ROW

Roads will generally be 20 metres, in accordance with the cross section in Illustration 3.

3. If specified in a Development Scheme, or by resolution of Council, rights-of-way for new Local Roads may be reduced to 18 metres.

**Illustration 3**  
**Local Road - Typical Cross Section**



#### 6.4.4 Bypass Road

Council has long considered the need for a By-pass Road linking Niaqunngusiaq Road (in the vicinity of Inuksuk High School) to Federal Road in order to alleviate traffic congestion and truck traffic at the Four Corners. As an interim solution, the Transportation and Urban Design Study (2005) and the Iqaluit Core Area Bypass Road Preliminary Design Report (2007) suggest reconfiguration of the Niaqunngusiaq Road and Kangiq & Iniq Drive intersection and a future arterial road alignment extending Kangiq & Iniq Drive north, with connections to Federal Road via Masak Court and possibly further north to connect with Federal Road, as shown in Figure D of this Plan.

Policies:

1. Council shall protect the corridor, consider building a by-pass road and investigate appropriate financing. The proposed



alignment of this Collector Road is shown in Figure D and shall be protected from future encroachment.

2. Road widenings to achieve a road right of way of up to 25 metres for the future By-Pass Road, as shown in Figure D, shall be obtained at the time of redevelopment, new development or subdivision of land, or when Council approves funding for the By-Pass Road, whichever comes first.

#### **6.4.5 Taxi and Transit Service**

The City has a well-established and well-used shared taxi service. The driver picks up multiple passengers, either from called-in locations or when hailed, and takes them to their respective destinations, picking up replacement passengers on the way. There is no fixed route or time schedule. The vehicles are generally sedans or minivans.

For a short time, the City piloted a transit service, a small bus that followed established routes. It was discontinued due to low ridership and high cost of operation. There is strong community interest in re-introducing a transit service. Given the challenges in operating a conventional transit system (i.e., established routes, schedules, stops and shelters along the road) in an arctic context, building-to-building connections might be more viable; for example, having taxis in the existing system travel a fixed route between destinations during designated peak hours.

Given the importance of the existing taxi service and public desire to re-introduce some level of transit service, it will be important to ensure proper infrastructure for taxi and transit use.

Policies:

1. The design of any community or institutional use, hotel, office, retail store and government use building greater than 2,000 m<sup>2</sup>. in gross floor area will be transit and taxi-friendly, as follows:
  - a) Indoor waiting areas with good visibility to the outside should be incorporated into building design, either as part of the main entrance lobby, or a separate area immediately adjacent to the main entrance.



- b) Logical and convenient pick-up and drop-off areas or pull-ins adjacent to the road allowance should be incorporated into site design.



## SECTION 7

# MUNICIPAL SERVICES & OTHER UTILITIES

The City of Iqaluit provides municipal services, including water and sanitary sewers (piped or trucked), garbage collection and disposal, snow removal, fire protection, emergency services and by-law enforcement. Other utilities, such as Qulliq Energy and NorthwesTel, provide essential services to City residents and businesses.

Projected increases in population and housing units will escalate demands for energy, potable water treatment and supply, and sewage treatment and disposal. Upgrading and extending municipal and private infrastructure to support growth will be costly. Wise planning will ensure the best use of existing infrastructure, most appropriate and cost-effective technologies for new infrastructure, and reduction of demand through energy and water conservation initiatives. The City should also support alternative energy technology such as wind, solar and hydro power, and residual heat systems.

### 7.1 Infrastructure & Climate Change



Infrastructure is at risk because of climate change. Like most arctic communities, Iqaluit's infrastructure was designed and built using standards based on past climate data. Climate change increases the vulnerability of infrastructure exposed to conditions it was not originally designed to withstand. With projected increases in climate variability and extreme events, damage to infrastructure is expected to increase exponentially. Of particular concern for arctic infrastructure are changes in permafrost, the frequency and severity of extreme weather events, precipitation, the coastal environment and ultraviolet radiation levels.

Research and consultation identify a decrease in the permafrost layer and increased depth of the active layer as the most significant climate-related concerns for Iqaluit's infrastructure. Particularly at risk are: buildings with shallow foundation systems; buildings, roads and buried pipes located on steep



south-facing slopes and/or in an area of high snow accumulation; any building or road in an area of poor drainage where water may pool; and the landfill and former waste disposal sites. Coastal infrastructure may be susceptible to damage from flooding or storm surges.

Policies:

*pile depth*

1. As a condition of Development Permit approval for any new construction on pile foundations, the City may require the applicant to submit a post-construction report indicating the depth of each pile on the site.

*infrastructure to withstand climate change*

2. All new municipal infrastructures will be designed and constructed to specifications that include withstanding projected changes in climate over their expected design life and meet best sustainability practices.

3. The design, location and operation of key infrastructure will integrate climate change considerations, including permafrost melt, sea level or relative land level rise, increased temperature, precipitation and extreme weather events.

*climate change monitoring program*

4. The City will explore a possible Climate Change Monitoring Program that includes partnering with citizen groups, the development community, community organizations, research institutes and other levels of government. Findings of the Monitoring Program should be widely communicated to build understanding of climate change impacts and the adaptive capacity of the community. The Monitoring Program may include the following:

a) Monitoring municipal infrastructure for climate-induced impacts, with regular reporting to City Council;

b) Identifying and compiling appropriate data sources to assist in monitoring activities;

c) Studying permafrost stability within the City;

d) Mapping changes in drainage patterns affecting the City;

e) Mapping wind and storm patterns, particularly their impact on buildings and roads;

f) Mapping the coastal environment for trend changes, particularly sea level changes.





## 7.2 Solid Waste Management

The City is responsible for solid waste disposal and the collection and diversion of waste. The existing Waste Disposal Site is located in the West 40 area (identified in Figure B). It has exceeded its capacity, and a new landfill will be identified consistent with the policies of this Plan. There are also a number of former waste disposal sites in the City (identified in Figure B).

### Policies:

1. Council must ensure waste disposal capacity sufficient to accommodate growth, including consideration of recycling and other waste reduction initiatives.
2. Council will adopt a Solid Waste Management Plan and update the Plan as required.
3. Council will consider waste diversion measures, including the recycling of construction waste and composting of organics.

*Solid Waste  
Management  
Plan*

### 7.2.1 Waste Disposal Sites

Waste Disposal Sites are landfills, incinerators, sewage lagoons and any other facilities providing long-term storage or destruction of municipal waste. Recycling and composting depots are considered waste processing facilities and may be permitted in conjunction with Waste Disposal Sites.

The City has a sewage treatment plant. The sewage lagoon remains in service for use during regular maintenance and upgrades to the sewage treatment plant and in case of a major failure at the plant.

### Policies:

*operation of a  
waste disposal  
site*

1. Any waste disposal site must be operated in accordance with all relevant legislation and any regulations therein (e.g., water license).

*rehabilitation*

2. Council proposes establishing a Waste Disposal (WD) Zone in the Zoning By-law.
3. Any waste disposal site no longer in use must be rehabilitated to the standards required by the legislation.

*development  
within 450m*

4. Any proposed development within 450 metres of an existing or former waste disposal site is subject to the regulations of the Public Health Act.



*new Waste  
Disposal Sites*

5. The establishment of any new waste disposal site will require an amendment to the General Plan and Zoning By-law, subject to the following:
  - a) A study to indicate compliance with Federal or Territorial legislation;
  - b) It shall be located an adequate distance from any land use susceptible to odours, surface water or gas migration;
  - c) It shall be set back a reasonable distance from a public road to minimize unsightly appearance from the road;
  - d) Consideration of waste diversion initiatives to reduce and reuse waste materials;
  - e) A comprehensive public consultation process;
  - f) Consideration of prevailing winds and snow accumulation.
6. Waste processing facilities such as recycling and composting facilities will be permitted in conjunction with existing waste disposal sites and are not subject to Policies 4 and 5 in this Section.
7. Ensure consideration of projected permafrost changes in designing and developing future landfills.

*waste  
processing  
facilities*

### **7.2.2 Former Waste Disposal Sites & Contaminated Sites**

Potentially contaminated sites include lands where contaminants may be present due to previous industrial, transportation, utility, or other uses. Sources of site contamination can include disposal of waste materials, raw material storage, residues left in containers, maintenance activities, and spills. Some commercial uses, such as gasoline stations and automotive repair garages, have a similar potential.

It is the intent of this Plan to ensure proper decommissioning and cleanup of former waste disposal sites prior to their development or re-use.

Policies:

*site  
restoration*

1. Council will continue to encourage responsible Federal, Territorial and other agencies to assist in the cleanup and restoration of any former waste disposal sites identified in Figure B of this Plan, or any other known contaminated



- sites. Council will seek suitable end uses for the restored sites.
- zone category* 2. Council proposes to establish a Municipal Reserve Exception 1 – MR (1) Zone to identify former waste disposal sites in the Zoning By-law.
- development restriction* 3. No development on land formerly used as a waste disposal site is permitted without a Zoning By-law amendment and approval from the Department of Health and Social Services.
- development within 450m* 4. Any proposed development within 450 metres of a former waste disposal site will be subject to the regulations of the Public Health Act.
- Environmental site assessment* 5. An application for development or redevelopment requiring a development permit, rezoning, consent, subdivision or amendment to this Plan on lands known to be or suspected of being contaminated will require a Phase 1 Environmental Site Assessment (ESA) prepared by a qualified engineer. If the Phase 1 ESA confirms the presence of contamination, the proponent must follow all the applicable regulations.
6. Council proposes to establish a Municipal Reserve Exception 3 – MR (3) Zone in the Zoning By-law to allow location of a leachate retention pond associated with an existing waste disposal site.

### **7.3 Water Supply & Wastewater Treatment**

City water is supplied by runoff from the watershed to Lake Geraldine. City wastewater is treated at the recently upgraded sewage treatment plant located in the West 40. The City will endeavour to maintain sufficient reserve capacity in its water and sewer infrastructure to meet servicing needs and to provide reliability, redundancy and security. The City shall be aware of and consider the potential impacts of climate change on the planning and sizing of infrastructure.

Policies:

- Watershed Protection Areas* 1. Council will protect the City's current and future water supplies by designating Watershed Protection Areas in accordance with the provisions in Section 4.2.



*Setbacks for  
sewage  
facilities*

2. The sewage lagoon is considered a waste disposal site and is subject to the policies of Section 7.2.1
3. Sewage treatment facilities must be located an appropriate distance from any land use susceptible to noise and/or odours.
4. Upgrades to the City's water or sewer infrastructure are subject to relevant studies and must be in compliance with applicable Federal and Territorial legislation.
5. The City will approve development applications only when it is satisfied there is sufficient water and sewage supply, storage, treatment and piped distribution capacity to service the proposed development. A servicing Study demonstrating adequate capacity or recommending system improvements may be required, at the discretion of the Director of Public Works & Engineering, or their delegate.

#### **7.4 Water & Sewer Services: Piped vs. Trucked Water & Wastewater Services**

Buildings in Iqaluit are serviced with water and sewage service by one of two methods: connection to the piped system (utilidor) or by trucked delivery and hauling. While the City will require piped services for future development areas, it is recognized that large areas of the City (i.e. Tundra Valley, Apex the West 40 and parts of other neighbourhoods) will continue to be serviced by trucked services for the long term given the significant cost of extending piped services to these areas.

Policies:

1. Existing piped water and sewer service areas and planned extensions are shown in Figure E.
2. Council will undertake studies and prepare a funding strategy for upgrading and extending water and sewer systems to accommodate development outlined in Section 3 – Development Strategy.
3. The piped water and sewer system are the preferred system of servicing for the City and new development will be directed to areas serviced by utilidor. No new development on trucked services shall be permitted where full piped services (water and sewer) are available.

*service  
upgrades &  
extensions*

*connection to  
utilidor*



*development in  
trucked or partial  
service areas*

4. Despite Policy 3, Council will approve limited development in Apex, Tundra Valley, and on other existing lots of record in areas where municipal services are not available in an adjacent road allowance. Development approved by Council shall be limited to single-detached, semi-detached, duplex residential developments, and row dwelling units to a maximum of four units, and to small-scale commercial and institutional developments where water use does not exceed 2,000 litres per day.

*determining water  
use*

5. Uses that are anticipated to require more than 2,000 litres of treated water or to generate more than 2,000 litres of wastewater per day shall not be permitted in trucked or partial service areas. Such uses must be connected to the utilidor (piped services).

*water  
conservation*

6. Anticipated water and wastewater usage will be determined by Staff or, at the request of Staff, by a study prepared by a qualified professional Civil Engineer.

7. Council will require water conservation methods, such as the use of low-flow water fixtures, to reduce consumption.

*fire flow*

8. As a condition of development approval, Council may require that holding tanks or water services for fire flow purposes be installed, subject to review by the Fire Chief.

#### Site Specific Exceptions:

*industrial  
development*

9. Despite Section 7.4, Policies 4 and 5, the City shall provide sufficient trucked water and/or wastewater to meet the operational requirements of approved development on the following sites, until such time as piped services are available:

- a) Plan 1673, Lot 655 and a portion of Lot 666 (West 40) – Brewery and Accessory Uses;
- b) Plan 2152, Lot 882 (North 40) – Worker’s Accommodation; and
- c) Plan 4153, Block 206, Lot 28 (North 40) – Residential Dwelling Units & Café.

## **7.5 Other Utility-Installations**

Policies:



*designations  
where  
permitted*

1. Other utility installations (building plant, works, tower, transmitter, relay, receiver, pedestal or other equipment used to make or deliver a utility product, commodity or service) are permitted in all land use designations, with the exception of Aggregate Resources, and subject to the following:
  - a) such use is necessary in the area and adequate measures are taken to ensure the use and design is compatible with its surroundings; particularly in residential areas or where there are environmental constraints;
  - b) adequate off-street parking and loading facilities are provided;
  - c) utilities requiring buildings or significant structures do not front on main streets, wherever possible;
  - d) the proposed infrastructure does not negatively impact abutting properties; and,
  - e) the utility or facility meets the intent of other applicable policies in this plan.

*exceptions*

2. Notwithstanding Policy 1 above:
  - a) installations subject to the requirements of an environmental assessment are permitted in all designations;
  - b) major communication facilities essential to the safe operation of sea and air navigation will be designated Transportation Facility; and
  - c) land for fuel storage facilities or other installations that generate a detrimental impact, health or safety hazard or nuisance beyond the boundaries of the lot shall only be permitted in the Heavy Industrial designation.

*compliance  
with approval  
authorities*

3. Where applicable, utility installations must comply with the regulations of approval authorities, such as the *Nunavut Planning Commission*.

*communications  
facilities*

4. Council will consider facilitating multi-user access to privately-owned and City-owned communications towers in order to minimize the number of towers required.



# SECTION 8 IMPLEMENTATION

## 8.1 Roles & Responsibilities

The roles and responsibilities of primary participants in the planning application, submission and review process are outlined in the following section. They include the Applicant, the Development Officer, the Planning Committee, Council, and the Development Appeal Board. Subsections describe the criteria participants must use in reviewing planning applications and making a recommendation or decision.

### 8.1.1 *The Applicant*

The Applicant shall:

*Applicant  
responsibility*

1. Ensure that the proposed development's design and construction conform to the National Building and Fire Code and other applicable codes.
2. Respect all conditions imposed by a Development Permit and/or Development Agreement

### 8.1.2 *Development Officer*

A Development Officer shall:

*Professional  
planner*

*responsibilities  
of the  
Development  
Officer*

1. Be a professional community planner, preferably a member of the Canadian Institute of Planners (CIP).
2. Receive and review all applications for Development Permits, Zoning By-law Amendments, General Plan Amendments, Subdivision applications and requests for variances to the Zoning By-law and determine whether they are complete.
3. Make a decision (with or without conditions) on a Development Permit application where the authority to do so has been delegated by Council. Council proposes to establish the classes of development in which the Development Officer has decision-making authority in the Zoning By-law.
4. Make recommendations to Council on planning applications where the Development Officer does not have the authority to make a decision or has chosen to refer a decision to Council.



*criteria for  
Development  
Officer  
recommendations  
or decisions*

5. Regard the following in reviewing, making recommendations or making decisions on all planning applications:
  - a) Authority under the *Planning Act*;
  - b) Community input;
  - c) The policies, general intent and purpose of this Plan;
  - d) The provisions, general intent and purpose of the Zoning By-law;
  - e) Other guidelines and policies adopted by Council.
6. Communicate with the Territorial and Federal Governments and their relevant agencies, the Land Claims Organization, and the Hunters and Trappers Organization, as required, regarding development issues, need for government buildings and resources, and housing issues.
7. If the City has no professional planner on staff, Council shall engage a professional planner to review Development Permit applications for multi-family residential (more than 2 units), and commercial and industrial applications (greater than 1,000m<sup>2</sup>). These professional services could also extend to Zoning By-law and General Plan amendments.

*planning  
review by  
professional  
planner*

### **8.1.3 Council**

*appointment of  
Development  
Officers*

1. Council shall appoint one or more Development Officers, of which at least one must be a professional planner certified by the Canadian Institute of Planners (CIP).
2. Council may appoint a Planning Committee, which shall advise Council on planning matters as specified in Section 8.1.4.
3. Council shall consider Development Officer and Planning Committee recommendations on all undelegated planning applications and decide to approve (conditionally or unconditionally), refuse or refer the application back to the Development Officer.
4. Council shall regard the following in making a decision on all planning applications described in Policy 1:
  - a) Authority under the *Planning Act*;
  - b) Community input;
  - c) The policies, general intent and purpose of this Plan;

*criteria for  
Council making  
planning  
decisions*





- d) The provisions, general intent and purpose of the Zoning By-law;
- e) Other guidelines and policies adopted by Council;
- f) Recommendations submitted by the Development Officer;
- g) Recommendations of the Planning Committee, if appointed.

#### **8.1.4 Planning Committee**

If appointed, the Planning Committee shall:

1. Play an advisory role to Council;
2. Review Development Officer recommendations on referred Development Permit applications, Zoning By-law Amendments, General Plan Amendments, Subdivision applications and variances to the Zoning By-law, and make recommendations to Council on those applications.
3. Regard the following in making recommendations to Council on all planning applications described in Policy 2:
  - a) Authority under the *Planning Act*;
  - b) Community input;
  - c) The policies, general intent and purpose of this Plan;
  - d) The provisions, general intent and purpose of the Zoning By-law;
  - e) Other guidelines and policies adopted by Council;
  - f) Recommendations submitted by the Development Officer.

*criteria for  
Planning  
Committee  
recommendations*

#### **8.1.5 Development Appeal Board**

The Development Appeal Board shall:

1. Consider appeals to Development Permit, Subdivision and Variance applications and decisions.
2. Regard the following in making a decision on appeals:
  - a) Authority under the *Planning Act*;
  - b) Community input;
  - c) The policies, general intent and purpose of this Plan;
  - d) The provisions, general intent and purpose of the Zoning By-law;
  - e) Other guidelines and policies adopted by Council;

*criteria for  
Development  
Appeal Board  
decisions*



- f) Recommendations submitted by the Development Officer and Planning Committee, if appointed.

### **8.1.6 Government of Nunavut Building Official**

The Government of Nunavut Building Official shall:

1. Review and issue Building Permits, Demolition Permits and Occupancy Permits, as required and in accordance with the *Building Code Act*.

### **8.1.7 Procedures Manual**

Council may choose to adopt a Procedures Manual to clarify processing, timelines, roles and responsibilities in planning applications.

Policies:

1. Council may adopt a Procedures Manual to guide Council, Planning Committee, municipal staff and the public in dealing with planning applications. The manual may be updated as needed.
2. The Procedures Manual shall not form a part of this Plan.

## **8.2 Development Permits**

The *Planning Act* states that Council may adopt a system of Development Permits to control development and ensure that it is undertaken in accordance with the policies of this Plan and the regulations of the Zoning By-law.

Policies:

1. The Zoning By-law shall establish a system of Development Permits, along with terms and conditions under which a permit may be issued, suspended, reinstated or revoked.
2. As a condition of a Development Permit, Council may require that the applicant enter into a Development Agreement with the City to provide and maintain the facilities as specified on the approved development permit plans and to ensure that conditions of development

*Development  
Agreements*



approval are observed. Such an agreement may be registered against the land to which it applies, and thus may be a covenant running with the land.

3. As a condition of a Plan of Subdivision or Development Permit, where development involves the construction and / or upgrading of municipal infrastructure, such as roads, water lines, and / or sewage lines, Council shall require that the applicant enter into a Development Agreement with the City to provide and maintain, where required, the infrastructure as specified on the approved plan of subdivision and / or development permit plans and to ensure that the conditions of development approval are observed. Such an agreement may be registered against the land to which it applies, and thus may be a covenant running with the land.

### 8.3 Public Notification

The Planning Act contains statutory requirements for notifying the public on planning matters; however, in many cases, the Act requires Public Notification only when a decision has been made on an application. To increase active and informed participation by residents affected by land use decisions, Council may establish additional notification requirements. The following Public Notification requirements exceed those of the Planning Act and focus on increasing communication and public input prior to decision on an application.

Policies:

1. All planning applications, including Development Permits, Requests for Variances, General Plan and Zoning By-law Amendment applications received and under review by the City shall be publicized as a list, updated bi-weekly, and posted on permanent City bulletin boards in prominent locations.
2. The planning application list shall be bilingual (Inuktitut/English) and shall include the following information:
  - a) type of application;
  - b) building number or legal description of lot;
  - c) neighbourhood in which lot is located; and

*planning  
application list*



*written  
notification to  
leaseholders*

- d) details on how to obtain further information on any application.
3. For Requests for Variances, the Development Officer will notify any leaseholder of a lot wholly or partially within a 30-metre radius of the lot subject to the application in writing. The written notice will describe the requested variance, and must be sent to the leaseholder, and/or occupant of the lot at least two weeks before the application is considered by Council.
  4. For General Plan and Zoning By-law Amendment applications, the Development Officer will notify any leaseholder of a lot wholly or partially within a 100-metre radius of the lot subject to the application in writing. The written notice will include the reasons for requesting the Amendment(s) and must be received by the leaseholder at least one week before the application is considered by Committee and/or Council.

#### **8.4 Development Schemes**

Development Schemes provide more detail on development of specific areas than the General Plan and may be adopted by Council in accordance with the Planning Act. They show lot division, intended use, means of service, road layouts and the phasing of development. Development Schemes are approved by Council and adopted by by-law. The Development Guidelines set out in Section 8.6 of this Plan specify design criteria to be considered in a Development Scheme.

Policies:

*consistent with  
Development  
Guidelines*

1. Council will adopt Development Schemes by amendment to the Plan for each Future Development Area (as identified on Figure B) prior to development, unless otherwise noted.
2. The Development Scheme will follow the Development Guidelines specified in Section 8.6 of this Plan.
3. The Development Scheme will include a sewer and water servicing plan and allocate sufficient land for future municipal services, such as a sewage lift station or a water booster station.

*servicing plan*



## 8.5 Subdivision of Land

Council is required to follow the Planning Act's land subdivision approval process to control division of community land into building lots and ensure that all subdivision plans meet the requirements of this Plan.

Subdivision of land is the key component in land development. Land development involves surveying lots, designing and constructing roads and drainage systems, and installing water, sewer, street lighting, and telephone and power service. The City is currently responsible for all aspects of land development, including the financing of projects.

Policies:

*consistent with  
Development  
Guidelines*

*provision of site  
works*

*subdivision by  
private interests*

1. Subdivision plans must follow the Development Guidelines outlined in Section 8.6.
2. The municipality may require the subdivision applicant to provide for the installation and construction of all necessary public roadways, sidewalks, culverts, drainage ditches, utility systems and other public facilities at his or her own expense.
3. The City may consider land development by private interests, subject to approval by Council. Private land development is permitted on Inuit-owned land, subject to approval of a subdivision plan.

## 8.6 Land Development Guidelines

Land Development Guidelines provide design criteria and policies to assist applicants or City Staff in preparing development plans and the Development officer in recommending plans to Council for adoption. Development Schemes and subdivision plans may differ, depending on specific environmental conditions or social needs, but should conform to the guidelines.

Policies:

*application of  
Development  
Guidelines*

1. Council will apply the Development Guidelines in this Plan to:



*Considerations  
for a  
Development  
Scheme*

- a) Subdivision plans undertaken by the City or private interests;
  - b) Development Schemes.
2. In proposing or reviewing a subdivision plan or Development Scheme, City staff and Council will consider the following:
- a) Identification of an open space network and ways to connect it to the existing network. Design of the open space network will consider:
    - i. Protection of natural features such as prominent rock bluffs, tundra, and watercourses;
    - ii. Location of neighbourhood parks and public buildings and/or services;
    - iii. Where appropriate, creating connections through the development area and linking existing open spaces to the land (Nuna) beyond the Populated Area.
    - iv. Provision of safe and convenient access points to the Walking Trail and Snowmobile Trail systems, as designated in Figure D.
    - v. Where appropriate, identification of new connections to the Walking Trail and Snowmobile Trail systems, protected by designating the subject lands Open Space.
  - b) The size and location of neighbourhood parks are subject to the policies contained in Section 5.7.
  - c) All public spaces should be designed to ensure personal security by preserving unobstructed sight lines for persons passing through, and visibility of such spaces to people in adjacent buildings or other public spaces.
  - d) Creating a mix of uses along Collector Roads to increase activity and personal security for pedestrians.
  - e) Consultation with the community and various levels of government to determine the need for new community or public land. Public uses should occupy prominent locations with good access and good visibility from the surrounding neighbourhood or proposed neighbourhood.

*mix of land uses*

*community  
consultation*



*density,  
affordability and  
energy efficiency  
targets*

- f) New land for municipal servicing infrastructure, such as a sewage lift station, water booster station or reheat stations.
- g) For the residential component of Development Schemes:
  - i. target an average net residential density of 30 units per net hectare. Net residential density is based on the area in exclusively residential use, and excludes public streets, rights-of-way and all non-residential uses;
  - ii. ensure that no more than 40% of the leasable lot area is dedicated to low density residential development;
  - iii. target 7% of the leasable lot area to be affordable to households under the 50<sup>th</sup> income percentile. The target income percentile may be amended by resolution of Council;
  - iv. consider the location of low-density residential areas relative to medium and high-density residential areas;
  - v. target at least 5% of housing proposed in a Development Scheme, excluding apartment dwellings, to meet the requirements of an industry-standard energy efficiency rating program, either:
    - R-2000; or
    - EnerGuide Rating Services (minimum rating 80).
- h) Respect watercourse setback requirements as established in Sections 5.6.8 and 5.6.9.
- i) Provide Arterial, Collector and Local Roads in accordance with the policies in Section 6.4 and a hierarchy of roads that connects to the existing road network.
- j) The configuration and orientation of lots should respond to the local microclimate and physical site conditions by considering:
  - i. Existing drainage patterns;
  - ii. Sun exposure to maximize sunlight on residential buildings;
  - iii. Steep slopes;
  - iv. Prominent views;
  - v. Direction of prevailing winds;

*road  
classifications*

*configuration  
and orientation  
of lots*



- vi. Known or potential snow-drifting areas identified through a snow and wind study.
- k) The presence of known historical or cultural resources, subject to the policies established in Section 5.8.
- l) Where transit service is proposed, provide safe and convenient access to bus stops or waiting areas and ensure that they are appropriately sheltered.
- m) The feasibility and cost of installing power cables and infrastructure underground.

## 8.7 Lot Development Standards

Lot Development Standards apply generally to all development parcels but may vary according to the proposed use. They are intended to encourage attractive and sustainable neighbourhoods.

### Policies:

- road frontage* 1. All new development must have frontage on a public road. Exceptions to this policy may be unsurveyed Crown Lands, existing lots without frontage, public parks and/or public utilities.
- gravel fill* 2. The use of gravel fill should be minimized to the extent possible on all lots. Any area on the lot not used for vehicular parking, parking access, loading areas, accessory buildings or gravel pads for block foundations must not be filled and shall be retained as natural tundra. Applications for development permits will identify where fill will be introduced, as well as areas that will be retained or restored as tundra.
- water conservation* 3. All buildings shall use water saving devices that meet the following specifications:
  - a) Toilets – water saver or ultra-low flush using 6 litres per flush or less.
  - b) Showerheads – low-flow using 9.8 litres per minute or less at 551 kPa.
  - c) Washroom and kitchen faucets - 8.3 litres per minute or less at 413 kPa.
- wind flow underneath buildings* 4. Building design allows wind-flow underneath the building to prevent snow drifting against building faces (i.e., no solid skirting or enclosed storage below buildings). The





- Development Officer may grant exceptions if the applicant can demonstrate that downwind effects are minimized by site layout and building design, where slab on grade construction is used, or where site topography creates hardship in achieving this standard.
5. Snow and wind impacts associated with a development shall not have a negative impact on pedestrians, surrounding properties or the proper functioning of the site. A Snow and Wind Study may be required for developments greater than 1,000 m<sup>2</sup> GFA or at the discretion of the Development Officer.
- safety and security*
6. Safety and security measures have been considered in site design,. Including:
- a) Sufficient lighting in spaces intended for public use;
  - b) Preservation of sight lines, where appropriate;
  - c) Identifying pedestrian access routes;
  - d) Avoiding the creation of enclosed areas invisible from within the building or from adjacent public spaces.
  - e) Non-residential development greater than 3,000 m<sup>2</sup> GFA is encouraged to complete a CPTED analysis (see Section 2.2.5).
- passive solar heating*
7. On residential lots, passive solar heating of living spaces will be encouraged by requiring that the building façade with the most window area be south facing ± 30 degrees, where feasible.
- storage*
8. Every ground floor unit in a medium density or cluster residential zone will have an enclosed storage area on the lot, which may be attached to the principal dwelling (but must be accessible from the outside) or in an accessory building.
- shared driveways and building*
9. Shared driveways and building services (e.g., garbage storage and oil delivery areas) shall be incorporated into site layout for residential lots containing 2 or more units, where feasible. Adjoining residential uses will be encouraged to share driveways and building service areas.
- snow piling*
10. Applications for development permits for buildings containing 6 or more residential units or exceeding 500 m<sup>2</sup> GFA will identify snow-piling areas on the lot. Lots adjacent to Open Space will require landscaping works to prevent snow dumping on the Open Space.



*accessibility  
for disabled  
persons*

11. Applications for development permits for buildings exceeding 500 m<sup>2</sup> GFA will include at least one accessible route (minimum 1 metre wide) within the site boundary linking parking, pick-up and drop-off areas, and pedestrian walkways to the accessible building entrance they serve. The accessible route will, as much as possible, coincide with the route for the general public.

*demolition  
waste*

12. During demolition, renovation or construction of any building, the applicant must ensure that a construction waste bin for debris from the site is available on the lot.
13. During new construction of a building greater than 2,000 m<sup>2</sup> GFA, the site must be fenced to restrict general access and contain debris.

*energy  
efficiency  
retrofits*

14. Council will encourage building owners to retrofit existing buildings with energy efficient and alternative upgrades through education programs and/or financial aid.

*funding from  
other partners  
buildings*

15. Council shall pursue funding from agencies such as Federation of Canadian Municipalities (FCM), Natural Resources Canada (NRC), and the Canada Mortgage and Housing Corporation (CMHC) to implement sustainable, energy-efficient, or alternative energy technologies in building design and urban form. This funding could be used for demonstration or pilot projects, research projects, or to subsidize innovative development projects.

*exterior  
lighting*

16. Any exterior lighting installed on a lot or attached to a building will face downward and will not illuminate beyond the boundary of the lot.

## **8.8 Zoning By-law**

Zoning is the principal means for implementing a General Plan. As set out in Sections 13 to 18 of the *Planning Act*, the Zoning By-law will regulate the use of land, erection and use of buildings and structures, yard requirements, parking and loading space requirements, and similar matters.

A revised Zoning By-law has been prepared and will be adopted concurrently with the General Plan. The Zoning By-law will be the tool to implement many of the policies of this Plan. All new development must conform to the intent of this Plan and the Zoning By-law.



Policy:

1. The Zoning By-law and any amendments thereto shall conform to this Plan.

### **8.9 Variances to the Zoning By-law**

Variances allow an applicant to develop land in a way that does not comply exactly with the Zoning By-law. They are usually necessitated by circumstances peculiar to the property. A variance may not alter the existing use of the land in a way that would normally require a change in zoning; it must be considered a minor change to the Zoning By-law. Since requested variances may be "minor" in some situations and "major" in others, each case must be evaluated by the Development Officer as to whether a variance or a zoning by-law amendment will be required. This section lists criteria Council will use in deciding on a request for a variance.

Policy:

*criteria for  
Council making  
decisions on  
variances*

1. In deciding on a request for a variance to the Zoning By-law, Council shall consider the following:
  - a) The policies, general intent and purpose of this Plan;
  - b) The provisions, general intent and purpose of the Zoning By-law;
  - c) The variance does not alter the use of the land in a way that would normally require a change in zoning;
  - d) The request for variance constitutes a minor departure from the Zoning By-law.
  - e) Site constraints or restrictions that create physical hardship in meeting the requirements of the Zoning By-law;
  - f) The concerns of or impact on adjacent owners, residents, and community have been addressed; and,
  - g) Approval of the variance would not create an undesirable precedent.

### **8.10 Other By-laws**

By-laws passed by Council under the authority of the *Cities, Towns and Villages Act* or any other Act may implement some of



the policies of this Plan. Any such by-law or amendments thereto, must conform to the policies of this Plan.

### **8.10.1 Development Charges By-law**

1. Council may pass a Development Charges By-law to collect funds for all off-site infrastructure and servicing including, but not limited to, water, sewer and solid waste management upgrades, road building or improvements, walking and snowmobile trail development, and the creation and upgrading of parks and playgrounds and other such public amenities.

### **8.10.2 Property Maintenance By-law**

1. Council may enact a Property Maintenance By-law prescribing standards for the maintenance of buildings and property for the entire City.
2. The Property Maintenance By-law may address the following:
  - a) Prescribed standards for the maintenance of property, including the physical condition of yards and the condition of buildings and structures, including sea containers.
  - b) Provisions that require substandard properties be repaired and maintained to comply with the prescribed standards, prohibit the use of substandard property and require the demolition and clearing of such property where the owner does not intend to maintain it.
  - c) Measures including education and public relations programs to demonstrate the benefits of ongoing property maintenance and show that improvements can often be made without increasing tax assessment.
  - d) Requirements that all municipally owned buildings and properties be well maintained.

*contents of a  
Property  
Maintenance  
By-law*

### **8.10.3 Land Administration By-law**

The City of Iqaluit owns and is responsible for the administration, including long-term leasing, of municipal lands which comprise the majority of lands within the municipal boundary. Policy:



1. In negotiating leases pursuant to the *Land Administration By-law*, the City shall regard the policies of this Plan.

### **8.11 Public Works**

Certain policies of this Plan will be implemented through the construction of public works.

Policy:

1. Council shall not undertake any public works that do not conform to the intent and policies of this Plan.

### **8.12 Plan Maintenance**

#### ***8.12.1 Plan Amendments***

Amendments may be made to the Plan as warranted. The provisions of the *Planning Act* with respect to General Plans apply also to amendments, including the approval of the Minister.

Policy:

1. When amendments are made to this Plan, By-laws will also be amended to ensure conformity with this Plan.

*consistency  
between General  
Plan and By-laws*

#### ***8.12.2 Plan Review Procedure***

Council intends that a comprehensive review of this Plan take place at least every five years, as required by the *Planning Act*. However, if any of the assumptions on which this Plan is based change substantially, a partial or complete review of the Plan may be undertaken to determine whether its policies are still appropriate.

Policies:

1. Council shall undertake a comprehensive review of this Plan at least every five years or sooner if the assumptions of the Plan are deemed to have changed substantially.

*five-year review  
of General Plan*



*consultation with  
GN and other  
government  
agencies*

2. Council shall undertake a Plan review in consultation with the Government of Nunavut and other government levels and agencies.



## SECTION 9 INTERPRETATION

### Policies:

1. It is intended that the boundaries of any land use areas shown in Figures A and B be considered approximate only, except where bounded by such features as existing roads, rivers or other natural landmarks. It will not be necessary to amend the General Plan for minor variations in the approximate boundaries, provided that the intent of the Plan is preserved.
2. It is intended that all figures and quantities contained in the Plan be considered approximate only. Amendments will not be required for any reasonable variation from these figures, with the exception of the servicing-related policies in Sections 7.3 and 7.4
3. It is intended that buildings, structures and uses that are normally incidental, accessory and essential to a permitted use will also be allowed if deemed appropriate, even if not specified in the land use policies.
4. Any significant change from the policies contained herein will require an amendment to the General Plan and implementing By-law. If a change is major, particularly if it will alter the way the City is developing, then the entire General Plan should be reviewed.
5. Amendments to the General Plan will not be necessary for administrative or technical changes, such as correction of typographic errors, spelling, grammar or numbering, changing references to legislation, or for office consolidations of the Plan.
6. Where reference is made to consultation with or approval from the Territorial or Federal Governments, it includes any delegated authority. Amendments to the General Plan will not be required to cite any such delegated authority in the Plan. Similarly, if the responsibilities or names of Territorial departments, Federal ministries or other public bodies change, any references to them may be correspondingly changed in the Plan without an amendment.



7. Sections 1 to 9, Figures A to E, and all Annexes constitute the General Plan. All other contents are provided for information only and are not a part of this Plan.

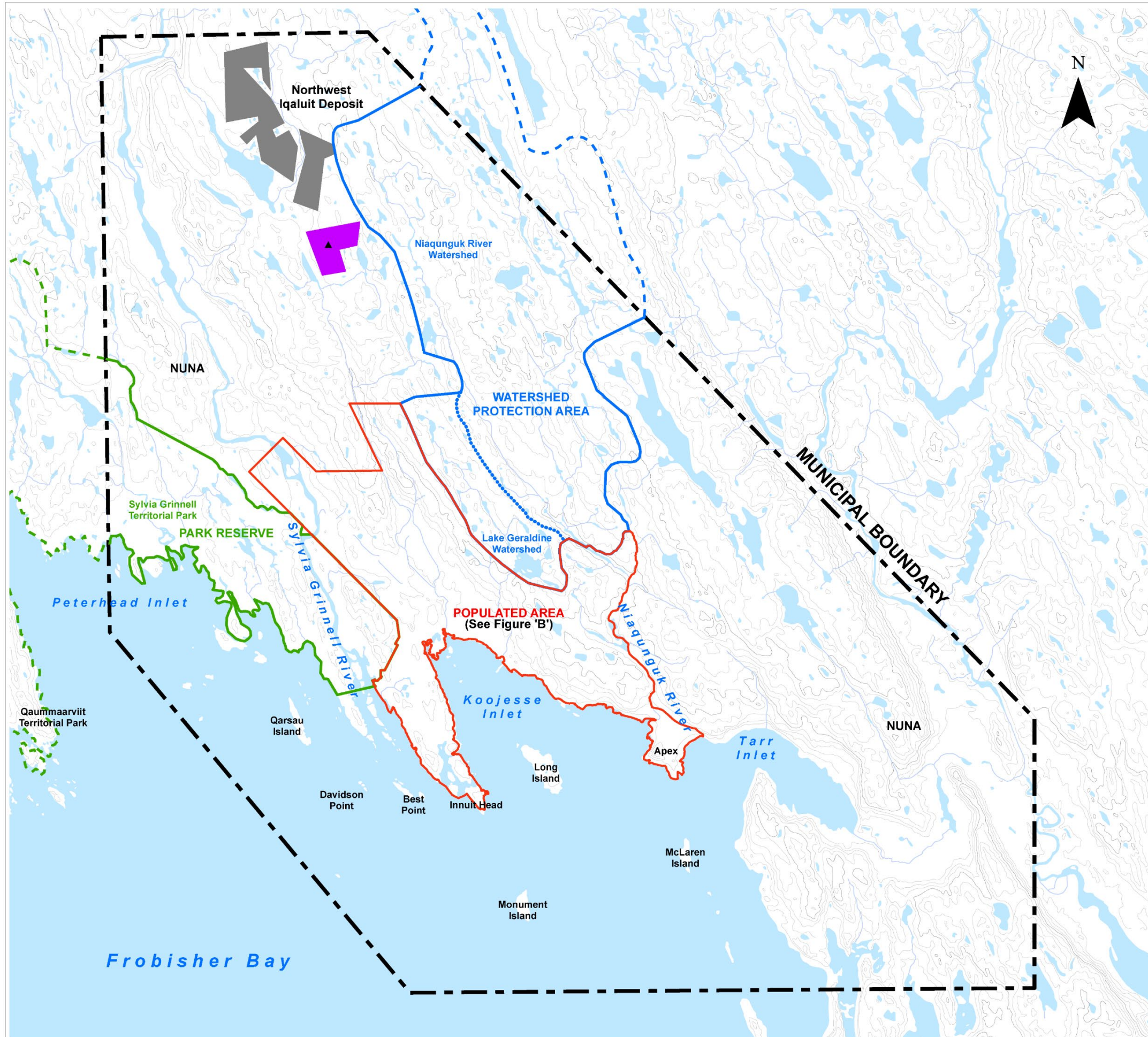


## Appendix A – Development Potential

Development Area	Area (ha)	Commercial / Institutional (ha)	Residential (ha)	Potential Housing Units
Plateau Subdivision				240 - 280
A	22.4	7.7	14.7	440 - 515
B	21.8	6.5	15.3	460 - 535
C	3.3	3.3	0	0
Federal Road IOL	7.2	3.6	3.6	300 - 400
Infill / Core Area Redevelopment	7.1	2.9	4.2	250 - 300
<b>TOTAL</b>	<b>61.8</b>	<b>24.0</b>	<b>37.8</b>	<b>1,690 – 2,030</b>

## **Figure A – General Land Use**





# FIGURE A

## GENERAL LAND USE

GENERAL PLAN  
General Plan By-Law No. 898

- WASTE DISPOSAL SITE ▲
- AGGREGATE RESOURCES ■
- HEAVY INDUSTRIAL ■

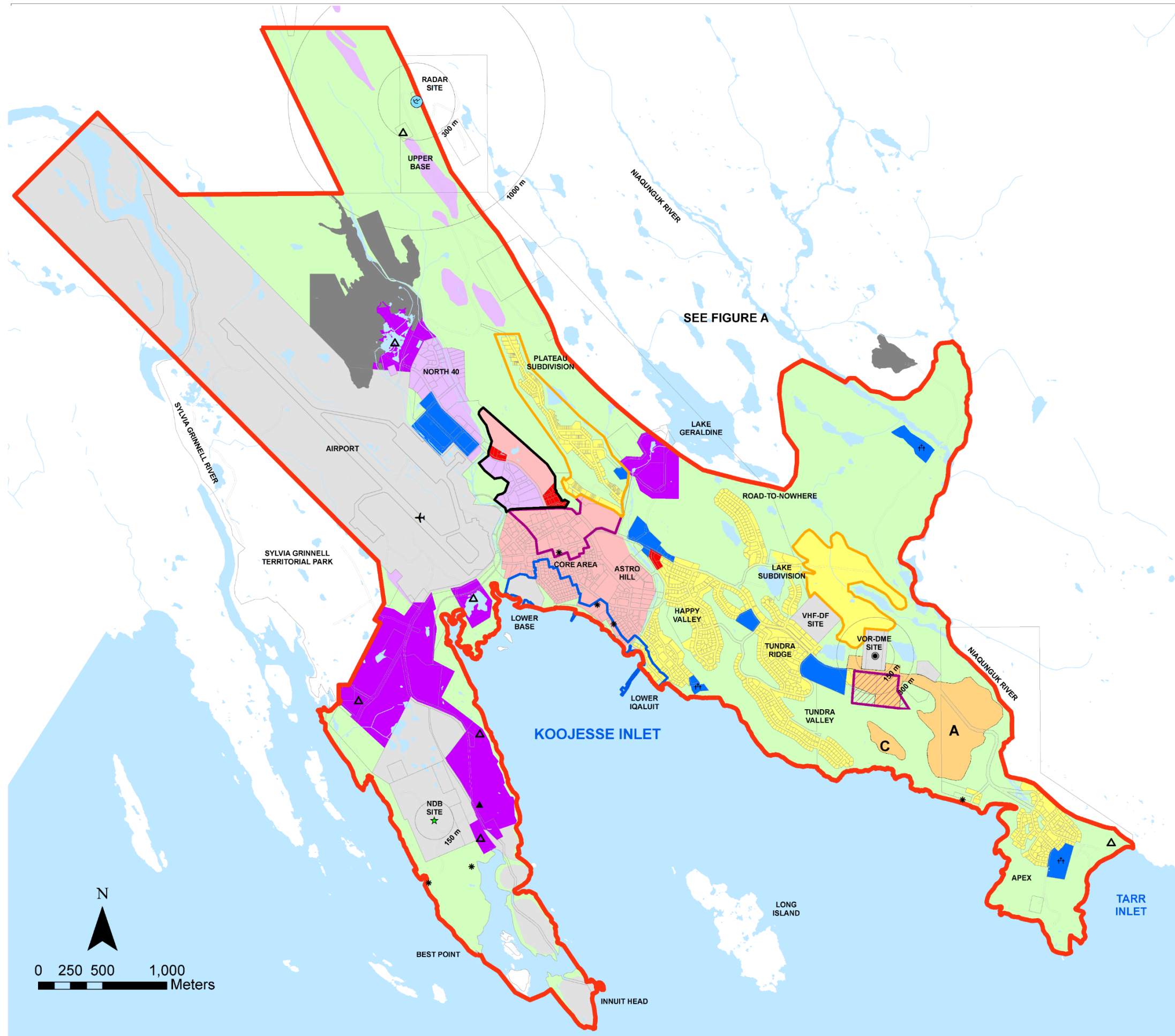




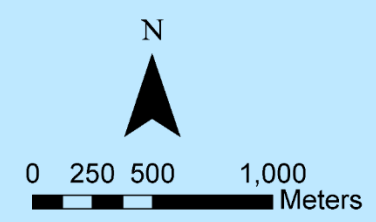
## **Figure B – Populated Area Land Use**

# FIGURE B POPULATED AREA LAND USE

GENERAL PLAN  
General Plan By-Law No. 898



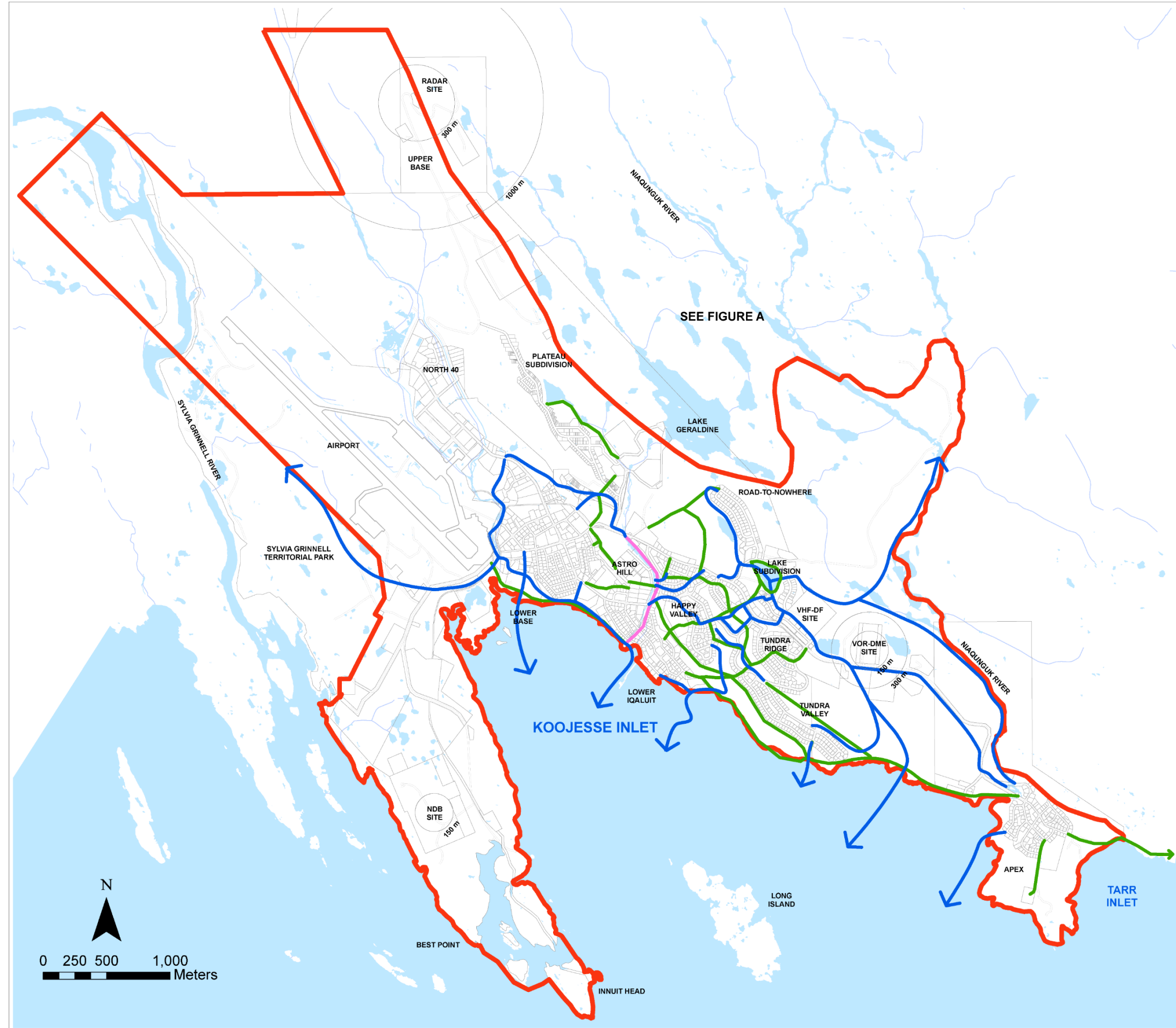
- CORE AREA
- RESIDENTIAL COMMUNITY
- COMMERCIAL
- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL
- INSTITUTIONAL
- OPEN SPACE
- FUTURE DEVELOPMENT
- TRANSPORTATION FACILITY
- AGGREGATE RESOURCES
- FEDERAL ROAD SPECIAL POLICY OVERLAY
- CAPITAL DISTRICT OVERLAY
- POSSIBLE FUTURE CAPITAL DISTRICT OVERLAY
- SIJJANGA DISTRICT OVERLAY
- DEVELOPMENT SCHEME OVERLAY
- FORMER WASTE DISPOSAL SITES
- COMMUNICATIONS SITE DEVELOPMENT RESTRICTION AREA
- AIRPORT
- NDB SITE
- RADAR SITE
- WASTE DISPOSAL SITE
- CULTURAL HERITAGE
- CEMETERY
- FIRING RANGE
- POPULATED



# **Figure C – Walking and Snowmobile Trails**

# FIGURE C WALKING AND SNOWMOBILE TRAILS

GENERAL PLAN  
General Plan By-Law No. 898



- WALKING TRAIL —
- SNOWMOBILE TRAIL —
- COMBINED TRAIL —

POPULATED —

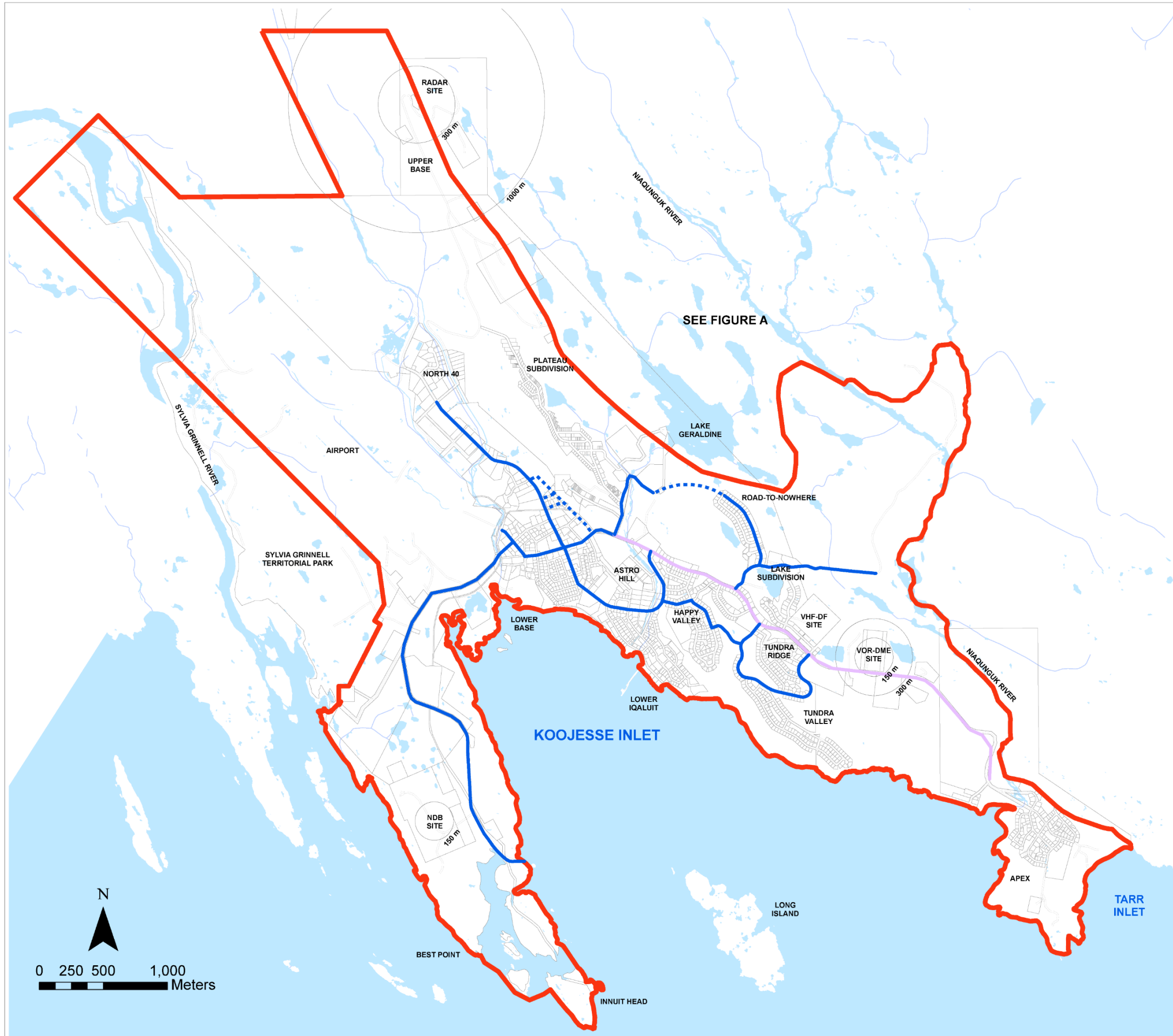


## **Figure D – Primary Road Network**



# FIGURE D PRIMARY ROAD NETWORK

GENERAL PLAN  
General Plan By-Law No. 898



- ARTERIAL ROADS
- COLLECTOR ROADS
- PROPOSED COLLECTOR ROADS

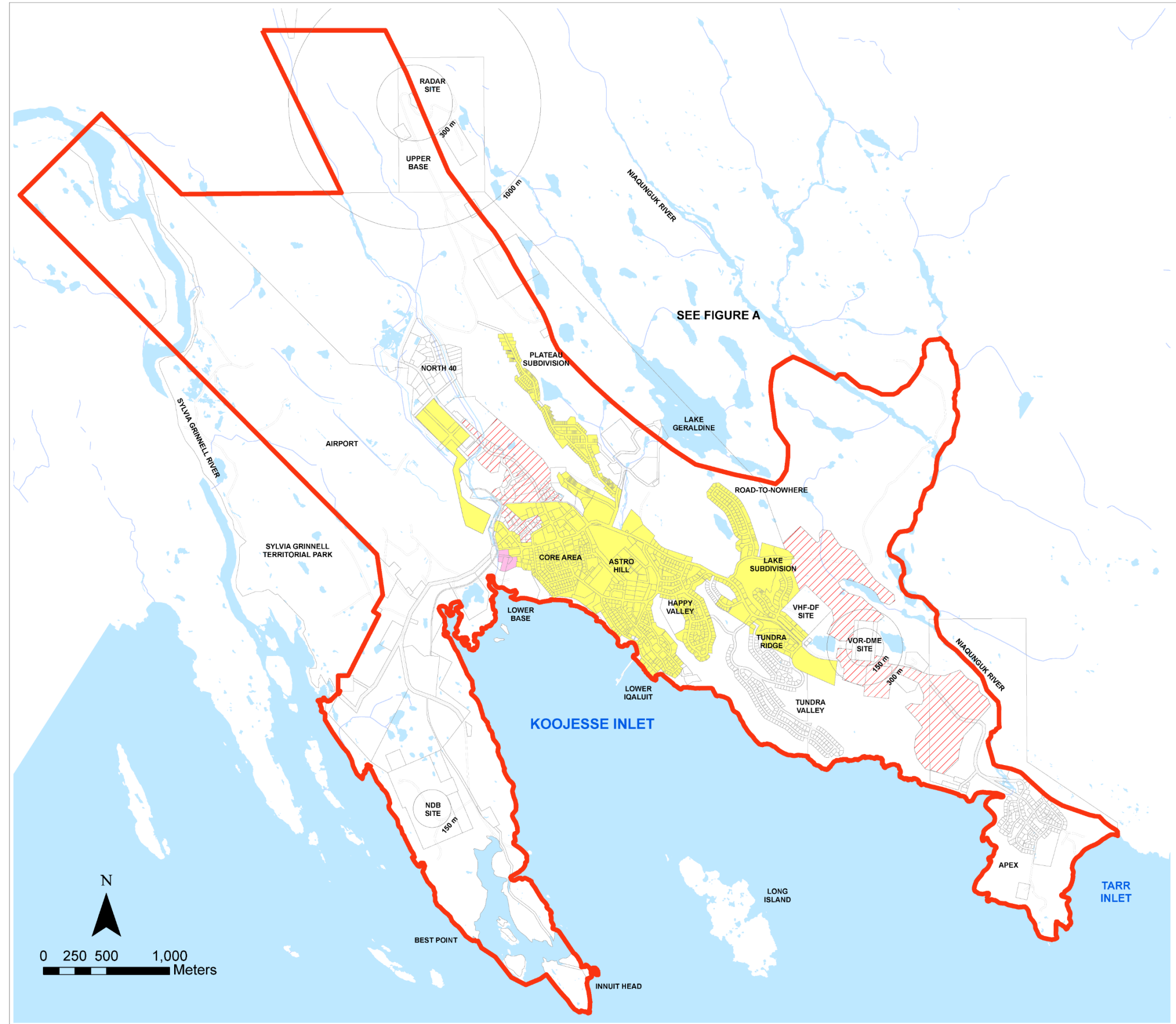
POPULATED



## **Figure E – Piped Municipal Services**

# FIGURE E PIPED MUNICIPAL SERVICES

GENERAL PLAN  
General Plan By-Law No. 898



- Existing Piped Water and Sewer Service
- Proposed Extension of Water and Sewer Service
- Piped Sewer Service Only

POPULATED



# **ANNEX A – PLATEAU DEVELOPMENT SCHEME**

# Plateau Development Scheme



**A Sustainable Arctic Subdivision  
October 2004**

Planning & Lands Department  
City of Iqaluit  
Nunavut

SLB Consulting  
FoTenn Consultants  
Marbek

## CONTRIBUTORS

### Funding Agencies

The City of Iqaluit would like to thank the funding agencies - Federation of Canadian Municipalities and the Canada Mortgage and Housing Corporation – for their invaluable support for their project.



### Design Workshop Participants

The City of Iqaluit and the project consulting team would like to thank the following individuals, organizations and governmental agencies for their contribution to this project.

#### Federal departments/agencies /organizations

Grant Morrison	Canada Mortgage and Housing Corporation
Sandra Marshal	Canada Mortgage and Housing Corporation
Chris Ives	Canada Mortgage and Housing Corporation
Bill Semple	Canada Mortgage and Housing Corporation
Doug Pollard	Federation of Canadian Municipalities
John Purkis	Federation of Canadian Municipalities
Mary Anne Strong	Natural Resources Canada
Conrad Baumgartner	Natural Resources Canada
John VandeKleut	Natural Resources Canada
Ronald Alward	Natural Resources Canada
Josef Ayoub	Natural Resources Canada
Alex Taylor	Public Works and Government Services Canada

#### Territorial/Municipal departments/agencies

Jeanie Eseemailee	City of Iqaluit
Geoff Baker	City of Iqaluit
Rebecca Jerram	GN Department of Community and Government Services
Doug Sitland	GN Department of Community and Government Services
Peter Scott	Nunavut Housing Corporation
Lee Douglas	Nunavut Power Corporation
Jamal Shirley	Nunavut Research Institute
Jeff Wood	Nunavut Research Institute

#### Development community & Other organizations

Jim Little	Canada-Nunavut Geoscience Office
Michael Barton	Energy Solutions Centre
Robert Billard	Ferguson, Simek Clark
Keith Irving	Full Circle Architecture
Paul Mulak	Habitat for Humanity
Sheila Watt-Cloutier	Inuit Circumpolar Conference
Susan Spring	Iqaluit Housing Authority
Cathleen Knotsch	Inuit Tapiriit Kanatami
Stephane Gelinis	Kudlik Construction
John Laird	Laird & Associates
Glenda Zuker	Northern Properties Real Estate Investment Trust

Steve Cook	Nunastar Properties
Kim Makela	Trow Associates Inc.
Megan Torza	University of Toronto
Steve Sopinka	University of Toronto

## Project Team

The project team consisted of the following individuals:

Michèle Bertol	City of Iqaluit
Steve Burden	SLB Consulting
Pamela Sweet	FoTenn Consultants Inc.
Michelle Armstrong	FoTenn Consultants Inc.
Christopher Straka	FoTenn Consultants Inc.
David Shipley	Marbek
Chrystal Fuller	CF Consulting
Debbie Nielsen	Environmental Management Services
Bill Waechter	RWDI



## TABLE OF CONTENTS

INTRODUCTION .....	1
BACKGROUND .....	1
POLICY FRAMEWORK.....	1
DEVELOPMENT PRINCIPLES & EVALUATION CRITERIA .....	2
DEVELOPMENT POLICIES .....	7
GEOMAGNETIC LABORATORIES .....	7
PHASING OF DEVELOPMENT .....	7
DEVELOPMENT STANDARDS.....	7
LAND USES .....	13
AFFORDABLE HOUSING .....	14
WATERCOURSE SETBACKS & DRAINAGE.....	15
WALKING TRAILS.....	15
SNOWMOBILE TRAILS.....	16
TRANSIT .....	16
ROADS.....	16
SERVICING .....	17
DEVELOPMENT DEMONSTRATION .....	18
IMPLEMENTATION.....	22
PLANNING & LANDS ADMINISTRATION.....	22
PARTNERSHIPS.....	23
AMENDMENTS TO GENERAL PLAN & ZONING BY-LAW .....	24
FURTHER STUDIES .....	25
MONITORING .....	25
APPENDIX A – DEVELOPMENT CONCEPT PLAN.....	26
APPENDIX B – SERVICING PLAN .....	27
APPENDIX C – ROAD, TRAIL AND TRANSIT NETWORK PLAN.....	28
APPENDIX D – UPPER PLATEAU PHASE 1 SUBDIVISION PLAN.....	29



## INTRODUCTION

The City of Iqaluit wishes to increase the supply of land for development in the City and to apply sustainable development practices to this new development. A Development Scheme has been prepared for the development of the area known as The Plateau. The Plateau is an area identified as Future Development Area A in the General Plan (GP). The Plateau Development Scheme was approved by Council October 26<sup>th</sup>, 2004.

A Development Scheme is provided for in the Planning Act and is required by the GP for all Future Development Areas. This Development Scheme contains the following:

- Policy Framework
- Development Principles & Evaluation Criteria
- Development Concept Plan
- Servicing Plan
- Development and Servicing Policies
- Development Demonstration
- Implementation

The Development Concept Plan is attached as **Appendix A** and describes land uses, environmental protection areas, open space areas, watercourse setbacks, road and trail networks, and phasing of development. The Servicing Plan is attached as **Appendix B** and describes the water and sewer servicing and connection points. Road, Trail and Transit Network Plan are highlighted in **Appendix C**. Once approved, all new development must conform to the Development Scheme.

## BACKGROUND

To address the growing demand for residential lots and to recognize the need for sustainable development practices, the City hosted a design charrette in May 2004 to explore different alternatives and ideas for development of the Plateau area. A Background Report (June 2004) was prepared by the consultant group (SLB Consulting, FoTenn Consultants, Marbek, RWDI, CF Consulting & Planning, and Debbie Nielson Environmental Management Services) to serve as an information base for the design charrette participants and the for the project in general.

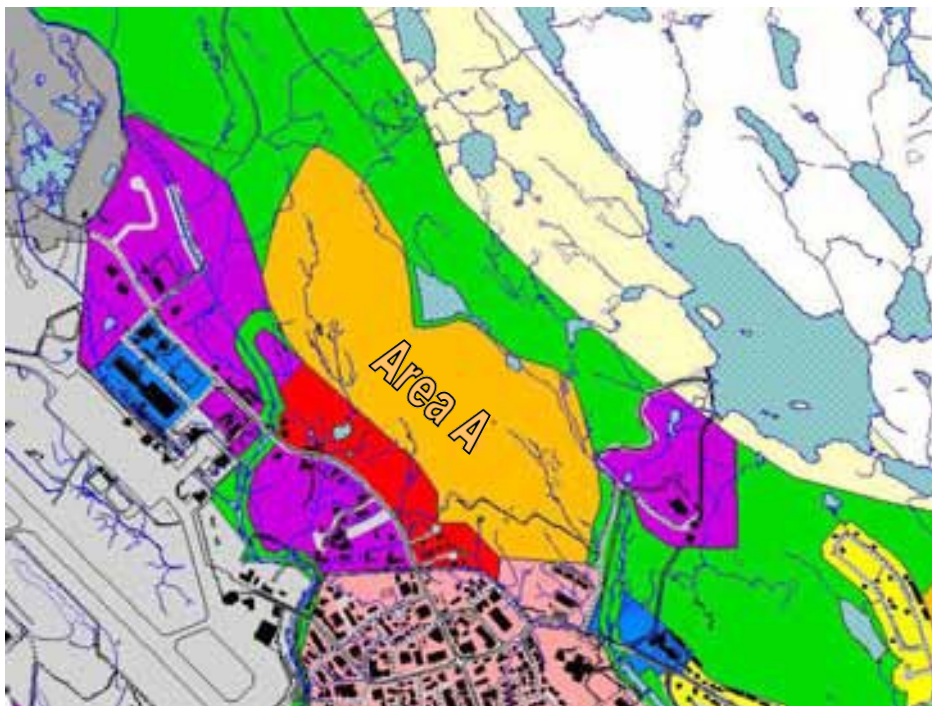
Two concepts were prepared and circulated to charrette participants, other key stakeholders, and the consulting team. Taking into account the feedback received on the two concept plans, a preferred Development Concept Plan was prepared along with development policies and recommendations to implement the Plan.

## POLICY FRAMEWORK

Future Development Areas are designated on Figure B of the General Plan. A detail of Figure B is shown on the map below (Future Development Area A is shown in orange). These areas reserve land for housing, services, and employment opportunities for the future. Future Development Areas may only be developed by amendment to the General Plan, subject to the

justification of need for additional land for development and the adoption of a Development Scheme in accordance with the Development Guidelines in the General Plan (Section 8.6). A Housing Needs Assessment was completed in June 2004 as part of the Background Report for this project. The Assessment noted that the supply of remaining vacant lots and infill lots in the City will be fully developed by the end of the 2005 construction season. Since September 2002, over 80% of all units built, approved, or pending approval for construction are apartment units, primarily in Core Area redevelopment and residential intensification projects. The Assessment concluded therefore that new land is required to supply a greater amount of ground-oriented type housing, such as singles, semi-detached, duplex, row dwellings, and stacked row dwellings.

Section 8.6 of the General Plan contains Development Guidelines that provide design criteria and policies that must be considered in the preparation of Development Schemes. The proposed Development Concept Plan for The Plateau (Area A) responds to these guidelines.



Detail of Figure B of the General Plan No.571

## DEVELOPMENT PRINCIPLES & EVALUATION CRITERIA

The City is applying sustainable development practices to the way Area A will be developed. Sustainable development integrates cultural, economic and social factors into environmental issues. Sustainable practices must therefore reflect the vision and resources of the community and consider factors such as climate, occupant use, and economics.

The development principles and evaluation criteria adopted for this project were used to guide and test the preparation of the Development Concept Plan. **Table 1** evaluates how the Plan responds to the 14 Development Principles:

**Table 1: Performance of Development Concept Plan with respect to Development Principles**

Development Principle	Evaluation Criteria	Development Concept Plan
<b>Land Uses</b>		
<b>1 Provide additional housing to meet the needs of a growing population.</b>	<ul style="list-style-type: none"> <li>⊙ Target a build-out development potential of approximately 250 to 300 dwelling units.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Development Potential is estimated at 300 units.</li> </ul>
<b>2 Provide a choice of dwelling types to reflect Iqaluit’s cultural diversity and socio-economic composition.</b>	<ul style="list-style-type: none"> <li>⊙ Target 75% of the units to be ground-oriented (private entry access).</li> <li>⊙ Target 15% of the units (ground-oriented) to be reserved for lower-income groups.</li> <li>⊙ % of units with views to the sea.</li> </ul>	<ul style="list-style-type: none"> <li>✓ 87% of units are ground-oriented.</li> <li>✓ Development Policies to support Affordable Housing are proposed and targeted at 15% of ground-oriented units, or approximately 40 units.</li> <li>✓ 38% of lot area offer unobstructed views to the sea.</li> </ul>
<b>3 Provide and seek opportunities for uses other than residential to be accommodated.</b>	<ul style="list-style-type: none"> <li>⊙ Target a minimum of 10% of developable lot area for uses other than residential, such as commercial or institutional uses.</li> </ul>	<ul style="list-style-type: none"> <li>✓ 18% of developable lot area is reserved for non-residential uses.</li> </ul>
<b>Environment</b>		
<b>4 Protect significant environmental features both on and off site.</b>	<ul style="list-style-type: none"> <li>⊙ Degree of protection of known or recorded environmental features.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Berry-picking area, three significant rock outcroppings and the lake are fully preserved and protected.</li> </ul>
<b>5 Design to respond to the local micro-climate and physical site conditions.</b>	<ul style="list-style-type: none"> <li>⊙ % of linear roads laid out in the direction of prevailing winds.</li> <li>⊙ % of lots oriented for maximum solar exposure.</li> <li>⊙ Length of road where slopes greater than 10%.</li> </ul>	<ul style="list-style-type: none"> <li>✓ 75% of road length is oriented NW to SE.</li> <li>✓ 41% of lot area is aligned directly N to S and the majority of remaining lots are oriented within 45 degrees of the N to S axis.</li> <li>✓ Less than 300m of road exceeds a 10% slope, representing less than 9% of total</li> </ul>

Development Principle	Evaluation Criteria	Development Concept Plan
<p><b>6</b> <i>Reduce Greenhouse Gas emissions by reducing per capita consumption levels of key resources (water, diesel fuel, heating oil, gasoline)</i></p> <p><b>7</b> <i>Reduce generation of wastes (wastewater, solid waste, construction waste)</i></p>	<ul style="list-style-type: none"> <li>⊙ Target a 20% reduction in Greenhouse Gas emissions relative to emissions in other neighbourhoods in Iqaluit.</li> <li>⊙ Target an overall 20% reduction in consumption level of key resources relative to current average consumption rates in the Iqaluit.</li> <li>⊙ Target a 20% reduction in the generation of wastes.</li> </ul>	<p>road length.</p> <ul style="list-style-type: none"> <li>✓ Subdivision design and development policies that require a basic 'Lot Development Standard' for all buildings will achieve a 20% reduction in GHG emissions and a 20% reduction in water consumption.</li> <li>✓ Wastewater will be reduced by reducing water use. Further strategies for reducing construction waste could be explored.</li> </ul>
<b>Movement</b>		
<p><b>8</b> <i>Ensure safe movement systems within the neighbourhood.</i></p> <p><b>9</b> <i>Integrate neighbourhood movement systems with community-wide network to provide convenient access to key community destinations, the beachfront, and the land.</i></p>	<ul style="list-style-type: none"> <li>⊙ Degree of intermodal conflict mitigation measures.</li> <li>⊙ Degree of accessibility to and overall efficiency of the Walking Trail network from all buildings in the development.</li> <li>⊙ Degree of accessibility to and overall efficiency of the Snowmobile Trail network from all buildings in the development.</li> <li>⊙ Degree of accessibility to and overall efficiency of the existing road network from all buildings in the development.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Clearly defined separate routes for snowmobiles, pedestrians and vehicles will result in low conflict. Cluster housing opportunities will help to centralize building services.</li> <li>✓ 98% of lots adjoin either a Walking Trail or an Open Space area.</li> <li>✓ No lot within the neighbourhood is further than 200m from a designated Snowmobile Trail.</li> <li>✓ The road network provides alternate routes for emergency access and provides road access to all lots in the development.</li> </ul>

Development Principle	Evaluation Criteria	Development Concept Plan
<b>Neighbourhood Identity</b>		
<p><b>10</b> <i>Ensure a sense of identity in the neighbourhood while being socially integrated into the community as a whole.</i></p> <p><b>11</b> <i>Provide recreational opportunities for residents.</i></p>	<ul style="list-style-type: none"> <li>⊙ Number of unique features/focal points/characteristic elements in the neighbourhood.</li> <li>⊙ Meet or exceed General Plan target of 100m<sup>2</sup> of playground space per 30 to 50 households, with maximum 300 metre walking distance.</li> <li>⊙ Number of other opportunities for recreation.</li> </ul>	<ul style="list-style-type: none"> <li>✓ 6 features have been identified as significant features, 4 of which are natural features (lake and 3 rock outcroppings) and two community focal points (a public square and picnic area).</li> <li>✓ There are three playground spaces identified (Phase 1 – 290m<sup>2</sup>, Phase 2 – 4524m<sup>2</sup>, Phase 3 – 330m<sup>2</sup>) for a total of 5,054m<sup>2</sup>, with a maximum 300-metre walking distance from each lot.</li> <li>✓ Snowmobile and Walking Trails are provided throughout the subdivision.</li> <li>✓ A majority of the land is designated Open Space providing informal or passive recreational opportunities.</li> </ul>
<b>Economic</b>		
<p><b>12</b> <i>Provide a flexible, feasible and phased development concept that can spread sustainability improvements over the build-out period in order to reduce financial risk to City as the prime developer.</i></p>	<ul style="list-style-type: none"> <li>⊙ Degree of phasing opportunities represented by the concept plan.</li> <li>⊙ Degree of financial risk to the City represented by the concept plan.</li> <li>⊙ Ease of implementation of the Concept Plan as measured by the potential obstacles to implementation.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Upper Plateau and Lower Plateau development areas are phased separately providing 5 phases of development.</li> <li>✓ The phasing of development and enhanced development requirements to support sustainability objectives are increasingly phased in over time to reduce financial risk to the City (20%, 33%, and 58% of residential lot area for Phase 1, 2, and 3 respectively).</li> <li>✓ There are few major obstacles to development except for the requirement</li> </ul>

Development Principle	Evaluation Criteria	Development Concept Plan
<p><b>13 For all infrastructure (eg. roads, water, sewer, power) decisions examine life cycle costing to operate the system for the expected lifetime.</b></p>	<ul style="list-style-type: none"> <li>⊙ Degree to which total life cycle costs (initial purchase, transportation, installation, operation, maintenance) are reduced.</li> <li>⊙ Linear length of developable frontage in relation to linear length of infrastructure.</li> </ul>	<p>for relocation of the geomagnetic laboratories and land issues with Arctic College regarding Lower Plateau.</p> <ul style="list-style-type: none"> <li>✓ Infrastructure decisions have focused to a greater degree on life-cycle costing than conventional subdivision design in Iqaluit with the intent of reducing operating and maintenance costs to the City and future residents.</li> <li>✓ For each linear metre of developable frontage, approximately 0.9 metres of linear infrastructure is required.</li> </ul>
<p><b>14 City to develop industry/expertise in cold climate sustainable techniques.</b></p>	<ul style="list-style-type: none"> <li>⊙ Extent to which existing knowledge and expertise is applied. Improved, promoted and marketed.</li> </ul>	<ul style="list-style-type: none"> <li>✓ The Plan supports the development of local expertise and knowledge. This will need to be monitored to understand and measure the long-term positive impacts.</li> </ul>



## DEVELOPMENT POLICIES

The following development policies will apply to the lands identified on the Development Concept Plan in **Appendix A**, the Servicing Plan in **Appendix B**, and the Road, Trails, and Transit Networks Plan in **Appendix C**.

### Geomagnetic Laboratories

---

Natural Resources Canada currently operates two geomagnetic laboratories in the proposed development area, approximately 250m northwest of Arctic College. These laboratories require a minimum development buffer of 100m and direct line of sight with the Government of Canada building. The City is working in collaboration with NRCAN to relocate these facilities. A new location has been confirmed and the facilities will be relocated prior to development of the subdivision. This Development Scheme assumes their satisfactory relocation so that their buffer requirements do not impact the development of this site.



### Phasing of Development

---

The preferred Development Concept Plan provides the opportunity for approximately 300 housing units over all development phases. Approximately 260 of the housing units, or 87% of the total, are ground-oriented which provides private entry access to each unit. Two distinct development areas are identified on the Development Concept Plan – Upper Plateau and Lower Plateau – as shown on **Appendix A**. The Upper Plateau and Lower Plateau may be serviced separately and therefore the timing of development for each will be according to the City's needs.

The Upper Plateau is divided into three phases. The anticipated number of units for each of these phases reflect the General Plan targets for average annual supply of housing units needed to meet the City's 2022 population projection.

The Lower Plateau delivers a smaller developable area, however, has been divided into two phases given the uncertainty regarding the feasible development of Phase 2. Given the cost of lot development in this area, the development of Phase 2 would likely only proceed as part of a road infrastructure project in which it was determined that it is desirable to establish a road connection between Federal Road and the Upper Plateau development. The phasing therefore permits Phase 1 to be developed as a cul-de-sac independent of Phase 2 and a road connection to Federal Road.

### Development Standards

---

Basic lot development standards are proposed for all development on the Upper and Lower Plateau. In addition, a number of lots on the Development Concept Plan (Appendix A) have been identified with an overlay which indicates 'Enhanced Development Requirements'. These

lots will need to achieve higher development standards than the other lots. The number of lots identified with enhanced requirements increases through the various phases of development, reflecting the anticipated increase in local builder capacity and expertise to achieve higher standards of development.

**Table 2** outlines the basic development standards that will apply to all development on the Plateau – the ‘Plateau Lot Development Standard’. This includes site layout considerations, building design, and building systems. A discussion of the proposed building system standards is described below. **Table 3** provides a summary of the standard and enhanced requirements for various designations through each phase of development. A description of the standards referred to in this table – R-2000, MNECB, and LEED – are all described below.

It should be noted that the City will review all development standards on Enhanced Development Requirement lots as phasing of development proceeds. Targets will be revised and set prior to development of each additional phase to reflect the availability of technologies and local expertise.

### Building Systems Standard

There are a number of prescriptive measures described in the Plateau Lot Development Standard to reduce energy and water consumption.

- **ENERGY STAR® qualified windows:** Windows can be a significant source of heat loss in a home or building. ENERGY STAR qualified windows will save money by reducing overall energy costs. They will also help keep the home or building more comfortable year-round, reduce outside noise and may have a lot less condensation in cold weather compared with a conventional product. These windows qualified by the Natural Resources Canada EnerGuide program. EnerGuide is the official Government of Canada mark associated with the labelling and rating of the energy consumption or energy efficiency of household appliances, heating and ventilation equipment, air conditioners, houses and vehicles.
- **Water saving devices:** Plumbing fixtures are required to meet the specific criteria outlined for toilet, showerhead, and faucet fixtures. This standard is intended to reduce the amount of water consumed on a daily basis in the building. The values chosen reflect both desired performance and market availability and are based on the R-2000 standard.
- **Oil-fired water heaters:** Oil-fired water heaters are specifically targeted over electric water heaters since fuel burned in the home is far more efficient than fuel burned at the diesel generating station and then transmitted to the home.
- **Heat Recovery Ventilators (HRV):** An HRV, air-to-air heat exchanger, is a mechanical ventilation device that helps make a home healthier, cleaner and more comfortable by continuously replacing stale indoor air with fresh outdoor air. HRVs are set apart from other mechanical ventilation devices by their ability to exchange heat between the supply and exhaust air streams, which in turn reduces the cost of heating or cooling the healthy fresh air that circulates through the home.

### R-2000 Standard

The R-2000 energy standard, defined by Natural Resources Canada, is used as both a guideline and a required development standard throughout the various development phases. R-2000 is a prescriptive standard that specifies a set of construction measures that must be included in a home in order for it to qualify. Technical requirements of the R-2000 Standard



include measures for the efficient use of energy, improved indoor air quality and better environmental responsibility in the construction and operation of a house. The R-2000 Standard is not a substitute for the National Building Code or any other applicable building codes. Only licensed R-2000 builders can construct R-2000 certified homes. R-2000 trained builders are required to register, build and certify an R-2000 Demonstration Home before they can become licensed. The R-2000 standard is subject to revision and it is intended that updates to the R-2000 standard will be reviewed and adopted through the phases of development.

#### [Model National Energy Code for Buildings \(MNECB\)](#)

All Mixed-Use lots are required to meet the Model National Energy Code for Buildings (MNECB), which is a well-established standard for basic energy performance in buildings. This standard establishes minimum standards of construction for building components and features that affect energy performance. Specific requirements vary by building type (or purpose) and by region of the country. MNECB is designed to work well with the National Building Code. Programs to encourage greater energy efficiency in Canada's commercial buildings often take the MNECB as their basis. The Commercial Building Incentive Program (CBIP), for example, requires a building designer to show that a building will consume at least 25% less energy than a similar building constructed according to the MNECB. Experience has shown that this level of energy performance is readily attainable using well-established design techniques, and that the resulting improvements are financially attractive.

#### [Leadership in Energy and Environmental Design \(LEED®\)](#)

All Community Use and Core Area Use lots are required to achieve the Leadership in Energy and Environmental Design (LEED®) certification. In addition to energy efficiency, LEED takes into account siting issues, water use efficiency, materials and resources used in construction, and indoor environmental quality. LEED awards points for meeting specific performance criteria that outperform typical standard practice. These are confirmed by an independent review and audit. Depending on the number of points awarded, a building can attain basic LEED certification, or Silver, Gold, or Platinum levels. There is now a LEED standard specific to Canada (Canada Green Building Council), with energy requirements that are harmonized with those of CBIP.

**Table 2: Plateau Lot Development Standard****PLATEAU LOT DEVELOPMENT STANDARD****Site layout**

- Opportunities for passive solar heating of living spaces will be realized by requiring that the building façade with the most window area be **south facing ±30 degrees** (ie. 150° to 210°).
- **Building entrances** should avoid facing the northwest prevailing winds since these will have the highest potential for cold air infiltration into the building. Where an entrance must face NW, a wind screen will be constructed.
- All ground-level units in the medium density designation will be required to have an **enclosed storage** area on the lot. The storage area may be attached to the principal dwelling or may be in an accessory building on the lot.
- The use of **gravel fill** shall be minimized on all lots. Any area on the lot not being used for vehicular parking, access to parking or accessory building, shall not be filled and shall be retained as natural tundra.
- **Shared driveways and building services** (eg. garbage storage & oil delivery areas) shall be incorporated into site layout for residential lots containing 2 or more units, where feasible. Adjoining residential uses will be encouraged to share driveways and building service areas

**Building Design**

- **Wind exposed buildings** should be designed to allow wind to flow underneath the building to avoid snow drifting directly against building faces (i.e. no solid skirting or enclosed storage below buildings). Exceptions may be granted by the Development Officer where the applicant can demonstrate through a snow study that downwind effects are minimized through site layout and building design.
- A **wind study** shall be required for all buildings three or more storeys in height, or with a length greater than 25m, or with a gross floor area greater than 500m<sup>2</sup>.
- **Buildings** shall be designed to respect and respond to the topography of the site. Stepping of the building to reduce massing and excessive pile height will be required.
- Residential units shall be encouraged to maximize solar exposure and views to the sea in **active areas** (such as the living room and kitchen). **Passive areas** in which light, views and heat are less important (such as storage areas, utility rooms, and bedrooms) should be located towards the building's northern facades. Avoid placement of **accessory buildings** in front of south-facing windows, where possible.
- All ground-oriented residential development shall incorporate **wind lock entries** (vestibules) into dwelling unit design to help

<b>PLATEAU LOT DEVELOPMENT STANDARD</b>	
	prevent energy loss and to provide storage space, particularly to support land-based economy activities.
	<ul style="list-style-type: none"> <li>Multi-family buildings may <u>not</u> use an <b>interior corridor</b> to double load units on either side of the corridor to ensure there are no north facing units. Common stair accesses will be encouraged.</li> </ul>
	<b>Building Systems</b>
	<ul style="list-style-type: none"> <li>All windows installed must be <b>ENERGY STAR® qualified windows</b> under the Natural Resources Canada (NRCan) EnerGuide Program.</li> <li>All buildings will use the following water saving devices:                             <ul style="list-style-type: none"> <li>All toilets to be water-saver or <b>ultra-low flush toilet</b> units using 6 litres/flush (1.3 imp. gal./flush) or less.</li> <li>All showerheads to be <b>low-flow showerheads</b> using 9.8 litres/min. (2.2 imp. gal./min.) or less when tested at 551 kPa (80 psi).</li> <li>All washroom and kitchen <b>faucets</b> to use 8.3 litres/min. (1.8 imp. gal./min.) or less when tested at 413 kPa (60 psi).</li> </ul> </li> <li>All buildings will use <b>oil-fired water heaters</b> instead of electric water heaters.</li> <li>All buildings will use <b>Heat Recovery Ventilators (HRV)</b> as a ventilation standard.</li> <li><u>No</u> buildings shall be permitted to have <b>electric baseboard heating</b> as the primary heating system.</li> <li>Development may consider <b>alternative servicing</b> arrangements where feasible and subject to the approval of the Director of Engineering.</li> </ul>

**Table 3: Phasing of Standard and Enhanced Requirements for Lot Development on the Plateau**

<b>PHASE</b>	<b>STANDARD</b>	<b>ENHANCED REQUIREMENTS</b>
<b>PHASE 1</b> <i>(Upper Plateau &amp; Lower Plateau)</i>	<ul style="list-style-type: none"> <li>✓ 'Plateau Lot Development Standard'</li> <li>✓ All lot development will encourage the use of the <b>R-2000 standard as a guideline.</b></li> <li>✓ All development on Mixed Use lots to achieve <b>Model National Energy Code for Buildings (MNECB) + 25%.</b></li> </ul>	<ul style="list-style-type: none"> <li>✓ 'Plateau Lot Development Standard'</li> <li>✓ Development to achieve <b>R-2000 certification.</b></li> <li>✓ All appliances installed must be <b>ENERGY STAR® qualified appliances</b> under the Natural Resources Canada (NRCan) EnerGuide Program.</li> </ul>

PHASE	STANDARD	ENHANCED REQUIREMENTS
	<ul style="list-style-type: none"> <li>✓ All development on Community Use and Core Area Use (Capital District) lots to achieve <b>LEED® certification</b>.</li> </ul>	
<p><b>PHASE 2</b></p>	<ul style="list-style-type: none"> <li>✓ 'Plateau Lot Development Standard'</li> <li>✓ All lot development to achieve <b>R-2000 certification</b>.</li> <li>✓ All development on Community Use to achieve <b>LEED® certification</b>.</li> </ul>	<ul style="list-style-type: none"> <li>✓ 'Plateau Lot Development Standard'</li> <li>✓ Development to <b>exceed R-2000 certification</b> requirements (targets to be reviewed and revised at initiation of Phase 2 according to new standards).</li> <li>✓ All appliances installed must be <b>ENERGY STAR® qualified appliances</b> under the Natural Resources Canada (NRCan) EnerGuide Program.</li> </ul>
<p><b>PHASE 3</b></p>	<ul style="list-style-type: none"> <li>✓ 'Plateau Lot Development Standard'</li> <li>✓ All lot development to <b>exceed R-2000 certification</b> requirements (targets to be reviewed and revised at initiation of Phase 2 according to new standards).</li> <li>✓ All development on Community Use lots to achieve <b>LEED® certification</b>.</li> </ul>	<ul style="list-style-type: none"> <li>✓ 'Plateau Lot Development Standard'</li> <li>✓ Development to <b>exceed R-2000 certification</b> requirements (targets to be reviewed and revised at initiation of Phase 2 according to new standards).</li> <li>✓ All appliances installed must be <b>ENERGY STAR® qualified models</b> under the Natural Resources Canada (NRCan) EnerGuide Program.</li> <li>✓ Development to employ <b>alternate sewage</b> treatment facilities.</li> <li>✓ Development to contain a <b>renewable energy</b> component to the building's annual energy requirements and will target a level of energy production based on the capacity of available technologies.</li> </ul>

## Land Uses

---

Land uses defined on Appendix A are conceptual and may be changed without amendment to this Plan, as long as the proposed use is consistent with the land use designation on Figure B of the General Plan. Changes in land use may require an amendment to the Zoning By-law.

### Residential – Low Density

Residential – Low Density refers to single-detached, semi-detached, and duplex type dwellings. Buildings will be restricted to two storeys in height.



### Residential – Cluster Development

All lots that are identified with a '**Cluster Development**' symbol provide an opportunity for clustered housing. Opportunities for cluster housing are provided in all phases of the Upper Plateau development. Cluster type developments will be governed by performance-based zoning as set out in the Zoning By-law. In this way, site-specific development will be evaluated on a set of performance criteria. Clustering results in lower land and servicing costs per unit, can reduce exposure to extreme weather conditions, and creates an enhanced sense of community. All cluster lots offer views of open space or the sea to provide opportunity to create a feeling of visual privacy. Development will be restricted to ground-oriented building forms. A cluster development is demonstrated in the Development Demonstration section.

### Residential – Medium Density

Residential – Medium Density refers to ground-oriented multi-family housing forms such as fourplexes, sixplexes, row dwellings and stacked row dwellings, but do not include apartment type units.



### Mixed-Use

Mixed-Use refers to buildings that include a mix of commercial and residential uses. The residential component would be considered apartment type units located above the ground floor of the building. The Mixed-Use lots are oriented to maximize solar exposure and to minimize impacts on development on their northern side. The Mixed-Use lots are situated in high activity areas at the main entrance to the Upper Plateau and close to activity areas in the Upper Plateau (Phase 1). Mixed-Use development is restricted to a maximum of four storeys in height, but may be restricted further in the Zoning By-law according to the location.

### Community

Community refers to buildings that provide a community service. The range of uses would include educational, recreational, and other institutional type uses, government services, daycare, place of worship, arts studio. It is intended that these buildings could incorporate a residential component. Community lots are located in prime locations that offer good solar orientation, views to the sea, relatively flat building sites, and close proximity to primary roads or intersections. Community development is restricted to three storeys in height.

Special development conditions will apply to the Community designated lot closest to the Power Plant located in the Upper Plateau – Phase 1 area:

- Piped municipal servicing is not proposed to this lot, therefore alternative servicing will be needed, subject to the approval of the Director of Engineering.
- Design and use to address noise impacts from adjacent power plant.
- Design must consider opportunity for energy intensive use that can employ waste heat from the power plant.

### Core Area Use

Core Area refers to uses permitted in the Core Area as defined in the General Plan No. 571. These uses include government office, cultural/community/arts centre and limited residential development.

### Public Recreation Space

Three neighbourhood **playgrounds** are proposed. Two would be targeted to younger children with play equipment – that in Phase 1 (Upper Plateau) across from the community focal point and a second in Phase 3 (Upper Plateau). Both of the locations are centrally located with good visibility. The last park is intended as a playing field and would be targeted to youth. This park is less centrally located, but still has good visibility from the road.

Phase 1 of the Upper Plateau identifies a **public gathering space** at the tip of the triangular Community lot. It is intended that a sculpture or other type of landmark be commissioned by the City to define this public space as a gathering place within the neighbourhood. At the division between Upper Plateau Phase 2 and 3, a **picnic area** has been identified, which ties into the Walking Trail network.

### Public Open Space

The majority of land in the Plateau Area is designated Open Space. The Open Space area includes the berry picking that was identified in the City's Cultural Resources Mapping exercise, significant natural features, the 30m setback from major watercourses, and areas where the slope is too steep to consider development. This area will thus remain undeveloped.



A necklace of **significant features** have been identified on the Development Concept Plan within the Open Space area and will be protected from development. The features include a ring of three significant rock outcroppings that provide excellent lookouts and the lake. Convenient walking access to these features has been preserved in the lot layout and it is intended that walking trails be constructed when funds are available.

### Affordable Housing

---

The City intends to improve access for lower income groups to home ownership. Currently home ownership is largely limited to those able to buy, build and maintain a single-detached.



Approximately 15% of the proposed ground-oriented units, or approximately 40 units, will be targeted to lower-income groups.

### Watercourse Setbacks & Drainage

The General Plan prescribes watercourse setbacks for any lakes or streams within a development area. The Upper Plateau features a lake approximately 1.5 hectares in size. A 30 metre watercourse setback from the lake is reflected on the Development Concept Plan.

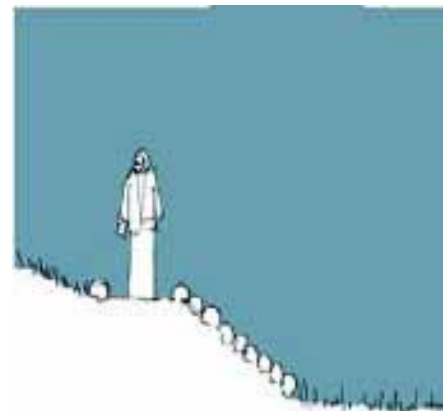


Existing spring run-off drainage courses have been integrated into road design and alignment where possible to avoid seepage on development lots. A drainage area in Phase 1 has been retained and incorporated as a design feature. It is recommended that drainage be identified on the subdivision plan to ensure proper drainage control measures are put in place at the time of lot development.

### Walking Trails

A **Primary Walking Trail**, as shown in **Appendix C**, will serve residents of the neighbourhood on a daily basis as the primary pedestrian access route to Arctic College and the Core Area. The Primary Walking Trail will also provide visitors to the community with a recreation opportunity and draw visitors to the neighbourhood. The Primary Walking Trail links to the main road in the subdivision and to a neighbourhood public space where a bus shelter is also proposed. It is intended that the Primary Walking Trail link to the walking trail being constructed between the future Nunavut Justice Centre and the main Arctic College building. It is recommended that the City explore opportunities with the GN to link the trail providing access for the Plateau and for the College campus in general. The need for stairs (grades greater than 15%) would be minimized in the final trail design to reduce maintenance costs. Surface hardening and trail markers would establish the route and guide visitors. The Primary Walking Trail will be constructed in Phase 1 of the Upper Plateau development.

**Secondary Walking Trails** are also identified that will connect with the Primary Walking Trail. The Secondary Walking Trails include established pedestrian corridors which bisect neighbourhood blocks. All pedestrian trail design in the neighbourhood will incorporate measures to discourage snowmobile use and minimize intermodal conflict (i.e. tall bollards, boulders, trail markers). The trail network has been designed with trailheads at road ends to facilitate access.



Source: Core Area & Capital District Plan, August 2004

## Snowmobile Trails

---

North-south and east-west **Snowmobile Trail** links are provided as shown on **Appendix C**. It is intended that an east-west route traverse along the northern edge of the Upper Plateau and between Phase 1 and 2 of the Lower Plateau development to minimize pedestrian and snowmobile conflicts. Snowmobile crossings across key roads would need to be properly identified to improve their safety and to avoid piling snow in these areas.



source: Core Area Secondary Plan, 1998

## Transit

---

**Transit service** is an essential component in providing transportation choice. A loop extension to the City's existing bus transit service is proposed. The extension would connect via Saputi Road from the existing service along Niaqunngusiaq Road, as shown in **Appendix C**. In Phase 1, it is proposed the bus will travel along the lower road and complete a loop before returning along the same road. A stop with bus shelter is proposed at the tip of the triangular Community lot intersection where a public space and trailhead are located. In Phase 2, the loop would be expanded with a stop and bus shelter at the edge of the Phase 2 development along the main road. Additional stops are recommended when and where demand emerges (e.g. playing field, mixed use intersection). Bus stop locations are to be reviewed with bus operators.

## Roads

---

Road layout maximizes accessibility while considering prevailing winds, solar orientation and the topography of the site. None of the roads within the neighbourhood (after build out) will terminate in a cul-de-sac. This ensures ease of movement for citizens and maximizes access for service and emergency vehicles. The major roads are aligned with the prevailing wind patterns to minimize snowdrifting and thus snow removal operations. The connecting roads are aligned to maximize solar orientation of the lots to improve passive solar heating. Roads respond as much as possible to topography to minimize the need for grade modification. Road layout also takes advantage of existing grade separation to present terraced building lots which maximizes solar exposure and provides desirable views.

The road network will be utilized by not only the automobile, but also by pedestrians and snowmobiles to a certain extent to access trailheads. Notwithstanding road allowance standards in the General Plan, most roads in the development will be designed with a road allowance width of 18 metres and a roadbed width of 8.5 metres. The roadbed width will allow sufficient space for automobiles, pedestrians and snowmobiles to coexist safely. Pedestrian



and snowmobile use of the roads, however, will be reduced by the walking and snowmobile trail networks. Access roads that do not have lots fronting on them will be designed with a road allowance width of 16 metres and a roadbed width of 7.0 metres as land adjacent to these roads will not generate the same degree of pedestrian or snowmobile traffic. The narrower road section will reduce the required quantity of aggregate by approximately 15%.

The standard road section in recent subdivisions has been approximately 1.5 metres high. This requirement is based on recommendations to promote permafrost in the native material below the road to provide a stable sub-base. In the study area, it is recommended that a geotechnical investigation be undertaken to determine the stability of the native material. This will allow the road structure to be designed based on the stability of the soil, and will allow the road depth to be reduced in areas with a stable sub-base (i.e. rock). This will result in a net reduction in the quantity used, reducing the demand on the resource, the capital costs of the roads, and the impact of sand and gravel on the surrounding environment. In addition, the geotechnical investigation may identify areas of ice-rich terrain that are potentially vulnerable to thaw induced subsidence.

Asphalt treatment is proposed on Saputi Road between Niaqunngusiaq Road and the entrance to the Upper Plateau development to improve safety (10% grade on road), to eliminate the raising of dust, and reduce road maintenance costs for the City. The remaining roads will be gravel.

### **Servicing**

---

The development will be serviced via utilidor, water mains and sanitary sewers, except for a portion of Phase 3 of the Upper Plateau which will only be serviced with water and one lot in Phase 1 of the Upper Plateau which will have no servicing. Servicing is illustrated on Appendix B. Utilidor servicing will provide fire protection throughout the development, avoids the need for trucked services, and allows additional time for alternate servicing technologies to be further investigated and proven in Iqaluit.

The area of Phase 3 which is outside of the limits which can be serviced by gravity sewers is to be serviced by alternate methods for sanitary sewage disposal. This may include grey water recycling or on-site treatment. As this area will not be developed for several years, these technologies will have been improved and proven, and their use will be better supported when the area is developed.

The use of low flow water fixtures required in the lot development standards will significantly reduce the water consumption rates and will therefore result in a reduced water bill for the consumers, and reduced subsidization by the City. The lower water consumption will also extend the life of some of the City's major infrastructure (i.e. the water treatment plant, water storage, and sewage treatment), thereby delaying the required capital expenditures to upgrade or replace this infrastructure.

It has been reported that there is a potential for the City to reduce their water reheating costs by approximately 25% by adjusting the operating temperature set points in the reheat stations. The design of the water distribution system for the proposed development will provide operating set points to minimize the reheating costs to ensure these savings are realized. It is also recommended that the City pursue the opportunity to utilize the waste heat from the Generating Station as the primary heating source for the proposed reheat station.

## DEVELOPMENT DEMONSTRATION

The following 3 figures (Figures 1, 2 and 3) demonstrate conceptual site plans for lots within 3 areas typical of the subdivision as a whole. These site plans demonstrate the relationships between adjacent buildings, and highlight elements of site design that should be incorporated to ensure the achievement of this plan's principles.

A dot-hatch used in the Figures delineates the bounds of a service area that will accommodate vehicle parking and garbage storage. It is intended that gravel imported to the lots be limited where possible to this area, to minimize disturbance of the existing landscape.

A line-hatch used in the Figures delineates the location of entry and storage areas within each dwelling. It is intended that primary entrances, storage areas and utility areas be located along the north, north-eastern, or north-western facades of buildings within the development, to maximize views from, and solar penetration to living areas of dwellings. Where entrances must face NW, a wind screen would be constructed.

Building siting shown in the Figures maximizes solar exposure and views south to the sea. Wherever possible, buildings are offset so that side yards on one side of a roadway do not align with side yards on the opposing side of the roadway. Views and solar exposure are also enhanced by the grade change that occurs through most of the subdivision, as illustrated by the section in Figure 1. This section also serves to illustrate the extent of shadows cast by buildings at noon on the summer and winter solstice, as well as the shadow cast at noon on the spring and fall equinox.

**Figure 1** illustrates hypothetical site plans for lots within Phase 2, designated for low and medium density residential development. The standard low density interior lot size of 20 metres by 25 metres allows for dwellings that will include both detached and semi-detached dwellings. The standard low density interior lot size of 30 metres by 25 metres allows for dwellings that will include both detached and semi-detached homes. The standard medium density interior lot size of 30 metres by 25 metres allows for a variety of dwellings including 4 unit row homes as illustrated.

**Figure 2** illustrates a hypothetical site plan for a low density residential cluster lot within Phase 1. The intent of this large site is to encourage the construction of lower density residential building forms at a density higher than the norm in Iqaluit, by using shared service, parking and amenity areas (both indoor and outdoor).

**Figure 3** illustrates hypothetical site plans for a row of lots in Phase 1 designated for low density residential development. Although the width of the lots is of standard size the depth of the lots is shallow relative to the convention in Iqaluit. Strips of lots on the periphery of the subdivision have are of a reduced depth to maximize development potential within the subdivision. Issues generally related to smaller lot sizes (such as cramping,) are negated in the case of the exterior lots by the fact that all of the smaller lots are located either at the crest of the slope separating the upper and lower phases, or along an open area such as a watercourse setback. Since the land adjoining the rear lot line of these smaller lots can not be developed, these lots will always offer expansive views to the sea or over the tundra that will create an enhanced sense of space around new development.

Figure 1

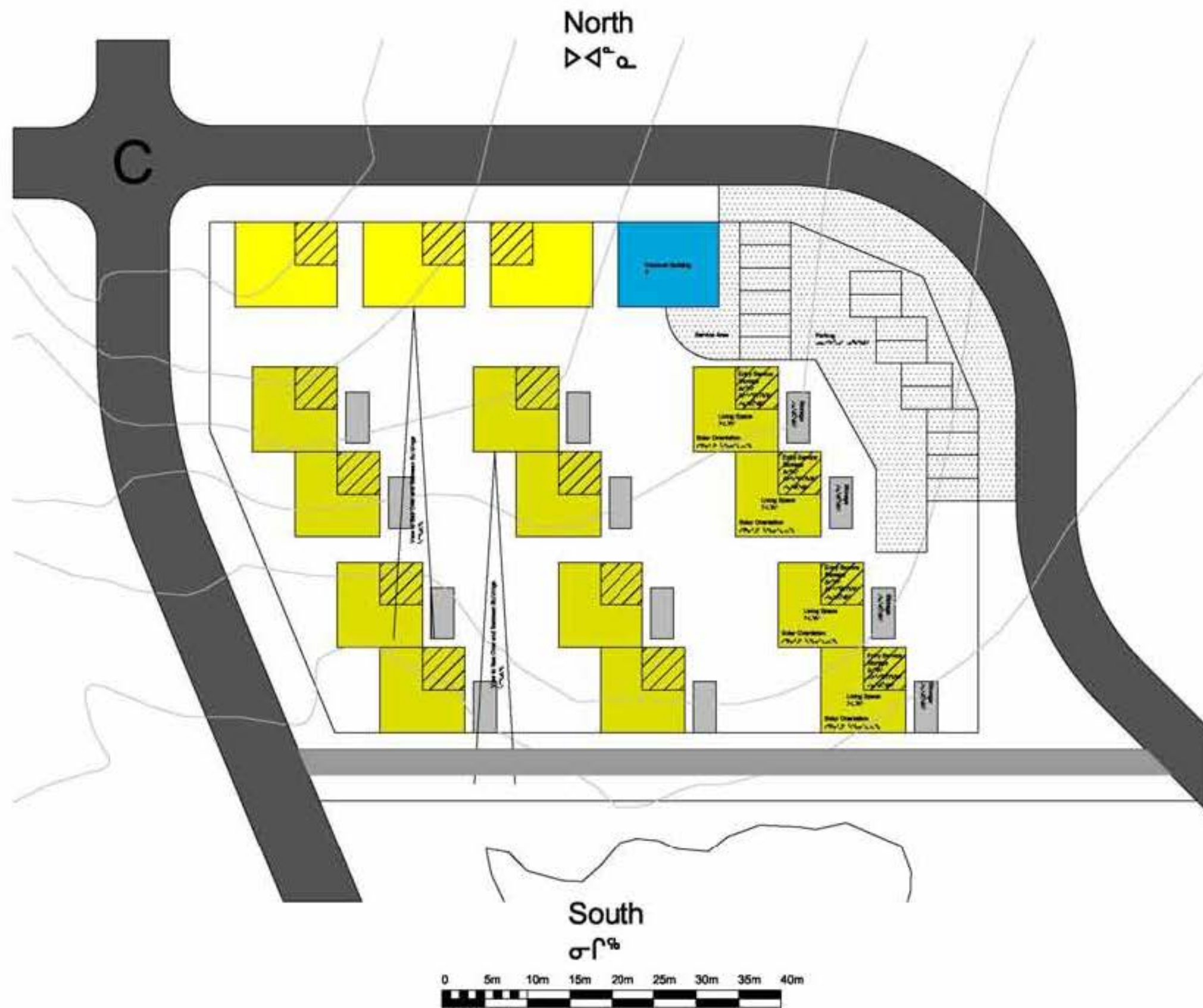


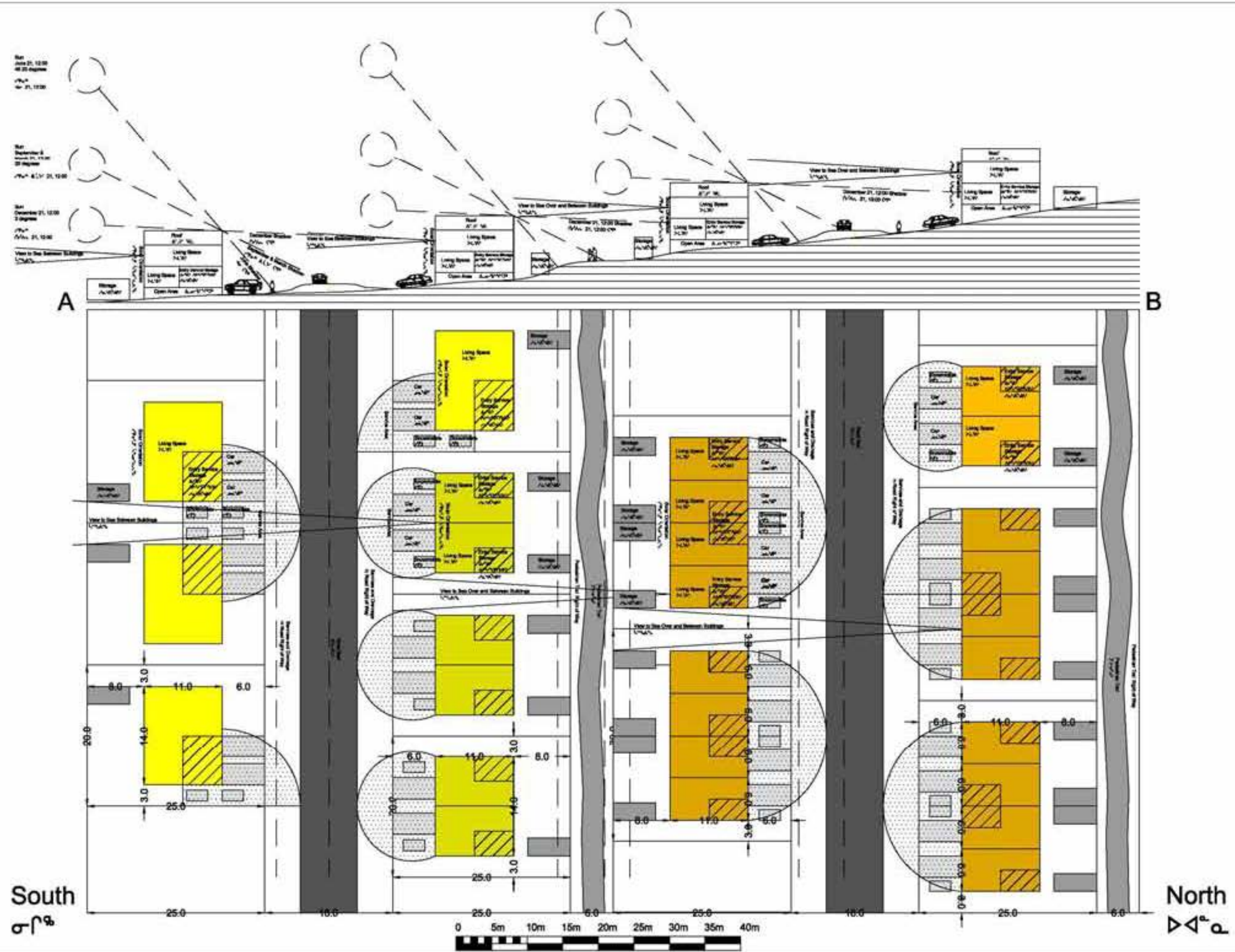


Figure 2





Figure 3



## IMPLEMENTATION

### Planning & Lands Administration

---

#### Lot pricing

The City currently prices lots by dividing the total land development costs by the developable lot area, which provides an average cost per square metre over the entire subdivision, and then calculates the lease amount for each lot based on the area of the lot. The City's Land Administration By-law permits land to be priced differentially by as much as 25% to account for Site Specific Factors such as site conditions, desirability of location, proposed land use and proposed land use. It is recommended that the City price lots differentially to reflect access to Open Space, views and development potential. For example, Residential – Low Density lots that back onto Open Space and have prime views (ie. are located on the Upper Plateau main ridge line) could be assigned a 10% price per square metre premium over the price of other lots within the same land use designation. Residential – Low & Medium Density lots that simply back onto Open Space would be assigned a 5% premium over the price of other lots. Similarly, lots with greater development potential have greater value than those with less development potential. Premiums would therefore be assigned to lots depending on the permitted density and uses on the lot.

#### Lot Leases

The City will retain fee simple title to all lands in the subdivision and will sign equity leases with successful applicants. It is recommended that the City include a restrictive covenant in all leases stating that any development on the lot shall be in keeping with the policies of the General Plan, as amended, and the Plateau Development Scheme, as amended.

#### Lot leasing process

Typically successful applicants for leases are awarded a lot by ballot draw or through a call for proposal process. Low density residential lots are awarded by ballot draw and all other lots are awarded by call for proposal. It is recommended that this process of leasing lots continue, however, with some adjustments.

- **Ballot draw process:** The current ballot draw process awards residential lots in a sequential order to successful applicants. In this way, the applicant does not have a choice of lots. Since it is recommended that lots be priced differentially and that they vary in size, thus impacting the range of permitted use on a given lot, it is desirable to introduce some level of choice in the ballot draw process. It is recommended that the City adopt a process whereby the applicant lists in priority order the lots that they would be interested in leasing should their name be drawn. As each name is drawn, the applicant is awarded the first lot that is still available as they go down the applicant's list. In this way, applicants can prioritize their choice according to the cost and location of the lot or permitted uses on the lot. It is recommended that the City continue its practice of preferential priority for first time homeowners.
- **Call for proposal:** All lots other than low density residential lots are awarded by call for proposal. It is recommended that evaluation criteria include sustainability criteria consistent with the development policies of the Plateau subdivision. For example, points should be awarded for any proposal that exceeds basic lot development standards. Call for proposals are also recommended for select medium density residential lots for the

development of freehold row housing units to improve access to affordable housing, as discussed below.

### Affordable Housing

In order to improve affordable access to ground-oriented home ownership, it is recommended that the City reserve select medium density residential lots in each phase of development and award the lots based on a call for proposal to develop freehold row housing units. Criteria for the call for proposal will stipulate development and severance of lots within three years and will be evaluated based on life cycle costing of the units, flexibility and quality of design, adherence to the lot development standards, among other criteria as appropriate. Freehold townhomes provide ground-oriented housing that require less land per lot and are typically more energy efficient than single-detached homes. These characteristics reduce up-front capital costs and reduce on-going maintenance and operating costs and are thus considerably more affordable than single-detached housing forms. In each phase of development, the City should target that 15% of ground-oriented units be developed in this way.

### Communication Strategy

Communicating and marketing the benefit of sustainable development practices is a key issue in their advancement. It is recommended the City consider preparing a kit for the builder/home owner that contains the following:

- A summary of the societal benefits resulting from small interventions by individuals that help make the whole community more self-reliant.
- Information sheets that demonstrate to builders and future homeowners the reduced operating costs resulting from the additional capital costs.
- Easy to use and understand information sheets that outline the Plateau Lot Development Standard with illustrative sketches for each development standard.
- List of suppliers with contact information where builders can purchase water saving devices, heat recovery ventilators, ENERGYSTAR windows and appliances, etc.

### Permit Review Process

Through the development permit and building permit process, the City will be responsible for ensuring that development proposals meet the Plateau Lot Development Standard and any of the applicable enhanced development requirements.

## Partnerships

---

### Nunavut Power Corporation

City to work with Nunavut Power Corporation (NPC) to:

- Investigate the technical and economic feasibility of providing waste heat from the NPC Generating Station to buildings in the subdivision and/or for a municipal reheat station. Feasibility analysis will consider factors such as subdivision design, the size and scale of buildings, the heating demand of buildings, and availability of waste heat, among others.
- Investigate the technical and economic feasibility of undertaking the development of a distributed generation facility, for Upper Plateau Phase 3 development, or as appropriate.



### Government of Nunavut

City to work with the Government of Nunavut to:

- Investigate opportunity to open existing private cul-de-sac road to College residences as a public road to provide access to the proposed Lower Plateau development.
- Explore technical feasibility and cost-sharing potential for extension of water and sewer services into the Arctic College lot to service Lower Plateau development and College Expansion.
- Explore feasibility and cost-sharing potential for linking the Primary Walking Trail (as shown on Appendix C) from the Upper Plateau Phase 1 through the Arctic College lot to the Nunavut Justice Centre and Core Area.
- Survey lot within Plateau subdivision identified as 'College Expansion Area' for transfer to the GN Department of Education to become part of the Arctic College lot (800-SK-027).
- Explore possible opportunity to approach Arctic College to request that they surplus a portion of their Reserve #032T (800-SK-027) to allow for the City to develop lot identified as 'Core Area Use' within Lower Plateau Phase 1. This lot will then be considered "untitled municipal land" according to the Nunavut Land Claim Agreement and will be available to be transferred to the City.
- Explore opportunity to connect service and parking access road shared by Arctic College and Nunavut Justice Centre to the Lower Plateau Phase 1 Road to provide an alternate emergency access route to this area (as shown on Appendix C) should the main road in the vicinity of the College residences be obstructed. This access route is envisioned as a right-of-way easement across the Arctic College lot.

### Federal Agencies/Organizations (NRCan, CMHC, FCM, etc)

City to work with Federal agencies to explore opportunities to:

- Access funding programs for the development of the subdivision and to fund demonstration projects of sustainable building designs (eg. FCM Green Municipal Enabling Funds or Investment Funds).
- Provide the City and development community with technical expertise, training, and technical information (eg. R-2000 certification, EnerGuide Program, water-saving devices, heat recovery ventilators, etc.).
- Identify financial incentive programs that developers/home builders can apply for (eg. Commercial Building Incentive Program).
- Assist the City in communicating sustainability objectives and approaches being pursued in the City to a broader audience.

### Amendments to General Plan & Zoning By-law

---

The following amendments to the General Plan will be required:

- Figure B to be amended to redesignate the Future Development Area A to Residential Community, Open Space and Core Area, all subject to the Plateau Development Scheme.
- Figure C to be amended to identify the relocated Walking and Snowmobile Trails.



- Figure D to be amended to identify the proposed road network.
- Section 5.9 (Future Development Area) be amended to reflect the development proposed in Area A.

The following key amendments to the Zoning By-law may be required:

- Schedule B to be rezoned from Municipal Reserve to the appropriate zones in the Zoning By-law.
- A new zone created that contains special provisions for cluster housing forms.
- Provisions that permit row housing units to be legally severed.
- Review of yard setback requirements in all zones with view to relaxing some requirements.

### Further Studies

---

It is recommended that the City undertake a geotechnical investigation and an environmental assessment in the Upper and Lower Plateau development areas.

- **Geotechnical investigation:** The purpose of the geotechnical investigation is to determine the stability of the native material. This will allow the road structure to be designed based on the stability of the soil, thus resulting in a net reduction in the quantity of gravel fill used. This in turn will reduce the demand on the resource, the capital costs of the roads, and the impact of sand and gravel on the surrounding environment. In addition, the geotechnical investigation may identify areas of ice-rich terrain that are potentially vulnerable to thaw induced subsidence.
- **Environmental Assessment:** The purpose of the environmental assessment is to determine whether any contamination exists in the development areas. An environmental clearance letter is required by each mortgagee and the City can reduce the overall costs to individual builders by commissioning an assessment for the entire development area at one time.

### Monitoring

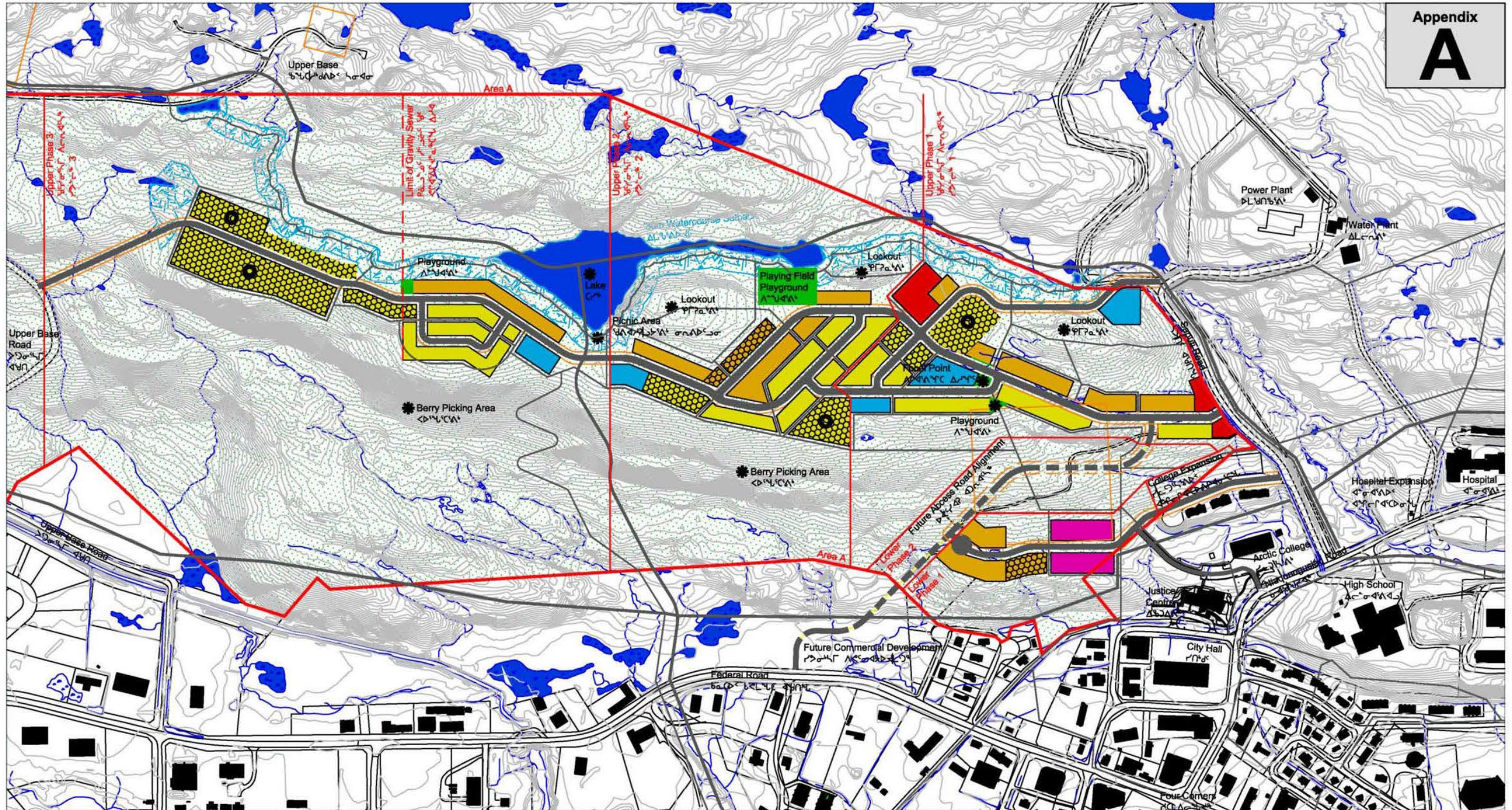
---

In implementing the policies of this Development Scheme the following should be monitored and reviewed at the beginning of each phase of development:

- targeted and required lot development standards at each phase of development;
- housing demand and needs;
- demand for non-residential development lots;
- the success of call for proposals for development of freehold townhomes;
- the development of R-2000 expertise and certified R-2000 builders in the community;
- recurrent issues/challenges in the development review process that may need to be addressed with Zoning By-law amendments or other corrective measures.



Appendix  
**A**



**Iqaluit**  
PLATEAU (AREA A)  
DEVELOPMENT CONCEPT PLAN

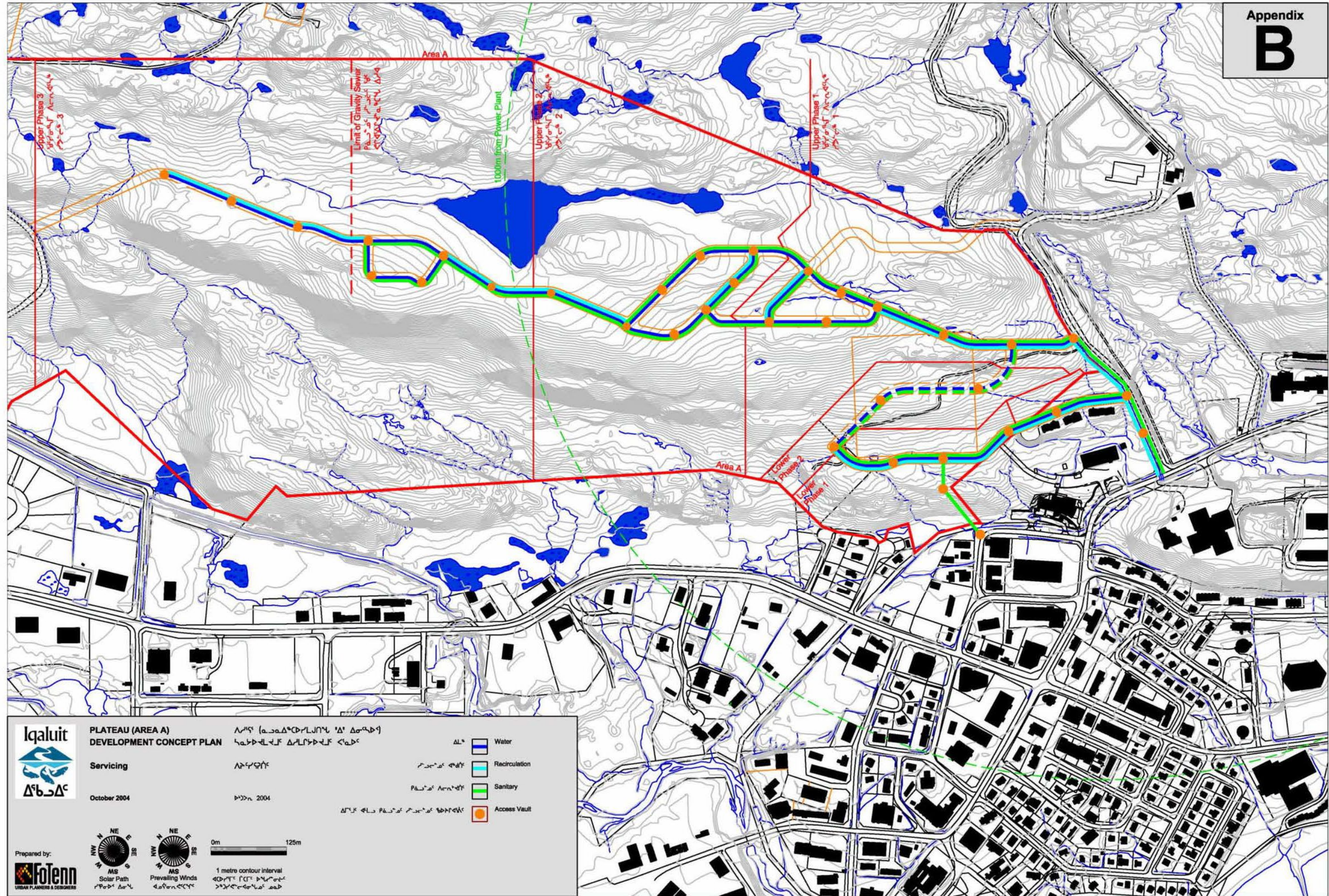
October 2004

Prepared by:  
**FoTenn**  
URBAN PLANNERS & DESIGNERS

<p>Land Use</p> <p>October 2004</p> <p>1 metre contour interval</p> <p>0m 125m</p> <p>1 metre contour interval</p> <p>Prevaling Winds</p>	<p>Low Density Residential (single, semi, duplex)</p> <p>Medium Density Residential (row, 4 plex, 6 plex)</p> <p>Mixed Use (apartment / commercial)</p> <p>Community Use (school, church, community centre, arts studio)</p> <p>Core Area Use (Capital District)</p> <p>Enhanced Development Requirements (alternative services, innovative buildings)</p> <p>Cluster Development (may include shared buildings, amenities and services)</p>	<p>Public Recreation Space (playground, open field, picnic area)</p> <p>Public Open Space</p> <p>Water</p> <p>Watercourse Setback</p> <p>Snowmobile Trail</p> <p>Walking Trail</p> <p>Significant Feature (top of hill, surface water, public space)</p>
---	--	--



Appendix  
**B**



**Iqaluit**  
  
**PLATEAU (AREA A) DEVELOPMENT CONCEPT PLAN**  
 Servicing  
 October 2004

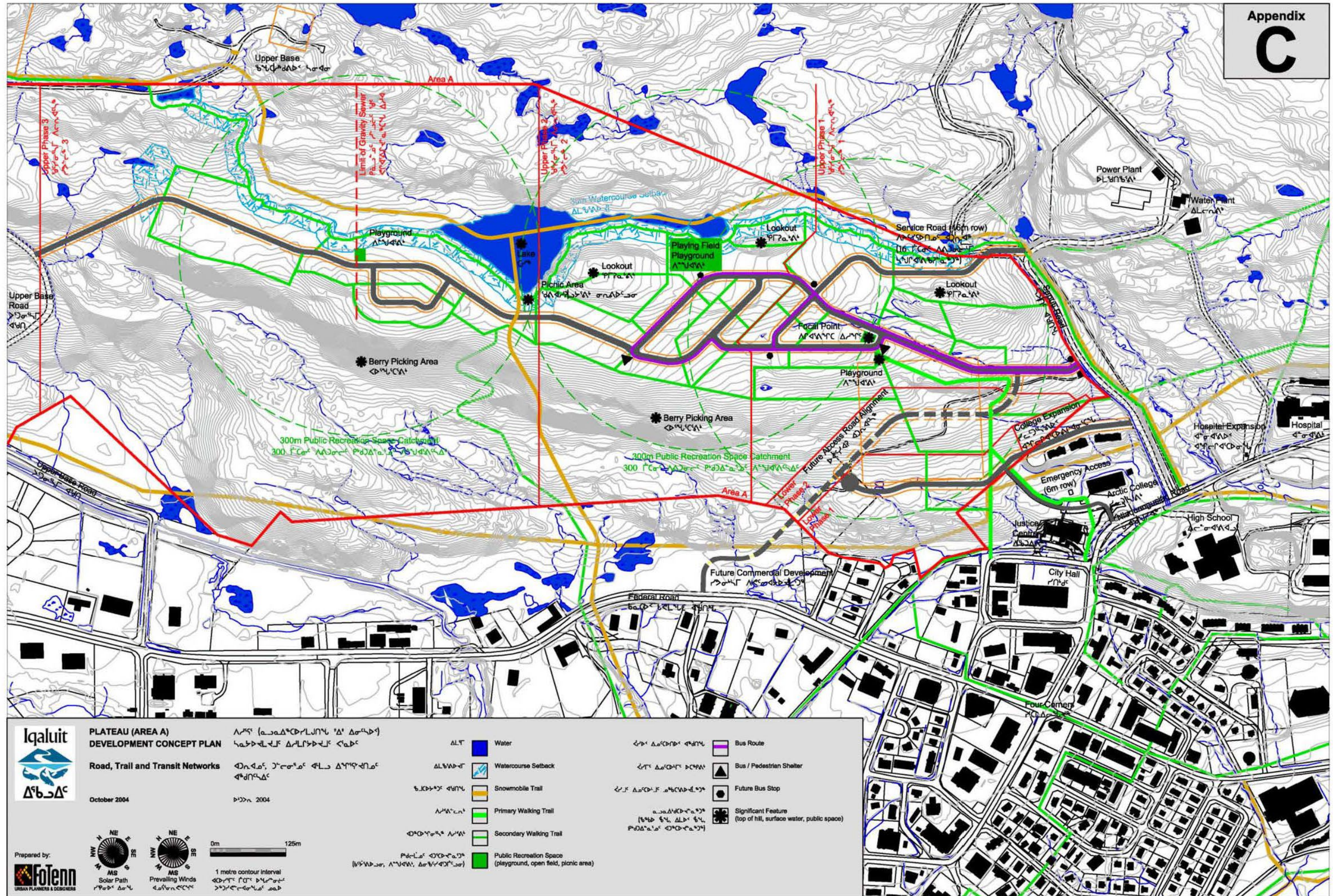
ᐱᓐᓂᓐ (ᐱᓐᓂᓐᓂᓐᓂᓐᓂᓐ ᐱᓐ ᓂᓐᓂᓐ)  
 ᐱᓐᓂᓐᓂᓐᓂᓐᓂᓐ ᓂᓐᓂᓐ  
 ᐱᓐᓂᓐᓂᓐᓂᓐᓂᓐ  
 ᐱᓐᓂᓐᓂᓐᓂᓐᓂᓐ  
 ᐱᓐᓂᓐᓂᓐᓂᓐᓂᓐᓂᓐ

Water  
 Recirculation  
 Sanitary  
 Access Vault

Prepared by:  
  
 MS Solar Path  
 MS Prevailing Winds  
 0m 125m  
 1 metre contour interval



Appendix  
**C**

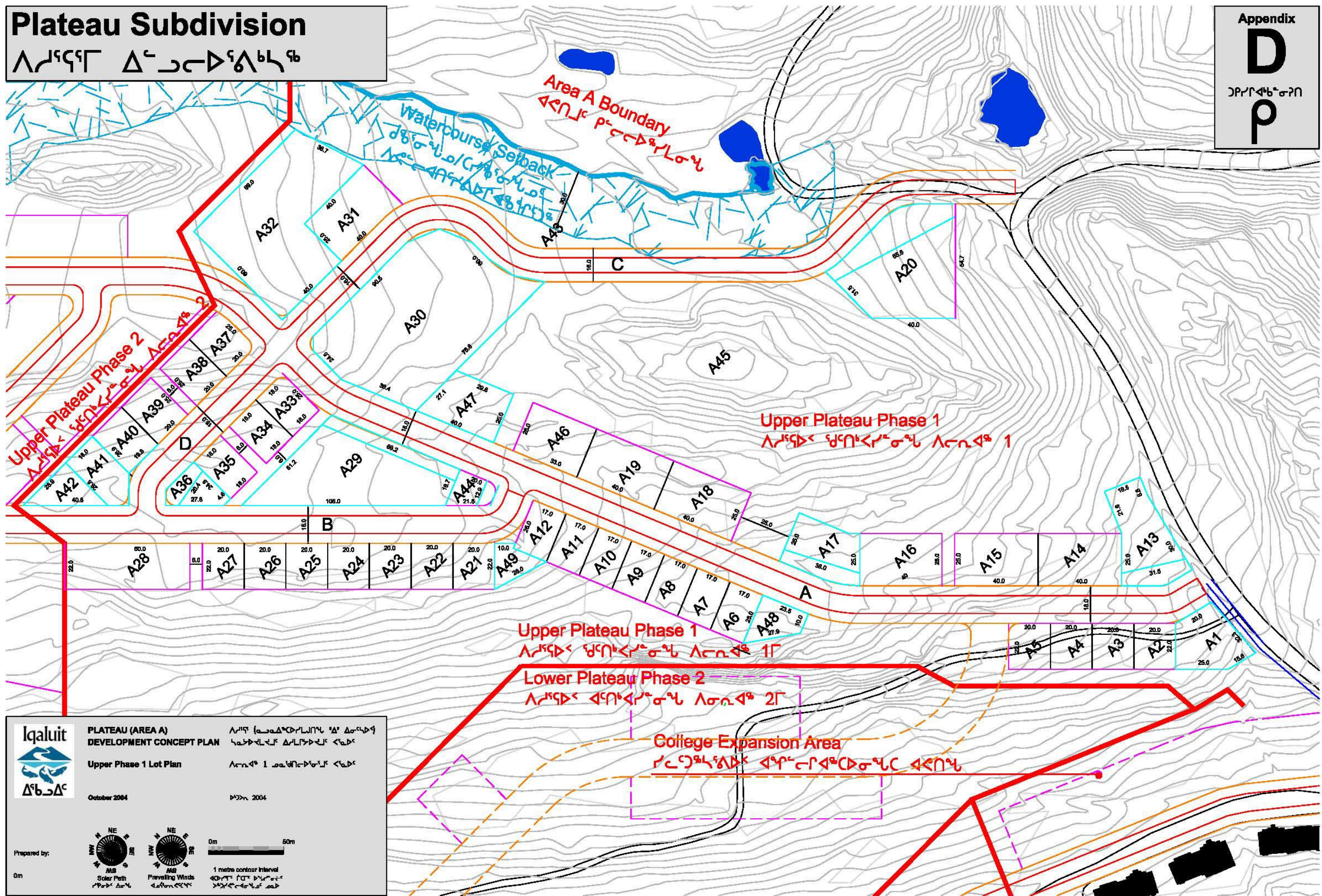




# Plateau Subdivision

ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ

Appendix  
**D**  
ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ  
**P**



Iqaluit  
ᐱᓯᑦᑦᐱ

**PLATEAU (AREA A) DEVELOPMENT CONCEPT PLAN**

Upper Phase 1 Lot Plan

October 2004

ᐱᓯᑦᑦᐱ (ᐱᓯᑦᑦᐱᐱᐱᐱᐱᐱᐱ ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ)  
ᐱᓯᑦᑦᐱᐱᐱᐱᐱᐱᐱᐱᐱ ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ

ᐱᓯᑦᑦᐱ 1 ᐱᓯᑦᑦᐱᐱᐱᐱᐱᐱᐱᐱᐱ ᐱᓯᑦᑦᐱ

ᐱᓯᑦᑦᐱ 2004

Prepared by:

0m

Solar Path  
ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ

Prevailing Winds  
ᐱᓯᑦᑦᐱᐱᐱᐱᐱᐱᐱᐱᐱᐱᐱ

0m 50m

1 metre contour interval  
ᐱᓯᑦᑦᐱᐱᐱᐱᐱᐱᐱᐱᐱᐱᐱ ᐱᓯᑦᑦᐱ ᐱᓯᑦᑦᐱ



# **ANNEX B – INUIT OWNED LAND PARCEL 'E' DEVELOPMENT SCHEME**



INUIT OWNED LAND PARCEL E  
Lot 1, Block 205, Plan 79985 CLSR

# Development Scheme

March 2014 (Updated July 2014)



ᑖᑖᑖᑖᑖ ᑕᑖᑖᑖ ᑖᑖᑖᑖᑖᑖᑖᑖᑖ  
QIKIQTANI INUIT ASSOCIATION



ᑖᑖᑖᑖᑖᑖᑖ ᑖᑖᑖᑖᑖᑖᑖᑖᑖ  
Qikiqtaaluk Properties Inc.



ᑖᑖᑖᑖᑖᑖᑖ ᑖᑖᑖᑖᑖᑖᑖᑖ  
QIKIQTAALUK CORPORATION









The background image shows a snowy hillside under a clear blue sky. Several houses of various colors (red, white, blue, grey) are built on the slope. A utility pole stands in the foreground on the right. The word "Contents" is written in blue text in the upper left area of the image.

# Contents

1.	Development Scheme for IOL Parcel E	4
1.1	General Development Plan for Municipal IOL Parcels in the Qikiqtani Region	4
1.2	Site Context and Development Scheme Areas	4
1.3	Vision for IOL Parcel E	5
1.4	Planning Principles	7
1.5	Evaluation of Conceptual Land Use Options	10
1.6	Development Scheme Summary	11
1.7	Land Uses	14
1.8	Land Development Guidelines	22



# 1. Development Scheme for IOL Parcel E

## 1.1 General Development Plan for Municipal IOL Parcels in the Qikiqtani Region

The General Development Plan for Municipal IOL Parcels in the Qikiqtani Region was completed in April 2013. The Plan provides an overview of municipal Inuit Owned Land holdings and includes recommendations regarding consultation, benefit statements, and development strategies across a range of land uses. All development on municipal Inuit Owned Land will be guided by the Nunavut Land Claims Agreement, including the following objectives:

- To provide for certainty and clarity of rights to ownership and use of lands and resources, and of rights for Inuit to participate in decision-making concerning the use, management and conservation of land, water and resources, including the offshore.
- To provide Inuit with wildlife harvesting rights and rights to participate in decision-making concerning wildlife harvesting.
- To provide Inuit with financial compensation and means of participating in economic opportunities.
- To encourage self-reliance and the cultural and social well-being of Inuit.

The Development Scheme for IOL Parcel E demonstrates the intent of Article 17 of the Nunavut Land Claims Agreement which states:

“The primary purpose of Inuit Owned Lands shall be to provide Inuit with rights in land that promote economic self-sufficiency of Inuit through time, in a manner consistent with Inuit social and cultural needs and aspirations.”

## 1.2 Site Context and Development Scheme Areas

As described in Section 3.2 above, IOL Parcel E is located within the Federal Road Special Policy Overlay area. The Overlay also applies to non-Inuit Owned Lands along the Federal Road corridor. These include a strip of land directly south of IOL Parcel E with frontage on Federal Road, an industrial area on the south side of Federal Road, and a residential area to the southeast of IOL Parcel E. Figure 5 shows the four areas contemplated in the Development Scheme.

*A - IOL Parcel E:* This area is the primary focus of this planning rationale report. Detailed land use, transportation and municipal servicing analyses have been conducted for the parcel to determine the highest and best use of land.

*B - Federal Road Frontage Area:* This area is important to the future development potential and access to IOL Parcel E. All parcels in this area have frontage on Federal Road. As the corridor transforms into a gateway to the Core Area, these parcels may come under increased development pressure. Future redevelopment of these parcels will be consistent with Federal Road Special Policy Overlay policies until a Development Scheme for the Overlay area is completed.

*C - Federal Road Industrial Area:* This area is located on the south side of Federal Road, directly across from IOL Parcel E. Similar to the Federal Road Frontage Area, this area may face increased development pressure over the long term due to its Federal Road frontage and proximity to the Core Area. Future redevelopment of these parcels will be consistent with Federal Road Special Policy Overlay policies until a Development Scheme for the Overlay area is completed.

*D - Federal Road Existing Residential Area:* Located to the south-east of IOL Parcel E, this area falls under Special Exception Zone (B2(1)) in the Zoning By-law, which allows the existing residential uses. Future extension of the Core Area may increase development pressure in this area. 1



Figure 1: The site's topography provides views to the land.

### 1.3 Vision for IOL Parcel E

The development of IOL Parcel E reinforces Inuit rights in land by encouraging uses that capture the highest and best use of the land in terms of economic development, environmental stewardship and cultural expression. All residents of Iqaluit will benefit from the creation of a strong gateway into the city along Federal Road. Development on these Inuit Owned Lands will celebrate and promote Inuit cultural heritage and contribute to the long-term economic, social and environmental sustainability of the city.

IOL Parcel E will take advantage of its location in the landscape by protecting important views and vistas, enhancing connections through the community to the land, and protecting areas for cultural activities. The community will be human scaled, providing safe and accessible public spaces connected by trails and a connected network of local roads.

Development within IOL Parcel E will showcase innovative approaches to city building and sustainable design, ones that prioritize the development of a complete community through coordinated private and public investment. As a complete community within the broader city, IOL Parcel E will offer a range of housing options, commercial opportunities and cultural experiences.





## 1.4 Planning Principles

The following planning principles will guide the Development Scheme and Plan of Subdivision for IOL Parcel E lands:

*Enhance relationships to the natural environment:* Minimize the impacts of development and promote connection to the land through the use of environmental stewardship best practices and innovative technologies.

*Achieve the highest and best use of the land:* Promote economic self-sufficiency and prosperity by allowing for an appropriate mix of land uses, establishing density targets and identifying long-term infrastructure requirements.

*Celebrate culture:* Support Inuit cultural expression through the development of a cultural hub and preservation or enhancement of land access routes, views and vistas, and open spaces. Continuity of heritage and cultural expression within the development, either through future building design or businesses and program delivery within future buildings will be elaborated within future development permit applications.

*Support a mix of uses:* Allow for a mix of land uses that address the long-term residential, commercial and cultural needs of the community.

*Create a beautiful and safe public realm:* Use Crime Prevention Through Environmental Design (CPTED) principles and urban design guidelines to establish an inviting and accessible public realm with connections to the broader community.

*Establish a gateway to the Core Area:* Establish a unique, culturally appropriate and welcoming gateway to the Core Area from the Airport.

### CULTURAL PRINCIPLES INFORMING THE PLAN

- Evidence of Inuit settlements in the area of Iqaluit dates back to 500 BC.
- Both migration and settlement patterns were often dependent on changes in climate and sufficient sources of food.
- Flexibility and mobility were, and continue to be, at the heart of living in the north.
- Winter is a time of social interaction after periods of being on the land. The gathering of people provides an opportunity for exchanges of knowledge and experience.
- Organization and orientation of individual dwellings was historically determined by social circumstances, environmental conditions and cultural activities.



## Conceptual Land Use Option 1

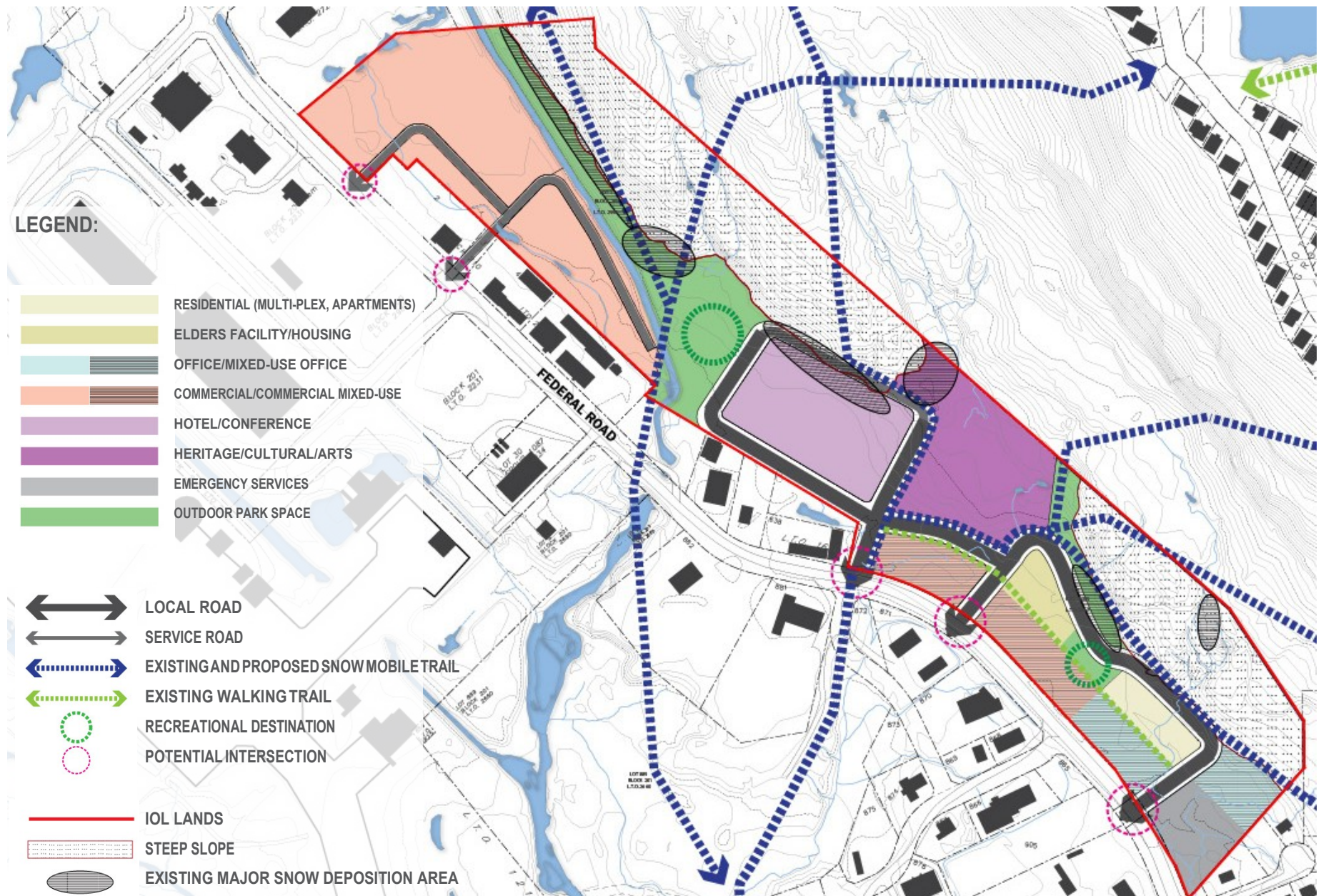


Figure 3: Development Scheme Option 1 with centrally located cultural hub.



Conceptual Land Use Option 2

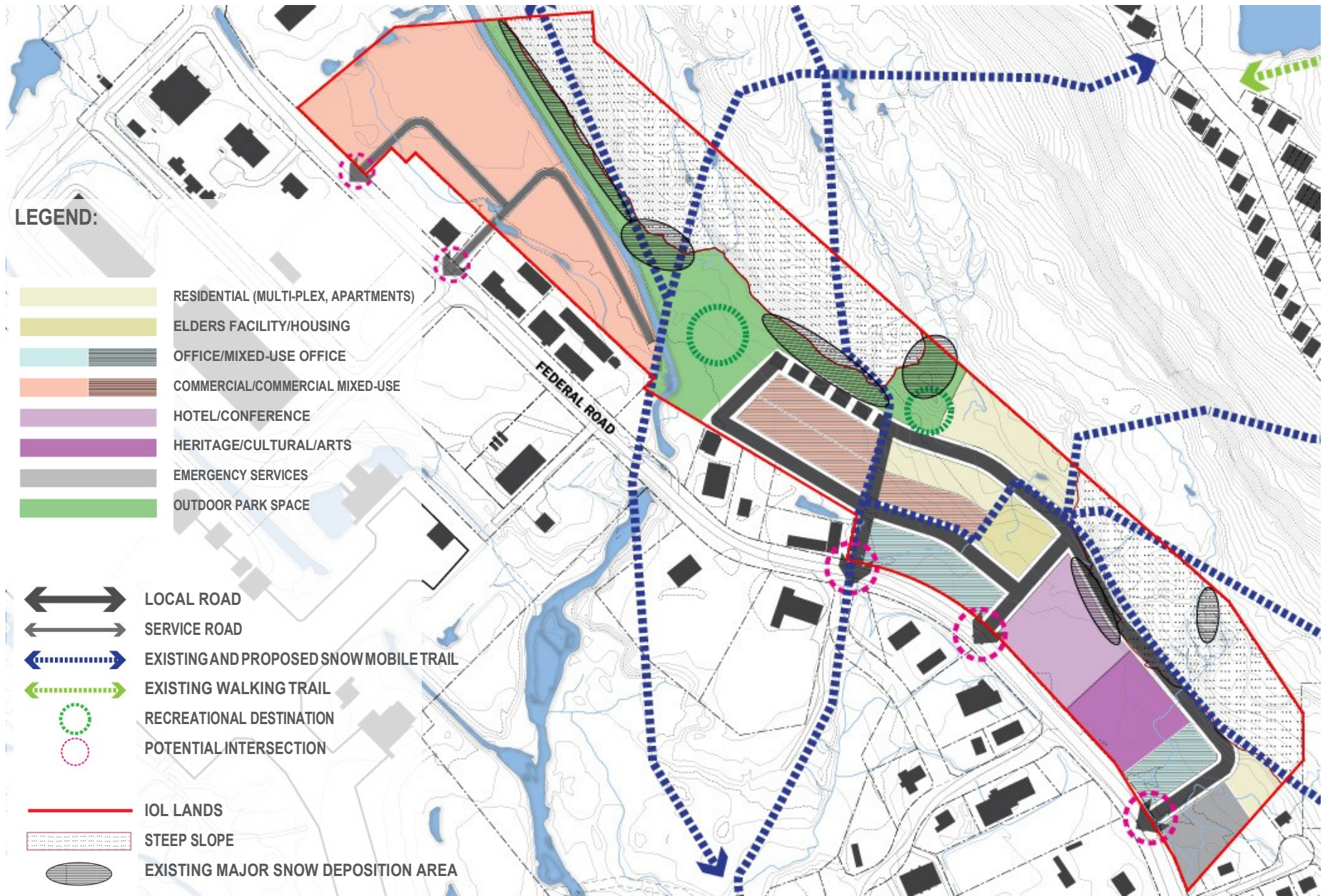


Figure 4: Development Scheme Option 2 with cultural hub located on Federal Road.

### 1.5 Evaluation of Conceptual Land Use Options

The conceptual land use options shown above in Figures 3 and 4 were developed for IOL Parcel E in consultation with QIA's Community Land and Resource Committee (CLARC), Government of Nunavut and development industry stakeholders. Each option was evaluated within the context of the planning principles outlined in Section 4.4 of this report. Options were also tested for their ability to meet municipal servicing and infrastructure standards. Through evaluation and testing, Conceptual Land Use Option 1 emerged as the preferred land use concept for the Development Scheme.

#### Conceptual Land Use Option 1

##### *Opportunities*

- Preferred location for the Heritage Museum and Visual Arts Centre and hotel/conference amenities. Central Location within the development area allows for integration of cultural amenities on site.
- New roads parallel to Federal Road provide accessibility through site, with connections onto Federal Road.
- Cross-site connections to natural features via trails and snowmobile routes.
- Opportunity to extend existing Core Area and enhance visual quality and urban experience along Federal Road with mixed-use frontage.
- Opportunities to connect into existing municipal services along Federal Road.

- Limited constraints to expanding municipal services from existing serviced area.

##### *Issues*

- Multiple connections to Federal Road may not provide optimal intersection spacing and may have negative impacts on traffic flow.
- Single-loaded roads against rock face in the east end of the site and behind hotel/conference amenities do not achieve the highest and best use of proposed road infrastructure.

#### Conceptual Land Use Option 2

##### *Opportunities*

- Location of the Heritage Museum and Visual Arts Centre and hotel/conference amenities allows for direct access to and from the cultural hub on Federal Road.
- New roads parallel to Federal Road provide accessibility through site, with connections onto Federal Road.
- Cross-site connections to natural features via trails and snowmobile routes.
- Opportunities to connect into existing services along Federal Road.
- Limited constraints to expanding municipal services from existing serviced area.

## 1.6 Development Scheme Summary

The Development Scheme for IOL Parcel E proposes future land uses to support the development of a complete community. Key features of the Development Scheme include:

*New Residential Development:* A residential area in the southeast area of the site can accommodate a range of needs from Elders' to family to employee housing. The Development Scheme and related Plan of Subdivision support the future development of housing types that respond to the social, economic and cultural needs of both Inuit and non-Inuit. The Residential Area is located on an existing rock outcropping and features a road alignment across the top of the rock, providing a double-loaded road and the potential for terraced residential units that complement the Plateau Subdivision. In addition to the Residential Area, residential uses are proposed in Mixed Use areas along Federal Road. This mix of residential and commercial uses is intended to support a safe and vibrant public realm within Mixed Use areas.

*A Mixed-Use Gateway and Future Expansion of the Core Area:* Mixed Use areas along Federal Road enable the development of commercial and residential uses. The Development Scheme contemplates the future extension of the Core Area along the Federal Road corridor towards the redeveloped Airport. While blocks along Federal Road are currently designated Commercial, the Development Scheme has been designed to meet the Core Area requirements and enable intensification, growth and Core Area expansion over time.

*A Cultural Hub:* The Development Scheme protects for a potential future Nunavut Heritage Museum and Visual Arts Centre, in

### Issues

- Location of the Heritage Museum and Visual Arts Centre and hotel/conference amenities is disconnected from open spaces. Soil conditions along Federal Road do not allow for taller buildings.
- Location of the Heritage Museum and Visual Arts Centre and hotel/conference amenities interrupts the mixed-use office frontage along Federal Road.
- Multiple connections to Federal Road may not provide optimal intersection spacing and may have negative impacts on traffic flow.
- Single-loaded road against rock face in the east end of the site does not achieve the highest and best use of proposed road infrastructure.
- Mixed-use commercial areas are internal to the site with no direct access to and from Federal Road.
- Residential uses are located in areas that do not take advantage of the site's natural topography to provide views and vistas.
- Location of the Heritage Museum and Visual Arts Centre and hotel/conference amenities and road network do not allow for maintenance of an existing walking trail.



INUIT OWNED LAND PARCEL E

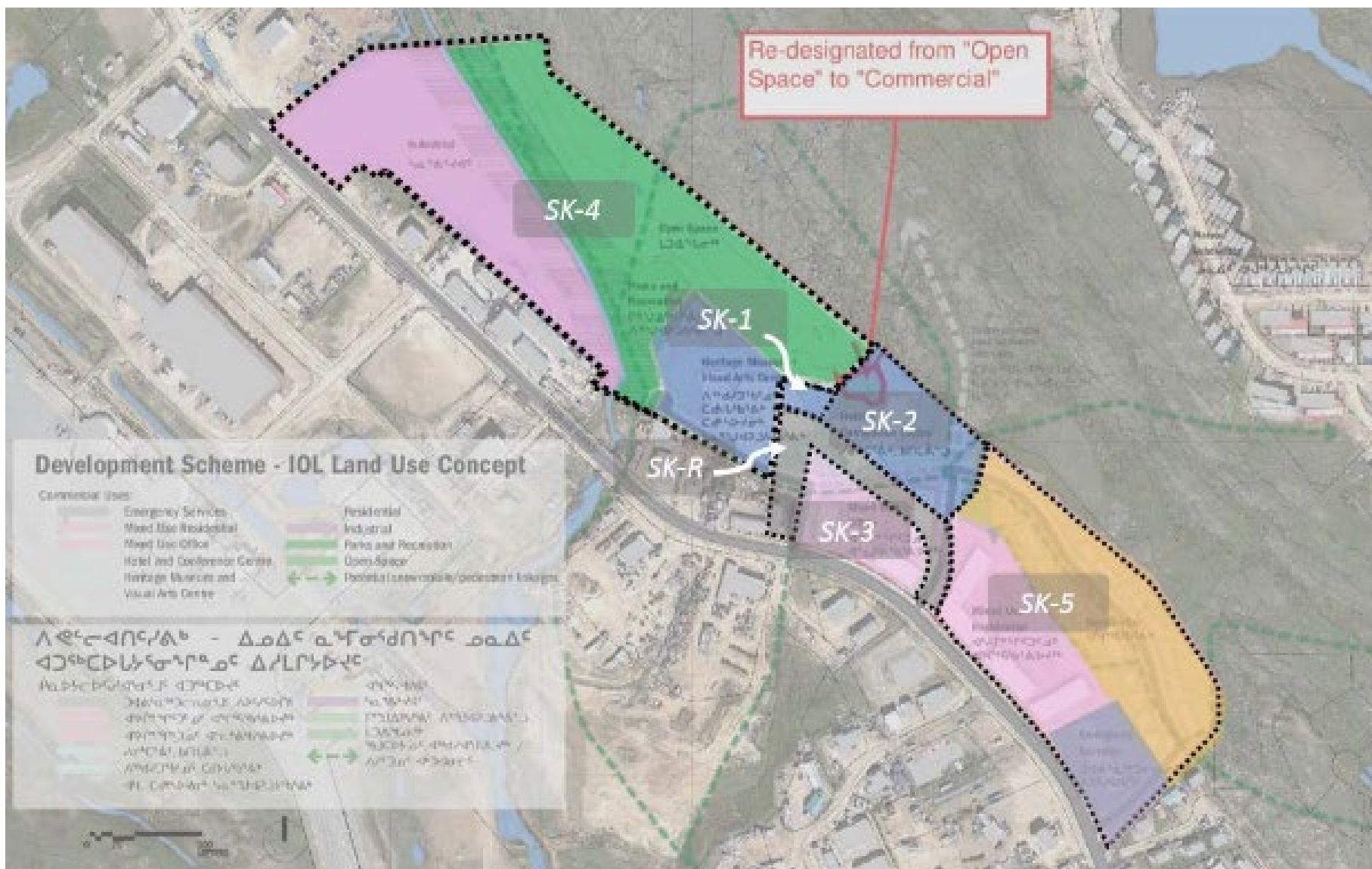


Figure 5: Development Scheme for IOL Parcel E.

addition to a hotel and conference centre, located in the centre of the site. These cultural uses would establish the area as an important cultural destination within the city, drawing economic activity to the area and the broader city.

**A Connected Transportation Network:** The proposed internal road network provides a high degree of east-west connectivity across IOL Parcel E in addition to key north-south access to the site from Federal Road. The Development Scheme and Plan of Subdivision protect for road allowances that may be developed in the future; however, site connectivity will not be negatively impacted should they remain undeveloped. Additionally, the Development Scheme contemplates a future road connection to the Commissioner's Land north of IOL Parcel E, should this area develop in the future.

**Connections to the Land:** The Development Scheme features a large Open Space area and active Parks and Recreation lands in the area around Carney Creek, directly adjacent to the Cultural Hub. Existing snowmobile trails will be protected in these areas, providing direct connections to the land through the site. In addition, activities such as berry picking and outdoor cultural programming will be encouraged in Open Space areas.

**A Supporting Plan of Subdivision:** In addition to the Development Scheme, QIA/QC has prepared a Plan of Subdivision to implement the Development Scheme at the block scale, allowing maximum flexibility as development of the site occurs over time. The Plan of Subdivision was developed and tested using typical building types existing within the City and meets all requirements of the City of Iqaluit Zoning By-law (see Plan of Subdivision under separate cover).



Figure 6: Conceptual massing for IOL Parcel E, looking southeast toward the Core Area from the Plateau Subdivision.

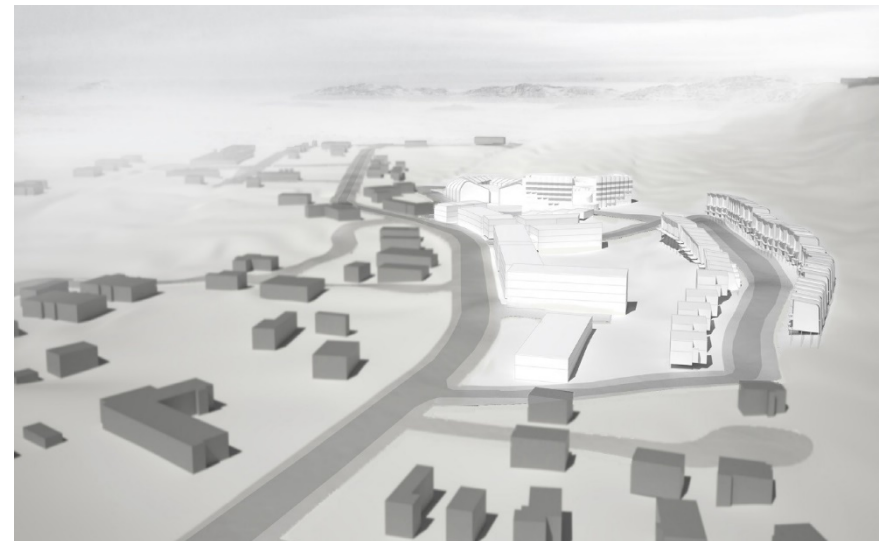


Figure 7: Conceptual massing for IOL Parcel E, looking northwest along the Federal Road corridor.

## 1.7 Land Uses

Proposed land uses within the Development Scheme for IOL Parcel E are shown above in Figure 5. Land uses are conceptual and may be refined or changed in future stages of planning. All land uses described below are permitted as-of-right or through minor variance within the District Commercial Zone (B2), Light Industrial Zone (M1), and Open Area Zone (OR) currently in place for IOL Parcel E. Future amendments to land use may require amendments to the Zoning By-law.

### 1.7.1 Commercial Uses

**Mixed Use Office:** There are two Mixed Use areas within IOL Parcel E, both with frontage on Federal Road. The Mixed-Use Office area is the western-most block, directly south of the proposed Hotel and Conference Centre. Mixed Use Office refers to a mix of commercial uses with a predominantly office character. This area will support both horizontal mixing (different uses in separate buildings) and vertical mixing (different uses in the same building). In cases of vertical mixing, office and other commercial uses will be ground-oriented with some residential uses on upper floors of the building. Development in this area is restricted to a maximum of four storeys in height. If, in the future, IOL Parcel E is designated Core Area, building heights in the Mixed-Use Office area may be increased as per Section 5.1.1 of the General Plan.

Mixed Use Office Area Summary	
Total Land Area	0.82 ha / 2.03 ac
Total Gross Floor Area (approx.)	9,400 m <sup>2</sup>
Total Commercial GFA (approx.)	2,300 m <sup>2</sup>
Total Residential GFA (approx.)	7,100 m <sup>2</sup>
Average Residential Density	87 units/net ha
Parking Spaces	93
Site Coverage	29%

**Mixed Use Residential:** The Mixed-Use Residential area is located east of the Mixed-Use Office block and south of the proposed Residential area. Mixed Use Residential includes a mix of commercial and residential uses. This area will support both horizontal mixing (different uses in separate buildings) and vertical mixing (different uses in the same building). In cases of vertical mixing, commercial uses will be ground-oriented with residential uses on upper floors of the building. Development in this area is restricted to a maximum of four storeys in height. If, in the future, IOL Parcel E is designated Core Area, building heights in the Mixed-Use Office area may be increased as per Section 5.1.1 of the General Plan.



Mixed Use Residential Area Summary	
Total Land Area	1.4 ha / 3.46 ac
Total Gross Floor Area (approx.)	14,600 m <sup>2</sup>
Total Commercial GFA (approx.)	3,600 m <sup>2</sup>
Total Residential GFA (approx.)	11,000 m <sup>2</sup>
Average Residential Density	79 units/net ha

*Heritage Museum and Visual Arts Centre:* The proposed location of the Heritage Museum and Visual Arts Centre in the centre of IOL Parcel E encourages the development of a cultural hub at the gateway to the city (see Figure 11). The Heritage Museum and Visual Arts Centre is proposed as a Commercial/Institutional use under the Core Area designation. Existing District Commercial (B2) zoning may require a minor variance to allow development of the Heritage Museum and Visual Arts Centre as a Museum/Library. Although a planned use within the Development Scheme, should a Heritage Museum and Visual Arts Centre not be built on IOL Parcel E, its proposed location can accommodate a range of other similar Commercial/Institutional uses (e.g. a community/recreation centre, a sports centre, other large-scale cultural uses, etc.).

Heritage Museum and Visual Arts Centre Summary	
Total Gross Floor Area (approx.)	9,640 m <sup>2</sup>
Parking Spaces	75

*Hotel and Conference Centre:* A Hotel and Conference Centre is shown directly adjacent to the proposed Heritage Museum and Visual Arts Centre. The Hotel and Conference Centre presents a significant economic development opportunity and also supports the establishment of a cultural hub at the gateway to the city. The Hotel and Conference Centre is a Commercial use under the Core Area designation. Existing District Commercial (B2) zoning allows for the as-of-right development of the Hotel and Conference Centre as a Hotel (see Figure 12).

Hotel and Conference Centre Summary	
Total Gross Floor Area (approx.)	9,400 m <sup>2</sup>
Parking Spaces	60

*Emergency Services:* An Emergency Services facility is proposed for the easternmost portion of IOL Parcel E, with frontage on Federal Road. Development of this facility will require either a lease agreement or land exchange between QIA and the City of Iqaluit. Preliminary facility design provides for direct vehicular access onto Federal Road as well as side access via a potential service road on the western side of the lot (see Figure 12).



Figure 8: Conceptual rendering of the proposed Nunavut Heritage Museum and Visual Arts Centre (source: Diamond + Schmitt Architects).

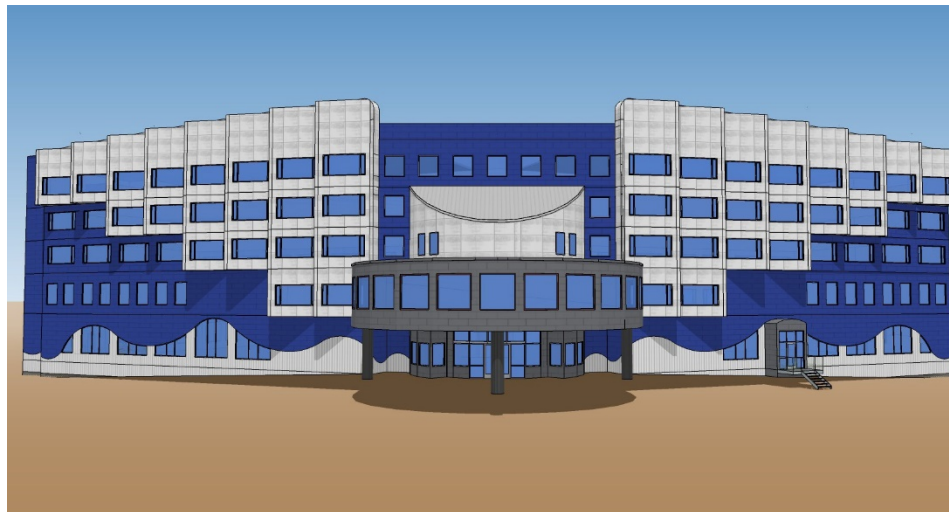


Figure 9: Right: Conceptual rendering of the proposed Hotel and Conference Centre (source: Livingstone Architects) and left: City of Iqaluit Emergency Services Centre (source: Stantec).



Emergency Services Summary	
Total Gross Floor Area (approx.)	1,320 m <sup>2</sup>
Parking Spaces	25
Site Coverage	25%

### 1.7.2 Residential Uses

**Multi-Unit Residential:** Development in the Residential area located in the southeast portion of IOL Parcel E will have a Multi-Unit Residential character. This refers to multi-family housing such as duplexes, fourplexes, sixplexes, row dwellings, stacked row dwellings and apartments (see Figure 13). Multi-Unit Residential buildings may follow Cluster Development principles (described below).

**Cluster Development:** This form of development, as described in the Plateau Development Scheme and City of Iqaluit Zoning By-law, may be used in the Residential area of IOL Parcel E. Cluster Development often results in reduced land and servicing costs and can be designed to meet enhanced performance criteria regarding snow and wind exposure. Similar to the intent described in the Plateau Development Scheme, Cluster Development may also be used on IOL Parcel E to take advantage of views and vistas and create a sense of community. Built form in Cluster Development areas will include Multi-Unit Residential types.

Residential Summary	
Total Land Area	1.82 ha / 4.51 ac
Total Gross Floor Area (approx.)	8,700 m <sup>2</sup>
Total Residential Units (approx.)	66
Total Residential GFA (approx.)	8,700 m <sup>2</sup>

### 1.7.3 Industrial Uses

The area to the west of Carney Creek is designated Industrial and zoned Light Industrial Zone (M1). The Development Scheme for IOL Parcel E does not contemplate changes to the existing land use designation or zoning in this area. Currently, the area has trucked services. Any future non-industrial uses on these lands will require a servicing analysis and plan prior to development. The lands designated Industrial within IOL Parcel E are not included in the Federal Road Special Policy Overlay area.

Industrial Summary	
Total Land Area	2.13 ha / 5.27 ac



Figure 10: Residential precedents in the City of Iqaluit, including high, medium and low density built form.

### 1.7.4 Parks and Recreation

Parks and Recreation areas within IOL Parcel E include a large area located directly to the east of Carney Creek, south of the Open Space area and west of the proposed Heritage Museum and Visual Arts Centre. The Parks and Recreation area is situated on relatively even ground and can accommodate major recreational infrastructure such as an outdoor skating rink, baseball diamond or soccer pitch. A linear strip of Parks and Recreation land runs along the east bank of Carney Creek across IOL Parcel E, providing land-to-sea connections for snowmobiles and pedestrians.

In addition to the Parks and Recreation area shown in the Development Scheme, smaller Parks and Recreation areas in the form of tot lots will be accommodated within Residential areas in order to satisfy the requirements of Section 5.7 of the City of Iqaluit General Plan.

Parks and Recreation Summary	
Total Land Area	0.43 ha / 1.06 ac

### 1.7.5 Open Space

A large portion of IOL Parcel E is designated Open Space. The Open Space area is located in the northwest of the parcel and includes a large rock outcropping that transitions into a valley to the north. The slope in the northern portion of this area is steep; however, future development of portions of this Open Space area may be achievable through innovative building design or should the Commissioner’s Land adjacent to IOL Parcel E be developed

in the future. The southern portion located adjacent to the proposed cultural hub provides opportunities for both passive and active recreation. The Development Scheme for IOL Parcel E also prioritizes pedestrian and snowmobile connectivity to and through the area. Pedestrian and snowmobile trails link Open Space to commercial, residential and cultural areas within the parcel and provide important links to the land and sea.

Open Space Summary	
Total Land Area	5.18 ha / 12.8 ac

### 1.7.6 Trails

The Development Scheme respects informal snowmobile and walking trails currently in use on the site. A known snowmobile trail along Carney Creek is protected within the Parks and Recreation land use within a watercourse buffer. Site circulation is also supported by the potential network of pedestrian and snowmobile linkages shown in the Development Scheme. Links between residential, commercial and cultural uses are proposed in order to support community connectivity and access to daily needs. The Development Scheme supports future extension of the Core Area designation along Federal Road by establishing a minimum 3 metre setback on the corridor, allowing for the development of demarcated pedestrian spaces. Principles included in the City of Iqaluit *Core Area Redevelopment Plan* regarding snowmobile access and creating a walkable city can be accommodated within the Development Scheme to enhance connectivity between the Core Area, new development and the land.



### 1.7.7 Roads and Transit

The road layout within the Development Scheme maximizes connectivity. Prevailing winds, site topography and solar orientation of buildings were taken into consideration when developing the road network. Roads within the Development Scheme are aligned to minimize snowdrifting and enable lot patterns that maximize solar orientation. The road network responds to site topography, particularly in the east. In this area, the road runs along the top of a rock outcropping to provide access to a residential community and to reduce drift deposition on the road. Grade modifications are required to develop this road. Access from the east (near the Emergency Services building) is proposed at a slope of approximately 3%. In the west (near the cultural hub), the slope is a maximum of 10%. This road provides access to building lots with superior soil, enabling terraced construction and attractive views.

The road network will accommodate multiple users, including vehicles, pedestrians and snowmobiles. However, pedestrians and snowmobiles will also have access to a dedicated trail system, reducing their reliance on public roads for mobility.

The Development Scheme anticipates future widening of Federal Road to a 25 metre right-of-way, as illustrated in the proposed Plan of Subdivision. Otherwise, all roads within the Development Scheme are designed with an alternative 18 metre right-of-way, as per Section 6.4.3 of the General Plan.

### 1.7.8 Municipal Servicing

Municipal services required within the development include a water distribution system, sanitary sewer collection system and a storm-water drainage system.

The water and sanitary systems should be below-grade or buried systems with both water and sanitary sewer mains located in a common trench. Maintenance access to the water and sewer mains should be provided through access vaults which protrude above the surface. The water and sewer mains and access vaults are most commonly located within the road right-of-way or within a service easement.

The stormwater drainage system within the City of Iqaluit consists of a series of natural or channelized major drainage courses, secondary drainage or roadside ditches, and culverts. Within IOL Parcel E, the proposed stormwater drainage system will primarily comprise roadside ditches and culverts, located within the road right-of-way. Drainage within development blocks will be designed to work with the proposed major drainage structures and will be designed in future stages of planning for individual lots.

## 1.8 Land Development Guidelines

Section 8.6 of the City of Iqaluit General Plan includes design criteria and policies to guide the preparation of development plans. Development Schemes should conform to the guidelines included in Section 8.6. The summary below indicates how the Development Scheme for IOL Parcel E has considered and/or meets the requirements of Section 8.6 of the General Plan. In some cases, the Land Development Guidelines apply to future stages of planning on the site. The summary has been organized by land use, including General, Residential, Commercial, Open Space/Parks and Recreational, Roads/Transit, and Municipal Servicing.

1.8.1 General

Section 8.6 Land Development Guidelines	Development Scheme for IOL Parcel E
<p>2. In proposing or reviewing a subdivision plan or Development Scheme, City staff and Council will consider the following:</p> <p>j) The configuration and orientation of lots should respond to the local microclimate and physical site conditions by considering:</p> <p>Existing drainage patterns;            Sun exposure to maximize sunlight on residential buildings;            Steep slopes;            Prominent views;            Direction of prevailing winds;</p> <p>vi. Known or potential snow-drifting areas identified through a snow and wind study</p>	<p>IOL Parcel E is generally a flat, natural tundra area located at the base of exposed bedrock. There is a deep channelized drainage channel that crosses the site in a north-south direction in the northwestern end of the site. A second major drainage course is located between Masik Court and the RCMP Building to the south of IOL Parcel E. In addition, there are several minor culverts located along Federal Road which transmit storm water drainage from the north side of Federal Road or IOL Parcel E to the south.</p> <p>A natural drainage area near the centre of the site is prone to standing water. This area will be re-graded to support future development. The construction of roadside ditches will provide improved drainage across the site and should help to mitigate the issues of standing water. The grading of individual blocks will take into consideration the presence of standing water and provide for grading that promotes drainage to the existing and proposed drainage structures.</p> <p>While the Development Scheme does not directly address the potential for major grade changes (e.g. cut and fill in rock outcrop areas), the proposed land use plan does not preclude future major grade changes. Further geotechnical, engineering and planning studies would be required to ensure compliance with the General Plan.</p> <p>The Development Scheme (and Plan of Subdivision) maximizes solar orientation of lots in the proposed Residential area. Lots and buildings should be oriented a minimum of 20° with south-facing windows.</p>

Local roads that provide east-west access across the site are oriented parallel with prevailing winds in an approximate NW/SE (320°-330°/140°-150°) alignment. The Development Scheme limits the use of “crosswind” streets. In most cases, roads are located on relatively flat, open terrain. In the proposed Residential area, a local road runs along a windswept hillcrest. To avoid significant drifting, roads are not proposed in downwind hillside areas.

The location of building lots relative to roads will influence snow drift conditions on nearby roads and neighbours. Typically, a windward snowdrift will form and extend downwind of the building in a “horseshoe” shaped drift. In addition, a downwind drift forms against the building. The drifts that occur downwind of a building are the main reason why cross-roads, or building placement upwind of a cross-road, are discouraged in the Development Scheme. Where cross-roads are necessary, larger buildings have been placed on the downwind side (e.g., the Heritage Museum and Visual Arts Centre) versus on the upwind side. Drift patterns around elevated buildings that allow wind flow underneath differ from those that occur with slab on grade or a building with solid skirting around the pile foundation. It is anticipated that most development on the site will allow wind flow underneath the building to ensure the downwind drifts are smaller in volume and form away from the building face.

The site’s natural features (i.e. level versus steep areas, uphill versus downhill conditions, presence of roads, water, etc.) within approximately 300 metres upwind of the development area all influence the ability to locate snow fencing. Further assessment will be undertaken to determine the potential use of snow fencing to benefit future development on the site.

<p>k) The presence of known historical or cultural resources, subject to the policies established in Section 5.8.</p>	<p>Figure B of the City of Iqaluit General Plan indicates known historical or cultural resources within the Populated Area using a Cultural Heritage symbol. The General Plan does not indicate the presence of historical or cultural resources on IOL Parcel E.</p> <p>Consultation with QIA’s Community Lands and Resources Committee (CLARC) did not reveal known historical or cultural resources on the site; however, traditional and modern pedestrian and snowmobile access corridors were noted, along with prominent views and vistas. IOL Parcel E is also a known berry picking site with most activity occurring on portions of the site that will remain undeveloped (e.g. due to steep slopes, etc.).</p> <p>Prior to development approval, a formal review of historical or cultural resources on IOL Parcel E may be undertaken.</p>
---	--

1.8.2 Residential

Section 8.6 Land Development Guidelines	Development Scheme for IOL Parcel E
<p>2. In proposing or reviewing a subdivision plan or Development Scheme, City staff and Council will consider the following:</p> <p>g) For the residential component of Development Schemes:</p>	<p>Residential development on the site will occur in two areas: a Residential area located in the east portion of the site and the Mixed Use Office/Mixed Use Residential areas located on Federal Road.</p> <p>All residential development on the site will be multi-unit development, in the form of duplexes, fourplexes, sixplexes, row dwellings, stacked row dwellings and apartments.</p>



<p>i. target an average net residential density of 30 units per net hectare. Net residential density is based on the area in exclusively residential use, and excludes public streets, rights-of-way and all non-residential uses;</p> <p>ii. ensure that no more than 40% of the leasable lot area is dedicated to low density residential development;</p> <p>iii. target 7% of the leasable lot area to be affordable to households under the 50<sup>th</sup> income percentile. The target income percentile may be amended by resolution of Council;</p> <p>iv. consider the location of low density residential areas relative to medium and high density residential areas;</p> <p>v. target at least 5% of housing proposed in a Development Scheme, excluding apartment dwellings, to meet the requirements of an industry-standard energy efficiency rating program, either:</p> <p>R-2000; or EnerGuide Rating Services (minimum rating 80).</p>	<p>Based on testing completed for the Plan of Subdivision, average net residential density in the Residential area is targeted at 36 units per net hectare.</p> <p>In the Mixed Use Residential area, average net residential density is targeted at 79 units per net hectare.</p> <p>In the Mixed Use Office area, average net residential density is targeted at 87 units per net hectare.</p> <p>Residential densities will be refined in future stages of planning and design, but will meet the average net residential density target of 30 units per net hectare.</p> <p>Multi-unit built form ensures that the majority of residential development will be medium density with less than 40% of the leasable lot area dedicated to low density development. Based on the housing typologies tested, the Development Scheme anticipates that approximately 27% of residential development will be low density.</p> <p>Multi-unit built form also provides a broader range of unit sizes and configurations to encourage a minimum of 7% affordable housing stock.</p> <p>With regard to energy efficiency, all residential development on IOL Parcel E will meet or exceed energy efficiency ratings as defined in the <i>Plateau Lot Development Standard</i>.</p>
---	--

1.8.3 Commercial

Section 8.6 Land Development Guidelines	Development Scheme for IOL Parcel E
<p>2. In proposing or reviewing a subdivision plan or Development Scheme, City staff and Council will consider the following:</p> <p>d) Creating a mix of uses along Collector Roads to increase activity and personal security for pedestrians.</p>	<p>The Development Scheme supports an active and secure public realm along Collector Roads by establishing a mixed use precinct with frontage on Federal Road.</p> <p>Section 5.1.2 of the General Plan speaks to the location of parking in Commercial areas with frontage on a Collector Road (Federal Road). Front yard and back-out parking is not permitted in these areas. The Development Scheme conforms to the General Plan by providing parking in parking lots located behind or to the side of buildings, accessible from Local Roads running perpendicular to Federal Road.</p> <p>Commercial development also conforms to existing District Commercial Zone (B2) requirements with regard to lot area and frontage, yard requirements and building heights. This will ensure a uniform street wall along Federal Road, providing a sense of enclosure and safety for pedestrians.</p> <p>The cultural hub, including the proposed Nunavut Heritage Museum and Visual Arts Centre and a Hotel and Conference Centre complements and supports commercial uses located along the Federal Road corridor. Regular pedestrian and vehicular traffic along the Federal Road corridor and into the site in the area of the cultural hub will ensure an active and vibrant public realm.</p>

1.8.4 Open Space / Parks and Recreation

Section 8.6 Land Development Guidelines	Development Scheme for IOL Parcel E
<p>2. In proposing or reviewing a subdivision plan or Development Scheme, City staff and Council will consider the following:</p> <p>a) Identification of an open space network and ways to connect it to the existing network. Design of the open space network will consider:</p> <p>i. Protection of natural features such as prominent rock bluffs, tundra, and watercourses;</p> <p>ii. Location of neighbourhood parks and public buildings and/or services;</p> <p>iii. Where appropriate, creating connections through the development area and linking existing open spaces to the land (Nuna) beyond the Populated Area.</p> <p>iv. Provision of safe and convenient access points to the Walking Trail and Snowmobile Trail systems, as designated in Figure D.</p> <p>v. Where appropriate, identification of new connections to the Walking Trail and Snowmobile Trail systems, protected by designating the subject lands Open Space.</p>	<p>The Open Space network proposed in the Development Scheme respects the topography of the site. In the northwest area of the site, steep slopes are designated Open Space to protect existing natural features and maintain connections from the site to the land (Nuna). Protection of this area under an Open Space land use designation also allows for continued and enhanced cultural uses including berry picking and outdoor cultural programming.</p> <p>A large Parks and Recreation area adjacent to the Open Space area provides an opportunity for the development of a programmed park space including amenities such as an outdoor skating rink, soccer pitch or a baseball diamond.</p> <p>The Parks and Recreation area extends as a linear space along Carney Creek, providing direct connections to and through the site for pedestrians and snowmobiles within the 30.5 metre watercourse setback from the creek centreline.</p>
<p>b) The size and location of neighbourhood parks are subject to the policies contained in Section 5.7</p>	<p>Section 5.7.5 of the General Plan speaks to parkland ratio for new residential development areas. The proposed Residential area is well-served by parkland in the Development Scheme. In addition, residential uses within Mixed Use areas have direct access to parkland.</p>

	<p>The Development Scheme includes 1,000 m<sup>2</sup> (0.1 ha) of tot lots, meeting the General Plan requirement of 100 m<sup>2</sup> for every 30 households. The “tot lot” is located in the northeast portion of the site and is directly accessible from surrounding residential uses without crossing an Arterial or Collector Road.</p> <p>In addition to tot lots, a large Parks and Recreation area is shown in the northwest area of the site, adjacent to the channelized creek and Open Space area. This Parks and Recreation area is 3,300 m<sup>2</sup> (0.33 ha) and is within a 750 metre walking circle of all residential uses on IOL Parcel E, in compliance with Section 5.7.5 b) of the General Plan.</p>
<p>c) All public spaces should be designed to ensure personal security by preserving unobstructed sight lines for persons passing through, and visibility of such spaces to people in adjacent buildings or other public spaces.</p>	<p>Public spaces within the Development Scheme have been located in areas that maximize sightlines and views across the site.</p> <p>The proposed tot lot is sited within the residential area to ensure both accessibility and natural surveillance.</p> <p>The Parks and Recreation area is located along an existing snowmobile trail. This trail provides direct sight lines from the lands north of the IOL parcel to the sea.</p> <p>The Development Scheme identifies land use relationships that support the development of secure public spaces, following CPTED principles (see Section 4.9.5, below). Detailed design of all public spaces within the IOL parcel will be undertaken in future stages of planning. Evaluation of public space design will occur through the City’s development approvals process in accordance with Section 8.7.5 of the General Plan.</p>

<p>e) Consultation with the community and various levels of government to determine the need for new community or public land. Public uses should occupy prominent locations with good access and good visibility from the surrounding neighbourhood or proposed neighbourhood.</p>	<p>The Development Scheme and Plan of Subdivision process included initial stakeholder and community consultation. Meetings with QIA’s Community Land and Resources Committee (CLARC) were critical to the development of early land use concepts. Feedback from Elders and the public received during meetings in February 2014 helped shape the final Development Scheme.</p> <p>Additional community and government consultation will take place throughout the development process. A Development Scheme(s) for other lands within the Federal Road Special Policy Overlay will require the City of Iqaluit to undertake broader public consultation, which may include IOL Parcel E as a component (potentially in partnership with QIA/QC. Consultation specific to IOL Parcel E will be particularly focused on uses within the cultural hub, as they require partnership to support implementation.</p> <p>Public uses, including the proposed uses within the cultural hub, Open Space, and Parks and Recreation uses are centrally located within the site, with direct access for pedestrians and snowmobiles along a dedicated trail system. Vehicular access is provided directly from Federal Road.</p>
<p>h) Respect watercourse setback requirements as established in Sections 5.6.8 and 5.6.9.</p>	<p>Industrial and Commercial land uses adjacent to the existing channelized creek (Carney Creek) are setback 30.5 metres from the centreline of the creek, as per Section 5.6.8 of the General Plan. Under Section 5.6.9, an exception to the standard setback may be made based on the findings of further geotechnical study. Through the development process, the creek may be further studied to determine if a reduction in setback is appropriate.</p>

1.8.5 Roads and Transit

Section 8.6 Land Development Guidelines	Development Scheme for IOL Parcel E
<p>2. In proposing or reviewing a subdivision plan or Development Scheme, City staff and Council will consider the following:</p> <p>i) Provide Arterial, Collector and Local Roads in accordance with the policies in Section 6.4 and a hierarchy of roads that connects to the existing road network.</p>	<p>The site’s internal road network comprises Local Roads. Local Roads include two 4.25 metre lanes and a 1.0 metre shoulder, as per the typical cross section shown in Section 6.4.3 of the General Plan. However, as per Section 6.4.3.3 of the General Plan, all Local Roads within the site will be developed with an alternative 18 metre right-of-way. Local Roads will be constructed from local gravel and in general will be elevated above the existing ground. Drainage works, ditches and culverts associated with the road network will generally be located within the road allowance within drainage easements.</p> <p>The preferable maximum grade of a Local Road is 8% with an absolute maximum grade of 10%. The road network within IOL Parcel E will meet these grade requirements. The lands within the Federal Road Special Policy Overlay, but outside IOL Parcel E, feature an existing road network, road allowances and snowmobile routes. The site’s Federal Road frontage provides direct connection from the internal Local Road network to a Collector Road.</p> <p>Section 6.4.4 of the General Plan protects for the development of a Bypass Road to alleviate traffic congestion along Federal Road in the Core Area. The Development Scheme considered the Iqaluit Core Area Bypass Road Preliminary Design Report (2007) and tested the configuration of the Bypass Road shown in Figure D of the General Plan. The Preliminary Design Report indicates a conceptual Bypass Road alignment through IOL Parcel E and identifies the key constraints to road development.</p>



<p>l) Where transit service is proposed, provide safe and convenient access to bus stops or waiting areas and ensure that they are appropriately sheltered.</p>	<p>In order to achieve the highest and best use of lands within IOL Parcel E, the Development Scheme considers an alternate Bypass Road alignment along the proposed Street A, as shown in the Plan of Subdivision and Figure 14 on the following page. The preferred alignment of the Bypass Road through IOL Parcel E should be determined by the City of Iqaluit and QIA/QC through ongoing discussion and a future development agreement. A final preferred alignment may require an amendment to Section 6.4.4 of the City of Iqaluit General Plan.</p> <p>Transit service through the site will be determined in a future stage of the planning process. Right-of-way widths and turning radii shown in the Development Scheme and Plan of Subdivision comply with the City of Iqaluit General Plan (Section 6.4) and road design practices in order to enable future transit planning.</p> <p>Transit service along the Federal Road corridor will directly serve the IOL parcel. The specific location and design of bus stops or waiting areas will also be determined in a future stage of the planning process; however, in general they should be located at key points along the Federal Road mixed use frontage.</p>

- Existing Bypass Road Alignment ———
- Alternative Bypass Road Alignment ———
- Conflicts □

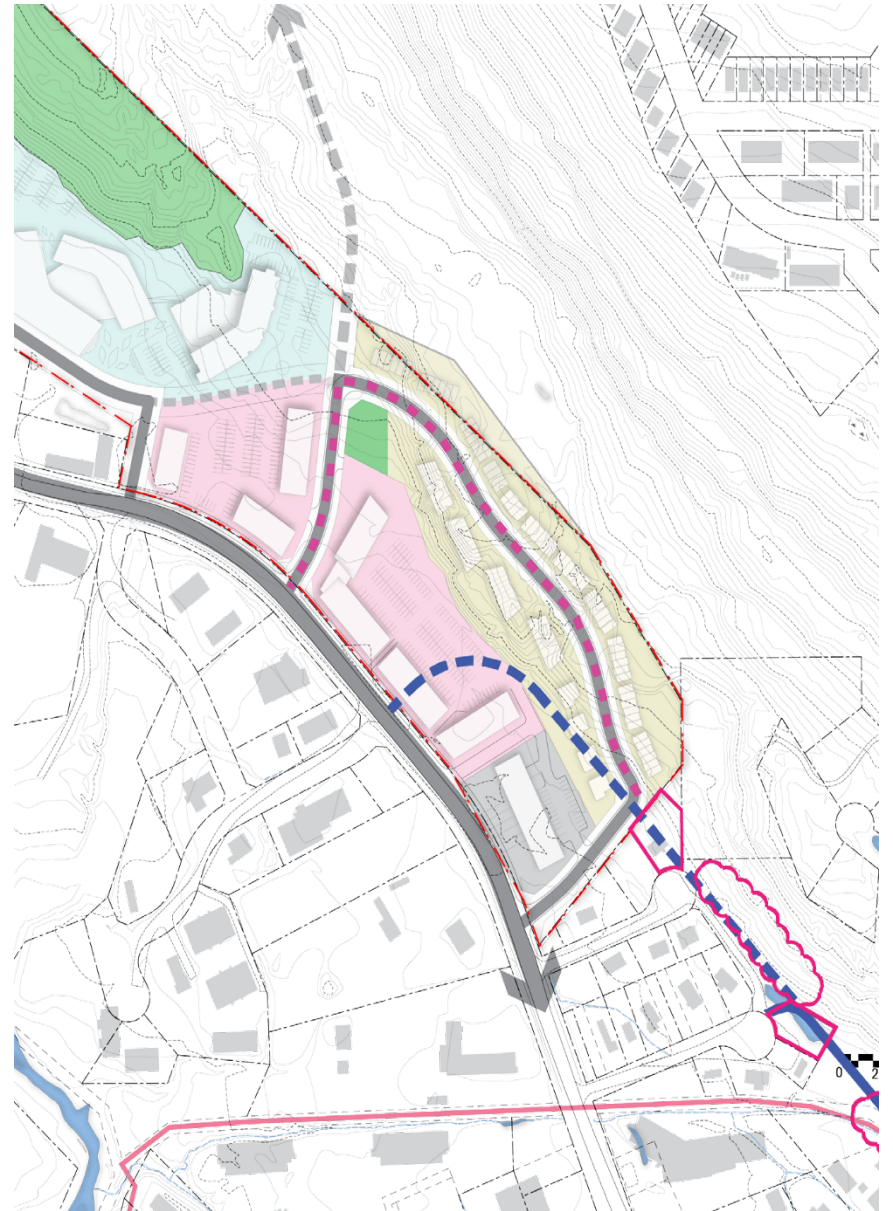


Figure 11: Existing and Alternative Bypass Road Alignments.

**INUIT OWNED LAND PARCEL E**

1.8.6 Municipal Services

Section 8.6 Land Development Guidelines	Development Scheme for IOL Parcel E
<p>2. In proposing or reviewing a subdivision plan or Development Scheme, City staff and Council will consider the following:</p> <p>f) New land for municipal servicing infrastructure, such as a sewage lift station, water booster station or reheat stations.</p>	<p>The servicing plans for IOL Parcel E will follow the City’s Municipal Servicing Guidelines dated March 2004.</p> <p>The requirement of a sewage lift station has been identified for the servicing of lands within the Federal Road Special Policy Overlay which include the portion of the IOL Parcel E to be serviced. The preliminary servicing plan prepared proposes a sewage lift station be located in the southwest area of the Federal Road Special Policy Overlay.</p>
<p>m) The feasibility and cost of installing power cables and infrastructure underground.</p>	<p>The existing power and communication distribution routing through IOL Parcel E will require relocation prior to development of the site. Installation of underground electrical servicing is intended if feasible and will be further explored with Qulliq Energy Corporation and Northwestel prior to future development applications.</p> <p>Preliminary cost estimates for underground water and sanitary services internal to the site will be established in consultation with the City prior to future development applications.</p> <p>Alternative infrastructure options may also be explored for IOL Parcel E, including alternative energy, water and wastewater solutions to address specific lot development criteria listed in Section 8.7 of the General Plan.</p>

**ANNEX C – FUTURE DEVELOPMENT  
AREA 'B' DEVELOPMENT  
SCHEME**



AREA B

# Development Scheme 2015



## **TABLE OF CONTENTS**

<b>1.0</b>	<b>INTRODUCTION</b> .....	<b>2</b>
<b>2.0</b>	<b>OVERVIEW OF PLANNING PROCESS</b> .....	<b>4</b>
<b>3.0</b>	<b>SUSTAINABLE COMMUNITY PLAN (2014)</b> .....	<b>5</b>
<b>4.0</b>	<b>LAND USE POLICIES AND DESIGN PRINCIPLES</b> .....	<b>6</b>
<b>4.0</b>	LAND USE POLICIES.....	7
<b>4.1</b>	LAND USE DESIGN PRINCIPLES.....	10
<b>5.0</b>	<b>DEVELOPMENT POLICIES</b> .....	<b>12</b>
<b>5.0</b>	TRANSPORTATION POLICIES .....	12
<b>5.1</b>	SERVICING & DRAINAGE POLICIES.....	17
<b>5.2</b>	PHASING OF DEVELOPMENT .....	17
<b>5.3</b>	LOT DEVELOPMENT STANDARDS.....	19
<b>5.4</b>	AFFORDABLE HOUSING .....	19
<b>5.5</b>	RADAR SITE INFLUENCE AREAS.....	20
<b>6.0</b>	<b>DEMONSTRATION PLAN</b> .....	<b>21</b>
<b>7.0</b>	<b>MONITORING</b> .....	<b>22</b>
	<b>SCHEDULE A – LAND USE CONCEPT PLAN</b> .....	<b>23</b>
	<b>SCHEDULE B – SERVICING CONCEPT PLAN</b> .....	<b>24</b>
	<b>SCHEDULE C – PHASING OF DEVELOPMENT</b> .....	<b>25</b>
	<b>SCHEDULE D – TRANSPORTATION PLAN</b> .....	<b>26</b>



## 1.0 INTRODUCTION

This Development Scheme is a Neighbourhood Plan which was approved by the City of Iqaluit Council. Through this plan, the City of Iqaluit will increase the supply of serviceable land and opportunities for growth. The Development Scheme is rooted in a community vision based on the long-term directions established in the City of Iqaluit General Plan, the Iqaluit Sustainable Community Plan and the direction provided to the City by Iqalummiut throughout the consultation process. The purpose of a Development Scheme is to guide land uses for the neighbourhood and establish policies to ensure appropriate development. Anticipated build-out of this neighbourhood spans over a 10-year horizon once Phase 1 lots are disposed.

### **Vision Statement**

*Iqaluit's next neighbourhood has a positive neighbourhood identity and is an integral part of our community. The neighbourhood design is inclusive - it supports a range of land uses and housing options. The neighbourhood supports the health and well-being of residents by providing spaces for traditional, cultural and recreational activities and by maintaining access to the land.*

The requirements for Development Schemes are outlined in the *Nunavut Planning Act* and in Policy 1 of Section 8.4 of the 2010 General Plan. The subject lands are identified as “Future Development Area B” in the 2010 Iqaluit General Plan (By-law 703).

### **Planning Context**

Iqaluit is experiencing rapid demographic growth and an acute housing shortage. There is a high demand for public housing, a low vacancy rate for apartments and a strong demand for vacant low density lots, as demonstrated at the time of lot disposal. Iqalummiut households are diverse in size, income and demographic composition.

Construction costs are high and servicing new neighbourhoods is becoming increasingly costly. Access to the private housing market is increasingly becoming out of reach for many Iqalummiut.

Land development is constrained by a challenging terrain. There is limited land suitable for development in Iqaluit. The land selected for Iqaluit's next neighbourhood is located along Road To Nowhere, directly east of the Lake Subdivision, north of Niaqunngusiarq Road, Toonik Pond and AWG Arena, and west of the Niaqunnguk River. The greater area provides recreational opportunities to Iqalummiut, including snowmobiling, skiing and skating in the winter and spring months and swimming in Niaqunnguk River in the summer.

The neighbourhood is designed to respond to the natural landscape. The area selected for the neighbourhood is shaped like a bowl, and features significant drainage and snowdrifting. The

neighbourhood's design retains the majority of existing drainage corridors and ensures that development is not proposed in areas where snowdrifting cannot be mitigated. Roads are designed in response to the design of piped services, which require positive drainage to function. The main north-south road is proposed at an angle to ensure that roads are not too steep.

## **The Development Scheme Highlights**

The Development Scheme represents an important part of Iqaluit's growth for the next ten years. With the ten-year housing need for Iqaluit recently estimated at 1,050 to 1,270 units, the 490 units estimated for this new neighbourhood represent approximately 42% of the required supply. The new neighbourhood also reserves land for commercial and institutional uses, exceeding the estimated ten-year requirement of 1.8 hectares.

The new neighbourhood is proposed to contain a mix of uses and residential densities. Housing types will range from low-density to high-density, in a variety of forms and lot sizes. This range of housing options is offered to reflect Iqaluit's diversity, allowing opportunities for different types of households to establish in the new neighbourhood. Approximately 12 waterfront lots are proposed, which will contain single-detached dwellings on large lots. Approximately 71 additional low-density units will be located throughout the neighbourhood. Medium-density housing units such as townhouses and triplexes will also be dispersed throughout the area, totalling approximately 259 units. A portion of the lands north of Road To Nowhere will be reserved for high-density housing types such as apartments and stacked row dwellings, with approximately 148 units.

Additionally, a new school site is proposed at the north of the new neighbourhood, on the south side of Road To Nowhere. Two areas will also be reserved for commercial development to the east of the school and near Toonik Pond. These will provide business and shopping opportunities for residents.

The current uses of the land were considered through the preparation of the neighbourhood design. Through its Land Use Concept Plan, the Development Scheme provides new gathering places and walking trails for the community and supports the enjoyment of existing green spaces, outdoor activities, and snowmobile trails. The new neighbourhood will include two municipal playgrounds, along with recreational spaces at the school site.

The Land Use Concept Plan is attached as **Schedule A** and describes land uses, environmental protection areas, open space areas, watercourse setbacks, road and trail networks, and phasing of development. The Servicing Concept Plan (**Schedule B**) illustrates the location of the water and sewer servicing infrastructure and distribution network. A Phasing Plan is included as **Schedule C**, which illustrates the general timeline for development. A Transportation Plan, including roads, Walking Trails, and Snowmobile Trails, is included as **Schedule D**.

## 2.0 OVERVIEW OF PLANNING PROCESS

The key steps undertaken in the planning process are outlined below:

Community Engagement #1 – Selecting a New Development Area	June 18-19, 2013
Development Area Selection Report	August, 2013
Council motion to select Development Area	September 10, 2013
Community Engagement #2 – Issues, Concerns, Needs, Past Practices, & Design Principles	October 8-11, 2013
Community Engagement #3 – Alternative Concept Plans	November 25-27, 2013
Community Engagement #4 – Draft Development Scheme (Council Workshop, Open House and consultation at Northmart)	June 2014
Development Scheme to City of Iqaluit Council	April 2015

Community members participated in a consultation session to share ideas about the features and design of the new neighbourhood. Many of the suggestions were drawn from the successes and challenges experienced in Iqaluit's most recently developed neighbourhood, the Plateau Subdivision.

There have been four Community Engagement events, with approximately 20-40 members of the community in attendance at each session. The October and November 2013 sessions included Roundtable sessions with community stakeholders, each with approximately 10-15 invitees. Additionally, in June 2014, City Staff consulted with approximately 200 Iqalumiut at Northmart and held an Open House the same month. Council workshops were held throughout the process. The design of the neighbourhood incorporates many of the suggestions heard at these public events, which highlighted a desire for sustainable growth that expands housing options and retains existing qualities of the land. In addition, the City consulted with agencies on an as-needed basis.

The new neighbourhood incorporates several lessons learned and suggestions, including:

- The existing **Snowmobile Trail network**, connecting Iqaluit to Pangnirtung and Tarr Inlet shall be retained;
- Some **large lots** will be included along the waterfront to increase the diversity of housing options and preserve visual sightlines to the waterbody;
- **Commercial/ mixed-use** development will be included in the neighbourhood design;
- Land will be reserved for a new **school**;
- **Larger playground spaces** will be provided to allow for a wider range of recreational activities and increase the amount of open space in the neighbourhood;

- An **0.8-metre gap** will be required beneath houses to prevent snow drifting (exceptions may be granted in certain cases);
- **Solar orientation** will be encouraged to promote passive heating and light from the sun, where feasible;
- Separated **pedestrian walkways** will be included on some streets to improve connections and encourage walking;
- **Roads will be paved** to improve travel conditions and reduce damage to vehicles; and
- Some streets will accommodate **on-street parking** to provide visitor parking in the neighbourhood.

This Development Scheme is the first step in the development process for the new neighbourhood. After receiving Council approval, detailed engineering designs can begin, with lot disposal anticipated for 2016 or 2017. The City will also carry out consultations with community members to name the new neighbourhood and its streets in the future. Once the new neighbourhood name is found, this Plan shall be updated through a resolution from Council.

### **3.0 SUSTAINABLE COMMUNITY PLAN (2014)**

In January 2014, Iqaluit City Council adopted the Iqaluit Sustainable Community Plan. The plan is an umbrella document for the City of Iqaluit and is intended to guide City activities and plans. The Sustainable Community Plan contains many actions to move the community towards a better long-term future by reinforcing the three central relationships: relationship to the environment, relationship to social and family wellbeing, and relationship to a productive society. The Action Plan (Part 2) specifies that the City of Iqaluit will use the Plan to “guide decision-making and to incorporate sustainability in the work of the municipality.”

There are links to **7 Municipal Goals** in the Sustainable Community Plan that are addressed by implementing Municipal Actions in this Development Scheme.

The Development Scheme actively responds to these Municipal Goals:

- Enhance energy guidelines for future development
- Increase available housing
- Promote affordable home ownership

The Development Scheme addresses aspects of these Municipal Goals:

- A beautiful community

- Improve outdoor safety
- Ensure the community is physically accessible to everyone
- Positive neighbourhood identity

The Development Scheme is a Neighbourhood Plan. The design aspires to support both the community’s traditional, cultural and recreational requirements and its needs for more serviced land to support demographic growth. The Scheme intentionally contributes to the community's long-term vision to create a new neighbourhood in Iqaluit that is safe, caring, connected, and respectful of our land, each other and ourselves.

#### 4.0 LAND USE POLICIES AND DESIGN PRINCIPLES

The following policies will apply to the lands identified on the Land Use Concept Plan in **Schedule A**. Land uses identified on the Land Use Concept Plan are conceptual and may be changed without an amendment to this Plan, provided the proposed use is consistent with the land use designation on Figure B of the General Plan. Changes in land use may require an amendment to the Zoning By-law.

*Table 1: Distribution of Land Uses*

ᓄᓇᐃᑦ ᐋᓃᑦᐅᓂᓴᑦ <b>LAND USE</b>	ᓄᓇ (ha) (ᐋᓃᓴᑦ ᓄᓇ) <b>AREA (ha)</b> (leasable land)	>ᓴᓂᓴ ᓄᓇᐅᑦ ᐋᑦᓴᓴᓂ <b>% OF                      TOTAL AREA</b>	ᐃᓂᓴᑦ (ᐃᑦᐅᐃᑦ / ha) (ᓇᓂᓴᑦ ᐃᑦᐅᐃᑦ) <b>DENSITY</b> (units/ha) (from Plateau Subdivision)	ᓴᑦᐅᓂᓴᑦ ᐃᑦᐅᐃᑦ <b>UNITS</b>
ᐃᑦᐅᐃᑦ <b>Low Density</b>	3.67	28%	22 units / HA	83
ᐃᑦᐅᐃᑦ ᐃᑦᐅᐃᑦ / ᐃᑦᐅᐃᑦ ᐃᑦᐅᐃᑦ <b>Waterfront Low Density</b>	0.82	7%	15 units / HA	12
ᐃᑦᐅᐃᑦ <b>General Low Density</b>	2.85	21%	25 units / HA	71
ᐋᑦᓴᓴᓂ ᐃᑦᐅᐃᑦ <b>Medium Density</b>	5.19	40%	50 units / HA	259
ᐃᑦᐅᐃᑦ <b>High Density</b>	1.69	13%	90 units / HA	148
ᐋᑦᓴᓴᓂ ᐋᑦᓴᓴᓂ <b>Potential Expansion</b>	1.30		90 units / HA	119
ᐃᑦᐅᐃᑦ <b>Institutional</b>	1.87	14%		
ᐃᑦᐅᐃᑦ <b>Commercial</b>	0.69	5%		
ᐋᑦᓴᓴᓂ ᐃᑦᐅᐃᑦ <b>ALL RESIDENTIAL LAND USES</b>	10.55	80%	46 units / HA	490
ᓄᓇᑦ ᐋᓃᓴᓂ <b>ALL LAND USES</b>	13.11	100%	37 units / HA	490

The distribution of land uses is summarized in Table 1. Table 1 illustrates that a total of 80% of the land is dedicated for residential development and 20% is for non-residential or mixed-use development. Table 1 does not include playgrounds, and additionally excludes water pumping and sewage lift stations.

## 4.1 Land Use Policies

---

### 4.1.1 Open Space, Parks & Picnic Area



The *Open Space* designation protects land from development and forms a greenspace network that connects to adjacent neighbourhoods. These spaces create environmental value by including setbacks from waterbodies, and by accommodating drainage courses and snowdrift zones. These spaces also provide recreational opportunities, including space for formal Snowmobile Trails and Walking Trails. These trails are shown conceptually on Schedule A, including protection of major Snowmobile Trails leading to Pangnirtung and Tarr Inlet.

The Land Use Concept Plan includes two municipal playgrounds and a recreational play area on the proposed school site:

- A large playground approximately 1,300 m<sup>2</sup> in size will be centrally located in the middle of the neighbourhood. This space could include play structures and a hard surface for either basketball and/or ball hockey. Cultural representations in playground design will be considered.
- A second playground at the south end will be located next to Toonik Pond and connected to Walking Trails.
- A recreational area, located at the school site, will complement the two municipal playgrounds. Similar to other school sites in Iqaluit, it is anticipated that the school site will include play structures.

A picnic area with associated parking is proposed on the east side of Toonik Pond at the south end of the new neighbourhood. The picnic area is located near existing development and facilities to ensure accessibility for Elders and people with disabilities. The parking could be used for those wanting to picnic or swim, or to use the playground proposed beside the pond. An additional parking lot is proposed along Road to Nowhere, providing access to the Walking Trail along Niaqunnguk River. The Open Area Zone (OR) is proposed for these lands.



### 4.1.2 Institutional

The *Institutional* designation is reserved for buildings that provide a community service. The range of uses will include educational, recreational, servicing infrastructure, government services, daycare, place of worship, arts studio and greenhouses. *Institutional* lots are located on relatively large and flat sites, close to primary roads or intersections, and with good visibility from the surrounding neighbourhood pursuant to Section 8.6 of the General Plan.

A school is anticipated for the large lot along the Road To Nowhere with additional land for another use. A second lot is located at the south end of the neighbourhood, which will enjoy a prime location next to Toonik Pond and a playground. Two small lots are dedicated for a new water booster and reheat station and sewage lift station which are needed to provide piped services to the new neighbourhood. The *Public / Institutional Zone (P)* is proposed for lands under this designation. An exception will be placed on this zone to prohibit uses that do not meet the intent of the designation (e.g. government offices).



The City will explore the potential for the provision of a ski chalet or cabin in the neighbourhood to support this recreational activity. The location of this facility will be determined through additional consultation. An amendment to this Plan will not be required to allow this facility.

### 4.1.3 Commercial



The *Commercial* designation is intended for commercial activities. Residential uses that are located above the ground floor of a building may also be permitted in this designation. There are two areas identified for commercial development, one area along the Road To Nowhere and the other east of Toonik Pond. A *Neighbourhood Business Exception Zone (B3[x])* is proposed for lands under this designation. The Exception Zone would provide for additional permitted uses that are considered compatible with the neighbourhood such as a retail store, educational facility, and business services and conditional uses such as a greenhouse. The Exception Zone may restrict the floor area of certain uses.

#### 4.1.4 Residential – Low Density

The *Residential – Low Density* designation permits low-density residential uses such as single-detached, semi-detached, and duplex dwellings. These lands are distributed throughout the development area to allow a small supply in each phase of development. The *Low Density Residential Zone – Full Services (R1)* is proposed for lands under this designation.



#### 4.1.5 Residential – Waterfront



The *Residential – Waterfront* designation is intended for single-detached dwellings on relatively large lots that are strategically located to allow more visibility from the surrounding area to the waterbody. Buildings will be restricted to two storeys in height. A *Low Density Residential Zone – Full Services, Special Exception Zone 2 (R1[x])* is proposed for lands under this designation. The Special Exception Zone will restrict uses to single-detached dwellings and regulate minimum lot areas, lot frontages, and side yard setbacks to ensure that the intent of the designation is achieved.

#### 4.1.6 Residential – Medium Density

The *Residential – Medium Density* designation permits ground-oriented multi-family housing forms such as fourplexes, sixplexes, row dwellings, and stacked row dwellings, but does not include apartment type units. The *Medium Density Residential Zone (R2)* is proposed for lands under this designation. The easternmost block of the land within this designation is associated with a “Potential Expansion” area. These lands are considered marginal for development due to rock outcrops which may create cost, road slope and servicing constraints. As part of the criteria for lot disposal, applicants will be required to assess the feasibility of expanding the lot into the “Potential Expansion” area. In this case, the land may also be considered a *Medium Density Cluster*.



#### 4.1.7 Residential – Medium Density Cluster



The *Residential – Medium Density Cluster* designation is intended for clustered development of medium-density ground-oriented building forms such as fourplexes, sixplexes, row dwellings, and stacked row dwellings. These Clusters are located in areas where the depth of the lot and access to the lot make this the most efficient form of development. The *Residential Cluster Zone (RC)* is proposed for lands under this designation.

#### 4.1.8 Residential – High Density

The *Residential – High Density* designation permits apartment dwellings, but may also include medium density forms of development such as sixplexes, eightplexes, row dwellings and stacked row dwellings. The *High Density Residential Zone (R3)* is proposed for lands under this designation. The block of land within this designation at the northwest of the development area is associated with a “Potential Expansion” area. These lands are considered marginal for development due to rock outcrops which may create cost, road slope and servicing constraints. As part of the criteria for lot disposal, applicants will be required to assess the feasibility of expanding the lot into the “Potential Expansion” area.



#### 4.2 Land Use Design Principles

The Design Principles used to guide the preparation of Land Use Concept Plan were drawn from previous planning initiatives (primarily the Sustainable Community Plan and General Plan), lessons learned from development of the Plateau Subdivision, an analysis of development constraints and environmental risks, and through the ideas, concerns and aspirations expressed by Iqalumiut, City Council, City Staff, organizations and businesses.

Table 2 evaluates the performance of the Land Use Concept Plan against each Design Principle.

**Table 2: Performance of Land Use Concept Plan with Design Principles**

	Design Principle	Land Use Concept Plan
<b>Safety</b>		
1	Ensure appropriate setbacks from environmental risks: Snowdrift areas where snowfencing would not be effective. Major drainage courses.	<ul style="list-style-type: none"> <li>› Development was not proposed in areas where the snowdrifting risk could not be mitigated by a future snowfence.</li> <li>› A 20-metre easement is provided for the major east-west drainage course through the central part of the development area.</li> </ul>
2	Provide a minimum of two access roads to new neighbourhood to ensure access for emergency services	› Two access points to the development area are provided, linking Niaqunngusariaq Road and Road To Nowhere.
<b>Environment</b>		
3	Protect waterbodies with a 30-metre open space setback to maintain community access, maintain setbacks from homes, and protect water quality.	› A 30-metre setback is provided from water bodies.
4	Design to respond to wind and snow conditions.	› A Wind and Snow Assessment identified areas of

	Design Principle	Land Use Concept Plan
		<p>anticipated heavy snowdrifting that cannot be mitigated by snowfencing – these areas are excluded from the development area.</p>
5	<p>Create lots that help achieve orientation to the sun.</p>	<p>› Due to the terrain, the design of the road network was driven primarily by the slope of the land and servicing constraints, not the solar orientation. Some lots are oriented to the south, although others are not. › The use of Clusters will provide more flexibility to achieve solar orientation where appropriate and feasible.</p>
6	<p>Design to respond to natural drainage.</p>	<p>› The neighbourhood design responds to the topography of the area's overall "bowl" shape. Drainage easements are included to accommodate the natural drainage from north of the Lake Subdivision. A 20-metre easement is provided for the major east-west drainage course, with at least 6 other breaks in the design to allow for proper drainage.</p>
7	<p>Protect the quality of water running into Niaqunnguk River.</p>	<p>› The setbacks from waterbodies will help protect water quality in Niaqunnguk River.</p>
<p><b>Community Design</b></p>		
8	<p>Target the accommodation of approximately <b>420 new homes</b> which represents the projected 10-year need for new residential development in the City after accounting for vacant lots, Core Area redevelopment, and Inuit-Owned Lands development.</p>	<p>› Development potential is estimated at <b>approximately 490 units</b>.</p>
9	<p>Target a minimum average residential density of <b>40 units/ha</b>.</p>	<p>› The average residential density is estimated at <b>46 units/ha</b>.</p>
10	<p>Provide a choice of dwelling types to reflect diversity of needs and affordability.</p>	<p>› The neighbourhood will have a mix of housing types, including single-detached, row dwellings, and apartment units.</p>
11	<p>Provide land for community uses, commercial uses, and open spaces that are well-connected to the residential uses.</p>	<p>› <b>20%</b> of developable lot area is reserved for non-residential uses, commercial, an area for a new school, and an <i>Institutional</i> area in the southern part of the neighbourhood.</p>
12	<p>Reserve the following development sites (ie. school site and recreation site) for community uses: Large and relatively flat sites Central locations Good views.</p>	<p>› An appropriate site (large, flat, central, elevated) is reserved for a school. › An additional <i>Institutional</i> area is located at the south end of the development area, adjacent to an open space and nearby the existing institutional node Niaqunngusiarq Road.</p>
13	<p>Target a range of housing densities in each Phase of development.</p>	<p>› Phasing allows flexibility and includes low- and medium-density development lots in each phase. High-density development is planned in Phase 1 and "Future Phasing." The lands designated high-density in "Future Phasing" along Road To Nowhere can be brought online at any time to respond to demand.</p>
14	<p>Achieve a good transition between low, medium and high density residential uses.</p>	<p>› High-density housing is located along the Road To Nowhere, while low-density housing is generally located at the southern portion of the development area. In all cases, high-density housing backs onto <i>Open Space</i>.</p>



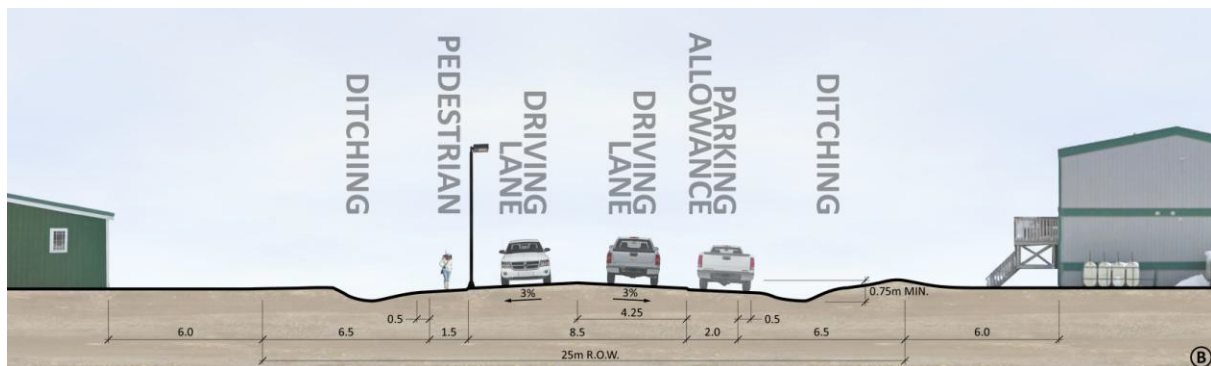
	Design Principle	Land Use Concept Plan
		› Medium-density housing is distributed consistently throughout the development area.
15	Consider the snowdrifting impacts of high-density lots on downwind lots.	› High-density lots are located north of Road To Nowhere and at a high elevation which will serve to mitigate snowdrifting impacts.
16	Lots closest to the waterbody should be reserved for residential and recreational uses.	› Lots near the waterbody are reserved for large-lot residential uses and community uses. › The large central playground, Walking Trails and picnic area are located around the waterbody.
17	Front 30% of lots should not have a slope exceeding 10%.	› Lots are configured to meet this principle.
<b>Neighbourhood Identity</b>		
18	Create focal points (eg. gathering place, community use, landmark) for the new neighbourhood.	› The prominent school site, commercial uses, playgrounds, and community use next to Toonik Pond will create focal points in the neighbourhood. Cultural representations in playground design will be considered.
19	Provide recreational opportunities for residents, such as a playground, outdoor rink, or court.	› 2 playgrounds (centrally located playground and Toonik Pond playground), Walking Trails, picnic area around Toonik Pond, and a recreational area associated with the school site are proposed to provide recreational opportunities.

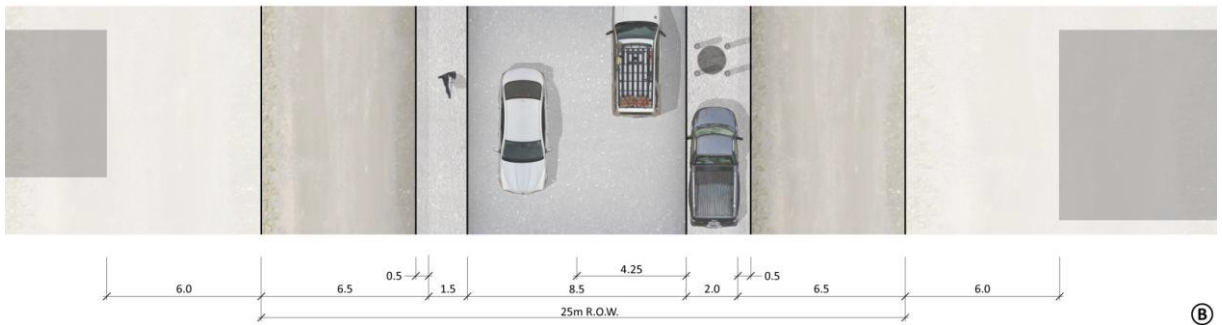
## 5.0 DEVELOPMENT POLICIES

### 5.1 Transportation Policies

#### 5.1.1 Roads

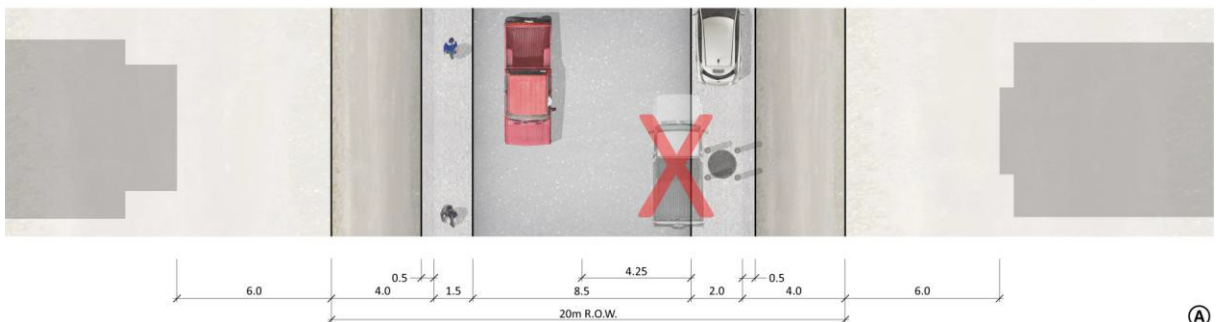
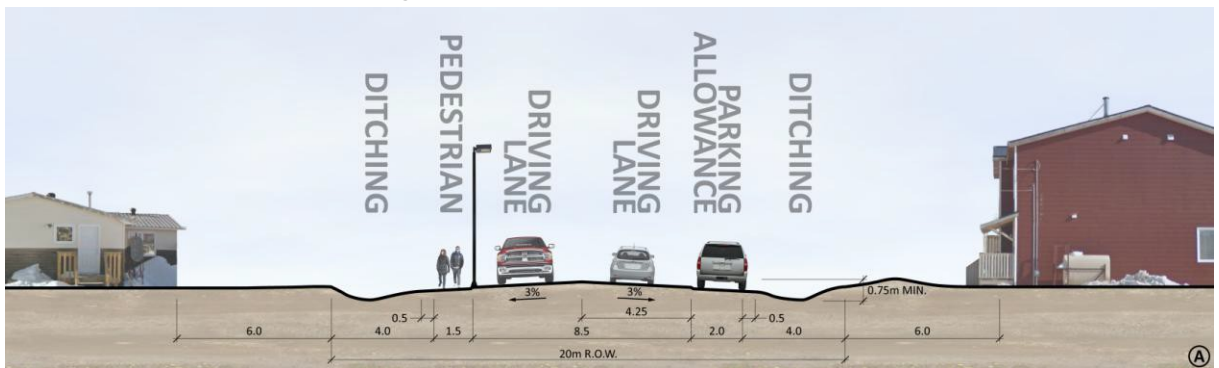
Roads will be classified in accordance with the road classification policies in the General Plan. The Road To Nowhere is currently designated as a Collector Road on Figure D of the General Plan and terminates at the approximate location where the north-south road intersects with the Road To Nowhere. This Development Scheme extends the Collector Road designation for Road To Nowhere to the eastern edge of the community. The Collector Road cross-sections are illustrated in Figures 1 and 2.





**Figures 1 & 2: Cross-sections for Road To Nowhere (Collector Road)**

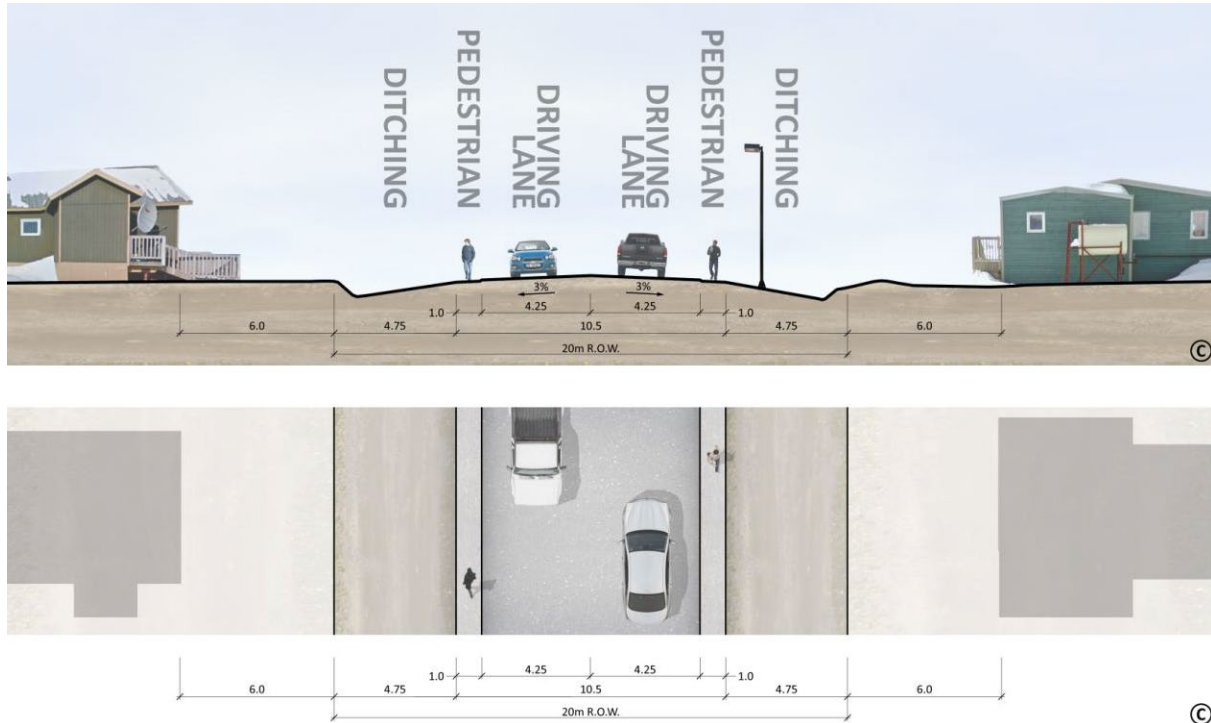
For the main north-south connector road through the neighbourhood, the proposed road cross-section is illustrated below. The road includes a 20-metre-wide cross-section and accommodates parallel on-street parking on the side of the road with the utilidor, and a pedestrian walkway on the other side. Parking is permitted behind or in front of the utilidor, but not beside (represented with an “X” in the cross-sections). The cross-section allows sufficient space for travelling vehicles, parked vehicles, pedestrians, drainage, and utilities to coexist safely. The pedestrian walkways will be reserved for the exclusive use of pedestrians, as established in Policy 3(c) in Section 6.2 of the General Plan. These walkways will link the institutional node along Niaqunngusiariaq Road to the south with the school and high-density residential uses along the Road To Nowhere in the north. Cross-sections for the north-south road are illustrated in Figures 3 and 4.



**Figures 3 & 4: Cross-sections for north-south road**



Remaining Local Roads will be designed to a minimum 20-metre road allowance and will not accommodate an increased gravel bed width for on-street parking or a separated pedestrian walkway. Minimum 1-metre-wide shoulders will be provided on each side of the vehicle lanes.



Figures 5 & 6: Cross-sections for Local Roads

Roads will be paved in order to eliminate the raising of dust and reduce road maintenance costs for the City. The detailed design process for roads will include consultation with the Nunavut Disabilities Society and the City of Iqaluit Accessibility Committee. Road paving will be included in the development costs.

### 5.1.2 Walking Trails



Proposed Walking Trails are shown on the Land Use Concept Plan. These trails are distinct from Snowmobile Trails, and measures will be introduced to discourage snowmobile use and minimize conflicts (eg. posts, trail markers, boulders).

A Walking Trail is proposed to link the school site with the main north-south road. This Trail will be developed in consultation with the Iqaluit District Education Authority regarding the location and design of the Trail. A recreational Walking Trail is also proposed around the waterbody and to link Road To Nowhere to Niaqunnguk River. A

crossing bridge may be considered to complete the loop at the eastern end of the waterbody, which must be designed to avoid conflict with the Snowmobile Trail. The Trail is also proposed to extend to the popular swimming spot on the Niaqunnguk River.

A Walking Trail is also proposed around Toonik Pond, connecting to the proposed Picnic Area and providing off-road access to the proposed playground and the existing residential area to the west. This Trail will also function as a pedestrian short-cut between the neighbourhood and the Core Area.

### 5.1.3 Snowmobile Trails

The Snowmobile Trail links are shown on the Land Use Concept Plan in **Schedule D**. It is intended that an east-west route traverse through the neighbourhood along its existing path, which facilitates access to the land. Conflicts between snowmobiles and pedestrians will be minimized. The two snowmobile crossings across roads will be properly marked with signage to improve their safety and to signal to municipal workers to avoid piling snow in these areas. Appropriate grading to access the road bed at crossing points will be implemented to ensure good visibility and reduce snowmobile speeds. As the snowmobile road crossings are located in the same easement as the major east-west drainage course, the grading must be designed in a way that does not impede drainage.

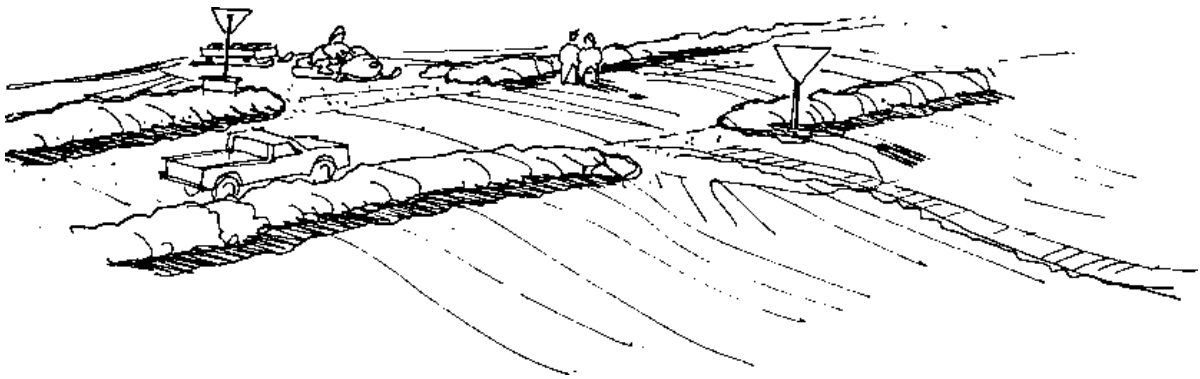


Table 3 shows the performance of the Transportation Concept Plan with regards to key design principles.

**Table 3: Performance of Transportation Concept Plan with Design Principles**

	Design Principle	Transportation Concept Plan
1	Provide safe movement for snowmobiles and consider primary snowmobile routes (ie. Tarr Inlet & Pangnirtung Trails) that traverse the development area.	<ul style="list-style-type: none"> <li>› Two snowmobile routes are being retained through the development area.</li> <li>› Ramps for road crossings and signage will be implemented to ensure safe travel.</li> </ul>
2	Provide safe movement for pedestrians.	<ul style="list-style-type: none"> <li>› Pedestrian walkways are to be included along the development area's two primary roadways: Road To Nowhere and the main north-south access road. These walkways provide safe routes for all users, including community members with disabilities.</li> </ul>
3	Integrate neighbourhood movement networks (road, Snowmobile Trail, Walking Trail) with community-wide networks.	<ul style="list-style-type: none"> <li>› The road network connects to Road To Nowhere in the north and Niaqunngusiaruaq Road in the south.</li> <li>› The Snowmobile Trails link to existing trails to the east and west.</li> <li>› Walking Trails link to roads that are intended to have defined pedestrian walkways.</li> </ul>
4	Ensure road slopes generally do not exceed 8%, to a maximum of 10%. Roads with slopes of 10% should be no longer than 200 m in length.	<ul style="list-style-type: none"> <li>› The design meets the maximum road slope design principle.</li> </ul>
5	Align main roads in the direction of the prevailing winds, where possible, to reduce snowdrifting.	<ul style="list-style-type: none"> <li>› The design of the road network was driven primarily by the slope of the land and servicing constraints, not to achieve alignment with prevailing wind direction. Some sections of road are aligned but the majority are not. Proposed snow fencing will help to mitigate snow drifting.</li> </ul>
6	Align roads to follow natural drainage patterns, where possible.	<ul style="list-style-type: none"> <li>› Roads follow natural drainage patterns, where feasible. Drainage from the north can be ditched into the north-south connector to the small waterbody. East-west drainage runs within a 20-metre easement, as road connections are not practical in this location.</li> </ul>

## 5.2 Servicing & Drainage Policies

---

### 5.2.1 Servicing

The development will be serviced with a piped water and sewer utilidor system, similar to other parts of the City. A new water pressure regulation and reheat station will be required to service the development, in addition to a new sewage lift station. The anticipated location of this infrastructure and the piped system with anticipated access vault locations is identified on the Servicing Concept Plan in **Schedule B**. The water station and sewage lift station are identified on the Land Use Concept Plan in the *Institutional* land use designation. To improve fire safety for the development area, each utilidor access vault will be equipped with a fire hydrant.

### 5.2.2 Drainage

Existing spring run-off drainage courses have been integrated into road design and alignment where possible to avoid areas to be developed. The main east-west drainage course has been retained in its original alignment and will be accommodated within a 20-metre drainage easement that can also accommodate a Snowmobile Trail during the winter months. There are 6 other drainage easements identified on the Land Use Concept Plan to facilitate drainage. These easements will be designed with a minimum width of 8 metres to allow proper drainage during the Spring and Summer months. Detailed drainage plans will be prepared during detailed engineering design for each Phase of development.

## 5.3 Phasing of Development

---

The Phasing of Development is shown in **Schedule C**. A phased approach is proposed for the development area to ensure manageable costs to the City and to deliver land in accordance with demand. There are three phases of development proposed: Phase 1, Phase 2, and Future Phases. Since the water station and sewage lift station must be installed in Phase 1, the location of Phase 1 recognizes and takes advantage of the location of this major infrastructure.

**Phase 1** provides a mix of all land uses including different densities of residential development, the school site, and commercial areas. Depending on the size of the school, a portion of the *Institutional* land in Phase 1 may also accommodate a second institutional use. If demand for residential land is high, the “Future Phasing” lands further along the Road To Nowhere could be included in Phase 1. This opportunity should be explored during the Phase 1 Proposal Call, since a greater disposal of lots in Phase 1 will reduce interest costs on the major infrastructure needed to service the entire development area.

**Phase 2** represents the addition of a new servicing loop that avoids constructing any interim infrastructure that would be redundant at the time of build-out. If demand is high for low-density residential land, the cul-de-sac road identified as “Future Phases” could be constructed during Phase 2.

**Future Phasing** represents the remaining lands that may be added to either Phase 1 or Phase 2 development depending on the demand for land, or as a stand-alone phase (i.e. Phase 3). Included in Future Phasing is the southern portion of the neighbourhood.

Two areas are reserved for **“Potential Expansion.”** These are lands that are marginal for development due to rock outcrops which may create cost and servicing constraints.

Table 4 summarizes the extent of development by land use for each phase.

**Table 4: Development of Land Uses by Phase**

ᐃᐅᐅᐅᐅᐅᐅᐅ <b>PHASE</b>	ᐃᐅᐅᐅᐅᐅᐅᐅ <b>AREA (ha)</b> (leasable land)	ᐃᐅᐅᐅᐅᐅᐅᐅᐅ <b>DENSITY</b> (units/ha) (from Plateau Subdivision)	ᐅᐅᐅᐅᐅᐅᐅᐅᐅ <b>UNITS</b>
<b>ᐃᐅᐅᐅᐅᐅᐅᐅ 01   PHASE 01</b>	<b>4.65</b>	<b>29</b>	<b>137</b>
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ General Low Density	0.64	25	16
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Medium Density	1.90	50	95
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ High Density	0.29	90	26
ᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Commercial	0.51		
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Institutional	1.31		
<b>ᐃᐅᐅᐅᐅᐅᐅᐅᐅ 02   PHASE 02</b>	<b>3.19</b>	<b>41</b>	<b>131</b>
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ / ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Waterfront Low Density	0.32	15	5
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ General Low Density	0.66	25	16
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Medium Density	2.21	50	110
<b>ᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ FUTURE PHASING</b>	<b>5.26</b>	<b>42</b>	<b>224</b>
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ / ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Waterfront Low Density	0.50	15	7
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ General Low Density	1.55	25	38
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Medium Density	1.08	50	54
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ High Density	1.39	90	125
ᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Commercial	0.18		
ᐃᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅᐅ Institutional	0.56		



## 5.4 Lot Development Standards

The table below outlines lot development standards that will apply to all development in the Development Area. This includes site layout considerations, building design, and building systems. A discussion of the proposed building system standards is described below.

<b>Lot Development Standards</b>	
<b>Site Layout</b>	
<b>1</b>	Building entrances should avoid facing the northwest prevailing winds since these will have the highest potential for cold air infiltration into the building. Where an entrance must face northwest, a wind screen will be constructed.
<b>Building Design</b>	
<b>2</b>	As part of this Development Scheme, the City will adopt Energy Standard Requirements. The Energy Standard Requirements will be adopted at a later date through an amendment to this Plan.
<b>3</b>	A wind study shall be required for all buildings three or more storeys in height, or with a length greater than 25m, or with a gross floor area greater than 500m <sup>2</sup> .
<b>4</b>	Building design shall provide 0.8 metres of clearance beneath the building to prevent snow drifting against building faces (i.e. no solid skirting or enclosed storage below buildings). The Development Officer may grant exceptions if the applicant can demonstrate that downwind effects are minimized by site layout and building design, where slab-on-grade construction is used, or where site topography creates hardship in achieving this standard.
<b>5</b>	Buildings shall be designed to respect and respond to the topography of the site. Stepping of the building to reduce massing and excessive pile height will be required.
<b>6</b>	Residential units shall be encouraged to maximize solar exposure in active areas (such as the living room and kitchen). Passive areas in which light, views and heat are less important (such as storage areas, utility rooms, and bedrooms) should be located towards the building's northern facades. Avoid placement of accessory buildings in front of south-facing windows, where possible.
<b>7</b>	All ground-oriented residential development shall incorporate wind lock entries (vestibules) into dwelling unit design to help prevent energy loss and to provide storage space, particularly to support land-based economy activities.
<b>Building Systems</b>	
<b>8</b>	All windows installed must be ENERGY STAR® qualified windows under the Natural Resources Canada (NRCAN) EnerGuide Program.
<b>9</b>	All buildings will use oil-fired water heaters instead of electric water heaters.
<b>10</b>	All buildings will use Heat Recovery Ventilators (HRV) as a ventilation standard.
<b>11</b>	No buildings shall be permitted to have electric baseboard heating as the primary heating system.

## 5.5 Affordable Housing

The City would like to improve access to housing for lower-income groups in the City. In keeping with General Plan policy, a target minimum of 7% of the leasable lot area will be affordable, according to the income percentile established by Council. At this time, affordable housing is housing that is affordable to the 50<sup>th</sup> income percentile.

As part of this Development Scheme, the City will adopt an Affordable Housing policy. The Affordable Housing policy will be adopted at a later date through an amendment to this Plan.



## **5.6 Radar Site Influence Areas**

---

The 150-metre and 300-metre Radar Site Influence Areas are indicated on the Concept Plan in Schedule A. The buffers respond to Policy 8 of Section 5.11 of the General Plan, which ensures non-interference with the air navigation communications system (NAV Can VOR/DME site) located at the top of Niaqunngusiariaq Roadthrough:

- a) Prohibition of any development, obstructions, buildings, or equipment within a 150-metre radius of the antenna array; and
- b) Restrictions on development (ie. materials and height) within a 300-metre radius of the antenna array in accordance with provisions set out in the Zoning By-law.
- c) Notwithstanding the above, development applications that do not comply with NAV Canada standards may be considered subject to NAV Canada's review and acceptance.

As part of its Zoning By-law amendment process, the City will engage in additional consultation with NAV Canada.

## 6.0 DEMONSTRATION PLAN



Looking west



Looking southeast



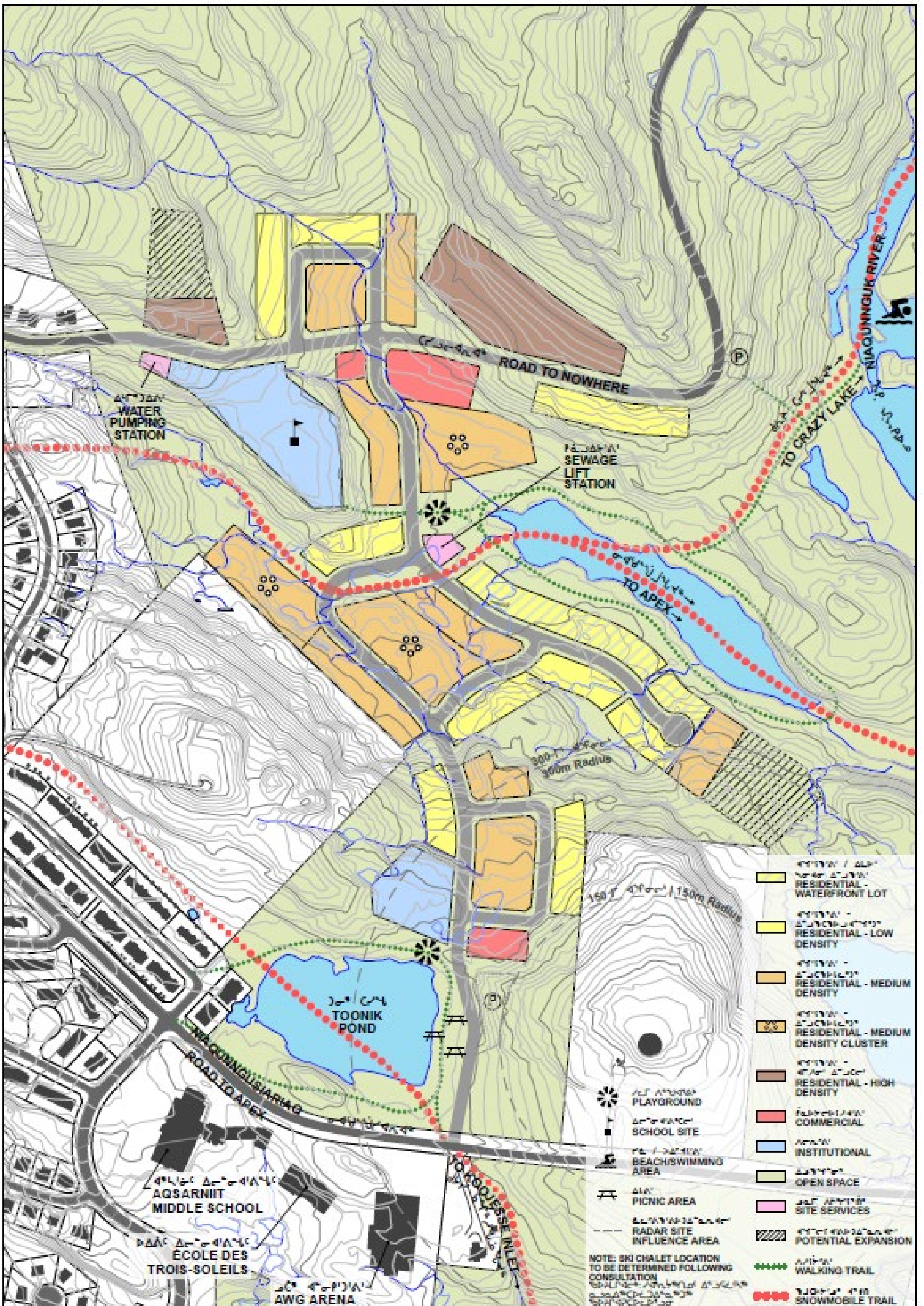
**Looking north**

## **7.0 MONITORING**

In implementing the policies of this Development Scheme the following should be monitored and reviewed at the beginning of each phase of development:

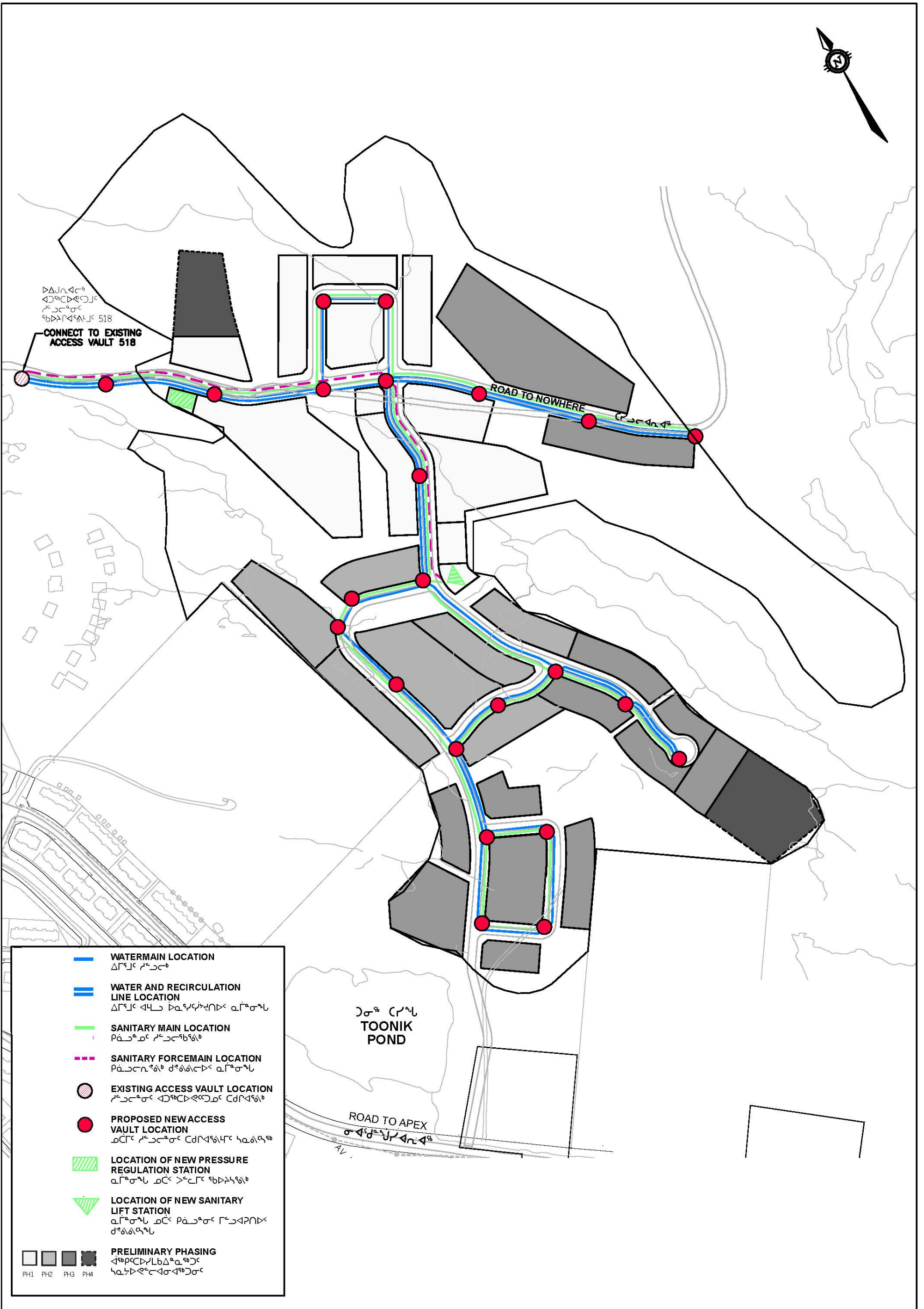
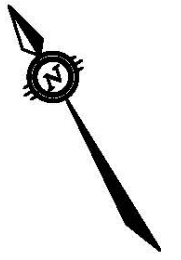
- The effectiveness of lot development standards in each phase of development, and make modifications where required;
- Housing demand and needs;
- Demand for non-residential development lots;
- The success of call for proposals;
- The success implementing the affordable housing policy;
- Impact of development on snow, wind and drainage patterns; and
- Recurrent issues/challenges in the development review process that may need to be addressed with Zoning By-law amendments or other corrective measures.

## **Schedule A – Land Use Concept Plan**



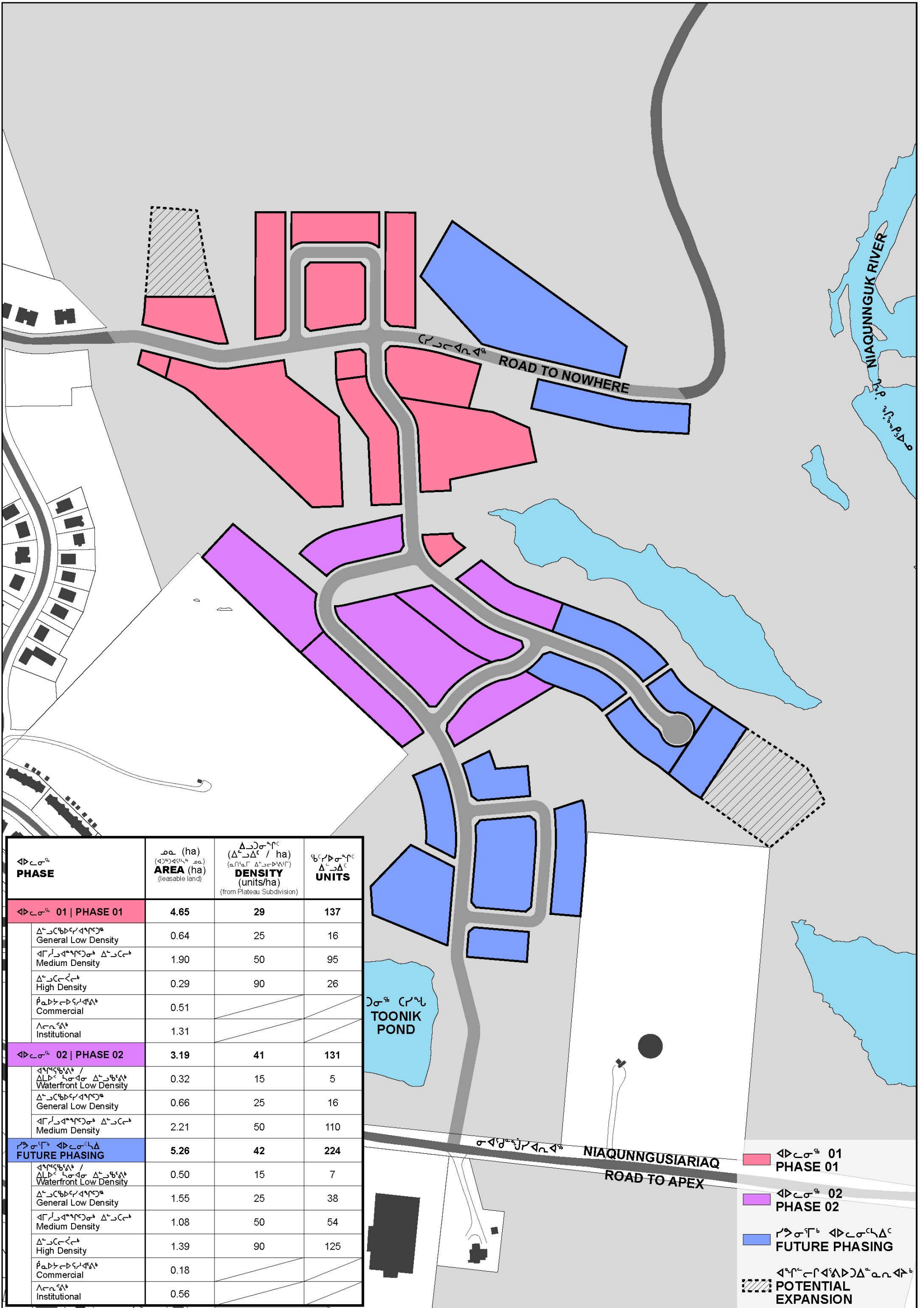
## **Schedule B – Servicing Concept Plan**





## **Schedule C – Phasing of Development**





PHASE	AREA (ha) (leasable land)	DENSITY (units/ha) (from Plateau Subdivision)	UNITS
<b>PHASE 01   PHASE 01</b>	<b>4.65</b>	<b>29</b>	<b>137</b>
General Low Density	0.64	25	16
Medium Density	1.90	50	95
High Density	0.29	90	26
Commercial	0.51		
Institutional	1.31		
<b>PHASE 02   PHASE 02</b>	<b>3.19</b>	<b>41</b>	<b>131</b>
Waterfront Low Density	0.32	15	5
General Low Density	0.66	25	16
Medium Density	2.21	50	110
<b>FUTURE PHASING</b>	<b>5.26</b>	<b>42</b>	<b>224</b>
Waterfront Low Density	0.50	15	7
General Low Density	1.55	25	38
Medium Density	1.08	50	54
High Density	1.39	90	125
Commercial	0.18		
Institutional	0.56		

- PHASE 01
- PHASE 02
- FUTURE PHASING
- POTENTIAL EXPANSION

## **Schedule D – Transportation Plan**



