



# City of Iqaluit **GENERAL PLAN**

By-law 703  
October 2010



Consolidated  
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# 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 on September 28, 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>



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

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## **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.

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

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## 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**

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***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.***

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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**

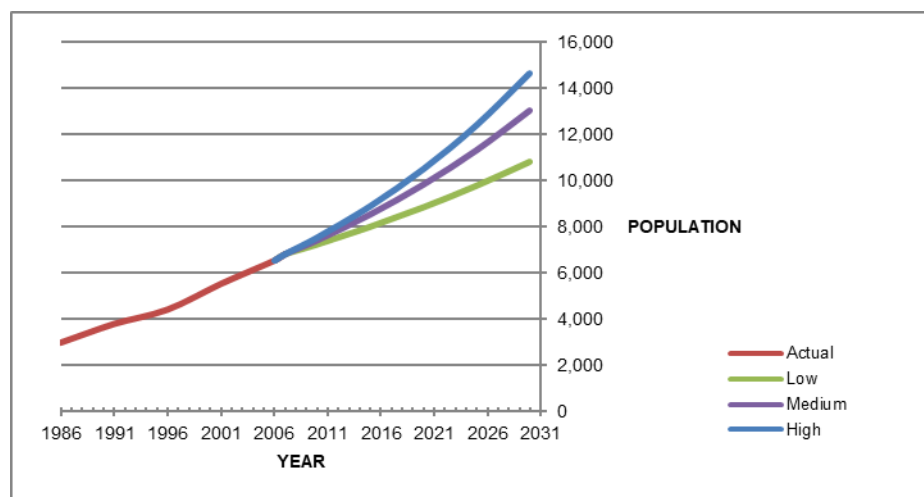
Year	Low Projection <sup>1</sup>	Medium Projection <sup>2</sup>	High Projection <sup>3</sup>
<b>2006</b>	<b>6,520</b>	<b>6,520</b>	<b>6,520</b>
<b>2007</b>	<b>6,802</b>	<b>6,802</b>	<b>6,802</b>
2009	7,082	7,198	7,270
2010	7,226	7,405	7,516
2015	7,993	8,532	8,877
2020	8,842	9,830	10,484
2025	9,780	11,326	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. It is estimated that the watershed yield will support a population of approximately 8,300 at current water usage rates; Lake Geraldine will therefore require supplemental storage in the future. One possible solution is to pump water from the adjacent Niaqunguk River into Lake Geraldine. The river's watershed has therefore 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.

Aggregate Resources are identified in Figures A and B. The City currently has one active gravel/sand pit, Trail Area Deposit, located a few kilometres from Upper Base Road. The estimated lifespan of this source is 5 to 10 years. The next source for development is the Northwest Iqaluit Granular Deposit, located in the northwest corner of the municipality. The following policies describe how these resources will be managed and protected from incompatible development.

Policies:

*permitted  
uses*

*zone category*

*exhaustion of  
resources*

*incompatible  
development*

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.
2. Council proposes to establish an Industrial Extraction (ME) Zone in the Zoning By-law for active pits and quarries.
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.
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.



*site  
rehabilitation*

*criteria for  
new pits and  
quarries*

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.
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

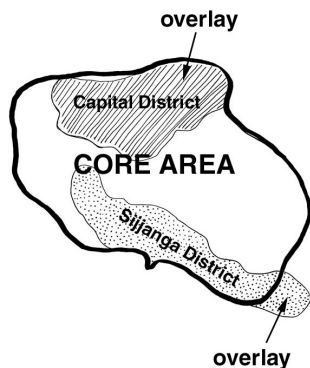
# POPULATED AREA LAND USE POLICIES

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, shall follow the Core Area Urban Design Guidelines, as described in the Core Area and Capital District Redevelopment Plan, and periodically amended by Council resolution.
4. To encourage residential and mixed-use intensification in the Core Area, Council proposes to establish the mixed use zones B1, B2, CD, and S 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 1 storey through a Request for Variance. A height increase of 2 to 4 storeys may be approved through a Zoning By-law Amendment. Council will apply the following criteria when considering a request to vary the height of a building above 4 storeys to a maximum of 8 storeys:
  - a) Underground or multi-level parking must form part of the development proposal;
  - 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 importance of Mainstreets. The Mainstreets in the Core Area are:



*Core Area &  
Capital District  
Redevelopment  
Plan*

- 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 buildings, or in a municipal parking facility.
2. Back-out parking will not be permitted in any non-residential development that requires more than three (3) spaces; parking must be provided in a parking pod with an access drive 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,
  - f) Clearly identify pedestrian crossings with pavement marking or signs.

*by-pass road*

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.

*road closings*

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.

*transit service*

9. Council will consider closing Nunavut Drive between Federal Road and Iglulik Drive to facilitate redevelopment of the surrounding lots.

*Inuktitut signs*

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 (Mivviq Street), 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:

*Core Area Urban  
Design Guidelines*

1. Developments in the Core Area, except residential developments up to six (6) dwelling units, shall follow Core Area Urban Design Guidelines as described in the Core Area



*metal siding*  
*sea-cans*

*Mivviq: gateway  
to the Core Area*

*Maintaining /  
enhancing  
squares &  
landscaping  
works*

and Capital District Redevelopment Plan, and periodically amended by Council resolution.

2. No developments in the Core Area, except residential developments up to four (4) dwelling units, will use metal siding as a finishing material. This provision does not apply to lands subject to the IOL Parcel 'E' Development Scheme.
3. Shipping containers ("sea cans") will not be permitted in the Core Area.
4. Council will enhance visitors' impression of the City by defining Mivviq Street between the airport 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) Collaborate with the Iqaluit Airport to ensure that Mivviq Street remains the primary access into the Core Area when the new airport terminal building (ATB) is constructed;
  - c) Collaborate with the Iqaluit Airport to ensure that the access road from the new ATB to Mivviq Street through airport land is well-maintained, and that any new development on airport land respects the gateway function of this road;
  - d) Facilitate the consolidation of lots to permit redevelopment of land to a higher urban design standard.
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*

*zone  
categories*

*residential uses*

*building heights*

*Capital District  
priorities*

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, court house, city hall, recreational facilities, institutional and community spaces.
2. Commercial retail and services such as restaurants and business support services shall be permitted as conditional uses in the Capital District.
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.
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.
5. Building heights in the Capital District will generally be limited to a maximum of 4 storeys in the Zoning By-law; however, variances to building heights up to 8 storeys will be considered using criteria established in Section 5.1.1.
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,



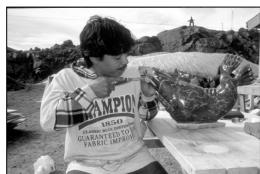


*new municipal  
complex*

*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:**

*Sijjanga District  
overlay uses*

*zone categories*

*building heights*

*zone provisions*

*development to  
support  
traditional*

1. Housing, small-scale institutional uses, and limited commercial retail activities will be permitted in the Sijjanga 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 and no more than 9 metres 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*

*designations  
where permitted*

*zone categories*

*residential infill*

*slopes > 25%*

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.
2. Residential uses will be permitted in the Residential Community, Core Area, Institutional, Commercial, and Industrial land use designations.
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).
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.
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.
2. The Zoning By-law will define special needs housing and contain special use provisions to ensure compatibility with surrounding residential uses.

*zone provisions*

#### 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.

Policies:

*secondary suites*

1. Secondary Suites are permitted in detached or semi-detached homes within the Residential Community and Core Area designation and shall be regulated in the Zoning By-law with the following provisions:
  - a) The suite is created as a distinct dwelling unit either by interior renovation within the existing home, or by exterior addition, provided that one entire face of the addition is



attached to the principal dwelling and architecturally consistent with it.

- b) The secondary suite may share a combined entranceway with the principal dwelling, or have an independent ground floor entrance from the outside, provided that the independent entrance is located on the side or rear building face and has adequate pedestrian access.

#### 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-*

#### **5.2.2 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, neighbourhood service and 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.

*Plans of  
Subdivision*

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 neighbourhood service uses 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.

*commercial uses  
defined*

*designations  
where permitted*

*zone categories*

1. Commercial uses include a range of retail, office, and commercial services, including entertainment and restaurant facilities, tourist accommodations, and vehicle-related services.
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 and zones (M1) where they are permitted as an accessory use.



*mixed-uses*

*Home-based  
businesses*

*bed &  
breakfasts*

*service  
restrictions*

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.
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. Bed & breakfasts will be permitted in all single family and semi-detached dwellings outside the Capital District, subject to the provisions of the Zoning By-law.
8. All commercial developments with large water use (greater than 2,000 litres per day) shall be serviced by utilidor.

### **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:

*uses permitted  
in Commercial  
designation  
defined*

*zone categories*

*orientation to  
Arterial or  
Collector Roads*

1. The Commercial designation will include commercial activities such as retail stores, service establishments, offices, entertainment and recreation, eating or drinking establishments, tourist facilities, and automobile-related uses. Residential uses will also be permitted.
2. Council proposes to establish a District Commercial (B2) Zone in the Zoning By-law.
3. 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.





*off-street  
parking*

*Back-out  
parking  
restriction*

4. 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.
5. Parking in the Commercial designation will be permitted in any yard, but back-out parking onto the road will not be permitted. Access to properties will be controlled to ensure the safety of patrons as well as proper functioning of the adjacent roads.

## **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*

1. Institutional uses include educational, health care, social, religious, cultural and community facilities.



*designations  
where permitted*

*major  
institutional*

*zone category*

*mixing of uses*

*secondary  
schools*

*day-care &  
seniors' facilities*

*monitoring*

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.
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 may decide to forward the proposal to the Nunavut Impact Review Board for further screening as outlined in Article 12 of the *Nunavut Land Claims Agreement*.

**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*

*zone category*

*North 40 and  
Upper Base  
Areas*

*open storage*

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.
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.



*off-street  
parking &*

5. 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*

*zone category*

*West 40, North  
40 and Lake  
Geraldine areas*

*open storage*

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. Light industrial uses will not be permitted in this designation, in order to reserve an adequate supply of land for heavy industrial uses.
2. Council proposes to establish a Heavy Industrial (M2) Zone in the Zoning By-law.
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.
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 &

airport land  
transfer

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.
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

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.



*criteria for  
public buildings  
in Open Space*

*zone category*

*open space  
network*

*beach shacks*

*100-foot strip*

*protection of  
rock  
outcroppings*

*watercourse  
setbacks*

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.
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.
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.
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.
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.
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





*exceptions to  
watercourse  
setbacks*

Development Permit. The development of walking trails, snowmobile trails, and municipal infrastructure is exempt from this provision.

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 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.

*Waterfront  
Study*

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*

*zone category*

*parkland*

*future aquatic  
centre*

*parkland ratio*

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.
2. Council will establish an Open Space (OR) Zone in the Zoning By-law.
3. In reserving land for parks or choosing sites for recreational facilities, Council will consider the recommendations of the Recreation Master Plan, as updated.
4. Council will reserve the vacant lot adjacent to Joamie School (Lot 824, Plan 2104) for the proposed aquatic centre described in the Recreation Master Plan, unless an alternate site is approved.
5. New residential development areas will have a minimum of 100 square metres of “tot lots” and active play parks for every 30 households. The space will be configured and located so that:
  - a) all residences in the development area are within 300m of a “tot lot” (play area and structures targeted for children 5 years and under). The walk to the “tot lot” will not involve crossing an Arterial Road and will avoid, wherever possible, the crossing of a Collector Road;
  - b) all residences in the development area are within 750m of a neighbourhood park for older children and youth, which will include a formal playing-field, rink or court, and may

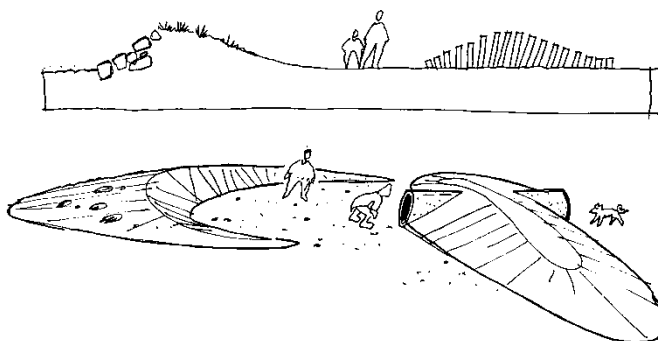


*new parks in  
underserved  
areas*

*design of  
playgrounds*

include a play structure. Consideration should be given to summer uses (such as basketball) and winter construction of an ice rink.

- c) The size and location of “tot lots” and neighbourhood parks will ensure that adjacent residences are not disturbed.
  - d) 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 “tot lots” and neighbourhood parks in underserved neighbourhoods (where the “per 30 household” standard in Policy 5 is not met) or where redevelopment is occurring. Council will develop a plan to bring existing neighbourhoods up to this standard.
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. Dog parks could be located in neighbourhood parks, but not in “tot lots”.



*picnic areas*

*relocation of  
baseball field*

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

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.

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

**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.

*access corridors*

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

*designating  
properties/areas*

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.
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*

*evaluation  
criteria*

*dog teams*

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.
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. Designated sled dog areas shall only be permitted in the Nuna and Open Space designations, subject to the City's Canadian Inuit Dog and Dog Team By-law as amended.

## **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*

*zone category*

*designating  
new Future  
Development  
Areas*

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.
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.



## GN Reserves

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:

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.

*Federal Road  
Special Policy  
overlay uses*



*zone  
categories*

*Federal Road  
Study*

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.

*Development  
Scheme*

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 sea port 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 sea port 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:

*permitted  
uses*

*zone category*

*Iqaluit Airport*

*airport  
hazards*

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.
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.



*marine  
facilities*

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 shall focus on building permanent marine facilities to ensure efficient exchange of goods and enhance access to the sea for recreational uses by undertaking the following:
  - a) Designate the following lands Transportation Facility:
    - i. The West 40 causeway to the tip of Innuvit Head for a deep sea port and small craft harbour and boat launching area;
    - ii. The Municipal Breakwater and surrounding on-shore lands for a small craft harbour and boat launching area.
  - b) Require that permanent marine facilities be considered in a Waterfront Study in accordance with the policies in Section 5.6;
  - c) Explore options to improve road access between the existing sea lift beach and industrial areas;
  - d) Ensure that appropriate feasibility and environmental assessment studies for a new port facility are undertaken, including an assessment of potential impacts on Sylvia Grinnell Territorial Park Reserve.
8. 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.
9. 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:

*Communications  
radar site*



*Communications  
NDB site*

- 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;
  - 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.
10. 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;
  - c) Pedestrian walkway design and phasing of improvements;

*Transportation  
Master Plan*



- 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:**

*pedestrian  
access*

*Pedestrian  
Walkways*

*Apex Trail*

*Cycling Plan*

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.





### 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.



### 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:

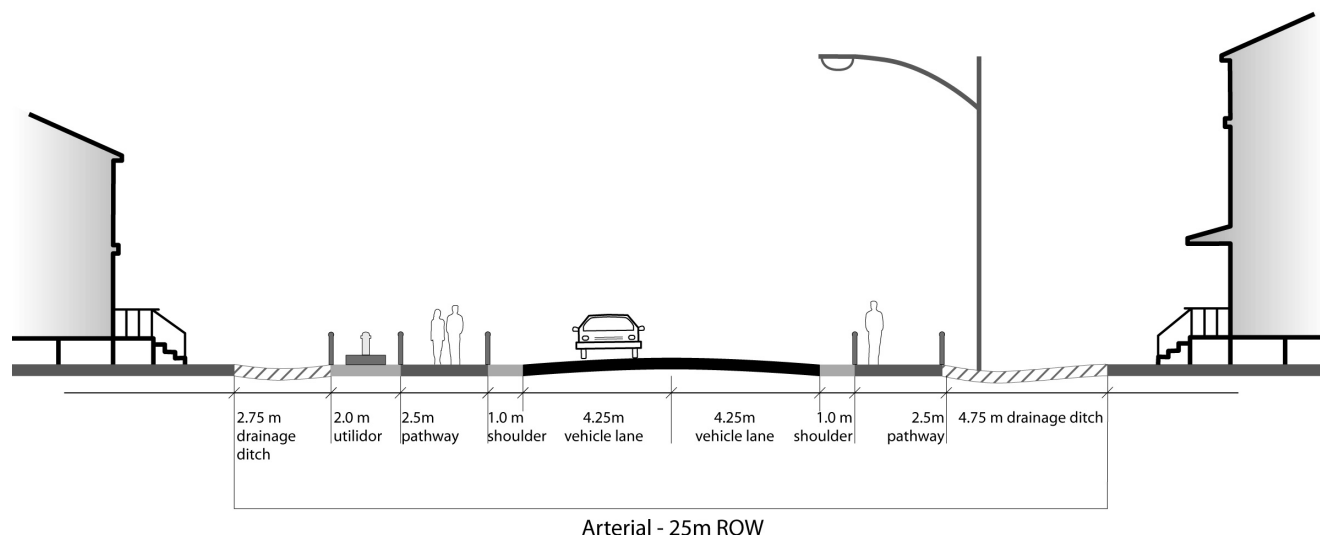
1. Arterial Roads and Future Arterial Roads are identified in Figure D. Other Arterial Roads shall be identified by an amendment to this Plan.
2. The number of Collector and Local Road junctions with Arterial Roads should be minimized;
3. Traffic using Arterial Roads shall have precedence over traffic 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.



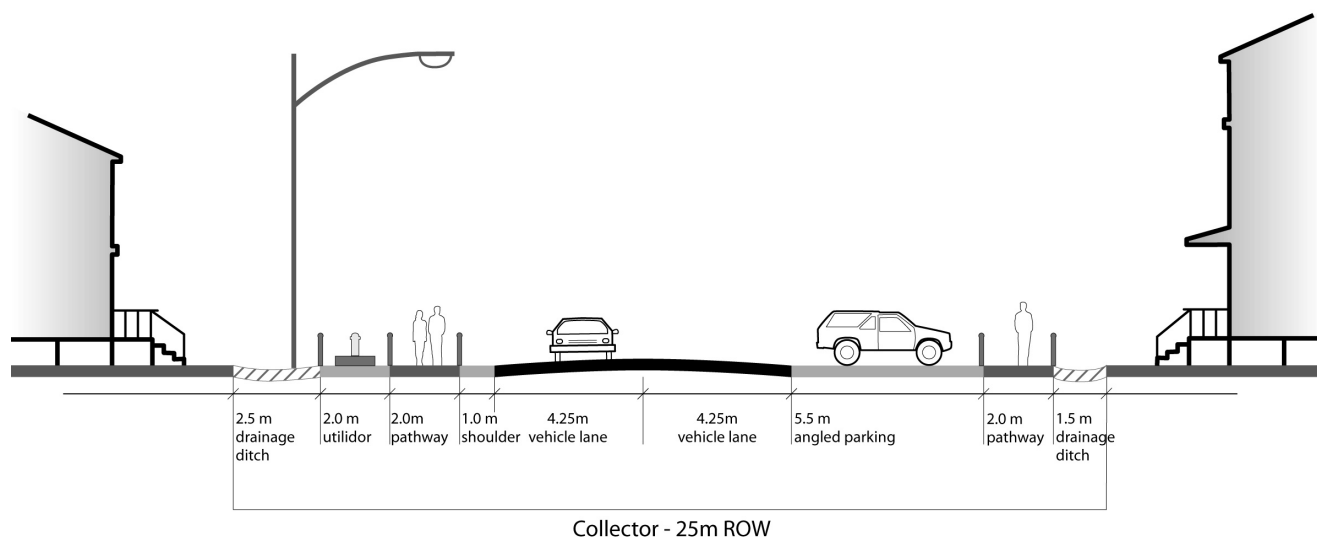
25 m ROW

road  
widenings

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



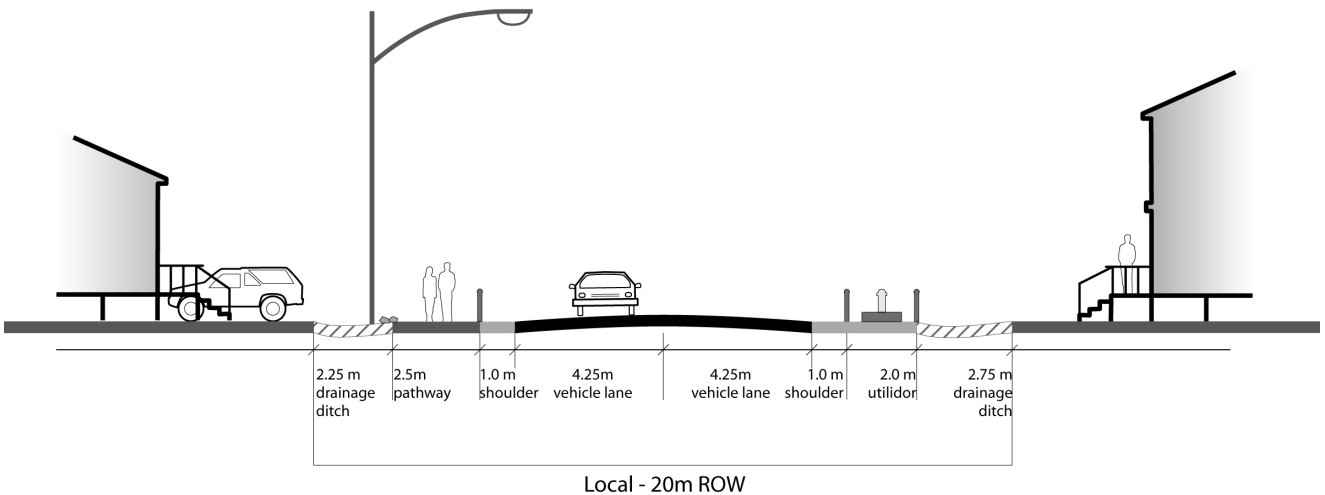
20 m ROW

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:

- |   |  |
|---|--|
| <i>operation of a<br/>waste disposal<br/>site</i> | 1. Any waste disposal site must be operated in accordance with all relevant legislation and any regulations therein (e.g., water license).   |
| <i>rehabilitation</i>                             | 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.  |
| <i>development<br/>within 450m</i>                | 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.   |
| <i>new Waste<br/>Disposal Sites</i>               | 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:<br>a) A study to indicate compliance with Federal or Territorial legislation;<br>b) It shall be located an adequate distance from any land use susceptible to odours, surface water or gas migration; |



*waste  
processing  
facilities*

- 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.

### **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.



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 & Treatment**

City water supply needs are currently met by runoff from the watershed to Lake Geraldine. Based on usage rates and the annual watershed yield, it is estimated that the natural watershed of Lake Geraldine can support a population of approximately 8,300. Beyond that number, the City will need to supplement the Lake Geraldine watershed. Based on the medium-range population forecast, a population of 8,300 could be reached by 2014. The Niaqunguk River has been identified as a potential supplementary water source. The policies in Section 4.2 protect the watersheds for the current and potential future water supplies.

The storage volume of Lake Geraldine can however support a population of 12,800, after which additional storage may be required. The feasibility of further increasing Lake Geraldine's storage capacity would have to be explored.

The existing water treatment plant can support a population of approximately 11,300, after which its capacity will need to be extended. Treated water is stored in a reservoir adjacent to the water treatment plant. Current storage capacity is sufficient to serve a population of approximately 10,500, after which it will be need to be increased.

Policies:

1. Council will protect the City's current and potential future water supplies by designating the Lake Geraldine and



*Niaqunguk  
River water  
study*

*development  
limits*

Niaqunguk River watersheds Watershed Protection Areas in accordance with the provisions in Section 4.2.

2. The City will undertake a feasibility study of the Niaqunguk River to determine its suitability as a future water source. The study should include:
  - a) Water quality testing of the Niaqunguk River in the vicinity of Lake Geraldine;
  - b) Detailed watershed mapping;
  - c) Identification of any development that currently encroaches on the watershed (e.g., the firing range at old Road to Nowhere sand pit);
  - d) Identification of remedial or preventative actions to ensure protection of the future water supply.
3. Until the water supply to the Lake Geraldine reservoir has been increased, the City will not undertake any land development after a population of 8,300 (or other threshold population as determined by the Director of Engineering) is reached.
4. The City will approve development applications only when it is satisfied there is sufficient water treatment and treated water storage to service the proposed development.

## 7.4 Sewage Treatment

The sewage treatment plant, now limited to primary treatment, is located at the end of the airstrip. The current Water License requires an implementation plan for transition to secondary treatment. The sewage lagoon is considered a waste disposal site and is subject to the policies of Section 7.2.1.

Policies:

*sewage  
treatment  
upgrades*

*sewage  
treatment plant  
location*

1. Council will adopt an implementation plan to transition the sewage treatment plant from primary to secondary treatment; it will identify the design capacity of the facility. Upgrades to the facility will be subject to any required study and compliance with Federal and Territorial Legislation.
2. The City will approve development applications only when it is satisfied that there is sufficient sewage treatment capacity to service the proposed development, as determined by the Director of Engineering.



3. A new sewage treatment facility must be located an adequate distance from any land use susceptible to noise or odours.
4. Any sewage treatment facility must be operated in accordance with the applicable regulations.

## 7.5 Water & Sewer Services: Piped vs. Trucked

All buildings in Iqaluit have water and sewer services by pipe (utilidor) or truck. Trucked services are currently provided in five main areas: Tundra Valley, Apex, the southern portion of Tundra Ridge, the West 40, the majority of the North 40 area, and three small sections of the Core Area. The City plans to convert one of these small sections, known as the Uivvaq Loop, to piped water service in the near future. Areas of piped municipal services are shown in Figure E.

Development beyond the existing and proposed water and sewer service areas will entail major infrastructure investment. Currently, there is available water and sewer capacity within the existing limits. Infill development and redevelopment opportunities should be encouraged to maximize use of the existing system.

Policies:

*service  
upgrades &  
extensions*

*connection to  
utilidor*

*development  
outside piped  
service limits*

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. All new residential, commercial and institutional development will be serviced by utilidor.
4. Despite Policy 3, Council will approve limited development in Apex, Tundra Valley, the unserved portion of Tundra Ridge, 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 or duplex residential developments, and to small-scale commercial and institutional developments where water use does not exceed 2,000 litres per day.



*industrial  
development*

*fire flow*

5. Council will require water conservation methods, such as the use of low- flow water fixtures, to reduce consumption.
6. New industrial development may be permitted on trucked services depending on the use(s) being proposed; any use with water demand greater than 2,000 litres per day will require connection to utilidor.
7. 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.

## 7.6 Other Utilities and services

Policies:

*designations  
where  
permitted*

*power  
generation  
facilities*

*communications  
facilities*

1. Other utilities and municipal services (those buildings, plants, transmitters or other facilities and equipment used to make or deliver products such as oil and gas, electricity, public transit, telephone, cable and similar services) are permitted in all land use designations and subject to the following:
  - a) Such use is necessary in the area and adequate measures are taken to ensure land use compatibility;
  - b) Adequate off-street parking and loading facilities are provided;
  - c) Wherever possible, utilities requiring buildings or significant structures do not front on main streets.
  - d) The proposed infrastructure does not negatively impact abutting properties.
2. Power generation facilities will be designated Heavy Industrial. New facilities will require an amendment to this Plan and approvals from the appropriate regulatory authority.
3. Despite Policy 2, small-scale renewable energy systems, such as solar and wind, that deliver power directly to a building will be permitted in all land use designations.
4. Land adequate for the expansion of fuel storage facilities will be identified in the Heavy Industrial land use designation,
5. Communications facilities will be permitted in any land use designation in accordance with the following provisions:
  - a) Council will consider any application for a new communications facility relative to its effect on surrounding land uses, especially any existing or





proposed residential areas, and including any environmental constraints;

- b) Council will consider facilitating multi-user access to privately- owned and City-owned communications towers in order to minimize the number of towers required;
- c) Notwithstanding Policy 4 above, major communication facilities essential to the safe operation of sea and air navigation will be designated Transportation Facility in accordance with policies in Section 5.10, and any new facility will be subject to a Zoning By-law amendment.



## 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 planner, as certified by 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.



*criteria for  
Development  
Officer  
recommendations  
or decisions*

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.
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.



*criteria for  
Council making  
planning  
decisions*

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;
  - 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:

*criteria for  
Planning  
Committee  
recommendations*

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.

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

The Development Appeal Board shall:

*criteria for  
Development  
Appeal Board  
decisions*

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

### **8.1.6 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 approval are observed. Such an agreement may be

*Development  
Agreements*



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:

*planning  
application list*

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



- d) details on how to obtain further information on any application.

*written  
notification to  
leaseholders*

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 received by the leaseholder at least one week 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 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*

*servicing plan*

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.



## 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*

*road  
classifications*

*configuration  
and orientation  
of lots*

- 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;,



- 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:

- |                                       |   |
|---------------------------------------|---|
| <i>road frontage</i>                  | 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.  |
| <i>gravel fill</i>                    | 2. The use of gravel fill should be minimized on all lots. Any area on the lot not used for vehicular parking, parking access, or accessory buildings 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.                         |
| <i>water conservation</i>             | 3. All buildings shall use water saving devices that meet the following specifications: <ul style="list-style-type: none"><li>a) Toilets – water saver or ultra-low flush using 6 litres per flush or less.</li><li>b) Showerheads – low-flow using 9.8 litres per minute or less at 551 kPa</li><li>c) Washroom and kitchen faucets - 8.3 litres per minute or less at 413 kPa</li></ul> |
| <i>wind flow underneath buildings</i> | 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  |



	<p>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.</p>
<i>safety and security</i>	<p>5. Safety and security measures have been considered in site design,. Including:</p> <ul style="list-style-type: none"><li>a) Sufficient lighting in spaces intended for public use;</li><li>b) Preservation of sight lines, where appropriate;</li><li>c) Identifying pedestrian access routes;</li><li>d) Avoiding the creation of enclosed areas invisible from within the building or from adjacent public spaces,.</li><li>e) Non-residential development greater than 3,000 m<sup>2</sup> in size is encouraged to complete a CPTED analysis (see Section 2.2.5).</li></ul>
<i>passive solar heating</i>	<p>6. 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.</p>
<i>storage</i>	<p>7. 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 or in an accessory building..</p>
<i>shared driveways and building</i>	<p>8. 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.</p>
<i>snow piling</i>	<p>9. 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.</p>
<i>accessibility for disabled persons</i>	<p>10. 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.</p>



*demolition  
waste*

11. 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.
12. 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*

13. 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*

14. 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*

15. 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:

*five year review  
of General Plan*

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

*consultation with  
GN and other  
government  
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.
3. It is intended that buildings, structures and uses that are normally incidental, accessory and essential to a permitted use will also be allowed, 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 B – Populated Area Land Use**

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

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



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

# **ANNEX A – PLATEAU DEVELOPMENT SCHEME**

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

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