



# City of Iqaluit General Plan

By-law 571

June 2003



*Prepared by:*





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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. This is the first General Plan for the City of Iqaluit since it became the Capital of Nunavut and received its official status as a city in April 2001. The Plan builds on previous plans, while recognizing the dramatic changes and challenges facing the City since becoming a capital city. In particular, the General Plan will:

- Translate the values and vision expressed in the public consultation process into policy actions;
- Ensure policy actions identify a clear basis for decision making on the land use planning process;
- Have regard to the provisions of the *Planning Act* under which the General Plan is adopted;
- Provide a link to the five year Capital Plan as a basis for approval of public works carried out by the City in conformity with this Plan;
- Provide a basis for the approval of a zoning by-law which provides a finer level of detail to guide land uses, in conformity with this Plan; and
- Identify other City Plans and initiatives that will complement and strengthen the land use policies.

### 1.2 The Plans for Iqaluit's Future

The General Plan contains policy actions that primarily guide the physical development of the City, while having regard to social, economic and environmental considerations. There are others plans and initiatives that provide long-term strategic direction for the City of Iqaluit. These plans work together with the General Plan to form a comprehensive strategy for the community. Together they provide direction for programs and services such as recreation activities, City initiatives such as walking trail development, and funding priorities for development of infrastructure.



Although the plans are inter-related, they have different mandates. For example, the General Plan has policies to preserve certain lands as park and open spaces, such as Sylvia Grinnell Park. However, the Sylvia Grinnell Master Plan, under the jurisdiction of the Government of Nunavut (GN), contains the vision and strategies for the usage of the Park and what specific facilities will be permitted.

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

- The **Recreation Master Plan** outlines policy actions that the City may use to improve quality of life for Iqaluit residents through the provision of park and recreation services. The Plan identifies needs, provides direction, and establishes priorities for planning recreation facilities and services for a ten year horizon that are tied into the Capital planning process.
- The **Community Economic Development Plan** focuses on policy actions that will improve both economic development and quality of life within the community.
- The **Capital Plan** projects cash flow for five years. The Plan details all revenue sources and anticipated expenditures, including roads, sidewalks, water and sewer upgrades and extensions, recreation, economic development and communication, administration, etc.
- The **Sylvia Grinnell Master Plan** contains specific policy actions for the protection and development as a recreation centre of Sylvia Grinnell Park.

### 1.3 Time Frame of the General Plan

The City of Iqaluit General Plan contains Councils' policies for managing the physical development of Iqaluit to the year 2022. It is based on the possibility that the population of Iqaluit could reach 10,000 to 12,000 by that year.

The existing General Plan was adopted by By-law No. 370 on October 8, 1996. As required by the Planning Act, a General Plan should be reviewed at least once every five years to ensure that it continues to reflect current needs.

### 1.4 Plan Adoption and Amendments

The General Plan is adopted by By-law and approved by the Minister of Community Government and Transportation. 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 the City of Iqaluit, Planning Committee of Council, City Council, the Government of Nunavut, the Land Claims Organization, and the Government of Canada. A series of open houses, public meetings, and workshops with the public and selected focus groups were held in May, June and October of 2002.

The meetings in May were intended to obtain confirmation of the major issues resulting from previous consultations and to understand the best way to consult in the future.

In June, two community workshops and a number of focus group sessions were held. Over 300 consultation “Workbooks” were distributed by being mailed to designated people or organizations and handed out at workshops and at the display booth up at the Northmart. The Workbook summarized the results of previous consultations and listed opportunities, challenges and some potential options to be considered for the future development of Iqaluit. The Workbook posed questions regarding the desired direction of Iqaluit’s future and was used to frame the discussions for the consultations held in June. Much of the policy direction of this Draft General Plan was confirmed through these meetings.

The consultations in October 2002 provided an opportunity for residents and other stakeholders to review and discuss the Draft General Plan and Draft Zoning By-law and provide feedback on what they like about these documents and how they would like to see them changed.

Further consultations were held in January 2003 to review the revised Draft General Plan and Zoning By-law prior to First Reading of this By-law.



## SECTION 2

# VISION & ACTIONS

In the Spring of 2002, Council took a significant step in consulting the community on the future of Iqaluit. Recognizing that the residents and businesses of the City wanted more input into how Iqaluit will change in the coming years and clearer policies and procedures on how that change will take place, Council initiated a process to review the General Plan for the city. The process included a review of the findings of previous public consultations and a new public consultation exercise to confirm community values. This consultation exercise included public workshops, display booths, open houses, focus sessions and interviews with elders and other community leaders, interviews with government staff, and the distribution of a “Workbook” questionnaire.

The General Plan is prepared under the umbrella of the community values and visions that were expressed during these public consultation processes. These community values and visions are summarized in the Vision Framework outlined on the following page. The Vision Framework has four vision statements. The following pages will describe how the four vision statements will be achieved, including a link to specific policy actions described in the General Plan.





## General Plan Vision Framework

### **A Unique Arctic Capital**

**1**

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

Objectives:

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

### **A Liveable City**

**2**

*Iqalungmiut will live in a City that is safe, caring, prosperous, attractive, and reflective of an arctic lifestyle.*

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
- Designing a Safe City
- Protecting Access to the Land & Sea

### **An Environmentally Responsible and Sustainable City**

**3**

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

Objectives:

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

### **Effective Community Planning**

**4**

*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*

Objectives:

- Promoting Participation in Planning
- Ensuring Implementation of the Plan



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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 Territory in 1999, Iqaluit is striving to take on its new role as an arctic capital city representing an expansive and largely Inuit territory. Iqaluit plays an important and unique role as the major business, transportation, administrative, health and educational centre serving Nunavut. Iqaluit is by far the largest community in Nunavut and has a much higher non-Inuit population than that of other Nunavut communities. This demographic fact presents a challenge to ensure Iqaluit is representative of its Territory, while recognizing its multi-cultural reality.

A unique arctic capital can be achieved through the development of a vibrant Core Area and by reflecting cultural heritage. A vibrant core area requires a balanced mix of new housing, office and retail development as well as public gathering spaces to enjoy indoor/outdoor events and art displays. Efforts are needed to promote a stronger core area identity and an improved pedestrian and open space network linking the city to the land and the sea for residents to be proud of and enjoy with visitors. There are areas of strong cultural significance that are experiencing pressure for development. The challenge is to maintain a clear distinction between areas to be developed and the protection of land that supports recreational and traditional lifestyle activities. New buildings and development must be respectful of 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 coming to the City. A Capital District will be created within the Core Area to accommodate the expansion needs of Iqaluit's new capital functions. The Core Area will have its own unique identity characterized by high quality building design, a consistent urban form and a significantly enhanced pedestrian environment with gathering spaces. Redevelopment of parts of the Core Area for more residences will be encouraged to allow more people to take advantage of the wide range of cultural and recreational activities as well as employment opportunities conveniently located within walking distance. The General Plan will pursue these goals through the following:*

### Actions:

- ❖ Abide by the policies for the Core Area and Capital District which provides for the expansion needs of the new Capital.



- ❖ Adopt Urban Design Guidelines for the Core Area.
- ❖ Provide road cross sections for Collector and Local Roads and consider increasing road width where necessary as a condition of development approval.
- ❖ Preserve rights-of-way for development of walking trails.
- ❖ Identify locations of community square(s) and protect this land as a community focus.
- ❖ Identify and preserve a road right-of-way for a potential by-pass road that could alleviate congestion and truck traffic in Core Area in the future.

### 2.1.2 Reflecting Inuit Cultural Heritage

*The City will strive to emphasize and reflect in a meaningful way 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 the review of any development proposals. The General Plan will pursue these goals by:*

#### Actions:

- ❖ Abide by the policies for the Cultural Heritage designation.
- ❖ Promote public involvement in the identification and conservation of cultural resources.
- ❖ Adopt Development Guidelines for the City to follow for the process of land subdivision that includes consideration of snowdrifting hazards and environmentally sensitive areas.
- ❖ Recommend a Waterfront Study as identified in the Recreation Master Plan.
- ❖ Establish potential sites and selection criteria for a new cemetery.
- ❖ Provide access corridors to the land and maintain adequate open spaces and building separation outside the Core Area.
- ❖ Provide opportunities for the display of public art focusing on Inuit art.
- ❖ Provide opportunities for cultural buildings to be placed on the land.

## 2.2 A Liveable City

Population projections show that the City's population could increase by almost 100% in the next twenty years to 12,000 people. This means that land for more homes, parks, shops, services, and jobs will need to be made available. The quality of life in the City will be diminished if growth happens in an unplanned way and threatens the things that residents value.

Growth in Iqaluit has meant more cars and snowmobiles crowding walking space on the roads. Affordable housing opportunities are lacking and some areas have poor access to shops and services. The placement and character of buildings

*Iqalungmiut will  
live in a City that is  
safe, caring,  
prosperous,  
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reflective of an  
arctic way of life.*





**Sustainable Development**  
*meets the needs of the  
present generation without  
compromising the needs of  
future generations.*

does not always reflect the realities of arctic living. These issues will need to be addressed to ensure Iqaluit is a safe and pleasant place to live and visit. The challenge is to balance the desire for open spaces and parks and the need for additional housing and services.

Environmental sustainability encourages practices that minimize damage to the natural environment in order to ensure the long-term integrity of the ecosystem. More compact development patterns produce fewer emissions, leaves more land in its natural state, and substantially reduce servicing costs. Although the land supply in the Arctic seems limitless, a dispersed settlement pattern is not only more expensive to service but has greater impacts on the environment.

Planning for new development in Iqaluit will continue to be strongly influenced by the physical environment in which it is located. The land is a series of parallel rock ridges interspersed with valleys of varying width. The major part of the built-up area of town, including the airport, is located on the largest area of level land in the area. With limited level land available, Iqaluit has expanded into more sloping areas such as Tundra Valley and Road To Nowhere. Sloping areas are typically more difficult and more expensive to service with piped sewer and water. The City faces difficult decisions on development so that the need to extend costly service infrastructure can be reduced and impacts on the natural environment can be minimized.

Objectives:

- Recognizing and Protecting the Arctic Way of Life
- Providing a Clear Development Strategy for Housing Choice
- Promoting Attractive & Well Designed Development
- Ensuring Economic Opportunities
- Designing a Safe City
- 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 community spirit that results. The City will recognize the land-based economy, support traditional way of life, protect views and access ways to the beach, and ensure adequate wide open spaces, both between built up areas and within the built up areas themselves. The General Plan will address these goals by:*

Actions:

- ❖ Ensure a lower profile and scale to development in the beach area called the Sijjanga District to protect views and access.
- ❖ Recognize the role of shacks in beach areas in supporting traditional ways of life.
- ❖ Adopt policies to support home-based businesses.
- ❖ Recognize the Canadian Inuit Dog and Dog Sled By-law.





- ❖ Recognize and protect snowmobile trails that provide access to the land and sea.

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

*The City will adopt a Development Strategy in the General Plan to guide the growth of the City. The City will be designed to offer a range of housing types for residents of different ages and incomes. The City will address the serious issue of overcrowding and work with the appropriate authorities to make land available in convenient locations for more housing. Due to 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 a combination of commercial on the ground floor and residential above will be encouraged in the Core Area where good access to services is available within an improved walking environment. New development areas inside the existing servicing limits will be explored prior to expanding service limits. The City will consider limited small-scale residential development outside the service limits on trucked services. The General Plan will pursue these goals by:*

#### **Actions:**

- ❖ Outline a Development Strategy that links the location and phasing of development areas to the anticipated growth of the City.
- ❖ Encourage residential and mixed-use intensification in the policies of the Core Area land use designation.
- ❖ Establish policies regarding municipal servicing.
- ❖ Encourage housing innovation.

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

*The City will work to make Iqaluit attractive and well designed. A good 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 developments will consider tundra preservation, good pedestrian connections, parks, building orientation for views and sunlight, and the adverse effects of snowdrifting. The General Plan will pursue these goals by:*

#### **Actions:**

- ❖ Establish Development Guidelines for layout of new subdivisions.
- ❖ Provide for the establishment of 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 opportunities for economic activity essential for the City's well-being. Initiatives include the provision of adequate land resources for economic activities and the provision of good and efficient road systems to link businesses and integrate with the harbour and airport. The importance of the marine harbour/sea-lift area and the airport will be recognized and re-enforced. Aggregate resource areas will be protected for extraction so that Iqaluit can service its own needs in the future. The City will continue to enhance and protect the overall quality of life in Iqaluit to ensure the City is an attractive place to live and work and to visit. The General Plan will pursue these goals by doing the following:*

**Actions:**

- ❖ Designate sufficient serviced urban land to meet long-term employment needs.
- ❖ Establish specific policies for protection of marine facilities and the airport in the Transportation Facility land use designation.
- ❖ Adopt policies for the Core Area that encourage concentration of retail and office commercial activities in the core.
- ❖ Adopt policies that accommodate heavy and light industrial uses in an Industrial land use designation, with flexibility to accommodate limited associated cash and carry retail activities.
- ❖ Support more intensive development in selected re-development areas.
- ❖ Adopt policies to support home-based businesses.
- ❖ Identify and protect mineral aggregates for future exploitation.
- ❖ Promote a cleaner and more attractive City to increase tourism opportunities through:
  - Provide for the establishment of a Property Maintenance By-law.
  - Pursue the use of Development Agreements for certain types of developments.
  - Restrict shipping containers ("sea cans") in certain areas.

### **2.2.5 Designing a Safe City**

*The City will give full attention to the safety of Iqaluit's roads and neighbourhoods. All neighbourhoods will have safe play areas for children within easy walking distance of their homes. Sidewalks in high traffic areas and an extensive off-road walking trail network will reduce unsafe walking environments and improve the experience of walking. Snowmobile trails will also be designated to minimize pedestrian and snowmobile conflicts. The General Plan will pursue these goals by*



## Actions:

- ❖ Identify and protect walking and snowmobile trails.
- ❖ Provide for sidewalk development through road cross section design and increasing right-of-ways as a condition of development approval where appropriate.
- ❖ Ensure development guidelines for new subdivisions include consideration for safe walking environments and neighbourhood parks.
- ❖ Reflect recommendations of Recreation Master Plan regarding size and location of neighbourhood parks.
- ❖ Develop parking areas that are safe and convenient.

### 2.2.6 Protecting Access to the Land & Sea

*The City will identify and protect the major access points to the land and to the sea. The City will also take advantage of future opportunities to improve these accesses through the Development Permit process. The General Plan will pursue these goals by:*

## Actions:

- ❖ Adopt policies in the Open Space land use designation to ensure creeks and shorelines remain accessible.
- ❖ Designate walking trails on Figure C to ensure the Open Space Network and trails are maintained and not obstructed by new development.
- ❖ Recognize the special status of the 100-foot strip along the shorelines as Commissioner's Land as per Article 14 of the Nunavut Land Claims Agreement.





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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. Close contact with the natural environment was an essential part of the lives of the Inuit in the recent past and continues to play a very important role in the lives of many. Iqaluit's municipal boundaries contain 52.3 square kilometres of land area. The boundaries were established to allow the City 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 treatment of the natural environment has been unfortunate. The presence of numerous dumps throughout Iqaluit, at Apex, West 40, North 40 and the Upper Base, as well as a number of potentially contaminated sites, presents a public health, and safety risk, as well as being aesthetically unpleasing.

A city striving for environmental responsibility faces many challenges, such as not polluting waterways, preserving the shorelines of creeks and the sea, protecting a clean and abundant water supply, reducing waste going to landfills, and protecting the tundra in populated areas from being damaged unnecessarily during development. It also means avoiding urban sprawl and taking advantage of redevelopment and infill opportunities before opening up new land for development.

### **Objectives:**

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

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

*The City will ensure that development or redevelopment of sites is focused on designing with, or around, natural features that should be preserved. Designing with nature means ensuring development does not occur too close to rivers, creeks, and the sea shoreline. It also means protecting portions of the tundra in the populated areas. The General Plan will pursue these goals by:*

### **Actions:**

- ❖ Adopt Development Guidelines for the layout of new subdivisions.
- ❖ Introduce watercourse setbacks for all types of development.
- ❖ Provide policies for infill and redevelopment that maximize use of existing piped water and sewer services.



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

*The City will protect the integrity of the air, water, and land in Iqaluit. Protection of an adequate and clean water supply will continue to be a high priority for the City. The City will ensure the protection of the Lake Geraldine watershed and future water supplies. The City will encourage building design technology that creatively reduce environmental impacts such as wastewater recycling systems and energy efficient building design. The City will encourage the clean-up of dump sites where appropriate. The General Plan will pursue these goals by:*

#### Actions:

- ❖ Protect the purity of Iqaluit's drinking water supply through the Watershed Protection Area designation.
- ❖ Identify the existing and former Waste Disposal Sites to ensure non-compatible land uses are not built near these sites.
- ❖ Adopt Development Guidelines that contain considerations for the layout of new subdivisions with respect to the preservation of unique natural features, setbacks from lakes and watercourses, and orientation of lots to maximize sunlight exposure and minimize wind exposure and shadowing.
- ❖ Pursue sustainability initiatives such as energy efficiency, water conservation and alternative technologies.

## 2.4 Effective Community Planning

Iqaluit's transformation into a capital is placing many pressures on the City. The tremendous growth of the City has raised many important issues that are not addressed in planning policy. Many people, particularly long term residents, feel left out of the planning decision-making process and lack adequate opportunity to shape the future of the City. The City must strive to make participation in the planning process more available and ensure that all planning decisions are made based on the 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 implement procedures to allow the community to be more engaged in the decision-making process. Public consultation and notification procedures will be implemented, with particular attention to Inuit input on major*

*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.*



*developments and/or developments with particular cultural heritage significance. The General Plan will address these goals through:*

**Actions:**

- ❖ Recognize the importance of public consultations for major development proposals and planning documents.
- ❖ Communicate effectively with the public on Development Permit applications.
- ❖ Introduce an enhanced and clear public notification process.
- ❖ Use Cultural Heritage symbols to identify and protect important historical and cultural resources.

### **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. The General Plan will pursue these goals by:*

**Actions:**

- ❖ Provide for the adoption of a procedural manual to assist Council, staff and the public to deal effectively with development applications.
- ❖ Review the General Plan at least every five years as required by the Planning Act.
- ❖ Adopt a Zoning By-law and use as a means to implement this General Plan.
- ❖ Provisions for the adoption of a Property Maintenance By-law.
- ❖ Require the preparation and approval of Development Schemes for the Core Area and Future Development Areas.



## SECTION 3

# DEVELOPMENT STRATEGY

### 3.1 Population growth

Iqaluit has experienced very rapid population growth in recent years. The 2001 Census recorded a population of 5,236, representing a 24.1% increase in population since 1996 and making Iqaluit the fastest growing community in Nunavut. Only one other Census Metropolitan Area (Barrie, Ontario) in Canada grew more rapidly than Iqaluit between 1996 and 2001.

The population figure of 5,236 for 2001 may not reflect the transient population and some undercounting may have resulted. For the purposes of studying future servicing requirements, the City of Iqaluit has decided to use a revised population figure for 2001 of 5,500. This Plan also assumes a base population of 5,500 in 2001.

In forecasting future population growth, two components of growth are considered – the natural rate of increase, which is the number of births minus deaths, and net migration, which is the total number of people moving to Iqaluit minus those that are leaving.

Nunavut as a whole has the highest fertility rate and youngest population in Canada causing it to have the highest rate of natural increase in the country. This growth factor is muted somewhat by a relatively low average life expectancy and, particular to Iqaluit, the presence of an increasingly higher percentage of non-Inuit (38%)(source: 1996 Census, Statistics Canada). As for net migration, the Conference Board of Canada concluded that very few Inuit venture south.







The City's new role as capital of Nunavut and economic and other opportunities have attracted people from other eastern Arctic communities, as well as significant numbers from southern communities, resulting in positive net migration. As concluded in the report entitled *Nunavut Economic Outlook* (Conference Board of Canada, 2002), there are a number of factors that indicate that the recent in migration of southerners resulting from the transition to a new government structure may not be a source of growth over the long-term. The report states that the southern population living in Nunavut tends to be quite transient with newcomers often replacing fellow southerners that are leaving. The report also notes that representative hiring of Inuit in the government sector and preferential procurement policies by the federal and territorial governments for Inuit firms, as provided for in the Nunavut Land Claims Agreement, may serve to reduce the number of southerners coming to Iqaluit in the future. Considering these factors, the Conference Board concluded that Nunavut's population as a whole could be expected to grow by an average of 2.32% compounded annually over the next 20 years. Applying this growth rate of 2.32% to Iqaluit's assumed base population of 5,500 in 2001 would yield a population of 8,919 in 2022. However, since there is positive net migration to Iqaluit from other Nunavut communities, despite the Government of Nunavut's (GN) policy of decentralizing government services, this growth rate is considered at the low end of the projections for Iqaluit.

The City of Iqaluit currently uses a population projection produced for the purposes of the *Solid Waste Management Plan* (JL Richards & Assoc., 2002). In this Plan, population growth was projected at an average annual growth rate of 3.66%. This growth rate yields a population of approximately 11,700 in 2022. The *Sewer and Water Study* (2002) undertaken by Trow Engineering used these population figures as a basis of the study, assuming a population of 11,300 in 2021 and an ultimate population of 12,000. This population projection is considered at the high end of the projections.

The GN Bureau of Statistics produced community level population projections in 1998 that projected that Iqaluit's population growth between 2000 and 2005 would generally be 3.5%, falling to approximately 3.0% annually between 2006 to 2015, and then just 2.5% from 2016 to 2020. Accounting for a revised population figure used by the City of Iqaluit for 2001 of 5,500, and applying the Bureau of Statistics' projected growth rates, a population of 10,169, or approximately 10,000 people, is yielded in 2022. This is considered a medium projection.

A range of projected population growth is therefore provided. It is recommended that the medium projection be the basis of this Plan. Monitoring of actual growth rates are needed to review the timing of development phasing and the extent of infrastructure expansions. The table below contains a summary of the low, medium and high projections:





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

Year	Low <sup>1</sup>	Medium <sup>2</sup>	High <sup>3</sup>
2001	5,500	5,500	5,500
2002	5,638	5,695	5,711
2007	6,323	6,720	6,835
2012	7,091	7,819	8,179
2017	7,953	8,983	9,788
2022	8,919	10,169	11,713

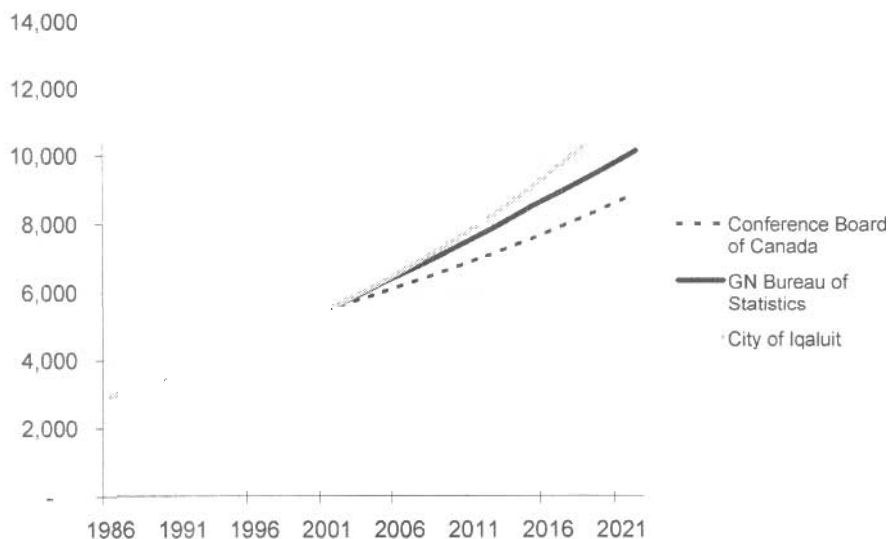
<sup>1</sup> Application of annual growth rates for Nunavut from *Nunavut Economic Outlook* (Conference Board of Canada)

<sup>2</sup> Application of average 5-year annual growth rates from *Nunavut: Community Population Projections, March 2000* (Nunavut Bureau of Statistics)

<sup>3</sup> Application of annual growth rates projected for the *Solid Waste Management Plan* (JL Richards & Assoc., 2002)

It is therefore recommended that a medium projection for population growth of 10,000 be used for the purposes of this Plan. However, servicing capacity will be planned for an ultimate population of 12,000 to accommodate growth beyond 10,000 should that situation prevail in the long-term.

**Illustration 1**  
**Observed and Projected Population Counts**





### 3.2 Housing Units

There is a serious shortage of housing in Iqaluit. More housing is needed for a growing population, to relieve crowded housing conditions, for special needs populations, and to assist in 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 2001 Census, there are approximately 2,105 housing units in the city. Since the Census was conducted in March of 2001, approximately 138 additional units were built by year-end 2002. The total base units are therefore 2,243, with an average of 2.6 people in each household. This average has dropped significantly since 1996 when the average was 3.8 persons per unit. Given the growing proportion of young people in Iqaluit, this trend is expected to continue and housing demand to remain strong. The projections in Table 2 are made based on the low, medium, and high population projections:

**Table 2**  
**Housing Projections**

<b>Projection</b>	<b>Total units needed by 2022</b>	<b>Current supply of units*</b>	<b>Additional units needed by 2022 (Total – Current)</b>	<b>Average Units / year</b>
Low	3,424	2,243	1,181	59
Medium	3,911	2,243	1,668	83
High	4,497	2,243	2,254	113

\* based on 2001 Census + units built or approved as of September 2002 provided by the City of Iqaluit Planning & Lands Department

Sufficient land should be designated and available to meet the housing needs for the 20-year planning horizon. For the purposes of this Plan, the target number of housing units will be rounded to 3,900 units by 2022.

There are servicing constraints that will limit the amount of new residential development in these designations until servicing capacity can be expanded. It is the aim of the General Plan to provide sufficient opportunity to meet this target. However, given the geographic and topographic constraints, servicing costs, and existing development patterns, it will be a challenge to achieve this target within the *Populated Area*. Therefore, infill, re-development and increased densities will need to be considered to achieve this target of 3,900 units.



## Policies:

*housing for 10,000**mix of housing types**Core Area redevelopment**monitoring*

1. Council will provide an opportunity and plan for a population of approximately 10,000 and 3,900 dwelling units by the year 2022.
2. To provide more housing choice and improve affordability of housing, Council will encourage a range of housing forms in all land use designations where housing is permitted in accordance with specific zones in the Zoning By-law.
3. Council will encourage the redevelopment of targeted areas within the Core Area designation for mixed use and multiple family dwellings and such areas will be set out in the Zoning By-law.
4. Council will also monitor the housing supply on a regular basis and work with agencies to assess the need for housing for the lower income groups.

### 3.3 Servicing Capacity

All buildings in Iqaluit are provided with municipal water and have sewage removed to municipal facilities. Such services are provided to homes either by truck or by through the piped system (utilidor). There are currently 423 units on trucked services, representing approximately 38% of buildings in Iqaluit. The remaining 62% of the City's buildings are connected to the piped utilidor system. Trucked services currently occur in five main areas: Lower Base, Uivvaq Loop, Expansion Area, Tundra Valley, Apex, West 40, and the furthest portion of the North 40 area. The City plans to convert Lower Base and Uivvaq Loop to piped water service by 2005.

Development beyond the existing sewer and water limits will require major infrastructure investments. Capacity for both sewer and water is currently available within the existing sewer and water limits. Infill development and redevelopment opportunities should therefore be encouraged to maximize the use of the existing system.

The raw water and sewage treatment facilities should be planned to provide capacity for a population of 10,000 to 12,000 by 2022. Expansions to the system must be phased and will require substantial funds.

## Policies:

*service upgrades & extensions**higher densities*

1. Council will pursue the upgrading and extension of water and wastewater systems to provide further capacity and reach for development outlined in Section 3.4 – Phasing of Development.
2. Council will encourage higher densities in areas of piped water and sewer services.



*Connection to  
utilidor*

*Development  
outside service  
limits*

*water  
conservation*

*industrial  
development*

*sufficient capacity*

*extending  
servicing limits*

*5-yr program*

*fire flow*

3. All new multi-unit residential developments (greater than 2 units) and all commercial developments with large water use (greater than 2,000 litres per day) shall be serviced by utilidor.
4. Council shall consider residential development proposed outside the utilidor servicing limits under the following conditions:
  - a) Only single-detached dwellings, semi-detached dwellings, duplex dwellings, and mobile homes shall be approved on trucked services, unless substantial water conservation methods are utilized.
  - b) The development is within the Residential Community or Core Area land use designation and is located in Apex, Tundra Valley, and the new development area east of Tundra Valley;
5. Council will encourage water conservation methods, such as water recycling systems, to reduce consumption.
6. Future industrial development and/or redevelopment within Iqaluit, may be permitted on trucked services dependent on the use(s) being proposed. However, manufacturing uses with large water demand (greater than 2,000 litres per day) will require connection to utilidor.
7. Council will only approve applications for development within the Populated Area when it is satisfied that there is sufficient water treatment and sewage treatment capacity to service the proposed development.
8. It is the intention of Council to undertake the necessary studies towards extending the servicing limits of both municipal piped water and sanitary sewer services and seek the necessary funding for their implementation from the Territorial and Federal Governments.
9. Council shall prepare and maintain a five-year capital and operations and maintenance program for purposes of planning and securing grants.
10. 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.

### 3.4 Phasing of Development

The phasing of development is intended to minimize the need for premature infrastructure investment while providing adequate serviced land in a timely manner for housing demand and economic development opportunities. In this way, development within the utilidor servicing limit, as defined by the Director of Engineering, will be given priority over areas outside this limit. Areas that would be too costly to service with piped infrastructure will be considered for trucked services for single and semi-detached housing units.

Table 3 outlines the phasing of development in terms of their priority and the method of servicing, if known. Generally, new development is favoured in areas that are already serviced by utilidor or where it could be easily extended. Nevertheless, some areas are proposed to be serviced by truck in instances where the location, topology, and density of housing makes piped services too costly. Targeted redevelopment is expected to occur over a



longer period and is therefore indicated throughout Phases 1, 2, & 3. An estimate of the development potential for each area is located in Appendix A of this Plan. Future Development Areas require the approval of a Development Scheme and an amendment to this Plan to reflect the appropriate land use designations for the type of uses intended prior to development (Section 5.9).

Phase 1 development includes infill and redevelopment in the Core Area and the completion of the Road-To-Nowhere and Lake Subdivisions, all of which are located within the utilidor servicing limits. Phase 1 also includes two areas, Apex South and Tundra Valley East, more suitable for development on trucked services. Development in Apex South and Tundra Valley East would be limited to single family and semi-detached homes and limited neighbourhood serving commercial activities.

Phase 2 development includes the Quarry Subdivision and Future Development Areas A, B, and C. Previous studies have indicated that the majority of Area A can be serviced by utilidor, except for the northernmost part. Further study is required as to the feasibility of filling the old quarry and servicing the area for development.

Phase 3 development includes Future Development Areas D and E, both of which are outside the current utilidor servicing limits. Since Area F may only be considered for development subject to a clean-up of the former waste disposal site and a subsequent Development Scheme, it is foreseen that this area be serviced by truck, consistent with existing conditions.

Policies:

1. Recognizing the piped service limits and the cost to extend and upgrade the water and sewage treatment facilities, Council shall phase development in accordance with the table below. A more detailed analysis of development potential is located in Appendix A.

**Table 3**  
**Phasing of Development**

<b>Phase 1</b>	<b>Utilidor</b>	<b>Trucked</b>
Infill development in Core Area	✓	
Redevelopment in Core Area	✓	
Completion of Road-To-Nowhere	✓	
Lake Subdivision	✓	
Apex South		✓
Tundra Valley East		✓
<b>Phase 2</b>	<b>Utilidor</b>	<b>Trucked</b>
Infill development in Core Area	✓	
Redevelopment in Core Area	✓	
Quarry Subdivision	✓	



<b>Phase 2</b>	Utilidor	Trucked
Future Development Area A (west of NPC and Arctic College)		Subject to Development Scheme
Future Development Area B (west side of Niaqunngusiaq Road at top of hill)		Subject to Development Scheme
Future Development Area C (along the Road To Nowhere)		Subject to Development Scheme
<b>Phase 3</b>	Utilidor	Trucked
Infill development in Core Area	✓	
Redevelopment in Core Area	✓	
Future Development Area D (east side of Niaqunngusiaq Road at top of hill)		Subject to Development Scheme
Future Development Area E (east of Apex)		Subject to Development Scheme

*review of phasing*

2. Council will periodically review the development phasing and, if required, adjust phasing based on prevailing conditions. The designation of Future Development Areas on Figure B does not oblige Council to provide infrastructure within the timeframe of this Plan.
3. Development will be encouraged to take place where other services are already available or can be readily provided. Such services and facilities include public roads, garbage collection and disposal, fire protection, police protection, education, and parks. In general, new development should not create an undue financial burden for the City unless it can be shown that the long term benefits outweigh the costs.

*development in serviced areas encouraged*



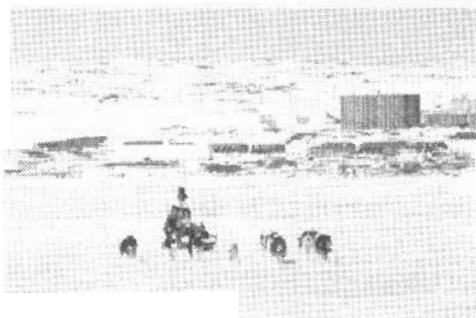
## SECTION 4 BEYOND THE POPULATED AREA

Figure A of this Plan shows the boundaries of the City of Iqaluit encompassing a large area of 52.34 square kilometres. Municipal boundaries are provided for in the *Nunavut Land Claims Agreement* (1992) and are based on allowances for expansion of the built up area and the location of future municipal services.

The boundary indicating the Populated Area of Iqaluit is shown on Figure A. Beyond the populated area there are three land use designations: the Park Reserve which includes the existing and proposed boundary of Sylvia Grinnell Territorial Park, the Watershed Protection Area around Lake Geraldine, and Nuna which represents the land. More detailed land use designations for the Populated Area are shown on Figure B.

### 4.1 Nuna

“Nuna” is an Inuktitut word that refers to the land. It is a term often used by Iqalungmiut to describe the 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 residents and visitors to Iqaluit. There are also significant resources including aggregate deposits (sand and gravel) and clean water supplies in this area that need to be protected for future use.



#### Policies:

#### *Permitted uses in Nuna*

1. Uses on Nuna will be limited in the Zoning By-law to cultural and natural uses. These uses include the following:



<p><i>zone category</i></p>	<ul style="list-style-type: none"> <li>a) Temporary camping structures;</li> <li>b) Limited public buildings to support camping, hunting and fishing;</li> <li>c) Archaeological sites and interpretation facilities; and,</li> <li>d) Existing communications facilities.</li> </ul>
<p><i>Uses in Nuna subject to Zoning Amendment</i></p>	<ul style="list-style-type: none"> <li>2. Council proposes to establish a Municipal Reserve (MR) Zone in the Zoning By-law.</li> <li>3. The following uses are permitted on Nuna subject to a Zoning By-law amendment: <ul style="list-style-type: none"> <li>a) Pits and quarries in accordance with the policies in Section 5.11;</li> <li>b) A Waste Disposal Site in accordance with the policies in Section 7.1.1.</li> <li>c) New communications facilities in accordance with the policies in Section 7.3.4.</li> <li>d) Facilities for power generation including conventional combustion and renewable energy sources such as solar and wind power.</li> <li>e) Other public utilities such as a water filtration plant.</li> </ul> </li> </ul>
<p><i>criteria for evaluating proposals</i></p>	<ul style="list-style-type: none"> <li>4. For the uses listed in Policy 3, Council will use the following criteria in evaluating the proposed development, in addition to other policies elsewhere in this Plan for specific uses: <ul style="list-style-type: none"> <li>a) Impact on the environment;</li> <li>b) Road access;</li> <li>c) Consideration of long-term expansion to the Populated Area boundary;</li> <li>d) Known cultural heritage resources;</li> <li>e) Power availability; and,</li> <li>f) Environmental assessment.</li> </ul> </li> </ul>
<p><i>expansion of Populated Area boundary</i></p>	<ul style="list-style-type: none"> <li>5. Permanent residential or commercial development will not be permitted in the Nuna area. The long-term need for expansion of the Populated Area boundary into Nuna will only be considered by amendment to this Plan and only after an analysis is completed indicating the need, the servicing requirements, and potential impacts on the environment of such an expansion.</li> </ul>
<p><i>aggregate resources</i></p>	<ul style="list-style-type: none"> <li>6. Future areas of aggregate resources will be identified by the City and protected for future use by amendment to this Plan and the Zoning By-law.</li> </ul>
<p><i>road access</i></p>	<ul style="list-style-type: none"> <li>7. Road access will only be extended after a review of the environmental impacts, cost and benefits to the City, and justification of need.</li> </ul>
<p><i>Development near the municipal boundary</i></p>	<ul style="list-style-type: none"> <li>8. Any development proposed close to the municipal boundary or having potential impacts outside of the municipal boundary shall be submitted to the Nunavut Planning Commission.</li> <li>9. Any application for land use, except for those uses in Section 4.1.1, requires a comprehensive development plan for the Nuna area.</li> </ul>
<p><i>consultation</i></p>	<ul style="list-style-type: none"> <li>10. For any development in Nuna, the proponent must consult with the Hunters and Trappers Organization, the Qikiqtani Inuit Association, and the Nunavut Planning Commission.</li> </ul>





## 4.2 Watershed Protection Area

As the City's current water supply, the watershed around Lake Geraldine needs to be protected to ensure that development does not compromise the future water supply for the City. To meet the water needs of the projected population, additional water supplies will be identified and protected.

Policies:

zone category

future water  
supplies

1. No development including roads and trails are permitted within the Watershed Protection Area.
2. Council proposes to establish a Municipal Reserve (MR) Exception Zone in the Zoning By-law.
3. When future water supplies are determined by the City, these areas will be designated by amendment to this Plan as Watershed Protection Areas and by amendment to the Zoning By-law.

## 4.3 Sylvia Grinnell Park Reserve

Sylvia Grinnell Territorial Park currently extends from the West 40 to the eastern edge of the Sylvia Grinnell River. The current Park boundary and proposed boundary expansion, as indicated in the *Sylvia Grinnell Master Plan*, is combined and shown as Park Reserve on Figure A. It is an important natural resource area and a special attraction for the area. There are significant archaeological sites within the Park and it has been identified as an area of high 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 on 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 Sustainable Development to ensure that Sylvia Grinnell Territorial Park is managed for the benefit of visitors and residents.
4. Council will attempt to clean up the access ways to the Park by:
  - a) Passing and implementing a Property Maintenance By-law
  - b) Restricting the location of outdoor storage and introducing screening requirements in the Zoning By-law for developments along the access road to the Park (sewage lagoon to Park entrance).



## SECTION 5

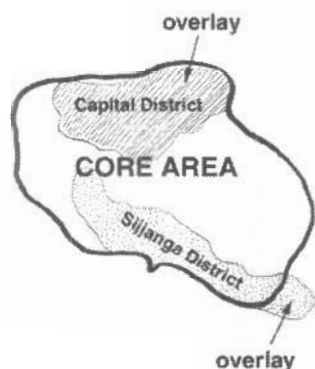
# POPULATED AREA LAND USE POLICIES

Land uses within the Populated Area are defined by policies for specific types of uses, such as commercial and industrial uses, and by policies for specific land use designations. Land use designations are shown on 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, both as a community and as a capital. This area 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 on Figure B of this Plan.

Policies for the Core Area are aimed at maintaining the employment focus of the area, continuing a mix of land uses, encouraging more residential development in targeted areas, improving circulation on and off streets to increase the safety and comfort of pedestrians, and promoting a unified urban form and character through the establishment of Urban Design Guidelines and maximum building heights. Section 5.1.1 discusses the land use and housing policies to be adopted for the Core Area, Section 5.1.2 discusses the pedestrian and vehicular circulation policies, and finally, Section 5.1.3 outlines the Urban Design Guidelines and when they are applied to development in the Core Area.



There are two areas or 'Districts' in the Core Area where 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 on Figure B of this Plan. The Districts are considered overlays to the Core Area land use designation. This means that the policies for the Core Area continue to apply in the Districts, unless otherwise noted in the District policies. Where there is a conflict between the overall policies of the Core Area and a District, the policies of the District prevail. The Zoning By-law will establish separate zones for the Capital and Sijjanga Districts.

The first overlay, the Capital District, defines an area where residential and retail uses will be restricted and where larger scale development will generally be permitted when its form and character is consistent with the Urban Design



Guidelines. 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. The policies for the Capital District overlay are described in Section 5.1.4.

The second overlay, the Sijjanga District (“Sijjanga” is the Inuktitut word for beach area or waterfront), defines an area where institutional and retail uses will be restricted and only smaller scale development will be permitted. The intent of the Sijjanga District overlay is to protect views to the sea, access to the beach area, traditional uses, and the low profile of the existing residential communities. The 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 where under-utilized land could be used to create employment opportunities and build more housing to help meet the needs of a growing population. There are good examples of developments that mix commercial activities on the ground floor and residential space on the upper floors. The mixing of uses continues to be encouraged along the commercial main streets. The areas behind the commercial main streets should provide a transition to more residential uses and from larger-scale buildings to the smaller-scale buildings of the established neighbourhoods such as Uivvq and Lower Base. Multiple family and apartment type housing will be encouraged in these transition areas.

There are many advantages in accommodating more housing in the Core Area. People living in the Core Area 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 other services not available in other Nunavut communities. Housing in the Core Area is generally more affordable since the cost of building is less costly, thus providing better housing opportunities for those who have less income. The policies for the Core Area therefore support intensification of residential uses along commercial main streets and within their transition areas.





## Policies:

- |  |   |
|--|---|
|  | 1. Council will support the Core Area shown on Figure B as the major focal point of government activities, tourism, business, retail, housing, entertainment and cultural activities.   |
| Core Area uses   | 2. Permitted uses in the Core Area shall include residential, office, retail commercial uses, institutional uses, and open spaces.  |
| conform to Urban Design Guidelines                                 | 3. Council will follow the Urban Design Guidelines described in Section 5.1.3 when reviewing and approving development in the Core Area.  |
| mixed-use redevelopment  | 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.   |
| multi-use development  | 5. Council will seek opportunities to encourage the development of multi-use buildings, particularly those located with or adjacent to schools, churches, and offices by coordinating efforts of various government agencies, looking for opportunities in Development Schemes, and by hosting semi-annual meetings with agencies.  |
| promote Queen Elizabeth and Mivviq Roads as commercial mainstreets | 6. Council will recognize the importance of the commercial mainstreets:<br>a) Queen Elizabeth Road, from Four Corners to Arctic Ventures, acts as a commercial main street and future retail activities should be encouraged to locate along this street to infill existing lots or redevelop underutilized sites. Particular emphasis will be placed on mixed use redevelopments with ground floor commercial retail and residential units above. The east end of the street can function as a service-oriented precinct consisting of renovated former houses, as well as a preserve for the next wave of commercial growth.<br>b) Mivviq Road between Four Corners and the Airport boundary, acts as a secondary main street with retail and hospitality activities (Navigator and Discovery Hotels, Squash Club, Legion, etc.) and such uses will continue to be encouraged in the Core Area outside the Capital District boundary. |
| Nunavut Square   | 7. Council, in cooperation with the Government of Nunavut, shall designate and develop a territorial plaza to act as a ceremonial square and a community gathering space in the vicinity of Nakasuk School park or east of the Northern store to act as the outdoor heart of community life.  |
| Downtown Redevelopment Plan for the Core Area                      | 8. In cooperation with the Government of Nunavut and other housing agencies, a Downtown Redevelopment Plan will be adopted as a Development Scheme for the Core Area, as defined on Figure B, and shall address the following:<br>a) Redevelopment of lots to further the goals of this Plan;<br>b) Allocate space for government functions;<br>c) Parking, City parking lot locations, and a cash-in-lieu of parking strategy;<br>d) Public squares;<br>e) Street furniture, landscaping along the Collector Roads;<br>f) Road widenings;<br>g) Traffic demand management;   |



	<ul style="list-style-type: none"> <li>h) Sidewalks;</li> <li>i) View protection; and,</li> <li>j) Zoning provisions, including setbacks from street.</li> </ul>
<i>sea-cans</i>	9. Shipping containers ("sea cans") used as permanent storage structures will not be permitted in the Core Area, except as an accessory use to a residential unit, where used for harvesting purposes.
<i>gateway to the Core Area</i>	10. Council will improve the image of the City to visitors by identifying the gateway into the Core Area from Iqaluit International Airport. The current access is along Mivviq Road, although consideration could be given to a primary access to the Airport along Federal Road with the construction of the new airport terminal.
<i>beautify Iqaluit</i>	11. Council will enact an annual clean-up of the Core Area and undertake a "Beautify Iqaluit" campaign to engage community groups, citizens and City staff in cleaning up and keeping Iqaluit clean.

### 5.1.2 Core Area Pedestrian & Vehicle Circulation Policies

With increasing population and the rapidly increasing number of vehicles in Iqaluit, pedestrian and vehicle circulation issues in the Core Area are addressed with respect to parking arrangements, the building of sidewalks, walking trail links, and the potential for a by-pass road and transit in the future.

#### Policies:

<i>parking location</i>	<ul style="list-style-type: none"> <li>1. Front yard parking will not be permitted for commercial or mixed-use developments in the Core Area that have frontage on a Collector Road. Parking will be provided at the side or rear of the buildings, or in communal City parking lots.</li> <li>2. A maximum of three (3) back-out parking spaces are permitted for commercial or mixed-use developments in the Core Area that have frontage on a Local Road. The remainder of parking will be provided at the side or rear of the buildings, or in communal City parking lots.</li> </ul>
<i>City parking lots</i>	<ul style="list-style-type: none"> <li>3. The provision of communal City parking lots will be funded through a parking lot fund collected in lieu of required parking. Such parking lots will be conveniently placed and located in such a manner as to provide safe access to public roads and sidewalks or pedestrian corridors. Location and implementation of cash-in-lieu of parking policies will be addressed in the Redevelopment Plan for the Core Area. The City must have a designated site and fee structure.</li> <li>4. Adequate off-street loading facilities and services will be provided.</li> </ul>
<i>sidewalks</i>	<ul style="list-style-type: none"> <li>5. To support a safe pedestrian environment, Council will: <ul style="list-style-type: none"> <li>a) Implement road cross sections for Collector and Local Roads, as described in Section 6.3, and consider increasing road width to accommodate future sidewalks where necessary as a condition of</li> </ul> </li> </ul>



redevelopment approval. Redevelopment includes building expansions, conversions and development of vacant lots.

- b) Give priority for the development of sidewalks on Queen Elizabeth Way between Four Corners and the creek adjacent to Kuugalaq Street, on Mivviq Road to the Airport, on Niaqunngusiaq Road from Four Corners to the Hospital, and on Federal Road from Four Corners to the Core Area boundary to recognize these areas as primary walking routes;
- c) Secure pedestrian access across properties to provide mid-block pedestrian connections where necessary as a condition of redevelopment approval;
- d) Ensure that an open space network links the Core Area to adjacent and outlying neighbourhoods to provide safe and convenient access for those coming to the Core Area on foot; and
- e) Mark the pavement and place signage to clearly identify pedestrian crossings.

*by-pass road*

- 6. Council shall protect the corridor and consider building a by-pass road, as indicated on Figure D, and in accordance with the policies in Section 6.3.3 to remove truck traffic (exclusive of local goods and services delivery) in the Core Area.

*transit service*

- 7. Council will consider a transit service to improve accessibility to the Core Area from outlying areas.

*Inuktitut signs*

- 8. Council shall encourage all signs to be in Inuktitut.



### 5.1.3 Core Area Urban Design Guidelines

Urban design guidelines are intended as a tool for the City to manage the character of future building in the Core Area of Iqaluit with the idea of moving toward as integrated urban form and well-defined image. While some elements of the City, such as streets and parks are truly in the public domain, the overall character is largely established through architectural form. The





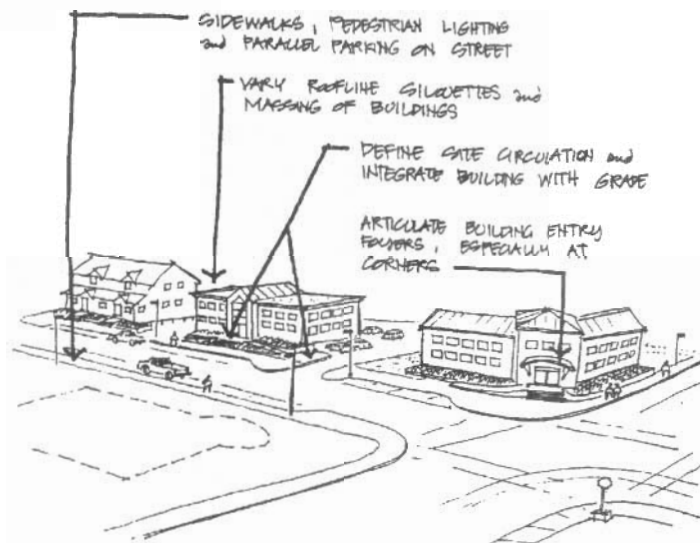
Urban Design Guidelines described in this Section are intended to provide a continuity of architectural form by clearly defining criteria for approval of submissions as well as the basis for decisions regarding unforeseen conditions in the future. To support this role, these Guidelines are descriptive in nature and therefore there may be many alternate solutions that can satisfy the design objectives. Changing circumstances, property consolidations, new technologies and unforeseen programs are inevitable, thus the Urban Design Guidelines are intended to be flexible with a view to creating a functional and appropriate Core Area.

Policies:

*application of  
Urban Design  
Guidelines*

1. All developments in the Core Area, except single detached, semi-detached, duplex, fourplex, and row dwellings up to six (6) units, shall follow the Urban Design Guidelines as described below:

- a) As development occurs, these Guidelines for site organization and building design will result in a pedestrian scale environment. New buildings must be coordinated with the surrounding development including such considerations such as lot entries, on-street parking, lighting, and relationships to other buildings. The applicant shall demonstrate to the satisfaction of Council how the building relates to its surrounding in terms of massing, design, colour, character, architectural appearance, landscaping and size.



source: Core Area Secondary Plan, 1998

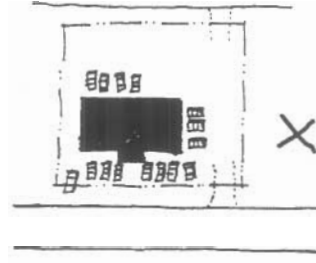
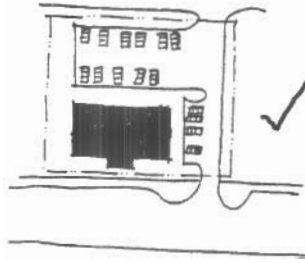
- b) Commercial and multiple residential buildings shall be sited close to pedestrian sidewalks, helping define the street and prevent the continuation of front yard parking patterns. Parking in the rear and

*Urban Design  
Guidelines*



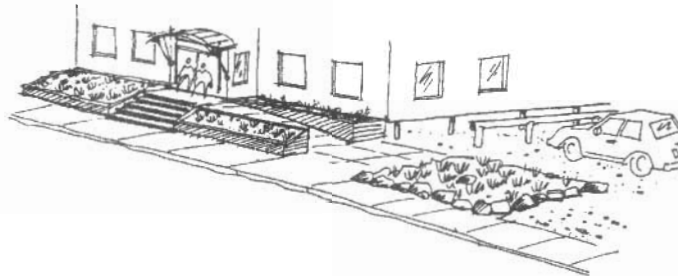
Urban Design  
Guidelines

interior side yards is preferred.



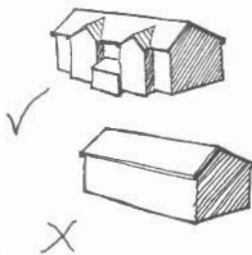
source: Core Area Secondary Plan, 1998

- c) Notwithstanding (b) above, institutional buildings should, where appropriate, be more centrally located on their sites. In such cases, the main frontage shall not be used as parking but should be developed as a forecourt or plaza. Parking shall be directed to the sides or rear of the site.
- d) Vehicle and pedestrian circulation shall be clarified through better definition of walking routes, drive aisles and parking bays. Boulders, raised planters, pipe rails and the like shall be used to define circulation and improve safety. Undisturbed areas for the growth of tundra grass are encouraged to soften the visual character of the Core Area and help reduce dust during summer.



source: Core Area Secondary Plan, 1998

- e) Design of larger buildings in the Core Area shall make a deliberate effort to avoid simple box-like massing. Positive and negative articulation of facades, stepping of storeys, articulation of entrance foyers and breaking up roof lines help to soften the mass of large buildings and make their scale more human.







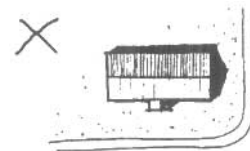
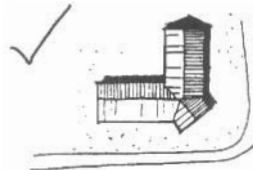
source: Core Area Secondary Plan, 1998

- f) The use of strong colours is encouraged. Good examples of colour use are the Government of Canada building and the Legislative Assembly.
- g) Foyers of large buildings need special consideration to ensure they are clearly recognized as the principal entry. Projection of foyers and their integration with steps and ramps is recommended, where appropriate.



source: Core Area Secondary Plan, 1998

- h) Buildings located on corners, such as Four Corners, shall protrude or step out to accent the corner. Wherever possible, the internal organization of the building will support an entry foyer at the corner, providing an entry on a 45° angle to the building. "Extruded" shapes at the corners which are abruptly cut off at the cross street should be avoided. Review of micro-climate context and effects early in the design process may influence the massing and location of entrances of new buildings. Careful design of wind deflectors or baffles can be regarded as another device to articulate new buildings.

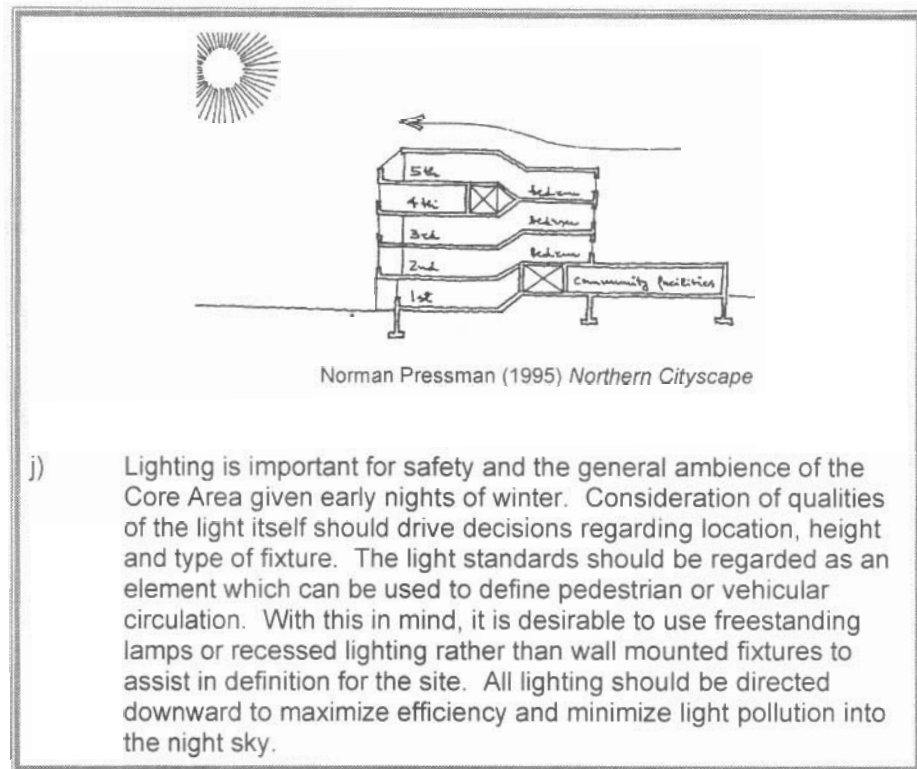


source: Core Area Secondary Plan, 1998

- i) Wind and snow studies are required for larger buildings (greater than 1,000m<sup>2</sup>) in the Core Area. These studies identify potential snow drifting or high wind speed problems and shall make design recommendations intended to mitigate those effects. Wind and snow modeling shall include a contextual area so that the influence of the proposed building on adjacent properties and municipal streets can be evaluated. Involvement of the micro-climate consultant early in the design process is necessary to anticipate major influences in building massing and entry locations. Wind can often be baffled, deflected and pressures on the lee side equalized using these devices.



Urban Design  
Guidelines



### 5.1.4 Capital District Overlay



As the capital of Nunavut, Iqaluit has a new role as the centre of territorial governance that carries functional and symbolic responsibilities. Centralizing government activities into a defined area, a Capital District, is intended to allow people to access a variety of government services, to facilitate communication between different levels and departments of government, and to create a distinctive area with a consistent urban form. Identifying adequate land resources for a Capital District and protecting them for government and related activities is important for ensuring the long-term vitality and functionality of Nunavut's capital.

Locating the Capital District inside the Core Area has many advantages. Government activities account for a significant percentage of the workforce in Iqaluit and government employment will ensure the Core Area remains the employment focus of the City. The Core Area is linked by the commercial mainstreet along Queen Elizabeth Road and the hospitality and recreation activities along Mivviq Road and Niaqunngusiaq Road in the vicinity of Four Corners. These areas provide additional meeting rooms, recreational and cultural opportunities, hotels to accommodate visitors, and a selection of restaurants and cafés, all easily accessible on foot. The Core Area serves as



the gateway into the community from the Airport. A further advantage is that the Core Area has existing piped water and sewer services and many under-utilized properties. Finally, the introduction of coherent and consistently applied Urban Design Guidelines for the Core Area will ensure that the Capital District will evolve into a distinctive area supported by its surroundings.

Despite these arguments, this Plan recognizes the considerable support for rebuilding the Legislative Assembly, currently located in the Capital District, in a distinctive natural setting with views to Koojesse Inlet and Frobisher Bay. Potential locations identified for the development of a new Legislative Assembly and related cultural activities are Future Development Area A or B, as shown on Figure B. Such uses will be permitted outside the Core Area subject to a Development Scheme being prepared. Government employment generators should remain inside the Capital District.



#### Policies:

##### *Capital District overlay uses*

1. Within the Capital District boundary Council will encourage the redevelopment of existing under-utilized sites to create a cluster of office uses around key government buildings by establishing an overlay policy called Capital District, as shown on 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, community spaces.

##### *zone categories*

2. 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.

##### *conform to Urban Design Guidelines*

3. Supporting uses such as restaurants and business support services shall be permitted as accessory uses in the Capital District.
4. The form and character of all new buildings, conversions, rehabilitation, and redevelopment in the Capital District shall be consistent with the intent of the Core Area Urban Design Guidelines.

##### *residential uses*

5. Residential uses will only be permitted in the Capital District 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.



*Downtown  
Redevelopment  
Plan*

*criteria for  
government uses  
outside Capital  
District*

*criteria for  
government uses  
outside Core Area*

*new City Hall*

6. A Downtown Redevelopment Plan undertaken in cooperation with the Government of Nunavut, as outlined in Section 5.1.1, shall be completed and approved before sites outside the Capital District are considered for ceremonial government, government office or related activities.
7. Council will work with federal and territorial agencies to encourage the concentration of their administrative functions in the Capital District.
8. The first priority is for government development to occur in the Capital District. Notwithstanding this requirement, Council will only consider allowing development of government offices in the Core Area outside the Capital District, under the following conditions:
  - a) A Downtown Redevelopment Plan has been approved and proponent has explored options presented in the Plan;
  - b) The agency has demonstrated need for the project to occur immediately;
  - c) There will be no adverse affects on adjacent uses;
  - d) Compliance with Urban Design Guidelines;
  - e) The agency contributes to the construction of sidewalks and/or trails in the Core Area; and
  - f) Municipal water and sewer and all other incremental infrastructure costs will be borne by the applicant.
9. The second priority is for government development to occur in the Core Area. Notwithstanding this requirement, Council will only consider allowing development of government offices outside the Core Area, under the following conditions:
  - a) A Redevelopment Plan for the Core Area has been approved;
  - b) The agency has shown efforts to acquire and amalgamate lands in the Capital District and Core Area;
  - c) No land is available in the Capital District or Core Area;
  - d) Only Future Development Areas A, B and D will be considered for government development under these conditions;
  - e) A Development Scheme which includes urban design guidelines will be prepared and approved for the entire Future Development Area;
  - f) Municipal water and sewer and all other incremental infrastructure costs will be borne by the applicant;
  - g) A Transportation study will be prepared which also addresses non-vehicular modes; and
  - h) A contribution to the City for sustainable development initiatives will be made. The contribution will equal or exceed the development permit application fee.
10. Council will preserve the location of the existing City Hall in the Capital District for a new City hall. The City shall prepare a site Master Plan to indicate how future recreation, cultural and community/civic spaces could also be incorporated on the site in phases into a multi-use

*building heights*

complex. A joint facility with the Government of Nunavut shall also be explored.

11. Building heights in the Capital District will be limited to a maximum of 15 metres, or 4 storeys, in the Zoning By-law.
12. Council will explore the use of slab-on-grade construction techniques in the Capital District.

**5.1.5 Sijjanga District Overlay**

Sijjanga is an Inuktitut word that describes the beach area or waterfront area. The Sijjanga area is an important place to the Iqalungmiut. It plays a vital role in the land-based economy and is a cultural and social focal point of the coastal lifestyle. There is a strong desire to maintain the function of this area in supporting traditional lifestyles. There is also a strong desire to have housing, including Elder's residences, small-scale commercial activities, and cultural/community amenities located close to beach areas.

The Sijjanga District contains policies to recognize the beachfront's important role. The intent of the Sijjanga District is to protect views to the sea, access to the beach area, traditional uses, and the low profile of the existing residential communities. The Sijjanga District defines an area where government office and retail uses will be restricted and only smaller scale development will generally be permitted.

**Policies:***Sijjanga District overlay uses*

1. Housing and small-scale institutional, 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 in the Sijjanga District. Uses and the scale of development will be restricted in the Zoning By-law.

*zone categories*

2. Council proposes to establish a Sijjanga (S) Zone in the Zoning By-law.

*building heights*

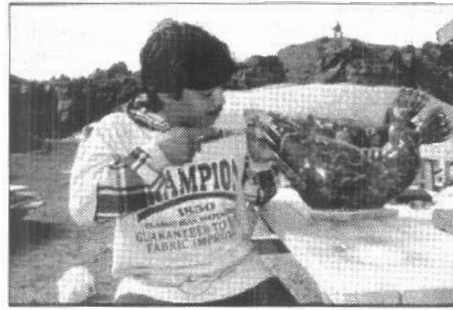
3. Building heights in the Sijjanga District will be limited to 2 storeys and no more than 9 metres in the Zoning By-law.

*zone provisions*

4. Accessways through the Sijjanga District to the sea will be protected by prohibiting the construction of large buildings that restrict access or views to the beach area. Council may propose to achieve this by restricting lot size, lot frontage, lot coverage, and other zone provisions in the Sijjanga (S) Zone in the Zoning By-law.

*development to support traditional lifestyles*

5. To support the continuance of traditional lifestyles, all housing in the Sijjanga District will be ground-oriented in that each unit will have a private entrance and have space allocated for storage of equipment and products used or created in the land-based economy.



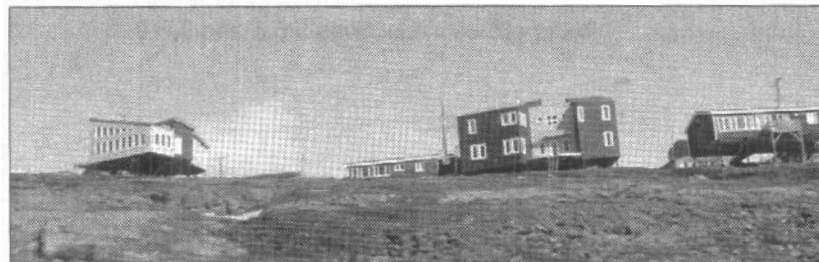
## 5.2 Residential

Housing is a fundamental building block for healthy, liveable communities. Providing suitable housing choice to meet needs will improve quality of life for residents. To achieve these objectives, Council will ensure that an adequate supply of land is designated to meet the needs of Iqaluit's diverse and growing population.

Iqaluit has many distinct neighbourhoods. The older neighbourhoods such as Lower Base, Row areas, and Apex, take advantage of flat land. The newer neighbourhoods such as Tundra Valley, the Expansion Area, and the Road-To-Nowhere subdivision stretch like fingers across level sections of ridges at higher elevations.

Iqaluit has a range of housing types, including single family homes (34%), semi-detached homes and rowhouses (34%), apartments (29%), and a small number of mobile homes (*source: 1996 Census*). There is a preference expressed by many Iqalungmiut for single family and semi-detached homes, yet areas of flat land located close to existing roads and services is scarce.

The Development Strategy in Section 3 of this Plan indicates that somewhere between 1,200 and 2,250 new homes will be needed in Iqaluit in the next 20 years. That means that an average of between 60 and 115 homes will need to be built each year. The City will adopt policies to ensure that a supply of land is made available in phases to provide for a variety of housing.





Although the majority of housing will be built on land designated Residential Community, as indicated on 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%*

*watercourse  
setback*

1. Residential uses include all types of dwellings intended for human habitation and may be attached to other residential uses, commercial, 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, RMH) and zones where residential uses are permitted provided they are located in the same building as other principal uses (CD, B1, B2, B3, DC, P, M1, M2).
4. All residential developments must provide sufficient space for accessory buildings and/or structures and on-site parking facilities as required by the Zoning By-law.
5. Residential infilling will be encouraged where existing roads and municipal services are available to consolidate existing built-up areas. 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.
6. A professional architectural or geo-technical assessment may be required for construction on slopes exceeding 25%.
7. 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 Group Homes**

A group home is a single housekeeping unit in a residential dwelling which is intended to provide a community-based group living arrangement for three to ten persons, excluding staff or receiving family, who are supervised and receive care in accordance with their needs. It is the intent of this Plan to recognize the need for group homes, to recognize the needs and concerns of





the residents of the City and to ensure the effective integration of group homes into the community so that they will function successfully and obtain community acceptance. The home will be licensed or approved in accordance with Territorial Statutes.

Policies:

*group homes*

1. Group homes are a permitted use in all designations which permit residential uses, with the exception of a Mobile Home Park.
2. Council will provide input to the Territorial licensing or approval authorities on any applications for group homes in the City.
3. The Zoning By-law will define group homes and specify zones where they will be permitted. New types of group homes established by the Territory from time to time will be assessed in light of the policies of this Plan and added, where appropriate, by amendment to the Zoning By-law.

*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 help improve affordability for both the renter and the owner of the principal dwelling.

Policies:

*secondary suites*

1. Secondary Suites are permitted within 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 by either interior renovation within the existing home, or as an exterior addition to the house, provided that all one entire face of the addition is attached to the principal dwelling and is architecturally consistent with the principal dwelling.
  - b) The principal dwelling and the secondary suite share a combined entranceway.

#### 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 are encouraged in the area west of the mobile home park and the Capital District where government office activities are to be centralized borders on the east. Although the mobile homes are on trucked services, the land has access to the utilidor system. The long-term objective for this area is to therefore transition to higher density commercial and residential uses serviced by utilidor. Policies are provided to conditionally permit mobile



homes in low-density residential areas and to create a new location for mobile homes.

Policies:

*mobile homes*

1. New or expanded mobile homes shall be permitted in the Residential Community land use designation which shall include appropriate provisions to regulate the use.

*conditional uses in Zoning By-law*

2. 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.

*new mobile home park*

3. Council proposes to establish a Mobile Home Park (MHP) Zone in the Zoning By-law.
4. Council shall make provisions for the location of a new mobile home park in a future Development Scheme.

### **5.2.2 Residential Community Designation**

The policies in this section apply to the Residential Community land use designation as shown on 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. Uses which support residential areas, such as schools, churches, parks, neighbourhood service commercial, medical clinics, and other local serving recreational and institutional uses will also be permitted in the Residential Community designation

*zone categories*

3. Council proposes to establish residential zones (R1A, R1, R2, R3) in the Zoning By-law. To accommodate institutional, open space, and commercial uses in the Residential Community designation, Council proposed 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 types of uses with the purpose of providing a full range of local-serving commercial and office activities within residential neighbourhoods, and shall be subject to the following:



- a) Shall be generally limited to sites along Collector Roads, or contiguous with other local serving facilities such as a community centre or education facility.
- b) Shall be subject to the provisions of the Zoning By-law.

### 5.3 Commercial

Commercial activities provide goods and services to residents of Iqaluit as well as visitors to the city. To ensure economic activity in Iqaluit continues to meet the employment, service, and product needs of a growing population, the City will adopt policies to ensure adequate land resources are dedicated for commercial uses. Section 5.3.1 contains policies that apply to all commercial uses, regardless of land use designation.

Due to the importance of the Core Area as the centre of economic activity, specific policies to support commercial uses in the Core Area are located in Section 5.1.1 of this Plan. Outside the Core Area, two areas of concentrated economic activity are proposed. One area is identified on the north side of Federal Road west of the Core Area and the other is located opposite the arena on Niaqunngusiaq Road. These areas are designated Commercial on Figure B and are subject to the policies in Section 5.3.2. Commercial uses are also permitted to a more limited extent 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 activities depend on cultural vitality and a healthy natural environment. There are a number of aspects of these economic activities that are informal in nature and are often carried out of the home, such as the home-based carver or seasonal hunter. It is the intention of Council to encourage home-based businesses (business operated by a resident from the premises of his or her home) throughout Iqaluit and to establish appropriate provisions in the Zoning By-law to ensure that such businesses do not negatively impact adjacent properties.

#### 5.3.1 General Commercial Policies

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

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

*commercial uses  
defined*



<i>designations where permitted</i>	2. Commercial uses will be permitted in the Commercial, Core Area, Residential Community, Institutional, and Industrial land use designations.
<i>zone categories</i>	3. Council proposes to establish a range of zones (B1, B2, B3, DC, S) where commercial uses are permitted and zones (M1, M2) where they are permitted as an accessory use
<i>mixed-uses</i>	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.
<i>building height</i>	5. Commercial uses shall be limited to 12m, or 3 storeys, outside the Core Area.
<i>tourism</i>	6. Council shall work with groups and agencies in the tourism industry to encourage commercial activities that support the City's role as capital of and gateway to Nunavut.
<i>Home-based businesses</i>	7. Home-based businesses will be permitted in the Zoning By-law as an accessory use to any residential use.
	8. The Zoning By-law will contain provisions to ensure that home-based businesses do not disturb residential neighbours. These provisions may address the following: <ul style="list-style-type: none"> <li>a) Prohibit any home-based business that is or likely to become a nuisance or hazard caused by noise, odour, vibration, traffic, or parking generated, or other such concerns;</li> <li>b) Prohibit any home-based business that is or likely to become a health or fire hazard;</li> <li>c) Outdoor storage;</li> <li>d) Outdoor signage.</li> </ul>
<i>bed &amp; breakfasts</i>	9. Bed & breakfasts will be permitted in the Core Area, Commercial and Residential Community designations and subject to the provisions of the Zoning By-law.
<i>service restrictions</i>	10. 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 on Figure B of this Plan. General policies that apply to all commercial uses regardless of designation are outlined in Section 5.3.1

Policies:

<i>uses permitted in Commercial designation</i>	1. The Commercial designation will include commercial activities such as retail stores, service establishments, offices, entertainment and recreation, eating or drinking establishments and tourist facilities. Other uses will include vehicle sales and service establishments, building supply, warehousing, and similar uses.
---	--



*zone categories*

*orientation to  
Collector Roads*

*off-street parking*

*Back-out parking  
not permitted*

2. Council proposes to establish a District Commercial (DC) Zone in the Zoning By-law.
3. Lands designated Commercial shall be generally limited to sites along Collector Roads, or contiguous with other local serving facilities such as a community centre or education facility.
4. Commercial uses permitted on lands in the Commercial designation may generate significant traffic. In recognition of this, 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 parking where the driver must back-out of the space onto the road will not be permitted. Access to properties will be carefully controlled to ensure the safety of patrons as well as the proper functioning of the adjacent roads.

## 5.4 Institutional

Institutional activities generally serve 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 within the Core Area designation and are permitted uses within this designation. Major institutional facilities located outside the Core Area, such as the Baffin Regional Hospital, correctional facility, Joamie School, and the AWG Complex Arena, are designated Institutional as indicated on Figure B of this Plan.

Smaller institutional uses may also be satisfactorily 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 on Figure B are outlined in Section 5.4.2.

Policies:

*institutional uses  
defined*

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



*designations  
where permitted*

*major institutional  
uses*

*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 and Open Space designations.
3. Major institutional uses outside the Core Area, such as major 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; and
  - 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 other adjacent uses.
9. Secondary schools shall have access from a Collector Road. The sidewalk/walking trail system should connect to the school sites.
10. Day care facilities and 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 request other agencies to assess the adequacy of their public services and facilities to ensure suitable sites are secured for expanded or new facilities.

#### **5.4.2 Institutional Designation**

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



*Institutional  
designation uses*

*traffic  
considerations*

Policies:

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

### 5.4.3 Cemetery Symbol



*future cemetery  
sites*

*evaluation criteria*

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

Policies:

1. Cemetery sites shall be identified by a Cemetery Symbol on Figure B.
2. Two potential locations for a future cemetery site are identified on Figure B and will be subject to a Zoning By-law amendment should they proceed.
3. When approving a cemetery site, Council shall consider the following:
  - a) ground and drainage conditions;
  - b) access to the site; and
  - c) input of the community, in particular elders and the Traditional Way of Life Committee.

## 5.5 Industrial

Industrial activity in Iqaluit also contributes to employment in the City and it is important to designate adequate land for these uses. Two major areas are designated for industrial uses as shown on Figure B of this Plan: the North 40 and West 40 areas. The lands designated Industrial located south of Lake Geraldine contain the Nunavut Power Corporation power generation plant and the City of Iqaluit water filtration plant.

The North 40 Area northeast of the Airport currently has a mix of industrial, institutional and open space uses. The southern portion of this area is serviced by piped sewer and water. The northwest end of the North 40 is generally encouraged for heavier types of industrial uses, such as manufacturing and processing, and transitioning to lighter industrial uses towards the Core Area.





The West 40 Area includes the former airstrip, the fuel storage tanks, the sewage lagoon and treatment plant, and the current landfill site. The only access to Sylvia Grinnell Territorial Park is through this area. Much of the land in the West 40 is currently owned by the Iqaluit International Airport (Government of Nunavut). A proposal exists to surplus this land to the City in the future. This area is intended to transition to lighter industrial uses, such as storage facilities with provisions for accessory commercial retail activities.

Section 5.5.1 contains policies that apply to all industrial uses, whereas the policies in Section 5.5.2 apply specifically to the Industrial land use designation.

### **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 on Figure B, are outlined in Section 5.5.2.

Policies:

1. All development proposals for industrial uses on Inuit Owned lands, including bulk storage of fuel and hydro power generation or require a permit or authorization from the Government of Canada or Territorial Government, will be forwarded to the Nunavut Planning Commission for review. The Nunavut Planning 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*.

*industrial uses on  
Commissioner's  
land*

### **5.5.2 Industrial Designation**

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

Policies:

1. Permitted uses in the Industrial designation will include all forms of manufacturing, processing, assembling and fabricating, warehouses and wholesale establishments. Permitted uses will also include water and sewage treatment plants, power generation plants or facilities and waste disposal.
2. Service industrial uses, such as lumber yards, heavy equipment sales, repair and rental establishments and recycling facilities, and service commercial uses, such as vehicle sales and service, repair services, distribution services and open storage facilities, will also be permitted in the Industrial designation.

*Institutional  
designation uses*



zone category

West 40 Area

open storage

off-street parking &  
loading

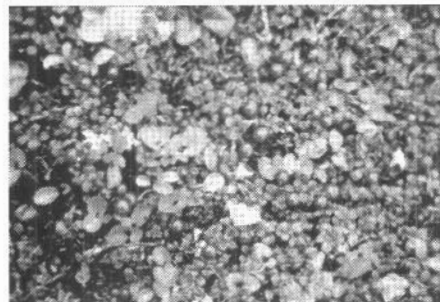
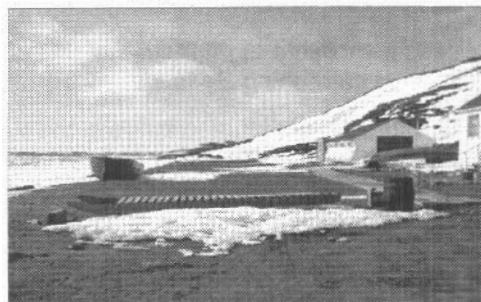
3. Council proposes to establish a Light Industrial (M1) Zone and a Heavy Industrial (M2) Zone in the Zoning By-law.
4. Council shall limit Industrial designated lands in the West 40 area to light industrial uses with the purpose of improving the gateway to Sylvia Grinnell Territorial Park.
5. Open storage areas in the Industrial designation shall be set back an appropriate distance from main roads and located on the site in such a manner to minimize views from the road and any adjacent properties. Open storage on properties located along the access route to Sylvia Grinnell Territorial Park, from the Core Area boundary to the Park boundary entrance, 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
6. Adequate off-street parking and loading spaces shall be provided for uses in the Industrial designation and shall be set out in the Zoning By-law.

## 5.6 Open Space Designation

The Open Space designation is intended primarily to restrict most types of developments and link open spaces together to form corridors to access 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 *Recreation Master Plan* for the City identifies the need for a Waterfront Study to improve the design and functionality of this important cultural and recreational area of the City. This Plan supports the call for a Waterfront Study.

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



## Policies

### *Open Space uses*

1. The uses permitted in the Open Space designation will primarily be recreational facilities that have no associated buildings such as playgrounds, parks, playing fields, walking trails, natural areas, camping and tenting areas.

### *criteria for public buildings in Open Space*

2. Council shall consider permitting community-oriented public buildings such as an archaeological or cultural interpretation centre, other buildings of cultural significance 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 views important to the community, and traffic generation are mitigated.

### *zone category*

3. Council proposes to establish an Open Area (OR) Zone in the Zoning By-law.

### *open space network*

4. Where possible, Open Space designated lands shall be linked with each other 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 on 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.

### *beach shacks*

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

### *100-foot strip*

6. Unless otherwise noted, all Commissioner's Land forming part of the 100-foot strip (30.5 m) along the shoreline of the seacoast measured from the ordinary high water mark will be designated Open Space.

### *Protection of rock outcroppings*

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

### *watercourse setbacks*

8. To reduce the risk of flooding and erosion, no development is permitted within 30 metres from the normal high water mark of lakes, or where there is a defined bank, 15 metres from the top of bank. For streams



### Exceptions to watercourse setbacks

and rivers the setback will be 30 metres from the centreline of the stream or river. Development is defined as a change of land use, or the construction of buildings and structures requiring a Development Permit. The development of walking trails and snowmobile trails and municipal infrastructure are exempt from this provision.

9. Exceptions to the required setback outlined above will be considered in situations where drainage courses are only evident during the spring runoff, or on existing lots where, due to the historical development in the area, it is unreasonable to demand or impossible to achieve minimum setback distances. Exceptions for smaller development proposals will be at the discretion of the Development Officer. However, 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 the spring run-off and stormwater management;
  - d) Existing and proposed pedestrian and snowmobile trails;
  - e) Improvements to the natural vegetation and drainage system; and
  - f) Appropriate mitigation measures.
10. Council will undertake a Waterfront Study to develop design improvements to the waterfront, as indicated in the Recreation Master Plan, and shall consider the following:
  - a) Benches, lights and areas for relaxation to and along the breakwater;
  - b) Improvements to the beach at the Hudson's Bay buildings;
  - c) Improvements to Rotary Park;
  - d) Additional accesses to the waterfront between the North Mart and the Elders Centre;
  - e) A boardwalk or trail along the beach area.
  - f) Access of snowmobiles and vehicles with boats and other equipment to the sea and pack ice; and
  - g) The potential for permanent marine facilities such as a wharf/sea-lift facility.

### Waterfront Study

## 5.7 Parks and Recreation

The *Recreation Master Plan* outlines how the City may use parks and recreation services to achieve certain socially worthwhile goals and improve quality of life for Iqaluit residents. Land needs to be set aside to ensure that the goals of this Plan are carried out. In addition to implementing the approved *Master Plan*, as updated, the following policies shall guide Council in the development and preservation of land for park and recreational uses. Section 5.7.1 contains specific policies for firing ranges.



Policies:

*designations  
where permitted*

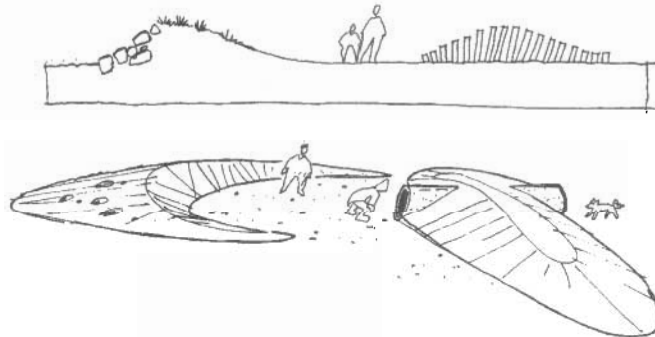
*zone category*

*parkland*

*neighbourhood  
parks*

*design of  
playgrounds*

1. Parks will be permitted within all land use designations except in lands used for or adjacent to solid waste management and/or sewage treatment facilities.
2. Council proposes to establish an Open Space (OR) Zone in the Zoning By-law.
3. Council shall consider the recommendations of the Recreation Master Plan, as updated, in considering new parkland dedications and the type and location of new recreational facilities.
4. When locating new parks, Council will consider their integration with school sites.
5. Access to playgrounds shall avoid, whenever possible, the crossing of Collector Roads.
6. Each new residential development area shall have at least 100 square metres of neighbourhood park for each 30 to 50 households, configured such that all residences are within 300 metres of a neighbourhood park.
7. Council will consider the following in the design of playgrounds:
  - a) Minimizing exposure to snowdrifting and prevailing seasonal winds to improve the comfort of the users.
  - b) The use of grading and large timber or rocks to create landforms for sliding and also help to define the park space and circulation.
  - c) The introduction of sculptural elements, such as timbers, to create interesting snow deposits and patterns.



*source: Core Area Secondary Plan, 1998*

### 5.7.1 Firing Range Symbol

The existing firing range near the end of the Road To Nowhere is identified by a Firing Range symbol on Figure B. Due to the noise created by these facilities, their location will be restricted to areas where they do not interfere with non-compatible uses, such as residential uses.



## Policies:

*new firing range  
sites*

*evaluation criteria*

1. Firing ranges shall be identified by a Firing Range Symbol on Figure B.
2. A new firing range shall be identified by a Firing Range Symbol on Figure B by amendment to this Plan.
3. When approving a new firing range, Council shall consider the following:
  - a) proximity of residential or other non-compatible uses;
  - b) environmental sensitivity of the area; and
  - c) access to the site.

## 5.8 Historical and Cultural Resources

Cultural and social traditions are central to policies guiding land use decisions in Nunavut. Iqaluit is rich in historical and cultural resources and the City recognizes the importance of these resources. Cultural resources are defined “as any site, object, structure or landscape that has importance to the members of a community or culture”.<sup>1</sup> Cultural resources include, but are not restricted to, archaeological sites, cultural sites, burial sites, buildings and structural remains of historical and architectural value, and districts or landscapes of historic and scenic interest. Developments such as road building, housing, commercial activity, sewage and solid waste treatment facilities, and 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. More specifically they relate to sites, artifacts, 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 be completed prior to any actions being taken.

Policies to identify and protect known cultural resources on Figure B of this Plan are located in Section 5.8.1.

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



Policies:

- |                                     |  |
|-------------------------------------|--|
| <i>public involvement</i>           | 1. Council will encourage public involvement in the identification, conservation, protection, restoration, maintenance and enhancement of cultural heritage resources.   |
| <i>Cultural Heritage symbol</i>     | 2. Documented cultural resources within the Populated Area boundary are identified with a Cultural Heritage symbol on Figure B of this Plan. As further resources are documented, they will be identified on either Figure A or B by amendment to this Plan.   |
| <i>mapping cultural resources</i>   | 3. The City shall undertake a community mapping exercise to identify all significant cultural resource sites. Such a map will be referred to as part of the approval process of any development application with the purpose of pursuing ways to minimize negative impact to the site, and where possible, enhance the site. Priority should be given to sites within the Populated Area boundary. |
| <i>new development</i>              | 4. All new development permitted by the policies of this Plan will have regard for cultural resources and will, wherever possible, incorporate these resources into any new development plans.   |
|                                     | 5. All new development will be planned in a manner that preserves and enhances the context in which cultural resources are situated.   |
| <i>access corridors</i>             | 6. Recognize both traditional and modern access corridors to the land and sea as important cultural resources and protect these corridors as described in the policies in Section 5.6.   |
| <i>designating properties/areas</i> | 7. Council may, by a by-law under Section 106 of the Cities, Towns and Villages Act, as amended: <ul style="list-style-type: none"> <li>a) designate properties to be of historic or architectural value or interest;</li> <li>b) designate any area or areas within the City as a cultural heritage resource.</li> </ul>  |
| <i>City-owned resources</i>         | 8. Council will lead the community in restoring, rehabilitating, enhancing and maintaining cultural resources owned by the City as examples of the proper stewardship of such resources.   |



*City initiatives*

9. Council may participate in the protection of significant cultural heritage resources through acquisition, assembly, resale, joint ventures or other forms of involvement that will result in the sensitive conservation, restoration or rehabilitation of those resources.
10. Council may utilize available government or non-government funding programs to assist in the implementation of cultural heritage conservation policies. The City, where appropriate, will co-operate with other levels of government, as well as private agencies and individuals in the conservation of cultural heritage resources in the City. The City will co-ordinate its heritage plans and programs with heritage plans and programs of senior levels of government.
11. Council may provide opportunities for carvings and murals to promote and encourage cultural expression.
12. Designated sled dog areas shall be permitted in all land use designations subject to the City's *Canadian Inuit Dog and Dog Team By-law*, as amended.

*dog teams***5.8.1 Cultural Heritage Symbol**

Given the importance of recording known cultural resources to protect these resources from potentially damaging types of development, the City will undertake a community mapping exercise to identify significant cultural sites. A number of sites have already been identified during the public consultation process for this Plan that provide a starting point: 2 archaeological sites in the West 40 area, berry picking areas in the area of Apex Creek near Niaqunngusiaq Road and east of Tundra Valley, and the Hudson Bay building and beach area. These sites are identified with a Cultural Heritage symbol on Figure B of this Plan.

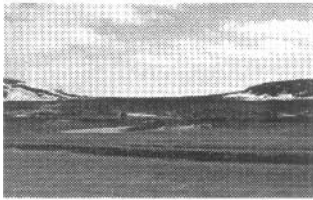
**Policies:**

1. Cultural resources shall be identified by a Cultural Heritage Symbol on Figure B.
2. A new cultural resource shall be identified by a Cultural Heritage Symbol on Figure B by amendment to this Plan.
3. When approving development within close proximity to a Cultural Heritage Symbol, Council shall consider the following:
  - a) The potential impact on the cultural resource;
  - b) Methods to mitigate these impacts, where possible;
  - c) Methods to enhance the cultural resource, where possible; and
  - d) Introduce a development buffer.

*new Cultural  
Heritage symbol**evaluation criteria*



## 5.9 Future Development Area Designation



To provide housing, services, and employment opportunities in the future, the City must allocate an adequate land supply for future growth. Land needed for growth in the near term is more certain and clear. The amount of land needed for the long term, the manner in which it will be developed and for what types of land uses is more uncertain. Lands that will be allocated for future needs in will be designated Future Development Areas, as identified on Figure B of this Plan. Future Development Areas do not permit development without an amendment to this Plan to change the designation to the intended use. All Future Development Areas will require a Development Scheme, drawn up in accordance with the Development Guidelines.

Policies:

- |   |   |
|---|---|
| <i>development in<br/>a Future<br/>Development<br/>Area</i> | 1. No development will be permitted in a Future Development Area without an amendment to this Plan and subject to the following: <ul style="list-style-type: none"><li>a) Justification of need (infill and redevelopment will be given priority as outlined in Section 3.4);</li><li>b) Conditional on monitoring of the housing demand and supply;</li><li>c) The adoption of a Development Scheme in accordance with the Development Guidelines outlined in Section 8.6.</li></ul> |
| <i>zone category</i>  | 2. Council proposes to zone land in all Future Development Areas as Municipal Reserve (MR) in the Zoning By-law with the purpose of holding the land for future development.  |
| <i>designating<br/>new Future<br/>Development<br/>Areas</i> | 3. New Future Development Areas may be designated in the Plan with the following conditions: <ul style="list-style-type: none"><li>a) New areas will be within the Populated Area boundary, as indicated on Figure B.</li><li>b) Expansions to the Populated Area boundary will only be considered under the 5-year Plan review process as described in Section 3.4.</li></ul>  |
| <i>Area A</i>   | 4. Future Development Area A will be limited to multi-family residential (greater than 2 units), hotel, and institutional uses, subject to policies in Section 5.1.4.9 and where servicing with utilidor is possible.   |
| <i>Area A &amp; B</i>                                       | 5. Future Development Area A and B have been identified as potential locations for a new Legislative Assembly and other legislative functions and cultural uses, subject to the policies in Section 5.1.4.9.  |
| <i>Area E</i>   | 6. Future Development Area E currently contains a former waste disposal site and thus will only be considered for development when the site is decontaminated and made suitable for residential development.  |



*City initiatives*

*dog teams*

9. Council may participate in the protection of significant cultural heritage resources through acquisition, assembly, resale, joint ventures or other forms of involvement that will result in the sensitive conservation, restoration or rehabilitation of those resources.
10. Council may utilize available government or non-government funding programs to assist in the implementation of cultural heritage conservation policies. The City, where appropriate, will co-operate with other levels of government, as well as private agencies and individuals in the conservation of cultural heritage resources in the City. The City will co-ordinate its heritage plans and programs with heritage plans and programs of senior levels of government.
11. Council may provide opportunities for carvings and murals to promote and encourage cultural expression.
12. Designated sled dog areas shall be permitted in all land use designations subject to the City's *Canadian Inuit Dog and Dog Team By-law*, as amended.

### **5.8.1 Cultural Heritage Symbol**

Given the importance of recording known cultural resources to protect these resources from potentially damaging types of development, the City will undertake a community mapping exercise to identify significant cultural sites. A number of sites have already been identified during the public consultation process for this Plan that provide a starting point: 2 archaeological sites in the West 40 area, berry picking areas in the area of Apex Creek near Niaqunngusiaq Road and east of Tundra Valley, and the Hudson Bay building and beach area. These sites are identified with a Cultural Heritage symbol on Figure B of this Plan.

Policies:

*new Cultural  
Heritage symbol*

*evaluation criteria*

1. Cultural resources shall be identified by a Cultural Heritage Symbol on Figure B.
2. A new cultural resource shall be identified by a Cultural Heritage Symbol on Figure B by amendment to this Plan.
3. When approving development within close proximity to a Cultural Heritage Symbol, Council shall consider the following:
  - a) The potential impact on the cultural resource;
  - b) Methods to mitigate these impacts, where possible;
  - c) Methods to enhance the cultural resource, where possible; and
  - d) Introduce a development buffer.



## 5.9 Future Development Area Designation



To provide housing, services, and employment opportunities in the future, the City must allocate an adequate land supply for future growth. Land needed for growth in the near term is more certain and clear. The amount of land needed for the long term, the manner in which it will be developed and for what types of land uses is more uncertain. Lands that will be allocated for future needs in will be designated Future Development Areas, as identified on Figure B of this Plan. Future Development Areas do not permit development without an amendment to this Plan to change the designation to the intended use. All Future Development Areas will require a Development Scheme, drawn up in accordance with the Development Guidelines.

Policies:

*development in  
a Future  
Development  
Area*

*zone category*

*designating  
new Future  
Development  
Areas*

*Area A*

*Area A & B*

*Area E*

1. No development will be permitted in a Future Development Area without an amendment to this Plan and subject to the following:
  - a) Justification of need (infill and redevelopment will be given priority as outlined in Section 3.4);
  - b) Conditional on monitoring of the housing demand and supply;
  - c) The adoption of a Development Scheme in accordance with the Development Guidelines outlined in Section 8.6.
2. Council proposes to zone land in all Future Development Areas as Municipal Reserve (MR) in the Zoning By-law with the purpose of holding the land for future development.
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 on Figure B.
  - b) Expansions to the Populated Area boundary will only be considered under the 5-year Plan review process as described in Section 3.4.
4. Future Development Area A will be limited to multi-family residential (greater than 2 units), hotel, and institutional uses, subject to policies in Section 5.1.4.9 and where servicing with utilidor is possible.
5. Future Development Area A and B have been identified as potential locations for a new Legislative Assembly and other legislative functions and cultural uses, subject to the policies in Section 5.1.4.9.
6. Future Development Area E currently contains a former waste disposal site and thus will only be considered for development when the site is decontaminated and made suitable for residential development.



## 5.10 Transportation Facility Designation

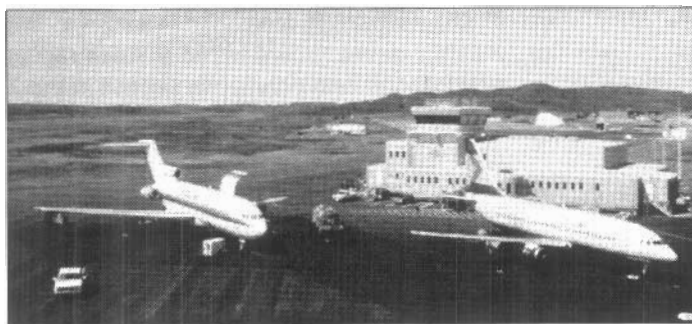
Iqaluit is a major transportation centre. Transportation land use may be the single largest user of land in Iqaluit and most notably includes the Iqaluit Airport, the sea-lift site, and the major air navigation communications systems. These lands are designated Transportation Facility to allow specific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

With the growth of Iqaluit, improved marine facilities will be required for the movement of goods and for recreational and tourism convenience and safety. There exists a future possibility of a deep sea port in Iqaluit. Land has been designated at the end of the West 40 causeway (Akilliq Road) in order to accommodate that possibility. A small craft port has also been identified as an opportunity at this location. Should such a project be undertaken the current sea-lift site will be rehabilitated and redesignated for other uses.

The Iqaluit International Airport represents the only year-round means of access to the community and thus has great importance. The airport property is currently owned by the territorial government with portions of airport lands leased to a variety of federal and commercial tenants for aviation related uses. It is operated by the Arctic Airports Division of the Nunavut Department of Community Government and Transportation.

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

Since the airport is within the Populated Area of the City and geographically located close to the Core Area and residential areas, it may not be practical or desirable, from the City residents' point-of-view, to limit development due to noise impacts from airport traffic. However, any application for development that may impact airport operations should be reviewed by the Airport Manager prior to approval.





## Policies:

	1. Areas designated Transportation Facility, as shown on Figure B, will be used primarily for transportation facilities which include the sea-lift area and airport including associated air navigation communications systems.
<i>permitted uses</i>	2. Permitted uses in the Transportation Facility designation include all activities related with air traffic, marine facilities and uses accessory to airport and marine activities.
<i>zone category</i>	3. Council proposes to establish a Transportation (T) Zone in the Zoning By-law.
<i>Iqaluit Airport</i>	4. The <i>Iqaluit Airport Master Plan</i> , as updated, will be reflected in the General Plan and Zoning By-law.
<i>airport hazards</i>	5. Council shall not permit development to occur in the flight path or non-compatible land uses near the Airport that could potentially jeopardize the operation and safety of the Airport due to hazards such as emissions or bird hazards.
	6. Any application for development that could potentially impact airport operations shall be referred to the Airport Manager, Department of Community Government and Transportation, Government of Nunavut.
<i>marine facilities</i>	7. Council shall work towards building permanent marine facilities to ensure the efficient exchange of goods and to enhance access to the sea for recreational uses, by undertaking the following: <ul style="list-style-type: none"> <li>a) Designate the end of the West 40 causeway Transportation Facility to protect land for a potential deep sea port at this location;</li> <li>b) Require that permanent marine facilities be considered in a Waterfront Study in accordance with the policies in Section 5.6;</li> <li>c) Research the potential for a deep sea and small craft port at the end of the West 40 causeway (Akilliq Road);</li> <li>d) Explore options to improve road access between the existing sea lift beach and the industrial areas.</li> </ul>
<i>Communications VOR/DME site</i>	8. Council will ensure non-interference with the air navigation communications system (NavCan VOR/DME site) located at the top of Niaqunngusiaq Road facing the arena, by the following: <ul style="list-style-type: none"> <li>a) Designate the air navigation communications site as a Transportation Facility;</li> <li>b) Prohibit any development, obstructions, buildings or equipment within a radius of 150m of the antenna array;</li> <li>c) Restrict development within a 300m radius of the antenna array in accordance with provisions set out in the Zoning By-law; and</li> <li>d) Any development proposed that does not meet these standards shall be referred to NavCan for review and comment.</li> </ul>
<i>Communications radar site</i>	9. Council will ensure non-interference with the air navigation communications system (NavCan radar) located at the top of Upper Base near the old tank, by the following:



- a) Designate the air navigation communications site as a Transportation Facility;
- b) Prohibit any building or structure from exceeding a height of 5 metres below the geodetic height of the radar tower platform within 300 m of the radar tower;
- c) Prohibit any building or structure from exceeding the geodetic height of the radar tower platform between 300 and 1,000 m of the radar tower; and
- d) Any development proposed that does not meet these standards shall be referred to NavCan for review and comment.

### 5.11 Aggregate Resources Designation

The Aggregate Resources designation recognizes and protects the potential for extraction of aggregate resources. The protection of local resources is essential since importing resources from other communities would be done so at great expense. The major aggregate resources in Iqaluit are sand and gravel. They may be used in a relatively natural state for fill or a road base, or they may be manufactured into materials for the construction industry. Two sites, in the North 40 area and at the end of the Road To Nowhere are designated on Figure B of this Plan.

Care must be taken to ensure that the environmental and social impact of mineral resource extraction is minimized. Extractive operations must therefore maintain good 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 preventing non-compatible new development in their vicinity.

The City intends to obtain information regarding the location and characteristics of additional aggregate resource areas. The locations of new areas will be identified and protected on Figure A or B, subject to an amendment to this Plan and the Zoning By-law. The policies below describe how these resources will be managed and their use protected from incompatible development.

#### Policies:

#### *permitted uses*

1. Permitted uses in the Aggregate Resources designation shall be mainly pit and quarry activity. This may include portable asphalt plants and other uses associated with resource extraction. Existing or new recreational uses or other uses of a temporary nature that can be demonstrated not to make the site unusable for future resource extraction shall also be permitted.

#### *zone category*

2. Council proposes to establish an Industrial Extraction (ME) Zone in the Zoning By-law.





*exhaustion of  
resources*

3. When the aggregate resources of a site have been fully extracted or it can be demonstrated that the extraction of the resources is not economically viable, the City may consider alternate land uses through the preparation of a Development Scheme for the depleted area.

*incompatible  
development*

4. Opportunity to extract aggregate resources should not be lost by approval of incompatible development on adjacent lands. Council will not approve planning applications for non-compatible land uses within 200 metres of an Aggregate Resource designation.

*site  
rehabilitation*

5. Upon abandonment or termination of resource extraction operations, the remaining redevelopment and reclamation of the site shall begin immediately and be carried out in cooperation with the appropriate authorities.

*criteria for new  
Aggregate  
Resources*

6. In consideration of demand and supply of aggregate material to meet the future development needs of the City, Council may consider new pits and quarries within the Nuna designation only by amendment to this Plan and the Zoning By-law. In considering such amendments, Council shall have due regard for:
  - a) The proposed haul routes and the quality of the road to safely and efficiently accommodate the proposed truck traffic;
  - 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) The proposed after use and rehabilitation of the site;
  - f) Financial viability or cost



## SECTION 6 MOBILITY

According to the 1996 Census, 46% of people in Iqaluit got to work by car or truck, while an equally significant number at 41% walked. An additional 9% took a taxi and the remaining 4% used some other mode. These figures show that creating a safe and convenient walking environment should be given equal, if not greater, attention as that given to driving to encourage people to continue to walk. Thrown into the equation is the fact that Iqalungmiut also use snowmobiles and ATVs, primarily to access the land and pack ice. Bicycles are also a convenient way of getting around during the summer months. Not all of these different modes of transportation are compatible and their proper separation will ensure safe and convenient travel routes.

A well-maintained, snow-free road network is also important to residents who depend on the delivery of essential municipal services, such as trucked sewer and water, fire protection, police protection, garbage collection, and school bus service.

It is a policy of this Plan to work toward the maintenance and improvement of the transportation system within the financial capability of the City and in cooperation with the upper levels of government. New and improved transportation corridors should be identified and designated as required.





## 6.1 Sidewalks, Walking Trails, & Cycling

There are currently no sidewalks in the City of Iqaluit. Although roads are important in the future development of the City, walking is an important mode of transportation. Many people do not own a vehicle and rely on walking or cycling during the summer months as their means of transportation.

Off-road walking trails and sidewalks on road allowances are important to allow pedestrians access to open spaces, to schools and to various parts of the City, without having to walk on busy roads. A study called *Design and Development of Walking Trails*, 2002, has recently been completed by Laird and Associates and recommends a series of walking trails in Iqaluit. These trails are shown on Figure C. There is currently no cycling plan for the City.

### Policies:

#### *protection of Walking Trails*

1. Walking trails, as identified on Figure C, will be protected through the establishment of legal easements or land acquisition, where possible.
2. Should any land be developed in the vicinity of a designated Walking Trail, Council will ensure access for pedestrians is maintained or that the trail is rerouted in a satisfactory manner. Rerouted trails are not to be located on the road right-of-way.

#### *Sidewalks*

3. Council shall authorize the building of sidewalks on Collector Roads, wherever possible, in accordance with the following:
  - a) Preference shall be given to building sidewalks on both sides of the street and shall be defined in the Core Area Redevelopment Plan, in accordance with the policies in 5.1.1;
  - b) When sidewalks on both sides is not possible, sidewalks should be provided on the side of the road opposite to the utilidor;
  - c) Priority shall be given to providing sidewalks in the Core Area in accordance with the policies in Section 5.1.2.; and
  - d) Sidewalks shall be for the exclusive use of pedestrians and the design should discourage vehicle use.
4. Access to schools using sidewalks and/or Walking Trails shall be reviewed in partnership with the Department of Education, and improvements in safety shall be made where required.

#### *Apex Trail*

5. Council shall encourage the development of the Apex Trail along the shoreline of Koojesse Inlet between Iqaluit and Apex. Special places, such as the valley below Happy Valley, shall be given special treatment to create a lookout point.

#### *Cycling Plan*

6. Council shall give consideration to a cycling plan to identify safe cycling routes and necessary improvements.



## 6.2 Snowmobile Trails

Snowmobiles are important to residents for access to Nuna, recreation and for general transportation in the winter. Use of the road shoulder by snowmobiles represents a direct conflict with pedestrians. The preferred routes and driving surface for snowmobiles are independent of the road network. The City has recently completed the mapping of snowmobile trails. The network of Snowmobile Trails is shown on Figure C of this Plan.



### Policies:

#### *protection of Snowmobile Trails*

1. Snowmobile trails, as identified on Figure C, will be protected. Should any land be developed in the vicinity of protected snowmobile trails, the City will ensure access for snowmobiles is maintained or that the trail is rerouted in a satisfactory manner.

#### *Snowmobile crossings*

2. Where snowmobile trails cross roads or walking trails, the City will initiate a program to properly identify such crossings to improve their safety and avoid piling snow in these areas.



*source: Core Area Secondary Plan, 1998*

#### *West 40 ramp*

3. Council will consider the building of a ramp at the old breakwater in the West 40 area (end of Akilliq Road) to facilitate access for snowmobiles to the pack ice. This ramp will also act as a boat launch during the summer months.



## 6.3 Roads

A classification of roads has been adopted as Council's policy to direct future roadworks and provide guidance to residents concerning the status of road facilities. This classification, together with the general characteristics of each class, is explained in the following paragraphs. Figure D illustrates the Primary Road Network for existing and proposed roads. Because Iqaluit does not have road access to other communities outside its boundaries, only two classifications of roads are provided, Collector Road and Local Road.

It is not intended that all roads shown will be constructed or improved within any specified time period or any sequence. Council shall, in co-operation with relevant agencies, formulate a program to establish priorities for all roadworks, including, among other matters, rights-of-way, realignments, traffic controls, training and signage and street landscaping features where applicable.

### 6.3.1 Collector Roads

Collector Roads are intended to distribute traffic from the interior of residential communities or areas of industrial and commercial development to the Core Area and the Airport. Collectors also provide for mobility with 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 20 metres. Road widenings should be protected for the collector system in the long run. The Collector Road system is shown on Figure D.

Policies:

1. Collector roads and Future Collector Roads are identified on 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 Road junctions with Collectors should be minimized;
3. Subdivision design shall discourage traffic from utilizing Local Roads as a through route.
4. Traffic using Collector Roads shall have precedence over traffic on Local Roads;
5. Right of ways 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.

25 m ROW

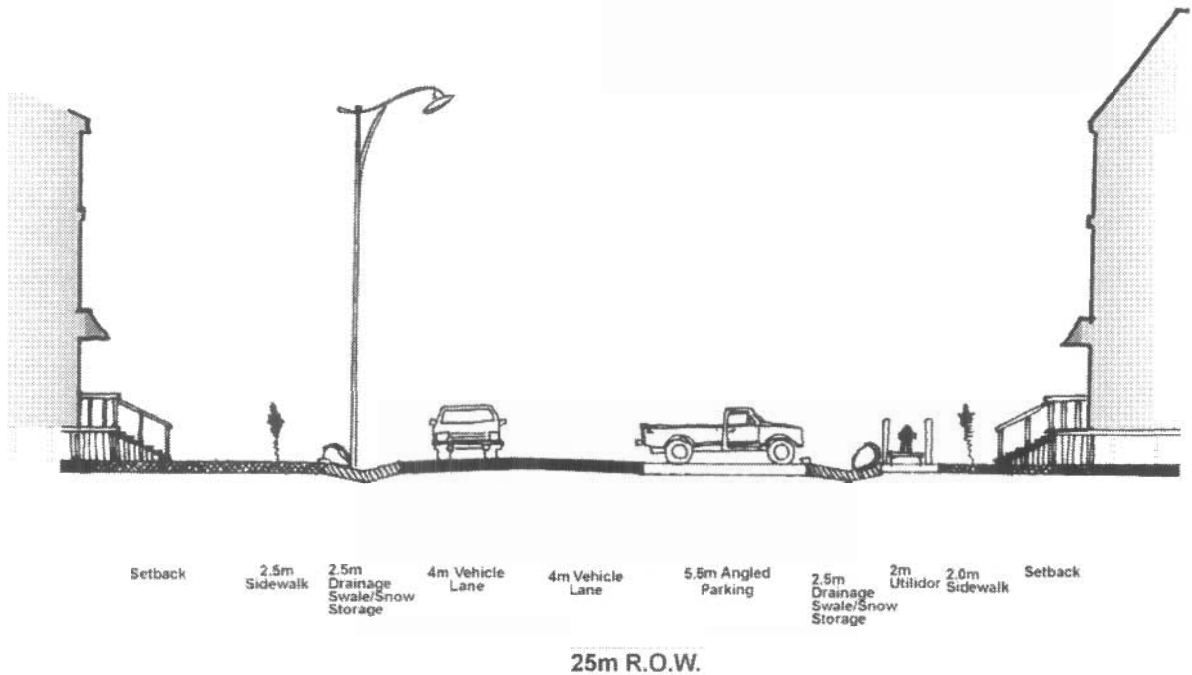
road widenings



angled parking

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**



### 6.3.2 Local Roads

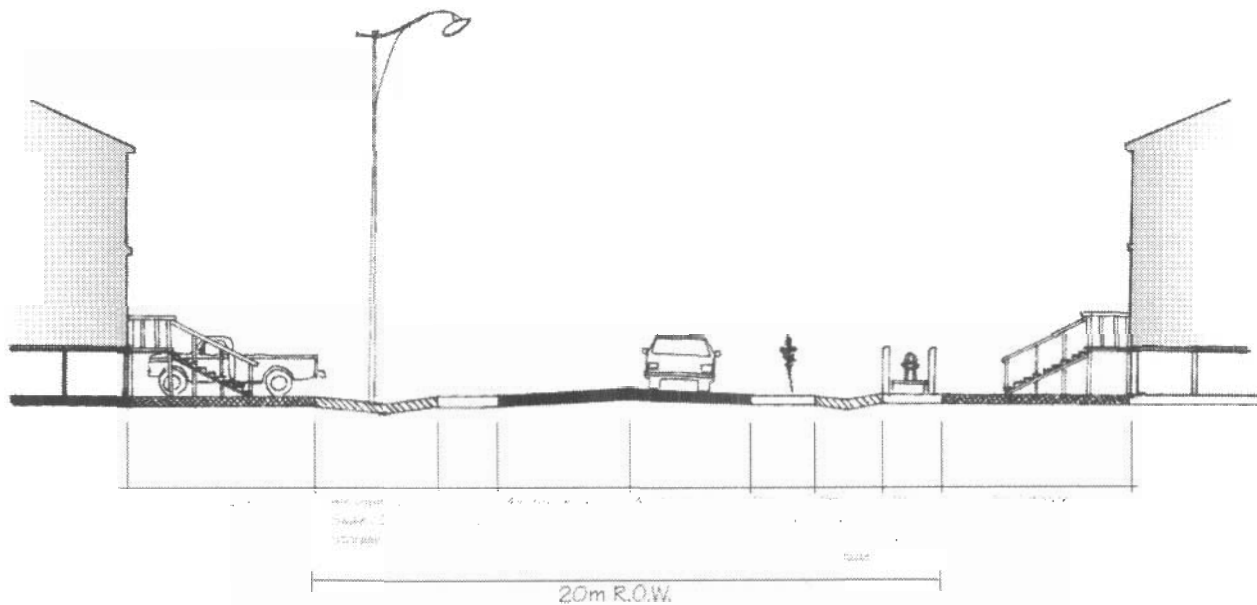
Policies:

1. All City streets other than Collector Roads, as identified on Figure D, are classified as Local Roads.
2. All through traffic should be discouraged from using Local Roads by careful subdivision design.
3. Rights-of-way for new Local Roads will generally be 20 metres in accordance with the cross section shown below.

20 m ROW



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



### **6.3.3 Bypass Road**

Council has long considered that there is a need for a Bypass Road between the Nunavut Arctic College (Nunatta Campus) and the site of the new Government of Canada Building to alleviate traffic pressures at the Four Corners, divert construction and through traffic away from that intersection and provide for the creation of a Gathering Place in front of the Legislature. A preliminary design for this road has already been completed and the alignment of the road is shown on Figure D of this Plan.

#### **Policy:**

1. Council shall protect the corridor and consider building a by-pass road and will investigate appropriate alternatives for the financing of this road. The proposed alignment of this Collector Road is shown on Figure D and shall be protected from future encroachment.





### **6.3.4 Access to a Public Road**

#### **Policies:**

1. All new development must have frontage on a public road that is of an adequate width and standard of construction and the road is maintained year-round by the City or other public authority. An exception to this policy will be allowed for unsurveyed Crown Lands, existing lots without frontage, public parks and/or public utilities.
2. All new development and/or redevelopment will be carefully located and properly controlled so that no traffic hazard is created by the new use.

### **6.3.5 Transit**

#### **Policy:**

1. A transit service is being considered for parts of the City. If such a service is established, the location of bus stops will be considered in new plans of subdivision and as roads are constructed or upgraded.





## SECTION 7

# MUNICIPAL SERVICES & OTHER UTILITIES

The City of Iqaluit provides municipal services to the population, including water and sanitary sewers (piped or trucked), garbage collection and disposal, snow removal, fire protection, emergency services and by-law enforcement.

All over Nunavut, there are extremely high costs incurred in the treatment and supply of potable water and in the disposal and treatment of sewage. Therefore, it is essential to plan wisely to ensure the best use is made of existing infrastructure and the most appropriate and cost-effective technologies are used for new infrastructure. There is a need to strongly promote the inclusion of water saving devices, and other conservation technologies, in future building systems.

Other utilities such as the Nunavut Power Corporation and NorthwesTel provide essential services and the necessary expansion of their infrastructure to meet growing demands is accommodated.



### 7.1 Solid Waste Management

The City is responsible for solid waste disposal and the collection and diversion of waste. The City's existing Waste Disposal Site is identified on Figure B. In addition, there are a number of former waste disposal sites that were inherited by the City. These sites have also been identified on Figure B.



### 7.1.1 Waste Disposal Sites

Waste Disposal Sites are landfills, incinerators and any other facilities providing for the long-term storage or destruction of municipal solid waste. Recycling and composting depots are not considered waste disposal facilities.

Policies:

*operation of a site*

1. Any waste disposal site must be operated in accordance with all of the requirements of the appropriate legislation and any regulations thereunder.

*zone category*

2. Council proposes to establish a Waste Disposal (WD) Zone in the Zoning By-law.

*rehabilitation*

3. Any waste disposal site no longer in use must be rehabilitated to the standards required by the legislation.

*development within 450m*

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

*new Waste Disposal Sites*

5. The establishment of any new waste disposal site will require an amendment to the General Plan and Zoning By-law, subject to the following:
  - a) Shall require a study to indicate compliance with Federal or Territorial legislation;
  - b) Shall be located an adequate distance from any land use susceptible to odours, surface water or gas migration;
  - c) Shall be set back a reasonable distance from a public road so that no unsightly appearance is visible from the road;
  - d) Shall be located so that contamination of any ground or surface water does not occur;
  - e) Shall consider the impact on the City's recycling program to reduce and reuse waste materials;
  - f) A comprehensive public consultation process; and,
  - g) Consider prevailing winds and snow accumulation.

*Adequate waste disposal services*

6. Council must ensure that there is adequate waste disposal to accommodate growth. This includes recycling and other waste reduction initiatives.

### 7.1.2 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 that proper decommissioning and cleanup of former waste disposal sites take place prior to their development or re-use.

Policies:

- |                                      |   |
|--------------------------------------|---|
| <i>site restoration</i>              | 1. Council shall continue to encourage the responsible Federal, Territorial and other agencies to assist in the cleanup and restoration of any former waste disposal sites, as identified on Figure B of this Plan, or any other known contaminated sites. Council shall seek suitable end uses for the restored sites. |
| <i>zone category</i>                 | 2. Council proposes to establish a Municipal Reserve Exception 1 – MR (1) Zone to identify former waste disposal sites in the Zoning By-law.  |
| <i>development restriction</i>       | 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.   |
| <i>Environmental site assessment</i> | 4. An application for development or redevelopment requiring a development permit, rezoning, consent, subdivision or amendment to this Plan on lands that are known or suspected of being contaminated will require an environmental site assessment which must be prepared by a qualified engineer.                    |
| <i>site remediation</i>              | 5. Where it has been established that remediation work is required, it will be a condition of approval of the development or redevelopment that appropriate measures are taken consistent with Federal and/or Territorial applicable legislation. A record of site conditions may also be required.                     |

## 7.2 Water and Sewage Services

### 7.2.1 Water Supply

Policies:

- |                             |   |
|-----------------------------|---|
| <i>Watershed protection</i> | 1. Council shall continue to protect the Lake Geraldine water supply by designating the watershed a Watershed Protection Area in accordance with the provisions in Section 4.2.   |
| <i>New water supply</i>     | 2. Council shall prepare a feasibility study on a new source of raw water supply beyond the Lake Geraldine watershed. Until a new source of water is found, development shall be limited to an additional 750 dwelling units (approximately 2,000 additional residents), or as determined by the Director of Engineering. |



### 7.2.2 Sewage Treatment Facility

#### Policies:

1. Council shall complete the needed upgrades to the existing sewage treatment facility so that the ultimate population of 10,000 to 12,000 can be served. Until such upgrades are complete, all new development will be subject to approval by the Director of Engineering to ensure adequate capacity is available.
2. Upgrades to the existing sewage treatment facility or the establishment of a new facility will be subject to any required study and compliance with Federal or Territorial Legislation.
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 regulations of the Department of Health and Social Services.

### 7.3 Other Utilities and services

#### Policies:

*designations  
where permitted*

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 other like 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) Utilities requiring buildings or significant structures should not front on main streets wherever possible;
  - d) The proposed infrastructure does not negatively impact abutting properties.

*power  
generation  
facilities*

2. Power generation facilities shall be designated Industrial. New facilities shall require an amendment to this Plan and approvals from the appropriate regulatory authority. New facilities and/or expansions of existing facilities will occur in an orderly manner to facilitate the efficient and reliable provision of adequate electric power.
3. Adequate land in the Industrial land use designation shall be identified for the expansion of fuel storage facilities.

*communications  
facilities*

4. Communications facilities will be permitted in any land use designation in accordance with the following provisions:
  - a) In considering any application for a new communications facility, Council will consider the effect of that installation 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 as a Transportation Facility in accordance with policies in Section 5.10, and any new facility will be subject to a Zoning By-law amendment.

## 7.4 Sustainability Initiatives

The projected growth in population and housing units will significantly increase demand for energy, the treatment and supply of potable water, and the disposal and treatment of sewage. The costs of upgrading power generation plants, water and sewage treatment plants are extremely high. In addition, emissions from diesel power generation plants that provide energy to homes and businesses, as well as keep the water circulating (reheat stations) and the sewage treatment facility all contribute to climate change through the burning of fossil fuels. The City is well-placed to promote initiatives for residents and businesses to conserve energy and reduce water use, and to pursue alternative energy supplies such as wind and solar power.

### Policies:

*siting of  
buildings*

1. Council shall encourage developers of new residential buildings to pursue a lot layout and building orientation to maximize solar exposure and energy-efficient building designs.

*retrofitting  
buildings*

2. Council will encourage building owners to retrofit existing buildings with energy efficiency and alternatives upgrades through education programs and/or financial aid.

*water  
conservation*

3. Council will encourage water conservation methods, such as water recycling systems, to reduce per capita water consumption.

*City initiatives*

4. 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 help implement sustainable, energy-efficient, or alternative energy technologies in building design and urban form. Such funding could be used for demonstration or pilot projects, research projects, or subsidies for innovative development projects.
5. Council shall develop a green plan to guide environmental policies.
6. Council will consider adopting measures to reduce construction waste going to the landfill and consider a recycling program for building materials.



## SECTION 8 IMPLEMENTATION

### 8.1 Roles & Responsibilities

The roles and responsibilities of the primary actors in the application submission and planning review process are outlined in the section to follow. These actors include the Applicant, the Development Officer, Planning Committee, Council, and the Development Appeal Board. The subsections to follow describe the criteria that each actor must consider in reviewing planning applications and making a recommendation or decision.

#### 8.1.1 *The Applicant*

The Applicant shall:

1. Ensure that the proposed development is designed and constructed to conform to the National Building and Fire Code and other applicable codes.

*Applicant  
responsibility*

#### 8.1.2 *Development Officer*

A Development Officer shall:

2. Receive, review, and determine if complete all applications for Development Permits, Zoning By-law Amendments, General Plan Amendments, Subdivision applications and requests for variances to the Zoning By-law.
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 in the Zoning By-law the classes of development in which the Development Officer has the authority to make a decision.
4. Make recommendations to either approve (with or without conditions) or refuse applications for Planning Committee and Council to deliberate. This policy shall apply to Development Permit applications where the Development Officer does not have the authority to make a decision, along with all other types of planning applications.
5. Have regard for 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;

*criteria for  
Development  
Officer  
recommendations  
or decisions*





*Planning review  
by professional  
planner*

- d) The provisions, general intent and purpose of the Zoning By-law; and
  - e) Other guidelines and policies adopted by Council.
6. Communicate with the Government of Nunavut, Government of Canada and other levels of government and agencies, Land Claims Organization, and the Hunters and Trappers Organization, twice yearly to discuss development issues, the need for government buildings and resources, and housing issues.
7. If no professional planner is on City staff, Council shall seek the advice of a professional planner for review of 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.

### **8.1.3 Planning Committee**

The Planning Committee shall:

*criteria for  
Planning  
Committee  
recommendations*

- 1. Play an advisory role to Council;
- 2. Review Development Officer recommendations on Development Permit applications as referred by the Development Officer, Zoning By-law Amendments, General Plan Amendments, Subdivision applications and variances to the Zoning By-law and recommend Council on those applications.
- 3. Have regard for the following in recommending 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; and
  - f) Recommendations submitted by the Development Officer.

### **8.1.4 Council**

*criteria for Council  
making planning  
decisions*

- 1. Council may appoint a Planning Committee;
- 2. Council shall consider Development Officer and Planning Committee recommendations on all undelegated planning applications and make a decision to either approve (conditionally or unconditionally), refuse or refer the application back to the Development Officer.
- 3. Have regard for 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; and
- g) Recommendation of Planning Committee on recommendations submitted by the Development Officer.

### **8.1.5 Development Appeal Board**

The Development Appeal Board shall:

1. Consider appeals to Development Permit, Subdivision and Variance applications and decisions.
2. Have regard for 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; and
  - f) Recommendations submitted by the Development Officer and Planning Committee.

*criteria for  
Development  
Appeal Board  
making appeal  
decisions*

### **8.1.6 Procedures Manual**

In order to clarify the roles and responsibilities throughout the planning process, Council may choose to adopt a procedures manual in order to assist the processing and timelines of planning applications.

Policies:

1. Council may adopt a procedures manual to guide Council, Planning Committee, municipal staff and the public in effectively dealing with planning applications.
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 in order to control development and ensure that development in undertaken in accordance with the policies of this Plan and the regulations of the Zoning By-law.



### Development Agreements

#### 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 ensure the observance of conditions of development approval and to provide and maintain those facilities as indicated on the approved development permit plans. Such an agreement may be registered against the land to which it applies and thus may be a covenant running with the land.
3. Council shall consider the use of an Urban Designer or Architect to review preliminary plans for larger projects and provide advice to the Applicant on the design of buildings.

## 8.3 Public Notification

The *Planning Act* provides the statutory requirements for giving notice to the public on planning matters. However, in many cases, the *Act* only requires the public to be notified once a decision has already been made on an application. Council may establish additional requirements for notification over and above these requirements to improve opportunities for active and informed participation by residents affected by land use decisions. The following public notification requirements will be in addition to the requirements of the *Planning Act* and will focus on increasing communication and public input prior to a decision being made on an application. This enhanced consultation process will improve participation by residents in land use planning decisions.

#### Policies:

1. For Development Permit applications for a use with a gross floor area exceeding 500m<sup>2</sup>, a General Plan or Zoning By-law amendment application, or a request for Variance, the measures for notifying the public and public bodies shall be as follows:
  - a) The Development Officer will post a bilingual sign (Inuktitut and English) on the site advising that the site is subject to an application, the date of the public meeting if required, and a phone number and location where further information may be obtained, and, a fee may be charged to the Applicant for this service;
  - b) Alternatively, if the application affects a large area or the posting of an on-site sign is not appropriate, notification would be published in a local newspaper in Inuktitut and English and would be broadcast in Inuktitut on CBC Nunavut;

### posting of a sign



community notice  
of application

- c) The Development Officer will send a notice to any community or residents associations in the area that have registered their mailing address with the City for notification purposes;
  - d) The Development Officer will send a notice to any public bodies that are considered to have an interest in the application.
2. The Mayor shall give consideration to the establishment of an Elders Advisory Forum or Traditional Lifestyles Forum, and the Hunters and Trappers Association to review and comment on specific developments of a significant size or in areas of the City considered important for more detailed public input.

## 8.4 Development Schemes

In accordance with the *Planning Act*, Council may adopt a Development Scheme to provide greater detail for the development of specific areas and the manner in which development is undertaken.

A Development Scheme provides details as to how development proposals in this Plan will be carried out. A Development Scheme will be adopted for the Core Area (Downtown Redevelopment Plan) and for all Future Development Areas. The Schemes act as secondary plans to this Plan for targeted growth areas and will describe in more detail, among others, land uses, lot consolidation and subdivision, and reserves of land for municipal infrastructure.

It is the intent of this Plan that Development Schemes be prepared for the Future Development Area prior to development occurring on the lands. It is also the intent that Development Schemes be approved by Council and formally adopted by amendment to this Plan. The Development Guidelines set out in Section 8.6 of this Plan describe the issues to be considered in a Development Scheme. In general terms, the Development Scheme describes the uses for the lands to be developed, those lands to be protected and infrastructure requirements.

Policies:

1. A Development Scheme shall be adopted by Council by amendment to this Plan for each Future Development Area as identified on Figure B, prior to their development, unless otherwise noted.
2. The Development Scheme shall follow the Development Guidelines as described in Section 8.6 of this Plan.
3. The Development Scheme shall include a sewer and water plan and shall allocate sufficient land for future municipal services, such as a sewage pumping or water reheating station.

consistent with  
Development  
Guidelines

sewer and water  
plan



## 8.5 Subdivision of Land

The City has been the prime developer of land but will now consider the development of land by private interests. Council will use the subdivision approval process as described in the *Planning Act* to ensure control over the subdivision of land and that such plans of subdivision conform to the requirements of this Plan.

Policies:

*consistent with  
Development  
Guidelines*

*subdivision by  
private interests*

*provision of site  
works*

1. In reviewing a proposed plan of subdivision, the applicant and the Development Officer will give due consideration to the Development Guidelines as outlined in this Section 8.6.
2. For land that is not subdivided and is designated Residential Community or Commercial in this Plan, a developer may work in partnership with the City to develop a subdivision plan for a new development subject to the approval of the Council.
3. The applicant proposing the subdivision may be required at the request of the municipality to provide for the installation and construction, at his or her own expense, of all necessary public roadways, sidewalks, culverts, drainage ditches, utility systems and other public facilities required under the regulations.

## 8.6 Development Guidelines

Development Guidelines provide design criteria and policies that must be considered in the preparation of Development Schemes and subdivision plans. The intent of these guidelines is to guide an applicant or City staff in preparing plans for new development and to guide the Development Officer in making recommendations for the adoption of these plans to Planning Committee and Council. Although each Development Scheme and subdivision plan will be different since they will be responding to specific environmental conditions and social needs, they should all respond to the guidelines.

Policies:

*application*

*Development  
Guidelines*

1. Council shall apply the Development Guidelines in this Plan to the following:
  - a) Subdivision plans undertaken by the City;
  - b) Subdivision plans undertaken by private interests; and
  - c) Development Schemes
2. When proposing or reviewing a plan of subdivision or Development Scheme, City staff shall consider the following Development Guidelines:



- a) Identification of an open space network ("green fingers") and the connection of the network to the existing network. The design of the open space network shall consider:
  - i) Protection of natural features such as prominent rock bluffs, tundra, and watercourses;
  - ii) The location of neighbourhood parks;
  - iii) Where appropriate, identification of open space connections through the development area linking the 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 system, as identified on Figure D. For reasons of safety, Snowmobile Trails and Walking Trails should not be combined trails.
  - v) Where appropriate, the identification of new connections to the Walking Trail and Snowmobile Trail system. Such connections should be protected by designating the subject lands Open Space.
- b) The size and location of neighbourhood parks pursuant to the policies contained in Section 5.7.
- c) Respect watercourse setback requirements as established in Sections 5.6.8 and 5.6.9 .
- d) Provide Collector and Local Roads in accordance with the policies in Section 6.3 and provide a hierarchy of roads that connects to the existing road network.
- e) Set aside sufficient land for future municipal services, such as a sewage or water pumping or reheating station.
- f) The configuration and orientation of lots should have consideration for the following:
  - i) Existing drainage patterns;
  - ii) Sun exposure to maximize sunlight on residential buildings. This may include development on south facing slopes, and ensuring that taller or larger-scale buildings do not cast significant shadows on residential buildings;
  - iii) Steep slopes;
  - iv) Known or potential snowdrifting areas.
- g) Review the subdivision plan with respect to known historical or cultural resources pursuant to the policies established in Section 5.8.
- h) In the case where transit service is to be provided, the location of bus stops that can be conveniently and safely accessed. Consideration will be given to appropriate sheltering of bus stops.



## 8.7 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, the erection and use of buildings and structures, yard requirements, parking and loading space requirements and other such 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 with 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.

## 8.8 Variances to the Zoning By-law

A variance allows the applicant to develop their land in a way which does not comply exactly with the requirements of the Zoning By-law.

Variances 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. In this way, a variance must be considered a minor change to the Zoning By-law. Since variances requested can be "minor" in some situations and "major" in others, each case must be evaluated on its own merits by the Development Officer as to whether a variance or a zoning by-law amendment will be required. This section lists criteria that Council shall consider when deciding on a request for variance.

Policy:

1. When deciding on a request for a variance to the Zoning By-law, Council shall take into account 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) Whether or not alternative designs of the proposed building which would be in conformity with the Zoning By-law are clearly not feasible or appropriate for the site. Council may require the submission of alternative schematic plans for this purpose;

*criteria for Council  
making decisions  
on variances*





- g) The concerns or impact on adjacent owners, residents, community have been addressed;
- h) The approval of the variance would not create an undesirable precedent.

## 8.9 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.

### 8.9.1 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.

### 8.9.2 Property Maintenance By-law

1. Council may enact a Property Maintenance By-law that will prescribe standards for the maintenance of buildings and property for the entire City.
2. The Property Maintenance By-law may address the following:
  - a) Prescribe standards for the maintenance of property, including such matters as the physical condition of yards as well as the condition of buildings and structures.
  - b) Provisions requiring 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 could include an education and public relations program to show residents the benefits of continued property maintenance, together with information showing that improvements can often be made without increasing assessment.
  - d) Require that all municipally-owned buildings and properties be kept in a well maintained condition.



### **8.9.3 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 have regard to the policies of this Plan.

## **8.10 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

## **8.11 Plan Maintenance**

### **8.11.1 Plan Amendments**

Amendments may be made to the Plan when such changes are warranted. The provisions of the *Planning Act* with respect to General Plans apply similarly to amendments, including the approval of the Minister.

Policy:

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

### **8.11.2 Plan Review Procedure**

It is the intention of Council 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 in order to determine whether its policies are still appropriate.

*Consistency  
between General  
Plan and By-laws*



## Policies:

*5 – year review*

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

*Consultation with  
GN*

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



## SECTION 9 INTERPRETATION

### Policies:

1. It is intended that the boundaries of any land use areas shown on Figure A and B be considered as approximate only, except where bounded by such features as existing roads, rivers or other natural features. It will not be necessary to make amendments to 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 as 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 though not specifically stated 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 cause changes in the way the City is developing, then the General Plan should be reviewed in whole.
5. Amendments to the General Plan will not be necessary for changes which are of an administrative or technical nature, such as corrections 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, such reference is intended to include 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 of Territorial departments or Federal ministries or other public bodies change or if names of such departments or public bodies change, any references to these departments or public bodies may be correspondingly changed in the Plan without the need for an amendment.

## Appendix A – Development Potential

N.B. Density is calculated as gross density and assumes that approximately 35% of the land will be used for non-residential uses:  
 - 20% roads, 5% parks, 10% neighbourhood commercial / institutional

Future Development Area	Area (ha)	% developable for residential	Developable Area (ha)	Density	Density (units/ha)	Potential number of units
A	63.6 ha	40% <sup>1</sup>	25.4 ha	Medium	10 – 13 units/ha	254 – 330 units
B	38.3 ha	25% <sup>2</sup>	9.6 ha	Low	7 – 9 units/ha	67 – 86 units
C	50.1 ha	50%	25.0 ha	Medium	10 – 13 units/ha	250 – 325 units
D	28.6 ha	70%	20.0 ha	Medium	10 – 13 units/ha	200 – 260 units
E	10.6 ha	80%	8.5 ha	Medium	10 – 13 units/ha	85 – 110 units
Apex South	11.2 ha	100%	11.2 ha	Low	7 – 9 units/ha	78 – 101 units
Tundra Valley East	17.7 ha	75%	13.3 ha	Low	7 – 9 units/ha	92 – 120 units
Lake Subdivision	6.8 ha	100%	6.8 ha	Medium	10 units/ha (as planned)	68 units
Quarry Subdivision	7.8 ha	100%	7.7 ha	Medium	10 – 13 units/ha	77 – 100 units
Core Area & Infill redevelopment	9.5 ha	100%	9.5 ha	High	25 – 30 units/ha	238 – 285 units
<b>TOTAL</b>	<b>286.7 ha</b>	<b>57%</b>	<b>164.6 ha</b>			<b>1,408 – 1,782 units</b>

<sup>1</sup> represents area above ridgeline (below ridge more appropriate for commercial or industrial development)

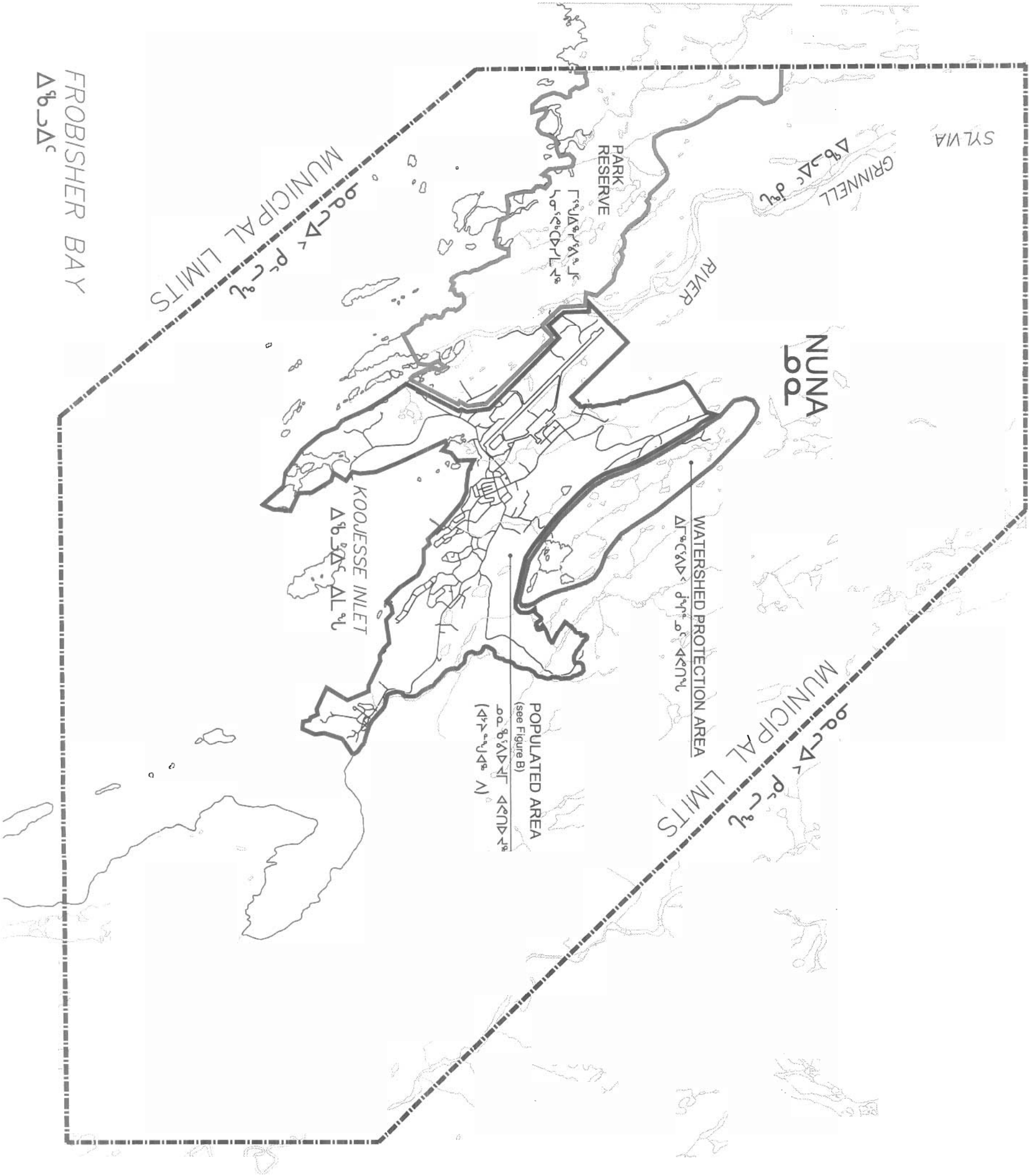
<sup>2</sup> approximately 25% of area is undevelopable, whereas 50% of land reserved for future legislative functions and cultural uses

<sup>3</sup> subject to clean up of waste disposal site

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Figure A  
General Land Use

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0 0.5 1.0 1.5 km





City of Iqaluit  
General Plan By-law 571

[illegible]

**Figure B**  
**Populated Area Land Use**

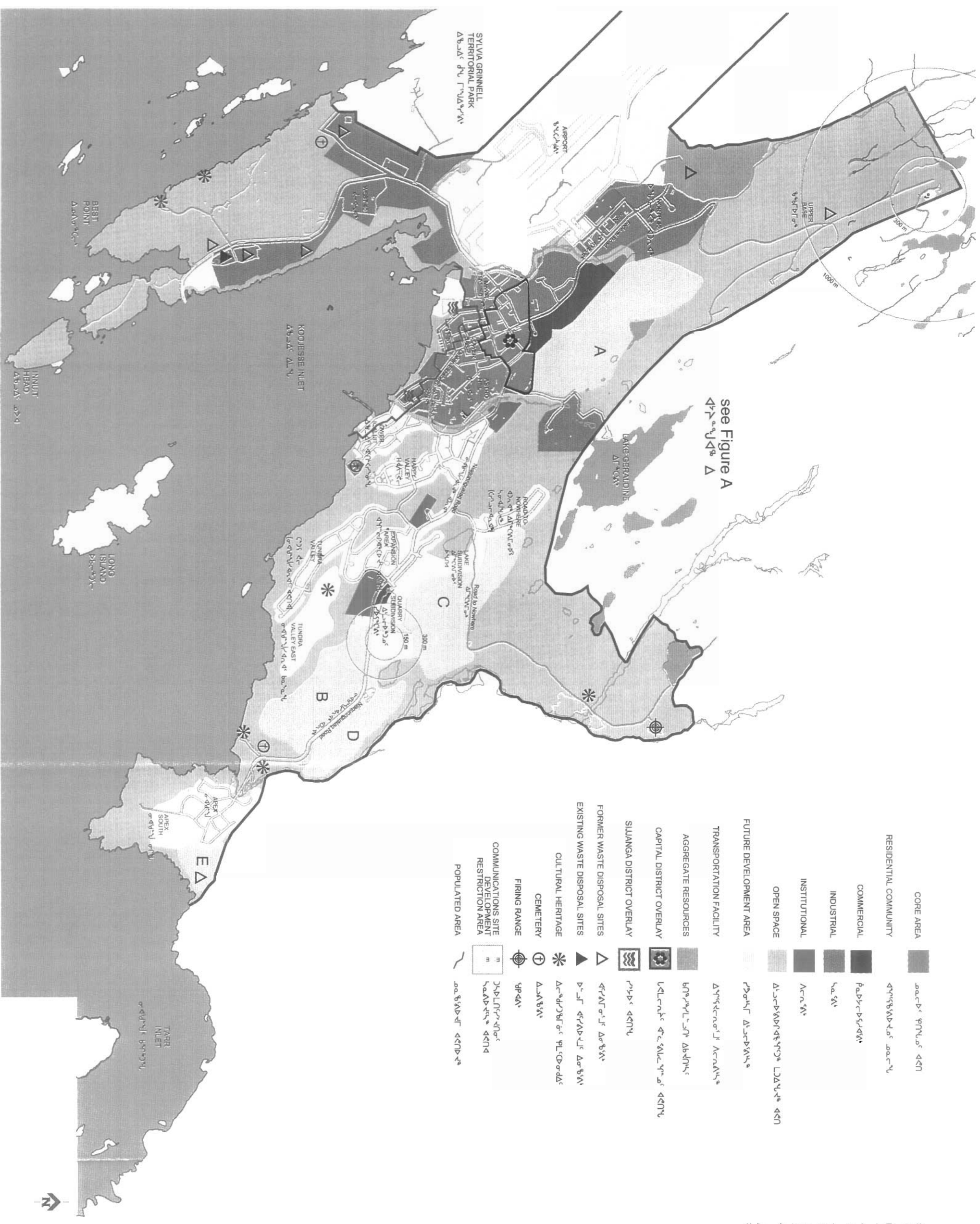
$$\begin{array}{c} \Delta^{\circ}\text{U}^{\circ}\Delta^{\circ} \\ \Delta^{\circ}\text{V}^{\circ}\text{q}^{\circ}\sigma^{\circ}/\Delta^{\circ}\text{V}^{\circ}\text{q}^{\circ}\sigma^{\circ} \\ \Delta^{\circ}\text{V}^{\circ}\text{V}^{\circ}\Delta^{\circ} \end{array}$$


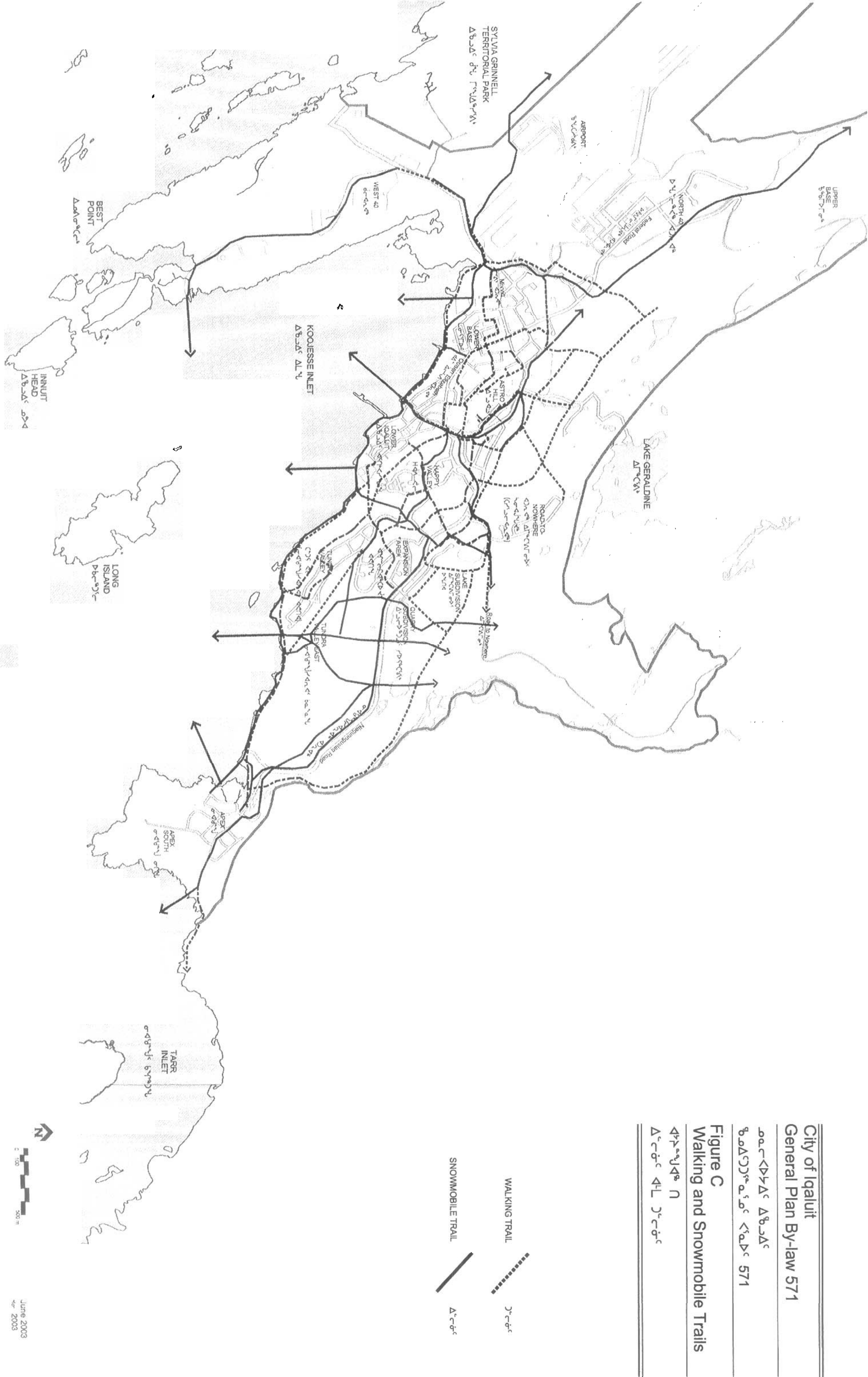


Figure C

Walking and Snowmobile Trails

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**City of Iqaluit**  
**General Plan By-law 571**

$\Delta^{\alpha\beta}\langle\psi^\dagger_\alpha\psi^\dagger_\beta\rangle = \Delta^{\alpha\beta}\langle\bar{\psi}_\alpha\bar{\psi}_\beta\rangle$  571

Figure D  
Primary Road Network

$\Delta_{\mu} \gamma^{\nu} \Delta^{\mu} p$

