

ᐱᓐᓂᐱᐅᐅᐅ



IQALUIT

ᐱᓐᓂᐱᐅᐅᐅ ᓐᓂᐱᐅᐅᐅ ᐱᓐᓂᐱᐅᐅᐅ ᐱᓐᓂᐱᐅᐅᐅ

Core Area and Capital District Redevelopment Plan









## Why a Core Area and Capital District Plan?

The City of Iqaluit, over the next decade, faces a critical impasse that will define its character and viability as an arctic city. Considerable headway has been achieved in defining a vision for the city through the creation of the General Plan and Zoning-Bylaws (2003). Now the General Plan must be embraced and implemented in keeping with two central values: sustainable development and respect for Inuit culture. The Core Area and Capital District Development Plan (“the Plan”) seeks to enact the General Plan through the provision of a second level of analysis and detail designed to facilitate implementation of redevelopment in the Core.

### A Sustainable City: Quality Growth Centered on the Core

The planning process for the Core Area and Capital District Plan has presented an opportunity to further explore the question of becoming an environmentally responsible city. What does it mean to be a sustainable city in an arctic context? If we understand sustainable development to be about minimizing the detrimental impacts of human activity on the land that sustains us, it is, in an arctic context, illusive at best. A

series of factors make modern life in an arctic context challenging: access to the city itself is primarily by flight – there are no outbound roads – and infrequently by boat. Food and materials, by necessity, are imported. The supply of water, energy, and the removal of waste and waste water is rudimentary, depending on technologies that are expensive, intensive, and damaging in their own right. And development patterns in the short history of the city have gotten off to a wrong start: sprawling single-use subdivisions on the periphery of the City ensure that traffic congestion will continue to grow. Unless, as advocated in this plan, the City of Iqaluit embraces a new approach to development, an approach that is truly sustainable – that is, growth focused on, and emanating from, the Core Area. By creating a vibrant and dynamic Core Area and Capital District, this plan seeks to contribute to the sustainability and health of the larger urban context.

Although a City of only just over 6,000 people, Iqaluit already experiences traffic congestion during peak periods. A compact Core Area with defined public realm elements such as pedestrian pathways, open spaces, and parking areas, as well as a mixture of uses including a substantial residential population, is a quality approach to growth.

Fundamental to this vision of a sustainable arctic city is an emphasis on a pedestrian life-style. Walking adds vibrancy to urban life on a variety of levels, provoking informal interactions and vitality. But walking must be supported, promoted, and enhanced through an approach to redevelopment that increases densities, provides the necessary public realm improvements, and supports the clustering of key uses and increased residential development.

This redevelopment strategy presents an approach to growth that recognizes the sensitivity of the arctic tundra and the need to utilize existing infrastructure. As such, the Plan recommends the consolidation of lots, infilling on key sites, improving the quality and quantity of housing, and the creation of a themed public realm that both provides a safer environment for pedestrians and reflects the distinctness of the City’s arctic environment and Inuit population.

Quality Growth purports that all growth must improve its urban context through high quality mixed-use design, integration with and support for the public realm, and use of existing available infrastructure. In this way, growth and development contributes to the flourishing of people, culture, business, tourism, and government over the long-term. This plan - the Core Area and Capital District Redevelopment Plan – is

rooted in the assumption that quality growth is not an option for the City of Iqaluit: it is an imperative, necessary to support the long term viability and sustainability of the city as well as respect for Inuit heritage/culture.

### Respecting and Reflecting Inuit Culture

Inuit culture, historically, was nomadic. The creation of an urban context and society introduces, for Nunavummiut, a new way of being. Integrating the values, heritage and culture of Inuit into the concept design for the Core Area and Capital District has involved the interpretation of a culture in transition. Towards this end, we relied heavily on the input of elders, city councilors, community members, and representatives from Inuit organizations and the general public.

### ii Study Objectives

This study seeks to provide the City of Iqaluit with the planning direction necessary to make strategic decisions about development, infrastructure improvements, and parking needs in the Core Area in a unified and coherent way. Correspondingly, defining elements and design guidelines seek to reinforce this distinct area of the City, improving public realm

features, connectivity between open spaces, and accessibility for pedestrians. A central objective of this plan is to respond to safety concerns by providing an approach to pedestrian walkways, parking, light standards, and landscaping that is unique to the constraints presented by an arctic context. To do so, the study has been framed by a series of guiding principles that capture the intent of the planning process (Section 2.1).

In addition, an Issues Report (June 2004) was produced as an outcome of the first phase of the study. In this report a series of issues related to land administration, building supply and demand, development potential, servicing, transportation, safety, and environmental considerations were identified. This report provides the technical background and informs the outcomes presented in this Core Area and Capital District Plan.

Lastly, this Plan is an Implementation Strategy. As such, Section 3 is singularly devoted to defining a long-term phasing concept, accompanied by high level planning tools designed to bring the Core Area and Capital District Redevelopment Plan to fruition.



The Plan was elaborated through a variety of workshops, open houses and public forums.





### iii Consultative Planning Process

Over the course of the past twelve months, a series of workshops and meetings have been held with a diverse public in order to identify issues and opportunities, highlight key themes, and to consider the proposed concept for the Core Area. These events have included:

#### June 2003 – Identifying Opportunities and Constraints

- Stakeholder Interviews - Appendix One
- Meetings with the Planning Committee
- Public Open House at the North Mart

#### September 2003 – Developing the Draft Plan

- Meeting with the Planning Committee
- Community Workshop
- Presentation to the Elders
- Workshop with Inuit Leaders
- Public Open House at the North Mart

#### March 2004 – Presenting a Refined Plan

- A workshop with Council
- Meetings with Stakeholders

The objective of these meetings has been to ensure that the planning concepts and strategies proposed by the consultant team are rooted in the ideas, knowledge, and history of the residents of the City of Iqaluit. As such, the process has been iterative in the truest sense – the direction of the Plan has been shaped in each phase by the input received in various meetings with residents, staff, the Elders, representatives from community organizations, and land owners.



## i Regional Context

Iqaluit is, in many ways, a City that rises from its context. It is located at the northeastern head of Frobisher Bay – a deep indentation in the coast of southeastern Baffin Island and surrounded by the arctic tundra, an important asset and part of the Iqalugmuit identity. It is here that people hunt and play. It is a tradition for Iqalugmuit to pack up their households and venture to the land to camp for the summer.

In terms of proximities, there is no community within commuting distance, other than by air.

## ii Environmental Context

Iqaluit is a maritime city surrounded by ocean, rolling arctic tundra and rock outcrop hills. At one time, a rich variety of plant species covered the tundra as it rose up from the ocean to a series of parallel rock ridges and valleys. These contours now form the periphery of the city. The history of development of the city has focused on functional needs: creating roads and structures in response to the growing demand for services and facilities. As the City evolved, the natural environment was sacrificed to respond to these functional needs. Today the city maintains its strong industrial context, and little attention is paid to site development other than the placement of roads and parking areas which extend from one building to

another. Little or no definition exists to separate roads from people spaces. As a result, buildings appear to be located in an undefined “gravel pit” setting.

As we seek to establish a unique landscape character for Iqaluit in the context of the Core Area and Capital District Redevelopment Plan, we propose using elements from the natural arctic environment, such as the rock outcrops and the tundra valleys, as defining elements of the City. A central premise of this plan is that the Core Area can be beautified by bringing these elements back into the centre of the city.

## iii The Core Area

As the downtown of the City of Iqaluit, containing key commercial, institutional, and light industrial uses, as well as important residential populations, the Core Area is the most compact area of the City, arranged on a modified street-grid. It is bounded by two creeks to the east and west, the sea to the south, and the slope of the tundra to the north. In general, the Core Area still provides some crucial views to the sea and access to the Sijanga District (the water's edge) as a result of low building heights.

The Capital District, an overlay within the Core Area, is designated within the General Plan to promote the clustering of institutional uses and services. Given that this designation is new, the Capital District lacks a unique and readily identifiable character.

## Core Area Focal Points

The Four Corners is symbolically the center of Iqaluit. It is located where Queen Elizabeth Way, Mivviq Street, Federal Road and Niagunngnsiag Road meet, arguably the four main streets of the City. Although both the north and southeast corners are currently underutilized, the other two corners contain significant institutional and commercial buildings used primarily for government services. This intersection provides access to significant areas of the city in all directions – the airport to the south, City Hall and Arctic College to the North, an industrial area and the future new airport terminal to the west, and the second focal area, north of the elder's center, to the East. As a main intersection in the City, it suffers from traffic congestion during peak hours, and lacks articulation in terms of right-of-ways, pedestrian path areas, and a defined public realm. Access to parking is problematic in this area.

The Elders center and housing, the main retail facility (the NorthMart), and the Nakasuk Elementary School and recreation area provide a second area of confluence. Since each of these functions results in considerable activity at peak times throughout the day, this is an active area in the center of the Core Area that is characterized by shoppers, school children, commuters, and elders. Here, conflicts frequently arise between



walkers and drivers. Significant community events, such as Canada Day celebrations and Toonik Tyme, are centered in this area. A future public space for residents, Iqaluit Square, will be located in this area in front of the Elder's Center. East of this area, and along Queen Elizabeth Way towards its endpoint at Arctic Ventures, the main street continues, with low-density residential uses along the way. Southeast of the Elder's center and following the beachfront are key cultural uses including the Unikkaarvik Visitor's Centre, the Nunatta Sunakkutaangit Museum, and the future site of the Hunter's and Trapper's building.

### Residential Concentrations

There are three main residential concentrations in the Core Area. Lower Base is located between the Four Corners and the beach with mainly low density single family detached and single detached housing. The General Plan anticipates redevelopment to take place in this area while recognizing the need to respect views and maintain access to the sea. The Uivvq area on the other side of Queen Elizabeth from Lower Base has a mix of low-density and medium density row housing with a combination of public, private and staff housing. While the row housing is relatively new, the single family homes are an older stock of housing. The White Row area is another significant residential component of the Core Area. A redevelopment proposal for this site is currently being considered by the City.

## iv

### Circulation

#### The Road System and Parking

Upon first impression, the Core Area appears relatively unplanned. The road system is the main circulation route for pedestrians, cyclists, snow machines as well as vehicles.

Although a cluster of uses are beginning to take shape to form the Capital District, setbacks, landscaping requirements, and approaches to parking are problematic, both in the Capital District and throughout the Core Area. Parking, as in most urban environments, appears constrained, but in reality it is the demand created in peak periods accompanied by an expectation to park directly adjacent to uses that generates this difficulty. To the first time visitor, the Iqaluit downtown core may be perceived as one continuous parking area with buildings dispersed according to a loose rationale and relationship to streets.

In some instances, this continuing impression of Iqaluit as a frontier town is, of course, misleading. The Core Area has been subject to significant transformation over the course of the past 5 years alone, a time during which its population has increased by 20% (from approximately 5,000 residents to 6,000). During this time, infill has begun to shape a more urban environment in the City of Iqaluit.

Throughout this period, planning reference has been made to the document entitled "Iqaluit, Capital of Nunavut: The Next Thirty Years", a planning study commissioned to address a broad range of planning issues in the "Town Core". Although building sitings, such as the Legislature, have been articulated in relation to this plan, the planning framework, such as a key open space and roads, have not evolved over time. This kind of change and negotiation within an environment is, of course, typical in any urban context. In Iqaluit it is particularly pronounced due to the scale of the City combined with the extreme pace of development.

#### An Unsupported Pedestrian Realm

The Core Area contains the most significant pedestrian activity in the City, as residents access schools, government services, churches, and the NorthMart on foot. The 2001 Census identifies that in Iqaluit: 51% of people in Iqaluit got to work by car or truck, while 34% walked. An additional 14% took a taxi or used some other mode, such as a snowmobile or an ATV. Although the number of people who walked or took a non-vehicular mode of transportation is high for a Canadian city, this is down from the 1996 Census where 41% of people walked. And yet, given the lack of separation between pedestrians and vehicles, the Core

Area remains a dangerous place to walk. Movement patterns are extremely broad. In general this is in keeping with the Inuit regard for all open space as public space. In practice, pedestrians frequently compete with vehicles and snowmobiles – conflicts occur in a wide variety of locations. A particularly hazardous location is along Queen Elizabeth Way in front of the Post Office, Fauna Place and Iqaluit House, where drivers reverse onto the street, thereby crossing the pedestrian's path. Regretfully, walking in Iqaluit can be dangerous.

### **Snow Machines: A Legitimate form of Transportation**

For several months of the year snow machines are a viable mode of transportation for a portion of the population of the city, and their use permeates the Core Area. And yet they too introduce a dangerous

element into the cityscape for pedestrians. It is difficult to regulate the areas wherein snow machines travel, as well as speeds, and various plans have attempted to do so in the past. While maintaining access to the Core Area by snow machines is understood to be an access and equity issue, particularly since this is a key form of transport for Inuit hunters, safety hazards threaten their continued use. Currently, some trails and locations have dual, incompatible uses: pedestrians and snow machines.

### **A Distinct Perspective on Public Space**

In addition to continued snow machine use, maintaining views to the sea and ensuring sufficient space for storing hunting equipment are fundamental to Inuit life. Currently, most dwellings contain ample space for parking, storage, and seacans

in their near vicinity, and this open space around buildings is cherished. In an urban environment where infrastructure costs demand efficient use of land, this approach to land use planning presents a significant tension: how is it possible to live in an urban environment and respect Inuit traditions/values?

Although the Core Area is the most densely populated area of the City of Iqaluit, in relation to more traditional urban contexts, it contains a significant number of infill sites ripe for consolidation and redevelopment.



As an Arctic city that is governed by the 1999 Nunavut Land Claims Agreement, Iqaluit has an obligation and intention to respect and further define Inuit cultural values and knowledge in an urban context.



## The General Plan

The policies of the General Plan (No. 571) are intended to maintain the Core Area as a central district for employment with a high mix of uses, improved urban form, clarified circulation and movement routes, and an increase in residential land uses. Permitted uses include offices, retail, commercial, institutional, residential and open space. The Core Area is recognized as an area with an existing distinct character, given that it has higher densities than other areas of the city, and is a truly mixed use environment. At the same time, policies are presented that advocate for an increase in the intensity of residential development, particularly along the main commercial streets. In these areas, residential uses can be further accommodated as a component of buildings with ground-related retail uses.

There are two areas, called overlays, within the Core Area wherein uses are restricted. In the Capital District, retail and residential uses are restricted in order to allow for larger scale government and employment uses. The intent of the Capital District is to encourage government and high employment uses to locate in this central and easily accessible location in order to create a new and distinct area within the City that is distinctly associated with government

services and processes. The clustering of these activities in the Capital District also supports the possibility of creating a critical mass of civic functions that are conducive to vibrant, meaningful, urban spaces that define the intent, values, and uniqueness of the territory.

Contrary to the first overlay, the second, the Sijjanga District, is already well defined and characterized by a residential community and harvesting areas along the shoreline. The objective of this overlay is to protect the views to the sea, the low profile of the residential population, traditional uses, and public access to the beach area. A subsequent planning process is intended to further define the specific planning policies related to the protection of this area.

## Zoning By-Laws

The purpose of the Zoning By-Law (No. 572) is to facilitate the orderly and economic development and use of land within the Municipality of Iqaluit in accordance with the General Plan adopted by Council. The Zoning By-Law does this by establishing a further level of detail than that articulated in the General Plan, effectively regulating development and land use.





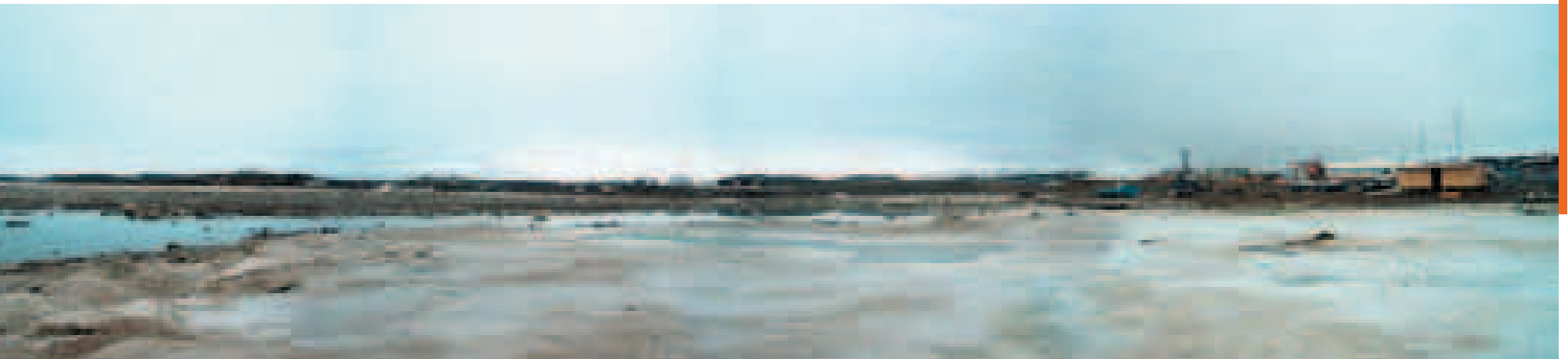
In the General Plan one of the key visions is to create an “Environmentally Responsible and Sustainable City” where development respects the natural environment, maintaining a commitment to clean air, water and a well cared for land.

Throughout the downtown Core Area evidence of the arctic environment is found along sections of the creek valleys where alternating patches of tundra, rock outcrops and streams fill the valleys. These green corridors are used by both pedestrians and

by snowmobilers in the winter as access routes. In addition, they are valuable places of peace and visual relief from the sterile gravel deposits that characterize most of the city.

Winds and vehicles disturb the gravel causing clouds of dust to hover over the community, with the exception of the tundra vegetation along the green corridors that holds the soil and inhibits drifting dust formations in these locations.

A healthy arctic city is contingent upon our capacity to bring elements of the natural environment to the downtown core, and our capacity to plan in such a way as to allow the tundra to rejuvenate. In addition, stream corridors must be recognized and respected, by prohibiting development that destroys edges and stream channels. Drainage problems, such as erosion and ponding of water during periods of heavy run-off during spring thaw and summer rainstorms, will be alleviated through this approach.





Sijjanga District - view from the ice.

---

**Planning Context**

A Developing City: Growth Projections  
and Implications

The General Plan is based on a medium range projection for a population of approximately 10,000 by 2022. According to the General Plan, a conservative estimate is presented wherein 17% (approx. 280 units) of this growth could be accommodated in the Core Area, as demonstrated through the identification of significant redevelopment areas. This assumes a moderate increase in density over time in limited areas. 185 units have already been approved by the City within the Core Area, which suggests that there continues to be significant opportunities for development.

In keeping with a central tenet of this Core Area and Capital District Redevelopment Plan - sustainable development demands the efficient and increased use of existing infrastructure in a way that supports a viable pedestrian environment and therefore urbanized life – infill in the Core Area must seek to accommodate a higher portion of the City's growth. A sustainable approach to planning demands policies and incentives that promote infill and redevelopment in the Core Area as a preferred approach to growth. The exploration and development of "greenfield" sites must be understood as a secondary approach to growth that is

costly, uses infrastructure inefficiently, increases traffic congestion, detracts from the City's capacity to provide an enhanced and shared public realm, and serves to degrade the tundra.

It is important that increased density and future developments in the Core Area make a positive contribution to the overall design and quality of urban spaces. New development must be an active participant of the vision set forth in this plan.

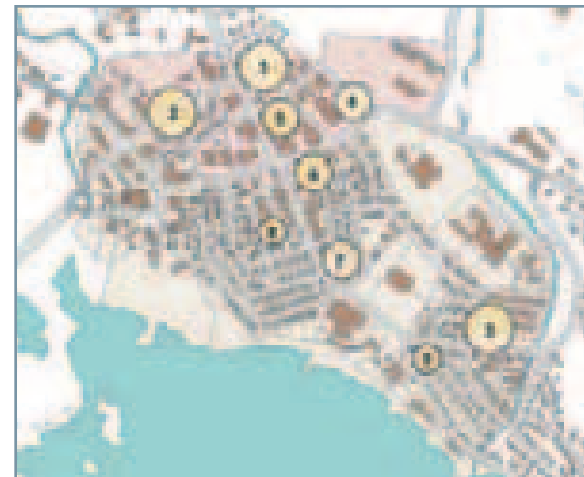


As a Capital city, Iqaluit frequently hosts guests of international stature, including the Governor General of Canada and the Queen of England.

## Redevelopment Opportunities - Overview



- 1** Combination of commercial, government office and vacant land. Recent redevelopment on periphery. Encumbered by potential future By-Pass Road.
- 2** Combination of single family residences, a couple of warehouses and small government offices. Low-density homes in cul-de-sac leased by various interests with mainly standard leases, however buildings are in relatively good condition. Adjacent to NCC Development. Potential to realign or remove road allowance between Navigator and Coman Arctic Building.
- 3** White Row lots under City equity leases. Potential for redevelopment with commercial uses at grade along Queen Elizabeth. Single family public housing units to west of White Row in fair condition, may be opportunity for relocation, lot consolidation and mixed-use redevelopment in partnership with Nunavut Housing Corporation.
- 4** City has interest in rebuilding City Hall to consolidate office space. Opportunities for a joint-use facility with other institutional, recreational or cultural uses. Lower portion of Arctic College being developed as the future home of the Nunavut Justice Centre. Encumbered by above-ground fuel line and future By-Pass Road.
- 5** Two properties equity leased from City by one developer. Possibility of lot consolidation if a third standard leased lot can be secured or partnership with Federal Government for redevelopment on their lot. Opportunity to enhance setting of Legislative Building and improve parking at Igluvuut Building.
- 6** Potential for relocation of City's airbase garage currently used for municipal servicing and consolidation with adjacent corner lot. Opportunity to enhance Four Corners and gateway to Queen Elizabeth, provision of municipal parking to address parking problems in adjacent retail area and increase prominence of carvings and sculpture on Arctic College Arts & Crafts lot.
- 7** Underutilized lots and one vacant lot fronting on Queen Elizabeth. Opportunity to redevelop lots for higher-intensity mixed-use buildings with retail at grade. 13 public housing units behind lots in poor condition and two units on either side of Queen Elizabeth. Possibility of partnering with Nunavut Housing Corporation to relocate residents to better quality housing.
- 8** Butler Building owned by City and used for storage. Building could be relocated and the lot combined with remainder lot to the south.
- 9** Combination of small lots for federal staff housing, public housing and a few private equity leases. Federal housing and public housing is in poor condition. Opportunity to create attractive development at important intersection of Iqaluit Square and the cultural and retail main streets. Partnership of Govt. of Canada, the GN and private owners would be required to consolidate lots and relocate residents.





## 1 BACKGROUND

### d Redevelopment Areas

In the Issues Report created as a background document to this Plan, a lot by lot analysis was conducted to determine sites with redevelopment potential and to identify appropriate uses. Lots were evaluated based on the following criteria:

Location – access, visibility, and adjacent developments were considered;

Availability – the tenure and encumbrances currently on the lot were reviewed;

Development Potential – the shape and size of the lot, the potential to add floor space, and constraints such as slopes and drainage courses;

Servicing – trucked or piped services identified;

Cost – the pricing policy and market factors were considered.

A total of nine areas were identified as having good redevelopment potential. Redevelopment sites in any urbanized area are at a premium. Given the scale of the City of Iqaluit, each redevelopment has the capacity to have a significant impact on the streetscape, the quality of the public realm, the intensity and mixture of uses, and the character of the Core Area, as determined by the built form. As such, the planning of each of these sites demands in-depth consideration and a high level of direction from the City of Iqaluit to ensure that development is consistent with the overall character of the Core Area.



### **1 A city designed for its people, and designed to inspire**

Iqaluit must be designed for people. Children wandering on their bikes from one place to another, residents picking up their mail or accessing government services, and mothers' lingering with babies on their backs, should feel welcome, safe, and supported by the urban environment. Strong public spaces will contribute to a unique sense of cultural identity. Great buildings will continue to provide interest and inspiration by meeting functional needs while interpreting and responding to different ways of life in the arctic context and Koojesse Inlet.

### **2 Redevelopment focused on the core**

The City of Iqaluit has embraced an approach to development that recognizes the need for a concentration of uses rather than a dispersed city that relies heavily on more infrastructure, more vehicles, and implies the loss of tundra. As such, some lots within the Core Area can be consolidated to feature higher densities; other lots ought to be reconsidered for more significant uses that will contribute to the development of public spaces.

### **3 More housing in the Core Area + Capital District**

The Core Area supports a variety of uses including retail, commercial, institutional, and residential uses. This mixture of uses enhances pedestrian activity, help bring life to public spaces, and support businesses such as shops, daycares, galleries, and parks. However, in many instances, existing housing needs to be repaired, improved and expanded.



#### 4 Public places that respect the Arctic environment and Inuit heritage

Iqalugmuit define themselves by their relationship to the land. The building of a great city in the midst of the tundra provides an opportunity to respect and reinterpret this relationship. Development in the Core Area must be rooted in an approach to streets, sidewalks, trails, urban spaces, and parks that respects and elevates local heritage and the arctic environment.

#### 5 A Walkable Arctic City

Walking is the most common mode of transportation in Iqaluit. This is a wonderful part of the City's identity and must be encouraged and supported. By increasing proximity between uses within the Core Area, entrenching an urban form that is unique and enjoyable, and ensuring that the existing informal approach to movement becomes ingrained through the creation of a trail system that meanders through private and public spaces, the city becomes a walkable place, like no other, addressing the impact of wind, snow and pedestrian comfort.

#### 6 A Capital District that represents all of Nunavut

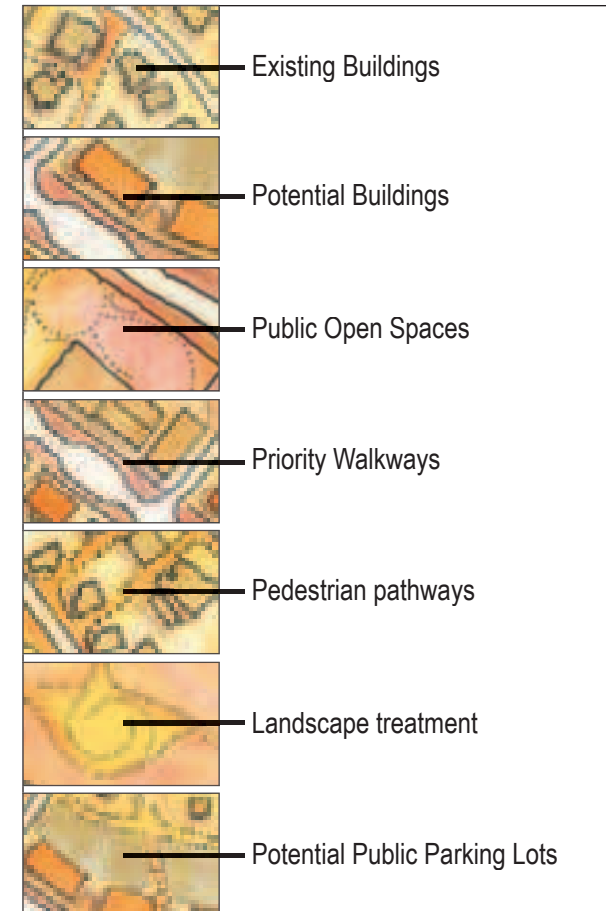
The creation of Nunavut is based on a fundamental respect and promotion of Inuit self government. As the home of the Territorial Legislature and other government functions the Capital District must speak for and be a symbol of all of Nunavut.



## Illustrative Plan

The character of the Core Area is a composite of the defining elements in the concept plan. It is characterized by special places that are both inherent in the existing cityscape and newly recommended as necessary additions to further shaping urban life in Iqaluit. High quality design and architecture should be the hallmark of the Core Area, and new development must enhance its defining elements.

The following illustrative plan is an example of the vision and principles of this Plan applied to the Core Area and Capital District. It is not a final solution, but rather an illustration of how some of the opportunities can be implemented.





## City of Places

The Core Area, as a whole, can be understood as a necklace of special places – a collection of landmark buildings, recreational areas, trails, and public institutions. Together they form a set of interconnected activities that offer inhabitants and visitors a wide variety of options within a compact pedestrianized area.



A young city with ancient memories, where most houses are only a few decades old. Yet some people remember stories that extend over many generations. These days many residents are new comers, many are visitors, and they need to hear the stories, to read them in the landscape.



## The Promenade



One area of special focus is Queen Elizabeth Way as it extends from the Four Corners to the proposed location of Iqaluit Square. This area can become a celebratory and commemorative route, that incorporates recreational activities, retail, and services.

A promenade is a place of significance where people gather for ceremonial, functional, and informal activities. Within the Core Area of Iqaluit, a promenade has the capacity to provide an organizing center to the city as a whole. Combined with high quality public areas that inspire, are beautiful, and are respectful of both the tundra and Inuit culture, this area will become the defining image of the City.

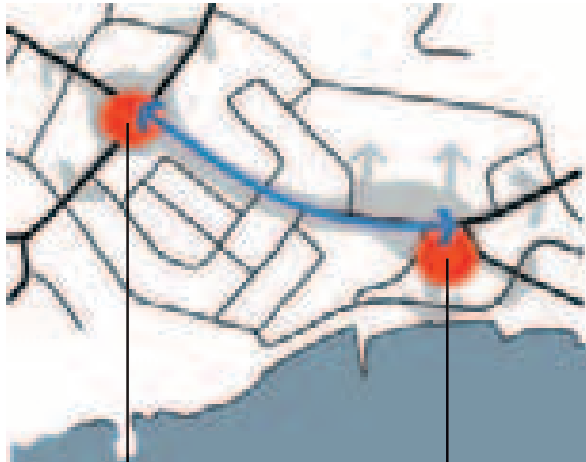
As such, its development will need to be characterized by higher densities than exist in the rest of the city, as well as building infill. Any new uses introduced into this area should be planned with the intent to inspire interest, to provide cultural opportunities, and to support a strong pedestrian fabric.

The Promenade should evolve as a fairly compact mixed-use street, where pedestrian walkways are a priority. Street side parking must be accommodated between the vehicular areas and the pedestrian walkways (currently people walk unsafely between parked cars, and moving vehicles).

The Promenade is a Main Street that can serve as a focal point for pedestrian activity, retail, and amenities for the people of Iqaluit. It will also provide a rich urban corridor focus for tourism. Here, art-shops should intermingle with restaurants, homes and offices. The Promenade will also be a focal area for the integration of art and carvings in urban streetscapeing – part of the Big Idea.

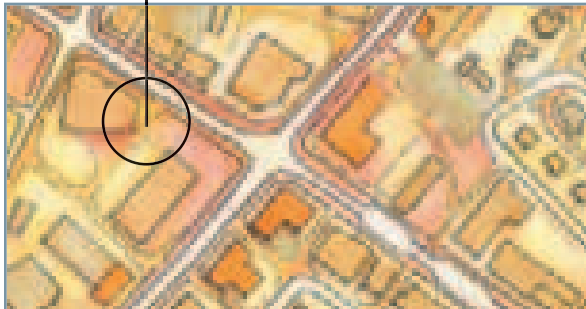


## 2 Civic Spaces



Territorial Civic Square

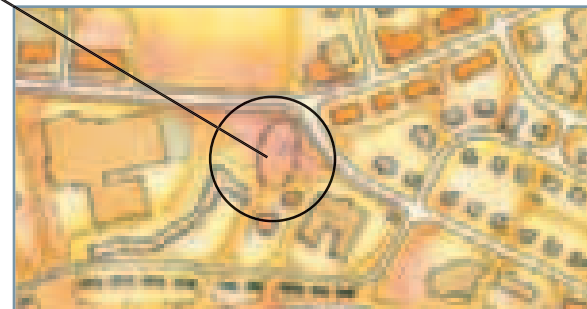
Iqaluit Square



The Promenade will be linked by civic spaces that both capture and represent the strong public nature of space in the north. As “bookends” in the main commercial/mixed-use district of the City, these Squares will also add a functional public area that is available for the high points in community life.

### Territorial Civic Square

In “Iqaluit, Capital of Nunavut: The Next Thirty Years”, a Territorial Civic Square is proposed as a plaza at the “top” of the main street that would allow uncluttered views of the Legislature Building. In fact, this building was explicitly sited such that it turns to face the main street activities of the City, as defined by the critical mass of urban functions along Queen Elizabeth Way, with the presumption that the northeast frontage of the building would interact with a key public open space.



This area remains an interesting option for the creation of a public space specifically designed to signify the City as having a unique function in the Territory. In addition, the creation of a Square in this location would add a logic to the current siting and design of the Legislature Building, bringing the intent of the architectural scheme to completion. To do so, it is not necessary to redirect the road network as originally conceived, rather, the Square should be designed to relate to the road. The road could be closed on occasion, as appropriate, and assumed as an extension of the Square.

### Iqaluit Square

Iqaluit Square is carefully located on an irregular shaped site – it bridges the Elder’s Center and Housing Facility to the south with the Nakasuk Elementary School to the North. As such it is both a gesture to the past and to the future of the City of Iqaluit.

The following principles have shaped the design for Iqaluit Square:

1. Iqaluit Square should be accessible to all, and planned for all.
2. The Square should be connected to its larger

**Core Area Concept**

Defining Elements

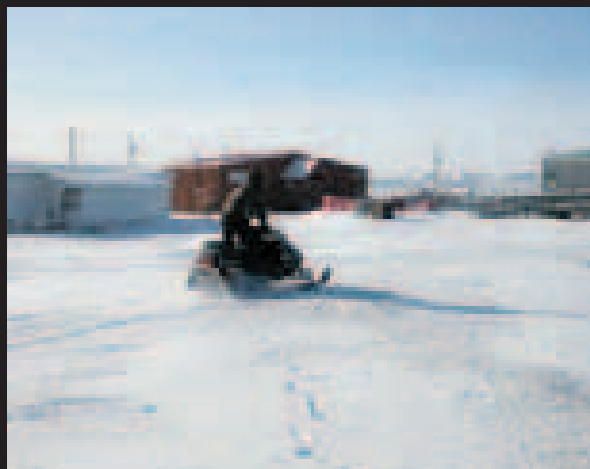


Iqaluit Square Concept Plan - trails connect the square to a larger pedestrian realm

context, integrated in such a way as to allow for continuity among uses, including the Elder's Center, Queen Elizabeth Way, and the Nakasuk School.

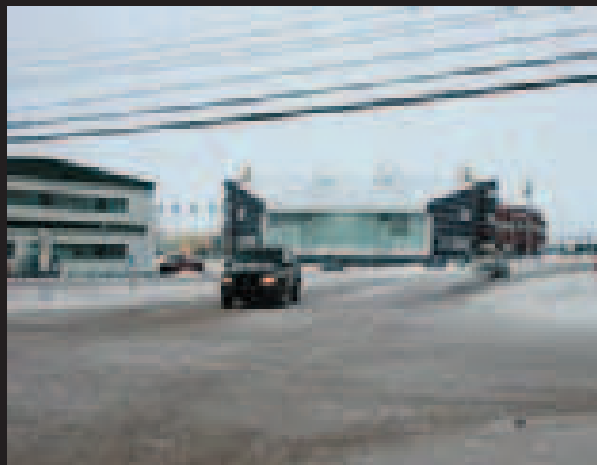
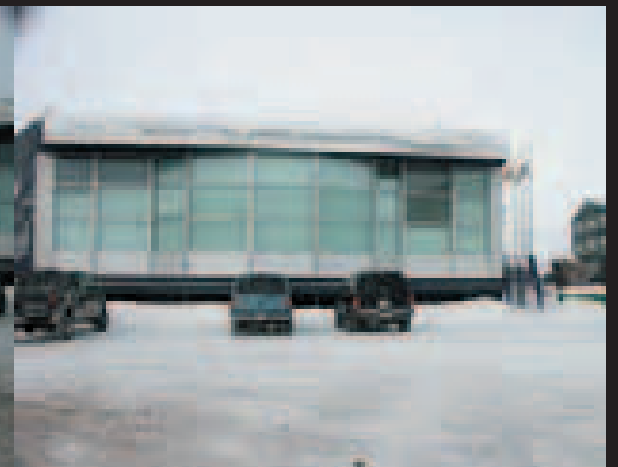
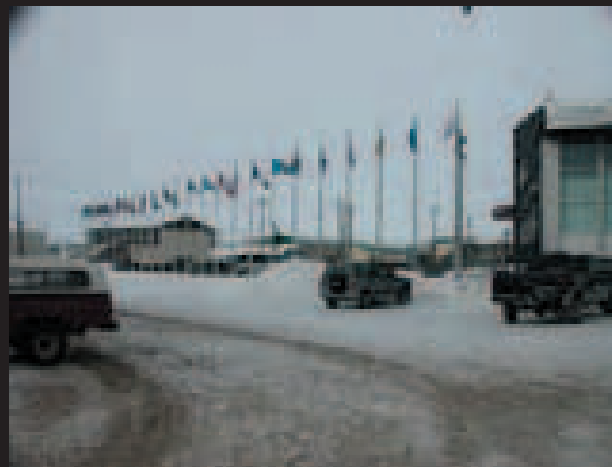
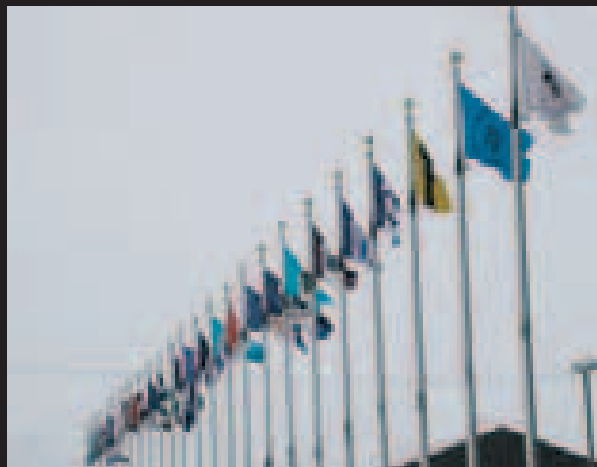
3. An Inuit focus should characterize the design of the square, such that it serves to remember, reinforce and reinterpret Inuit heritage. The use of sculpture should be a key design feature.
4. The Square should be maintained as an outdoor amenity – new buildings are not necessary.
5. The Square should have a functional nature, serving as a focal point for major community events and festivities.
6. At the same time, the Square should serve as a visual reminder of the “high points” of community life as people pass by and through the site on a daily basis.
7. Vehicular access to the front entrance of the Elder's center should be maintained in such a way as to continue to respect the need for a quiet environment for the Elders.

Iqaluit Square - Context

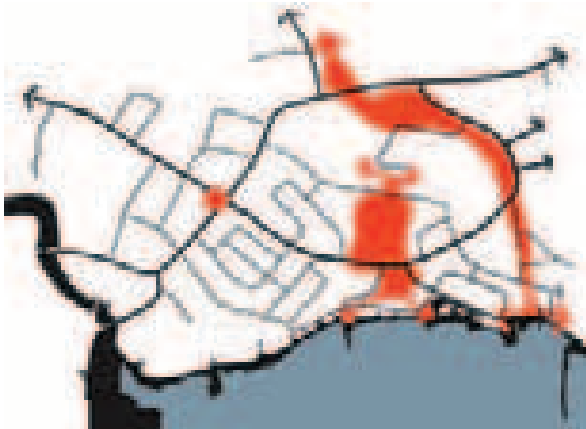




Territorial Civic Square - Context



## A Recreational Core



### Open Spaces

Currently, large open spaces define the core area including the hillside to the north of Nakasuk Elementary School, the sea to the south of the Core Area, and Sylvia Grinnell Park to the southwest.

As per the General Plan, some of the open areas on the periphery of the Core Area, such as Area A, are designated as future development sites. This development has the capacity to have a significant positive impact, or conversely it can increase pressures (traffic congestion and parking), in the Core

Area. In new development areas, densities should be higher than existing, peripheral developments. Higher density residential developments, if accompanied by the linking of Area A to the Core Area through infill, have the capacity to provide a continuous walkable area. Public realm improvements can eventually become contiguous between the Core Area and these new development sites, extending the walkable radius of the City.

Other open spaces are protected, and ought to remain as open spaces, such as the area south of the Brown Building and Inukshuk High School on Astro Hill.







A creek defines the southeastern boundary of the Core Area.

### Creeks

To the northeast and southwest of the Four Corners, significant creeks frame the Core Area. The Plan recognizes the value these creeks add to urban life, both in terms of an aesthetic, and with respect to opportunities for youth to explore micro-aqua diversity. Currently, these creeks suffer from pollution, and tend to be cluttered with waste. In collaboration with area residents, the City of Iqaluit should generate a public awareness campaign to cultivate greater respect for these natural amenities. Where appropriate, access should be improved from one side of the creek to the other, using low-impact materials, such as those that exist to the east of Nakasuk Elementary School.

The report entitled “Design and Development of Walking Trails” prepared for the City of Iqaluit suggests trails located alongside the creek corridors. These should be protected and enhanced as important environmental and recreational features.

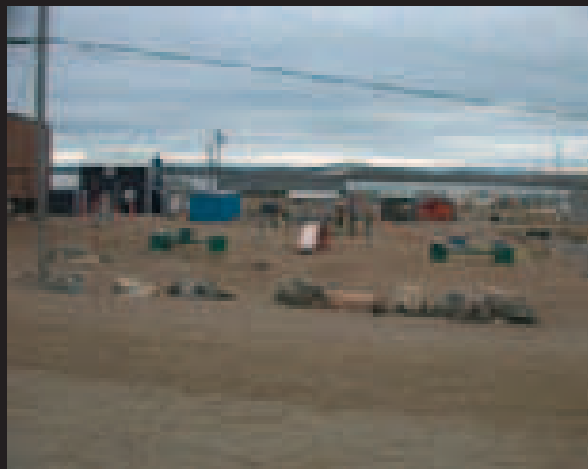


A second creek defines the northwest boundary of the Core Area.



Proper drainage of storm water is critical - Iqaluit Square.

Public Areas / Playgrounds



## Public Areas/ Playgrounds

There are a series of areas of public significance that demand protection from development and ought to remain within the purview of the City of Iqaluit. Great foresight in retaining public areas within the Core is necessary. Just as the context for Central Park in New York was a farmer's field at the time of its inception, it may seem excessive to retain significant amounts of public space within the Core Area because there seems, currently, to be an abundance of it both within the Core Area and in immediate adjacencies.

As the City continues to grow, the Core Area will become a more dense urban environment; likely, access to the land will become more removed as identified development areas are built out. A series of existing sites hold significant potential to become public areas; it behooves the City to create a strategy to ensure the protection and maintenance of these lands, possibly through site specific planning policies which apply a designation related to the public importance of these areas, and the interest of the City in maintaining these areas as public space. There could be designated as Areas of Public Significance, such as the northeast side of the Four Corners (owned by the City of Iqaluit).

In instances where lands that have been identified as a possible new open space of public significance are owned by the City, consideration should be given to:

- maintaining long-term ownership of these lands;
- holding competitions to identify the best and highest use in keeping with the need to use the land to enhance the open space within the city, or
- if the City is considering the sale of these lands, attaching conditions to the terms of sale to ensure that main components of these areas are well designed, as well as available and accessible to the public.

Existing areas of public significance:

- Both north and south of the Nakasuk Elementary School;
- The Sculpture Garden, north of the Arts and Crafts Centre;
- The area north of the Brown Building;
- East of the existing Court House;
- The commemorative area southeast of City Hall;
- The area surrounding the Visitor's Center.
- The creek beds, and drainage swails
- The sea front

Potential areas of public significance:

- The east and west areas of the Four Corners;
- The south side of Queen Elizabeth Way, west of

the Four corners, encompassing the Parnarvik Building, the Legislature and the Government of Canada building;

- The Discovery Inn frontage (north east of the building);
- The full area surrounding the frontage of City Hall;
- North of, and within, Arctic College;
- The Hillside, south of Inukshuk School and the Brown building.



Arctic College has the opportunity to become an important Campus within the Capital District with a unique recreational area dedicated to students, faculty and residents.

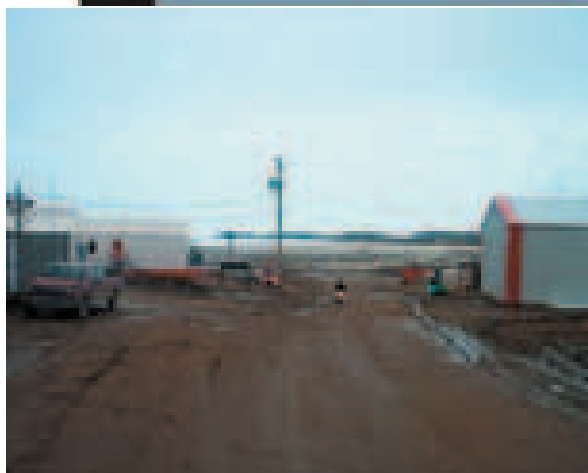
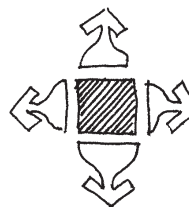
## The Sea front



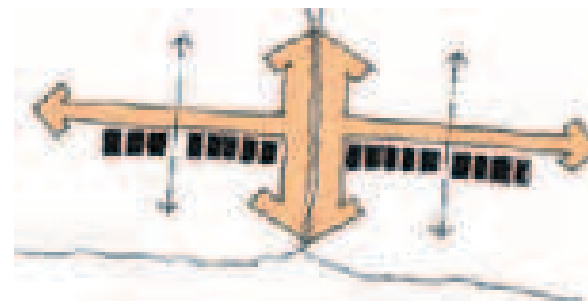
The beach is an extraordinary asset to Iqaluit. It is a place that fulfills a multitude of functions. As the beginning of the hunt and the place of harvesting, it provides access to sea and land.

An opportunity exists to ensure that access and views are protected as development pressure grows. Key steps should include:

- Maintain public access and views to the water and land.
- Protect roads for public use.
- Protect creeks flowing towards the sea as environmental and recreational features.
- Connect the waterfront to the larger path and trail system.
- Respect and integrate the traditional harvesting uses.



Open views to the water's edge must be protected.



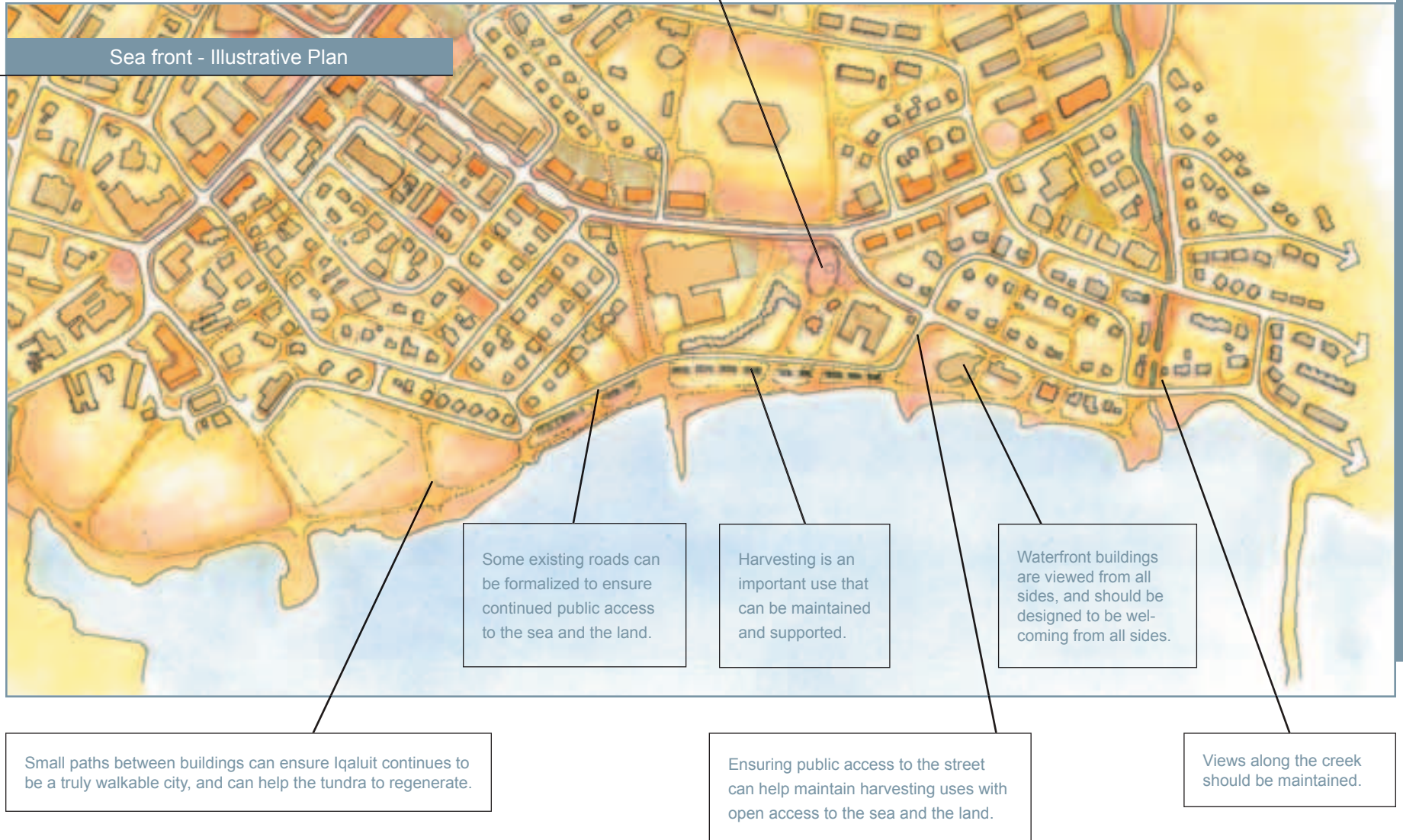
The placement of storage units for harvesting uses should help protect view corridors to the sea.



Buildings on the water's edge must be welcoming on all sides.

Protecting public access to the water is a priority.

Sea front - Illustrative Plan





## Access and Views to the Sea



A large part of the year, the waterfront is ice. This provides open access to the land, to recreational and harvesting activities for inhabitants and visitors alike.





## Access and Views to the Sea



Harvesting uses should continue to be a important part of waterfront activities, while helping protect views and public access to the water.



Some existing roads can be formalized to ensure continued public access to both sea and land.

## The Hillside



There is an opportunity to maintain the hill as part of Iqaluit's identity. The slope protected from construction as an environmental feature and a recreational space for residents, the high school and the Brown Building.

This area can become a trail-head - part of the trail system connecting all areas.

The top can incorporate designed viewing areas that reveal the breadth of the city, and open views to the landscape. As the paths climb the hill, they can offer many moments of pause and view.



The hillside presents extraordinary opportunities to become a central recreational area.





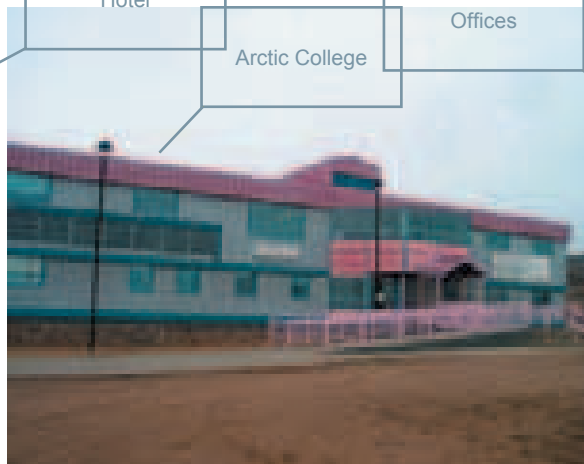
The slope should be protected as a recreational and environmentally sensitive area with extraordinary views.



The photo montage (above) suggests ways in which the views can be celebrated and protected through landscape design.

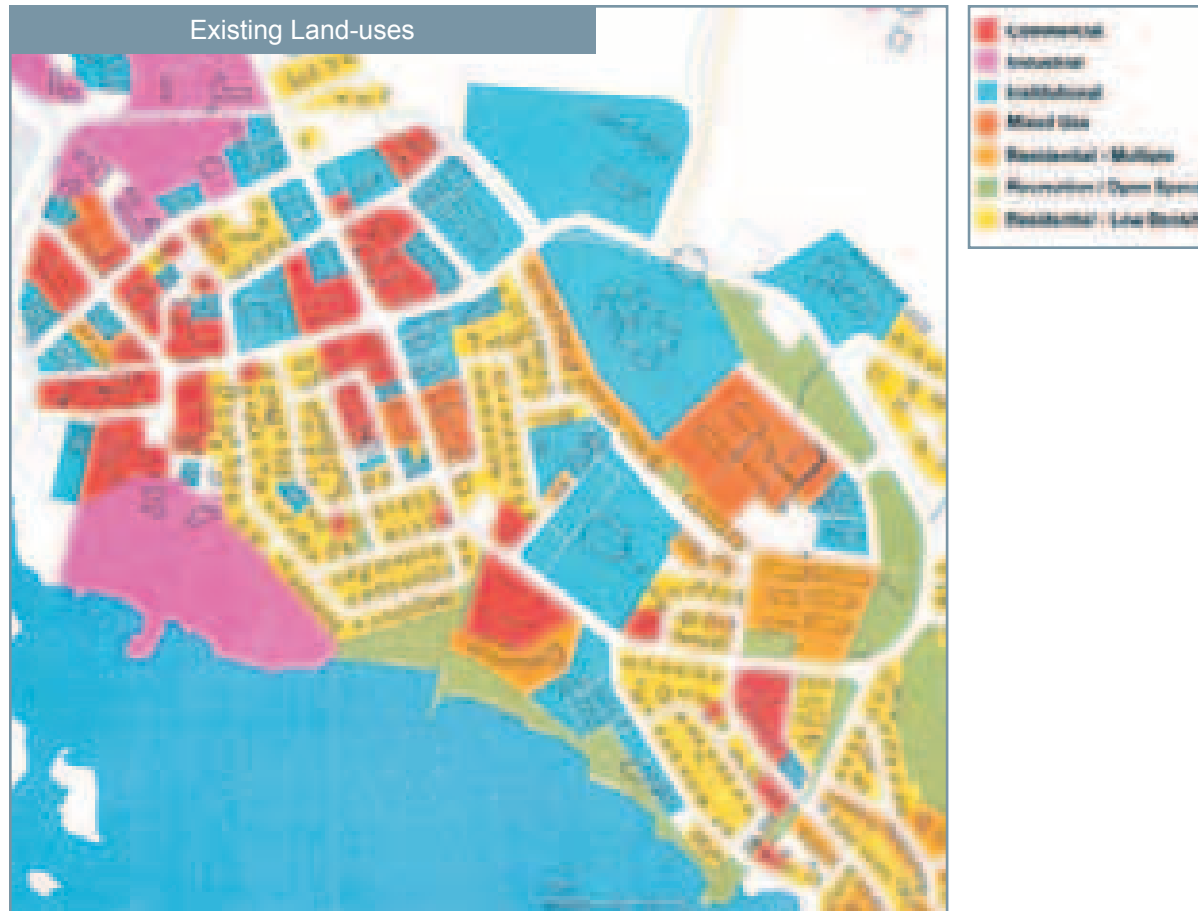
## Mixed-Use Approach

The Core Area will be strengthened by the inclusion of a diversity of uses including residential, offices, retail, hotels, institutional and educational uses. This variety is conducive to a pedestrian life style and will create a more welcoming downtown.



**Core Area Concept**

Uses



The Core should be understood as an accessible area where a diverse array of compatible uses interact to the benefit of the City in general – centrality of services, maximized efficiency of infrastructure, beautification combined with the creation of a main street character - and area residents in particular.

The vibrancy of the Core Area will continue to grow if the mix of uses within it continue to accommodate uses that currently exist – commercial, retail, residential, and institutional. However, as lots are consolidated and redeveloped, opportunities will arise to strengthen the character of the area through an increase of ground floor retail with residential on upper floors. This built form character has the capacity to become a distinct and desirable trait of living in the Core Area. For this appeal to materialize, and for the benefits of urban life to become apparent, strong public realm improvements are necessary through the design of pedestrian walkways, parking, and open spaces. It will become imperative for the City to convey the relationship between increased densities and improved public amenities for residents.



Capital District - Illustrative Plan

The slope offers unique opportunities for landmark buildings with exceptional views.

The creeks form a natural border to the Core Area and are part of a recreational trail network.

Arctic College can have a central open space as an amenity and as part of its identity.

Arctic College is one of the the gateways to the Capital District.

Important buildings can be distinguished with public spaces and landscaping.

Extending from the Four Corners there is an opportunity for vibrant Main Streets with a mixed-use and higher density.

Gateways can help create a symbolic entrance to the Capital District

The creeks form a natural border to the Core Area and are part of a recreational trail network.

Areas of visual prominence are a gateway to the Capital District.



**Capital District Concept**

An Overview

A Capital District, in general, is an area that constitutes a critical conglomeration of institutional activities, thereby clustering services, functions and events necessary to the operation of higher levels of government. Typically, Capital cities contain characteristics that become established, over time, as iconic and readily identifiable. Primary uses include government buildings and cultural institutions. Secondary uses, such as retail services and restaurants, are critical to supporting the civic nature of a Capital District, drawing, welcoming, and engaging residents and visitors alike as they experience and explore the public functions of government.

The Capital District ("the District") in the City of Iqaluit corresponds to an area that currently supports the main buildings of all three levels of government. Within the Core Area, the District also relates to the two primary main streets, and the most pedestrianized area of the city, given higher densities and key functions.

**Creating a Character for the Capital District****Active & Lively**

The District will be an area that is graced with a wide array of activities, day and night, such that its vibrancy identifies it as a destination for work and play.

**Beautiful & Compelling**

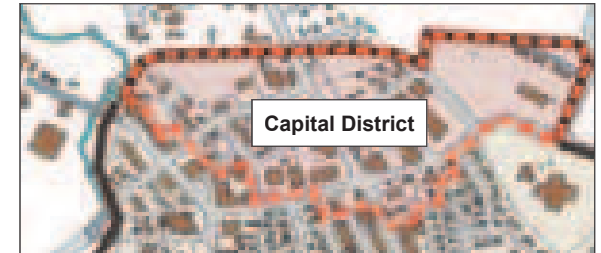
Already, key buildings in the City of Iqaluit, are located in the Capital District. As it continues to develop, an emphasis will be placed on ensuring that only buildings of the highest architectural quality will be located here. Public Realm improvements, and landscaping requirements, will be an important component of the development process.

**Representative & Diverse**

The Big Arctic Idea for the District involves representing all of the communities of Iqaluit through the design and placement of carvings throughout. A design competition, or commissions, should be hosted by the Government of Nunavut, towards this end.

**Walkable & Convivial**

The District will be characterized by pedestrianism, and informal interactions. As such, the design of the public realm is of prime importance, and a certain immediacy exists with respect to the design of pedestrian walk ways.



The Capital District as defined by the Zoning By-Law



The Capital District is characterized by a concentration of buildings, clustered around key nodes, such as the 4 corners, City Hall, and Arctic College. The focus of landmark public buildings and spaces within the Capital District should be concentrated within this area (identified in red on the map above).

## Capital District Concept

The Capital District is the focus for government and services. It includes the university and a mixture of other uses like residential and commercial.

The Capital District can accommodate a higher density through buildings that are larger and closer together than in other parts of Iqaluit.

A territorial civic square should be located in the heart of the Capital District.

A better-defined public space will be provided through pedestrian walkways, lighting and public access to buildings.

Streetscapeing must have a unique identity that is easily recognizable.

If the Core Area can capture the identity of Iqaluit, the Capital District should aspire to be a place that represents all of Nunavut.



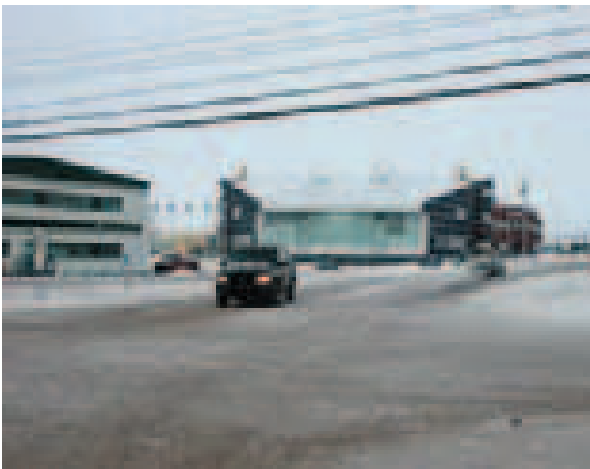
As the City of Iqaluit grows and new buildings are planned and developed, it is critical to the thriving and integrity of the Capital District to ensure that key functions are located within it.

By siting key buildings within the Capital District, the City of Iqaluit will meet a variety of objectives:

1. The character of the District will be further enhanced through high quality design. Each new building presents an opportunity to elevate the character of the District, and to generate innovation with respect to better understanding what it means to live and work in an arctic environment through building design. Buildings also have the capacity to interpret and reflect emerging approaches to governance in the Arctic, as the Territory itself represents. The new Legislative Building, with its careful attention to Inuit heritage and its arctic context is an excellent example of this opportunity.
2. Institutional services will be supported through increased proximities. Cooperation between all levels of government is imperative to improving governance for all residents in the Territory. By locating a mixture of institutional uses together, the awareness of various functions and activities increases. Efficiencies arise, as officials and staff can move from one meeting to the next with ease, and share resources, such as equipment and meeting rooms.
3. Access to government, and interest in participation in government, will be further enhanced through a readily identifiable area that represents the interests of the Territory. The District creates a visible, tangible space for the activities of Government, making apparent the continuing role of the territory in the lives of residents.
4. The pedestrian nature of the Core Area and Capital District will be further enhanced. In the District, public realm improvements are a necessary component of building design, and therefore each new building will strengthen the walkability of the District.
5. New buildings are needed in the District to bring the concept to fruition. Given existing opportunities for infill in the District, and given the limited building program to take place in the city over the next 20 years with respect to institutional buildings, each building counts.



Without beautiful streets and squares the Capital District risks becoming a place where people only go for services. The Capital District should be a place where visitors learn the meaning of this new form of government.



### iii Territorial Civic Square

Just as the City of Iqaluit is in the process of creating a Square to represent the high moments of the life of the community, the Territory too needs an outdoor civic area where people can congregate to express their democratic rights and to celebrate the important occasions of the Territory.

*In Iqaluit: Capital of Nunavut, the Next Thirty Years*, the most appropriate site for this square was identified as being in front of the Legislative building, facing east. While not entirely unproblematic, given the relationship of this building to the street and the lack of entrances facing the would-be area for the square, this site remains the first choice. A Square in this location would further serve to rationalize the placement and siting of the most important building in Nunavut – its legislature.

Although the City of Iqaluit would indeed benefit from the creation of this square, it is to serve a function associated with the city as a Capital, and therefore its further development should be generated through a collaboration between the City and the Territory.

The space in front of the Legislature, with open views to the 4 corners is designed for a public space of civic nature. This is an ideal location for a Territorial Civic Square, representing all communities in Nunavut.



#### iv Parking

Recognizing the District as a distinct destination within the City, a clear strategy for ensuring an appropriate balance of parking is necessary. While all employees and visitors need access to parking, an abundance of parking has the capacity to detract from the urban environment by leaving significant areas vacant when not in use.

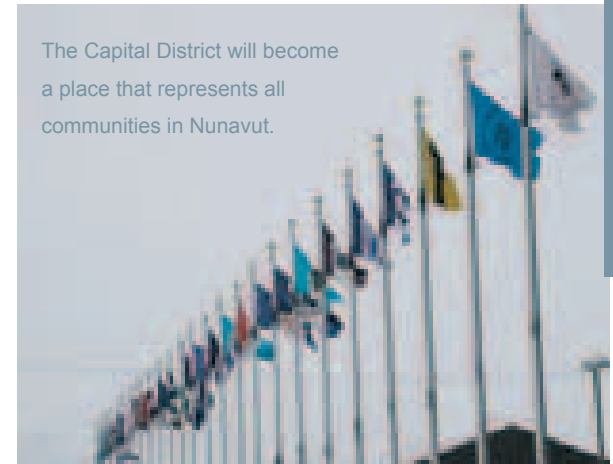
Managing this tension will be an on-going challenge for the City. While the temptation might be to reserve large areas for parking to ensure that an abundance is available, this is a short-term approach that does not consider on-going traffic congestion and the importance of using land within the District for its highest and best use.

A progressive approach to parking issues in the District would be further intensification of lots within the Core Area such that more employees can live near their work, and commute as pedestrians. This approach is in keeping with the mandate to plan, design and develop a more sustainable city through infill in the Core Area. Over the long-term, an increase in the residential population in the City would also reduce the need for significant amounts of parking in the District.

Parking standards in the District should be reviewed with the intent to potentially relaxing current requirements. This will allow the re-allocation of land for building purposes, and oblige an approach that reduces car-dependency.



Thematic elements, repeated throughout the Capital District, will create recognizable identity for the area.



The Capital District will become a place that represents all communities in Nunavut.

Capital District





The Territorial Civic Square is only a microcosm of a large planning and implementation issue that needs redress with respect to the relationship between the City of Iqaluit and its Capital District. With the creation of this area as distinct within the city comes the requirement to govern the District in a collaborative way with the Government of Nunavut. Some preliminary interest has been expressed with respect to further exploring the best viable approach to governing and financing the implementation of the Big Arctic Idea by the GN, early in our consultations.

Given its scale, Arctic context, discontinuity from other communities in Nunavut, and the decentralized approach to government that the GN has endorsed (thereby placing key services throughout communities in the GN), a specific and unique approach is needed that both provides a decision-making and funding model. A precedent study that identifies best practices is necessary, and would lead to the creation of a model that proposes both a funding strategy and on-going implementation approach.



The 360 composite (above) reveals the current lack of definition at the 4 corners. Buildings at the street-edge and a designed Territorial Civic Square will build the 4 corners as a place of significance.

## A Walkable Arctic City



Iqaluit is already a walkable city characterized by informal interactions, ease of movement, and social vibrancy.

The design now requires the “clues” that inspire safe, defined pedestrian spaces, clearly demarcated from vehicular streets.

The Core Area, by virtue of its size and existing proximities, is walkable. This plan seeks to reinforce and entrench the walkable nature of the city by instituting the mechanisms necessary to separate and then plan for different yet legitimate modes of transportation.

#### Pedestrian Approach

- Whereas typically sidewalks seek to define pedestrian circulation and provide a safe and defined area for pedestrians through the use of paving materials and curb cuts, for the Core Area, design should prioritize the separation of pedestrians and vehicles through the use of vertical elements.
- The priority for these pedestrian walkways is to ensure a viable approach to separating pedestrians and vehicles while at the same time improving the overall aesthetic quality of the city.
- Pedestrian walkways throughout the Core Area will link to the more informal trails system, create a safer walking environment, and define the heart of the Core Area. These walkways will typically correspond to the road network.
- Pedestrian paths, which are less formal than the walkways and yet defined from roads, ensure it is possible to traverse through the city on foot in a variety of informal ways.
- Pedestrian walkways and pedestrian paths within the Core Area lead to the City of Iqaluit walking trails, allowing for movement on foot to take place throughout the city, and to the periphery.
- Pedestrian walkways may be primarily characterized by design features, rather than a surface treatment. The first objective of the design will be to provide a safe and clear definition of the pedestrian realm, taking into account a variety of variables, including traffic flow, parking, snow removal, snowmobile routes, connections to pedestrian paths and the trail system and right of ways.
- The character of the design of the pedestrian areas must be consistent with the character and quality recommended for the Core Area overall. As such, and where possible, elements within the Capital District should be consistent with the theme for this area. The design of the walkways, where possible, should seek to respect Inuit traditions and heritage.



## Snowmobile Trails

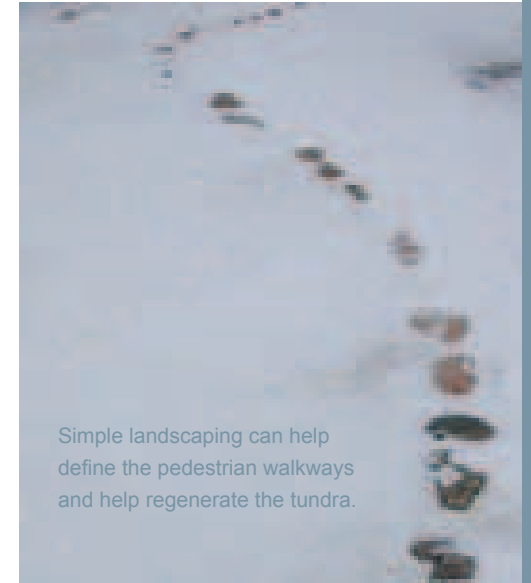


- Snowmobiling in Iqaluit is recognized as a key form of transportation for people in the Core Area and for hunters. It is imperative to ensure that snowmobiles continue to have access to the Core Area while also addressing safety, noise, and disturbance concerns. Currently snowmobiles share the road network and trails with pedestrians. A key objective of this Snowmobile Plan is to ensure that snowmobiles no longer share access routes with pedestrians, where possible.
- In consultation with the Amaroq Hunters and Trappers Association as well as the Snowmobile Club, it was determined that a more formal ring snowmobile trail would circle the Core Area. Informal access routes run through the core, and the objective for snowmobile travelers will be to exit the core as soon as possible to minimize disturbances.

The significant snowmobile trails to be protected and enhanced are identified in the adjacent plan.

- In addition, the City of Iqaluit should consider instituting a Snowmobile Courtesy Policy whereby snowmobile operators agree to respect the needs of pedestrians, travel at reasonable speeds when within the core, and avoid unsettling activities, such as traveling extremely close to residences.

The objective is for the ring road to accommodate as much snowmobile traffic as possible. While most places in the Core Area remain accessible by snowmobile, the intent is that snowmobiles must always move towards the closest point on the trail rather than take short-cuts through areas intended for pedestrian or vehicular movement.



Simple landscaping can help define the pedestrian walkways and help regenerate the tundra.



Pedestrian movement in the Core Area is a part of Iqaluit's identity that must be celebrated, protected and enhanced. Walking should become the preferred way of covering short distances.

## A Walkable Arctic City



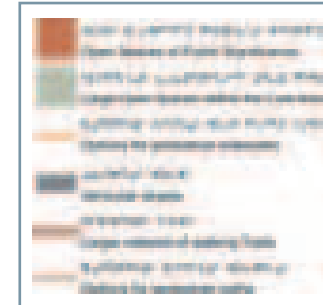
Vehicular Streets

Vehicular streets that are defined by pedestrian walkways will minimize conflicts with pedestrians.



Pedestrian Realm

Pedestrian walkways throughout the core will enhance the more informal trail system, create a safer walking environment, and define the heart of the Core Area.





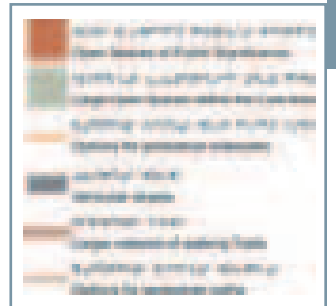
Pedestrian Walkways - Priority

Early phase of construction and design of the pedestrian walkways within the City right-of-ways correspond to the areas where safety is of greatest concern, areas that are of high public profile, and areas that are for redevelopment. This first of these is the Promenade, the stretch along Queen Elizabeth Way, between Mivvik Street and Kuugalaaq Street in the Core Area.



Pedestrian Walkways - Full Build-out

In the fullness of time all public right of ways will have pedestrian walkways with a corresponding vehicular realm.







Currently, people meet, festivals and cultural events are held, and children play in the Core Area, despite the absence of amenities that would make such encounters happen with ease. Defining the Core Area is about beautification and pride of place, but it is also about ensuring respect for the tundra, and acknowledging and elevating public spaces as valued for community interaction. Further, the Core Area should offer a variety of public spaces that are well used and well lit, punctuating the cityscape. This will be a step towards creating a safer city.





People in Iqaluit already have a unique pedestrian style, walking between all houses and buildings. This is a part of the local identity worth enhancing. Pathways and trails should be protected between buildings through careful landscaping. This photo-montage exemplifies the ease with which this can be done.





Traditionally, life in the north has been primarily about the continued negotiation of life on the land - the tundra. As Iqaluit has grown to become an urbanized environment, the City has been understood as a necessary evil, a place that detracts from the beauty of the land itself, but is fundamental to a continued way of life in the North. The City is sometimes described as one large parking lot, or as an unpleasant dustbowl in the warmer months.

The notion that the city cannot be a place of beauty is challenged through this plan: by presenting the parameters to create a coherent landscape within the City that is both beautiful and desirable as a place to be, life in the north becomes fuller, richer, through urbanization. By necessity, the City of Iqaluit will continue to urbanize as it grows to flourish as a capital city serving and representing residents of the north. The way it grows, not just in terms of land uses but also in terms of its approach to design, presents an opportunity to reconsider the City as a meaningful space for civic engagement, raising children, harvesting a hunt, working, reinterpreting Inuit traditions and values, and going about the activities of living.

The following design guidelines seek to identify an approach to urban development in the Core Area of

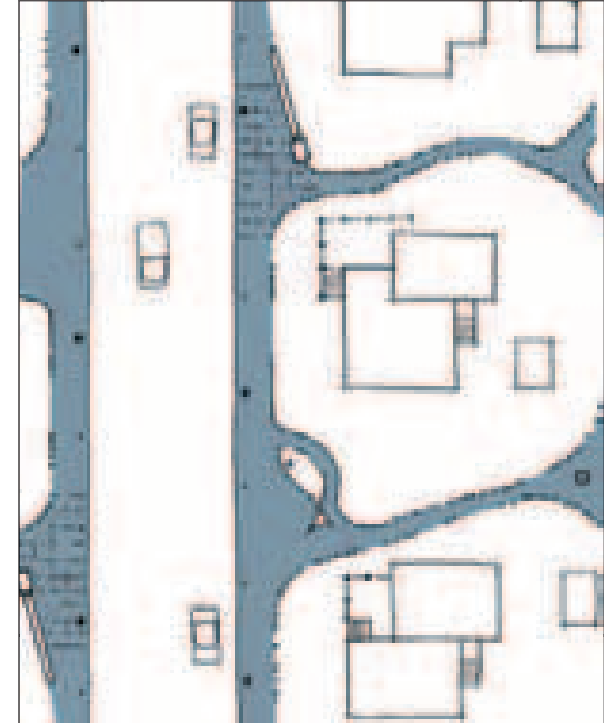
the City of Iqaluit that is rational, respectful of the uniqueness of Inuit heritage and northern culture, and immediately relevant and implementable.

While the design guidelines offer a more detailed description of the different components that comprise the built environment of the Core Area, it is critical to consider the entirety of this Plan, and the vision espoused herein in the development of all areas. The guidelines speak to the following:

- i. Streets and Streetscaping
- ii. Public Realm Character – The Big Idea
  - Defining Edges
  - Beautifying the Core Area
  - Reflecting Inuit Culture
  - Appropriate Surface Treatments
- iii. Built Form and Architectural Character
  - Architectural Character
  - Built Form
  - Massing
  - Height
  - Setbacks
- iv. Parking Approach



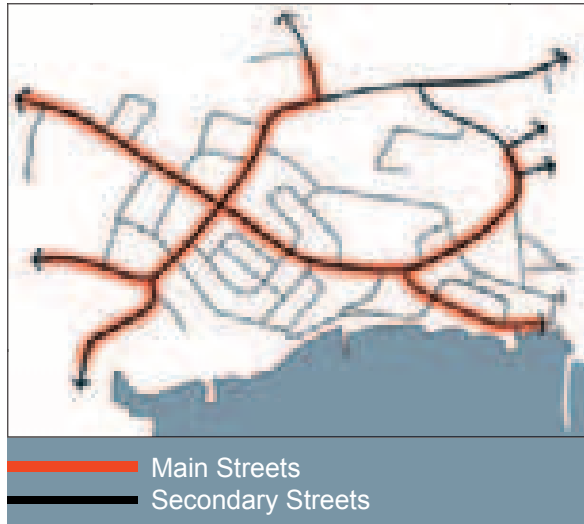
The use of vertical elements like street lamps, or markers, can give a street a visible edge, even during the snowed-in winter months. These markers would define significant areas, such as the proposed promenade.



Interesting elements can be integrated into the urban fabric of the City of Iqaluit, creating a fundamentally different urban experience for residents and tourists alike.

**Design Guidelines**

## Streets and Streetscaping

**Streets and Streetscaping**

Streets must be considered as key open spaces within the Core Area that both serve to provide vehicular access, and add to the aesthetic quality of the city by defining building sites.

**Typology of Streets**

There are two main types of streets within the Core Area, to be characterized by the following elements:

**Main Streets**

- distinguished by commercial, retail, and institutional uses at grade;
- where possible, residential and office uses on upper stories;
- a higher quality of urban design treatment in the public realm, including a pedestrian pathway system (Phase One);

- street furniture, representing an Inuit theme and designed from materials familiar to the north (part of “The Big Idea”;
- lighting features that define both the pedestrian pathway and provide definition to a human-scaled walking environment.

**Secondary Streets**

- primarily residential uses at grade, but in key locations (corners) commercial and cultural uses also at grade;
- a pedestrian pathway system (Phase Two);
- lighting features that define both the pedestrian pathway and provide definition to a human-scaled walking environment (Phase Two).

Pathways and trails are an important part of the identity of Iqaluit. Located between building they form a complete pedestrianized environment.

Federal Road will be the new access/gateway to the Airport, and thus will establish one of the first impressions for visitors to Iqaluit.

The 4 corners should be one of the first areas for streetscapeing, creating a gateway to the Capital District, and consolidating a focal point for public activity within the Core Area.



Well designed gateways and view terminus are a critical part of streetscapeing.

Streets that concentrate less activity, and quieter residential uses, should also incorporate pedestrian walkways in the fullness of time, for safety, comfort, and aesthetics.



"The Promenade" along Queen Elizabeth Way, is a focal point for intensification, mixed-use, streetscaping, and for the consolidation of a strong pedestrian realm.

Pedestrian movement through trails and pathways is complimentary to the pedestrian walkways located adjacent to vehicular streets. The hillside is an example of where shortcuts are available to those who walk.



Iqaluit Square is a trail head, a place where many paths cross. It is a focal point for pedestrian movement. It is also a symbolic place, with a continued presence throughout the city. It is the southern anchor to the Promenade.

Views along streets that terminate at the sea must be protected.

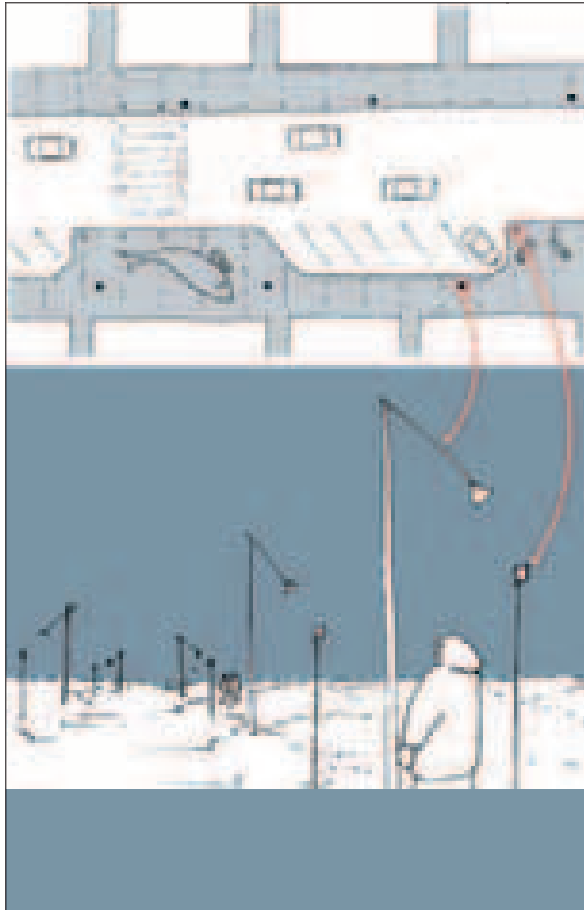
## Multi-modal ways of transportation

Movement in Iqaluit is characterized by multiple modes of transportation. Walking overlaps with cars, snowmobiles, ATVs, and bicycles. It is important that the places where cars circulate and park does not hinder other ways of circulating through the city.



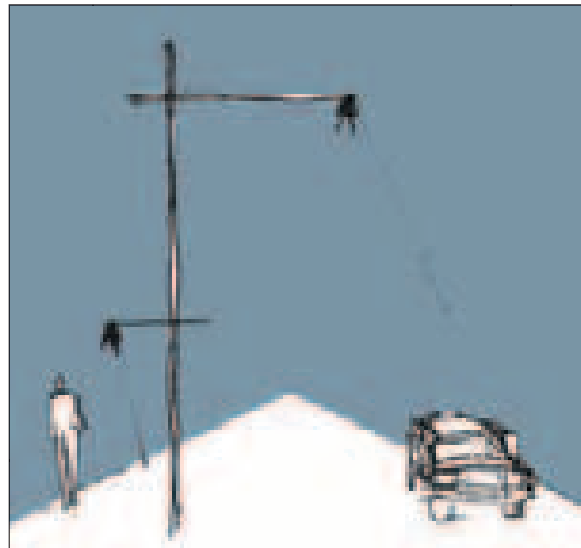
**Design Guidelines**

Streets and Streetscapeing



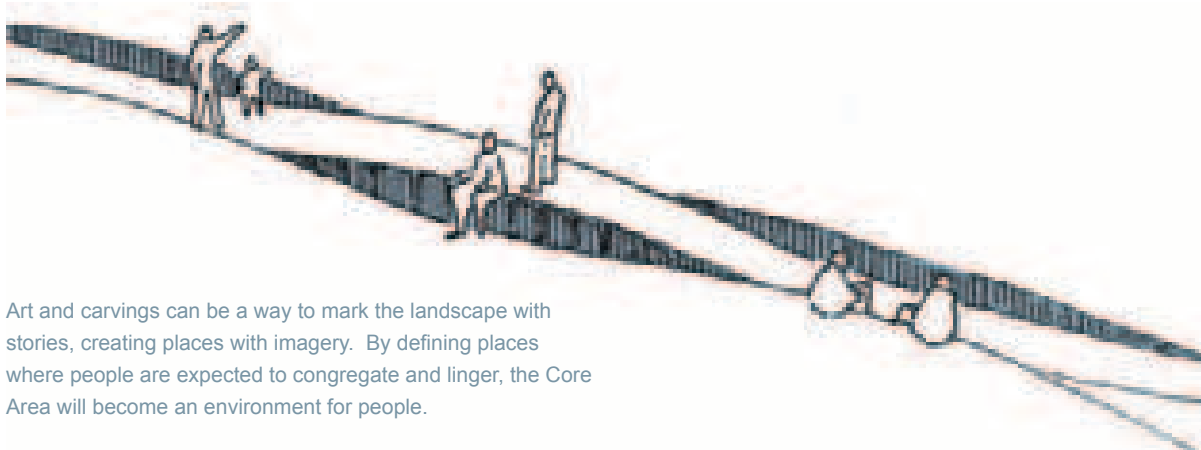
When snow covers Iqaluit, streets and paths are hidden from view. At these times vertical elements like street lamps and markers can help define the edges of the street.

Clear edges will help people recognize where streets, trails, and squares end and begin. Edges that can hold the identity and character of the public space.

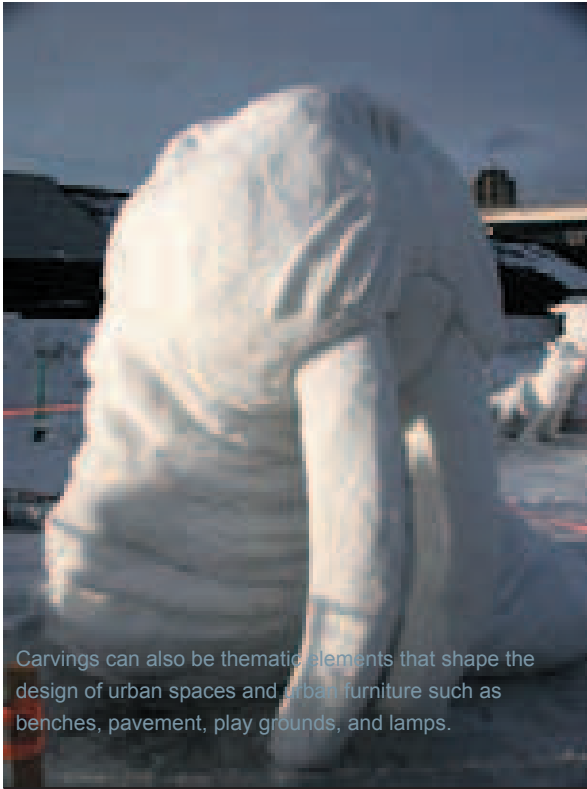
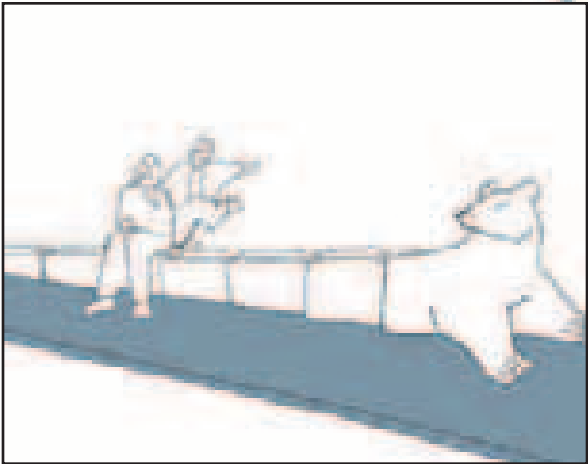
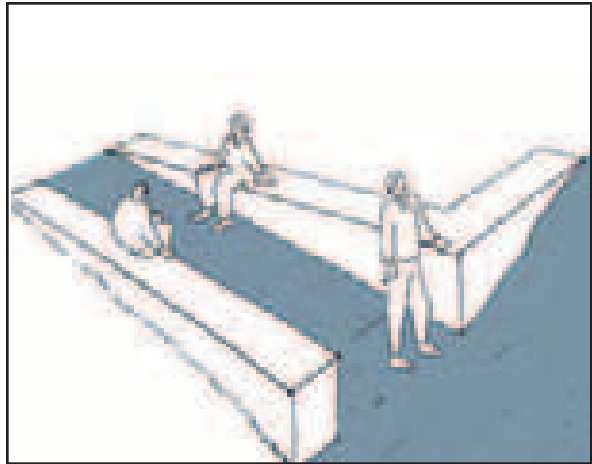


Examples of places where vertical elements help define the pedestrian realm from the places for moving and parked cars.

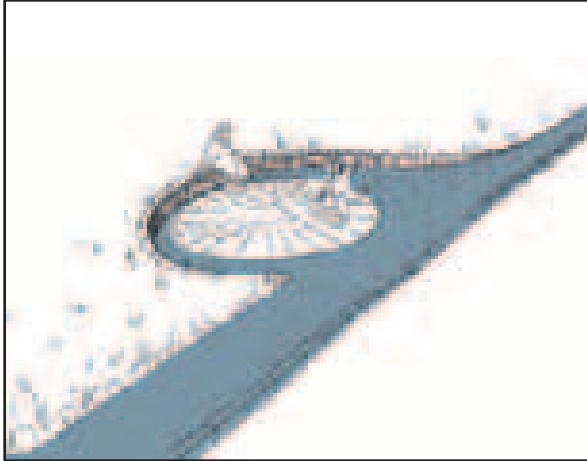




Art and carvings can be a way to mark the landscape with stories, creating places with imagery. By defining places where people are expected to congregate and linger, the Core Area will become an environment for people.



Carvings can also be thematic elements that shape the design of urban spaces and urban furniture such as benches, pavement, play grounds, and lamps.



## Public Realm Character – The Big Idea

Character, in a city, is derived from a series of elements that accumulate and layer to create an urban environment that is a one-off sum of its parts. The strength of each of these layers determines and serves to shape the vibrancy of the City. Being located at the head of Frobisher Bay, in the midst of a vast landscape of tundra, the context of the City of Iqaluit is remote and distinctive. Whereas the Core Area has comparatively atypical architecture given some of its landmark buildings, its public realm – the spaces and places between buildings and infrastructure – remains unplanned.

A public realm approach will serve to provide direction to a myriad of planning, design and engineering initiatives related to the Core Area by consolidating a vision relating to how the Core Area ought to evolve. At one point, it was widely believed that the City of Iqaluit was in need of curb cuts and asphalt sidewalks to further define and refine its character. Curb cuts, in an arctic climate, present challenges with respect to snowplowing equipment and visibility in the winter months. The existing curbs in the city, such as in front of the North Mart, have been significantly degraded by snow ploughing equipment, demonstrating the inappropriateness of this approach to defining urban spaces. Stringent architectural guidelines were also

identified, at another point, as a means to improving the aesthetic quality of the city by explicitly directing the work of architects and limiting creative jurisdiction.

The public realm approach secured in the Core Area and Capital District Development Plan, however, strings together a series of key values to solidify a “made-in-Iqaluit” concept design and approach to on-going planning initiatives in the Core Area:

1. the Core Area is not an appropriate context for transplanted ideas and traditional approaches to urban development to take root;
2. drawing on its existing distinctiveness, which includes its arctic context and Inuit heritage, the Core Area demands a public realm approach that seeks to understand and interpret the constraints and opportunities of winter living;
3. the manifestation of urban life in an arctic context, and the ways in which Inuit culture are understood and negotiated, is a continued area of exploration.

### Defining Edges

The key tasks of public realm improvements in the Core Area include creating a distinction between vehicular traffic and pedestrian movement in a way that acknowledges climatic constraints. To do so, we

A young city with ancient memories, where most houses are only a few decades old. Yet some people remember stories that extend over many generations. These days many residents are new comers, many are visitors, and they need to hear the stories, to read them in the landscape.







Sculpture and carvings already constitute an important part of public expression in Iqaluit. At the sculpture garden, at Arctic College, and throughout the Core Area, the identity and heritage of Iqaluit can be grounded through carvings.

Snow and ice sculptures are a way in which art can be introduced into the landscape in an ephemeral way, changing every year, and reflecting special festivals or events.



recommend the use of vertical elements that dot the landscape with consistency and frequency throughout the Core Area and along Main Streets.

These vertical elements will need to be designed such that they enhance the landscape, possibly while providing ground-oriented lighting that assists pedestrians and vehicular traffic both at night time and throughout the dark months. These elements also contain the capacity to act as banners that reflect different themes and seasonal events in the Core Area.

### Beautifying the Core Area

The Core Area, much like the rest of Iqaluit, has a significant problem with waste and litter that, once resolved, would in and of itself serve to significantly transform the City. In some jurisdictions, public awareness campaigns have effectively shifted perceptions, questioning the acceptability of littering. The City of Iqaluit should consider implementing a Beautiful City Strategy that identifies tangible events and mechanisms to assist in shifting public perception. For example, recently in the City of Toronto, all residents were encouraged to spend 20 minutes picking up trash at a specifically allocated time. Garbage bags and gloves were provided by the city, and the event met with high levels of participation and much success.

## 2 e ii

### DESIGN CONCEPT

#### Design Guidelines

##### Public Realm Character

In addition, the frequency of trash receptacles, and their occurrence in the Core Area, should be intensified.

### Reflecting Inuit Culture

Through the creation of street furniture that is designed from carvings, the City of Iqaluit will uniquely identify the Core Area as a distinct area in the city that benefits from a higher density and population.

### Appropriate Surface Treatments

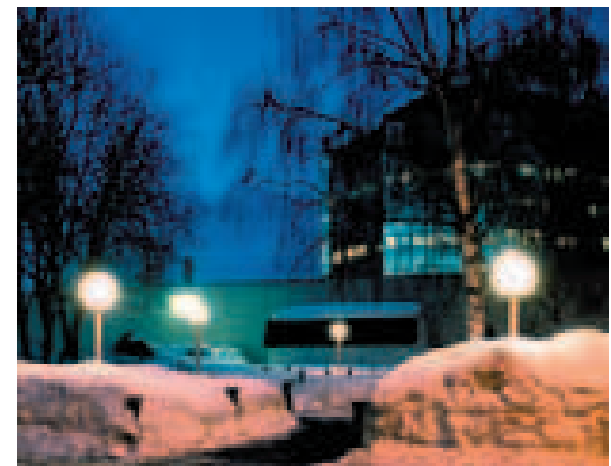
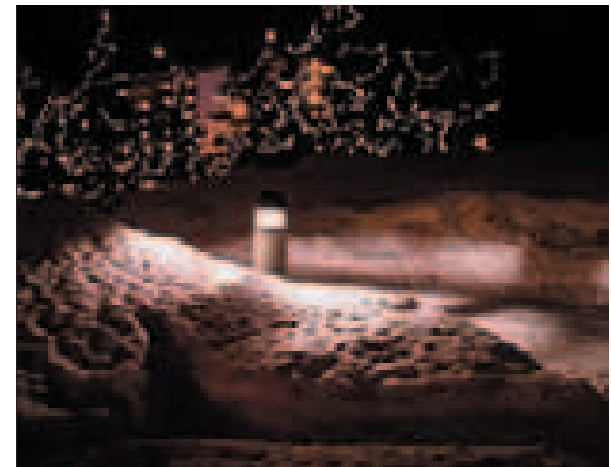
There has been pressure to provide asphalt sidewalks that provide a clear infrastructure for pedestrian movement. And yet both in the winter and the warmer months, the packed snow or the tundra itself are suitable surfaces for walking. Drainage is problematic during the wet months, and improved drainage – such as in front of the North Mart running east to the Elder's centre – is necessary to ensure pedestrian safety and comfort.

Heavy drifting that can change over the course of several hours suggests that snowploughing of pedestrian areas would prove ineffective.



## Lights!

These images are all examples of other winter cities, where lights have been used to create an entertaining and welcoming public realm during the dark season.





### Signage

Signage presents an opportunity to generate a visual identity for the City by creating a cohesive and themed signage language throughout the Core Area.

Pedestrian oriented signage in the Core Area has the capacity to encourage walking, by further facilitating ease of movement for those on foot. It can encourage shortcutting, and increase predictability by indicating walking times throughout the Core, thus making walking more desirable.

The City of Iqaluit should prepare a signage and wayfinding strategy specifically for the Core Area that seeks to create a themed identity in keeping with the urban design theme for the City. Signage should be posted to identify key locations, tourist attractions, government services, local institutions, and notes of historical interest.

### Lights

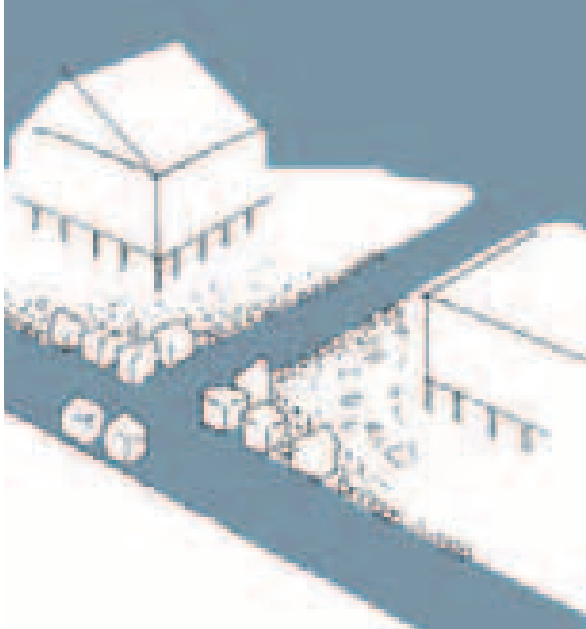
Winter is characterized by cold weather as much as by the dark season. Outdoor spaces, and public areas can be enriched by introducing rich, playful,



and interesting light standards. These can demarcate places where people walk, play and celebrate, and help draw attention to elements of special identity.

Lights should never be oriented towards the sky, but rather towards the ground, walls, or actual surfaces. This will help prevent light pollution.

Together with signage, light standards serve as the vertical elements that help create a demarcated definition between the pedestrian walkways and the vehicular streets.



Boulders and rocks can help define the pedestrian walkways, allowing the tundra to regenerate in the spaces adjacent to homes and buildings.

## Built Form and Architectural Character

Built form refers to the spatial composition, proportion, and scale of buildings. Architectural character is found in the material quality and articulation that gives buildings their visual appeal and which, in concert with public realm treatments, will unite the identity of the Core Area. In an arctic context, wherein the landscape is vast and horizontal, built form and architectural character holds the potential to greatly enhance or detract from the urban landscape. In the south, well placed trees serve to conceal architectural disappointments. In the arctic, buildings arise from the landscape, transparent and bare. Architectural character, therefore, plays an even greater role in comprising the experience of urban life.

At the same time, it would be too easy to prescribe an architectural character and to attempt to impose it through stringent regulations. The architectural experimentation that has gone on to date has had mixed results: City Hall, like the High School, is interesting and yet functionally unkind. The Anglican church, however, also an experimental building, is considered a prize – a favored building in the City.

The objective of the following guidelines is to ensure

that the design of buildings enhances the quality of public space. The architect/developer must review the guidelines and demonstrate that their development proposal is in keeping with the intent of this Plan.

### Architectural Character

- Architectural Style - Builders should be encouraged to employ a variety of architectural styles and building forms adapted from local architectural influences, as well as interpretations of the Arctic landscape and Inuit heritage.
- Façades – the design of façades, aside from orientation and setbacks, can either result in an attractive and interesting street, or a dull and unattractive one. Materials must be of a high quality, as demonstrated by longevity of the materials and aesthetic quality. All buildings must have entrances and windows that face the street and the public realm.
- Entrances – should be located at corners or on the street, as well as adjacent to parking areas (behind and beside buildings). Entrances should have clear and prominent architectural expression to both orient the pedestrian and to add interest to the streetscape. Areas on the street frontage should be landscaped to further define and draw attention to the front of the building. In this way, people will be encouraged to access buildings on foot.
- Service areas - where possible, should be integrated to the building mass, located to the rear of buildings, and buffered with landscaping details.
- Materials –materials should seek to be in keeping with the Arctic environment, and compatible with its unique climatic conditions. An emphasis should be placed on materials that are able to withstand harsh climatic conditions over the long-term. The materials to be used must be carried to all sides of the building, given that in most areas all sides are visible to the public.
- Use of Colour – The use of vibrant colours in the Arctic context has served to add visual interest to the cityscape, and the continued use of vibrant colours should be encouraged.
- Weather protection – buildings should be designed and sited with consideration for the impacts of wind exposure and snow drifting, in the interest of enhancing the public realm, and ensuring that all spaces remain accessible and comfortable to pedestrians.
- Landmark buildings – should have a higher standard of landscaping, building materials, and attention to design detail. The architectural



Special areas that create a pause in the pedestrian walkways can become a gathering place and recognize areas of special public significance.



The extensive use of colour is one of the great qualities of Iqaluit. Strong and contrasting colours, geometrical patterns, and continuous variances, should continue to be a motive of the Core Area.



expression of landmark buildings should be original, demonstrating innovation in architectural thought. Uses in landmark buildings should correspond to functions that are accessible by all residents.

- Sustainable building design – should be a hallmark of all new buildings. The City of Iqaluit should explore incentives to promote new building forms that consume less energy, innovative water treatment and water reduction strategies, natural ventilation systems, efficient lighting equipment, low-maintenance materials, consider life-time building cycles, and the highest indoor air quality possible.

### Built Form

Scale and proportion of buildings can have a significant impact on the improved pedestrian environment of the Core Area. Buildings, particularly in Iqaluit, have the capacity to create a distinct sense of place, both through built form and through open space and urban design treatments that are necessarily a by-product of the redevelopment of a site.

However, although built form considers a specific building, it must also answer to its wider context by

establishing a coherent relationship to neighboring buildings. As the density of the Core Area increases, it will become pertinent for builders/developers to demonstrate the ways in which a proposed built form meets a variety of objectives, including:

1. the overall objective to significantly increase density in the Core Area through rezoning for increased densities; and
2. improvement of the streetscape and public realm through the siting of buildings and the quality of the built form.

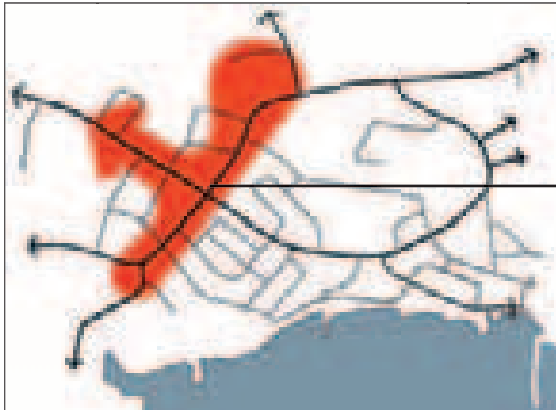
### Massing

Once the footprint of a building is defined, it should be considered with respect to the role that it will play in relation to the street, and the urban fabric of the city. On Main Streets, consideration should be given to ensuring that massing contributes to a pleasing, comfortable, human-scaled environment for pedestrians.

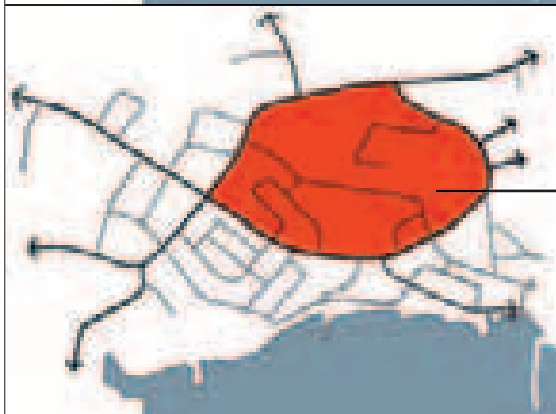
Massing should be designed to achieve the highest density possible for a site in keeping with the objective

to provide a pleasant pedestrian realm and in keeping with height restrictions.

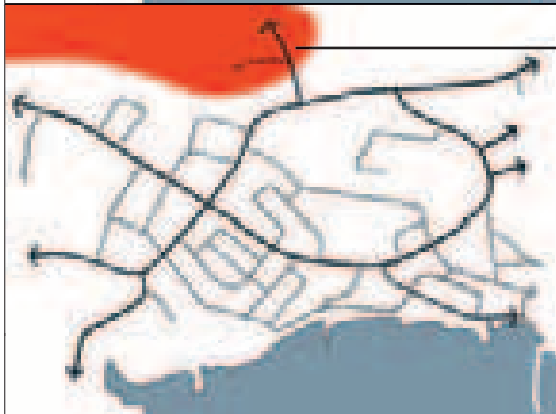
Design of larger buildings of the Core Area should explore massing options that avoid simple, box like forms. The breaking up of roof planes will also soften the mass of large buildings and help convey a legible human scale. Use of colors and materials is an important tool for varying massing and ensuring that buildings have a distinct and definable language within the larger urban context.



In the Capital District, along the main streets, additional height may be considered when it adds to the central objective of creating important landmark buildings.



In the central area consideration for buildings with additional height should be given to buildings that do not cause undue adverse impact on their neighbours and have an important architectural function such as terminate view corridors and mark key spaces and functions.



Additional height may be considered along the rising grade, ensuring views from buildings located behind are not obstructed. As buildings are terraced with the rise of the topography, elements of additional height may be achieved.

## Height

The Zoning By-Law sets forth a clear approach towards height in the Core Area. With the intent of creating a compact urban form and increasing density within the Core, additional height should be considered for buildings of special significance, and when there is no undue adverse impact to other buildings or on the public realm.

Generally, consideration for additional height should be given on sites where buildings terminate view corridors, mark key spaces such as gateways and building entrances, landmark buildings, and uses with important government functions.

The highest buildings in the Core Area should be centered on the Main Streets, and sited with consideration for maintaining views to the sea. These buildings present the most significant opportunity for increasing density and the residential population within the Core Area. Zoning allows 3 floors on the south side of Queen Elizabeth Way, and 4 floors on the north side. Additional floors should only be considered when views and sun light are reasonably preserved.

Buildings above four floors should step back between two to three meters or provide an architectural expression above the third storey to soften the building massing as experienced from the street. Where possible, building massing should articulate transitions to the street. Expression can be given to the building at higher floors through the use of building envelope and rhythm.



**View Corridors**

View corridors towards the sea, the land, and towards landmark buildings must be protected by not obstructing them with construction, and may entail additional setbacks by buildings sited in proximity to the view corridors.

**Setbacks**

Setbacks are used to regulate the placement of buildings and to ensure rhythm and continuity in the urban form, particularly along the street edge. To encourage the formation of a compact urban form, this plan encourages buildings in the Core, particularly along main streets, to move closer towards the street and towards each other.

In the Core Area and Capital District a reduction of the setback requirements (front and side yards) defined in the Zoning By-Law will be considered when all the following is achieved:

- the resulting building supports the vision expressed in this plan and meets the objective of increasing density in the Core Area
- the pedestrian realm and streetscape are enhanced
- buildings do not cause undue adverse impact on adjacent buildings
- buildings do not contravene road widenings required for a collector road in accordance with the General Plan

In some instances, in particular where critical views to the sea are involved, increased setbacks will need to be used to maintain view corridors and to provide relief in the urban street wall.



## Sea Cans

The presence of sea-cans within the Core Area and the beach front is a continued source of concern.

Some cases have been more successful in integrating sea-cans to existing structures or in building around them in a cohesive fashion.

Other less successful examples show the sea-cans scattered along the landscape or unfortunately dumped next to existing buildings.

The utilization of sea-cans should generally follow the same principles as any other form of construction, respecting view corridors, building massing and siting, and eventually becoming a cohesive component of the overall architecture of the city.





### Service Corridor

A compact urban form in the Core Area will make it less expensive to evolve towards piped water and sewer. The more growth expands beyond the Core Area, the more expensive it will be to provide municipal services.

The service corridor above ground presents some long term safety concerns. Over time, pipes should be placed underground and the easement protected as a pedestrian walkway.





**P** Large open spaces that are adjacent to existing buildings have the potential to be used as surface parking. When owned by the City they may become municipal parking lots. When owned privately, opportunities for shared parking may be explored (e.g. an office that uses parking on weekdays may share parking with a performance centre that has a demand for parking during evenings and weekends). In the case of new developments, opportunities for new municipal lots should also be explored.





Parking should be accommodated in the centre of blocks rather than in front of buildings. Large parking surfaces should be broken up by pedestrian walkways. Buildings should be placed at the edge of the street.



On special occasions, where use is most intense, and where snow-removal is viable, street side parking is an option. In these circumstances it is important to create a safe pedestrian realm.

Currently, there is an expectation that travelers should have the opportunity to park immediately adjacent to the building they are visiting, and this expectation creates a shortage of parking spaces during peak periods, in key locations (such as in front of the Post Office). To respond to this issue, informal parking characterizes the Core Area – for example, directly north and across the street from the North Mart, Iqalugmuit do not hesitate to park on lands designated as Open Space. While as an interim informal measure this may seem to respond to a direct need, it degrades the urban landscape and does, in effect, turn the city into a parking lot.

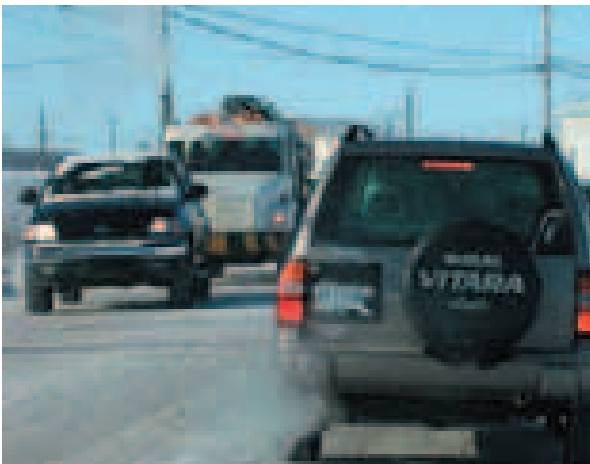
As much as possible, parking in the Core Area should be placed behind and beside buildings, such that it is hidden from the street view. Parking lots should not abut Main Streets, other than as street side parking spaces.

Shared parking lots are an effective way to meet requirements, to add and consolidate municipal lots, and to ensure parking is located where it is needed most. The City should pursue shared parking arrangements as new developments are proposed for the Core Area.

As residential densities increase in the Core Area, more people will live nearby where they work and play. This will result in a less congested urban environment as it becomes less necessary to own a car to live in the City. As residential populations increase, and as the corresponding pedestrian infrastructure is developed, the City of Iqaluit should consider easing parking requirements for new developments, understanding that a greater percentage of the population will have the option of traveling by foot.

## Parking / Traffic

Movement in Iqaluit is characterized by multiple modes of transportation. Walking overlaps with cars, snowmobiles, ATVs, and bicycles. It is important that the places where cars circulate and park does not hinder other ways of circulating through the city.



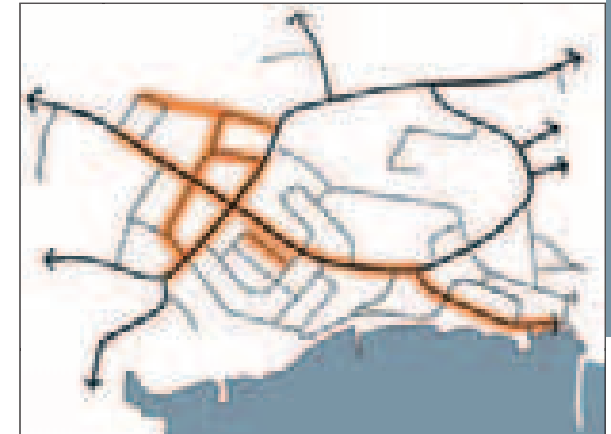
### Street side Parking

On streets where there are a large number of high-traffic uses such as retail or government services, street side parking should be considered. An example of such a place is Queen Elizabeth Way in front of the post office. On this stretch it is common for people to park briefly and move on. The convenience of adequately designed street side parking allows for quick stops and ensures pedestrian safety.

A critical aspect of street side parking will be to ensure snow-removal during the winter months. Whereas

snow may be stored on the side of a regular street, within the existing right-of-way, in cases where street side parking is incorporated snow must be removed entirely. Therefore street side parking should only be incorporated on streets where the additional cost of snow removal is warranted by high traffic and use.

Street side parking should always be designed parallel to the street (never diagonal or perpendicular). The parking space should always be located between the street and the pedestrian walkway. Pedestrians should never need to walk between the street and street side parking. In areas of exceptionally high traffic, street side parking can be located on both sides of the street.



Areas where street side parking may be considered



Good examples already exist in Iqaluit of landscape treatments employed to create a separation between cars and pedestrians. These include small and large rocks, and the use of vertical elements as visual and protective barriers.



People have expressed concern about the unattractive nature of their community and it has been said that tourists are discouraged from visiting because of the unpleasant appearance of the city. Given this on-going concern, Iqaluit must mature as a City and make a transition from treating the landscape as purely functional to embracing the landscape as a unique, aesthetically pleasing component of the City that can provide spaces of enjoyment and interaction.

This will be a transition from a mostly industrial character to one that captures the qualities of the natural arctic environment surrounding the city. The objective of this Plan is to create spaces for people to rest, to meet, and to view their surroundings. Spaces that are designed for people to look at and enjoy will add character to the City. In addition, these site development solutions must work in some form in all seasons, with an emphasis on being visually appealing in winter when covered with snow.

Creating a distinctive arctic character that reflects the natural environment can be achieved by using local materials such as the granite which abounds in rock outcrops and the tundra vegetation that surrounds the city.

The tradition of working with stone is inherent to Inuit culture; Inuit ancestors used large flat flagstone to

pave the floors of their kumuk's, or angular stone to build self-supporting stone walls for fox traps, graves and kayak stands. Stone is an adaptable material that can be used in many forms, for example:

- a uniquely shaped stone picked from the tundra in its natural state can become a sculptural focal point;
- angular stone blasted from a quarry can be used for edge treatments and barriers;
- the flat sided stone shaped by the hand of a stone mason can be used to make rough stone walls or flagstone paving areas.

Ideally, a stone masonry tradition will start-up in the future as a result of the interest in creating a unique landscape character for the city.

Development of outdoor spaces will improve the landscape character of the City by providing:

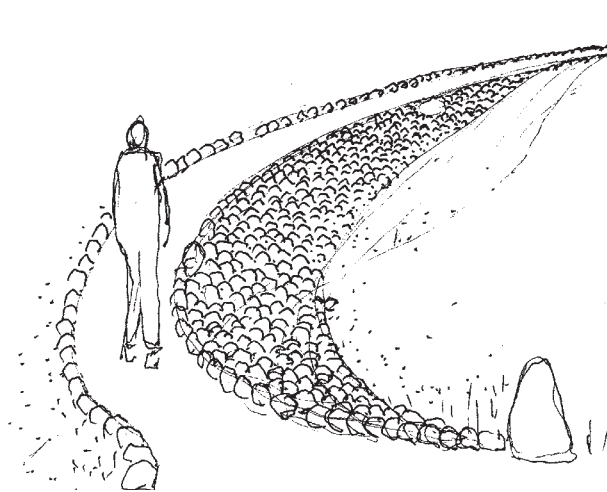
- defined places and surfaces for pedestrians;
- edge treatments to safely separate walking spaces from driving spaces; and

- site amenities such as benches, garbage and signs for the enjoyment and use of the citizens.

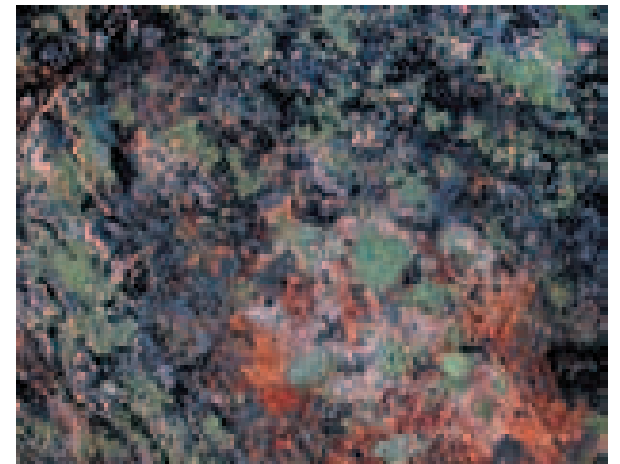
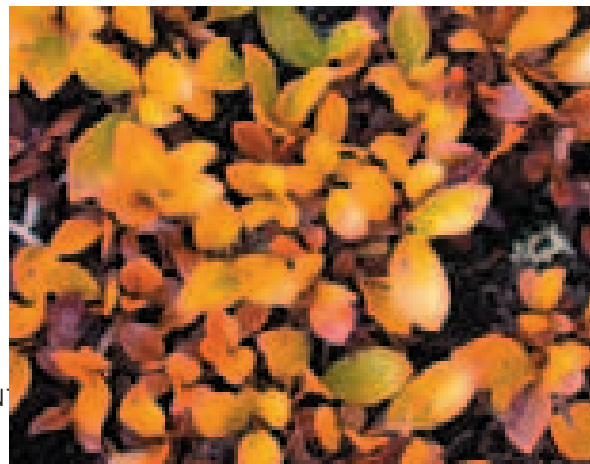
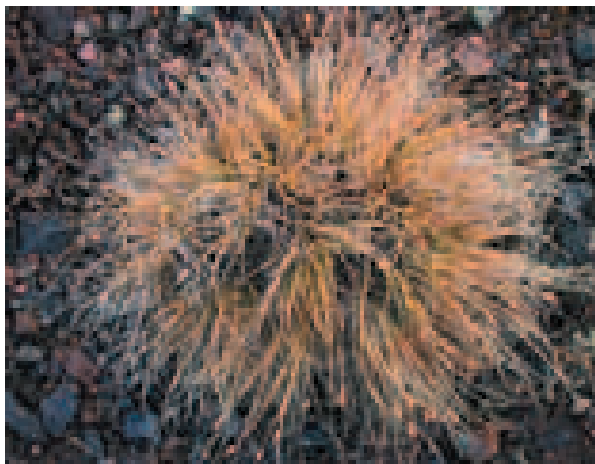
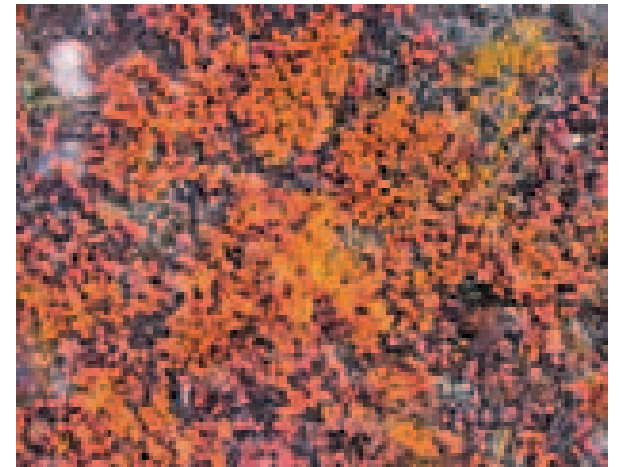
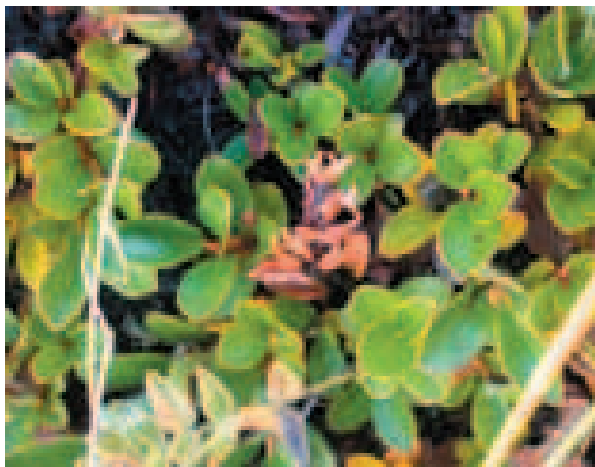
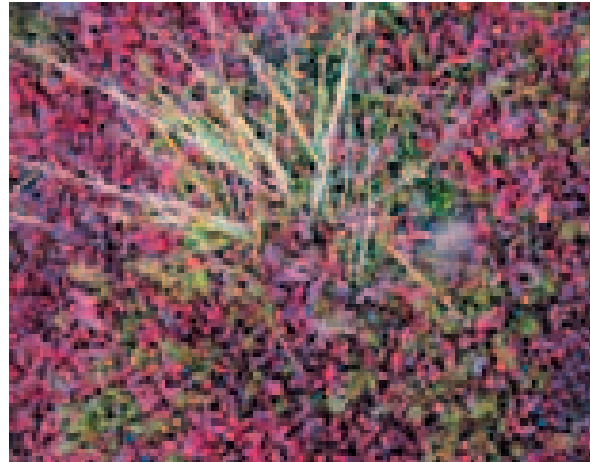
In addition, careful use of tundra vegetation in select locations will soften the appearance of city streets and add definition to housing areas. Regeneration of the tundra will assist in reducing the dust problem caused by excessive use of gravel, particularly in the summer months. In combination with local material, modern material and surfaces such as asphalt may be required to provide cost effective solutions in some instances.

## Landscaped Pedestrian Paths

Pedestrian walkways, pathways and trails can be defined with the use of materials that are natural to Iqaluit. Rocks are customarily employed to define the edges of walking trails, allowing the tundra to regenerate in the protected side.



The tundra is a rich, diversified environment that is extremely sensitive. It must be protected in the Core Area to regenerate. A healthy tundra will help hold dust down, and be more pleasing environment.





### Phasing

In order for the concepts outlined in this Plan to be implemented, a list of priorities is suggested. The elements of the Plan are categorized as Phase 1 (immediate priorities), Phase 2 (next priorities), and Phase 3 (longer term priorities). Any action will depend on several factors. Financial ability is an important factor, but a commitment to implement the Plan is an essential ingredient in seeing the vision for the Core Area and Capital District realized.

The following is a list of actions that require ongoing attention as phased by priority. Actions are listed in order of importance recognizing that the City may shift priorities with time, as appropriate. Some actions require activity across multiple phases to ensure implementation.

#### Ongoing Actions

- Commitment to Implementation
- Annual Budget Planning
- Funding Opportunities from Senior Levels of Government
- Monitoring and Evaluation
- Land Redevelopment Opportunities
- Advocate Housing in the Core Area

#### Phase 1 – Immediate Priority

- Incorporate Plan into the Development Permit review process
- Iqaluit Square
- Streetscape / Pedestrian Improvements
- Walking Trail Improvements
- Municipal Parking Strategy
- Core Area & Capital District Design Guidelines
- Road and Traffic Improvements
- Local Improvement Charges

#### Phase 2 – Next Priority

- Public Building Sites and Places Protected
- Snowmobile Trail Improvements
- Streetscape / Pedestrian Improvements
- Beautiful City Strategy
- Road and Traffic Improvements
- The Territorial Civic Square

#### Phase 3 – Longer Term Priority

- New Governance structure
- Waterfront Strategy
- Open Space/Walking Trail improvements

## Strategy for Action:

### Commitment to Implementation

A firm commitment to Plan implementation on the part of City staff and members of Council is required to maintain the relevancy of this Plan. Once this Plan and required amendments to the General Plan and Zoning By-law are approved, staff will be charged with its implementation. It will take several years to see the Plan implemented and even then, certain aspects may have to wait for funding.

Opportunities for funding must be sought on an annual and special needs basis. Developers and builders will be asked to reflect this Plan in new developments. As approval agencies, the Government of Nunavut and the City of Iqaluit will need to lead by example in the redevelopment and improvement of government facilities. Community Groups and members of the public will hopefully become familiar with the Plan and remind the City of their commitment to it.

There are several players responsible for the implementation of this Plan, including various levels of government, the development community, community groups and the general public. However, the enthusiasm of council and city staff is paramount to turning the vision contained herein into a reality.

### Ongoing Actions

- City and GN to lead by example in the redevelopment of government facilities in the Core Area.
- City to consistently implement the Plan to ensure the relevancy of the Plan.

### Annual Budget Planning

During the Fall of each year, staff are asked to prepare the budget and it is brought forth to Council for consideration. In addition, a five-year capital budget is prepared. It is recommended that these budget documents reflect the new Plan and that priority items be placed in the budget on an annual basis.

### Ongoing Actions

- City to identify action items from the Plan to be funded in the five-year capital budget and annual budgets.

### Funding from senior levels of government

Staff should continue to seek supporting funding from senior levels of government. Similar to the grants awarded to the City for the Sustainable Subdivision, there may be grants and loans available from the Federal level. The GN should be approached regarding partnerships with respect to the development

of the Capital District, particularly the creation of a civic square and the implementation of a design theme. Although all government budgets are under a great deal of pressure, there are opportunities that may be available for northern communities, especially the Capital of Nunavut.

### Ongoing Actions

- City to seek funding and partnerships with the GN for Capital District development.

### Monitoring and Evaluation

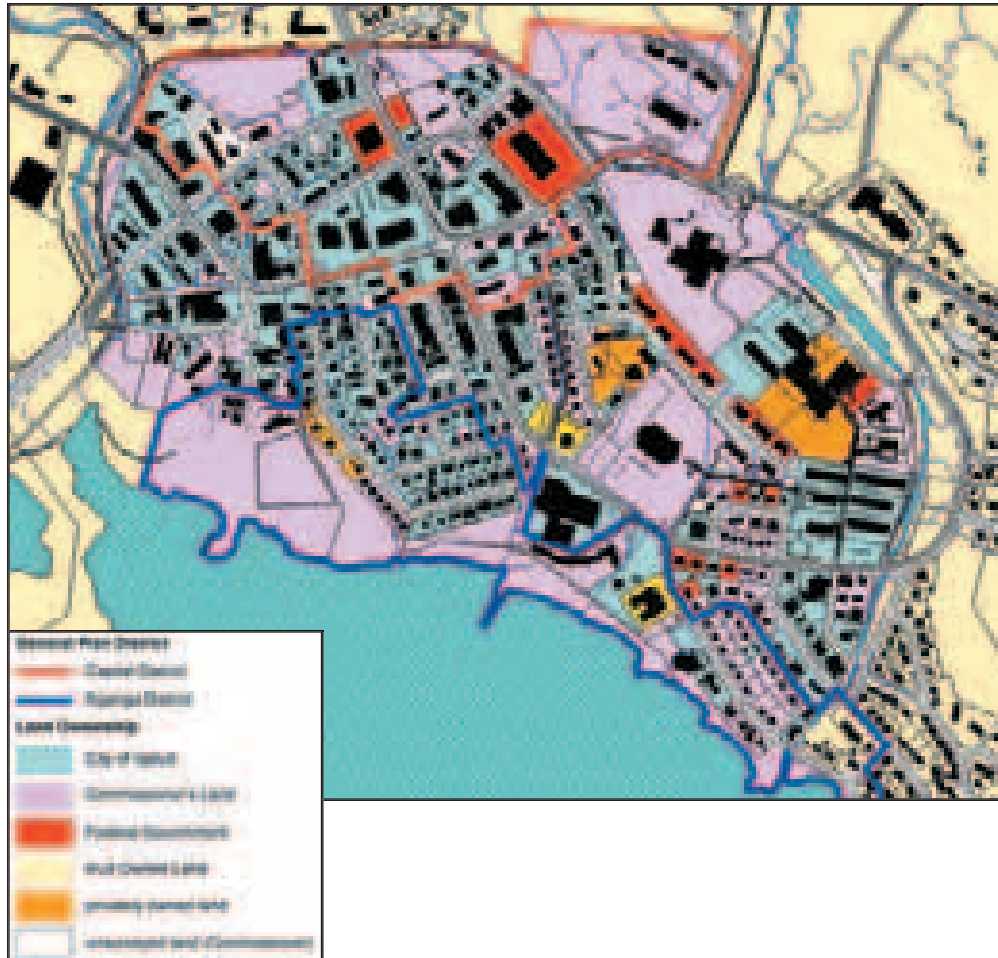
Any Plan needs to be monitored and evaluated on a regular basis if it is to be realized. It is recommended that the Plan be reviewed at the same time the General Plan is formally reviewed (every 5 years) to determine what portions need to be updated and amended. This does not need to be an extensive exercise.

### Ongoing Actions

- City to monitor and evaluate the status of each action item on a regular basis to determine effectiveness of strategy and to re-prioritize actions as required.

In addition, there are a number of uses on Commissioner lots in the Core Area that are no





### Land Redevelopment Opportunities

There are many opportunities for land redevelopment in the Core Area, and the land tenure system in the City provides both supports and constraints for land redevelopment. The adjacent map illustrates the ownership patterns in the Core Area. The major landowners are the City and the Commissioner. A number of lots are also owned by the Federal Government, are Inuit Owned Lands, or are privately owned.

**City Land** – The City owns a majority of surveyed lots in the City. The City leases land, either through a 'standard' or 'equity' lease. Standard leases revert to the City at the expiration of the term (typically 30 years), although it is the practice of the City to offer an automatic renewal of these leases to the existing leaseholder when they expire. An equity lease gives the leaseholder security of tenure in that they gain the right to "own" the lease and sell it to another party. Equity leases are typically 15 year leases and are renewed automatically for \$1.00 if the lease is paid in full. A standard lease may be converted to an equity lease at any time upon request of the leaseholder. Conversions to equity leases are based on the market value of the lot. The City's leasing system provides a measure of control over land development, however, it has not been the practice of the City to not renew leases and an initiative in this regard could prove unpopular and could potentially be legally challenged.

**Commissioner's Land** – A significant number of lots are Commissioners Land which are used for a variety of uses including Nakasuk School, the Elder's residence, public housing, office and mixed use buildings, and some vacant parcels. These lands have been identified as of interest to the Government of Nunavut and have therefore been exempted from transfer to the City (they appear on the "exemption list"). A number of parcels appear as Commissioners land even though these parcels are not on the "exemption list". The City should work with the GN to ensure these lots are transferred to the City as intended in the Nunavut Land Claims Agreement.

longer appropriate for the evolving land uses and intensification occurring in the Core Area. For example, the Iqaluit Housing Authority has its maintenance garage adjacent to the new office and mixed-use NCC Development in the Capital District (Parcel F, Ptn Lot 1, Block 1087, Plan 184). The adjacent lot (Lot 504, Plan 914) occupied by Arctic Cat and other garage and warehouse uses could potentially be relocated. The City should work with the GN to identify uses on Commissioner's Land that could be relocated outside the Core Area. The City could facilitate this process by proposing land swaps. A parcel of comparable size could be made available in the industrial area that better supports this use.

Another opportunity is for the City to explore opportunities for land swapping with the GN to facilitate the assembly of land in the Core Area, and in particular, in the Capital District where larger scale development is permitted. For example, the City has a municipal garage near the Four Corners (Lot 4, Block 91, Plan 2874). The City has decided to relocate the municipal garage outside the Core Area and has requested proposals for the disposal of the land. The adjacent lot to the north is Commissioner's land with the soon-to-be-relocated Hunters & Trappers Association office and the GN Department of Environment Wildlife Office. Given the strategic location of this lot at Four Corners, the City

could work with the GN to identify an alternative location for the Wildlife Office and provide an opportunity for the assembly of the two adjacent lots.

Arctic College occupies three important lots in the Capital District – Arctic College campus, Nunavut Research Institute, and the Arts & Crafts Centre. The College should maintain its presence in the Core Area through expansion, enhancement or redevelopment of these key properties. Redevelopment could include potential opportunities for multi-purpose use facilities.

#### **Ongoing Actions**

- City to work with the GN to transfer remaining parcels held by the Commissioner but which do not appear on the Exemption List.
- City to work with the GN to identify non-conforming uses on Commissioner's Land that could potentially be relocated outside the Core Area to provide opportunities for redevelopment.
- City to work with the GN to identify potential strategic land swaps to assist in land assembly, particularly in the Capital District.
- City to work with Nunavut Arctic College to facilitate the expansion, enhancement or redevelopment of their facilities in the Capital District.

#### **Advocate Housing in the Core Area**

Preference for housing in the Core and acceptance of mixed uses should be maintained and enhanced. Having opportunities for housing units in the Core is a fundamental part of this Plan. The following opportunities should be explored:

#### **Ongoing Actions**

- Redevelopment with the Bishop of the Arctic Anglican Church and the area of 600 block public housing.
- Consolidate a housing strategy for both public housing (subsidized and/or affordable) and private residential developments (mixed income).
- Establish a local partnership/body designed to generate strategies for housing development (including, for example, incentive programs for developers, public organizations such as Habitat for Humanity, and self-construction).
- Appoint a housing advocate to spearhead the redevelopment of housing.

#### **Incorporate Plan into Development Review Process**

Ensuring conformity to the Plan throughout the development approval process is essential to its implementation. Applicants for development proposals

in the Core Area should be referred to this Plan and expected to ensure conformity when their plans are submitted. As applications are considered for approval, Planning staff should draw attention to the implications of any given proposal with respect to this Plan. Specifically, applicants should directly respond to the Section 2(e) Urban Design Guidelines which address streetscaping, public realm character, built form and architectural character and parking. These guidelines are intended to build upon the Urban Design Guidelines outlined in Section 5.1.3 in the General Plan. Ultimately, it will be necessary to provide a clear link in the General Plan to the Design Guidelines in this Plan or to update the General Plan with the new guidelines to ensure they continue to be relevant and are applied consistently in the Core Area. In return for the applicant implementing policy objectives contained in this Plan, consideration could be made for the “fast-tracking” of development permit approvals.

To ensure relevancy of the Plan, significant changes in policy or regulations proposed by this Plan should be reflected by amending appropriate sections of the General Plan and Zoning By-Law. This will further entrench this Plan, ensuring consistency of development.

### Phase 1

- It is recommended the General Plan be amended to either update the Urban Design Guidelines in Section 5.1.3 of the General Plan or a clear link to the new Urban Design Guidelines contained in Section 2(e) of this Plan should be provided.

### Local Improvement Charges

There are two existing legal mechanisms to collect funds to pay for local improvements. These two mechanisms are described below.

**Levy local improvement charges** – Section 161 of the Cities, Towns, and Villages (CTV) Act, R.S.N.W.T., 1988 permits the City to levy local improvement charges against real property that, in the opinion of Council, benefits from the local improvement. Such a levy may only be charged after the local improvement is complete and the amount of charges and manner of payment must be established and authorized by By-law. This provision allows the levying of a charge at any time and is not necessarily tied to the signing of a new lease or development approval. The City may decide, however, for the levy to be only taken at the time of development approval. The disadvantage of this method of raising funds for local improvements is that the levy may only be charged once the local improvement is complete.

**Off-Site Levies on Leases** – Sections 28 through 31 of the Land Administration By-law No.365 provides the City a second way of levying charges for local improvements by giving authority to the City to levy a surcharge to a lessee of lands. Levies may be charged for works that include new or expanded facilities for water, sewer, or drainage services, for new or expanded roads and sidewalks, or for any land required in connection with these facilities. The Land Administration By-law requires that the Off Site Levy appear as a surcharge to the lot price although collected at the same time, and that all Off Site Levy revenues be placed in a separate account, to be used only for the purposes as described above. The only practical time to collect off-site levies as part of the leasing process is at the time of lease signing and lease renewal. Since the City is moving towards an equity leasing system which provides greater security of tenure for the lessee and lower administration costs for the City, there would be few opportunities to levy charges for local improvements and the charges could be perceived as being unevenly distributed to all the beneficiaries. This method of raising funds for local improvements is therefore not recommended.

**Development Cost Charges** – Section 8.9.1 of the General Plan permits Council to pass a Development

Charges By-law to collect funds for all off site infrastructure and servicing, including walking and snowmobile trail development and the creation and upgrading of parks and playgrounds and other such public amenities. Tying local improvement charges to new development is often seen as the most palatable form of levying improvement fees since the link between new development and the additional load on local infrastructure and the need for new amenities is more clearly drawn. The City would need to undertake an exercise in estimating the public infrastructure requirements over a twenty year period. The General Plan population and housing unit projections may be used to estimate infrastructure requirements. The City would also need to decide the manner in which the Development Charges will be made in terms of geographic location, type of land use, number of dwelling units, commercial floor area, etc. It is unclear whether a Development Charges By-law would be restricted by Section 161 of the Cities, Towns and Villages Act (Local Improvement Charges) in that levies may only be charged once the local improvement is complete. This aspect would need to be reviewed by the municipal solicitor.

### Phase 1

- It is recommended the City pursue the adoption of a Development Charges By-law to collect funds to pay for off-site infrastructure and amenities at the time of development approval.

## Road and Traffic Improvements

### Road Allowance Ownership

Currently road allowances are held by the Commissioner. This complicates the process of road widening as condition of development approval and the process of correcting encroachment of buildings into road allowances. The feasibility and legal framework of transferring land ownership of road allowances from the Commissioner to the City should be explored with the Registrar of Land Titles in Iqaluit.

### Road Closure (Al Woodhouse Road)

There is a need to study the merits of limiting or closing vehicle access on the road allowance (Al Woodhouse Road) that starts at Mivviq Street, between the Navigator Inn and the Coman Arctic building, and ends at Iglulik Road near the Iqaluit Francophone Association lot. This road closure may offer a variety of opportunities:

- Adjacent lots may be able to locate parking on this road allowance and reduce traffic and parking concerns on other streets. Vehicles at the Navigator Inn currently park partially on the road allowance. There is not adequate space to legally park in front of the building. The Navigator Inn is planning an expansion project and therefore a window of opportunity to correct the problem exists.

- The closing of the road and consolidation of the road allowance into the Navigator Inn lot would allow the elimination of the unsafe back-out and re-allocate it to the side of the building. The front of the Inn could be made more pedestrian friendly.
- The intersection of Mivviq Street, which leads to the airport, and Allangua Road, which leads to the West 40 area, is a busy intersection. In addition, pedestrian traffic is expected to increase significantly with the future Arctic Co-op store located to the south of this intersection. The elimination of Al Woodhouse Road would reduce conflicts in this area.
- There are two interior lots on Al Woodhouse Road.



Road Closure (Al Woodhouse Road)

Lot 517, Plan 914 is City land whose lease has been acquired by the Navigator Inn and amalgamated. The existing building has been demolished. The second lot is Lot 511, Plan 914 leaseheld by Marshall Coman. The lot is occupied by the Canada Parole Office. There may be an opportunity to relocate the office to another location.

- An easement must be protected for a pedestrian pathway.

### Formalize Beach Shack Road

An informal road provides access to the beach area that stretches between the courthouse and Lower Base residential area, behind the Elders Residence. The access road connects to the public road at Sinaa Street going through the parking area of the Unikkaarvik Visitors Centre lot. The road currently connects to Lower Base through a privately owned residential lot. An unused formal road allowance opening is available 130 metres further west. This road provides access to beach shacks which are mostly situated on Commissioners Land within the 100' strip of land from the high tide mark. Beach shacks are the focal point for the working waterfront and are a key component of the land-based economy. It is recommended that options for formalizing this road be explored. It may not be possible to survey and open this road within a road allowance. However,

at minimum, it will be important to secure a right-of-way access across at least one of the two subject properties.



Formalize Beach Shack Road



### **Transportation and Urban Design Study – Niaqunngusiaq Road**

Figure C of the General Plan indicates a potential future road, known as the by-pass road, along Takijug Street joining to Niaqunngusiaq Road (formerly Apex Road). This road is intended to relieve traffic congestion at Four Corners by providing a convenient alternative route to the periphery of the Core Area. The new Nunavut Justice Centre and the proposed location of the new RCMP headquarters impact the projected alignment of the future by-pass road.

The City is seeking alternatives for achieving the transportation objectives for the Core Area. Further to this, the City is preparing to undertake a Transportation and Urban Design Study for Niaqunngusiaq Road. The general purpose of the Study will be to address the need for a by-pass road, propose alternative locations for this potential by-pass road, and provide recommendations regarding design guidelines for Niaqunngusiaq Road, including the location of pedestrian walkways and snowmobile trails.

#### **Phase 1**

- Explore feasibility of transferring land title of road allowances within municipal boundaries from the Commissioner to the City.

- Explore feasibility of closing Al Woodhouse Road by consulting with adjacent leaseholders and other key stakeholders to discuss options and timing for closing the road. The consultation should identify opportunities/interest for dividing and consolidating road allowance into adjacent properties.
- Undertake Transportation and Urban Design Study for Niaqunngusiaq Road to assess need for a by-pass road, potential alignment, and design guidelines.

#### **Phase 2**

- Explore feasibility of formally opening the road that runs behind the Elder's residence and provides access to the beach shacks. At minimum, secure right-of-way access through an easement agreement across at least one of the lots at either end of the existing road. Consider extending access road to formal road allowance access point 130 metres west of existing road access to Lower Base.





### Streetscape / Pedestrian Improvements

The Plan recommends a series of formal pedestrian walkways along roads and an informal network of pedestrian paths that traverse properties.

**Pedestrian Walkways** – The City is undertaking the detailed design and construction of pedestrian walkways in 2004 for the section of Queen Elizabeth between Four Corners and the NorthMart. Another walkway project is currently being piloted at Joamie School where a wooden boardwalk design has been proposed. Both projects will provide insight into the issues of walkway development and will be able to inform future projects.

**Pedestrian Pathways** – A critical aspect of sustaining the walking character of the Core Area will be to protect and formalize what is currently an informal system of pathways. The Plan identifies places where these pathways – as mid-block connections – should be protected and enhanced. The City will need to undertake a process of establishing priority connections, securing easements - or alternate mechanisms for protecting these right-of-ways - and adopting a design standard for materials and construction that is consistent with the character described in this Plan.

#### Phase 1

- Assess and apply design concept for 2004 pedestrian walkway project along Queen Elizabeth. Pedestrian walkways are to be prioritized as identified in this Plan. The design concept should be consistent with the prescribed public realm concept described in this Plan.

#### Phase 2

- Select the key pedestrian pathways and prioritize the securing of easements (or by other mechanisms) to protect the right-of-ways. Identify budget for prioritized pathways and adopt a design standard for the pathways consistent with this Plan.

### Walking Trail Improvements

The development of Walking Trails along the creekbeds that border the Core Area will provide an attractive way for pedestrians to access the land and beach areas, as well as assisting in the regeneration of the creekbeds as recreational and environmental features.

**Eastern Creek Trail** (Beach Gas Bar to Baffin Regional Hospital) – The development of this Walking Trail is proposed to start in 2004 and will continue with funding phased over an additional four years.

The Creek Trail corridor is already zoned Open Space (OR) even where the Trail traverses privately leased property. The Walking Trail Design Development Report (December 2003) indicates that an access easement will be required on Lot 3,4, Block 52, Plan 3477 where the Beach Gas Bar and Grind & Brew Coffee Shop are located.

**Western Creek Trail** – A Walking Trail along the western creek bordering the Core Area is identified in the General Plan. This trail starts at the Beach Area and follows the creekbed and then follows along the existing above-ground fuel pipeline leading to Arctic College. Given the NCC Development currently underway, the new Nunavut Justice Centre, future expansion of Nunavut Arctic College, and the future development of Area A (north of the College) for residential development, it is anticipated there will be much more pedestrian traffic in this area. This Western Creek Trail would provide direct access to the waterfront while regenerating the creek corridor. Funding for the development of the Western Creek Trail could follow upon completion of the Eastern Creek Trail, or earlier if funding is secured. The Walking Trail is aligned along the pipeline corridor and therefore discussion with Nunavut Power with regards to establishing a legal easement for right-of-way access would be required.



**Hillside Walking Trail** – A Walking Trail is designated in the General Plan on the hillside below Inukshuk High School and then dips down to the public road behind the Highrise. In order to maintain the opportunity for a walking trail along the entire hillside and to protect this area as a place of public significance, it is recommended that the Walking Trail alignment be amended in the General Plan to continue along the hillside south of the Brown Building / Frobisher Inn complex and connect with the Trail north of White Row.

#### Phase 1

- City to acquire necessary easement agreements with privately leased lands to ensure right of access for the Eastern Creek Trail, and complete construction with 5 year capital funding already secured.
- Amend Figure C of the General Plan to extend the Walking Trail behind Inukshuk High School to connect with Trail north of White Row.

#### Phase 2

- City to acquire necessary easement agreements with Nunavut Power to ensure right of access for the Western Creek Trail and secure capital funding.

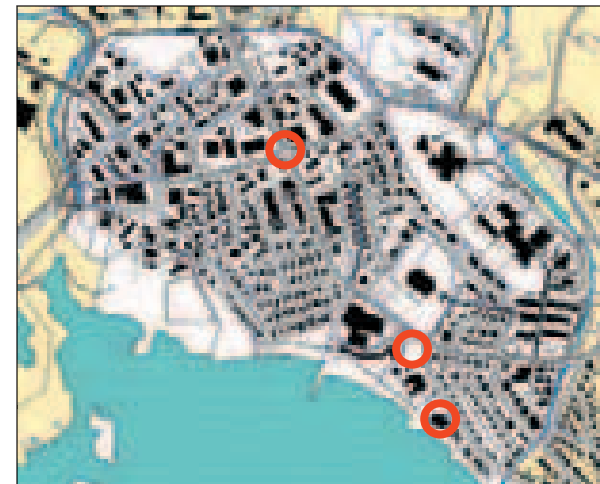
### Public Building Sites and Places Protected

This Plan identifies numerous existing and potential areas of public significance and calls for their protection and enhancement where possible. Some areas identified such as the creek beds, the waterfront, and the areas north and south of Nakasuk School are already protected by being zoned Open Space (OR) in the Zoning By-law or have been addressed elsewhere in this Implementation Strategy, such as the Hillside Walking Trail. Recommendations are made for protecting the other sites identified.

**Cultural Heritage Symbols** – In the summer of 2003, the City of Iqaluit undertook a community mapping exercise to identify significant cultural resources within municipal boundaries. These resources could be of archaeological, cultural, historic, landscape, scenic or architectural value. The resulting map is intended to be referred to as part of the development review process with the purpose of minimizing negative impacts on resources, and enhancing them where possible. One way of formalizing the location of important cultural resources, that are consistent with the areas of public significance identified in this Plan, is to place Cultural Heritage Symbols on Figure B of the General Plan at the appropriate locations. The significance of each location could be described in

the text of the Plan. Any new development proposed within the area of a Cultural Heritage Symbol is subject to evaluation criteria, as described in Policy 3 of Section 5.8.1 of the General Plan. A Cultural Heritage Symbol could be placed at the following locations:

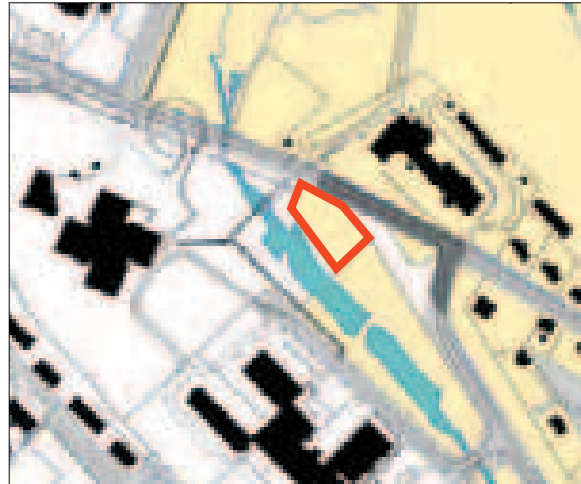
- Four Corners
- Visitors Centre
- Iqaluit Square



**Rezoning** – The lot adjacent to the eastern creek bed across from the hospital is a vacant lot zoned Central Commercial (B1). The lot (Lot 2-1, Plan 1146) is federally owned and is the site of the old reservoir. Although this lot is not located in the Core Area, it has been identified in this Plan as a place of public significance. In addition, the Eastern Walking Trail will need to traverse a portion of this lot. Depending on federal plans for the lot, there may be an opportunity with appropriate consultation to rezone the lot Open Space (OR).

### Phase 2

- Amend the General Plan to include a Cultural Heritage Symbol at Four Corners, Iqaluit Square, and the Visitor's Centre.
- Consult with the federal government to assess the feasibility of rezoning the vacant lot across from the hospital (Lot 2-1, Plan 1146).
- Where unleased lots are held by the City or GN and are located in areas of public significance, these lots should not be leased to private interests. Where the City intends to lease a lot through a call for proposals, conditions of the lease and design guidelines as appropriate for the site should be integrated into the call for proposal.



Lot adjacent to the eastern creek bed across from the hospital is a vacant lot zoned Central Commercial (B1) is a place of public significance.

### Snowmobile Trail Improvements

A key objective of this Plan is to ensure that snowmobiles no longer share streets with pedestrians, where possible. In this respect, snowmobiles taking short-cuts through the Core Area to access the land or the beach area should be discouraged. A more formal ring Snowmobile Trail needs to circle the Core Area. This ring trail is identified in the General Plan, however some modifications are recommended.

**Northmart / Uivvq Loop trail** – The snowmobile trail that leads from the beach area along the side of Northmart and continues north through Uivvq loop area up to Arctic College should be discouraged. Snowmobilers should be encouraged instead to follow designated Snowmobile Trails along the eastern and western creek beds.

**Baffin Gas Bar** – There is also a high volume of snowmobile traffic at the Baffin Gas Bar, where machines are refueled. Routes from the beach area should be formalized in the General Plan, however, snowmobilers should be encouraged to return to the beach area and then head along the creek to access the land to the north, instead of cutting through the Core Area.

**Niaqunngusiaq Road Trail** – A Snowmobile Trail is currently designated in the General Plan along Niaqunngusiaq Road. It traverses through the Arctic College lot to the pipeline easement and land beyond. Given the hospital expansion project and the future development at Arctic College, it is recommended that the Snowmobile Trail be relocated to traverse along the northern side of the hospital and Arctic College. Infrastructure to facilitate crossing of Saputi Road (road that leads to the power plant) by snowmobilers may need to be considered. This relocated trail would link well with the eastern creek Trail and would reduce current conflicts along Niaqunngusiaq Road.

**Snowmobile Courtesy Policy** – Regardless of discouraging snowmobile through traffic, snowmobiles are also used to access Core Area services and run errands. This Plan recommends adopting a Snowmobile Courtesy Policy to describe an etiquette of snowmobile use in the Core Area where there is higher pedestrian traffic and more potential snowmobile/vehicle/pedestrian conflicts.

## Phase 2

- City to discourage short-cutting snowmobile traffic through the Core Area by encouraging the use of designated Snowmobile Trails in the General Plan.
- City to amend the Snowmobile Trail network in the General Plan to address current conflicts along Niaqunngusiaq Road and in the area of Northmart and the Baffin Gas Bar.
- City to adopt a Snowmobile Courtesy Policy to establish a snowmobiling etiquette in high pedestrian traffic areas.



### Municipal Parking Strategy

Many lots in the Core Area are an irregular size and shape thereby limiting options for siting of new or expanded buildings and for providing the required parking under the Zoning By-law. A Municipal Parking Facility can provide the shortfall in required parking and provide additional short-term parking to support service businesses, often considered a prerequisite for successful business improvement in the Core Area. In order to establish a Municipal Parking Facility, the City needs to adopt a Cash-in-Lieu of Parking Policy, establish a Municipal Parking Facility Reserve Fund, and designate a lot or portion of a lot as a Municipal Parking Facility. The City may also consider permitting on-street parking in limited locations as outlined in this Plan.

**Cash-in-Lieu of Parking Policy** – Section 15(2)(3) of the Planning Act provides that where an owner or developer of a building is required to provide off-street parking, the owner or developer may, subject to the approval of Council, choose to pay the municipality an amount of money on the terms that the council considers reasonable in return for equivalent parking space being provided by the municipality elsewhere in the area. The Cash-in-Lieu of Parking (CILP) policy must address the following issues:

- Evaluation criteria for Cash-in-Lieu of Parking

proposals (eg. justification, existing parking conditions);

- Eligibility criteria for Cash-in-Lieu (eg. Minimum distance from a Municipal Parking Facility, maximum percentage of required parking);
- The amount and manner of payment.

**Municipal Parking Facility Reserve Fund** – A dedicated fund should be set up for the development and maintenance of Municipal Parking Facilities. The Planning Act requires that moneys paid to the City must only be used for the development of off-street municipal parking facilities. In this respect, moneys may not be spent on the development of on-street parking.

**Designation of a Municipal Parking Facility** – Prior to approving a request by an applicant to pay cash in lieu of required parking, the City should have a designated Municipal Parking Facility. The City Hall lot has been identified as a good location for a Municipal Parking Facility. A portion of the lot is currently being used for staff and fleet vehicles and informally by staff who work at the Trigram Building. By establishing a Municipal Parking Facility on this lot, an opportunity exists with respect to any future development to require cash-in-lieu of parking from the Trigram leaseholders to formalize the parking arrangement on the lot. In the longer term, the City would need to maintain this

facility through the redevelopment of the City Hall lot or identify a new alternative location. A number of potential parking lot locations have been identified in the Plan.

**On-Street Parking** – Parking on streets is recommended in limited locations in the Core Area, mostly on the mainstreets such as Queen Elizabeth, Federal Road, and Mivviq. On-street parking should always be designed parallel to the street and the parking space should always be located between the street and the pedestrian walkway. This objective presents a number of challenges. First, road allowances in the Core Area are currently 18.5 metres for mainstreets and only 15.5 metres for secondary streets. A road cross section providing parking on one side of the road, an 8.5 metre roadbed, 2 metres for drainage (1 metre each side) and 4 metres for pedestrian travel and utilidor services (2 metres on either side) requires a minimum allowance of 17.5 metres. Therefore, on-street parking would only be possible on mainstreets, on one side of the street only, unless arrangements could be made with leaseholders to acquire right-of-way access across the frontage of their properties. The City has started to request road widenings as a condition of development approval on Collector Roads as defined in the General Plan (eg. White Row redevelopment project). These roads

coincide with the mainstreets defined in this Plan. The practice of the City has not been to request road widenings on secondary streets, or Local Roads, as defined in the General Plan.

The City is undertaking the first phase of pedestrian pathway construction in the Core Area in 2004, along Queen Elizabeth, between Four Corners and the NorthMart. The City should consider the addition of parallel parking in the design concept. The lessons learned in this process and the resulting detailed design concept may be applied elsewhere in the Core Area.

#### Phase 1

- Adopt a Cash-in-Lieu of Parking Policy
- Establish a Municipal Parking Facility Reserve Fund
- Designate a portion of the City Hall lot as a Municipal Parking Facility.
- City to consider the inclusion of parallel parking in the detailed design concept for the pedestrian pathways along Queen Elizabeth, between Four Corners and Northmart, to be constructed in 2004.

#### Phase 2

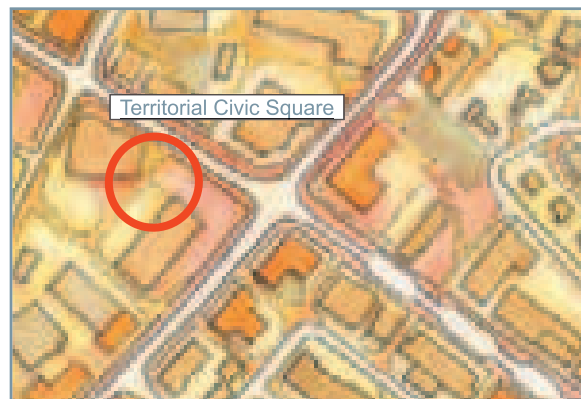
- Review other locations for a Municipal Parking Facility as proposed by this Plan.
- Consider on-street parking and design criteria for other mainstreets and secondary streets in the Core Area.

### Iqaluit Square

Council has designated the space in front of the Elder's Centre and Residence as the future space of Iqaluit Square. Preliminary designs have been prepared for the Square and work on the Square is to start during the summer of 2004. Funds have been budgeted to undertake work on the site. No changes to the General Plan or Zoning By-law are required for implementation of Iqaluit Square.

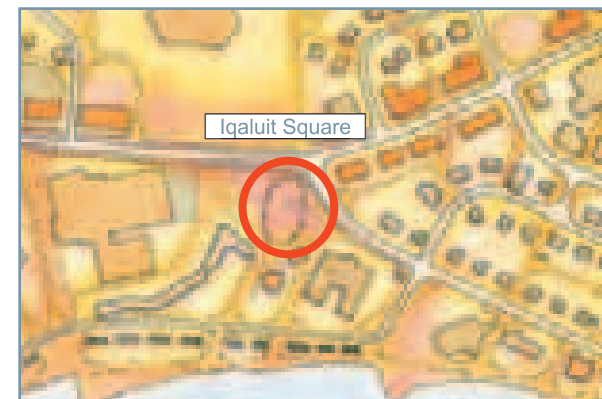
#### Phase 1

- City to finalize design for Iqaluit Square and construct.



### Territorial Civic Square

The creation of a public square having a unique territorial function at Four Corners that would link the Legislative Assembly Building to Four Corners has been proposed for some time. This location for a public square is supported by this Plan and the opportunity needs to be further investigated and potential constraints identified so that development of the Square may proceed when funding becomes available. A key issue is that the space is not located on the same lot as the Legislative Assembly and may potentially be encumbered by required parking for the



Parnaivik Building located on the lot and the Igluvuut Building (Royal Bank Building across Federal Road). Consultation with the leaseholders of both lots and the GN should be undertaken to assess the feasibility of the project and identify potential constraints. The City may be able to work with the stakeholders to resolve key issues.

### Phase 1

- City to formally consult with leaseholders of Parnaivik and Igluvuut Building lots and with the GN to identify constraints to developing a public square that would link Four Corners to the Legislative Assembly.
- City to designate the space as the future home of the Territorial Civic Square if issues can be resolved and the project is deemed feasible.

### Phase 2

- City to explore funding opportunities with the GN to design and construct the Territorial Civic Square. Design of the Territorial Civic Square should reflect the character of the design concept described in this Plan.

## Beautiful City Strategy

### Semi-Annual Clean-Up Day

Section 85(2) of the Cities Towns and Villages Act permits Council, by By-law, to establish an annual or seasonal clean-up of public areas in the City. This may further the City's objectives for improving the aesthetic qualities of the Core Area. Although the City currently has a clean-up day, formalizing semi-annual clean-up days through the adoption of a By-law may help to build public awareness and ongoing support through successive Councils and secure annual funding in the City's budget.

### Property Maintenance By-Law

The General Plan provides for the enactment of a Property Maintenance By-law (Section 8.9.2) which could prescribe standards for the maintenance of buildings and property for the Core Area, and could be extended to the entire City. The by-law could also prescribe maintenance standards for sea-cans located in the Core Area.

### Banning Plastic Bags

An inordinate amount of garbage in the City is caused by plastic bags provided by retail outlets in the City. A voluntary or mandatory system may be initiated by the City to stop all retail stores, in particular convenience

and grocery stores, from providing plastic bags for free, or to offer a discount for not using the bags. Another approach is to ask the retailers to make plastic bags more durable and more expensive to discourage their disposal. Both systems have been shown to result in a 90-percent reduction in use in other communities.

### Phase 1

- Formally adopt an semi-annual clean-up day by by-law to increase awareness and secure ongoing budget for the event.
- Consider adopting a Property Maintenance By-law that applies to the Core Area, or the entire City.
- Work with local retailers to ban the use of plastic bags or to reduce their use through monetary incentives and public awareness.

## Core Area & Capital District Design Guidelines

It has been recommended that the General Plan be amended to either update the Urban Design Guidelines in the General Plan or provide a clear link to the new Urban Design Guidelines contained in this Plan. The successful implementation of the Design Guidelines will achieve the 'Big Arctic Idea' envisioned by this Plan. In some cases, the design guidelines may prompt other changes that are required to the General Plan and



Zoning By-law. Changes to consider that will further the aims of the Design Guidelines are outlined below:

**Heights** – This Plan supports higher density, particularly in the Capital District and along Main Streets when views and sunlight are reasonably preserved. This plan anticipates that the performance of each site will differ with respect to these objectives. Variance may be requested by an applicant if they can demonstrate the increased height of their building is consistent with the design guidelines in this Plan. The City can continue to monitor the impact of variances granted for height and may consider increases to height limits in certain zones in the future.

**Setbacks** – This Plan supports reduction in setback requirements particularly along Main Streets. However, since the desirability of the setback is site specific, it is proposed that setbacks, similar to heights, be subject to a variance and approved if the applicant can demonstrate consistency with the intent of the Plan and the evaluation criteria provided.

**Parking Standards** – In order to increase density in the Core Area and reflect the direction towards a strong pedestrian environment, a relaxation of parking standards could be considered. It is recommended that the parking requirement for office uses in the Core

Area be relaxed by approximately 15%, from 1 space per 50m<sup>2</sup> (gross floor area) to 1 space per 60m<sup>2</sup>.

### Phase 2

- City to select a design and standard for street furniture and light standards in the Core Area. City may consider selecting different standards in the Capital District to assist in creating a unique identity.
- City to prepare a Signage and Wayfinding Strategy that proposes consistent signage to identify key locations, tourist attractions, government services, local institutions, and notes of historical interest.
- City to work with the GN to promote the placement of art and carvings in the landscape.
- City to consider relaxing parking standards for office uses in the Core Area, from 1 space per 50m<sup>2</sup> (gross floor area) to 1 space per 60m<sup>2</sup>.

### New Governance Structure

This Plan advocates collaboration with the GN in exploring ways to govern and finance the implementation of the Plan's Big Arctic Idea which will define a unique identity for the Capital District. Many of the actions described in this implementation strategy rely on collaborative efforts and funding arrangements with the GN. Over the longer term, the City may wish to seek

to formalize this relationship into a planning governance model that can forward the objectives of this Plan.

### Phase 3

- Collaborate with the GN to explore potential governance and financing opportunities for the development of the Capital District.
- City consider undertaking jointly with the GN a precedent study that identifies best practices for governance and funding models that could be applied to Iqaluit and the Capital District.

### Waterfront Strategy

This Plan recognizes the importance of the sea front or waterfront in providing a focal point for harvesting activities, giving access to the beach and sea ice, and linking the walking trail and path system. The protection and enhancement of these attributes will ensure this extraordinary asset is not degraded. The sea front forms part of the 100-foot strip identified in the Land Claims Agreement and therefore a collaboration between the City and the GN is necessary to make specific recommendations on its future.

### Phase 3

- City and GN to collaboratively undertake a Waterfront Study in consideration of the issues raised in this Plan and those identified in Section 5.6 of the General Plan.



### Collaboration with GN

Collaboration with the GN is an essential component of many of the actions described in this Redevelopment Strategy. As the senior level of government, the GN is a key player in realizing many of the goals presented in this Plan. This section highlights the actions that the City will be seeking collaboration on from the GN, prioritized by Phase. It will be important to meet with the GN regularly to establish GN priorities and add or revise the action items below as required.

### Ongoing

#### Commitment to Implementation

- City and GN to lead by example in the redevelopment of government facilities in the Core Area.

#### Funding from Senior Levels of Government

- City to seek funding and partnerships with the GN for the Capital District development.

#### Land Redevelopment Opportunities

- City to work with the GN to transfer remaining parcels held by the Commissioner but which do not appear on the Exemption List.
- City to work with the GN to identify non-conforming uses on Commissioner's Land that could potentially be relocated outside the Core Area to provide opportunities for redevelopment.
- City to work with the GN to identify potential strategic land swaps to assist in land assembly, particularly in the Capital District.

- City to work with Nunavut Arctic College (GN) to facilitate the expansion, enhancement or redevelopment of their facilities in the Capital District.
- #### Advocate Housing in the Core Area
- Redevelopment with the Bishop of the Arctic Anglican Church and the area of 600 block public housing (GN).

### Phase 1

#### Road and Traffic Improvements

- Explore feasibility of transferring land title of road allowances within municipal boundaries from the Commissioner to the City.

#### Nunavut Square

- City to formally consult with leaseholders of Parnaivik and Igluvuut Building lots and with the GN to identify constraints to developing a public square that would link Four Corners to the Legislative Assembly.

### Phase 2

#### Road and Traffic Improvements

- Explore feasibility of formally opening the road that runs behind the Elder's residence and provides access to the beach shacks. At minimum, secure right-of-way access through an easement agreement across at least one of the lots at either end of the existing road. Consider extending access road to formal road allowance access point 130 metres west of existing road access to Lower Base.

#### Public Building Sites and Places Protected

- Where unleased lots are held by the City or GN, and are located in areas of public significance, these lots should not be leased to private interests

#### Nunavut Square

- City to explore funding opportunities with the GN to design and construct Nunavut Square. Design of Nunavut Square should reflect the character of the design concept described in this Plan.

#### Core Area and Capital District Design Guidelines

- City to work with the GN to promote the placement of art and carvings in the landscape.

### Phase 3

#### New Governance Structure

- Collaborate with the GN to explore potential governance and financing opportunities for the development of the Capital District.
- City consider undertaking jointly with the GN a precedent study that identifies best practices for governance and funding models that could be applied to Iqaluit and the Capital District.

#### Waterfront Strategy

- City and GN to collaboratively undertake a Waterfront Study in consideration of the issues raised in this Plan and those identified in Section 5.6 of the General Plan.



The Core Area and Capital District Plan is a bold redevelopment strategy generated over the course of a year through analysis, conversations, formal consultations, and meetings with City Council. It seeks to identify both a vision and a way forward that is rooted in understanding the importance of intensification within the Core Area to the long-term health, vitality, and sustainability of the City.

As such, the implementation of this Plan is about no less than creating an urban identity for the City of Iqaluit as it matures to become a Capital city that

sufficiently serves and represents Nunavut. At the core of this identity, this plan argues, must be respect for Inuit culture and the City's arctic context. This respect manifests itself in approaches to development that embrace new ways of thinking about urban problems – whether pedestrian pathways shaped by vertical elements as opposed to the traditional norm of sidewalks, or the use of carvings as both urban art and functional street furniture.


This Plan, however, is much more than pretty pictures and new ideas - it is supported by redevelopment strategies that are meant to guide implementation over

the coming years and months. These specific on-going actions can be used by Council and City Staff as a checklist to facilitate bringing the concepts herein to life, bit by bit.

As a mandate generated in collaboration with residents of the City of Iqaluit, this Plan presents a vision and a challenge – the vision ought to guide, shape and inspire future thinking, the challenge will be to embrace this vision in all its complexity, and to continue to dream about the ways in which the City can be transformed by future generations.



**Laird & Associates**



July, 2004



office for urbanism



Laird & Associates