

**MINUTES  
CITY OF IQALUIT  
ENGINEERING AND PUBLIC WORKS  
COMMITTEE OF THE WHOLE MEETING #03  
June 5, 2013 AT 6:00 PM  
CITY COUNCIL CHAMBERS**

**PRESENT FROM COUNCIL**

Deputy Mayor Mary Wilman  
Councillor Terry Dobbin  
Councillor Joanasie Akumalik  
Councillor Simon Nattaq  
Councillor Romeyn Stevenson  
Councillor Kenneth Bell  
Councillor Mark Morrissey

**ABSENT**

Mayor John Graham

**PRESENT FROM ADMINISTRATION**

John Mabberi-Mudonyi, A/Chief Administrative Officer  
Tracy Cooke, City Clerk  
Meagan Leach, Director, Engineering and Sustainability  
Valerie Collin, Recorder  
Jeanie Eeseemailee, Senior Interpreter/Translator  
Rachel Ootoova, Senior Interpreter/Translator

**ADOPTION OF AGENDA**

**Motion #EPW13-12**

Moved by: Deputy Mayor Wilman

Seconded by: Councillor Bell

That the agenda be approved as amended.

Add            Item 5 (c) – Verbal Update on Trail Area Deposit

**Unanimously Carried**

**1.    MINUTES**

None

**2. DECLARATION OF INTEREST**

None

**3. DELEGATIONS**

None

**4. DEFERRED BUSINESS AND TABLED ITEMS**

None

**5. NEW BUSINESS**

- a) Cemetery Concept Design Presentation  
Meagan Leach, Director, Engineering and Sustainability

Meagan Leach, Director of Engineering and Sustainability, noted that an open house was held in Apex on June 4, 2013 with the consultants; the concept design was shared with residents of Apex and other individuals in attendance. They will share with the committee what they heard from the public during the open house and how they will respond to the comments received; the concept design will be updated based on comments received by the public and the committee and will be brought to Council for approval during the next Council meeting. She introduced Erik Lees and Heidi Redman from Lees and Associates and Cameron Delong and Derrick Sinclair with V3 Companies to the committee.

She noted that the process for the development of the new cemetery includes the development of a concept design to be shared with the community, hold consultation sessions including an open house, meeting with the elders and Council and receiving Council's approval prior to moving forward with the detailed design, tender and construction of the cemetery.

Meagan noted that the identified site for the new cemetery is located along the road to Rotary Park in Apex.

Mr. Lees stated that the site provides views to Tarr Inlet with an area of three point four (3.4) hectares. If the site is fully developed it would provide approximately thirty (30) years of capacity. They conducted nine test pits and drilled four bore holes on the site as part of their geotechnical analysis of the site; the site is wind swept but found that little snow accumulates on the site. Road access already exists and there is minimal slope. He stated that the cemetery will be developed in three different phases; the first phase will be the horse shoe area shown on the concept design and would provide approximately ten years capacity; the second phase would provide approximately twenty years capacity

and phase three would be the future expansion which would provide over thirty years of capacity in the new cemetery.

He reviewed the concept design for the committee and noted the following:

- Graves will generally face east-west, which is also the direction of the rising and setting sun. Graves will be laid out back to back, with boulders delineating rows of graves.
- A white wooden cross may be placed at the time of burial, however other forms of memorialization such as stone markers will also be considered in the new cemetery bylaw.
- Options for cremation interment will include a scattering garden and in-ground cremation lots.
- Other types of cremation interment may be considered in future phases such as ossuary, urns, family vessels and columbaria. Opportunities to memorialize residents who are buried outside the community may also be considered; a memorial wall could be created.
- A ceremonial gathering space will be centrally located to optimize views to Tarr Inlet, with a prominent feature element such as a cross or sculpture.
- Two gated entry/egress points will be provided, to facilitate funeral processions. A feature entry gate and sign will mark the main entrance.
- The cemetery boundary will be marked with boulders, in combination with signage restricting snowmobile access within the cemetery. The design of the entry gates and boulder placement should limit the potential for snow drifting.
- Vehicular access will be along the main loop road and secondary loop roads. All graves will be a maximum of sixty (60) metres from a loop road for pallbearer access.
- A gravel parking area with six to ten stalls will be provided at the main entry, with overflow parking along the road to Rotary Park. Visitors will be encouraged to park at site entrance and visit the cemetery on foot.
- Site grading and ditching will be incorporated into the design to improve surface drainage and mitigate water ponding in the summer. The existing ditch will be maintained for drainage purposes. Use of culverts will be minimized except where required for parking or crossings.
- An area for temporary stockpiling of materials will be provided for operation purposes.
- The use of pre-installed grave boxes is being considered to maximize space, reduce impacts to the tundra, increase the ease of digging graves in the winter, and decrease long term maintenance costs.
- Methods to preserve and restore the tundra will be considered through the construction and operation of the cemetery.
- Development of future phases will seek to maintain necessary snowmobile access to the water/sea ice.

Meagan noted that further research would be required if Council is interested in exploring the grave boxes; a cost benefit analysis would be conducted and the increased capacity would need to be determined. Residents asked during the open house if bus services would be provided for residents who want to visit the cemetery and some believed the site to be an old metal dump site; it was confirmed with the Planning and Development Department that the site was never used as an old metal dump site. She stated that some residents expressed their concern with the proximity of Phase 3 to existing and future homes; this could be reconsidered when the city is ready to move forward with the development of Phase 3 in approximately thirty (30) years.

Councillor Bell noted that he would not normally support the idea of grave boxes but given the potential capacity increase he would be interested in receiving a cost benefit analysis.

Deputy Mayor Wilman expressed her appreciation for comments received by residents at the open house and believed that they supported the design and idea of the new proposed cemetery. She noted that some residents believed that the site was an old metal dump site and wondered if Councillor Nattaq had knowledge on the site as he used to reside in Apex.

Councillor Nattaq stated that he moved to Iqaluit in 1962 and lived in Apex for one month; he is not familiar with the site that residents believe it to be an old metal dump site. He visited the site after it was identified as the future cemetery and the terrain seems to be as it should; undisturbed and healthy. He stated that he was unsure if the grave boxes would be suitable for Iqaluit as the permafrost may crack and move the caskets.

Councillor Dobbin asked if there was warranty on the project in case something were to fail and asked if there was a guarantee that the project would not go over budget.

Meagan noted that Council recently approved to award the contract to Lees and Associates for Phase 2 of the cemetery project and requested that an external review of the design be done on the engineering design; this provides an additional review to ensure the design is appropriate and properly designed. The construction of the cemetery will be tendered; the awarded company is required to construct the cemetery according to the specifications. If the specifications are not met, there is warranty on the construction work.

Councillor Bell noted that concerns were raised during the open house regarding the maintenance area and that it should be located further than where it was currently located; he expressed his concern with the location being moved and believed that it should remain where it is on the concept design. It suggested that other maintenance areas be included in the Phase 2 and Phase 3 of the

cemetery to avoid staff having to move back and forth from the maintenance area to the actual grave site. He was very pleased with comments received from the public and the elders and requested that those ideas be implemented as much as possible in the design of the cemetery.

Councillor Morrissey asked if grave boxes had been used in similar areas as Iqaluit and if they were successful.

Mr. Lees advised that grave boxes are used across the country and are very successful as they provide an increased capacity in the cemetery and reduce operation and maintenance cost.

Chairperson Akumalik asked if there were discussions relating to the vegetation in the area during the open house; many residents go berry picking in the area. He asked if the nearby home owners nearby had been consulted, if the cemetery by-law amendment would be worked on while the consultants are in Iqaluit and if this was a “Cadillac” cemetery.

Meagan stated that berry picking was not discussed as an issue in the survey, during the open house nor during the meeting with elders. Every resident of Apex was invited through a flyer that was distributed to every home in Apex as well as to the applicants of new lots in Apex. They will be working on the by-law amendment as well as the management software approved as part of the contract while the consultants are in Iqaluit. They are also considering reserving plots as mentioned by some residents and would include a section in the by-law for this purpose.

Mr. Lees noted that this will not be a “Cadillac” like cemetery; they do work on other cemeteries that are very different from Iqaluit’s and may be considered “Cadillac” but this one will not be one of them. Their main concern for this cemetery is safe access and that snowmobiles or all-terrain vehicles cannot access the site and disturb it; they also want to ensure that the site is recognized as a sacred place of memorial.

Councillor Bell asked how many cemetery projects they have worked on.

Mr. Lees stated that he has been working on municipal cemeteries for twenty years and that they have worked on approximately one hundred (100) cemeteries.

Councillor Dobbin asked how much one grave box would cost.

Mr. Lees stated that one installed grave box is approximately one thousand (\$1,000.00) dollars in the south; the cost may be more for Iqaluit. Further research needs to be done to identify the cost of grave boxes as well as installation.

Councillor Stevenson believed that the graves boxes would only be included in Phase 1 of the project and that only a few would be installed to see how they work; if the city is satisfied and wishes to proceed with them, additional boxes could be installed in the remaining plots.

Councillor Bell asked if they were concerned with the grave box being cracked or pushed to the surface by permafrost since it would be installed several years before a casket may be placed in it.

Meagan advised that they had initial discussions with the technical firm who conducted the geotechnical analysis of the site regarding permafrost; their initial opinion was that the site would accommodate grave boxes but further research is required to confirm that they will be suitable.

Councillor Bell expressed his concern with the fact that permafrost moves towards whatever is placed in the ground, even if the permafrost is not visible; permafrost moves towards objects placed in the ground even if it is well below the object.

Councillor Akumalik asked if residents requested that religions be separated in the cemetery.

Mr. Lees noted that elders discussed this during their meeting earlier in the day and it was explained that this used to be the practice in the past but due to the increase in different religions across the country, cemeteries are no longer designed this way. It is difficult to estimate how many plots for each religion would be needed.

b) Verbal Update – Iqaluit Waste Management Project  
Meagan Leach, Director, Engineering and Sustainability

Meagan noted that the Engineering Department completed the third newsletter on the Iqaluit Waste Management Project and it will be distributed in all mail boxes so that the community is aware of what has been done to date, what options are being recommended and that the third and final open house that will be held on July 17, 2013. The results of the open house will be shared with the committee and discussed further; required adjustments will be made and the matter will then be brought to Council for approval.

She stated that the newsletter identifies their goals and what criteria were used during the evaluation of the recommended site and program. The recommended site is the Northwest site, adjacent to future granular sources and would include a

compost program (curb-side pick-up), bulky recycling (scrap metal, appliances, et cetera) and hazardous waste management.

The Northwest site has been identified as the preferred location for the city's new solid waste management facility based on the analysis of size and regulatory requirements, site suitability, access road feasibility and public support. The North 40, West 40 and Trail sites were screened out for not meeting the airport zoning regulations. A site visit was completed to visually inspect the remaining sites and their access routes; East and Tarr sites were screened out due to site suitability and access route issues.

Meagan advised that the newsletter also provides program descriptions for the different program options being considered; the major components of the recommended program are described on page 5 of the newsletter.

Following Council's approval of the Iqaluit Waste Management Project, the city's next steps will be:

- regulatory approval process through the Nunavut Water Board
- detailed site investigations to obtain geotechnical and topographic information for site design
- design and tendering of site and access road
- municipal staff training in preparation of new programs
- construction and commissioning of the new solid waste management facility
- phasing in of new programs
- public education campaign to encourage participation in new programs
- closure and decommissioning of West 40 Landfill

Councillor Morrissey asked if installing additional garbage receptacles throughout the community would be included as part of the project in reducing waste on the streets and asked when they would anticipate phasing in the education program.

Meagan advised that reducing the amount of waste produced and litter on the streets is a goal for the new solid waste management facility; additional garbage receptacles to be installed throughout the community could be discussed as a separate project. The education program would be most likely be implemented once the new facility is developed and programs are phased in.

Councillor Bell stated that he will not support the project unless it includes incineration; he expressed his support for the project in principle and stated that he was happy to hear that the city is moving forward on this project quickly.

Deputy Mayor Wilman asked if discussions have taken place with the Public Works Department regarding the project.

Meagan advised that meetings are held on a regular basis with the Public Works Department to share the information received so far and what the recommendations to Council will be.

Councillor Nattaq noted that a lot of development takes place in the community and the city needs to ensure that it remains clean; the larger apartment buildings are often messy with a lot of garbage on the property. He suggested that a meeting be held with apartment building owners and ask that they keep their properties clean or install bigger garbage boxes to accommodate the needs of residents.

c) Verbal Update on Trail Area Deposit  
Meagan Leach, Director, Engineering and Sustainability

Meagan noted that the current trail area deposit site was developed a few years ago and was to be a temporary ten year supply site until the city was ready to move forward to the new Northwest trail area deposit location; ice was found on the site and other items in terms of meeting health and safety requirements that have restricted the use of the site. Use of the site is very limited at this time and a decision needs to be made as to how the city will manage the site until the new granular supply site is ready. The preliminary road design to the new site was completed a few years ago and a request for proposal for the development of the road will be released in the near future.

She stated that the city's current goal is to meet the community's need for material and how the site will be managed for the remaining contractors who use the site. Discussions took place between the contractors and the Engineering Department to identify options available to them for use of the site; the contractors understood and preferred that management of the site remain as is. Two of the four contractors have used their area and will soon need an additional area to extract material; the area used by the Public Works Department for sand is almost completely extracted as well but other types of granular material are available.

Meagan advised that one option to address the issue of limited granular materials would be to lease an area to contractors but control the volume of material extracted; this would allow the city to ensure that only the required volume is removed from the areas and remaining material be kept for other contractors or for city's needs. Another option is to tender material needs during the next two years, ensuring that the city's needs are met, and have a competitive price to bid on; if there is a successful tender then the lot could be divided into five separate sections and provide areas for contractors to extract material as needed.

Councillor Bell asked if the contractors over extracted in the two lots that are no longer useable.

Meagan noted that the lots were not all equal in size when they were divided and given to specific contractors; ice was found in the site and reduced the amount of material available and some contractors have different needs. She did not believe that there was over extraction from the sites, simply that the material available had been used.

Councillor Bell asked if the consultants who identified this trail area deposit site are also the ones who identified the new site; if so, why would the city trust their recommendations after their experience with this site?

Meagan advised that the study that identified these sites was conducted by the Indian Northern Affairs Canada and not the city; the purpose of the study was to identify the long term source. Both sites were then identified; one was an interim source providing ten years of granular material and the other was to be the long term source providing approximately one hundred (100) years of material. She stated that further research will be conducted on the future site to ensure it is suitable and is indeed the best available location for the future trail area deposit.

**6. IN CAMERA SESSION**

None

**7. ADJOURNMENT**

**Motion #EPW13-13**

Moved by: Councillor Stevenson

Seconded by: Councillor Bell

That the meeting be adjourned at 8:50pm.

**Unanimously Carried**

---

Councillor Akumalik  
Chairperson

---

Meagan Leach  
Director, Engineering and  
Sustainability

Approved by City Council on this **23<sup>rd</sup>** day of **July**, 2013, A.D.