

**MINUTES
CITY OF IQALUIT
ENGINEERING AND PUBLIC WORKS
COMMITTEE OF THE WHOLE MEETING #06
December 2, 2013 AT 6:00 PM
CITY COUNCIL CHAMBERS**

PRESENT FROM COUNCIL

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

ABSENT

PRESENT FROM ADMINISTRATION

John Hussey, Chief Administrative Officer
Valerie Collin, A/City Clerk
Meagan Leach, Director, Engineering and Sustainability
Robyn Campbell, Sustainability Coordinator
Jeanie Eeseemailee, Senior Interpreter/Translator

ADOPTION OF AGENDA

Motion #EPW13-21

Moved by: Mayor Graham
Seconded by: Councillor Stevenson

That the agenda be adopted as amended.

Add Item 5 (c) – Verbal Update – Sustainability Plan

That item 5 (c) become 5 (a), that item 5 (a) become 5 (b) and that item 5 (b) become 5 (c).

Unanimously Carried

1. **MINUTES**

None

2. **DECLARATION OF INTEREST**

None

3. **DELEGATIONS**

None

4. **DEFERRED BUSINESS AND TABLED ITEMS**

None

5. **NEW BUSINESS**

- a) Verbal Update – Sustainability Plan
Robyn Campbell, Sustainability Coordinator

Administration noted that the final Sustainability Plan has been distributed for the committee's final review and consideration; municipal actions have been added to the document as well as one hundred and three (103) community actions. Two sections of the action plan have been updated, specifically the sections that include Personal Well-Being, Achieve our Economic Potential, Sustainability Coordinator Actions. The department would like to meet with the committee once again to prioritize the Sustainability Coordinator's Actions for 2014 and the final plan will be presented to Council for final approval in early 2014.

Chairperson Akumalik thanked Robyn Campbell, Sustainability Coordinator, for all her hard work and dedication towards the creation of the Sustainability Plan.

Councillor Papatsie expressed his support for the Sustainability Plan and thanked Ms. Campbell for her hard work.

- b) Discussion Item – Draft Solid Waste Management Plan
Meagan Leach, Director, Engineering and Sustainability

Administration noted that the Draft Solid Waste Management Plan is being presented for further review. Some changes have been made to the proposed plan and will be reviewed in detail for the committee. The selected site is the North West Site located adjacent to the future granular supply site and the proposed program was presented to the community during the summer of 2013. Based on feedback received from Council, the community and various

stakeholders, additional recommendations have been included in the plan to ensure that the concerns and the needs of the community are addressed.

The following changes have been made to the Executive Summary:

The resident and stakeholder feedback has been vital to the development of this plan. In order to address feedback received on the recommended site and program, which was presented in the final project newsletter, this plan makes several additional recommendations, including:

- 1. Allocate adequate resources and training to ensure that the new facility follows best management practices and protects the surrounding land and water;*
- 2. Ensure that operating and maintenance procedures have specific measures to minimize blowing waste at the site, and to ensure that litter does not accumulate outside of the site boundary (e.g. cover material procedures, wind screens at active disposal area, regularly scheduled off-site litter cleanups);*
- 3. Ensure that the operation and maintenance manual includes cover material guidelines to ensure that the material used meets the requirements of the site;*
- 4. Require that the Design Brief investigate the option of baling and stacking the municipal waste in the landfill, and make a recommendation on whether this approach should be used at the new site;*
- 5. Increase the Department of Public Works staffing and budget as required to properly maintain the access road to the new solid waste management site;*
- 6. Ensure that measures are put in place to prevent the accumulation of litter along the access road (e.g. require that garbage being transported to the site is properly secured, regular clean-up of any litter that does occur);*
- 7. Review and analyze the different components of the solid waste management program to identify which should be located closer to town (to reduce transportation costs and increase accessibility for the public);*
- 8. Identify suitable sites for program components that can be relocated closer to town with a focus on using previously impacted sites (e.g. North 40, West 40); and,*
- 9. Conduct a snow and wind study at the site and along the access route to ensure that the design and operating procedures adequately address snow drifting and other wind related impacts.*

Administration noted that a strong interest for incineration was expressed by Council as well as residents of the community during the consultations; the following was added to the Executive Summary:

Although the options analysis process showed that incineration is not cost effective at this time, there remains a strong interest in this disposal technology

from City Council, residents and stakeholders due to its potential to significantly increase the lifespan of the solid waste management site. City Council is interested in pursuing incineration after this current solid waste management program is implemented. As a result, it is recommended that, in five years, the City:

- 1. Investigate and pursue external funding opportunities that could help finance an incinerator for the community (Green Municipal Fund, etc.), and*
- 2. Hire a qualified engineering firm to complete a detailed analysis of the options and develop a detailed plan for implementing incineration (or other thermal waste technology) in Iqaluit. This will include a Request for Expression of Interest process to collect relevant technical and costing information from suppliers.*

The implementation of this new Solid Waste Management Plan will be a significant undertaking for the City and will require the coordination and cooperation of multiple departments over multiple years. Due to the high staff turnover rates typical of the North, the volume of capital projects anticipated during its implementation period, and the urgent need for a new solid waste management facility, it is recommended that a project management firm be hired to coordinate the implementation of this plan.

Administration advised that changes were made to the cost implications; the department has reviewed costs once again to ensure that the required costs for the project and increases to sanitation fees are as accurately reflected as much as possible.

Mayor Graham noted that page 27 of 41 lists questions that resulted from Open House No. 2 and asked if these questions were answered; if so, where can the answers be found in plan?

Administration noted that concerns raised by the community were summarized in the plan and answered as much as possible in the recommendations included in the plan.

Councillor Bell believed that it was acceptable to say that additional staff would need to be hired once the new programs are implemented but that the city struggled to maintain their current roads and current needs. He asked if the city was planning to hire additional staff to maintain the new road and new facility alone even though they are currently struggling with current needs.

Administration explained that as the city continues to grow and expand, the City of Iqaluit must adjust its staffing levels to address current needs.

Councillor Bell asked how much the increase in staff members would cost tax payers.

Administration noted that the additional cost estimates have been provided in the plan and will be reviewed for the committee shortly.

Deputy Mayor Wilman asked if the Public Works Department was involved in the process of creating the Solid Waste Management Plan and if other departments were involved as well.

Administration advised that the draft Solid Waste Management Plan was shared and discussed with all manager and directors and the Director of Public Works and staff were specifically included in the process.

Councillor Dobbin asked if a geotechnical study was conducted on the future granular supply source to ensure that it is suitable and will provide the required amount of granular source required for the next few years.

Administration confirmed that a geotechnical study was conducted on the site and further studies will be conducted as the road is developed to the new site. Prior to the site being developed, additional geotechnical studies will be conducted.

Councillor Dobbin believed that the new site would simply become a new landfill and would not be any better than the current landfill other than its location. The new site will be very costly to the city and its residents as well as the new programs to be implemented and the development of the new road. He believed that incineration needed to be considered immediately and not a few years into the future.

Administration explained that even if incineration is implemented in the plan as of today, a new landfill site is required. There are many other things required as part of the new site such as diversion programs and recycling programs. Incineration was carefully considered as Option No. 3 and it was recommended that the diversion and recycling programs be implemented first.

Councillor Dobbin believed that the diversion site should be located closer to town and should provide a higher diversion rate than the current one being presented.

Councillor Bell noted that the city would not have the funds to purchase an incinerator in five years and that now was the time to invest if the city chose to; the city is currently working on the new swimming pool and other very expensive projects. He expressed his support for the proposed plan but stated that he could not support the plan without incineration included as part of the plan immediately.

Mayor Graham expressed his support for incineration and noted that staff members travelled to Nuuk, Greenland to see an incineration system that could

be considered for Iqaluit; staff did not receive all the answers they were seeking and the system itself was not operational. There was another system of interest in Montreal, QC that he and the Chief Administrative Officer were to go see but decided to wait and receive further information on the system first; this system is new and has not been on the market for a long time but it is said to be the best system to address waste management issues.

Councillor Nattaq believed that the plan had been reviewed several times by Council and a lot of time and hard work had been dedicated by staff to prepare the plan. He agreed that operational costs would increase since new programs will be implemented and additional staff will be required; he suggested that staff explore all funding options to assist with the increase in operational costs. This project is a priority for the city at the moment and it needs to move forward as soon as possible.

Councillor Bell asked if the department had obtained evidence that composting would be successful in Iqaluit; some Government of Canada reports indicate that cold snaps do not allow for composting to be successful in the north.

Administration confirmed that evidence was obtained and that composting would be successful in Iqaluit; the Bill McKenzie Society has operated a successful program for a number of years. The city also conducted a pilot program for sewage sludge composting which proved it to be a successful method. The city has communicated with other northern cities that are doing composting who have also indicated that it is successful; the city is aware that the compost material will freeze for a portion of the year which will slow the process down but is viable for the region.

Councillor Bell believed that the pilot project for the sewage sludge composting was very small compared to the proposed composting program.

Administration explained that Section 5 of the Draft Solid Waste Management Plan identifies major project activities that will need to occur over the next five years, their deadlines and responsible departments. Table 6, found on page 33 of 43, provides estimated costs for major capital components, not including operating costs. Table 7 provides the estimated operation and maintenance cost increases associated with the new Solid Waste Management Program and site; changes have been made to the total operation and maintenance costs associated with the implementation of the new solid waste management program at the new site as well as the total additional costs associated with additional distance travelled to the new site.

Depending on the amount of excess revenues available when the program is implemented, user fees (both garbage collection and tipping fees) will need to increase by up to thirty (30) percent to cover the additional costs. Table 8 shows

the impact of a range of potential cost increases on residential and commercial sanitation fees.

The city will need to plan for these new revenue requirements and will need to decide if it will spread the required cost increases over time or apply them all at once. A possible scenario would be to apply a five percent increase in sanitation fees in 2014 and an additional five percent increase in 2015. Cumulative, this would result in having an additional ten (10) percent in sanitation fund revenues when the new facility opens. Additional revenues generated prior to the opening of the new facility could be put in a reserve in order to act as a buffer if more increases are required when the facility opens; this could be used to cover the shortfall from the reserve and increase rates the following year.

Councillor Bell believed that Table 8 provided scenarios based on the assumption that the city would have a surplus in revenues.

Administration confirmed that the scenarios are based on the assumption that the city would have a surplus in sanitation revenues; the audited financial statements indicated a significant surplus in revenues for 2012 and believed that it would be the same for 2013.

Councillor Bell believed that the fees should increase no matter what and ignore the fact that there may be a surplus in revenues.

Councillor Dobbin asked if electrical services would be required at the new site.

Administration confirmed that electrical services would be required as well as water and sewer services.

Councillor Dobbin believed that each vehicle would be required to make approximately forty (40) trips to the new site on a daily basis and asked if new vehicles would be purchased.

Administration advised that additional allocations have been made to include the additional trips to the landfill site; this has been discussed with the Director, Operations Superintendent and Roads Foreman of Public Works. The additional staff, gas and wear and tear costs have been included in the proposed budget.

Mayor Graham did not believe that the number of trips to the landfill would change but that it would take significantly longer to get to the site and back into town.

Councillor Bell believed that a new truck would be required for the composting program and possibly one for the garbage unless all will be collected together and sorted once at the facility.

Administration explained that one garbage collection day would be replaced with the compost collection. Existing vehicles could be used for compost collection; an additional vehicle could be purchased in the future for compost collection if the Public Works Department chooses.

Councillor Bell did not believe that the current garbage pick-up schedule was sufficient for the current demands and that removing a garbage collection day was unreasonable.

Councillor Stevenson believed that many people would like to compost and will be very supportive of the program; it is a very good program and people compost all over the world. The amount of garbage pick-up days would remain the same but would become for another type of garbage; one day will be for composted waste and the other for regular household waste.

Deputy Mayor Wilman noted that a lot of time and effort had been dedicated by staff for the development of the plan and that everyone needed to be open minded about all the new programs that will be implemented. She expressed her concern with current staff and wondered if they were ready for the significant change. Current staff and new staff members will require specific training and residents will need to be educated on the programs to be implemented. She noted that the newsletters provide goals and objectives and should be sufficient to provide an idea of what will be implemented as part of the new Solid Waste Management Plan so that individuals can slowly prepare.

Administration agreed with Deputy Mayor Wilman and believed that the training and support for Public Works staff will be a lot of work, especially with the fact that they are already very busy on a daily basis. The idea of phasing the project and new programs have been discussed and taken into great consideration; sections of the community will be dealt with one at a time. Training of staff members was discussed with the Human Resources and Public Works Departments and it was suggested that the city bring the respected company, who will be designing the new facility, to Iqaluit to train and assist the city with the public's education. The company will also provide support for the first two years the system is operational.

Councillor Stevenson believed that composting was not a new idea, but to not compost would be a bad idea. Composting has been ongoing for twenty to twenty five years and not composting is wrong. He believed that the area proposed by Councillor Dobbin to have the diversion site near the airport was not possible due to restrictions that apply for facilities to be located near an airport; further information would be required to clarify the reason why the facility could not be located near the airport.

Councillor Dobbin suggested that further information be obtained on this matter as it would address the need for sorting at the landfill site.

Mayor Graham believed that Transport Canada regulations indicated that solid waste facilities could not be located near an airport due to birds that may be attracted by waste; if the facility was nearby and activities took place inside, rather than outside, it may be possible.

Administration noted that the plan indicates that an alternate site analysis to identify sites that could accommodate components closer to town as well as sites that could be suitable for an incinerator have been included in the plan.

Councillor Stevenson noted that Council expressed a concern with the fact that the new site would cost a significant amount of money and that the city would not have sufficient funds for the purchase of an incinerator in the near future; he asked if there would be available funding for the purchase of the incinerator if Council chose to implement this immediately.

Administration noted that several large Capital Projects will be completed in five years and Council will then need to decide what projects will be completed in the next Five Year Capital Plan. The fact that a new site must be developed for solid waste and that Council is very supportive for incineration, this would be a very significant cost to the city and Council would need to decide what they want to do. Funding opportunities may arise and staff should consider these moving forward.

Councillor Papatsie expressed his support for the new site as well as the new programs to be implemented and believed that the city needed to make every effort possible to save on costs.

Administration noted that a significant amount of support was received from residents on incineration as well as the proposed programs during the consultation process. The department also took the concerns of Council and made changes to the plan accordingly; the plan will be brought to Council for final approval during the December 10, 2013 Council meeting.

Councillor Dobbin believed that the plan indicates that shredded wood and composted waste is to be used to cover waste at the landfill site and asked if this would be successful as it is very light and it is very windy in Iqaluit.

Administration explained that this concern was expressed during the public consultation; it was identified by the consultants that specific requirements would need to be met for the cover material to ensure that it is working as it should. Many residents were not in support of using composted material as cover material for the landfill site.

c) Discussion Item – Capital Plan
Meagan Leach, Director, Engineering and Sustainability

Administration stated that the new Five Year Capital Plan is being drafted with projects that are to be completed, in order of priority, based on each department's need. The funding for these projects is for major infrastructure projects only and nothing related to lands or the Pikutivuut Project.

Once the list of projects is reviewed with Council, it will be included in the new 5 Year Capital Plan. Funding will be very limited and all projects will not be completed as part of this capital plan. The projects have been separated by category such as water and sewer, sanitation, quarry, paving and general operations. The list of projects currently includes:

1. Relocation of Sewer Line under Boarding Home
2. Lake Geraldine Site Improvements
3. Water Booster Station No. 2 Reheat Installation
4. Hospital Reheat Station Upgrade
5. Building 222 Reheat Station Upgrade
6. Supplementary Water Supply
7. Waste Water Treatment Plant Phase 2
8. Water Treatment Plant Repair Program
9. Uivvaq Loop Utilidor Completion
10. Water and Sewer Upgrade Program
11. Landfill Run-off Treatment Project
12. West 40 Landfill Decommissioning and Closure
13. New Solid Waste Management Facilities
14. Development of Northwest Deposit
15. Decommissioning of Trail Area Deposit
16. New Asphalt Roads Rehabilitation
17. Rehabilitation of Old Paved and Chip seal Roads
18. Drainage Improvements
19. Dog Pound Improvement Project
20. Gravel Road Rehabilitation
21. Recreation Warehouse Building Upgrades
22. Elder's Centre Building Upgrades
23. Air Base Garage Phase 1 & 2 Environmental Assessment
24. Bypass Road Project
25. Upgrades to City Garage
26. Measure Capacity of Sewage Lagoon
27. New Paving Program

Councillor Stevenson expressed his support for the drainage master plan prior to investing a significant amount of money towards road upgrades and believed that the city should also have a culvert and ditches maintenance and upgrade

program. He asked if this could be included in the water and sewer projects and qualify for Gas Tax Funding.

Administration stated that the criteria could be reviewed again to see if these could be included with the water and sewer projects and noted that the criteria for use of these funds are very specific. Some funding assistance that the city will be receiving is more flexible and may be able to be used towards the drainage master plan as well as culverts and ditches maintenance and upgrade program.

Mayor Graham asked which projects are based on regulations and are important to complete as soon as possible.

Administration stated that the most important projects from the ones identified are as follows:

1. Supplementary Water Supply
2. Waste Water Treatment Plant Phase 2
3. Landfill Run-off Treatment Project
4. West 40 Landfill Decommissioning and Closure
5. New Solid Waste Management Facilities
6. Development of Northwest Deposit
7. Decommissioning of Trail Area Deposit
8. Dog Pound Improvement Project

These are projects that must be completed as soon as possible due to regulatory regulations.

Mayor Graham believed that Council also needed to consider the fact that the Government of Nunavut will be completing a significant amount of paving as part of the new Iqaluit International Airport Project and that the city could find significant savings by also completing paving projects during this time.

Deputy Mayor Wilman asked for clarification on the Elder's Centre Building Upgrades project.

Administration explained that this project was identified by the Recreation Department and believed that a sky light and drywalls issues needed to be completed as well as painting and other small repairs.

Councillor Bell believed that the city's waste water treatment plant was in very poor condition and that city may be at risk of being fined for non-compliance; he asked for clarification.

Administration advised that the city has been issued a direction by the regulator to address a number of issues as soon as possible; one of the directions is to have the waste water treatment centre upgraded by 2018. This will be a very

expensive project and the city has applied for funding with the Government of Nunavut to complete this project.

Councillor Bell asked how much the fine would be if the city was not in compliance by 2018 and if this was also the situation for the landfill.

Administration believed that the direction was for the waste water treatment plant specifically but that all items listed in relation to the water license also needed to be completed; the Solid Waste Management Plan is also on the list of those to be completed and submitted as soon as possible. No specific deadline was provided by the regulator other than the upgrade to the waste water treatment plant needed to be upgraded and in compliance by 2018. The decommissioning of the landfill site is also to be addressed as soon as possible.

Councillor Bell believed that the city could receive a fine of one hundred and forty thousand (\$140,000.00) dollars per month if they are non-compliant.

Councillor Dobbin asked for clarification as to how a landfill is decommissioned.

Administration noted that the decommissioning plan is still under development and this matter can be discussed in greater detail at a later date; the process includes removing what can be removed from the landfill site and shipped south, capping the site, ensuring that slopes are secure, ensuring water runs off the site, and not through the site, et cetera.

6. IN CAMERA SESSION

None

7. ADJOURNMENT

Motion #EPW13-22

Moved by: Councillor Stevenson

Seconded by: Councillor Bell

That the meeting be adjourned at 8:10pm.

Unanimously Carried

Councillor Akumalik
Chairperson

John Hussey
Chief Administrative Officer

Approved by City Council on this **27th** day of **May**, 2014, A.D.