

**CITY OF IQALUIT**  
**PLANNING & DEVELOPMENT COMMITTEE OF THE WHOLE MEETING #11**  
**December 18, 2013 at 6:00 PM**  
**CITY COUNCIL CHAMBERS**

**PRESENT FROM COUNCIL**

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

**ABSENT**

Councillor Mark Morrissey

**PRESENT FROM ADMINISTRATION**

John Hussey, Chief Administrative Officer  
Tracy Cooke, City Clerk  
Melodie Simard, Planning and Development  
Jeanie Eeseemailee, Senior Interpreter/Translator

**ADOPTION OF AGENDA**

**Motion PD13-33**

Moved by: Mayor Graham  
Seconded by: Councillor Stevenson

That the agenda be adopted as presented.

**Unanimously Carried**

**1. MINUTES**

None

**2. DECLARATION OF INTEREST**

None

### **3. DELEGATIONS**

#### **a) Nunavut Housing Corporation**

Mr. Dan O'Neil with Stantec Architects in Iqaluit thanked the committee for giving him the opportunity to present and noted that they are currently working in partnership with Sanaqatiit Construction on the design for the two stacked row dwellings to be developed in the Lake Subdivision. He believed that there may have been some confusion to changes made to the proposal during the presentation of the development permit to Council on December 10<sup>th</sup> by Planning and Development staff and would like to discuss the matter with the committee.

One of the changes made to the original development permit proposal is that the required parking is now being provided, whereas, the original proposal indicated a shortage of eighteen (18) parking spaces; no variance will now be required for parking.

Chairperson Bell noted that the request for decision presented during the Council meeting of December 10<sup>th</sup> indicated that twenty (20) parking spaces would be provided and that the additional parking spaces would be provided in a second phased parking development at the request of the city and if required. He suggested that the proposal be amended to indicate that all required parking spaces will be provided during the development of the dwellings.

Mr. O'Neil agreed with Chairperson Bell and noted that this should have been changed as their new proposal indicates that all thirty eight (38) required parking spaces will be provided. He noted that the lots include a severe slope between the front of the buildings and Imiqtarviminiq Street. Pedestrian access will be provided through suspended walkways linking the front of the buildings to Imiqtarviminiq Street; the walkways will be located partially within the road right-of-way. An Encroachment Agreement with the city is required to permit the suspended walkways, in addition to the passenger drop-off and retaining wall to be provided in the road right-of-way. A pathway will be provided at the rear of the site, connecting the lot to the existing walking trail around the lake.

He noted that four variances to Zoning By-law No. 704 would be required for the proposal but are considered minor in detail.

Councillor Stevenson asked how high the bridge would be from the ground and asked if the building would be developed on piles so that the wind can flow through the underneath of the building.

Mr. O'Neil believed that the bridge would be three metres from the ground and confirmed that the building would be developed on piles.

Councillor Akumalik asked what the bridge would be constructed of, how long it will be and where the garbage boxes would be located.

Mr. O'Neil believed that the bridge would comprise wood railings and standard metal tread to allow the wind and snow to blow through, it will measure approximately two metres and the garbage boxes will be located at the back of the building as recommended by the Public Works Department.

Councillor Akumalik believed that some existing bridges were very dangerous and slippery and hoped that these bridges would be safe and non-slippery.

Deputy Mayor Wilman asked for clarification on the green area indicated on the map.

Mr. O'Neil advised that the green area on the map is the natural existing green area and this remains as is; people often use this when walking as a shortcut to homes located on the other side of the road.

Deputy Mayor Wilman asked for clarification on the storage areas for residents of the building.

Mr. O'Neil noted that they have provided the required number of storage sheds; one storage unit will be provided for each unit in the building.

Councillor Dobbin expressed his support for the development proposal and believed that it was being proposed in a beautiful location and would help address the housing shortage that Iqaluit is facing.

Councillor Akumalik asked if boulders would be installed on the property.

Mr. O'Neil believed that boulders will be installed where and as needed near severe slopes.

Councillor Akumalik asked if the encroachment agreement had been discussed with the applicant and if so, what the results were.

Administration noted that the encroachment agreement has not been drafted as the Planning and Development Department wanted to discuss the development proposal further with the committee prior to moving forward; the agreement is part of the development permit and its conditions and will be drafted once the development permit has been approved by Council.

Councillor Dobbin noted that there is a bed and breakfast and several other residential units located near the proposed development and asked if public notice was distributed to all adjacent leaseholders.

Administration confirmed that a notice was distributed to all leaseholders within thirty (30) metres of the proposed development area and the department did not receive any negative feedback.

#### **4. DEFERRED BUSINESS AND TABLED ITEMS**

- a) Request for Decision – NHC Lots 1-3, Block 231, Plan 3591 (Lake Subdivision)  
Melodie Simard, Planning and Development

Administration noted that the matter was presented to Council during the Council meeting of December 10, 2013 but was deferred to the Planning and Development Committee of the Whole for further discussion. Further discussions have taken place earlier in the evening to clarify issues and confusions that the committee had. New site plans were received by the Planning and Development Department earlier in the day and minor changes were made to the development proposal.

The original request for decision presented to Council on December 10, 2013 indicated that a total of twenty (20) parking spaces would be provided and that a second phased parking area will be constructed along the south lot line at the request of the City, if required. The new site plans indicate that a total of thirty eight (38) parking spaces, including two disabled spaces, will be provided and that the second phased parking area would no longer be constructed at a later date as the required number of parking spaces is being provided.

The request for decision also indicated that Site Plan, Drawing A01-01, dated September 16, 2013, as received by the city on November 27, 2013, accompanied the development application; it should be amended to reflect: Site Plan, Drawing A01-01, as received by the city on December 18, 2013.

Administration advised that Condition 8 listed in Attachment 1 is being removed as the applicant is providing all required parking spaces.

#### **Motion PD13-34**

Moved by: Mayor Graham  
Seconded by: Councillor Dobbin

That Council approve Development Permit Application No. 13-047 for Lots 1-3, Block 231, Plan 3591 to permit the construction of a thirty three (33) unit affordable housing development subject to the conditions listed in Attachment 1, and as shown on the plans that accompany the application; that Council also approve the following variances:

- A variance to increase the maximum permitted building height from ten point five (10.5) metres to thirteen point three (13.3) metres, as per Section 10.8 of Zoning By-law No. 704;
- A variance to increase the maximum permitted density from seventy (70) dwelling units per net hectare, as per Section 10.8 of Zoning By-law No. 704;
- A variance to decrease the minimum required distance from a lot line from point five (0.5) metres to zero (0.0) metres, as per Section 4.22 of Zoning By-law No. 704.

**Unanimously Carried**

## **5. NEW BUSINESS**

- a) Request for Decision – Iqaluit International Airport Project Development Permit  
Melodie Simard, Planning and Development

Administration stated that the Arctic Infrastructure Partners consortium, on behalf of the Government of Nunavut, is applying for a development permit to undertake significant improvements to the Iqaluit International Airport on Lot 18 Remainder, Block 1087, Plan 1216. Administration introduced Steven Cole, with Arctic Infrastructure Partners, Noel Best, Project Architect, Celine Matha, Project Manager, Daniel O'Neil, with Stantec Architects, Steve Burden and Farrell McGovern with Exp Services.

The proposed development was discussed in detail during the Planning and Development Committee of the Whole meeting on November 18, 2013. The development proposal includes twenty four (24) Special Conditions of Approval, attached to the request for decision, and was discussed with the applicant.

Administration reviewed the following conditions for the committee:

### ***Gravel Resources***

*1. The Developer agrees to generate all gravel needed for the Project on-site by excavating and crushing rock found on the airport lands so as not to deplete the City's resources.*

Councillor Akumalik asked for clarification on the condition and how they would generate gravel needed for the project.

Administration explained that if gravel is needed for the project, it would need to be procured on the project site itself. The applicant would be required to have proper equipment to acquire all required gravel.

Mr. Steve Burden believed that through discussions with the applicant, they are proposing to quarry rock that is currently on the airport property; the applicant

has identified an area that could be used for blasting to acquire the material needed for the project on their site.

Mr. Noel Best advised that during the contract negotiations with the Government of Nunavut it was identified that three parcels of rock could be used to acquire the material needed for the project. The proposed area to be used is located south of the North 40 site; approximately eight hundred thousand (800,000) cubic metres of aggregate material will be generated from this site.

Chairperson Bell asked if they would be required to obtain a blasting permit since this is a condition of the development permit.

Administration noted that this requirement would fall within the Engineering and Sustainability Department but believed that a blasting permit would be required.

**Solid Waste**

*2. The Developer shall provide written confirmation prior to issuance of the Development Permit that they understand the City will not accept construction waste for this project until a new solid waste facility has been opened and that alternate arrangements to deal with construction waste in the interim have been made.*

*3. The Developer shall submit a solid waste management report to the Director of Engineering at the City prior to commencement of construction. The purpose of the report is to encourage waste diversion and minimize impacts on the future municipal landfill site when opened. The report will detail the types of waste (hazardous vs. non-hazardous) and which materials are to be recycled/re-used or scrapped/wasted and detailed any proposed interim waste storage facilities, treatment and / or processing.*

Mr. Farrell McGovern presented the following conditions for the committee:

**Infrastructure Operation and Maintenance Memorandum of Understanding**

*4. The Developer shall enter into a Memorandum of Understanding with the City regarding the operation and protection of servicing (water, sanitary sewer, drainage) and road infrastructure prior to issuance of the Development Permit.*

*The MOU shall include, but not be limited to:*

- a. the limits of responsibility for the provision and operation of infrastructure required for the Project;*
- b. how the City and Developer/Airport will address and respond to infrastructure design, operational and maintenance issues and failures to any of the systems;*
- c. protocols for intervention and right of access to the infrastructure;*
- d. compensation to the City in the case of required intervention to protect City infrastructure.*

### **General Servicing Conditions**

5. *Prior to the installation of any water and sewer system, drainage system and access road infrastructure associated with the Project, the Developer must submit detailed design drawings for review and approval of the City's Department of Engineering and Sustainability. The design of this infrastructure must follow the "Iqaluit Municipal Design Guidelines" (January 2005).*

### **Infrastructure Improvement Costs**

6. *If improvements to the City's water and sewer, road or drainage infrastructure are required to accommodate the Project, the Developer will be responsible for these improvement costs.*

### **Water Line Decommissioning**

7. *The Developer will provide written confirmation prior to issuance of the Development Permit that the section of the water distribution network between AV3 and AV264 be decommissioned once the connection between AV5 and 264 is established. Any improvements required between AV3 and AV5 will be undertaken to the satisfaction of the City's Department of Engineering and Sustainability to achieve the required flows in the area.*

Councillor Akumalik suggested that the wording be changed for condition 6. to remove "If" and replace it with "Where".

### **Servicing Issues & Opportunities**

8. *Prior to issuance of the Development Permit, the Developer must submit technical information on the potential City-wide water system impacts arising from the proposed development. This information must incorporate changes outlined in condition #7. This technical information must:*

- a. Assess impacts upon water distribution system performance on locations remote from the proposed development, including during fire flow conditions.*
- b. Demonstrate that the development will not have a negative impact on the City's ability to supply water to locations remote from the proposed Air Terminal Building such as Lower Base.*
- c. Provide an opinion regarding the ability to support water demands in the area of the proposed Air Terminal Building during firefighting operations in areas of the City remote from the Federal Building area.*
- d. Confirm that the existing heating and circulation facilities located in the Trigram Building are suitable and adequate to support the proposed water network extension. This includes an evaluation of the estimated heat loss and temperature depression that would arise from the proposed water network extension.*

9. *Prior to issuance of the Development Permit, the Developer must submit technical information to the Department of Engineering and Sustainability for review and approval that confirms the feasibility of the extension of sewer*

*servicing from AV5 to the Air Terminal Building and demonstrating that the proposed sewer servicing for the Air Terminal Building will not interfere with the existing drainage course, or proposed structures within that drainage course.*

Councillor Akumalik noted that conditions 8 through 20 indicate that they must be completed prior to the issuance of the development permit and asked for clarification as he believed that the request at hand was to approve the development permit.

Administration explained that there are many steps to complete prior to the development permit being issued to the applicant; once the development permit is approved by Council, the Planning and Development Department will review the conditions attached and ensure that they are completed prior to issuing the development permit to the applicant. A notice will be issued and placed on the development lot for a period of five (5) days to provide individuals the opportunity to appeal the development; once the fourteen (14) day appeal process is complete, the required conditions must be met prior to the applicant receiving the development permit.

Chairperson Bell suggested that a longer appeal process be provided for the development as the Christmas holidays are fast approaching.

Administration believed that an additional appeal process time could be added for this project and suggested that the last day for the appeal process be January 10, 2014.

*10. Prior to issuance of the Development Permit, the Developer will provide an opinion with supporting calculations and technical rationale regarding the feasibility of the extension of sewer servicing to the Canadian North hanger. If an extension is feasible, the Developer should demonstrate that the sewer design is compatible with a future extension of the sewer servicing to the Canadian North hanger and beyond.*

*11. Prior to the Development Permit being issued, the Developer will provide the following for review and approval by the Department of Engineering and Sustainability:*

- a. detailed calculation of the estimated sewage flow from the proposed facilities.*
- b. an evaluation of the impact of the additional sewage flows arising from the proposed development upon the City sewer network downstream of the development proposal.*

***City Ownership of New Water Line***

*12. Prior to the Development Permit being issued, the Developer must provide written confirmation that, following construction and commissioning, ownership*



*and operation of the portion of the new water distribution network linking AV5 to AV264 will be transferred into the ownership of the City. This will include the provision of any easements required to facilitate City access to these works.*

***Access Vault for Servicing Combined Services Building***

*13. Prior to the Development Permit being issued, the Developer must provide a design rationale that accurately reflects the direction of flow at AV259. The replacement for AV259 (CSB-01) should be constructed and installed in accordance with current City of Iqaluit standards. The replacement of AV259 (CSB-01) will not be initiated until the City has reviewed and approved:*

- a. The detailed design for the new access vault.*
- b. A construction plan which includes:*
  - i. Measures that will minimize impacts on the remainder of the City water distribution systems. These impacts include ongoing water service to existing users and public health and safety risks arising from interruption of the existing system.*
  - ii. Measures to manage sewage that currently flows through AV 259; and,*
  - iii. Actions required to protect the water distribution system from contamination.*

***Drainage System***

*14. Prior to the Development Permit being issued, the Developer will provide the following technical information for review and approval by the Department of Engineering and Sustainability:*

- a. A delineation of the drainage area that will be served by the proposed drainage structures.*
- b. Estimates of the flow rate that must be conveyed by the drainage structures.*
- c. Confirmation that the drainage structures provide sufficient capacity.*
- d. A review of the risks, and responses to those risks, arising from the placement of a structure within the existing drainage course. Specific concerns include the risk of blockage due to snow drifting, freeze or debris.*
- e. An overall drainage scheme designed to manage up to, at least, the 1:100 year return runoff. This will include overland flow paths and other mechanisms to manage flows beyond the capacity of the structure proposed for the water course. This storm water management scheme will ensure the protection of existing building and infrastructure, as well as minimize inconvenience due to unusually large runoff events, or failure of the proposed structure to convey flows.*

*15. Prior to construction, the Developer will provide the City with copies of approvals for the drainage works required by other agencies (e.g. Nunavut Water Board, relevant federal agencies).*

Administration reviewed the following conditions for the committee:

### ***Off-Site Road Improvements***

*16. Prior to the Development Permit being issued, the Developer must complete a Traffic Study to identify the road improvements required from the Air Terminal Building to Four Corners as a result of this development. The City must approve the scope of the study to be undertaken, including the geographical area and the time horizon to be examined.*

*17. The completed Traffic Study will be submitted to the City for review and approval by the Department of Engineering and Sustainability.*

*18. At minimum, the Traffic Study must examine the following:*

- a. Current traffic volumes, and the increased traffic generation arising from the development proposal, for both daily and peak hour traffic.*
- b. General road improvements needed from the Air Terminal Building to Four Corners required to support the estimated traffic volumes following the commissioning of the new airport facilities.*
- c. Localized road improvements arising from the commissioning of the new airport facilities. Examples of such impacts included the need for signage, intersection improvements and traffic signals. As a minimum, these impacts will be evaluated between the proposed Air Terminal Building and the Four Corners.*

Administration noted that during the Planning and Development Committee of the Whole meeting on November 18, 2013, committee recommended that staff discuss with the Government of Nunavut the possibility of partnering for the upgrades that will be required to Federal Road; the following condition speaks to this matter.

*19. Developer contributions to the required road improvements will consider the following costs:*

- a. The cost of general road improvements, including the required upgrade and re-paving of Federal Road and Ungalliqaat Crescent, on a pro-rata basis. This contribution will be calculated based on improvements required to address any additional peak traffic volume generated/arising from the new Air Terminal Building (as identified in the Traffic Study).*
- b. The cost of localized road improvements required by the development will be borne entirely by the proponent. Examples of localized improvements arising from the development proposal include intersection improvements, provision of additional lanes, signage and traffic signals.*

Councillor Akumalik asked how it would be determined that road improvements are localized.

Administration explained that if an additional stop sign was required to make the intersection safer and it was not required prior to the development taking place it would be considered localized; additional signage and other improvements that are specific and as a result of the new development.

Councillor Dobbin expressed his support for the traffic study being a requirement as it will definitely increase traffic and use of Federal Road. He asked if the Planning and Development Department had approach the Qikiqtaaluk Corporation regarding the upgrades to Federal Road as they are one of the main stakeholders for the Inuit owned lands along Federal Road and may be able to contribute to road improvements.

Administration noted that the road upgrades will be completed based on pro-rata basis; the city cannot determine what upgrades will be required until a copy of the traffic study is received. The city has not approached any other organization regarding the upgrades to Federal Road.

Chairperson Bell explained that the Government of Nunavut would only cover costs for upgrades to the road based on the increased traffic that the new airport will generate; they would not be solely responsible for road improvements.

*20. Prior to the Development Permit being issued, the Developer and City must enter into an MOU that details the amount and timing of the funding that the Developer will contribute to the required general and localized road improvements identified in the Traffic Study.*

Administration noted that the following conditions are considered standard conditions but was included in the Special Conditions of Approval.

**Occupancy Permit**

*21. The Developer shall obtain an Occupancy Permit prior to occupancy of the buildings.*

**Lot Development Standards**

*22. The Developer agrees to fence the lot to restrict general access and contain debris during construction.*

**Snow Clearing / Storage**

*23. The Site Plan shall be amended to show the location of snow piling. The Developer/Lessee shall remove piled snow from the site when there is no longer space to pile snow or where snow piling is causing excessive snow-drifting.*

Councillor Akumalik asked if the new terminal building would include a drinking establishment.

Administration stated that the zoning does allow for a drinking establishment in the building.

***Land Exchange***

*24. The owner of the land shall enter into a Memorandum of Understanding (MOU) outlining the exchange of "City Lands" for all or a portion of certain "GN Lands" that are no longer needed for airport use within one year of Development Permit issuance.*

Administration noted that conditions 25 to 34 in Attachment No. 1 are standard conditions of approval for all developments in Iqaluit.

Councillor Akumalik asked if all signage to be installed will be in three official languages.

Mr. Best confirmed that all signage would be in the four official languages.

Councillor Dobbin asked if the repaving of the runway and construction of the new terminal building will interfere with air traffic.

Mr. Best advised that the runway will remain open and some cargo flights will not be able to operate during the thirty (30) day period where the runway will be repaved; the runway will not be fully useable during some period of times but will provide sufficient space for regular flights to land.

Councillor Dobbin asked how this will affect with the delivery of goods in Iqaluit as well as other communities.

Mr. Best advised that they have an agreement with the Government of Nunavut for the operations of flights and unfortunately, some flights will not be able to keep their regular schedule during the repaving of the runway.

Councillor Stevenson asked if construction material will be covered to prevent it from blowing away.

Administration confirmed that it will be a requirement during the construction phase that all material be covered to prevent it from blowing away.

Councillor Nattaq expressed his concern with the current parking lot at the terminal building; the parking area is often full and interferes with access to the runway. He asked if a two-storey parking lot could be developed to avoid parking issues.

Mr. Best advised that the new parking lot will have sufficient parking spaces and an additional area for parking is also being considered for future expansion. The

parking lot will be designed so that it does not create access issues to the runway as the situation currently is.

Councillor Akumalik asked if there would be a communication strategy in place for the new terminal construction and flight interruptions.

Mr. Best confirmed that a communication plan is included in their agreement with the Government of Nunavut to advise those who will be affected during the construction phase of the new terminal building.

Councillor Dobbin asked if the surveying costs for the parcels of lands as well as the environmental assessment will be paid for by the Government of Nunavut.

Mr. Best advised that he cannot speak on behalf of the Government of Nunavut.

Administration noted that this matter is currently being discussed with the Government of Nunavut and will be discussed during a future Planning and Development Committee of the Whole meeting when the survey sketch is ready for approval as well as the memorandum of understanding.

**Motion PD13-35**

Moved by: Mayor Graham  
Seconded by: Councillor Stevenson

That Committee recommend that Council approve Development Permit Application No. 13-048 for Lot 18 Remainder, Block 1087, Plan 1226 to permit the improvement of the Iqaluit International Airport with a new Airport Terminal Building, a Combined Services Building, and associated airport improvements, subject to the conditions in Attachment 1 and as shown on the plans that accompany the application.

**Unanimously Carried**

**6. IN CAMERA SESSION**

None

**7. ADJOURNMENT**

**Motion PD13-36**

Moved by: Councillor Stevenson  
Seconded by: Deputy Mayor Wilman

That the meeting be adjourned at 8:00pm.

**Unanimously Carried**

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Councillor Bell  
Chairperson

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John Hussey  
Chief Administrative Officer

Approved by City Council on the **13<sup>th</sup>** day of **May**, 2014, AD.