

APPENDIX B

PAULATUK HOUSING NEEDS ASSESSMENT

ACRONYMS AND DEFINITIONS

ACRONYMS

BDDO Beaufort-Delta District Office

CMHC Canada Mortgage and Housing Corporation

CNIT Core Need Income Threshold

ECE Education, Culture, and Employment

GNWT Government of the Northwest Territories

HOP Hamlet of Paulatuk

IRC Inuvialuit Regional Corporation

IDC Inuvialuit Development Corporation

ILA Inuvialuit Land Administration

LHO Local Housing Organization

NWTHC Northwest Territories Housing Corporation

PCC Paulatuk Community Corporation

ACRONYMS of NWTHC and CMHC PROGRAMS

CARE: Contributing Assistance for Repairs and Enhancements

CARE Major: Contributing Assistance for Repairs and Enhancements - for Major Repairs/Maintenance

CARE-PM: Contributing Assistance for Repairs and Enhancements through preventative maintenance

CARE Mobility: Contributing Assistance for Repairs and Enhancements for persons with low income and living with disability for home modifications that increase accessibility

ERP: Emergency Repair Program (Housing Programs on behalf of CMHC)

HELP: Homeownership Entry Level Program (Housing Choices)

PATH: Providing Assistance for Territorial Homeownership

RRAP: Residential Rehabilitation Assistance Program

SAFE: Securing Assistance for Emergencies

SAIP: Seniors Aging in Place

DEFINITIONS

Adequacy means having running water, an indoor toilet, bathing and washing facilities, and must not require major repairs.

Affordability means that housing costs, including utilities, rent or mortgage payments, insurance, and taxes are less than 30% (about one third) of the total household income.

Core Need is a measurement tool taken each year by CMHC. It means that a person's income before taxes is not sufficient to access acceptable housing, and that the house they live in is unsuitable (does not meet their needs) or inadequate (requires repairs).

Core Need Income Threshold (CNIT) is a measurement tool that sets an income target that a household must have to be able to afford the costs of owning and operating a home or renting in the private market *without* government assistance (taxes, power, heating, water/sewer, insurance premiums, and maintenance costs).

Couch Surfing means sleeping at other people's house because you have no permanent housing.

Crowding means more people in a space than what is comfortable, healthy, or safe.

Homelessness means an individual or family that lacks a fixed, regular and/or permanent residence in which to stay and where the individual cannot or does not have their own space (definition created with input from both the HOP and PCC)

Market Housing means housing owned and operated outside of any government assistance.

Non-Market Housing means housing operated by or subsidized by the government.

Suitability means having the required number of bedrooms for the characteristics and number of occupants, as set out by the National Occupancy Standard requirements.

HOUSING HISTORY IN PAULATUK BY MAYOR RAYMOND RUBEN

The Mayor of Paulatuk and a long-time resident Raymond Ruben provides important context for housing in Paulatuk in a news article in Tusaayaksat Magazine (Winter 2018). The information below summarizes the article into some main points.

Cape Perry, about 100km away from Paulatuk, was the primary Distant Early Warning (DEW) Line site in the 1950s. Mayor Ruben said, “We didn’t have any houses at the time. When we came to Paulatuk, we’d stay in tents.” The DEW Line site introduced housing to Cape Perry, providing units for people who worked for the government. Mayor Ruben recalls, “I remember my grandfather worked there and those years we’d visit, we’d stay with him in the house.”

The growing presence of the government in Paulatuk coincided with an increased emphasis on housing in the community. The government began to meet with people in the area to talk about housing. Relocation to Tuktoyaktuk was initially discussed as an option for people, as the remote nature of the community was an obstacle in constructing housing. Some people decided to move with the promise of housing. In contrast, Mayor Ruben stated that “there were others, one of them being my dad, who decided this is my home and this is where they’re going to stay.” Those who chose to remain in the community would get their sustenance from the land, being in the migration routes of caribou, fish, geese and other wildlife.

The government would revisit the prospects of building housing in Paulatuk. The government enlisted a family from Inuvik to move to Paulatuk for a year to live with community members and explore the viability of constructing housing in the community. Mayor Ruben said, “They eventually reported that Paulatuk could comfortably sustain a population of about 400 people, so they decided to build here.”

The original houses that were built during the 1970s were known as the “matchbox houses”. These houses were modest; about the size of sea can containers, with no rooms. Despite the simple nature of this housing, Mayor Ruben recognized that they were an improvement compared to tents: “It was a lot better when you only had tents back then. You’ve got windows, you’ve got doors. No running water and that but of course you don’t have any of that on the tents, and you’ve got insulation.”

The stories of Raymond Ruben in the article provide a context for housing in Paulatuk and how events have shaped housing in the community as it is known today.

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1 INTRODUCTION

1.1 Project Overview

The Hamlet of Paulatuk (HOP), the Paulatuk Community Corporation (PCC), and the Northwest Territories Housing Corporation (NWT HC) came together in December 2018 to discuss a partnership to develop a Housing Plan for the community.

The purpose of the Housing Plan is to assess the current housing situation and develop goals and actions to address housing needs and aspirations. The Housing Plan will guide the community leadership in decision-making and future housing investment. All parties signed a Participation Agreement to engage in the project in January 2019. Activities under the agreement include:

- hiring a local person as a “facilitator” to coordinate meetings, speak to local people about housing planning;
- conducting community engagements, documenting and analyzing community information and feedback, developing community housing priorities; and
- drafting the planning tool document.

The Agreement lays out the roles and responsibilities for each partner. The NWT HC requested that each leadership group designate one member as the point of contact on the Community Housing Plan project. This member is the point of contact for the community, the Community leadership, and for the NWT HC.

1.2 Methods

Information for this report was gathered over a 12-month period using a mixed methods approach. Both quantitative and qualitative data collection methods were used to generate a rich and detailed understanding of the housing situation in Paulatuk.

Quantitative research began with a review of the information available through Statistics Canada, the Bureau of Statistics, NWT HC programming information, and reports from the Government of the Northwest Territories (GNWT) and the Inuvialuit Regional Corporation (IRC). Qualitative information was gathered through multiple community engagement sessions over two community visits. The information shared builds the foundation for the Housing Plan moving forward.

2 COMMUNITY CONTEXT

2.1 Location

Paulatuk (or Paulatuug) is the nearest community to the Tukturnogait National Park and the Horton River, and makes up one of six Inuvialuit communities within the Inuvialuit Settlement Region.¹ People have lived on and off in the Paulatuk area for thousands of years with contemporary Inuvialuit inhabitation dating back to the 1920s with the booming fur trade.² The Roman Catholic Church operated at the trading post from 1935 to 1954.³ The Distance Early Warning (DEW) line located at Cape Parry also attracted people to the area.⁴ Today, Paulatuk is a fly-in community that relies on a sea barge and airplanes for supplies.

2.2 Climate

Paulatuk has a typical tundra climate with mild summers and cold long winters. In the winter the sun was continuously below the horizon for 1.5 months.⁵

Climate change is expected to have several impacts on the community. Increased temperatures are expected to lead to permafrost thaw, which can result in damage to infrastructure and housing. Some of the changes that have occurred in the past couple decades include “changes in prevailing wind direction, warmer winters and colder summers, earlier spring ice-break up and later fall freeze-up, open water and thin ice at unexpected times of the year.”⁶ Shoreline erosion has also begun to occur at increasing rates, which is another threat to infrastructure, including housing and available land.^{7 8 9} The community of Paulatuk has identified water

¹ Inuvialuit Regional Corporation, “Paulatuk,” Retrieved July 16, 2019, from <https://www.irc.inuvialuit.com/community/paulatuk>

² Inuvialuit Regional Corporation, *The Economic Life of Inuvialuit Households in Paulatuk*, 2012, Pp 1-31.

³ Inuvialuit Regional Corporation, *The Economic Life of Inuvialuit Households in Paulatuk*

⁴ Inuvialuit Regional Corporation, *The Economic Life of Inuvialuit Households in Paulatuk*

⁵ Cedar Lake Ventures Inc. "WeatherSpark.com." Average Weather at Paulatuk Automated Reporting Station. Accessed July 16, 2019, <https://weatherspark.com/y/145178/Average-Weather-at-Paulatuk-Automated-Reporting-Station-Canada-Year-Round>

⁶ Pearce T, Ford F, Caron A, Prno J, and Smith T, *Climate Change Adaptation Action Plan: Community of Paulatuk, Northwest Territories*, March 2010, Guelph, ON: Arctic North Consulting, p.3, retrieved from <https://www.cakex.org/documents/climate-change-adaptation-action-plan-community-paulatuk-northwest-territories>

⁷ Dillon Consulting, *Hamlet of Paulatuk Background Report – Community Plan*, November 27, 2017, Pp 1-38

⁸ Inuvialuit Regional Corporation. Arctic Cultural Heritage at Risk. Retrieved July 16, 2019, from <https://www.irc.inuvialuit.com/program/arctic-cultural-heritage-risk>

⁹ National Aeronautics and Space Administration (NASA). “Landsat Science”. The Eroding Hamlet of Paulatuk. Retrieved July 16, 2019, from <https://landsat.gsfc.nasa.gov/the-eroding-hamlet-of-paulatuk/>

pooling as a safety issue, there is a need to fill the holes in the land where water pools.

Some projected changes for the future include: an increase in mean air temperature and precipitation, more storm activity and generally more unpredictable weather.¹⁰ Strong winds are also a consideration when constructing infrastructure in the region. In 2018 there was a windstorm which damaged buildings and knocked out power.¹¹

Considering the impacts of climate change is essential when developing housing in the Paulatuk. *The Climate Change Adaptation Action Plan: Community of Paulatuk, Northwest Territories* (2010) outlines measures related to housing infrastructure:¹²

Table 1 Climate Change Adaptation Plan measures relating to housing

Adaptation Action	Climate Change Issue	Desired Outcome
<ul style="list-style-type: none"> • Revise building codes to mandate thicker gravel pads, adjustable pilings and a longer settling period for gravel pads • Monitor permafrost thaw • Learn from what other communities are doing to protect infrastructure • Learn more about the role of skirting in exacerbating permafrost thaw • Determine best---practices for construction and incorporate into building codes 	<p>Concern that permafrost thaw is affecting integrity of buildings</p>	<ul style="list-style-type: none"> • Gravel pads have time to settle, making foundations more stable • Construction practices yield buildings that are resilient to Northern conditions and impact of changing climate
<ul style="list-style-type: none"> • Have undeveloped land assessed for suitability of construction and propose best practices for surface type (e.g. muskeg) • Revise community development plan to account for changing permafrost conditions, 	<p>Changing permafrost conditions are of concern when considering future expansion of community</p>	<p>HOP has necessary information for sustainable zoning and community planning that accounts for changing ground conditions</p>

¹⁰ Dillon Consulting, *Hamlet of Paulatuk Background Report – Community Plan*, November 27, 2017, Pp 1-38

¹¹ CBC News. (2018, January 15). “Buildings damaged in Paulatuk after windstorm knocks out power”. Retrieved July 16, 2019, from <https://www.cbc.ca/news/canada/north/paulatuk-power-inuvik-1.4488115>

¹² Pearce T, Ford F, Caron A, Prno J, and Smith T, *Climate Change Adaptation Action Plan: Community of Paulatuk, Northwest Territories*

higher sea level and increased shoreline erosion		
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Climate change also impacts the economic and cultural activity in the community as subsistence activities are crucial to many who live in Paulatuk. Most households in Paulatuk depend on hunting and harvesting for food.¹³ Getting food from the land is part of the Inuvialuit identity and essential for many due to the high cost of living. About 75% of households consumed country food (half or more of their diet).¹⁴

2.3 Governance

The Hamlet of Paulatuk was incorporated on April 1, 1987, under the Hamlets Act.¹⁵ The HOP Council is led by a Mayor with elections every three years. The HOP Council is responsible for community planning within the municipal boundary. There is approximately 1085 hectares of Inuvialuit land located within the municipal boundary that are not under HOP control. These lands are in areas designated as hinterland and provisions for these parcels fall under the Inuvialuit Final Agreement (IFA).¹⁶

The Inuvialuit Regional Corporation (IRC) was established in 1984 following the Inuvialuit Final Agreement. The IRC is controlled by Inuvialuit beneficiaries through Community Corporations who are made up of elected directors.¹⁷ Each community in the Inuvialuit Settlement Region has a Community Corporation. In Paulatuk, the Paulatuk Community Corporation (PCC) consists of six elected directors and one chair.¹⁸

The HOP recently completed the *Paulatuk Community Plan (2018)*, which outlines the vision for the community “The Hamlet of Paulatuk is a traditional Inuvialuit community where people understand that all parts of the environment are interconnected and must be managed together. Development must be done in a way that considers: the impacts of the natural environment, the changing climate, reduces the total footprint of the community, and supports easy access to the surrounding landscape.”¹⁹

¹³ Inuvialuit Regional Corporation, *The Economic Life of Inuvialuit Households in Paulatuk*

¹⁴ Northwest Territories Bureau of Statistics, “Paulatuk”

¹⁵ Dillon Consulting, *Hamlet of Paulatuk Background Report – Community Plan*, November 27, 2017, Pp 1-38

¹⁶ Dillon Consulting, *Hamlet of Paulatuk Background Report – Community Plan*

¹⁷ Inuvialuit Regional Corporation, “About IRC,” Retrieved July 16, 2019, from <http://irc.inuvialuit.com/about-irc>

¹⁸ Inuvialuit Regional Corporation, “Community Corporations,” Retrieved July 16, 2019, from <http://irc.inuvialuit.com/community-corporations>

¹⁹ Dillon Consulting, *Hamlet of Paulatuk Background Report – Community Plan*, November 27, 2017, Pp 1-38

The plan highlights some assumptions for future housing development:

- the population will remain approximately 300 to 325 people,
- development will occur in small increments based on the sale and removal of NWT HC assets,
- land scarcity will not be a major concern in the development of new housing units.²⁰

Relevant policies:

- Existing vacant surveyed lots will be developed before any other re-development or new development areas;
- The HOP will encourage the redevelopment of derelict properties that are currently surveyed before new development areas are developed. Once the existing areas are re-developed, areas identified on the land use designation map as future growth will be developed;
- All developments should be positioned so that the entrance and exits avoid locations where snow piles or drifts;
- All lot layouts shall consider the location of a housing unit, accessory structures and parking²¹

The Community also developed the Paulatuk Community Wellness Plan (2013), which covers four focus areas: Education and Learning, Capacity Building and Training, Health and Wellness, Language and Culture.²²

2.4 Population and Demographics

In 2017, 312 people lived in Paulatuk with 293 identifying as Aboriginal.²³ Between 2008 and 2018, the average annual growth rate for the total population of Paulatuk was -0.1%.²⁴ Since 2015, the population has declined by 1 person.²⁵ Looking at the trends by cohort, the youth population has a significant growth rate and the elder population has a small growth rate.

²⁰ Dillon Consulting, *Hamlet of Paulatuk Community Plan*, September 2018, Pp 1-18

²¹ Dillon Consulting, *Hamlet of Paulatuk Background Report – Community Plan*

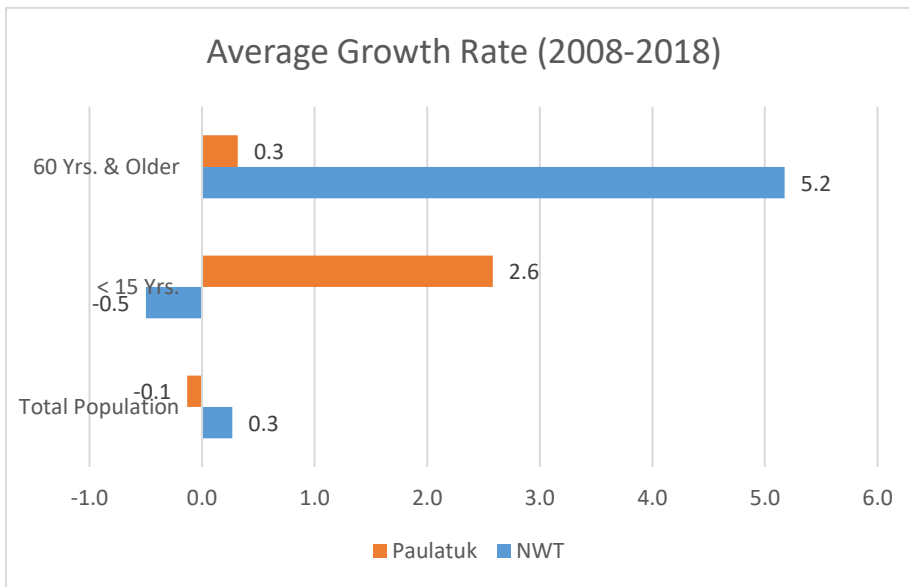
²² Inuvialuit Regional Corporation, *Paulatuk's Community Wellness Plan*, January 2013, Retrieved July 18, 2019 from <https://www.hss.gov.nt.ca/sites/hss/files/paulatuk-community-wellness-plan.pdf>

²³ Northwest Territories Bureau of Statistics, "Paulatuk"

²⁴ Northwest Territories Bureau of Statistics, "Paulatuk"

²⁵ Northwest Territories Bureau of Statistics, "Paulatuk"

Figure 1 Average Growth Rate from 2008 to 2018



(Source: NWT Bureau of Statistics)

According to the *2019 Seniors Planning Study: A Territorial Seniors Housing Assessment* a recent study done on seniors housing across the territory, Paulatuk is expected to have an increase of 28 elders in the next 10 years.²⁶

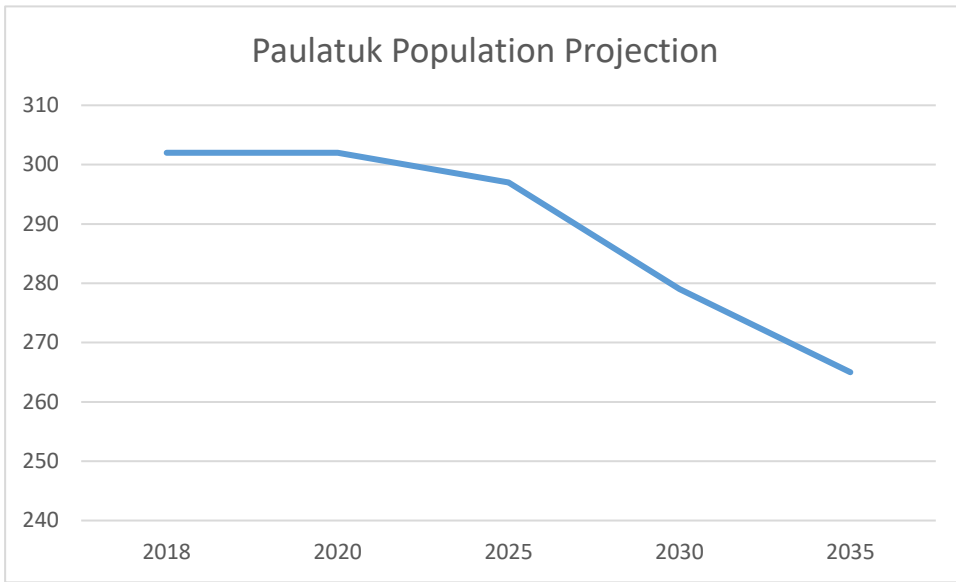
This study developed recommendations to address the need for housing due to the increase in senior population. The recommendations include multigenerational housing, secondary units, and duplex homes, with one to two units per structure to meet the need for elders over the next 10 years. The study also recommends introducing a preventative maintenance program for seniors to help them maintain their homes, a home and yard maintenance program, and non-medical support services.

Looking to the future, the 2019 NWT Bureau of Statistics Community Projection information estimates that the total population of Paulatuk will see a decrease of 37 people by 2035.²⁷ However, community members have suggested that growing families and availability of housing could mitigate this projected decline. Community members who have moved away may move back home if housing becomes available. Further, there is currently significant overcrowding indicating a need for more units, which will be introduced later in the report.

²⁶ Dillon Consulting, *Seniors Planning Study: A Territorial Seniors Housing Assessment*, Northwest Territories Housing Corporation, Tabled Document 355-18(3) Tabled on February 26, 2019, https://www.assembly.gov.nt.ca/sites/default/files/td_355-183.pdf.

²⁷ Northwest Territories Bureau of Statistics, "Population Projections," GNWT, Accessed February 28, 2020 <https://www.statsnwt.ca/population/community-projections/>.

Figure 2 Paulatuk Population Projection



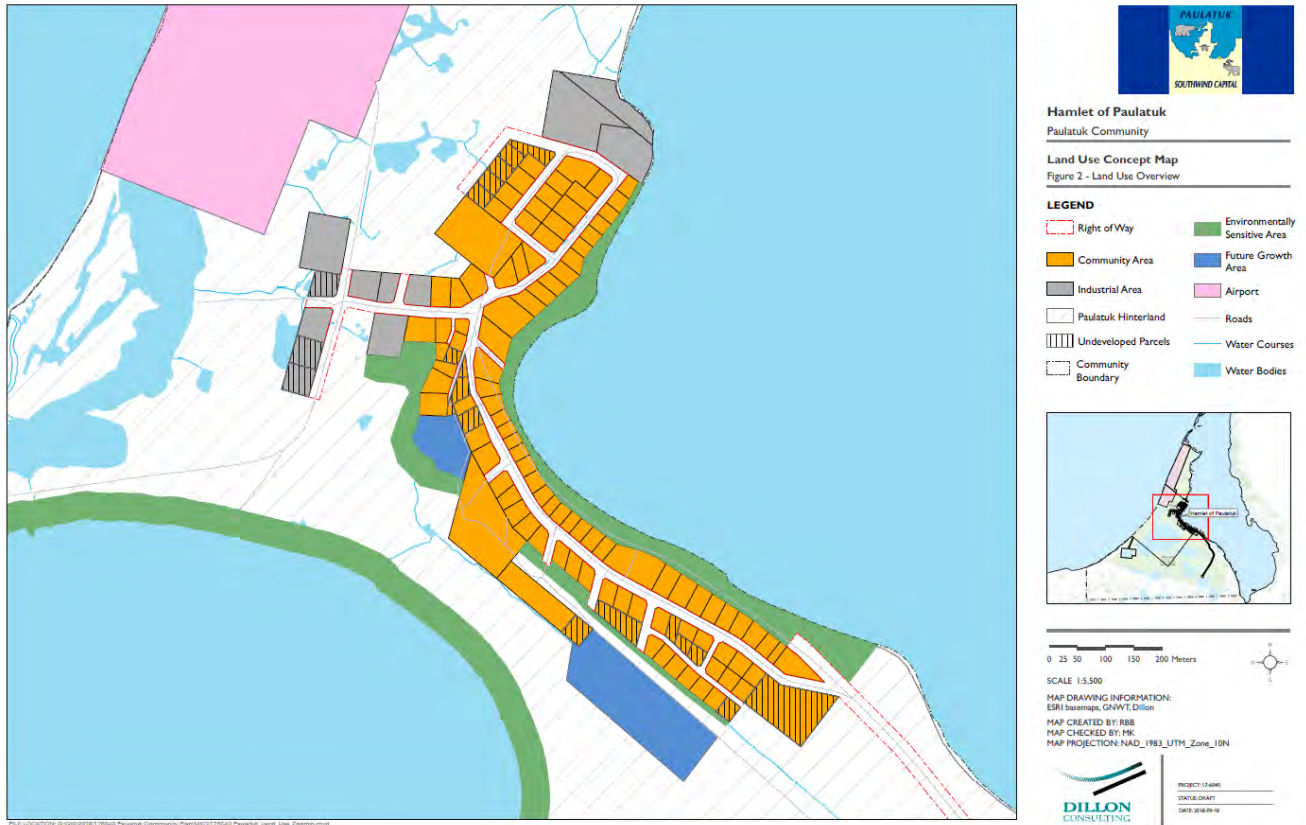
(Source: NWT Bureau of Statistics)

According to the 2018-2019 tax roll, there are 111 lots classified as residential. Out of those lots there approximately 20 that are vacant that could be used as housing. However only three (3) are currently suitable to develop. Other lots have challenges such as swampy, land erosion, uneven ground, too small, not subdivided, no power connection, no road access, or roadways cutting through the lot. Some of the lots identified as unsuitable could be developed if the HOP implements the Community Drainage Plan, prepared in 2017, along with the proper infrastructure.²⁸

The NWT HC plans to develop one (1) of the suitable vacant lots with a homeownership unit. This will leave only two (2) suitable lots. With limited lot availability, the municipality may need to consider creating new residential lots. The area's identified for future growth are shown in dark blue in the map below.

²⁸ Dillon Consulting, *Hamlet of Paulatuk Background Report – Community Plan*

Figure 3 Map of Proposed Land Use in Paulatuk



One area within the municipal boundary to consider development is the old airport strip because the ground is solid. However, this area would require surveying. If additional land is required outside of the municipal boundary, the HOP can discuss land swap options with the Inuvialuit Land Administration (ILA).

In discussions with community leadership, the old airport strip (shown in blue) is the preferred location. The large vacant lot in the south of the community is also available, but some concerns were expressed around crowding and drainage.

3 HOUSING CONTEXT

3.1 Households

The table below provides a comparison of the characteristics of households in Paulatuk with the rest of the Territory.

Table 2 Household Characteristics

All Households ²⁹	Paulatuk	NWT
Average f (2017)	\$72,167	\$134,057
Income less than \$30,000 (2017)	33%	13%
Unemployment Rate (2016)	24%	11%
Income Assistance Beneficiaries (monthly average in 2018)	60 people	-
Renter Households ³⁰		
Households that rent (2016)	70 households	-
Median Monthly shelter [housing] costs (2016)*	\$286	\$1,298
Households in Subsidized housing (2016)	77%	41%
Owner Households ³¹		
Households that own (2016)	20 households	-
Median Monthly shelter [housing] costs (2016)*	\$866	\$1,581
Households with a mortgage (2016)	0%	61%
Average value of dwellings	\$155,318	\$346,427

(Source: NWT Bureau of Statistics and Statistics Canada)

*Shelter [housing] cost refers to the average monthly total of all shelter expenses paid by households that own or rent their dwelling. Shelter costs for **owner households** include, where applicable, mortgage payments, property taxes and condominium fees, along with the costs of electricity, heat, water and other municipal services. For **renter households**, shelter costs include, where applicable, the rent and the costs of electricity, heat, water and other municipal services.

According to the 2016 Census completed by Statistics Canada, Paulatuk has about 85 households.³² Paulatuk has a high rate of renter households with the majority subsidized. About 20% of the population (60 people) are on income assistance in each month.³³ The shelter [housing] costs reported on in the Census seem low to community members. One individual

²⁹ Northwest Territories Bureau of Statistics, "Paulatuk," GNWT, Accessed December 10, 2019, <https://www.statsnwt.ca/community-data/infrastructure/Paulatuk.html>

³⁰ Statistics Canada, "Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory]," Statistics Canada Catalogue no. 98-316-X2016001, Ottawa, Released November 29, 2017, <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>.

³¹ Statistics Canada, "Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory]."

³² Statistics Canada, "Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory]."

³³ Northwest Territories Bureau of Statistics, "Paulatuk," GNWT, Accessed December 10, 2019, <https://www.statsnwt.ca/community-data/infrastructure/Paulatuk.html>

stated that a single fuel bill in winter months can be upwards of \$800. Another challenge is delayed bills in the mail and then paying more than one bill in the same month.

Taking a closer look at shelter costs in the NWT, there is a range from under \$500 to over \$3,000 per month. According to the table below 47% of households in the NWT pay \$1,500 or more per month for housing (including utilities and municipal services).

Table 3 Shelter [Housing] Costs in the NWT

Shelter [Housing] Cost	Total Households	Owner	Renter
Total - Shelter cost	14875	7975	6900
Less than \$500	2770	775	1990
\$500 to \$749	1255	865	395
\$750 to \$999	1365	955	405
\$1,000 to \$1,249	1170	650	520
\$1,250 to \$1,499	1335	560	775
\$1,500 to \$1,999	2705	990	1715
\$2,000 to \$2,499	1930	1160	770
\$2,500 to \$2,999	1235	990	245
\$3,000 or more	1105	1030	80

Building units in Paulatuk is much more expensive than in more southern regions. Construction costs in the north range between \$285 to \$420 per square foot, whereas in Edmonton, the average costs are between \$115 to \$159 per square foot.³⁴

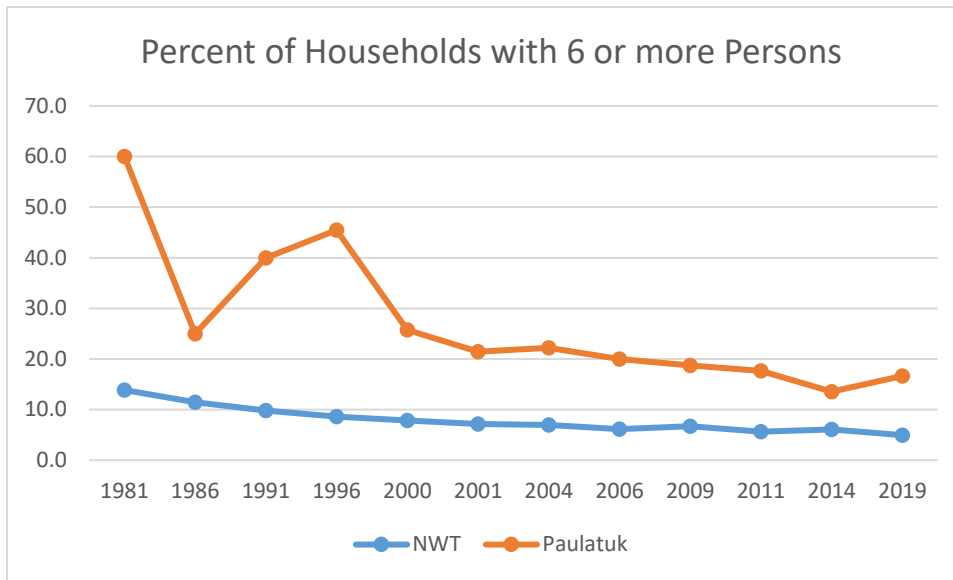
The average household size in Paulatuk was 3.1 people in 2016.³⁵ In 2019, 16.7% of households reported they had six (6) or more persons living there. This is significantly higher than the territorial average of 5%.³⁶

³⁴ NWT HC, "Scope of NWT Housing Needs," GNWT, PDF.

³⁵ Statistics Canada, "Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory]," Statistics Canada Catalogue no. 98-316-X2016001, Ottawa, Released November 29, 2017, <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>.

³⁶ Northwest Territories Bureau of Statistics, "Housing Conditions," GNWT, Accessed December 10, 2019 <https://www.statsnwt.ca/Housing/housing-conditions/>.

Figure 4 Percentage of Households with six or more People (1981-2019)



(Source: NWT Bureau of Statistics)

Housing Indicators

The Canada Mortgage and Housing Corporation (CHMC) uses housing indicators to monitor and measure housing standards across Canada. Core Need is a measure that is used to identify who is in need of housing assistance. According to CMHC, a household is in core housing need if it falls below the **affordability** standard, that is, the household spends 30% or more of its total before-tax income to pay the median rent. The household may also have an issue with another housing acceptability standard (**adequacy or suitability**) however, it must fall below the affordability standard to be considered in core need.³⁷

- Affordable housing means dwellings costs less than 30% of total before-tax household income (a household must fall below this standard to be considered core need)
- Adequate housing means not requiring any major repairs (considered core need if it falls below adequate and affordable housing)
- Suitable housing means a house has enough bedrooms for the size and make-up of resident households, according to National Occupancy Standard (NOS) requirements. (considered core need if it falls below suitable and affordable housing)

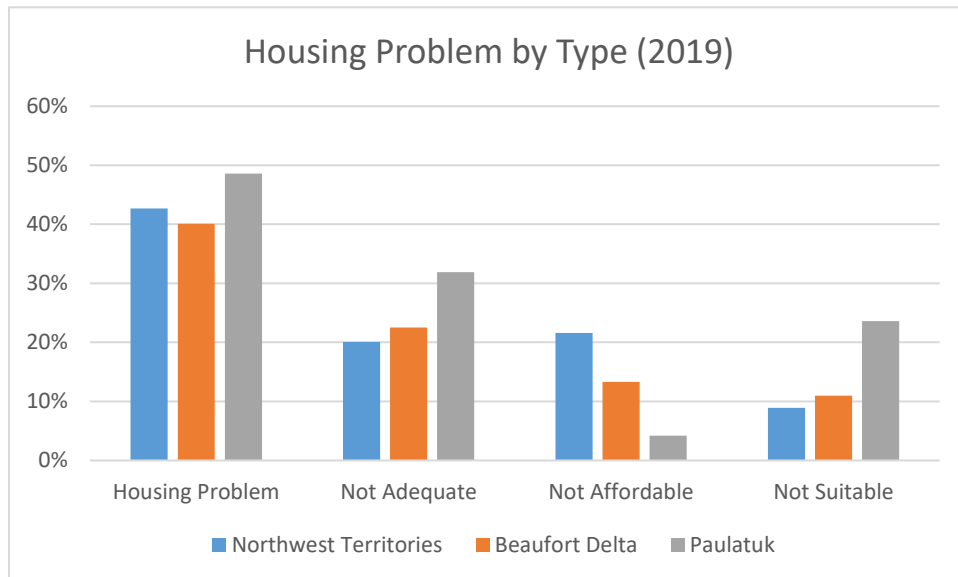
In 2014, about **33%** of Paulatuk households were in core need, compared to about 20% for the

³⁷ Statistics Canada, "Dictionary, Census of Population, 2016: Core housing need," Statistics Canada, Release date November 15, 2017, Accessed January 3, 2019, <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>.

territory as a whole.³⁸

The NWT Bureau of Statistics conducts a Community Needs Survey every four years to measure housing need. In 2019, this survey was completed by 90 households in Paulatuk. The survey found that **49%** of households (44 homes) had at least one housing problem.³⁹

Figure 5 Housing Problems by Type in 2019



(Source: NWT Bureau of Statistics)

According to the survey, adequacy and suitability are significant issues in the community. In 2016, approximately 30 houses needed major repairs and 55 needed maintenance or minor repair.⁴⁰ During the community visits, people talked about needing constant repairs due to the harsh climate as well as overcrowding as a major problem. Many units have multiple families crowded into small spaces and could use a larger space. In public housing, a family may be sharing a unit in an overcrowded situation but not be moved out as no suitable number of bedrooms available. Community members have suggested that it would be better to move the family to a less crowded situation even if it does not meet their requirements.

The housing stock in Paulatuk is aging. The bulk of the housing was built between 1981 to 2000,

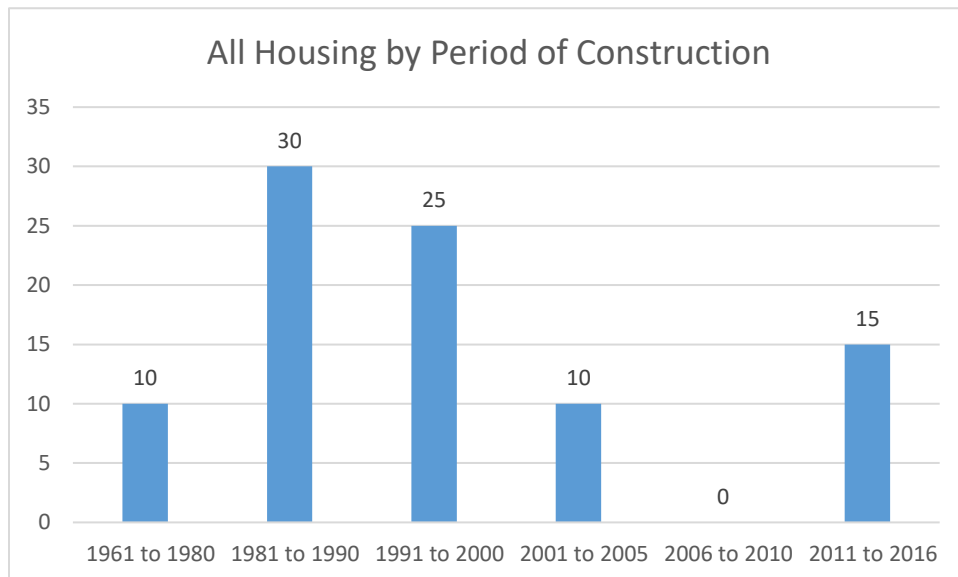
³⁸ Northwest Territories Bureau of Statistics, "Housing Conditions," GNWT, Accessed December 10, 2019 <https://www.statsnwt.ca/Housing/housing-conditions/>.

³⁹ Northwest Territories Bureau of Statistics, "Housing Conditions."

⁴⁰ Statistics Canada, "Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory]," Statistics Canada Catalogue no. 98-316-X2016001, Ottawa, Released November 29, 2017, <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>.

meaning most homes are about 20 to 40 years old, some close to 60 years old.⁴¹ Newer stock in the community is being constructed with federal funding by the Inuvialuit Development Corporation (IDC), an arm of the Inuvialuit Regional Corporation (IRC).

Figure 6 Housing by Construction Year



(Source: Statistics Canada)

The lifespan of homes in northern isolated communities can be shorter due to climate impacts such as permafrost. Melting permafrost causes shifting ground, which affects the structure of buildings.⁴² Permafrost melting has been identified as a climate change impact for the community of Paulatuk. Further, due to the isolated location of the community, there is limited access to contractors and repair supplies to fix housing issues. Without preventative maintenance, units can deteriorate quickly.

3.2 Housing Supply

In 2019, an inventory of housing in Paulatuk was collected by the NWTCHC in coordination with local partners. A total of **105** housing units were counted with **5** vacant (not including those under repair). The numbers given are a snapshot as the data was collected at one point in time and may have changed since the original collection. Note that the numbers include vacant units.

⁴¹ Statistics Canada, "Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory]"

⁴² Northwest Territories Environment and Natural Resources (ENR), "NWT Climate Change Impacts and Adaptation Report," Northwest Territories ENR, 2008, https://www.enr.gov.nt.ca/sites/enr/files/reports/nwt_climate_change_impacts_and_adaptation_report.pdf.

Figure 7 Paulatuk Housing Supply Breakdown

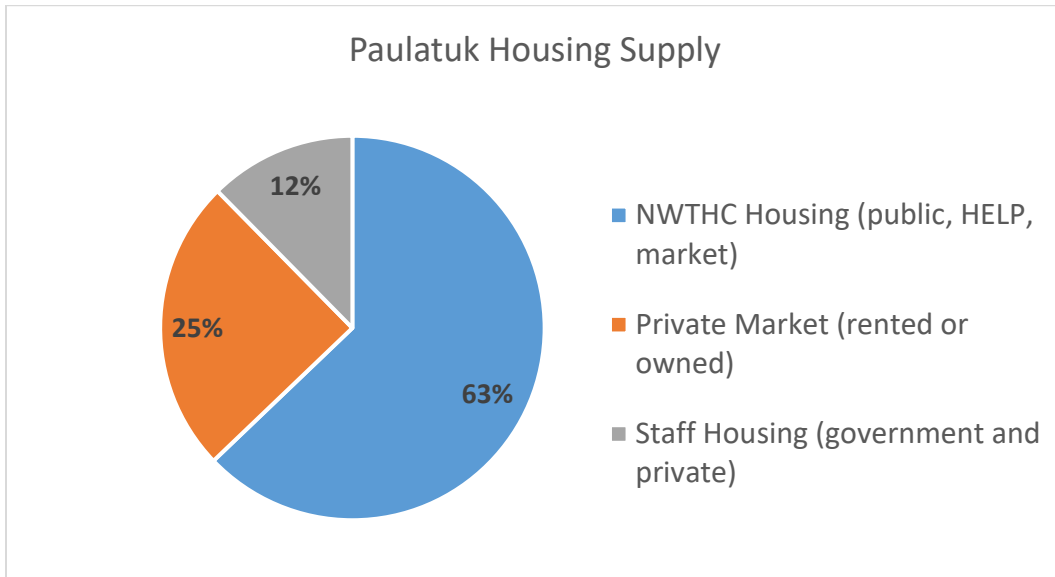


Table 4 Paulatuk Housing Inventory

NWTHC Housing			Other Housing		
	Units	Surplus		Units	Vacant
Public Single	21	1	Private House	26	4
Public Duplex	28		RCMP Housing	3	t
Public 4-plex	8		Parks Canada	2	t
Market Single	5		HOP Staff	2	0
Market Duplex	2		Hotel Staff	2	0
HELP Single	2		Northern Store Staff	1	0
			Health Staff	3	0
			NCPC	1	1
Subtotal	66	1*		39	4**
Total					105
Transient units (t)					3
Vacant units					5

*1 unit is surplus – approved for sale

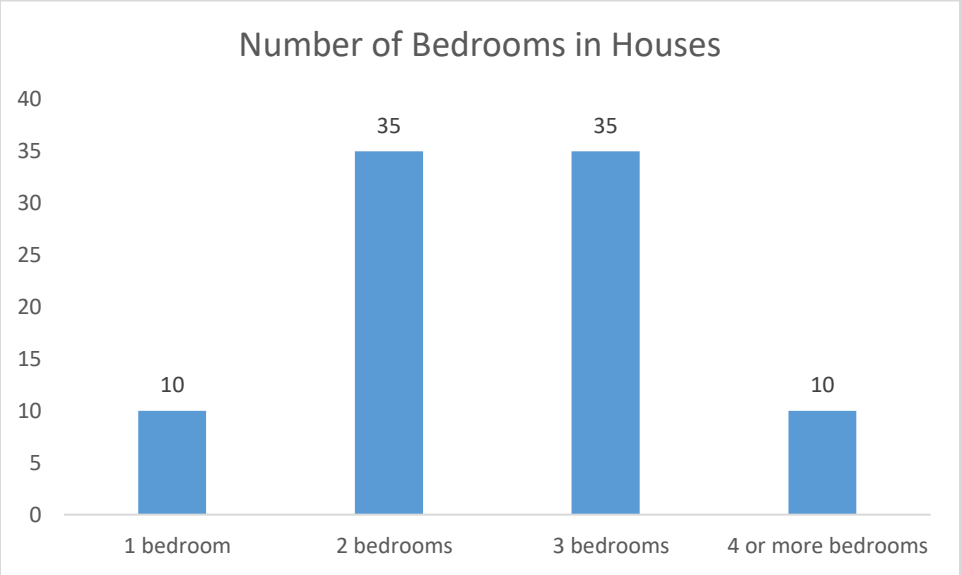
**1 unit is damaged by fire, 4 previous NWTHC units (disposed)

The NWTHC is the largest single property holder with 66 housing units in Paulatuk. Other housing includes private market housing (including rental and homeownership), Federal Housing (RCMP and Parks Canada), HOP staff units, and the store staff unit. There is no emergency shelter, transitional or supportive housing units in the community.

When talking to community members, people commented on the limited number of public housing units for the population in need. People who do not qualify for public housing or are on the waitlist stay with family or friends. Overcrowding came up as a common issue with no affordable options for single people or young families. Further, there are many large families in smaller units who could use 3- and 4-bedroom units. Based on the current overcrowding in public housing units, an additional eight 3-bedroom units and two 4-bedroom units are needed.⁴³ With more larger units, there would be up to five vacant two-bedroom units for smaller families on the waitlist. To get a comprehensive understanding of crowding in private units, a door-to-door survey is recommended.

The housing in Paulatuk is mixed with single detached dwellings, duplex dwellings, and multi-unit dwellings.⁴⁴ Most houses are two or three-bedroom units. There are a few one bedroom and a few four or more bedroom units.⁴⁵

Figure 8 Number of Bedrooms in Houses



(Source: Statistics Canada)

NWTHC Housing

The NWTHC provides all the non-market housing in Paulatuk, as well as some market units.

⁴³ Personal Communication,
⁴⁴ Statistics Canada, “Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory],” Statistics Canada Catalogue no. 98-316-X2016001, Ottawa, Released November 29, 2017, <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>.
⁴⁵ Statistics Canada, “Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory].”

Programs and services are administered through the Paulatuk Housing Association (called a Local Housing Organization (LHO)), supported by the NWT HC and the Beaufort-Delta District Office (BDDO). The tables below are based on internal records.

The NWT HC has **53 lots** in Paulatuk with none vacant.

Table 5 NWT HC Land

NWT HC Occupied			NWT HC Vacant			Total Lots
Leased Lots	Fee Simple Lots	Total Occupied Lots	Leased Vacant Lots	Titled Vacant Lots	Total Vacant Lots	
44	9	53	0	0	0	53

Table 6 NWT HC Housing Assets

NWT HC Housing Assets ⁴⁶	# of units	Single Detached	Duplex	Four plex
Public Housing	57	21	28	8
Market Housing	7 units	5	2	
HELP units (homeownership)	2 units	2		

As of March, 2020, there were 17 households on the public housing waiting list, requesting mostly one and two bedroom units. All public housing in the NWT is based on a rent scale with no household paying less than \$70 per month and no more than \$1,625 per month.⁴⁷ Paulatuk is located in Zone C, with a max rent of \$1445.

The NWT HC completes unit condition ratings (UCRs) on their assets on a percentage basis. The UCR rating is established from an inspection completed by Local Housing Offices in each district and updated annually.

Table 7 Unit Condition Ratings (accessed April 2020)

NWT HC Unit Condition Ratings	0-40%	41-60%	61-80%	Over 80%
Public Housing	0	0	10	47
Market Housing	0	0	0	7
HELP units (homeownership)	0	1	0	1

⁴⁶ NWT Housing Corporation, *Territorial Housing System*, NWT Housing Corporation Information Management System, Version 5.1.6, n.d.

⁴⁷ NWT Housing Corporation, "Public Housing," GNWT, Accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/public-housing>

The NWT HC prioritizes investments based on the URC rating and the age of the building, with some expectations to address health and safety situations. Units below 40% are typically not cost effective to repair. The goal is to have all homes in service to have a URC of 70% or better.

According to the *2020-2021 Capital Estimates* for the NWT HC, Paulatuk is set to receive investment for two public housing units.⁴⁸

Table 8 NWT HC Asset Investments 2020-2021

Project	Unit Type	Number of Units	Estimated Completion
Major Retrofit	Public Housing	2	2020-21

The table below lists the housing programs available to Paulatuk residents.

Table 9 Housing Program Descriptions

Program Name	Description
Public Housing (managed by LHO)	The Public Housing Program provides income-based subsidies to residents with low-to-middle income. Eligibility is based on the monthly income threshold. ⁴⁹ In Paulatuk, the rental threshold is \$6,233 per month and the homeownership threshold is \$10,125. ⁵⁰
Contributing Assistance for Repairs and Enhancements (CARE) Major	CARE is for homeowners to make repairs to their home. Up to \$100,000 as a forgivable loan is provided to subsidize the cost of preventative maintenance checks, repairs and renovations for their existing home. The forgiveness period is dependent on the amount of assistance being provided. Applicants are expected to make a contribution toward the project costs, depending on household income. Additional assistance is available for improving the accessibility of dwellings for persons with disabilities. ⁵¹
CARE Preventative Maintenance	CARE preventative maintenance provides assistance for minor repairs. Clients can apply for up to \$3,000 annually and can apply for this support on a year-round basis. ⁵²
CARE Mobility	CARE Mobility provides low-income homeowners with disabilities up to \$100,000 to carry out modifications to their home to improve accessibility

⁴⁸ Government of the Northwest Territories (GNWT), *2020-2021 Capital Estimates*, Department of Finance, August 2019, accessed June 15, 2020, <https://www.fin.gov.nt.ca/en/resources/2020-2021-capital-estimates>

⁴⁹ NWT Housing Corporation, "Public Housing,"

⁵⁰ NWT Housing Corporation, *Territorial Housing System*, NWT Housing Corporation Information Management System, Version 5.1.6. n.d.

⁵¹ NWT Housing Corporation, "Repairs and Enhancements," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/repairs-and-enhancements>

⁵² NWT Housing Corporation, "CARE Mobility," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/care-preventative-maintenance>

	and support independent living. ⁵³
Securing Assistance for Emergencies (SAFE)	SAFE is an emergency repair program that is available year-round for situations like freeze-ups. The program is for low and modest income homeowners, including seniors on fixed incomes. There is up to \$10,000 in assistance for emergency repairs as a forgivable loan. Applicants are expected to make a contribution toward the project cost, based on income. ⁵⁴
Homeownership Entry Level Program (HELP)	HELP provides first-time homebuyers who cannot get a mortgage or want an opportunity to try homeownership before purchasing a home. Tenants lease units from the NWTHC at affordable rents. The program offers homeownership educational opportunities through STEP courses. At any time within four years of leasing, the tenant may purchase the unit. A purchase incentive of \$20,000 is provided for purchasing the unit within two years of leasing and \$10,000 if it is purchased between two to four years of leasing. ⁵⁵
Homeowner Education Courses (STEP)	STEP is a series of courses including counselling and education to help people gain skills to be successful homeowners. ⁵⁶
Providing Assistance for Territorial Homeownership (PATH)	PATH provides homeownership assistance to NWT residents to provide purchase support. The amounts are determined using income level, family size and community-based construction costs. ⁵⁷
Fuel Tank Replacement	Helps homeowners in covering the costs of replacing aging above ground fuel tanks that do not meet current standards or are in poor condition. A one-time forgivable loan of up to \$10,000. ⁵⁸
Seniors Aging-in-Place (SAIP) Retrofits	Provides energy-saving retrofits that lower utility costs for seniors or other repairs that will improve the sustainability of the home. Targeted at NWT residents who are 60 years of age or older that own their homes and do not have high incomes. Up to \$10,000 forgivable loan is available. ⁵⁹
Market Housing	The NWTHC provides housing units available for market rent to critical staff. ⁶⁰

⁵³ NWT Housing Corporation, "CARE Preventative Maintenance," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/care-mobility>

⁵⁴ NWT Housing Corporation, "Emergency Repairs," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/emergency-repairs>

⁵⁵ NWT Housing Corporation, "Leasing a Home," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/leasing-home>

⁵⁶ NWT Housing Corporation, "Homeownership Education courses," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/homeownership-education-courses>

⁵⁷ NWT Housing Corporation, "Homeownership Assistance," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/homeownership-assistance>

⁵⁸ NWT Housing Corporation, "Fuel Tank Replacement," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/fuel-tank-replacement>

⁵⁹ NWT Housing Corporation, "Senior Home Modifications," GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/seniors-home-modifications>

⁶⁰ NWT Housing Corporation, "Caroline Cochrane: Market Housing for Community Staff," GNWT, accessed December 10, 2019, <https://www.gov.nt.ca/en/newsroom/news/caroline-cochrane-market-housing-community-staff>

Homelessness Assistance Fund (HAF)	This fund provides one-time emergency funding to people experiencing a crisis and at risk of becoming homeless. Available to youth and adults to prevent homelessness or help find affordable and stable housing. ⁶¹
Transitional Rent Supplement Program (TRSP)	The TRSP program is for NWT residents living in a private rental, paying more than 30% of their income on rent. The program can pay up to \$500 of your rent for up to 2 years. ⁶²
CMHC Programs*	
Residential Rehabilitation Assistance Program (RRAP)	This fund provides up to \$60,000 or more for all First Nations or First Nation members who require major repairs to their homes. This includes, but not limited to; structural, electrical, plumbing, heating and fire safety. This program can also provide support for overcrowded homes. ⁶³
Emergency Repair Program (ERP)	The ERP provides funding for a First Nation or a First Nation member that requires immediate repairs to their home for up to \$20,000 or more. ⁶⁴
Home Adaptation for Seniors Independence Program (HASI)	HASI provides funds for those 65 years or older and either a First Nation or First Nation member that requires minor home modifications for independent living. ⁶⁵

*Over the past number of years, CMHC has moved away from program specific funding to more of a block funded approach where there is a pool of money to utilize on NWT HC homeownership programs

The table below shows the housing program uptake in Paulatuk from 2006 to 2018. The HOP Council expressed concern that the Programs are under utilized due to a lack of knowledge about them. There is information available at the local Housing office but otherwise no advertising of the programs. Improving communication on these programs could result in more uptake.

Table 10 Housing Program Uptake from 2006 to 2020 (accessed May 2020)

Status ⁶⁶	CARE PM <3000	CARE Major >3000	SAFE	HELP	PATH	FUEL	RRAP	RRAP Disabled	Lease Program	TOTAL
Approved	1	2	0	1	0	1	1	0	1	7

⁶¹ NWT Housing Corporation, “Homelessness Assistance,” GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/homelessness-assistance>

⁶² NWT Housing Corporation, “Rent Assistance,” GNWT, accessed December 10, 2019, <https://www.nwthc.gov.nt.ca/en/services/rent-assistance>

⁶³ Canadian Mortgage Housing Corporation (CMHC), “Residential Rehabilitation Assistance Program (RRAP) – Regular,” accessed May 27, 2020, <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/funding-opportunities/on-reserve-renovation-programs/residential-rehabilitation-assistance-program>

⁶⁴ CMHC, “Emergency Repair Program (ERP),” accessed May 27, 2020, <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/funding-opportunities/on-reserve-renovation-programs/emergency-repair-program-on-reserve>

⁶⁵ CMHC, “Home Adaptations for Seniors’ Independence (HASI),” accessed May 27, 2020, <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/funding-opportunities/on-reserve-renovation-programs/home-adaptations-for-seniors-independence>

⁶⁶ NWT Housing Corporation, *Territorial Housing System*, NWT Housing Corporation Information Management System, Version 5.1.6. n.d.

Declined	15	4	1	13	0	5	1	0	0	39
Incomplete	6	2	0	0	0	1	1	1	0	11
Withdrawn	3	3	0	1	1	1	0	1	0	10
Total	25	11	1	15	1	8	3	2	1	68*

*one program unselected

CARE PM, which is a maintenance programs for projects under \$3000 has a high decline rate. CARE Major, a maintenance program for projects over \$3000 has only had 2 approvals since 2006, however only 10 in total have applied. HELP, which is an affordable housing program for potential homeowners, has high decline rates. The table below, represents NWTHC program data on reasons for declined applications.

Table 11 Top Reasons for Declined Program from 2006 to 2020 (accessed May 2020)

Program ⁶⁷	Top Reasons for Declined Applications (2006-2018)
CARE (major & PM)	Tax/lease arrears, LHO arrears, over CNIT (Core Need Income Threshold), no land tenure, mortgage arrears, budget limitations, no insurance
HELP	LHO arrears, Below minimum income, high debt, residency requirement, budget limitations
SAFE	Over CNIT
FUEL	Over CNIT, residency requirement
RRAP	Mortgage arrears

LHO arrears is the most common reason for declined applications in Paulatuk. Efforts to reduce arrears while ensuring people can still afford basic needs is crucial. The table below shows the number of arrears in the community. Note that the high number of total arrears may be a result a few community members with high wages who have not been paying rent.

Table 12 Paulatuk LHO Arrears (accessed April 2020)

Units with No Arrears ⁶⁸	\$1 - \$999	\$1,000 - \$4,999	\$5,000 - \$9,999	\$10,000 or more	Total Arrears	Total Former tenant Arrears
62	8	29	16	3	\$291,609	\$390,325

The Core Need Income Threshold (CNIT) is also a common reason for declined applications. The CNIT is an income limit for each community that represents the amount of income a household must have to be able to afford the costs of owning and operating a home or renting in the private market without government assistance (taxes, power, heating, water/sewer, insurance

⁶⁷ NWT Housing Corporation, *Territorial Housing System*

⁶⁸ NWT Housing Corporation, *Territorial Housing System*, NWT Housing Corporation Information Management System, Version 5.1.6, n.d.

premiums, and maintenance costs). According to the most recent calculations, the CNIT for homeowners in Paulatuk is \$104,500.⁶⁹ The CNIT changes based on number of bedrooms (see table).

Table 13 Core Need Income Threshold for Paulatuk

Paulatuk⁷⁰	1 Person	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
CNIT	\$104,100	\$104,100	\$121,500	\$121,500	\$121,500

In reviewing the reasons for declined applications for the CARE and HELP program, key considerations for people in Paulatuk hoping to become homeowners include:

- General cost of living along with costs associated with housing maintenance (NWT HC repair programs only cover health and safety issues, not general wear and tear)
- Arrears (Property tax arrears, lease arrears, and mortgage arrears)
- Land tenure challenges

Note that property tax arrears, more than \$5,000, are only considered for CARE Major and Care mobility programs.

4 COMMUNITY ENGAGEMENT ACTIVITIES

Community engagement was conducted using a mixed methods approach, relying heavily on qualitative community information. Community visits also helped to form trusting relationships between housing staff and community members to share in housing discussions. All ages from youth to elders were given an opportunity to talk about housing.

In February 2019, the NWT HC came to Paulatuk to work with community members on visioning exercises and issue identification. Three main questions guided conversations:

- What do you like about housing in your community?
- What could be better?
- What do you want housing to look like in the future?

The questions helped identify the current assets in the community, the challenges, and the possible changes to work toward. The NWT HC participated in a mobile tour with the Local

⁶⁹ NWT Housing Corporation, *2015-2016 Homeownership Core Need Income Thresholds (CNIT) Beaufort-Delta District*. GNWT, n.d.

⁷⁰ NWT Housing Corporation, *2015-2016 Homeownership Core Need Income Thresholds (CNIT) Beaufort-Delta District*.

Housing Manger to develop a housing inventory. Sessions included focus group discussions, youth sessions, homes visits, and one-on-one conversations throughout the week.

Overall, there were an estimated **74** participants. The chart below outlines the participation for each activity.

Table 14 Community Housing Plan Activity Participation

Community Activity	Who Participated?	Number of Activities	Numbers of participants
Leadership Joint Session	HOP and PCC	1	15
Community Tours	LHO Manager, Community member	2	2
LHO Board	LHO Board members	1	4
Group Discussion	Service providers	1	8
Home Visits	Elders	4	4
School Visit	Students	2	18
Home Design Workshop	Community members	1	8
One-On-One Discussions	PCC Chair, Paulatuk Housing Association Chairperson, Hunter and Trappers staff, HOP Staff, PCC staff, Health center Staff, School Principal & teachers, RCMP, Parks Canada staff, EC&E staff	14	15
Total Participants Counted			74

5 WHAT WE HEARD

5.1 Population Groups in Need

People Renting

Paulatuk has a large proportion of renters, about 70 out of 90 households. Most people who rent housing in Paulatuk live in subsidized public housing. Some professionals and community members live in market housing. Some challenges facing this group include living in overcrowded units and a lack of units, especially for singles and young families. Some people

mentioned that public housing rules limit their lifestyle, such as not being allowed to have dogs and a lack of outdoor storage for hunting supplies.

People Living in Private Homes

About 20 households in Paulatuk live in private homes. With the cold harsh climate, utilities are expensive and home maintenance is constant. Common challenges are freezing pipes, broken seals on windows and doors, and no place to get help for renovations if you do not qualify for NWT HC programs. Employment is limited in Paulatuk and many people rely on hunting and fishing for food, making it challenging to have a steady job.

People Without Their Own Housing

Many homes in Paulatuk are crowded because not everyone has their own home. People stay with family or friends; many elders have adult kids living with them. Accessing housing in Paulatuk is challenging because there is a lack of housing available and long wait lists. Further, many people have arrears which limits their chances of receiving a unit.

5.2 Key Themes

Housing Policy

When discussing housing policy, people shared concerns with different program criteria. Some of the key policies that came up included the combined income threshold, the point system, the homeowner program, the residency policy, and the guest policy. One of the main issues that contributed to many policy challenges is arrears. Paulatuk has a high number of individuals with arrears, which limits many people from accessing programs and sitting on the local housing office board. One reason for high arrears is due to lack of documentation. If the proper documentation is not provided, the tenant may be charged maximum rent, leading to a build up of arrears. Policy changes that will allow individuals with arrears to access programs and sit on the local housing office board were suggested.

“I want to request some policy changes to some programming in the community – people with arrears to qualify for home repair programs.” – community member

Another main issue is the combined income threshold; homeowners are unable to qualify for supports due to being over the income threshold, however the high cost of maintenance is not taken into consideration. The public housing rent is based on tenant income, community members talked about being deterred from working full time as they will have to pay more,

making rent unaffordable.

Suggestions for change centered around designing policy and programs specifically for Paulatuk, being flexible, having more transparency, and a less punitive approach. The community recommended that informal income should not be included in the taxed income while calculating rent. People talked about the HAP (homeownership program) program as a good example of using local skills to build homes that meet their needs. The high cost of living and limited employment opportunities are some key considerations for homeowner programs in Paulatuk. People also noted the problems with purchasing the HELP (homeownership entry level program) units. Some units might require major renovations that many residents cannot afford, there is a need to create a program that supports homeowners with renovations. Community members also expressed a desire for more decision-making power in housing matters. People want to see more community-based solutions instead of government decisions.

“The housing board is working for the community not the government, they represent the community reality.” – community member

Home Repair

Many houses in Paulatuk have repair issues. Some common issues are water damage, mold and wetness, tilting floors, freezing pipes, and broken seals. Erosion of electrical components is an issue due to being on the ocean, particularly for older units where the land has eroded and spray during storms hits the units. Some units are currently vacant and boarded up.

“95% of houses have mold in them because we are so close to the ocean” – community member

Mold in housing can result from leaking water tanks, leaking pipes and taps not being reported for significant periods of time, improper storage of food, and the processing of country food without adequate cleaning. Better home design and quality of construction would help address mold issues. Mold can usually be cleaned up easily if caught early. All NWT HC assets are inspected for mould and remediation occurs when it is found. Many homeowners in Paulatuk require support to do home repairs. Many cannot afford to pay for outside contractors but do not qualify for housing repair programs. Multiple people mentioned a lack of skilled workers in town that can help with repairs. People talk about having no options and feeling stressed.

“Homeowners have no place to go for renovations, they don’t have good credit and can’t afford the upkeep of their homes” – community member

Community members shared some ideas to make change including training more locals in trades, educating people on land issues, creating an accessible repair program and/or providing

more subsidies.

More and Different Types of Housing

Many houses in Paulatuk have multiple families living in them. Community members described situations of overcrowding, which led to “home rage” and lack of privacy.

“Many units are jam packed with families, there are units boarded up.” – community member

“People living together for so long they have no privacy they can’t do anything in their home and become upset and agitated that’s how family violence can happen because of overcrowding.” – community member

The most common need in Paulatuk, as described by community members, is one to two bedroom units. There are many young people living with parents who are ready to move out but have no options. Smaller units are needed for young people. There are also single individuals with no options who would benefit from small bachelor units or small cabins. There is a lack of housing for local staff, only one individual is provided a staff home. Community members mentioned repairing vacant units or increasing the public housing stock as potential solutions to increasing available housing for people. Residents confirmed at least one chronically homeless individual that would benefit from a supportive housing unit.

Community Planning

Community members expressed the need to expand the community. With many overcrowded homes the community needs more units to meet the current need. When planning for more units, studies can be done to ensure they are placed appropriately. The orientation for buildings and location are extremely important due to snowdrifts and permafrost melting.

“We must expand, or people will leave town.”- community member

“We need to map the grounds to tell where the soggy ground is, eroding is happening.”- community member

Lot size is an important aspect of housing in Paulatuk to support hunting for food. Large lots that can accommodate sheds, modes of transportation, gas storage, and dogs is important.

“We need bigger lots, we can’t keep gas in units, we have a lot of hunters who need to store their hunting supplies.” – community member

Home Design

The design of housing is a major concern for people living in Paulatuk. The harsh climate and climate change impacts cause issues such as snowdrifts, permafrost melting, and strong winds. Community members talked about the importance of snow management, including shovelling, using snow fences, and having cold porches. Safety issues of concern include houses with only one exit when snow builds up and having only one energy source when there are power outages in winter months. Storms and outages in Paulatuk can last for days.

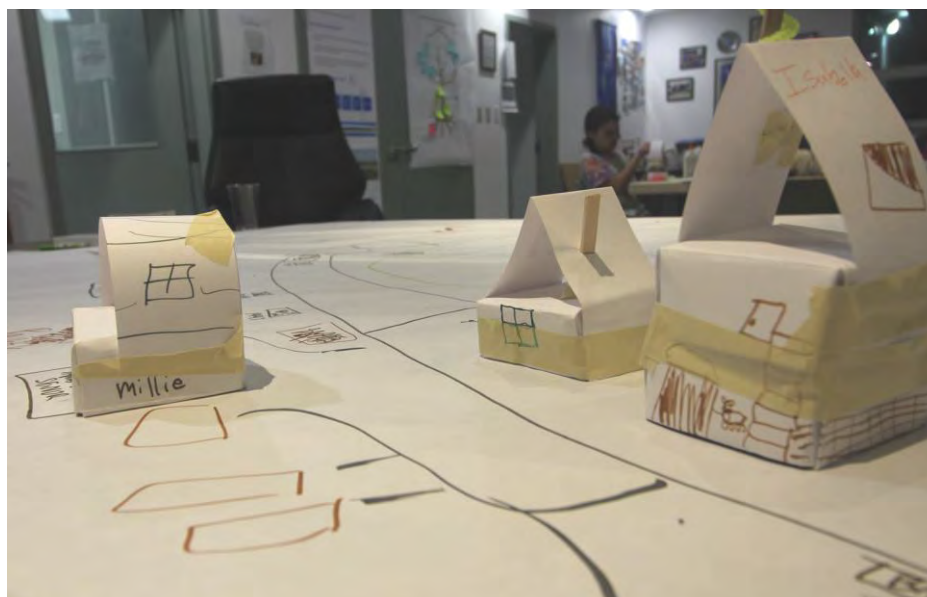
Residents stressed the need for local design that considers the environment and includes community members in the design process. Many people described houses as “not built for the environment.” Community members brought up ventilation as a challenge and suggested learning from the traditional design of the “quinquq” (an open roof vent). The current ventilation systems are often turned off by renters as cold air is brought into the unit, and the HVAC systems can be noisy. Cultural considerations included designing to accommodate more than one child per room, food prep on the floor, and open concept design.

Hardwood floors, doors and fire safety should be considered when building in Paulatuk. Windows are not up to fire safe standards as they are too high and narrow, further all new units should have two doors for exits. There is a desire for skirting to combat snow build up around current homes and new construction, however, wind flow under homes is required to protect permafrost. Education around this topic is required. Additionally, all foundations for new construction should be space frames to mitigate the effects of melting permafrost.

“The IRC building is much sturdier with smaller windows because of wind.” – community member

“You have to talk to the people in Paulatuk.” – community member

“Houses are too close together causing snow build up, especially in the south end of town.” – community member



6 FINDINGS

In reviewing the key themes from the community discussions with baseline data, three key priorities were established. These priorities provide focus areas for moving forward to start addressing housing challenges.

Reduce Overcrowding

Paulatuk has around 60% subsidized housing owned by the NWT HC with limited private market and some staff housing. The waitlist for getting a public housing unit was 17 households at the time of this study. Individuals who cannot access subsidized housing or private market options end up staying with others and create overcrowded conditions. In order to address overcrowding, more units are needed for both large families as well as single people and young families. If 3- and 4-bedroom are built for larger families, it will free up 2-bedroom units for smaller families. Then bachelor or 1-bedroom units can be built for singles or couples. Further, efforts to reduce policy barriers and arrears are needed to ensure people can access the housing programs available.

Improve the condition of homes

Adequacy is the most common housing problem in Paulatuk. According to the 2016 Census, approximately 30 houses require major repairs and 55 require maintenance or minor repairs. Community members face constant repair issues due to the harsh climate and aging housing stock. To address home repair challenges will require access to subsidies and programs to help with the cost of repairs. Education on preventative maintenance and local skills training is also essential to ensuring health and safety standards.

Design homes to meet local needs

The harsh climate in Paulatuk impacts the housing stock with permafrost melting, increasing wind speed, and snow build up around houses. Developing appropriate home design will require community member expertise and housing providers coming together. It was clear in discussions with residents that there is a need to rethink home design for the high arctic. Creating northern design guidelines or piloting a project to develop a northern house could benefit the community.

7 NEXT STEPS

This report shows that many aspects of housing in Paulatuk are not functioning well. Many units are overcrowded, houses are in disrepair, and the design of houses are not meeting the needs of residents. The next steps to addressing housing challenges in Paulatuk is to review the identified priorities with the HOP and PCC. Once the priority areas are reviewed, the NWT HC will work with community leaders to host housing workshops to develop goals and actions under each priority. The results of the workshops will provide the framework for the Paulatuk Housing Plan.

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