

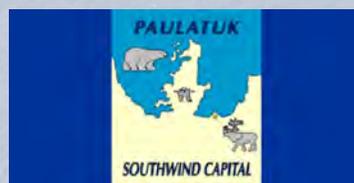
PAULATUK HOUSING PLAN

Adopted July 2021



Prepared in Partnership by:

The Hamlet of Paulatuk, the Paulatuk Community Corporation,
and the Northwest Territories Housing Corporation



PARTNERSHIP APPROACH

The Paulatuk Housing Plan was developed in partnership between the Hamlet of Paulatuk (HOP), the Paulatuk Community Corporation (PCC), and the Northwest Territories Housing Corporation (NWTHC).

All parties signed a Participation Agreement outlining the roles and responsibilities for the project. Both the HOP and the PCC designated one Council member as the point of contact for the Community Housing Plan. These members are the point of contact for the community, the Community Government, and for the NWTHC.

The NWTHC also hired a local facilitator to assist in the planning work.



PLANNING TEAM

Thank you to all community members and service providers who came out to support this valuable work. We would like to acknowledge Gilbert Thrasher and Christopher Ruben for all their leadership, wisdom, and collaboration on this project. Additional thanks to John Holland for his support in coordinating the project.

We would also like to acknowledge Lorna Neal, Manager of the Paulatuk Housing Association, for offering her continued support in the project.

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ACRONYMS

Acronyms, also called short forms, are the shortened form of names or titles. The list below are the acronyms used in this document.

CMHC Canada Mortgage and Housing Corporation

GNWT Government of the Northwest Territories

HOP Hamlet of Paulatuk

IRC Inuvialuit Regional Corporation

LHO Local Housing Organization

NWTHC Northwest Territories Housing Corporation

PCC Paulatuk Community Corporation

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 means that a person's income makes it hard to afford their house, 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 created by the NWT HC 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.

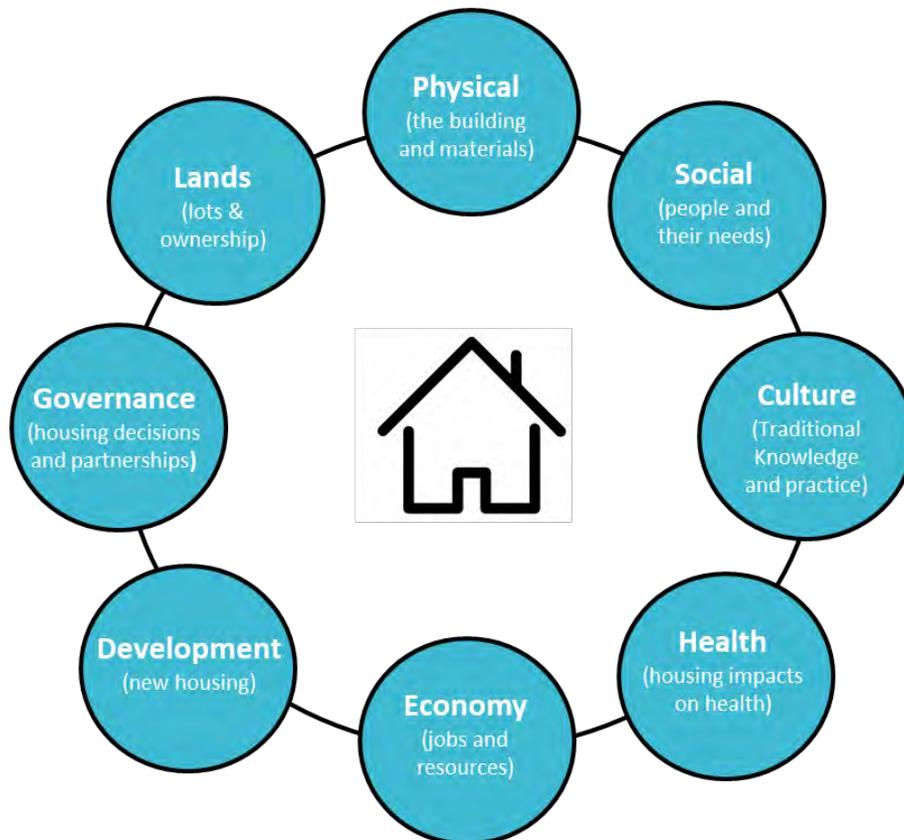
1 INTRODUCTION



1.1 WHAT IS A HOUSING PLAN?

A Housing Plan is a strategic document that community members contribute to by providing information on housing in their community. The Plan can be used to set a direction for potential investment opportunities in housing and support community leaders to make decisions on housing.

The Plan looks at current and future housing need by reviewing housing information and talking with community members. The Plan aims to tell a holistic story that includes more than just the physical house. For example, the plan looks at the social, cultural, economic, environmental, and other impacts on housing situations.



1.2 GOALS & OBJECTIVES

The main goal of the Paulatuk Housing Plan is to identify the housing needs and priorities of community members by setting goals and actions for moving forward. In order to reach our main goal, the following objectives were developed to guide the process:

1 Gather baseline data on the current housing situation.

Review housing history, patterns & trends, and planning documents to develop a baseline understanding of housing in the community.

2 Identify community housing needs and priorities.

Conduct community activities to learn what the assets, needs, and priority areas are for moving forward.

3 Set Goals and actions to address housing needs and aspirations.

Build consensus with community members and leaders on goals and actions.

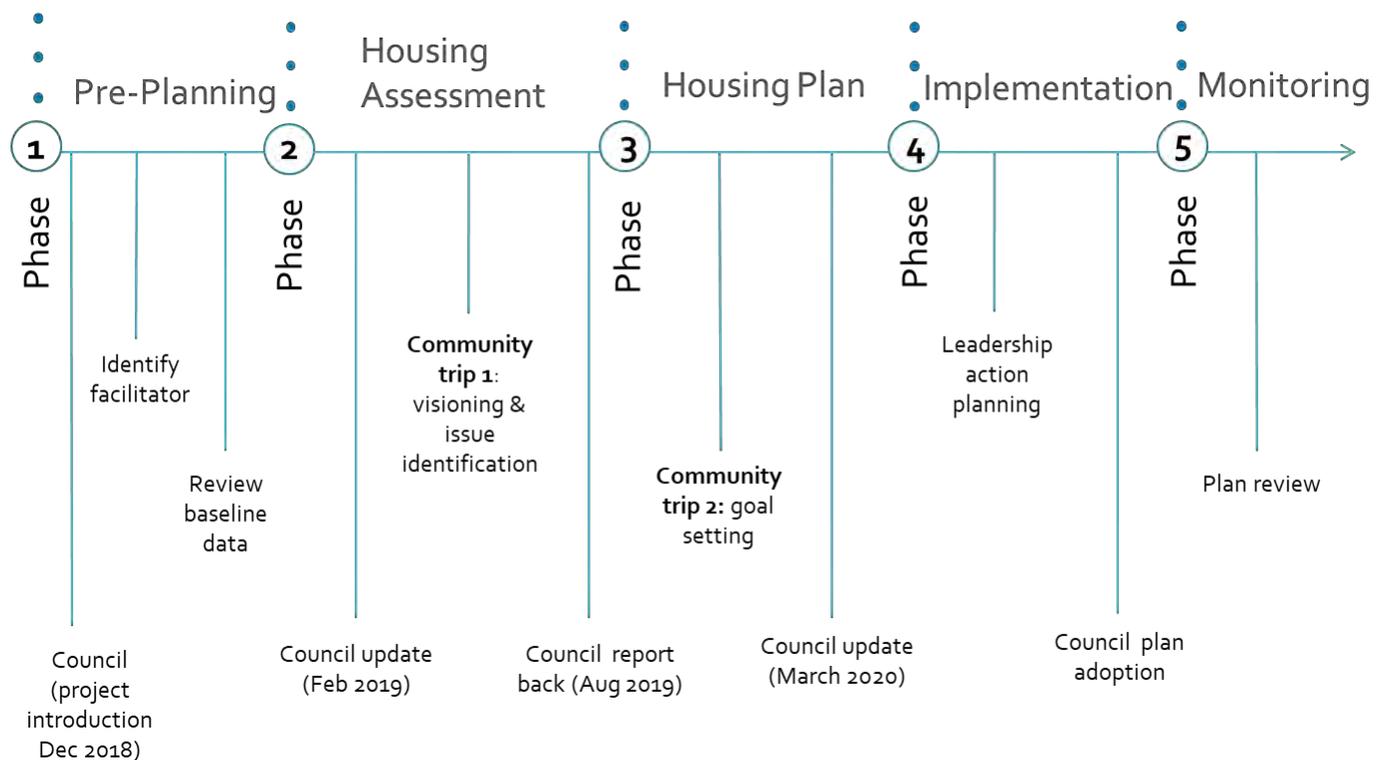


1.3 TIMELINE & PROCESS

The Housing Plan process began with a joint presentation to the HOP and PCC Council in December 2018. An Agreement to Participate was signed in January 2019.

The Housing Plan process included two community visits and several presentations to Council. The HOP, PCC, and the NWT HC will meet together to review the results of this work and develop actions and timelines for moving forward.

Following the adoption of this Housing Plan, the HOP, PCC, and the NWT HC have committed to continue to work together to implement and monitor the Plan.



2 HOUSING IN PAULATUK



2.1 HOUSING CONTEXT

Between February and November 2019, information was gathered to develop a baseline understanding of housing in Paulatuk. Changes over time can be captured in future plan reviews. The information comes from various sources, including: community members, the Hamlet of Paulatuk, the PCC, the Inuvialuit Regional Corporation (IRC), and different GNWT departments. Information from the NWT Housing Corporation, Statistics Canada, and the NWT Bureau of Statistics was also used.



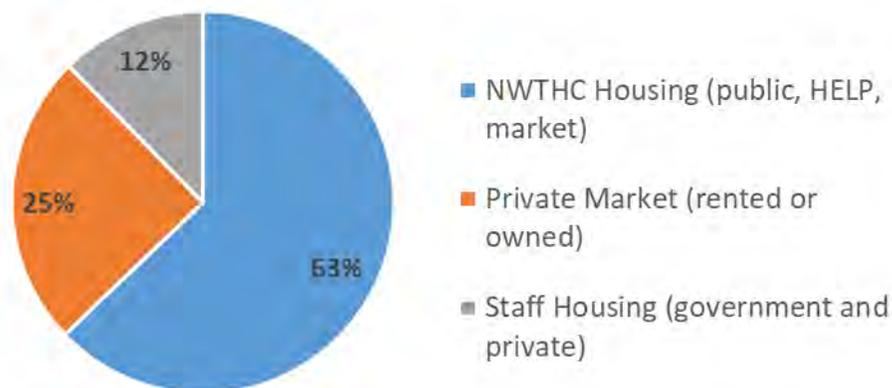
About **302** people live in Paulatuk¹



There are about **90** households²

Most housing in Paulatuk is NWT HC housing. Private market includes privately owned houses, rented or owned. Staff housing includes Federal units (RCMP and Parks Canada), Health center units, Hamlet staff units, Store and hotel unit staff units, and the Northwest Territories Power Corporation unit.

Paulatuk Housing Supply



The information in the pie chart above was collected in 2019 by the NWT HC in coordination with local partners.

¹ Northwest Territories Bureau of Statistics, "Paulatuk," GNWT, Accessed March 24, 2020, <https://www.statsnwt.ca/community-data/Profile-PDF/Paulatuk.pdf>.

² Northwest Territories Bureau of Statistics, "Paulatuk."

2.2 HOUSING NEEDS

In 2019, a survey called the “Community Needs Survey” was completed by the NWT Bureau of Statistics with 90 households in Paulatuk. The results show that about **49%** of households (**44 homes**) have a housing problem, meaning they have an issue with space in their home, the condition of their house, or paying for housing.³



21 local households stated they did not have enough bedrooms or space for their families.



29 local households stated that their houses had things that needed fixing, such as their toilet or taps.



4 local households stated that things like their rent, lights, fuel, water, and other costs are not easy to pay for.

According to the Community Needs Survey, adequacy (ie. needing home repairs) and suitability (ie. not enough bedrooms/space) are the most significant housing problems in Paulatuk.

The housing stock in Paulatuk is aging with many houses 20 to 40 years old, and some close to 60 years old.⁴ With the harsh climate, maintenance on older units is a constant challenge. Some of the challenges community members discussed included issues with houses shifting, and broken door and window seals leading to cold winds coming inside. Many community residents want to apply for housing programs but have too much or too little income, or have other barriers such as arrears. People expressed a desire to see more appropriate home design for the high arctic to help avoid future home repair issues.

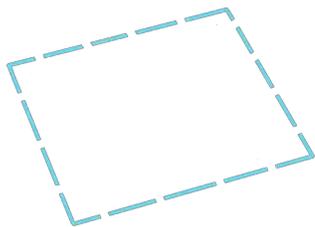
Overcrowding was discussed at length. Many people suggested there is a need for more units in the community at an affordable rate, especially larger units with 3-4 bedrooms and single units.

³ Northwest Territories Bureau of Statistics, “Housing Conditions,” GNWT, Accessed March 24, 2020, <https://www.statsnwt.ca/Housing/housing-conditions/>.

⁴ 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>

2.3 FUTURE HOUSING CONSIDERATIONS

The NWT Bureau of Statistics projects the population to decline by 37 people by 2035.⁵ However, community members expect growth with the number of recent births and those looking to move back home if housing becomes available. Further, there is currently significant overcrowding indicating a need for more units, including public housing⁶ The numbers below are based on Community Government records.



Paulatuk has **106** surveyed lots designated for residential use



Currently **20** residential lots are vacant with only **3** suitable to develop.*

*Additional lots could be developed with proper power and road access

Paulatuk is currently a fly in only community with a seasonal sea barge. The Hamlet of Paulatuk is responsible for ensuring appropriate community planning, such as roads, drainage, and lot availability for new houses. Through the capital planning process, the Hamlet can allocate Community Public Infrastructure funding for eligible projects. Ensuring availability of suitable residential lots will support future housing projects. Developers must follow the Hamlet plans and bylaws in new construction, which includes consideration for wind and snow impacts.

Further, any new houses built in Paulatuk should consider the circumstances facing residents, such as low average family income and high unemployment.^{7 8} In 2018, the average monthly Income Assistance Beneficiaries was 60 people.⁹ Cost of living was a common challenge brought up by community members, including paying rent, utilities, and home maintenance.



In 2017, **33%** of families have an income of less than \$30,000/year.



The unemployment rate in Paulatuk was **24%** in 2016.

⁵ Northwest Territories Bureau of Statistics, "Population Projections," GNWT, Accessed March 24, 2020 <https://www.statsnwt.ca/population/community-projections/>.

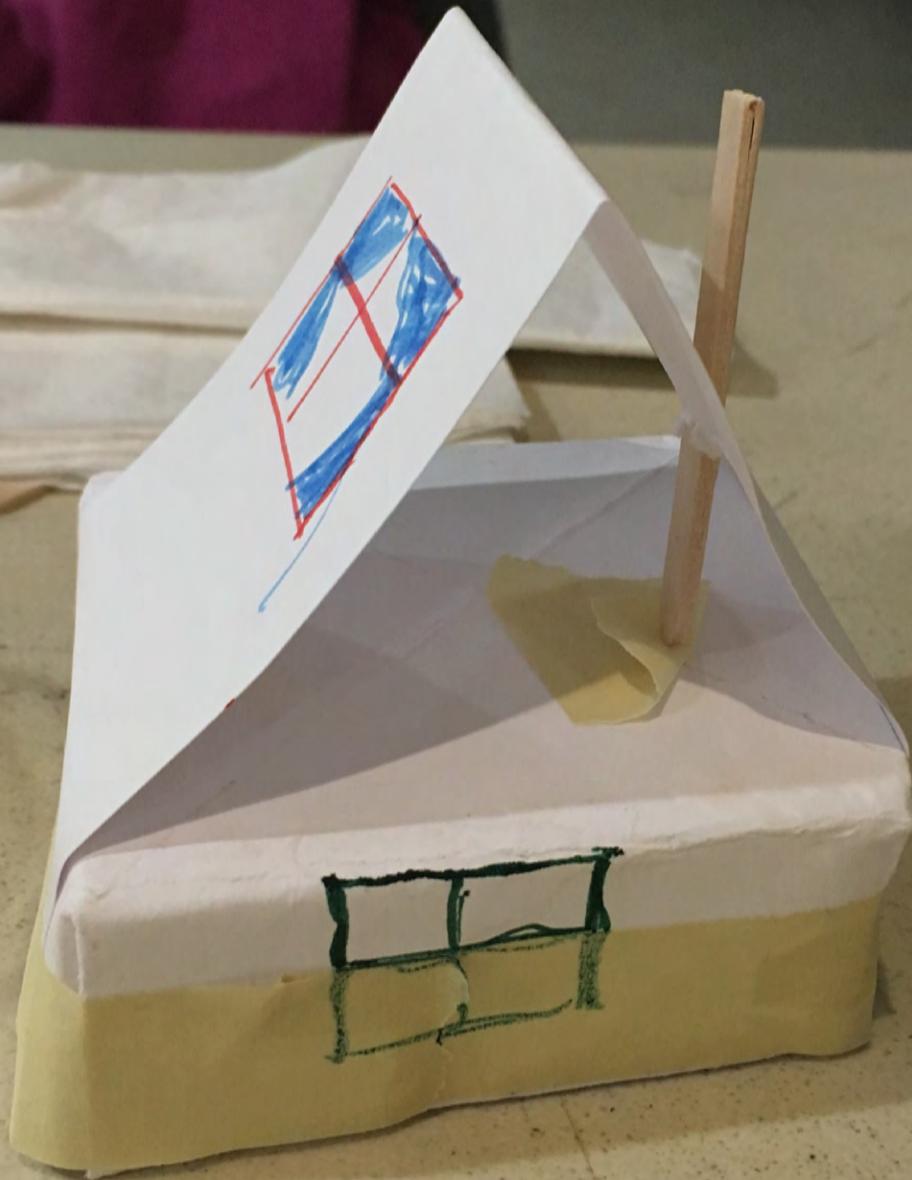
⁶ Northwest Territories Bureau of Statistics, "Housing Conditions," GNWT, Accessed March 24, 2020, <https://www.statsnwt.ca/Housing/housing-conditions/>.

⁷ Northwest Territories Bureau of Statistics, "Paulatuk," GNWT, Accessed March 24, 2020, <https://www.statsnwt.ca/community-data/Profile-PDF/Paulatuk.pdf>.

⁸ Northwest Territories Bureau of Statistics, "Paulatuk."

⁹ Northwest Territories Bureau of Statistics, "Paulatuk."

3 COMMUNITY DISCUSSIONS



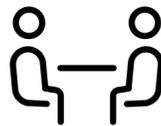
3.1 COMMUNITY ENGAGEMENT METHODS

Community members participated in engagement activities over three visits to Paulatuk. During these visits, the NWT HC worked with the local facilitator to host small group discussions, workshops, one-on-one discussions, home visits, and activities for all ages and members of the community. The planning team attempted to capture a variety of perspectives from as many community members as possible.

Overall, about **116 participants** were counted.



2 Joint leadership session
16 people attended



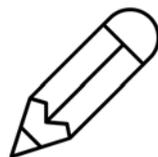
15 people participated in
one-on-one discussions



4 people attended an LHO
board meeting



8 people attended the
home design workshop



2 school sessions
18 youth attended the sessions



1 small group discussions
8 people participated



3 goal setting workshops
43 people attended



4 people participated in
home visits



2 people invited NWT HC on
separate community tours

When talking to community members, the main questions were asked:

1. What do you like about housing in your community? What you are proud of?
2. What could be better? What challenges you face?
3. What do you want housing to look like in the future? What changes you want to see?

Through discussions with community members, three main housing stories emerged. These stories talked about the needs and aspirations of:

- people renting,
- people living in private homes, and
- people without their own housing.

The next section explores the main concerns brought forward by these three groups of people.



3.2 PEOPLE RENTING HOUSING



About 70 households in Paulatuk are renters.¹⁰ Some challenges renters discussed include:

- Many households are overcrowded with multiple families;
- There are no options for single people or small families;
- There are long wait lists for public housing and not enough larger units; and
- Units don't accommodate lifestyle (hunting storage, dogs).



77% of people who rent live in subsidized housing.¹¹

- The NWT HC has 57 public housing units, 2 Homeownership entry level program (HELP) units, and 7 Market Housing units.



The median shelter [housing] cost* for rentals is \$286 per month.¹²

- Many people who rent with NWT HC have arrears.
- People who are trying to access public housing may be ineligible if they have rental arrears and no repayment plan.
- Repayment plans are hard to manage due to the high cost of living.

*Shelter costs are from Statistics Canada, community members comment that costs are much higher

“Many units are **jam packed** with families, there are units boarded up.” - Individual Community Member

¹⁰ 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>

¹¹ Statistics Canada, “Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory].”

¹² Statistics Canada, “Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory].”

3.3 PEOPLE LIVING IN PRIVATE HOMES



About 20 households in Paulatuk own their homes.¹³ Some challenges faced by homeowners include:

- Constant maintenance (freezing pipes, broken seals on windows/doors, tilted floors); and
- No place to go for renovations (many don't qualify for NWTHC programs).



There are no homeowners in Paulatuk that have a mortgage.¹⁴

- The climate is harsh on houses.
- There is a lack of skilled workers in the community.
- Bringing in outside contractors is expensive.



The median shelter [housing] cost* for homeowners is \$866 per month.¹⁵

- Paying for utilities (electricity, fuel, water, etc.) is expensive.
- Employment is often seasonal and people may go through periods of unemployment.

*Shelter costs are from Statistics Canada, community members comment that costs are much higher

“The **foundation** moves around in the summer and winter and pretty soon they aren't level – the doors and windows don't close properly.” - Individual Community Member

“Homeowners have no place to go for **renovations**, they don't have good credit and can't afford the **upkeep** of their homes.” - Individual Community Member

“Most homeowners need **help with repairs**, and furniture.” - Individual Community Member

¹³ 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>

¹⁴ Statistics Canada, “Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory].”

¹⁵ Statistics Canada, “Census Profile, 2016 Census Paulatuk, Hamlet [Census subdivision], Northwest Territories [Territory].”

3.4 PEOPLE WITHOUT THEIR OWN HOUSING



Some of the challenges we heard from people without their own housing include:

- Many people stay with family or friends (couch surfing); and
- At least one individual is chronically homeless.



There are no formal emergency shelters or supportive housing programs in Paulatuk. Getting into public housing can be a challenge with the limited supply and other personal or financial barriers.

- There are 17 households waiting for public housing, mostly 1&2 bedrooms (updated March 2020).¹⁶



People on the waiting list with arrears must have a repayment plan in place with at least 6 months of consecutive payments before being allocated a unit.

“The **waitlist** is around 20 families...quite a few people who have **left town** because they can’t get housing.” - Individual Community Member

“We need **safe shelters** for people to go.” - Individual Community Member

“A lot of people are experiencing **homelessness**, depends how you defining homelessness.” - Individual Community Member

¹⁶ NWT Housing Corporation, *Territorial Housing System*, NWT Housing Corporation Information Management System. Version 5.1.6. n.d.

3.5 HOME DESIGN

When discussing home design, consideration for the harsh climate in the high arctic was the key message. Community members requested more input in the design process to ensure future housing meets the needs of their community.

Climate change has contributed to increasing wind speeds and accelerated permafrost melting in Paulatuk.^{17 18} Snow drifts constantly block entrances to houses and trap people inside, and windows are not up to current fire safety standards. Power outages are common and people can go without heat. Many people living in overcrowded homes experience ventilation issues that can lead to mold build up.



Most units in the community were designed using southern blueprints and materials and do not reflect the reality of Paulatuk’s climate. More community involvement in new home design is essential to develop more appropriate homes for Paulatuk. A common suggestion from the discussions was to consider the traditional style of ventilation called the “quinquq”, a roof vent referred to as the “nose” of the house.

¹⁷ CBC News, January 15, 2018, “Buildings damaged in Paulatuk after windstorm knocks out power,” Accessed March 24, 2020 from <https://www.cbc.ca/news/canada/north/paulatuk-power-inuvik-1.4488115>

¹⁸ Pearce T, Ford F, Caron A, Prno J, and Smith T. Arctic North Consulting. *Climate Change Adaptation Action Plan: Community of Paulatuk, Northwest Territories*. March 2010. ON: Guelph. Retrieved from <https://www.cakex.org/documents/climate-change-adaptation-action-plan-community-paulatuk-northwest-territories>

4 COMMUNITY HOUSING PRIORITIES



4.1 HOUSING WORKSHOPS

In November 2019, multiple goal-setting workshops were held in Paulatuk with community members. The purpose of the workshops were to develop goals and actions for each housing priority. These goals and actions provide paths for moving forward to improve housing in Paulatuk.

The three housing priorities are:

- 1 Reduce Overcrowding
- 2 Improve the conditions of homes
- 3 Design homes to meet local needs



4.2 HOUSING GOALS AND ACTIONS

The goals and actions for each priority were developed through community workshops and reviewed by the Hamlet and the PCC.

| REDUCE OVERCROWDING | |
|--------------------------------------|---|
| Goals | Actions |
| Replace Vacant Units | Connect with owners of vacant units |
| | Identify funding to replace vacant units |
| Build new units (at affordable rate) | Do a survey of all houses to find out how many people live in each private house (overcrowding) |
| | Provide information collected on housing needs to potential housing providers including the IRC & NWTCH |
| | Prepare for new NWTCH public housing fourplex |
| Review housing programs/policy | Provide community feedback on housing programs to NWTCH and discuss options for change |
| | Work towards creating local housing policies (opportunities with new housing projects) |
| Improve information sharing | Find creative ways to engage residents and homeowners on programs available |
| Reduce arrears | Create (or access) an arrears forgiveness program |

IMPROVE THE CONDITION OF HOMES

| Goals | Actions |
|--|---|
| Improve tenant and homeowner education and support with repairs | Start a mentorship program or hire a position to support tenants and homeowners |
| | The position/mentorship would: |
| | <ul style="list-style-type: none"> • Develop education tools (i.e. mould prevention/clean up) |
| | <ul style="list-style-type: none"> • Provide information on housing repair programs and home insurance options |
| <ul style="list-style-type: none"> • Organize yearly home checks (coordinate when skilled people in town) | |
| Create more accountability for contractors | Advocate for an oversight committee to ensure projects are tendered and monitored |
| Train more locals in trades | Apply for employment programs |
| | Write a proposal for the Aurora College Training Trailers |
| Improve access to materials and tradespeople | Start a homeowners' group (seek start up funding and a facilitator) |
| | Look into options for sharing resources and coordination of material orders and contracting tradespeople |

DESIGN HOMES TO MEET LOCAL NEEDS

| Goals | Actions |
|--|---|
| Get community Input on home design | Host a design workshop with experts and community members |
| | Work with potential developers to ensure the Good Building Practices for Northern Facilities are applied to all new housing units. (note—this could be addressed by a Zoning Bylaw to support the Community Plan) |
| | Meet with Arctic Energy Alliance to ensure energy efficiency in future homes |
| Consider wind and snow in home placement | Orient buildings with consideration for wind and snow (when building new units) |
| | Encourage cold porches on units with wind and snow build up near doors |
| Build for accessibility | Write proposal for ramps on existing units (Elders) |
| | Follow up with Elders Committee on new multiplex project (lobbying stage) |

5 ACTIONING THE PLAN



5.1 MOVING FORWARD

The final stage of the housing planning process is to adopt the plan. Once adopted, the NWT HC will work alongside the Hamlet and the PCC to implement the goals and actions identified in the plan. The NWT HC and IRC are partnering to develop an Inuvialuit regional housing strategy that will be informed by this document and other plans in the region.

An Action Plan (Appendix A) was developed to guide and track the progress of the Paulatuk Housing Plan. The Action Plan provides a suggested five year timeline to accomplish the goals and actions to improve housing in Paulatuk. The Hamlet and the PCC will lead the implementation, in coordination with the NWT HC, the IRC, and other partners.



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- CBC News, January 15, 2018, “Buildings damaged in Paulatuk after windstorm knocks out power,” Accessed March 24, 2020 from <https://www.cbc.ca/news/canada/north/paulatuk-power-inuvik-1.4488115>
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