





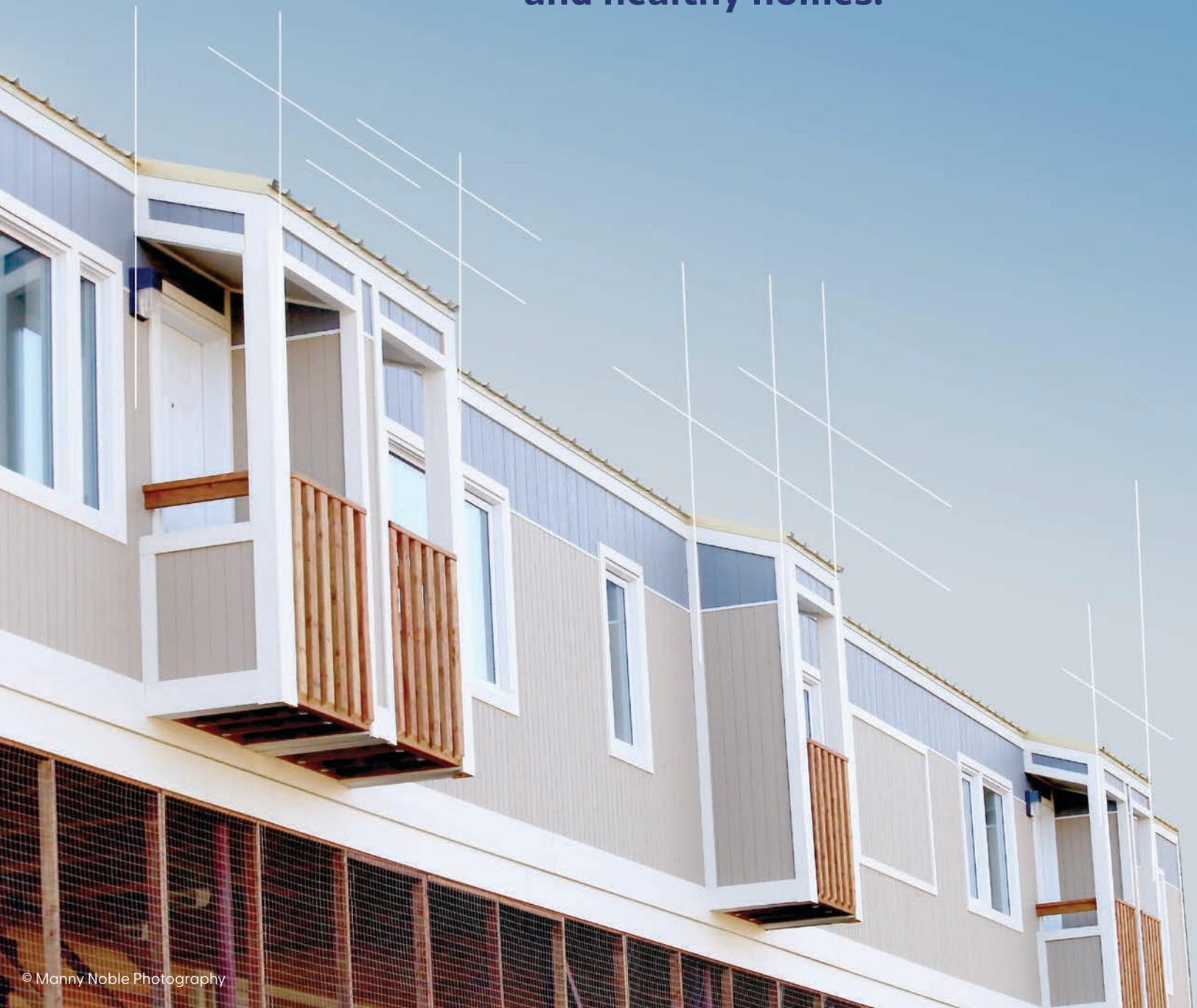
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VISION

**All Nunavummiut deserve
to live in adequate, safe,
and healthy homes.**



Working with other Government of Nunavut departments and agencies, municipalities, Inuit organizations, utilities, and all Nunavummiut, the Nunavut Housing Corporation has a vision for housing called *Igluliuqatigiingniq* “Building houses together” also referred to as the Nunavut 3000 Strategy that will:

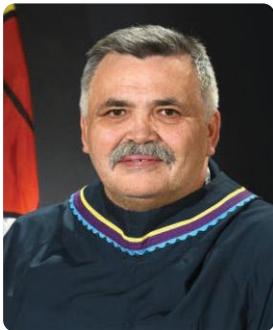
- **Expand** the housing continuum and increase the range of housing options available to Nunavummiut
- **Reduce** the social and economic costs of inadequate and unaffordable housing
- **Increase** the proportion of Nunavut’s housing stock that meets modern building codes and performance standards, including energy efficiency and climate resiliency
- **Support** the development of a stronger Nunavut-based housing supply chain
- **Realize** the Katujjiluta vision of collaboration with Inuit organizations to improve the social and economic conditions of Inuit through housing, and
- **Provide** training opportunities and develop semi-skilled and skilled building trades resources in communities across the territory.

Nunavut Housing Corporation (NHC) will engage, incentivize, and support housing sector stakeholders to increase the housing supply in Nunavut by 3,000 units by 2030. NHC will not build all 3,000 units. Instead, the strategy calls on all housing partners and developers to work collectively towards this expanded number of new units, regardless of whether they are public, affordable, or private market housing.

The NHC will report annually on progress towards the goal of 3,000 units by 2030. Visit www.igluliuqatigiingniq.ca for updates.



MINISTER'S MESSAGE



On behalf of the Government of Nunavut, I am pleased to present our plan to meet the Katujjiluta mandate commitment to expand the housing continuum in Nunavut.

Igluliuqatigiingniq “Building houses together” – our *Nunavut 3000 Strategy* calls on the government and its partners to take immediate action to address the housing crisis in Nunavut. By exercising our collective responsibility, we can improve housing supply and sustainability for the next generation.

The plan expresses a commitment to cooperate with leaders at all levels to build a new vision for housing based on the principles of the United Nation’s Declaration on the Rights of Indigenous Peoples (UNDRIP).

Our goal is for communities to meet their potential by leveraging the collective strengths of strategic partners to provide lasting value for all Nunavummiut.

Nunavut 3000 is a nation-building opportunity that has the potential to result in enduring partnerships with Inuit organizations, the private sector, and other levels of government to expand the housing continuum and provide safe, secure, and affordable housing.

It is a platform to undertake shared investment in infrastructure critical to the territory’s economic, labour market, and social development.

Together we will fulfill the promise of Nunavut by creating new housing in all communities so that people can call it home for years to come.

LETTER FROM THE NHC CHAIR



The Nunavut Housing Corporation (NHC) is a public agency of the Government of Nunavut created under the *Nunavut Housing Corporation Act*. As the largest housing provider in Nunavut, the NHC has a critical role in developing affordable and sustainable housing for Nunavummiut.

Our mission is to provide opportunities for all residents of Nunavut to have homes that support a healthy, secure, independent, and dignified lifestyle. To achieve this, we are committed to working with communities and other strategic partners toward the goal of providing Nunavummiut and their families access to a range of affordable housing options.

The high construction cost in Nunavut makes it challenging to meet the demand for housing, and as the population continues to grow, our capacity to deliver new housing units using our typical methods will become more strained.

The goal of the *Nunavut 3000 Strategy* is to support the development of approximately 3,000 housing units across the territory by 2030. The strategy triples the annual rate of new public housing units being constructed and facilitates the delivery of a similar number of transitional, affordable, and market housing units.

Expanding our time horizon for planning allows us to apply new and innovative solutions to long-standing housing delivery challenges, foster better coordination with communities, build more strategic partnerships, and leverage critical resources.

Employing new approaches to planning, partnering, procurement, and funding, the NHC and our partners will help to create adequate housing that is environmentally sustainable and able to meet the needs of Nunavut's growing youth and elder populations.

A handwritten signature in black ink that reads "John Apat". The signature is written in a cursive, slightly slanted style.

INTRODUCTION



NUNAVUT WHICH IS home to about 36,800 people¹ IS IN A HOUSING CRISIS.

Long-term systemic challenges have resulted in a significant housing shortage, lack of housing options, aging and inadequate housing stock, and severe overcrowding.

Without a new approach, the situation will get worse.

The territory's population is growing. By 2043, Statistics Canada estimates there will be 54,000 Nunavummiut – a 17,000-person increase, nearly double the population when Nunavut became a territory in 1999.

Finding affordable housing is challenging.

In 2019, 40% of households could not secure some market housing without assistance.³ Young Nunavummiut have the most challenging time finding affordable housing, with approximately 80% of households 24 years old and younger unable to affordably secure any market option in 2019.⁴

Housing supply can't keep up with demand.

Nunavut has some of the lowest vacancy rates in Canada and overcrowding is a significant issue. A 2020 report by Nunavut Tunngavik Incorporated notes that 35% of Nunavut households do not have enough bedrooms compared to 5% nationally.²

As of March 31, 2022, the waitlist (adjusted for current construction) for public housing across Nunavut was **3,021**.

In 2020, Nunavut Tunngavik Incorporated assessed the state of Nunavut's infrastructure and found that 37% of Nunavut's population was in core housing need, meaning that homes required major repairs, were inappropriate in size, and/or structurally unaffordable. A further 48% of Nunavut residents reside in housing that is functionally unsuitable, meaning there is a mismatch in the required number of bedrooms for a household based on the age, sex, and relationships among household members.

1 Statistics Canada, Census 2021

2 Nunavut Tunngavik Incorporated, Nunavut's Infrastructure Gap, October 2020

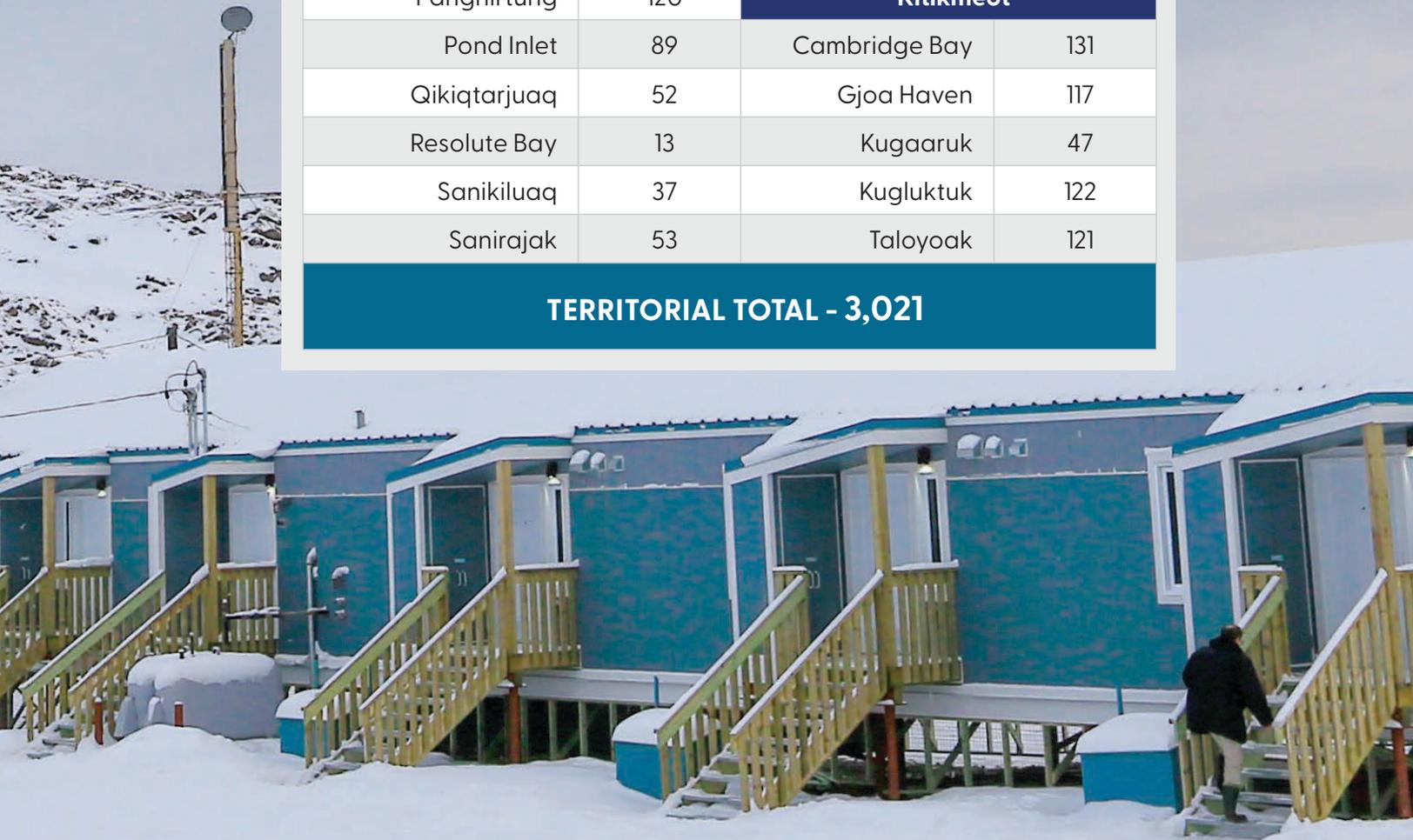
3 Canada Mortgage and Housing Corporation, Northern Housing Report, 2021

4 Canada Mortgage and Housing Corporation, Northern Housing Report, 2021

PUBLIC HOUSING WAITLIST (ADJUSTED FOR UNIT IN CONSTRUCTION) AS OF MARCH 31, 2022

Community	Waitlist	Community	Waitlist
Qikiqtaaluk		Kivalliq	
Arctic Bay	92	Arviat	289
Clyde River	38	Baker Lake	178
Grise Fiord	10	Chesterfield Inlet	30
Igloolik	162	Coral Harbour	102
Iqaluit	563	Nauyasat	108
Kimmirut	25	Rankin Inlet	258
Kinngait	206	Whale Cove	58
Pangnirtung	120	Kitikmeot	
Pond Inlet	89	Cambridge Bay	131
Qikiqtarjuaq	52	Gjoa Haven	117
Resolute Bay	13	Kugaaruk	47
Sanikiluaq	37	Kugluktuk	122
Sanirajak	53	Taloyoak	121

TERRITORIAL TOTAL - 3,021





There are critical gaps in Nunavut’s housing continuum. Insufficient diversity in the housing supply and a lack of affordable units means many households in public and staff housing with adequate incomes get stuck and unable to shift into the private rental market or homeownership.

Poor housing results in poor health and wellbeing. The World Health Organization (WHO) identifies inadequate shelter and overcrowding as major factors in transmitting disease and respiratory infections. Inadequate housing disproportionately harms women and children with overcrowding leading to stress, tension, and conflict within families.⁵



A lack of housing means lost economic development opportunities. Nunavut’s tight housing market negatively affects the labour market. It indirectly contributes to the loss of critical social services such as essential health and mental health care, education, and public administration.

The Nunavut Housing Corporation can’t respond to the challenge alone.

Nunavut 3000 supports the Katujjiluta vision of working collaboratively with Inuit organizations, industry stakeholders, and other levels of government to achieve tangible outcomes. Nunavut 3000 leverages the capacity of partners in innovative ways to develop, design, and construct housing. Partnerships, shared investment, and collective responsibility are key to meeting the housing needs of Nunavummiut.

5 Pauktuutit Inuit Women of Canada, Final Report of the Study of Gender-based Violence and Shelter Service Needs across Inuit Nunangat, 2019

THE NEED FOR INCREASED HOUSING SUPPLY

The Katujjiluta mandate commits to expanding the housing continuum in Nunavut.

Developed in collaboration with all elected Members of the Legislative Assembly and representatives of Nunavut Tunngavik Incorporated and the three Regional Inuit Associations, this mandate commitment is a call for collective action to address the severe housing crisis facing Nunavut.

Thriving communities and local economies require a mixture and adequate supply of housing to support various incomes, different household groupings, mobility, life changes, and local labour market development.

At the other end of the continuum, emergency and transitional housing are needed to support people who face mental or physical challenges or where temporary shelter is required due to crisis and domestic violence.

Nunavut 3000 will provide more choices for Nunavummiut in the housing continuum and increase the housing options that support a healthy, secure, independent, and dignified lifestyle.





NUNAVUT'S HOUSING MARKET

Nunavut's housing market is unlike anywhere else in Canada.

Compared to most other provinces and territories, Nunavut has some of the lowest vacancy rates in the country, making it difficult for Nunavummiut to find suitable, affordable housing in their communities.

Across the territory, local housing markets are limited or non-existent, and government subsidies significantly influence housing outcomes. This hinders mobility between communities and affects opportunities for employment and training.

More than half of Nunavummiut are in public housing, and the current demand for public housing exceeds the supply in all 25 communities.

Of Nunavut's 11,720 dwellings⁶, two-thirds (66%) are managed by the Nunavut Housing Corporation under public housing and staff housing programs.

5

6 Census 2021



HOUSING SPECTRUM



Homeless



Emergency Shelters



Transitional Housing



Social Housing



Affordable Rental Housing



Affordable Home Ownership

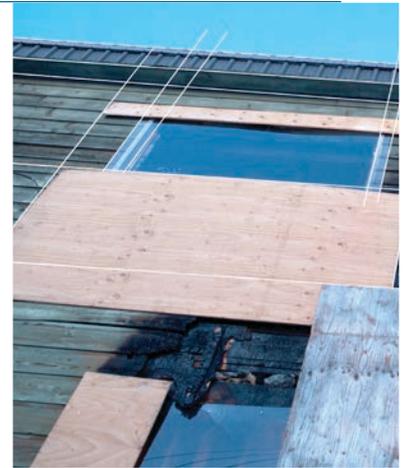


Market Rental Housing



Market Home Ownweship

THE CHALLENGES OF HOUSING



Inadequate Supply

Overcrowding raises the potential for stress, violence, food insecurity, abuse, addiction, and suicide. It contributes to Nunavut's high rates of respiratory illness. It imposes other social burdens such as poor educational outcomes for students and lower workplace productivity and performance levels of adults.

Aging Infrastructure

Of the limited housing available, a significant portion needs major repair. Approximately 60% of public housing units were constructed before Nunavut became a territory in 1999.

Climate

Nunavut's environment requires housing with specialized building foundations and durable materials that can withstand Arctic conditions. Winter construction is slow and can only be done after erecting building shells before cold setting in. Ongoing permafrost degradation leads to unstable infrastructure that is prone to failure.

Cost of Construction

The cost of building in Nunavut is much higher than in other jurisdictions in Canada due to the territory's reliance on sealift and airfare to transport goods, materials, and labour. Public procurement for the construction of a typical five-plex building increased from an average unit price of \$379,780 in 2017-18 to \$923,447 in 2021-22.

Land Development

Short-term planning hinders coordination between housing developers and stakeholders. Timing land development to build housing and other commercial infrastructure is challenging without adequate municipal infrastructure. A longer-term planning horizon can help overcome some of these challenges.



STRATEGIC GOALS AND OBJECTIVES

The goal of Nunavut 3000 is to leverage the capacity of Nunavut Housing Corporation and other housing sector stakeholders to deliver 3,000 new units across the housing continuum in Nunavut by 2030.

Nunavut 3000 intends to achieve its program goals and maximize cost efficiencies by undertaking various approaches. Strategies for delivery include:

- Investing for scale efficiencies.
- Optimizing and standardizing housing design.
- Working with municipalities and the Nunavut Safety Services Division to streamline development processes.
- Leveraging expertise, resources, and funding through partnerships, and
- Implementing procurement innovations that support supply chain options and enhance the resiliency and competitiveness of the local housing market.

The proposed allocation across the four housing segments – transitional, public, affordable, and market – responds to the territory’s overall affordability challenges and potential market need. The Nunavut 3000 plans for the development of:



300 transitional housing units/beds delivered by the Nunavut Housing Corporation or other government or community partners



1,400 public housing units delivered through conventional procurement and partnerships agreements



900 affordable housing units delivered primarily through Inuit organizations, not-for-profits, community organizations and private sector companies with co-investment from the Nunavut Housing Corporation



400 market housing units delivered based on market demand and market financing with limited, if any, public investment



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OTHER OBJECTIVES OF NUNAVUT 3000 INCLUDE:

Climate and Sustainability

Across the North, there is an opportunity to use innovative housing approaches to ensure environmentally sustainable development.

Investing in modern infrastructure benefits Nunavut residents and communities and can help to reduce energy use and costs, greenhouse gas emissions, and other environmental risks to Nunavut's sensitive northern environment.

Infrastructure Improvements

Nunavut 3000 will increase the overall proportion of housing stock that meets and exceeds modern build codes and performance standards.

Infrastructure improvements will support more efficient housing operations and provide better control over average unit maintenance costs.

Supply Chain Development

Nunavut 3000 will help to grow the number of independent housing developers and partners in the territory, providing more local capacity to respond to future housing demand.

Economic Development

Housing is essential for Nunavut's economic growth. Construction and maintenance generate economic activity. Nunavut 3000 will stimulate local economies by providing opportunities for local businesses to provide goods and services.

TRAINING AND EMPLOYMENT

New infrastructure investments require local skills and the capacity to build and maintain them.

Nunavut 3000 is an opportunity to train Nunavummiut across the territory and expand the pool of experienced trades workers. Developing and delivering a program for Nunavummiut to earn while they learn is a critical objective of the Nunavut 3000 plan.

The construction activity generated by Nunavut 3000 in communities will be leveraged to help increase the number of pre-apprentices, apprentices, and skilled tradespeople in the local labour force and improve the availability of skilled workers.

Terms with respect to training obligations and labour participation will be incorporated into all relevant tenders, agreements, and contracts to build lasting construction and maintenance capacity.

Construction is a significant industry in Nunavut. Minimizing the need to transport workers to and from the territory by developing the local labour force's skills will help control long-term building and maintenance costs.

Inuit Tapiriit Kanatami's Inuit Nunangat Housing Strategy highlights the importance of housing for Inuit training and employment.

The strategy notes that each housing unit in Nunavut results in a capital investment of \$457,100 and 2.7 jobs with a salary of \$63,480 per job.

Generally, the study suggests that for every \$1 million in housing capital investment in Nunavut, 5.9 jobs each paying \$63,600 are generated.



PROJECT DELIVERY APPROACHES



The Nunavut Housing Corporation will use a multi-faceted procurement approach to achieve Nunavut 3000's goals for transitional and public housing units.

This includes design-build and design-bid-build delivery models as well as negotiated design-build contracts.

The Nunavut Housing Corporation will incentivize industry partners to develop affordable and market housing units by creating new affordable housing co-investment programs similar to the programs offered by the Canada Mortgage and Housing Corporation. It will support cooperative housing and condo corporations and redesign homeownership programs for people interested in purchasing new affordable and market housing units.

Each year, the Nunavut Housing Corporation will engage industry stakeholders interested in supplying and delivering affordable housing across the territory by issuing an Expression of Interest (EOI) to explore new and innovative ideas to address local housing supply issues.



STRATEGIC PARTNERSHIPS



Working with communities is key to the success of Nunavut 3000.

A longer-term planning approach allows communities, partners, and stakeholders to better prepare for housing development.

The Nunavut Housing Corporation will engage with the Nunavut Association of Municipalities to support community planning for Nunavut 3000-related housing in accordance with community plans, land acquisition processes, and local development bylaws.

The Nunavut Housing Corporation will work closely with the Department of Community and Government Services to align planning for municipal infrastructure, services, and housing development.



Innovative procurement methods and partnerships with Inuit organizations and contractors will leverage investment and partner strengths.

The Nunavut Housing Corporation is the largest housing provider in the territory and has delivered approximately 90 new housing units per year on average for the past three years. New approaches are required to meet the ever-increasing demand for housing and tackle some of the current housing supply deficit.

The Nunavut Housing Corporation's innovative procurement plan includes partnerships with Inuit organizations and other non-profit and for-profit entities to support the delivery of approximately 900 new affordable housing (through a proposed co-investment model) as well as approximately 400 new market housing units (with potential for funding support to individual homeowners).

Taking a new partnership approach will mitigate some factors that have contributed to the dramatic rise in construction costs for new housing and will permit more units to be delivered with the same investment.

Partnership agreements and contracts will clearly define mandatory performance requirements and lay out roles, responsibilities, and costing frameworks. They will be updated on an ongoing basis to mitigate key costs and schedule risks.

The Nunavut Housing Corporation will undertake an annual market engagement process (i.e., "Nunavut Housing Challenge") to incentivize and support market participation from potential housing partners that may not have the resources or experience to pursue ideas or projects on their own.

Nunavut 3000's procurement and partnership approach will help promote, facilitate, and support housing innovation and will permit and incentivize design and construction approaches that reduce schedule and cost risks.



MEASURING SUCCESS



The Katujjiluta mandate outcomes, supported by Igluliuqatigiingniq (Nunavut 3000), are:

- Reduced homelessness;
- Increased transitional housing;
- 1,000 units of all types added to the stock of affordable housing and continuum of housing options by the end of 2025;
- More Nunavummiut renting or purchasing their own homes;
- Increased employment of Inuit in local housing construction and maintenance; and
- Enduring partnerships with Inuit organizations, the private sector, and other levels of government to expand the housing continuum.

Each year, NHC will measure new housing starts by tracking the building permits issued by the Nunavut Office of the Chief Building Official. All new permits for residential construction will be counted as part of the Nunavut 3000 target regardless of whether units are built by NHC or another builder, developer, or private individual. Other reporting metrics may include the following:

Inuit Employment and Training

- Inuit employment from housing construction
- Number of training seats created
- Number of skilled labourers trained in housing construction

Housing Access

- Waitlists
- Overcrowding rates
- Numbers of units by community and housing category

New Transitional Housing Delivery

- Number of beds started per year
- Number of clients supported in various target groups
- Cost per bed
- Public sector investment

New Public Housing Delivery

- Number of units started per year
- Average cost per unit
- Public sector investment

New Affordable Housing Delivery

- Number of units started per year
- Average cost per unit
- Public sector investment

New Market Housing Delivery

- Number of units started per year
- Average cost per unit
- Private sector investment

KEY STAKEHOLDERS

Inuit Organizations

Nunavut Tunngavik Incorporated
Regional Inuit Associations
Inuit Tapiriit Kanatami

Local Housing Authorities

LHOs in each of Nunavut's 25 communities

Nunavummiut

Public Housing tenants and families
Staff Housing tenants and families
Existing and potential homeowners
Other Nunavummiut, including groups representing elders, youth, women

GN Departments, Territorial Corporations and Public Agencies

Department of Health
Department of Community and Government Services
Department of Family Services
Department of Education
Department of Economic Development and Transportation
Qulliq Energy Corporation
Northern Arctic College
Department of Executive and Intergovernmental Affairs
Department of Finance
Department of Human Resources

Federal Government Departments

Canada Mortgage and Housing Corporation
Crown-Indigenous Relations and Northern Affairs Canada
Canadian Northern Economic Development Agency
Natural Resources Canada

Municipal Governments

Nunavut Association of Municipalities

Not-For-Profit Societies, Agencies, and Corporations

Community Housing Transformation Centre
Community housing organizations
Housing cooperative organizations
Transitional and supportive housing groups

Private Corporations

Land and real estate developers
Suppliers of goods and services
Contractors
Financial institutions
Real property management firms





PRELIMINARY TARGET HOUSING ALLOCATIONS

Community Targets	Transitional Housing Units/ Beds (Locations TBD)	New Public Housing Units	New Affordable Housing Units*	New Market Housing Units*	New Units
Arctic Bay		50	10	0	60
Arviat		165	90	40	295
Baker Lake		75	80	25	180
Cambridge Bay		50	60	30	140
Chesterfield Inlet		10	10	0	20
Clyde River		15	50	20	85
Coral Harbour		45	20	10	75
Gjoa Haven		50	40	20	110
Grise Fiord		5	5	0	10
Igloolik		80	60	20	160
Iqaluit		320	170	120	610
Kimmirut		10	5	0	15
Kinngait		70	10	5	85
Kugaaruk		10	20	5	35
Kugluktuk		40	30	5	75
Nauyasat		50	20	5	75
Pangnirtung		45	30	10	85
Pond Inlet		25	40	15	80
Qikiqtarjuaq		20	5	0	25
Rankin Inlet		145	95	70	310
Resolute Bay		5	10	0	15
Sanikiluaq		10	20	0	30
Sanirajak		15	10	0	25
Taloyoak		60	5	0	65
Whale Cove		30	5	0	35
Total	300	1,400	900	400	3,000

*Includes both rental and homeownership units

It is important to note these targets above and on the following page may be modified during the delivery period depending on changing community demand and/or demographic profiles, the level of realized private sector development, and community land readiness (e.g., water, sewer, power, roads) timelines. As planning assumptions evolve and progress, NHC will continue to allocate investment across communities to ensure fairness and responsiveness. All targets above are subject to the various required approval processes, including annual appropriations in the Legislative Assembly.

PRELIMINARY TARGETS FOR 2023 BUILD PROGRAM

Community	Public Housing (NCC)	Public/Staff Housing (RFP)	Affordable Housing	Market Housing	Total Units
Arctic Bay	20				20
Clyde River			20		20
Grise Fiord			6		6
Iqaluit	18		20	46	84
Kinngait		10			10
Pangnirtung		10			10
Resolute Bay		10			10
Pond Inlet		10			10
Regional Totals	38	40	46	46	170
Cambridge Bay	10		10		20
Kugluktuk	20	10			30
Taloyoak	20				20
Regional Totals	50	10	10	0	70
Arviat	20		20		40
Baker Lake	20		10		30
Rankin	20		20		40
Coral Harbour		10			10
Regional Totals	60	10	50	0	120
Nunavut Totals	148	60	106	46	360

CONCLUSION AND NEXT STEPS



Nunavut's housing shortage adversely affects the health of Nunavummiut, its communities' vitality, and the territory's economic wellbeing.

Recent market conditions and long-term systemic challenges have resulted in a significant housing shortage and lack of housing options, aging and inadequate housing stock, and severe overcrowding.

Igluliuqatigiingniq "Building houses together" – our Nunavut 3000 Strategy advances the Government of Nunavut's Katujjiluta mandate by leveraging Inuit organization and other partnerships and funding to reinforce the capacity of the Nunavut Housing Corporation to deliver 3000 new units by 2030.

The plan will create more homes for Nunavummiut. It will improve the quality and affordability of available housing and strengthen long-term and local capacity to deliver and maintain housing.



Nunavut 3000 will create more housing for Nunavummiut by developing partnerships and investing in innovative construction methods that increase efficiency and decrease costs.

By working with communities, Inuit organizations, housing sector stakeholders, and all Nunavummiut, the Nunavut Housing Corporation is dedicated to realizing the vision of Nunavut 3000 to build healthy communities, support training and local economic development, and expand the housing continuum in Nunavut.

- ✓ **Work with communities and partners to create more housing along the continuum**
- ✓ **Support innovative housing design and construction**
- ✓ **Prioritize enduring partnerships that create lasting value for Nunavummiut**
- ✓ **Renew policies and programs to create more affordable housing**
- ✓ **Annual reports on progress**

