

**LEGISLATIVE ASSEMBLY OF THE**

**NORTHWEST TERRITORIES**

**8<sup>TH</sup> ASSEMBLY, 60<sup>TH</sup> SESSION**

**TABLED DOCUMENT NO. 2-60**

**TABLED ON    Oct. 18, 1976**

Tabled Document 2-60  
Tabled Oct. 18, 1976

AN INTEGRATED HOUSING POLICY  
FOR THE NORTHWEST TERRITORIES

Approved August 26, 1976 by  
the Board of Directors  
Northwest Territories Housing Corporation

## PREFACE

The Integrated Housing Policy for the Northwest Territories was prepared in consideration of the recommendations of the Task Force on Housing (June, 1972) and as a result of the following motion presented on February 12, 1976 during the 58th Session of the N.W.T. Council:

"WHEREAS Council has expressed the view that housing is a top priority in the Northwest Territories;

AND WHEREAS the urgent need exists in the Northwest Territories to eliminate overcrowding, to eliminate unhealthy and unsafe housing, and to provide decent shelter for all people;

AND WHEREAS the programs of the Northwest Territories Housing Corporation require substantial expansion to meet the needs of the people;

AND WHEREAS comprehensive programs have not yet been approved by the Minister of Indian and Northern Affairs nor have many of the recommendations been implemented;

AND WHEREAS the organization of the Northwest Territories Housing Corporation has not been fully developed in line with the report of the Northwest Territories Council Task Force on Housing approved by the Council of the Northwest Territories;

NOW THEREFORE BE IT RESOLVED that this Council request the Commissioner, through the Northwest Territories Housing Corporation, to submit for Council at its September sitting, a comprehensive integrated housing policy proposal, satisfying the needs of all northerners, including renters and homeowners.  
AND FURTHER, that adequate funds for these programs be established in future Government estimates."

The major recommendations of The Task Force Report were:

1. that the responsibility for all housing programs be placed under the control and policy direction of the Government of the Northwest Territories;

2. that a Northwest Territories Housing Corporation be established and headquartered at Yellowknife, to create, co-ordinate and give direction to housing programs, based on need, environment, and research, so as to make available an adequate standard of housing to all residents of the Northwest Territories;
3. that incentive programs be developed to encourage and facilitate home ownership;
4. that the Government of the Northwest Territories subsidize to a base rate the cost of domestic utilities in areas of the Northwest Territories where these rates are excessive.

The solution put forward in this policy proposal if implemented will go a very long way in solving the present problems indicated by The Task Force and implied in the motion by council.

It would not be realistic to submit to this government these policies in the absence of a realistic appraisal of their costs. Therefore the NWT HC has prepared a Treasury Board Submission which presents these programs and associated costs to alleviate the housing problem within the next five years. These costs, while reasonable, will require the continued commitment by Council to housing as the top priority during this period.

To implement all of these recommended programs will be a challenge to the Housing Corporation. Management of the programs, Co-ordination with other levels of Government, and the refinement of the housing units themselves must all continue. New programs may have to be developed, and priorities between programs may change to reflect changing conditions. These programs create the framework to begin orderly development.

## RECOMMENDATIONS

This report recommends that the Northwest Territories Housing Corporation and the Government of the Northwest Territories adopt an Integrated Housing Policy. The principal elements of the policy are:

- (1) The production of 3,110 units of social family housing and accommodation for 150 Senior Citizens and 200 single persons by 1982.
- (2) The rehabilitation of 625 housing units by 1982.
- (3) The provision of family housing units should at no time fall below the number required to meet at least the need generated by new family formations.
- (4) The development of a capital fund for Land Assembly, Interim Financing and a Second Mortgage program.
- (5) The reduction of long term subsidy cost for the Government by the use of programs under the National Housing Act where the balance of capital and budgetary expenditure is to the benefit of the Northwest Territories Housing Corporation.
- (6) The support of housing production by Non-profit and Co-operative Corporations wherever possible, including the Inuit Tapirisat, the Dene Housing group and Settlement Associations.
- (7) The addition of funds to federal NHA programs to increase their effectiveness for northerners wherever possible, rather than developing new programs in competition.
- (8) The following Programs to be implemented by the Northwest Territories Housing Corporation:

### I Homeownership

- i) Assisted home ownership to 25% of income on principal, interest and taxes by adding a \$750.00 subsidy per year to the federal AHOP.

- ii) Rural and Remote ownership to 33% of income on principal, interest, taxes and utilities for those whose incomes do not qualify them for AHOP.
- iii) A Small Settlements Home Assistance Grant be established of up to \$10,000 including shipment costs for remote areas.
- iv) Second Mortgage Program of up to \$10,000 for the purchase, construction, or rehabilitation of a principal residence.
- v) Interim financing for Ownership Co-operatives.

## II Non Profit

- i) Non Profit and Co-operative housing support on a rent to 25% of income basis for principal, interest, taxes and utilities.

## III Rental Programs

- i) Northern Territorial Housing units are to use the federal public housing definitions of income and rent to income scale.
- ii) Section 40 will begin to be used to approximately 25 percent for the financing of public housing in addition to Section 43.

## IV Rehabilitation

- i) Residential Rehabilitation for Non Profit Corporations and Co-operatives will be assisted by a \$3,000 NWTTC grant in addition to the federal RRAP.

## V Senior Citizens

- i) Senior Citizens' accommodation will be developed in conjunction with the personal care units in co-operation with the Department of Social Development and managed through local housing associations.

VI Single Persons

- i) Single persons will be eligible for rent to income accommodation provided by the Northwest Territories Housing Corporation.

VII Land Assembly

- i) Land assembly will be carried out a minimum of one year in advance of construction, financed from a revolving fund, and charged to the cost of housing. These funds are to be sought from both Treasury Board and the CMHC.

VIII Housing Requirements

- i) Housing requirements surveys will be required of local associations and supported by a \$2.00 per capita grant from the Northwest Territories Housing Corporation.
- (9) The subsidy for Social Assistance recipients in Public and Northern Territorial Housing will be transferred to the Department of Social Development which can share these costs under the Canadian Assistance Plan.
  - (10) The Government of the Northwest Territories is encouraged to undertake to determine the possibility of a tax credit operated through the Federal Government Income Tax based on 25% of income for shelter to replace the present programs.
  - (11) The rents be reviewed with a view toward establishing rent maximums or a new rent to income scale based on the cost of living.
  - (12) The NWTHC continues to offer its services to the GNWT to construct housing for staff wherever possible.

These recommendations address the major problems facing the production, delivery and financing of housing in the Northwest Territories. The strong emphasis on homeownership and the subsidy assistance made available through these programs, combined with changes in government staff benefits could produce a rational approach to housing in the Northwest Territories.

These proposals put Federal and Territorial spending on housing into a integrated housing framework. The programs recommended in this report apply specifically to the housing problems of the Territories by making use of National Housing Act programs wherever applicable. The programs are designed in conformity with the by-laws of the Corporation directing the development and application of policies on a Territory-wide basis, without prejudice towards race, religion, creed, sex or geographic location. They are in keeping with the goals and objectives in the NWT HC as outlined in Appendix A and shall be implemented in conformity with the existing policies and procedures of the Northwest Territories Housing Corporation as shown in Appendix B and C.



## TABLE OF CONTENTS

	<u>PAGE</u>
Preface	(i)
Recommendations	(iii)
Introduction	1
<u>PART I - The Housing Problem</u>	<u>3</u>
Condition of Housing Stock	3
Crowding	3
Tenure	4
Housing Requirements in 1974	5
Housing Requirements to 1981	5
Shelter and Incomes	12
<u>PART II - Government Activity in Housing &amp;</u>	
<u>Directions for Change</u>	14
Capital and Operating Expenditure	17
Delivery Mechanisms	18
Land Assembly	19
Capital Fund	20
<u>PART III - Housing Programs</u>	<u>21</u>
Home Ownership Programs	21
Non-Profit and Co-Operative Program	22
Rental Programs	23
Rehabilitation Program	24
Senior Citizens Program	25
Single Persons Program	25
Land Assembly	26
Housing Requirement Study Grant	26
Housing Allocation 1977	27

	<u>PAGE</u>
<u>PART IV - Other Government Programs</u>	29
Social Assistance Recipients in Public Housing	29
Shelter Support	30
APPENDIX A - Goals and Objectives of the NWTHC	32
APPENDIX B - Present and Proposed Housing Policies of the NWTHC	34
APPENDIX C - Housing Associations in the NWT	40

LIST OF TABLES

<u>TABLE NO.</u>		<u>PAGE</u>
1	Housing Requirements 1976, 1981	9
2	Housing Need by Community in 1976 & 1981	10
3	Income and Rents in NTHC Housing, 1976 .	13
4	Housing Construction Program	15
5	Social Housing Need	16
6	Proposed Housing Allocation - 1977	28

## INTRODUCTION

This report recommends the acceptance of the programs, capital and operating budget, delivery mechanisms and organization required by an Integrated Housing Policy.

The policy recommended has three major components: rehabilitation and maintenance of existing housing, production of social housing to accommodate the present shortfall and the need being generated by new family formations, single persons and senior citizens including the land for this housing, and a shelter support system for those who require assistance.

The Federal and Territorial Governments have a variety of programs and are already spending large sums of money in these areas. This proposal takes full advantage of existing federal programs, considers the special needs of northerners, and applies to all residents of the Northwest Territories.

The objectives on which this integrated housing policy are based are twofold:

- (1) to ensure an adequate supply of decent housing to meet the existing and growing needs of the residents of the Northwest Territories;
- and (2) to ensure access to decent housing at reasonable prices.

To ensure an adequate supply of decent housing, programs should be designed with the following criteria in mind:

- (1) the orderly and adequate supply of land to accommodate the required housing,
- (2) the rehabilitation of existing housing,
- (3) the construction and repair of housing with local labour and material,
- (4) the use of short term repayable subsidies to encourage the private sector to construct housing,
- (5) the means and methods of financing the programs,
- (6) the priorities among settlements for the distribution of housing.

To meet the second objective of ensuring access to decent housing, programs should consider the following:

- (1) the provision of shelter support to those in need,
- (2) the choice of tenure between ownership, either private or collective, and rental,
- (3) the control and administration of housing by the occupants,
- (4) compensation for disparities in construction and operating costs within the Northwest Territories,
- (5) the special housing needs of some groups such as senior citizens and single persons,
- (6) the fair and efficient distribution of government funds to assist the residents of both private and public housing including government staff housing.

PART I

THE HOUSING PROBLEM

In 1973/74 the Northwest Territories Housing Corporation, in an attempt to determine the extent of the housing condition examined overcrowding, multiple occupancy, and quality of housing in the NWT HC housing survey.

Condition of Housing Stock

The survey indicated 236 or 3 per cent of the 7,526 surveyed units were in a condemned condition, 637 or 8.5 per cent were in need of major repair, and 2,905 or 38.6 per cent required minor repairs.

Crowding

The housing survey indicated a very high proportion of persons per room and it indicated 3.86 persons per household in 1974. The survey recorded 1,721 households or 26 per cent of those surveyed living in crowded conditions of more than two persons per bedroom (the two persons being a couple of the same sex, or of the opposite sexes but under 10 years old.)

While the condition of overcrowding was getting worse in the NWT, that in Canada was improving as the number of persons per household declined in Canada from 3.9 in 1961 to 3.5 in 1971.

But, the condition of the stock of housing in the NWT is not reflected accurately by looking at the average number of persons per household. Government staff housing which represents a large proportion of housing in the NWT is much less crowded than the public Northern/Territorial housing at 6.12 persons per household, with a low of 3.28 in Fort Providence to a high of 9.25 in Yellowknife in 1974.

### Tenure

The ratio of renters to owners is exceedingly high. Of the 7,526 units surveyed in 1974, 1,410 or 18.7 per cent were owner-occupied and 6,116 or 81.3 per cent were renter-occupied compared to 60.3 per cent and 39.7 per cent respectively for Canada in 1971. The high number of renters to owners in the NWT is due to government staff housing policy and the supply of public rental housing.

In 1971, the Census recorded 1,665 renters or 21.96 per cent of all households shared and/or lacked bath and/or toilet facilities. Of these 1,460 or 87.69 per cent lived in settlements of less than 1,000 population.<sup>(1)</sup>

In 1971, the Census recorded 670 owners or 8.89 per cent of all households lived in accommodation with more than 1.1 persons per room. Of these 490 or 73.13 per cent lived in settlements of less than 1,000 population.<sup>(1)</sup>

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1. CMHC, special census tabulations, Housing Need, 1971.

### Housing Requirements in 1974

In order to reduce the housing requirement to a minimum, the Need and Demand Study, based on the 1973/74 NWT Housing Corporation survey was re-examined with a view to maximum utilization of the available housing stock. The original study assumed that overcrowded households consisting of more than one family would prefer to remain together in new larger units. This would have left small inhabitable units empty if the anticipated need had been met.

Taking this into account and reallocating the vacated housing among those individual families living in multiple occupancy situations reduces the original social housing need of 1,448 units indicated in 1974 to 1,233 units.

### Housing Requirements to 1981

Population has been growing at 4.2 per cent annually between 1961 and 1971 while concentrating in a pattern of settlements which were growing even more rapidly at 7.4 per cent annually.

The census in 1961, recorded 6,423 people or 28 per cent of the total population living in camps and unorganized areas. By 1971 this figure had reduced to 830 or 2 per cent of the population.

This shift in the population away from scattered camps to organized communities accounted to a large extent for a very



high growth rate indicated in some settlements and the pressure on the housing stock that has resulted in the overcrowding today.

Population projected by the Department of Indian and Northern Affairs to 1976 and 1981 at an annual rate of 3.7 per cent and 3.0 per cent respectively will mean a marked drop in the growth rate and to some extent a reduction of the tremendous requirement for housing experienced earlier. Population alone however is only a crude indicator of housing requirements, the major indicator being family formation.

To determine the new family formation rates, the ratio of family heads to population on an age specific basis for 1971 was applied to the age specific population projected to 1976 and 1981. This results in annual growth rates in family formations of 5.86 per cent to 1976 and 4.24 per cent from 1976 to 1981.

The family formation rate is increasing 58.4 and 41.3 per cent more rapidly than the population growth rate from 1971 to 1976 and 1976 to 1981 respectively.

This is due to the very young population in the NWT in 1971 with 42.9% of the total population under 15 years of age compared to 29.6 per cent in Canada.

As this young population grows older and begins to form families between 1971 and 1981 tremendous pressure will be exerted on the housing stock.

If the census projection C is accurate and the decrease in the male to female ratio from 1.11 in 1971 to 1.07 in 1981 continues, the family formation projection may underestimate the actual increase.

The growth rate in family formation and the resultant housing requirements were determined on a community by community basis.

The data indicates the social housing need to be 3,114 by 1981 for an annual construction requirement of 623 houses. The annual requirement to keep pace with the new family formations is 369 units. It is clear that present expenditures on housing are not only failing to keep pace with new family formations, the National Housing priority, but are also not relieving the condition created by overcrowding, multiple occupancy, and condemned housing.

In addition to this requirement for family accommodation there is a need for single person and senior citizen housing. This has been estimated at 40 and 30 units per year respectively.

The family formation rates represent the average annual growth rates for the NWT and are not necessarily applicable to any individual community. To determine more realistic rates for individual communities, the communities were ranked according to their growth rates from 1961 to 1971 and then grouped into three categories or tertiles, each tertile containing one-third of the total territorial population. The first tertile consisted of those communities with the lowest growth rate during 1961-71 whose combined populations totalled one-third of the overall population. Similarly the second and third tertiles each contained those communities with the next highest growth rates. The family formation rates of 5.86 and 4.24 were then apportioned among the low, medium and high growth communities resulting in tertile family formation rates of 2.45, 5.35 and 11.64 from 1971 to 1976 and 1.78, 3.87 and 8.42 from 1977 to 1981.

To determine the housing requirement on a community by community basis, the housing need resulting from new family formations and the replacement of houses written off due to fire damage or uninhabitable condition was added to the housing need indicated in 1974 by the 1973/74 Housing Survey.

The table on the following page indicates the housing requirements in 1976 and 1981.

TABLE 1            HOUSING REQUIREMENTS 1976, 1981

Year	Total Housing	Social Housing
1976	2,356	1,270
1981	5,467	3,114

Note:

- 1) the need in 1976 is the need after construction of 354 units which have been requested but funding not yet approved by CMHC. Actual funding approved to the end of July/76 is for 248 units. This includes 66 unbuilt units funded in previous years.

Social housing need was determined by subtracting the proportion of new family formations which would be accommodated in government staff and private company-owned houses that existed in each community from the total projected need. In most communities social housing need is at least 80 per cent of the total need, except Inuvik and Yellowknife where the proportions were 34 per cent and 67 per cent respectively.

TABLE 2

HOUSING NEED BY COMMUNITY IN 1976 AND 1981

LOCATION	1976			1981		
	TOTAL NEED BEFORE CONSTRUCTION	PROPOSED SOCIAL HOUSING CONSTRUCTION PROGRAM	TOTAL NEED AT YEAR END	SOCIAL HOUSING NEED AT YEAR END	TOTAL NEED AT YEAR END	SOCIAL HOUSING NEED AT YEAR END
<u>BAFFIN REGION</u>						
Arctic Bay	42	10	32	29	88	79
Broughton Is.	31	0	31	28	75	67
Cape Dorset	73	5	68	60	182	159
Clyde River	39	10	29	26	77	68
Frobisher Bay	264	20	244	82	709	259
Grise Fiord	3	3	0	0	4	3
Hall Beach	53	5	48	44	111	100
Igloolik	48	10	38	29	129	104
Lake Harbour	18	5	13	11	27	23
Pangnirtung	88	0	88	66	209	176
Pond Inlet	60	15	45	36	135	110
Port Burwell	3	0	3	3	9	8
Resolute Bay	5	20	0	0	0	0
Sub-Total	727	103	639	414	1,755	1,156
<u>CAMBRIDGE BAY</u>						
Bathurst Inlet	1	0	1	0	2	2
Cambridge	23	10	13	12	42	40
Coppermine	56	10	46	41	133	120
Gjoa Haven	47	10	37	34	89	82
Holman Island	21	0	21	19	52	47
Pelly Bay	12	4	8	7	21	19
Spence Bay	29	10	19	18	40	38
Sub-Total	189	44	145	131	379	348
<u>FORT SMITH</u>						
Fort Liard	23	5*	18	17	41	39
Fort Providence	30	5	25	24	47	45
Fort Simpson	21	5	16	11	46	35
Fort Smith	33	0	33	24	81	61
Fort Wrigley	6	0	6	6	14	13
Hay River	191	20	171	92 (146)	262	133 (221)
Jean Marie River	0	1*	0	0	0	0
Kakisa Lake	1	0	1	1	6	6
Lac La Martre	9	4*	5	5	14	14
Nahanni Butte	5	3*	2	2	6	6
Rae/Edzo	85	10	75	72	145	139
Snowdrift	6	0	6	6	16	15
Trout Lake	0	6*	0	0	2	2
Yellowknife	423	58 <sup>(1)</sup>	365	65 (238)	878	172 (568)
Sub-Total	833	117	723	325	1,558	680

TABLE 2

HOUSING NEED BY COMMUNITY IN 1976 AND 1981

LOCATION	1976			1981		
	TOTAL NEED BEFORE CONSTRUCTION	PROPOSED SOCIAL HOUSING CONSTRUCTION PROGRAM	TOTAL NEED AT YEAR END	SOCIAL HOUSING NEED AT YEAR END	TOTAL NEED AT YEAR END	SOCIAL HOUSING NEED AT YEAR END
<u>INUVIK REGION</u>						
Aklavik	12	5	7	5	28	23
Arctic Red	6	0	6	6	11	10
Colville Lake	3	0	3	3	1	1
Fort Franklin	10	0	10	9	19	7
Fort Good Hope	24	0	24	22	45	41
Fort McPherson	28	0	28	25	73	67
Fort Norman	20	5	15	13	34	30
Inuvik	519	10(2)	509	104 (174)	881	176 (298)
Norman Wells	16	12	4	0	20	0
Paulatuk	4	5	0	0	16	14
Sachs Harbour	5	5	0	0	9	7
Tuktoyaktuk	33	10	23	21	47	43
Sub-Total	680	52	629	208	1,184	419
<u>KEEWATIN DISTRICT</u>						
Baker Lake	35	10	25	24	57	55
Chesterfield	4	5	0	0	7	5
Coral Harbour	33	5	28	22	86	69
Eskimo Point	82	12	70	68	207	200
Rankin Inlet	87	10	77	61	178	134
Repulse	24	10	14	12	36	32
Sanikiluaq	11	5	6	5	13	11
Whale Cove	0	0	0	0	7	5
Sub-Total	276	57	220	192	591	511
TOTAL	2,705	373	2,356	1,270	5,467	3,114

\*Country Home Assistance Grants

- (1) Total includes tentative allocation of 48 townhouses and 4 log houses as well as 6 pre-fabs.
- (2) Tentative allocation of 10 town houses.
- (3) Social housing is considered as the total need less government and staff accommodation and in the case of Hay River, Yellowknife and Inuvik appears in ( ).

In Hay River, Inuvik and Yellowknife, the private market is expected to satisfy a larger proportion of the total housing need. In view of this, the social housing need has been calculated in these three communities by excluding that proportion of the total need which could be met by the private sector. These figures are used to calculate the total social housing need for the NWT. The figures in brackets are arrived at by the same method as in the other communities and are presented for comparative purposes only.

#### Shelter and Incomes

Compared to Canada very few families in the NWT spend too high a proportion of income on shelter. A special 1971 census tabulation of rent to income ratios in the NWT and Canada revealed the following from among all family households surveyed.

In 1971, 385 or 5.1 per cent of all households in the NWT paid more than 35 per cent of income on shelter and 125 or 1.7 per cent paid between 25 and 35 per cent of income on shelter.

In 1971, 502,000 or 8.3 per cent of all households in Canada paid more than 35 per cent of income on shelter and 322,000 or 5.3 per cent paid between 25 and 35 per cent of income on shelter.

It is commonly accepted that lower-income families should not spend more than 25 per cent of income on shelter. Accepting this standard, 6.8 per cent and 13.6 per cent of family

households pay too much in the NWT and Canada respectively.

The NWT has adopted rent to income guidelines for Northern/Territorial houses (N/TRHP) and Public Housing financed under the NHA. Both programs are rent geared to income to a maximum limit of 20 and 25 per cent respectively. The N/TRHP also has rent maximums on the housing units as do governments and major employers on supplied accommodation. In the 1974 NWT HC housing survey 33 per cent of the stock was owned by the NWT HC and 40.4 per cent by governments and major employers which explains why fewer families in the NWT than in Canada pay too much for shelter.

A survey of incomes of families in N/TRHP and Public Housing units in nine communities in the NWT, selected by economic base, indicated that a very small proportion of income is being spent on shelter.

TABLE 3. INCOME AND RENTS IN NWT HC HOUSING, 1976

Location	Median Income	Number Reporting	Percentage with R/I Ratio 25+	Average Monthly Rental
Chesterfield Inlet	6,238	19	2.8	21.00
Baker Lake	6,986	92	---	10.04
Fort Norman	2,851	27	3.8	7.81
Pelly Bay	3,247	31	31.0	32.75
Cambridge Bay	7,186	71	25.0	13.77
Coppermine	9,277	27	0	14.85
Fort Resolution	3,999	24	4.1	15.22
Rankin Inlet	8,995	48	2.1	13.18
Fort Simpson	6,253	22	0	25.17

Note: Social Assistance is not counted as income for persons in NWT HC housing. Median incomes would therefore be higher.



PART II

GOVERNMENT ACTIVITY IN HOUSING AND DIRECTIONS FOR CHANGE

The Government is involved in housing in the Northwest Territories to a very great extent and that involvement is increasing.

The CMHC and NWTHC have budgeted in excess of \$19.0 million in capital and \$8 million in operating expenditure in 1976. The Government of the Northwest Territories is spending 11.9 per cent of the capital budget on housing in addition to land development and servicing costs and yet the housing requirement is still not being fulfilled. In addition the Government of the NWT has a stock of approximately 1,700 leased and owned housing units for staff accommodation while the Federal Government has approximately 1,200 such units. Annual subsidies for these 2,900 units are estimated at approximately \$10 million.

Government activity is divided into two sections: the first includes programs offered by the NWTHC and CMHC; the second includes other government activity that has a direct impact on the housing market.

Prior to April 1, 1975 the Federal Government funded the provision of Northern/Territorial Housing which produced 1,858 units between 1965 and 1972 with a total to date of some 2,600 units. On January 1, 1974 the Northwest Territories Housing Corporation assumed responsibility for social housing production making use of federal funds available through programs under the National Housing Act (NHA).

TABLE 4                      HOUSING CONSTRUCTION PROGRAM

Location	1974	1975	Proposed 1976	Proposed 1977
Aklavik	5	5	5	0
Arctic Bay	0	0	10	8
Arctic Red River	0	0	0	4
Baker Lake	13	8	10	7
Broughton Island	0	5	0	8
Cambridge Bay	5	12	10	4
Cape Dorset	5	5	5	16
Chesterfield Inlet	4	0	5	0
Clyde River	0	6	10	7
Coppermine	5	8	10	11
Coral Harbour	4	5	5	6
Eskimo Point	12	16	12	19
Fort Franklin	8	0	0	0
Fort Good Hope	0	5	0	6
Fort McPherson	0	12	0	7
Fort Norman	0	0	5	4
Fort Providence	0	0	5	7
Fort Simpson	0	0	5	5
Fort Smith	0	10	0	5
Fort Resolution	8	0	0	0
Frobisher Bay	0	10	20	22
Gjoa Haven	6	5	10	9
Grise Fiord	0	0	3	0
Hall Beach	0	7	5	12
Hay River	0	0	20	25
Holman Island	5	0	0	5
Igloolik	5	8	10	8
Inuvik	0	20	10*	28
Lake Harbour	0	0	5	4
Norman Wells	0	0	12	0
Pangnirtung	0	8	0	18
Paulatuk	0	5	5	0
Pelly Bay	0	0	4	0
Pond Inlet	0	8	15	10
Rae-Edzo	0	0	10	20
Rankin Inlet	15	10	10	17
Repluse Bay	0	0	10	4
Resolute Bay	0	0	20	0
Sachs Harbour	0	0	5	0
Sanikiluaq	0	5	5	0
Spence Bay	0	10	10	5
Tuktoyaktuk	0	10	10	6
Whale Cove	3	0	0	0
Yellowknife	0	0	54*	18
TOTAL	103	203	350	335

\* This total includes the tentative allocation of 48 townhouse units in Yellowknife and 10 townhouse units in Inuvik.

Since the creation of the NWTHC, 497 units of public housing have been constructed to date with the largest construction program ever planned for 1977/78. In addition 30 non-profit apprenticeship family units have been constructed and 93 units of Senior Citizens accommodation are proposed to be in operation by year end.

This report takes the position that the NWTHC build sufficient housing to meet the Social Housing requirement over a five year period such that the need generated by new family formations is met in 1977/78 and housing production is increased over the five year period to meet the full requirement by 1982.

### SOCIAL HOUSING NEED

Year	(1) AHOP	(2) RRHP	(3) SSHAG	(4) Second Mtg.	(5) Co-op Bldg.	(6) Cont. Co-op	(7) NON-P	(8) N/TRHP	(9) Sec. 40	(10) Sec. 43	Soc. Hous. Total	(11) Rehab	(12) Sr. Cit.	(13) Sin Pers
1976/77	27	--	23	--	--	--	9	--	--	226	258	--	20	--
1977/78	50	40	30	30	10	10	30	--	80	210	372	65	30	40
1978/79	70	60	40	40	20	30	30	--	100	275	493	95	30	40
1979/80	90	80	50	50	30	50	40	--	130	330	624	125	30	40
1980/81	110	100	60	60	40	70	40	--	165	380	745	155	30	40
1981/82	130	120	70	70	50	90	50	--	200	430	876	185	30	40
TOTAL	450	400	250	150	250	250	190	--	675	1625	3110	625	150	200

Notes:

- |  |   |
|--|---|
| (1) Assisted Home Ownership Program            | (8) Northern/Territorial Rental Housing Program |
| (2) Rural and Remote Housing Program           | (9) Public Housing Federally Owned              |
| (3) Small Settlement Home Assistance Grant     | (10) Public Housing Territorially Owned         |
| (4) Second Mortgage Program                    | (11) Rehabilitation Assistance Program          |
| (5) Co-operative Building Program              | (12) Senior Citizen's Housing                   |
| (6) Co-operative Housing 34.18 of the NHA      | (13) Single Persons 15.1 of the NHA             |
| (7) Non-Profit Housing Section 15.1 of the NHA |   |
1. 30% of column (1) is considered as social family housing.
  2. Column (4) is not considered social family housing because of the absence of income restraints and a maximum house price.
  3. Column (5) is not considered social family housing because it operates in conjunction with the AHOP Program.
  4. As new family formations are forecast to require 369 units of social family housing that number is taken as a minimum number of units required for 1977/78.
  5. Columns (11), (12) and (13) are additions to social family housing.

Before discussing these specific programs and the reason for choosing them it is important to establish the financing and delivery of housing for the Corporation.

Capital and Operating Expenditure

The NWTHC has been using Section 43 of the National Housing Act to construct social rental housing. The Federal Government cost shares the operating subsidies 50/50 under this program, however it shares operating subsidies 75/25 under Section 40 social rental housing. Section 43 has been used because the NWTHC is required to put up only 10 percent of the capital rather than the 25 percent required under Section 40. While this has resulted in lower capital costs for the NWTHC, it has added considerably to the operating costs and is considered to be inadvisable. The following example illustrates this point.

	<u>Section 43</u>	<u>Section 40</u>
Net monthly operating deficit*	292	292
Loan amortization (10½ % for 35 Years)	420	-
Cost of Capital at 10½ % to the NWTHC	<u>47</u>	<u>117</u>
Total Cost	759	409
CMHC share	380	219
NWTHC share	380	190

The NWTHC would save \$190. per month in operating cost and this includes paying back the additional 15 percent debt. If the 15 percent capital contribution of the assumed \$53,000. house or \$7950 were borrowed at 10½ percent, it could be paid back over approximately three years.

\*The figure of \$292 per month is based on the 1976 estimated monthly operating deficit for a public housing unit.

### Delivery Mechanisms

At present the NWTHC tenders a prefabricated housing package secured on debentures. These units are delivered to Hay River, Churchill and Montreal and arrive on the sites in July and August. Pad construction and preparation of the site occurs prior to unit arrival and contracts are let for construction of the unit either just before or upon delivery.

The change to Section 40 will require the Corporation to have all contracts for site preparation, prefabrication and unit erection signed prior to the receipt of sufficient funds for the project from the CMHC. This may not be entirely possible and further negotiations with the CMHC will be required. Land will have to be secured by longterm lease.

The Non-Profit housing sector is assisting in the provision of housing. Both the Inuit Tapirisat and the Dene Housing Group have formed Non-Profit Corporations and the ITC is involved in the production of 3 housing units for public housing purposes in Eskimo Point this year. The NWTHC will cost share subsidies under Section 44.1(b) of the NHA. The Non-Profit Section is an opportunity for more local involvement and initiative in the delivery and management of housing.

The present NWTHC housing associations are constituted as Non-Profit Corporations, however to qualify for funds under the NHA they will require a change in their charter to ensure that

any assets they may acquire are transferred to other charitable organizations on possible dissolution. A housing association with this slight modification, while managing public rental housing for the NWTCH, could make use of general sections of the NHA both to rehabilitate housing units and to construct and manage units of its own.

Of particular interest is the possibility of these settlement Non-Profits purchasing existing N/TRHP units which are badly in need of repair from the NWTCH. The Non-Profits would then qualify for both loans and grants in the form of five year forgivable loans from CMHC to rehabilitate this housing.

This report suggests that full advantage be taken of these new forms of delivery of housing to expand the potential for housing starts and make maximum advantage of the funds available under the NHA.

#### Land Assembly

The NWTCH has been experiencing a growing problem in the area of finding suitable, available and serviced land for the houses to be constructed each year.

Planning of subdivisions and actual servicing of land has not been keeping pace with the production of housing. If the NWTCH increases production in line with the recommendations in this report, land supply shortages will greatly restrict development.

Funds for land assembly are available under Section 40 at 75% federal contribution and 25% NWTFC contribution and Section 42 at a 90 percent loan, at 10½ percent over 50 years. In order to take advantage of the NHA under Section 40 or 42, clear title to the land must be transferred to the CMHC or a lease obtained by the NWTFC for a period of 30 years with an option to renew for an additional 25 year minimum. This latter option is recommended.

An alternative to NHA financing is to borrow directly from the Minister of Indian Affairs and Northern Development in the same terms as do municipalities. These funds, currently at 9½ percent, or the Treasury Board rate, would be the least costly and the least complicated, as NHA funds require quite detailed planning and specifications.

This fund would be revolved by charging the development costs directly to the following years construction costs thereby freeing the original funds for future land assembly. As housing production is projected to increase the fund would be added to each year.

#### Capital Fund

Capital funds are not only required for Land Assembly but for interim financing for Ownership Co-operatives and Non-Profit Corporations, and for loans under the proposed Second Mortgage Program. This fund would actually bring revenue to the NWTFC. Funds for land assembly for these Non-Profit Corporations will be made available at the NWTFC borrowing rate and for the Second Mortgage Program at the current NHA mortgage rate.

PART III

HOUSING PROGRAMS

Within the context of the above it is possible to now recommend the programs that the NWTHC will implement in the Territories. Wherever possible existing federal programs have been utilized so that NWTHC programs will operate in cooperation rather than competition with these programs.

1. Home Ownership Programs

i) Assisted Home Ownership (NWTHC and NHA funding). This program would be an extension of the existing AHOP. It is proposed that the NWTHC piggyback a \$750 a year subsidy to the federal program which would have the effect of reducing by \$3000 the yearly family income required to purchase a home. The income required to purchase a \$43,500 home would be reduced to \$12,739.

11) Rural and Remote Housing (NWTHC and NHA funding). This is a new program offering homeownership geared to income and including a utility subsidy for families whose incomes do not qualify them for AHOP. Based on 33 percent of income for shelter the minimum income is that which leaves a family the minimum required under Social Assistance after the shelter component is removed.



iii) Country Home Assistance Grant (NWTHC Funding)

This is an extension of an existing program whereby families can construction housing from indigenous materials. The grant of up to \$10,000 is to offset the cost of purchased manufactured building components such as furnaces, windows and door frames, sanitary facilities etc., and shipment cost beyond the cost to Yellowknife. The program is available once in a lifetime in areas where no Public Housing is built.

iv) NWTHC Second Mortgage Program

It is proposed that a second mortgage be made available of up to \$10,000 at the first mortgage rate to home purchasers of both new and existing homes and for the reconstruction or rehabilitation of existing housing. Minimum standards shall be those of the National Housing Act.

v) Co-operative Building Program (NWTHC and NHA Funding)

This program is designed to piggyback with the federal assistance for Building Co-operatives. It offers an interest reduction loan to 8% and a maximum subsidy of \$750 per year to reduce monthly pay rents of principal, interest and taxes to 25% of income with a maximum house price set to the Section 58 NHA borrowing level presently at \$52,000. A start up grant is available under the NHA of up to \$10,000 and the NWTHC will provide bridge financing of up to 85% of the unit costs.

2. Non-Profit and Co-operative Program (NWTHC and NHA Funding)

i) This program is a new program offering non-profit societies and community groups 100 percent financing (of which 10 percent is forgiven) to construct housing for all segments

of the community on a rent geared to income basis. Utility subsidies are included in this program. Operating subsidies for low income persons are shared 50/50 between the CMHC and NWT HC.

Under this program existing Northern/Territorial housing stock could be turned over to the housing associations which would become the collective owners. The NWT HC will offer to supply the prefabricated housing packages at cost to these Corporations for new house construction.

In order to develop a more appropriate housing unit the NWT HC has proposed a joint Demonstration and Development Project with the CMHC , ITC and the Dene Housing Group. It is hoped that the planning and design of housing for the Territories will be improved and achieve a higher degree of acceptability because of local involvement.

### 3. Rental Programs

i) Northern/Territorial Rental Housing Program (NWT HC funding). It is proposed to sell these N/TRHP housing units for \$3,000 to the NWT HC Non-Profit Corporation or other Non-Profit or Co-operative Organization. This would make the units eligible for cost shared subsidies at rent geared to a maximum of 25 per cent of income. Unit rent maximums would remain in effect and the units would become eligible for NHA financed rehabilitation funds including maximum loans of \$6,750 and grants of \$3,750. Under the N/TRHP a purchase reserve of 33 per cent of all rent paid had been and is credited to each tenant. This reserve will be applied to the

unit at the time of transfer to the Co-operative or Non-Profit Corporation and will be credited as equity to the owner.

ii) Public Housing Program(NWTHC and NHA Section 40 and 43, 44 Funding).

This is an existing program offering rent geared to a maximum of 25 percent of income; however the NWTHC has in the past constructed housing under Section 43 because only 10 percent of the capital for construction is required while operations costs are shared 50/50.

These operations costs are shared 75/25 on Section 40 housing and as operating costs are very high in the NWT there is a considerable saving in operation. The capital requirement is however, increased by 15 percent from Section 43. It is recommended that this capital be borrowed over a five year period to establish a fund which would be paid from the operations budget or that capital requirements be obtained from the Territorial Government directly.

#### 4. Rehabilitation Program.

i) Residential Rehabilitation Assistance Program (NWTHC and NHA Funding).

To this existing program available in rural areas of the Territories it is proposed that the NWTHC provide a \$3000 forgivable loan to be added to the \$3750 NHA forgivable loan for Non-Profit and Co-operative housing. This would provide the opportunity to rehabilitate existing housing to a maximum level of \$13,000 of which \$6250 is a NHA loan at 8 per cent.

5. Senior Citizens Housing Program.

i) NWTHC and NHA Section 40 and 15.1, 44(1)(b) Funding  
To the existing senior citizens rent geared to income program personal care units will be added. Staff will be provided through the local Housing Association with supervision from the NWT Government Department of Social Development. These units will only be allocated based on community request and will be designed from the NWTHC standard housing components. A majority of the occupants must be in receipt of assistance under the Canadian Assistance Program and operating costs for the personal care facilities should be charged to the Department of Social Development as they are not cost shareable with CMHC.

6. Single Persons Program.

i) NWTHC and NHA Section 15.1, 44(1)(b) Funding  
This existing program will continue to supply housing with rents geared to percent of income when requested by local Housing Associations. First priority for such accommodation will be to the rehabilitation of the 252 one room units in need of repair. Second priority will be for the construction of fourplex units based on improved existing NWTHC house designs.

7. Land Assembly

i) NWTHC and NHA Section 40 and 42 Funding

It is proposed that the NWTHC acquire and service land in the year prior to actual building construction. Funds will be obtained either through Section 40 and 42 for Public Housing and Section 42 for Non-Profits and Co-operatives or directly from Treasury Board. The major capital cost will be in the first four years of the program. A revolving fund will be established to provide the funds for land acquisition, servicing and pad construction. This fund would be replenished by charging the land costs to the capital cost of newly constructed units.

8. Housing Requirements Study Grants

i) NWTHC Funding

This is a new program which requires local associations to complete a simple housing survey to establish the existing stock, household size and family composition and income every two years. Funding will be on a \$2.00 per capita basis, and information will be supplied on standardized NWTHC forms. No housing will be allocated to communities not completing the survey.

PART IV

HOUSING ALLOCATION 1977

As a result of negotiations between the CMHC and the Government of the NWT, the NWTHC will be responsible for delivering approximately 365 family housing units: 270 Public Housing, 40 Non-Profit, 25 Rural and Remote and 30 Country Home Assistance Grants.

Country Home Assistance Grants will be allocated on a first come first served basis. Rural and Remote housing has been allocated based on an Advisory Committee of the ITC and Dene to Fort McPherson, Fort Smith, Fort Rae or Aklavik and Tuktoyaktuk, but are included with the remaining 310 units which are allocated by ranking the communities in the NWT by social housing need as a percentage of existing social housing stock with reference to the ratio of crowding in the N/TRHP stock. Actual allocation is based on the need in each community apportioned over the 335 units. As 1230 units are required in total, one house has been allocated for each 3.7 units actually required.

Any allocation of less than 3 units was redistributed to other communities as it was considered to be uneconomic to construct less than 3 units in a settlement.

Table 6 on the following page indicates the proposed allocation.

TABLE 6

PROPOSED HOUSING ALLOCATION - 1977

Location	Housing Stock End of 1976	Social Housing Need - End of 1976	Increase in Social Stock Req'd to Meet Need (%)	Density of NTRH in 1974 (Persons Per Unit)	1977 Proposed Allocation
Hay River	85	92	108	5.82	25
Hall Beach	53	44	83	7.11	12
Ft. Good Hope	27	22	81	8.25	6
Inuvik	149	104	70	5.38	28
Yellowknife	103	65	63	9.25	18
Cape Dorset	105	60	57	6.17	16
Pangnirtung	117	66	56	6.23	18
Rankin Inlet	121	61	50	5.63	17
Snowdrift	12	6	50	6.48	
Ft. Providence	50	24	48	3.28	7
Gjoa Haven	75	54	47	6.82	9
Rae/Edzo	156	72	46	6.02	20
Arctic Bay	66	29	44	6.30	8
Eskimo Point	159	68	43	4.85	19
Broughton Isl.	65	28	43	6.10	8
Arctic Red River	14	6	43	5.65	4
Clyde River	63	26	41	8.19	7
Holman Island	48	19	40	5.61	5
Pond Inlet	98	36	57	6.46	10
Ft. McPherson	67	25	57	6.53	7
Coral Harbour	63	22	55	7.05	6
Frobisher	240	82	54	6.87	22
Ft. Norman	59	13	53	5.67	4
Coppermine	155	41	50	5.70	11
Ft. Simpson	57	11	50	6.62	5
Lake Harbour	58	11	29	5.76	4
Igloodik	110	29	26	6.51	8
Ft. Smith	68	18	26	6.50	5
Repulse Bay	50	12	24	6.13	4
Tuktoyaktuk	96	21	22	6.92	6
Spence Bay	86	18	21	5.62	5
Ft. Franklin	55	9	17	7.83	
Pt. Burwell	19	5	16	5.68	
Baker Lake	165	24	15	5.71	7
Pelly Bay	49	7	14	5.86	
Sanikiluaq	46	5	11	6.97	
Cambridge Bay	127	12	9	5.39	4
Aklavik	109	5	5	7.10	
TOTAL	3161	1250	---	----	335

PART V

OTHER GOVERNMENT PROGRAMS

Social Assistance Recipients in Social Housing

The present policy of the NWTHC of charging Social Assistance (S.A.) recipients \$2.00 in N/TRHP housing results in the NWTHC charging the Territorial Government the full subsidy for these families. Present subsidies are \$5,877.900 or \$2,200 per unit per year.

S.A. recipients in Public Housing are charged \$28 while operating subsidies are \$5,378 per unit per year for the 397 Section 43 Public Housing units and \$3,506 for the 100 Section 40 Public Housing units. Total subsidies under these programs are \$2,485,500 for 497 units in 1976.

For families with earned income supplemented by Social Assistance the S.A. portion is not considered in calculating income for rental purposes.

The agreement between the CMHC and the NWTHC requires that Social Assistance be considered as income and that the rent to income scale be applied to these housing units.

It is proposed that Social Assistance be considered as part of income and S.A. recipients be charged according to the rent to income schedule for their particular type of housing unit. This would allow the NWTHC to fulfill its obligations under the NHA to the CMHC . Based on 1976 estimates, approx-



imately 2.7 million dollars of subsidy would be shifted to the Department of Social Development who are able to cost share this expenditure under the Canadian Assistance Plan with the Federal Government.

### Shelter Support

The Tax Credit operated through the federal income tax has been considered in this study as a possible method of reducing the burden of the high cost of home ownership or high rents to those persons not protected by Government or Industry supplied staff accommodation or by Social Housing. It would also ensure a margin of protection to those families with modest or low incomes who wanted to take advantage of the proposed changes to the present staff housing subsidies and rent or purchase private accommodation.

The Tax Credit to homeowners and renters provides a mechanism for shelter support with a maximum amount of flexibility for the individual. The income related Tax Credit could provide a broad base of relief from high costs of shelter distributed equitably between both owner and renter.

This study has reviewed the use of the Alberta Renter Assistance Credit, the Ontario Tax Credit, the British Columbia Renters' Tax Credit and the Manitoba Tax Credit Plan with a view towards bringing the policies of staff housing and social housing based on a maximum of 25 percent of income together, and removing the inequities between staff rental accommodation, private rental accommodation and owned accommodation.

The Tax Credit can redistribute income to help those most in need and is a feasible mechanism ~~because~~ the Government of the NWT is to assume control over taxation within the Territories in the near future. When this change ~~occurs~~ ~~the Tax Credit~~ would become technically possible. It would be included on the income tax form and administered by the Department of National Revenue.

The Tax Credit recommended would apply to 5 times the property tax paid on the owner occupied property or full yearly rental, less 25 per cent of net income as described for income tax purposes or \$500, whichever is the lessor. For all persons including those living in Public Housing whose monthly rent is less than one-quarter of their income, this program would not provide assistance. But, for a family paying a high rent or high taxes and earning a modest income the assistance could be as much as \$500 per year. It is not expected that many families would be in this situation, but for those who are this program could offer assistance.

Additional study by the NWT HC with appropriate departments of the GNWT is recommended before possible adoption and implementation of such a plan.

APPENDIX A

GOALS AND OBJECTIVES OF THE NWTFC

NORTHWEST TERRITORIES HOUSING CORPORATION

OBJECTIVES

To create, co-ordinate and give direction to housing programs based on need, environment and research, so as to make available an adequate standard of housing to all residents of the Northwest Territories.

To encourage and facilitate home ownership in the Northwest Territories.

SUB-OBJECTIVES

- a) To acquire, develop and provide land for housing and ancillary programs -  
Land Assembly Program;
- b) To create, develop and maintain programs for the accommodation of senior citizens, individuals requiring minimal housing care, families and individuals generally, students or apprentices and their families. -  
Territorial Rental Purchase Program  
Senior Citizens Accommodation Program  
Single Persons Accommodation Program  
Industrial Trainee and Apprenticeship Housing Program;
- c) To develop a staff housing program;
- d) To assist communities in initiating neighbourhood improvement programs -  
Neighbourhood Improvement Program;
- e) To create and implement home ownership programs -  
Territorial First and Second Mortgage Program  
National Housing Act Direct Loans Second Mortgage Program  
Country Home Assistance Grant Program;
- f) To foster the development of housing associations and their involvement in co-operative and non-profit housing;
- g) The encouragement of local construction groups and on-going construction and maintenance activities.

October 28, 1975.

APPENDIX B

PRESENT AND PROPOSED HOUSING POLICIES

RELATIONSHIP WITH HOUSING ASSOCIATIONS

POLICY C 9

The Northwest Territories Housing Corporation, as statutory successor to the Commissioner by virtue of the Northwest Territories Housing Corporation Ordinance, shall enter into management agreements with housing associations for the administration of all housing programs at the settlement level.

The agreements shall identify mutual responsibilities, authority and the terms and conditions of the operations of programs administered by housing associations on behalf of the Corporation.

Approved: January 13, 1976.

COMMUNITY PLANNING

POLICY D 2

It is Board policy to deliver satisfactory housing at a reasonable cost within a sound community planning framework. To this end, the Corporation will assist settlements and municipalities in the initiation and maintenance of long-range community development plans.

Where new housing units are being planned, community plans shall be prepared in conjunction with local administrations to integrate housing with the overall community development concept.

Furthermore, systems of co-ordination and co-operation shall be developed to co-ordinate long-range housing programs, housing renewal programs and land development programs with the appropriate government agencies within the context of overall community policy.

Approved: April 21, 1976.

ECONOMIC DEVELOPMENT

POLICY D 3

The Board supports the proposition that local organizations should be encouraged to participate in the delivery, construction and administration of housing. To this end, the Housing Corporation shall co-ordinate its activities with the appropriate agency in encouraging and supporting increased local construction involvement.

Where assistance is required to develop local expertise, steps shall be initiated to request government departments for support.

Communities showing greater initiative in handling capital projects and administering housing projects shall be considered first for new housing initiatives. Positive incentives rather than punitive measures shall be developed for inactive organizations.

Approved: April 21, 1976.



REHABILITATION, EXISTING HOUSING

POLICY D9

It shall be the policy of the Corporation to develop and implement rehabilitation plans for existing rental houses to achieve and maintain consistent and acceptable housing standards.

Rehabilitation plans shall be developed in conjunction with each Housing Association. Wherever possible rehabilitation will be carried out by Housing Associations under the direction of the Corporation.

Rehabilitation shall be properly planned and coordinated to prevent costly piecemeal improvements. Funds shall be allocated such as to assure full rehabilitation.

Approved: 26/8/76

HOUSING STANDARDS

POLICY E 2

All Northern residents shall be entitled to housing that is of acceptable Canadian standards. New units built in all communities shall be planned, designed and built to the standards of the National Housing Act and the National Building Code.

Cost benefit analyses shall be carried out for new building products, design innovations and construction methods, and where savings are possible in capital or operation and maintenance cost and the changes can be implemented within budget limitations, such changes shall be introduced at the earliest possible date.

The Board very strongly supports the view that special northern conditions and life styles will permit an adjustment in housing standards providing opportunity for innovative and experimental design.

Approved: January 13, 1976.

APPENDIX C

HOUSING ASSOCIATIONS IN THE NWT

## HOUSING ASSOCIATIONS IN THE N.W.T.

### INTRODUCTION

Adequate housing is a major prerequisite for the continued progress and development of people and communities. The Northwest Territories has a number of unique factors that have had considerable impact on the provision of housing:

- Extremely high costs for construction and operations
- A small population scattered over a vast area in isolated communities
- Transportation factors and a short building season
- A limited economic base
- A large indigenous population in a state of transition
- A semi-transient administrative population
- A lack of local skills in the areas of construction, maintenance and administration
- Climate

These factors have resulted in the major portion of the population living in rental accommodation. Under normal circumstances persons living in rental accommodation have little to say in respect to the management of housing and decisions that effect their daily lives. However they are in the position to seek alternative accommodation be it homeownership or another rental situation. Housing is of vital importance to the health and well being of the residents of the N.W.T. Most people in Canada are involved in decision making concerning their accommodation (size, rental rates, location, costs, homeownership etc.)

In order for residents of the N.W.T. to become aware of and participate in housing decisions which effect their daily lives they must be involved in the management of housing at the community level. In conjunction with management and decision making authority are the responsibilities to manage housing within the terms of the programs.

### HISTORY

Prior to 1965 houses supplied by the Government as welfare houses and for sale to Eskimos fell far below the standards recommended by the Department of National Health and Welfare.

## History cont'd

In 1965 the Federal Treasury Board approved the Northern Rental Housing Program to provide more adequate houses for Eskimos in the N.W.T. In 1968 Treasury Board amended the program by extending its provisions to include Indians in the N.W.T. The Territorial/Rental Housing Program was introduced to extend the same benefits provided by the Northern Rental Program to N.W.T. residents other than Indians and Eskimos.

One of the reasons Treasury Board agreed to the Rental Housing Program was that "management would, wherever possible, be carried out by a local Housing Association, and that real authority and responsibility would be transferred to this group as quickly as they could demonstrate the ability to handle it." Housing Associations are legally incorporated non-profit agencies whose membership is comprised of tenants occupying rental housing. The general membership elects a Board of Directors who represent the tenants in dealing with the Corporation and manage rental housing on behalf of the Corporation.

### RESPONSIBILITY AREAS

Housing Association responsibilities may be broken down into two major areas comprised of:

1. SOCIAL - as an organization representing tenants in dealing with the Corporation, educational programs and explanation of housing programs
2. MANAGEMENT - as an agent of the Corporation the administration, management and maintenance of Corporations assets within terms of Housing Programs

### Housing Associations - Terms of Reference

1. SOCIAL
  - Assisting tenants in exercising the purchase option
  - Allocation of Houses to tenants
  - Recommendations re: design and size
  - Recommending location of units
  - Recommendations for improvements
  - Advising of the need for educational programs, (housekeeping, home repairs)
  - Explanation of rental rates and tenants responsibilities

## Responsibility Areas cont'd

- Requesting and justifying the need for changes in programs.
- Formation of committees and H.A. bylaws re: housing related social problems including alcohol, wilful damage, over-crowding, long term visitors etc.
- Recommending upgrading or disposal of Corporation assets.

## 2. MANAGEMENT

- Complying with the requirements of the N.W.T. Societies Ordinance
- Recommending approval or refusal of purchase option when tenants request to buy unit.
- Operating housing projects under the terms of specific programs.
- Assessing rent based on family income and the graduated rental scale.
- Collection of rent including initiating legal action for non-payment.
- Ensure that tenants meet their responsibilities for tenant maintenance
- Monitoring and payment for utilities, municipal services and maintenance.
- Financial management and administration including budget preparation and accounting for revenue and expenditures
- Implementing preventative maintenance schedules and arranging for preventative and emergency maintenance to be done by contract or by Association employees
- Arranging for approved extra-ordinary maintenance or renovations to be done by contract or Association employees.
- Ordering maintenance materials and supplies

To adequately perform the above activities each Housing Association needs to employ a trained Secretary Manager. In addition they must have access to skilled maintenance personnel as employees or contractors. These requirements are a very real problem for most Housing Associations due to the lack of trained personnel.

The N.W.T.H.C. holds training courses for Housing Association Secretary Managers and provides ongoing support, guidance and training through its district offices. The Corporation was instrumental in developing the Housing Maintenance Serviceman Apprenticeship program offered by the Government of the N.W.T. Housing Associations are encouraged to select local maintenance-men for the course.

### Responsibility Areas cont'd

At the present many Housing Associations still have many administrative management and maintenance problems due to the limited amount of training tenants, Boards of Directors and personnel have received. The lack of training can be contributed to the problem area's of:

- Inadequate funding
- High turnover of staff

The high turnover of staff centers around the nature of the jobs (part time, seasonal and social pressures.) The Secretary Managers and maintenance personnel who receive training and become competent are in demand by other agencies who can offer them full time employment, and higher wages with less social pressures.

## PART I

### RECOMMENDATIONS

This report recommends that the Northwest Territories Housing Corporation and the Government of the Northwest Territories adopt an Integrated Housing Policy. The principal elements of the policy are:

- (1) The production of 3,110 units of social family housing and accommodation for 150 Senior Citizens and 200 single persons by 1982.
- (2) The rehabilitation of 625 housing units by 1982.
- (3) The provision of family housing units should at no time fall below the number required to meet at least the need generated by new family formations.
- (4) The development of a capital fund for Land Assembly, Interim Financing and a Second Mortgage program.
- (5) The reduction of long term subsidy cost for the Government by the use of programs under the National Housing Act where the balance of capital and budgetary expenditure is to the benefit of the Northwest Territories Housing Corporation.
- (6) The support of housing production by Non-profit and Co-operative Corporations wherever possible, including the Inuit Tapirisat, the Dene Housing group and Settlement Associations.
- (7) The addition of funds to federal NHA programs to increase their effectiveness for northerners wherever possible, rather than developing new programs in competition.
- (8) The following Programs to be implemented by the Northwest Territories Housing Corporation:

#### I Homeownership

- i) Assisted home ownership to 25% of income on principal, interest and taxes by adding a \$750.00 subsidy per year to the federal AHOP.



- ii) Rural and Remote ownership to 33% of income on principal, interest, taxes and utilities for those whose incomes do not qualify them for AHOP.
- iii) A Small Settlements Home Assistance Grant be established of up to \$10,000 including shipment costs for remote areas.
- iv) Second Mortgage Program of up to \$10,000 for the purchase, construction, or rehabilitation of a principal residence.
- v) Interim financing for Ownership Co-operatives.

## II Non Profit

- i) Non Profit and Co-operative housing support on a rent to 25% of income basis for principal, interest, taxes and utilities.

## III Rental Programs

- i) Northern Territorial Housing units are to use the federal public housing definitions of income and rent to income scale.
- ii) Section 40 will begin to be used to approximately 25 percent for the financing of public housing in addition to Section 43.

## IV Rehabilitation

- i) Residential Rehabilitation for Non Profit Corporations and Co-operatives will be assisted by a \$3,000 NWTHC grant in addition to the federal RRAP.

## V Senior Citizens

- i) Senior Citizens' accommodation will be developed in conjunction with the personal care units in cooperation with the Department of Social Development and managed through local housing associations.

## VI Single Persons

- i) Single persons will be eligible for rent to income accommodation provided by the Northwest Territories Housing Corporation.

## VII Land Assembly

- i) Land assembly will be carried out a minimum of one year in advance of construction, financed from a revolving fund, and charged to the cost of housing. These funds are to be sought from both Treasury Board and the CMHC.

## VIII Housing Requirements

- i) Housing requirements surveys will be required of local associations and supported by a \$2.00 per capita grant from the Northwest Territories Housing Corporation.
- (9) The subsidy for Social Assistance recipients in Public and Northern Territorial Housing will be transferred to the Department of Social Development which can share these costs under the Canadian Assistance Plan.
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These recommendations address the major problems facing the production, delivery and financing of housing in the Northwest Territories. The strong emphasis on homeownership and the subsidy assistance made available through these programs, combined with changes in government staff benefits could produce a rational approach to housing in the Northwest Territories.

These proposals put Federal and Territorial spending on housing into an integrated housing framework. The programs recommended in this report apply specifically to the housing problems of the Territories by making use of National Housing Act programs wherever applicable. The programs are designed in conformity with the by-laws of the Corporation directing the development and application of policies on a Territory-wide basis, without prejudice towards race, religion, creed, sex or geographic location. They are in keeping with the goals and objectives of the NWT HC and shall be implemented in conformity with existing policies and procedures.

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This report recommends the acceptance of the programs, capital and operating budget, delivery mechanisms and organization required by an Integrated Housing Policy.

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The Federal and Territorial Governments have a variety of programs and are already spending large sums of money in these areas. This proposal takes full advantage of existing federal programs, considers the special needs of northerners, and applies to all residents of the Northwest Territories.

## PART III

### THE HOUSING PROBLEM

In 1973/74 the Northwest Territories Housing Corporation, in an attempt to determine the extent of the housing conditions examined overcrowding, multiple occupancy, and quality of housing in the NWT HC housing survey.

#### Condition of Housing Stock

The survey indicated 236 of the 7,526 surveyed units were in a condemned condition, 637 were in need of major repair, and 2,905 required minor repairs.

## Crowding

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## Tenure

The ratio of renters to owners is exceedingly high. Of the 7,526 units surveyed in 1974, 18.7 per cent were owner-occupied and 81.3 per cent were renter-occupied.

In 1971, the Census recorded 1,665 renters or 21.96 per cent of all households shared and/or lacked bath and/or toilet facilities. Of these 1,460 lived in settlements of less than 1,000 population.

In 1971, the Census recorded 670 owners or 8.89 per cent of all households lived in accommodation with more than 1.1 persons per room. Of these 490 lived in settlements of less than 1,000 population.

## Housing Requirements to 1981

Population has been growing at 4.2 per cent annually between 1961 and 1971 while concentrating in a pattern of settlements which were growing even more rapidly at 7.4 per cent annually.

The shift in the population away from scattered camps to organized communities accounted to a large extent for a very high growth rate indicated in some settlements and the pressure on the housing stock that has resulted in the overcrowding today.

Population alone however is only a crude indicator of housing requirements, the major indicator being family formation.

The annual growth rates in family formations is 5.86 per cent to 1976 and 4.24 per cent from 1976 to 1981.

The growth rate in family formation and the resultant housing requirements were determined on a community community basis.

The data indicates the social housing need to be 3,114 by 1981 for an annual construction requirement of 623 houses. The annual requirement to keep pace with the new family formations is 369 units. It is clear that present expenditures on housing are not only failing to keep pace with new family formations, the National Housing priority, but are also not relieving the condition created by overcrowding, multiple occupancy, and condemned housing.

In addition to this requirement for family accommodation there is a need for single person and senior citizen housing. This has been estimated at 40 and 30 units per year respectively.

To determine the housing requirement on a community by community basis, the housing need resulting from new family formations and the replacement of houses written off due to fire damage or uninhabitable condition was added to the housing need indicated in 1974 by the 1973/74 Housing Survey.

This report takes the position that the NWTHC build sufficient housing to meet the Social Housing requirement over a five year period such that the need generated by new family formations is met in 1977/78 and housing production is increased over the five year period to meet the full requirement by 1982.

## SOCIAL HOUSING NEED

Year	(1) AHOP	(2) RRHIP	(3) SSIIAC	(4) Second Mtg.	(5) Co-op Bldg.	(6) Cont. Co-op	(7) NON-P	(8) N/TRHP	(9) Sec. 40	(10) Sec. 43	Soc. Hous. Total	(11) Rehab	(12) Sr. Cit.	(13) Sin Per.
1976/77	27	--	23	--	--	--	9	--	--	226	258	--	20	--
1977/78	50	40	30	30	10	10	30	--	80	210	372	65	30	40
1978/79	70	60	40	40	20	30	30	--	100	275	493	95	30	40
1979/80	90	80	50	50	30	50	40	--	130	330	624	125	30	40
1980/81	110	100	60	60	40	70	40	--	165	380	745	155	30	40
1981/82	130	120	70	70	50	90	50	--	200	430	876	185	30	40
<b>TOTAL</b>	<b>450</b>	<b>400</b>	<b>250</b>	<b>150</b>	<b>250</b>	<b>250</b>	<b>190</b>	<b>--</b>	<b>675</b>	<b>1625</b>	<b>3110</b>	<b>625</b>	<b>150</b>	<b>200</b>

**Notes:**

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>(1) Assisted Home Ownership Program</li> <li>(2) Rural and Remote Housing Program</li> <li>(3) Small Settlement Home Assistance Grant</li> <li>(4) Second Mortgage Program</li> <li>(5) Co-operative Building Program</li> <li>(6) Co-operative Housing 34.18 of the MIA</li> <li>(7) Non-Profit Housing Section 15.1 of the NIA</li> </ul> | <ul style="list-style-type: none"> <li>(8) Northern/Territorial Rental Housing Program</li> <li>(9) Public Housing Federally Owned</li> <li>(10) Public Housing Territorially Owned</li> <li>(11) Rehabilitation Assistance Program</li> <li>(12) Senior Citizen's Housing</li> <li>(13) Single Persons 15.1 of the NIA</li> </ul> |
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1. 30% of column (1) is considered as social family housing.
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  3. Column (5) is not considered social family housing because it operates in conjunction with the AHOP Program.
  4. As new family formations are forecast to require 369 units of social family housing that number is taken as a minimum number of units required for 1977/78.
  5. Columns (11), (12) and (13) are additions to social family housing.

TABLE 2

## HOUSING NEED BY COMMUNITY IN 1976 AND 1981

LOCATION	1976			1981		
	TOTAL NEED BEFORE CONSTRUCTION	PROPOSED SOCIAL HOUSING CONSTRUCTION PROGRAM	TOTAL NEED AT YEAR END	SOCIAL HOUSING NEED AT YEAR END	TOTAL NEED, AT YEAR END	SOCIAL HOUSING NEED AT YEAR END
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Arctic Bay	42	10	32	29	88	79
Broughton Is.	31	0	31	28	75	67
Cape Dorset	73	5	68	60	182	159
Clyde River	39	10	29	26	77	68
Frobisher Bay	264	20	244	82	709	259
Grise Fiord	3	3	0	0	4	3
Hall Beach	53	5	48	44	111	100
Igloolik	48	10	38	29	129	104
Lake Harbour	18	5	13	11	27	23
Pangnirtung	88	0	88	66	209	176
Pond Inlet	60	15	45	36	135	110
Port Burwell	3	0	3	3	9	8
Resolute Bay	5	20	0	0	0	0
Sub-Total	727	103	639	414	1,755	1,156
<b>CAMBRIDGE BAY</b>						
Bathurst Inlet	1	0	1	0	2	2
Cambridge	23	10	13	12	42	40
Coppermine	56	10	46	41	133	120
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Kakisa Lake	1	0	1	1	6	6
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Nahanni Butte	5	3*	2	2	6	6
Rae/Edzo	85	10	75	72	145	139
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Yellowknife	423	58(1)	365	65 (238)	878	172 (568)
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<b>INUVIK REGION</b>						
Aklavik	12	5	7	5	28	23
Arctic Red	6	0	6	6	11	10
Colville Lake	3	0	3	3	1	1
Fort Franklin	10	0	10	9	19	7
Fort Good Hope	24	0	24	22	45	41
Fort McPherson	28	0	28	25	73	67
Fort Norman	20	5	15	13	34	30
Inuvik	519	10 <sup>(2)</sup>	509	104 (174)	881	176 (2)
Norman Wells	16	12	4	0	20	0
Paulatuk	4	5	0	0	16	14
Sachs Harbour	5	5	0	0	9	7
Tuktoyaktuk	33	10	23	21	47	43
Sub-Total	680	52	629	208	1,184	419
<b>KEEWATIN DISTRICT</b>						
Baker Lake	35	10	25	24	57	55
Chesterfield	4	5	0	0	7	5
Coral Harbour	33	5	28	22	86	69
Eskimo Point	82	12	70	68	207	200
Rankin Inlet	87	10	77	61	178	134
Repulse	24	10	14	12	36	32
Sanikiluaq	11	5	6	5	13	11
Whale Cove	0	0	0	0	7	5
Sub-Total	276	57	220	192	591	511
<b>TOTAL</b>	<b>2,705</b>	<b>373</b>	<b>2,356</b>	<b>1,270</b>	<b>5,467</b>	<b>3,114</b>

## \*Country Home Assistance Grants

- (1) Total includes tentative allocation of 48 townhouses and 4 log houses as well as 6 pre-fabs.
- (2) Tentative allocation of 10 town houses.
- (3) Social housing is considered as the total need less government and staff accommodation and in the case of Hay River, Yellowknife and Inuvik appears in ( ).

## PART IV

### OTHER GOVERNMENT PROGRAMS

#### Social Assistance Recipients in Social Housing

The present policy of the NWTIC of charging Social Assistance (S.A.) recipients \$2.00 in N/TRHP housing results in the NWTIC charging the Territorial Government the full subsidy for these families. Present subsidies are \$5,877.900 or \$2,200 per unit per year.

S.A. recipients in Public Housing are charged \$28 while operating subsidies are \$5,378 per unit per year for the 397 Section 43 Public Housing units and \$3,506 for the 100 Section 40 Public Housing units. Total subsidies under these programs are \$2,485,500 for 497 units in 1976.

For families with earned income supplemented by Social Assistance the S.A. portion is not considered in calculating income for rental purposes.

The agreement between the CMHC and the NWTIC requires that Social Assistance be considered as income and that the rent to income scale be applied to these housing units.

It is proposed that Social Assistance be considered as part of income and S.A. recipients be charged according to the rent to income schedule for their particular type of housing unit. This would allow the NWTIC to fulfill its obligations under the NIA to the CMHC. Based on 1976 estimates, approx-

imately 2.7 million dollars of subsidy would be shifted to the Department of Social Development who are able to cost share this expenditure under the Canadian Assistance Plan with the Federal Government.

### Shelter Support

The Tax Credit operated through the federal income tax has been considered in this study as a possible method of reducing the burden of the high cost of home ownership or high rents to those persons not protected by Government or Industry supplied staff accommodation or by Social Housing. It would also ensure a margin of protection to those families with modest or low incomes who wanted to take advantage of the proposed changes to the present staff housing subsidies and rent or purchase private accommodation.

The Tax Credit to homeowners and renters provides a mechanism for shelter support with a maximum amount of flexibility for the individual. The income related Tax Credit could provide a broad base of relief from high costs of shelter distributed equitably between both owner and renter.

This study has reviewed the use of the Alberta Renter Assistance Credit, the Ontario Tax Credit, the British Columbia Renters' Tax Credit and the Manitoba Tax Credit Plan with a view towards bringing the policies of staff housing and social housing based on a maximum of 25 percent of income together, and removing the inequities between staff rental accommodation, private rental accommodation and owned accommodation.

The Tax Credit can redistribute income to help those most in need and is a feasible mechanism because the Government of the NWT is to assume control over taxation within the Territories in the near future. When this change occurs the Tax Credit would become technically possible. It would be included on the income tax form and administered by the Department of National Revenue.

The Tax Credit recommended would apply to 5 times the property tax paid on the owner occupied property or full yearly rental, less 25 per cent of net income as described for income tax purposes or \$500, whichever is the lesser. For all persons including those living in Public Housing whose monthly rent is less than one-quarter of their income, this program would not provide assistance. But, for a family paying a high rent or high taxes and earning a modest income the assistance could be as much as \$500 per year. It is not expected that many families would be in this situation; but for those who are this program could offer assistance.

Additional study by the NWTTC with appropriate departments of the GNWT is recommended before possible adoption and implementation of such a plan.



**RRM SERVICES HOUSING CORPORATION**

P.O. BOX 2100, 4914 - 50th STREET  
YELLOWKNIFE, N.W.T. X0E 1H6  
TELEX: 034-4-5587 TELEPHONE: (403) 873-3411

October 8, 1976.

Mr. W.H.Remnant,  
Clerk of the Council,  
Government of the Northwest Territories.  
YELLOWKNIFE, Northwest Territories.

Dear Mr. Remnant:

The enclosed is a document which if translated should provide an adequate description of the Integrated Housing Program for Council.

Please excuse the fact that it is corrected in pen but you will appreciate the urgency and haste with which this summary was put together.

If you should have any questions, please do not hesitate to contact me at the Housing Corporation, 873-3405.

Yours truly,

Dallard Runge,  
Manager,  
Policy and Planning Division.

DR/b1  
Att:

13 ~~11~~ / 11/76

Mr Remnant

I have agreed to go ahead  
however there are one or two  
things I will raise during  
the discussion

PART I

RECOMMENDATIONS

This report recommends that the Northwest Territories Housing Corporation ~~and the Government of~~ the Northwest Territories adopt an Integrated Housing Policy. The principal elements of the ~~policy are:~~

- (1) The production of 3,110 units of social family housing and accommodation for 150 Senior Citizens and 200 single persons by 1982.
- (2) The rehabilitation of 625 housing units by 1982.
- (3) The provision of family housing units should at no time fall below the number required to meet at least the need generated by new family formations.
- (4) The development of a capital fund for Land Assembly, Interim Financing and a Second Mortgage program.
- (5) The reduction of long term subsidy cost for the Government by the use of programs under the National Housing Act where the balance of capital and budgetary expenditure is to the benefit of the Northwest Territories Housing Corporation.
- (6) The support of housing production by Non-profit and Co-operative Corporations wherever possible, including the Inuit Tapirisat, the Dene Housing group and Settlement Associations.
- (7) The addition of funds to federal NHA programs to increase their effectiveness for northerners wherever possible, rather than developing new programs in competition.
- (8) The following Programs to be implemented by the Northwest Territories Housing Corporation:

I Homeownership

- i) Assisted home ownership to 25% of income on principal, interest and taxes by adding a \$750.00 subsidy per year to the federal AHOP.

- ii) Rural and Remote ownership to 33% of income on principal, interest, taxes and utilities for those whose incomes do not qualify them for AIOP.
- iii) A Small Settlements Home Assistance Grant be established of up to \$10,000 including shipment costs for remote areas.
- iv) Second Mortgage Program of up to \$10,000 for the purchase, construction, or rehabilitation of a principal residence.
- v) Interim financing for Ownership Co-operatives.

## II Non Profit

- i) Non Profit and Co-operative housing support on a rent to 25% of income basis for principal, interest, taxes and utilities.

## III Rental Programs

- i) Northern Territorial Housing units are to use the federal public housing definitions of income and rent to income scale.
- ii) Section 40 will begin to be used to approximately 25 percent for the financing of public housing in addition to Section 43.

## IV Rehabilitation

- i) Residential Rehabilitation for Non Profit Corporations and Co-operatives will be assisted by a \$3,000 NWTHC grant in addition to the federal RRAP.

## V Senior Citizens

- i) Senior Citizens' accommodation will be developed in conjunction with the personal care units in co-operation with the Department of Social Development and managed through local housing associations.

VI Single Persons

- i) Single persons will be eligible for rent to income accommodation provided by the Northwest Territories Housing Corporation.

VII Land Assembly

- i) Land assembly will be carried out a minimum of one year in advance of construction, financed from a revolving fund, and charged to the cost of housing. These funds are to be sought from both Treasury Board and the CMHC.

VIII Housing Requirements

- i) Housing requirements surveys will be required of local associations and supported by a \$2.00 per capita grant from the Northwest Territories Housing Corporation.
- (9) The subsidy for Social Assistance recipients in Public and Northern Territorial Housing will be transferred to the Department of Social Development which can share these costs under the Canadian Assistance Plan.
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The Federal and Territorial Governments have a variety of programs and are already spending large sums of money in these areas. This proposal takes full advantage of existing federal programs, considers the special needs of northerners, and applies to all residents of the Northwest Territories.

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TABLE 2

## HOUSING NEED BY COMMUNITY IN 1976 AND 1981

LOCATION	1976			1981		
	TOTAL NEED BEFORE CONSTRUCTION	PROPOSED SOCIAL HOUSING CONSTRUCTION PROGRAM	TOTAL NEED AT YEAR END	SOCIAL HOUSING NEED AT YEAR END	TOTAL NEED AT YEAR END	SOCIAL HOUSING NEED AT YEAR END
<u>INUVIK REGION</u>						
Aklavik	12	5	7	5	28	23
Arctic Red	6	0	6	6	11	10
Colville Lake	3	0	3	3	1	1
Fort Franklin	10	0	10	9	19	7
Fort Good Hope	24	0	24	22	45	41
Fort McPherson	28	0	28	25	73	67
Fort Norman	20	5	15	13	34	30
Inuvik	519	10 (2)	509	104 (174)	881	176 (2)
Norman Wells	16	12	4	0	20	0
Paulatuk	4	5	0	0	16	14
Sachs Harbour	5	5	0	0	9	7
Tuktoyaktuk	33	10	23	21	47	43
Sub-Total	680	52	629	208	1,184	419
<u>KEEWATIN DISTRICT</u>						
Baker Lake	35	10	25	24	57	55
Chesterfield	4	5	0	0	7	5
Coral Harbour	33	5	28	22	86	69
Eskimo Point	82	12	70	68	207	200
Rankin Inlet	87	10	77	61	178	134
Repulse	24	10	14	12	36	32
Sanikiluaq	11	5	6	5	13	11
Whale Cove	0	0	0	0	7	5
Sub-Total	276	57	220	192	591	511
TOTAL	2,705	373	2,356	1,270	5,467	3,114

\*Country Home Assistance Grants

- (1) Total includes tentative allocation of 48 townhouses and 4 log houses as well as 6 pre-fabs.
- (2) Tentative allocation of 10 town houses.
- (3) Social housing is considered as the total need less government and staff accommodation and in the case of Hay River, Yellowknife and Inuvik appears in ( ).

PART IV

OTHER GOVERNMENT PROGRAMS

Social Assistance Recipients in Social Housing

The present policy of the NWTHC of charging Social Assistance (S.A.) recipients \$2.00 in N/TRIP housing results in the NWTHC charging the Territorial Government the full subsidy for these families. Present subsidies are \$5,877.900 or \$2,200 per unit per year.

S.A. recipients in Public Housing are charged \$28 while operating subsidies are \$5,378 per unit per year for the 397 Section 43 Public Housing units and \$3,506 for the 100 Section 40 Public Housing units. Total subsidies under these programs are \$2,485,500 for 497 units in 1976.

For families with earned income supplemented by Social Assistance the S.A. portion is not considered in calculating income for rental purposes.

The agreement between the CMHC and the NWTHC requires that Social Assistance be considered as income and that the rent to income scale be applied to these housing units.

It is proposed that Social Assistance be considered as part of income and S.A. recipients be charged according to the rent to income schedule for their particular type of housing unit. This would allow the NWTHC to fulfill its obligations under the NHA to the CMHC. Based on 1976 estimates, approx-



imately 2.7 million dollars of subsidy would be shifted to the Department of Social Development who are able to cost share this expenditure under the Canadian Assistance Plan with the Federal Government.

### Shelter Support

The Tax Credit operated through the federal income tax has been considered in this study as a possible method of reducing the burden of the high cost of home ownership or high rents to those persons not protected by Government or Industry supplied staff accommodation or by Social Housing. It would also ensure a margin of protection to those families with modest or low incomes who wanted to take advantage of the proposed changes to the present staff housing subsidies and rent or purchase private accommodation.

The Tax Credit to homeowners and renters provides a mechanism for shelter support with a maximum amount of flexibility for the individual. The income related Tax Credit could provide a broad base of relief from high costs of shelter distributed equitably between both owner and renter.

This study has reviewed the use of the Alberta Renter Assistance Credit, the Ontario Tax Credit, the British Columbia Renters' Tax Credit and the Manitoba Tax Credit Plan with a view towards bringing the policies of staff housing and social housing based on a maximum of 25 percent of income together, and removing the inequities between staff rental accommodation, private rental accommodation and owned accommodation.

The Tax Credit can redistribute income to help those most in need and is a feasible mechanism because the Government of the NWT is to assume control over taxation within the Territories in the near future. When this change occurs the Tax Credit would become technically possible. It would be included on the income tax form and administered by the Department of National Revenue.

The Tax Credit recommended would apply to 5 times the property tax paid on the owner occupied property or full yearly rental, less 25 per cent of net income as described for income tax purposes or \$500, whichever is the lessor. For all persons including those living in Public Housing whose monthly rent is less than one-quarter of their income, this program would not provide assistance. But, for a family paying a high rent or high taxes and earning a modest income the assistance could be as much as \$500 per year. It is not expected that many families would be in this situation, but for those who are this program could offer assistance.

Additional study by the NWTTC with appropriate departments of the GNWT is recommended before possible adoption and implementation of such a plan.