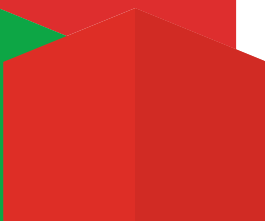


Blueprint for Action
on Housing

Removing Barriers to Housing Supply

Engagement Tool

Nunavut Housing Corporation



Introduction

The Nunavut Housing Corporation (NHC) is leading the development of an Action Plan to address Nunavut's housing crisis – the Blueprint for Action on Housing (BPAOH). The BPAOH will serve as a strategic action plan to be implemented over the next ten years. The Action Plan is a GN-wide perspective on the issues, solutions, and actions required to address housing challenges in Nunavut.

To inform the development of the BPAOH, the NHC has been carrying out departmental engagement sessions –supplemented by interviews and small focus groups – from April 1- June 17. The first round of engagement involved over one hundred participants from across the GN and other stakeholder groups.

This report provides a summary of the Issues – Challenges and Potential Solutions that should be addressed in the BPAOH. The table at the end of the report will be the focus of second round of engagement scheduled from May 30 – June 3, 2016. **Departments are asked to review the table and consider what concrete actions could be taken (or are already being taken) to address Nunavut's housing issues.**

NHC thanks you for your continued participation in developing a Blueprint for Action on Housing.

Goal 1: Removing Barriers to Housing Supply

The Strategy recognized that there are many barriers to the provision of housing in Nunavut. New housing construction is dependent on the availability of developed land.

However, the high cost of developing land and the infrastructure necessary to support it, prevents proactive lot development and neighbourhood planning in most communities. GN capital funding is spread across a variety of service areas based on need and political mandates. Departments and agencies must compete for the same resources each year when seeking to develop or maintain capital infrastructure.

Barriers to Nunavut's Housing Supply can be addressed by greater interdepartmental and intergovernmental coordination of land development, community infrastructure projects, capital planning, and housing construction.

Topics for Discussion

Barriers to Nunavut's Housing Supply can be addressed by greater interdepartmental and intergovernmental coordination of land development, community infrastructure projects, capital planning, and housing construction.

Land Development

a. Issues

The Strategy recognized that the unavailability of developed land is a barrier to the provision of housing in Nunavut. However, the high cost of land development and the infrastructure necessary to support it prevents proactive lot development and neighbourhood planning in most communities.

Addressing the issue of land development requires policies that promote land availability, strengthen municipal capacity, coordinate strategic and community planning, and develop effective private market incentives.

b. Challenges

The development of lands, including municipal services to support land development, currently presents a **financial road block** to housing development; municipalities cannot afford to develop or expand land development required to meet housing needs.

This limits the supply of housing, and **high land development prices** hamper the development of the private housing market.

Lack of investment limits the ability to develop lands and sporadic funding from federal sources limits the effectiveness of forecasting for housing development projects. In addition, there is a **lack of data** such as complete land registry information needed to support community planning and land development processes.

There are also a number of **capacity issues** at the community level such as staff turnover and lack of training that limit planning processes, the ability to implement community plans, and provision of O&M services.

These challenges combine to render the current land planning and development process as **“reactive rather than a proactive”**, limiting growth in the supply of housing.

c. Potential Solutions

Over the immediate and short term, it was suggested that **greater collaboration within the GN**, and between the GN and community governments, is required to better understand priorities and coordinate land development. **Hamlets, the NHC and CGS** should work together in the community planning process through formalized channels with defined roles and responsibilities. These stakeholders should also work together to source and develop more robust **community-specific information** (e.g., inventory) to support planning and land development over the short, medium and long-term.

There is a need for **multi-stakeholder strategic planning of neighbourhoods** across various levels of government. Participants noted that specific questions need to be asked around the **type of tenure** (e.g., mixed vs. residential) and size of lots required to meet current and long-term housing (as well as other building) needs. This information is essential to plan and coordinate the various stages of infrastructure development (from land planning through to building construction).

Participants offered that short-term **community plans** (2 – 5 years) need to include more details on the various components required in the planning process such as granular materials and connecting infrastructure e.g., roads. These components are essential to accompany the lands administration process in order to develop lots that are responsive to community housing needs.

Over the medium and longer term, it was desired that the GN encourage land availability and construction by creating **incentive policies** in order to develop additional residential land, stimulate construction, and help grow the private market.

Participants raised **training and retention** strategies as important additional incentives. Participants also stated that **investments in GN staff** in areas such as

land administration, logistics, and financing should be strengthened in order to make planning process more efficient and effective.

Further opportunities were discussed to better utilize existing lots and infrastructure by integrating **innovative approaches to housing design** that maximise irregular / small lots and abandoned buildings.

Capital Planning/Infrastructure Coordination

a. Issues

GN capital funding is spread across a variety of service areas based on prioritized needs and political mandates. Departments and agencies must **compete for the same resources each year** when seeking to develop or maintain capital infrastructure. The GN needs to find opportunities for internal collaboration to maximize existing resources for alleviating pressures to housing.

b. Challenges

Participants identified a number of challenges regarding the capital planning process and its limited ability to address major social issues. The GN recognizes that housing is a priority, however funds are not being put into housing. There is an emphasis on maximizing capital, with **limited focus on community needs or impact to communities**. There is a **lack of a holistic approach** to infrastructure development; currently it is **ad hoc** and based on the political sentiment of the day. There is **no ranking/prioritization** process that the GN is currently following. There are inherent trade-offs to community infrastructure development which must be examined relative to what each community needs most.

Participants stated that capital plans are **influenced by political will** (uncertain; short-term projects that satisfy political promises). The Interdepartmental Committee for Capital Planning (ICCP) is inherently competitive and is founded on departmental interests rather than GN interests. Participants argued that the ICCP needs a leader to guide discussion of options and to direct holistic/need-based capital planning.

Sporadic federal funding makes it difficult for the GN to justify long-term consistent funding to a certain department because that department may receive a large federal investment. **Lack of available land** on which to build infrastructure is another significant barrier to effective capital planning.

c. Potential Solutions

Participants discussed **increased collaboration** between departments and agencies

as a means to provide greater understanding of capital needs and develop a more efficient approach to the prioritization of government funds. Participants suggested the formation of a **strategic capital planning sub-committee** that would include all departments including NHC, for dealing with federal investments specifically (incorporate lessons learned from NHC).

Participants noted it is important to determine what communities really need. This could include exploring ways of **clearly identifying departmental roles and responsibilities** when it comes to community-based infrastructure requirements. Further, Integrated Community Sustainability Plans (**ICSPs**) can be better utilized in order to determine community infrastructure needs.

A formalized, holistic and organized approach to coordinate **infrastructure projects, land development, and capital planning processes** could be pursued as these planning processes are mutually dependent. One potential option participants articulated under this approach is development of **cross-departmental capital projects**. Participants further suggested a strategic direction to **coordinate government action over longer-term planning horizons** could include expansion of the capital planning process to include development of **5-, 10-, 20-year capital plans** to guide GN capital projects, (rather than just 5-year plans). In relation to the development of capital plans, participants agreed on the need for the **ICCP** to consider an overall GN priority, not just at the departmental level.

Participants suggested having a **“champion”, or advocate, for the housing crisis** (project management office/NHC). Work under this role could include **life cycle assessment** and rationalization of investment in housing (i.e., a business case) to alleviate other social pressures.

Participants stressed the need for **capital spending restructuring** to focus on increasing Nunavut’s housing stock. They also noted a need to better coordinate between O&M and Capital funds (to incentivize O&M spending by reinvestment in capital). Lastly, participants suggesting **looking to other jurisdictions**, for example, Northern Quebec, for programs such as lease-to own or use of “construction camps” to facilitate more inexpensive capital construction.

The following tables provide a summary of the issues and solutions that were raised in the round one engagement sessions, as well as action items and roles for their implementation (TBD during round 2), for each topic of discussion. There was general consensus from participants on the identified issues, potential solutions and action items presented below. The purpose of round two is to confirm / validate what we heard in round one and further develop action items, roles and responsibilities, and timelines for the Blueprint for Action on Housing (BPOAH).

Land Development

Issue / Challenges	Potential Solution(s)	Action Item(s)	Existing Initiatives	Parties Involved in Implementation & Lead/Support	Oversight Committee	Timeline
<p>The unavailability of developed land is a barrier to the provision of housing in Nunavut.</p>	<ul style="list-style-type: none"> -Determine the type of tenure (e.g., mixed vs. residential) and size of lots required to meet current and long-term housing (as well as other building) needs. -Determine utilidor compatibility with prospective new builds -Better utilize existing lots and infrastructure by integrating innovative approaches to housing design that maximise irregular / small lots and abandoned buildings. -Continue to use a standard design "footprint" to facilitate more consistent land units with housing types (i.e., 5 plex design fits well on 3 standard lots) and reduces costs of multiplex development. 					
	<ul style="list-style-type: none"> -Draft Action Plan: Promote the use of planning concepts that allow for mixed use/inclusionary zoning. For example: <ul style="list-style-type: none"> o Promote variety of building densities and ensure appropriate mix of social housing, homeownership and commercial to avoid ghettoization. o Promote redevelopment of buildings for mix of commercial and residential use when resorting to densification tactics. -Draft Action Plan: Ensure municipal planning produces a mix of housing options appropriate for forecasted housing needs. 					
<p>Lack of investment</p>	<ul style="list-style-type: none"> -Draft Action Plan: Identify opportunities for repurposing existing commercial buildings for residential use. 	<ul style="list-style-type: none"> -Over the medium and longer term, develop GN 				

Issue / Challenges	Potential Solution(s)	Action Item(s)	Existing Initiatives	Parties Involved in Implementation & Lead/Support	Oversight Committee	Timeline
<p>Limits the ability to develop lands and sporadic funding from federal sources limits the effectiveness of forecasting for housing development projects.</p> <p>High land development prices hamper the development of the private housing market.</p> <p>Municipalities cannot afford, and are not incentivized (re: subsequent allocation of public housing units as a result of developing land), to develop or expand land development – and associated infrastructure and services – required to meet housing needs.</p>	<p>strategies to encourage land availability and construction by creating incentive policies in order to develop additional residential land, stimulate construction, and help grow the private market.</p> <p>-Draft Action Plan: Promote private market affordability by creating construction incentives and prioritizing lot development and allocation.</p> <p>-Draft Action Plan: Explore privatization of land development to increase residential lot availability. For example, work with the City of Iqaluit to investigate feasibility of allowing private contractors to develop subdivisions.</p> <p>-Draft Action Plan: Promote the use of planning mechanisms to increase the construction of affordable units in private development. For example, stipulations in the Building Code regulations for affordability and accessibility.</p> <p>-Draft Action Plan: Explore options for financial incentives to encourage construction of private market affordable housing, e.g., tax credits.</p>	<p>land development work flow so that CGS, NHC and others can engage with municipalities to move land development forward. For example, develop a policy for determining the number of lots to be developed according to criteria such as:</p> <ul style="list-style-type: none"> o E.g., categories of community need represented as a % of stock o E.g., Community-specific status on income/employment that speak to potential homeownership opportunities <p>-Draft Action Plan: Contribute to the community adaptation plans for the potential conversion from leasehold to fee simple land title.</p> <p>-Draft Action Plan: Explore opportunities for targeted Inuit housing.</p>	<p>Business Plan Priorities (2016-19)</p> <p>- Working with Community Infrastructure, the Nunavut Community Infrastructure Advisory Committee (NCIAC) develops Integrated Community Infrastructure Sustainability Plans (ICSP) to create and measure long-term goals for infrastructure development in each community. The first ICSPs were created in 2010 and can be updated by each community through an online webtool: www.buildingnunavut.com.</p>			
<p>Unclear / lengthy legal processes, roles and requirements around land development, including surveying and administration, are not clear. This prevents more clarity and accuracy in surveying/ information.</p>	<p>-Hamlets, the NHC and CGS should work together in the community planning process through formalized channels with defined roles and responsibilities.</p> <p>-Develop multi-stakeholder strategic planning of neighbourhoods across various levels of government.</p> <p>-Draft Action Plan: Engage with Regional Inuit Associations and municipalities on the potential for development of Inuit Owned Land within municipal boundaries</p> <p>-Draft Action Plan: Review NHC and Nunavut Planning Acts to harmonise land planning efforts.</p>	<p>Explore opportunities for NHC/RIAS/Inuit organizations (e.g. role for QIA in lot development to better use OLS) and improve communications across all groups and within GN.</p> <p>-Include more details in short-term community plans (2 – 5 years) on the various components required in the planning process such as granular materials and connecting infrastructure (e.g., roads), and permafrost considerations.</p>	<p>-The CGS Infrastructure branch has been revising the Capital Planning Process Manual and client guide. Further refinement of the capital planning process will identify long-term</p>			

Issue / Challenges	Potential Solution(s)	Action Item(s)	Existing Initiatives	Parties Involved in Implementation & Lead/Support	Oversight Committee	Timeline
<p>There is a lack of data such as complete land registry information needed to support community planning and land development processes.</p> <p>Also there is a lack of transparency in terms of municipal land reserve funds.</p>	<p>-Stakeholders (CGS, NHC, municipalities) should work together to source and develop more robust community-specific information (e.g., inventory of lots) to support planning and land development over the short, medium and long-term.</p> <p>-Identify the specific data each department can contribute to inform the community plan.</p> <p>-Improve record-keeping processes</p> <p>-Draft Action Plan: Establish NHC as the lead on housing market statistics for Nunavut.</p>	<p>-Draft Action Plan: Develop community housing market profiles.</p> <p>-Draft Action Plan: Develop community specific land and supporting infrastructure development plans with short, medium and long-term objectives.</p> <p>-ICSPs and Community Plans can be better utilized</p> <p>-Draft Action Plan: Distribute private market statistics to build public confidence in Nunavut's emerging housing markets.</p>	<p>strategic priorities for infrastructure investment.</p> <p>Pre-engagement interviews The Department of Community and Government Services (CGS) is currently developing a 20 year plan for GN infrastructure requirements, how can we build off this initiative?</p> <p>Business Plan Priorities (2016-19)</p> <p>The Department of Justice plays an administrative role in land development by maintaining and updating the land registry. The Legal Registries division has processed incoming registrations regarding the transfers of NLCA Article 14 CGS surveyed lands into Land Titles records. CGS is continuing to update the list of unsurveyed lands.</p> <p>Pre-engagement interviews The Department of Environment is developing permafrost hazard maps that can be used to inform infrastructure development and planning.</p>			
<p>There are a number of capacity issues at the community level (and NHC) such as staff turnover and lack of training that limit planning processes, the ability to implement community plans, and provision of O&M services.</p>	<p>-Training and retention strategies are important additional incentives</p> <p>-Investments in GN staff in areas such as land administration (e.g., legal registries), logistics, and financing (e.g., SOAs) should be strengthened in order to make planning process more efficient and effective.</p> <p>-Hire more in-house expertise (ex. surveyors, engineers, etc.) to reduce costs associated with land development.</p>	<p>-Clearly define the mandate and role of CGS in building community capacity</p>				

Capital Planning/Infrastructure Coordination

Issue / Challenges	Potential Solution(s)	Action Item(s)	Existing Initiatives	Parties Involved in Implementation & Lead/Support	Oversight Committee	Timeline
<p>Responding to Client Community needs</p> <ul style="list-style-type: none"> Currently, there is limited focus on identifying community needs or the impact of planned infrastructure on communities (i.e. housing needs resulting from new infrastructure) 	<p>-Integrated Community Sustainability Plans (ICSPs) can be better utilized in order to determine community infrastructure needs.</p> <p>-Exploring ways of clearly identifying departmental roles and responsibilities when it comes to community-based infrastructure requirements.</p>	<p>-Draft Action Plan: Develop community specific land and supporting infrastructure development plans with short, medium and long term objectives.</p> <p>-Draft Action Plan: Creation of a modelling formula to determine the ratio of needed infrastructure for new housing construction.</p>	<p>Business Plan Priorities (2016-19)</p> <p>The CGS Community Infrastructure division is planning for sustainable community growth and improving infrastructure design to make more effective use of limited capital resources.</p> <p>Working with Community Infrastructure, the Nunavut Community Infrastructure Advisory Committee (NICAC) develops Integrated Community Infrastructure Sustainability Plans (ICSP) to create and measure long-term goals for infrastructure development in each community. The first ICSPs were created in 2010 and can be updated by each community through an online webtool: www.buildingnunavut.com.</p>			
<p>Funding inadequacies</p> <ul style="list-style-type: none"> Sporadic federal funding makes it difficult for the GN to justify long-term consistent funding to a certain department because that department may receive a larger federal investment. 	<p>-Need for capital spending restructuring to focus on increasing Nunavut's housing stock.</p> <p>-Need to better coordinate between O&M and Capital Funds (to incentivize capital).</p>	<p>-Looking to other jurisdictions, for example, Northern Quebec, for programs such as lease-to own or "construction camps".</p>	<p>Business Plan Priorities (2016-19)</p> <p>-Finance has developed a standardized budget and variance reporting system for all GN departments to use in their budget forecasting, reporting, and five-year Capital Plan.</p>			
<p>Internal Coordination: Challenges with the Interdepartmental Committee on Capital Planning (ICCP)</p> <ul style="list-style-type: none"> ICCP is inherently competitive and is founded on departmental interests rather than GN interests 	<p>-ICCP needs a leader to guide discussion of options and to direct holistic/need-based capital planning</p> <ul style="list-style-type: none"> ICCP should be focused on overall GN priorities, objectives and goals rather than departmental priorities. The mandate and purpose of ICCP needs clarification to increase and 	<p>Development of an overarching prioritization model/policy to guide capital investment.</p> <ul style="list-style-type: none"> Will require a task force to establish the model/policy; Should be accompanied by a 20 year plan 	<p>- Finance also currently reviewing the function and effectiveness of ICCP? (Mention of this during GN Staff Housing Meeting, and again at POC).</p>			

Issue / Challenges	Potential Solution(s)	Action Item(s)	Existing Initiatives	Parties Involved in Implementation & Lead/Support	Oversight Committee	Timeline
<ul style="list-style-type: none"> External funding from feds, etc. limits/prevents certain departments from accessing capital dollars ICCP is seen as largely not working <p>Internal Coordination: Capital Planning Process</p> <ul style="list-style-type: none"> Adhoc / lack of a holistic approach to infrastructure development No ranking/prioritization process Capital plans are influenced by political will (uncertain, short-term projects that satisfy political promises) Departments and agencies must compete for the same resources each year when seeking to develop or maintain capital infrastructure. Lack of available land on which to build infrastructure is another significant barrier to effective capital planning. 	<p>confidence transparency in the process.</p> <p>Formation of an Infrastructure Committee (DM-level) to review applications prior to going to ICCP to review projects against 20 year plan.</p> <p>-Increased collaboration between departments and agencies as a means to provide greater understanding of capital needs and develop a more efficient approach to the prioritization of government funds.</p> <p>-Draft Action Plan: Coordinate an approach to capital planning for housing that takes into consideration all infrastructure needs related to increased housing.</p>	<p>-Formation of a strategic capital planning sub-committee that would include all departments including NHC, for dealing with federal investments (incorporate lessons learned from NHT [Nunavut Housing Trust]).</p> <p>-Coordinate government action over longer-term planning horizons could include expansion of the capital planning process to include development of 5-, 10-, 20-year capital plans to guide GN capital projects. (rather than just 5-year plans).</p> <p>-Having a "champion", or advocate, for the housing crisis (project management office/NHC). Work under this role could include life cycle assessment and rationalization of investment in housing (i.e. a business case) to alleviate other social pressures.</p> <p>-Development cross-departmental capital projects.</p> <p>-Develop an approach to incorporate returns on investment as a capital spending priority considerations. These considerations need to be developed into a formalized score card, where the criteria could be tweaked over time to reflect the needs of Nunavumut. Criteria would include external and internal factors, such as:</p> <ul style="list-style-type: none"> External - Projects with payback could be debt funded, and corresponding savings could pay back debt. This would allow some relief on very limited GN funding. External - Cost-matched projects need to be prioritized to ensure GN can take advantage of opportunities. External - Economic payback and indirect return on investment. 	<p>Business Plan Priorities (2016-19)</p> <p>-The CGS Infrastructure branch has been revising the Capital Planning Process Manual and client guide. Further refinement of the capital planning process will identify long-term strategic priorities for infrastructure investment.</p> <p>Pre-engagement Interviews</p> <p>-CGS is currently developing a 20 year plan for GN infrastructure requirements, how can we build off this initiative? (Update May 18th POC meeting: CGS confirmed that this is a historically ongoing initiative that is not complete)</p> <p>-NHC building designs have the potential to respond to other GN priorities (ex. mixed-use buildings, group homes, etc.). Can capital planning and funding be coordinated to enable this?</p> <p>-QEC has prioritized the development of a long-term capital planning document (40-year horizon) identifying major capital projects. QEC will work with Hamlets and the GN to identify land for construction of energy infrastructure and is also investigating the feasibility of hydroelectric development in Iqaluit.</p> <p>GN Strategies</p> <p>The Nunavut Transportation Strategy – Inqrasiliqta – notes that efficiencies in transportation can be achieved with the construction of roads, deep water ports, as well as harbours for shipping goods. This has implications for housing as Nunavut lacks a connected road network, and Nunavut's housing materials are shipped to communities by barge.</p> <p>Investments to connect Nunavut to Canada's National Highway System would bring increased economic growth and trading opportunities to the territory, along</p>			

Issue / Challenges	Potential Solution(s)	Action Item(s)	Existing Initiatives	Parties Involved in Implementation & Lead/Support	Oversight Committee	Timeline
	<p>-A formalized, holistic and organized approach to coordinate infrastructure projects, land development, capital planning processes could be pursued as these planning processes are mutually dependent.</p> <p>-Enhance GN capital planning to ensure infrastructure capacity to support housing development.</p> <p>-Explore options along the housing continuum to restructure capital spending. By creating more break even options, operating costs could be moved to debt repayment, enabling development of a mortgage approach.</p> <p>-Work with non-profit groups or other agencies. For example, explore an approach of integrating housing with NTI such that NTI owns housing and GN operates it. (NTI has the means of incurring debt and the GN is limited by the debt cap)</p> <ul style="list-style-type: none"> o Examine whether the federal government would be willing to allow a loan from NTI to GN as 'excluded' from debt cap; this would allow NTI to finance the capital costs. 	<p>o Internally driven GN priorities – projects that take precedence regardless of funding/other limitation (e.g., health, safety, basic needs, etc.)</p> <p>-Draft Action Plan: Review current GN capital planning to ensure inclusion of long-term population growth projections and life-cycle replacement and upgrade of all existing infrastructure.</p>	<p>with implications for increased employment, and infrastructure development.</p>			

