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For the same reasons, the page layout has been optimized to eliminate unused margins, large amounts of ink and large blank spaces, to limit the number of colours and to reduce spacing and character size.
The Société d’habitation du Québec (SHQ), founded in 1967, is the primary government organization responsible for housing in Québec. Its actions contribute to the wellbeing of residents by providing them with suitable housing conditions adapted to their financial resources and needs. The SHQ’s specific efforts in Nunavik make it a leading player in the housing sector in this northern region, for both social and private housing.

The SHQ’s many interventions in this region demonstrate its deep commitment to improving the housing conditions of Nunavik households. Despite all these efforts, however, we are forced to admit that major challenges still lie ahead. These can only be overcome with a commitment from every partner involved. The SHQ therefore plans to tackle these challenges by continuing its existing partnership with the Kativik Regional Government, the Kativik Municipal Housing Bureau and the Makivik Corporation.

With this in mind, a new edition of the document Housing in Nunavik, last published in November 2001, is now required. This document has been prepared for the people involved in housing in Nunavik. It speaks to our partners in the region and the rest of Québec, and to households in Nunavik wishing to play an active role in improving their housing conditions. For this reason, we have insisted that it be published in French, English and Inuktitut.

We also wish to extend our sincere gratitude to the representatives of Nunavik authorities, especially the Kativik Regional Government, the Makivik Corporation and the Kativik Municipal Housing Bureau, for their valuable contribution to improving housing conditions in Nunavik.

Nakurmiik marialuk (thank you very much)!

Charles Larochelle
President & CEO
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1. NUNAVIK

1.1 The land

Nunavik is a vast northern region (500,000 km²) consisting of tundra, majestic rivers, imposing mountains and countless lakes, covering all of Québec's territory north of the 55th parallel. Under the agreement signed in 2006 by Canada, the Makivik Corporation and Nunavut, the Inuit also became the owners of 80% of the islands in Nunavik’s marine region.

Nunavik has 14 northern villages scattered along the shores of Ungava Bay, Hudson Strait and Hudson Bay. These villages are located between 1,500 and 2,500 kilometres from Montreal, with populations ranging from 200 to 2,400.

No roads link Nunavik with the rest of Québec, nor are there highways between the various communities. Passenger and freight air services run year-round but are expensive. For example, a return flight between Québec City and Kuujjuaq costs about $2,000. Ship service is also available in summer and fall, which handles most goods. Thus, materials for building homes in Nunavik arrive by ship. Two companies share the shipping market: Desgagnés Transarctik Inc. and the NEAS group.
1.2 The climate

This region has two climate types: subarctic and arctic. Winters are long and very cold, with occasional very strong winds and no trees to buffer their force. In summer, the region receives a great deal of sunlight. Temperatures average -24°C in winter and 12°C during the few warm days of the short Arctic summer. This climate explains why the building heating season is longer than anywhere else in Québec and why the ground is permanently frozen in most communities. The harsh climatic conditions place great stress on housing. For example, violent winds of up to 160 km/h and blizzards can form huge snowbanks around buildings in winter, so the smallest crack in a building’s envelope can make it very cold and cause rapid deterioration. These winds can also seriously damage exterior siding and roofing.

Furthermore, since climate change is affecting polar regions more than the rest of the world, it is essential to consider the repercussions on the Inuit of Nunavik and their homes. The many effects observed include melting of the permafrost, landslides and disrupted seasonable cycles, all of which can have negative repercussions on housing. These consequences can generate adverse, disturbing effects on building stability.

The effects of climate change include a disruption in seasonal cycles and thus in traditional Inuit activities (hunting, fishing, trapping, etc.).

1.3 The people

The total population of Nunavik is about 12,000, of whom some 90% are of Inuit origin. Demographic trends in Nunavik are very different from those in the rest of Québec. For example, the annual population growth rate is higher in Nunavik than in Québec as a whole.

Statistics also show that the population of Nunavik has doubled over the past 30 years, from 5,860 in 1986 to 11,860 in 2011. The population is also very young: more than 54% of the population is under 25 years old and 70% is under 35. There is also a growing segment of the population age 65 or over, as shown by the chart on the following page.

Given these circumstances, the faster rate of household formation is not surprising. From 2006 to 2011, the population of Nunavik grew by 11.8%, compared with 4.7% for Québec as a whole. The average number of children per woman in Nunavik is 3.2, compared with 1.6 for all of Québec (2004–2008). In 2011, Nunavik households had a higher average number of members (3.9 people) than in southern Québec (2.3 people). By comparison, in 2006, this number was 4.2 for the Inuit and 2.4 in the rest of Québec. Some of these statistics explain the faster rate of household formation.
formation in Nunavik, which places greater pressure on the demand for housing. In addition to the young population and strong demographic growth, infant mortality remains too high, although improving (Nunavik: 20.8 deaths per 1,000 births; Québec: 4.7 deaths per 1,000 births), and level of education is still low, although gradually rising. All this is directly linked to the major changes this traditional society has undergone. The population of Nunavik still has little education. In 2011, approximately 31% of people age 15 or over had a certificate, diploma or degree.

Chart 2 – Population projections

1.4 The culture

The Inuit of Nunavik are deeply attached to their culture and to maintaining their language, Inuktitut, which is spoken by the majority. Nevertheless, English holds an important place, since about 34% of National Household Survey respondents in 2011 reported that they usually speak this language at work. However, French is making notable advances.

The importance of traditional subsistence activities (hunting, fishing and trapping) in the Inuit lifestyle is another particular facet of their culture. Caribou has long been the basis of their survival and today still represents a source of food, as do beluga, walrus, seals and fish such as arctic char, lake trout and salmon.

Sculpture and throat singing also form part of the unique culture of Nunavik’s Inuit. The Avataq Cultural Institute, a non-profit, non-political cultural organization, works to preserve traditional Inuit values and historically significant objects. It also promotes cultural activities in the Nunavik region and elsewhere. Sculptures, craft work and engravings from Nunavik are now found in private collections around the world. Contemporary Inuit artists give form to traditional values while using modern techniques.

1.5 Income, taxes and the cost of living

Many of the jobs available in Nunavik are linked to public and parapublic sector activities (e.g. health and education). The private sector provides jobs in the areas of air transportation, small and mid-sized businesses, mining and construction.

The fact that products and food are brought in only by air or ship results in a higher cost of living than in the rest of Québec. What costs $1.00 in Montreal costs $1.66 on average in Nunavik. Consumer prices have a considerable impact on the extent of poverty in the North. The gap has also widened in recent years.

Despite this, in 2011, per capita disposable household income in Nunavik was $22,415 compared with $25,646 in Québec as a whole. Further, the median income in 2005 for women in Nunavik ($22,912) was higher than for men ($18,793). The rate of social assistance recipients in Nunavik is 7.2%, similar to the level for all of Québec (7.6%). In addition, employment assistance beneficiaries receive the same amount in Nunavik as anywhere else.

In Nunavik, the socioeconomic status of seniors is fragile, with income below the Québec average and dependent on government transfers for more than half of their total income. Hunting, fishing and gathering activities as well as the sale of artistic and crafts products supplement income, either through sales or provision of food.

Contrary to First Nations, whose status is defined by the Indian Act, the Inuit are full-fledged taxpayers, filing income tax returns to the Governments of Canada and Québec and paying applicable federal and provincial taxes (GST and QST). However, a refundable income tax credit for individuals living in northern communities and a deduction for residents of recognized remote regions are available to the people of Nunavik.

To offset the consequences of the high cost of living in Nunavik, the Kativik Regional Government (KRG) and the Makivik Corporation have implemented several measures, with funding provided in a three-year agreement (April 1, 2014 to March 31, 2017) signed with the Government of Québec. These measures are:

- Financial assistance for seniors;
- Air fare reduction program;
- Community traditional food supply support program;
- Program covering appliances and equipment for subsistence operations;
- Basic food and products program;
- Fuel program.

6. Université Laval, Mesures et taux de faible revenu dans l’Inuit Nunangat, Québec City, 2012.
7. www.stat.gouv.qc.ca/statistiques/profils/region_00/region_00.htm.
1.6 Municipal services

With the exception of Kuujjuarapik, Nunavik communities do not have a water and sewer system, due to the fact that installing such systems would be very expensive and technologically complex, given the presence of permafrost in almost all the villages. Each structure therefore has its own drinking water and sewage tanks. Drinking water supply and waste water disposal are handled by tank trucks. These special services incur very high costs, as reflected in the annual municipal tax bill, which may be as much as $12,000 for a three- or four-bedroom home.

In addition, unlike the rest of Québec, there is no hydroelectric grid. Electricity is produced by diesel generators in each village. Hydro-Québec maintains these facilities in good working order. The cost of generating electricity far exceeds that in the rest of Québec.

1.7 Social, political, administrative, economic and legal organization

Social, political, administrative, economic and legal organization is overseen and handled by a number of regional and local bodies. The largest are the KRG and the Makivik Corporation, but there are also land corporations, the Kativik School Board and the Nunavik Regional Health and Social Services Board.

The KRG was created in 1978, under section 239 of the Act respecting Northern villages and the Kativik Regional Government (Kativik Act), following the signing of the James Bay and Northern Québec Agreement (JBNQA), to provide public services to Nunavik residents. Many KRG responsibilities are set out in the Kativik Act. Municipalities in the region and the Government of Québec have also assigned other tasks to the KRG. In 2003, the KRG was designated a regional conference of elected officials for the Kativik region. In this capacity, it is the primary contact with the Government of Québec and is deemed the main contributor to regional development projects. It also provides technical assistance to 14 northern villages. Implementation of comprehensive funding as set out in the Agreement on block funding of the Kativik Regional Government (Sivunirmut), signed in 2004, grants the KRG the exclusive authority to determine allocation of funding based on its priorities and responsibilities.

For its part, the Makivik Corporation has a mission to protect Inuit rights and manage the interests and financial compensation resulting from agreements. It operates large businesses and contributes to the region’s socio-economic development, improving Inuit housing conditions and protecting Inuit language and culture.

For its part, the Kativik School Board is responsible for educational services in all Nunavik villages, while the Nunavik Regional Health and Social Services Board is an organization committed to improving the health and wellness of this population. It operates two hospitals, in Kuujjuaq and Puvirnituq, as well as CLSCs (local community service centres) in all the villages. The land corporations are private organizations that act on behalf of beneficiaries in a given community to manage lands in category I (exclusive property of the beneficiaries) and category II (public lands on which the beneficiaries have exclusive rights to engage in subsistence activities). Category III lands are also public lands where Inuit may exercise their harvesting rights but without exclusivity (Appendix 7).

These organizations are described in greater detail in Appendix 3.

9. The word Sivunirmut means “toward the future.”
2. HISTORY OF GOVERNMENT HOUSING INTERVENTIONS IN NUNAVIK

The combination of geographic, climatic, demographic and socioeconomic characteristics in Nunavik raises major challenges for development of residential housing in the region.

- The remoteness and isolation of communities creates economic (high costs) and logistical (short construction season) constraints.
- Construction is subject to special requirements due to the climate. For example, to avoid melting the permafrost, houses are built on raised raft foundations supported by adjustable steel jacks.
- The socioeconomic status of households requires a wide range of substantial government intervention in housing (social housing, access to home ownership, etc.).
- Demographic trends place pressure on the need and demand for housing.

One key purpose of this information document is therefore to detail these challenges. However, we should first provide a brief historical overview of government housing assistance for the Inuit communities of Nunavik.

2.1 The early years (1950-1970)

The Inuit traditionally were a nomadic people. They would remain for varying times in a given location depending on the availability of wildlife, living in tents in summer and igloos in winter.

In the 1950s, they began to settle around trading posts, beginning the transition to a sedentary lifestyle. This change in living conditions also produced a rapid increase in their population, so the few houses built in the 1950s and 1960s quickly became overcrowded. At the time, the condition of housing was a factor in high infant mortality and tuberculosis rates among Inuit across Canada.

In 1956, the Government of Canada introduced a special housing program for Aboriginal peoples in northern regions, which began a trial project two years later in Puvirnituq. This was a private home ownership program designed to allocate 4.6 m² of floor space to each person. The seven houses built in this community proved to be woefully lacking: they were too narrow and the local materials used as insulation were inefficient.

From 1959 to 1965, Indian and Northern Affairs Canada (INAC) introduced two new types of homes for Inuit families on social assistance: the first was shaped like a tent and the second was built of prefabricated materials. The latter model, commonly called the “matchbox”, consisted of a single room (26.8 m²). These “houses” were rented at the cost price of heating. They had no basic services (such as running water) and no furniture, with just an oil stove for heating. For those who wanted to own their home, a two-bedroom model (47.6 m²) was built, with payments over 20 years at an interest rate of 4%. Homeowners therefore had to pay off their mortgage as well as the cost of services. It was very quickly realized that these costs were too high for either a tenant on social assistance or a homeowner; neither could cover the heating costs. The program therefore failed to achieve the anticipated benefits since families were unable to pay these costs. Based on their income, Inuit families could only afford the matchbox, which was far too small, given the size of these families. There were usually five or more people eating, sleeping and living in just one room.
In 1965, INAC set up a subsidized housing program for the Inuit. The department built homes (larger than those previously built), paid operating and maintenance costs, and rented the homes to Inuit families. Thus, instead of households paying the cost price of services, rent was set at 20% of family income. People dependent on social income or a retirement pension at the time paid a monthly rent ranging from $2 to $62, based in part on the type of housing. From 1965 to 1980, the INAC built some 800 houses for Inuit families in the 13 communities then existing. Climate, excessive wear and tear (due mainly to overcrowding) and poor construction quality of these housing units resulted in rapid deterioration.

In 1967, the New Québec directorate of the Ministry of Natural Resources built seven homes for Inuit families in Tasiujaq. A few years later, the Ministry built six more with materials and labour paid for by the federal government. In addition, between 1963 and 1968, the Government of Québec built six homes in other communities for Ministry staff.

Appendix 4 shows the types of homes built in Nunavik between 1950 and 2010.

2.2 The James Bay and Northern Québec Agreement (1975)

In the early 1970s, the Government of Québec made public its plans for major hydroelectric developments in the James Bay region. The Inuit mobilized immediately: their leaders and representatives protested loudly and instituted legal proceedings against Québec’s development plans for part of their ancestral lands. The courts ruled in their favour. Implementation of the government’s projects was therefore postponed or suspended pending an acceptable agreement between the parties. A lengthy process of multilateral negotiations began, culminating on November 11, 1975, with ratification of the JBNQA. The Agreement was signed by the Government of Canada, the Government of Québec, the Grand Council of the Crees (of Québec), the Northern Québec Inuit Association, the Société d’énergie de la Baie James, the Société de développement de la Baie-James and the Commission hydroélectrique du Québec (Hydro-Québec).

In part, the JBNQA promotes and supports the socioeconomic development of the Aboriginal nations affected, including the Inuit. Chapter 29 deals with the socioeconomic development of the Inuit and specifically provides for maintenance of existing programs for Québec and Canada. This encompasses housing services for the Inuit communities of Nunavik. The JBNQA is one of the most important treaties ever signed with Aboriginal peoples in Canada. Under this Agreement, the Cree and the Inuit acquired major responsibilities for education, healthcare and social services, administration, hunting, fishing and trapping. The JBNQA also provides for the administrative structures and financial means necessary for these communities to assume these responsibilities. In addition to the responsibilities set out in the JBNQA, the Inuit have others related to their economic and community development, through the Sanarrutik agreement.

10. Umiujaq was founded in 1986.
11. To learn more about the JBNQA, see the list of papers produced for the colloquium “Views on the James Bay and Northern Québec Agreement”, Alain-G. Gagnon and Guy Rocher, 2002.
12. Sanarrutik means “development tool.”
2.3 Transfer of responsibility for housing (1981)

In April 1978, at the request of the secretariat for government activities in Indian and Inuit areas, the Société d’habitation du Québec (SHQ) intervened for the first time in an Inuit community to start construction in Kuujjuaq of 10 houses for KRG staff, a body that would officially be created in August 1978. Seven more houses were added the following year.

In December 1979, with INAC about to withdraw from the fields of housing, electrification and municipal services in Nunavik communities, the SHQ formed a team to prepare to take over from this federal department in the field of housing in Inuit communities.

In 1981, the Government of Canada transferred the housing stock in Nunavik to the Government of Québec. Québec thereby acquired some 800 housing units built by INAC over the previous decades, which allowed it to exercise its full jurisdiction over all activities related to housing north of the 55th parallel.

That same year, the SHQ and the Canada Mortgage and Housing Corporation (CMHC) reached an agreement on funding for the units transferred. These units were overcrowded and in very poor condition. On January 1, 1980, the average occupancy of social housing in Nunavik was 6.2 people: 3.5 people for a single-room dwelling; 6.1 for a two-bedroom unit; 6.6 for a three-bedroom unit; 9.8 for a four-bedroom unit and 8.9 for a five-bedroom unit.

2.4 Canada-Québec Global Agreement on Social Housing (1986)

In the early 1980s, the Government of Canada conducted a sweeping review of its housing assistance policy. Following recommendations made by various working groups and commissions set up for this purpose, the federal government announced new directions for its housing policy at the end of 1985. In this context, the Canada-Québec Global Agreement on Social Housing was signed in July 1986.

The basic thrust of this master agreement is based on the principle that government financial assistance henceforth should focus first on financially underprivileged households, those deemed to be “in core need.” In the area of social housing specifically, the 1986 agreement provides for payment of significant financial assistance under the Non-profit Housing Program. From the start of application of the agreement, this program has included an “Inuit component”, which means that part of the budget envelope for construction of social housing must be used to improve the housing conditions of Inuit communities in Nunavik. Thus, the largest annual social housing construction programs are carried out in Nunavik under this aspect of the program. The housing shortage in Inuit communities at the time led to the implementation of major remedial plans. Execution of these plans resulted in the construction of 130 to 140 social housing units a year, especially in the 1980s and early 1990s (see Appendix 5).

2.5 Federal disengagement (1993)

In 1993, the federal government announced that it was unilaterally ceasing to fund any new long-term commitments in the area of social housing in Canada, including interventions in Nunavik. In the subsequent years, from 1994 to 1998 inclusively, aside from a few ad hoc initiatives, very little social housing was built in Nunavik. This federal decision, combined with the specific demographic profile of Inuit communities, led to increased pressure on housing needs.
2.6 Framework agreement concerning the Kativik region (1998)

On October 21, 1998, the Government of Québec and the KRG signed the Framework agreement concerning the Kativik region. This agreement included a chapter on management of social housing in Nunavik that marked a major shift in relations between Québec and Nunavik in the area of housing. The provincial government specifically agreed to:

- Recognize and encourage the establishment of a social housing management structure tailored to the region's realities;
- Reinvest fully in the development of social housing amounts collected in rent arrears from social housing tenants.

The approach taken under this agreement was increased accountability resulting in Nunavik authorities taking more responsibility for matters that directly concern them. These include management of housing programs applicable in the region and management of the social housing stock.

Signing of this agreement also marked the start of a major reform in government housing interventions in Nunavik. With a constant concern for transferring greater responsibility to regional authorities, this reform sought to diversify programs and to conduct a thorough review of how the social housing stock is managed. The reform created a municipal housing authority in Nunavik, the Kativik Municipal Housing Bureau (KMHB), and introduced new programs, in close cooperation with Government of Québec representatives as well as officials of local and regional organizations, including the KRG.
2.7 Agreements respecting the implementation of the James Bay and Northern Québec Agreement on housing in Nunavik (2000, 2005 and 2010)

2.7.1 The 2000-2005 agreement (including the 1999 specific agreement)

After the federal government withdrew from funding social housing, the Makivik Corporation availed itself in 1999 of the dispute settlement mechanism in the JBNQA implementation agreement signed in 1990. This decision was intended to force the federal government to renew its financial commitment to develop social housing in Nunavik, consistent with the agreements made as part of the JBNQA. The Government of Québec (Secretariat of Aboriginal Affairs, SHQ, Secretariat of Canadian Intergovernmental Affairs and Ministry of Justice) actively supported the Makivik Corporation’s initiative by participating in a lengthy negotiating process with the federal government. During the talks, the agreement covering a special home construction project in 1999 for Inuit households in the Kativik region, with a $10 million budget, was ratified and supported the construction of 43 housing units. On September 20, 2000, these negotiations also led to the JBNQA implementation agreement on housing in Nunavik.

That agreement was signed by the Governments of Québec and Canada, the Makivik Corporation, the KRG and the KMHB. By supporting the development of more social housing in Nunavik, it addressed the increased demand for such housing.

Specifically, it provided for equal contributions from the Governments of Canada and Québec to fund social housing in Nunavik ($100 million). The federal contribution covered capital costs in the amount of $10 million a year for five years. The Government of Québec’s funding, deemed equivalent, was allocated to pay the operating deficit of the housing built, for a period of 20 years.

To maximize local economic benefits, construction of the houses was delegated to the Makivik Corporation, which agreed to build them on a non-profit basis. Once they were built, the property rights were transferred to KMHB, which manages them.

In total, this agreement supported the production of 227 social housing units.

2.7.2 The 2005-2010 agreement

The 2000-2005 agreement was renewed in 2005 for another five years. At that time, improvements were made to the wording, especially for indexing of federal government financial assistance.

In total, this new agreement supported the production of 308 new social housing units.

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13. Appendix H of this agreement between the Government of Canada and the Makivik Corporation establishes a mechanism for resolving disputes between the parties regarding interpretation and application of the provisions of the JBNQA. Québec was not a party to this agreement.
2.7.3 The 2010-2015 agreement

The 2010-2015 agreement was also renewed in 2010 for another five years. It will support the construction of some 337 social housing units.

It must be remembered that these agreements are intended to maximize not only the number of housing units built each year but also the local economic benefits of developing the housing stock, specifically by promoting the hiring of Inuit workers. For this reason, construction of this housing is entrusted to Makivik Corporation.

2.8 The Katimajiiit conference (2007)

Following the initial First Nations socioeconomic forum, held in Mashteuatsh in October 2006, the Inuit of Nunavik organized a similar forum. The Katimajiiit Conference was held in Kuujjuaq on August 23 and 24, 2007, with specific emphasis on socioeconomic development of the Inuit. Several topics were addressed during the conference, especially infrastructure and housing. In the area of housing, the Government of Québec made the following commitments:

- Invest $25 million to produce 50 housing units to help mitigate overcrowding in social housing in Nunavik; construction of these units was completed in 2011.
- Between 2007 and 2010, increase by almost $25 million the budget devoted to the replacement, improvement and modernization (RIM) of buildings; in fact, RIM investments rose from $11.5 million in 2007 to $50.4 million in 2010, an increase of almost $39 million. This was due to implementation of the Québec infrastructure plan approved in November 2007. Total RIM investments from 2007 to 2012 were approximately $225 million.
- Support Inuit partners in the project to convert the former Kangiqsualujjuaq school to a multi-function housing centre, which is now operational.
- Offer Nunavik residents a solution to obtain affordable home insurance; the SHQ first negotiated a tripartite three-year agreement to provide suitable home insurance. It then incorporated financial aid for this purpose into the Home Ownership and Renovation Program for the Kativik Region.
- Review the “Kativik region” component of Québec’s affordable housing program. The government approved the Home Ownership and Renovation Program for the Kativik Region on February 8, 2012. This program is more consistent with the reality in Nunavik, which in some respects has changed significantly since the program was approved in 2003 (for example: significant rise in construction costs).
2.9 The Government of Québec’s northern development plan (2011)

In May 2011, the Government of Québec announced its northern development plan, the Plan Nord, which will integrate energy, mining, forestry, biofood, tourism and transportation development; wildlife development; environmental protection; and biodiversity conservation in all lands north of the 49th parallel. This project will promote development for the benefit of affected communities and all of Québec, while respecting cultures and identities.

- The plan’s measures specifically include housing in Nunavik and provide for the following:
  - Construction of 300 social housing units (investment of $79.5 million in infrastructure)
  - Production of 200 housing units through the implementation of a new program promoting access to home ownership in Nunavik (50 cooperative housing units and 150 units for access to home ownership; total investment of $68.2 million)
  - Continued renovation of existing social housing in Nunavik (approximately 482 units; announced investment of $104.9 million for 2011-2016.14)
  - Continuing talks with the federal government to convince it to contribute to the construction of 500 more units, to offset the crisis observed in Nunavik.

3. THE SOCIAL HOUSING STOCK

3.1 An overview of existing housing in Nunavik

At December 31, 2013, Nunavik’s housing stock consisted of 2,734 social housing units, a few hundred units owned by various government and regional departments and agencies (health, education, KRG, KMHB, etc.) to house their employees, and slightly less than a hundred owner-occupied homes, most of which have acquired this status through home ownership programs implemented since the mid-1990s. The private rental housing market is therefore virtually non-existent in this region.

The breakdown of social housing units by year built and by community is presented in Appendix 5.

Since 2009, a new type of housing has emerged in Nunavik: multi-generational housing. This housing consists of a small unit attached to a larger main unit. The main unit is used by a household (two or more people age 18 or over), while the multi-generational unit is occupied by a household (one or two people) age 50 or over. The households in both units must have clearly voiced their intention to live as close neighbours, and must be related to each other.

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14 This amount represents only Québec’s share of the investment in renovation through the PQI from 2011 to 2016.
3.2 Quality of the stock

Since the early 1980s, the SHQ, in cooperation with various government departments and agencies, has managed to set quality standards for residential construction in northern areas. Although it consists of fairly modest units, the social housing stock in Nunavik for several years has met high technological standards: highly energy efficient and especially well adapted to climate constraints in arctic environments (cold, violent winds, permafrost, etc.).

In the summer of 2006, in conjunction with many players, the SHQ conducted a study of the health of the housing stock. An assessment of the architecture and foundations for 95.7% of the social housing units was conducted by the École de technologie supérieure, while the SHQ coordinated the survey of building conditions using a systematic approach that examines each building as a whole. This study supported better planning of government housing repairs and renovations. The cost of restoring the housing stock was assessed at approximately $400 million.

The Government of Québec subsequently allocated the necessary resources to quickly restore its social housing stock in Nunavik.

> Québec’s infrastructure plan, Des fondations pour réussir – Plan québécois des infrastructures, provides the SHQ with funding to substantially increase the budgets allocated to replacement, improvement and modernization. In addition, these are announced on a multi-year basis to achieve savings, so materials can be ordered a year in advance.

> In 2008, KMHB retained the services of a company specializing in project management to complete all planned work on time.

Renovation investment in Nunavik has grown as follows.

**CHART 3 – Growth in budgets for major work**

*At December 31, 2012.*
3.3 Housing unit size

Social housing units in Nunavik generally have more bedrooms than houses in the rest of Québec. In Nunavik, 48% of these homes have at least three bedrooms, compared with 20% in the rest of Québec. This is explained in part by the size of households, which are larger in Nunavik. As noted earlier, the 2011 census found that households average 3.9 people in Nunavik compared with 2.3 in Québec.

Since 1999, social housing units built in Nunavik have usually had two bedrooms. This change in housing unit size is explained by the growing needs of single-parent families and young couples with one or two children. The breakdown of social housing units by number of bedrooms is shown in the following table.

<table>
<thead>
<tr>
<th>Number of bedrooms</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>112</td>
</tr>
<tr>
<td>2</td>
<td>1,309</td>
</tr>
<tr>
<td>3</td>
<td>707</td>
</tr>
<tr>
<td>4</td>
<td>395</td>
</tr>
<tr>
<td>5</td>
<td>205</td>
</tr>
<tr>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,734</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 %</td>
</tr>
<tr>
<td>47.9 %</td>
</tr>
<tr>
<td>25.9 %</td>
</tr>
<tr>
<td>14.4 %</td>
</tr>
<tr>
<td>7.5 %</td>
</tr>
<tr>
<td>0.2 %</td>
</tr>
<tr>
<td><strong>100.0 %</strong></td>
</tr>
</tbody>
</table>

*At December 31, 2013, based on KMHB data.

3.4 Construction costs

The cost of building a house in Nunavik is prohibitive. For example, based on assessments conducted by the SHQ in 2008, it cost a Kuujjuaq household almost $345,000 at that time to build a house of approximately 98 m², more than double the estimated cost for an equivalent house built in Québec City.

The primary factors in Nunavik construction costs are the following:

- Climatic conditions: permafrost rules out any excavation, the construction season is short and the climate requires superior quality materials and insulation.
- The remoteness of communities: this incurs additional costs (packaging and shipping of materials by ship or air, travel and accommodation for workers).
- The type of residential product delivered: the housing units built are single-family or semi-detached homes, or in rare cases, multi-family units, thus eliminating the potential for economies of scale.
- Furthermore, compared with the private sector, low-rent housing is built at lower cost due to the large number of units to be built, which generates economies of scale, and the fact that the Makivik Corporation, the contractor currently responsible for housing construction, is a non-profit organization. In addition to building units at the lowest possible cost, this company promotes the hiring and training of Inuit workers.

With this in mind, and in cooperation with the SHQ, the KMHB issued a call for tenders in 2012 to develop a catalogue of various new housing options for residential construction in the Nunavik region. The primary goal was to facilitate the process of contractor selection by the customer, by providing homes that meet the customer’s needs and Nunavik’s construction constraints. Eleven companies qualified. The average costs estimated in the catalogue have risen considerably since 2008, ranging from about $475,000 for a two-bedroom house to $550,000 for a four-bedroom house.

15. If this house were built in a more remote village, such as Salluit or Ivujivik, these costs would be even higher.
3.5 The rent scale

When Canada transferred ownership of social housing in Nunavik to Québec in 1981, the housing was rented at a very low cost to both Inuit families and workers from the rest of Québec. When it took over responsibility for this housing, the Government of Québec chose to maintain the existing rent structure, which ranged from $2 to $62 based on the type of housing unit.

In 1982, the first rent scale applicable to social housing in Nunavik therefore had rents based on unit size (number of bedrooms), socioeconomic status of the head of household (employed or social assistance recipient) and the condition of the unit (old, new or restored to new). Annual rent indexing was planned, tied to the consumer price index.

In September 2000, after signing the Agreement respecting the implementation of the JBNQA related to housing in Nunavik, the parties (the Governments of Canada and Québec, the KRG, the KMHB and the Makivik Corporation) agreed to review this rent scale. In fall 2004, consultations were held with the 14 Inuit communities on a proposed new rent scale, prepared in conjunction with Inuit partners. A report published on the consultation rounds included comments received and presented the parameters for the new scale, which have been in effect since July 2005.

The basic principles and orientations for this rent scale are mainly as follows:

- To introduce greater social justice and fairness in setting rents, based on each household’s financial capability.
- To encourage high-income households to become homeowners, thereby freeing up social housing for rental to low or modest-income households.
- To factor in the repercussions of higher rents on disposable household income, by promoting a phase-in of the new scale over 15 years.
- To consider the financial fragility of seniors.
- To allow for the high cost of living in Nunavik.
Table 2 – SOCIAL HOUSING RENTS AT JULY 1, 2013

<table>
<thead>
<tr>
<th>CATEGORIES</th>
<th>Since July 1, 2013</th>
<th></th>
<th>Other HEADS OF HOUSEHOLD</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Minimum</td>
<td>Maximum</td>
<td>Minimum</td>
<td>Maximum</td>
</tr>
<tr>
<td>Renovated unit</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 bedrooms</td>
<td>$182</td>
<td>$361</td>
<td>$238</td>
<td>$448</td>
</tr>
<tr>
<td>3 bedrooms</td>
<td>$210</td>
<td>$376</td>
<td>$261</td>
<td>$510</td>
</tr>
<tr>
<td>4 bedrooms</td>
<td>$238</td>
<td>$390</td>
<td>$307</td>
<td>$580</td>
</tr>
<tr>
<td>Unit built since 1980</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 bedroom or small studio</td>
<td>$143</td>
<td>$232</td>
<td>$165</td>
<td>$334</td>
</tr>
<tr>
<td>Large studio</td>
<td>$143</td>
<td>$248</td>
<td>$165</td>
<td>$334</td>
</tr>
<tr>
<td>2 bedrooms</td>
<td>$182</td>
<td>$327</td>
<td>$238</td>
<td>$448</td>
</tr>
<tr>
<td>2 bedrooms (semi-detached)</td>
<td>$182</td>
<td>$361</td>
<td>$238</td>
<td>$489</td>
</tr>
<tr>
<td>3 bedrooms</td>
<td>$210</td>
<td>$376</td>
<td>$261</td>
<td>$565</td>
</tr>
<tr>
<td>4 bedrooms</td>
<td>$238</td>
<td>$390</td>
<td>$307</td>
<td>$640</td>
</tr>
<tr>
<td>5 bedrooms</td>
<td>$266</td>
<td>$408</td>
<td>$397</td>
<td>$715</td>
</tr>
<tr>
<td>6 bedrooms</td>
<td>$283</td>
<td>$462</td>
<td>$426</td>
<td>$787</td>
</tr>
</tbody>
</table>

By default, a household pays the maximum rent. However, if it considers this rent too expensive, it may request that it be rated at 25% of adjusted income (certain deductions apply to gross household income). This adjusted rent may not be less than the minimum rent or exceed the maximum rent.
3.6 Housing needs

In 2013, the KMHB surveyed its clientele. In addition to gathering information on social housing needs in Nunavik, the results helped guide KRG decisions on the location and type of new housing planned under the agreements in force. Based on the KMHB survey findings, there was a shortfall of 899 housing units in 2013. The previous survey dated back to 2010 and showed a shortfall of 995 units.

Table 3 – HOUSING NEEDS IN NUNAVIK IN 2013

<table>
<thead>
<tr>
<th>Unit size</th>
<th>Actual number</th>
<th>Number required</th>
<th>Surplus (Deficit)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 bedroom</td>
<td>107</td>
<td>1,088</td>
<td>(981)</td>
</tr>
<tr>
<td>2 bedrooms</td>
<td>1,222</td>
<td>1,015</td>
<td>207</td>
</tr>
<tr>
<td>3 bedrooms</td>
<td>706</td>
<td>777</td>
<td>(71)</td>
</tr>
<tr>
<td>4 bedrooms</td>
<td>363</td>
<td>433</td>
<td>(70)</td>
</tr>
<tr>
<td>5 bedrooms</td>
<td>205</td>
<td>137</td>
<td>68</td>
</tr>
<tr>
<td>6 bedrooms</td>
<td>6</td>
<td>44</td>
<td>(38)</td>
</tr>
<tr>
<td>7 bedrooms</td>
<td>0</td>
<td>11</td>
<td>(11)</td>
</tr>
<tr>
<td>8 bedrooms</td>
<td>0</td>
<td>3</td>
<td>(3)</td>
</tr>
<tr>
<td>Total</td>
<td>2,609*</td>
<td>3,508</td>
<td>(899)</td>
</tr>
</tbody>
</table>

This survey also indicated that one third of social housing units in Nunavik were occupied by more than one family.

Table 4 – MULTI-FAMILY HOUSEHOLDS

<table>
<thead>
<tr>
<th></th>
<th>Nunavik</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number (2010)</td>
<td>%</td>
<td>Number (2013)</td>
</tr>
<tr>
<td>Number of social housing units</td>
<td>2,294</td>
<td>66</td>
<td>2,609</td>
</tr>
<tr>
<td>Number of families</td>
<td>3,289</td>
<td>1.4</td>
<td>3,428</td>
</tr>
<tr>
<td>Average number of families per unit</td>
<td>1.4</td>
<td></td>
<td>1.3</td>
</tr>
<tr>
<td>Number of units occupied by 1 family</td>
<td>1,510</td>
<td>21</td>
<td>1,900</td>
</tr>
<tr>
<td>Number of units occupied by 2 families</td>
<td>485</td>
<td>8</td>
<td>451</td>
</tr>
<tr>
<td>Number of units occupied by 3 families</td>
<td>182</td>
<td>3</td>
<td>126</td>
</tr>
<tr>
<td>Number of units occupied by 4 families or more</td>
<td>65</td>
<td></td>
<td>62</td>
</tr>
<tr>
<td>Number of vacant units</td>
<td>52</td>
<td>2</td>
<td>70</td>
</tr>
</tbody>
</table>

All these findings are related to the fact that several data tend to show that the housing situation in Nunavik is more precarious than that observed among Inuit in other regions of Canada, with more overcrowded units.

Moreover, in light of the findings on youth protection services in Ungava Bay and Hudson Bay from a survey it conducted in 2007, the Commission des droits de la personne et des droits de la jeunesse believes that:

- There is overcrowding in housing, and that in several cases involving children, their safety and development was compromised by their families’ cohabitation with one or more other families coping with multiple problems;
- Overcrowding, combined with violence, addiction and other forms of abuse, directly affects children’s safety or development;
- Shortage of housing adversely affects recruiting of foster families and effective organization of social services.

4. THE PRIVATE HOUSING STOCK


The Remote Housing Program, implemented in 1995, 1997 and 1998, provided financial aid to Nunavik households to facilitate their access to home ownership. Funded by the Governments of Canada and Québec, this program provided assistance to build housing and pay municipal taxes. A total of 24 households benefited from the program.

4.2 Introduction of three new programs (1999)

Three new programs funded by Québec were approved in 1999: the Home Ownership Program for residents of the Kativik Region, the Purchase-Renovation Program for Households in the Kativik Region and the Home Renovation Program for Owner-Occupiers in the Kativik Region.

The Home Ownership Program took over from the Remote Housing Program. It provided financial assistance ranging from $70,000 to $125,000 (depending on household income) for construction of housing, and additional aid corresponding to 75% of the cost of municipal taxes for a period of 15 years (maximum $7,000 a year per housing unit).

The Purchase-Renovation Program provides financial assistance equivalent to 50% of eligible costs (maximum $50,000 per unit) and additional aid corresponding to 75% of municipal taxes for a period of 10 years (maximum $7,000 a year per unit).

The Home Renovation Program is intended for owner-occupants in Nunavik. It provides financial assistance of up to 50% of eligible renovation costs and additional aid corresponding to 75% of municipal taxes for a period of 5 years (maximum $7,000 a year per unit).

At the time, administration of these programs was entrusted to the KRG, which subsequently transferred this responsibility to the KMHB. Thirty-six households benefited from one or another of these programs.
4.3 Québec’s affordable housing program – Kativik component (2003)

In 2001, the Affordable Housing Agreement signed by the SHQ and CMHC provided for investment of part of the funds available in remote regions. This paved the way for creation of a new program: the “Kativik region” component of Québec’s affordable housing program.

This program, funded by the Governments of Québec and Canada, was intended for residents (Inuit or not), Inuit living outside the region, and corporations with their head office located in the Kativik region. It provided financial assistance corresponding to 76.5% of the cost of a housing project. The financial assistance paid for construction of a housing unit ranged from $94,019 to $219,938, based on the type of housing, to which another amount could be added based on the community. In addition to this financial aid, the program included assistance to pay municipal taxes, for a period of 15 years (assistance rate of 75% of annual taxes, up to $7,000 per housing unit or $2,500 per bedroom).

When the program ended, 111 units had been built (access to home ownership, non-profit organizations, etc.).

4.4 Home Ownership and Renovation Program for the Kativik Region (2012)

This new program resulted from talks between the SHQ and its Inuit partners on SHQ involvement in Nunavik, to propose a new, more structured initiative for northern clients.

Specifically, the program has four modules:

- The “training and mentoring” module informs households about the process of buying, managing and maintaining a property.

- The “purchase and construction assistance” module covers:
  - Purchase of a property at an affordable cost;
  - Creation of affordable rental units;
  - Creation of cooperative rental units for households dealing with specific problems (for example, women victims of violence).

Financial assistance corresponds to 75% of the maximum eligible construction costs for a private owner and 90% of these costs for non-profit organizations, cooperative building housing for families, and clients dealing with a special situation.

- The “renovation assistance” module allows owners to renovate their property (financial assistance corresponding to 50% of eligible renovation costs up to $50,000).

- The “occupancy assistance” module reduces the annual occupancy cost for a dwelling through recurring financial assistance to pay municipal taxes (75% of municipal taxes up to $7,500) and home insurance premiums (approximately 30% of insurance premiums).
5. MANAGING THE SOCIAL HOUSING STOCK IN NUNAVIK

5.1 Creation of the Kativik Municipal Housing Bureau (1999)

From the time Québec took over responsibility for the housing sector in Nunavik (1981) until the early 2000s, virtually all social housing construction and management operations were centralized at the SHQ, which had negotiated an operating agreement with each community. Under these agreements, the communities managed operations and maintenance. These agreements were also implemented through local housing committees primarily responsible for allocating built housing and submitting data to the SHQ. In this context, the SHQ’s role was specifically to conduct routine activities to monitor rent collection, home renovation and shipping of required materials to Nunavik.

Historically, no local or regional authority has been associated with the decision-making process for construction and allocation of housing in the various communities. In the 1990s, however, the KRG began to exert a major influence on this process. Administration of some housing assistance programs was gradually transferred to this body.

5.2 Creation and administrative organization of the KMHB

Talks between Nunavik representatives and the SHQ led to the creation of the KMHB on January 21, 1999. The first responsibilities to be exercised by the KMHB involved managing the social housing stock (rent collection, home maintenance and training the staff needed for residential development in Nunavik, etc.). The creation of this organization was essentially a regionalization of social housing stock management in Nunavik. The operating agreements between the communities and the SHQ were gradually abolished with the advent of the KMHB. It continued to operate with local housing committees, primarily in terms of housing allocation. With regular and contract employees, the KMHB handled routine management of operations in each community.

As with the other municipal housing authorities in Québec, KMHB activities are governed by a board of directors consisting of seven elected or appointed members, almost all of whom are usually Inuit: three appointed by the KRG, two elected by (and from among) social housing tenants in Nunavik, and two appointed by the minister responsible for application of the Act respecting the Société d’habitation du Québec from among the socioeconomic groups most representative of the community.

5.3 Expanded role for the KMHB

In addition to managing the social housing stock, the KMHB also administers all housing assistance programs applicable to Nunavik (construction, renovation, assistance paying municipal taxes), which were previously administered by the KRG.

The KMHB has also been inspecting Makivik Corporation social housing construction sites since 2000. In addition, it supports the KRG in the annual process of selecting the communities where social housing will be built, in particular by conducting a survey every two or three years on social housing needs in Nunavik.

Finally, the KMHB actively participates in the processes for developing and implementing housing policies and programs for households in the region.
5.4 Transition to a community role for the KMHB

In recent years, the KMHB has coordinated implementation and participated in funding of various projects that mark a shift by the organization to a community role. These projects are intended for clients with special housing needs. Projects include the supervised home in Kuujjuaq, for people with mental health problems; the shelter for women victims of violence in Salluit; the nursing home in Puvirnituq; and the multifunction residential centre in Kangiqsualujjuaq, which provides transition housing and housing for people with minor loss of independence. These various projects complement interventions by the health and social services system.

Furthermore, in November 2011, with the support of the SHQ, the KMHB officially launched the Pivallianiq Plan. Its goals are to raise awareness among Nunavik households of the importance of maintaining their home and to continue to develop among these households a sense of pride in and responsibility for their home, resulting in reduced housing renovation and restoration costs. This program has three components:

1. Social housing tenant supervision in Nunavik by Inuit home maintenance advisers and establishment of a tactical intervention group;
2. Development of an in-school education and awareness program;
3. A comprehensive awareness campaign to encourage the adoption of civic and environmentally responsible behaviour, to battle vandalism.

5.5 Organizational development of the KMHB

The KMHB’s growth is also reflected in the increasing annual budgets allocated to it, in its staffing structure and in its administrative organization. Between 2000 and 2013, the organization’s budget rose from $50.8 to $124 million. KMHB staff has also expanded remarkably: over the same period, it grew from 25 to 125 people.

The KMHB budget is funded by the Government of Québec, which receives a contribution for this purpose from the Government of Canada under Canada-Québec agreements on social housing.

Due to this substantial growth, the KMHB had to build a new head office, which opened in Kuujjuaq in 2005.

To ensure adequate inventory of materials for housing maintenance throughout the year, the KMHB also built a large warehouse a few years ago. Managing inventory, orders and deliveries of merchandise from southern Québec to Kuujjuaq and supplying villages requires excellent planning.

Thus, in just a few years, the KMHB has become a housing authority with expanded mandates. Its responsibilities are no longer limited to managing the social housing stock in Nunavik, as in the case of a “conventional” authority; they also extend to administering housing programs implemented in the region as well as participating in development of housing policies and programs that apply to Nunavik.

At December 31, 2013, KMHB managed a stock of 2,734 housing units (Appendix 5).
6. CHALLENGES

Nunavik faces major housing challenges, but the Government of Québec has clearly stated its intent to continue tackling the housing problem in Nunavik.

6.1 Creating additional social housing units

One of Nunavik’s most serious problems is undoubtedly the housing shortage and the difficulties this situation causes. The SHQ will continue its efforts to build additional housing. The housing included in the government’s northern development plan is certainly a step in the right direction, but it cannot eliminate the shortage.

The problem of people who live alone, especially young adults and seniors, is also an overriding concern. There is not enough housing in Nunavik with one or two bedrooms for small households. The SHQ and its Inuit partners have agreed on the need to diversify the housing stock to serve this new clientele and to design small units consistent with the Inuit lifestyle. Plans for buildings with four or eight one-bedroom units are now being drawn up, and several of these buildings are scheduled for construction in 2014.

6.2 Access to home ownership

Between 85% and 90% of Nunavik’s population lives in one of the 2,734 social housing units managed by the KMHB. The remaining 15% lives in housing provided by an employer or in one of the 100 or so private properties.

The very low home ownership rate is explained by a combination of several factors: high construction costs, a higher cost of living, fairly low rent payments for the most fortunate households in low-rent housing, and the difficulty of maintaining one’s home due to lack of material or specialized resources.

Thus, in cooperation with its partners in Nunavik, the SHQ will ensure that the new home ownership program produces the anticipated outcomes. It should be kept in mind that every household that becomes a homeowner frees up a social housing unit that then becomes available to a household in need. Moreover, the new program subsidizes 90% of the eligible costs of projects for individual homeowners. Responding more to a client group’s specific needs often frees up social housing. It should be remembered that people needing special care are often the cause of problematic family situations in Nunavik. Individual projects are also developed in close cooperation with the Nunavik Regional Health and Social Services Board.
6.3 Renovating social housing

Whether due to their age or overcrowding, which causes premature wear and tear, many social housing units in Nunavik need extensive renovation.

The 2006 checkup on the health of Nunavik’s social housing stock provided the SHQ and its partners in Nunavik with a valuable tool for planning government interventions, in order to upgrade the quality of the housing.

In cooperation with the KMHB, the SHQ will continue to renovate social housing units in coming years so that Nunavik households can live in dwellings in good condition. Completing this work should also foster optimal use of material, financial and human resources. Investments made to date ($257 million from 2008 to 2013) have already had a positive impact on the social housing stock in Nunavik. These initiatives, combined with the Pivallianiq Plan that is reaching ever more households, are positive steps toward sound maintenance of the housing stock.

6.4 Producing housing more consistent with the needs voiced by Nunavik households

At the instigation of the SHQ, a design charrette was held in Kuujjuaq in May 2012. The SHQ’s intent was to redefine the design of northern dwellings based on the needs of the Inuit population. This also formed part of research conducted by the SHQ to design a new type of housing even more adapted to the Inuit lifestyle.

6.5 The Northern Housing Laboratory

In 2013, the SHQ set up the Laboratoire d’habitation nordique (LHN) [Northern Housing Laboratory] to focus on the new challenges of sustainable construction in a northern environment, such as large population growth, the effects of climate change, housing durability in a harsh climate, and the introduction of new technologies. This laboratory will help the SHQ pursue its goal of improving northern housing continuously and sustainably and of expanding its expertise in the field. In particular, the LHN is simultaneously a gathering place for research and development of practical projects linked to the northern habitat, a place for experimentation focused on sustainable development and, thanks to the participation of various partners, a place that fosters synergy.

7. CONCLUSION

For more than 30 years, the SHQ has contributed to improving housing conditions for the Inuit of Nunavik. Its many initiatives in the region make it a key player. Since housing is a main priority for residents of the region, the SHQ plans to continue its work in partnership with regional authorities.
## APPENDIX 1

### POPULATION GROWTH IN NUNAVIK

<table>
<thead>
<tr>
<th>Location</th>
<th>1996</th>
<th>2006</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Akulivik</td>
<td>411</td>
<td>507</td>
<td>615</td>
</tr>
<tr>
<td>Aupaluk</td>
<td>159</td>
<td>174</td>
<td>195</td>
</tr>
<tr>
<td>Inukjuak</td>
<td>1,184</td>
<td>1,597</td>
<td>1,597</td>
</tr>
<tr>
<td>Ivujivik</td>
<td>274</td>
<td>349</td>
<td>370</td>
</tr>
<tr>
<td>Kangiqsualujuaq</td>
<td>648</td>
<td>735</td>
<td>874</td>
</tr>
<tr>
<td>Kangiqsujuaq</td>
<td>479</td>
<td>605</td>
<td>696</td>
</tr>
<tr>
<td>Kangirsuk</td>
<td>394</td>
<td>466</td>
<td>549</td>
</tr>
<tr>
<td>Kuujuaq</td>
<td>1,726</td>
<td>2,132</td>
<td>2,375</td>
</tr>
<tr>
<td>Kuujuarapik</td>
<td>579</td>
<td>568</td>
<td>657</td>
</tr>
<tr>
<td>Puvirnituq</td>
<td>1,169</td>
<td>1,457</td>
<td>1,692</td>
</tr>
<tr>
<td>Quaqtaq</td>
<td>257</td>
<td>315</td>
<td>376</td>
</tr>
<tr>
<td>Salluit</td>
<td>929</td>
<td>1,241</td>
<td>1,347</td>
</tr>
<tr>
<td>Tasiujaq</td>
<td>191</td>
<td>248</td>
<td>303</td>
</tr>
<tr>
<td>Umiujaq</td>
<td>315</td>
<td>390</td>
<td>444</td>
</tr>
<tr>
<td><strong>NUNAVIK</strong></td>
<td><strong>8,715</strong></td>
<td><strong>10,784</strong></td>
<td><strong>12,090</strong></td>
</tr>
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</table>

Source: Institut de la statistique du Québec.
APPENDIX 2

POPULATION DISTRIBUTION BASED ON PERSONAL STATUS, QUÉBEC AND NUNAVIK, IN 2011

<table>
<thead>
<tr>
<th></th>
<th>Québec</th>
<th>Nunavik¹</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total percentage of people in households with at least one census family²</td>
<td>82%</td>
<td>93%</td>
</tr>
<tr>
<td>Married or common-law couples</td>
<td>48%</td>
<td>29%</td>
</tr>
<tr>
<td>Single parents</td>
<td>5%</td>
<td>9%</td>
</tr>
<tr>
<td>Children in families with both parents present</td>
<td>21%</td>
<td>33%</td>
</tr>
<tr>
<td>Children in families with only one parent present</td>
<td>7%</td>
<td>17%</td>
</tr>
<tr>
<td>People not in a census family living with relatives</td>
<td>1%</td>
<td>4%</td>
</tr>
<tr>
<td>People not in a census family living only with non-relatives</td>
<td>1%</td>
<td>0%</td>
</tr>
<tr>
<td>Total number of people in households without a census family</td>
<td>18%</td>
<td>7%</td>
</tr>
<tr>
<td>Living with relatives</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>Living only with non-relatives</td>
<td>3%</td>
<td>0%</td>
</tr>
<tr>
<td>Living alone</td>
<td>14%</td>
<td>5%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Statistics Canada, National Household Survey, Table 98-312-X2011031 in the catalogue.
¹ Total for the 14 northern villages.
² A census family is a married or common-law couple with or without children, or a single-parent family.
A household may consist of more than one census family.

HOUSEHOLDS IN QUÉBEC AND NUNAVIK IN 2011

<table>
<thead>
<tr>
<th>Size of private households</th>
<th>Québec</th>
<th>Nunavik</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 person</td>
<td>1,094,405</td>
<td>32%</td>
</tr>
<tr>
<td>2 people</td>
<td>1,181,235</td>
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<tr>
<td>3 people</td>
<td>496,140</td>
<td>15%</td>
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<tr>
<td>4 people</td>
<td>421,075</td>
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<tr>
<td>5 people</td>
<td>142,555</td>
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<tr>
<td>6 people or more</td>
<td>59,925</td>
<td>2%</td>
</tr>
<tr>
<td>Total</td>
<td>3,395,345</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Statistics Canada, National Household Survey, Table 98-313-X2011023 in the catalogue.
Population and the number of households may differ from census results.
The Kativik Regional Government and northern villages

The Kativik Regional Government (KRG) is a public agency that acts as a municipality covering all areas not administered by a northern village and as a supra-municipal agency for the entire Kativik region. Created in 1978 after the James Bay and Northern Québec Agreement was signed, the KRG is responsible for delivering public services and supporting communities. Its responsibilities specifically include local and regional administration; local and regional economic development; airport operations and harbour infrastructure maintenance; Internet access; regional policing; fire protection; support for Inuit hunting, fishing and trapping activities; the environment; development and management of parks; employment, training and income support; and development of municipal infrastructure. The KRG also provides technical assistance to the 14 northern villages, especially in the following areas: legal affairs, municipal management and accounting, land planning and development, engineering, collective and adapted transit, sports and recreation, and management of drinking water, sewage and waste. In this context, the KRG is a party to several agreements with the Governments of Canada and Québec for local delivery of government programs.

The powers and jurisdiction of a northern village essentially cover the same areas as those of Québec’s other municipalities: service delivery, urban planning, public safety, environmental hygiene, recreation, culture, etc. As in the rest of Québec, the municipal council of a northern village consists of a mayor and council members, usually six. Unlike Québec’s other municipalities, the municipal council members in a northern village serve a three-year term. Finally, northern village councils make decisions by resolution or bylaw.

The Makivik Corporation

In addition to implementing the James Bay and Northern Québec Agreement (JBNQA) and managing the compensation paid under that agreement, the Makivik Corporation works to promote the welfare of the Inuit, upgrade their education, develop their communities and protect their lifestyle and values.

Since 2000, the Makivik Corporation, through its construction division, has built all social housing funded by the Government of Québec or Canada, at cost price. It also owns an airline (First Air) and shipping line (NEAS). All this optimizes the Government of Québec's investments by promoting economic benefits for the region.

On April 9, 2002, the Inuit and the Government of Québec signed a partnership agreement for economic and community development in Nunavik. This 25-year agreement is known by the name Sanarrutik. Two years later, on March 31, 2004, the Inuit and the Government of Québec signed the Sivunirmut agreement, an Inuktitut word that means “toward the future.” This new agreement consolidated their solid relationship and sealed their commitment to breathe new life into Nunavik. Together, these agreements mark the start of a new era, focused on a shared determination to create wealth in Nunavik based on sustainable development.
Inuit governance has been an issue in Nunavik for several decades. Since 2000, several negotiations between Québec, Canada and the Makivik Corporation have focused on this issue. Signing of the agreement in principle on the government of Nunavik, by the Governments of Canada and Québec and by the Makivik Corporation in December 2007 led to negotiation the following year of an agreement to create a regional government of Nunavik through amalgamation of the KRG, the Kativik School Board and the Nunavik Regional Health and Social Services Board. In a 2011 referendum, the people of Nunavik rejected the proposed regional government. Changes to the agreement in principle must be approved so another referendum can be held.

Land corporations
The JBNQA instituted a special land ownership system that created category I, II and III lands around most of the northern villages. While category I lands are owned exclusively by the Inuit, they also have exclusive hunting, fishing and trapping rights on category II lands. Category III lands are public lands.

Created in 1978 by the Act Respecting the Land Regime in the James Bay and New Québec Territories, the land corporations are administered by elected municipal councils and are key players in the management of land and natural resources. They manage lands by issuing easements and leases as well as granting other rights of use and occupancy. They can use these lands for commercial, industrial, residential and other purposes. The Inuit beneficiaries in each Inuit community are automatically members of the land corporations.

The Kativik School Board
The Kativik School Board (KSB) is responsible for educational services in Nunavik and was created under the JBNQA (1975) to serve the population of this region and enable the Inuit to take direct responsibility for their education. The Board is authorized to deliver education in Nunavik at the pre-kindergarten, primary, secondary and adult education levels. It is also responsible for designing programs and teaching material in Inuktitut,
French and English; training Inuit teachers consistent with Québec standards; and organizing and supervising postsecondary education. The KSB is non-ethnic and manages at least one school in each of Nunavik’s 14 communities. Given the size of most schools, the limited number of pupils, and the trilingual nature of programs and staff, most classes encompass more than one grade (two or three grades).

KSB programs must comply with the objectives set by the Government of Québec, but they have been adapted for Inuit students. Inuktitut, the mother tongue of most of the population, is the language of instruction from kindergarten to grade two inclusive. The start of second-language education (English or French) may vary depending on community preferences, but students usually start learning the second language of their choice in grade three. In the past few years, there has been a steady increase in the number of students who opt for French as their second language.

The health and social services system in Nunavik

The Nunavik Regional Health and Social Services Board is an organization dedicated to improving the health and wellness of the people living in Nunavik. It must tackle health, cultural, social and financial challenges.

Nunavik has two hospitals: the Ungava Tulattavik Health Centre in Kuujjuaq and the Inuulitsivik Health Centre in Puvirnituq. Both health centres have several missions. They provide the same services as a CLSC, child and youth protection centre, acute-care hospital, chronic-care hospital and rehabilitation centre for young people with adjustment difficulties. In addition, a reintegration centre opened in Inukjuak in 2000, which provides services for people with severe mental health problems. There is also a CLSC service point in each of the 14 villages.

The justice system in Nunavik

The court system in Inuit communities operates in a manner similar to that applicable to the rest of Québec’s population. However, to ensure fair, equitable access to Québec’s justice system for victims and accused persons, an itinerant court travels through the region several times a year. Itinerant courts usually fly into the communities they serve. With the exception of certain villages with permanent facilities, including Kuujjuaq, Puvirnituq and Kuujjuarapik, the court usually sits in public buildings such as schools, community centres or administrative centres. Geographic context, social environment and physical layout all have a direct impact on how the court operates. There are many challenges and many problems are encountered.
The Fédération des coopératives du Nouveau-Québec

In the area of socioeconomic organization, it must also be noted that the cooperative movement has long been familiar to communities in Nunavik, where the Fédération des coopératives du Nouveau-Québec was founded in 1967. Each northern village has a cooperative. Its goal is to unite the community and act as a spokesperson for its interests. These cooperatives therefore are much more than just stores. Their success has been evident in many activities, such as those related to retail stores, banking services, marketing of Inuit art throughout Canada and around the world, hotel management, travel agencies, several hunting and fishing camps, construction projects, distribution of oil and fuel, etc.

In short, the cooperative movement represents a major strength that has encouraged the Inuit to become involved in their own development, and it constitutes one of their greatest successes. The members of these businesses determine policies and management methods. In fact, the cooperatives are a school where Inuit can acquire experience in business administration, retail sales, accounting and marketing. Moreover, Inuit communities have enthusiastically supported the cooperative movement due to the similarities between the principle of this movement and Inuit tradition, which pools labour and skills, and shares the results of work for the welfare of the group.
APPENDIX 4
THE DEVELOPMENT OF HOUSING IN NUNAVIK

Houses of the 1950s – “Matchbox” type

Houses from 1960 to 1980

Houses of the 1980s

Prefabricated houses built by Diane Fortin inc. of Matane (June 1999)

Houses since 2000

Construction project sequence
## APPENDIX 5

### DISTRIBUTION OF THE 2,734 SOCIAL HOUSING UNITS BUILT, BY CONSTRUCTION YEAR AND VILLAGE

| Construction year | AKULIVIK | AUPALUK | INUKJUAK | IVUVIK | KANGIQSUALLUJUAQ | KANGIQSUJUAQ | KANGIRSUK | KUUJUAQ | KUUJUARAPIK | KUUVIK | KUUJJUAQ | KUUJJUARAPIK | PUVRITUQ | QUAAQTAAQ | SALLUIT | TASIUTAQ | UMILUAQ | Total | % |
|-------------------|----------|---------|----------|--------|------------------|---------------|-----------|---------|-------------|--------|----------|--------------|-----------|-------------|---------|----------|--------|-------|-------|-------|------|
| 1981              | 4        | 4       | 0        | 0      | 0                | 0             | 0         | 0       | 0           | 0      | 0        | 0             | 0         | 0           | 0       | 0        | 0      | 8     | 0.3% |
| 1982              | 4        | 0       | 6        | 2      | 0                | 0             | 2         | 8       | 4           | 2      | 0        | 2             | 4         | 0           | 4       | 34       | 1.2%  |
| 1983              | 6        | 4       | 0        | 0      | 0                | 15            | 0         | 17      | 0           | 0      | 16       | 17            | 0         | 0           | 17      | 75       | 2.7%  |
| 1984              | 0        | 0       | 20       | 16     | 18                | 0             | 18        | 0       | 19          | 22     | 0        | 0             | 15        | 0           | 4       | 128      | 4.7%  |
| 1985              | 19       | 8       | 0        | 0      | 0                | 18            | 0         | 40      | 0           | 0      | 15       | 26            | 0         | 0           | 26      | 126      | 4.6%  |
| 1986              | 0        | 0       | 38       | 6      | 20                | 0             | 13        | 0       | 19          | 48     | 0        | 0             | 4         | 0           | 4       | 148      | 5.4%  |
| 1987              | 0        | 0       | 21       | 0      | 0                | 6             | 41        | 0       | 21          | 0      | 17       | 0             | 60        | 0           | 60      | 166      | 6.1%  |
| 1988              | 26       | 10      | 0        | 13     | 0                | 31            | 31        | 11      | 0           | 0      | 15       | 0             | 3         | 0           | 3       | 140      | 5.1%  |
| 1989              | 0        | 0       | 34       | 0      | 19                | 0             | 0         | 30      | 21          | 22     | 0        | 23            | 0         | 0           | 23      | 149      | 5.4%  |
| 1990              | 0        | 0       | 24       | 0      | 19                | 0             | 0         | 30      | 21          | 22     | 0        | 23            | 0         | 0           | 23      | 139      | 5.1%  |
| 1991              | 0        | 0       | 41       | 0      | 22                | 0             | 0         | 20      | 21          | 21     | 0        | 18            | 0         | 0           | 18      | 143      | 5.2%  |
| 1992              | 20       | 0       | 35       | 0      | 0                | 15            | 14        | 0       | 34          | 13     | 0        | 0             | 0         | 0           | 0       | 131      | 4.8%  |
| 1993              | 0        | 6       | 0        | 0      | 0                | 0             | 41        | 13       | 0           | 0      | 20       | 9             | 0         | 89          | 3.3%    | 89       | 3.3%  |
| 1994              | 0        | 0       | 0        | 0      | 23                | 10            | 8         | 30      | 0           | 0      | 0        | 0             | 0         | 0           | 0       | 71       | 2.6%  |
| 1995              | 8        | 0       | 25       | 15     | 0                | 0             | 0         | 0       | 0           | 0      | 3        | 25             | 0         | 6           | 6       | 82       | 3.0%  |
| 1996              | 0        | 0       | 0        | 0      | 0                | 0             | 0         | 18      | 6           | 22     | 0        | 0             | 0         | 0           | 0       | 46       | 1.7%  |
| 2000              | 0        | 6       | 0        | 0      | 0                | 0             | 15        | 0       | 0           | 0      | 16       | 6             | 0         | 43          | 1.6%    | 43       | 1.6%  |
| 2001              | 0        | 18      | 3        | 5      | 4                | 0             | 0         | 9       | 16          | 5      | 0        | 0             | 0         | 0           | 0       | 60       | 2.2%  |
| 2002              | 8        | 0       | 12       | 0      | 0                | 0             | 6         | 16      | 0           | 16     | 0        | 0             | 0         | 4           | 0       | 62       | 2.3%  |
| 2003              | 4        | 0       | 0        | 0      | 17                | 10            | 0         | 22      | 0           | 14     | 0        | 20            | 8         | 3           | 98      | 3.6%     |
| 2004              | 0        | 0       | 8        | 0      | 0                | 0             | 8         | 8       | 0           | 0      | 0        | 0             | 0         | 0           | 0       | 24       | 0.9%  |
| 2005              | 4        | 0       | 0        | 0      | 12                | 6             | 0         | 26      | 0           | 0      | 0        | 0             | 0         | 0           | 0       | 48       | 1.8%  |
| 2006              | 0        | 4       | 24       | 8      | 0                | 0             | 20        | 0       | 0           | 0      | 0        | 0             | 0         | 0           | 0       | 56       | 2.0%  |
| 2007              | 14       | 0       | 0        | 0      | 14                | 0             | 0         | 0       | 0           | 0      | 22       | 4             | 6         | 0           | 60      | 2.2%     |
| 2008              | 0        | 0       | 26       | 0      | 0                | 0             | 18        | 0       | 4           | 10     | 6        | 0             | 0         | 0           | 0       | 64       | 2.3%  |
| 2009              | 0        | 0       | 20       | 12     | 14                | 0             | 0         | 13      | 28          | 0      | 16       | 0             | 1         | 0           | 1       | 104      | 3.8%  |
| 2010              | 8        | 4       | 16       | 0      | 2                | 16            | 0         | 0       | 0           | 24     | 0        | 11            | 0         | 0           | 11      | 81       | 3.0%  |
| 2011              | 18       | 6       | 20       | 0      | 0                | 0             | 40        | 0       | 0           | 0      | 0        | 8             | 0         | 0           | 0       | 92       | 3.4%  |
| 2012              | 0        | 0       | 0        | 0      | 16                | 0             | 0         | 38      | 16          | 42     | 15       | 0             | 0         | 15         | 142     | 5.2%     |
| 2013              | 20       | 8       | 41       | 0      | 0                | 0             | 0         | 20      | 0           | 28     | 0        | 8             | 0         | 125        | 4.6%    | 125      | 4.6%  |
| Total             | 163      | 60      | 429      | 75     | 187               | 145           | 138       | 451     | 166         | 387    | 85       | 284           | 69        | 95          | 2,734   | 100.0%   |

* % 6.0% 2.2% 15.7% 2.7% 6.8% 5.3% 5.0% 16.5% 6.1% 14.2% 3.1% 10.4% 2.5% 3.5% 100.0%

* By interest adjustment date (IAD).
APPENDIX 6

SOCIAL HOUSING BUILT IN NUNAVIK SINCE 1999

At December 2013

<table>
<thead>
<tr>
<th>Year</th>
<th>1999 program</th>
<th>2000-2005 agreement</th>
<th>LAK</th>
<th>2005-2010 agreement</th>
<th>Katimajit</th>
<th>2010-2015 agreement (340)*</th>
<th>Bigenerational housing</th>
<th>2011-2016 Northern development plan (300)*</th>
<th>Other</th>
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* In progress.
APPENDIX 7

Nunavik land system and offshore areas claimed

Source: Makkivik Corporation.
BÂTISONS
ENSEMBLE
DU MIEUX-VIVRE
www.habitation.gouv.qc.ca