

Indigenous Planning: Process and Development of a Community Housing Plan for Swan Lake
First Nation

By

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A Practicum submitted to the Faculty of Graduate Studies of
The University of Manitoba
in partial fulfillment of the requirements of the degree of

Master of City Planning

Department of City Planning

Faculty of Architecture

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Of

MASTER OF CITY PLANNING

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Abstract

This practicum examined Indigenous planning as the theoretical framework and foundation of this project. Literature reviews on First Nations on-reserve housing conditions were examined to understand the struggles Indigenous communities face when it comes to housing. Based on the literature reviews, it was determined that housing has been an issue in many First Nation communities, perpetuating a demand for planning to explore remedies to minimize or eradicate this social concern. From understanding Indigenous planning practices, the practicum explored the Indigenous community of Swan Lake First Nation (SLFN) and the housing challenges they experience. Through planning with SLFN community members to determine methods that would address the housing challenges, the development of a community housing plan was suggested. The process and development of SLFN community housing plan was documented in this practicum.

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Lastly, I would like to thank all my friends and mentor, Darren Lezubski for all their words of advice and guidance. I sincerely appreciate all the support and assistance.

Dedication

This practicum is dedicated to my wonderful and loving parents; Mr. Marcel and Mrs. Maria

Mbadugha.

I am honoured to be your daughter and I am eternally grateful for all you have done for me.

I love you both dearly!

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Chapter One: Indigenous Planning

1.1 Project Introduction

This practicum studied Indigenous planning to understand how planning is practiced in Indigenous settings. With Indigenous planning as the larger context, the practicum examined a specific challenge being faced by Indigenous people after colonization; poor conditions of housing on First Nation reserves. From understanding Indigenous planning, challenges of housing on-reserves, the question was asked, how can planners get involved to assist in addressing on-reserve housing challenges? The answer to this question was for communities that experience housing challenges to create a community housing plan as one element to address the on-reserve housing challenges. Using a community housing plan to address challenges, the practicum examined the processes, benefits and components of creating a community housing plan for a First Nation community.

From the background studies in Indigenous planning, First Nation people and their housing challenges, development and benefits of a community housing plan, the practicum was further narrowed to work with Swan Lake First Nation (SLFN) to study their housing condition to determine the usefulness of a community housing plan. The idea of developing a community housing plan for Swan Lake First Nation occurred to me while working with SLFN during the 2011 Fall semester in Indigenous planning studio at the University of Manitoba. During the Fall 2011 semester, I had gained interest in Indigenous planning and also in SLFN. In addition to my new interests, I also had a previous interest in housing, community development and capacity building. While working with SLFN I started learning about the current housing situation on the reserve and the vision for future housing needs. It was at this time I thought of the idea to engage

SLFN in creating a First Nation community housing plan that is tailored to meet the unique housing needs of the community. Before proceeding with this, the initial stage was to determine whether SLFN was ready for this project and if members of the community see benefits in creating a housing plan. Due to the relationship and trust I already formed with community members during the Fall semester of 2011, this paved the way for this project to be conducted.

From studying SLFN and meeting with its members, it was determined that the community will benefit from creating a community-driven housing plan. This was the core of the practicum. From having the framework of the practicum outlined, I embarked on engaging community members and band employees to determine what will be incorporated in a community housing plan. From the meetings came the decision to have a housing condition report derived from surveying community members on their housing condition, the creation of an on-going maintenance strategy, housing projections, recommendations for alternative housing types, and implementation strategy. To assist with the development of the project, I worked with members to create a steering committee and sharing circle group who acted as advisors and guided me through the project. The members assisted with all aspects of the project, which included: the review and finalization of the housing condition survey, the distribution and collection of the survey, the revision and finalization of the plan, and other necessary duties.

The most important aspect of this project was to ensure that the planning process was community driven and met the housing needs of the community members. Before finalizing the plan, meetings with the steering committee, chief and council and other community members were convened to ensure that members approve of the plan. It was also important to encourage the community to build on the plan as the community changes, so that these changes would be reflected in the plan. This practicum is a call for action, to put policies, strategies and plans in

place to tackle the social and health concerns caused by poor housing conditions and also, to improve the current housing quality and provide more housing stock on First Nation reserves. This project is my contribution to Indigenous planning.

1.2 Chapter Introduction

This chapter introduces Indigenous planning as the theoretical framework and broader context in which the creation of a First Nations Community Housing Plan is embedded. This chapter describes Indigenous planning, what it is, how it has evolved and how it is different from Western planning practices. The chapter further describes the Aboriginal population in Canada in order to put into context First Nations housing conditions and the challenges they face. Lastly, this chapter concludes by describing the housing conditions faced in First Nation reserves.

1.3 Indigenous Planning

This practicum only focuses on First Nations people and not Inuit or Métis. According to Sinclair and Storm (2006) “in Canada, Section 35(2) of the Canadian Constitution 1982 recognizes that the Aboriginal peoples of Canada include the Indian, Inuit and Métis” (p. 1). Europeans first came to Canada, a place that was initially referred to as the “New World”, they referred to Aboriginal people as “Indians”, however this is not an acceptable term to use in the twenty-first century (Sinclair & Storm, 2006). Many Aboriginal people “identify themselves as First Nations or, for example, as members of Ojibway Nation, the Dakota Nation or the Cree Nation” (Sinclair & Storm, 2006, p. 1). Skelton and Ribeiro (2010) stated that, “the term “First Nations” also refers to reserves, which were assigned by England during the European occupation or by Canada when treaties were negotiated later, where the majority of First Nations people reside” (p. 128). Due to First Nations people differing from other nationalities in their

culture, heritage, and ways of life, it is important to state this difference from the onset and it is important that planning practices be considerate of this difference when planning with First Nations people. The emergence of Indigenous planning recognizes this difference and plans in the context of Indigenous practices.

Matunga (2006) defines Indigenous planning as “an indigenous devised process for linking indigenous (and other) knowledge with decisions and actions managed and controlled by indigenous people” (p. 4). He also describes it as “a process devised by indigenous peoples to manage change in their environment, or a process prescribed by indigenous peoples to manage relationships with their environment and resources” (Matunga, 2006, p. 4). When working with Indigenous people, it is evident to Westerners that their planning practices differ from mainstream planning practices. In order to meet their needs and address planning concerns, one should implement the practices of Indigenous planning rather than mainstream planning practices as the later form of planning may not necessarily fit into an Indigenous context. It has been argued by Matunga (2006) and Jojola (2000) that prior to colonization, Indigenous people have planned their environment, land and resources; however others may argue that Indigenous people did not practice planning prior to colonization and Indigenous planning is a new phenomenon. The debate of whether or not Indigenous people planned their environment, land and resources (Matunga, 2006; Jojola, 2000) may have risen because prior to colonization, what Indigenous people did to survive was not described or labelled as “Indigenous planning”, however they had to “plan” their resources in order to survive. In the wake of colonization, Indigenous people were subjected to mainstream forms of planning practices which collided with their ways of life, did not address their needs and did not provide solutions to their challenges.

As Jojola (2008) stated, after colonization “native communities have been subjected to planning as a result of mainstream initiatives” (p. 38). In the United States, planning in Indigenous communities became instituted in 1958 under the United States statute called 701 Comprehensive Planning, the purpose of which was to regulate Indigenous communities in their development and growth (Jojola, 2008). Jojola (2008) stated that after Indigenous Planning was instituted “in 1968, the statutes were amended to encompass tribal governments and were implemented under a newly formulated 601 Comprehensive Planning mandate (Title IV 1954)” (p. 38). This amendment gave the Secretary of Interior the responsibility of carrying out the authority to its wards, hence the Bureau of Indian Affairs (BIA) being delegated to provide compulsory service of comprehensive planning to tribes (Jojola, 2008). Due to this, planning as a Western phenomenon became a mandate in Indigenous communities and planning was done following mainstream principles and approaches, one that we will find later in this chapter did not suit the needs of Indigenous people and caused conflicts due to the different practices.

Challenges Instigating Mobilization of Indigenous Communities

Although it has been argued that Indigenous people practiced planning before colonization, it has also been argued that colonization introduced the practice of planning and instituted it as a Western phenomenon in Indigenous communities (Matunga, 2006; Jojola, 2000). Due to this interference, Indigenous people faced challenges when Westerners planned for their communities. The challenges that began to emerge occurred due to the realization that Western planning practises were “employed to render indigenous communities invisible, to exclude them, silence them, and further marginalize them” (Jackson 1998, as cited in Sandercock, 2004a, p. 95). Plans that were made under mainstream practices were not reflective

of the needs and traditional practices of Indigenous communities, and in part, this was due to constraints of tribal communities' natural resource capacity, which in turn led to disproportionate and unrealistic Western planning approaches conducted in Indigenous communities (Jojola, 2008). Though Indigenous communities experienced inequitable planning practises, Sandercock (2004a) stated that "in return, those communities have mobilized to fight for voice, for land rights, for autonomy, for economic opportunities, and more" (p. 95).

The iniquitous planning practices may have hindered Indigenous people, however, they mobilized to fight against the injustices and embarked on maximizing their capacity by making use of their cultural and traditional assets, and resources in addition to implementing principles of comprehensive planning to attain goals and visions for their communities (Jojola, 2008). Two examples of areas in which Indigenous communities maximized their resources to showcase their culture were in recreational tourism and land leases (Jojola, 2008). Indigenous communities used recreational tourism as an avenue to showcase their culture and capitalize on the traditional aspects of their tribes and communities (Jojola, 2008; Mbadugha, 2011). Also, Tribal communities made use of planning as a tool to "partition tribal lands and use desirable parcels for leasehold arrangements among non-native amenity seekers" (Jojola, 2008, p. 38). Leasing parcels of their land to non-native individuals by affording them 99 year leases (Jojola, 2008), generated revenue and increased community economic development in the Indigenous communities engaged in this endeavour (Mbadugha, 2011).

The Evolution from Mainstream Planning Practice in Indigenous Communities to Indigenous Planning

As colonization forced mainstream forms of planning practices on Indigenous communities and left Indigenous communities with the sentiment of dissatisfaction and injustices, Indigenous people decided to enforce a form of planning that addressed their needs and resolved challenges. This comprehension acted as a catalyst for the evolution of planning in Indigenous communities. Indigenous people took planning through numerous phases and transitions in order to identify forms of planning that best fits their needs, preserves their culture, traditions and resources, and also emphasizes the importance of land. Indigenous people strongly value their land, “the land base is crucial for the nurturing of Indigenous cultures and identities, particularly after centuries of cultural genocide on the part of Europeans” (Skelton & Ribeiro, 2010, p. 128). The emphasis on the importance of land is one of the differences between Indigenous planning and mainstream planning practices which will be discussed later in this chapter.

Jojola (2008) describes Indigenous planning and how it has evolved to this present day. He stated that “the present-day practice of comprehensive planning was ushered in with the issuance of the 1975 Indian Self Determination and Educational Assistance Act (US Public Law 93-638)” (Jojola, 2008, p. 39). The Act “afforded to the US Secretary of Interior and the tribes, major trust responsibility provisions in education, public health, housing and other services were amended through public laws to empower tribes to take over their own planning efforts” (Jojola, 2008, p. 39). This favoured Indigenous communities and also encouraged Indigenous councils to govern and delegate planning authority in accordance with other local governments (Jojola, 2008; Mbadugha, 2011). However, in the past, Indigenous planning followed the principles of

comprehensive planning (Jojola, 2008). Jojola (2000) stated that comprehensive planning was dominant on Indigenous reserves in the 60s and 70s and was ushered by the US Office of Economic Opportunity (OEO). Jojola (2000) stated “comprehensive planning was based on an inventory approach – that is, what you can do with the resources you currently have” (p.5). This kind of planning approach was seen to cripple Indigenous reservations and leave them impoverished (Jojola, 2000), and even though it meant well, it limited tribal governments to selecting “enterprises within their meagre resource base” (Jojola, 2000, p. 5). As this approach was lacking and crippled Indigenous communities, there was a necessity to create an unprejudiced and sustainable approach to community development and planning in Indigenous communities (Jojola, 2008). As comprehensive planning only utilized the resources on reserves and did not encourage the use of outside resources, this practice did not address the needs of Indigenous communities and put them at a disadvantage. The disadvantages of comprehensive planning led to the introduction of strategic planning. As Jojola (2000), stated, “Strategic planning was based on crafting a futuristic “vision statement”” (p.5). Mbadugha (2011) stated that “this acted as the catalyst that set in motion strategies that discovered vision statements for Indigenous communities and outlined how the vision or goal of the community will be achieved” (p. 5). With strategic planning, there are opportunities to access “outside” resources, resources that are not on the reserves and resources that can contribute to the benefit of the reserves. Although strategic planning has its benefits, it is important to note that it “is not the substitute for comprehensive planning rather it is part of a process that can contribute towards a more comprehensive plan” (Jojola, 2008, p. 44). As strategic planning is described as a process that contributes to and may complete a plan, in a sense, this planning practice can also be seen as an approach that utilizes different principles in order to create a more holistic plan for Indigenous

communities (Mbadugha, 2011). This section shows the transition from comprehensive planning to strategic planning which was practised by Indigenous communities following a mainstream approach. Although, there was a realization that approaches needed to change to suit Indigenous communities, these new practices were still done with mainstream ideologies and often carried out by Westerners working in isolation and not fully consulting Indigenous people.

In recent years in Canada, Indigenous Chiefs and Council members have had the authority to govern their communities and their members in ways that are consistent with their traditions and preservation of their land. Following Indigenous planning approaches creates the opportunities for community members to engage in planning and have their input reflected in plans; this further creates community ownership of plans and builds capacity within the community.

Distinct Difference between Western Planning and Indigenous Planning

Indigenous planning has evolved over the years, and through the evolution and transitional phases, there was recognition that Indigenous planning is indeed different from Western planning practices and it should be the choice of planning practice in Indigenous communities. This is not to say that Indigenous planning cannot apply some approaches from Western planning that may benefit and be applicable to Indigenous contexts. When discussing Indigenous planning, it is worth mentioning the differences between Western planning and Indigenous planning as Indigenous planning has evolved into its own unique form of planning. There are a number of differences between Indigenous planning practices and Western planning practices, however, only the most important difference will be discussed in this chapter.

Indigenous planning encompasses how culture, tradition, ethnicity and race are understood (Matunga, 2006). This informs the way Indigenous planning is conducted and also distinguishes the difference between Western planning approach and Indigenous planning approach. The major difference between Western society and Indigenous communities is how land is perceived. Simons and Pai (2008) stated that Indigenous people view land as a central part of their lives. Westerners view land as only having material value attached to it, this is contradictory to Indigenous people's view of land. Indigenous peoples have "a distinct spiritual and material relationship with their land and territories" (p. 77). Their unique view of land makes their rights to land a vital part of their identity and survival on earth (Simons & Pai, 2008). The Western approach to planning "relies principally upon regulating land-use, the Indigenous planning approach basis its practise on dealing with land tenure" (Jojola, 2000, p. 4). Jojola (2000), further defined land tenure as being "distinguished by long and sustained patterns of continuous ownership..., ownership is sustained over successive generations" (p. 4). Indigenous people have unwavering respect for their lands; lands are seen to be inherited and go from one generation to another and therefore, Indigenous people have high regard and value for their lands (Jojola, 2000; Mbadugha, 2011). According to Small and Sheehan (2008), in reality, mainstream society "posits property as a set of material rights that are notionally comparable to other material values" (p. 103). They further stated that "Indigenous people perceive property only partially in these terms and place greater emphasis on origins and obligations of property within an understanding of community that is alien to modern culture" (p. 103). Indigenous people have stated to these authors that land is viewed as a communal property rather than an individual property. The land is for the benefit of all members of the community and therefore, is seen as collectively owned for the benefits of all. Small & Sheehan (2008) supports the above statement

by stating, “Indigenous people do not view land as individual property *per se* but rather as a part of an ethical/spiritual/legal matrix of rights, obligations, and community relationships” (p. 106). Jojola (2000) stated, the “goal is to sustain the productivity of the land onto those who will inherit it. As such, land became a birthright and collective stewardship is the primary mode of maintaining it” (p. 4). On the other hand, westerners view land as a business process, as a way to make profit. Jojola (2000) stated:

Land-use as applied in traditional Western planning practice is both temporal and corporal. It serves to give form and shape to communities as based on upholding the privileges associated with private property rights. Land-use becomes the embodiment of the individual who develops it with the primary intent to raising its capital valuation. When it is maximized, then it is resold (p. 5).

Other notable authors like Roulac (2008), described this difference in land views and labelled Indigenous views as *property culturist* and mainstream views as *property modernist*. He asked a question that was thought provoking, “does property serve culture, or does property serve commerce”? (p. 219). He answers the question by stating;

If you honor the past, your loyalties are to the old school; you would tend to favor the perspective that *property serves culture*. But if your worldview is dominated by a modernist, progressive, futurist outlook, you would tend to come down on the *property serves commerce* side of the debate (p. 219).

This question boldly outlines the differing views of both the *property culturist* and the *property modernist*. Roulac (2008), defines *property culturist* as those who treasure -

the legacy elements of a particular property, valuing history and symbolism while cherishing a property’s aesthetic attributes and their meaning, the *property modernist*, favouring clean lines and a fresh slate, minimalism over adornment, is coolly unsentimental about who a property’s owners, occupants, and service providers might be (p. 219).

This definition of *property culturist* and *property modernist* (Roulac, 2008) eloquently described the major difference between Indigenous and mainstream land views.

Although Indigenous planning may differ from Western planning processes, in terms of their views on regulating land-use and land tenure, which is the most important difference, Indigenous planning also integrates planning processes familiar to Western societies. As Matunga (2006) stated “the colonial encounter provided the basis for evolution of a dual planning tradition, one grounded in indigenous tradition, philosophy and practice, the other in the imported traditions and practices of an introduced ‘settler’, western planning” (p. 4). This helps create balanced, more complete and comprehensive plans for Indigenous communities. For Westerners venturing into Indigenous planning and Indigenous communities, this difference in land views may be faced with challenges. However, Western planners interested in Indigenous planning can minimize challenges by understanding the principles of Indigenous planning, the history, culture and traditions of Indigenous people and also seek for inclusive planning and participation of indigenous people and their communities in the creation of plans.

Struggles Persist in Indigenous Communities

The sections above have described some notable transitions and evolutions in Indigenous planning, although Indigenous planning has been instituted and given some autonomy in governance and there has been a recognition and acceptance of Indigenous planning practices, Indigenous people continue to struggle to the present day over sovereignty. Indigenous people continue to struggle with post-colonialism for their rights to land and other resources, recognition and material benefits from mainstream structures to benefit their communities (Sandercock, 2004b). Sandercock (2004b) states that “the struggle for the recognition of rights takes place both within and beyond the planning domain...Sovereignty involves three interlocking sets of issues: how to have some measure of political autonomy; how to maintain

distinct cultural practices and social relations; and how to regain control over resources, especially land” (p. 120). In Canada, although some reserves have some political autonomy and some control over how they manage their land, others still struggle with issues of political autonomy, land rights, and control of resources on reserves (Mbadugha, 2011; Sandercock, 2004b). This struggle still persists in the area of on-reserve housing which is the focus of this practicum and the practice of developing a community housing plan will be explored as a means to minimize the struggles of on-reserve poor housing conditions using Indigenous planning practices.

1.4 Aboriginal Peoples Population Size in Canada

When discussing Aboriginal people in Canada and their housing conditions, it is necessary to state the population size of Aboriginal people living in Canada in order to contextualize their housing issues. In 2006, the population of Aboriginal people in Canada reached 1,172,790; this includes First Nations, Métis and Inuit (Statistics Canada, 2006). There was a 45% increase between 1996 and 2006, compared to an 8% increase in the non-Aboriginal population (Statistics Canada, 2006). The statistics shows that the Aboriginal population is growing at a faster rate than non-Aboriginal population and the rate of increase will most likely continue in the future.

When discussing the fast population increase of Aboriginal people and their housing conditions, these two topics cannot be separated because “housing for Aboriginal people must be considered within the context of demographic pressures” (National Collaborating Centre for Aboriginal Health (NCCAH), 2010, p. 2). Sustainable measures need to be implemented to meet the growing population and their housing needs.

1.5 First Nations Housing Conditions

This section examined the housing conditions strictly in First Nation on-reserve communities and will not discuss off-reserve, Métis or Inuit living conditions. It has been stated that housing on-reserve is in crisis and the conditions are atrocious. According to Canadian Mortgage and Housing Corporation (1996), on Canadian First Nation reserves,

65% of households live in housing that falls below at least one housing standard: 50% live in housing below the adequacy standard; 31% live in housing that does not meet the suitability standard; and 14%...pay more than the amount prescribed by the affordability standard (p. 2).

According to CMHC (1996),

The core housing need model is used by Canada's federal government, provincial housing agencies, and other key players in the housing field...to monitor housing conditions and to assist in the design, delivery, and evaluation of social housing initiatives (p. 1).

Core housing need consists of adequacy, suitability and affordability measures. These are defined by CMHC (1996) as follows:

- Adequate, a dwelling must have full bathroom facilities and, according to its residents, require no major repairs
- Suitable, a dwelling must have enough bedrooms for the size and make-up of the occupying household, as defined by the National Occupancy Standard
- Affordable, total shelter and utility costs must consume less than 30 percent of household income (p. 1)

In addition to defining core housing needs and its elements, it is also important to define the term “housing problem(s)”. Our Voices (2009), recognizes the importance of outlining the meaning of “housing problem(s)”, they stated that this entails: housing shortages, housing in need of repairs (both major and minor), crowding, mould, lack of plumbing and electricity, and poor insulation. Households that are in core housing need and experience housing problems are subjected to health and social problems because of the conditions of their dwelling(s).

According to Assembly of First Nations (AFN) (2005), “adequate housing is considered a fundamental human right, one that is critical to the day-to-day wellbeing of First Nations people, as it is a key link to education, health, economic opportunities and employment outcomes” (p. 3). Research has stated that individuals who have adequate housing and infrastructure are usually healthier, better educated, contribute positively to society and promote safer communities (AFN, 2005). On the other hand, communities and individuals who have “poor housing and infrastructure translates into a poor start in life leading to increased difficulties and the need for increased interventions later in life” (AFN, 2005, p. 3). Although Indigenous people were mobilized to fight for voice, land rights, autonomy, economic opportunities and so on, as described by Sandercock (2004a), they still continue to face difficulties and one area this is evident in is the state of housing. First Nation living conditions on-reserve are such that the struggle continues to persist, “despite the fact that First Nation peoples possess inherent, treaty and Aboriginal rights defined in section 35 of the Canadian Constitution” (AFN, 2005, p. 3). Although they possess treaty rights to housing, the on-reserve housing condition has been an issue for years and seems to be getting worse in Canada. According to Skelton and Ribeiro (2010), “reflecting the colonial legacy, living conditions on many First Nations are atrocious, and they have been denounced internationally” (p. 128-129). It has been stated that “Aboriginal people are disproportionately affected by poor housing conditions, particularly on-reserve First Nations people” (Our Voices, 2009, p. 1).

The extent of poor housing condition varies depending on the location of the reserve; reserves closer to urban centres may experience better housing conditions compared to reserves in remote areas. This difference may be due to the close proximity to urban areas and the ease at which resources are available. On the other hand, remote areas may experience deteriorating

housing condition because of the inaccessibility of their reserves and the challenges and costs of transporting resources needed to improve the housing stock. Skelton and Ribeiro (2010) stated that “a little more than one half of the houses are in adequate condition, and many have dire problems such as inadequate insulation, plumbing and electricity, overcrowding and toxic mould” (p. 129). The need for on-reserve housing that is appropriate, meets the needs of occupants and meets building code requirements is seen as an important factor for Aboriginal people living on-reserve.

Housing has been stated to be in crisis on reserves due to numerous reasons which include: overcrowding, shortage of housing, housing in need of major and/or minor repairs, moulding, deteriorating housing stock, “sanitation and health issues” (Canadian Forum for Policy Research (CFPR), 2012, p. 2) and so on. With poor housing conditions, financial constraints and the vast increase in Aboriginal population, it becomes challenging to meet their housing needs. CMHC and Indian and Northern Affairs Canada (INAC) (2004) stated that, “in 2001, 22.5% of on-reserve Aboriginal households were living in inadequate housing and in core housing need compared to 2.5% of non-Aboriginal households” (p. 2). In addition to inadequate housing, overcrowding is also an issue on-reserve. INAC (2008) defined overcrowding “as more than one person per room, not counting bathrooms, halls, vestibules and rooms used solely for business purposes” (p. 11). Overcrowded dwellings have direct negative impacts on the health and well-being of the occupants. It has been stated that overcrowding has been linked to “34 times more tuberculosis among the on-reserve people than the rest of Canada” (CFPR, 2012, p. 4). The close proximity of occupants makes it easier for communicable diseases to spread, increasing the rate in which people are affected and therefore, increasing the rate of medical attention and cost. CMHC and INAC (2004) stated that “10.3% of on-reserve Aboriginal

households were living in crowded conditions and in core housing need compared to 1.4% of non-Aboriginal households” (p. 2). According to NCCAH (2010), in 2006 approximately 26% of First Nations people living on-reserve lived in crowded dwellings.

When looking at First Nations housing, it is also “important to recognize the distinct requirements of Aboriginal households that influence both household composition and housing conditions” (CMHC & INAC, 2004, p.1). The distinct requirements are the size and design needs of First Nations dwellings as multiple generations tend to live together in the same dwelling (CMHC & INAC, 2004). Therefore, it is important to keep this in mind when designing and building dwellings for First Nation communities to avoid overcrowding.

Furthermore, mould in dwellings is also an issue found on some First Nation reserves and according to Our Voices (2009), “44% of households reported mould or mildew in their homes” (p. 1). Overcrowding and mould are health concerns to occupants and unfortunately reports on these issues continue to increase.

In addition to overcrowding and mould in dwellings, Aboriginal people on-reserve live in houses that are in need of major repairs. According to INAC (2008), there are those that “require major repairs to such things as defective plumbing or electrical wiring, and/or structural repairs to walls, floors or ceilings, etc.” (p. 12). CMHC and INAC (2004), stated that in March 2004, “INAC reported a total of 95,479 dwelling units on-reserve, of which 16,878 required major repairs and 5,199 needed replacement” (p. 2) and in 2006, 44% of Aboriginal people lived in homes in need of major repairs (NCCAH, 2010). This is compared to 7% of the non-Aboriginal population off reserves (INAC, 2008). With so many houses that are in need of major and/or minor repairs, a lack of maintenance, “poor construction and housing designs” (Stastna, 2011, p. 1), it is no surprise that dwelling units on reserves tend to deteriorate faster (NCCAH, 2010) and

“require aggressive maintenance because of the overcrowding and heavy “wear and tear” they take” (CBC News, 2011, p.1). Another contributing factor to dwellings requiring major or minor repairs, causing them to deteriorate faster, is the fact that some of these homes were built with low quality materials. According to Stastna (2011), a lot of contractors that build homes on reserves don't care about the quality of the homes and therefore use poor quality materials.

In addition to overcrowding, mould, and dwellings in need of maintenance and repairs, housing shortages are also another issue on reserves. CMHC and INAC (2004) stated that “on-reserve housing shortages are currently estimated at 20,000 units, with an additional 4,500 new units needed annually to meet the requirements of new households” (p. 2). Furthermore, INAC (2008) stated, “the proportion of houses that are adequate only increased from 52.07% of the total number of housing units in 1996/97 to 52.99% of the total number of housing units in 2003/04” (p. 12). This shows that “the adequacy of houses has only marginally improved” (INAC, 2008, p. 12) despite funding opportunities, supply still fails to meet the need for proper housing.

First Nation people on reserves also face factors that exacerbate their housing disparities. These factors include: increase in poverty, higher unemployment rate, low socio-economic status, low educational attainment, and social exclusion (NCCAH, 2010). These disparities are “especially high among large or isolated First Nations communities” (Our Voices, 2009, p. 1). These challenges make it harder for First Nations people living on reserves to procure housing that meets their needs, housing standards and design requirements.

In summary, the First Nations population keeps increasing at a fast rate compared to non-First Nation population and the supply of housing is not keeping up with the demand. It is no surprise that the current housing stock is faced with issues like overcrowding, deterioration,

mould, mildew and dwellings in need of minor and/or major repairs. This section has highlighted the poor conditions of dwellings on First Nation reserves and unfortunately dwellings on-reserves continue to face these poor conditions with minimal improvements over recent years. According to AFN (2005), “ultimately, transformative change will be judged to be successful not only when the backlog is completely addressed and the gap in living conditions between First Nation communities and the rest of Canada is closed, but when the full transfer of jurisdiction for housing and infrastructure to First Nations has occurred” (p. 3). The key for this working will be for the process to be completely community driven and not imposed by outsiders (AFN, 2005).

1.6 Chapter Summary

This chapter has discussed the context and theoretical framework of this practicum which is Indigenous planning. The chapter has examined the important phases that Indigenous planning has gone through over the years; it also stated the most important difference between mainstream planning practices and Indigenous planning practices. For planning to be successful in Indigenous communities, it is important for planners to be aware of Indigenous culture, tradition, practices and ways of life. Only from understanding Indigenous people and involving them in plans, can plans work and be successful in their communities.

Although Indigenous people fought for their rights and have succeeded in some areas such as having some autonomy in terms of governance, they still continue to struggle in other areas; for instance, experiencing poor housing conditions. This chapter highlights the Aboriginal population in comparison to the non-Aboriginal population to illustrate the rapid increase of the Aboriginal population and the dire need to provide housing. The chapter ends with

contextualizing the poor housing condition that many First Nation reserves face. It examines the numerous challenges with supporting statistics of the poor housing condition and the struggles on-reserve housing occupants face daily. It ends with outlining what is needed in order for on-reserve housing to improve.

Chapter Two: First Nation Community Housing Plans

2.1 Chapter Introduction

This chapter discusses what First Nation communities housing plans are, their importance and the benefits of having plans. Using guidelines from Marshall (n. d.) and INAC (n. d.) to develop a First Nation community housing plan, this chapter describes in detail the steps involved in creating a housing plan. Marshall (n. d.) wrote an extensive manual outlining and describing the various steps involved in developing a community housing plan. His manual was a very good resource, and as it is being used in numerous First Nations communities, I referenced his manual in this chapter. The chapter ends by describing some examples and guidelines from INAC (n. d.) of components that can be incorporated into a First Nation community housing plan.

My search for documentations describing the various steps, processes, guidelines and components of a community housing plan yielded few results. This was due to documents that are available being unpublished or lack of documentation on creating a community housing plan.

2.2 First Nations Community Housing Plan

The previous chapter discussed Indigenous planning, examined the population of First Nations people in Canada and their housing conditions on-reserves. Indigenous planning is the larger context to which First Nations community housing plans fit. A First Nation community housing plan is seen as one element that addresses the challenges that First Nations people have faced and continue to face decades after colonialism. First Nations on-reserve housing has been identified as a crisis and strategies for improving the conditions of the housing stock and meeting

the housing needs have been implemented but fail to address the issues, therefore, more has to be done to address this social concern.

2.2.1 Definition of a Community Housing Plan

In 1996, the Federal On-Reserve Housing Policy was created to help address the housing concerns on Aboriginal reserves. It created and “introduced more flexibility and control to First Nations over their housing policies or programs” (INAC, 2008, p. 30). The Policy consists of four elements: Better access to private capital (debt financing), shared responsibility (shelter charges and ownership options), First Nation expertise (capacity development), and First Nation control (community-based housing programs) (INAC, 2008). This policy encourages First Nations to create a multi-year community-based housing plan that will assist in addressing the housing needs in their communities and also assist them in long term planning for housing. A community housing plan can be defined as “a well thought out and detailed course of action designed to facilitate the development of the community by meeting needs and solving problems” (INAC, n. d., p. 9) for housing. It is seen as “a means by which First Nations can begin to address the issues related to their own housing stock” (CMHC, 2008, p. 1). A community housing plan is also a means that “represents the culmination of a process in which community members take ownership for improving their housing conditions over the long term” (Marshall, n. d., p. 7). Marshall (n. d.) stated that a community housing plan is based on the following:

- An honest and realistic assessment of the existing housing conditions and community needs
- The development of a shared vision of what the community’s housing will look like in the long-term
- The development of a series of goals which will guide the community in attaining its long-term vision

- The development of specific workplans – based on an assessment of alternative strategies – which will allow the community to meet their goals for improving housing conditions
- Consistent and passionate commitment to implementation of the developed Plan (p. 7)

For a community to start a community housing plan, members have to be aware of their current housing stock and the current challenges. They have to be prepared and committed to embark on the journey to create a plan that will reflect the community members' inputs and address the unique housing needs of the community. This type of planning perpetuates and abides by practices of Indigenous planning. Marshall (n. d.) elaborates on the importance of integrating the community in the planning process and for the community to be the leaders of the plan; this approach is consistent with Indigenous planning as discussed in the previous chapter.

Community-based housing plans consist of three components: “a work plan covering maintenance, insurance, renovation, building, and management; a resource plan; and links between housing activities and training, job creation and business development initiatives” (INAC, 2008, p. 18). The multi-year community-based housing plan is intended as a tool to achieve the policy's goals. In order for reserves to implement the multi-year community-based housing plan, a monetary incentive was set to provide reserves additional capital funding to develop the plans (INAC, 2008). Also, the provision of flexibility over more funding arrangement is a longer term incentive for First Nation communities wishing to develop the housing plan (INAC, 2008).

2.2.2 Benefits of a Community Housing Plan

The community housing plan is a plan for action to address the housing needs of the community it is implemented in. It acts as a blueprint to the community's future (Marshall, n. d.).

According to INAC (2008), the community-based housing plan will enable First Nations to accomplish the following:

- Protect and extend the life of existing houses and ensure that housing meets minimum national standards, through maintenance, insurance and renovation programs
- Construct quality affordable new housing, designed to respond to the variety of housing needs within the community
- Support individual pride and responsibility through community involvement, home ownership incentives and private market investment
- Link housing activities to training, job creation and business development (p. 5)

Marshall (n. d.) also states that creating an effective community housing plan will assist in charting the community towards the following:

- Greater economic stability for the community
- Optimized use of resources – both financial and human resources
- Replacing the short-term focus of the political process with long-term policies (p. 12)

Creating a community housing plan that reflects a shared vision of where the community wants to be in the short-term or long-term acts as a powerful tool to creating capacity, ownership and empowering community members (Marshall, n. d.). The community housing plan will identify and clarify actions, initiatives or strategies and resources that will be required to move the community to their vision or goal (Marshall, n. d.).

In developing the community housing plan, the success hinges on community participation/engagement and it allows members of the community to have their say in how they envision housing in their community (Personal communication with James, T., December, 2011). Marshall (n. d.) states that the key to a successful community housing plan is to involve “the broader community in the planning process” (p. 11), this creates ownership and empowers members to take control of their future. By engaging community members from the onset,

regardless of their knowledge, expertise and experience (Marshall, n. d.), this furthers the process of community ratification as community members were involved in the development of plans/policies (Personal communication with James, T., December, 2011). Also, by giving community members the opportunity to get involved in the planning process, this solidifies “short-term and long-term support for implementation of the Plan” (Marshall, n. d., p.11).

As it was stated in the previous chapter, Indigenous planning has been described as a process that is driven by Indigenous people (Matunga, 2006). In order to adhere to this definition, when developing a community housing plan, members of the community and Chief and Council need to control the planning process by acting as key players in the creation of the community housing plan. All communities are different, and their needs also differ and are unique; a community housing plan should reflect the unique needs and members should determine the components of the plan. Indian and Northern Affairs Canada (INAC, n. d.) has developed guidelines to assist First Nations in creating a community housing plan, however, this only acts as a guide and communities are responsible for tailoring the plan to fit their needs. The process of developing a community housing plan in which Marshall (n. d.) and INAC (n. d.) describes guidelines to accomplish this task, recognizes Indigenous planning practices as they encourage community involvement and participation in all aspects of the planning process.

2.3 Approaches and Steps to Developing a Community Housing Plan

When developing a community housing plan there are phases involved to ensure that the community housing plan will be effective and address the needs of the community. Marshall (n. d.) provides a detailed and practical manual discussing the various steps that are needed when

planning on developing a community housing plan. These steps are outlined below. This manual was used as a guideline as it reflects the practices of Indigenous planning.

Step One: Inform Chief and Council of the community planning process to garner support.

For the plan to be effective, it has to be supported by Chief and Council. In order to get the support from Chief and Council, the individual delegated to develop the community housing plan has to inform Chief and Council of their intentions and how they will go about developing the plan (Marshall, n. d.). Usually a presentation or a report outlining the process for development, value of long-term planning and the benefits of engaging the broader community will be presented to chief and council (Marshall, n. d.). Marshall (n. d.) stated that “as support from the community leadership is fundamental to the success of the planning process, Chief and Council must fully understand the proposed process” (p. 16).

Step Two: Establishing a community circle.

In this phase, Marshall (n. d.) stated that “a community circle needs to be formed to guide the development of the community strategy for housing” (p. 16). A new group of key members’ representative of the community, usually seven to eight people, could form the community circle (Marshall, n. d.). Marshall (n. d.) stated that their responsibility would be to confirm the process to be used, oversee the process, ensure that community members are given the opportunity to provide input, to ensure that the plan is being “performed in an effective and efficient manner” (p. 16), and to monitor the implementation, reviews and updates of the plan. After the group has been formed, a meeting should be convened to clarify roles and responsibilities. During the initial meeting, the group “should determine a process which is best suited to their specific community” (Marshall, n. d., p. 18), this will be the process used to create the community housing plan.

Step Three: Informing the community of the development of a community housing plan.

After step one and two are confirmed, the next step is to inform the community that a long-term community housing plan is to be developed (Marshall, n. d.). It is important for community members to understand the need of having a long-term housing plan and the potential benefits of this plan (Marshall, n. d.). The community circle's responsibility is to emphasize to community members the importance of having their input in the plan, to ensure that the plan reflects and addresses the community's needs (Marshall, n. d.).

Marshall (n. d.) outlines some methods of informing community members of the plan.

a) "A newsletter could be developed and circulated to all community members to inform them about the strategic planning process" (Marshall, n. d., p. 19). Marshall (n. d.) stated that the letter should include the following:

- The importance of the Community Housing Plan in addressing the short, medium, and long-term housing needs of the community
- The benefits which can be realized through a plan which is developed by the community for the community
- The importance of gaining input and insight from a broad representation of all elements of the community in the development of the plan
- The process and schedule which is proposed in the development of the plan
- The proposed means by which views of the community will be reflected in the plan – through participation on committees, survey instruments and public meetings (as applicable) (p. 19)

b) "A community meeting could be held to introduce the proposed Community Housing Plan development process" (Marshall, n. d., p. 20). The meeting should address the following:

- "Allow an opportunity for community members to learn about and comment on the proposed process" (Marshall, n. d., p. 19), allow members to understand that their input is very important, provide opportunity for members to give input and to clarify the proposed schedule for developing the plan (Marshall, n. d.).

Step Four: Assessing the community

In this stage, the main purpose is to assess the community by understanding the current situation and ensuring that the plan starts from a solid foundation (Marshall, n. d.). Marshall (n. d.) stated before deciding the future direction of the community, first it is important to determine and fully comprehend the present situation. By assessing the community, it reveals the current strengths, weaknesses, opportunities and threats. Marshall (n. d.) outlined the key steps which are as follows:

- Assessing the community membership: When assessing community membership, it is essential to determine the population of members living on and off reserve including non-members living on-reserve; demographics; projected growth rate; number of households renting, on social assistance and private ownership (Marshall, n. d.), “size of labour force, available skills, the unemployment rate” (Marshall, n. d., p. 21).
- Assessing current housing: Determine the number of existing housing units, ownership of housing units, condition of housing units (overcrowded, minor/major repairs, etc.), number of new houses constructed each year, and types of houses (Marshall, n. d.). Assessing the current housing situation, will reveal the housing needs of the community.
- Procedures of housing administration: This includes: procedures on allocation of current housing, process of appeal, housing charge procedures, number of people on waiting list, housing department staffing issues, and challenges of housing administration procedures (Marshall, n. d.).
- Needs and Wants of community: After assessing the current situation of the community and the housing stock, the next essential step is to determine what the community’s needs and wants are. This includes: existing community plan, existing land-use plan, preferred

housing choices (by type, tenure), preferred location for new housing units, desire for niche market housing units and needs for additional community services” (Marshall, n. d., p. 23).

- Housing financing and funding: Determining “current sources of housing related revenue, last year’s funding from federal sources, INAC and CMHC...” (Marshall, n. d., p. 23).

Marshall (n. d.), includes in his manual different options to assist in collecting information regarding existing housing and community situation, these include:

1. “Review available information through band office
2. Distribute survey to members of the community” (p. 24)

Step Five: Determining the future direction of the community

In this step, Marshall (n. d.) states that it is essential to determine where the community wants to go in the future. This includes “defining a vision for the future, communicating the vision to the community and initiating a community consultation process” (Marshall, n. d., p. 29). In clarifying a vision for the community this should outline how members of the community “should be housed in the future” (Marshall, n. d., p. 29). Determining a vision can be a daunting task because people’s views differ and what they would like to see in their community may also differ. Although daunting, this is an important task. As the community circle members are representative of the community, they can engage in determining the vision statement. Each member can write several sentences determining what they would like to see in their community or produce a list of words (adjectives) describing their ideal community (Marshall, n. d.). After these tasks, the members of the group can compile the sentences and words to determine the

vision statement (Marshall, n. d.). It is also important to involve the community in this process, after the community circle has reached a consensus on the vision statement, they can run it by the broader community members and get their feedback. If there are changes, then the community circle members should incorporate the changes into the final vision statement, this ensures that the vision statement is representative of the community (Marshall, n. d.).

Step Six: Setting community goals.

In this phase the community circle should engage in determining and “defining long-term goals, defining interim goals and communicating goals” (Marshall, n. d., p. 35). At this phase, the community will determine how and when they would accomplish what they want to see in their community. Setting timelines and designating accountability and responsibility is an essential task to accomplishing goals.

The community needs to establish long-term and short term goals to make the entire task more manageable (Marshall, n. d.). When setting goals it is important to set goals that are “SMART goals, this means specific, measurable, attainable, relevant, and timed” (Marshall, n. d., p. 39). The community circle can convene a meeting to determine the long-term and short-term goals. After this task is done, the community circle should involve the community to garner their input in order to finalize the goals.

Step Seven: Prepare detailed strategies and work plans.

This phase includes: “delegating responsibilities, support working groups in their activities for each delegated task” (Marshall, n. d., p. 43), outline challenges/barriers of attaining goals, discuss detailed work plans and schedule (Marshall, n. d.). To ensure tasks are done, it is wise to delegate responsibilities to individuals and hold them accountable for carrying out tasks. This keeps the project moving forward and ensures tasks are accomplished. It is also important

to identify challenges or barriers that may hinder the progress of the plan and establish ways to minimize these challenges (Marshall, n. d.). The last task in this phase is to provide detailed work plans and schedules on when tasks should be completed. Work plans and schedules outline what should be done and when goals should be accomplished (Marshall, n. d.).

Step Eight: Assembling the draft community housing plan.

This is the phase in which the community can realize that the project is coming to fruition. The following occurs in this phase:

Collect and merge the recommended work plans, assess viability of all activities, match proposed activities with financial realities, confirm required changes to work plans with working groups, refine draft community housing plan and prepare a summary of the proposed community housing plan (Marshall, n. d., p. 53).

Marshall (n. d.) states that the draft community housing plan should include at a minimum:

- “Community vision and guiding principles” (p. 55)
- Specific goals to be accomplished, including both long-term and short-term goals
- “The Strategies and Workplans which will be implemented – complete with schedules and cost allocations for each task” (p. 55)
- “Human Resource Plan – demonstrating how a skilled management and construction workforce will be created from community members” (p. 55)
- Financial plan indicating financial resources to be allocated over the course of the plan

This should form the basis of creating a draft community housing plan.

Step Nine: Confirming community support for the plan.

Marshall (n. d.) stated at this phase, it is essential to solicit and confirm approval of the plan from community members, as this will “demonstrate the importance of the initiative” (Marshall,

n. d., p.57). If the planning process was transparent, the community has had the opportunity to follow the process and progress of the plan and therefore reconfirming community support should go smoothly (Marshall, n. d.). Bear in mind that at this stage, stakeholders/community members may have input or feedbacks or may disagree with some aspects of the plan (Marshall, n. d.). This is the opportunity to accept feedback or criticism and improve the plan.

Step Ten: Implementing and managing the plan.

At this phase, the plan has been finalized by community circle, stakeholders and community members. This phase is an exciting phase as community members can take pride and ownership as they were involved in the creation of their community housing plan. At the initial stages of creating the community housing plan, Marshall (n. d.) stated that Chief and Council should be informed and should approve of the project, this is important as having the political support will enable the plan to continue into the implementation and monitoring phases.

According to Marshall (n. d.), the management of implementing the plan will require the following:

- Ensuring that the critical tasks are performed within the proposed schedule – minimizing the likelihood of significant schedule slippage;
- Ensuring that individuals involved in implementing aspects of the Plan have the required knowledge and skills to successfully perform their roles;
- Ensuring that the resources required in the performance of tasks are available and;
- Ensuring that, as situations in the community change, the Plan is reviewed and revised to accommodate those changes (p. 59)

Creating a community housing plan is not a one-time process, it requires updating and revision as the community will experience changes over the course of time and these changes should be incorporated into the plan to meet the changing housing needs of the community.

Marshall (n. d.) has done a high-quality job in compiling the important stages of creating a community housing plan. He emphasises the importance of engaging the community, getting

input from the community and empowering community members to plan for the future of their housing and also their community. His manual is very consistent with the practices of Indigenous planning and is a good tool to have, as information on developing First Nation community housing plans are usually unpublished and therefore inaccessible through the internet.

2.4 Components of a Community Housing Plan

INAC (n. d.) has developed a detailed guideline that First Nation communities can use when creating a community housing plan. This guideline states the components that could be included in a housing plan; however, caution should be exercised when using these guidelines because every community is different and their plans should reflect the state they are currently in and their future plans for improving their housing stock. INAC (n. d.) includes the following components:

- **Housing Program:** This consists of the following
 - Program management: First Nations communities that are creating a housing plan should describe the operation, management and administration of its housing programs and outline the inventory on the stock of band owned or community owned dwellings on the reserve (INAC, n. d.).
 - Housing policies: This should include “the type of housing assistance/programs available...; how individuals apply for assistance; how decisions are made and assistance allocation; how programs are managed and the roles and responsibilities of the First Nations government” (INAC, n. d., p. 4) and so on. It also should include any procedures used by individuals to appeal decisions or

actions made by housing management and Chief and Council (INAC, n. d.).

These housing policies are to assist in effectively guiding the operation and management of housing programs in the community.

- Administration: INAC (n. d.) stated that “the housing department must keep reliable and accurate records” (p. 5) and also include “more detailed discussion regarding administrative and record keeping items to be discussed within the community housing plans” (p. 5).
- Maintenance: It is crucial for the First Nation to have a maintenance program in place to ensure that the homes in the community are kept up to standard and in adequate living condition. “The community housing plans should provide details of plans to preserve and protect the housing stock” (INAC, n. d., p. 6).
- Insurance: The community housing plan “should include detailed description on how they plan on insuring all the houses on the reserve, “the availability and affordability of obtaining insurance coverage” (INAC, n. d., p. 6), “risk assessment report, and an outline of the communities fire loss prevention program” (INAC, n. d., p. 6).
- Renovation and rehabilitation: First Nations communities developing housing plans should “provide a schedule of proposed housing renovations to address substandard units over the planning period” (INAC, n. d., p.7).
- New construction: As the community may grow and as houses begin to deteriorate, plans should be in place to replace the deteriorating houses that cannot be rehabilitated and these plans should meet the needs of the people in the community. This section should provide detailed descriptions on “house

construction/acquisition programs for new unit construction over the planning period” (INAC, n. d., p. 7).

- Infrastructure: When planning for housing other infrastructures should be planned for as well. These infrastructures include: “water, sewer, fire hydrants, roads, and building lots required to support housing” (INAC, n. d., p.8).
- Innovation and cost efficiencies: First Nations communities should consider alternative innovative building techniques and “options that would allow them to take greater advantage of local resources or more cost effectively respond to a particular situation” (INAC, n. d., p. 8). In the housing plan, the First Nations should describe their plans for exploring innovative techniques and cost effective techniques (INAC, n. d.).
- Sustainable community concept: Plans should be made for the present as well as for the future. According to INAC (n. d.), a sustainable community is defined as “a self-governing organization that can achieve economic and community development by instilling social interaction in the decision-making process and a sense of social responsibility through community involvement” (p. 53).

Sustainable community development must incorporate “environmentally sound and benign production and development practices to ensure efficient use of their limited natural resource base” (INAC, n. d., p. 53).
- **Linkages to employment, training and business development**: The development of the housing plan is an opportunity for First Nations to create a linkage between housing activities and job creation, and also training for their members (INAC, n. d.). This can also identify resources that can be used to support the implementation of housing

programs and activities (INAC, n. d.). This section should include the following: “an assessment of available housing related employment opportunities, training requirements and an outline of band and government related resources which might be available to help fund both training and job creation initiatives” (INAC, n. d., p. 9).

- **Resource requirements and sources of funding:** This section discusses the resource plan as being “central to the process of development and updating of community housing plans” (INAC, n. d., p.11). The housing plan identifies how goals will be undertaken to improve housing conditions in First Nation communities. INAC (n. d.) further stated that “the housing plan will normally identify work planned for a five year period. The finished housing plan will have three components” (p. 10). The three components included in this section are: “the work plan” (INAC, n. d., p. 11), the “resource plan” (INAC, n. d., p. 11) and “training, job creation and business development initiatives” (INAC, n. d., p. 11).
- **Future year reporting requirements:** This section encompasses the following:
 - Reporting dates: The First Nation community “is required to provide annual updates to their community housing plans” (INAC, n. d., p. 24). These “annual updates are to be received by INAC Regional Office on September 30 of each year” (INAC, n. d., p. 24).
 - Requirements: According to INAC (n. d.)

The “Resource Requirements and Sources of Funds Template” along with relevant supporting data and appropriate narrative paragraphs to explain changes, variance and updates to the information included in the multi-year community housing plan will need to be provided to the department each year (p. 24).

The annual reports should also include reports “on the progress of major initiatives, stumbling blocks, problems, recommended solutions, accomplishments and successes” (INAC, n. d., p. 24).

- Wellness indicators: A wellness indicator is a tool to measure the progress of the community housing plan (INAC, n. d.). The First Nation community is responsible for establishing the wellness indicators that would best measure “sustainable improvements to their on-reserve housing portfolio” (INAC, n. d., p. 24).
- **Available support**: Manitoba First Nations communities who are interested in preparing a community housing plan have available support “to help them develop, prepare and implement their community housing plans” (INAC, n. d., p. 25).

2.5 Chapter Summary

This chapter has discussed the meaning of a First Nation community housing plan and the importance and benefits of having a community housing plan. It has also described the numerous phases in developing a community housing plan. It emphasized the importance of involving community members, Chief and Council in the planning process to ensure the success of the community housing plan. Community members need to be involved in the process as the plan is for the community and therefore their input is needed to ensure that the plan is reflective and incorporates the views of the community.

The chapter concluded by describing the components that can be incorporated into a community housing plan. It is worthy to note that every community is different and their needs are unique to their community. Therefore, when creating a community housing plan, one should

take caution in using Marshall's (n. d.) manual and INAC's (n. d.) guidelines as these only act as examples. The important factor to bear in mind is that the community drives the process of the plan and dictates what should be included in their plan.

Chapter Three: Site – Swan Lake First Nation

3.1 Chapter Introduction

During Indigenous Planning studio in the fall semester of 2011, I had the opportunity to work with Swan Lake First Nation (SLFN) in a group with four other students. I learned about SLFN, its people, strengths and weaknesses of the community. I also learned about the Indigenous culture, tradition, history and how colonization had an effect on Indigenous people. During the four months (September 2011 to December 2011) I spent working with SLFN as a studio project, I felt closer to the community and was intrigued to learn more. After the fall semester was over, I was hired to work as a student planning coordinator (January 2012 to March 2012) to continue the project of developing a comprehensive community plan that my student group and I started during the fall semester. During the time as a student planning coordinator, I got the opportunity to learn more about the housing conditions and needs in SLFN. With a housing and community background from my undergraduate studies, I embarked on exploring an approach to address the housing challenges in SLFN. I decided to develop a community housing plan that would involve the community members in seeking out solutions to their housing challenges and to plan for future housing needs in the community. Before proceeding with the project I presented the idea to Chief and Council and other members of the community, they all approved the project and the project began. The process of this community housing plan is documented in chapter five.

In this chapter I discuss the community profile of Swan Lake First Nation, the history of housing, the current housing condition, and the future housing needs of the community. I also

discuss initial inputs from community members on how they see the community housing plan functioning in their community.

3.2 Swan Lake First Nation (SLFN)

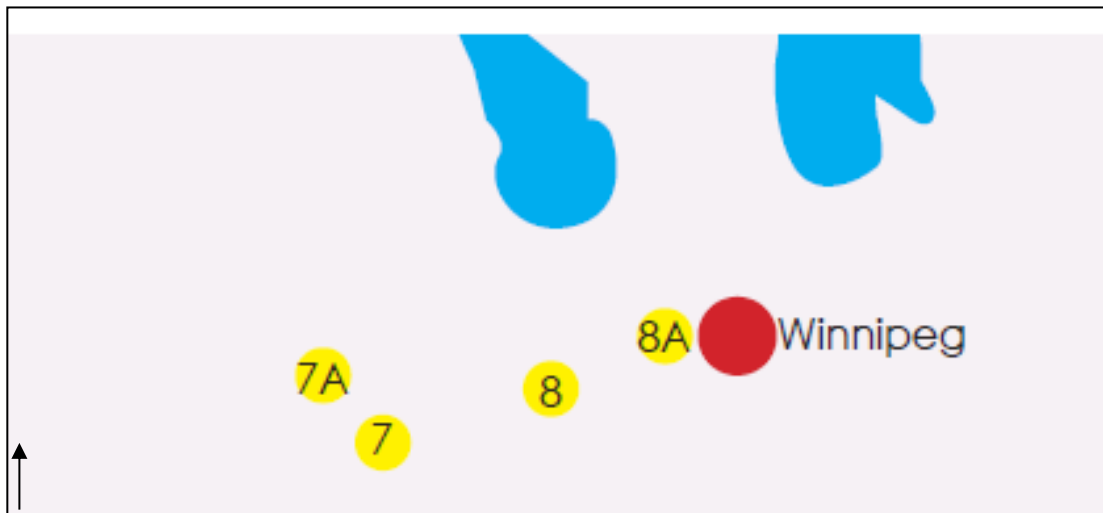


Figure 1.1: Map Showing Proximity of SLFN Land Bases to Winnipeg
Source: Albuquerque, Beauvilian, Eidick, Mbadugha and Miller (2011)

3.2.1 History

According to Swan Lake First Nation (2011), “Swan Lake was one of three bands who made up the Portage Band, the other two were: Long Plain Band and Sandy Bay Band (at that time known as White Mud Band)” (p. 1). In the 1860s, Hudson’s Bay Company recognized Yellow Quill as Chief of the Indians at the Portage. The hereditary Chief of Black Robe was his son who died prior to the signing of Treaty One and Yellow Quill was recognized as the Chief of what was then called The Portage Band (Personal communication with Ducharme, J., June, 2012). Short Bear was too young to assume chieftainship at that time (Swan Lake First Nation, 2011). After almost a decade, in 1871, on behalf of the Portage Bands, Oo-za-we-kwun (Yellow Quill) signed Treaty One with Her Majesty (Institute of Public Administration of Canada (IPAC), 2011). Four years later, in 1875, Short Bear, now of age, returned to take the

chieftainship as his hereditary right (Swan Lake First Nation, 2011). At the time of the return of Chief Short Bear, the Portage Bands split due to disputes in 1876; the main disputes were over the chieftainship, Christianity and agriculture (Personal communication with Ducharme, J., June, 2012). Yellow Quill wanted no part of Christianity and agriculture; he wanted his followers to live as they always did, the traditional way of life which was hunting and gathering (Personal communication with Ducharme, J., June, 2012). The Treaty One revisions recognized two groups, Short Bear followers, the other was Yellow Quill's followers and the White Mud people were recognized as a distinct group that adhered to Short Bear and settled in the area of Lake Manitoba (Personal communication with Ducharme, J., June, 2012 and Swan Lake First Nation, 2011).

In June 1876, there was a revision of Treaty One which occurred over two days due to intense negotiations. Chief Yellow Quill and his followers were eventually asked to accept unoccupied land located in Southern Manitoba, called Swan Lake Reserve after its survey in 1873 (Personal communication with Ducharme, J., October, 2012 and Swan Lake First Nation, 2011). Short Bear and his followers were relocated to land at the Long Plain and the White Mud Band were moved from the mouth of the White Mud River and were settled at their present location along Lake Manitoba (Personal communication with Ducharme, J., June, 2012).

After Chief Yellow Quill and his followers refused to accept the reserve that was surveyed at Swan Lake, Chief Yellow Quill finally relented and moved some of his followers to Swan Lake in the Pembina



Figure 1.2: “Gaubiskiigamaug” curve in the lake
Photo taken by Mbadugha, M., C. (2012)

Valley, known as “Gaubiskiigamaug” curve in the lake (Personal communication with Jack,

June, 2012 and Swan Lake First Nation, 2011). During Chief Yellow Quill's leadership he steadfastly held that he was promised land at Eagles Nest (Personal communication with Ducharme, J., June, 2012).

According to Swan Lake First Nation (2011), "in the 1880s, the Canadian Government set up Residential Schools which were run by churches" (p. 2). This took an especially heavy toll on Yellow Quill's followers and caused decent in the community of traditional believers (Personal communication with Ducharme, J., June, 2012). This crippled the First Nation's people, among which was Swan Lake Band, as the goal of the Residential Schools was to alienate them from their culture and traditions and "civilize" them by teaching them the ways of the "white man". Besides residential schools, Swan Lake Band members had to abide by regulations, rules and laws enforced on them by Indian agents appointed to the reserves by the Department of Indian Affairs and had to adjust to life within the parameters of the reserve (Swan Lake First Nation, 2011). These were difficult times for Swan Lake Band members as they were continuous attempts to strip them of their culture and traditions, and were limited from practicing hunting, which was a form of survival as it produced food for the members (Personal communication with Ducharme, J., October, 2012 and Swan Lake First Nation, 2011).

In 1910, Yellow Quill passed away from pneumonia and bronchitis at Indian Gardens (Swan Lake First Nation, 2011). After Yellow Quill's death, Swan Lake Band eventually got more flexible regulations and was able to begin farming the land and trapping which produced food, revenue and job opportunities (Swan Lake First Nation, 2011). Although Swan Lake Band had a little more flexibility in the regulations and laws, the Indian agent still possessed the most power on the reserve, limiting the Chief and Council from having authority and running their reserve (Swan Lake First Nation, 2011).

This brief history depicts the transition of Swan Lake First Nation (SLFN) and the challenges that were persevered during the strict ruling of the Indian agent, the effects of residential schools and colonization. So much has changed in present day as the Indian agent now has limited power over reserves and the Chief and Council governing reserves have more authority to govern their community. In recent years, with the authority that SLFN has over their land, environment and resources, they have embarked on taking advantage of opportunities to better the community. One such endeavor was drafting a Land Management Code for SLFN. The purpose of the Land Code was to outline “the principles, guidelines and processes by which Swan Lake First Nation will exercise control and management over reserve lands and resources consistent with the *Framework Agreement*” (Swan Lake First Nation, n. d., p. 1). What this means to SLFN is that they now have the authority to manage their own reserve lands and the lands will no longer be managed by the Minister under the Indian Act (Swan Lake First Nation, n. d.). The Framework Agreement that was signed between HMQ Canada and SLFN outlines the process and goals to be achieved in developing a Land Code. The Land Management Act provides for the ratification of the Framework Agreement and the subsequent establishment of the Land Code (Personal communication with Fontaine, P., November, 2012). Although, the entire process of incorporating a Land Code has been tedious, time consuming and costly, the end result was worth it as the community has moved forward without the burdens of Federal bureaucracy in dealing with its land and resources (Personal communication with Fontaine, P., November, 2012).

Even though SLFN is still experiencing a learning curve in dealing with its Land Code, the community has successfully completed both a draft law dealing with Spousal Property, and a draft law on Petty Trespass on Indian reserve lands (Personal communication with Fontaine, P.,

November, 2012). Furthermore, SLFN is currently drafting a Master Land Use Plan for Indian Reserve 7A. This is a requirement under the Land Code and provides preparation for extensive development opportunities being planned for the future. SLFN continues to work at overcoming the hardships and now focuses on engaging in planning efforts and economic development opportunities to continuously improve the community.

3.2.2 Community Profile



Figure 1.3: SLFN Signage
Photo taken by Mbadugha, M., C. (2012)

Community Vision Statement

“Swan Lake First Nation Anishinabe are strong, healthy, unified, independent and prosperous”

Community Mission Statement

*“As a Treaty One First Nation, all citizens will be treated fairly in a cultural and traditional way
to become strong, healthy, thriving and independent”*

Community Values Statement

“Respect: We believe in treating others the way we would like to be treated”

“Honesty: In everything we do, we are honest and fair”

“Unity: We work in co-operation with one another and the community we serve”

“Sharing: We share our unique ways, knowledge and wisdom in a spirit of caring and co-operation with one another”

Source: IPAC, 2011, p. 1

Location:

Swan Lake First Nation is located in South central Manitoba along the junction of Highway #23 and Highway #34. Swan Lake First Nation people are known as Anishinabe, which means



“original-people” and their language is

Figure 1.4: Map of SLFN indicating location
Source: Swan Lake First Nation (2011)

Ojibway (Personal communication with Ducharme, J., October, 2012; Swan Lake First Nation, 2011).

Population:

As of 2011, the population in SLFN was 371 people living on-reserve; there was no record of the number of people living off reserve (Statistics Canada, 2012). The demographics of the population on-reserve is divided by gender and age range. Please see table 1.1 for breakdown:

Age Range in Years	Gender		Total
	Male	Female	
0 to 4	20	30	50
5 to 9	10	15	25
10 to 14	10	30	40
15 to 19	15	20	40
20 to 24	20	20	40
25 to 29	15	10	25
30 to 34	10	5	10
35 to 39	10	15	30
40 to 44	10	15	20
45 to 49	5	10	25
50 to 54	15	10	25
55 to 59	5	10	15
60 to 64	0	5	5
65 to 69	10	5	15
70 to 74	5	5	5
75 to 79	5	0	5
80 to 84	0	0	0
85 +	0	0	0
Grand Total	Male	Female	Total population on reserve
0 to 85 years	165	205	370

Table 1.1: SLFN 2011 Population
Source: Statistics Canada (2012)

Land Base:

Due to Treaty Land Entitlement (TLE) settlement with the federal government in recent years, SLFN has been able to expand their land base (Swan Lake First Nation, 2011). SLFN comprises a land base totalling 16,161 acres (IPAC, 2012). The land base is divided as follows:

- #7 Main Reserve: Made up of 8,982 acres and located along Highway #23 and Highway #34, Swan Lake, Manitoba (Swan Lake First Nation, 2011). Development in this area consists of mostly residential and commercial buildings.

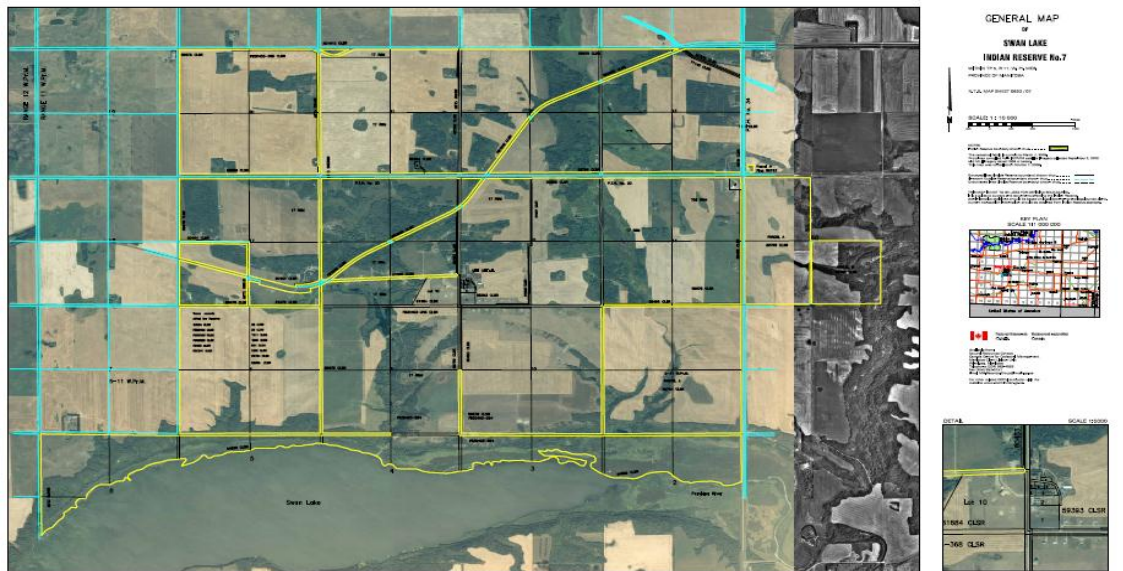


Figure 1.5: Map of Land base # 7
Source: Swan Lake First Nation

- # 7A Forest Hills (Treaty Land Entitlement, TLE): Made up of 6,514 acres and is located along Highway #5, Carberry, Manitoba (IPAC, 2012). Development consists of some residential and commercial buildings.

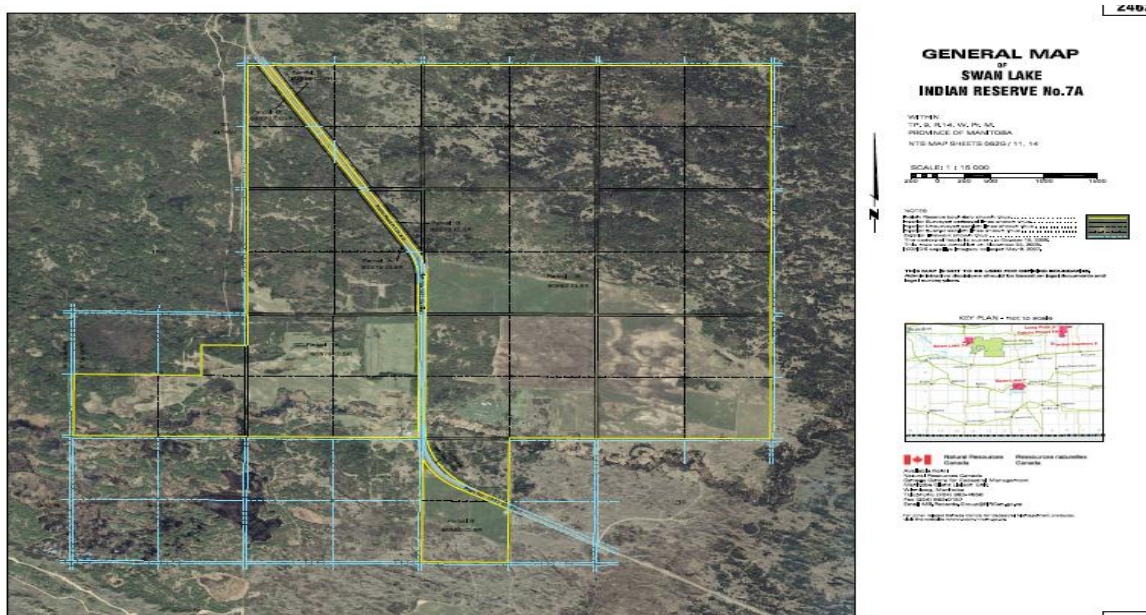


Figure 1.6: Map of Land base # 7A
Source: Swan Lake First Nation

- # 8 Indian Gardens: This area is made up of 640 acres and is located along Highway #2, Rathwell, Manitoba (IPAC, 2012). This area is designated agricultural and traditional use. The area not leased for agricultural purposes is to be left in its natural state (mostly forested) and used by community members for traditional pursuits, like berry picking, ceremonial and so on (Personal communication with Paul, June, 2012). SLFN also leases the land to non-members for agricultural purposes (Personal communication with Fontaine, P., June, 2012).

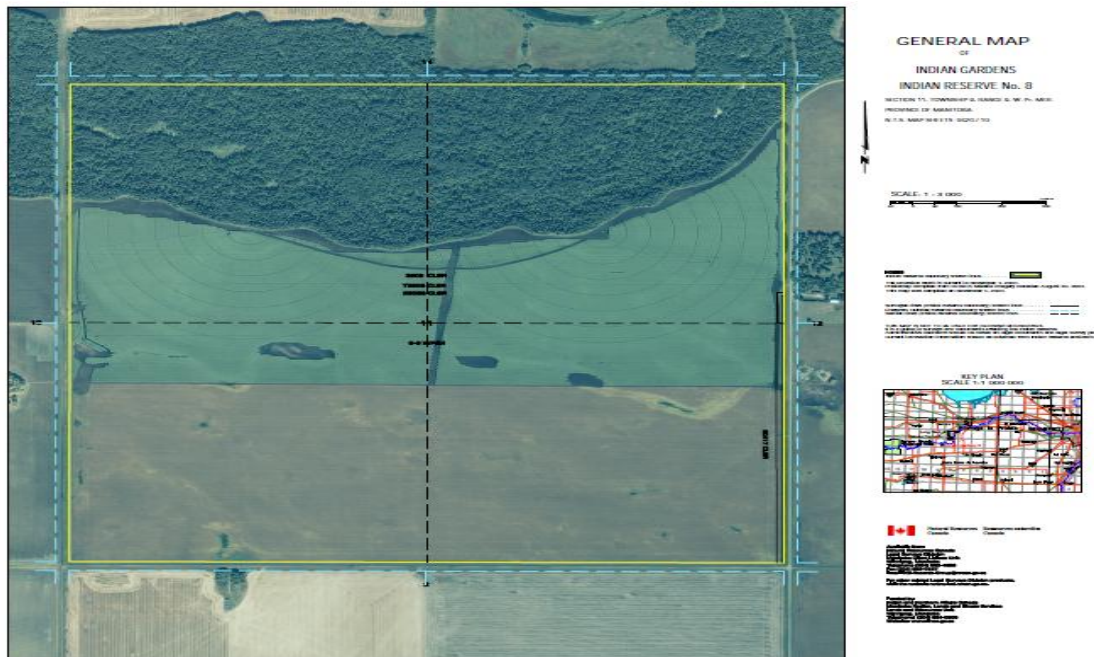


Figure 1.7: Map of land base # 8
Source: Swan Lake First Nation

May 2012). There are no SLFN houses in Indian Gardens (#8) and Headingley (#8A) (Personal communication with McKay, P., June, 2012).

- **Commercial Use (non-agricultural):** SLFN has commercial developments and investments located at Main Reserve (#7), Headingley (#8A) and Forest Hills (#7A) with the exception of Indian Gardens (#8) (Hart, 2011). There will be a significant commercial investment – Spirit Sands Casino and hotel being developed at Forest Hills (IR 7A) in the near future.
- **Community Infrastructure and Services:** SLFN utilizes a significant portion of its land at Main Reserve (#7) to support services and programs for the community (Hart, 2011). Examples include: Elementary school, daycare, public works, health centre, band office, housing warehouse, community hall, recycle depot, fire hall and so on.

Governance Structure:

SLFN is governed by one Chief and four Councillors who are elected into position by members of the community and govern on a two year political term (Personal communication with Ducharme, J., October, 2011). According to Hart (2011), “elections are held pursuant to the Indian Act and take place on a bi-annual basis” (p.12), however, this bi-annual electoral process is proposed to change to a four year political cycle (Personal communication with Ducharme, J., October, 2011). The Chief and Council are responsible for policies, direction, implementing the community mission statement, values statement and community vision (IPAC, 2012). Chief and Council are also responsible for ensuring “that programs operate within funding agreements” (IPAC, 2012, p. 10), and they also pursue business opportunities (IPAC, 2012). In addition to Chief and Council, the band also has the assistance of the administration team, finance

department and program managers (IPAC, 2012) who support Chief, Council and community members. The main governance building is the Band office located on the Main Reserve (#7).

Economic Development:

With regards to the community's economy, SLFN's economy is primarily driven by federal government funding (Hart, 2011); however this is beginning to decrease as SLFN improves their economic and business investments in the community (Hart, 2011). SLFN is located on prime agricultural land and therefore has a robust agricultural economy (Swan Lake First Nation, 2011) and leases land to both members and non-members of the First Nation for economic gain. The economy consists of the following:

- **Kitchi-Nodin Wind Farm:** SLFN is in the process of building a 10 MW wind farm made up of 2 MW turbines (Swan Lake First Nation, 2011). They plan on selling the power generated to Manitoba Hydro through a long term power purchase agreement (Swan Lake First Nation, 2011). This will provide the opportunity to bring in revenue and generate clean energy for the community.
- **Commercial Bison Ranch:** SLFN has two bison ranches, which are approximately 200 head (Personal Communication with Workinten, J., June, 2012). It also includes



Figure 1.9: Kitchi-Nodin Wind Farm
Photo taken by Mbadugha, M., C. (2011)



Figure 1. 10: Bison Ranch
Photo taken by Mbadugha, M., C. (2012)

approximately 40 head of elk (Hart, 2011).

- Corner Gas Bar: This provides full service gas bar and convenience store to the community members and visitors. It is located on Highway #23 and Highway #34 on the Main Reserve (#7). It is managed



Figure 1.11: Corner Gas Bar
Photo taken by Mbadugha, M., C. (2012)

by SLFN Enterprises which is a division of SLFN and was created for the purpose of Treaty Land Entitlement purchases (Hart, 2011).

- Two Gaming Centres (VLT's): The gaming centres are located at Reserve #8A and Reserve #7. Both gaming centres have 30 machines and provide local employment to community members. These gaming centres also attract visitors from other towns and communities. The revenue that is generated from the gaming



Figure 1.12: Community Hall Connected to Gaming Centre
Photo taken by Mbadugha, M., C. (2012)

centres are used towards subsidizing government funds and also offsetting short falls in education, health and housing (IPAC, 2011). Also, some revenues have been put towards renovating homes, the purchase of two school buses, updated playground equipment, enhanced day care centre and renovated band office (IPAC, 2011).

- Proposed Spirit Sands Casino: This will be built in Forest Hills (IR 7A) along with a hotel. This development will create approximately 300 employment opportunities for

community members (Personal communication with Ducharme, J., & Fontaine, P., October 2011). SLFN will be the host reserve and this development will generate revenue for the community.

Environmental Initiatives:

SLFN values its environment and is continuously engaging in initiatives to protect the environment and endangered species. Below is a list of some environmental initiatives:

- Plan for solid waste management that is examining the possibility of having all waste disposed at an off reserve facility (Personal communication with Fontaine, P., November, 2012)
- Exploring options for improvements to water level and water quality of the adjacent Swan Lake (Personal communication with Fontaine, P., November, 2012)
- Continuous work on eradicating leafy spurge on Indian reserve (IR) 7A (Personal communication with Fontaine, P., November, 2012)
- Continuous work on habitat and species preservation of the prairie skink (an endangered species) on IR 7A (Personal communication with Fontaine, P., November, 2012)
- Partnering in bird species at risk surveys and habitat mapping (eagle, migratory birds, owls, and so on) on IR 7 and 7A (Personal communication with Fontaine, P., November, 2012)
- Reviewing environmental impacts on SLFN caused by Manitoba Hydro Bi-Pole III project (Personal communication with Fontaine, P., November, 2012)

Community Facilities and Services:

SLFN has a number of community facilities and services that assists community members.

These facilities and services are as follows:

- **Water/Waste Facilities and Services:** SLFN uses its water supply from an underground aquifer located under Reserve lands (Personal communication with Fontaine, P., June, 2012). It serves as its source for domestic water consumption and is treated by a water treatment plant (Hart, 2011). According to Hart (2011), “SLFN utilizes a combination of trucked water delivery to holding tanks (servicing 104 homes) water distribution to mains (41 homes)” (p. 17). In regards to SLFN’s solid waste disposal system, SLFN uses an abandoned shale gravel pit to discard solid waste (Hart, 2011). SLFN does not have a community sewage collection or treatment system; houses in the community rely on onsite wastewater management systems, for instance septic fields or septic tanks (Hart, 2011). However, SLFN is also working on developing a solid waste management plan that will haul waste off the reserve (Personal communication with Fontaine, P., October, 2012).
- **Fire Protection Services:** SLFN has mutual aid agreement with the rural municipality of Lorne to provide fire protection services to all houses and buildings in the community (Hart, 2011).
- **Health Services:** SLFN has operated a community based health centre since the mid-1970s and in 2008 a new facility was built to accommodate the growing services



Figure 1.13: SLFN Health Centre
Photo taken by Mbadugha, M., C. (2012)

(Hart, 2011). The health centre provides a range of health related services and programs to people in the community. It employs a health director, administrative support staff, program coordinators, medical drivers, home care personnel, dental therapist and so on (Hart, 2011).

- Education Services: SLFN operates a nursery to grade eight school called the Indian Springs School. It is located on the Main Reserve (#7) and it hires teachers from the reserve and off reserve. Upon graduating from this school, most students continue their



Figure 1.14: SLFN Indian Springs School
Photo taken by Mbadugha, M., C. (2012)

high school education off reserve in neighbouring communities like Westmount or Treherne (Personal communication with Workinten, J., June, 2012).

- Employment and Training Services: SLFN operates a Training and Employment Education Centre located at the Band office on the Main Reserve (#7). They provide services in a variety of program areas such as: heavy equipment operation, mature student grade 12 program, personal development program and so on (Hart, 2011). From this service, individuals have had



Figure 1.15: SLFN Employment and Training Services Signage
Photo taken by Mbadugha, M., C. (2012)

summer work experiences, casual labor experiences, and they have also received employment assistance (Hart, 2011).

- Recreational and Cultural Facilities: SLFN has a number of recreational facilities



Figure 1.16: Pow Wow Grounds
Photo taken by Mbadugha, M., C. (2012)

which include: outdoor hockey rink, football/soccer field, children's playground, campgrounds, Pow Wow grounds, baseball diamonds, and children's splash park (Hart, 2011; and Personal communication with Workinten, J., June 2012 and Fontaine, P., October, 2012).

In addition to the above services and facilities SLFN also includes the following: daycare, Dakota Ojibway Child and Family Services office (DOCFS), recycle depot, band office, warehouses, equipment garage, water truck garage, handy van, storage warehouses, an 8-plex independent living building, and an RCMP office.



Figure 1.17: Tiny Tots Lodge Day Care Centre
Photo taken by Mbadugha, M., C. (2012)



Figure 1.18: DOCFS Building
Photo taken by Mbadugha, M., C. (2012)



Figure 1.19: SLFN Band Office
Photo taken by Mbadugha, M., C. (2012)

Future Projects:

SLFN anticipates engaging in numerous projects that will benefit the community. These projects will provide both financial resources and services to members of the community and visitors. The following is a list of future business ventures:

- Kitchi – Nodin Wind Farm is anticipated to be completed in March 2013 (IPAC, 2011)
- SLFN has been selected to be the host of the Spirit Sands Casino and Resort located on Reserve 7A (IPAC, 2011). The casino will support other business ventures which include: RV park, cabin rentals, gas bar/convenience store, 18 hole golf course (IPAC, 2011)
- Businesses such as an office complex, multiplex space, hotel/conference centre and wholesale business will be located at Swan Lake 8A land base (IPAC, 2011)

It should be noted that the opportunity for SLFN to engage in numerous business ventures and developments is due to the wise management of band finances and land by Chief and Council and administration team.

Community Challenges:

Swan Lake First Nation, like any other community, experiences some challenges. However, Chief and Council and community residents continue to work at mitigating these challenges. Below is a list of some of the challenges:

- Inaccurate statistics (Personal communication with Ducharme, J., October, 2012)
- Mobilizing community involvement and participation (Personal communication with Ducharme, J., October, 2012)

- Ensuring administrative accountability (Personal communication with Ducharme, J., October, 2012)
- Encourage efficient interdepartmental communication and planning (Personal communication with Ducharme, J., October, 2012)
- Housing shortages (Personal communication with McKay, P., June, 2012)

Community Successes:

Due to the successful governance of Chief and Council, SLFN has been able to acquire numerous successes that benefit the community and its members. Below is a list of some successes:

- Day care facility with modern amenities (IPAC, 2012)
- Educational facility built in 1997, still in good condition (IPAC, 2012)
- Youth show increased interest in completing grade 12 and in post-secondary education (IPAC, 2012)
- Youth camp for summer activities (IPAC, 2012)
- In 2007, SLFN built an eight unit independent living facility for seniors (Personal communication with Workinten, J., June, 2012)
- In 2008, SLFN was awarded Spirit of the Earth from Manitoba Hydro for powering Youth Camp with solar and wind energy (IPAC, 2012)
- In 2008, SLFN built a health centre equipped with a range of services and amenities (IPAC, 2012)
- In 2009, the renovations to the community hall was completed (IPAC, 2012)

- As of March 2009, SLFN was able to pay off their debt and now operates debt free, with their only debt to CMHC housing mortgages and business ventures (IPAC, 2012)
- In 2009, SLFN received a Good Governance Award from Frontier Centre for Public Policy (IPAC, 2012), reinforcing the good leadership of Chief and Council
- In 2010, SLFN completed a “new head office building for Dakota Ojibway Child and Family Services” (IPAC, 2012, p. 12)
- As of October 2010, SLFN adopted their own Land Code and now has acquired full administration and control of their land and resources and the reserve land base is no longer administered under the Indian Act. This greatly expands economic development opportunities as land and resource allocations are done expediently at the local level (Personal communication with McKay, P., June, 2012).
- In 2012, SLFN completed a new band office building equipped with training lab and RCMP office (Personal communication with Workinten, J., June, 2012)
- SLFN has been successful in upgrading the housing stock and renovating 90% of the housing stock (IPAC, 2012)
- In 2012, SLFN was awarded the gold medal in the Top Public Service Award due to their effective governance and financial management (Winnipeg Free Press, 2012)

3.2.3 Swan Lake First Nation Housing



Figure 1.20: SLFN House
Photo taken by Mbadugha, M., C. (2012)



Figure 1.21: SLFN House
Photo taken by Mbadugha, M., C. (2012)

The housing manager stated that general information on housing in SLFN is not documented (Personal communication with McKay, P., May, 2012). In order to get information on SLFN's housing situation, an interview with the housing manager was conducted. From this interview, valuable information was retrieved and documented below.

According to SLFN members, dwellings on the reserve are in good condition due to a majority of the homes getting renovated in the last several years. However, this was not the case in the past. Housing in SLFN was described as being overcrowded, not up to building code, unfinished buildings and needing major repairs. Overcrowding was said to have occurred due to the lack of homes and the rising population in the community. This issue of overcrowding was dealt with by building extensions to the current building to accommodate the occupants.

In recent years SLFN has experienced a complete turnaround in terms of the housing condition. SLFN currently has a total of 152 homes, 10 homes located in Forest Hills (IR 7A)



Figure 1.22: SLFN House
Photo taken by Mbadugha, M., C. (2012)

and the remaining 142 located in Main Reserve. The current housing stock includes an 8-plex, which is designated independent living for seniors and people with disability, bi-levels, bungalows and log homes. Houses are categorized as band housing (62 homes), private housing (13 homes), Treaty Land Entitlement housing (TLE) (10), CMHC housing (51), Dominion Housing (7), Log homes (6) and uncategorized (3). These categories are identified by the stream of funding that was provided to build these homes. For instance, band owned homes originated from a program that was in effect in the past but no longer functioning, the homes that are labelled band owned means that the funding for these homes are own source funding from local economic developments. Private owned homes means that they are Home Ownership houses which fall under the home ownership policy and TLE homes mean that these homes were built from TLE funding source.



Figure 1.23: SLFN House
Photo taken by Mbadugha, M., C. (2012)

There is a misconception that homes labeled as CMHC homes are owned by CMHC, this is indeed false, this just means that the homes were built from funding through CMHC. Homes labelled as dominion homes simply means that Dominion construction built the homes, however the funding is band own source funding. Homes labelled as Log homes also derived funding through band own source revenues. It cost the band \$1 million to build 6 log homes and conduct major capacity efforts in training community members to build log homes. Building homes with logs is a great way to use local resources and material. Log homes also have benefits as oppose to conventional style homes. According to The Centre for Indigenous Environmental Resources (n. d.), if built properly, log homes perform well and have a longer life span, they also provide excellent insulation resulting in more efficient cooling

and heating of the home. Log homes also encourage pride, ownership and cultural benefits as they are associated with the use of local, natural materials and resources (The Centre for Indigenous Environmental Resources, n. d.). In essence, all the homes in the community are band owned and SLFN pays low interest mortgages to CMHC.

Section 95 is a program that was initiated to “assist First Nations in the construction, purchase and rehabilitation, and administration of suitable, adequate and affordable rental housing on-reserve and CMHC provides a subsidy to the project to assist with its financing and operation” (CMHC, 2012, p. 1). Aboriginal Affairs and Northern Development Canada guarantees the loan from CMHC and SLFN pays mortgages for 25 years, after 25 years the house is mortgage free. The band owns all the homes in the community and the land in which the homes rest on are collectively owned.

In terms of housing administration, SLFN has a housing manager and a housing clerk. As of January 2012, SLFN formed a housing authority which is comprised of community band members, consisting of: a Dakota Ojibway Child and Family Services (DOCFS) representative, a health representative, a social representative, an elder, and a community member/resident tenant. Although the housing clerk is present at meetings with the housing authority, the clerk is not a member of the housing authority. The clerk’s duties to the housing authority are to supply administration duties like minute taking, agenda provision, and so on. The housing manager is also not a member of the housing authority, he provides duties such as; information about a house, recommend candidates to the authority as the manager has knowledge of applicants prior rental history, updates the housing authority on



Figure 1.24: SLFN House
Photo taken by Mbadugha, M., C. (2012)

vacancies and other necessary duties. As members of the housing authority were not nominated and elected into position by community members, they are restricted to only making recommendations to council for new tenants, new unit locations, policy amendments, and other housing related topics that are decided upon by Chief and Council. According to Gerow, Robertson, McBride and Berry (2005) “a housing authority is an organization that has the mandate to deliver housing services such as: receiving federal housing funds,...conducting education and training of renters or owners” (p. 2) and so on. The roles of housing authorities differ depending on the situation they are dealing with and therefore roles and responsibilities are tailored to meet the housing needs of the community.



Figure 1.25: SLFN House
Photo taken by Mbadugha, M., C. (2012)

Having a housing authority as the housing administrator can make a difference in the community. Gerow, et al., (2005) stated that an “Aboriginal housing authority can promote economic development in First Nations communities by: encouraging and training Aboriginal trades people, employing Aboriginal contractors, centralizing purchasing, arranging for the manufacturing of some housing components and accumulating their own mortgage funds” (p. 3).

With regards to housing policy, SLFN has a housing policy which was written to meet SLFN’s housing needs in May 2011. The policy was approved and a motion was passed by the Chief and Council to implement the policy. The housing policy incorporates the following: code of ethics, authority governance and organizational structure, housing administration, allocation and selection, rental and fees, maintenance and repairs, and general provisions and standard

applicable to housing units. With regards to housing location, sites for houses are determined by the availability of serviced lots – services such as: water line and hydro line.

In recent years, with the provision of the Residential Rehabilitation Assistance Program (RRAP) by Canada Mortgage and Housing Corporation (CMHC), SLFN has been able to rehabilitate 90% of their homes. Through the RRAP program, CMHC offers financial assistance in band units to assist in home repairs that will prolong the lifespan and quality of the home (CMHC, 2012). The program outlines mandatory repairs which include: heating, electrical, structural, fire safety, and plumbing (CMHC, 2012). SLFN applied for the RRAP program by giving CMHC a list of homes that needed renovation. In order to determine eligibility, SLFN hired Native Inspection Services Initiative (NISI) inspectors who went through the process of having the homes inspected to determine if the units qualify for the RRAP program and provided applications to CMHC. CMHC granted approval to 90% of the applications.



Figure 1.26: SLFN House
Photo taken by Mbadugha, M., C. (2012)

With the financial assistance SLFN was able to hire local workers to renovate and improve the standard of housing for 90% of the dwellings. The degree of repairs that SLFN engaged in to rehabilitate their homes depended on the current status of the home. Some homes needed to be gutted on the inside and redone, some homes needed major repairs on the outside and some needed minor repairs. All necessary repairs were done to the homes, causing a significant improvement to SLFN's housing stock.

Although a significant number of houses have been renovated and overcrowding is at a minimum, the new challenges are lengthy waiting list, minimum housing choice for single

people and seniors, and also lack of space for larger families. It is important to note that some of the successes also brought about challenges. For instance, as SLFN's housing on-reserve improved, there was an increase in the demand for more housing as SLFN band members who live off reserve moved back to the reserve. SLFN's future plans on addressing these challenges are to build more houses through Section 95 and through own source funding to accommodate the backlog and lengthy waiting list. SLFN also plans on applying for funding through the RRAP program to renovate the remaining 10% of houses. Overall, SLFN members are satisfied with the condition of their houses and the next step is to outline a maintenance strategy to maintain the good quality of houses on the reserve.



Figure 1.27: SLFN House
Photo taken by Mbadugha, M., C. (2012)



Figure 1.28: SLFN House
Photo taken by Mbadugha, M., C. (2012)

3.3 Chapter Summary

This chapter gave a detailed description of the history of SLFN, the community profile and the housing condition of SLFN. Due to SLFN's effective leadership, the community has been able to overcome the challenges it encountered in the past and now has been recognized as a successful and exemplary First Nation community through the awards it has received. SLFN's

housing has also been through difficult times but has strived to improve the state of housing; it currently is labeled as being in a good state due to the significant renovations to 90% of the dwellings. SLFN continues to work hard at improving their community and housing for the community members. The next step was to tackle the outstanding challenges of housing which is to create more options for types of housing, to outline a housing maintenance strategy that will maintain the good state of current houses and to determine the future forecast of housing need in order to prepare for growth.

Chapter Four: Research Methodology

4.1 Chapter Introduction

When conducting research it is crucial for the researcher to determine the appropriate research instruments in order to gain information and knowledge about the research being conducted. As the setting was in an Indigenous context, I was careful in choosing appropriate research instruments to derive the goals of learning about the community, determining the current housing condition and planning for the future housing needs of the community. This chapter discusses the research instruments chosen for this project: a survey questionnaire, community engagement sessions and a steering committee/sharing circle gatherings. I end the chapter by discussing any ethical concerns this project may have encountered.

4.2 Research Methods

The project implemented a number of research instruments which include the following:

4.2. 1 Sharing Circle and Steering Committee: Sharing circle and steering committee were a form of research instrument used in this project. The sharing circle and steering committee consisted of eight members including myself. These members served dual roles; as sharing circle members and as steering committee members. In choosing members for this voluntary position, it was important to pick people that were representative of the community. Some band members assisted in choosing the members of the sharing circle and steering committee. The following were the selected members: a youth (housing assistant), a woman (planning coordinator), a health representative, the housing manager, a council member to ensure political support, a member of the housing authority, the land manager and myself. All

members were asked to sign a consent form and pledge of confidentiality to ensure confidentiality of information (please see Appendix I for consent form and pledge of confidentiality form). These members were very knowledgeable in SLFN housing and they represented the community and contributed greatly to the project.

Sharing Circle: The sharing circle members' role were to answer questions regarding the initial stages of the project and evaluate the project at the end of the project by answering questions to determine the effectiveness of the community housing plan. They answered questions that consisted of two phases, in the first phase, the questions were targeted towards learning more about the community and how a First Nation community housing plan would work in their community. In the second phase, the questions were targeted towards examining the process of developing a community housing plan and whether the process that was conducted met the needs of the community and produced a plan that can be used in the community. Please see Appendix II for sharing circle questions and responses.

Steering Committee: The steering committee members met frequently throughout the project. Their responsibilities were to determine the components of the community housing plan, oversee the project, share knowledge and information, assist in pretest of the survey, preparing and packaging the housing condition survey, revision of the plan, ensure that the plan was reflective of the community and the information was documented accurately, and other necessary duties. Members of the steering committee were also informally interviewed to gather knowledge. Due to confidentiality, members were assigned pseudo names to protect their identity.

4.2.2 Survey: The idea to have a survey came from a housing report done by Kotak, Larson, Norman and Paradis (2011); the survey produced valuable information on housing conditions in Sapotaweyak Cree Nation. Using Kotak, et al. (2011) report as a precedent, a

housing condition survey was developed for SLFN. The purpose of the survey was to determine the current condition of dwellings, the level of overcrowding, future housing needs and future housing locations. The survey was also a way to engage community members and get their input to ensure it is reflected in the plan. The steering committee members, housing manager and assistant, housing authority and I were involved in the formulation and preparation of the housing condition survey. As the above mentioned individuals were knowledgeable about their community and the members of the community, they were a great resource in assisting in the preparation of the surveys. The surveys were distributed to 151 houses (instead of 152 as one dwelling was vacant) by an individual hired by the band for this purpose. The surveys were also accompanied with written consent forms to be signed by participants and brochures that described the project and the benefits of developing the plan. For confidentiality purposes, respondents were not asked to state any identifying factors, each survey was assigned a random code number and all information was kept in strict confidence. Please see Appendix I for Housing Condition Survey.

4.2.3 Community Engagement: Community engagement sessions were conducted to introduce the project to community members, to get input, to inform members of the progress of the project, to get feedback for the draft plan and final approval of the document. SLFN usually conducts annual community information fairs, which create an opportunity for service providers to showcase their programs and inform members of the community of the services and supports they offer. As there was usually a good turnout (approximately 200 people), I seized this opportunity to engage members of the community during this fair and discuss the project. The fair was held at the local community hall in April 2012. During this fair I provided the following information to community members: community housing plans done by other First

Nation communities, information on the guidelines for developing First Nation housing plans, and a brochure describing the process of developing SLFN housing plan and also possible components to be included in SLFN community housing plan. This was an opportunity to formally meet community members and introduce myself. At this time, I introduced the housing condition survey and explained the purpose and content of the survey. During the community engagement, to ensure anonymity of participants, I did not record names or any identifying factors of individuals who I interacted with.

Throughout the project timeline, I took advantage of opportunities and participated in all community events and workshops and ensured the continuous participation of community members and also kept them informed of project progress. At the end of the project, I attended another community health fair event held in October; this event attracted approximately 175 people. At this event, I took the opportunity to engage community members and informed them of the draft community housing plan to get their input and approval of the plan.

4.2.4 Statistical Analysis: Statistical analysis was used to determine housing projection. As population grows, one way of determining the number of new houses needed, is by using “household growth as a major determinant of the requirement for new dwelling units” (CMHC, 1994, p. 1). Using historical census data from 1996 to 2011 produced by Statistics Canada, I examined the rate at which the population has increased. With this information, I determined the potential housing demand which refers to the projected annual growth (also known as absolute change) in the number of households. This information enabled me to determine the projected housing need from 2011 to 2016.

The sharing circle/steering committee, survey, community engagement sessions and statistical analysis were the research instruments used in this project.

4.3 Ethical Concerns

Due to the nature of the project there were minimal ethical concerns or risks to participants beyond what an individual may experience in their daily encounters. The project respected every participant's rights and did not endanger them in any way. I always informed participants that participating in the project was voluntary and they had a choice on whether or not to partake in the project without any negative consequences. Members of the steering committee/sharing circle were given consent forms and a pledge of confidentiality to sign to ensure confidentiality of all information received. Also respondents of the housing condition survey were asked to sign a consent form, reminded that their rights will be respected and as it is voluntary, respondents can choose whether or not to respond without negative consequences. When I wrote the report I ensured that any identifying factors were not exposed and the project did not breach any individual's rights.

4.4 Chapter Summary

This chapter outlined the different research instruments I used for the project. It also stated that there were no ethical concerns due to the nature of the project. As this research was completed in an Indigenous setting, choosing appropriate research instruments was important to the research. The research instruments were appropriate to this project and enabled me to derive the information and knowledge needed to conduct and complete the project.

Chapter Five:

Swan Lake First Nation Community Housing Plan

5.1 Chapter Introduction

The purpose of this chapter is to describe the process of developing SLFN's community housing plan. This chapter outlines every step taken to engage the community and stakeholders in developing a plan that met the housing needs of the community. The chapter ends with the creation of the community housing plan for SLFN, which includes: housing condition survey report, on-going maintenance strategy, housing projections and suggestions for alternative types of housing.

5.2 Process of Developing SLFN's Community Housing Plan

According to Marshall (n. d.) before developing a community housing plan it is important to discuss the idea with Chief and Council and the housing team to determine if the community is ready to develop a community housing plan and also to get the project approved. Once Chief and Council and the housing team determines that there is benefit to creating a community housing plan and approves the project, the next step is to inform community members of the project (Marshall, n. d.). Informing members of the project can be done by sending out information in the community's newsletter (Marshall, n. d.).

In the Fall 2011 semester, I spoke informally with some members of the community: the housing manager, lands manager, history and treaty manager, planning coordinator and the Chief regarding the idea of the project. The informal conversations led to the agreement that the

project would be of benefit to the community. With this informal agreement, it was time to formally meet with Chief and Council to present a report stating the purpose of the project, the benefits and examples of components that could be included in the plan based on the housing needs of the community. This meeting was convened at the beginning of March 2012, during this meeting I presented Indigenous planning as the principle and context for the project. I also presented the importance of housing, the state of Canada's on-reserve First Nations housing conditions and the benefits of a First Nation community housing plan. I ended the presentation by discussing possible components that could be included in SLFN's community housing plan based on the current situation of housing and the future housing needs. The meeting ended with the approval of the project from Chief and Council. The next step was to meet with the housing manager, housing assistant and members of the housing authority. During this meeting I presented the same presentation to them as I did to Chief and Council. However, I presented to them INAC's (n. d.) document on guidelines to developing a First Nation community housing plan and Marshall's (n. d.) manual on approaches and steps to developing a community housing plan. These two documents acted as guidelines and examples of what could be the components to be included in SLFN's housing plan. The meeting with the housing team emphasized brainstorming on what components should be included in the housing plan along with formulating the housing condition survey that would assist in engaging community members and determining current housing conditions and future housing needs. As the housing manager, housing assistant and the housing authority are the knowledge base and represent the community, it was important to get their cooperation and support for the project. The meeting resulted in the selection of the components of the housing plan (described on the next page); this decision was based on the housing team determining the current condition of the housing stock

and also determining needs and goals of future housing. Although the selection of the components of SLFN housing plan was on a smaller scale than that described in the documents by INAC (n. d.) and Marshall (n. d.), SLFN felt that at that point, they were prepared and ready to start a community housing plan on a more manageable scale and expand the housing plan in the future. Subsequent to the approval of the project, I wrote an announcement in SLFN's newsletter for the month of May informing community members about the project, benefits of the housing plan and the importance of community participation.

With the support and input from Chief and Council, housing manager and housing authority, the project began to take shape. I continued to attend the housing authority meetings to finalize the components of the housing plan and the housing condition survey. To make the process of choosing questions for the housing condition survey easier, I provided two questionnaires as examples, one was done by a group of students from the Fall 2011 Indigenous planning studio who worked with Sapotaweyak Cree Nation and formulated a housing condition survey for a housing report document. The second example was from Marshall's (n. d.) manual on Developing Effective Community Strategies for First Nations Housing. These two examples were helpful in providing a good starting point for SLFN's housing condition survey. Marshall's (n. d.) housing questionnaire was very comprehensive and provided a lot of information to be considered. The process of formulating the housing condition survey and finalizing the components of the housing plan took four meetings; meeting the housing authority and housing manager bi-weekly in March and April 2012. The components that were selected based on SLFN's current housing condition and future housing needs were as follows:

- Housing Condition Survey: Every (151) occupied household (minus one vacant dwelling) in the community were given an opportunity to participate in the project

through the housing condition survey. The survey collected information on current housing conditions, level of overcrowding, future housing needs and future housing locations. The data obtained from the survey was analyzed and a report was produced. This report provided information on current housing conditions and preparation for future housing needs. SLFN can use this report as additional information to strengthen funding application for more housing stock and housing improvements in the community.

- On-going Housing Maintenance Strategy: A majority of the houses (90%) on the reserve have undergone some degree of renovation, therefore, the community will benefit from having a housing maintenance strategy to preserve and maintain the quality of the current housing stock. The housing maintenance strategy describes basic steps for maintaining the interior, exterior and systems aspects of a dwelling and also provides a home maintenance schedule.
- Future projection of housing: This included forecasting population growth to determine number of new housing construction to be built in the future to address housing shortage. This forecast was done using four data points (census data from 1996 to 2011) to determine housing projections for 2016.
- Alternative types of housing: The purpose of this is to provide choice for community members. Community members have previously stated that there is a need for other types of housing that accommodates single people, seniors and larger families. This section suggests different types of housing to accommodate single people, seniors and larger families.

The next step was identifying representative community members willing to hold dual roles by serving on a sharing circle and a steering committee to assist and oversee the project. According to Marshall (n. d.), it is important to form a community circle, as the members are knowledgeable and can act as advisors for the project. Before proceeding with the project, I formed a sharing circle and a steering committee. The members consisted of a youth, a council member, lands manager, housing manager, health representative, housing authority member, planning coordinator, and me. We were unable to get an elder to join the committee due to conflicting schedules. The first meeting with the steering committee was convened on the first week of May, 2012. At this meeting, I introduced and discussed the mandate for the steering committee, which was as follows:

- To oversee the development of the Community Housing Plan
- To confirm the process which will be undertaken in the development of the Community Housing Plan
- To ensure that the broad range of views from community members is integrated into the planning process
- To ensure that the development of the Community Housing Plan is performed in an effective and efficient manner
- To monitor implementation of the Plan and ensure regular review and updating of the plan. Marshall (n. d.), p. 16

Another item on the agenda was to conduct a pretest of the housing condition survey. As the members of the committee were representative of the community, it was important to conduct a review and pretest of the survey before distributing it to community households. This exercise was extremely beneficial as the steering committee members went through each question and interpreted it in a way that made sense to them. From the review, we discovered that some of the questions were not understandable and needed to be changed or reworded to be comprehensible. We also added more questions to the survey to make it more comprehensive and to give community members the opportunity to give input. Furthermore, we discussed plans

to distribute surveys, and the roles and duties of sharing circle members. Upon discussions of plans to distribute surveys, we came to the realization that at that time there were minimal resources for the committee members and myself to go door to door to drop off the surveys and assist households in answering the surveys. The band office agreed to hire a community member to go along with the mail man to distribute the surveys on the main reserve. For the houses at Forest Hills (#7A), we asked a community member who resides in that area to distribute the surveys and pick them up. The surveys were sent out on May 4th, 2012, the advice of the committee members was for community households to return the surveys to the band office in a sealed envelope on May 8th. This short deadline was meant to encourage prompt responses. In order to ensure confidentiality, each house was assigned code numbers. The surveys were put into an envelope with the house number on the envelope and households were instructed to put their answered surveys into the extra envelope that had the assigned code on it, seal it and send it to the band office. The band office was instructed not to open the surveys; the sealed surveys were returned to me upon community visits. The practice of assigning random codes to the households and putting answered surveys in sealed envelopes ensured confidentiality and respondents were able to give their honest opinions without fear of being identified or consequences. This method also made it easy to track households that responded to the survey and households that were yet to respond to the survey. To ensure confidentiality of respondents, the band did not have access to the list that connected the code number to the name and address.

As the project was under way, the sharing circle members met to discuss the questionnaires. The agreement for having a sharing circle group was to meet at the beginning of the project to determine how the project and the procedures fit the community and their needs and also meet at the end of the project to determine if the project addressed the needs of the

community. During the first week of May, I asked sharing circle members to determine a method of distributing the sharing circle questionnaire that would work best for them and their busy schedules. We decided on sending the questionnaire through email instead of convening a meeting to answer the questions like a “focus group” session. This method gave the members more time to think about the questions and answer them at their convenience. It also gave them an opportunity to be honest and avoid possible influences from other members. The responses from the questionnaires are in Appendix II.

As the deadline for the housing condition survey passed (May 8th, 2012), at the time only 18 surveys out of 151 surveys were returned. With this low response rate, the steering committee and I decided to convene a meeting to discuss other options of increasing the response rate. The steering committee informed me of numerous community events coming up in the months of May and June. This was an opportunity to engage community members and encourage them to answer the survey. One event was held in the middle of May and the other was held in June. The first event was Treaty Day, the event attracted approximately 200 people and this was an opportunity to engage more community members and encourage them to respond to the survey. The second event was a housing workshop and at this workshop approximately 30 people were present. As this was a workshop on housing, I emphasized the importance of the project, the survey and community members’ participation. During this time the Planning Coordinator and I took a proactive role in getting surveys filled out and assisted community residents who had not filled out the survey. After the workshop was over, the planning coordinator and I went to all the offices on the reserve to get people to fill out the survey. The offices included: health centre, band office, school, and the four corners gas bar. After the events and visits to offices, it brought our response rate to 54 out of 151. We achieved a 36% response rate after two months of

distributing and collecting surveys, it was at this time we decided to move ahead with the project and begin analyzing the data and writing the report. After the report was completed, the planning coordinator posted a summary of the report in the October newsletter to inform community members of the results. Subsequent to analyzing the data and writing the report, we determined from community input the housing components (exterior, interior and systems components) to be included in the maintenance strategy. Determining the housing projection and implementation strategy was done in coordination with the housing team.

Towards the end of the project, a draft of the community housing plan was developed. To finalize the plan, meetings with the steering committee, Chief and Council and a community engagement session was to be convened. After the meetings and community engagement session, necessary changes were made to the plan and copies were distributed to community members and made available at the band office.

5.3 SLFN Community Housing Plan Document

5.3.1 On-going Housing Maintenance Strategy

The housing maintenance strategy is aimed at promoting and maintaining the housing stock in SLFN by providing occupants with the knowledge needed to perform regular home maintenance and inspection. As SLFN has 90% of their dwellings renovated and they are working towards renovating the remaining 10%, it is crucial for the community to have a maintenance strategy to ensure that the 90% of renovated dwellings are kept in good condition and are not left to deteriorate. In order to ensure your home upholds its good quality, regular home maintenance should be conducted as soon as the need appears. It is also important to

thoroughly inspect your home and yard at least once every six months to identify items that are in need of repair (Herman & Zaslow, n. d.).

Having a maintenance strategy has its benefits which is evident in the positive experiences of some Aboriginal communities that have embarked on creating a maintenance strategy.

Aboriginal communities like the Cree Nation in the James Bay region of Quebec have discovered that having regular maintenance checkup helps disclose minor problems that can be fixed before they become bigger expensive repairs (CMHC, 2008). Herman and Zaslow (n. d.) outlined some benefits of performing regular home maintenance:

- Regular home maintenance assists in maintaining the value of the dwelling
- A dwelling that is well maintained is more comfortable
- Conducting regular maintenance minimizes unexpected repair work
- Regular maintenance prevents costs from increasing
- Regular home maintenance ensures home is in good condition and has positive health effects on occupants

CMHC (2008) also identifies:

- By lowering maintenance costs, the community's housing budget can be geared towards building more homes

SLFN recognizes the importance of having an on-going housing maintenance strategy.

Through the results of the housing condition survey the steering committee and I were able to determine the areas that require step by step instructions on regular maintenance. The areas were divided into sections which include:

- Exterior: which includes -siding and stucco, gutters and downspouts, roof, and doors and windows
- Interior: which includes - mould, drywall, plumbing and faucets, and caulking and weather-stripping
- Systems: which includes – heat recovery ventilation (HRV) and furnace

Having a maintenance strategy for SLFN provides knowledge to community members to assist them in conducting basic home maintenance to ensure their dwellings are in good condition and quality. The maintenance strategy discusses the importance of maintaining different aspects of your home and step by step guide to conducting basic maintenance. Please see Appendix III for the detailed maintenance strategy.

5.3.2 Housing Condition Survey

The purpose of the housing condition survey was to determine the condition of dwellings, the level of overcrowding, future locations of housing and overall satisfaction of dwelling from community members. The surveys were delivered on May 4th, 2012 and the deadline for submission was June 29th, 2012. The deadline was extended from May 8th, to encourage more responses. The process of preparing and packaging the surveys and community housing plan information brochures proved to be a daunting task. The steering committee and I ensured measures were taken to protect identity of respondents by assigning codes to each household on the surveys and return envelope. Due to circumstances, it was not possible for the committee and I to go house to house to deliver the survey and encourage response, so the band office hired an individual to do the job of distributing the survey house to house. Therefore, to garner a high response rate, the steering committee and I employed strategies to encourage

response from the community members. Strategies included: attending community events and visiting people's places of work to assist them with answering the survey. By implementing such strategies we were able to acquire a response rate of 36% from delivering 151 surveys to 151 occupied households and receiving 54 responded surveys. Although the response rate was 36%, this was a good rate for SLFN as previous survey response rates have been lower. For instance, the last survey that was conducted in SLFN in 2011 regarding economic development opportunities identification and action plan distributed surveys to 151 households and received a response rate of 15.9% (Hart, 2011).

Housing Condition Survey Report Summary

The housing condition survey gave members of the community the opportunity to get involved in the creation of a community housing plan that will assist in meeting the housing needs of the community. Although the response rate was 36% and may not be reflective of the general public, the responses were extremely useful and can act as momentum for change to occur.

Although First Nation housing conditions have been described as being in crisis, from the results of SLFN survey, it appeared that SLFN may not be experiencing poor housing conditions as compared to other First Nation communities as described in chapter one of this practicum document. The results of the survey identified that SLFN does not have an issue with overcrowding as 50% of households responded that there is enough space in their dwellings compared to 33% that disagreed and 17% did not respond to the question. Although overcrowding is not an issue for the majority of respondents, respondents stated that they could benefit from having extra rooms. In cases where overcrowding occurred, SLFN has dealt with the concern by building an extension to accommodate the high number of occupants. The survey

also identified the condition of dwellings in SLFN. Most First Nation communities experience poor housing conditions that affect the health of the occupants; however this is not a shared experience with SLFN as the housing condition in SLFN has been identified as being in good condition and health concerns due to housing condition is minimal to non-existent. 83% of respondents stated that they do not suffer any health problems caused by the state of the dwelling and 59% stated that there is no presence of mold in their dwelling. Respondents did not report any health concerns due to poor housing condition. However, on the other side of the spectrum, repairs to dwellings have been identified as a concern. Although SLFN has conducted numerous renovations to dwellings, 41% of households require some form of repair, typically major and/or minor repairs. When asked if their dwellings have received some form of renovation, 57% of respondents stated that their dwellings have been renovated to some degree but still require consistent maintenance. This exacerbates the need for SLFN to plan and develop a housing maintenance strategy that will outline guidelines and processes to enable occupants perform regular maintenance. 85% of respondents are in support of a maintenance strategy and also feel that they can benefit from regular maintenance and renovation workshops.

Most residents of SLFN would agree that their housing condition is satisfactory; however, there is a need for more housing construction to meet the growing population. There is also a need for more diverse housing types to provide choice of accommodation for single people, seniors and larger families that meet their unique needs. Though there is more to be done, SLFN has succeeded in improving the housing condition on the reserve and they continue to seek ways that constantly improves the current housing stock and adds new construction.

5.3.3 Housing Projection

SLFN stated that the community has been experiencing an increase in population growth which results in a demand for housing. Population data was retrieved from the Statistics Canada website for Swan Lake First Nation between the years 1996 to 2011; resulting in available data for four time points. The recorded total reserve population in 1996 was 370 (Statistics Canada, 2002); there was no recorded data for band members living off-reserve. Although the housing projection data was analyzed using preliminary projections of potential housing demand (population growth) there are other factors to consider when determining housing projection. However, for this projection, I used a simplified arithmetic growth method. The chosen methodology to determine housing projection was made with the assistance and advice from Lezubski, D. and Himbeault, D. (2012).

Based on the historical population data, SLFN has experienced both population growth and decline over the past 15 years, as seen in Chart 1.1. From 2006 to 2011 the community's population has increased by 6.9% (Statistics Canada, 2012). If this growth rate remains steady over the next 5 years, the projected population of SLFN in 2016 will be 397; this is the highest growth scenario. The medium growth scenario will be an average of the historical population growth and the most recent population growth rate, resulting in 3.5% increase in population. However, looking at the longer term growth rate from 1996 to 2011, as seen in Chart 1.1, this shows neither a population growth nor decline (Statistics Canada, 2002; Statistics Canada 2007; and Statistics Canada, 2012). If this long term historical trend remains constant, this will result in no population growth or decline; this is the lowest growth scenario.

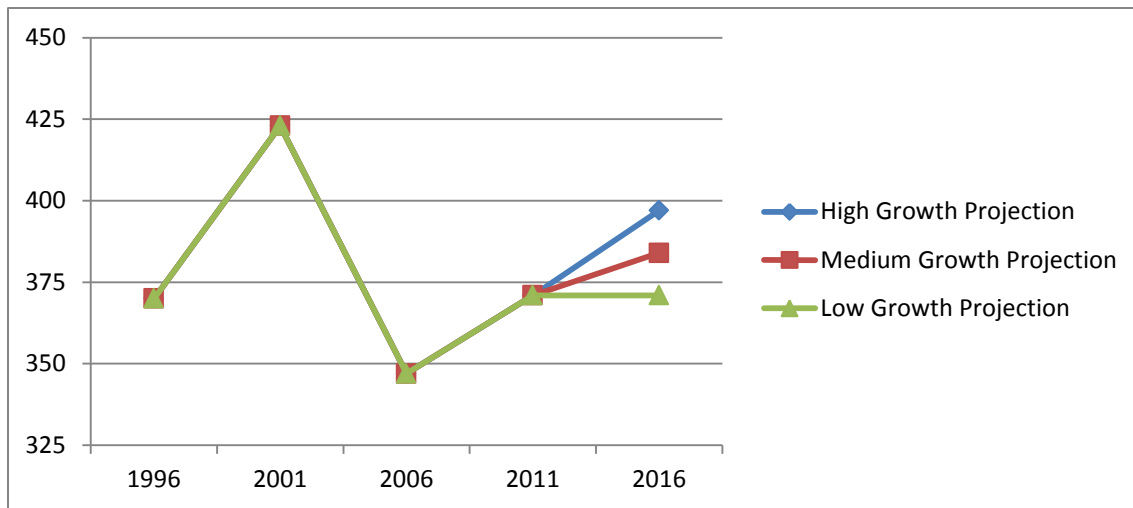


Chart 1.1: SLFN Population Growth from 1996 – 2011. Also Depicting Multiple Growth Projections for 2016
Source: Statistics Canada, 2002; Statistics Canada 2007; and Statistics Canada, 2012

As a simplified arithmetic growth method based on historical population data was used, the population growth projection will be limited to five years. An accurate longer term projection cannot be completed without access to a more accurate and sophisticated population growth model that would account for variables such as: population age characteristics, immigration rate, birth rate, death rate, etc. Due to the small community population, economic events such as community economic development opportunities will have a large impact on the population growth percentage and the housing needs in the community. Currently, the community does not have vacant housing to accommodate a sudden increase in population growth. As the community is anticipating the development of the Spirits Sand Casino and other business ventures (Personal communication with Ducharme, J., June, 2012), these opportunities will increase the need and demand for housing. Using the high growth scenario depicting an increase in population of 6.9% (26 people) (Statistics Canada, 2012), a scenario for high future housing need and based on the current average of 2.8 residents per dwelling (Statistics Canada, 2012), a population increase of 26 people will likely result in the need for 10 new dwellings. The

medium growth scenario depicted an increase in population of 3.5% (13 people), using the same extrapolation as above, this will result in the need for 5 new dwellings. The low growth scenario projects no population growth requiring no additional dwellings for 2016.

Caution should be used determining this approximation because this is a limited estimation based on the factors previously described.

5.3.4 Alternative Types of Housing

Swan Lake First Nation community members have stated that the community is in need of different types of housing. Currently, SLFN's housing stock is dominated by single detached family houses and although the current housing stock meets the needs of families in the community, it does not meet the needs of single and senior people in the community. Response from the housing condition survey reported that 19% of respondents stated that more seniors housing needs to be developed, 50% stated that the community is in need of dwellings targeted for single people and 18% stated that apartments or townhouses should be developed to meet the needs of singles and seniors.

The community currently has an 8-plex building that is geared towards independent living for seniors. This type of building has been successful in meeting the needs of the seniors living in it. With an on-reserve population of 371 as of 2011 (Statistics Canada, 2012), SLFN has 20 seniors between the ages of 65 to 85+. As the population continues to age and as the 8-plex has been successful in meeting the needs of seniors who currently reside in it, SLFN can use the success of the 8-plex as precedent and can benefit from building more accommodations like this. SLFN can also benefit from incorporating accessible housing by design principles to support and enable seniors' age in place. Through the housing condition survey, community members were given the opportunity to describe what kind of residential development they

would like to see for single people. Most people responded that there should be apartment complexes or town houses that would house single people and families with one or two children that move back to the community. Others stated that although there is a need for residential development for singles and seniors, larger families (5 or more children per household) are also in need of larger dwellings. Therefore, SLFN can address the needs of larger families by building dwellings with 5 or more bedrooms.

When planning for future housing constructions, SLFN should consider building dwellings for singles, seniors and larger families. Building another 8-plex with accessible design principles can help meet the needs of the seniors, building homes with five or more rooms will assist in accommodating larger families and building apartment complexes and/or townhouses comprising of studio, one, and/or two bedroom units can meet the needs of singles and smaller families. However, when building apartment complexes, it is important that these complexes fit into the community and are low density complexes. Having a variety of housing types in the community can address the housing choice of all members of the community.

Chapter Six: Recommendations and Summary

6.1 Chapter Introduction

This chapter is the last chapter of the practicum. It provides recommendations to SLFN on further research areas and also provides suggestions to be explored by SLFN. The chapter ends with a summary of the practicum.

6.2 Implementation of Community Housing Plan

Swan Lake First Nation housing team has assumed responsibility for implementing the community housing plan and encouraging occupants of dwellings to maintain the good condition and quality of their homes by using the housing maintenance strategy to conduct regular home maintenance and inspection. SLFN housing team conducts regular inspection and maintenance of dwellings, encourages preventative maintenance among occupants, and are also working towards creating a tenant handbook to outline housing procedures and maintenance items (Personal Communication with Kematch, S., December 2012); this handbook will complement the housing plan. Marshall (n. d.) stated that “effective community housing plans require effective management to ensure that the proposed activities and strategies are implemented to provide the intended results” (p. 59). It is essential for the housing team to have a work plan and schedule to carry out maintenance and inspection of dwellings, and to also involve occupants in this process so as to encourage and teach occupants how to carry out basic maintenance on their dwellings. Marshall (n. d.) outlined the requirements needed to manage the implementation of

the plan. These requirements are outlined below as well as SLFN's response to addressing these requirements.

- “Ensuring that the critical tasks are performed within the proposed schedule – minimizing the likelihood of significant schedule slippage” (Marshall, n. d., p. 59);
 - SLFN would address this by identifying the housing team to be responsible for carrying out inspections and maintenance twice a year. Once in the fall/winter and the other in the spring/summer. Abiding by the schedule will ensure maintenance is carried out in a timely fashion.
- “Ensuring that individuals involved in implementing aspects of the Plan have the required knowledge and skills to successfully perform their roles” (Marshall, n. d., p. 59);
 - SLFN housing team have already identified qualified skilled contractors who are familiar with the housing stock and are knowledgeable and skilled in carrying out inspections and repairs.
- “Ensuring that the resources required in the performance of tasks are available” (Marshall, n. d., p. 59);
 - SLFN cannot identify or plan for resources before inspections are made (Personal communication with Kematch, S., December, 2012). However, once repairs are identified, SLFN can allocate appropriate resources to conduct repairs.

SLFN housing team is aware of the requirements needed to ensure proper implementation of the plan and are capable of conducting repairs, inspection and maintenance of dwellings twice a year, once in the fall/winter and the other in the spring/summer. As a

community housing plan is not a onetime only process, SLFN housing team is responsible for updating the community housing plan to ensure that the plan reflects and addresses current housing stock and needs.

6.3 Recommendations

SLFN is considered to be advanced in their housing compared to other First Nation communities. Chief and Council, housing department, and community members are working hard to improve the state of their housing stock. As previously stated, approximately 90% of SLFN housing stock has experienced some level of renovation and overall community members are satisfied with their housing conditions. However, to keep this level of satisfaction and housing quality, SLFN has to continue their hard work. Some recommendations for future housing plans include:

- **Housing Renovation, Maintenance and Inspections:** SLFN has been successful in renovating 90% of their housing stock; however, 10% of dwellings still need to be renovated. SLFN aims to carry out the remainder of the renovations through the Residential Rehabilitation Assistance Program provided by CMHC. Although renovations improve the quality of dwellings, having maintenance and inspection strategies will prolong the life span of dwellings. SLFN needs to implement the maintenance strategy that has been developed by encouraging community members to carry out regular maintenance and checks on their dwellings. To assist community members, SLFN also should conduct regular inspections of homes and ensure repairs are carried out in a timely manner to avoid bigger problems and more expensive repairs.

- **Incorporating Accessible Housing by Design:** A steering committee member mentioned that SLFN could benefit from incorporating accessible housing by design. What this means is having a house designed to accommodate everyone's needs including people with disabilities (CMHC, 2010). Accessible housing encompasses dwellings that are minimally accessible but can easily be made accessible when the need occurs, and dwellings that are completely accessible with wheelchair ramps, accessible bathtubs, power door openers, wide hallways and doors, and so on (CMHC, 2010). There are some common types of accessible house design, which include:

- **Visitable:** This means a house that has basic accessible features that allow people with impaired mobility to visit (CMHC, 2010).
- **Adaptable:** A dwelling that can be economically transformed at a later date to accommodate resident(s) with disability (CMHC, 2010).
- **Accessible:** This includes a dwelling that has features that accommodate the needs of resident(s) with disability (CMHC, 2010). Features include: wheel-in shower stalls, open turning spaces within rooms and so on (CMHC, 2010).
- **Universal:** This type of "design recognizes that residents of a dwelling are all different and they may come with different abilities that may change over time (CMHC, 2010).

Incorporating an accessible housing by design plan can assist SLFN's housing department in making necessary changes to meet the needs of community residents.

- **Building Capacity and Encouraging Community Involvement:** While developing the community housing plan, a challenge was the low rate of respondents to the housing

condition survey. Only 36% responded to the survey, which was a low response rate. Community members need to realize that in order to improve housing conditions they need to participate and voice their needs and opinions. For a community housing plan to be successful it needs to be community driven and supported by the community members. SLFN community members should take an active role in participating in planning endeavours in the community.

SLFN needs to encourage capacity building within members of the community. This can be done by conducting training and housing workshops to teach housing occupants about home owner's responsibilities. Training and workshops can encourage occupants and equip them with the tools and knowledge to engage in a proactive role of maintaining and conducting minor repairs to their homes. Manitoba Hydro and Canada Mortgage and Housing Corporation provide skills training and capacity building workshops to First Nation communities. Taking advantage of the training and workshops provided by these organizations can be beneficial to SLFN.

- Address Housing Backlog: Housing backlogs are widely experienced in Aboriginal communities and SLFN is not alone in this experience. Although SLFN has taken a practical role in bettering their current housing stock, they also need to take a proactive role in addressing the housing shortage experienced in the community. By determining population growth and other factors like: birth rate, death rate, economic opportunities and so on, SLFN can estimate the projection of new housing construction needed to meet the future housing needs of the community.

These are a few recommendations to further improve SLFN's housing stock and to meet the housing needs of community members.

6.4 Project Summary

The purpose of this project was to study Swan Lake First Nation's community and housing need, and develop a First Nation community housing plan for the community using Indigenous Planning as the context. Before developing the community housing plan, it was important to study Indigenous planning to understand how planning is carried out in Indigenous communities and it was also crucial to study documentations on Canada's on-reserve housing conditions. Studying Indigenous planning, on-reserve housing conditions in Indigenous communities and processes of developing a First Nation community housing plan, produced knowledge, understanding and acted as the foundation in which SLFN's housing plan was developed.

Indigenous planning provides awareness of the unique ways Aboriginal communities have planned their surroundings, lands and resources to meet the distinctive needs of Aboriginal people. Without the theoretical framework of Indigenous planning, Western planners may be unaware of how to conduct planning with Indigenous communities to provide successful outcomes. However, with the help of Indigenous planning, Western planners have learned to be open minded when planning in an Indigenous setting and also learned the importance of community engagement and ratification. In the process of working with Indigenous people, planners should always be aware that the work cannot be done in isolation. The community has to be consulted and kept abreast of the planning processes being conducted. By doing this, the community develops ownership of the plan and gains knowledge of planning processes which in turn empowers them and encourages them to carry on with planning in their community.

To further gain knowledge on how to address housing challenges and how to develop a community housing plan for SLFN, I studied various documents on the processes of developing

a First Nation community housing plan. These documents outlined different steps to be taken to develop a community housing plan. Although there are guidelines for the development of First Nation community housing plans, First Nation communities are unique in their experiences and situations, therefore, when developing a community housing plan, the plan needs to be tailored to meet the current and future housing needs and the inimitability of the community. The recognition that First Nation communities are distinctive was implemented in this project. Members of SLFN were involved in the development of this community housing plan; the steering committee members were the knowledge generators who determined the components and the process of developing the community housing plan. Engaging community members facilitated the development of capacity, knowledge, ownership and a housing plan that can benefit the community.

The creation of the community housing plan for SLFN is a stepping stone for the community to continue their work in bettering the housing quality and adding to their housing stock. Although a maintenance strategy has been developed for SLFN, it cannot improve the housing condition without all community members participating by implementing the maintenance strategy in their homes and conducting regular home maintenance and inspection to ensure their dwellings are well maintained and in good condition. A successful community housing plan requires community involvement and commitment, on-going implementation of the plan, on-going improvements and additions to the plan to reflect changes in the community.

The development of this SLFN community housing plan shows the willingness of SLFN to engage in planning and engage resources offered to them to better their community. SLFN is a progressive community that has worked hard at the overall betterment and improvement of their community and continues to seek new ways to improve. As a student conducting this Indigenous

project, I got the opportunity to learn about Canadian Aboriginal people, their history, culture, traditions, ways of life and how to conduct planning in an Indigenous setting. The knowledge and experience gained from this project has been invaluable and will enrich my skill set as I venture into the planning field.

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Appendix I: Ethics Forms and Housing Condition Survey

1.1 Pledge of Confidentiality Form



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PLEDGE OF CONFIDENTIALITY

Research Project Title: Developing a Community Housing Plan for Swan Lake First Nation

Principal Researcher and contact information: Marie Cecile E. Mbadugha, Master of City Planning Student

Research Supervisor and contact information: Ian Skelton, Professor at Department of City Planning

This pledge of confidentiality, a copy of which will be left with you for your records and reference, is only a part of the process of participating in distributing and collecting the housing condition surveys. If you would like more detail about something mentioned here, or information not included here, you should feel free to ask. Please take the time to read this carefully and to understand any accompanying information.

As you have agreed to partake in helping to distribute and collect the Swan Lake First Nation housing condition survey door to door, you hereby pledge that all information collected in this survey will be kept confidential. You pledge that you will not identify any participant(s) of the survey or disseminate any information or identifying factors to any party other than the principal researcher. You pledge that all surveys you collect will be given to the principal researcher and no other party.

Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the research project and agree to participate. In no way does this waive your legal rights nor release the researcher, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the project at any time without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.

The University of Manitoba may look at your research records to see that the research is being done in a safe and proper way.

This research has been approved by the Joint-Faculty Research Ethics Board. If you have any concerns or complaints about this project you may contact any of the above-named persons or the Human Ethics Coordinator (HEC) at 474-7122. A copy of this pledge of confidentiality has been given to you to keep for your records and reference.

Participant Name: _____

(Print)

Role: Sharing Circle and Steering Committee Member Assisting with Distributing and Collecting Housing Condition Survey

Participant's Signature: _____ Date: _____

Researcher and/or Delegate's Signature: _____ Date: _____

1.2 Informed Consent Form



Faculty of Architecture

Department of City
Planning
201 Russell Building
84 Curry Place
Winnipeg, Manitoba
Canada R3T 2N2
Tel: (204) 474-9558
Fax: (204) 474-7533

INFORMED CONSENT FORM

SHARING CIRCLE/STEERING COMMITTEE

Research Project Title: Developing a Community Housing Plan for Swan Lake First Nation

Principal Researcher and contact information: Marie Cecile E. Mbadugha, Master of City
Planning Student

Research Supervisor and contact information: Ian Skelton, Professor at Department of City
Planning

This consent form, a copy of which will be left with you for your records and reference, is only part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. If you would like more detail about something mentioned here, or information not included here, you should feel free to ask. Please take the time to read this carefully and to understand any accompanying information.

The purpose of the project is to create a community-driven housing plan for Swan Lake First Nation (SLFN). This housing plan will assist in meeting the present and future housing needs of the community, it will outline strategies to assist in the current housing challenges and

also build capacity within the community. Part of this community process is to engage the community for their input. One way to achieve this goal is by recruiting representatives from the community that will act as members of both a sharing circle and a steering committee. The sharing circle and steering committee will consist of a maximum of 7 people. These members will play two roles; one role in the sharing circle and the other in the steering committee. The sharing circle will consist of sessions of interviews to gain knowledge and information that will inform the housing plan. The steering committee members will assist in tasks like distributing and collecting the housing condition survey.

During sharing circle meetings, the sharing process is anticipated to take approximately 1.5 hours and will be held twice during the time of the project; once in May and once in July. There are no foreseen risks for participating and participants are free to decide whether or not to participate and they can withdraw at any time without any negative consequences. In participating with the sharing circle and steering committee, participants are given the choice on whether to remain anonymous or disclose their identity. In the case where a participant chooses to disclose their identity, their information will be kept confidential. However, please note that the principal researcher cannot guarantee confidentiality of identity or of what occurs in the committee or sharing circle meetings.

At the end of the project, November 30th, 2012, a community-driven housing plan will be created and copies will be made accessible for community members in the band office. Community members will also receive a mail out summary of the results of the plan.

Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the research project and agree to participate as a subject. In no way does this waive your legal rights nor release the researcher, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and /or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.

The University of Manitoba may look at your research records to see that the research is being done in a safe and proper way.

This research has been approved by the Joint-Faculty Research Ethics Board. If you have any concerns or complaints about this project you may contact any of the above-named persons or the Human Ethics Coordinator (HEC) at 474-7122. A copy of this consent form has been given to you to keep for your records and reference.

Participant Name: _____

(Print)

Role: Sharing Circle and Steering Committee Member

Participant's Signature: _____ Date: _____

Researcher and/or Delegate's Signature: _____ Date: _____

1.3 Housing Condition Survey



Faculty of Architecture

Department of City
Planning
201 Russell Building
84 Curry Place
Winnipeg, Manitoba
Canada R3T 2N2
Tel: (204) 474-9558
Fax: (204) 474-7533

INFORMED CONSENT FORM

SWAN LAKE FIRST NATION HOUSING CONDITION SURVEY

Research Project Title: Developing a Community Housing Plan for Swan Lake First Nation

Principal Researcher and contact information: Marie Cecile E. Mbadugha, Master of City
Planning Student

Research Supervisor and contact information: Ian Skelton, Professor at Department of City
Planning

This consent form, a copy of which will be left with you for your records and reference, is only part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. If you would like more detail about something mentioned here, or information not included here, you should feel free to ask. Please take the time to read this carefully and to understand any accompanying information.

The purpose of the project is to create a community-driven housing plan for Swan Lake First Nation (SLFN). This community-driven housing plan will assist in meeting the present and future housing needs of the community, it will outline strategies to assist in the current housing challenges and also build capacity within the community. Part of this community process is for community members to participate in a housing condition survey. The goal of this survey are to determine the housing situation in SLFN, the type and level of servicing, the condition and level

of crowding present in existing housing, and future locations of new housing. The information collected will inform the community-driven housing plan.

The survey is anticipated to take between 15-20 minutes. Community members who have a disability and are unable to respond to the survey can seek the assistance and consent of their caregiver. In addition, the principal researcher can be contacted to assist. There are no foreseen risks for participating in this survey. Participants are free to decide whether or not to respond to this survey without any negative consequences. The survey will not collect personal information. Each survey will be assigned a code number (for example, *respondent 001*) to ensure confidentiality. After surveys are collected, they will be stored in a locked drawer or in a password protected laptop to further protect respondents.

At the end of the project, November 30th, 2012, a community-driven housing plan will be created and copies will be made accessible for community members in the band office. Community members will also receive a mail out summary of the results of the plan.

Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the research project and agree to participate as a subject. In no way does this waive your legal rights nor release the researcher, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and /or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.

The University of Manitoba may look at your research records to see that the research is being done in a safe and proper way.

This research has been approved by the Joint-Faculty Research Ethics Board. If you have any concerns or complaints about this project you may contact any of the above-named persons or the Human Ethics Coordinator (HEC) at 474-7122. A copy of this consent form has been given to you to keep for your records and reference.

Participant Name: _____
(Print)

Role: _____ Participant

Participant's Signature: _____ Date: _____

Researcher and/or Delegate's Signature: _____ Date: 04/May/2012

4. How many people live in this house? Please include people who are away from home, at school, on vacation, away on business or who are in the hospital.

_____ Persons

5. a) Is there enough space for you and the others living in this dwelling?
_____ Yes _____ No

b) If your answer was "No", what type of additional space is needed?

6. a) Do you rent or own this house?

Rent: _____ Yes _____ No Others; Please Specify: _____

Own: _____ Yes _____ No Others; Please Specify: _____

b) If you rent, what is the monthly rent you pay for this house?

\$ _____/Month _____ None _____ Don't Know

c) If you own this house, what are your total regular monthly mortgage payments for this house?

\$ _____/Month _____ None _____ Don't Know

7. How old is this house?

_____ Years _____ Don't Know

8. a) Is there a person with a permanent disability in this household, who has difficulty moving around? Examples could include mobility disabilities, paraplegia, amputation or any other condition which restricts one's ability to walk, or agility and lack of strength disabilities, such as arthritis, cerebral palsy, polio and multiple sclerosis.

_____ Yes _____ No _____ Don't Know

b) Has this house been modified for a person with a disability? This may include grab bars, kitchen or bathroom modifications, lowered light switches or outdoor wheelchair access.

_____ Yes _____ No _____ Don't Know

c) If your answer was “yes”, what kind of modification was made?

9. a) Does anyone in the house suffer from health problems due to the state of the house?
_____ Yes _____ No _____ Don't Know

b) If your answer was “Yes”, what are the health problems?

10. a) Does your home have mold?
_____ Yes _____ No _____ Don't Know

b) If your answer was “Yes”, please explain where the mold is located?

11. a) Does this dwelling require any major repairs? Major repairs include walls, foundation, floors, plumbing, electrical, heating or ventilation system.
_____ Yes _____ No _____ Don't Know

b) If you answered “Yes”, which of the following repairs need to be done?

- _____ Major repairs of walls, foundation, floors or ceilings
_____ Roof or exterior siding needs to be replace
_____ Plumbing replacement
_____ Electrical
_____ Heating or ventilation

Others; please specify:

12. a) Was your home recently renovated?

_____ Yes _____ No _____ Don't Know

b) If your answer was "Yes", what type of renovation was done?

13. If your answer was "Yes" to question 12b, how would you rate the quality of renovation on a scale of 1-5, where "1" represents the least satisfied, and "5" represents complete satisfaction:

___ 1 ___ 2 ___ 3 ___ 4 ___ 5

14. a) Do you think that SLFN should build more housing units?

_____ Yes _____ No _____ Don't Know

b) What location should more houses be developed on?

_____ Main reserve (# 7)

_____ Carberry (#7A)

Others; Please Specify:

c) What types of housing should be developed? For example, apartments, town houses, seniors housing, singles, etc.

15. Please rate the following questions on a scale of 1-5, where "1" represents the least satisfied, and "5" represents complete satisfaction:

a) How satisfied are you with your house overall?

___ 1 ___ 2 ___ 3 ___ 4 ___ 5

b) How satisfied are you with the size of your house?

___ 1 ___ 2 ___ 3 ___ 4 ___ 5

c) How satisfied are you with the facilities in your house (i.e., bathrooms, running water, etc.)?

___ 1 ___ 2 ___ 3 ___ 4 ___ 5

d) How satisfied are you with the location your house is located on?

___ 1 ___ 2 ___ 3 ___ 4 ___ 5

e) How satisfied are you with your community overall?

___ 1 ___ 2 ___ 3 ___ 4 ___ 5

f) If you could change one thing about your house, what would it be?

16. a) Do you feel that the level of maintenance and renovation for SLFN housing is adequate?

_____ Yes _____ No _____ Don't know

b) Who should be primarily responsible for housing maintenance and renovation?

_____ The Occupant of the Housing _____ SLFN Band Council

Others; Please Specify:

c) Do you perform regular home maintenance?

_____ Yes _____ No Others; Please specify: _____

d) If your answer was "Yes", what kind of home maintenance do you perform?

e) If your answer was “No”, why don’t you perform home maintenance?

f) Do you feel maintenance training would assist you in maintaining a good condition of your home?

_____ Yes _____ No Don’t know _____

17. a) Should SLFN have a housing maintenance and renovation strategy?

_____ Yes _____ No

b) Can you describe what a housing maintenance and renovation strategy should include?

18. a) Does SLFN need a long term housing plan to address the housing needs?

_____ Yes _____ No

b) If “Yes”, what would be the planning priorities? Example: new housing construction, renovation, etc.

c) As part of the housing plan, would you be interested in participating?

_____ Yes _____ No _____ Don’t Know

d) If your answer was “Yes”, how would you like to participate?

Other Comments:

Thank you for taking the time to complete this survey. Your input is very important and will be integrated into the community housing plan.

Meegwetch!

Appendix II: Sharing Circle

2.1 Sharing Circle Questionnaire and Responses

Members of the sharing circle will be asked to answer questions which have been divided into two phases. The first phase will be done at the beginning of the project to gain an understanding of the current status of housing in the community, to examine and document the process of developing the housing plan, how this process fits into the community, and members will be required to identify the components that will be incorporated into SLFN's community housing plan.

The second phase will consist of questions directed at gaining information on how the process of developing the community housing plan went and will be conducted at the end of the project.

Confidentiality: Please note that in participating in this group, you understand the purpose of this group, you are required to sign a consent form and you have the right to withdraw at any time. You are not required to disclose your name on any part of this questionnaire. However, if you decide to disclose your identity, your information will be confidential and will be destroyed at the end of the project. Each completed form will have a code number assigned to it (e.g *respondent 001*).

First Phase:

1. What is the current housing status in the community?

- All respondents agreed that the current housing condition in the community is satisfactory due to majority of the dwellings being renovated to some degree. However,

the community is experiencing a shortage of housing and lack of alternative types of housing. Respondents stated that there should be more options with regards to types of housing, creating options will assist in meeting the needs of larger families, single and senior people.

2. How do you see the community benefiting from a community housing plan?

- The community housing plan will create guidelines and solutions to uprising problems. By engaging community members in the housing plan, this gives members the opportunity to voice their needs and participate in the planning process to improve the housing stock. The community housing plan and community engagement process will also result in more pride in ownership and better home maintenance by the occupants.

3. What would community members like to see in their community in terms of housing?

The responses were as follows:

- Members of the community would like to see more homes built to decrease the housing shortage
- More dwellings for single people, for instance row housing and apartments
- More dwellings suited for seniors, for instance, more independent living units with more than one bedroom
- Dwellings that meet the needs of larger families, for instance, dwellings with more than three bedrooms
- Consideration of universal designs and accessibility when building units
- Street beautification

- More job opportunities created through housing construction, maintenance and renovation
- Giving occupants the opportunity to participate in selecting housing design and interior components of the dwellings. Personalizing their dwellings may result in an increase in home ownership and encourage occupants to take good care of their dwellings

4. How can the community housing plan be created to reflect the housing needs of the community?

- By engaging community members and forming a committee to assist with the project. This will require team work from all related departments of the SLFN, membership and CMHC. Housing needs can be retrieved through community engagement, meetings and housing survey,

5. What components should be incorporated into the community housing plan? For example, a long term housing maintenance strategy, a housing condition survey report, alternative types of tenure, etc.

- An on-going housing maintenance strategy, housing condition survey report, alternative types of housing and housing policy should be included in the housing plan. As time changes and more needs arise, the housing plan can be updated to reflect current changes.

6. Does Indian and Northern Affairs Canada’s “Guidelines for the Development of First Nation Community Housing Plans” assist in addressing the housing challenges in this community?

- Some respondents stated that they are not familiar with this document. Others stated that the guidelines in the document do not necessarily address the housing challenges in SLFN.

7. How do you see this process working for your community? Or how will this process work for the community?

- Respondents stated that the plan is a very good idea however it needs to be community driven to ensure the plan addresses the needs of the community. Also there needs to be leadership involvement and commitment by all elected officials to ensure the plan gets implemented and continues to get updated.

Second Phase:

1. How did the process of developing SLFN community housing plan work for the community?

- Respondents felt that the process went well. The community members who responded to the survey and attended meetings had the opportunity to voice their opinions and enjoyed doing so. They like the idea of having a community-driven housing plan.
- The process of developing a community housing plan was successful in gathering information from community residents, however there were unavoidable shortcomings.
- An unfortunate circumstance was the low response rate. Perhaps assistance could have been provided to the survey respondents, which may have led to a higher response rate. However, the results can be considered representative of the community.
- The logistics of preparing the survey envelopes (package) were somewhat overwhelming due to ensuring that confidentiality was maintained.

- It was a good idea to have a pre-test of the survey to fine tune it.

2. Where the housing needs of the community addressed in the housing plan?

- Housing needs were for the most part addressed and a lot of concerns were covered in the housing plan. The timing of housing delivery and repairs is largely beyond the control of SLFN as it is budget driven. Also, if there were more responses to the survey, we may have been able to receive more input as to what needs to be changed.

3. In your opinion, what were the challenges and successes of this project?

The following were the challenges of the project:

- It was challenging to decide what information was needed from community residents to structure the survey
- Generating public interest, participation and input was a challenge

The following were the successes of the project:

- A success was getting some community input through meetings and the survey
- The project was successful in collecting useful data, information, and obtaining some level of interest from community residents
- Another success was the completion of the community housing plan as it will be used for future reference and planning

4. Will this process enable community members and chief and council carry out projects in a way that addresses the housing needs of the community?

- With the development of the plan, it will definitely give community members and Chief and Council leverage in carrying out and address housing needs in the community

5. What recommendations do you have for future addition to the housing plan?

- Future addition to the housing plan should continue to involve SLFN Chief and Council, and the housing department. Alternate types of housing accommodations should be examined as a means to accommodate all community residents, that is, single individuals, seniors, families and so on
- Gain more community input to further address needs
- Emphasize and implement a universal design so SLFN is not limited when conducting tenant selection, renovations or future planning
- Have annual workshops on general maintenance to emphasize the need for occupants to be responsible for their unit, rather than depending upon Chief and Council and/or the housing department to pay for repairs that could have been prevented in the first place
- As long as there is room for additions, amendments and any alterations that may be required, the plan looks good. This plan is something for the community to start with, it is a good start

Appendix III: SLFN Housing Maintenance Strategy

3.1 Swan Lake First Nation Housing Maintenance Strategy

Having a maintenance strategy for SLFN provides knowledge to community members to assist them in conducting basic home maintenance to ensure their dwellings are in good condition and to maintain the good quality of the dwelling. This appendix provides the importance of maintaining different aspects of your home and step by step guide to conducting basic maintenance.

3.1.1 EXTERIOR

1. Stucco Siding



Figure 2.1: Stucco Siding on House
Source: Vinyl Siding Centre (2012)

Importance:

The siding of a dwelling is very important as it protects the home from insects, weather and other factors (Vinyl Siding Centre, 2012) and ensures the interior of the dwelling is kept safe. Stucco siding, because of its durability does not require

much maintenance. However, some maintenance is required.

How to Maintain:

- Hose off stucco siding occasionally and repaint or re-patch as needed. You can also lightly pressure wash your stucco using an appropriate chemical treatment.

- If there are hairline cracks, this can be fixed with paint. However, if you can stick your credit card through the crack then you will need to use a brushable elastomeric sealant to cover the crack.
- When patching your stucco, the patch job needs to cure slowly. Shade or cover the areas during hot weather and ensure the area is damp (about 90% humidity) for 24 to 48 hours. If the patch dries quickly, the crack will likely appear again.
- If there are fissures wider than an eighth of an inch (movement cracks) or areas where the stucco has flaked off revealing the lath, you will need to notify your maintenance manager and this can be filled with a urethane sealant or a similar product. Note: Always pay attention to movement cracks as they indicate a bigger problem and require professional help.

Sources:

Home Siding Centre (2012). Maintaining stucco siding. Retrieved from

<http://www.homesidingic.com/maintenance/maintaining-stucco-siding/>

Vinyl Siding Centre (2012). Importance of siding. Retrieved from [http://www.vinyl-siding-](http://www.vinyl-siding-center.com/importance-of-siding.html)

[center.com/importance-of-siding.html](http://www.vinyl-siding-center.com/importance-of-siding.html)

Image Source:

Vinyl Siding Centre (2012). Stucco siding. Retrieved from [http://www.vinyl-siding-](http://www.vinyl-siding-center.com/stucco-siding.html)

[center.com/stucco-siding.html](http://www.vinyl-siding-center.com/stucco-siding.html)

2. Gutters and Downspouts



Figure 2.2: Gutter and Downspouts
Source: McGinnis Roofing (2012)

Importance:

Maintaining your gutters and downspouts are important because they are designed to move rain water and snowmelt away from your dwelling (Home Energy Resource MN, n. d.).

Excess rain water and melted snow can spill against your walls and windows causing saturation of your foundation and

damages to your gutter and downspouts (Home Energy Resource MN, n. d.). The gutters and downspouts should be cleaned each year in the fall and this procedure takes 1 to 2 hours (Home Energy Resource MN, n. d.)

How to Maintain:

Home Energy Resource, MN (n. d.) has outlined some simple steps to cleaning your downspouts and gutters.

Step 1: Locate Key Areas

Locate all gutters, downspouts and downspout extensions; they may be plastic or metal.

Step 2: Assemble the Tools

For this job, you will need to assemble all the tools needed to carry out the maintenance. You will need a ladder, a scoop or garden shovel, gloves, hammer, screwdriver(s), bucket with ladder hook and a garden hose with spray attachment.

Step 3: Keep Gutter and Downspouts Clean

Start by cleaning the debris (leaves, sticks, seeds) from gutters and downspouts. Always be careful not to damage the gutter and downspouts with your tools. After removing debris from

gutters and downspouts, turn on the hose full blast and thread it into the drain opening on the downspouts.

Step 4: Ensure Gutter is Draining Properly

Check the gutters after flushing the debris and dirt from the downspouts to ensure there are no pools that indicate low spots. If there are low spots, the gutters should be sloped about one vertical inch for every 15 to 20 horizontal feet to ensure they drain properly (The Weather Channel, 2012).

How to Repair Gutters

The Weather Channel (2012) outlined some steps to repairing damaged gutters

Step 1: Install New Hangers

Install new hangers to hold gutters firmly in place. Typically this is called spikes and ferrules, which is used to attach gutters with straps, hangers or long nails inserted through metal collars.

Step 2: Don't Bother Replacing Straps

It is important that you do not try to replace straps, or renail old spikes or add new spikes because in order to replace these items you must pry up roofing materials. It is easier to make repairs using individual gutter hangers with self-tapping screws which are available in home improvement stores.

Also replace spikes with gutter screws and matching ferrules, this is because over time a spike will get loose and gutter screws hold better.

How to Fix Leaks

When there are leaks, you can fix them with silicone sealer. If you have rust holes in steel gutters it is better to get new ones instead of fixing it (The Weather Channel, 2012).

Replacing Gutters

If you need to replace your gutter, steel gutters generally perform better than vinyl or aluminum (The Weather Channel, 2012). The reason for this is because aluminum gutters shift during weather changes and the expansion and contraction causes nails and screws to loosen.

Sources:

Home Energy Resource MN (no date). Gutter and downspout maintenance. Retrieved online from

http://www.homeenergyresourcemn.org/basic_care/section_detail.aspx?itemID=2941&catID=759&SelectCatID=759&cat_1=751&cat_2=759&ref=2941:BC_I_2

The Weather Channel (2012). Home maintenance: How to keep your gutters and downspouts flowing. Retrieved online from

http://www.weather.com/activities/homeandgarden/home/hometips/homemaintenance/gutter_maint.html

Image Source:

McGinnis Roofing (2012). Gutters and downspouts. Retrieved from

<http://mcginnisroofing.com/roofing-services/gutters-and-downspouts/>

3. Roof



Figure 2.3: Roof
Source: House Calls
Maintenance (n. d.)

Importance:

The roof is an important part of the home as it protects the home from all the elements. Regular maintenance of the roof is needed to reduce the likelihood of premature aging and leaks

(Homeowner Protection Office, 2006). If a leak occurs through your roof and it is undetected for a period of time this can lead to

damage to the building structure and interior finishes (Homeowner Protection Office, 2006).

Therefore, it is crucial to inspect your roof twice a year (spring and fall) to ensure shingles, flashing and other features are in good condition (Homeowner Protection Office, 2006 and Houselogic, 2012).

How to Maintain:

Housinglogic (2012) has listed some steps to assist in maintaining your roof.

Step 1: Be Alert to Early Signs of a Roof Leak

Early signs include peeling paint on the underside of roof overhangs, dark areas on ceilings, water stains on pipes that vent the furnace or water heater and damp spots alongside fireplaces. With signs like this it is advisable to get professional help.

Step 2: Remove Leaves from the Roof

If leaves are not removed from roof, they will trap moisture and gradually decompose which allows wind-blown seeds to take root.

You can remove leaves by using a soft car-washing brush on a telescoping pole, a specialty tool like a roof leaf rake or a leaf blower. If the leaves are wet, then use a garden hose to wash them off. Note: do not use a pressure washer as this can force water under shingles.

Step 3: Trim Overhanging Branches

Keeping your roof clean by trimming branches helps prevent leaves and moss from getting on your roof. It also keeps squirrels and rodents from getting into your roof or siding. Trim overhanging branches that are within 10 feet of the roof.

Step 4: Prevent Ice Dams

Always remove ice buildup on your roof by using a roof rake to dislodge snow within 3 or 4 feet of the gutters. Removing ice buildup from roof might lower the risk of your roof leaking.

Step 5: Clean the Gutters

When leaves collect in the gutters, the gutters become clogged and can spill over the side causing damage to your siding and can also cause basement flooding. In worse cases, the water can back up into the structure of your house causing rot, infestations of wood and interior paint damage.

Keep your gutters clean by wearing gloves and scooping out the muck. Try to keep your gutters clean once each fall and in the spring.

Step 6: Clear the Roof of Moss

Neglecting moss can shorten the life span of your roof. In the fall, you can eradicate moss by using moss killer intended for roofs. In the spring, you can use a broom to remove remaining dead moss. Spread moss killer along the ridge of the roof and on any green patches.

Sources:

Houselogic (2012). Inspecting and maintaining your roof. Retrieved from

<http://www.houselogic.com/home-advice/roofing-gutters-siding/inspecting-and-maintaining-your-roof/>

Home Protection Office (2006). Maintenance matters: Building envelope maintenance bulletin.

Maintaining your roof. Retrieved from

<http://www.hpo.bc.ca/files/download/MMR/MM2.pdf>

Image Source:

House Calls Maintenance (no date). Winter..the best time to evaluate your roof. Retrieved from

<http://housecallsmaintenanceblog.blogspot.ca/2011/12/winterthe-best-time-to-evaluate-your.html>

4. Doors and Windows



Figure 2.4: Door and Window
Source: Building a Home Info
(2010)

Importance: Doors and windows wear out over time and need to be maintained to ensure that they continue to function well in terms of providing a clear vision to the outdoors and also providing security, light, access, weather protection,

aesthetics and ventilation (Homeowner Protection Office, n. d.). Doors and windows require semi-annual inspections, every

spring and fall. However frequent maintenance may be required as windows and doors age

(Homeowner Protection Office, n. d.).

How to Maintain:

Proper inspection and maintenance should cover all components that make up the exterior doors and window. These components include:

- Glass/glazing
- Frame material and finishes
- Screens
- Weather-stripping
- Operating hardware such as handles, cranks, hinges, locks and latches
- Surrounding interior finishes for any signs of water leakage or damage
- Sealant joints and gaskets

Homeowner Protection Office (n. d.) outlined different maintenance items and suggested actions, these are as follows:

- **Accumulation of Dirt and Debris at the Sill:** The presence of dirt and debris can affect proper functioning of windows and doors openings and can also block drainage holes that carry moisture to the outside.

You can clean this by vacuuming and cleaning the sills on a regular basis. Also clean any drain openings on the interior side if they appear blocked.

- **Dirty, Damaged or Worn-out Weather-Stripping:** Notify your maintenance manager if there is a problem with the weather-stripping as it is important to always have a tight fitting seal around windows and exterior doors.
- **Loose or Missing Seals and Gaskets:** Glazing seals can become damaged or worn over time and they are important as they provide a tight connection between the glass and the frame or sash components. Repair or replacement requires a qualified contractor so notify your maintenance manager.
- **Failed Sealed Glazing Units (condensation appears between layers of glass within the frame):** It is important to always check the seals between window panes because if the seals fail, moisture can get in and condense on the inner surfaces of the glass causing fogging.

As a preventative measure, the surrounding of the seal on the interior side of the window should always be kept dry without allowing moisture to stay on the frames of the window. If your glazing needs to be replaced contact your maintenance manager.

- **Improper Hardware Operation:** The moving part of your windows and exterior doors should be kept clean and properly lubricated. Door hinges should be checked, if loose, they should be tightened using a screwdriver and hinge pins should be secured into place.

- Dirty, Stained or Deteriorating Frame Finishes: There are a number of items to be considered, which are as follows:
 - Keep sill finishes and sealant in good condition because wood sills are more susceptible to damage.
 - Insect screens can be washed with a soft brush, mild soap and water, then rinsed and air dried thoroughly before installation.
 - Interior side of frame should always be kept regularly clean by using mild soap and water and rinsed thoroughly. Note: do not wash frames when surfaces are hot.
 - Paint or stain wood frames every five to ten years.

Source:

Homeowner Protection Office (no date). Maintenance Matters: Building Envelope Maintenance Bulletin. Residential Windows and Exterior Doors. Retrieved from <http://www.hpo.bc.ca/files/download/MMR/MM4.pdf>

Image Source:

Building a Home Info (2010). Windows and doors for your new home. Retrieved from <http://www.building-a-home-info.com/windows-and-doors.html>

3.1.2 INTERIOR

1. Mould



Figure 2.5: Mould on Wall
Source: Red Fox Building Biology
(n. d.)

Importance:

Mould growing in your home is a health hazard and precautionary measures should be taken to ensure eradication and prevention. Mould is classified according to size of area of contamination. There are:

Small areas: fewer than three patches, each smaller than a square meter

Moderate areas: one or more isolated patches larger than one square meter but smaller than three square meters.

How to Clean:

Cleaning mould in small and moderate areas:

- Small areas of mold can be cleaned with a detergent solution – scrub the area with the detergent solution, then sponge with a clean wet rag and dry quickly
- Wear a mask, safety goggles and rubber gloves
- Seek professional help if mould resurfaces

General Mould Cleaning

- Vacuum surfaces with a vacuum cleaner which has a High Efficiency Particulate Air (HEPA) or is externally exhausted
- Scrub or brush the mouldy area with a mild unscented detergent solution

- Rinse area by sponging with a clean wet rag
- Dry quickly
- Vacuum the surfaces that were cleaned and surrounding areas

How to Prevent:

- Find and fix water leaks
- Discard excess stored materials and clutter because mold can grow on fabrics, paper, wood and anything that can collect dust and holds moisture
- Regularly clean and maintain your home
- Keep your home dry. Reduce moisture in the home by using exhaust fans or opening your window

For more information seek Canada Mortgage and Housing Corporation's guide on Homeowner's Guide to Fighting Mold.

Source:

Canada Mortgage and Housing Corporation (2012). Fighting mold – The Homeowner's guide.

Retrieved from http://www.cmhc-schl.gc.ca/en/co/maho/yohoyohe/momo/momo_005.cfm

Image Source:

Red Fox Building Biology (no date). Mould in your home or workplace. Retrieved from

<http://redfoxbb.com.au/index.php/mould-in-your-home-or-workplace-2/>

2. Drywall



Figure 2.6: Drywall
Source: Squidoo (2012)

Importance:

It is important to maintain your drywall because drywall conceals the insulation, plumbing and wiring of your house. If your drywall is damaged it can expose occupants to hazardous materials. Therefore, it is important to conduct regular maintenance of your drywall.

How to Maintain:

Drywall suffers from some common problems such as cracks or holes, popped nails or screws, wet or stained drywall and so on. Fine homebuilding (1999) describes ways to fix these common problems.

Cracks or Holes: These are usually caused by structural movement. Most often the cracks occur on the seam, however sometimes they can be found around panels over the doorways or windows. Here are some steps to fix this problem:

Step 1: Remove any loose materials with a putty knife or utility knife

Step 2: Cut a V-groove along the crack, opening it up about ½ inch and going through the panel to the paper on the back

Step 3: Fill the groove with joint compound and cover it with mesh or paper

Step 4: Smooth the area with two or three coats of joint compound, blending it into the surrounding area. Note: let the compound dry between coats

Step 5: After the last coat, lightly sand the area

Popped Screws or Nail: This occurs when the drywall panel is not firmly fastened against the framing, when the framing shrinks or twists, or when the wall or ceiling moves slightly during remodeling work. Popped screws and nails are the most common problems.

Step 1: Refasten the panel near the popped nail or screw by driving a screw through into the stud about 1½ inch away, drawing the panel toward the framing

Step 2: If the paper surface of the drywall has not been damaged, fill the depression with three thin coats of joint compound. Note: always let the compound dry between coats.

If the paper surface has been damaged, remove loose materials and fill the hole with joint compound and cover the area with fibreglass-mesh tape

Step 3: Lightly sand the area with 150-grit sandpaper

Repairing Wet or Stained Drywall: This is commonly caused by water damage. Water leak usually runs along the top of the drywall until it finds a seam or a corner which causes loose tape and joint compound.

Step 1: Once the leak has been repaired, remove loose tape and joint compound

Step 2: Cover the seams with paper or mesh tape

Step 3: Apply two or three coats of joint compound, always allow to dry between coat

Repairing Large Patches:

Step 1: Make a square or rectangular patch, slightly larger than the damaged area

Step 2: Hold the patch over the damaged area and trace its outline on the wall

Step 3: Using a drywall saw, cut along the outline and then test the patch to fit

Step 4: To add strength to the repair, use furring strips (1 x 2 strips about 6 inches) and slide the strips into the opening to hold the patch

Step 5: Fasten the strips on both ends with drywall screws

Step 6: Also fasten the patch to the strips with drywall screws

Step 7: Fill large gaps with joint compound

Step 8: Cover all edges with mesh or paper tape

Step 9: You can paint the patch to match the surrounding area

Source:

Fine Homebuilding (1999). Repairing drywall: Techniques for fixing everything from pooped screws to big holes. *Fine Homebuilding* 122, pp. 64-69 May 1, 1999. Retrieved from <http://www.finehomebuilding.com/how-to/articles/repairing-drywall.aspx?nterms=64288,61632>

Image Source:

Squidoo (2012). The importance of drywall installation and repair. Retrieved from <http://www.squidoo.com/the-importance-of-drywall-installation-and-repair>

3. Plumbing and Faucets



Figure 2.7: Plumbing and Faucets

Source: Advanced Service Plumbing (n. d.)

Importance:

It is important to maintain the plumbing and faucets in your house; regular maintenance ensures that they work properly and save you money in the long run.

How to Maintain:

Plumbing: These are some common fixes and maintenance for your plumbing

- Grease Buildup: Use products designed to reduce grease buildup; you can buy these products at your local home maintenance store. Also, pouring hot water down the drain periodically can reduce grease buildup.
- Clogged Pipes: It is recommended that you use a screen or drain cover to catch hair or other things from clogging your pipes. It is easier to use a screen or drain cover to prevent clogging of pipes than dealing with a clogged pipe.
- Frozen Pipes: Always ensure outside pipes are well insulated. During the fall, disconnect and drain your garden hose, turn-off the indoor cut-off valve located near the faucet and open the outdoor faucet. If you do not have a cut-off valve, you may want to install one. This prevents pipes from freezing because any water left in pipes that are exposed to below-zero temperatures will cause your pipes to freeze.

Faucets: Below are common preventative measures to ensure proper functioning of your faucets

- **Daily Maintenance Care:** You can clean your faucets daily by using a damp cloth and mild soap and dry the faucets by using a soft dry cloth. You can also use window cleaning products.
- **Removing Deposits:** If you have hard water, over time this can be hard on your faucets because hard water possesses higher mineral counts which may often lead to mineral and lime deposits on your faucets or drain.

These deposits can be removed by using a window cleaner or mild abrasive cleaner, however caution should be exercised and avoid scrubbing with coarse sponges or bristly soap pads that can damage the finish of your faucet.

- **Minor Faucet Maintenance:** Your faucets have tiny components known as springs and seats and these components can experience wear and tear over the years. These components should be replaced when your faucet experiences signs of dripping.

Sources:

Faucet Depot (no date). How to care for a kitchen or bathroom faucet. Retrieved from

<http://www.faucetdepot.com/resources/care-for-kitchen-faucet.html>

eLocal Plumbers (2012). Preventative plumbing maintenance saves money. Retrieved from

<http://www.elocalplumbers.com/blog/preventative-plumbing-maintenance-saves-money-3870>

Image Source:

Advanced Service Plumbing (no date). Plumbing. Retrieved from

<http://www.advancedserviceplumbing.com/services.html>

4. Caulking and Weather-stripping (energy efficiency)



Figure 2.8: Caulking and Weather-Stripping Window
Source: Buildipedia (2012)

Importance:

Caulking and weather-stripping are simple and inexpensive ways to improve the energy efficiency of your home by reducing air leakage, alleviating drafts and also reducing your energy costs. You can weather-strip these areas to reduce air leakage: doors, windows and attic hatches. Caulking can prevent warm air from escaping into cavities and reduces the

risk of moisture damage. It is recommended to apply caulking to these areas: dryer vents, bathroom fans, plumbing vents, spaces where floor joints meet the tops of the basement walls, spaces where walls meet the floor, air conditioning units/vents, kitchen range hood, windows, doors and baseboards.

How to Apply Caulking

Step 1: Clean all areas to be caulked for good adhesion. Using a putty knife or large screwdriver, remove any old caulk and paint. Always ensure the area is dry to avoid sealing in moisture

Step 2: For getting deep into the crack, hold the gun at a consistent angle (forty-five degrees is recommended)

Step 3: While caulking, avoid stops and starts by caulking in one continuous stream

Step 4: To avoid bubbles, send the caulk to the bottom of an opening

Step 5: Ensure the caulk sticks to both sides of a seam or crack

Step 6: To avoid applying too much caulking compound, release the trigger before pulling the gun away

Step 7: Use a putty knife to push caulking compound back in a crack if the caulk oozes out

Step 8: If the caulk shrinks, reapply it to form a smooth bead that will completely seal the crack

How to Apply Weather-Stripping

Step 1: Weather-stripping should be applied to dry and clean surfaces in temperatures of above - 7 degree Celsius

Step 2: To ensure proper fit, measure the area to be weather-stripped before cutting material

Step 3: Apply weather-stripping snugly against both surfaces, the material should compress when the door or window is shut

Sources:

ATCO EnergySense (no date). Energy efficiency information: Caulking and weather-stripping.

Retrieved from

<http://www.atcoenergysense.com/Tools+and+Resources/Articles+and+Fact+Sheets/Residential/CaulkingWeatherstripping.htm>

National Renewable Energy Laboratory (2001). Energy efficiency and renewable energy:

Weatherize your home – Caulk and weather strip. Retrieved from

<http://www.nrel.gov/docs/fy01osti/28039.pdf>

Image Source:

Buildipedia (2012). Caulking and Weather-stripping. Retrieved from

<http://buildipedia.com/knowledgebase/division-07-thermal-and-moisture-protection/07-90-00-joint-protection/caulking-and-weatherstripping>

3.1.3 SYSTEMS

1. Heat Recovery Ventilation (HRV)



Figure 2.9: Heat Recovery Ventilation
Source: Carrier Corporation (2011)

Importance:

It is important to keep your HRV clean because it can help make your home a clean healthy living environment while keeping utility bills low (CMHC, 2012).

How to Maintain:

CMHC (2012) has outlined seven simple steps to keep your HRV clean and in good working condition.

Step 1: Turn Off Your HRV

Before you begin, the first step is to ensure that your HRV is turned off and unplugged.

Step 2: Clean or Replace Air Filters

If your air filters are dirty or clogged, it can lower the efficiency of your ventilation. Ensure that your filters are cleaned every two months. To clean your filters simply remove it, vacuum the dirt off and then wash it with mild soap and water before putting it back – this works for most new HRV filters. If your HRV is an older unit, then the filters are replaceable.

Step 3: Check Outdoor Intake and Exhaust Hoods

Always ensure that the outdoor intake and exhaust hoods are free from obstructions like leaves, waste paper or other obstructions that may be blocking the outside vents of your HRV. It

is vital to have an unobstructed airflow to ensure that your HRV is functioning properly. During winter, make sure snow or frost buildup are cleared from the outside vents.

Step 4: Inspect the Condensate Drain

Check your HRV to find out if it has a condensate drain – this is a pipe or plastic tube which comes out of the bottom. If your HRV has a condensate drain, it is important to ensure this drain is not clogged. Slowly pour two litres of warm, clean water in each drain pan inside the HRV to ensure it flows smoothly. If it is clogged, clean the drain.

Step 5: Clean the Heat Exchange Core

You can clean the heat exchange core by vacuuming it and washing it with soap and water, this will reduce dust that can build up inside the core. For further instructions, check your owner's manual.

Step 6: Clean Grilles and Inspect the Ductwork

This step should be done once a year. Check the ductwork leading to and from the HRV, remove and inspect the grilles covering the duct ends and vacuum the inside of the ducts. If your grilles and ductwork require more thorough cleaning, consult your service technician.

Step 7: Service the Fans

Brush off the dirt that has accumulated on the blade. Depending on if your HRV is an older model, you may have to lubricate the HRV, do this by putting a few drops of proper motor lubricating oil in the designated oil intake. Newer HRVs are designed to run continuously without lubrication. For further instructions check your owner's manual.

Your HRV should be serviced annually. If you are uncomfortable servicing your HRV, contact a technician that is trained and accredited by the Heating, Refrigeration and Air Conditioning Institute of Canada (HRAI).

Steps on Checking your HRV Balance: The Garbage Bag Test

HRVs need to be balanced with the fresh air flow matching the exhaust flow (CMHC, 2012). If you are unsure if your HRV was balanced upon installation or if you have changed or added HRV ducts, you can check the balance with the following easy steps:

To do this test, a large plastic (garbage) bag (1.2m – 48in. long) and an untwisted wire coat hanger are required. Tape the wire to the mouth of the garbage bag to keep it open, thereby creating a garbage bag air flow tester. Go outside to where your HRV ducts exit the foundation of your house.

Step 1: Crush the bag flat and hold the opening tightly over the exhaust hood, the air flowing out of the hood should cause an inflation of the bag. Make sure to use a timer to time the speed of inflation. If the bag inflates in eight seconds or more, you can proceed to step 2. If the bag inflates in less than eight seconds, turn your HRV to a lower speed and repeat the test. Proceed to step 2.

Step 2: Swing the bag to inflate it and hold the opening against the wall around the HRV supply hood, the intake air to the HRV should deflate the bag. Make sure to use a timer to time the speed of deflation.

If your HRV is balanced, the air going into the HRV should be equal to the air coming out of the HRV. If the bag inflates twice as fast as it deflates, then your HRV is unbalanced. If you cannot uncover a problem with the filters that would cause this imbalance, then contact your trained technician to test and adjust the HRV.

This procedure of checking if your HRV is balanced only takes 10 minutes and is important to keep your HRV functioning properly and smoothly.

Source:

Canada Mortgage and Housing Corporation (2012). About your house – General series:

Maintaining your heat recovery ventilator (HRV). Retrieved from http://www.cmhc-schl.gc.ca/en/co/maho/gemare/gemare_004.cfm

Image Source:

Carrier Corporation (2011). Performance heat recovery ventilator. Retrieved from

<http://www.residential.carrier.com/products/airquality/ventilators/heat.shtml>

2. Furnace



Figure 2.10: Furnace
Source: Holmes (2009)

Importance:

It is important to maintain your furnace as a well-functioning furnace improves indoor air quality and lowers costs. Seasonal maintenance of your furnace ensures it is functioning properly and changing your furnace filter is one of the most important tasks you can perform on your furnace.

How to Maintain:

Below are steps to maintain your furnace:

Step 1: Gather Tools

To perform maintenance on your furnace, these are the tools you will need

- Screwdriver
- New air filter
- Vacuum or shop vac
- Light oil for motor bearings

Step 2: Turn Off Gas and Electricity to Furnace

Before you perform the maintenance remember to turn off the gas and furnace. There should be a switch near the furnace, if not, shut off the proper breaker by checking the electrical service panel. Also turn off the gas by shutting off the valve, the gas line should be connected to the furnace in a black pipe.

Step 3: Vacuum the Furnace Interior

Open the furnace door and with a vacuum cleaner that has a long snorkel attachment, vacuum out the base of the furnace and the gas burners. Make sure the interior is clean of dust and debris

Step 4: Change the Air Filter

During the heating season, the furnace filter is a component that needs to be checked and changed monthly or as needed.

Step 5: Check the Fan Belt

The fan belt in your furnace experiences wear and tear and can also get loose. If there are signs of glazing, cracking or fraying on your fan belt, it is time to replace it. It is also important to check the belt tension by pushing down in the center of the belt; it should feel taut and only deflect about $\frac{1}{2}$ " – $\frac{3}{4}$ ". If it deflects more than $\frac{1}{2}$ " – $\frac{3}{4}$ ", tighten the belt by loosening the attachment bracket and moving the motor assembly to ensure the belt tightens. Always hold the motor assembly in place while maintaining tension on the belt, tighten the attachment bracket when done.

Step 6: Lubricate Old Bearings

Older furnaces without permanently sealed bearings need to be oiled. Find the oiling caps which may be located on the bearing shaft and drop a few drops of lightweight household oil in the oil spout below the caps. Remember to avoid over oiling the bearing.

Step 7: Replace Furnace Cover and Reconnect

After following steps 1 to 6, your furnace should be in better condition. Now it is time to replace the furnace cover and turn the electrical power back on along with the gas. If necessary, relight the pilot.

Source:

Formisano, B. (2012). Home Repair: Seasonal furnace maintenance. Retrieved from

http://homerepair.about.com/od/heatingcoolingrepair/ss/furnace_checkup.htm

Image Source:

Holmes, M. (2009). Air inside home is often more polluted than outside the house. Retrieved

from <http://www.6717000.com/blog/category/renovation-info/page/2/>

Appendix IV: Housing Condition Survey Results

4.1 Housing Condition Survey Results and Charts

The results of the survey are as follows:

Question 1: Who owns this house?

Purpose:

This question was asked to determine how many houses in the community are band owned and how many are privately owned.

Results Summary:

Through this survey it was discovered that 41 (76%) homes are owned by the band, 5 (9%) are owned privately, 3 (6%) identified as “other” and 5 (9%) did not respond to the question.

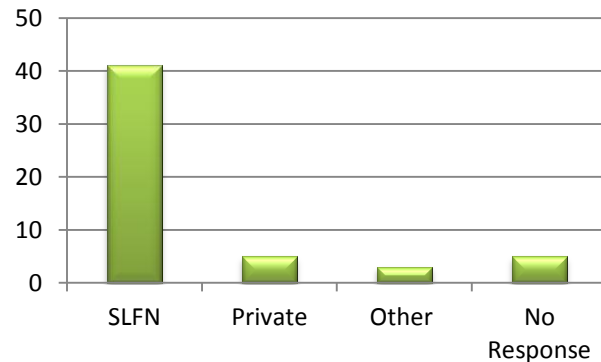


Chart 2.1: To Show # of Band Owned and Privately Owned Dwellings

Question 2: How would you describe the house you live in?

Purpose:

This question was to determine the type of housing available in SLFN. It has been identified that current housing types may not meet the needs of some members in the community. For instance, family type dwellings may not necessarily fit the needs of a single person. This question identifies the percentage of family dwellings and other types of dwellings present in the community.

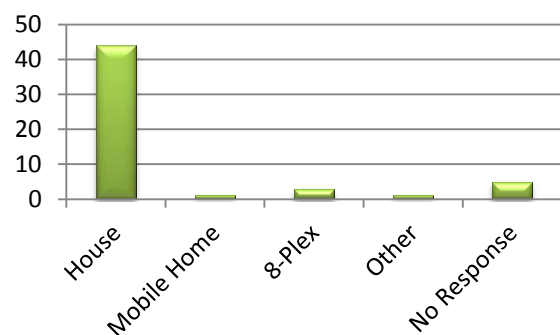


Chart 2.2: Types of Dwelling

Results Summary:

44 (81%) households identified their dwelling as a house, 1 (2%) household identified their dwelling as mobile home, 3 (6%) identified their dwelling as an 8-plex, 1 (2%) household identified their dwelling as “other” and 5 (9%) households did not respond to the question.

Question 3a: How many bedrooms are in your house?

Purpose:

The purpose of question 3a, 3b, and 3c are to determine adequacy (repairs, facilities) of dwelling, levels of overcrowding in SLFN and suitability of dwellings (number of bedrooms) in the community.

Results Summary:

4 (7%) households identified their dwelling as a one bedroom, 17 (31%) listed their dwelling as a two bedroom, 20 (37%) live in a three bedroom dwelling, 4 (8%) of respondents identified their

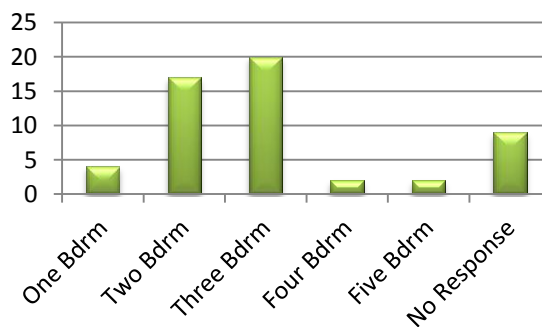


Chart 2.3: Number of Bedrooms

dwelling as either a four bedroom or a five bedroom and 9 (17%) households did not answer the question.

Question 3b: Does anyone usually sleep in a

room that is not mainly a bedroom?

Results Summary:

14 (26%) households answered “yes” to the question, 36 (67%) responded “no” and 3 (7%) did not answer the question.

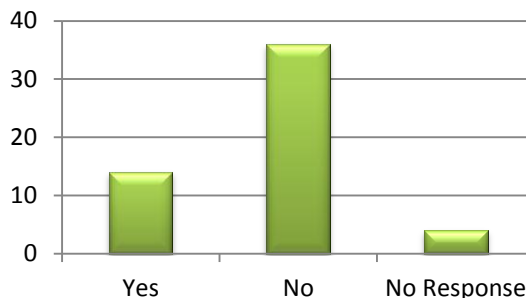


Chart 2.4: To Show # of People Who Sleep in a Room Other than a Bedroom

Question 3c: If you answered “Yes”, how many people sleep in a room that is not mainly a bedroom?

Results Summary:

5 (9%) households responded that one person, 5 (8%) responded that two people sleep in a room other than a bedroom, 2 (4%) responded three people sleep in a room other than a bedroom, 3 (6%) responded four or more people and 39 (72%) did not respond to the question.

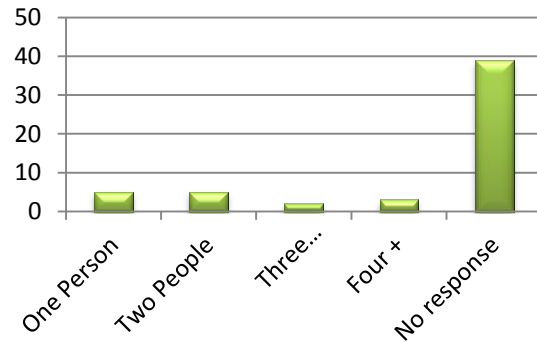


Chart 2.5: To Show # of People Who Sleep in a Room Other than a Bedroom

Question 4: How many people live in this house? Please include people who are away from home, at school, on vacation, away on business or who are in the hospital.

Purpose:

This question is determined to identify how many people typically reside in a dwelling.

Results Summary:

8 (15%) households identified as living alone, 13 (24%) responded that there are two people living in their dwelling, 9 (17%) responded that three people live in a single dwelling, 7 (13%) responded four people, 3 (7%) responded five people, 7 (13%) responded more than six people and 6 (11%) did not answer the question.

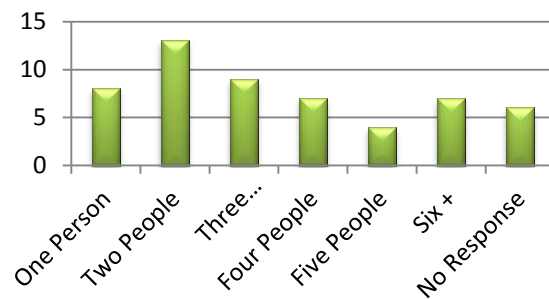


Chart 2.6: Number of People per Dwelling

Question 5a: Is there enough space for you and the others living in this dwelling?

Purpose:

This question is to determine if there is an issue of overcrowding in SLFN and if the number of bedrooms in a house is adequate for the occupants.

Results Summary:

27 (50%) households answered “Yes” to the question, 18 (33%) answered “No” to the question and 9 (17%) did not answer the question.

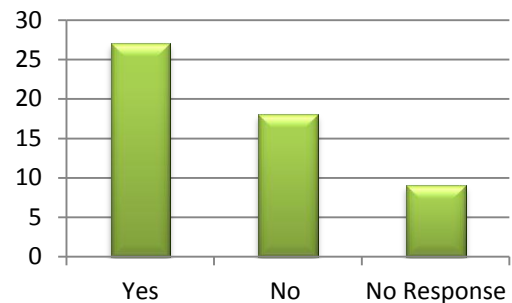


Chart 2.7: To Show if there is Enough Space in a Dwelling

Question 5b: If your answer was “No”, what type of additional space is needed?

Purpose:

The purpose of this question is to give households the opportunity to describe any additional space needed to meet the needs of the occupants.

Results Summary:

2 (4%) respondents described more closet space is needed, 12 (22%) described extra bedrooms are needed, 2 (5%) described full basement is needed and 37 (69%) households did not respond to the question.

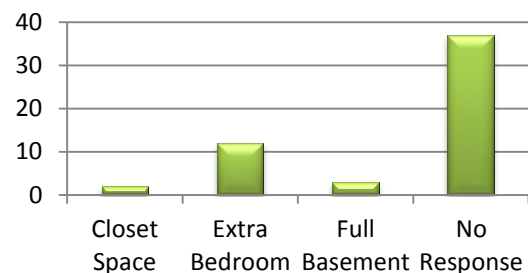


Chart 2.8: Type of Additional Space Needed

Question 6a: Do you rent or own this house?

Purpose:

The purpose of this question is to determine how many households still pay mortgage and how many households have paid off their mortgage. This question is for households who received housing through the band and also for households who privately own their homes.

Results Summary:

20 (37%) households responded “Yes”, 12 (22%) responded “No” to the question, 3 (6%) responded “Other” and 19 (35%) did not respond to the question.

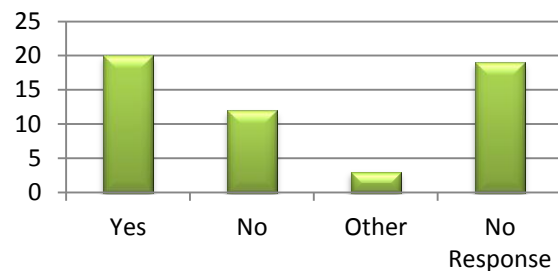


Chart 2.9: People Who Rent Their Dwelling

9 (17%) households responded “Yes”, 9 (17%) responded “No” to the question, 2 (4%) responded “Other” and 33 (62%) did not respond to the question.

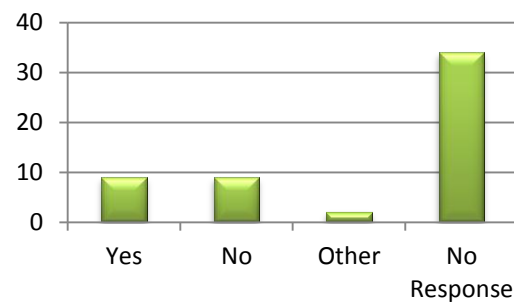


Chart 2.10: People Who Own Their Dwelling

Question 6b: If you rent, what are your total regular monthly rent payments for this house?

Purpose:

The purpose of this question is to determine total regular monthly rent payment on a dwelling.

Results Summary:

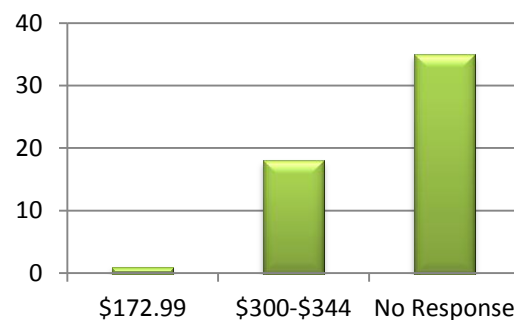


Chart 2.11: Total Regular Monthly Rent Payment per Household

1 (2%) household stated their total regular monthly rent payment is \$172.99, 18 (33%) of households stated their regular monthly rent payment is within \$300-\$344 and 35 (65%) did not respond to the question.

Question 6c: If you own this house, what are your total regular monthly mortgage payments for this house?

Purpose:

The purpose of this question is to determine how much a household pays a month on mortgage.

Results Summary:

18 (33%) households stated that they do not have a monthly payment, 1 (2%) stated they do not know and 35 (65%) did not respond to the question.

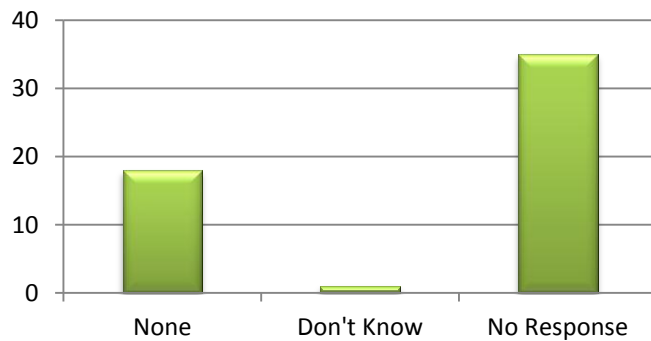


Chart 2.12: Total Regular Monthly Mortgage Payment per Household

Question 7: How old is this house?

Purpose:

The purpose of this question is to determine the age of dwellings in the community. With the results of this question, it will enable the housing authority and housing manager to plan for future renovation and maintenance strategies.

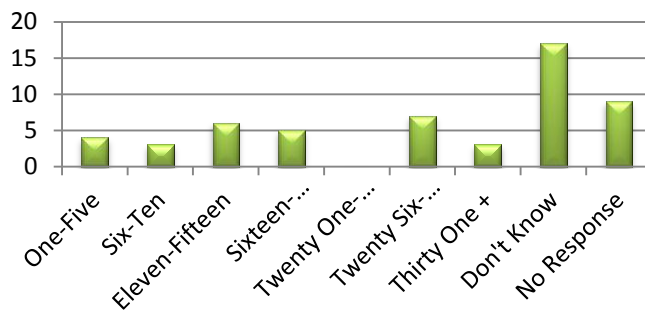


Chart 2.13: Age of House

Results Summary:

4 (7%) households responded that their dwelling is between one-five years, 3 (6%) responded six-ten years, 5 (11%) responded eleven-fifteen years, 4 (9%) responded sixteen-twenty years, 7 (13%) responded twenty six-thirty years, 3 (6%) responded more than thirty one years old, 16 (31%) responded that they do not know and 9 (17%) did not answer the question.

Question 8a: Is there a person with a permanent disability in this household, who has difficulty moving around?

Purpose:

The purpose of this question is to have an inventory of the percentage of households that have occupants with permanent disability. This inventory will help assist plans on modifying houses to meet the needs of the occupants.

Results Summary:

4 (9%) households responded “Yes”, 42 (78%) responded “No”, 2 (4%) responded “don’t know” and 4 (9%) did not respond to the question.

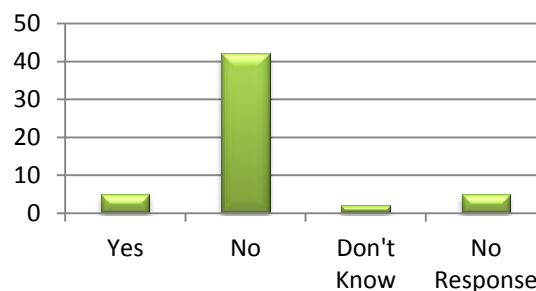


Chart 2.14: Percentage of Households who have Occupants with Permanent Disability

Question 8b: Has this house been modified for a person with a disability?

Purpose:

The purpose of this question is to gather an inventory of houses that have been modified for occupants with a permanent disability.

Results Summary:

5 (11%) responded “Yes”, 42 (78%) responded “No” and 5

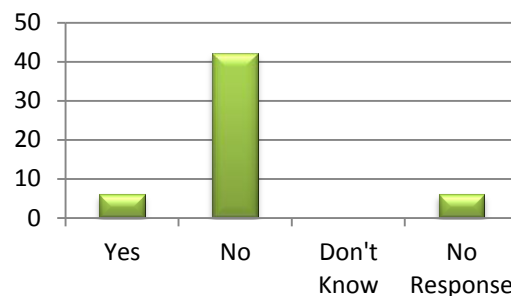


Chart 2.15: Percentage of Dwellings Modified due to Occupant with Disability

(11%) did not respond to the question.

Question 8c: If your answer was “yes”, what kind of modification was made?

Purpose:

The purpose of this question is to determine the type and level of modification.

Results Summary:

4 (9%) households stated that they had wheelchair ramps built, 4 (9%) stated that they had accessible doors installed, 1 (2%) household stated that they had hallways widened and 43 (80%) did not respond to the question.

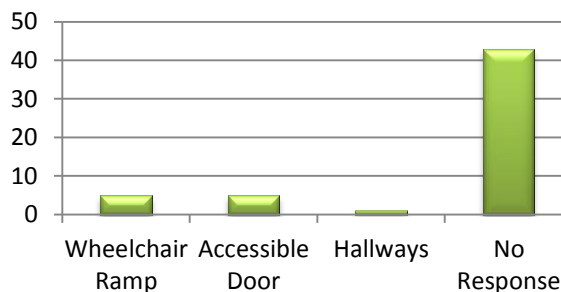


Chart 2.16: Type and Level of Modification

Question 9a: Does anyone in the house suffer from health problems due to the state of the house?

Purpose:

This question is to determine whether or not occupants suffer from health problems caused by poor conditions of their dwelling.

Results Summary:

2 (4%) households answered “Yes”, 44 (83%) households answered “No”, 3 (6%) responded “don’t know” and 4 (7%) did not answer the question.

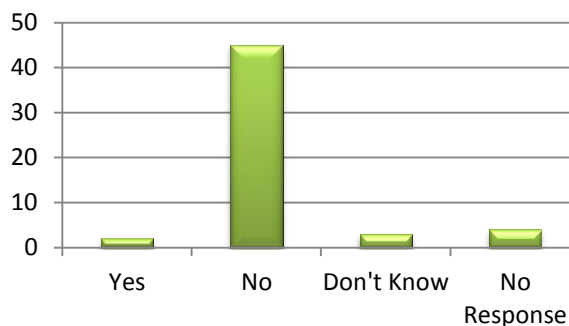


Chart 2.17: Percentage of Occupants with Health Problems Caused by Dwelling Condition

Question 9b: If your answer was “Yes”, what are the health problems?

Purpose:

The purpose of this question is to determine the types of health problems suffered by occupants of a dwelling.

Results Summary:

1 (2%) household responded having respiratory problems due to the state of the dwelling and 52 (98%) did not respond to the question.

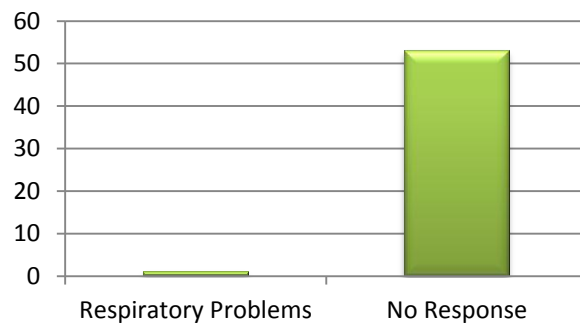


Chart 2.18: Type of Health Problem

Question 10a: Does your home have mould?

Purpose:

As mould has been an issue in First Nations communities, this question is to determine the presence of mould in SLFN dwellings.

Results Summary:

11 (22%) households responded “Yes”, 31 (59%) responded “No”, 5 (11%) did not know and 4 (7%) did not respond to the question.

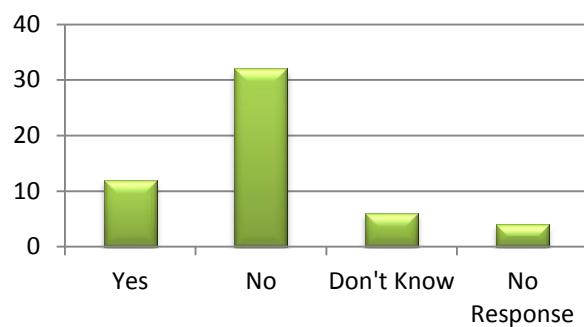


Chart 2.19: % of Dwellings with Mould

Question 10b: If your answer was “Yes”, please explain where the mould is located?

Purpose:

This question is to determine the location of mould in a dwelling.

Results Summary:

3 (6%) reported that they have mould in their bedroom, around windows or in

their laundry room, 9 (18%) reported that they have mould in their bathroom or basement and 41 (76%) did not respond to the question.

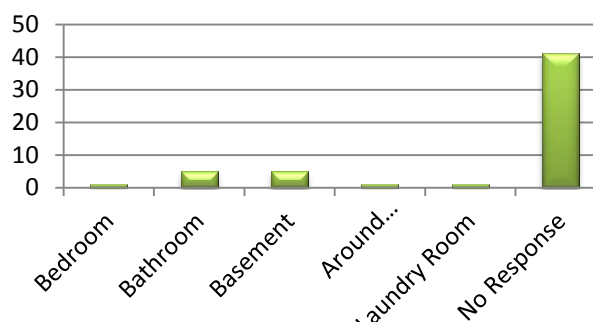


Chart 2.20: Location of Mould

Question 11a: Does this dwelling require any major repairs?

Purpose:

Dwellings in need of major repairs are an issue in most First Nations communities. This question is posed to determine the percentage of dwellings in need of major repairs in SLFN.

Results Summary:

22 (41%) households responded “Yes”, 22 (41%) responded “No”, 5 (9%) responded “don’t know” and 5 (9%) did not respond to the question.

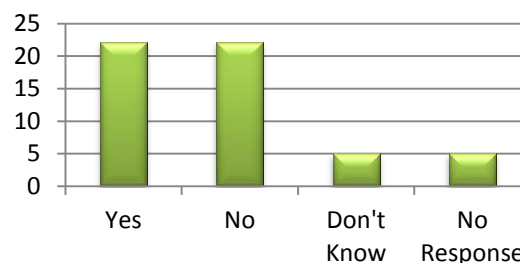


Chart 2.21: Percentage of Dwellings Requiring Major Repairs

Question 11b: If you answered “Yes”, which of the following repairs need to be done?

Purpose:

As repairs vary between major and minor repairs, this question is to identify the type and level of repairs needed in dwellings.

Results Summary:

14 (26%) households stated that their dwelling is in need of major repairs, 8 (15%) stated that their roof and exterior siding needs to be replaced, 6 (11%) stated that they have problems with plumbing, 5 (9%) stated they have electrical problems, 7 (13%) stated they have heating or ventilation problems, 1 (2%) stated “other” and 12 (24%) did not respond to the question.

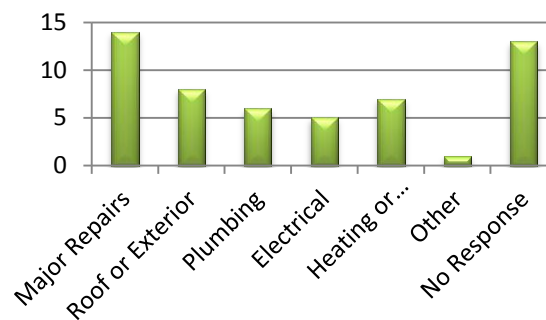


Chart 2.22: Types of Repairs Needed

Question 12a: Was your home recently renovated?

Purpose:

This question is to determine the percentage of homes that have been renovated in SLFN within the last couple of years.

Results Summary:

31 (57%) households responded that their dwelling has been renovated, 15 (28%) responded that their dwelling has not been renovated, 3 (6%) responded “don’t know” and 4 (9%) did not respond to the question.

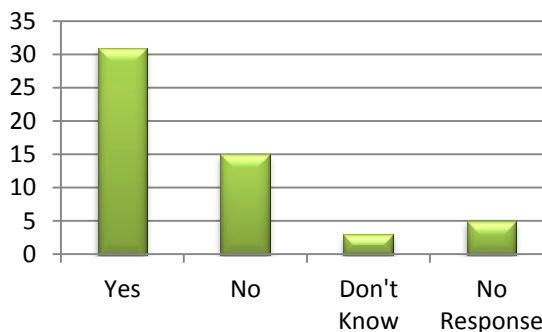


Chart 2.23: Percentage of Homes Recently Renovated

Question 12b: If your answer was “Yes”, what type of renovation was done?

Purpose:

This question is posed to determine the type of renovation that was done on dwellings in SLFN.

Results Summary:

12 (24%) households answered major repairs (flooring, walls, interior, exterior, roof) were done to their dwelling, 15 (30%) responded minor repairs (patch, paint, windows, doors, appliances, fixtures) and 25 (46%) did not respond to the question.

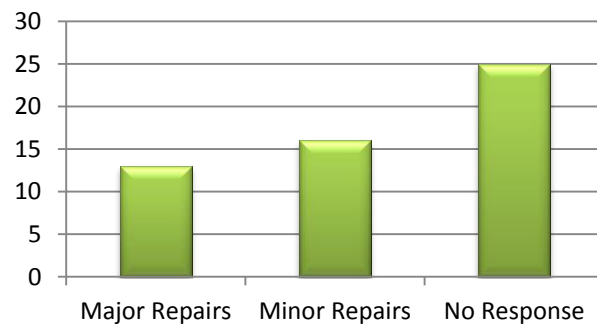


Chart 2.24: Type of Renovation

Question 12c: If your answer was “Yes”, how would you rate the quality of renovation on a scale of 1-5, where “1” represents the least satisfied, and “5” represents complete satisfaction:

Purpose:

The purpose of this question is to determine from occupants who have had their dwellings renovated the level of satisfaction with the quality of the renovations.

Results Summary:

6 (12%) responded 1 – least satisfied or 2, 5 (11%) responded 3 – neutral, 9 (18%) responded 4, 5 (11%) responded 5 – complete satisfaction and 24 (48%) did not respond to the question.

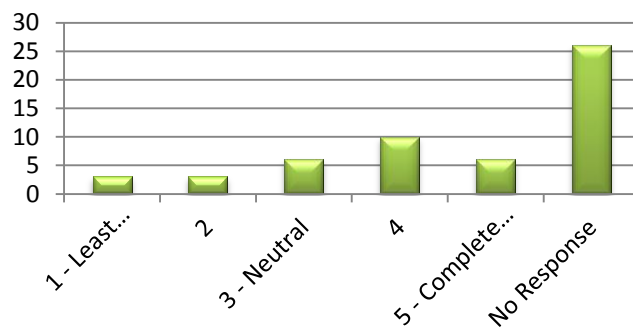


Chart 2.25: Quality of Renovation

Question 13a: Do you think that SLFN should build more housing units?

Purpose:

As First Nations communities experience a back log in housing, this question is posed to determine the need for more housing in SLFN.

Results Summary:

40 (80%) households replied “Yes”, 3 (6%) responded “No”, 4 (7%) responded “Don’t know” and 4 (7%) did not respond to the question.

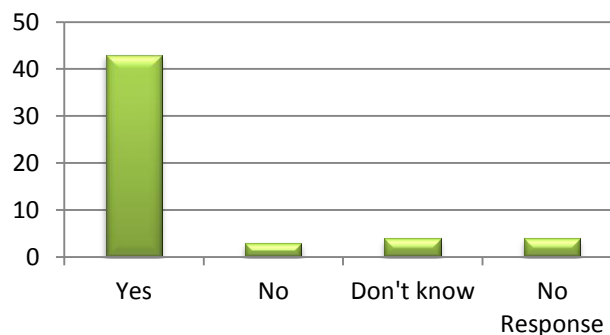


Chart 2.26: To Determine Need for More Housing

Question 13b: What location should more houses be developed on?

Purpose:

This question gives SLFN residents an opportunity to give their opinion on the location of new houses.

Results Summary:

38 (70%) of respondents stated that more dwellings should be built on the Main Reserve, 8 (16%) stated that Carberry should be a location for more dwellings, 4 (7%) stated that dwellings should be built on both the Main Reserve and Carberry and 4 (7%) did not respond to the question.

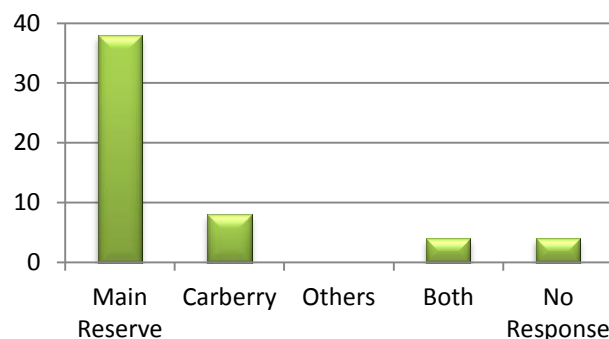


Chart 2.27: Location for New Housing

Question 13c: What types of housing should be developed?

Purpose:

SLFN community members have voiced their opinions on the lack of variety of housing types in the community. This question gives them the opportunity to identify what housing types are needed to meet the various housing needs of community members.

Results Summary:

10 (19%) households responded that senior homes should be built, 25 (50%) stated that dwellings targeted for single people should be built, 7 (13%) stated that family dwellings should be developed and 9 (18%) stated apartments or townhouses should be developed.

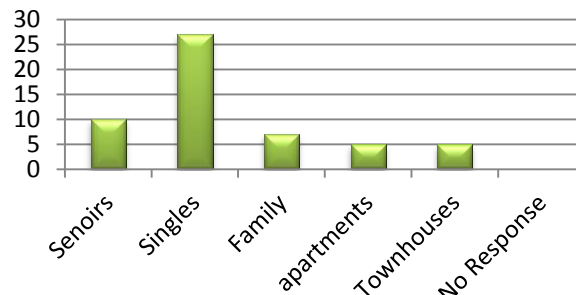


Chart 2.28: Types of New Housing

Question 14: Please rate the following questions on a scale of 1-5, where “1” represents the least satisfied, and “5” represents complete satisfaction:

Purpose:

The purpose of question 14 is to determine the level of satisfaction community members have in their dwelling, size of their dwelling, facilities in their dwelling, location of dwelling, and their community. The question also seeks to determine what members would change in their dwelling if they had the opportunity and the means. The results from this question will assist in planning to meet the current and future housing needs of community members.

Question 14a: How satisfied are you with your house overall?

Results Summary:

4 (7%) households stated that they were not satisfied with their house overall, 5 (9%) responded “2”, 9 (17%) responded “3”, 19 (37%) which is the highest percentage responded “4”, 11 (22%) stated that they are completely satisfied and 4 (7%) did not respond to the question.

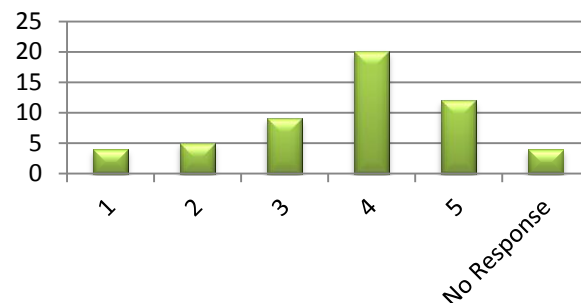


Chart 2.29: Satisfaction of Overall Dwelling

Question 14b: How satisfied are you with the size of your house?

Results Summary:

7 (13%) households stated that they were not satisfied with the size of their house, 9 (17%) responded “2”, 5 (9%) responded “3”, 14 (26%) stated “4”, 15 (28%) stated that they are completely satisfied and 4 (7%) did not respond to the question.

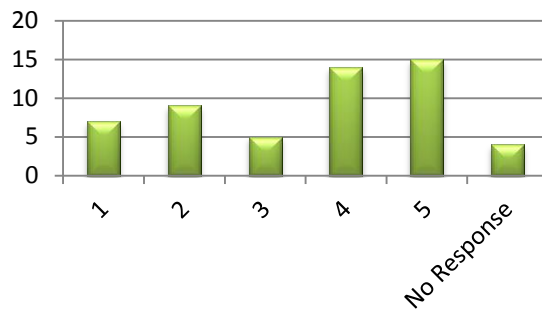


Chart 2.30: Satisfaction of Size of Dwelling

Question 14c: How satisfied are you with the facilities in your house (i.e., bathrooms, running water, etc.)?

Results Summary:

3 (6%) households stated that they were not satisfied with the facilities in their dwelling, 5 (9%) responded “2”, 10 (19%) responded “3”, 15 (28%) stated “4”, 16 (31%) which was the highest stated that they are completely satisfied and 4 (7%) did not respond to the question.

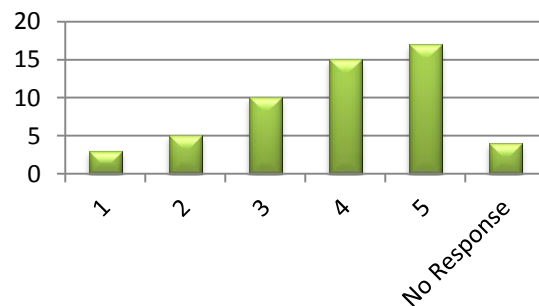


Chart 2.31: Satisfaction of Dwelling Facilities

Question 14d: How satisfied are you with the location your house is located on?

Results Summary:

6 (11%) households stated that they were not satisfied with the location of their dwelling, 9 (17%) responded “2”, 3 (6%) responded “3”, 8 (15%) stated “4”, 22 (44%) which was the highest percentage stated that they are

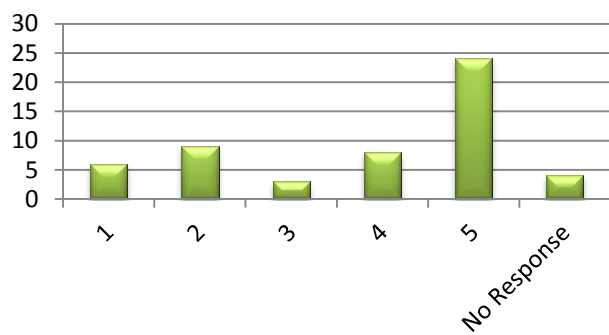


Chart 2.32: Satisfaction of Current Housing Location

completely satisfied and 4 (7%) did not respond to the question.

Question 14e: How satisfied are you with your community overall?

Results Summary:

2 (4%) households stated that they were not satisfied with the overall community, 4 (7%) responded “2”, 8 (15%) responded “3”, 25 (48%) which was the highest percentage stated “4”, 9 (17%) stated that they are completely satisfied “5” and 5 (9%) did not respond to the question.

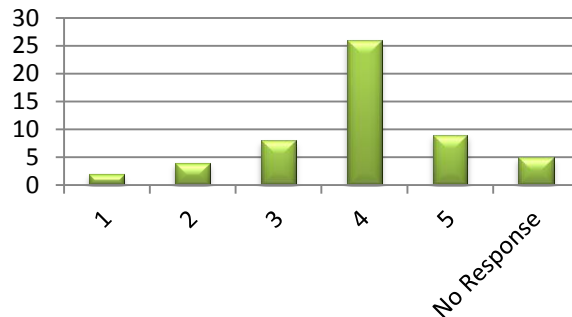


Chart 2.33: Overall Satisfaction of Community

Question 14f: If you could change one thing about your house, what would it be?

Results Summary:

16 (30%) households stated that they would like a bigger house or larger rooms, 14 (26%) stated they would like more renovations and modifications done to their homes, 4 (7%) stated they would like a full basement, 5 (9%) stated they would prefer a different location for their dwelling, 1 (2%) stated they would not change anything and 14 (26%) did not respond to the question.

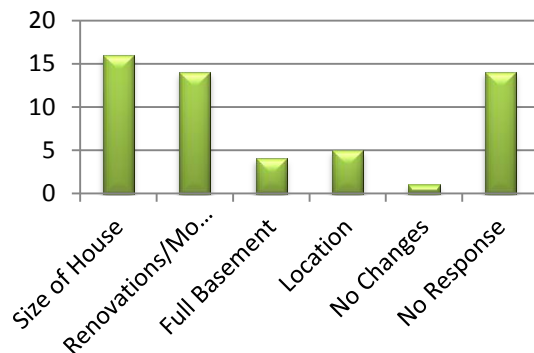


Chart 2.34: What Occupants Want Changed About Dwelling

Question 15a: Do you feel that the level of maintenance and renovation for SLFN housing is adequate?

Purpose:

This question seeks to establish the degree of satisfaction occupants have in the level of adequacy with regards to maintenance and renovation of housing.

Results Summary:

22 (41%) households responded “Yes”, 16 (30%) responded “No”, 11 (20%) responded “Don’t Know” and 5 (9%) did not respond to the question.

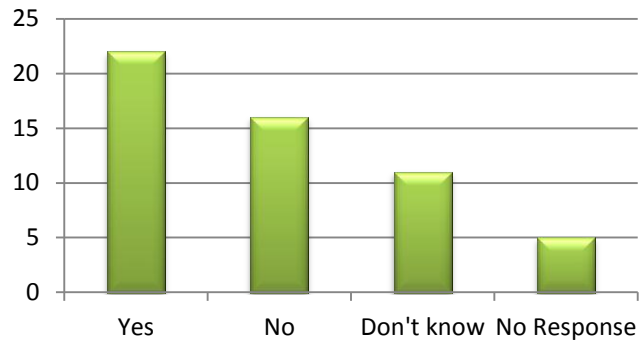


Chart 2.35: Level of Satisfaction of Maintenance and Renovation of Dwellings

Question 15b: Who should be primarily responsible for housing maintenance and renovation?

Purpose:

The purpose of this question is to determine who community members think should be responsible for housing maintenance and renovation.

Results Summary:

24 (46%) households strongly felt that the occupant of the house should be responsible for maintenance and renovation, 10 (19%) responded that SLFN Band should be responsible, 11 (20%) responded that both should share

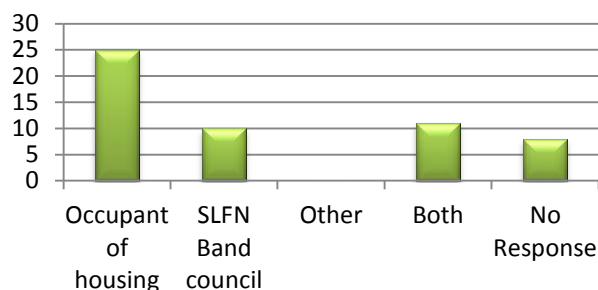


Chart 2.36: To Show Who Should Be Responsible for Housing Maintenance and Renovation

responsibility and 8 (15%) did not respond to the question. Respondents strongly felt that responsibility should depend on the cause of renovation and maintenance. If an occupant purposely damages and refuses to maintain their dwelling then they should be responsible, however if a dwelling is experiencing normal wear and tear or deterioration, then responsibility should fall on SLFN Band.

Question 15c: Do you perform regular home maintenance?

Purpose:

The purpose of this question is to determine the percentage of households that perform regular home maintenance in their homes.

Results Summary:

30 (57%) households replied that they conduct regular home maintenance, 12 (24%) stated that they do not perform regular maintenance and 10 (19%) did not respond to the question.

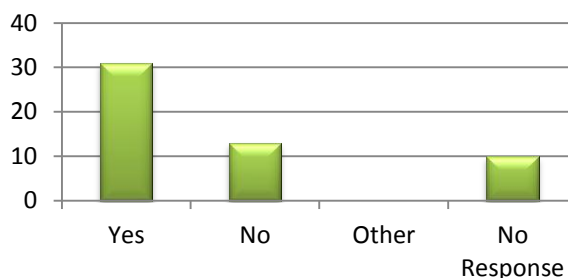


Chart 2.37: Percentage of Households Who Perform Regular Maintenance

Question 15d: If your answer was “Yes”, what kind of home maintenance do you perform?

Purpose:

The purpose of this question is to determine what kinds of home maintenance occupants perform. This will also assist in the creation of a housing maintenance strategy.

Results Summary:

6 (11%) households responded that they do regular yard work to keep their yard and surroundings clean, 8 (15%) responded that they do minor repairs (e.g., caulking, painting), 11 (22%) stated that they clean and change their filters, HRV, fans and vents, 2 (4%) stated that they do general maintenance and 48% did not respond to this question.

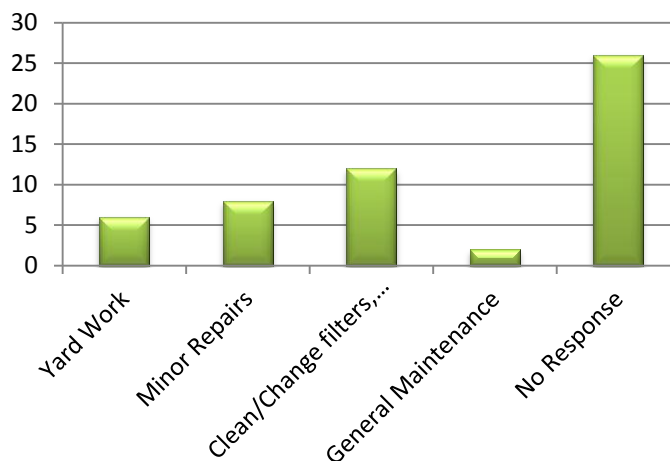


Chart 2.38: Types of Home Maintenance Performed

Question 15e: If your answer was “No”, why don’t you perform home maintenance?

Purpose:

This question is to determine the reasons why occupants may not perform regular home maintenance. By identifying the reasons which may include health or physical limitations or lack of knowledge, a plan can be made to assist these occupants maintain their dwellings.

Results Summary:

3 (6%) households responded to this question stating they cannot afford major repairs, they do not have the knowledge or they feel that the housing manager should be responsible for home maintenance.

50 (94%) did not respond to this question.

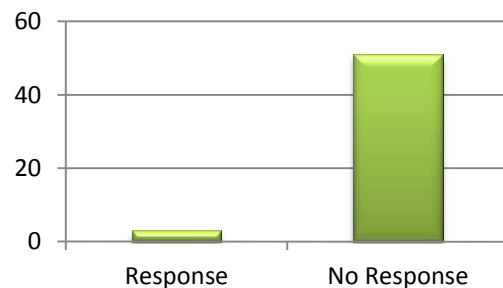


Chart 2.39: Reasons for Not Performing Home Maintenance

Question 15f: Do you feel maintenance training would assist you in maintaining a good condition of your home?

Purpose:

The results of this question will determine the importance of delivering workshops aimed at providing knowledge and assistance to occupants to improve their ability to perform regular home maintenance.

Results Summary:

31 (59%) households responded “Yes”, 14 (26%) responded “No”, 4 (7%) responded “Don’t Know” and 4 (7%) did not respond to the question.

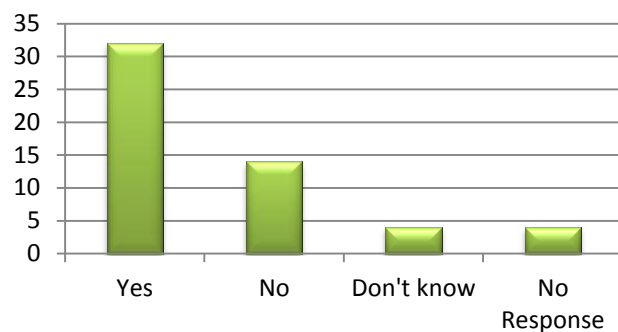


Chart 2.40: Need for Maintenance Training

Question 16a: Should SLFN have a housing maintenance strategy?

Purpose:

This question is to determine the percentage of occupants that are in support of having a maintenance and renovation strategy for SLFN.

Results Summary:

45 (85%) responded “Yes” that SLFN should have a renovation and maintenance strategy, 1 (2%)

responded “No” and 7 (13%) did not respond to the question.

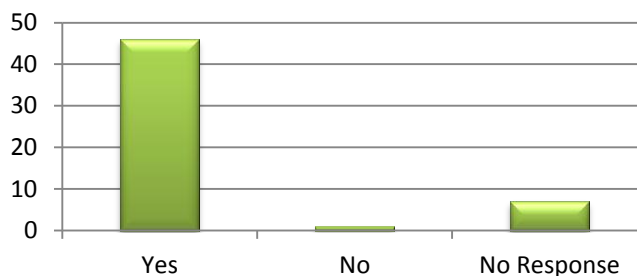


Chart 2.41: Need for Housing Maintenance Strategy

Question 16b: Can you describe what a housing maintenance strategy should include?

Purpose:

The purpose of this question is to give an opportunity to occupants to determine what the housing maintenance and renovation strategy should entail.

Results Summary:

8 (15%) households stated that it would be beneficial to have maintenance guidelines to show occupants the step by step process of performing minor repairs, 4 (7%) stated that there should be regular home inspections to ensure occupants are maintaining their homes and 42 (78%) did not respond to the question.

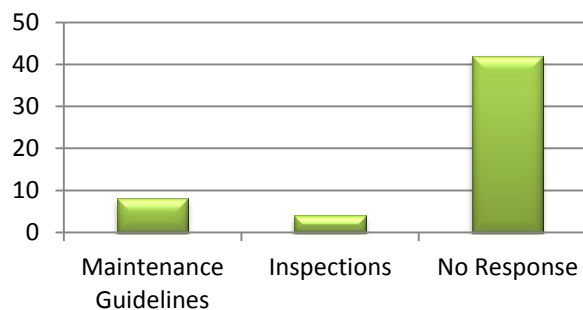


Chart 2.42: Description of Housing Maintenance Strategy

Question 17a: Does SLFN need a long term housing plan to address the housing needs?

Purpose:

The purpose of this question is to determine the level of support from the community in the development of a long term housing plan for SLFN.

Results Summary:

43 (81%) of respondents believe that SLFN should have a long term community housing plan, 3 (6%) disagree and 7 (13%) did not respond to the question.

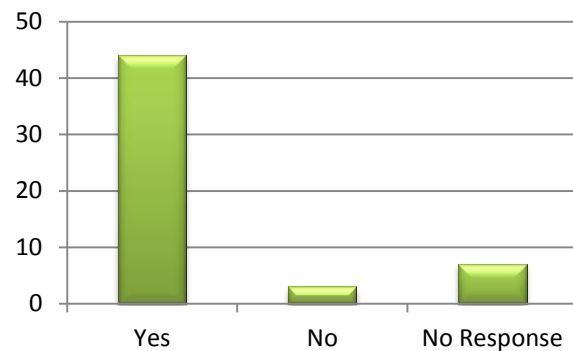


Chart 2.43: Need for Long Term Housing Plan

Question 17b: If “Yes”, what would be the planning priorities?

Purpose:

This question gives the community the opportunity to voice their opinions on planning priorities.

Results Summary:

6 (11%) households believe there should be an enforceable housing policy that includes tenant responsibility, housing allocation, consultation with occupants, building standards and specification, design guidelines and inspection guidelines. 6 (11%)

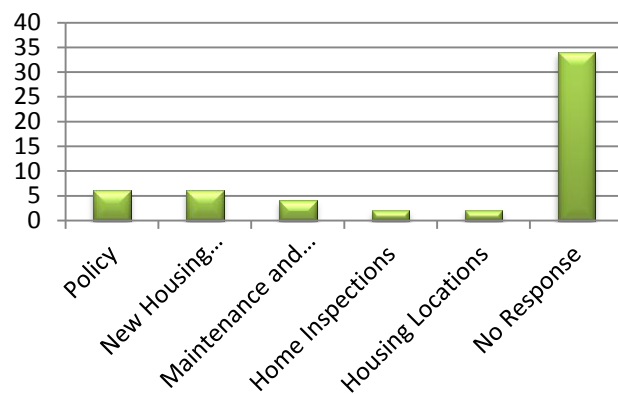


Chart 2.44: Planning Priorities

households would like to see new housing construction, 4 (7%) of respondents would like for maintenance and renovation strategy to be included in a housing plan, 2 (4%) would like regular

home inspections to be conducted and 2 (4%) would like housing locations to be planned. 34 (63%) did not respond to the question.

Question 17c: As part of the housing plan, would you be interested in participating?

Purpose:

The purpose of this question is to give the community an opportunity to get involved in the development of the community housing plan. This question determines the percentage of occupants interested in participating.

Results Summary:

22 (41%) households responded “Yes” they would like to participate, 14 (26%) responded “No”, 14 (26%)

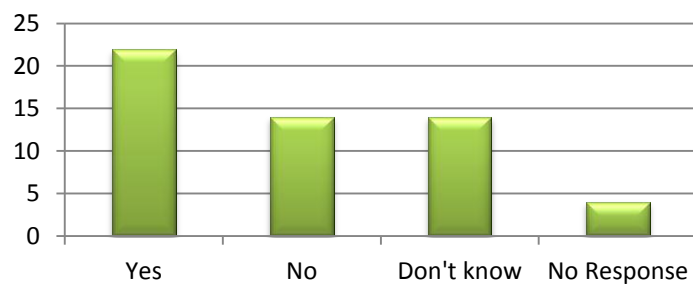


Chart 2.45: Level of Interest in Participating

responded “Don’t know” and 4 (7%) did not respond to the question.

Question 17d: If your answer was “Yes”, how would you like to participate?

Purpose:

This question gives occupants the opportunity to determine the level of their participation in the creation of the community housing plan.

Results Summary:

The following are comments from respondents on how they would like to participate:

- Assist and provide information
- Planning committee
- Community meetings and input
- To meet and discuss any outstanding issues
- Give direction and advocate for people who need to know their rights as a band member

Other Comments:

Purpose:

It is important at the end of a survey to give respondents an opportunity to comment on other issues that may not have been addressed in the survey.

Comments from respondents:

- Renovation of my dwelling was done inadequately; some of the renovation was never done. There is long waiting periods for renovations to be done and when they are done, they do not check the foundation of the house. The lack of maintenance to the foundation of the house causes the house to shift. There is also no ventilation in the house.
- Housing is a major issue on all First Nations and I think our reserve is at least ahead of the others. Our housing repairs and housing construction rate is I find up to par.
- 90-100% of existing homes have had some renovations to some degree. Chief and Council need to support housing program more and interfere less. Tenants need to be held accountable for damages and abuse to the home they have been allocated. Existing housing policy needs to be adhered to and supported by senior management and Chief and Council. Secure more funding to adequately staff housing program and meet renovation requests.
- New houses constructed would last longer if the home owners take better care of their dwellings. Home owners should be encouraged to take better care of their homes. When homeowners do not take care of their home, this leads to maintenance and renovation work being done, which is taking away finances that should be put into building more homes. There should also be encouragement to recycle some good boards, windows and

so on, instead of wasting them. These recycled materials can be given to those that cannot afford to buy new materials.

- Improve shortage of housing
- If the band has surplus, perhaps they should pay off one or two Canada Mortgage and Housing Corporation houses at a time, this will increase housing security. Other options for types of housing should be explored, for instance, motel units. Housing policy needs to be reinforced and “traditional homes” should be taken off the policy. Having “traditional homes” on the policy increases abuse by people who are holding onto their homes and letting them deteriorate.
- People need to learn how to look after their houses; anyone damaging their houses should have to pay for the repairs. Occupants also need to keep their yards clean and hazardous free.
- Stop building houses across from one another and the same as other houses.
- More of the maintenance work should be done by community members. There is a need for pro-active housing committee to force occupants to pay for their damages and also force people who sell band-owned appliances to pay for it. People need steady employment and good paying jobs to afford rents.
- My house was recently renovated but now my roof leaks and there are rodents inside the walls. I want it fixed properly.
- The selection of candidates for new homes should include a letter review.
- Some housing units are not assigned properly, for instance; bigger housing for two persons. Single people are not given a priority and there are not enough housing units to meet the needs of single people. Housing units need to be spread out more, too many

units in one area, this causes more disturbances, crime, and so on. It would be nice to get away from having tenants pay rent.

- It was nice and very much appreciated that my family got a house when needed.
However, there are no light fixtures, wires are sticking out of the outlets, the bedroom and living room windows have no screens and the lawn was a mess with garbage.
- The housing department needs to be fair when allocating housing units. A lot of the houses that have been built were not made with care and the inspector passes them because they do not want to spend any more money.
- Not to wait for three or four years just to have a few simple renovations done in a home.
Have someone in this area of employment that knows what they are doing.
- Need more community members to work on construction of housing and renovation.