

Sapotaweyak Cree Nation

Community Housing Report



December 2011

A Project in Collaboration with:
Sapotaweyak Cree Nation
Assembly of Manitoba Chiefs
University of Manitoba, City Planning

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Abstract/Summary

The University of Manitoba has partnered with the Assembly of Manitoba Chiefs (AMC) to work with Aboriginal communities across Manitoba to establish a knowledge exchange in community planning and development. Sapatawayak Cree Nation (SCN) and four students from the University of Manitoba's City Planning Master's Program have undertaken a project to support local comprehensive community planning and capacity building.

During the initial meeting involving University of Manitoba representatives, SCN Council, and local community members, housing emerged as a priority. The following meeting, held with SCN, AMC, and the City Planning student group, tasked the students with exploring how such a project would be most effective for the SCN Housing Committee. The collaborative outcome of this meeting was a decision to develop a community housing survey that would provide a clear assessment of current housing conditions.

The goals of the SCN Community Housing Survey are to determine the condition and level of crowding present in existing housing, the type and level of household servicing, and future locations for the development of new housing. Meeting with Council's approval, the survey was distributed by the SCN Housing Committee, which consists of Council members, elders, and community members. Students provided support in survey delivery, collection, and most significantly in data analysis.

The major project deliverable consists of this report containing an analysis of survey responses on housing conditions, facilities and occupancy. The analyzed data collected through this survey supports funding applications for improving housing, as well as future comprehensive community planning efforts in conjunction with maintaining open communication between Sapatawayak Cree Nation members. This Community Housing Survey should ultimately serve as a template to aid other communities.

Acknowledgements

First, we would like to thank Chief Nelson Genaille, Council, and the residents of Sapatawayak Cree Nation for supporting this project and for welcoming us into your community.

This project is a result of the ongoing efforts of the SCN Housing Committee. In particular, we thank SCN Band Councillor (Housing Portfolio) Mary Lou Leask for coordinating this project and being our constant contact, and Housing Committee Chairman Mark Kematch for his dedication distributing and collecting the Community Housing Surveys. We give thanks and appreciation to the members of the Housing Committee for all of their work, assistance and guidance.

We would also like to thank the SCN Band Office staff, including O&M Manager John Audy for his contributions to this project, and Ephram Sakayigun at the SCN radio station for helping us reach the community.

We look forward to continuing this process with SCN Planning Coordinator Jeremy Kematch and hope to see the community not just move in a positive direction, but lead the way.

This project was completed with support from several partners. We would like to thank the Assembly of Manitoba Chiefs and Brian Saulnier for coordinating this pioneering project. Funding for this project was provided by the Canada Mortgage and Housing Corporation.

This project would not have happened without the support of the University of Manitoba Faculty of Architecture and Department of City Planning. Thanks to Faculty Dean Ralph Stern and Department Head Richard Milgrom for their support.

Finally, thanks to Professor Ian Skelton for facilitating and nurturing the partnerships that have allowed us this invaluable experience and for his continued guidance.

Meegwetch!



Figure 1. Sapatawayak Housing Committee, Mary Lou Leask, U of M Students

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1.0 SCN Community Planning Project: Broad Overview

Students of the University of Manitoba's Department of City Planning have partnered with the Assembly of Manitoba Chiefs to establish a knowledge exchange in community planning and development. Fisher River Cree Nation, Garden Hill First Nation, Sapatoweyak Cree Nation (SCN), and Swan Lake First Nation were the four participating communities in 2011. The knowledge and experiences created through these projects has formed the basis of a common network of resources that First Nations communities can draw from to support future planning initiatives. The SCN Community Housing Survey (Appendix A) will contribute to this knowledge exchange and should ultimately serve as a template to aid other communities.

Sapatoweyak Cree Nation and a student group have undertaken a collaborative community housing survey to support comprehensive community planning initiatives. The goals of the survey are to determine the condition and level of crowding present in existing housing, the type and level of household servicing, and future locations for the development of new housing. The analyzed data collected through this survey supports funding applications for improving housing and the creation of a housing plan, as well as future comprehensive community planning efforts in conjunction with maintaining open communication between Sapatoweyak Cree Nation members. Survey results are presented within this report.

Planning for housing needs can be the springboard to address broader community concerns. The Community Housing Survey is a key initiative towards engaging the community in the larger process of comprehensive planning for the future. Comprehensive community planning is a base for many community functions including housing concerns, and is influenced by the broad theme of self-determination: improving the effectiveness of planning for the future in consideration of a community's own values and identity (Indian and Northern Affairs Canada, 2004).



Figure 2 Sapatoweyak Band Office

Planning processes and related projects are ongoing and must be maintained to ensure continued positive outcomes. To sustain planning initiatives in SCN, a Planning Coordinator has been hired to facilitate emerging and evolving projects, while a student coordinator will be available to contribute to this ongoing project.

2.0 Housing on Manitoba First Nations

Indigenous communities across Canada are responding to challenges related to expanding their on-reserve settled areas. A variety of housing needs have dictated the establishment of new areas for settlement within reserve boundaries (Indian and Northern Affairs Canada, 2004). Indigenous communities are experiencing a rise in population along with a persistent need for housing associated with crowded dwellings (Statistics Canada, 2009). Census data shows that Aboriginal people are almost four times more likely to live in crowded conditions than non-Aboriginal people (Statistics Canada, 2009). Many Indigenous communities suffer from inadequate housing and related issues such as maintenance and repairs (Assembly of Manitoba Chiefs, 2011). Compared to non-Aboriginal people, it is three times more likely that an Aboriginal person lives in a home requiring major repairs (Statistics Canada, 2009).

Northern and remote Indigenous communities face unique challenges that require consideration when approaching community planning and housing. Remote communities must contend with limited access, services and resources while winter climates and terrain can be harsh in Northern communities (Indian and Northern Affairs Canada, 2004). Housing forms have often not been suitable for the challenges presented by extreme weather conditions in Northern communities.

The federal government is an active stakeholder in housing on Manitoba First Nations. Aboriginal and Northern Development Canada (AANDC, previously INAC) and Canada Mortgage and Housing Corporation (CMHC) are the two main federal organizations providing support for First Nations housing both in terms of the development of standards and funding for new homes and maintenance (Office of the Auditor General of Canada, 2003). CMHC provides loans and grants towards individual housing units. AANDC is a more policy-based organization intended to enable treaties, supporting programming initiatives, longer-term planning and development activities.

The situation of housing conditions within Indigenous communities in Manitoba is serious. Substandard living conditions throughout Manitoba First Nations communities are common, as one half of all housing units are in deteriorating condition and in need of major renovations or replacement (Assembly of Manitoba Chiefs, 2011). Crowding is also a concern with the average First Nations housing density (7.6) in Manitoba currently at three times the Canadian average (Assembly of Manitoba Chiefs, 2011). In response to housing conditions, community expansion and the creation of new housing is a common goal in many Manitoba First Nations.

Once it has been determined that community expansion and the development of new housing is a shared goal, selecting appropriate sites is an important next step. Sites for any development project must be assessed based on feasibility and practicality, as well as community preference. The criteria for site selection are

typically similar: location, area, environmental conditions, land use, site servicing and infrastructure feasibility, transportation and accessibility, and cultural significance.

2.1 Housing Authorities

Housing Authorities are responsible for making decisions on housing within the community, including maintenance of existing homes, building new units and establishing the location for new housing. It is important for the Housing Authority to attain autonomy from Chief and Council so that it can focus on making the best housing decisions for the community, however the authority must be accountable to the community through Chief and Council. An important first step in developing a Housing Authority is a community consultation in order to understand what the views of the community are. It is up to the community to decide how they want to go about organizing a housing authority.

Please see Appendix D: Brief on Housing Authorities for more information on this topic.

2.2 Housing Site Selection and Terrain Analysis

Understanding the opportunities and limitations presented by terrain conditions is fundamentally important and should directly inform site selection decisions for new housing. As many communities across Manitoba are affected by flooding, planning new housing in consideration of the limitations presented by site conditions is crucial to avoid future problems. Terrain conditions can contribute to chronic housing and infrastructure problems including flooding, mold related to moisture, failing foundations, and septic problems. Due to poor drainage conditions, high water tables, and unstable soils, wetland landscapes have extremely limited potential for most uses. In order to avoid associated impacts and risks, the terrain conditions of a given site must be considered before any future development occurs.

Please see Appendix E: Brief on Site Selection for New Housing for more information on this topic.

2.3 Infrastructure Considerations for New Housing Development

New residential development burdens existing water and wastewater treatment plants. In order to be eligible for federal funding to build residential units, a community must have capacity within their water treatment system for increased use. When wastewater treatment systems are already at capacity and additional residential development is desired, a review of the current infrastructure must take place to determine appropriate action. Ultimately, when residential growth

continues to occur in service areas that are already at capacity, the community has limited options: expand the plant and build a larger lagoon, or stop construction of residential units.

Please see Appendix F: Brief on Wastewater Treatment Plants for more information on this topic.

2.4 Housing Forms and Indigenous Communities

Housing forms in Indigenous communities are commonly treated as an afterthought. Often houses are pre-existing 'kits' purchased from a retailer. In these cases there is little thought put into the suitability of the home with respect to the homeowner or the environment. This does not have to be the case: historically, Aboriginal peoples would design and build their own housing suited to the traditional way of life (Rhodes, 1993).

Family is very important in Aboriginal communities. Families generally make an effort to live close together. Traditionally, three or four generations live in the same home with elders passing along values and practices to the youth (Rhodes, 1993). Living arrangements such as these are often not reflected in single-family housing kits.

Additionally, multi-unit housing such as duplexes or even 8-plexes provides options in housing form for a community. These are often lower-maintenance options suitable for smaller families and seniors. The drawback with multiplex housing is that the units are separated, and the closeness of living with family under the same roof is not present. There is no replacement as effective as empowering Indigenous communities to plan their own housing.

Please see Appendix G: Brief on Collaborative Housing Design for more information on this topic.

2.5 Heating Options

Due to costs and inconsistent power supply, electrical heating is not ideal in remote communities. Wood burning stoves are a popular alternative as they are efficient and there is often an abundance of relatively inexpensive fuel. Wood stoves are available in a number of sizes, a range of prices, and can be fitted into any size of home. Existing fireplaces can be retrofitted to function as wood stoves. Careful consideration should be applied during installation and use to reduce the associated risks of fire, though advances in the last 25 years have made wood burning safer and

more efficient than ever before (Canadian Mortgage and Housing Corporation, 2008).

“My Dad built our home with logs and it did not cost hundreds of dollars.”



Figure 3. Sapotaweyak constructed log building

3.0 An Introduction to Sapataweyak Cree Nation (SCN)

Sapataweyak Cree Nation (SCN) is located in west-central Manitoba, just under 600km north-west of Winnipeg (Figure 6). Road access to SCN is from the west via Highway 483, which is the main road into the community. Generally, settlement in SCN is located along the south/southeast shore of Lake Winnipegosis' Shoal River Bay and extending along either side of Shoal River, which flows through the community (Figure 8). Settlement is primarily centered on either side of Shoal River and extends approximately 5 kilometers northeast along Lake Winnipegosis to a point known as Neeack or Beards Point. The Metis community of Pelican Rapids sits just west of the SCN community centre. In the spring and fall SCN can be threatened by flooding due to the rising levels of water and the location of the community related to the river and lake. The implications for housing expansion relate to future development outside of the floodplain, preserving biodiversity, lake and river access, while maintaining traditional values, uses and settlement forms. The area is very scenic and the views around the lake are majestic (Figures 4 and 5).



Figure 4. Sapataweyak Cree Nation: looking west across Shoal River



Figure 5. Sapatawayak Cree Nation: looking north towards Lake Winnipegosis

SCN is included in Treaty 4 which was created in 1874. SCN is also part of the Treaty Lands Entitlement Committee (TLEC) of Manitoba. Through this committee, SCN is working with the Province to select and acquire crown land in order to fulfill outstanding treaty land entitlements (Figure 7). As of January 2011, SCN has converted 99,701.73 acres of land to Reserve under the TLE Framework Agreement (Treaty Land Entitlement Committee, 2011).

SCN's population is just over 1,000 people, about half of whom are housed on the reserve. There are approximately 214 housing units on the reserve. SCN is presently experiencing over-crowding in their houses, lack of maintenance and repairs being provided, as well as wastewater and sewage facilities that are at capacity. Before new houses can be built (there is a long waitlist for people in need of a house) the infrastructure must be upgraded.

SCN's governance structure is organized under the direction of the Indian Act. This means that there is a Chief and Council that are elected for two years. Chief and Council are responsible for making decisions for the community. Currently, there is interest in the development of a housing authority to relieve the pressure from Chief and Council when it comes to making decisions on housing.

SCN has developed a Housing Committee consisting of Council members, elders, and community members. The Housing Committee currently meets monthly to discuss local housing concerns and has completed a large amount of work in the pre-planning and planning stages of Comprehensive Community Planning. The Community Housing Survey was directly requested, informed and distributed by the

Housing Committee, who facilitated student participation in this community-based project.

SCN's 2010 Draft Community Housing Plan sets out:

- community population estimates,
- preliminary community visioning and sustainable community concepts,
- legal requirements for rental housing units,
- housing policies and maintenance programs,
- previous funding and expenditures,
- estimated funding requirements, and sources of funding,
- an inventory of existing housing locations and addresses,
- housing ownership,
- housing damage reports and repair estimates, and,
- housing inspection criteria and reporting forms.

Where housing is concerned, there are a number of stakeholders that are brought into the picture. Some of these stakeholders include, but are not limited to: the community members of SCN; SCN Chief and Council; the SCN Housing Committee; Aboriginal Affairs and Northern Development Canada (AANDC); and Canada Mortgage and Housing Corporation (CMHC). All of these stakeholders are involved with housing and the decisions that are made in regards to housing. This SCN Community Housing Survey has been conducted in order to inform the community members of SCN, SCN Chief and Council, as well as the SCN Housing Committee of the community's housing needs and to support comprehensive community planning initiatives.

Figure 6. Sopotaweyak Cree Nation Context Map



Figure 7. Sapatawayak Cree Nation TLE Selections Map

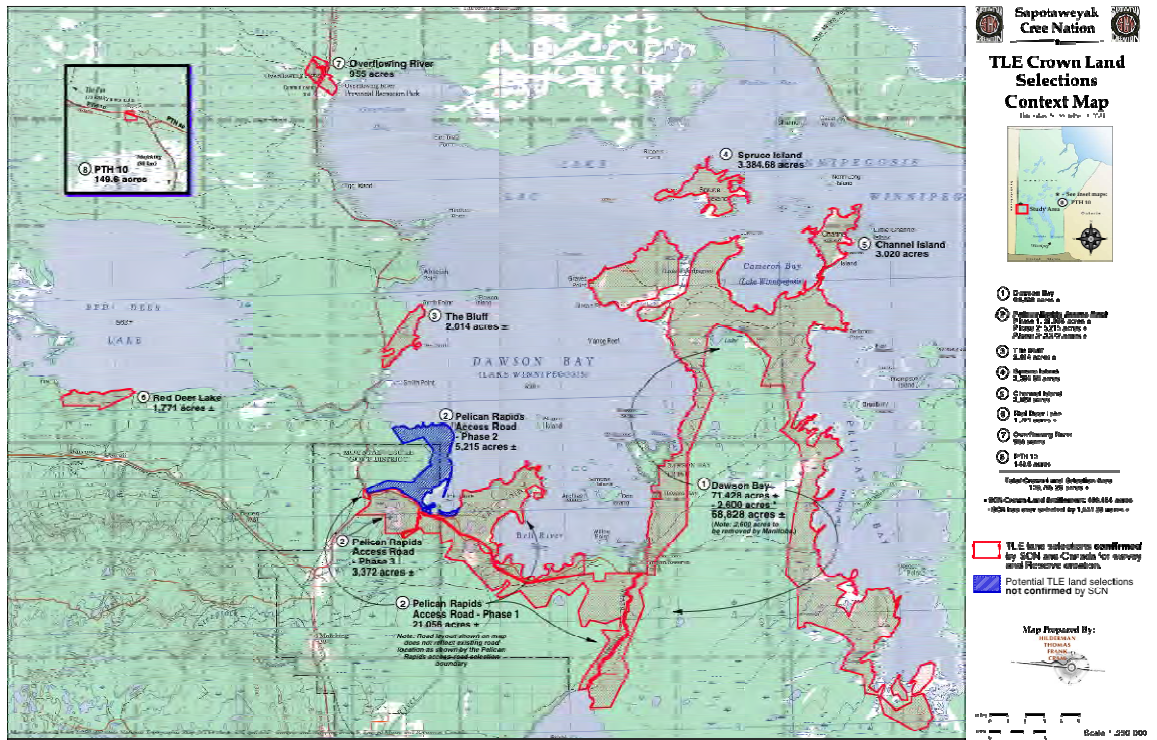


Figure 8 Sapatawayak Cree Nation Community Centre



4.0 SCN Community Housing Survey: Project Process

Having established Sapotaweyak as a community partner, Dr. Ian Skelton and a student representative conducted an initial visit to discuss the potential planning projects for the 2011 Indigenous Planning Studio with SCN Council and community members. In the scope of this initial meeting, housing emerged as a priority. The following meeting, held with SCN and the U of M City Planning student group, tasked the students with exploring their most effective means of aiding the SCN Housing Committee. This meeting concluded with a tour of the community

The second meeting, held with members of SCN Housing Committee and community at large, included significant discussion regarding the scope and focus on community housing options. The outcome of the meeting was to develop a community housing survey that would provide a clear assessment of current housing conditions. This work is intended to build upon the existing work completed by SCN's Housing Committee through determining the condition and level of crowding present in existing housing, the type and level of household servicing, and preferred locations for the development of new housing, complementing a community housing plan.

Regular communication with SCN was key for students to draft an appropriate survey and ensure content was reflective of the community's housing needs. The survey and its contents were requested and directed by the SCN Housing Committee. The community housing survey was approved by Chief and Council under the mandate of meeting the community's housing needs. The survey was introduced to community members at large through radio interviews with both local and provincial radio stations, and was distributed by SCN's Housing Committee door-to-door in early October 2011. Follow-up home visits for survey collection were made cooperatively with students and Housing Committee members, with the Housing Committee contributing to the bulk of survey collection.

The next section of this report highlights the findings of this community housing survey as of December 7, 2011. Subsequent sections provide background for the Planning Coordinator relating to future planning initiatives in SCN, and help to formalize the incremental steps that can ultimately culminate in a comprehensive community planning process.

5.0 Housing Survey Results and Analysis

The development of the SCN Housing survey instrument (see Appendix A) was directed by the Housing Committee and supported by Chief and Council. Survey responses were collected from throughout the community, resulting in fairly even geographic coverage. The intention of the survey was to obtain community input regarding on-reserve housing. There were approximately 143 responses to the survey. As there are approximately 220 housing units in Sapotaweyak and 143 of these housing units responded, the response rate to the survey was 65%. The Housing Committee and U of M students collected completed surveys by going door to door. As well, some completed surveys were returned to the Band Office, while some were presented directly to Housing Committee members.

The survey, found in Appendix A, is composed of two larger parts broken into smaller sections: the first focuses on broader social aspects of SCN housing, while the second provides details regarding the physical characteristics of dwelling units. The first part expands on demographics of respondents and their residences, general condition and type of housing, perceived ownership, crowding and the relationships of home occupants, and finally, locations for the development of future housing units. Part two focuses on specific aspects of individual units: water, wastewater and electrical servicing; whether repairs are needed and if so, what they are; and, presence and relative amount of mold visually present.

The sections indicated below are a breakdown of the survey and the results will be revealed in this order:

5.1 Survey Demographics

5.2 Housing Conditions

5.3 Locations for Future Development

5.4 Housing Conditions

5.5 Servicing

5.6 Mold

5.7 Repairs

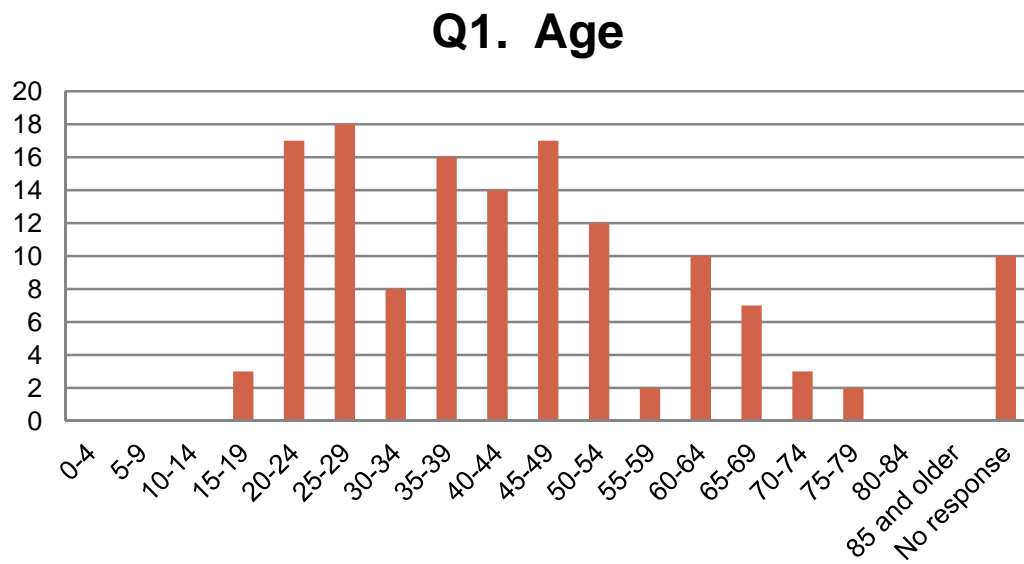
5.8 Electricity

5.1 Survey Demographics

Question 1. Age?

Purpose

This question was asked to establish the age of the respondent.



Results Summary

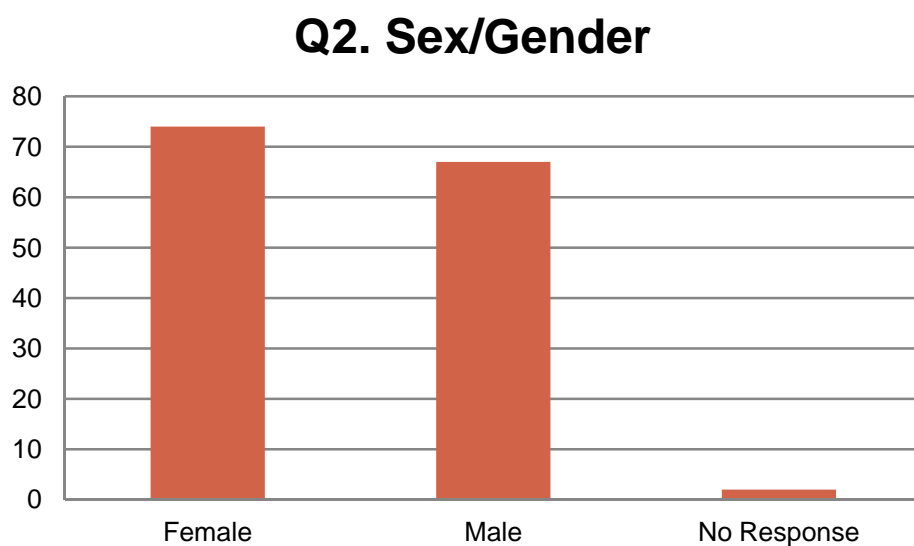
Through the Community Housing Survey, it was found that the majority of respondents are young to middle age adults. Over 70% of respondents are between 20 and 50 years of age.

Question 2. Sex/Gender?

Purpose

This question was asked to determine the gender of the respondent.

This question is important to obtain a clearer picture of the SCN community, and better understand the breakdown of the pool of respondents.



Results Summary

A slim majority of respondents to the Community Housing Survey were female. Roughly 48% of respondents are male, while roughly 52% are female and approximately 1% did not respond to the question.

5.2 Housing Conditions

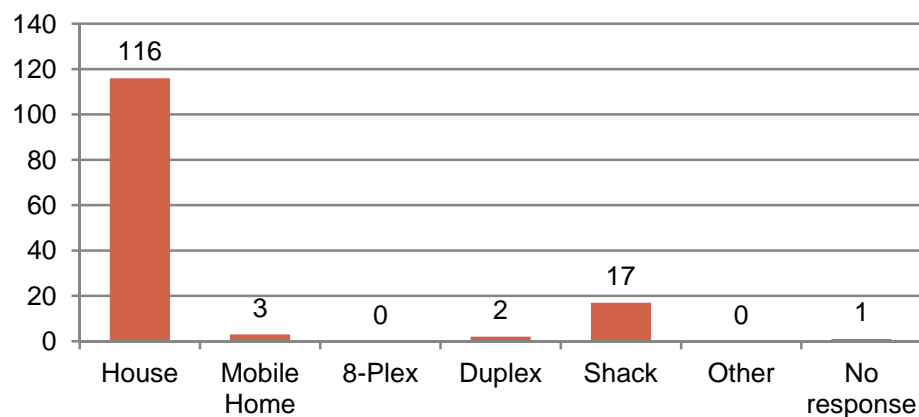
Question 3. How would you describe the building you live in?

Purpose

There is a perceived lack of available housing in SCN, and this question was asked to establish a cross section of the housing stock in SCN.

This question is important to the community in order to better understand better the frequency of housing types in SCN.

Q3. How would you describe the building you live in:



Results Summary

Through the Community Housing Survey, it was found that 84% of respondents describe their dwelling as a house, while the next most common dwelling – at 12% – is described as a shack. Together the two building types make up 96% of respondent answers.

Inferences

This result is important to SCN because it clearly shows the type of buildings that are most commonly lived in by SCN residents. This has implications for planning by providing an understanding of the existing forms of housing.

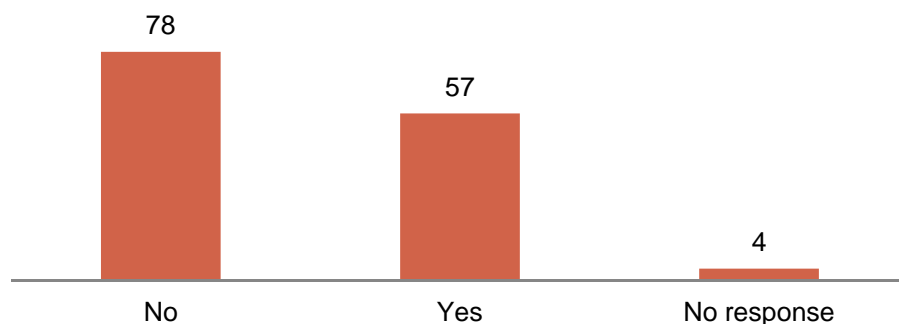
Question 4. Is there more than one building in your yard that people live in?

Purpose

As there is a perceived lack of available housing in SCN, this question was asked to establish the number of buildings on site. This is useful for understanding the household dynamics and responses to crowding on SCN housing sites.

This question is important to the community because an understanding of multiple buildings on site may describe a need for improved housing conditions that might typically be overlooked, and a potential understanding of desired proximities of residents.

Q4. Is there more than one building in your yard that people live in?



Results Summary

Through the Community Housing Survey, it was found that the majority of respondents do not have multiple dwellings on the residence site. 58% of respondents have no additional dwellings, while 42% of respondents do have accessory buildings that people live in on the residence site.

Inferences

This result is important to SCN because it has implications for planning future housing locations. The inadequacies of current housing forms and desired proximities of SCN residents should be looked at when planning housing locations in the future.

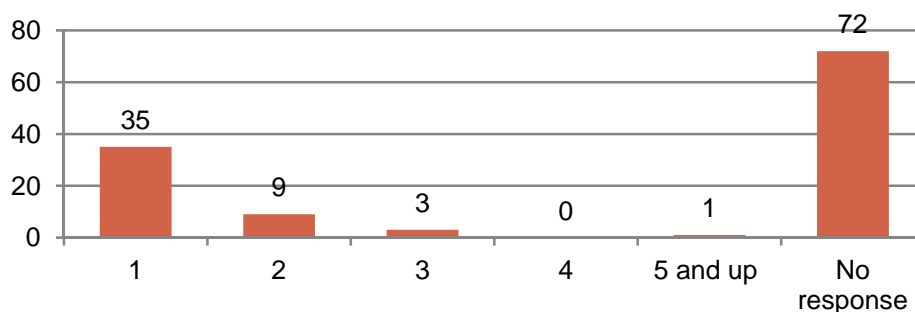
Question 5. If yes, how many of the occupied buildings in your yard are of the following types?

Purpose

This question is used as a qualification for question 4. Question 4 had 57 responses, while question 5 had 78 responses. Question 5 followed question 4 by asking respondents to identify from the following options House(s), Duplex(es), Mobile Home(s), and Shack(s). The reason for asking this was to identify the number of additional units in a given yard that people live in. While some surveys did not include a response to this question, in Sapotaweyak the survey results reveal that shacks (48 respondents) are the primary form of additional housing unit. Other forms of housing units that respondents identified as occupied in their yard was another house (27 respondents), a duplex (2 respondents), and a mobile home (2 respondents). As there is no known instance in the community of multiple houses in one yard the question may have been unclear for respondents. Due to low numbers of mobile homes, duplexes, and uncertainty related to the additional house responses these have not been graphed.

This question is important to the community, as it should provide insight as to the quality of housing that is lived in by SCN residents that do not dwell in the main residence on a residential site.

**Q5d. If yes, how many of the occupied buildings in your yard are of the following types?
(SHACK)**



Results Summary

Through the Community Housing Survey, it was found that a large number of residents in SCN live in shacks. Over 70% of survey respondents that answered question 5 have a shack on the residence site, although only 40% of all respondents answered question 5.

Inferences

This result is important to SCN because it shows that there is an immediate need for improved housing conditions. It has implications for planning new housing, as improved housing structures should be explored to improve living conditions for SCN residents living in shacks.

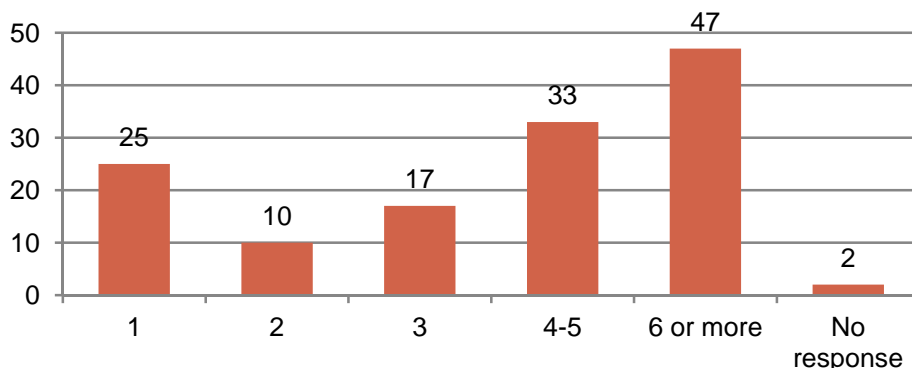
Question 6. What is the total number of people living in all of the buildings?

Purpose

Due to concerns related to a perceived lack of available housing in SCN, this question was asked to clarify the level of crowding present in existing homes. As many households are made up of multiple buildings on one site or yard, this question specifically asked for the total number of people living on that specific site.

This question is important to the community in order to address the need for new housing in the immediate future and to understand present levels of crowding.

Q6. What is the total number of people living in all of the buildings?



Results Summary

Through the Community Housing Survey, it was found that the majority of residents in SCN live in crowded conditions. There is a total of 132 responses to this question, 61% of these respondents live in a home that is occupied by 4 or more people.

Inferences

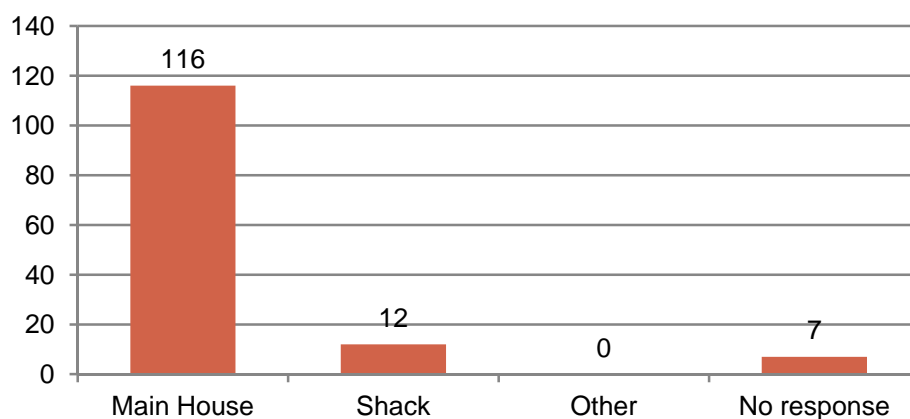
This result is important to SCN because it clearly shows an immediate need for new housing and potential additions to existing housing. These findings support community expansion, as new housing must be provided to improve crowded living conditions for the majority of SCN residents. The results also have implications for planning adaptations to existing housing forms.

Question 7. Which building do you live in (e.g., main house, shack)?

Purpose

It is important to the community to clarify the living conditions of SCN residents. As many households are made up of multiple buildings on one site, this question began exploring who lives in what building associated with the household. This question established where the respondent lived, helping to ensure an accurate picture of housing types are represented while avoiding multiple responses for the same dwelling.

Q7. Person 1: Which building do you live in?



Results Summary

The Community Housing Survey revealed that the majority of residents in SCN live in the main house on a given lot. Over 80% of survey respondents live in the primary home. 10% of survey respondents described their building as a shack. This reveals a response to crowded housing conditions, as households have expanded beyond the capacity of the primary house. Shacks appear to be a manner of providing an extension to an existing home, a response to crowding in insufficiently sized houses.

Inferences

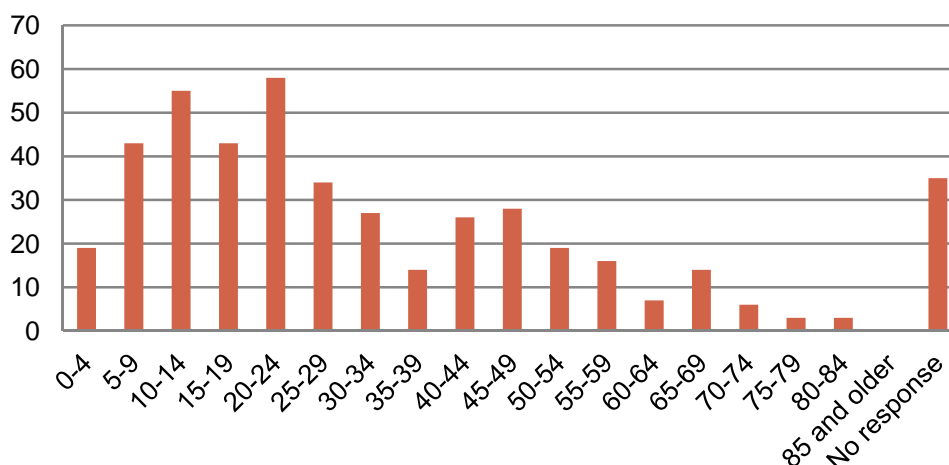
This result is important to SCN because it explores the response to crowding. It has implications for planning for housing needs, as more housing must be provided to address this overflow and different housing styles may be required for larger families.

Questions 8-16. Name/Which building do they live in? Age/Sex/Relation to you (e.g. mother)

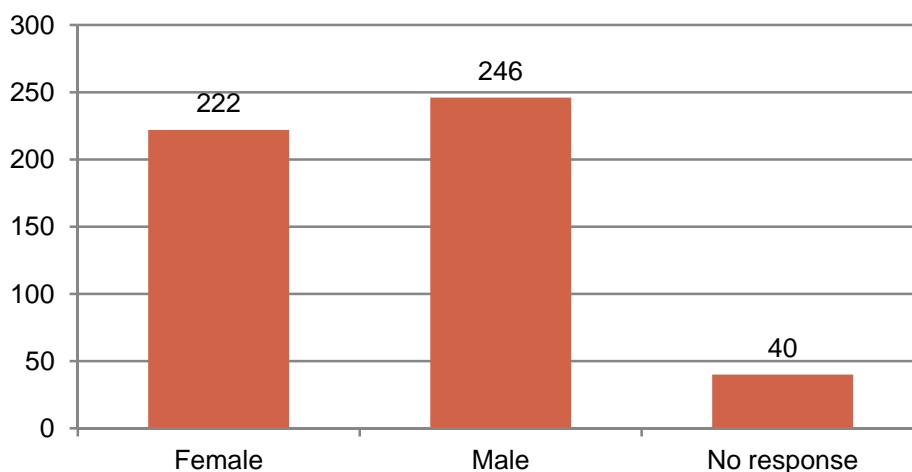
Purpose

This set of questions attempts to clarify who lives in what household building. These questions helped to ensure that survey collection and analysis avoided multiple surveys from the same address. The relationships amongst those living on site was thought to be of importance by the Housing Committee, providing insight around how crowding may occur and the relationships between residents.

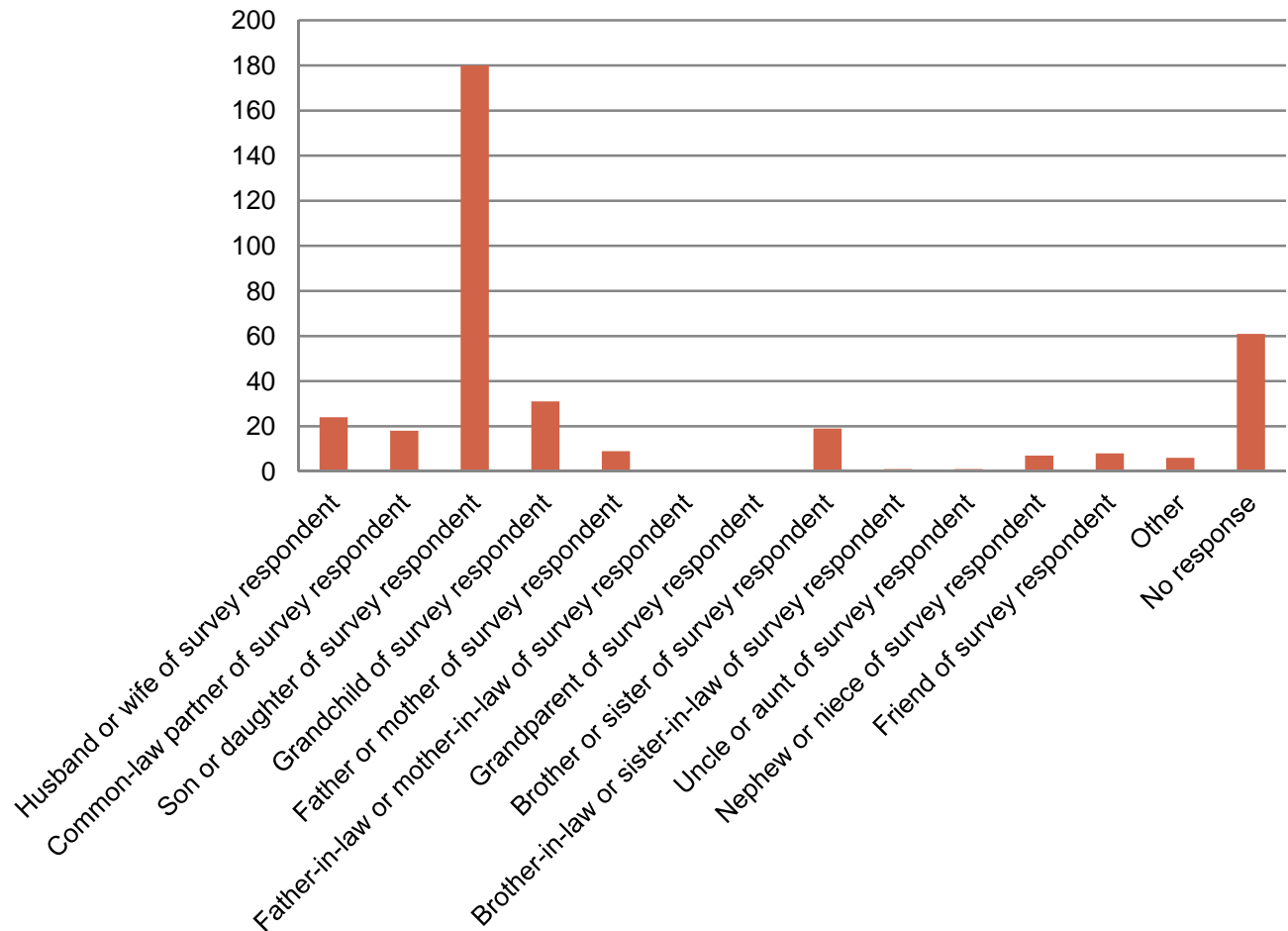
Q8b - 16b. Age Distribution



Q8c - 16c. Gender Distribution



Q8d - 16d. Relationship Distribution



Results Summary

There was a high 'no response' rate for this question. This could be due to the question being unclear or respondents may not have felt comfortable giving this type of information. To improve upon these results, a separate survey that focuses on population and household population could be completed. An individual should be responsible for going door to door to fill out the survey with the household in order to ensure that surveys are completed and that the entire population of a household is accounted for.

Responses from this set of questions revealed a wide range of family arrangements and living conditions on-reserve. Housing density ranged from 1 or 2 residents per home, to twelve residents per home. Many larger households had a wide age-distribution, made up of extended family members including not just grand parents, parents, and grand children, but also aunts, uncles, nieces, and nephews.

The survey covered 412 residents, 52% of SCN's on-reserve population. The on-reserve population (799) is from Sapotaweyak's Community Housing Plan (2010).

Inferences

The results from this set of questions shows that there is a need for larger homes or some form of standardized housing extensions or additions to allow for large families to live together as families expand. The implication of this result is that there is a need for alternative housing forms and that additional housing forms would be supported by the community and serve larger families well.

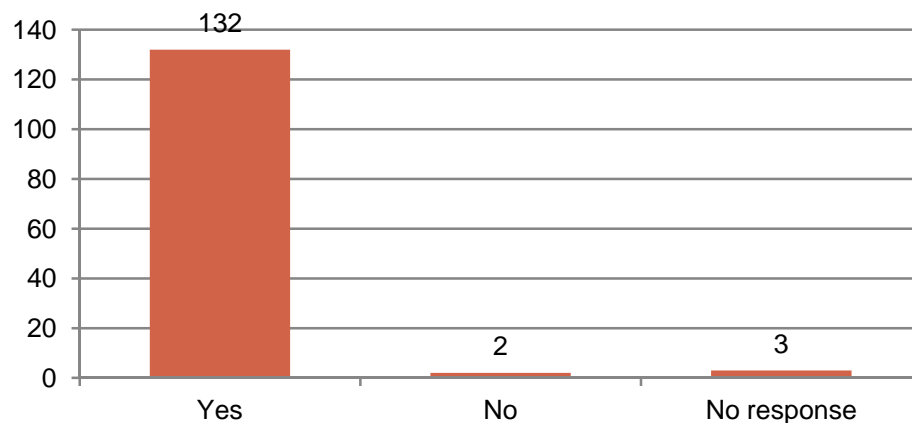
5.3 Locations for Future Development

Question 17. Do you think SCN should build more housing units? If yes, indicate on the two maps where you would like to see future housing units.

Purpose

This question was asked in order to get an understanding of whether the community wanted more housing units to be built. This question is important to the community because it identifies the fact that the community is facing overcrowding issues and that there is a great need to build more housing.

Q17. Do you think SCN should build more housing units?



Results Summary

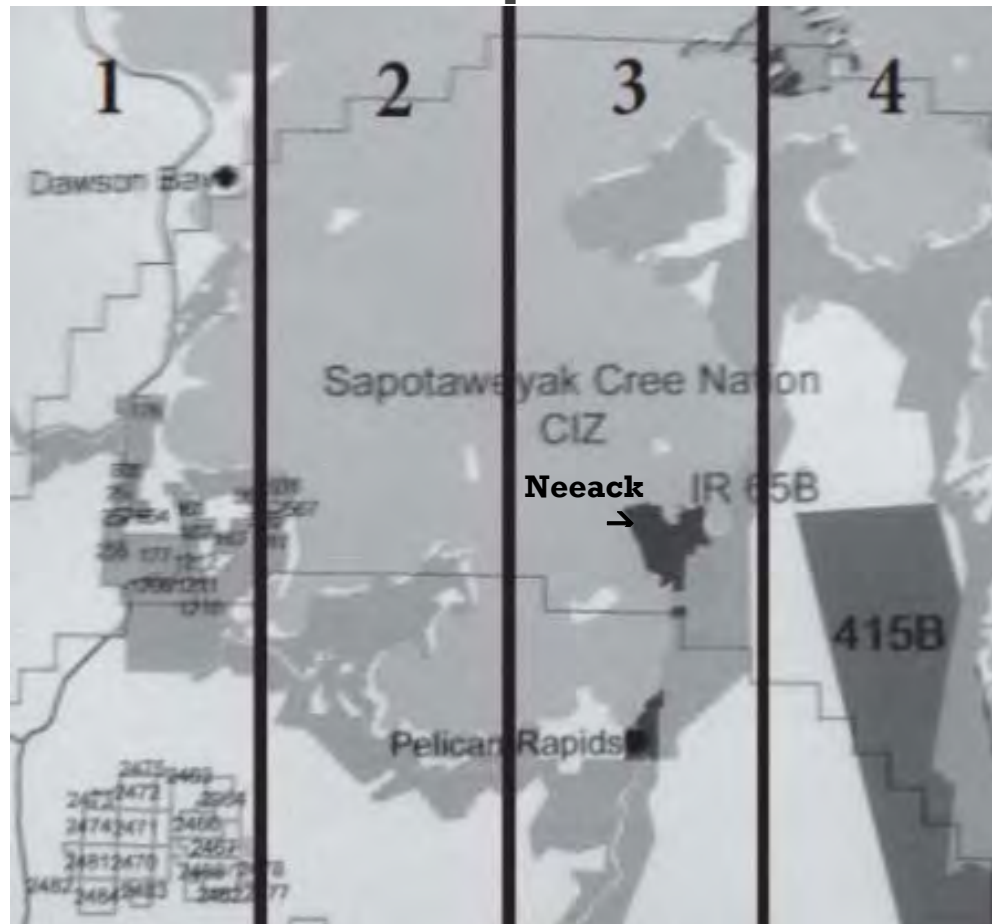
98% of survey respondents agree that SCN should build more housing units.

Inferences

This result is important to SCN because it shows that the community supports the construction of new housing. Community preference and support is important related to the decisions of Chief and Council. The results have implications for planning as it illustrates community support to address housing needs through SCN's mandate to improve living conditions of all members of the community by providing access to housing. Shelter is fundamental to an individual's and a family's well-being.

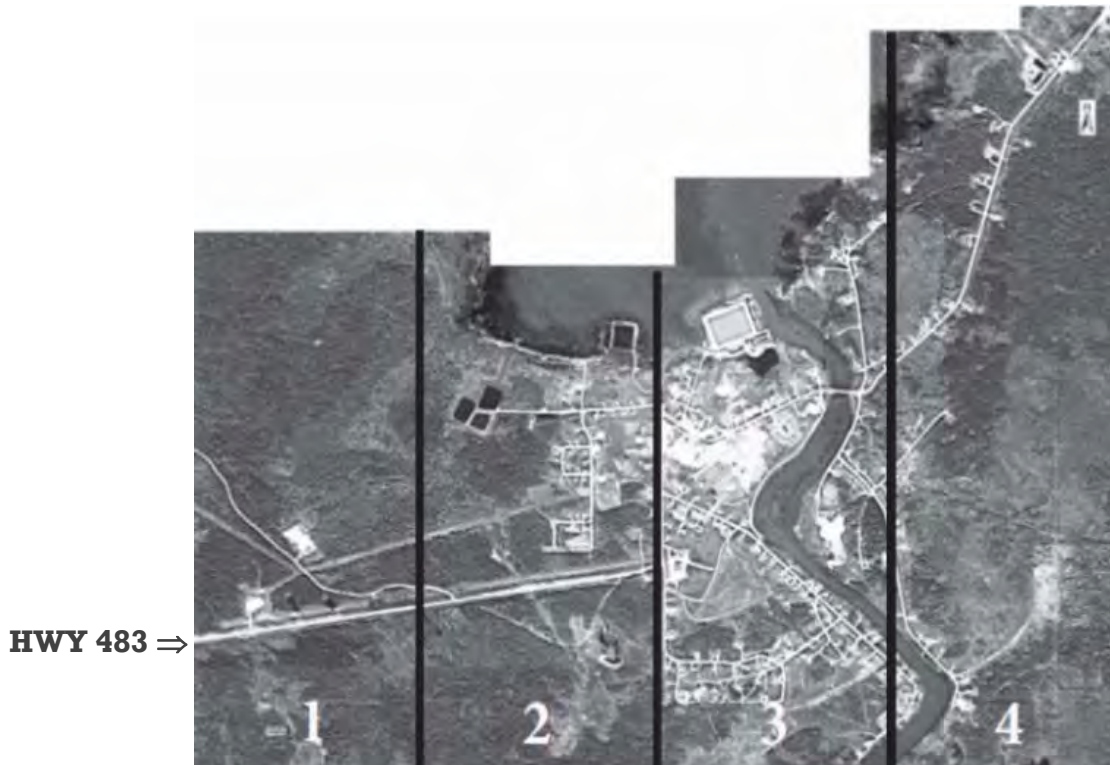
The second portion of the question 17 asked the interviewees to identify on a map where they would like to see future housing units within their community. The maps below have been sectioned into quarters in order to group together the responses that have been received. The responses are organized below.

Map A



Respondents either wrote comments beside Map A as to where they would like to see new housing located, or marked locations directly on the map. The map has been divided into sections to delineate where people have made comments. The majority of responses wish to continue to see housing located in the main community, which is within section 3. One respondent wanted to see housing located in section 1, adjacent to the lake. A handful of respondents wish to see housing located in sections 3 and 4, adjacent to the lake. A limitation for this method of question was that it may have been unclear to respondents what the survey was asking them to do, and therefore a lot of respondents did not answer this question.

Map B



The majority of responses for Map B wished to see new housing locations along Highway 483, which is the main road coming into the community, in sections 1 and 2. Other respondents said that they would like to see future housing located in section 3 east of the river, and section 4 where development east of the river stops. Respondents would like to see future development take place along the main road that leads into the community.

Inferences

The results of these questions have implications for planning for community expansion to address housing needs. There appears to be support from the community to locate new housing along Highway 483, in proximity to the community centre. While housing location must be done with a consideration of terrain conditions (avoiding wetlands and flood-prone areas) and infrastructure capacity, community preference must also be considered. Community response indicates that community expansion to the west of the community centre along Highway 483 would be supported.

Question 18: What makes that place (those places) good for housing?

Purpose

This question was asked in order to understand why the community wants housing to be located in the areas that they have identified. This question is important because SCN has had issues in the past with people not wanting to move to a new house because the location has been undesirable (too far from family, etc.).

Crowding	Expanding the Community	Condition of the Land	Neeack	Along Hwy #483
<ul style="list-style-type: none"> Privacy, spacious, relaxing atmosphere Into the bushes between Harold Brass/Percy Genaille's area, solid ground, new area have more places to expand instead of trying to crowd in one area New selected reserve sites because overcrowding exists at the existing site People are too spread out Outside the reserve where you have land that you own Away from the crowded areas, more privacy for people Getting too crowded in this place Quiet areas where people don't drink and do drugs Closer to home, septic, water lines are close by, maybe just not so cramped together so close, put in different locations in the community Map A; to live where nobody will break into your house, when you go some place Bigger reserve, more for our visitors and community, along the highway can have duplexes and houses Map B - Housing on reserve crowded 	<ul style="list-style-type: none"> Extending our community To expand our reserve Lots of room; not to try to pile up houses in the middle of the reserve A lot of land to use, to form lots for housing, make our community bigger Spread Sap. All over there. More children being born "baby boom" Development expansion Make more houses the population is rising, babies are booming Lets expand our reserve, we have a big reserve, lots of reserve land, Why do we have to live right in Sap? Why not two miles away, look at Moose Lakes reserve Not satisfied because it's too open for our youth to get involved or family into drinking and drugs Close to everything Just building more houses for families that need a home is good, wherever needed 	<ul style="list-style-type: none"> Solid ground, not in swampy areas (x11) High ground, clean and quiet by the lake for scenery (x3) Good ground, not swampy Not muskeg (x4) Dry land and rocky areas (x3) 	<ul style="list-style-type: none"> Good for housing along the side road to Neeack and also in overflow and at the #10 junction You guys should make at least 3 new houses in Neeack and the rest in Shoal River. Put more houses near bingo bin! Neeack to high ground, makes housing studier Good to live where will have houses if TLE selections go through 	<ul style="list-style-type: none"> to expand our housing along the highway be a nice view Houses near the highway (accessibility); houses near the water (beautiful location); prime location near the water Along highway #483; close access to #10 highway Up Hwy #483 on our treaty land, on higher ground, no swamp area, closer to the road - easy access up the River on our treaty land going towards Swan Lake, more space for housing Up Hwy #483, either side of the road, on our treaty land and up the riverside on our treaty land, up towards Swan Lake Piped water/sewer service I think it would be good to live at the highway. Up the road (#483) Main line for water hook-ups Close to the water lines and solid ground Highway #483, both sides

Results Summary

Responses on the location of housing units were able to be put into 5 categories: crowding, expanding the community, condition of the land, Neeack, and along Highway 483 (as seen in Question 17 Maps A and B).

Inferences

From survey responses it has been identified that the community is concerned about the locations that housing units have been located in the past due to the suitability of the land. A lot of the land in and around SCN is swampy and marshy because of the high water table. Respondents indicated that suitable locations for housing would be areas that are dry and not at risk of flooding. The respondents are interested in developing the land that runs along both sides of Highway 483, which is the main road that enters the community. Further geotechnical assessments need to be done in order to locate land that is dry and suitable for housing units. Some respondents are concerned about the crowding issues and do not want to see housing too 'crammed' together. However, other respondents suggest that housing that is located near the main town centre is suitable since it would not be isolated.

Planning for future housing expansion can address both preferences stated by respondents. Building additional housing in the community centre can occur in concert with new housing development in other reserve areas. Regardless of the location, planning for new housing must take into consideration environmental conditions and servicing.

Question 19. Is there anything else besides housing that you think SCN should build?

Purpose

The intention of this question is to understand whether the community has any other amenities that they would like to see within their community. This question is important for the community because it will give Chief and Council, the Housing Committee, and Planning Coordinator future direction as to what the community wishes to see within SCN.

Recreation	Activities for Youth	Infrastructure	Community Services	Housing	Commercial
<ul style="list-style-type: none"> swimming complex, to keep the children away from the bridge, and lake to ensure better safety for our children a fitness centre and make schedules in how children and teen adults take turns or have a fee which people can afford Gymnasium for Band members to use for exercise, tournaments to be occupied on weekends, etc. Playground for children, shack to warm up in during the winter (for sledding/skating), place to have hot chocolate/coffee bicycle track, swimming pool, curling rink, cabins out in the land, e.g. Spruce Island, Channel Island Curling rink, water park Skating rink in Neesack or small arena Parks (playgrounds) in different areas, so the kids will have somewhere to play Swimming pool 	<ul style="list-style-type: none"> More buildings for youth Rec room for students, kids Recreation centre for youth, pool table, video games, canteen, security guard (6-12pm) Get something for the youth, get them something to keep them busy More stuff for the youth 	<ul style="list-style-type: none"> A bigger water plant, commercial garages for fleet vehicles; a cell tower, a gas bar at the highway Infrastructure, like garages, sewage/water buildings Bigger water plant and sewage plant better roads Bigger water and sewage plant 	<ul style="list-style-type: none"> Storage building, business buildings A new post office & a new police station New cemetery Daycare centre nursing station A shed for each household, storage building A massive financially maintained garden Garage for equipment Emergency station Bigger fire station, friendship centre for all ages (young and old), bigger church (Anglican), move cemetery to out of town new daycare building (x2) A college for students that don't want to move Ceremonial type buildings, for teachings or our traditional values (x2) New band office, new community centre Fire Hall (x6) Detox centre Create employment for youth there is nothing around Sap. Sapotaweyak needs a new Band Office, it's 20 years old, and New nursing station New band office (x2) Head start program building for young children to go to be educated and interact with other children 	<ul style="list-style-type: none"> log houses, two story types, eight duplex should have been given to elders Duplexes for people that will soon be retiring; Old folks home, it will provide employment opportunities elder housing unit, duplexes and bi-level houses Elder's lodge Single dwelling for the reserve has a lot of young people, more to come in the future log houses second floor housing Disabled housing, assisted living units 4 plexes with upstairs More bachelor housing for the young adults that live with their parents Bachelor Units More homes for families that have small children or kids Just more houses for young people Old folks home, more band housing (not CMHC), wood stove not electrical Band Housing (x4) build duplexes elsewhere, not all on one street (Roy Hamilton) New houses for sick people Elders housing (complex) 	<ul style="list-style-type: none"> Restaurant Yes, a store, gas bar, restaurant, laundry mat New store Restaurant hotel for visitors

Results Summary

There were six themes that appeared based on the responses from the interviewees. These six themes were: recreation, activities for youth, infrastructure, community services, housing, and commercial.

Inferences

The community is interested in having more recreation opportunities for all ages. Some of the activities or amenities that were suggested for recreation were a curling rink, swimming pool, playgrounds for children located throughout the community, a gymnasium that can be rented out by Band members, and a fitness centre that is affordable. In terms of infrastructure needs, the most pressing concern that the community has identified is the expansion of their water and sewer plants. When it comes to community services the community would like to see a new band office, nursing station, daycare building, fire hall, and a shed to store equipment in. The community has also expressed the need for a ceremonial building for teaching traditional values, a garden, and a friendship centre. There was also expression to move the cemetery out of town.

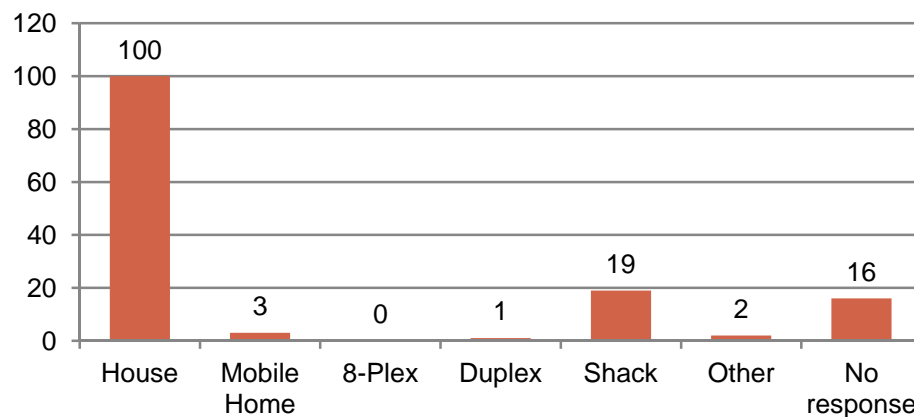
5.4 Housing Conditions

Question 20. How would you describe this building?

Purpose

This question was asked to provide an inventory of inhabited housing unit types. This question qualifies responses to Question 3 and was asked to distinguish between multiple housing units per yard.

Q20. How would you describe this building:



Results Summary

The results show that the majority of SCN residents covered by the survey live in single-detached housing. The second-most common housing type is shack-style housing.

Inferences

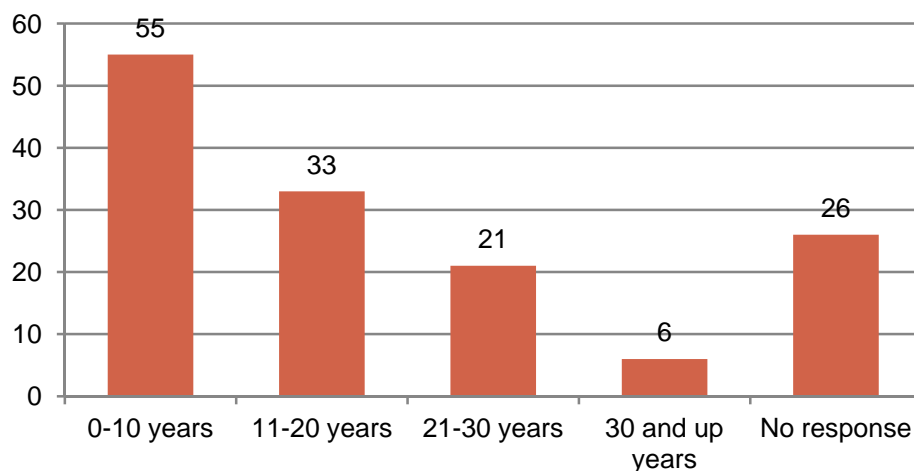
This result is important to SCN because it shows the dominant housing types. This has implications for planning and housing needs through providing insight into the quantity of housing stock and potential living conditions. These results may suggest that a more diverse housing stock would serve the community well.

Question 21. How old is this unit?

Purpose

This question was asked to provide an inventory of the age of inhabited housing units.

Q21. How old is this unit?



Results Summary

The results show that about 77% of inhabited housing units for which data are available are less than 20 years old.

Inferences

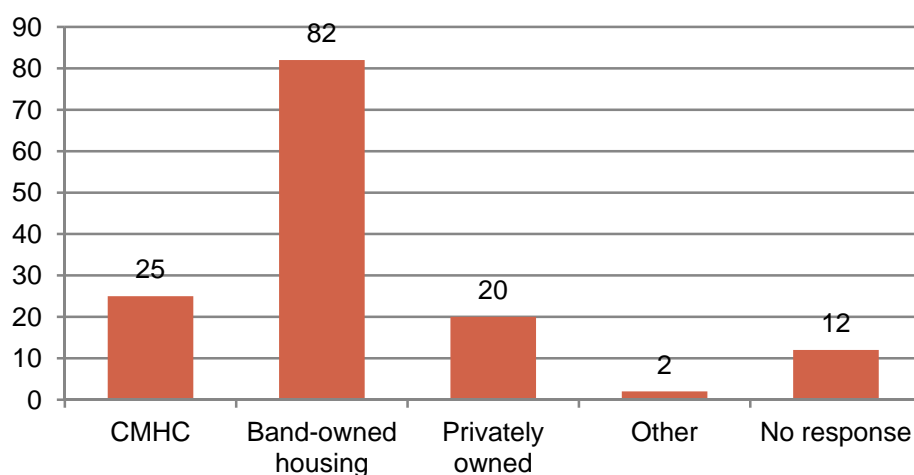
This result is important to SCN because it shows the age of housing units. This has implications for planning and housing needs through providing insight into the quality and longevity of housing stock, living conditions, types of infrastructure servicing and potential repairs needed. It is important to consider that the survey results reflect the perceptions of the respondents, who may not know the exact age of their home. Results from this question should be cross-referenced with SCN housing records.

Question 22. Who owns this building?

Purpose

This question was asked to provide an inventory of housing unit ownership.

Q22. Who owns this building?



Results Summary

The results show that the respondent perception is that the majority of inhabited housing units are owned by the band.

Inferences

This result is important to SCN because it shows the perception of housing ownership. This has implications for planning and housing needs because each form of ownership provides different guidelines for development, maintenance, and repairs.

It is important to consider that the survey results reflect the perceptions of the respondents, who may not know the exact ownership of their dwelling. For example, CMHC provides funding and does not own housing constructed on-reserve. Results from this question should be cross-referenced with SCN housing records.

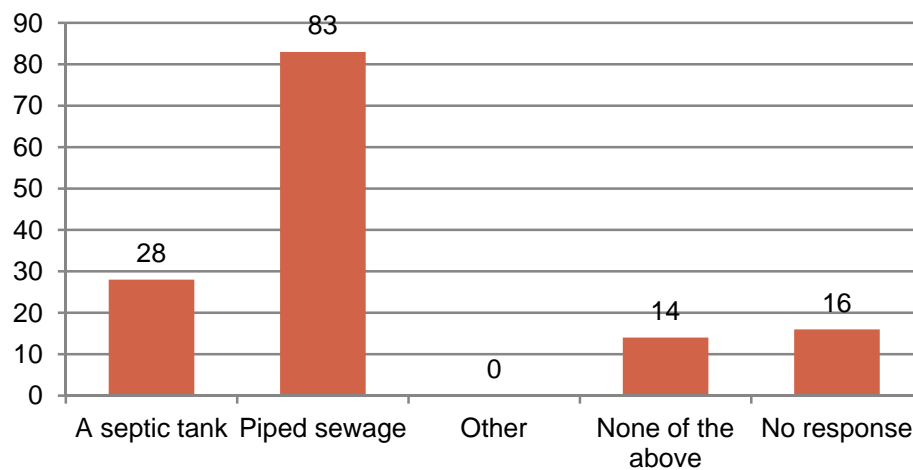
5.5 Servicing

Question 23. Does this building have (servicing):

Purpose

This question was asked to provide an inventory of wastewater servicing of housing units.

Q23. Does this building have:



Results Summary

The results show that the majority of inhabited housing units (69%) have piped wastewater.

Inferences

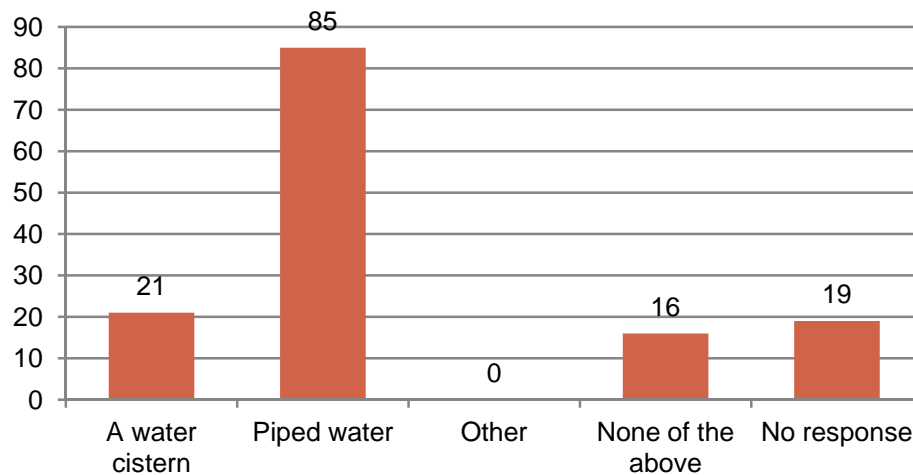
This result is important to SCN because it shows the wastewater servicing level of housing units. This has implications for planning and housing needs through providing insight into the level of household servicing, living conditions, and potential repairs needed. These results also provide considerable help in forecasting wastewater treatment capacity requirements, as homes with septic service may be connected to piped service in the future.

Question 24. Does this building have (servicing):

Purpose

This question was asked to provide an inventory of water servicing of housing units.

Q24. Does this building have:



Results Summary

The results show that the majority of inhabited housing units (70%) for which data are available have piped water.

Inferences

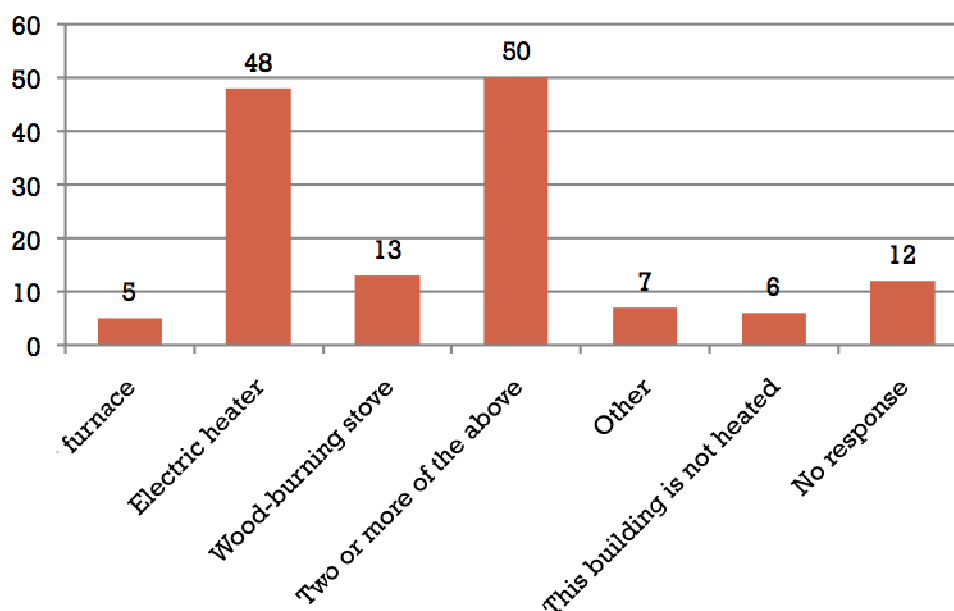
This result is important to SCN because it shows the water servicing level of housing units. This has implications for planning and housing needs through providing insight into the level of household servicing, living conditions, and potential repairs needed. These results also provide considerable help in forecasting water treatment capacity requirements. In the future, homes without piped water service may be connected to community infrastructure.

Question 25. How is the building heated?

Purpose

This question was asked to provide an inventory of inhabited housing unit heating methods.

Q25. How is this building heated?



Results Summary

The results show that the majority of inhabited housing units have electric heat. 39% of residences have two or more methods of household heating, which were typically a combination of electric heat (furnace or baseboard) and wood-burning stoves. 10% of housing rely solely on woodstoves for heat.

Inferences

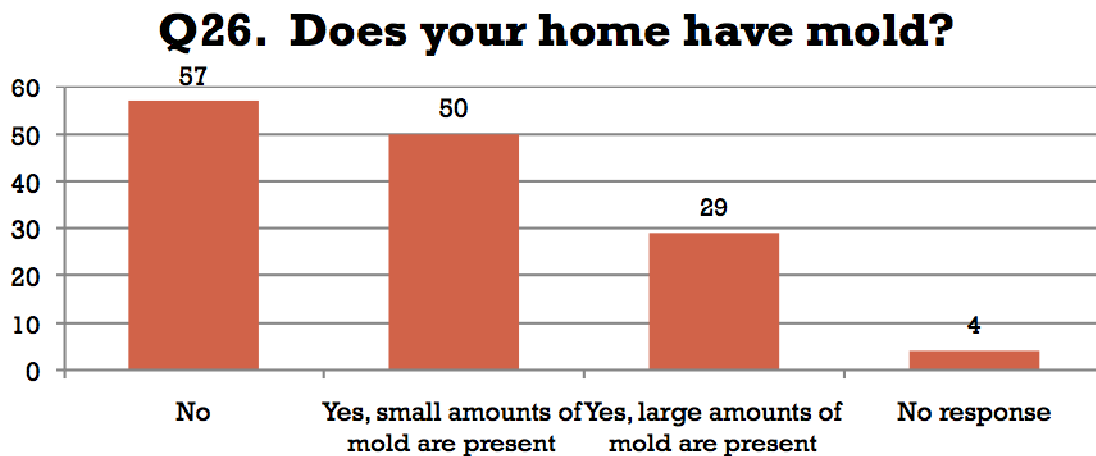
This result is important to SCN because it shows the heating method(s) of housing units. This has implications for planning and housing needs through providing insight into the level of household servicing, living conditions, and potential repairs needed.

5.6 Mold

Question 26. Does your home have mold?

Purpose

This question was asked to provide an inventory of mold in inhabited housing units.



Results Summary

The results show that the majority of inhabited housing units have some level of mold. 21% of all housing units surveyed have large amounts of mold present, while 37% of all units have small amounts of mold present.

Inferences

Visible mold can be an indicator of larger structural concerns associated with the collection of moisture. Moisture collection leading to the development of mold can be caused by problems such as leaking plumbing or inadequate airflow. Mold can also be related to the site of the home, as housing built in wet terrain is more prone to mold and may require improved drainage.

This result is important to SCN because it shows the level of mold present in housing units. This has implications for occupant health as well as planning and housing needs through providing insight into living conditions, and repairs needed.

5.7 Repairs

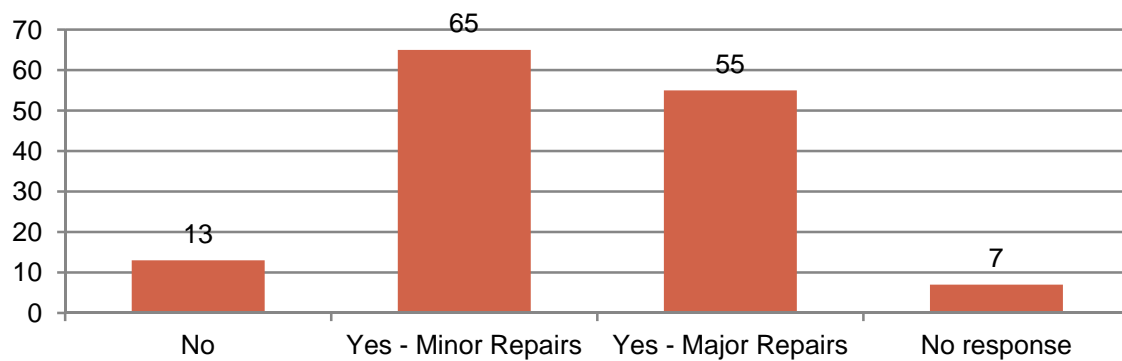
Question 27. Does your home require repairs?

Question 28. What repairs does your home require?

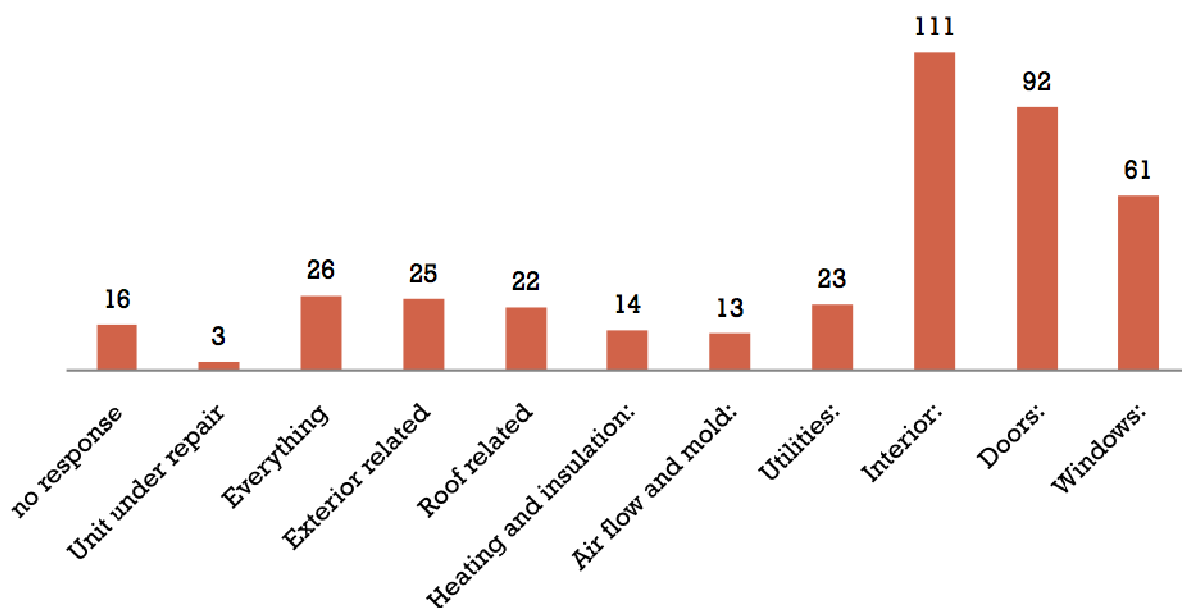
Purpose

These questions were asked to provide an inventory of repairs required in inhabited housing units.

Q27. Does your home require repairs?



Housing Repair Type Required



Results Summary

The results show that 90% of inhabited housing units have some level of repairs needed. 49% of all units surveyed require minor repairs, such as the replacement of broken windows or damaged siding, while 41% require major repairs such as roof replacement.

390 separate repairs were indicated on the surveys received, bringing the average number of repairs required to 3.25 per unit.

Interior repairs, shown on the following graph, were the largest category identified with 111 responses. This category includes the following:

- General repairs for kitchens, bathrooms, and bedrooms, (15.7%)
- Structural and refinishing repairs (56.9%)
 - Painting and finishing, 4
 - Ceiling repairs, 7
 - Wall and drywall repairs, 19
 - Floor and flooring, 26
 - Lighting, 2
- Specific room-based repairs (24.4%)
 - Sinks and countertops, 4
 - Cupboards, 14
 - Toilet, 3
 - Shower/Tub, 3
 - Bathroom fan, 1
- Accessibility (wheelchair access), 1
- Smoke damage, 1
- Bedbugs, 1

Inferences

The high level of repairs needed suggests the importance of continuing the development of community-based maintenance and repair programs.

This result is important to SCN because it shows the level and form of repairs needs present in housing units. This has implications for planning and housing needs through providing insight into living conditions, quality of building construction, and repairs needed.

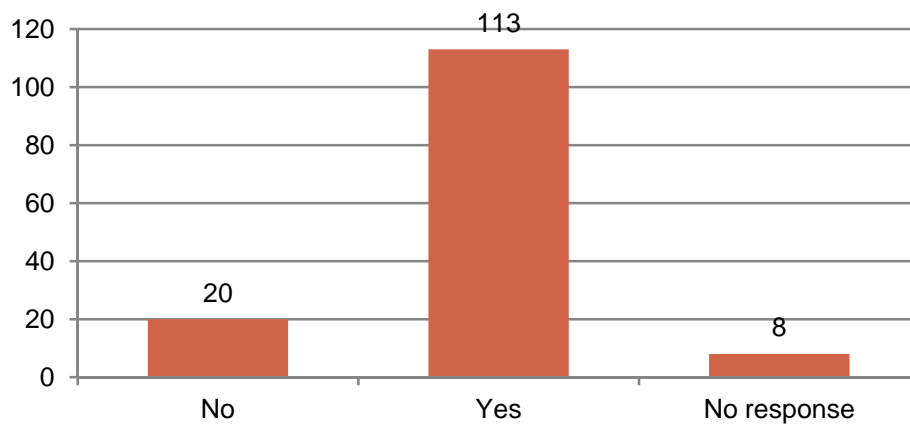
5.8 Electricity

Question 29. Does the main unit in the yard have electricity?

Purpose

This question was asked to provide an inventory of electrical servicing in the main inhabited housing unit of each yard.

Q29. Does the main unit in the yard have electricity?



Results Summary

The results show that the vast majority of primary housing units of each yard have electrical servicing.

Inferences

Of all the housing units surveyed, 20 do not have electrical servicing. This is important because 37% of housing relies on electricity for heat. The reliance on electric heating is important to note as in an isolated community where electric service can be inconsistent, many homes may be without heat during winter outages.

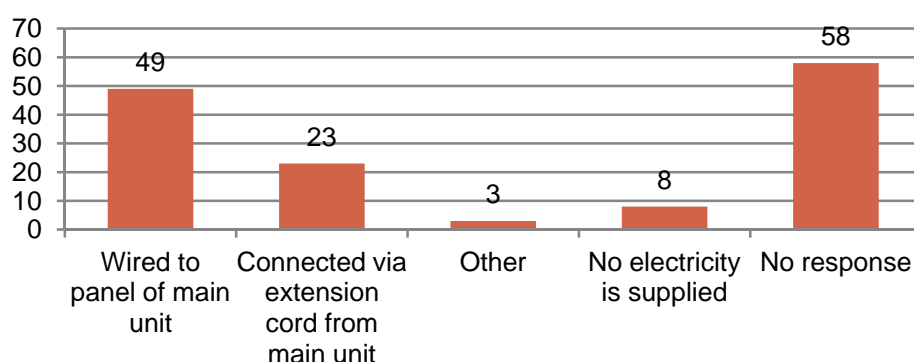
This result is important to SCN because it shows the level of electrical servicing present in both primary housing units and yards. This has implications for planning and housing needs through providing insight into living conditions, and potential repairs needed. This supports the importance of continuing the development of community-based maintenance and repair programs.

Question 30. If this unit is not the main unit in the yard, how is electricity supplied?

Purpose

This question was asked to provide an inventory of how electrical servicing is provided to each inhabited housing unit.

Q30. If this unit is not the main unit in the yard, how is electricity supplied?



Results Summary

28% of surveyed secondary housing units (shacks) are currently connected to the electrical grid using extension cords run from other units. Only 59% of secondary units (shacks) surveyed declared the use of an electrical panel to connect to the electrical grid.

Inferences

It is important to recognize the fire risks associated with ad-hoc electrical connections. Standardized electrical service provision should be undertaken as soon as possible to ensure the continued safety of community members. This could be addressed through the continued development of community-based maintenance and repair programs.

6.0 Concluding Remarks for Survey Findings

Short Term Conclusions - Survey Results

The majority of Sapatawayak Cree Nation residents (70%) who responded to the Community Housing Survey were between 20 and 50 years of age. There was a relatively even split of males and females among respondents with slightly more females than males completing the survey.

The majority of residents in SCN live in the main house on a given lot, with over 80% of survey respondents living in the primary home. A large majority of respondents – 84% – live in a dwelling they describe as a ‘house,’ while the next most common dwelling – at 12% – is described as a ‘shack.’ While at the same time over 70% of survey respondents that answered question 5 reported that they have a shack on the site of their residence. This information shows an immediate need for improved housing.

As well, the Community Housing Survey shows that the majority of residents in SCN live in crowded conditions. Over 60% of survey respondents live in a home with 4 or more people. In response to crowded housing conditions, households have expanded beyond the capacity of the primary home, with 12% of survey respondents describing their housing as a shack.

Over 98% of survey respondents agree that SCN should build more housing units. The majority of responses wished to see new housing located along Highway 483, which is the main road coming into the community,

Statements on the reasons behind location of new housing varied and were put into 5 categories:

1. issues with crowding in the main centre of the community,
2. a desire/need for community expansion,
3. concern related to land conditions (muskeg, swamp, etc.),
4. more housing units are in Neeack/Beardy’s Point, and
5. establishing future housing units along Highway 483.

Respondents were also asked what else they would like to add to their community and there were 6 themes evident in the responses. The community would like:

1. more recreation opportunities (e.g., swimming pool),
2. more activities directed towards youth,
3. there is a need to update the infrastructure (i.e., water and sewage is at capacity),

4. community services (e.g., new daycare, storage sheds for everyone in the community),
5. more housing, and
6. commercial services (e.g., restaurant, gas bar).

The majority of SCN housing units surveyed have piped water and wastewater (75% and 69% respectively) and electrical servicing (85%).

Though 75% of existing housing surveyed in SCN is less than 20 years old:

- mold is visible in 58% of units,
- 90% of units are in need of repairs,
- 11% of units have no wastewater servicing (piped or septic tank-based)
- 14% of units have no water servicing (piped or cistern-based)
- 9% have no electrical service
- Over 4% of all units have no heating.

Of the units with visible mold, 36% have large amounts present while 63% of units have small amounts present. Of the 90% of housing units requiring repairs, 54% require minor repairs, such as broken windows or damaged siding, and 46% require major repairs, such as roof replacement. 390 separate repairs were indicated on the surveys received, bringing the average number of repairs required to 3.25 per unit.

Repairs were broken into the following categories (see appendix):

- airflow and mold (3%),
- heating and insulation (4%),
- exterior related (such as siding or steps) (6%),
- roof related (6%),
- utilities (6%),
- “everything” (7%),
- windows (16%).
- doors (24%) and
- interior elements (as detailed in the survey response section)(28%).

28% of surveyed secondary housing units (shacks) are currently connected to the electrical grid using extension cords run from other units. Only 59% of secondary units (shacks) surveyed declared the use of an electrical panel to connect to the electrical grid.

20 all housing units surveyed do not have electrical access. This is important because 37% of housing relies on electricity for heat. The reliance on electric

heating is important to note as in an isolated community where electric service can be inconsistent, many homes may be without heat during winter outages. This is likely the reason behind 39% of residences having two or more methods of household heating, which were typically a combination of electric furnace and wood-burning stoves. 10% of housing rely solely on woodstoves for heat.

Longer Term Conclusions – Implications

The results of this survey are important to SCN because it clearly shows concerns related to housing based on the present level of crowding and existing housing conditions. This has implications for planning to address these immediate needs and for community expansion to provide new housing. New housing must be provided while existing housing is repaired to improve the present and future living conditions for the majority of SCN residents. The survey supports SCN's mandate to improve living conditions of all members of the community by providing access to housing and maintaining existing homes. Shelter is fundamental to individual and family well-being.

The location and suitability of the land for future housing units should be considered, requiring a land survey/geotechnical assessment and an analysis of infrastructure capacity. Funding may not be available for new housing until these needs are addressed. Given that SCN is located adjacent to Lake Winnipegosis alongside Shoal River, high water conditions must be considered when planning development. While community members have informally mapped areas with limited potential for development, formalized mapping of the floodplain is a recognized need. In terms of infrastructure, the most pressing concern that the community has identified is the expansion of their water and sewer plants. Upgrading and expanding the infrastructure is something that needs to be considered and planned for to support community expansion. A report and analysis of existing infrastructure capacity is to be completed in late December, 2011.

The survey findings show that SCN has a need for improved housing conditions in existing homes. Repairs, mold, and servicing issues are resulting in housing that does not meet the requirements of the population. SCN Chief and Council have recognized these conditions and have committed to an ongoing maintenance program, now entering its third year. Previous years addressed door, window, roof and floor repairs, while the coming year will also include mold repairs particularly associated with washrooms. An ongoing commitment to repairs and inventory is required to maintain exiting housing stock. The data collected through this housing survey provides a good basis for the Community Planning Coordinator to build upon and establish an SCN-wide inventory of building conditions, level of servicing, repairs needed, as well as location, current use, and number of rooms.

Community-based housing repair programs could be a means of both repairing SCN housing units and creating employment opportunities in the community, as well as on-the-job trades training for youth. After determining the age, condition, and repairs needed for homes in SCN through the housing survey, the following projects related to existing stock become clear:

- Standardized electrical service provision.
- Continued community housing maintenance programs.
- Development of new housing units that allow the installation and operation of wood stoves. This may be undertaken through a community collaborative design process, but must begin following both geotechnical surveying/land assessment and infrastructure review of SCN's water and wastewater treatment facilities.

The formation of an authority focused on housing initiatives within the community including maintenance, building new units and establishing the location for new dwellings can directly address these concerns. A Housing Authority would allow Chief and Council more time to focus on other important aspects of community development while supporting SCN's mandate to improve housing.

Community consultation is vital in order to understand what the views, goals and needs of the community are. This community housing survey is a key initiative towards engaging the community in the larger process of comprehensive planning for the future. Comprehensive community planning is a base for many community functions and is influenced by the broad theme of self-determination: it can improve the effectiveness of planning for the future in consideration of a community's own values and identity (Indian and Northern Affairs Canada, 2004).



Figure 9. Neil Dennis Kematch Memorial School

7.0 Next Steps – Building Momentum!

As far as actions arising from these survey conclusions, there is a need to plan for community expansion, addressing community preferences for new housing locations, terrain analysis, and infrastructure capacity, as well as repairs to existing housing.

Next steps for Sapotaweyak must include an assessment of their wastewater and sewage facilities in order to create more capacity for new housing units. Land assessments and geotechnical surveys will be required in order to determine appropriate locations for new housing and amenities within the community. An analysis of existing infrastructure capacity is to be completed in late December, 2011, while formalized mapping of the floodplain is a recognized need.

Forming a housing authority can offer a step towards addressing the needs related to housing, directly guiding community economic development and moving towards self-sufficiency. A housing authority would focus strictly on housing issues. Existing housing stock should be inventoried to address the question of allocation and crowding, as well as the need for repairs.

SCN Chief and Council have committed to an ongoing maintenance program, now entering its third year. The response to the Community Housing Survey indicates that an ongoing commitment to repairs and inventory is required to maintain exiting housing stock.

The survey findings illustrate the need to explore new and additional housing forms that address the needs of all community members: youth, seniors, small and large families. The survey conclusions support the idea of planning new housing development and rethinking the design of housing form in the community.

Information on technical planning (site selection and terrain analysis), waste water treatment, housing authorities, and collaborative housing design can be found in the briefs following this report.

These conclusions from the SCN Community Housing Survey show how housing concerns are linked to planning on a wide range of levels. Through a careful comprehensive community planning process, the wide range of needs in the community can be directly identified and addressed.

8.0 The Ongoing Nature of Planning

Planning is a continuous process that manifests through ongoing efforts in both the development and maintenance components of related projects. To support continuation of planning efforts developed in collaboration with students enrolled in the 2011 Indigenous Planning Studio session, a Planning Coordinator position within each of the four First Nations communities has been created.

The SCN Planning Coordinator, selected by SCN Chief and Council through a hiring process, will facilitate the development of emerging projects together with the SCN Housing Committee. The SCN Planning Coordinator will be presented with a number of training and mentoring opportunities through the University of Manitoba to facilitate skill development and expand planning opportunities in their community.

A Winnipeg-based Student Coordinator position, filled by a student who has worked with SCN over the 2011 Fall academic term, will aid the Planning Coordinator and continue the student component of the planning process through regular correspondence. Formal, face-to-face meetings between SCN's Planning Coordinator and the Student Coordinator will occur approximately once a month to provide support and help to secure the direction of the planning process.

***“It’s all to build a brighter future for our community and our people.
I think we are on the right path.”***



Figure 10 Meeting in Band office with Housing Committee, community members, and U of M students

9.0 References

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Appendices

Appendix A: Housing Survey

Appendix B: Meeting Minutes

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Appendix D: Brief on Housing Authorities

Appendix E: Brief on Site Selection for New Housing

Appendix F: Brief on Wastewater Treatment Plants

Appendix G: Brief on Collaborative Housing Design

Appendix H: Detailed List of Repairs Needed

Appendix I: CMHC Program Information

Appendix A: Housing Survey

COMMUNITY HOUSING SURVEY

The Sapatoweyak Cree Nation (SCN) Housing Committee is committed to improving the living conditions of all community members, meeting basic shelter needs and maintaining existing housing. The goals of this survey are to determine the condition of existing housing, the type and level of servicing, and future locations for new housing. Collecting this information supports funding applications for improving housing as well as future comprehensive community planning efforts in conjunction with maintaining open communication with SCN members.

Developed by the SCN Housing Committee and University of Manitoba with funding from Canada Mortgage and Housing Corporation, this survey has been approved by SCN Chief and Council and by the University of Manitoba Research Ethics Board. The SCN Housing Committee is planning for community discussion of survey results in a meeting in January 2012.

Participation in the survey is voluntary and should take roughly 15 minutes. Whether you participate or not will not affect your rights in any way. You will not be identified in any reports. There is no remuneration, payment or credit associated with participating, and there are no foreseeable risks. Benefits will be in improving SCN's capacity to plan for housing. By participating in this survey, you indicate that you have understood to your satisfaction the information regarding participation in this project and agree to participate as a subject.

Please contact Mary Lou at the Band Office (587-2012) or Ian Skelton of the University of Manitoba (iskelton@umanitoba.ca) with any questions or concerns.



Sapatoweyak Cree Nation
PELICAN RAPIDS, MANITOBA R0L 1L0
PHONE: 587-2012 FAX: 587-2072



First Name: _____

Address: _____

Last Name: _____

Today's date: _____

Phone Number: _____

1. Age: _____

2. Sex/Gender:

☐ Female

☐ Male

☐ Other / do not wish to reply

Housing Conditions

3. How would you describe the building you live in:

☐ House

☐ Duplex

☐ Mobile Home

☐ Shack

☐ 8-Plex

☐ Other

4. Is there more than one building in your yard that people live in?

- ☐ No
☐ Yes

5. If yes, how many of the occupied buildings in your yard are of the following types?

_____ House(s) _____ Duplex(es)
_____ Mobile Home(s) _____ Shack(s)

Please complete one copy of Housing Condition Sheets for each housing unit.

6. What is the total number of people living in all of the buildings?

7. Person 1: Which building do *you* live in (e.g., main house, shack)? _____

8. Person 2: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

9. Person 3: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

10. Person 4: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

11. Person 5: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

12. Person 6: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

13. Person 7: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

14. Person 8: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

15. Person 9: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

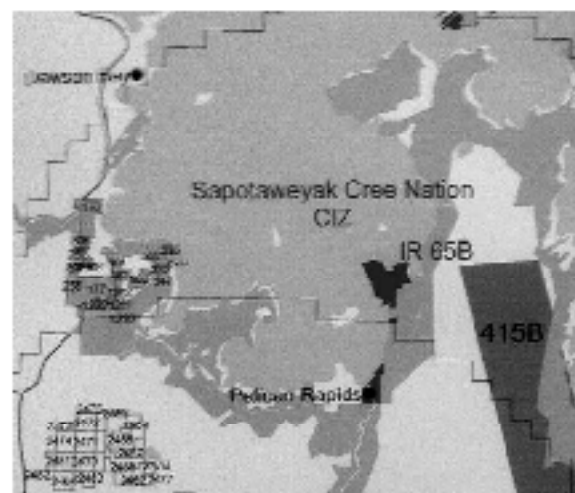
16. Person 10: Name: _____ Which building do they live in? _____
Age: _____ Sex: _____ Relation to you (e.g. mother): _____

Location

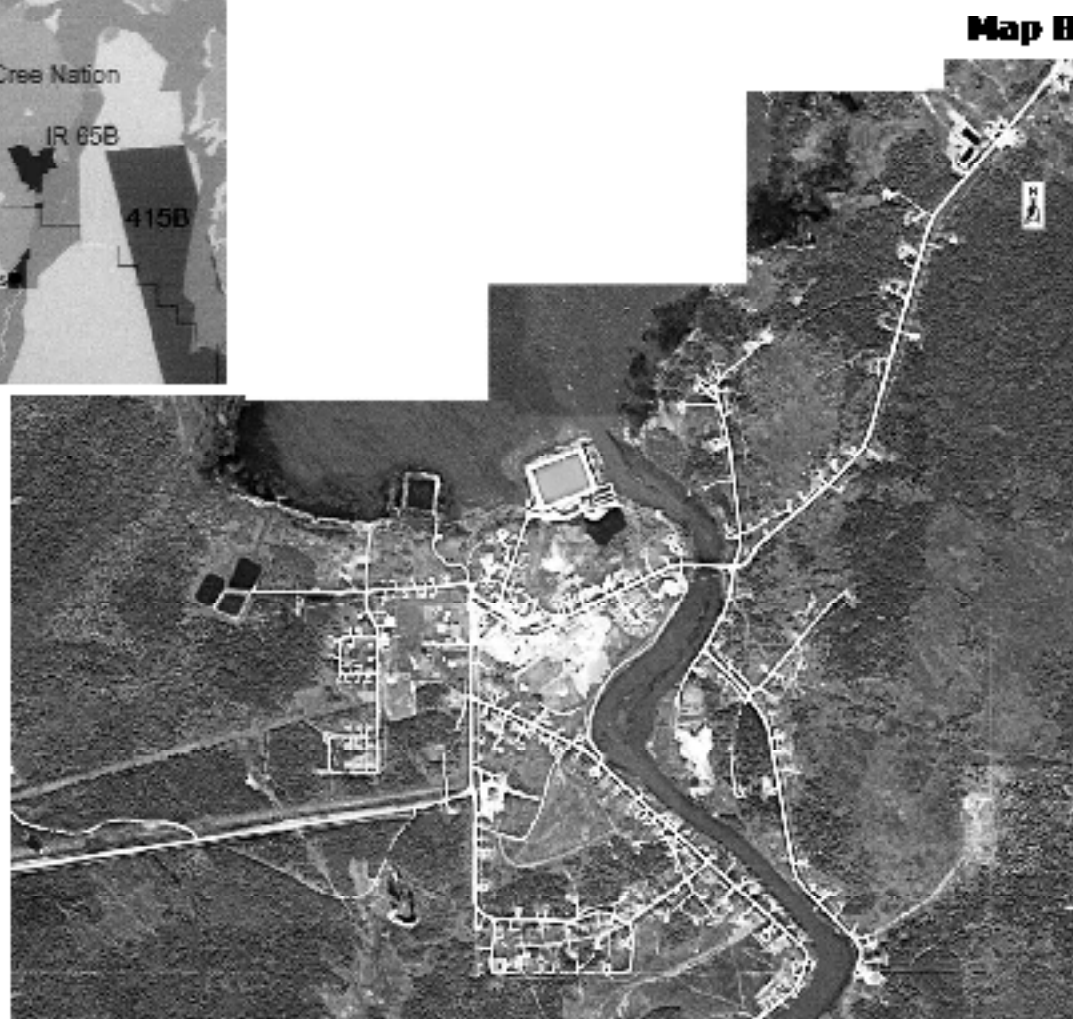
17. Do you think that SCN should build more housing units?

- ☐ No
☐ Yes

If yes, indicate on the two maps where you would like to see future housing units.



Map A



Map B

18. What makes that place (those places) good for housing?

19. Is there anything else besides housing that you think SCN should build?

Housing Condition Sheets

Please complete one copy of this page for each housing unit in your yard.

Occupant's First Name: _____ Address: _____

Occupant's Last Name: _____

General Information

20. How would you describe this building:

- | | |
|--------------------------------------|---------------------------------|
| <input type="checkbox"/> House | <input type="checkbox"/> Duplex |
| <input type="checkbox"/> Mobile Home | <input type="checkbox"/> Shack |
| <input type="checkbox"/> 8-Plex | <input type="checkbox"/> Other |

21. How old is this housing unit?

22. Who owns this building?

- ☐ CMHC
- ☐ Band-owned housing
- ☐ Privately owned, please say who the owner is: _____
- ☐ Other, please specify: _____

Servicing

23. Does this building have:

- | | |
|--|--|
| <input type="checkbox"/> A septic tank | <input type="checkbox"/> Other: _____ |
| <input type="checkbox"/> Piped sewage | <input type="checkbox"/> None of the above |

24. Does this building have:

- | | |
|--|--|
| <input type="checkbox"/> A water cistern | <input type="checkbox"/> Other: _____ |
| <input type="checkbox"/> Piped water | <input type="checkbox"/> None of the above |

25. How is this building heated?

- | | |
|---|--|
| <input type="checkbox"/> Gas furnace | <input type="checkbox"/> Other: _____ |
| <input type="checkbox"/> Electric heater | <input type="checkbox"/> This building is not heated |
| <input type="checkbox"/> Wood-burning stove | |

Housing Condition Sheets

Mold

26. Does your home have mold?

- ☐ No
- ☐ Yes, small amounts of mold are present
- ☐ Yes, large amounts of mold are present

Repairs

27. Does your home require repairs?

- ☐ No - Just regular maintenance required (such as painting)
- ☐ Yes - Minor repairs are required (such as broken windows or damaged siding)
- ☐ Yes - Major repairs are required (such as defective plumbing or leaking roof)

28. If yes, what repairs are required?

Electricity

29. Does the main unit in the yard have electricity?

- ☐ No
- ☐ Yes

30. If this unit is not the main unit in the yard, how is electricity supplied?

- ☐ Wired to panel of main unit
- ☐ Connected via extension cord from main unit
- ☐ Other: _____
- ☐ No electricity is supplied

Thank you for taking the time to complete this survey!

Appendix B: Meeting Minutes

SCN Community Planning September 8 Meeting Minutes

In Attendance:

Wilfred Cook – SCN Council

Reynold Cook – SCN Council

Mary Lou Leask – Council and Housing Committee

John Audy – ex SCN Council, O&M Manager

Professor Ian Skelton and Chris Larson (student) – U of M, City Planning

4 (or 5?) other SCN Community Members

Topics for study: Brainstorming

Housing:

- Working on draft community housing plan that would guide and inform future development
- Currently there are 10 new homes/year built
- Need to establish housing needs, how many live in each existing house
- Need to identify areas outside of town suitable for development (geographic boundaries – swamp, muskeg, hills, etc.)
- Existing Housing Policy
- Need a housing maintenance manual
- Standardize addressing
- Associated health buildings: Elders Lodge and Doctor's Residences
- Access to associated infrastructure: water line and sewers
 - o Capacity of sewage treatment facility?
- Identify potential lots around lakeshore for cottages

Recreation:

- Beach/swimming area
 - o Water sampling and monitoring (how safe is lake/water?)
- Treaty and pow-wow grounds
- Hill near gravel pit – skiing and sledding
- Pebble beach near gravel pit – swimming/rec area

Community Economic Development:

- Future golf-course by highway junction?
- Seashell harvesting
- Cottages
- Potential Bison ranch (increase food security)
- Store – access to affordable food
- Hunting/fishing lodge on islands – guiding services

Education – environmental centre

Cemetery Planning – close existing cemeteries, establish a new cemetery and funeral services

Garbage Dump – find a site within reserve

- explore potential for incineration
- Waste Management Strategy

Energy – explore potential for community energy, alternative energy source

- wind power

Emergency Response – jaws-of-life – locate emergency services here?

Provide garbage cans at highway junction

Pedestrian Network through town:

- safe-routes-to-school
- dusty roads
- lighting, sidewalks
- Community connectivity

Mapping services and relationships: money in and out of community

Develop community vision: OCP?

Culture: promote traditional practices and language

Potential issues and concerns:

- Drug use
- Vandalism

Next steps:

- Next meeting on Sept 20 with Planning Committee, chaired by John – meeting and tour
- Invites to attend at community centre (Mary Lou)
- Priority is housing
 - o Establish housing needs and limitations
 - o Explore community vision

September 20 Meeting Minutes

Meeting @ Sapotaweyak Cree Nation

- Housing Plan needs to be submitted Nov. 30 of every year to secure funding
- Locations
 - o Lot development
 - o Maps
 - o Google
 - o Google the company's name that did the mapping
 - o New Treaty land
 - 2 new units on the new areas
 - Future plan is to look at places to develop
 - 5km to new area; makes servicing a challenge, need holding tanks
- Elders care lodge
 - o Health centre was built 3-4 years ago
 - Not licensed
 - o Next Phase (2,3,4)
 - Doctors and nurses residences (Phase 2)
 - Elders care home
- Centre where elders can meet to teach people about traditions
- Meeting place / powwow grounds
- Identifying good areas for community facilities
 - o Bigger daycare centre
 - o *look for funding and grants that may be available
 - o MKO – agreement is signed, 4 years to develop something
- High school, 3 years, overcrowding
- Arena
- Alternative energy to power school, arena
 - o Geothermal
 - o Building units; include in residential
 - o Cross Lake – geothermal to heat their units
- *Survey
 - o Occupants of the units
 - o Include questions about the future, social, economic development, etc
 - o Preference for people to live near the community centre, or removed from it? – people want to be near their family, location is important, e.g., people refuse to move into new units because they are not in the 'right' location
 - o Music is big in this community – Treaty days (festival); Agustus is the Youth Councilor
 - o Radio station; give the youth some programming; done in the past but there were issues with respect and youth not respecting the space; have teachers volunteer to watch over for an hour??
 - o Identify a location for a new cemetery
 - o Waste Management, new location for a dump; recycling; composting, etc.

- Keep out / remove
 - Economic Development – casino?
- Housing Data Base
 - Mary Lou has one set up for the repairs that are needed, started in 2002, but don't believe any of these repairs have been made, have to wait for funding
 - CMHC has a program where a student can be hired and there is money to pay this student to maintain the data base for a short term, summer or 6 months
- Self-sustainability
 - Council has discussed this
 - There is some interest
 - * Building log houses, Frontier Foundation – program to teach people to harvest their own logs in the winter and build homes in the summer
- Lagoon Capacity
 - Reaching its limit
 - Infrastructure of water and sewer reaching capacity, the school and arena were not taken into consideration
 - CMHC holds off on funding for housing until the infrastructure is in place
- Our focus
 - Developing a survey
 - Lot development/infrastructure, next year 10 units, where should these be built??
- Calvin (not at the meeting) – Lands Coordinator
- Daycare and school – director: combine funding with school and start an early years program
- High school is at capacity; they do offer adult literacy programs
- MKO – Health Canada – present in 5 years
- INAC feasibility study for the school
- Recreation:
 - Floor hockey
 - Outdoor rink has not been utilized, this is up to the school
 - Outdoor volleyball
- Elders recreation:
 - Bingo
 - Texas Hold 'Em
 - Coffee shop would be nice, there is nowhere to go currently
- Beach Access:
 - A toboggan hill, and access to the beach in the summer
- Cemetery
 - Metis Community
 - Anglican church
 - 2 churches with cemeteries
 - *identify an area to rebuild a cemetery (include in survey)
- Waste Management

- Run by the Province
 - Reaching capacity – shared use with Pelican Rapids
 - Told to not build landfill on Treaty land – there is mixed feelings on this – include in the survey to see what the community says
- Pelican Rapids shared use:
 - Fire
 - Emergency
 - Road maintenance
 - Bus runs
- BUNTAP program – thro. Brandon University
- River:
 - Ice jams
 - Flooding
 - Marsh areas
- Engineer – Peter F.
- Landfill feasibility:
 - Area identified as suitable on the reserve
 - A lot of land along the highway
- Sewage (Chemical sewage)
 - This has never operated properly and has been a pain
- Water Treatment
 - Needs to be upgraded
- Beardy's Point
 - Developed up too where it can be; not much more room for development
- Future development transition along the highway
- Pelican Rapids absorbing into SCN?
 - Political issues
 - Almost a benefit to have them separate due to funding
- Mineral deposits map (Province map)
 - Question for survey – does the community want to open up to companies for mining?
- On the survey – are there things that the community wants to keep out or remove?
 - Hunting and fishing; these are still important within the community, summer and winter, anything that would remove this from lifestyles would not be supported
- Continue to build without informing INAC then funding will be cut off
- Economic Development
 - E.g., casino – would the community support this if Provincial legislation changed?
 - Hotels for visitors
 - Hunting lodges
 - Lots in MafeKing and Swan River for gas stations
 - Building an office and renting out spaces

***Next Trip**

Dates have not been arranged

Plan to have an open house for the entire community

Include older students in this

SCN Community Planning September 27 Meeting Minutes

Conference Call:

Meghan, Ryan, Caitlin, Ian, Mary Lou

*Follow-up with Mary-Lou on THURSDAY with band office (587-2012) at two – Meghan and Chris

*See if AMC wants to be in the meeting on Thursday

Survey Comments

Needs Introduction.

Needs explanation of what the survey aims to do.

* Housing types – SFD, duplex, 8-plex

Q: Is your unit Band-owned or CMHC?

Q: How old is your unit?

Q: What is the condition of your unit?

Q: Do you have mold in your unit?
How extensive is the mold?

Q: Thoughts on location for next units
Show this with a map. Include further TLE areas.
(Area extension for housing can be almost anywhere due to cisterns/septic)

Survey Implementation

Housing committee will be looking over our draft this evening.

Door-to-door has been confirmed as an option for delivery. This will help us with deadlines for data analysis, as well as making sure all people respond. Mary-Lou said the housing committee will be able to complete the surveys we can't, and send them to us for analysis.

Contacting the Chief

Mary-Lou will email us his contact info.

She's been CCing him on all of our correspondence until now.

Next Steps

1. Next visit scheduled for the week of October 10 for door-to-door delivery of survey.
2. Inquire about Skype on their computers
3. try to get a session to talk about survey results in the other groups – elders, youth, etc.
4. email the Chief (president of TLE) to get a hold of whatever digital maps they have of TLE areas, housing, etc.

SCN Community Planning Meeting October 14 Meeting Minutes

In Attendance:

Mary Lou Leask - Counsellor and Housing Committee
Mark Kematch – Housing Committee Chair
Nicholas Sinclair – Housing Committee
Velma Campbell – Housing Committee
Betty Anne Sinclair – Housing Committee
John Audy – O&M Manager

Lorraine Brass – Counsellor (present for a short time)
Chief Genaille (present just to meet and greet)

University of Manitoba – Caitlin Kotak, Chris Larson, Meghan Norman and Ryan Paradis.

Meeting Notes:

- Survey progress:
 - o Roughly 93 surveys completed/picked up so far
 - o some residents chose not to participate
- Provincial guidelines for electrical provision
 - o Formal power for shacks
- Options for alternative forms of housing
- CMHC housing
 - o Have to “rent” them
 - o “Rent” goes towards maintenance
 - o Go to the Band to report maintenance issues
 - o No woodstoves allowed
 - Say they’re not safe
 - They heat the best, cheaper to use
 - Electrical heat can be inconsistent in remote communities
 - o Copy of CMHC housing lease
- Band Housing (INAC) – not as common?
 - o Local contractors build
 - o Housing kit – blueprint (CMHC)
 - o CMHC recently began insuring the units
- High rent cost is based on the number of rooms (water/garbage pick up)
- Housing ownership is important
- Don’t want CMHC housing
- CMHC visits w/ Metis community to look at houses that need to be repaired (do not come to SCN to do this)

- Accessibility: don't want a ramp, but have to stick with the blueprint

Additional discussion:

- Water & sewer at capacity
- Housing committee interview people to see what they want for housing ie: smaller house w/ woodstove
- No chimneys (indicates a lack of woodstoves)
- Ground shifts (indicates that there is unstable ground – terrain analysis needed)
- Elders meet once per month
- Housing condition database; waitlist for housing
- Housing draft in by Nov 30

Meeting adjourned

- o Students split up and went out into community with Housing Committee members to collect additional surveys
- o Roughly 20 more surveys were completed and collected, bringing the total to roughly 112 complete surveys collected

Next Steps

- o Next visit to be at AMC Comprehensive Community Planning Session
- o Housing Committee to collect more surveys and bring them to AMC Session
- o Students to begin analyzing data collected to date

SCN Community Planning Meeting November 15 Meeting Notes

In Attendance:

Mark Kematch – Housing Committee Chair
Betty Ann Sinclair – Housing Committee
Nicholson Sinclair – Housing Committee
John Augy – CN O&M Manager
John Chartrand – Housing Committee
Jeremy Kematch – Planning Coordinator

University of Manitoba Students: Caitlin, Chris, Jennifer (FRCN Project), Marie Cecile (SLFN Project), Meghan, Robin (FRCN Project), Ryan.

Meeting Notes:

- New Housing Committee Members: John Chartrand (in attendance) and Marcia Quill
- Community Planning Coordinator Jeremy Kematch has been hired:
 - o most likely working on issues related to crowding,
 - o Will be meeting with community members,
 - o Will be establishing roles of various local groups.
- Collected additional surveys, bringing total submissions to approximately 140.
 - o This has been a great response to the survey project and the results of the dedicated efforts of the Housing Committee
- SCN project students provided a history of the project to update the new Planning Coordinator and members of the Housing Committee.
- Guest students discussed components of projects they are working with other communities on:
 - o Green energy initiatives (wind and geothermal)
 - o Political issues
- Student group introduced potential “next steps” topics from briefing reports:
 - o Wastewater plant capacity issues and review mechanisms
 - o Geotechnical survey and land surveying tools and importance of location
 - o Housing Authority versus Committee changes, and realm of control
 - o Community architectural design process for new housing
- Student group went on SCN radio to discuss surveys and introduce student guests
- Wastewater and water treatment plant capacities
 - o built 1996 and 1997
 - o wastewater plant capacity is for about 1000 people

- water treatment plant capacity is for about 5000 people
 - filters in plants were changed for the first time last year
 - est. 235 serviced housing units (piped)
 - est. 40 serviced housing units (septic/cistern)
- Replacement garbage, water delivery and wastewater pick-up trucks will arrive within next 2 months or so
 - will keep old ones as backups when repairs are needed
 - currently have to borrow trucks from town for repairs (v. expensive)
 - these trucks have enough capacity to service the community
- SCN has 1 plumber – estimates 3 years to catch up on currently reported repairs
- Housing considerations
 - 26 housing units on reserve have chimneys (re: wood stoves)
 - typical CMHC unit has 3 bedrooms, those with extensions are 5
 - all CMHC units have only 1 bathroom
 - SCN prefers septic and cistern – based servicing as pipes do not have to be run
 - interest in multi-unit mini lagoon treatment (i.e., 5 homes – approx. scale for geothermal development too)
 - interest in gravity-fed systems
 - John Chartrand has an OMS certificate related to producing septic fields
- Discussion related to starting to have open housing meetings, where committee members are present and the community at large is invited to attend
 - Could be used to produce guidelines on how / when / where / what the Housing Committee (eventually Authority?) is responsible for.
- Would like to see the Community Housing Survey as a tool for negotiating with CMHC and stimulating community-based economic development.

Visit ended with a tour of the community by Mark Kematch

Next Steps:

- Meeting in Winnipeg on Dec 6.
- Housing Committee to continue collecting remaining surveys.
- Student Planning Coordinator (Meghan) to get in touch with Planning Coordinator (Jeremy).
- Students to enter survey data, analyze and prepare report.

Appendix C: AMC Conference Presentation



SAPOTAWEYAK

OCTOBER 26 WORKING SESSION

Session Outline

- Establishing a 5-year vision
- SWOT analysis
- Setting Priorities
- Community mapping
- Survey project updates

Establishing a 5-year Vision

- TLE land planning
- Land-use mapping (school area completed)
- Land suitability assessment for new housing
- O&M Maintenance management
- Recognition of Housing Committee
- Band housing (TLE funds, main provider CMHC)
 - More housing types
 - Maintenance workshop program (HRV, etc)



Establishing a 5-year Vision

- Water and wastewater systems
- Walkways and bike routes for improved safety
- Cultural centre (have youth centre)
- Music space

SWOT Analysis

- Strengths

- Education
- Limestone quarry
- Health centre
- Arena
- Daycare
- Location – lake, river, and islands: beautiful
- Retaining traditions – trapping and sugaring
- Close community
- Elders involved in school activities, monthly meetings
- Bible Camp
- Youth programming is growing
- Band Policing
- Radio station as communication
- Powwows and Treaty Days (1st week in July)
- Commercial fishermen

SWOT Analysis

- Weaknesses
 - No youth programming after school
 - Buildings have limited activities for youth (esp. girls)
 - Health centre should offer evening sessions (diabetes)
 - RCMP Policing and bylaw enforcement
 - Lack of respect (parents and children)
 - Limited resources (financial)
 - Limited opportunities for graduates

SWOT Analysis

- Opportunities
 - Educating all ages in community planning
 - Youth
 - Tight-knit community
 - Economic development
 - Saw-mill (pulp)
 - Garage and tire shop
 - Restaurant
 - Mafeking and Swan River properties
 - Language nest and friendship centre (daycare full)
 - Log-building skills (9 people take 9 weeks to build a house)

SWOT Analysis

- Threats
 - Drugs & violence
 - Mining companies (nickel, coal)
 - Timber harvesting (need local experts before it begins)

Setting Priorities

- understanding the differences between a Housing Committee and Authority
 - recognition from Chief and Council
- wastewater and sewage plant capacity
- land assessment (flood zone, muskeg)
- communication with the community
 - newsletter
 - radio

Community Mapping



Appendix D: Brief on Housing Authorities

How a Housing Committee Can Become a Housing Authority

Establishing an on-reserve Housing Authority through the creation of effective models and systems is a move towards self-determination and self-governance (CMHC, 2006). Many First Nations face challenges about how to organize a Housing Authority, or how to turn a housing committee into something more official. A Housing Authority is a “housing management body...that manages, operates and administers housing on behalf of owners” (CMHC, 2006, p. 1). Different forms and types of housing authorities exist, depending on what has been agreed on between the authority and Chief and Council. Ideally, Chief and Council will “involve themselves as little as possible in the day-to-day operations of the Housing Authority” (CMHC, 2006, p. 1). It is important for the Housing Authority to attain autonomy so that they can focus on making the best housing decisions for the community, it will also take housing issues off of the Chief and Council’s agenda so they can focus their efforts in other areas.

Organization and First Steps

Before a Housing Authority can be organized, there are a several considerations to make for positive results. For example, a shared vision must be established so that everyone is working towards the same goals and outcomes (CMHC, 2006). Table 1 lists the steps that are included when creating a Housing Authority. Once a vision has been organized, capacity building must be focused on in order to understand the resources (economics, staff, administration, etc.) that will be required to have the Housing Authority functioning efficiently and independently. It is important to understand that the steps listed in Table 1 will be different for each community. Some communities may already have background information, but do not have a clearly stated vision. The following steps do not have to be taken in order, they are just points to consider.

Table 1: Steps in Establishing a Housing Authority

1. Leadership Vision	Leadership expressing the desire to establish a Housing Authority and committing to sustain the effort over time, to the extent possible
2. Planning	Developing options and making decisions about what a Housing Authority needs to be set out in a plan with financial and human resources allocated.
3. Background Research	Research that meets the information requirements for good decision-making and fully articulates the range of possible options for development of effective housing management systems (review of the community, size, existing housing

4. Community Consultation	stock, programs, and policies). Systematically collecting the views of the community.
5. Capacity assessment and plan for development	Once several options are clear, leadership needs to understand what capacity gaps may exist and how they might fill them, depending on the options chosen.
6. Inform stakeholders or impacted departments	Once a preferred set of options has been “packaged” into a community-based model that has local support, ensure stakeholders and impacted departments are kept informed.
7. Final decision-making	Chief and Council or, in the case of a Tribal Council model, a collection of leadership bodies, need to make the final decision to proceed.
8. Implementation planning	Staff develops an implementation plan to support the Housing Authority development.
9. Monitoring implementation and redirection	Planning may highlight problems in the chosen options that may require re-visiting earlier decisions.
10. Responsibility and accountability	Throughout the process, the responsibility taken by the various players needs to be clear, the roles fully understood and the mechanisms for accountability respected.

*CMHC (2006). Establishing On-Reserve Housing Authorities. *Research Highlight*, 06-018, 1-4.

Issues and Challenges

Any community that is in the process or has gone through the process of creating an on-reserve Housing Authority has come across either issues or challenges. Some of the challenges that a community may face when adjusting a governance structure can be: power struggles and potential conflict between administration, staff, and Chief and Council; the rate of turnover for political staff makes planning a challenge; demographics and the makeup of the community can have influence over the success of a Housing Authority; the community’s history plays a part in the process, especially if there has been conflict in the past (CMHC, 2006). It is important that these experiences be shared so that other communities that are facing the same challenges can learn from one another.

Precedents

The following list of First Nations have housing authorities that look after the housing decisions for their community.

Frog Lake First Nation, Frog Lake, Alberta

<http://www.froglake.ca/housing.html>

(780) 943-3739

*Frog Lake's Housing Authority consists of a Housing Director, Construction Supervisor, and Housing Secretary

Sandy Lake First Nation, Sandy Lake, Ontario

<http://www.sandylake.firstnation.ca/sandy-lake-housing-authority>

(807) 774-3421

*Sandy Lake has an elected board of members that sit on the Housing Authority and work cooperatively with Chief and Council, they also have a Housing Manager, Housing Supervisor, and Technical Advisor

Other Sources of Information

"Bringing Housing Home" – Aboriginal Housing Authorities Models and a Strategy for Implementation in British Columbia, Final Report. Completed by: Aboriginal Business Development Centre (Ray Gerow, Chris Robertson, John McBride, and Mike Berry)

First Nations Guide to Housing Policy. Assembly of First Nations, June 2010.

Establishing On-reserve Housing Authorities. CMHC, October 2006.

Link: <http://dsp-psd.pwgsc.gc.ca/Collection/NH18-23-106-018E.pdf>

Reference

CMHC (2006). Establishing on-reserve housing authorities. *Research Highlight*, 06-018, 1-4.



SCN 8-plex

Appendix E: Brief on Site Selection for New Housing

Site Selection for New Housing

Community development and growth can be guided by the land as informed by processes that can be generally referred to as Technical Planning. Technical planning involves taking an inventory of local environmental conditions, terrain, and landforms to inform decision-making processes, such as determining the location of new housing (Marsh, 2005). Determining the suitability of an area for development may include technical planning methods such as soil and vegetation mapping, environmental assessment, and terrain analysis.

The Need for Informed Housing Site Selection

Having established that the creation of new housing is a common community goal in Sapotaweyak Cree Nation (SCN), selecting appropriate sites is generally the next step. Site selection includes considering infrastructure, terrain conditions, as well as community preference. While site selection can be a challenging process as a range of opinions is bound to exist, knowledge of the opportunities and limitations presented by terrain conditions is fundamentally important and should directly inform these decisions (INAC, 2004). As SCN is situated on Lake Winnipegosis at the mouth of the Shoal River, a landscape characterized by muskeg and high-water conditions, planning new housing in consideration of the limitations presented by site conditions is crucial to avoid future problems.

Housing Problems Associated with Site Conditions

Terrain conditions can contribute to chronic housing and infrastructure problems including flooding, mold related to moisture, failing foundations, and septic problems. Due to poor drainage conditions, high water tables, and unstable soils, wetland landscapes have extremely limited potential for most uses. Attempts to develop within wetlands can significantly increase costs due to the expense of providing associated servicing and maintenance, including site drainage and flood protection (Marsh, 2005). While the costs related to flood and mold repairs can be significant, these conditions also raise serious health concerns. Due to the costs of development, destruction of valuable ecological niches and risks associated with flooding and moisture, some sites should simply remain undeveloped (CMHC, 2011). In order to avoid associated impacts and risks, the terrain conditions of a given site must be considered before any future development occurs.

Site Selection Analysis

Sites for any development project must be assessed based on feasibility and practicality (INAC, 2004). The criteria for site selection are typically similar: location, area, land use, site servicing and infrastructure feasibility, transportation and accessibility, and cultural/environmental significance. A number of different

forms of analysis can assess the suitability of a specific site for potential development:

- An *environmental inventory* provides a description of the features and resources of an area with the idea being that we need to know what exists before planning new developments (Marsh, 2005). The features identified in an environmental inventory include: water features; floodplains; wetlands; drainage courses, and valued habitats. These establish environmentally-based opportunities and constraints for development.
- *Site assessments* and *feasibility studies* are important pre-planning exercises to highlight the conditions present in the area of land and how ideal they are for proposed developments. Specific land areas can be evaluated (soil texture, depth, internal drainage, surface drainage, slope elevation, vegetation, etc.) in terms of their ability or limitations to accommodate roads, foundations, underground services, and on-site waste disposal.

How Site Assessments Are Completed

Site analysis can be completed using existing data, such as mapped information, aerial photographs, and forest inventories. When this information is not available, in-field reconnaissance is required. Depending on the proposed development, a more detailed on-site topographic survey (to establish slope and elevations of the site) or on-site geotechnical survey (soil testing done by boring holes into the earth) may be necessary.



Mapping session, AMC Conference, Oct 2011

Who Conducts Site Assessments

Specialists that conduct technical planning and site assessments include architects, landscape architects and civil engineers. The studies, maps, and inventories that result from technical planning projects inform development decisions, providing clear guidelines of what may be actually built to suit the landscape.

A number of firms in Manitoba offer these services, including:

Ayshkum Engineering Incorporated

<http://ayshkum.ca/>

(204) 944-7500

Dillon Consulting

<http://www.dillon.ca/>

Tel: (204) 453-2301 ext. 248

Hilderman Thomas Frank Cram

<http://www.htfc.mb.ca/>

Tel: (204) 944-9907

Landmark Planning and Design

Ph. (204) 453-8008

Funding

INAC/AANDC can provide funding for site selection and development planning under the First Nations Infrastructure Fund as either a project in the “Planning and Skills Development” category or the “Roads and Bridges” category.

<http://www.aadnc-aandc.gc.ca/eng/1100100010656>

References

Canadian Mortgage and Housing Corporation. (2011). *Mold in housing – information for First Nations communities: Guide to mold-resistant renovations and new construction*. Canada: CMHC. Retrieved from: http://publications.gc.ca/collections/collection_2011/schl-cmhc/NH17-56-3-2011-eng.pdf

Indian and Northern Affairs Canada. (2004). *Sharing the story: Experiences in First Nations, Inuit and Northern communities - Comprehensive community planning*. Ottawa: Ministry of Indian Affairs and Northern Development. Retrieved from: <http://dsp-psd.pwgsc.gc.ca/Collection/R2-262-2003E.pdf>

Marsh, W. M. (2005). *Landscape planning: Environmental applications*. Hoboken: John Wiley & Sons.

Aboriginal Affairs and Northern Development Canada. (2010). *First Nation infrastructure fund*. Canada: AANDC. Retrieved from: <http://www.aadnc-aandc.gc.ca/eng/1100100010656>

Appendix F: Brief on Wastewater Treatment Plants

Wastewater Treatment Plants and the Development of Housing

New residential development burdens existing water and wastewater treatment plants whether it is connected to the plant by a pipe or not. Units built with septic holding tanks use plant capacity when tanks are emptied, as even trucked sewage has to go somewhere. Ultimately, when growth continues to occur in service areas that are already at capacity, wastewater treatment facilities have limited options: expand the plant and build a larger lagoon, or stop construction of residential units.

Capacity Requirements and New Housing

In order to be eligible for funding from CMHC and other related federal organizations to build residential units, a community must have capacity within their wastewater treatment system for increased load. When wastewater treatment systems are already at capacity and additional residential development is desired, a review of the current infrastructure must take place to determine appropriate actions.

SCN's wastewater treatment plant was built in 1997, and is considered 'medium risk' in the 2010 Indian and Northern Affairs Canada (INAC) report on water and wastewater infrastructure in the community. The network is currently low pressure, leading to a UV-disinfection plant with a sludge lagoon. The plant's current capacity is 500 cubic meters per day.

Wastewater Infrastructure Review

The infrastructure review process begins with an application to INAC/Aboriginal and Northern Affairs Canada (AANDC). Once a formal application is made to INAC/AANDC will continue the process by involving an Environmental Health Officer, who may be aided by a Public Health Engineer, to officially begin the review. The focus of the review is to ensure treatment systems are safe, adequate to the community's needs, and reliable (AANDC, 2011).

AANDC (2011) defines the following focus areas for wastewater infrastructure review:

- level of impact of the facility on adjacent land;
- effluent quality as well as location and frequency of discharge;
- sewage collection system construction and distribution (stability of pipelines);
- facility security and alarm measures;
- receiving water level and flow data;
- concentration of nutrients; and,
- cross-contamination reduction measures.

After the Wastewater Infrastructure Review

A completed review will contain a series of recommendations for next steps, such as *environmental impact assessments* of the proposed plant improvements, and can ultimately lead to redevelopment of existing services to increase treatment capacity.

INAC/AANC and Health Canada and Environment Canada have worked together to create a new federal First Nations wastewater protocol that have to be followed when creating or expanding wastewater treatment plants and decentralized wastewater management systems. This protocol should be available online in the near future at the link in the resources section of this briefing.

Hiring a Consultant

One step towards increasing the capacity of a community's wastewater treatment plant is to hire an environmental engineering consultant. This process would begin with a general conversation with the environmental engineer about what needs the community had regarding wastewater treatment (Bielefeldt, 2006). This statement could be as simple as "increase our plant's wastewater treatment capacity so we can get funding to build more houses."

The consultant's main goal should be to work with the community's key stakeholder groups to give it what it needs, at the most reasonable cost available. This stream requires the community to have established requirements and expectations regarding the plant, such as capacity, improved environmental conditions resulting from effluent dispersion, low-impact plant operations, less expensive treatment, less technical forms of plant operation, and so on.

This process can become very expensive very quickly. Some funding may be available through application to the First Nations Infrastructure Fund, as detailed below.

Precedents, Consultants, and Funding

Three First Nations that have recently expanded their water and wastewater treatment systems are:

Norway House Cree Nation
(*Sewage lagoon project*)
(204) 359-6721, or <http://www.nhcn.ca>

Pinaymootang First Nation
(*Sewage lagoon project*)
(204) 659-5705

War Lake First Nation

(Water treatment plant and wastewater treatment plant expansion projects)

(204) 288-4315

Three firms that can provide consulting advice related to wastewater treatment facilities and have recently completed projects with First Nations in Manitoba are:

Dillon Consulting

(Winnipeg-based, for large-scale wastewater planning projects)

(204) 453-2301, or <http://www.dillon.ca/>

Northern Waterworks

(Red Lake, Ontario-based firm that specializes in First Nations water and wastewater projects)

(807) 727-2424, or <http://www.northernwaterworks.com/>

T & S Contracting and Consulting

(Swan River-based, for medium-scale plumbing and network projects)

(204) 734-9918

Applications for funding projects for water and wastewater treatment capacity upgrades can be made to AANDC's First Nation Infrastructure Fund.

Basic Funding Form:

<http://www.aadnc-aandc.gc.ca/eng/1100100010832>

Funding for Private Corporations (Consultants) Form:

<http://www.aadnc-aandc.gc.ca/eng/1100100010835>

Other Useful Information for Wastewater and Wastewater Treatment Plants:

Assembly of First Nations Water and Wastewater Policy:

<http://www.afn.ca/index.php/en/policy-areas/water>

First Nation Infrastructure Fund:

<http://www.aadnc-aandc.gc.ca/eng/1100100010656>

INAC, Health Canada and Environment Canada Wastewater Protocol:

<http://www.hc-sc.gc.ca/fniah-spnia/promotion/public-publique/water-eau-eng.php>

References

- Aboriginal Affairs and Northern Development Canada. (2010). *First Nations infrastructure fund*. Retrieved from: <http://www.aadncaandc.gc.ca/eng/1100100010656>
- Bielefeldt, A.R. (2006). Upgrade of a wastewater treatment facility to meet capacity and nutrient removal requirements, in *AEESP case studies compilation 2006*. Association of Environmental Engineering & Science Professors. Retrieved from: www.aeespfoundation.org/publications/pdf/AEESP_CS_7.pdf.
- Qasem, A., Zayed, T., & Chen, Z. (2010). A condition rating system for wastewater treatment plants infrastructures. *International journal of civil and environmental engineering*, 2:3 2010.



SCN Sewage Treatment Plant

Appendix G: Brief on Collaborative Housing Design

Collaborative Design: Rethinking Housing Design For First Nations Communities

Introduction

The homes that people make for themselves are generally so much more than just a place to eat and sleep. Historically, the traditional structure First Nations people resided in was the tipi. The tipi spoke to – and helped shape First Nations' cultural, and spiritual way of life. The enclosed space within the tipi was circular; it had no beginning or end. It taught family members to recycle a space for many uses, and the communal space was an area where the development of a family's understanding of interpersonal relationship dynamics and values were taught (Rhodes, 1993).

The Need for a New Type of House

According to Brandt (2000), the need for new housing is growing given the life span and quality of existing housing stock. Today, First Nations people throughout Canada generally reside in housing “kits.” Not only is the quality of these structures generally poor, but they are also full of compartments and dividers with a minimum amount of communal space (Rhodes, 1993). These factors do not reflect traditional living arrangements and may be unsuitable for the residents of the home. Given this information, a rethinking of both housing form and function in Aboriginal communities is warranted.

An Overview of the Process

A housing design reflecting traditional values of Aboriginal communities is an attainable goal if a designer or project manager works with the values of the homeowner (American Indian Council of Architects and Engineers, et al., 1993). The people who most intimately understand the values of the homeowner are the homeowners themselves.

Whether you label the process ‘participatory design,’ ‘collaborative design’ or ‘integrated design’ the process is about empowering a group of stakeholders (Chief and Council, prospective residents, the community at large and builders) to work together to produce a new housing design. This should be a community-led process as it is important for every stakeholder to have a voice. A successful process will lead to a design that is suitable to the geography and climate, addresses cultural values and accessibility concerns. Involving community members in the development of a suitable design will lead to an increased sense of ownership.

Throughout this process it is important to consider factors such as the quality of road access in all types of weather, availability, access to, and cost of construction materials, access to skilled labour, and where the funding for construction is coming from. If the funding for construction is coming from a government source or another third party source, then that source will need to be included throughout the planning process to be sure that funding is not affected.

The Necessary Steps

There are costs associated with collaborative design processes. If a community already has money set aside to fund such a project then there is no concern. If not, an option may be to pursue external funding. Currently, the Canada Mortgage and Housing Corporation (CMHC) is interested in undertaking such projects in First Nations communities across the country. There is a good chance that CMHC would not only fund the process, but also inform further development of the process.

The next step is to secure a qualified architect. It is important that the architect is focused on the collaborative process itself. The role of the chosen architect is to work with the community through a series of design charrettes, the main method of engagement throughout this process.

A charrette is a creative procedure where an architect guides stakeholders through the design process. It should be a creative gathering and synthesis of ideas. Communication is key, and it is vitally important that stakeholders are able to move towards a design suitable for their lifestyle.



Sapotaweyak housing unit

Contact Information

The following is a list of contacts that could guide a Manitoba First Nation through a collaborative design process towards improved housing conditions.

Rylan Reed - CMHC

Senior Advisor – Aboriginal Housing

Phone: 204-983-5617

Email: rreed@cmhc.ca

Website: www.cmhc.ca

Address: Prairie and Territories Region
600 – 175 Hargrave Street
Winnipeg, Manitoba R3C 3R8

Architects

Peter Sampson – PSA Studio, Inc.

Phone: 204-475-9323

Email: Sampson@psastudio.ca

Website: www.psastudio.ca

Address: 707 Sara Avenue
Winnipeg, Manitoba R3G 0Y8

Wins Bridgman – Bridgman Collaborative Architecture

Phone: 204-488-3857

Email: studio@bridgmancollaborative.ca

Website: www.bridgmancollaborative.ca

Address: 678 Main Street
Winnipeg, Manitoba R3B 1E4

References

American Indian Council of Architects and Engineers, Design Arts Program of the National Endowment for the Arts, and the Office of Native American Programs of the U.S. Department of Housing and Urban Development. (1993). *Our home: Giving form to traditional values/design principles for Indian housing*. Retrieved from: [http://www.epa.gov/region9/greenbuilding/pdfs/](http://www.epa.gov/region9/greenbuilding/pdfs/HUDTraditionalForms.pdf)
HUDTraditionalForms.pdf

Brant, D. J. (2000). Successful housing in First Nation communities: A report on community case studies. Socio-Economic Policy and Programs, The

Government of Canada. Retrieved from: <http://www.urbancentre.utoronto.ca/pdfs/elibrary/DIANDSuccessful.pdf>

Canada Mortgage and Housing Corporation. (2004). *Building communities; First Nations best practices for healthy housing and sustainable community Development*. Canada: CMHC.

Rhodes, D.S. (1993). My home; A communal American Indian home. *Native Peoples Magazine*, March-April, 40-47.

Appendix H: Detailed List of Repairs Needed

REPAIR CATEGORY	NUMBER REQUIRED
Overall:	
Everything	17
Want New Unit (House/Trailer)	7
Need Extension	2
Exterior:	
Muddy Flooded Yard	1
Culvert Cleaning	1
Patio	1
Dent From Truck In House	1
Steps To Unit	7
Ramp To Unit	3
Soffits	1
Siding (Paneling)	5
Eavestroughs	3
Crawl Space	2
Roof:	
Shingles	2
Roof	16
Chimney	5
Heating And Insulation:	
Furnace / Heater	9
Insulation	4
Thermostat	1
Air Flow And Mold:	
Air Flow	4
Mold	9
Utilities:	
Sump Pump	1
Septic Pump	2
Plumbing	7
Hot Water	1
Electrical	12

Interior:	
Interior, Generally	1
No Wheelchair Access	1
Smoke Damage	1
Bedbugs	1
Painting	3
Finishing	1
Ceiling	7
Walls	16
Drywall	3
Floor	6
Flooring	20
Lighting, Generally	2
Kitchen, Generally	2
Sink	3
Stove / Stove Fan	4
Countertops	1
Cupboards	14
Bedroom, Generally	2
Bathroom, Generally	15
Toilet	3
Shower / Tub	3
Bathroom Fan	1
Laundry Room	1
Doors:	
Total Times Mentioned:	
Doors, Generally:	56
Interior Doors, Specifically:	18
Exterior Doors, Specifically:	15
Doorknobs	3
Windows:	60
Window Screens	1

Appendix I: CMHC Program Information

Canada Mortgage and Housing Corporation (CMHC) Programs and Initiatives Links and Info

CMHC offers programs, financing, training, and information to address housing needs in First Nations communities. Information on these programs collected here was presented by CMHC in a slideshow during AMC's CCP Session 2 on December 6, 2011. More information can be found online at the links below:

On-Reserve Non-Profit Housing Program (Sec. 95)

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_010.cfm

Residential Rehabilitation Assistance Program (RRAP)

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_011.cfm

Home Adaptations for Seniors Independence Program (HASI)

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_006.cfm

Aboriginal Capacity Development (AB CAP)

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_003.cfm

Housing Internship Initiative for First Nation and Inuit Youth (HIIFNIY)

http://www.cmhc-schl.gc.ca/en/ab/noho/noho_007.cfm

Shelter Enhancement Program (SEP)

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_017.cfm

Loan Insurance On-Reserve with Ministerial Loan Guarantee

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_008.cfm

Direct Lending

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_001.cfm

Native Inspection Services Initiative (NISI)

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_003.cfm

Proposal Development Funding (PDF)

http://www.cmhc-schl.gc.ca/en/ab/onre/onre_019.cfm

Canada Mortgage and Housing Corporation

CMHC Summary of Programs Initiatives





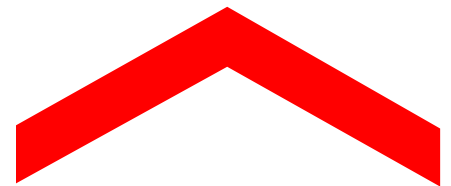
On-Reserve Non-Profit Housing Program (Sec. 95)

Capital funding is provided through CMHC Direct Lending or through a private lending institution for the construction, purchase and rehabilitation of housing projects on-reserve.

The loans are insured under the National Housing Act (NHA) and guaranteed by the Indian and Northern Affairs Canada (INAC) through MLG

Assistance is available to eligible First Nations and is determined by INAC in consultation with CMHC and First Nations.

Assistance is provided for a maximum of 25 years and is in the form of subsidies for the difference between eligible project expenses and project revenues.



Residential Rehabilitation Assistance Program (RRAP)

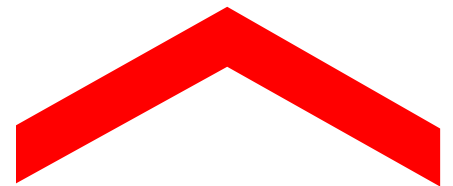
Funding is available to repair or rehabilitate existing non-subsidized housing to a minimum level of health and safety and to build special access for persons with disabilities.

Aboriginal homeowners and Band Councils On-Reserve may be eligible depending on their income.

The level of assistance provided depends on the cost of eligible repairs and is provided in the form of a forgivable loan.

Levels of forgiveness is geographical

South \$16,000 , North \$19,000, Remote \$23,750

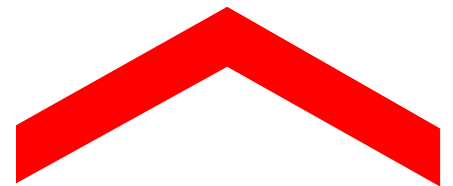


Home Adaptations for Seniors Independence Program (HASI)

One-time grant of up to \$3,500 are available On-Reserve to adapt housing to make it easier for elders to continue living in their own home.

Individuals aged 65 years and over whose household income is less than the maximum established for their area may apply

Funding is to cover material and labour for eligible adaptations or modifications such as handrails, grab bars and level handles

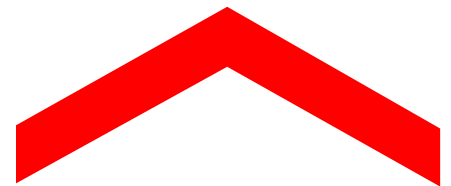




Aboriginal Capacity Development (AB CAP)

Through this initiative, aboriginal communities are assisted in acquiring the skills, tools and resources needed to work towards self-sufficiency in housing.

They may include but are not limited to areas such as; training, research projects, designation of native inspectors, community planning and development, leveraging partnerships.



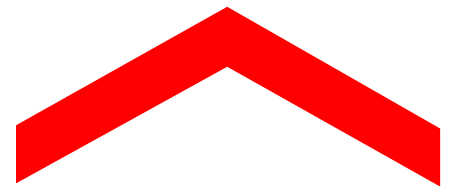


Housing Internship Initiative for First Nation and Inuit Youth (HIIFNIY)

CMHC works in partnership with sponsor organizations to develop housing employment projects to meet specific community needs.

The Initiative provides work experience and on-the-job training to assist First Nation or Inuit youth between the ages of 15 and 30 living on First Nations reserves and in Inuit communities in pursuing long-term employment in the housing industry.

Approved sponsors receive financial support toward the wages of First Nation or Inuit youth employed on housing related projects.





Shelter Enhancement Program (SEP)

Capital contributions are available, On-Reserve, to Band Councils operating shelters for women and children as well as youth and men who are victims of family violence.

These contributions are for the repair and upgrade of existing facilities or the construction of new shelters and second Stage housing units.

Modifications may also be made to accommodate persons with disabilities.

The maximum loan for renovation varies in accordance with the number of units within the project and the geographic location of the project.

The contributions are in the form of forgivable loans with earning periods from one to fifteen years.

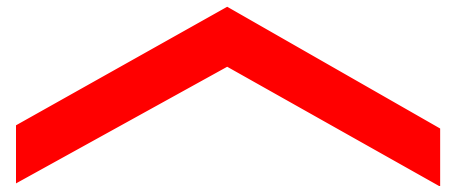




Loan Insurance On-Reserve with Ministerial Loan Guarantee

Aboriginal persons living On-Reserve or Band Councils may have access to financing for the construction or purchase and/or renovation of a single-family home or multiple residential rental property.

CMHC provides loan insurance to Approved Lenders (banks, Aboriginal Capital Corporations, Credit Unions, etc) permitting them to make loans for residential homes or projects located on lands designated as Reserves



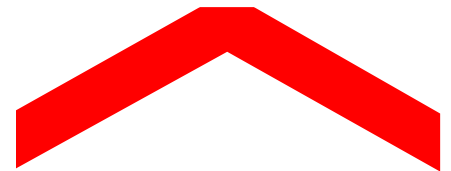


Direct Lending

Canada Mortgage and Housing Corporation's Direct Lending Program provides financing and renewals for eligible social housing projects

Offers the lowest average financing rate available.

All loans that are financed or renewed at the same time and for the same term receive an identical rate regardless of the size of the loan or the location of the project.

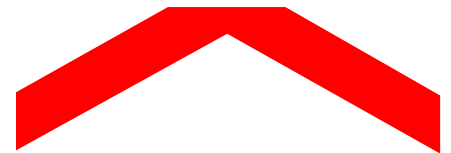




Native Inspection Services Initiative (NISI)

This initiative provides for the contracting out of CMHC inspections relating to on-reserve programs to First Nations technical/inspection services providers.

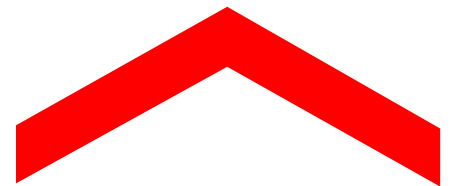
Through this initiative, CMHC is participating in building the capacity of First Nations technical services.





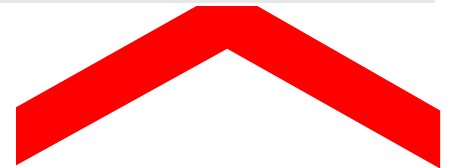
Proposal Development Funding (PDF)

Proposal Development Funding is an interest free repayable loan of up to \$75,000 available to Band Councils interested in developing a project proposal for the Section 95 On-Reserve Housing Program,



Program Deadlines

Program	Application Period	Deadline for Application Submission
Section 95	From April 1 for each fiscal year	September 30
RRAP	Budget set each fiscal year, accepted year round – surplus	October 31
HASI	From April 1 st	Receipt based until budget expended
Aboriginal Capacity Development	Year round, budget year ends March 31 st	N/A
HIIFNIY	Each Fiscal Year	Third Week of May
Shelter Enhancement (SEP)	Each Fiscal Year when is budget available	



Aboriginal Housing Manitoba

