

**Indigenous planning off-reserve: navigating jurisdiction
and collaboration for off-reserve housing in Metlakatla
Territory**

**by
Alex Haalboom**

B.A., Dalhousie University, 2012

Project Submitted in Partial Fulfillment of the
Requirements for the Degree of
Master of Resource Management (Planning)

in the
School of Resource and Environmental Management
Faculty of Environment

Project no.: 773

© Alex Haalboom 2021
SIMON FRASER UNIVERSITY
Fall 2021

Copyright in this work is held by the author. Please ensure that any reproduction
or re-use is done in accordance with the relevant national copyright legislation.

Declaration of Committee

Name: Alex Haalboom

Degree: Master of Resource Management (Planning)

Project No.: 773

Title: Indigenous planning off-reserve: navigating jurisdiction and collaboration for off-reserve housing in Metlakatla Territory

Committee:

Chair: Myfannwy Pope
Master's Candidate, Resource and Environmental Management

Murray B. Rutherford
Supervisor
Associate Professor Emeritus, Resource and Environmental Management

Thomas Gunton
Committee Member
Professor, Resource and Environmental Management

Ethics Statement

The author, whose name appears on the title page of this work, has obtained, for the research described in this work, either:

- a. human research ethics approval from the Simon Fraser University Office of Research Ethics

or

- b. advance approval of the animal care protocol from the University Animal Care Committee of Simon Fraser University

or has conducted the research

- c. as a co-investigator, collaborator, or research assistant in a research project approved in advance.

A copy of the approval letter has been filed with the Theses Office of the University Library at the time of submission of this thesis or project.

The original application for approval and letter of approval are filed with the relevant offices. Inquiries may be directed to those authorities.

Simon Fraser University Library
Burnaby, British Columbia, Canada

Update Spring 2016

Abstract

This report details my research on the housing value of the Metlakatla First Nation's Cumulative Effects Management Program. The program is designed to protect Metlakatla community values, such as housing, from the effects of industrial development and other activities in Metlakatla Territory (which includes the city of Prince Rupert, BC). Many Metlakatla renters in Prince Rupert are unable to meet their housing needs. My study investigated the potential for collaboration between the Metlakatla Nation and external stakeholders to address this housing problem. Through focus groups, semi-structured interviews, and a multi-stakeholder workshop, I developed recommendations to help the Metlakatla improve both off-reserve rental housing and collaboration with the City of Prince Rupert and other stakeholders. I found that building collaborative relationships and implementing housing actions are inter-related and should be pursued concurrently. In addition, there are non-collaborative actions through which the Metlakatla can advance their housing and planning goals off-reserve.

Keywords: Indigenous Planning; Off-reserve Housing; Complex Jurisdiction; Cumulative Effects Management; Collaboration; Community-Based Housing

Dedication

For all of my grandparents, for teaching me to be. I love you all.

Acknowledgements

First, I am deeply grateful to the Metlakatla First Nation for inviting me to participate in this research with the CEM Program. I have learned so much through this experience and feel so privileged to have been able to work on this amazing Program. In addition, to the Metlakatla staff members, elected leaders, and community members who participated in my research – be that through interviews, focus groups, the workshop, or through meetings, feedback, or other behind-the-scenes support – I appreciate so much your time, knowledge, and insights into the housing value.

To all of the participants in my study – thank you for your time, your passion, and your willingness to share your perspectives.

This research would not have been possible without the members of my research team: Philip Clement, Dr. Murray Rutherford, and Katerina Kwon. This work was truly a team effort. Thank you for working through this process with me, and for the many hours of planning, assessing, revising, and reviewing along the way. I have learned so much from you all. Thank you to Phil for your encouragement and dedication over the past several years. This project would not have moved forward without your commitment and unwavering support. To my supervisor, Dr. Murray Rutherford, thank you for your thoughtful and comprehensive insights and for helping to make my work the best it can possibly be. I appreciate all of our conversations and all of your feedback – this process has made me a better writer, thinker, communicator, and learner. And to Katerina, for being an unbelievable mentor to students working on the CEM Program. You pushed me to step outside of my comfort zone and made me feel capable of doing so. I'm grateful for the opportunity to have seen you in action!

Dr. Tom Gunton also provided invaluable support and guidance to me in writing this report and to other stages of research on housing with the CEM Program. I appreciate so much the time and insights you have given to this research. To Myf Pope, for all your support at the workshop and for moving forwards with the housing value. Also, to everyone who has previously contributed to the Metlakatla CEM Program. The foundation you laid made this research possible, and I'm fortunate to have had your footsteps to follow.

A very big thanks to Susan and the Thursday Thesis Group. Pandemics are hard; grad school might be harder. Thank you all for making space to feel big things with me.

Finally, a huge thank you to my family and friends. I wouldn't be where I am, or who I am, without you. Thanks especially to everyone who has helped me to navigate this thing called graduate studies. It's been a big grow, and I'm so grateful to have had you all in my corner. To my long-distance call network – thank goodness for unlimited minutes! Your voices are music to my ears! To my mum, my dad, and my siblings, for reminding me who I am in pandemics and out of them. To Knut, for your advice, your empathy, and for seeing me through this adventure. To Maddie and Celtie, for cracking the best jokes, for holding me up, and for being my home these past few years.

Table of Contents

Declaration of Committee	ii
Ethics Statement	iii
Abstract	iv
Dedication.....	v
Acknowledgements	vi
Table of Contents	viii
List of Tables	xi
List of Figures	xii
Chapter 1. Introduction	1
1.1. Research Context.....	1
1.2. Research Goal.....	2
1.3. Significance	3
1.4. Situating myself	4
1.5. Report Structure	5
Chapter 2. Community Profile	7
2.1. Metlakatla First Nation	7
2.1.1. Metlakatla Governance	9
2.2. The status of affordable housing in Prince Rupert.....	10
2.2.1. Ongoing action on housing	11
Chapter 3. Research Context: Managing Housing under the Metlakatla Cumulative Effects Management (CEM) Program	14
3.1. Development in Metlakatla Territory	14
3.2. The Metlakatla Cumulative Effects Management (CEM) Program	15
3.2.1. Cumulative effects management	15
3.2.2. A brief overview of the Metlakatla CEM Program	16
3.3. The Housing Value of the CEM Program	17
3.3.1. Phase 1: Value and Indicator Selection	17
3.3.2. Phase 2: Assessing Value Condition	19
3.3.3. Phase 3: Developing a Value Management Strategy	19
3.3.4. A Collaborative Management Strategy for Housing	20
3.3.5. Phase 4: Next Steps for Implementing Management Actions.....	22
Chapter 4. The Off-reserve Rental Housing Landscape in Canada	24
4.1. The importance of urban Indigenous housing	24
4.2. The Housing Continuum.....	25
4.3. Housing challenges for urban Indigenous renters	26
4.4. Indigenous housing off-reserve: multiple and overlapping jurisdictions.....	28
4.5. A shift in the housing policy landscape.....	30
Chapter 5. The Context for Collaboration: Strengths and Opportunities	32

5.1.	Defining collaboration	32
5.2.	Working together to improve housing	33
5.3.	Meeting Indigenous planning goals through collaboration.....	34
5.4.	Structuring collaborative housing action	36
Chapter 6.	Research Methods	42
6.1.	Focus groups with Metlakatla renters	43
6.1.1.	Interviews with non-Metlakatla Indigenous renters	45
6.2.	Interviews with key informants on housing collaboration.....	46
6.3.	Multi-stakeholder workshop	48
6.4.	Data Analysis.....	50
6.4.1.	Focus groups with Metlakatla renters	50
6.4.2.	Interviews with non-Metlakatla Indigenous renters	51
6.4.3.	Key-Informant interviews	51
6.4.4.	Multi-stakeholder workshop	52
Chapter 7.	Results	53
7.1.	Focus Groups and Interviews	53
7.1.1.	Housing challenges faced by Metlakatla renters in Prince Rupert.....	53
7.1.2.	Housing challenges faced by non-Metlakatla Indigenous renters in Prince Rupert	55
7.1.3.	Collaboration with whom?	55
7.1.4.	Factors for successful collaboration.....	57
7.1.5.	Resources:	58
7.1.5.	What collaborative arrangements offer effective structures for working together on housing?	63
7.2.	Multi-Stakeholder Workshop.....	69
7.2.1.	Rejecting formal collaborative arrangements.....	69
7.2.2.	Other considerations for housing-focused collaboration	70
7.2.3.	Informal collaboration: an ad-hoc approach for implementing housing actions.....	71
7.2.4.	Collaborative housing actions	72
7.2.5.	Building collaborative relationships	73
Chapter 8.	Discussion	75
8.1.	Common understandings of shared housing challenges.....	75
8.2.	Choosing informal over formal collaborative arrangements	76
8.3.	Recommendations.....	77
8.3.1.	Taking action to reduce core housing need among Metlakatla renters in Prince Rupert	78
8.3.2.	Improving housing-focused collaboration with external stakeholders.....	83
8.3.3.	Next Steps for the CEM Program: revisiting the collaborative housing management strategy	91
8.4.	Effecting change off-reserve.....	92
Chapter 9.	Conclusion.....	95

References	97
Appendix A. Focus Groups with Metlakatla Renters	107
Appendix B. Non-Metlakatla Indigenous Renter Interviews	110
Appendix C. Key Informant Interviews	114
Appendix D. Potential partners for collaboration on off-reserve rental housing in Prince Rupert	120
Appendix E. Case Studies: Community-based housing initiatives and collaborative housing arrangements	123

List of Tables

Table 1: Core Housing Need Indicator for the Housing Priority Value of the Metlakatla CEM Program 18

Table 2: Examples of possible collaborative arrangements for community-based housing actions in Canada 39

Table 3: Examples of different types of community-based housing actions and the collaborative arrangements through which they have been implemented in Canada..... 40

Table 4: Focus Group Demographics..... 44

Table 5: Perspectives from key informants on the efficacy of different collaborative arrangements on housing 65

Table 6: Perspectives from key informants with different affiliations on the efficacy of different collaborative arrangements on housing 66

Table 7: Four Action-Areas and short-term actions for MFN to reduce core housing need among Metlakatla renter households in Prince Rupert 79

Table 8: Recommended actions for MFN to improve housing-focused collaboration with external stakeholders 85

List of Figures

Figure 1: The Traditional Territory of the Metlakatla First Nation.8

Figure 2: Metlakatla Village and the City of Prince Rupert.8

Figure 3: Housing is a shared goal of the Metlakatla First Nation and the City of Prince Rupert12

Figure 4: Phases in the Metlakatla Cumulative Effects Management (CEM) Program. ...16

Figure 5: An illustration of the concept of management zones and triggers in the Metlakatla CEM Program.20

Figure 6: Tiered management triggers for the CEM housing value.22

Figure 7: Partnership Model for Community-Based Housing Delivery37

Figure 8: Four R’s of Strong Collaboration63

Chapter 1. Introduction

Housing is important to human well-being; it is a social determinant of health (National Collaborating Centre for Aboriginal Health, 2017) and a fundamental human right (United Nations, n.d.). It is difficult to succeed in life without healthy, safe and affordable housing. Indigenous people in Canada suffer disproportionately in the matter of finding and keeping housing that meets their needs. While the poor state of housing on reserves has been widely recognized as a major issue affecting the health of Indigenous people in Canada (National Collaborating Centre for Aboriginal Health, 2017), off-reserve housing challenges have often been overlooked by programs, policies and funding (National Aboriginal Housing Association, 2009; Senese & Wilson, 2013). This is despite the fact that nearly three-quarters of the Indigenous population in Canada lives off-reserve (National Collaborating Centre for Aboriginal Health, 2017); and just over half lives in cities (Statistics Canada, 2017b).

This research investigates strategies to address the off-reserve rental housing problems faced by members of the Metlakatla First Nation ('Metlakatla; MFN') living in Prince Rupert BC, a city located within Metlakatla Territory and just seven kilometres from the MFN reserve. As of 2016, 42-50% of Metlakatla renter households in Prince Rupert lived in housing that was unaffordable, in need of repairs, and / or over-crowded (Metlakatla Stewardship Society, 2019). To mitigate present and future housing deficiencies in the face of ongoing development, MFN is planning to implement a management strategy for off-reserve rental housing in Prince Rupert.

1.1. Research Context

This research was completed as part of the Cumulative Effects Management (CEM) Program being developed by the Metlakatla as a comprehensive, place-based, Indigenous-led resource management and planning program. The aim of the CEM Program is to manage the impacts of increased development in Metlakatla Territory, to protect and promote the values that Metlakatla members consider most important (Metlakatla Stewardship Society, 2019). The CEM program has determined that housing is a priority value for Metlakatla, and the program has set the goal that all Metlakatla members should live in housing that meets their needs, regardless of whether they live

on-reserve or in Prince Rupert (Metlakatla Stewardship Society, 2019). Numerous development proposals in Prince Rupert, including liquid natural gas (LNG) facilities and a major expansion of the port, have increased the pressure on the rental housing market (Jang, 2015). For this reason, the housing component of the CEM Program currently emphasizes management of off-reserve rental housing for Metlakatla members living in the city.

Although the Metlakatla Governing Council is responsible for representing, supporting, and advocating for members living off-reserve, it does not have direct jurisdictional authority over off-reserve housing (Kwon et al., 2018). Rather, as stated by the Metlakatla Stewardship Society, “off-reserve housing is primarily managed by external agencies, including the federal government, provincial government, and the City of Prince Rupert” (Metlakatla Stewardship Society, 2019, p.44). Thus, it may be necessary for the MFN to work with external stakeholders, including the City of Prince Rupert, to successfully implement the CEM Program housing management actions.

In 2019 Metlakatla Governing Council directed the CEM Program to undertake further research to explore an external implementation pathway for the housing management strategy. Prior to the present study, Metlakatla had only limited engagement on housing with other actors (including the Prince Rupert City Council, community support organizations, other First Nations, and other levels of government). Metlakatla has also yet to engage externally on implementation plans for any other priority values in the CEM Program. Thus, there was a need to investigate an external engagement process for implementing the housing management strategy.

1.2. Research Goal

The goal of my study is to identify and describe the key factors that could affect the success of collaboration between the Metlakatla First Nation and the City of Prince Rupert (and other local and regional organizations) to address housing challenges for Metlakatla renters off-reserve, in Prince Rupert. The aim is to understand how Metlakatla First Nation can advance its own off-reserve housing interests when engaging with external stakeholders with different mandates. Using housing as a case study, and in light of its status as a pilot program for MFN engagement with off-reserve authorities, my

report concludes by offering lessons relevant to the implementation of other CEM program strategies to address MFN values in off-reserve, or extra-jurisdictional, settings.

To reach my study goal, I identified four specific objectives:

1. Investigate and map the housing landscape for Metlakatla rental housing in Prince Rupert.
2. Identify the key factors that contribute to successful off-reserve housing initiatives in other Canadian contexts and the mechanisms through which they operate. Determine which of these are most important and likely to be effective to improve rental housing for Metlakatla members in Prince Rupert.
3. Determine how Metlakatla and the City of Prince Rupert can most effectively collaborate to reduce core housing need for Metlakatla rental households in Prince Rupert.
4. Understand what factors influence the ability of Metlakatla First Nation to collaborate with other jurisdictions and authorities to effect meaningful change off-reserve.

I used a mixed-method approach with multiple stages of data collection to meet my objectives. I held focus groups with Metlakatla members and conducted semi-structured interviews with key informants who had experience with housing, community support, or the decision-making processes of Metlakatla First Nation or the City of Prince Rupert. In response to the outcomes from these first two stages of my research, Metlakatla leadership decided to host a multi-stakeholder housing workshop for leaders and staff from Metlakatla First Nation, the City of Prince Rupert and local service providers. I acted as workshop coordinator, gave a presentation at the workshop, and observed the workshop proceedings.

1.3. Significance

Off-reserve housing poses unique challenges for MFN. Housing challenges are complex and are driven by many interrelated stressors. Off-reserve housing is also beyond the jurisdiction of any one authority and addressing housing issues may involve collaboration with many stakeholders. As such, building collaborative relationships may be an important part of implementing any management action that could improve the housing experience of Metlakatla rental households in Prince Rupert. My research identifies factors that are important for local collaboration on housing to be successful and recommends actions that Metlakatla can take to effect housing change and to improve collaboration with other stakeholders in Prince Rupert. My findings support the

development of an effective implementation plan for the CEM Program's housing management strategy.

Multi-stakeholder engagement strategies can be applicable to other trans-jurisdictional issues, beyond housing, to address the challenges faced by contemporary Indigenous communities. Findings from my research could be used by the CEM program in the future to advance other social and health values that require external stakeholder collaboration, especially partnerships with the City of Prince Rupert. The findings could also serve other Indigenous communities seeking to engage with external stakeholders on off-reserve housing challenges. The outcomes from my research thus can guide the next steps for the CEM Program's Housing Value in particular and can more broadly offer one model for implementing Indigenous planning in an urban (or off-reserve) context.

The housing challenges faced by Canadian Indigenous communities are likely to increase as urban Indigenous populations and the pressures on housing from ongoing development projects continue to grow. As such, it is important that new avenues for understanding and improving Indigenous off-reserve housing conditions and access continue to be explored. By situating housing as a community-identified value within the umbrella of CEM, my research offers a framework for understanding and addressing the off-reserve housing challenges faced by Metlakatla and possibly other Indigenous communities.

1.4. Situating myself

I am a settler Canadian with Dutch, German, and Scottish heritage. I grew up within the Halimand Treaty area, on the traditional territory of the Haudenosaunee, Anishnaabe, and Neutral peoples, in Kitchener, Ontario. As the oldest of five children, I gained an appreciation of collaboration from a young age. The summers of my youth were spent in Huron Robinson treaty land, on the traditional territory of the Serpent River First Nation, attending an island-based summer camp in the North Channel of Lake Huron. Spending my time outdoors and in community, and especially participating in wilderness canoe trips, I developed a deep sense of connection with the natural world and became interested in environmental issues.

During my undergraduate degree in international development studies and sustainability, I learned about the intersections between quality of life, community development, and sustainable environmental management. I also took classes in Indigenous studies for the first time. I began to understand the systemic consequences of centuries of colonialism (and more recently, of neo-liberal capitalism), but also, I learned of a much longer history of Indigenous land management and cultural resilience. I wanted to know more about how environmental and community-development policy decisions are made in practice, and what tools can support more sustainable, and more just, outcomes. It was with these goals in mind that I moved to the territory of the Musqueam, Squamish, and Tsleil-Waututh Nations, to Vancouver BC to begin my master's degree in resource and environmental management and planning.

I was interested in working with and learning from MFN and the CEM Program, because I am interested in addressing environmental challenges comprehensively, and in supporting Indigenous self-determination in decision-making processes. I am drawn to the 'human' aspect of environmental decision-making and researching collaboration between Indigenous and non-Indigenous actors was a natural fit for these interests.

Finally, I am passionate about community well-being and social planning issues. I have personally experienced the difficulty in securing rental housing in many cities across Canada, and recognize the mental, physical, and emotional stress that can occur when housing does not meet one's needs. Studying the implementation of housing actions allowed me to be involved in community-based research that could have direct and tangible housing benefits for Metlakatla members. I hope that the lessons learned from my study can also be useful to the Metlakatla for future engagement with the City of Prince Rupert on a range of issues, and for other Indigenous communities interested in collaboration with local stakeholders to effect social change in cities.

1.5. Report Structure

The remainder of this report is divided into eight more chapters. In chapters two through five, I provide important context and background information for my study. I introduce the Metlakatla First Nation and give an overview of how they are approaching managing housing off-reserve through their Cumulative Effects Management Program. I then review the off-reserve rental housing landscape in Canada more broadly and

discuss the potential role of collaboration between Indigenous and non-Indigenous actors in addressing off-reserve housing challenges in cities. Chapter six explains my research methods, and chapter seven details my results. In chapter eight I discuss my findings and provide recommendations for actions that Metlakatla can take to improve rental housing in Prince Rupert, to strengthen collaboration, and to progress the CEM Program forwards. I also discuss lessons learned from my study that may be applicable to other Indigenous communities. Chapter nine concludes my report.

Chapter 2. Community Profile

2.1. Metlakatla First Nation

Metlakatla First Nation ('Metlakatla; MFN') descends from the nine tribes of the Coast Ts'myšen ("Tsimshian") (Leighton, 2012; Metlakatla Stewardship Society, 2019) of the region now known as Northwestern British Columbia (BC), Canada. Metlakatla means 'saltwater pass' in Sm'algyax, the language of the Coast Tsimshian (Metlakatla First Nation, n.d.-c). As of May 2021, the total registered population of Metlakatla was 1,016 (Indigenous and Northern Affairs Canada, 2021). Today, Metlakatla members, "continue to enjoy their inherent rights and freedom to harvest traditional foods, practice traditional ceremonies, and honour their history" (Metlakatla Stewardship Society, 2019, p.7).

The traditional territory of the Metlakatla encompasses 20,000 square kilometres of the Great Bear Rainforest, from the Pacific Ocean to the west to the coastal mountains to the east. This territory includes, "parts of the Skeena and Nass River systems, numerous islands, and extensive intertidal and wetland areas" (Metlakatla Stewardship Society, 2019, p.8), as well as the cities of Prince Rupert and Terrace, and approximately 2,575 km of shoreline (See Figure 1). The reserve of Metlakatla Village is located on an ancient site that has been occupied for thousands of years by the Metlakatla people (Leighton, 2012; Metlakatla Stewardship Society, 2019), and is home to 94 registered members (Indigenous and Northern Affairs Canada, 2021).

Many more Metlakatla members live in the nearby city of Prince Rupert, which is seven kilometres southeast of Metlakatla Village (See Figure 2). With a total population of just over 12,600 (Statistics Canada, 2017a), Prince Rupert is the largest community on BC's northwest coast. Located on Kaien Island, it is at the western terminus of the Trans-Canada Highway and the Canadian National Railway, 770 km from Vancouver, BC and 90 km from the Alaskan panhandle (City of Prince Rupert, 2021). About half of Prince Rupert's population is Indigenous; in addition to the Coast Tsimshian bands of Metlakatla and Lax Kw'alaams, "Prince Rupert is home to a diaspora of Indigenous people from the surrounding areas – including Nisga'a, Haida, Gitksan, Haisla, and Tlingit, among others" (City of Prince Rupert, 2021, p.22).



Figure 1: The Traditional Territory of the Metlakatla First Nation.
Image Source: Metlakatla Stewardship Society (2019) *Methods, Results, and Future Directions of a First Nation-led CEM Program*

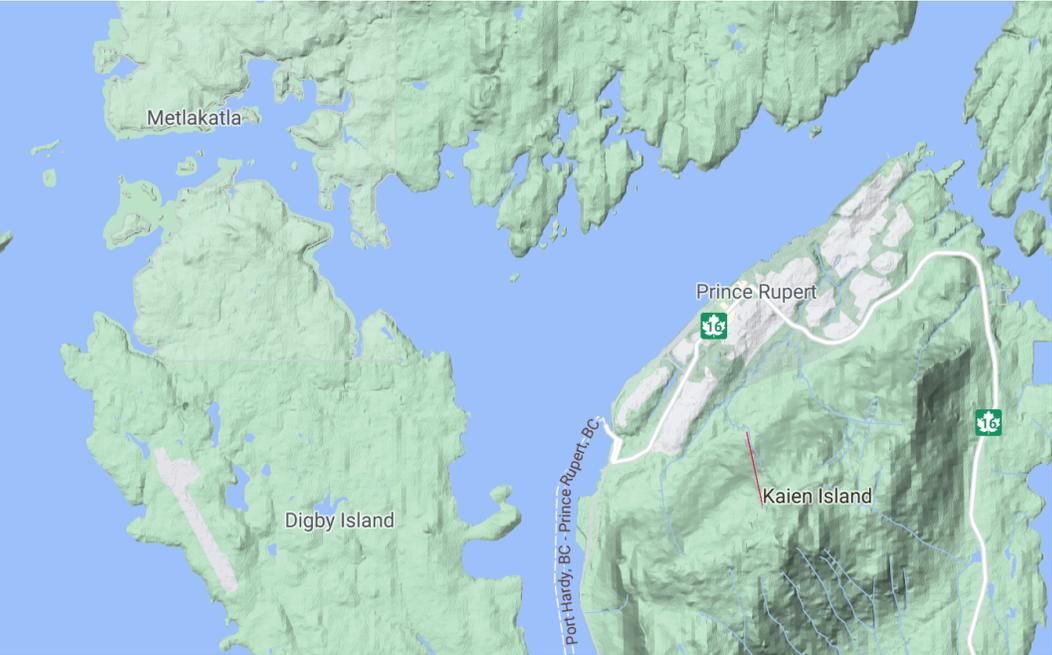


Figure 2: Metlakatla Village and the City of Prince Rupert.
Image Source: Google Maps, 2021.

2.1.1. Metlakatla Governance

As stated by Metlakatla Chief Councillor Harold Leighton (2012), the nine tribes of the Coast Tsimshian have been organized societies since time immemorial. Today two bands, the Metlakatla First Nation and the Lax Kw'alaams First Nation, represent the nine tribes of the Coast Tsimshian (Leighton, 2012). The Metlakatla First Nation administration has four main departments: Metlakatla Governing Council, Metlakatla Development Corporation, Metlakatla Stewardship Society, and Metlakatla Treaty Office (Metlakatla Governing Council, 2010).

The Metlakatla Governing Council (MGC) is the governing body of the Metlakatla membership established pursuant to the Indian Act, and is comprised of an elected chief and six councillors (Metlakatla Stewardship Society, 2019) serving four year terms (Metlakatla First Nation, n.d.-b). Under a Custom Election Code that replaces some of the election provisions of the *Indian Act*, voting rights in MGC elections are extended to members living off-reserve and mail-in ballots are permitted (Metlakatla First Nation, n.d.-b). On-reserve, MGC is the primary administrator of social and health services to Metlakatla members, and it also oversees public works, financial management, reserve land use and management, by-laws and disputes, implementation of the land code, and community planning (Menzies, 2020; Metlakatla First Nation, n.d.-b; Metlakatla Stewardship Society, 2019).

Other Metlakatla departments have been established by MGC to fulfill a range of mandates. The Metlakatla Development Corporation (MDC) oversees economic development initiatives (Metlakatla First Nation, n.d.-a). Metlakatla Treaty Office is responsible for treaty negotiations with provincial and federal governments. At the time of writing, Metlakatla was in stage 5 of 6 of the BC Treaty Process (Metlakatla First Nation, n.d.-c; Ministry of Indigenous Relations and Reconciliation, n.d.), which involves refining the agreement in principle that was negotiated at earlier treaty stages and resolving technical and legal issues (stage 5 ends with the treaty being signed and formally ratified) (BC Treaty Commission, n.d.). Finally, The Metlakatla Stewardship Society (MSS) works to protect Metlakatla lands, waters, and resources. (Metlakatla First Nation, n.d.-d; Metlakatla Stewardship Society, n.d.). The housing research being completed through the Metlakatla CEM Program currently falls under the purview of several Metlakatla departments.

2.2. The status of affordable housing in Prince Rupert

Many housing challenges in Prince Rupert arise from the age and limited supply of rental housing stock in the city. As of 2016, 37% of the housing infrastructure in Prince Rupert was built before 1940, and about 60% was built between 1960 and 1990 (City of Prince Rupert, 2014; Mochrie et al., 2016). This older housing stock is becoming more expensive to maintain (Urban Systems, 2015), and construction costs in Prince Rupert can be high due to its relatively remote location and physical constraints including steep slopes and other geotechnical challenges (Urban Systems, 2015). In addition, a lack of affordable housing options further exacerbates rental housing issues: landlords have less incentive to maintain their properties when tenants cannot afford to move elsewhere (Urban Systems, 2015).

Prince Rupert has a substantial shortage of subsidized housing for low-income residents. In 2014, the last year an overall housing inventory of the city was completed, there were 277 households on wait lists for non-market housing (City of Prince Rupert, 2015a). The inventory shows that the non-market housing sector houses about 8% of the city's population, and notes that the non-market housing options that are available are at risk due to population growth and reductions in support from the federal and provincial governments (City of Prince Rupert, 2015a). The report states, "the under-funded, competitive system under which [non-market housing] operates does not encourage or provide for local collaboration ... the community would be much better served if the individual proponents of the local non-market housing sector could find innovative ways to work together" (City of Prince Rupert, 2015, p.5).

Accurate data on the depth and causes of housing need in Prince Rupert are limited. In completing a non-market housing inventory, city planners found that, "researching other databases was of little or no value because they were simply inaccurate, incomplete, or both" and that, "the inventory could only be complete by going directly to facility operators by having them check, and re-check, their own statistics" (City of Prince Rupert, 2015, p.2). Generating accurate housing data in Prince Rupert has proven to be, "more difficult and time-consuming than a cursory review might suggest" (City of Prince Rupert, 2015, p.2), a challenge made more difficult by limited capacity from small staff teams at the City and local organizations (Urban Systems, 2015).

In summary, the rental housing landscape in Prince Rupert is complex and presents many barriers to Metlakatla renter households. Housing is in short supply, and construction and maintenance is costly. Affordable housing options are severely limited. The evidence needed to target effective solutions is hard to come by. And the Metlakatla Governing Council has no direct jurisdictional authority over housing off-reserve. Metlakatla will need to find creative ways to address all these challenges in order to effect positive housing change in Prince Rupert.

2.2.1. Ongoing action on housing

Over the course of my research, the City of Prince Rupert was engaged in its own planning processes that included a focus on housing. In 2015, The City embarked on a planning and visioning process called, “ReDesign Rupert” (City of Prince Rupert, n.d.). The mission of this process was to, “bring together community organizations, citizens, industrial stakeholders, and local businesses to revitalize the downtown core, improve public waterfront access, and address a community-wide human capital shortage in Prince Rupert” (City of Prince Rupert, n.d.). The Prince Rupert 2030 vision that resulted from this process was unveiled a few weeks after my data collection was complete. My research found that Metlakatla First Nation had little to no involvement in this process. Building on the ReDesign Rupert process, the City also began work to update the Prince Rupert Official Community Plan as I was completing data analysis for this study. Participants in my study indicated an intention at the City to formalize many aspects of the Redesign Rupert vision in the new Official Community Plan,

Over the course of my research, Metlakatla First Nation also engaged in two different initiatives that offer contrasting approaches to addressing off-reserve housing: the Cedar Village Elder’s Housing complex and the 2019 Memorandum of Understanding between Metlakatla First Nation, Lax Kw’alaams, and the City of Prince Rupert (Metlakatla First Nation, 2019).

In 2016, the MDC board decided to develop affordable senior’s housing in Prince Rupert on a site it had purchased in 2009 (Campbell, 2017) Cedar Village Elder’s Housing opened for residents in the fall of 2019. It offers 32 one-and-two bedroom housing units for Indigenous and non-Indigenous people over age 65 in Prince Rupert at below-market rates (Apostolovski, 2019). The design of the building incorporates Coast

Tsimshian culture and art. The development was led by MDC, with funding from the 2016 Metlakatla-British Columbia LNG Benefits Agreements and from BC Housing (North Coast Review, 2019). Cedar Village Housing Society, a not-for-profit organization, was created to act as owner and operator (Cedar Village Housing Society, 2019).

The Cedar Village project grew from the identification of housing as a priority value in the CEM Program (Coastal First Nations, 2020), although the project was not directly connected to any specific CEM housing management strategy. Cedar Village is open to all seniors living in Prince Rupert, not just Metlakatla members. Participants in my research indicated that Metlakatla members make up a small percentage of the total residents. In addition, while this project involved some discussions with the City to secure a site for the development, it is an example of a housing supply project being led primarily by the Metlakatla, taking advantage of provincial funding opportunities.

Also in the fall of 2019, Metlakatla First Nation, Lax Kw'alaams, and the City of Prince Rupert signed a Memorandum of Understanding aimed at “strengthening the existing relationship between governments, and establishing a basis for working together on shared goals” (Metlakatla First Nation, 2019). One of these common goals is developing more affordable housing, which is also reflected in the goals of the CEM Program and the Prince Rupert Official Community Plan (see Figure 3) (City of Prince Rupert, 2019; Kwon et al., 2018). The MOU indicates that housing is a shared priority in Prince Rupert.

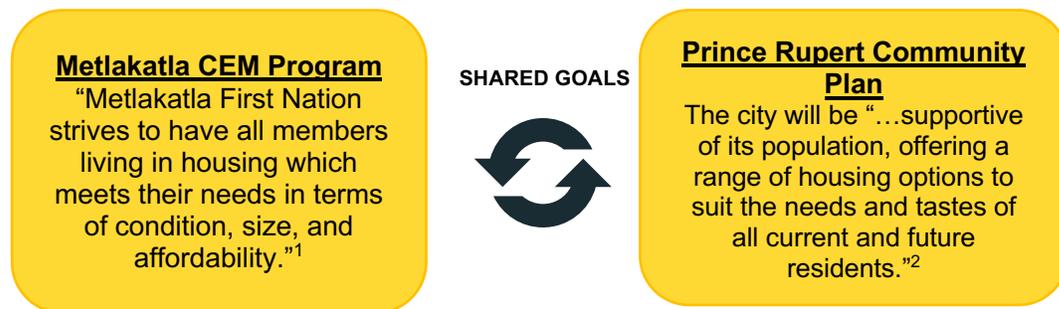


Figure 3: Housing is a shared goal of the Metlakatla First Nation and the City of Prince Rupert

¹Kwon et al., 2018, p.2. ²City of Prince Rupert, 2019, p.12.

The MOU is a high-level agreement, without any specific initiatives or targets. Unlike the Cedar Village development, it represents a commitment to relationship-building over the long term. However, it does not yet offer any tangible steps towards addressing housing need.

Housing challenges in Prince Rupert are an area of shared concern for both Metlakatla First Nation and the City of Prince Rupert. Both governments have taken steps to address housing concerns in different ways, including a high-level MOU to work together on housing. My research brings an implementation focus to collaboration on housing in Prince Rupert and explores the actions that can be taken by MFN in partnership with the City and other local actors to meet the housing needs of Metlakatla rental households in Prince Rupert. In the following two chapters I explain the context of my study as part of the Metlakatla CEM Program, and the rationale for addressing rental housing through collaboration.

Chapter 3. Research Context: Managing Housing under the Metlakatla Cumulative Effects Management (CEM) Program

My research on housing collaboration is a part of Metlakatla First Nation's broader investigation of cumulative effects management. In this chapter, I give an overview of the Metlakatla Cumulative Effects Management (CEM) Program for managing high-priority values identified by the Metlakatla within their traditional territory. Then I describe the housing value in the CEM Program and explain why it is a priority for Metlakatla. Finally, I discuss the collaborative management strategy that the CEM Program has developed for housing and explain how my research investigates how to implement this strategy.

3.1. Development in Metlakatla Territory

The traditional territory of the Metlakatla contains rich, productive ecosystems that have provided the Metlakatla people with diverse and abundant resources (Metlakatla Stewardship Society, 2019). Against the backdrop of this ecological abundance, there has been a high demand for industrial and resource development within Metlakatla Territory in recent years, particularly for liquified natural gas projects, and expansion of the port of the City of Prince Rupert (Jang, 2015). In 2019, 15 Major Development Projects (each valued at \$15 million or more) were proposed or under construction in Metlakatla Territory. Six more could impact Metlakatla resources through associated shipping activity and other effects (BC Ministry of Jobs, Trade and Technology, 2019, as seen in Menzies, 2020). The scale of these projects is large. For example, the planned expansion of the Port of Prince Rupert would mean the terminal is the second-busiest port in Canada by 2024 (Newcomb, 2019), and would double the Port's cargo capacity by 2040 (Hainsworth, 2020). Further, this inventory of projects does not include the many smaller development projects in industries such as forestry, mining, aquaculture, small-scale hydroelectric power, and natural gas occurring on or near Metlakatla Territory (Menzies, 2020; Ministry of Jobs, Economic Recovery and Innovation, n.d.). In light of the many development projects, the Metlakatla decided to create a planning program to better understand and manage the combined impacts of this development in Metlakatla territory.

3.2. The Metlakatla Cumulative Effects Management (CEM) Program

In 2014, Metlakatla leadership initiated a collaboration with researchers at Simon Fraser University's (SFU) School of Resource and Environmental Management (REM) to investigate strategies to manage the combined impacts of proposed development in Metlakatla territory (Metlakatla Stewardship Society, 2019). This led to the development of the Metlakatla CEM Program.

3.2.1. Cumulative effects management

Cumulative effects are the accumulated changes to a region resulting from past, present, and future development projects and other activities (Smit & Spaling, 1995). Cumulative effects management (CEM) aims to protect the things that people care about from these combined impacts (Duinker & Greig, 2006; British Columbia Environmental Assessment Office, 2013, as seen in Kwon, 2016; Smit & Spaling, 1995). This approach has often been used to supplement project-based environmental impact assessment (EIA) processes. A typical objective of CEM is to ensure that ecosystems retain the capacity to provide social, economic, and environmental benefits in spite of increased human activity and large-scale development projects (Office of the Auditor General of British Columbia, 2015).

Valued ecosystem components (VECs) are central to CEM. Hegmann et al. (1999, p.18) define VECs as "any part of the environment that is considered important by the proponent, public, scientists, and government involved in the assessment process. Importance may be determined on the basis of cultural values or scientific concern." EIA practitioners, "employ valued ecosystem components (VECs) to measure the effects of potential environmental stressors, identify and define specific performance indicators, and evaluate the effectiveness of proposed mitigation strategies" (Olagunju & Gunn, 2013, p.4). For the Metlakatla CEM Program, Metlakatla community members selected valued components (called simply 'values' in the CEM Program) in five categories, or 'pillars': environment, cultural identity, economic prosperity, governance, and social/health well-being of Metlakatla members (Metlakatla Stewardship Society, 2019).

3.2.2. A brief overview of the Metlakatla CEM Program

The CEM Program monitors the status of high-priority Metlakatla values and is designed to anticipate and respond to cumulative change in Metlakatla Territory. By linking monitoring data to decision-making processes, the CEM Program should support Metlakatla managers in responding more effectively to the combined impacts of development in their traditional territory (Metlakatla Stewardship Society, 2019).

The Metlakatla CEM Program uses a four-phase approach to planning and resource management: (1) identify priority values and select indicators, (2) assess current condition of values, (3) develop management strategies centred on tiered management triggers and actions, and (4) implement monitoring, mitigation, and management strategies (see Figure 4 below). The feasibility of implementation is a fundamental consideration in the CEM program. Programs or strategies must be practical and within Metlakatla’s capacity and mandate to implement, either internally or externally (e.g., through partnership development) (Metlakatla Stewardship Society, 2019). As such, Phase Four of the CEM Program includes developing practical implementation plans for the management strategies identified for each priority value.

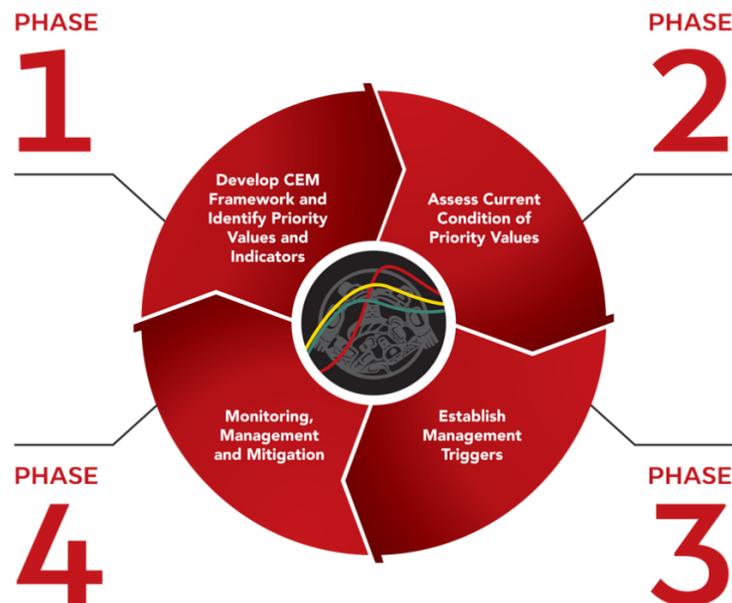


Figure 4: Phases in the Metlakatla Cumulative Effects Management (CEM) Program.

Image Source: Metlakatla Stewardship Society (2019) *Methods, Results, and Future Directions of a First Nation-led CEM Program*

Through a process of community consultation and collaboration with subject-area experts, the Metlakatla selected three priority values as the focus of a pilot project for the CEM Program. These three pilot priority values are: i) Food, Social, and Ceremonial Activity; ii) Butter Clams; and iii) Housing (Metlakatla Stewardship Society, 2019). By working through each of the four phases for the priority values in the pilot project, the Metlakatla can refine the CEM framework and apply lessons learned to a broader range of values in the future. After completing all four phases for the pilot values, the Metlakatla will begin the process of applying the CEM framework to other priority values.

3.3. The Housing Value of the CEM Program

3.3.1. Phase 1: Value and Indicator Selection

The Metlakatla chose housing as the pilot priority value under the health and social pillar of the Metlakatla CEM Program. The broad desired goal of the housing value is for all Metlakatla members to live in housing which meets their needs in terms of condition, size, and affordability (Kwon et al., 2018; Metlakatla Stewardship Society, 2019).

The initial focus of the pilot project for the housing value is rental housing off-reserve in Prince Rupert. This is because renter households are expected to face greater affordability challenges due to the impacts of development than owners, and because the majority of impacts from development to housing are likely to occur off-reserve, in the city (Kwon et al., 2018). From a cumulative effects' perspective, additional pressure from future development in Metlakatla Territory is expected to increase existing pressure on rental stock supply and increase rental rates and home prices in Prince Rupert (Kwon et al., 2018; Metlakatla Stewardship Society, 2019). Rental rates are often driven up by an increase in out-of-town workers (Urban Systems, 2015); the proposed development in Prince Rupert, such as the expansion of the port, is expected to result in a population increase and a corresponding rise in rental demand and housing costs in the city. By focusing on off-reserve rental households, the CEM Program pilot project targets the Metlakatla members whose housing is most at risk.

The condition indicator for the housing value is the percentage of Metlakatla renter households in Prince Rupert in core housing need (CHN) (see Table 1 below).

Core Housing Need is an indicator that has been used in Canada since the 1980s to help identify households in need of housing assistance (Statistics Canada, 2016). According to the Canada Mortgage and Housing Corporation (CMHC), a household is in CHN if the residents are living in housing that is unaffordable, over-crowded, or in need of major repairs, and they do not have the means to move to a good home in their community. For housing to be considered affordable, it must cost less than 30% of the before-tax income of the household (Canada Mortgage and Housing Corporation, 2019b, 2019a).

Table 1: Core Housing Need Indicator for the Housing Priority Value of the Metlakatla CEM Program

CONDITION INDICATOR	UNIT	DESCRIPTION / RATIONALE
Core Housing Need	% of Metlakatla renter households in core housing need in the City of Prince Rupert	<p>According to the Canada Mortgage and Housing Corporation (2019a), a household is in core housing need if its housing fails to meet one or more of the following standards:</p> <p>Adequate housing – homes do not require any major repairs</p> <p>Affordable housing – housing costs are less than 30% of total before-tax household income¹</p> <p>Suitable housing – has enough bedrooms for the size and make-up of resident households</p>

¹Housing costs include the monthly rent (for tenants) or the mortgage payment, property taxes and condominium fees (for owners) and the costs of electricity, heat, and municipal services (Compass Resource Management, n.d.). To account for an individual's preference to live in an expensive or "unaffordable home", the Canada Mortgage and Housing Corporation (2019a) further defines an affordable home as a household spending less than 30% of its total before-tax income to pay the median rent of alternative local housing that is acceptable.

CHN was selected as the condition indicator for the CEM housing value because it combines three stressor indicators (affordability, adequacy, and suitability) into a single metric (Metlakatla Stewardship Society, 2019). In addition, CHN is the most widely used indicator of housing security in Canada, used by organizations including Statistics Canada, CMHC, and BC Housing (Roberts, 2019), so the status of the housing value can be easily communicated and compared to other assessments of housing in Canada.

3.3.2. Phase 2: Assessing Value Condition

To gather Metlakatla-specific indicator data, the CEM Program team developed the Metlakatla Membership Census (MMC). The MMC collects information on socio-economic, health, and cultural values of the CEM Program (Metlakatla Stewardship Society, 2019). The 2016 MMC results indicated that 42-50% of Metlakatla renter households in Prince Rupert were in CHN, meaning that their housing was inadequate, beyond their means, or unsuitable (Metlakatla Stewardship Society, 2019). The MMC was administered at the individual, and not household level, and therefore household rates of CHN are expressed as a range.

Of note, rates of CHN among renters in Prince Rupert based on National Census data are much lower than MMC findings for Metlakatla renter households. 2016 Census results show the incidence of CHN among all Indigenous renter households in Prince Rupert to be 29.4% (compared to 19.0% for non-Indigenous renters in the City) (Canada Mortgage and Housing Corporation, n.d.).

3.3.3. Phase 3: Developing a Value Management Strategy

This phase of the CEM Program involves developing a tiered management strategy for each value, which includes a broad desired goal, a set of tiered management zones and triggers, and an associated list of management actions for each management zone (see Figure 5). The management strategies were developed by the CEM Working Group, made up of Metlakatla members and staff from different departments of the Metlakatla First Nation government (Metlakatla Stewardship Society, 2019).



Figure 5: An illustration of the concept of management zones and triggers in the Metlakatla CEM Program.

Image Source: Metlakatla Stewardship Society (2019) *Methods, Results, and Future Directions of a First Nation-led CEM Program*

3.3.4. A Collaborative Management Strategy for Housing

The Metlakatla Governing Council does not have direct jurisdictional authority over rental housing in Prince Rupert (Kwon et al., 2018). Rather, as stated in The CEM Synopsis Report (2019), “off-reserve housing is primarily managed by external agencies, including the federal government, provincial government, and the City of Prince Rupert” (p. 44). To address this, the CEM Working Group decided on a collaborative management strategy for the housing value. The aim of the strategy is for Metlakatla, in collaboration with other groups, to focus on increasing partnerships and communication in order to reduce CHN among Metlakatla renter households in Prince Rupert (Metlakatla Stewardship Society, 2019).

Working Group members recognized that off-reserve housing is outside the direct jurisdictional authority of any single organization and is best addressed through a range of different actions targeting different stressors. Collaborating with external stakeholders means that, “Metlakatla does not need to re-invent the wheel, resources can be pooled, and a strong, united voice can better influence policy and secure funding” (Kwon et al., 2018, p.6). Further, the CEM Working Group determined that collaboration offers, “a good balance between cost, effectiveness, risk, and community acceptability” (Kwon et al., 2018, p.6). While there is a risk of partners not participating, the

collaborative management strategy has a long term outlook and takes advantage of political momentum on housing issues at various levels of government (Kwon et al., 2018).

Figure 6 shows the management zones established by the CEM Working Group, and the levels of CHN at which different housing management actions should be taken. The cautionary management zone is triggered when 15% of Metlakatla renter households in Prince Rupert are in CHN. The critical management zone is triggered when 30% of Metlakatla renter households are in CHN. The 2016 MMC results indicate that the current incidence of CHN among Metlakatla renter households is in the critical zone and requires stringent management actions.

The management strategy developed by the CEM Working Group for the housing value includes recommended management actions to be implemented for each management zone. Example actions are (Metlakatla Stewardship Society, 2019, p.45):

- Prerequisite Action: Raise the profile of the CEM housing work to take advantage of the current housing climate in BC and Canada
- Standard Action: Support the City of Prince Rupert in establishing an advisory housing committee with members representing a range of stakeholders
- Enhanced Action: Provide the Ready to Rent course to Metlakatla members
- Stringent Action: Housing Committee pursues partnerships to develop housing targeting CHN populations

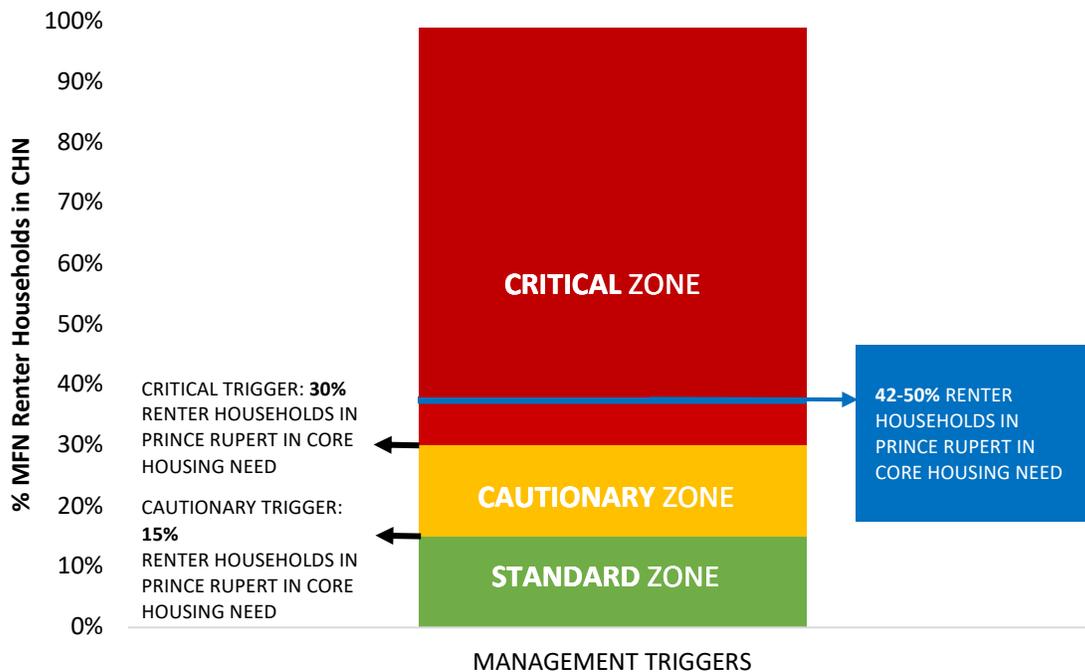


Figure 6: Tiered management triggers for the CEM housing value. The 2016 MMC rate of CHN among Metlakatla renter households in Prince Rupert is indicated in blue.

Image Adapted From: Metlakatla Stewardship Society (2019) *Methods, Results, and Future Directions of a First Nation-led CEM Program*

In developing the management strategy, the CEM Working Group emphasized that the 42-50% rate of Metlakatla renters currently in CHN is not acceptable (Metlakatla Stewardship Society, 2019). However, the Working Group also recognized that reducing CHN below the 30% critical management trigger will, “be difficult and will require time, resources, and political will” (Kwon et al., 2018, p.4).

3.3.5. Phase 4: Next Steps for Implementing Management Actions

Phase 4 of the CEM Program involves developing implementation plans for monitoring and managing values. Phase Four also includes identifying adjustments or changes that need to be made across Metlakatla departments to, “implement CEM regimes for each pilot value” (Metlakatla Stewardship Society, 2019, p.56). At the time of my study, the housing value had entered phase four of the CEM Program.

The 2019 directive from Metlakatla Governing Council to the CEM Program was to continue working towards a collaborative management strategy for off-reserve rental

housing and an external implementation pathway. However, Metlakatla had yet to engage extensively on housing with other actors (such as the Prince Rupert City Council, community support organizations, other First Nations, and other levels of regional or provincial government). To support the development of an external implementation pathway, my research identified opportunities and challenges for Metlakatla to work collaboratively with external stakeholders towards the goal of reducing the incidence of CHN among Metlakatla renter households in Prince Rupert.

With a collaborative management strategy for housing, Metlakatla may be able to support both the development of new institutional arrangements and the implementation of projects and programs that address the immediate housing needs of members who are struggling. By exploring collaborative housing management through its Cumulative Effects Management (CEM) Program, MFN is exploring new and creative ways to overcome the substantial barriers preventing members living in Prince Rupert from consistently finding housing that meets their needs.

Chapter 4. The Off-reserve Rental Housing Landscape in Canada

This chapter looks at the complexities of the off-reserve rental housing landscape in Canada. It begins by explaining the importance of housing for Indigenous people living in cities. It then outlines the core housing challenges being faced by urban Indigenous communities, including CHN and the difficulties created by multiple overlapping jurisdictions.

4.1. The importance of urban Indigenous housing

Housing is an important social determinant of health (British Columbia Provincial Health Officer, 2007; Hulchanski, 2002; National Collaborating Centre for Aboriginal Health, 2017; Shaw, 2004). Housing quality, affordability, location, appropriateness, and accessibility are all factors influencing well-being (Reading & Halseth, 2013; World Health Organization, 2006). Poor housing is linked to infectious diseases (Ali et al., 2018; National Collaborating Centre for Aboriginal Health, 2017), chronic illness (National Collaborating Centre for Aboriginal Health, 2017; Pollack et al., 2010) obesity (National Council of Welfare, 2009; Nobari et al., 2019; Pollack et al., 2010), injuries (NCCAHA 2017), violence (Hetling et al., 2018; National Collaborating Centre for Aboriginal Health, 2017), mental illness (Howden-Chapman et al., 2011), psychological and emotional well-being (Desmond, 2016; National Collaborating Centre for Aboriginal Health, 2017; Reading & Halseth, 2013; Wade & Dixon, 2006), academic performance (Goux & Maurin, 2005; National Council of Welfare, 2009) and career outcomes (Desmond, 2016; National Council of Welfare, 2009; Wade & Dixon, 2006). Housing is a basic precondition to participation in society (Brandon & Peters, 2014). It is difficult to succeed in life without healthy, safe and affordable housing.

The importance of housing is enshrined in international law: housing is recognized as a fundamental human right that is key to achieving an adequate standard of living (United Nations, n.d.). Today, the United Nations defines the right to housing as going beyond just the provision of basic shelter. At a minimum, there must be security of tenure, availability of services, materials, facilities and infrastructure, affordability, habitability, accessibility, location, and cultural adequacy (United Nations, n.d.). With

regards to housing rights for Indigenous peoples, the Aboriginal Housing Management Association (a society that advocates for better Indigenous housing in British Columbia) states that, “their right to housing is positioned in relation to their inherent rights, as supported by the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). In particular, Indigenous rights to self-determination, lands, resources, and territories, and equal enjoyment of economic and social rights, such as housing” (Breton, 2020, p.3). In Canada, shelter is also typically a treaty right (Anderson, 2013). Thus, housing for Indigenous peoples is not only a critical human right and a determinant of health but is also intricately connected to inherent rights to self-determination.

Nearly three-quarters of the Indigenous population in Canada lives off-reserve (National Collaborating Centre for Aboriginal Health, 2017); and just over half lives in cities (Statistics Canada, 2017b). While the poor state of housing on reserves has been widely recognized as a major issue impacting the health of Indigenous people in Canada (National Collaborating Centre for Aboriginal Health, 2017), off-reserve housing challenges have often been overlooked by programs, policies and funding (National Aboriginal Housing Association, 2009; Senese & Wilson, 2013). Off-reserve housing needs are likely to grow, as Indigenous people living off-reserve are the fastest-growing population demographic in the country (National Collaborating Centre for Aboriginal Health, 2017).

4.2. The Housing Continuum

Within the Canadian housing system, there are many types of housing. For example, a report on housing and homelessness in Vancouver identifies a “housing continuum” ranging from initiatives to address homelessness (e.g., shelters and supportive housing), through rental housing (e.g., non-market social housing and purpose-built rental units), to various forms of ownership (Context Ltd., 2011).

Social housing is subsidized, non-market housing that bridges the gap between what low-income households can afford and what housing costs in the private market (Falvo, 2015). It includes government-owned public housing, non-profit housing, and non-profit housing co-operatives (Hulchanski, 2007). Social housing is not synonymous with affordable housing: affordable housing simply means that housing costs less than 30% of the household’s before-tax income, regardless of whether it is market-based

housing or subsidized by the public and non-profit sectors (Canada Mortgage and Housing Corporation, 2018). However, by providing housing options such as rent-geared-to-income, social housing is an important source of affordable housing for low-income people. In Canada, only about 5% of the population lives in social housing (Hulchanski, 2007). However, Indigenous people are over-represented: just over one in five Indigenous renter households lives in social housing (Statistics Canada, 2019). Despite making up only 4.9% of the Canadian population (Statistics Canada, 2018), Indigenous renter households are twice as likely as non-Indigenous renter households to live in social housing (Statistics Canada, 2019).

4.3. Housing challenges for urban Indigenous renters

Indigenous renters are among the most vulnerable households in Canada for CHN. Thirty-four percent of off-reserve Indigenous rental households are in CHN, compared to 26% of non-Indigenous renters, 7% of Indigenous owners, and 6% of non-Indigenous owners (Wali, 2019). There are multiple barriers that make it difficult for Indigenous people living off-reserve to find housing that meets their needs. These barriers are exacerbated by a housing system in Canada that poorly supports low-income renter households, among whom Indigenous people are over-represented.

Indigenous households face unique social and economic challenges including lower levels of education and training, higher rates of unemployment, and lower incomes than their non-Indigenous neighbours (Patrick, 2014; Reading & Halseth, 2013). In his 2013 book *Home in the City: Urban Aboriginal Housing and Living Conditions*, Alan Anderson cites numerous barriers to housing that Indigenous households experience off-reserve in Canada: “higher than average family size, lack of capital in moving into the city from a reserve or northern community, discrimination by landlords, lack of familiarity with financing assistance and mortgaging procedures, reduction of government assistance, difficulty in locating and maintaining regular employment, transiency and homelessness (both relative and absolute), non-familiarity with property maintenance... the list could go on” (p.73). In addition, what Patrick (2014, p. 19) describes as, “the continuation of centuries of cultural oppression” has resulted in Indigenous peoples suffering disproportionately from mental and physical health issues, addictions, and the effects of interpersonal violence and racism – all of which can make it more difficult to find and keep housing that meets their needs.

Renter households (non-Indigenous as well as Indigenous) also experience CHN at much higher rates than owner households (Wali, 2019). This is likely due in part to the fact that affordability is the primary driver of CHN in Canada (Wali, 2019), and homeowners are in general far wealthier than renters (for example, Statistics Canada's 2019 Survey of Financial Security found that Canadian homeowners reported a much higher median net worth (\$685,400) than renters (\$24,000)). Housing scholar J. David Hulchanski (2006; 2007) argues that federal housing policy strongly favours home ownership. He points to numerous programs through CMHC that support Canadians in accessing a mortgage and purchasing a home, and to the non-taxation of capital gains on the sale of an owner-occupied principal residence ("Canada's single-largest housing subsidy, costing in recent years \$5 billion to \$7.5 billion" (Chisholm & Hulchanski, 2019, p.25)). Renter households, Hulchanski argues, have been given little federal support in comparison.

Indigenous people are disproportionately impacted by a housing system in which renters are under-represented compared to homeowners. The 2016 Census results show that 49% of off-reserve Indigenous households lived in rental housing, compared to 29% of the non-Indigenous population (Statistics Canada, 2019). The reasons that Indigenous households are more likely to rent include: they are more likely to be low-income (Senate Standing Committee on Social Affairs, Science and Technology, 2009), Indigenous households are more mobile than non-Indigenous households (Engeland et al., 2008), Indigenous households may struggle to adjust to the off-reserve housing market and system (Brandon & Peters, 2014; Roberts, 2019), and there is a lack of culturally-responsive, rights based services to help Indigenous people navigate urban settings and access housing that meets their needs (Senese & Wilson, 2013).

Many Indigenous planning scholars argue that this lack of rights-based services results from the perception of Indigenous people living in urban settings as 'inauthentic' (Patrick, 2014; Porter, 2013; Senese & Wilson, 2013; Walker & Barcham, 2010). Colonial institutions have long operated under an assumption that, in living off-reserve, Indigenous people were choosing to assimilate with the dominant settler culture (Patrick, 2014; Porter, 2013). Thus, as stated by Walker and Barcham (2010), "the place of authentic Indigeneity in the public perception has remained outside of urban areas" (p.298). By ignoring the existence of Indigeneity in cities, colonial institutions (including municipal and urban planning processes) have avoided grappling with the questions of

Indigenous self-governance, rights, and title that have become so prominent in the fields of environmental planning and resource management (Porter, 2013). Instead, as explained by Porter (2013), “the urban literature is much more constitutive of Indigenous people as an “urban policy problem””(p. 296). Such a narrative, she argues, relegates urban Indigenous people to the role of social welfare recipients or simply “another type of urban stakeholder” (p. 297), and serves to silence the possibility of Indigenous self-determination in urban spaces.

When urban planning processes do not leave space for questions of Indigenous rights and title (and their connection to Indigenous health and well-being), they perpetuate the colonial disempowerment of Indigenous communities (Porter, 2013; Porter & Barry, 2016; Prusak et al., 2016). Indigenous planning scholars have found that this lack of acknowledgement of the unique status of Indigenous people who live in urban areas has led to inadequate resources being directed towards Indigenous needs off-reserve (Senese & Wilson, 2013; Patrick, 2014), and to culturally inappropriate housing ‘solutions’ (Walker & Barcham, 2010).

This combination of barriers has contributed to the high rates of CHN among Indigenous renter households in Canadian cities. Reducing CHN means targeting the wide range of stressors that impact the ability of Indigenous people to find housing that meets their needs, and this challenge is complicated by issues of overlapping jurisdiction and limited accountability for urban Indigenous housing in Canada.

4.4. Indigenous housing off-reserve: multiple and overlapping jurisdictions

Indigenous peoples have lived in the region now known as Canada for thousands of years, in self-governing societies with well-developed planning (and housing) systems (Belshaw et al., 2016; Crown-Indigenous Relations and Northern Affairs Canada, 2017; Matunga, 2013). Colonization by European settlers displaced Indigenous peoples onto small tracts of land – ‘Indian Reserves’ (Belshaw et al., 2016; Hanson, 2009). The *British North America Act*, 1867, established the Dominion of Canada and granted the federal government authority over ‘Indians and Lands Reserved for the Indians’ (Crown-Indigenous Relations and Northern Affairs Canada, 2017). In 1876, the passing of the *Indian Act* granted a federal government agency the power to determine what it meant to

have Indian 'status' and to manage reserve lands and resources (Crown-Indigenous Relations and Northern Affairs Canada, 2017). The Indian Act also instituted the "Indian Band" system, imposing a municipal style of governance onto Indigenous communities (Crey, 2009). Today the federal government is responsible for administering the Indian Act and programs related to bands, and the band administration is responsible for the day-to-day functioning of band affairs, including on-reserve services such as band schools, water and sewer, roads, community businesses, and on-reserve housing (Crey, 2009).

The jurisdiction of Indigenous governments off-reserve is complex and evolving, as it stems in part from colonial law and the Indian Act, but also from Indigenous law, from Section 35 of the *Constitution Act, 1982* (which recognizes and affirms Aboriginal and treaty rights), and from ongoing court cases and treaty negotiations. In addition, interpretations of federal and provincial responsibility for 'Indians and Indian lands' as set out in the Constitution Act have shifted over time, notably with regard to providing for the social welfare of Indigenous people living off-reserve (Shewell, 2016).

Housing in Canada is another area where the jurisdiction of different levels of government is often unclear, overlapping, and has shifted over time. Today, some of the ways that the federal, provincial, and municipal governments are involved in the housing system include:

- Mortgage regulation is administered in part by CMHC, a federal crown corporation (Falvo, 2015), but also by provincial governments.
- Social housing and rental assistance programs are administered by provincial governments (Hulchanski, 2007; Suttor, 2004).
- Land-use planning, including zoning and approving development permits, is the responsibility of municipal governments (Chisholm & Hulchanski, 2019; Urban Systems, 2015).

Thus, in Canada, Indigenous off-reserve housing sits at the intersection of multiple areas of complex and evolving jurisdiction.

Indigenous communities aiming to effect change in off-reserve housing must navigate these complex landscapes of multiple, contested, and overlapping jurisdictions. Importantly though, Canadian housing scholar J.D. Hulchanski states that, "the jurisdictional issue only appears to be significant because politicians raise it when they

don't want their level of government to be responsible for a particular housing issue or problem" (J. D. Hulchanski, 2006, p.234). In other words, choosing to work across mandates to address housing challenges is a question of political will.

4.5. A shift in the housing policy landscape

Recent shifts in the Canadian housing policy landscape suggest that political will for taking action on urban Indigenous housing challenges is growing. The National Housing Strategy Act became law in 2019, and represents the first time in Canadian history that federal legislation has recognized a commitment to the Right to Housing (The National Right to Housing Network, n.d.), and to the creation of the first-ever national housing strategy. The National Housing Strategy is a \$55 billion dollar plan to cut CHN in half. It includes numerous grants and low-interest loans for affordable and rental housing developments, as well as for housing education, prototyping solutions, and Indigenous education and employment (Government of Canada, n.d.-a, n.d.-b).

Provincially, the recent "Homes for BC" plan includes an Indigenous Housing Fund that supports both on and off-reserve housing developments (Government of British Columbia, 2018). Also in 2019, the BC government passed legislation to implement UNDRIP into law, committing the Province to consult with Indigenous groups, to ensure BC law is consistent with UNDRIP with regards to self-determination, and to close the gap between Indigenous and non-Indigenous housing (Aboriginal Housing Management Association, 2020).

In addition, Housing Needs Reports are now required of BC Municipalities by 2022 (Office of Housing and Construction Standards, n.d.). Further, the Union of BC Municipalities has recognized the opportunity for addressing common issues that can stem from collaboration between municipal governments and Indigenous groups, "including addressing housing needs faced by rapidly growing urban Aboriginal populations throughout BC" (Union of BC Municipalities, 2018, p.9).

As evident in the high rates of CHN among urban Indigenous renters, the current housing system in Canada is not effectively meeting the needs of Indigenous people living off-reserve. To do so means finding ways of bridging across multiple and overlapping jurisdictions within the housing system. One approach involves structuring

new governance arrangements that position Indigenous nations to work in partnership with their non-Indigenous neighbours in a way that affirms Indigenous sovereignty and self-determination within their traditional territories. There is a growing body of evidence suggesting that such an Indigenous-inclusive approach can lead to more successful urban housing and welfare programs for Indigenous people (e.g., Anderson, 2013; Walker, 2008; Walker & Barcham, 2010). Recent changes to the housing policy landscape in Canada suggest that there may be new opportunities for collaborating across jurisdictions to address the housing needs of urban Indigenous households. In the following chapter, I discuss the role of collaboration between First Nations and non-Indigenous actors in meeting the housing needs of Indigenous people living in cities.

Chapter 5. The Context for Collaboration: Strengths and Opportunities

The challenges faced by Metlakatla in addressing the needs of their urban-dwelling membership are not all unique, and this case study may inform (and be informed by) ongoing policy and program development in urban Indigenous housing across Canada. In this chapter, I discuss the importance of collaboration across all jurisdictions, including with First Nations governments, for improving the state of Indigenous housing. I explain the concept of Indigenous planning and its role in working with non-Indigenous neighbours to advance the well-being and self-determination of Indigenous people. Finally, I turn to housing initiatives throughout Canada that can provide models for structuring collaboration on off-reserve housing between Indigenous and non-Indigenous partners.

5.1. Defining collaboration

Housing challenges are complex, interdependent, and changing; the type of 'wicked problem' not easily captured within the mandates of single institutions (Molgat Sereacki, 2007). Cross-sectoral partnerships that bridge across jurisdictional boundaries can foster more effective solutions to housing challenges (Molgat Sereacki, 2007). In a 2004 report identifying gaps in Canada's housing system, Pomeroy states, "a broader and more comprehensive approach is required, both across and beyond the housing sector, and with specific responsibilities identified and coordinated collaboratively" (p.7).

Collaboration among government actors is defined by Bakvis and Juillet (2004, p.8) as, "the active process of not only coordinating activities but also developing, agreeing to, and implementing a strategy for achieving a set of objectives," and also involves sharing mandated authority, collective accountability, and the commitment of resources. In their analysis of horizontal management and collaboration in Canadian governance, they further explain that collaboration can have different degrees of formality, from informal meetings and agreements to formalized memoranda of understanding (MOUs) and legal contracts. Both formal and informal collaboration are understood to be important, with different approaches being more or less effective in different contexts. In all cases, they argue that trust is the "all-important lubricant" that

holds participants together and makes collaborative arrangements work (Bakvis & Juillet, 2004, p.9).

Gunton and Day (2003) identify best practice guidelines for collaborative planning to be successful for achieving sustainability in environmental and resource management. While the housing value of the Metlakatla CEM Program focuses on social planning outcomes, these best practices can still offer important guidelines for collaborative initiatives. Gunton and Day (2003) highlight the need to include decision-makers, implementers (staff), and technical experts, and to have a mechanism for effective public participation. They highlight inclusive representation across stakeholder groups. An implementation plan, monitoring process, and multiple-objective evaluation are seen as critical. Finally, they note that collaborative planning is not always appropriate, and pre-conditions for its success include: the commitment of decision-making agencies and all stakeholder interests, an urgent issue, lack of fundamental value differences, and feasible solutions.

5.2. Working together to improve housing

A key theme identified at the 2018 National Housing Conference was that a lack of collaboration remains a defining feature of the Canadian housing system and is a main barrier to meeting the housing needs of people throughout the housing continuum. This was the first-ever national housing conference hosted by CMHC, and brought together, “a diverse mix of academics, other researchers, policymakers and practitioners from across Canada and around the world to share knowledge and experience about housing problems and solutions” (Markovich, 2018). Conference attendees called for collaboration among different orders of government, government and non-government organizations, and residents who would benefit from housing initiatives. They identified the value of an interdisciplinary approach to collaboration for moving beyond a siloed approach to housing solutions (Markovich, 2018).

Working effectively across jurisdictions is of particular importance for Indigenous housing issues. The 1996 Royal Commission on Aboriginal Peoples found that lack of clarity about government responsibility to respond to off-reserve housing issues was a key problem for Indigenous housing policy in Canada (National Collaborating Centre for Aboriginal Health, 2017). Twenty-four years later, a report from the Aboriginal Housing

Management Association (AHMA) in BC stressed that jurisdictional ambiguity over Indigenous off-reserve housing has led to a patchwork of responses and corresponding gaps (Breton, 2020).

Walker (2008) argues that overlapping jurisdictions make housing a common problem that can only be tackled by Indigenous and non-Indigenous groups working together to create a housing strategy that recognizes the local self-determination of Indigenous communities. Further, in the most recent comprehensive needs and capacity assessment of Indigenous housing in BC (commissioned in 2007), many of the 20 barriers identified for 'closing the gap' in housing between Indigenous and non-Indigenous people were issues of jurisdiction or coordination (Catherine Palmer and Associates Inc., 2007, p. vii-viii):

- i. issues regarding federal and provincial jurisdiction over off-reserve Indigenous housing
- ii. issues of Indigenous control over housing
- iii. lack of a coordinated approach between and within governments regarding housing programs for Indigenous people
- iv. lack of coordination among Indigenous organizations off-reserve and between on and off-reserve communities
- v. administrative barriers between First Nations governments and municipalities

As Hulchanski (2006; 2007) observe, jurisdiction can be used as an excuse for governments not to take action on housing. It is evident that urban Indigenous people are struggling under a 'siloed' housing system. Collaboration can offer First Nations an important tool for taking much needed action beyond their direct jurisdictional authority.

5.3. Meeting Indigenous planning goals through collaboration

'Indigenous planning' is "planning within, for, and by a particular Indigenous community for the place they call theirs" (Matunga, 2013, p.5). It is culturally responsive, value-based, and stewardship-focused (Jojola, 2013). Indigenous planning has historically been an important component of Indigenous governance (Jojola, 2013; Matunga, 2013; Porter, 2013), although its expression has changed over time as Indigenous communities have experienced and resisted ongoing settler colonialism

(Matunga, 2013). Indigenous communities use Indigenous planning to meet community goals and protect community values.

The ultimate aim of Indigenous planning today, according to Māori scholar Hirini Matunga (2013), is to improve the lives of Indigenous peoples and to resist ongoing oppression. However, to be effective, Matunga (2013, p.7) argues that, “Indigenous planning has to function within two critical contexts: its own internal community setting that it can largely control, circumscribe, and define, and an external political and planning environment over which it has very little control, except for its ability to influence.”

Collaboration offers a means for Indigenous planning to influence external processes, in order to improve Indigenous lives and support Indigenous self-determination. Effective collaborative planning can support, “higher quality, more creative, more durable agreements that are more successfully implemented due to increased public buy-in and reduced conflict” (Morton et al., 2012, p.508). At its most effective, planning becomes a key tool in the practice of self-determination for Indigenous communities (Prusak et al., 2016).

However, Indigenous planning scholars have identified several considerations that can determine whether Indigenous planning goals can be met through a collaborative process. Internal capacity of partner organizations is one important consideration, as successful collaboration often requires a substantial commitment of time and resources (Hausam, 2013). In order for Indigenous communities to engage effectively at external scales, institutional development and capacity building within Indigenous communities is important (Barry, 2012; Prusak et al., 2016). This includes long term staff positions or community planning champions, and a stable resource base from which to support these roles (Prusak et al., 2016).

In addition, the degree to which the power to make and enact decisions is meaningfully shared can determine the degree to which the interests of different partners are met in a collaboration (Hausam, 2013; Morton et al., 2012). Prusak et al. (2016, p.441) point out that “Indigenous communities are often skeptical about participating in ... planning processes that are based in a legal and governance framework that has a

long history of marginalizing their interests, or that operates under another spatial culture.” Hausam (2013, p. 168) identifies five sources of power within collaborations:

- Power from being part of the dominant society whose goals are the presumptive outcome of the planning process
- Power from existing structures (legal, bureaucratic, political, epistemological)
- Power from resources (money, time, information)
- Power from force or threats of force
- Power from whether the collaborative planning process is structured to include different cultural practices and knowledge systems.

When the power to make decisions is meaningfully shared and there is an interdependence among parties, collaborative planning processes are much more effective (Hausam, 2013; Morton et al., 2012).

The institutional arrangement that structures the collaborative process is of particular importance if Indigenous planning goals are to be met (Barry, 2012). For Metlakatla, the collaborative arrangement that guides how Metlakatla works with external partners will be key to determining whether or not a collaborative housing management strategy can be successful in achieving Metlakatla’s goals under the CEM Program. What collaborative structures may best support MFN to meet its off-reserve housing goals? The remainder of this chapter discusses various collaborative arrangements and actions that Indigenous and non-Indigenous communities across Canada are implementing to meet their housing needs.

5.4. Structuring collaborative housing action

While there are many challenges for effective collaboration on urban Indigenous housing, there are innovative and successful initiatives being implemented in Canada, particularly at the local level. Communities have found creative ways to muster local resources and address local housing challenges. Often this has been through innovative partnerships with non-governmental organizations and for-profit companies. These partnerships have found new ways to research, develop, finance, and manage affordable housing options (Anderson, 2013; Hulchanski & Shapcott, 2004; Walker, 2008). Figure 7 below depicts a partnership model for community-housing delivery, adapted from a presentation by James Munro, Director of Regional Development for BC

Housing. In his presentation, Munro (n.d.) identifies many different roles for partners in housing collaborations from the federal, provincial, and local government levels, from health authorities, and from the private/voluntary sector. Figure 7 also includes roles for Indigenous governments, support/service organizations, and academic institutions that I identified in my research.



Figure 7: Partnership Model for Community-Based Housing Delivery

Image Adapted From: Munro (n.d.) *Housing Matters Programs and Supports* (BC Housing), to include roles for Indigenous governments, support and service organizations, and academic institutions.

The partnership mode for community-based housing is an approach that tailors housing actions to address the unique challenges and take advantage of the unique assets of each community. It involves different actors working together to target housing initiatives to meet community needs. As such, the partners involved in community-based housing, and the roles they take on, will change depending on community context and need. This localised approach may offer First Nations' governments increased opportunities to ensure that collaborative housing actions meet the needs of their membership.

Collaborative housing arrangements are the institutional arrangements that structure the ways that people and groups work together to meet shared housing goals and effect meaningful housing change. I reviewed a wide range of community-based and urban Indigenous housing initiatives in Canada and identified three types of common collaborative arrangements for housing action at the community-level: advisory committees, networks/associations, and project-based collaborations. I further divided project-based collaborations into program, supply, and research-based arrangements. These collaborative arrangements are described in greater detail in Table 2.

In determining which type of collaborative arrangement is most appropriate, Indigenous communities should consider what their specific housing goals are, the internal capacity they have, and the degree to which they will be able to impact decision-making processes about housing (Hausam, 2013; Porter & Barry, 2016). With an appropriately structured collaborative arrangement, the goals of Indigenous planning may be achieved, allowing an Indigenous community to advance self-determination while meeting the social (housing) needs of its membership (Matunga, 2013).

Housing stressors can be targeted in many different ways, and the actions implemented by a particular housing collaboration to address CHN will reflect local challenges, capacity, and goals, along with the vision and structure of the collaborative arrangement. Table 3 describes different categories of actions that were implemented by the community-based housing initiatives in Canada that I reviewed. It also shows which types of actions were frequently implemented by different collaborative arrangements. In addition, I detail various examples of community-based housing actions, and the collaborative arrangements that support them, in Appendix E.

Table 2: Examples of possible collaborative arrangements for community-based housing actions in Canada

Collaborative Arrangement	Description	Example	
		Description	Partners
Advisory Committees	<ul style="list-style-type: none"> Group of individuals representing a variety of community stakeholders and areas of expertise Advise decision-makers on housing issues; often on policy change 	<u>Bowen Island Municipality Housing Advisory Committee</u> : offers advice and policy recommendations to Council ¹	Two Council members and 6 community members serve 3-year terms
Networks / Associations	<ul style="list-style-type: none"> Body of organizations advancing a common agenda through mutually reinforcing activities Emphasizes cross-sector collaboration and coordination between existing initiatives and groups Often structured around a support organization providing administration and communication 	<u>Calgary Affordable Housing Collective</u> : network of organizations that have committed to a high-level action plan on local housing affordability, guided by a steering committee ²	At least 59 organizations including NGOs, for-profit companies, governments, and crown corporations
Project-Based	<ul style="list-style-type: none"> Collaboration on a specific housing-related project. Role of each partner defined in relation to meeting project objectives. 	See below	
Program-Based	<ul style="list-style-type: none"> Collaboration on a housing program or initiative that targets housing stressors through education, outreach and service provision A primary goal is to make services more accessible to community members in CHN. 	<u>Guide to Aboriginal Resources in Greater Vancouver</u> : Guidebook on supports and services available to new Indigenous residents in Greater Vancouver ³	Lu'ma Native Housing Society, federal government, regional government, and regular contact with service organizations
Supply-Based	<ul style="list-style-type: none"> Collaboration exists to increase supply of (affordable) housing units by building more housing. It may include operation and management. 	<u>Cedar Village</u> : 32-unit housing development for Elders/seniors in Prince Rupert ⁴	Metlakatla Development Corporation, BC Housing, City of Prince Rupert, Cedar Village Housing Society
Supply-Plus	<ul style="list-style-type: none"> Initiatives that have a core supply-based component but also target CHN stressors more holistically, for example through providing wrap-around support services to residents 	<u>Kikékyelc</u> : Development of 31 units for Indigenous youth and Elders; youth have access to wrap-around support and are paired with Elders for mentorship, guidance, and support ⁵	Lii Michif Optipemisiwak Family & Community Services, City of Kamloops, Aboriginal Housing Management Association; development funding from the federal and provincial governments
Research-Based	<ul style="list-style-type: none"> Collaboration aimed at improving understanding of local housing challenges so solutions can be better targeted 	<u>Bridges and Foundations Project</u> : Multi-year project to collect place-based data to inform targeted decision-making on Indigenous CHN in Saskatoon ⁶	Universities, City of Saskatoon, Indigenous groups, home-building & housing associations, neighbourhood associations; federal funding

The examples of collaborative arrangements are from a review of community-based, primarily Indigenous-focused housing initiatives across Canada. List is not comprehensive.

¹Bowen Island Municipality, 2021 ²Community Housing Affordability Collective, n.d. ³Lu'ma Native Housing Society, 2017 ⁴Cedar Village Housing Society, 2019 ⁵Lii Michif Optipemisiwak, n.d. ⁶Anderson, 2013

Table 3: Examples of different types of community-based housing actions and the collaborative arrangements through which they have been implemented in Canada

Action Focus	Examples of Housing Actions	Collaborative Arrangement
Shift Housing Policy	<ul style="list-style-type: none"> • Generate policy recommendations • Engage in advocacy • Emphasize systemic change 	<ul style="list-style-type: none"> • Advisory Committee • Research-Based • Networks (e.g., Affordable Housing Association)
Increase Housing Supply	<ul style="list-style-type: none"> • Build more affordable housing • Fund more affordable housing (i.e., create housing trusts) • Target specific tenure-types (i.e., purpose-built rentals) 	<ul style="list-style-type: none"> • Supply-Based • Supply-Plus • Networks
Increase Access to Housing	<ul style="list-style-type: none"> • Provide renters with housing-specific resources and education • Streamline application processes • Improve landlord-tenant relationships 	<ul style="list-style-type: none"> • Program-Based • Networks
Increase incomes (target affordability)	<ul style="list-style-type: none"> • Provide education, training and work opportunities to residents 	<ul style="list-style-type: none"> • Program-Based • Supply-Plus
Support residents to maintain stable housing	<ul style="list-style-type: none"> • Increase access to support services: <ul style="list-style-type: none"> ○ Provide more streamlined or better coordinated services ○ Improve service networks for referrals • Outreach and education on health and support services • Provide wrap-around supports with housing 	<ul style="list-style-type: none"> • Program-Based • Supply-Plus
Create better targeted solutions	<ul style="list-style-type: none"> • Increase understanding of housing challenges: <ul style="list-style-type: none"> ○ Research projects ○ Data collection 	<ul style="list-style-type: none"> • Research-Based • Advisory Committee

The range of collaborative housing actions in Table 3 demonstrates that there are many ways collaborative arrangements can generate community-based solutions to reduce CHN.

Working together across jurisdictions is critical to addressing the many housing challenges experienced by Indigenous people living in Canadian cities. Indigenous communities can use collaboration as a tool to meet their planning goals of improving the well-being of their members while at the same time advancing their self-determination in areas beyond their direct jurisdictional authority. The structure of the institutional arrangement by which housing collaboration is implemented influences both

the degree of power of Indigenous partners to make and enact housing decisions, and the types of housing actions that are implemented.

The many models of collaborative housing arrangements and actions demonstrate that it is in many cases possible for Indigenous communities to engage with external stakeholders to implement community-based housing solutions. Against this backdrop of possible models taken from a much broader, pan-Canadian context, my research addresses the potential for housing collaboration in the case of the Metlakatla First Nation. The remainder of this report builds an understanding of the local and regional housing context and the actors involved in MFN-led community-based housing collaboration in Prince Rupert. I identify what collaboration on housing with external stakeholders could look like for Metlakatla, how it can be improved to better meet the housing goals of MFN, and key actions that can reduce CHN for Metlakatla renters living in Prince Rupert.

Chapter 6. Research Methods

Research undertaken by SFU researchers with the Metlakatla CEM Program is guided by the methodology and principles of Participatory Action Research (PAR). PAR is an action-oriented methodology that seeks to, “help people imagine possible futures, examine priorities and assess what they can expect by acting on key problems” (Hausam, 2013; Matunga, 2013). The objective of PAR is to promote the health, social justice, and internal problem-solving capacity of the community with whom the researcher is working (Hughes, 2003). In addition, PAR aims to democratize the research process, valuing all forms of knowledge: local-contextual and experiential knowledge as well as scientific knowledge (Hughes, 2003; Springett, 2017). PAR often uses qualitative research methods and emphasizes shared control of the research process inputs and outcomes (Hughes, 2003). In this way, research outcomes are more directly connected to local contexts, and tailored to support local action for desired social change (Springett, 2017).

Structuring my research methods using the principles of PAR helped me to prioritize the values, knowledge, and perspectives of Metlakatla. My research methods were reviewed with and approved by the Metlakatla Stewardship Society and the Metlakatla Governing Council. I coordinated my data collection activities with other CEM Projects and community events. This was done to increase the likelihood that participants would be available and to avoid participation fatigue among Metlakatla members. The data from my research remains in the control of the Metlakatla. My research outcomes, along with possible next steps for the CEM housing value, were presented to the Metlakatla Governing Council in July of 2020, and to the membership through the Metlakatla community newsletter. By maintaining an action-oriented focus to my research questions and methods, and by communicating my research process and outcomes, my study is able to incorporate and respond to community feedback and can better support the Metlakatla people as they lead the process to create desired change within their traditional territory.

I used a mixed-method approach with multiple stages of data collection. First, I held focus groups with Metlakatla members and conducted semi-structured interviews with key informants who had experience with housing, community support, or the

decision-making processes of Metlakatla First Nation or the City of Prince Rupert. In response to the outcomes from these first two stages of my research, Metlakatla leadership decided to host a multi-stakeholder housing workshop for leaders and staff from Metlakatla First Nation, the City of Prince Rupert and local service providers. I acted as workshop coordinator, gave a presentation at the workshop, and observed the workshop proceedings (see Section 6.3 for more detail on my research methods at the workshop).

All three stages of data collection were informed by an ongoing literature review that focused on the Indigenous housing landscape in Prince Rupert and on collaborative arrangements for urban Indigenous housing in Canada. I consulted academic literature, Metlakatla records and CEM Program documents, municipal reports and community development documents from Prince Rupert and other communities, and publications from off-reserve housing programs across Canada. In addition, each stage of data collection was iterative. As such, I incorporated participants' responses from earlier stages into the semi-structured interview questions and into my presentation at the multi-stakeholder workshop. This meant I was able to bring questions and concerns from Metlakatla members at the focus groups to Metlakatla staff and leadership in the interviews and at the workshop.

6.1. Focus groups with Metlakatla renters

The purpose of the focus groups was to identify the main housing challenges that affect Metlakatla renters living in Prince Rupert and to explore the kinds of solutions these households are looking for. Focus groups are relatively open-ended small-group discussions facilitated by an interviewer. They are often used to explore how participants feel about or understand a topic (Straits & Singleton, 2018); in this case, the rental housing landscape in Prince Rupert. Focus groups are a common research method employed by the Metlakatla CEM Program to explore complex topics with community members. Focus groups can be an effective research tool for understanding complex motivations or degrees of consensus, and are often used when there is a power differential or gap between participants and decision-makers (Morgan & Krueger, 1993). Holding focus groups allowed me to understand the lived experience of Metlakatla renters, and the multifaceted factors that impact their level of housing need. I was also able to bring the suggestions and concerns of focus group participants to staff and

decision-makers at Metlakatla First Nation and the City of Prince Rupert in later stages of my study. In addition, a particular strength of focus group inquiry in Indigenous communities is described by Romm (2014, p. 9) as creating a, “social context for people to build on each other’s statements... a form of ‘collective sense-making.’” In the focus groups participants were able to share knowledge and information about resources, and to collectively determine which housing challenges and solutions they felt were most important.

I facilitated two focus groups in Prince Rupert: the first on June 26 and the second on June 27, 2019. A total of 11 Metlakatla members took part in the focus groups, with 3 attending only the first session, 6 attending only the second session, and 2 attending both sessions. All focus group participants were Metlakatla members aged 18 or older with experience renting housing in Prince Rupert. To recruit participants, I used posters in community hubs, the Metlakatla community newsletter and Facebook page, and word of mouth. My research team also asked Metlakatla Governing Council and staff, and other SFU researchers working with the Metlakatla on the CEM Program, to help identify potential participants. The age of focus group participants ranged from young adults (18-24) to seniors (>65). The groups also included a variety of household-types (single, family, single-parent, couple), tenure types (non-market and market renters, and owners who had previously rented), and genders. Table 4 details focus group participant demographics.

Table 4: Focus Group Demographics

Date	Total Participants	Gender		Age				
		Male	Female	18-24	25-44	45-64	>65	Did not Disclose Age
June 26	5	1	4	0	1	2	2	0
June 27	8	2	6	1	1	2	2	2
<i>Sub Total</i>	13	3	10	1	2	4	4	2
Total <i>(without double-counting the two participants who attended both days)</i>	11	3	8	1	1	3	4	2

At the beginning of each focus group, I described the consent procedures, and each participant signed a consent form. As compensation, each participant was provided with dinner and a \$30 gift card (of their choice) to Wal-Mart or Safeway. I also gave

participants the opportunity to request a follow-up phone call with me to discuss any additional ideas or any thoughts they were uncomfortable sharing in a group setting. Another CEM Program researcher took detailed notes as the record of each session.

I developed the focus group activities based on the literature review and previous research done in the Metlakatla CEM Program and I made adjustments to the activities based on recommendations from my research team and Metlakatla staff and members. The focus group activities included the following (see Appendix A for more details):

- CEM Program Presentation: I provided an overview of the CEM Program and the housing value in particular, acknowledging previous contributions by Metlakatla members.
- Story-Sharing: I facilitated an unstructured dialogue for participants to speak about their housing experiences and to explain why they chose to attend the focus group. The objective was to create a safe and supportive environment for participants to share what can be very personal challenges. I also asked participants to fill out a short survey detailing their demographics and housing experiences.
- Brainstorm: I asked participants “*What does it mean to have housing that meets your needs?*” As a group, participants brainstormed answers to this question and a member of my research team recorded their responses on sticky notes.
- Housing Challenge Activity: As a group, we reviewed a list of housing challenges that I provided from my background research and added any challenges that participants said were missing from the list. I then asked participants “*how much impact does each challenge have on the ability of Metlakatla renters in Prince Rupert to live in housing that meets their needs?*” Each participant rated each challenge as having a high, medium, low, or no impact. I then asked the participants to explain their choices.
- Housing Solutions Discussion: I asked participants two questions: 1) “*Who can you go to for support when it comes to finding and keeping housing that meets your needs?*” and 2) “*Are there any specific solutions you are looking for that can help to fix your housing challenges?*” My goal was to better understand the types of housing solutions that Metlakatla renters are looking for.

6.1.1. Interviews with non-Metlakatla Indigenous renters

To assess the extent to which any of the housing challenges, or potential solutions, discussed in the focus groups were unique to Metlakatla members renting housing in Prince Rupert, I conducted semi-structured interviews in July of 2019 with two non-Metlakatla Indigenous home renters in Prince Rupert. I recruited participants using posters at the Coastal Training Centre and the Transition House in Prince Rupert. At the beginning of each interview, I reviewed the consent form with each participant, which

included asking consent for the interview to be audio-recorded and transcribed. I provided the interview participants with a \$30 gift card to Safeway or Wal-Mart as compensation for their time.

Both interview participants were women aged 45-64 who self-identified as Nisga'a. Both were renters; one was a single parent living in non-market housing, and the other lived in market housing with her partner. I asked interview participants the same questions I had asked the focus group participants and had them complete the housing challenge activity as individuals (see Appendix B).

6.2. Interviews with key informants on housing collaboration

The purpose of the interviews with key informants was to investigate whether, and, if so, how Metlakatla First Nation should collaborate with other governments and stakeholders to improve off-reserve housing. I interviewed 12 key informants using a semi-structured interview approach. Semi-structured interviews have specific research objectives and include questions that may be grounded in theory, but offer the interviewer flexibility and the opportunity to ask probing questions (Galletta, 2013; Straits & Singleton, 2018). As semi-structured interviews allow the researcher to, “capitalize on the special knowledge, insights, or experience of respondents” (Straits & Singleton, 2018, p.205), I was able to tailor my follow-up questions toward the specific areas of expertise of different key informants.

I conducted 12 one-on-one interviews in July and August 2019. Five were in-person in Prince Rupert, one was in-person in Vancouver, and six were conducted over the phone. The interviews targeted key informants that I identified in the literature review or through the focus groups, or that were suggested by the Metlakatla Governing Council or by others involved with Indigenous Housing in B.C. Interview participants had experience with one or more of the following: decision-making or implementing Council directives either for Metlakatla First Nation or the City of Prince Rupert, developing or providing housing to Indigenous people living off-reserve in Prince Rupert or elsewhere in BC, providing support services to Metlakatla members in need in Prince Rupert, and researching urban-Indigenous housing challenges and solutions in BC and elsewhere in Canada.

I contacted potential interview candidates by email and over the phone using contact information publicly available on their organizations' websites or other public sources. I emailed consent forms to participants before their interview and reviewed the consent procedures with them at the beginning of each interview. I asked participants for their consent to having the interviews audio-recorded and then transcribed, and I gave them the opportunity to review the transcripts prior to their use in the study. Where participants did not consent to audio-recording, I took detailed notes of the interview. Participants could choose not to answer a question, or to end the interview at any time.

I developed interview questions based on the literature review and modified them after the focus groups to incorporate Metlakatla members' perspectives on rental housing challenges and solutions in Prince Rupert. Incorporating focus group outcomes into the interview questions allowed me to bring the concerns of Metlakatla members to key informants and ensured that the interview questions were relevant to the lived experience of Metlakatla renters in Prince Rupert. Prior to the interviews, the questions were reviewed by my research team and other CEM Program researchers. The interviews included questions on the following topics (see Appendix C for full interview script):

- Demographics: Name, age, gender, work title and position in relation to housing for Metlakatla members and urban Indigenous people.
- Housing Challenges: I asked participants how Metlakatla rental households experience housing in terms of affordability, condition, and size (although some participants qualified their responses to refer not just to Metlakatla members). This section included a question that asked participants to rate a series of challenges in terms of their level of impact, from no impact to high impact, on the ability of Metlakatla rental households in Prince Rupert to find housing that meets their needs. I developed the list of challenges from a review of the literature and previous research on the CEM Program's housing value, and then modified it based on what Metlakatla renters reported at focus groups.
- Responsibility: I asked participants whether any agencies, organizations, and/or individuals do (or should) address the housing challenges experienced by Metlakatla renters in Prince Rupert. I asked Metlakatla staff and Councillors about the role of MFN in addressing housing, and other off-reserve, issues.
- Collaboration and Collaborative Solutions: I asked participants whether they thought collaboration between Metlakatla First Nation and the City of Prince Rupert would be a good idea as a strategy for meeting the housing needs of Metlakatla members renting housing in Prince Rupert. I also asked who should be involved in such a collaboration, whether there were any barriers, and what factors could support more successful collaboration. This section included a question that asked participants to rate how effective different types of

collaboration between Metlakatla First Nation, the City of Prince Rupert, and other agencies would be at meeting the housing needs of Metlakatla renters in Prince Rupert. I developed the list of collaboration types from a review of the literature and previous research on the CEM Program's housing value, and then modified it to include the housing solutions that Metlakatla renters discussed at focus groups.

6.3. Multi-stakeholder workshop

The overall goal of the multi-stakeholder workshop was to explore collaborative solutions to the housing challenges experienced by Metlakatla rental households in the City of Prince Rupert and to develop next steps for collaborative housing action. It also aimed to have participants investigate different institutional arrangements which could guide collaborative housing actions. The workshop was an important first step for Metlakatla renter housing-focused collaboration in that it brought together many housing stakeholders for the first time.

As many of the actions proposed by the CEM Working Group under the collaborative housing management strategy involve the creation of a specific collaborative arrangement for housing – a local housing advisory committee – an important question in my study was to determine whether this would be the most appropriate form of collaboration, and if so, what the next steps would be to create it.

The workshop was held in Prince Rupert on November 27 and 28, 2019, and was led by a professional facilitator hired by Metlakatla. A total of 16 participants attended, with three of these attending on day one only. Workshop participants represented the governance, planning, and operational levels of the attending organizations. The participants included: the Chief Councillor of Metlakatla First Nation and the Mayor of Prince Rupert, councillors and staff from Metlakatla First Nation and the City of Prince Rupert, a representative from the North Coast MLA Office, and local service providers from M'akola Housing Society, the North Coast Transition Society, and the Unemployed Action Centre Society. I attended the workshop along with two other CEM Program researchers. I gave a presentation on housing and collaboration, and the three of us acted as observers and note-takers, providing additional background or information on CEM Program research in discussions when prompted.

I supported Metlakatla's capacity to host the workshop by assisting with applications for workshop funding, by coordinating logistics, and by presenting information on the Prince Rupert housing landscape and on collaborative housing arrangements. I emailed information about my research study to participants prior to the workshop. At the beginning of the workshop, I reviewed and collected signed consent forms from all participants stating that I could use data collected at the workshop in my study.

I used a participant observation approach to collect data at the workshop. MacDonald (2012) describes participant observation as a common research method in PAR, where the researcher is immersed in a social situation with participants, observing activities and engaging where appropriate. While I most often acted as an observer at the workshop, I also presented, and was occasionally asked questions by participants and the facilitator. In this way, I was (and the other CEM Researchers were) embedded in the social setting of the workshop. MacDonald (2012, p.9) further states that a participant observation approach, "entails the systematic noting and recording of events, behaviours, and objects in the social setting...", allowing the researcher to capture both what participants say, and what is implicit in the situation. I took detailed notes of what participants said and did throughout the workshop and was supported in doing so by the other CEM Program researchers.

My presentation described the Indigenous rental housing landscape in Prince Rupert and discussed four dimensions of housing solutions: housing policy support, funding mechanisms, management actions, and collaborative arrangements. To illustrate how collaborative arrangements can work in practice, I also presented four case studies from other settings in Canada and provided participants with a handout detailing these and many other examples. The information that I shared with participants incorporated findings from my literature review as well as the outcomes from my focus groups and key informant interviews.

The workshop proceeded as follows (Usborne, 2019):

Day 1: The first day of the workshop included opening remarks, introductions, and presentations from me and my research team on the CEM Program and on the rental housing landscape in Prince Rupert. I also presented case studies of collaborative

housing arrangements from other parts of Canada, with a primary focus on urban Indigenous housing. A representative from BC Housing also joined the meeting by phone to speak about that institution's current initiatives and funding programs.

Day 2: The second day was designed to emphasize group conversation in order to identify actions and structures that could support collaboration to address Metlakatla rental housing challenges in Prince Rupert. Participants brainstormed to produce a long list of possible collaborative actions in response to the question, "*What can collaboration achieve to address core housing need in Prince Rupert?*" and identified some limitations and considerations in relation to the actions. Further facilitated conversation led to the loose categorization of these actions, several specific commitments that parties were willing to confirm, assignment of responsibilities, and the basis for a working relationship between the parties to tackle next steps.

6.4. Data Analysis

Each stage of data collection and analysis in my study was iterative. To answer the research questions specific to each stage of data collection, I first analyzed each stage separately. This also allowed me to incorporate findings from earlier stages into the research methods for later stages. Next, I compared the results from the focus groups to those from the interviews in order to identify common themes as well as differences between the two stages. Later, I compared the results from the workshop to the earlier phases of data collection. I again noted common themes and major differences between stages. Finally, based on the results from all three stages, I identified key actions for Metlakatla First Nation to effect change in off-reserve housing, and to address barriers to collaboration in Prince Rupert.

6.4.1. Focus groups with Metlakatla renters

To analyze the data from the focus groups, I read and coded the notes from each session to identify common themes and responses to each question. For the rating questions (Housing Challenge Activity), I counted the number of responses rating each challenge as having a high, medium, low, or no impact on the ability of Metlakatla rental households in Prince Rupert to live in housing that meets their needs. I then compared these quantitative responses to the qualitative rationales participants provided in the

discussion. In the discussion, some participants stated that they had incorrectly placed their stickers or had voted multiple times for one option. This meant that the ratings could provide a general indication of participants' perspectives on housing challenges but were not completely accurate. Comparing the ratings to participants' responses in the discussion allowed me to better understand which challenges participants perceived to have higher impact, and why. I then compared the findings between the two focus groups to identify common patterns and themes and any major differences between the two groups.

6.4.2. Interviews with non-Metlakatla Indigenous renters

I analyzed the transcripts from the interviews with non-Metlakatla, Indigenous renters using the same coding themes I used to analyze the focus group data. Like the focus group analysis, I compared the ratings in the Housing Challenge Activity to participants' explanations of their responses, to assess whether their ratings were an accurate reflection of how important they perceived each challenge to be. As the purpose of these interviews was to identify any challenges or solutions that may be unique to the Metlakatla membership, I also identified where interview responses were similar to or different from focus group outcomes and identified explanatory themes where possible to account for any differences.

6.4.3. Key-Informant interviews

For qualitative questions, I read and coded the interview notes and transcripts, noting common responses and identifying themes for each type of question. I selected quotes as examples of each theme. For rating questions, I counted the number of responses to each response option for each question. For ease of reporting of ratings on types of collaboration, I grouped each collaborative initiative into broader collaborative arrangements (for example, all of the initiatives involving committees were grouped together as a type of collaborative arrangement). To examine the relationship between key informants' areas of expertise and their ratings for different types of collaboration, I analyzed responses from Metlakatla staff and contractors, front-line service providers, and Prince Rupert City Councillors separately. To identify whether, and when, key-informants' opinions differed or aligned with those of Metlakatla renters, I compared the major themes and the ratings of housing challenges and collaborative solutions from the

interviews to my findings from the focus groups and identified explanatory themes where possible to account for any differences.

6.4.4. Multi-stakeholder workshop

I analyzed the notes that the CEM research team took at the workshop and the final workshop report written by the facilitator (Usborne, 2019). I coded the data from both of these sources to identify key themes and patterns. I then compared the results to what I heard at the focus groups and interviews, identifying major similarities and differences. Finally, I generated recommendations for Metlakatla by analyzing the workshop outcomes using themes I identified in previous phases of data analysis.

Chapter 7. Results

This chapter details the results of the focus groups with Metlakatla renters, the interviews with non-Metlakatla Indigenous renters, and the interviews with key informants on housing collaboration, as well as the multi-stakeholder workshop. Key informant interviews are quoted directly to better reflect the voices of the study participants themselves. Section 7.1 includes results from focus groups and interviews; Section 7.2 from the multi-stakeholder workshop.

7.1. Focus Groups and Interviews

7.1.1. Housing challenges faced by Metlakatla renters in Prince Rupert

In focus groups and interviews, Metlakatla renters and key informants identified many of the same challenges as having the most impact on housing need among Metlakatla rental households in Prince Rupert. Both focus group and interview participants also expressed the need for immediate action to address these challenges.

The cost of rental housing was identified in focus groups and interviews as having a high impact on the ability of Metlakatla renters in Prince Rupert to live in housing that meets their needs. Study participants identified a range of affordability stressors, including the low number of rental housing units available, a surge in housing costs originating from the LNG 'boom', increases in the cost of living and the cost of hydro, and a discrepancy between local incomes and the cost of housing in Prince Rupert. Metlakatla renters further described having to choose between paying rent, eating healthy food, and paying medical expenses, and called this situation 'unacceptable'.

The cost of rental housing...consistently in all the data that I've seen, it's just always people's number one complaint. (Key Informant 3)

Study participants also reported a general housing shortage in Prince Rupert and a particular lack of adequate affordable rental housing stock for low-income households. They said that this lack of affordable housing units has a high impact on the ability of

Metlakatla renters to live in housing that meets their needs, especially as it was said to exacerbate the already-high cost of housing.

...the number of affordable or social housing units in Prince Rupert [is a major issue]. ...We do have some units there, but they are not enough... And nothing was built... no social housing units were built in Rupert for the last 25 years... 30 years. (Key Informant 9)

Participants identified this combination of high cost and low supply as resulting in Metlakatla renters in Prince Rupert living in housing that is in need of repair and/or is over-crowded. They said that other housing options are even less affordable, or they do not exist at all.

In addition, some participants reported that the challenges posed by high housing costs and low housing supply are intensified by landlord practices. Discrimination against Indigenous and low-income tenants, and economic incentives to 'renovict' in order to increase rent, were identified as problematic practices of some landlords in Prince Rupert. Some participants also expressed a specific concern over the monopolization of Prince Rupert's low-cost rental market by an increasing number of 'slumlords', leaving the poorest people in an especially vulnerable position.

And they threaten people with 'renovictions'...or, "I can rent this out to somebody else for, you know, a couple hundred [more] dollars and I'll take it." Just because there's so many people desperate to get into whatever housing there is available. (Key Informant 4)

In addition to housing cost and supply, eligibility criteria for accessible housing units are a challenge that Metlakatla renters emphasized as having a high impact on their ability to live in housing that meets their needs. Metlakatla renters described accessible housing as specialty housing (i.e., seniors' housing, wheelchair-accessible housing, subsidized housing, housing for a specific population or need). They explained that there are a range of cut-offs to be eligible for these units, including age of household residents, family size, the health of household members, and income levels. They described a need for greater flexibility in these criteria. They also expressed concerns about the complexity of navigating the application process for accessing specialty housing programs. While half of key informants rated this challenge as having a high impact on the ability of Metlakatla renters to live in housing that meets their needs, none said that it was one of the top three housing challenges. Notably, one key informant with

lived experience in low-income housing did reflect the concerns of focus group participants, stating:

...And [rental assistance and support programs] have all these complex processes and applications and wordings and things like that... And those that maybe are at risk or that are having struggles and different things like that just don't have the capacity to be able to understand what these services entail. (Key Informant 2)

7.1.2. Housing challenges faced by non-Metlakatla Indigenous renters in Prince Rupert

The housing challenges identified by Non-Metlakatla Indigenous renters in Prince Rupert were similar to those discussed by Metlakatla renters. In addition, there was often more similarity between responses from Metlakatla and non-Metlakatla renters with similar housing experiences (social housing vs. market housing) or household types (single parent vs. single) than between participants from the same First Nation. When asked what it means to have housing that meets their needs, both Metlakatla and non-Metlakatla renters expressed a desire for more safe, suitable, and affordable housing in Prince Rupert.

7.1.3. Collaboration with whom?

Focus group and interview participants expressed overall support for Metlakatla First Nation to collaborate with external stakeholders to improve off-reserve housing. Most participants said that implementing actions off-reserve would require that Metlakatla First Nation work with other groups. Study participants identified the City of Prince Rupert as an important partner, as well as the provincial and federal governments, neighbouring First Nations, and other local organizations.

I asked key informants whether collaboration between Metlakatla First Nation and the City of Prince Rupert to address the housing needs of Metlakatla rental households in Prince Rupert is a good idea. Eight of the nine participants who answered this question said 'yes'. The remaining participant did not say that working together would be a bad idea, but rather that they were unsure of what the City's role would be in a housing-focused collaboration. Three participants did not respond to this question

directly but did describe opportunities for collaboration between local and Indigenous governments on housing issues.

Interview and focus group participants identified many potential advantages to working with the City on housing; they said that leaders in both organizations are elected to represent and serve Metlakatla renters living in Prince Rupert, that the City has authority over land and zoning, that local governments can create and enforce bylaws, and that a municipal champion could help push a development project through the bureaucratic process. One interview participant said that Metlakatla has enough resources to take action on its own, and that while collaboration may not be essential it could certainly help. Another said that enhancing the relationship between Metlakatla First Nation and the City of Prince Rupert has value in itself.

They are Metlakatla members and they're residents of Prince Rupert the city. And so both organizations have, I would think, an interest in the well-being of those people. There's just an overlap. (Key Informant 5)

I think it's worth investigating.... I mean any relationship with your neighbours is a good relationship. (Key Informant 6)

Other agencies were also identified by study participants as being important partners for collaboration on rental housing challenges in Prince Rupert (see Appendix D for an overview of all potential partners identified by participants in this study). In particular, key informants said that the provincial government, especially BC Housing, is a critical partner. They said that housing is under a provincial mandate, and that working with the province brings much-needed financial support to housing initiatives. One participant said that joint advocacy to the Province [to advocate for more housing resources] is the most effective type of housing collaboration for Metlakatla First Nation and the City of Prince Rupert to undertake.

... housing is not municipal authority. [The City doesn't] have the mandate to do it and [doesn't] have the pot of money to do it like the Province does... So Metlakatla and the City can collaborate on site design, site servicing, public space, transit, kind of those tertiary services. But until we have the Province as an active, engaged partner, we're not going to have the financial resources to do more. (Key Informant 3)

To help finance affordable housing developments, key informants also suggested working with major industry or other large employers, for-profit developers, or not-for-

profit land holders (e.g., faith-based groups), and layering Provincial and Federal funding opportunities.

In addition to development-focused partnerships, Metlakatla renters and key informants identified a role for housing management agencies and health and support services in housing collaborations. They identified the need to provide wrap-around support to effectively address the range of stressors that lead to CHN among the most vulnerable households. M'akola Housing Society was identified in interviews as an organization with experience managing affordable housing units for Indigenous people living in Prince Rupert. In addition, focus group participants identified several local organizations that help renters in Prince Rupert find and stay in housing that meets their needs. For example, the Transition House Society and Unemployed Action Centre have offered support to renters facing eviction notices and struggling to pay rent or have offered the Ready to Rent course in the past.

Let's not forget these stakeholders are not just renters and landlords, you know, they're also, also mental health services, cultural services, spiritual services, family services, all of those kind of supports. That can get people healthy and keep people healthy enough to maintain a home long-term. (Key Informant 11)

Participants also recognized that Metlakatla members are not the only Indigenous people living in Prince Rupert who may struggle to meet their housing needs and said that working with other First Nations to advance solutions to this common problem could be valuable. Metlakatla renters reported that many households in Prince Rupert are made up of members of different Indigenous and non-Indigenous communities. One focus group participant emphasized that, 'we can't designate one Nation to take care of this [alone]'.

I think ... having it separate serves no purpose when you have different Nations experiencing the same thing, right? ... so I think there's kind of strength in numbers that way, right? Having the City meet separately with each Nation I think would just be very time consuming and not efficient. (Key Informant 1)

7.1.4. Factors for successful collaboration

In the key informant interviews, I asked participants what factors they thought would contribute to successful collaboration on housing in Prince Rupert, and whether

they thought there existed any barriers that might prevent such success. From participants' responses, I identified four main inter-related factors affecting the strength of collaborative efforts with MFN: representation, resources, responsibility, and relationships. In this section, I provide an overview of each of these 'Four R's' and explain how they may support or hinder housing-focused collaboration in Prince Rupert.

Representation: Key informants said that it is important to have all stakeholders represented from the beginning of the collaborative process. They recommended that the following stakeholders should be included: elected and appointed leaders (so collaboration has the authority to take action); implementers (staff - so the collaboration is not over-politicized and can carry out decisions); and end users (those with lived experience of rental housing challenges). Some interviewees also said that including other First Nations in a housing-focused collaboration is important, as the rental housing challenges faced by members of other Nations, and the solutions needed to address these challenges, would be similar.

... there should be all bodies of government, everybody should be involved. This should be a party. (Key Informant 2)

Multi governmental housing collaboration was also advocated by both Metlakatla and non-Metlakatla renters, who indicated that housing challenges are cross-jurisdictional and should be addressed by Indigenous and non-Indigenous governments working together.

Key informants also stated that all stakeholders must have a clear purpose and role within the collaboration. Identifying and committing to a shared vision and goals was described as critical for building partnerships among organizations with different mandates. Defining the role and expectations of each partner from the outset was also said to help establish a good governance structure for the collaboration.

I think the agencies all have to recognize what it is they're doing and why they're doing it. And have to get rid of the fact that, you know, "we are the First Nation", "we are the City", you know? They have to get rid of all of that. And they have to focus on why they're doing this... (Key Informant 6)

Resources: Most key informants stressed that adequate resources are critical to the success of collaborative housing initiatives in Prince Rupert. Interview participants said that lack of funding can be a major challenge that keeps collaborative housing

initiatives from effectively addressing housing challenges. They warned that the costs incurred for new housing projects may be passed on to tenants, thus undermining their affordability.

These things need money. People have ... identified that things are needed – there's a will there. But money-wise, right, it's just ... it's not there yet. (Key Informant 1)

Many interviewees highlighted the role within a collaboration of partners that can provide funding. One participant recommended that financial commitments be made early-on to ensure that any initiatives undertaken have enough resources to be implemented. Another emphasized the importance of finding funding that aligns with the vision of the collaboration (and warned of housing initiatives that are unsuccessful because they shift their goals just to meet funding requirements).

I think it's about understanding what everyone is trying to achieve... and making sure that those things align. Because ... I think there is... a bit of an incentive to alter your vision to chase the funding opportunities that are available... It just avoids disappointment further down the road when you've spent a bunch of money designing something [that doesn't match the vision but fits the funding opportunity]. (Key Informant 7)

For those partnerships that involve local non-profits, some participants also warned of perverse funding incentives that result in these organizations competing with each other instead of providing complementary supports and services.

...the thing that happens in Prince Rupert is that a lot of these agencies will start to replicate services...that's where you start to see kind of a crossroads of the same services but not necessarily a more inclusive kind of collaborative process, where it's not, the client's needs first. It's now the mandate of each individual organization - And everybody has the same goals, but they're all kinda, inadvertently working against each other.... (Key Informant 2)

Another important resource in housing-focused collaborative initiatives is strong data to inform decision-making. Interviewees said that better data can help decision-makers to ensure that housing initiatives meet the community's real needs. Key informants emphasized the need for more accurate and comprehensive data on housing in Prince Rupert. Prince Rupert's City Planner highlighted discrepancies between locally gathered and Canadian census data on housing resulting in different perceptions of the incidence of CHN in the city. Thus, the need to collect and communicate good data can

present a barrier to working effectively with the provincial and federal governments on local housing issues.

Anecdotal evidence only gets you so far, especially with decision-makers in our capital. We could tell the best story on the face of the earth, and it wouldn't make a difference. We need to have it underpinned with real data that will be taken seriously. (Key Informant 3)

Finally, interviewees' responses also revealed that, for collaboration to be successful, partners need to have the capacity to participate. This means being prepared to commit to the collaboration throughout its duration, and having personnel with time, skills, and authority to address the issue. This is closely related to another consideration for collaboration identified by participants: responsibility.

Responsibility: A lack of clear local responsibility for Indigenous rental housing in Prince Rupert was evident in interview responses. While most participants supported collaborating on housing solutions, few were able to identify who is responsible for addressing Indigenous housing challenges in the City. Only the representative from M'akola Housing Society stated specifically that their own organization was responsible for some rental housing in which Metlakatla members live in Prince Rupert. Many key informants had difficulty naming any agencies responsible for addressing the housing challenges of Metlakatla renters living in Prince Rupert, often referring instead to an understanding that the provincial government has a mandate for housing issues. In addition, some Metlakatla staff struggled to identify any services at all that members with off-reserve housing challenges could turn to, referring to the jurisdictional separation between off-reserve and on-reserve issues. Metlakatla renters in focus groups also expressed frustration at the discrepancies between supports available to Indigenous people on- and off-reserve.

We don't provide ... for off-reserve. They have agencies in town that provide some of those services for our people that are the most needy... So the services are very clearly divided. And that's why I can't answer for anything ...Because most often I do not know... Most people will not call us because they know that they live off-reserve, and we don't provide services to off-reserve. It's been that way since ... they invented the Indian Act ... (Key Informant 6)

Interview responses indicated that Metlakatla Governing Council's current mandate, which does not include off-reserve housing, may limit Metlakatla's capacity for addressing the housing challenges experienced by members living off-reserve (through

collaborative means or otherwise). There are no staff or departments in Metlakatla currently tasked with addressing these challenges. However, key informants also said that members do expect more support from Metlakatla government, regardless of which governing body is jurisdictionally responsible for housing off-reserve.

When I asked key informants from Metlakatla (staff and councillors) how the Nation takes action on off-reserve issues, there were a range of responses. Some maintained that Metlakatla government has no role off-reserve. Several referred to the task of administering educational funding provided by the provincial and federal governments. When asked how MFN's role off-reserve might change in the future, one staff member pointed to the treaty process as fostering a shift towards a broader responsibility for all members living in Metlakatla's traditional territory. Others identified existing initiatives, such as the Metlakatla Employment Coordinator, or the Cedar Village Housing Society, that present models of the Metlakatla taking action off-reserve and that could be adapted or expanded to increase local housing stock or assist members in finding and keeping housing that meets their needs.

Well, the problem of course... is that there is no organization [within Metlakatla] with an off-reserve mandate for housing... I mean there's a need and there's a value to having some kind of a housing program. I just don't know who can do it. You'd have to change some organization's mandate, or you'd have to create ... a new organization with a new mandate. (Key Informant 5)

Relationships: Key informants indicated that strong relationships are the foundation of the most effective collaborative arrangements. However, they also identified several factors to consider when developing relationships between Metlakatla First Nation, the City of Prince Rupert, and other agencies involved in local housing initiatives. In particular, they said that creating the space to build trust and bridge gaps across mandates and cultures is difficult. They said that relationship building is further complicated if different groups are legally bound to different approaches, when they are required to maintain confidentiality and cannot share information, and when there are conflicts of interest between different governing bodies. Further, key informants said that the time and dedication required to build and maintain strong relationships may not line up with the timing of a housing crisis (which could hit a mere six-months after a major development project, one participant said), or housing opportunities (such as a deadline for a funding application).

Key informants also reported that clear and consistent communication between parties is an important base for strong relationships and successful collaboration. One participant suggested regular Council-to-Council meetings as a structure that could support better communication between the Prince Rupert and Metlakatla governments.

I think the biggest thing ...in my past experience especially - has been open communications so that everybody understands what moving parts are going where, and things like that. So there aren't any surprises or things on the other end. Because if we don't have an open channel of what the plan is, I know that things can kind of fall apart... (Key Informant 2)

Of note, one key informant stated that, as a pre-condition for any effective collaboration (housing-focused or otherwise) between Metlakatla and the City of Prince Rupert, there must be an attitude shift at the City of Prince Rupert towards meaningful reconciliation with Indigenous peoples:

There's been significant historical grievances perpetuated on Indigenous people in this country - for 200 years. And as a country, if we're going to get serious about righting that wrong, then we all have to understand the context that Indigenous people are living within, and we need to adjust our attitudes on how we engage with Indigenous people of this country, And I think that, that is as important to happen at the City of Prince Rupert as anywhere else... I think there needs to be reconciliation-scale collaboration amongst the City and not just Metlakatla but all the Coast Tsimshian Nations. That isn't there right now. So, all of these things are fantastic. They all could be good. But if there aren't significant attitude changes at the Mayor and Council level and the senior staff level at the City of Prince Rupert it's all for naught. (Key Informant 5)

As the participant quoted above explains, without an effort to effect reconciliation at the local level, many of the collaborative housing efforts being contemplated may be destined to failure.

The results from my interviews suggest that the four inter-related factors of representation, resources, responsibility, and relationships are all of critical importance for collaborative efforts to address off-reserve rental housing in Prince Rupert. I refer to these as the 'Four R's' of strong collaboration, as depicted in Figure 8 below:

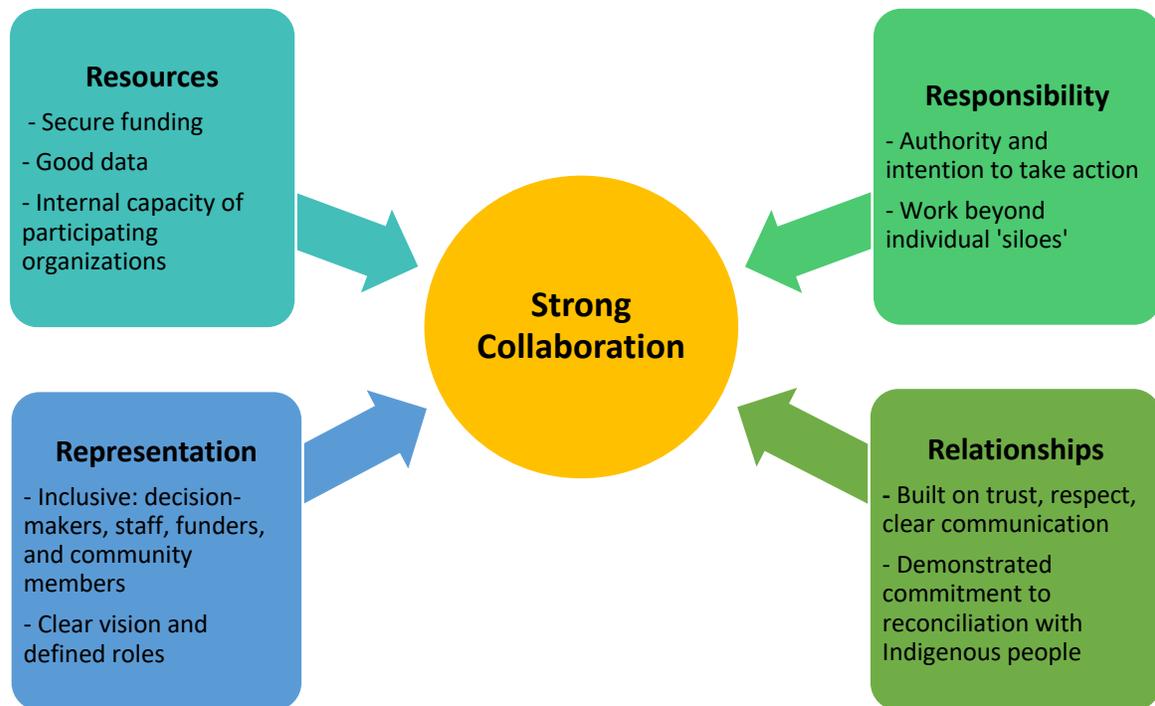


Figure 8: Four R's of Strong Collaboration

From the results from my interviews with key informants on housing collaboration, I identified four inter-related factors affecting the strength of collaborative housing initiatives with the Metlakatla First Nation on off-reserve rental housing in Prince Rupert

Understanding the degree to which each of these factors is present, and adding or strengthening those that are lacking, can help to address the barriers preventing effective collaboration on housing in Prince Rupert. I revisit the Four R's in Chapter 8, where they form the basis of my analysis of the collaborative arrangements discussed at the multi-stakeholder workshop.

7.1.5. What collaborative arrangements offer effective structures for working together on housing?

To understand how housing collaboration in Prince Rupert might best be structured, I asked key informants to rate the effectiveness of various possible collaborative arrangements as very effective, moderately effective, slightly effective, or not effective at meeting the housing needs of Metlakatla rental households in Prince Rupert. Table 5 gives an overview of participants' responses to this question. Nine of the 12 participants chose to respond to this question, and none of these nine respondents were from Metlakatla Governing Council. Also, some of those who did respond chose not to rate one or more of the individual options within this question (for example,

choosing not to rate the effectiveness of a resource centre, but rating other types of collaboration). The respondents indicated that many types of collaborative arrangements could help Metlakatla renters meet their housing needs, but they had mixed opinions as to why different ways of working together would be effective or not.

I also compared the responses from Metlakatla staff and contractors, from front-line service providers, and from Prince Rupert City Councillors. I found that key informants with different areas of expertise had somewhat different opinions as to which collaborative initiatives would be the most effective. The results from this analysis are presented below in Table 6.

Table 5: Perspectives from key informants on the efficacy of different collaborative arrangements on housing

Collaborative arrangement		How effective is this type of collaboration?				What participants said about why this type of collaboration would be effective	Other considerations mentioned
		Very	Moderately	Slightly	Not		
Supply-Focused	Joint construction of affordable housing units	6	0	1	2	Address housing shortage and affordability issues by increasing supply, which is lacking in Prince Rupert.	Does not address underlying social issues. Joint management needs clear delineation of roles and responsibilities to be effective.
	Joint management of affordable housing units	5	0	1	2		
Data and information	A joint research partnership to monitor and understand the data on housing need	5	1	1	1	Good data is critical for decision making. Can support much-needed advocacy at the provincial and federal level.	There may be enough data already, so resources can be better used elsewhere.
	A multi-stakeholder workshop to better understand the problems and solutions of core housing need	4	4	0	1		
Education and Training	A joint education program that educates renters, landlords, and owners on rights and responsibilities	4	2	2	1	Empower people, mitigate conflicts, inform respectful relationships, and support advocacy.	Can be costly and time-consuming to develop and implement.
	A joint education and training program that educates renters on services available to them	2	4	2	1		
Committees	A grassroots, community-based committee of Metlakatla members focused on housing advocacy	6	1	1	1	Locally-based democratic action is important as any recommendations are stemming directly from the community.	A municipal advisory committee could lead to an 'all talk, no action' scenario; lacks authority to make sure any recommendations are implemented.
	An Advisory Housing Committee for Prince Rupert that is focused on policy recommendations	2	3	1	3		
	An Advisory Committee for Prince Rupert that is focused on bylaw advocacy (for example, advocating for a standard of maintenance bylaw)	1	3	1	3		
Resource centre	A joint resource centre that helps renters access a wide range of housing and health support services	3	2	2	2	An all-encompassing approach is "very much needed" due to the interconnected nature of housing challenges. Targets underlying social issues.	Doesn't resolve supply issues; has been discussed previously but was not implemented; there are already organizations that provide support services.

9 of the 12 interview participants chose to respond to this question, and some of these respondents did not answer all parts

Table 6: Perspectives from key informants with different affiliations on the efficacy of different collaborative arrangements on housing

Collaborative Arrangement		How effective is this type of collaboration (at addressing the housing challenges of Metlakatla renters)?											
		Staff – Metlakatla First Nation (Total = 4 participants)				Service Providers (Total = 3 participants)				City Councillors - Prince Rupert (Total = 2 participants)			
		Very	Moderately	Slightly	Not	Very	Moderately	Slightly	Not	Very	Moderately	Slightly	Not
Supply-Focused	Joint construction of affordable housing units	2	0	1	1	3	0	0	0	1	0	0	1
	Joint management of affordable housing units	2	0	0	1	3	0	0	0	0	0	1	1
Data and information	A joint research partnership on housing need	2	0	0	1	3	0	0	0	2	0	0	0
	A multi-stakeholder workshop on housing need	1	2	0	1	2	1	0	0	2	0	0	0
Education and Training	A joint education program for renters, landlords, and owners on rights and responsibilities	2	0	1	1	1	1	1	0	1	1	0	0
	A joint education and training program on services for renters	0	2	1	1	0	2	1	0	1	1	0	0
Committees	A grassroots, community-based committee of Metlakatla members	2	1	0	1	3	0	0	0	1	0	1	0
	An Advisory Housing Committee for Prince Rupert that is focused on policy recommendations	1	1	0	2	1	2	0	0	0	0	1	1
	An Advisory Committee for Prince Rupert that is focused on bylaw advocacy	1	1	0	1	1	2	0	0	0	0	1	1
Resource centre	A joint resource centre that helps renters access a wide range of housing and health support services	2	0	0	2	3	0	0	0	0	1	1	0

To understand whether a key informant's area of expertise influenced how effectively they rated the different types of collaboration, I combined participants' responses from three different affiliations: Staff and contract staff working for Metlakatla First Nation, Service Providers (work providing front-line support to Metlakatla members; may or may not work for Metlakatla First Nation), and Prince Rupert City Councillors (note that no elected officials from Metlakatla First Nation responded to this question).

Supply-focused collaboration on joint construction and joint management of affordable housing units) was rated as very effective by the highest number of participants: 6/9 for joint construction and 5/9 for joint management of affordable housing units. However, one participant expressed concern over the type of supply, and three over the complexity of joint management. The answers to this question about possible types of collaboration indicate that building more housing was considered to be important by all key informants for addressing the significant supply-based housing challenges in Prince Rupert. However, there were some concerns about the resources available to different partners to support housing developments, and about targeting supply to meet housing needs.

In addition, a grassroots committee of Metlakatla members was also rated as very effective by 6/9 participants. They emphasized the importance of including those with lived experience in any housing action. Participants said that grassroots initiatives would empower the people who experience housing challenges. Of note, a grassroots committee was rated as much more effective than a formal advisory committee on housing for the City: 2/9 rated a policy-focused advisory committee as being very effective, and 1/9 rated a bylaw-focused committee as being very effective. In the earlier focus groups, Metlakatla renters had also recommended a grassroots committee of Metlakatla renters.

Working together on data and information (research partnerships and multi-stakeholder workshops) was the most broadly supported type of collaboration: compared to other types of collaboration, focusing on data and information was rated moderately effective or very effective by the highest number of participants, and not effective or slightly effective by the lowest number of participants. Further, there was the most agreement across participants with different areas of expertise that research-based collaborative arrangements would be effective (see Table 6).

A resource centre was advocated by Metlakatla renters in focus groups as a much-needed support to help them navigate the processes to access housing that meets their needs. This collaborative arrangement was rated as very effective by 3/9 key informants, however, and no key informants rated a joint education and training program on services for renters as very effective.

In comparing the responses of Metlakatla staff, service providers, and City Councillors, I found that key informants with different areas of expertise rated the effectiveness of collaborative arrangements somewhat differently (see Table 6).

Participants working for Metlakatla were divided as to the effectiveness of most collaborative arrangements. A multi-stakeholder workshop and a grassroots committee were the two types of collaboration most often rated very-to-moderately effective by these participants. In addition, some indicated an uncertainty or unwillingness to explore more formal collaborative arrangements with the City of Prince Rupert until a better relationship between the two parties has been established, or until the treaty process formally shifts Metlakatla's governing role off-reserve.

Service providers more often rated all types of collaboration (except education programs) as being moderately-to-very effective and were more consistent in their responses in comparison to Metlakatla staff or Prince Rupert City Councillors. They were also the group of respondents to most often rate a resource centre as very effective.

Prince Rupert City Councillors rated advisory committees as only slightly or not effective at addressing the housing challenges experienced by Metlakatla renters in Prince Rupert. They cited a sense of 'all talk and little action' from committees and said that these collaborative arrangements lack the power to implement their recommendations. Prince Rupert City Councillors also rated education and training as moderately-to-very effective collaborations more consistently than other participant groups. Along with service providers, they consistently rated research partnerships as being very effective collaborations. They cited the importance of providing constituents with the tools to address their own challenges, and of ensuring that housing decisions are driven by common access to good data. For collaboration on housing supply, Prince Rupert City Councillors rated joint management as not-to-slightly effective, and joint construction as either very or not effective. However, when discussing supply-focused collaboration more generally, they expressed support for partnerships with the City that result in increased housing development and stated that the City can support supply-focused collaboration through zoning, bylaws, and other development processes.

7.2. Multi-Stakeholder Workshop

The multi-stakeholder workshop brought together elected leaders and staff from MFN and the City of Prince Rupert alongside local support and service providers to discuss collaborative housing in Prince Rupert. The goal of the multi-stakeholder workshop was to explore collaborative solutions to the housing challenges experienced by Metlakatla rental households in the City of Prince Rupert and to develop next steps for collaborative housing action. Participants were also encouraged to discuss the institutional arrangements that should guide the implementation of collaborative action on housing in the city. At the workshop, participants expressed the importance of working together on housing. However, they were much more reluctant to talk about how the implementation of that collaboration would look on the ground.

7.2.1. Rejecting formal collaborative arrangements

Workshop participants were reluctant to commit to a specific structure or approach for working together on housing. The facilitator prompted participants to consider the ‘how’ behind collaborative housing actions in addition to the ‘what’. To support this conversation, I presented the findings from my literature review on the various structures for collaborative arrangements on urban Indigenous housing: advisory committees, the collective impact model, affordable housing organizations, and program, research, and supply-based collaborations (see Table 2 and Table 3, Section 5.3). Despite these prompts, participants chose not to discuss specific collaborative arrangements, or to formalize a housing-focused partnership.

The collaborative arrangement proposed for many of the actions recommended under the CEM Program’s collaborative housing management strategy is a multi-stakeholder advisory housing committee. The primary role of this committee would be to advise City Council on housing issues in Prince Rupert. At the workshop, participants indicated little support for this arrangement. In particular, leadership from the City of Prince Rupert stated that it was not interested in striking a broad committee or working group on housing with Metlakatla, stating instead that it would prioritize short-term, focused projects as well as its own upcoming “ReDesign Rupert” planning initiative to capitalize on the expansion of the Port.

Representatives from the City did support the establishment of a Government-to-Government relationship between the City and Metlakatla to oversee the development of the City's upcoming Official Community Plan renewal, in which the City plans to implement many ReDesign Rupert initiatives. City leadership shared that it would be revealing the ReDesign Rupert plan a few weeks after the workshop. In response, Metlakatla leadership expressed willingness to discuss Metlakatla's role in the City's planning process but would not commit to specific governance or technical positions to achieve the ReDesign Rupert vision. Metlakatla representatives asked to learn more about the City's planning process, noting that their participation will be guided by their need to maintain their sovereign authority.

7.2.2. Other considerations for housing-focused collaboration

Workshop participants raised several considerations that would affect their capacity to comprehensively address the housing challenges experienced by Metlakatla renter households in Prince Rupert.

Participants discussed limitations on local resources available to address off-reserve rental housing. For supply-focused actions in particular, workshop participants emphasized the need for additional funding from the provincial and federal governments. Workshop participants indicated their support for working with BC Housing to finance the development of more affordable rental housing in Prince Rupert. Leadership from both Metlakatla and the City stated the importance of taking immediate action on housing in Prince Rupert. At the same time, both parties demonstrated a reluctance to commit specific resources or personnel towards collaborative housing initiatives.

Metlakatla leadership acknowledged a responsibility for the well-being of all Metlakatla members and stated an intention to apply resources towards the Housing Value of the CEM Program, although they did not say specifically what that would look like. In addition, Metlakatla leaders stated that Metlakatla does not wish to be a project developer or landlord in the future for off-reserve housing.

Elected officials from Prince Rupert said that the City's role in housing was limited to its ability to access property, control zoning and develop bylaws, and does not include social support services in housing. However, representatives of the City also

advocated its community planning processes, which have a large emphasis on housing. City leadership also stated that in a collaboration, they preferred dedicating specific staff (e.g., the City Planner) to specific, pre-determined development projects, rather than longer-term collaborative arrangements such as committees or working groups.

Workshop representatives from local support service organizations all said they were interested in participating in a collaborative housing initiative, but that Metlakatla and the City would first have to determine what the vision of the collaborative arrangement would be. Workshop participants identified that, depending on the goal of housing initiatives, these organizations can offer expertise in managing Indigenous rental housing, working with Prince Rupert residents in core housing need, and providing education and health services to renters. Some service providers indicated that the provincial health authority would be a key partner for providing wrap-around health services needed to house the most vulnerable, and they expressed frustration that a representative from the health authority had not responded to an invitation to participate in the workshop.

7.2.3. Informal collaboration: an ad-hoc approach for implementing housing actions

A formal arrangement to support ongoing collaboration on off-reserve housing was not agreed to at the workshop. Instead, the group determined that there was a preference for implementing short-term collaborative actions on a project-by-project basis. This would make use of informal working relationships and procedures already in place, and as such be a practical approach for collaboration on housing in the near future.

In support of this ad-hoc approach to collaboration, workshop participants developed a long list of potential collaborative actions. They worked to identify actions that not only could increase supply of housing but could also address other aspects of core housing need, including: increase housing access; increase incomes; increase energy efficiency, increase housing support services; increase understanding of housing challenges; and contribute to advocacy and policy recommendations.

From this list, participants determined priority collaborative housing actions, and collaborative arrangements that could be implemented on an as-needed basis to support the enactment of these actions.

7.2.4. Collaborative housing actions

In deciding which actions they would take together to reduce CHN among Metlakatla renters in Prince Rupert, workshop participants focused mainly on issues of housing supply. They emphasized an ultimate need to build more rental housing or refurbish existing rental housing units in Prince Rupert to address the severe shortage of affordable rental housing in the City. However, as noted in the report on workshop proceedings, participants also acknowledged that, “these “bricks and mortar” projects can take multiple years to complete, require extensive planning to effectively serve the needs of the target populations, and must be delivered alongside an array of services to ensure that long term housing goals are met successfully” (Usborne 2019, p.5). They further discussed that the timing and funding of development projects can be uncertain, and that opportunities for collaborative planning and housing actions that are not supply-focused could occur in the interim.

Taking these considerations into account, the parties identified and approved in principle to committing specific resources to collaborative housing actions at three different levels: governance-level, development project-level, and technical and planning-level. The initiatives at each level are described further in the *CEM Housing Workshop Report of Proceedings* (Usborne 2019):

Governance-level actions involve strengthening, formalizing and regularizing the governance relationship between Metlakatla First Nation and the City of Prince Rupert to address a range of issues in Prince Rupert, including housing (p.9). Workshop participants agreed that elected officials would work together as needed on issues of political advocacy, prioritizing collaborative actions for their planning and technical teams to execute, and supporting project development proposals (p.8). Participants expressed support for a more regular governance arrangement between MFN and Prince Rupert (i.e., quarterly Council to Council meetings) (p.8). They also discussed advocating jointly to the provincial government to re-fund the BC Indigenous Housing Fund (p.8).

Project development-level actions are supply-focused. They continue to use the ad hoc structure that has been used in the past to support project development proposals in Prince Rupert. For housing, the City Manager liaises one-on-one with the Operations Manager for MDC to move projects from concept to completion (p.9). Participants confirmed that any housing development proposals should be guided by both Metlakatla and City decision-makers and expressed an intention to submit a proposal to the Indigenous Housing Fund (BC Housing) in 2020 (p.8).

Technical and planning-level actions include those related to support services, data gathering and management, and information sharing. For such tasks, the City identified their City Planner and Metlakatla identified the CEM housing team along with their Director of Lands (p.9). The parties approved a commitment to coordinating and aligning housing data and other data gathering activities, for example upcoming surveys and census collection (p.8).

The workshop participants also agreed that an increased awareness of local support services among Metlakatla and non-Metlakatla service providers could generate better referrals of those in need to the most appropriate provider. For example, some workshop attendees were not aware of each other's role and service, which could be easily rectified with basic contact information sharing (p.8). In addition, Metlakatla service providers were invited by representatives from M'akola Housing Society and the Unemployed Action Centre to attend quarterly meetings of local service providers, to increase communication and awareness of service resources and issues in the Prince Rupert region (p.8).

7.2.5. Building collaborative relationships

At the workshop, representatives of Metlakatla First Nation and the City of Prince Rupert acknowledged the importance of a strong relationship between the two governments to achieve common goals including housing. Leadership from both governments referred to the 2019 Memorandum of Understanding signed between Metlakatla, the City, and Lax Kw'alaams as an indication of their commitment to continued collaboration into the future. Despite referring to this high-level commitment to work together on housing, however, participants did not discuss what a formal collaborative arrangement for implementing housing actions in Prince Rupert could look

like. Instead, participants agreed they would pursue ad hoc housing collaboration on an action-by-action basis.

Despite not establishing a formal collaborative structure, the workshop itself was celebrated by many participants as an important step towards strengthening a housing-focused relationship between Metlakatla and the City. Participants expressed strong support for having had the opportunity to come together in a common space to discuss a common issue and said that they learned a lot about the other parties and the role each other can play in addressing housing challenges in Prince Rupert.

In the next Chapter, I identify actions that MFN can take to meet the off-reserve housing goals identified in the CEM Program. I analyze the workshop proceedings using the Four R's of Strong Collaboration, recommending steps that MFN can take to improve collaboration in Prince Rupert. I then offer lessons learned in my study that may be applicable to collaboration beyond the case of off-reserve rental housing in Prince Rupert.

Chapter 8. Discussion

The results from my study highlight a variety of possibilities for Metlakatla to effect change in off-reserve housing. In this chapter, I discuss the potential of collaboration as a tool for advancing off-reserve housing, actions that MFN can implement to improve housing and to strengthen collaboration, next steps for the housing value of the CEM Program, and lessons learned for advancing Indigenous planning goals in extra-jurisdictional settings.

8.1. Common understandings of shared housing challenges

Metlakatla renters and key housing informants identified many of the same challenges as having the most impact on the ability of Metlakatla renters in Prince Rupert to find housing that meets their needs. The key informants included those in positions of authority to enact and implement housing decisions and actions. Both groups of participants also stated a need for immediate housing action, suggesting a climate of support for new initiatives that take action on housing in Prince Rupert. Common understandings of housing challenges is an important foundation for developing targeted community-based Indigenous housing solutions, as was demonstrated by Anderson (2013) in his work on a multi-year research collaboration on urban-Indigenous housing in Saskatoon.

Metlakatla renters and non-Metlakatla Indigenous renters both stressed the high impact that eligibility criteria have on their ability to gain access to specialty housing (e.g., senior's housing, subsidized housing). Key informants had mixed opinions as to the impact of eligibility criteria and none said it was one of the top three highest impact housing challenges for Metlakatla renters. This may indicate that some key informants underestimated the difficulty in accessing specialty housing programs. As such, they may have underestimated the potential impact of collaborative initiatives that can help renters navigate these requirements, such as a resource centre (which was advocated for strongly by Metlakatla renters.). This highlights the importance of representing those with lived experience for collaborative housing initiatives to meet the needs of renters themselves. This is echoed in the 2018 National Housing Conference report: "Solving

Canada's housing problems will involve finding ways to meaningfully include people – especially “hidden” and vulnerable people – in creating those solutions” (Markovich, 2018, p.20).

My results did not reveal housing challenges experienced by Indigenous renter households in Prince Rupert that are unique to the Metlakatla membership. In fact, there was greater similarity between renters of similar housing type (market/non-market) or household size and make-up than between renters from the same First Nation. This is not surprising given study participants' indication that cost and supply were the biggest housing challenges, and the difficulty participants had identifying Nation-specific housing supports in Prince Rupert. In addition, the 2016 Canadian Census also shows Indigenous lone-parent households as experiencing CHN at a rate of 38%, compared to 9% for Indigenous couple family households and 24% for non-Indigenous lone-parent households (Wali, 2019). The similarity in housing challenges between Metlakatla and non-Metlakatla Indigenous renters, and the observation by participants that households in Prince Rupert often include members of multiple Indigenous communities, suggest that collaborative housing solutions that address the housing challenges experienced by Metlakatla renters could potentially have benefits for the broader community of Indigenous renters in the city.

8.2. Choosing informal over formal collaborative arrangements

While most interview participants said that collaboration between Metlakatla, the City of Prince Rupert, and other stakeholders on off-reserve housing was a good idea, workshop participants were reluctant when prompted to discuss what that collaboration would look like. They decided to maintain an informal collaboration process, and to continue existing ad hoc arrangements for implementing project-based collaboration. This rejection of a formalized approach is noteworthy: while workshop participants expressed a strong desire to take action on housing, the ad hoc collaborative arrangement they chose has in the past not been able to address adequately the critical incidence of CHN among Metlakatla renters in Prince Rupert. However, this preference for informal arrangements may reflect at least in part a past lack of coordination and trust between MFN and the City, and a frustration with the pace of progress thus far on meeting housing needs. There is an immediate need to take action on housing, and

there are gaps and overlaps in jurisdiction and responsibility, so working together on a project-by-project basis makes some sense.

Indigenous planning scholar Sharon Hausam (2013) points out that the reasons Indigenous people choose to participate in collaborative planning processes can be nuanced and are often hidden. Depending on whether their goals can be met, Indigenous communities may opt to, “fully participate in a planning process, do something entirely outside of it, or some combination. Decisions are made repeatedly as conditions and the planning process change over time” (Hausam, 2013, p.168). The CEM program is an Indigenous planning program; as such it holds dual goals of self-determination and improving well-being (Matunga, 2013) for Metlakatla. The subject of sovereignty emerged in workshop discussions of participation in formal planning processes, and in particular in relation to city-led initiatives such as ReDesign Rupert. MFN leadership expressed concern that a more formal collaborative arrangement might impinge on the Nation’s sovereignty. From this perspective, ad-hoc arrangements may give MFN greater control over decision-making, a “power” which previous studies have identified as an important factor for Indigenous planning goals to be met within collaborative arrangements (e.g., Hausam, 2013; Morton et al., 2012). The informal approach chosen at the workshop may offer a middle ground in which MFN can participate in tangible action on housing while protecting their sovereignty and control over decision-making.

Whether informal collaboration will generate sufficient action to address the significant housing needs of Metlakatla renters in Prince Rupert remains to be seen. Workshop participants’ reluctance to pledge specific resources or commit to timelines raises the question of whether there will be follow through to implement the collaborative arrangements discussed at the workshop. At the time of writing, none of the collaborative actions that were approved in principle at the workshop had been implemented. Clearly, there remains work to be done for collaboration on off-reserve rental housing in Prince Rupert to be effective, whether by formal or informal arrangements.

8.3. Recommendations

In this section, I provide three different types of recommendations for Metlakatla:

1. Actions MFN can take in the short-term to address the high incidence of CHN among Metlakatla renters in Prince Rupert;
2. Actions MFN can take to improve housing-focused collaboration when working with external stakeholders; and
3. Next steps for the CEM Program's collaborative housing management strategy

8.3.1. Taking action to reduce core housing need among Metlakatla renters in Prince Rupert

Throughout all phases of my study, participants were eager to discuss the actions that would impact the housing landscape in Prince Rupert. Based on my study results, I identified four action-areas where MFN can effect change off-reserve to reduce the incidence of CHN experienced by Metlakatla renters in Prince Rupert:

- Data and Information,
- Outreach and Education,
- Supply and Infrastructure, and
- Governance and Relationships.

In addition, the vast majority of participants in my study indicated their support for taking action on housing issues in Prince Rupert, describing local housing challenges as urgent and unacceptable. This climate in favour of housing change offers Metlakatla the opportunity to begin implementing housing actions in the near future. In support of this timeline, in this section I recommend key actions that can be implemented in the short term for each action-area. While many of the actions involve external collaboration, some are initiatives that Metlakatla can implement internally. To help ensure political feasibility, all the collaborative actions I recommend were discussed and approved by leadership from MFN and the City of Prince Rupert at the workshop.

Table 7 outlines the four action-areas and corresponding actions that MFN can take to address off-reserve rental housing in Prince Rupert in the short-term. Each action is further categorized by whether or not it is collaborative, which parties would be responsible for its implementation, and the timeline that was approved at the workshop (if applicable). The parties that should be responsible for implementation of collaborative actions were determined by participants at the workshop. My recommendations for internal implementation of non-collaborative actions are based on what participants said at the workshop and my understanding of the structure of MFN governance. I then discuss each of these actions in greater detail.

Table 7: Four Action-Areas and short-term actions for MFN to reduce core housing need among Metlakatla renter households in Prince Rupert

Action-Area	Recommended Action	Collaboration Required? (Y/N)	MFN internal responsibility	External Partner(s)	Approval at workshop? (Y/N; timeline)
Data and Information	Complete a detailed housing needs assessment of MFN membership	N	MGC - Director of Lands CEM Program	N/A	N – Not discussed at workshop
	Coordinate data collection and analysis with the City (and other local organizations when appropriate)	Y	MGC - Director of Lands CEM Program	City of Prince Rupert - City Planner	Y – As soon as possible (inform 2020 MMC and upcoming City survey plans)
Outreach and Education	Designate a Metlakatla staff member, or expand an existing staff portfolio, to assist members in accessing off-reserve housing and support services	N	TBD - New Position	N/A	N – Not discussed at workshop
	MFN staff attend quarterly meetings of service providers in Prince Rupert	Y	MGC (staff)	Prince Rupert Social Infrastructure Alliance (Service Providers)	Y – As soon as possible (no specific timeline given)
Supply and Infrastructure	Prepare housing development proposals in anticipation of future funding opportunities	Y	MDC - Operations Manager	City of Prince Rupert - City Manager	Y – before April 2020 (Next call for BC Housing Indigenous Housing Fund)
Governance and Relationships	MFN and City leadership discuss ongoing city planning initiatives (ReDesign Rupert strategy and the CPR Official Community Planning process)	Y	MGC - Chief Councillor	City of Prince Rupert - Mayor City of Prince Rupert - City Planner	Y – First meeting before Dec 12, 2019 (when Re-Design Rupert plans would be unveiled to broader community)
	Create an internal housing committee for MFN with representation from members renting in Prince Rupert	N	Include representation from: Council, staff, members with varied housing experiences	N/A	N – Internal committee not discussed at workshop

MFN = Metlakatla First Nation; MGC = Metlakatla Governing Council; MDC = Metlakatla Development Corporation; CEM = Cumulative Effects Management; MMC = Metlakatla Membership Census

Complete a detailed housing needs assessment of MFN membership: The report from the 2018 National Housing Conference highlighted the importance of evidence-based decision-making to address housing issues, and the role of disaggregated data to understand the needs of vulnerable communities, including Indigenous people (Markovich, 2018). While BC Housing will require Housing Needs Reports from municipalities by 2022 (Office of Housing and Construction Standards, n.d.), this had yet to be completed by the City of Prince Rupert at the time of writing. In addition, one key informant said that provincial and federal housing data on Prince Rupert is inaccurate, and that a needs assessment based on these data would underestimate CHN in the city. Further, while such a report would likely disaggregate data on the Indigenous population of Prince Rupert as a whole, it would not do so for MFN members specifically. At the workshop, participants from Metlakatla indicated that one of the reasons Cedar Village Elder's Housing has very few Metlakatla residents despite being an MFN-led project is that some of the barriers to housing for Metlakatla members were not adequately understood prior to project development. As stated by one key informant when discussing the effectiveness of joint construction of affordable rental housing units, "you can't fix bad by just throwing more at it". Finally, workshop participants said that a more specific understanding of local housing need will lead to better targeted housing management actions. A detailed housing needs assessment of the MFN membership can help to ensure that future outreach and supply initiatives align with the specific needs of Metlakatla households. This is also an action that can be implemented internally by MFN.

Coordinate data collection and analysis with the City (and other local organizations when appropriate): A joint research partnership to monitor and understand the data on housing need was rated as very effective at meeting the housing needs of Metlakatla renters living in Prince Rupert by the majority of (5 of 9) key informants. Further, working together on data and information was the most broadly supported type of collaborative arrangement across different key informant groups. One key informant also emphasized that good data on housing need would be critical for Metlakatla and the City to advocate to the provincial and federal government to gain additional resources for housing initiatives. In addition, Hausam (2013) identifies information as one of the resources that offers decision-making power within collaborations. Coordinating data collection and analysis can support meaningful power-sharing by ensuring that decision-

makers from both Metlakatla and the City have access to the same information. As staff from both governments would be working together, this collaborative action could also strengthen relationships between MFN and City departments. At the workshop, this action was recommended by the City and Metlakatla representatives indicated their support. Participants highlighted the opportunity to coordinate housing need data in the upcoming Metlakatla Membership Census and Prince Rupert Official Community Plan surveys. Workshop participants from the Transition House Society and the Unemployed Action Centre also indicated an interest in better coordinating their own housing data collection with Metlakatla, for example, on the Prince Rupert Homeless Count and on landlord-tenant disputes.

Designate a Metlakatla staff member, or expand an existing staff portfolio, to assist members in accessing off-reserve housing and support services: Key informants identified the lack of dedicated housing staff as a barrier for Metlakatla to implement any housing actions. This was also evident at the workshop where there was some reluctance or difficulty in assigning specific resources to collaborative housing initiatives. Ensuring there are staff with a mandate for housing issues will increase the internal capacity of MFN to implement housing actions and to participate in collaborative housing arrangements. Further, if this position focused on outreach and education, it could provide immediate assistance to Metlakatla members who are currently struggling and who may not be able to wait for longer term housing solutions. This could include offering the Ready-to-Rent course, which workshop participants said is no longer offered in Prince Rupert. MFN renters and front-line service providers emphasized the need for housing support that is direct, comprehensive, and meets renters where they are at. Some key informants identified the Metlakatla Employment Coordinator, a staff member who is based in Prince Rupert and supports the membership with career planning and finding work, as a possible model for an off-reserve housing outreach position.

Prepare housing development proposals in anticipation of future funding opportunities: The long-term aim is to increase the supply of rental housing in Prince Rupert that Metlakatla renters can afford. A general shortage of affordable housing units in the city was identified in focus groups and key informant interviews as one of the housing challenges with the highest impact on whether Metlakatla renters are able to live in housing that meets their needs. Key informants also identified funding partners as being of particular importance for successful housing-focused collaboration, and 6/9 key

informants rated joint construction of affordable housing units as being very effective at meeting the housing needs of Metlakatla renters in Prince Rupert. The Provincial government was identified by many key informants as a powerful funding partner; at the workshop, a representative from BC Housing reviewed several programs that could help to provide resources for new rental housing construction for Indigenous residents in Prince Rupert. One key informant highlighted the importance of stacking federal and provincial funding with private and non-profit sources to deepen the affordability of social housing projects. At the workshop, participants recognized a need for Metlakatla and the City to work together to prepare development proposals in order to take advantage of expected calls for upcoming funding from BC Housing and CMHC. Notably, MFN could choose to work with funding partners without extensive collaboration with the City. However, land-use planning (including development permit approval) is the responsibility of municipal governments (Chisholm & Hulchanski, 2019; Markovich, 2018). As noted by one key informant, having a good working relationship with municipal partners can both lower the cost of housing initiatives and can help to ensure that housing projects move efficiently through bureaucratic processes.

MFN staff attend quarterly meetings of service providers in Prince Rupert: At the workshop, Metlakatla staff were invited by service providers to attend Social Infrastructure Alliance meetings. These are quarterly gatherings of organizations providing front-line services to vulnerable community members in Prince Rupert. In interviews, some Metlakatla staff struggled to identify any local services that could support members with off-reserve housing challenges and referred to the jurisdictional separation between on-and off-reserve issues. Metlakatla renters themselves expressed frustration with this separation in the services and supports available to them. By attending Social Infrastructure Alliance meetings, Metlakatla staff can increase their awareness of services available to members living in Prince Rupert and may thus be able to provide better referrals for members in need.

MFN and City leadership discuss ongoing city planning initiatives: As evident in my conversations with non-Metlakatla Indigenous renters and City Councillors, Metlakatla members are not the only residents of Prince Rupert who struggle to meet their housing needs. Not all housing initiatives will, or can, be led by MFN. At the workshop, elected leaders from Prince Rupert welcomed MFN involvement in their ongoing planning initiatives: the ReDesign Rupert Strategy and the development of an

updated Official Community Plan. However, City leaders also indicated that these initiatives would likely move forward regardless of the level of participation from MFN. Metlakatla leadership expressed an interest in learning more prior to committing to any planning initiatives, but also a concern over loss of sovereignty when participating in external processes. Hausam (2013) writes that participating in external planning processes can be a way for Indigenous communities to, “build relationships and educate others... to enhance support for goals...[and] can also result in “getting to know the enemy” (p.167). It is possible that participating in City planning processes could be an opportunity to advocate for MFN housing goals and to influence long term change in Prince Rupert. At the workshop, Metlakatla and Prince Rupert leadership agreed to meet before the public reveal of ReDesign Rupert a few weeks later. Doing so offers an opportunity for Metlakatla to proactively seek the information needed to determine the appropriate level of future involvement in City-led housing initiatives.

Create an internal housing committee for MFN with representation from members renting in Prince Rupert: In focus groups, Metlakatla renters identified a grassroots, community-based committee of Metlakatla members as being an important driver of housing solutions that could meet their needs. Further, 6/9 key informants rated a grassroots committee as very effective. Participants said that grassroots initiatives would empower the people who experience housing challenges. An internal housing committee would also increase MFN’s internal capacity to implement housing initiatives. The committee could be responsible for researching and recommending housing actions and collaborative housing arrangements to Metlakatla Council, and for guiding the implementation of Council’s housing decisions. Including members with lived experience of renting in Prince Rupert can help to ensure that off-reserve rental housing challenges are addressed by the committee.

8.3.2. Improving housing-focused collaboration with external stakeholders

The multi-stakeholder workshop was an important opportunity for MFN to set the stage for future collaboration with the City of Prince Rupert to address the housing challenges experienced by Metlakatla renters living in the city. Representatives from both governments, along with local service organizations, stated an interest in collaborating on off-reserve housing, despite issues of jurisdictional complexity. With a

primary focus on increasing the supply of affordable rental housing, workshop participants committed in principle to a range of collaborative actions at the governance, project development, and technical and planning levels. However, the workshop outcomes also demonstrated that there remains much work to be done towards strengthening collaboration between MFN and the City of Prince Rupert. As noted by the workshop facilitator, the preference to continue pursuing ad hoc, one-off collaborative housing initiatives is likely indicative of the fact that the group was being asked to formalize a collaborative arrangement, “when the more general question of how the parties relate and work together has not been fully answered” (Usborne, 2019, p.10).

While the previous section focused on actions that Metlakatla can take to improve off-reserve rental housing, here I focus on improving collaboration. In Section 7.1.4, I identified four inter-related factors that key informants said are important for effective collaboration on off-reserve housing in Prince Rupert: Representation, Resources, Responsibility, and Relationships (see Figure 8). Using the multi-stakeholder workshop as a case study, I identify actions that Metlakatla can take to address each of the “Four R’s” and improve housing-focused collaboration with external stakeholders. These recommendations are summarized in Table 8 below, and are described in greater detail in the remainder of this section:

Table 8: Recommended actions for MFN to improve housing-focused collaboration with external stakeholders

Factor for Strong Collaboration	Criteria	Recommended actions for Metlakatla
Representation	<ul style="list-style-type: none"> Inclusive: decision-makers, staff, funders, and affected community members are represented Ensure the collaboration has a clear vision and defined roles for all parties involved 	<ol style="list-style-type: none"> Define goals for project-based collaborative arrangements (including timelines) and roles for each party Ensure staff responsible for implementation are involved in collaborative planning Create an internal housing committee for MFN with representation from members renting in Prince Rupert.
Resources	<ul style="list-style-type: none"> Secure, sustainable sources of funding Good data for decision-making Each party has sufficient internal capacity to participate 	<ol style="list-style-type: none"> Create a housing-focused MFN staff position Improve data collection on drivers of MFN housing stressors and CHN Coordinate data collection to improve comparability with larger-scale surveys Engage with potential funding partners
Responsibility	<ul style="list-style-type: none"> Parties have the authority and intention to take action Willingness to work beyond individual 'siloes' 	<ol style="list-style-type: none"> Create a housing-focused MFN staff position Define goals for project-based collaborative arrangements
Relationships	<ul style="list-style-type: none"> Built on trust, respect, clear communication Demonstrated commitment to reconciliation with Indigenous people 	<ol style="list-style-type: none"> Collaborate on easy-to-implement ad hoc actions Commit to longer-term relationship-building Ensure clear and consistent communication between parties

MFN = Metlakatla First Nation; CHN = Core housing need; City = City of Prince Rupert

Representation

Key informants said that decision-makers, implementers (i.e., staff), and users/recipients (i.e., people with lived experience) should be included from the beginning of a collaboration. This is similar to the best practices for collaborative environmental planning identified by Gunton and Day (2003), although those authors also recommend including technical experts to ensure solutions are feasible. The literature also supports the inclusion of those with lived experience in housing collaboration, as evident in this quote by Smale (1995): “people are the experts in themselves, their situation, their relationships, and what they want and need” (as seen in Anderson, 2013, p.136).

In key informant interviews, participants' ratings of how effectively different collaborative arrangements would address the housing needs of Metlakatla renters in Prince Rupert differed depending on their area of expertise, further highlighting the need for inclusive representation in collaborative arrangements. For example, the consistency in responses from service providers may reflect the similarity in their professional experiences compared to other respondents, and their comparatively high rating of a resource centre may stem from their own work providing front-line assistance. In contrast, the inconsistency in responses from participants working for Metlakatla may be because these participants come from a range of backgrounds, including service providers, managers, and development staff. Additionally, because MFN has no mandate for off-reserve housing, some of these participants may have less familiarity with housing issues than front-line service providers alone.

Key informants also recommended working closely with funding partners (e.g., CMHC, BC Housing, major industry) and other First Nations. My review of collaborative, primarily Indigenous community housing initiatives in Canada demonstrated that funding partners are often key players in successful housing initiatives (e.g., Anderson, 2013; Community Housing Affordability Collective, n.d.; Pacific Community Resources Society, n.d.). A full list of potential partners for community-based housing collaboration in Prince Rupert is outlined in Appendix D.

When determining who to invite to the workshop, Metlakatla Governing Council chose to prioritize locally-based organizations, noting that the workshop was a first step towards housing collaboration and that federal and provincial funding partners could be engaged in the future. In addition, working with other governments is a complex process of government-to-government relations; Metlakatla Governing Council determined that at this preliminary stage in exploring collaborative housing action it would focus on a single government-to-government partnership: with the City of Prince Rupert, and did not invite representatives from other First Nations to the workshop.

Finally, key informants said to ensure that the collaboration has a clear vision and roles for all parties involved. The importance of goal setting and defining roles and responsibilities was evident in other studies of collaborative management and planning. Studies on collaboration with government actors in a range of contexts (e.g., Bakvis &

Juillet, (2004), Gunton & Day (2003), and Molgat Sereacki (2007)) all find that these steps are factors that can help to ensure the success of collaborations.

At the workshop:

- Elected officials and staff of Metlakatla and the City were well-represented at the workshop. The presence of the Mayor and Chief Councillor provided the authority to make the decision to commit to collaborative actions. However, some of the staff assigned to actions (e.g., the City Manager) were not present. Those with lived experience with Indigenous rental housing were not at the workshop, but service providers and CEM Program researchers advocated on their behalf.
- All parties expressed the desire to improve housing in Prince Rupert, with a particular focus on increasing the supply of housing that meets the needs of low-income renters, including many Metlakatla members. No formal vision or interest statement was developed, however.
- Roles of MFN and the City were discussed but remained at a high-level and the discussion often returned to questions of jurisdictional authority for housing rather than defined roles or tasks within a housing-focused collaboration. Personnel were assigned to support ad-hoc collaborative actions.
- Metlakatla leadership chose not to invite other Nations to this first workshop on housing. They cited the need to focus first on Metlakatla members, and that ongoing governance processes may be more appropriate channels for collaboration with other Nations at this time. The recent high-level MOU signed between the City, Metlakatla, and Lax Kw'alaams was given as an example of a platform to explore conversations on housing with other Nations.

Recommendations:

1. Define goals for project-based collaborative arrangements and roles for partners, to help ensure that there is the accountability and coordination needed to follow through with implementation (see "Responsibility").
2. Ensure that staff responsible for implementation are involved in collaborative planning.
3. MGC should consider creating an internal housing advisory committee that includes representation from members renting in Prince Rupert. This committee can provide recommendations to guide which collaborative housing actions MFN undertakes. Metlakatla renters and key informants said that a grassroots committee would be very effective for addressing the housing needs of off-reserve rental households.

Resources

Key informants placed a large emphasis on the role of adequate funding for successful collaboration. The importance of adequately resourcing Indigenous housing-focused collaboration is evident in Catherine Palmer & Associates Inc. (2007) comprehensive needs and capacity assessment of Indigenous housing in BC, in which

seven of 20 barriers identified to ‘closing the gap’ for Indigenous housing were financial in nature. While study participants focused on the role of the provincial and federal governments as project funders, the Partnership Model for community-based housing delivery (see Figure 7; adapted from Munro (n.d.)) identifies potential funding and resourcing roles for all levels of government and the private and voluntary sectors.

Key informants also identified the importance of good data for good decision-making. The problem of bad evidence leading to bad policy decisions and the need for place-based solutions to local housing challenges were also highlighted by participants from across the Canada at the 2018 National Housing Conference (Markovich, 2018). In addition, previous studies on housing in Prince Rupert have found that high quality local housing data is lacking (City of Prince Rupert, 2015b) and that there is limited local capacity to gather better data (Urban Systems, 2015).

Key informants said that individual organizations need sufficient internal capacity to participate meaningfully in collaboration. Indigenous planning scholars have emphasized the importance of internal capacity development within Indigenous institutions for external collaboration to be successful (Barry, 2012; Hausam, 2013; Prusak et al., 2016). This may be an especially important consideration given that the amount of staff time and resources required for successful housing collaboration is often underestimated (Molgat Sereacki, 2007).

At the workshop:

- Participants identified resources from all levels of government to put towards off-reserve Indigenous housing initiatives. MFN and the City expressed the intention to work together to submit funding proposals and to advocate for additional funding to be made available from BC Housing.
- Current housing data was stated to be insufficient. Metlakatla representatives stated that Cedar Village been constructed without a complete understanding of housing barriers resulting in a development that currently provides housing to many Prince Rupert residents but few Metlakatla members. Prince Rupert representatives emphasized that the housing data used by BC Housing and CMHC underrepresents CHN in the City.
- Participants’ reluctance to commit to specific resources, personnel, and timelines may be due at least in part to a lack of internal capacity at the City and Metlakatla to address off-reserve housing issues. Staff time may be a key constraint here: Prince Rupert has only one City Planner and MFN does not have a housing manager.

Recommendations:

- 1) Increase internal capacity to address off-reserve housing by dedicating designated MFN staff to housing issues, either by creating a new position or expanding existing staff portfolios. See “Responsibility”.
- 2) Continue to improve data collection techniques to better understand the housing needs of Metlakatla members. The possibility of including a Housing Needs Assessment in the MMC was suggested at the workshop.
- 3) Coordinate data collection to ensure Metlakatla-specific housing data can be easily compared to housing data collected at the municipal, provincial, and national levels.
- 4) Engage with potential funding partners to ensure there are adequate resources for implementing housing initiatives; take advantage of upcoming calls for funding from federal and provincial governments.

Responsibility

Key informants said that a lack of clear local responsibility for off-reserve housing issues may present a significant barrier to collaborative housing action in Prince Rupert. The lack of jurisdictional clarity within the Canadian housing system is well-documented (e.g. (Chisholm & Hulchanski, 2019; Hulchanski, 2006; Walker, 2008), as is the jurisdictional complexity surrounding Indigenous governance. Despite these challenges, however, Matunga (2013) recognizes that effective Indigenous planning must be able to influence outcomes in an external environment over which it has no direct control. Further, Hulchanski (2006) states that government actors tend to use jurisdiction as an excuse when they wish to avoid taking responsibility for housing challenges. This suggests that for housing-focused collaboration in Prince Rupert to be effective, both MFN and the City of Prince Rupert will need to commit to working beyond the siloes of individual mandates and to taking action in spite of the complex jurisdictional landscape of off-reserve housing.

At the workshop:

- Participants stated that addressing CHN of Metlakatla renters in Prince Rupert was beyond the jurisdictional authority of MFN and the City of Prince Rupert, and neither have roles whose main focus is urban Indigenous housing issues.
- Difficulties assigning personnel to housing actions due to limited internal capacity may be due in part to the lack of clarity about jurisdiction over urban Indigenous rental housing.
- No Metlakatla staff member or department has a mandate for housing off-reserve, and the city has only one planner. Neither government has a housing manager.

- Both governments expressed the intention to work beyond their formal jurisdictions to address this common problem and indicated possibilities for shifts in responsibility for housing in the future.
- Metlakatla leadership stated MGC understands that in order to meet the needs of their members, additional resources will need to be put towards off-reserve housing despite the fact that it is not within their mandate
- City leadership stated that its current housing role could change in the future to include exploring social support services and taking a more active role in developing affordable housing. Upcoming city planning processes are expected to determine how the City's role in housing could shift.

Recommendations:

- 1) Increase internal capacity to address off-reserve housing by dedicating designated MFN staff to housing issues, either by creating a new position or expanding existing staff portfolios.
- 2) Define goals for project-based collaborative arrangements and roles for partners: to help ensure that there is the accountability and coordination needed to follow through with implementation. Set and commit to a vision to help sustain momentum and political will to take action despite jurisdictional complexity.

Relationships

Key informants said that strong relationships are the foundation of effective collaboration over the long-term but take time and dedication to build. They identified trust, respect, and clear communication as key factors for strong relationships in Prince Rupert. This understanding of relationships is evident in Bakvis and Juillet's (2004) assertion that trust is the most important element of effective collaborative arrangements. Gunton and Day (2003) outline important steps for relationship-building in collaborative planning, including establishing respectful ground rules and setting terms of reference for the collaborative arrangement. According to Hausam (2013), collaborative planning "requires a substantial commitment for extensive face-to-face dialogue to build relationships and develop goals and objectives" (p.167). This suggests that strengthening relationships for better collaborative arrangements in Prince Rupert will likely be a long-term process and may not align with the urgent timelines of Metlakatla members in acute housing crises.

One key informant said that a demonstrated commitment to reconciliation from the City is essential for strengthening the relationship between MFN and the City of Prince Rupert. The importance of reconciliation is supported by researchers including Walker (2003; 2008), Walker and Barcham (2010) and Anderson (2013), who have

found that Indigenous housing initiatives are most successful when they support Indigenous self-determination. The 2019 commitment of the BC government to implement UNDRIP law suggests a commitment by the provincial government towards reconciliation (Aboriginal Housing Management Association, 2020); how this commitment will impact politics at a local level remains to be seen.

At the workshop:

- Participants emphasized the value of bringing people together to address a common and complex problem. The workshop was the first time many participants were in the same room to discuss housing, and as such represented a first step in relationship building.
- Participants said that they had learned a great deal, and that these multi-stakeholder conversations should continue on a regular basis in the future.
- There was evidence of poor communication regarding City planning initiatives. For example, the public reveal of the ReDesign Rupert initiative was just a few weeks away and, while City leadership expressed a desire for Metlakatla to participate, many Metlakatla representatives were not aware of the initiative. Further, the community “reveal” event had been scheduled for a date when Metlakatla leadership would not be able to be present. Clearly the processes by which Indigenous communities participate in municipal planning in Prince Rupert can be improved.
- In addition, MFN expressed concerns about possible loss of sovereignty when participating in external processes.
- The preference for ad-hoc collaboration on specific, short-term projects rather than a longer-term, formal collaborative arrangement may be due in part to a lack of trust and understanding between parties.

Recommendations:

1. Collaborate on easy-to-implement ad hoc actions: create a positive feedback loop whereby informal collaboration to implement actions can help strengthen relationships, which can then lead to more formal long-term collaboration.
2. Commit to longer-term relationship-building processes, such as regular government-to-government meetings, in addition to short-term, immediate housing action.
3. Create structures or processes that support clear and consistent communication between parties

8.3.3. Next Steps for the CEM Program: revisiting the collaborative housing management strategy

The CEM Working Group recommended a collaborative management strategy for the housing value because of the extra-jurisdictional nature of off-reserve housing. By

working with other stakeholders to implement a range of actions, collaborative management could target a range of housing stressors and combine local resources to address a common problem. As part of the collaborative management strategy the CEM Working Group recommended a suite of actions. Many of these actions involve a specific collaborative arrangement: a housing advisory committee for the City of Prince Rupert.

My results indicate that such a committee, or any formal collaborative housing arrangement between the Metlakatla First Nation and the City of Prince Rupert, may not be feasible at this time. Workshop participants strongly preferred ad-hoc approaches to collaboration, and City leadership was opposed to any type of joint committee or working group. As such, the Metlakatla may wish to re-visit the suite of actions recommended in the housing management strategy to focus on those I identified in Table 7 of this report.

In their evaluation of collaborative environmental planning, Gunton & Day, (2003) find that collaboration may not be appropriate in all contexts, and will not be effective where participants are not motivated to collaborate. In addition, Hausam (2013) argues that Indigenous participation in collaborative planning must also be determined in relation to other options for meeting Indigenous planning goals (such as legal and political processes, social advocacy and public education). Of note, my study revealed that there are actions that Metlakatla First Nation can implement internally that could build a stronger foundation for both meaningful off-reserve housing initiatives and better collaboration with the City. These include completing a detailed housing needs assessment of the membership, dedicating a staff position to housing issues and member support, and creating an internal housing committee with member representation. These actions could serve as pre-requisite, or “standard management actions,” in a revised housing management strategy for the CEM program. For the CEM Program, collaboration is just one, albeit important, tool available to advance the goal of reducing CHN among Metlakatla renters in Prince Rupert.

8.4. Effecting change off-reserve

At present, Canada’s First Nations’ communities have a limited zone of influence or jurisdiction within their traditional or claimed territories where they can exercise their sovereignty with regards to their own goals or plans. This report has attempted to probe

how this jurisdictional boundary can be effectively crossed in order for Nations to improve the wellbeing of their members or citizens. In regions where First Nations do not have clear authority off-reserve under negotiated agreements or resolved land claims, Nations may need to engage with other stakeholders at local or regional levels to effect change, and this engagement presents a series of choices and potential challenges.

First Nations may choose to pursue collaborative engagements, as in the case of Metlakatla and the City of Prince Rupert, with local governments and other stakeholders, working together to solve problems that impact the broader community. My research looked at the potential for Metlakatla First Nation to advance community planning goals and improve off-reserve housing by collaborating with external stakeholders, in particular the City of Prince Rupert. Elected leaders from Metlakatla and the City indicated that they preferred informal over formal collaboration on off-reserve housing challenges. Workshop participants chose to pursue ad-hoc, project-based collaborative arrangements, and leadership from both governments approved in principle collaborative actions on the governance, project development, and planning levels.

Bakvis & Juillet (2004) note that there is a role for both formal and informal collaboration in different contexts, but state that all effective collaboration must be supported by trusting relationships. The concern Metlakatla leadership expressed over loss of sovereignty when participating in City-led planning processes, and key informants' emphasis on the need for active reconciliation, indicate that there is work to do in building trust between the parties. Hausam (2013) also discusses the importance of decision-making power within collaborative planning processes as critical for meeting Indigenous planning goals. It may be possible that, at this time, informal collaboration allows MFN to exercise greater control over the decision-making process when working with the City on off-reserve issues.

Improving housing and improving collaboration are inter-related processes in Prince Rupert; this is evident in the overlap between the actions I recommend in sections 8.3.1 and 8.3.2. Over the course of the workshop, it became evident that, “the work of relationship building will have to continue in parallel to and in conjunction with the housing conversation moving forward” (Usborne, 2020, p. 10). The workshop also demonstrated that the housing conversation itself has potential to, “establish, promote, and breathe life into the potential for a stronger foundational relationship between the

parties” (Usborne, 2020, p. 10). In this sense, committing to small, relatively easy-to-implement, short term actions together offers opportunities both to improve off-reserve housing and to strengthen collaborative arrangements in Prince Rupert. Such an approach may be useful for Metlakatla when engaging with the City in issues beyond housing, and for other Indigenous communities looking to collaborate with local governments on off-reserve issues.

I identified steps that Metlakatla can take internally to strengthen collaboration with the City. These recommendations may support other Indigenous governments to strengthen their power within local informal collaborative arrangements. Adopting a mindset of working beyond mandated siloes, taking steps to increase the capacity of internal departments to work at larger scales with external actors, creating opportunities to increase member representation, and continuing to facilitate long-term relationships may all support Indigenous communities to meet their planning goals in collaborative settings. In so doing, through informal collaborative arrangements, Indigenous communities may be able to partner more effectively with local governments to advance both the well-being and self-determination of Indigenous people living in cities.

Finally, as discussed in relation to off-reserve housing in section 8.3.3, collaboration is not the only option that Indigenous communities have for effecting change in urban settings. Collaboration is an important tool for bridging gaps in complex jurisdictional landscapes, such as for off-reserve housing, however it is not a panacea. Rather, collaboration is one of many options Indigenous communities may employ to effect change of-reserve (Hausam, 2013).

Chapter 9. Conclusion

This report has detailed my research with the Metlakatla First Nation as they work to implement a strategy for managing rental housing off-reserve but within Metlakatla Territory, in the nearby city of Prince Rupert, BC. The Metlakatla are interested in managing housing using the framework of the CEM Program, an MFN-specific, community-driven resource management and planning program. However, off-reserve housing is beyond the direct jurisdictional authority of the Metlakatla Council, or any other single governmental authority. Implementing a management strategy for community-based housing off-reserve involves working with external stakeholders, including the City of Prince Rupert. As Metlakatla had only limited external engagement on housing issues prior to my study, a better understanding was needed of how a collaborative management strategy on off-reserve rental housing in Prince Rupert could be implemented.

This report has presented my study, the goal of which was to identify and describe the key factors that could affect the success of collaboration between the Metlakatla First Nation and the City of Prince Rupert (and other local and regional organizations) to address housing challenges for Metlakatla renters off-reserve, in Prince Rupert. Using a mixed-method approach, I spoke with Metlakatla and other-Indigenous renters in Prince Rupert and key informants on local housing collaboration and attended a multi-stakeholder workshop on housing in Prince Rupert hosted by MFN. By analyzing the results from these different interactions, I developed recommendations for Metlakatla to pursue collaborative and non-collaborative actions to reduce CHN among Metlakatla renter households in Prince Rupert.

This research makes it clear that, for community-based housing delivery in Prince Rupert, improving collaboration and improving housing are inter-related processes. There is a long history of interactions between MFN and the City of Prince Rupert, and relationships cannot be changed overnight. It was evident that the work of relationship building will have to continue in parallel to and in conjunction with the housing conversation moving forward (Usborne, 2019).

My study also helps to guide the future actions that MFN will take to manage the housing value of the CEM Program, and the approach used to implement those actions.

In addition, the lessons learned from my study can support the development of implementation plans for future CEM Program values that involve engaging external stakeholders, as well as future collaboration between Metlakatla First Nation and the City of Prince Rupert beyond the issue of housing. I recommended two sets of actions that MFN can take: one set to reduce CHN among renter households in Prince Rupert, and another set to improve housing-focused collaboration with the City of Prince Rupert. There was considerable overlap between the recommendations. My study identified four action-areas where Metlakatla can advance housing change off-reserve: data and information, supply and infrastructure, outreach and education, and governance relationships. I also identified four factors necessary for strong collaboration between Metlakatla and external stakeholders: Representation, Resources, Responsibility, and Relationships. Finally, I suggested potential next steps for the Metlakatla to re-visit their housing management strategy under the CEM Program, to better reflect my study findings on the practicality of implementing collaborative housing actions in Prince Rupert at this time.

This housing-centred assessment of collaboration is a valuable example of an Indigenous-led approach for effecting change off-reserve. More broadly, the lessons learned from my research are available to First Nations looking to advance their goals in off-reserve housing and other urban issues where jurisdiction over Indigenous needs is inherently complex. Collaboration, whether formal or informal, is an important tool for enhancing Indigenous capacity, particularly to effect change in off-reserve settings. However, my findings suggest that some Indigenous communities may prefer informal over formal collaboration when working at the local level. For Metlakatla, informal arrangements appear to offer the opportunity to take tangible collaborative actions while retaining greater control over the decision-making process and strengthening relationships over time. In this way, implementing informal collaboration at the local level can support Matunga's (2013) dual goals of Indigenous planning: to improve both Indigenous well-being and self-determination.

References

- Aboriginal Housing Management Association. (2020). *Resistance, resilience, revolution, reconciliACTION: 2019-2020 activities and achievements report*. Aboriginal Housing Management Association and the School of Community and Regional Planning at the university of British Columbia.
https://static1.squarespace.com/static/573e02ab62cd943531b23633/t/5f7502d6605da91d2e5e5087/1601504001355/AHMA+AR+201920_v6_spreads.pdf
- Ali, S. H., Foster, T., & Hall, N. L. (2018). The Relationship between Infectious Diseases and Housing Maintenance in Indigenous Australian Households. *International Journal of Environmental Research and Public Health*, 15(12), 2827.
- Anderson, A. (Ed.). (2013). *Home in the City: Urban Aboriginal housing and living conditions*. University of Toronto Press.
- Apostolovski, C. (2019, November 7). Cedar Village Elders Development has opened. *CFNR Network*. <https://www.cfnrm.ca/2019/11/07/cedar-village-elders-development-has-opened/>
- Bakvis, H., & Juillet, L. (2004). *The Horizontal Challenge: Line Departments, Central Agencies and Leadership* (p. 84). Canada School of Public Service.
<https://publications.gc.ca/collections/Collection/SC103-1-2004E.pdf>
- Barry, J. (2012). Indigenous State Planning as Inter-institutional Capacity Development: The Evolution of 'Government-to- Government' in Coastal British Columbia, Canada. *Planning Theory and Practice*, 13, 213–231.
- BC Treaty Commission. (n.d.). *Treaty*. Retrieved August 24, 2021, from <https://www.bctreaty.ca/negotiation-processes>
- Belshaw, J., Nickel, S., & Horton, C. (2016). *Histories of Indigenous Peoples and Canada*. Thompson Rivers University.
<https://histindigenouspeoples.pressbooks.tru.ca/>
- Bowen Island Municipality. (2021, March 5). *Housing Advisory Committee*.
<https://www.bowenislandmunicipality.ca/housing-advisory-committee>
- Brandon, J., & Peters, E. (2014). *Moving to the City: Housing and Aboriginal Migration to Winnipeg*. Canadian Centre for Policy Alternatives. <https://www-deslibris-ca.proxy.lib.sfu.ca/ID/245138>
- Breton, C. (2020). *Summary Report—Urban Indigenous Housing in BC: Municipal response through housing policies and plans*. Aboriginal Housing Management Association and the School of Community and Regional Planning at the university of British Columbia.
<https://static1.squarespace.com/static/573e02ab62cd943531b23633/t/600f5460f6c6424d411ff8b7/1611617378284/Final%2BReport.pdf>
- British Columbia Provincial Health Officer. (2007). *Pathways to Health and Healing – 2nd Report on the Health and Well-being of Aboriginal People in British Columbia*. Ministry of Healthy Living and Sport.
<https://www2.gov.bc.ca/assets/gov/government/ministries-organizations/ministries/health/office-of-indigenous-health/abohlth11-var7.pdf>

- Campbell, K. (2017, May 10). *Metlakatla seniors' housing development defined by medicine wheel design*. Prince Rupert Northern View. <https://www.thenorthernview.com/news/metlakatla-seniors-housing-development-defined-by-medicine-wheel-design/>
- Canada Mortgage and Housing Corporation. (n.d.). *Housing Market Information Portal: Prince Rupert*. CMHC. Retrieved August 31, 2021, from [https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/5947012/4/Prince%20Rupert%20\(CY\)%20\(British%20Columbia\)](https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/5947012/4/Prince%20Rupert%20(CY)%20(British%20Columbia))
- Canada Mortgage and Housing Corporation. (2018, March 31). *About affordable housing in Canada*. <https://www.cmhc-schl.gc.ca/en/professionals/industry-innovation-and-leadership/industry-expertise/affordable-housing/about-affordable-housing/affordable-housing-in-canada>
- Canada Mortgage and Housing Corporation. (2019a, August 14). *Identifying Core Housing Need*. <https://www.cmhc-schl.gc.ca/en/professionals/housing-markets-data-and-research/housing-research/core-housing-need/identifying-core-housing-need>
- Canada Mortgage and Housing Corporation. (2019b, August 14). *Understanding Core Housing Need*. <https://www.cmhc-schl.gc.ca/en/professionals/housing-markets-data-and-research/housing-research/core-housing-need>
- Catherine Palmer & Associates Inc. (2007). *Aboriginal housing in British Columbia: Needs and capacity assessment* (p. 128). BC Office of Housing and Construction Standards. <http://www.housing.gov.bc.ca/pub/AbHousingNov2007.pdf>
- Cedar Village Housing Society. (2019, July 29). About the Society. *Cedar Village Housing Society*. <https://cedarvillagehousingsociety.com/about-the-society/>
- Chevalier, J. M., & Buckles, D. (2013). *Participatory Action Research: Theory and Methods for Engaged Inquiry*. Routledge.
- Chisholm, S., & Hulchanski, J. D. (2019). Canada's Housing Story. In D. Maclennan, H. Pawson, K. Gibb, S. Chisholm, & J. D. Hulchanski, *Shaping Futures changing the housing story final report*. Policy Scotland, University of Glasgow. https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/sf/project/archive/housing_organizations/shapingfutureschangingthehousingstory.pdf
- City of Prince Rupert. (n.d.). *Redesign Rupert*. Redesign Rupert. Retrieved July 24, 2021, from <https://www.redesignrupert.ca>
- City of Prince Rupert. (2014). *Planning for Major Projects—Housing Indicator—Base Line Measurements*. <http://www.princerupert.ca/sites/default/files/development/projects/HousingIndicatorPP.pdf>
- City of Prince Rupert. (2015a). *City of Prince Rupert Non-Market Housing Inventory*. http://www.princerupert.ca/sites/default/files/development/projects/City%20of%20Prince%20Rupert%20-%20Non-Market%20Housing%20Inventory_0.pdf
- City of Prince Rupert. (2015b). *Planning for Major Projects—Go Plan Non-Market Survey Methodology & Results*. <http://www.princerupert.ca/sites/default/files/development/projects/Go%20Plan%20Non->

- Market%20Survey%20Methodology%20%26%20Results%20August%202015.pdf
- City of Prince Rupert. (2019). *Quality of Life—Official Community Plan Bylaw 3236 (2007 with amendments to September 2019)*.
[http://www.princerupert.ca/sites/default/files/bylaws/Official%20Community%20Plan%203236%2C%202007%20\(to%20Amendment%203445%2C%202019\).pdf](http://www.princerupert.ca/sites/default/files/bylaws/Official%20Community%20Plan%203236%2C%202007%20(to%20Amendment%203445%2C%202019).pdf)
- City of Prince Rupert. (2021). *Official Community Plan—Bylaw # 3460* (p. 231).
<http://www.princerupert.ca/sites/default/files/bylaws/2021-01-26%20OCP%20-%20%20final.pdf>
- Coastal First Nations. (2020, June 1). *Tsimshian-inspired Elders' Housing Promotes Cultural Sharing*. Coastal First Nations Great Bear Initiative.
<https://coastalfirstnations.ca/tsimshian-inspired-elders-housing-promotes-cultural-sharing/>
- Community Housing Affordability Collective. (n.d.). *Community Housing Affordability Collective*. Community Housing Affordability Collective. Retrieved September 2, 2021, from <http://www.chacollective.com>
- Compass Resource Management. (n.d.). *Core Housing Indicator Guide Sheet* (p. 10) [Unpublished report]. Metlakatla First Nation.
- Crey, K. (2009). *Bands*. Indigenous Foundations.
<https://indigenousfoundations.arts.ubc.ca/bands/>
- Crown-Indigenous Relations and Northern Affairs Canada. (2017, May 2). *First Nations in Canada* [Promotional material; reference material; report; resource list].
<https://www.rcaanc-cirnac.gc.ca/eng/1307460755710/1536862806124>
- Desmond, M. (2016). *Evicted: Poverty and profit in the American city* (First paperback edition). Crown Publishers.
- Duinker, P. N., & Greig, L. A. (2006). The impotence of cumulative effects assessment in Canada: Ailments and ideas for redeployment. *Environmental Management*, 37(2), 153–161. <https://doi.org/10.1007/s00267-004-0240-5>
- Engeland, J., Rea, W., Rea, R., & Yuen, J. (2008). *The Dynamics of Housing Affordability*. Statistics Canada. <https://www-deslibris-ca.proxy.lib.sfu.ca/ID/212282>
- Falvo, N. (2015, February 5). Responsibility for Housing. *Homeless Hub - Canadian Observatory on Homelessness*. <https://www.homelesshub.ca/blog/responsibility-housing>
- Galletta, A. (2013). *Mastering the Semi-Structured Interview and Beyond: From Research Design to Analysis and Publication*. New York University Press.
<http://ebookcentral.proquest.com/lib/sfu-ebooks/detail.action?docID=1187368>
- Goux, D., & Maurin, E. (2005). The effect of overcrowded housing on children's performance at school. *Journal of Public Economics*, 89(5), 797–819.
<https://doi.org/10.1016/j.jpubeco.2004.06.005>
- Government of British Columbia. (2018). *Homes for B.C.: A 30-point plan for housing affordability in British Columbia* (p. 34).
https://www.bcbudget.gov.bc.ca/2018/homesbc/2018_homes_for_bc.pdf

- Government of Canada. (n.d.-a). *Canada's First Ever National Housing Strategy. A Place to Call Home*. Retrieved November 23, 2019, from <https://www.placetocallhome.ca>
- Government of Canada. (n.d.-b). *Canada's National Housing Strategy* (p. 41). <https://www.placetocallhome.ca/-/media/sf/project/placetocallhome/pdfs/canada-national-housing-strategy.pdf>
- Gunton, T., & Day, J. C. (2003). The Theory and Practice of Collaborative Planning in Environmental Management. *Environments*, 31(2).
- Hainsworth, J. (2020, October 27). Prince Rupert port plans cargo volume doubling by 2040. *Business in Vancouver*. <https://biv.com/article/2020/10/prince-rupert-port-plans-cargo-volume-doubling-2040>
- Hanson, E. (2009). *Reserves*. Indigenous Foundations. <https://indigenousfoundations.arts.ubc.ca/reserves/>
- Hausam, S. (2013). Maybe, Maybe Not: Native American participation in regional planning. In R. Walker, T. Jojola, & D. C. Natcher (Eds.), *Reclaiming Indigenous Planning* (pp. 166–190). McGill-Queen's University Press.
- Hegmann, G., Cocklin, C., Creasey, R., Dupuis, S., Kennedy, A., Kingsley, L., Ross, W., Spaling, H., & Stalker, D. (1999). *Cumulative Effects Assessment Practitioners Guide*. Canadian Environmental Assessment Agency. <https://publications.gc.ca/collections/Collection/En106-44-1999E.pdf>
- Hetling, A., Dunford, A., Lin, S., & Michaelis, E. (2018). Long-Term Housing and Intimate Partner Violence: Journeys to Healing. *Affilia: Journal of Women and Social Work*, 33(4), 526–542. <https://doi.org/10.1177/0886109918778064>
- Howden-Chapman, P. L., Chandola, T., Stafford, M., & Marmot, M. (2011). The effect of housing on the mental health of older people: The impact of lifetime housing history in Whitehall II. *BMC Public Health*, 11(1), 682. <https://doi.org/10.1186/1471-2458-11-682>
- Hughes, J. N. (2003). Commentary: Participatory Action Research Leads to Sustainable School and Community Improvement. *School Psychology Review*, 32(1), 38–43. <https://doi.org/10.1080/02796015.2003.12086179>
- Hulchanski, J. D. (2002). *Housing Policy for Tomorrow's Cities* (p. 40). Canadian Policy Research Networks. http://www.urbancentre.utoronto.ca/pdfs/researchassociates/Hulchanski_Housing-Policy-C.pdf
- Hulchanski, J. D. (2006). What Factors Shape Canadian Housing Policy? The Intergovernmental Role in Canada's Housing System. In R. Young & C. Leuprecht (Eds.), *Canada: The State of the Federation 2004. Municipal-Federal-Provincial Relations in Canada* (p. 30). McGill-Queen's University Press. <https://www.homelesshub.ca/sites/default/files/attachments/2006%20Hulchanski%20-%20What%20Factors%20Shape%20Canadian%20Housing%20Policy%20-%20Chapter%2010%20QUP.pdf>
- Hulchanski, J. D. (2007). *Canada's Dual Housing Policy: Assisting Owners, Neglecting Renters* (Research Bulletin No. 38). Centre for Urban and Community Studies at the University of Toronto.

- <http://www.urbancentre.utoronto.ca/pdfs/researchbulletins/CUCSRB38Hulchanski.pdf>
- Hulchanski, J. D., & Shapcott, M. (Eds.). (2004). *Finding room: Options for a Canadian rental housing strategy*. CUCS Press, Centre for Urban and Community Studies, University of Toronto.
- Indigenous and Northern Affairs Canada. (2021, June). *Registered population* [Administrative page; home page]. https://fnpppn.aadnc-aandc.gc.ca/fnp/Main/Search/FNRegPopulation.aspx?BAND_NUMBER=673&lang=eng
- Jang, B. (2015, January). LNG fuels housing price boom in northwestern B.C. *The Globe and Mail*. <https://www.theglobeandmail.com>
- Jojola, T. (2013). Indigenous Planning: Towards a Seven Generations Model. In R. Walker, T. Jojola, & D. C. Natcher (Eds.), *Reclaiming Indigenous Planning* (pp. 457–472). McGill-Queen's University Press.
- Kwon, K. (2016). *Grounded in values, informed by local knowledge and science: The selection of valued components for a First Nation's regional cumulative effects management system* [Master of Resource Management]. Simon Fraser University.
- Kwon, K. (2017). *Metlakatla Membership Census 2016: Housing Results Summary* (p. 40) [Unpublished report]. Metlakatla First Nation.
- Kwon, K., Zeeg, T., & Roberts, M. (2018). *Housing Briefing Note Draft April 2018* [Unpublished report]. Metlakatla Stewardship Society.
- Leighton, H. (2012, February 17). *Metlakatla First Nation: Presentation to the Enbridge Northern Gateway Joint Review Panel*. <https://www.ceaa.gc.ca/050/documents/p21799/85346E.pdf>
- Lii Michif Optipemisiwak. (n.d.). *Kikékyelc: A place of belonging*. Retrieved September 2, 2021, from <https://lmofcs.ca/kikekyelc/>
- Lu'ma Native Housing Society. (2017). *A Guide to Aboriginal Resources in Greater Vancouver*. <http://lnhs.ca/wp-content/uploads/2017/08/Luma-A-Guide-to-Aboriginal-Resources-FINAL-july2017.pdf>
- MacDonald, C. (2012). Understanding Participatory Action Research. *Canadian Journal of Action Research*, 13(2), 17.
- Markovich, J. (2018). *National Housing Conference – 2018 Report* (p. 37). Canadian Mortgage and Housing Corporation. https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/files/pdf/national%20housing%20conference/nhc_wwh_en_w_acc.pdf?sv=2018-03-28&ss=b&srt=sco&sp=r&se=2021-05-07T03:55:04Z&st=2019-05-06T19:55:04Z&spr=https,http&sig=bFocHM6noLjK8rlhy11dy%2BkQJUBX%2BCDKzkjLHfhUIU0%3D
- Matunga, H. (2013). Theorizing Indigenous Planning. In R. Walker, T. Jojola, & D. C. Natcher (Eds.), *Reclaiming Indigenous Planning* (pp. 3–32). McGill-Queen's University Press.

- Menzies, K. (2020). *Developing a Community-Based Environmental Monitoring Program for Butter Clams in Metlakatla Territory* [Master of Resource Management]. Simon Fraser University.
- Metlakatla First Nation. (n.d.-a). *Economic Development*. Retrieved July 8, 2021, from <http://www.metlakatla.ca/overview/economic-development>
- Metlakatla First Nation. (n.d.-b). *Governing Council*. Retrieved July 8, 2021, from <http://www.metlakatla.ca/overview/mfn-government/governing-council>
- Metlakatla First Nation. (n.d.-c). *Metlakatla First Nation*. Retrieved July 8, 2021, from <http://www.metlakatla.ca/>
- Metlakatla First Nation. (n.d.-d). *Stewardship*. Retrieved July 8, 2021, from <http://www.metlakatla.ca/overview/stewardship%20>
- Metlakatla First Nation. (2019, September 16). *Metlakatla, Lax Kw'alaams and City sign relationship protocol*. <http://www.metlakatla.ca/sites/default/files/2019-09-16%20%20City%20Metlakatla%20and%20Lax%20Kw%27alaams%20sign%20M OU%20-.pdf>
- Metlakatla Governing Council. (2010). *Comprehensive community plan* [Unpublished report]. Metlakatla First Nation.
- Metlakatla Stewardship Society. (n.d.). *Story of Metlakatla*. Retrieved July 8, 2021, from <https://metlakatlacem.wpcomstaging.com/story-of-metlakatladraft/>
- Metlakatla Stewardship Society. (2019). *Methods, Results, and Future Direction of a First Nation-led CEM Program*. Metlakatla Cumulative Effects Management. https://metlakatlacem.wpcomstaging.com/wp-content/uploads/2020/04/Metlakatla_CEM-Synopsis_Apr28_2020.pdf
- Ministry of Indigenous Relations and Reconciliation. (n.d.). *Metlakatla First Nation*. Province of British Columbia. Retrieved July 8, 2021, from <https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations-negotiations/first-nations-a-z-listing/metlakatla-first-nation>
- Ministry of Jobs, Economic Recovery and Innovation. (n.d.). *About the MPI - Province of British Columbia*. Province of British Columbia. Retrieved July 8, 2021, from <https://www2.gov.bc.ca/gov/content/employment-business/economic-development/industry/bc-major-projects-inventory/about-mpi>
- Mochrie, C., Morris, M., & Halseth, G. (2016). *Prince Rupert Housing & Community Profile*. Community Development Institute. <http://www.unbc.ca/sites/default/files/sections/community-development-institute/princerupertreport.pdf>
- Molgat Sereacki, M. (2007). *Fostering Better Integration and Partnerships for Housing in Canada: Lessons for Creating a Stronger Policy Model of Governmental and Community Collaboration*. Canadian Policy Research Networks, Social Housing Services Corporation. <https://www-deslibris-ca.proxy.lib.sfu.ca/ID/207891>
- Morgan, D., & Krueger, R. (1993). *Morgan, D. & Krueger, R. (1993). When to use focus groups and why. In Morgan, D. L. SAGE Focus Editions: Successful focus groups: Advancing the state of the art (pp. 3-19). Thousand Oaks, CA: SAGE Publications, Inc. Doi: 10.4135/9781483349008. SAGE Publications, Inc.*

- Morton, C., Gunton, T. I., & Day, J. C. (2012). Engaging aboriginal populations in collaborative planning: An evaluation of a two-tiered collaborative planning model for land and resource management. *Journal of Environmental Planning and Management*, 55(4), 507–523. <https://doi.org/10.1080/09640568.2011.613592>
- Munro, J. (n.d.). *Housing Matters Programs and Supports*. Affordable Housing Strategy Workshop, Terrace, BC. <https://www.terrace.ca/sites/default/files/docs/business-development/bc-housing-terrace-affordable-housing-workshop.pdf>
- National Aboriginal Housing Association. (2009). *A Time for Action: A National Plan to Address Aboriginal Housing* (p. 45). National Aboriginal Housing Association. https://www.ontarioaboriginalhousing.ca/wp-content/uploads/2014/09/NAHA_Action_Plan_July_2009_FINAL.pdf
- National Collaborating Centre for Aboriginal Health. (2017). *Housing as a Social Determinant of First Nations, Inuit and Métis Health* (p. 16). National Collaborating Centre for Aboriginal Health.
- National Council of Welfare. (2009). Housing for Aboriginal Children and Youth: The Need for a Holistic Approach. In *Finding Home: Policy Options for Addressing Homelessness in Canada*. University of Toronto.
- Newcomb, T. (2019, June 10). Prince Rupert Port Looks to Expansion to Become Second-Largest Canadian Port. *ENR Northwest*. <https://www.enr.com/blogs/15-evergreen/post/46913-prince-rupert-port-looks-to-expansion-to-become-second-largest-canadian-port>
- Nobari, T. Z., Whaley, S. E., Blumenberg, E., Prelip, M. L., & Wang, M. C. (2019). Severe housing-cost burden and obesity among preschool-aged low-income children in Los Angeles County. *Preventive Medicine Reports*, 13, 139–145. <https://doi.org/10.1016/j.pmedr.2018.12.003>
- North Coast Review. (2019, November 7). Official Opening of Cedar Village charts path to December occupancy. *North Coast Review*. <https://northcoastreview.blogspot.com/2019/11/official-opening-of-cedar-village.html>
- Office of Housing and Construction Standards. (n.d.). *Housing Needs Reports—Province of British Columbia*. Province of British Columbia. Retrieved July 7, 2021, from <https://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments-and-housing/policy-and-planning-tools-for-housing/housing-needs-reports>
- Office of the Auditor General of British Columbia. (2015). *Managing the cumulative effects of natural resource development in B.C.* Office of the Auditor General of British Columbia. <https://www.bcauditor.com/sites/default/files/publications/reports/OAGBC%20Cumulative%20Effects%20FINAL.pdf>
- Olagunju, A., & Gunn, J. (2013). What influences valued ecosystem component selection for cumulative effects in impact assessment? *Journal of Environmental Assessment and Policy Management*, 15(4), 22. <https://doi.org/D0I:10.1142/S1464333213500221>
- Pacific Community Resources Society. (n.d.). *Kwayatsut Youth Housing*. Retrieved November 23, 2019, from <https://pcrs.ca/our-services/kwayatsut/>

- Patrick, C. (2014). *Aboriginal homelessness in Canada: A literature review*. Canadian Homelessness Research Network Press.
<https://www.homelesshub.ca/sites/default/files/AboriginalLiteratureReview.pdf>
- Pollack, C. E., Griffin, B. A., & Lynch, J. (2010). Housing Affordability and Health Among Homeowners and Renters. *American Journal of Preventive Medicine*, 39(6), 515–521. <https://doi.org/10.1016/j.amepre.2010.08.002>
- Pomeroy, S. (2004). *Leaks in the Roof Cracks in the Floor CHRA 2004 National Symposium* (p. 21). Canadian Housing and Renewal Association.
<http://www.focus-consult.com/ResearchFiles/By%20Year/2004/Leaks%20in%20the%20Roof%20Cracks%20in%20the%20Floor%20CHRA%202004%20National%20Symposium%20.pdf>
- Porter, L. (2013). Coexistence in Cities: The Challenge of Indigenous Urban Planning in the Twenty-First Century. In R. Walker, T. Jojola, & D. C. Natcher (Eds.), *Reclaiming Indigenous Planning* (pp. 283–310). McGill-Queen's University Press.
- Porter, L., & Barry, J. (2016). *Planning for Coexistence?* Routledge.
- Prusak, S. Y., Walker, R., & Innes, R. (2016). Toward Indigenous Planning? First Nation Community Planning in Saskatchewan, Canada. *Journal of Planning Education and Research*, 36(4), 440–450. <https://doi.org/10.1177/0739456X15621147>
- Reading, J., & Halseth, R. (2013). *Pathways to Improving Well-being for Indigenous Peoples: How living conditions decide health* (p. 56). National Collaborating Centre for Aboriginal Health. <https://www.ccnsc-nccah.ca/docs/determinants/RPT-PathwaysWellBeing-Reading-Halseth-EN.pdf>
- Roberts, M. (2019). *An Analysis of Off-Reserve Core Housing Need of Indigenous Renters in British Columbia* [Master of Resource Management]. Simon Fraser University.
- Romm, N. R. A. (2014). Conducting Focus Groups in Terms of an Appreciation of Indigenous Ways of Knowing: Some Examples from South Africa. *Forum Qualitative Sozialforschung / Forum: Qualitative Social Research*, 16(1), Article 1. <https://doi.org/10.17169/fqs-16.1.2087>
- Senate Standing Committee on Social Affairs, Science and Technology. (2009). *In from the margins: A call to action on poverty, housing and homelessness*.
<https://sencanada.ca/content/sen/Committee/402/citi/rep/rep02dec09-e.pdf>
- Senese, L. C., & Wilson, K. (2013). Aboriginal urbanization and rights in Canada: Examining implications for health. *Social Science & Medicine*, 91, 219–228. <https://doi.org/10.1016/j.socscimed.2013.02.016>
- Shaw, M. (2004). Housing and Public Health. *Annual Review of Public Health*, 25(1), 397–418. <https://doi.org/10.1146/annurev.publhealth.25.101802.123036>
- Shewell, H. (2016). Why Jurisdiction Matters: Social Policy, Social Services and First Nations. *The Canadian Journal of Native Studies*, 36(1), 179–202.
- Smit, B., & Spaling, H. (1995). Methods for cumulative effects assessment. *Environmental Impact Assessment Review*, 15(1), 81–106. [https://doi.org/10.1016/0195-9255\(94\)00027-X](https://doi.org/10.1016/0195-9255(94)00027-X)

- Springett, J. (2017, March 20). *Participatory Action Research*.
<http://www.oxfordbibliographies.com/view/document/obo-9780199756797/obo-9780199756797-0156.xml>
- Statistics Canada. (2016). *Dictionary, Census of Population, 2016—Core housing need* [Government]. <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>
- Statistics Canada. (2017a, February 8). *Census Profile, 2016 Census—Prince Rupert [Census agglomeration], British Columbia and British Columbia [Province]*.
<https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CMACA&Code1=955&Geo2=PR&Code2=59&SearchText=Prince+Rupert&SearchType=Begins&SearchPR=01&B1=Aboriginal%20peoples&TABID=1&type=0>
- Statistics Canada. (2017b, October 25). *The Daily — Aboriginal peoples in Canada: Key results from the 2016 Census*. <https://www150.statcan.gc.ca/n1/daily-quotidien/171025/dq171025a-eng.htm>
- Statistics Canada. (2018, June 18). *National Indigenous Peoples Day... By the numbers*.
https://www.statcan.gc.ca/eng/dai/smr08/2018/smr08_225_2018
- Statistics Canada. (2019, December 10). *Results from the 2016 Census: Housing, income and residential dissimilarity among Indigenous people in Canadian cities*.
<https://www150.statcan.gc.ca/n1/pub/75-006-x/2019001/article/00018-eng.htm>
- Straits, B. C., & Singleton, R. R. J. (2018). *Social Research—Approaches and Fundamentals* (6th ed.). Oxford University Press.
- Suttor, G. (2004). A Municipal Perspective on a National Housing Strategy. In *Finding Room: Options for a Canadian rental housing strategy*. CUCS Press, Centre for Urban and Community Studies, University of Toronto.
- The National Right to Housing Network. (n.d.). *The Right to Housing in Canada: Background and fact sheet*. The National Right to Housing Network. Retrieved July 7, 2021, from https://housingrights.ca/wp-content/uploads/National-Right-to-Housing-Network-Backgrounder_Fact-Sheet_FINAL.pdf
- Union of BC Municipalities. (2018). *A home for everyone: A housing strategy from British Columbians*. Union of BC Municipalities.
<https://www.ubcm.ca/assets/Whats~New/UBCM%20Housing%20Strategy.pdf>
- United Nations. (n.d.). *The Right to Adequate Housing*. Office of the United Nations High Commissioner for Human Rights. Retrieved July 7, 2021, from https://www.ohchr.org/Documents/Publications/FS21_rev_1_Housing_en.pdf
- Urban Systems. (2015). *Prince Rupert Affordable Housing: Practices and Policy Options*.
http://www.princerupert.ca/sites/default/files/development/projects/Affordable_Housing_Report_FINAL.pdf
- Usborne, A. (2019). *CEM Housing Workshop—Nov. 27 and 28, 2019—Report of Proceedings* [Unpublished report]. Usborne Environmental.
- Wade, J., & Dixon, J. (2006). Making a home, finding a job: Investigating early housing and employment outcomes for young people leaving care. *Child & Family Social Work*, 11(3), 199–208. <https://doi.org/10.1111/j.1365-2206.2006.00428.x>

- Wali, A. (2019). *The Housing Conditions of Off-Reserve Aboriginal Households* (p. 28). Canada Mortgage and Housing Corporation. <https://assets.cmhc-schl.gc.ca/sf/project/cmhc/pubsandreports/socio-economic-analysis/2019/socio-economic-analysis-housing-conditions-off-reserve-aboriginal-households-69482-en.pdf?rev=032744de-1256-4b81-8746-53b5af7d4d6e>
- Walker, R. (2003). Engaging the urban-Aboriginal population in low-cost housing initiatives: Lessons from Winnipeg. *Canadian Journal of Urban Research*, 12(1), 99–118. JSTOR.
- Walker, R. (2008). Aboriginal Self-determination and Social Housing in Urban Canada: A Story of Convergence and Divergence. *Urban Studies*, 45(1), 185–205. <https://doi.org/10.1177/0042098007085107>
- Walker, R., & Barcham, M. (2010). Indigenous-Inclusive Citizenship: The City and Social Housing in Canada, New Zealand, and Australia. *Environment and Planning A*, 42(2), 314–331. <https://doi.org/10.1068/a41314>
- World Health Organization. (2006). *Report of the WHO Technical Meeting on Quantifying Disease from Inadequate Housing (November 28-30, 2005)* (p. 150). World Health Organization, European Centre for Environment and Health. http://www.euro.who.int/__data/assets/pdf_file/0007/98674/EBD_Bonn_Report.pdf

Appendix A. Focus Groups with Metlakatla Renters

Script

CEM Housing Engagement Project | Focus Group Meetings | Script

Item	Time
Welcome and Prayer	5:00-5:10
Background Information	5:10-5:20
Introductions	5:20-5:30
Discussion: What does it mean to have housing that meets your needs?	5:30-5:45
Discussion: Housing Challenges	5:45-6:30
Discussion: Housing Solutions	6:30-6:50
Wrap-Up	6:50-7:00

Welcome and Prayer (10 Min → 5:00-5:10)

[Welcome]

- Thank everyone for joining us
- Thank Metlakatla First Nation for helping us to arrange this space and supporting this research in Metlakatla traditional territory
- I would like to invite [NAME] to say a prayer

[Prayer]

[Introduction]

- Focus Group Topic
- Research Team
- Who am I?
 - Name
 - Kitchener = Neutral, Anishnawbe and Haudenosaunee traditional territory
 - Big family: 5 siblings, 5 grandparents, 2 dogs, 2 cats
 - Lived and worked all across Canada, experienced lots of different housing situations
 - Now I live in Vancouver and I am a master's student at SFU REM
- Logistics:
 - Washrooms, food, timing
 - Housing is a topic that people care about, that you all care about
 - Want there to be space for you to share your feelings and experiences
 - Hope to answer a few specific questions that will help us to bring needs and concerns to decision-makers
 - The goal is to be here for two hours tonight. 'll check in with you as we go, in case some of our discussions go a bit longer.
 - If you need to leave at any point, check in with me or Katerina

[Paperwork]

- Go through consent form, sign, collect
- Surveys
 - Help us to understand the context that your experiences come from
 - Contact information if they want a follow up phone call to talk about any concerns we are unable to cover

- Collect at the end when we hand out gift cards

Background (10 Min) → PowerPoint

[CEM Program Overview]

- Let people know this is also to give them a chance to get their food before we all start talking!
- Overview of CEM Program as a whole

[Housing Value Overview]

- Introduce housing value and the goals for the housing value within the CEM Program
- Talk about past decisions from the working group
- Acknowledge people who have been a part of this process
- Description of CHN if it is relevant to the focus group questions later on

[Focus Group Objectives]

- What does it mean for Metlakatla members renting housing in Prince Rupert to have housing that meets their needs?
- What prevents Metlakatla rental households in Prince Rupert from getting and keeping housing that meets their needs?
- What solutions to housing challenges are Metlakatla members who are renting housing in Prince Rupert looking for?

Introductions (10 Min → 5:20-5:30)

- Who are you?
- Share a bit about your rental housing experience in Prince Rupert

Housing that Meets Your Needs (15 min → 5:30-5:45)

- Thank you all so much for sharing
- I'd like to spend a couple minutes really unpacking what you all are looking for in terms of your housing experience.
- To do this, we are going to brainstorm what it means to have housing that meets your needs
- Brainstorming means that we are generating any ideas that come to mind. Nothing is right or wrong.

[Brainstorm] What does it mean to have housing that meets your needs?

Probes:

- How does it look?
- How does it make you feel?
- What size is it? How do you know if it is the right size?
- How do you know if it is the right cost?
- What is the condition of the housing? How do you keep it that way?
- Does it matter who the landlord is?
- Where is the housing? What is it close to?

Housing Challenges (45 min → 5:45-6:30)

- We are going to do an activity to talk about the challenges that stop Metlakatla renters in PR from having housing that meets their needs

- I will show you list of challenges that can stop Indigenous renters from meeting their housing needs
 - List comes from previous research on Metlakatla CEM Program /
 - other urban Indigenous housing projects
- Now want to know what you think
- Step 1 is to look at the list of challenges and think about if any are missing.
- To do this, we are going to brainstorm what it means to have housing that meets your needs
- Brainstorming means that we are generating any ideas that come to mind. Nothing is right or wrong.

[Q 1.] (10 min) Are there any other challenges that may prevent Metlakatla renters in Prince Rupert from meeting their housing needs?

- How does this challenge affect Metlakatla renter households?

[Rank Challenges] (15 min) Rank these challenges based on how much they impact your ability to meet your housing need.

Red = high impact, Yellow = medium impact, Green = low impact, Blue = No impact.

- Explain voting logistics
- We will have some time to talk about your choices after voting is over.
- For example, if one of these challenges makes it extremely difficult for you to find housing that meets your needs, you will put a red sticker beside it because it has a high impact.
 - Number of rental housing units available
 - Cost of rental housing
 - Access to rent assistance or other home finance support services
 - Number of bedrooms in rental housing units
 - Physical upkeep of housing by the landlord
 - Physical accessibility of rental housing
 - Distance of rental housing from amenities (public transportation, schools, grocery stores, health services, etc.)
 - Income levels of Metlakatla members
 - Employment status of Metlakatla members
 - Safety of the neighbourhood
 - Health issues (physical or mental illness, violence, addiction, etc.)
 - Discriminatory practices by landlords
 - Level of management authority Metlakatla First Nation has over Metlakatla traditional territory

*****[Q 2.] (10 min) Why does _____ have such a high impact on your ability to find housing that meets your needs in Prince Rupert?**

Probe:

- What causes this challenge?

****[Q 2.] (5 min) Are any of these challenges experienced differently by Metlakatla home renters than by other home renters in Prince Rupert?**

Probe:

- Other Indigenous home renters?
- Are there any challenges that are only experienced by Metlakatla renters?

***[Q 3.] (5 min) Focus on challenges with mixed responses: I can see that _____ has mixed responses. Why do people have different experiences of this challenge?**

Probe:

- What leads to some answers indicating high impact and others indicating low impact?

***[Q 4.] Why does _____ have such a low impact on your ability to find housing that meets your needs in Prince Rupert? Focus on challenges with lower impact:**

Probe:

- Has this issue already been addressed? If so, how?
- Has this issue ever existed here in Prince Rupert? Why?

Housing Solutions (20 min → 6:30-6:50)

- For the last part of this focus group, I'd like to talk a bit about the kinds of solutions you are looking for that can help to deal with all these challenges
- figure out how to get from all of these challenges to a point where everyone can live in housing that meets their needs.

****[Q 2.] (10 min) Are there any specific solutions you are looking for that can help to fix these challenges?**

Probe:

- Please describe this solution
- How do you know if this solution is working?
- Will this solution fix more than one challenge? Why or why not?

*****[Q 3.] (10 min) Are there organizations, agencies, or individuals that you can turn to for support when it comes to finding and keeping housing that meets your needs?**

Probe:

- ****What kind of support do you get from them?**
- *****What kind of support do you want from them?**
- ***Who is responsible for the rental housing in Prince Rupert where Metlakatla rental households live?**
- ****Are there any agencies, organizations, or individuals that should be playing a bigger role in addressing the rental housing challenges in Prince Rupert?**
- *****Does MGC have a role in addressing off-reserve housing? If so, what is this role?**
 - If not, should it (and if yes, what would that role be?)

Wrap Up (10 min → 6:50-7:00)

- Conclude by re-stating some key outcomes of the discussion
- Ensure that surveys are complete. Hand out gift cards.
- Reminder that I will reach out in a few weeks if they have provided contact information for a follow up phone call.
- Thank everyone for their time and participation

Participant Survey



**METLAKATLA CUMULATIVE EFFECTS MANAGEMENT PROGRAM
OFF-RESERVE HOUSING ENGAGEMENT RESEARCH STUDY
FOCUS GROUPS | PARTICIPANT SURVEY**



[1] Which focus group are you attending?

- Wednesday, June 26, 2019 Thursday, June 27, 2019

[2] What is your age?

- 18-24 years 25-44 years 44-64 years 65+ years

[3] What is your gender?

- Male Female Other

[4] How long have you lived at your current address?

- Less than 1 year 1-2 years 3-5 years 5-10 years 10+ years

[5] Are you currently renting housing in Prince Rupert?

- Yes
 No; I have never rented housing in Prince Rupert.
 No; I used to rent housing in Prince Rupert. I no longer rent housing in Prince Rupert

because: _____

[6.] Do you want to move to Metlakatla Village?

- Yes No Neutral

I want/I do not want to move to Metlakatla Village because: _____

[7.] How satisfied are you with your current housing?

- Very Unsatisfied Unsatisfied Neutral Satisfied Very Satisfied

What are the primary reasons for your level of satisfaction with your current housing?
 Please explain: :



[8.] Is your housing subsidized in any way?

- No - Market housing (Private-market rental or private-market homeownership)
 Yes

If yes, which of the following best applies to your housing:

- Social Housing: *the housing units are owned by a government, non-profit organization, or co-op. These housing units are subsidized by the owner to be more affordable for low income households.*
 Rent Assistance (rent subsidies): *is financial assistance, usually granted by the provincial government, to individual households in order to help them to afford the cost of their housing.*
 Other subsidized housing (please describe): _____

[9.] What percentage of your household income is spent on housing costs? Housing costs include rent or mortgage payments, utilities, and repairs.

For the purpose of this study, a 'household' is a group of people (often a 'family') who live in the same dwelling and share meals and living space together. A single dwelling may be considered to contain multiple "households" if meals or living space are not shared.

- Less than 30% of before-tax household income
 30%-50% of before-tax household income
 More than 50% of before-tax household income
 Don't know

[10.] How many people, including you, live in your home now at least half the time? If none, mark '0'. Please fill in the entire table below.

	# Females	# Males	# Metlakatla Members
Children 0-4 years old			
Children 5-17 years old			
Adults 18-64 Years Old			
Elders 65+ years old			

How many couples live in your home now (i.e. share a bedroom)? _____

How many bedrooms does your home have? _____

[11.] Does your home need repairs?

Major repairs include: defective plumbing or electrical wiring, structural repairs to walls, floors, ceiling, etc. Minor repairs include: missing or loose floor tiles, bricks, shingles, defective steps, railings, siding, etc.

- Yes, major repairs
 Yes, minor repairs
 No, only regular maintenance is required (painting, furnace)
 Don't know



Appendix B. Non-Metlakatla Indigenous Renter Interviews

Script



**Metlakatla Off-Reserve Housing Engagement Study
Renter Interviews - Script**



Introduction

[Script]

- Hello
- Thank the participant for their time and for meeting with me
- Introduction:
 - o My name is Alex
 - o I am a graduate student in the School of Resource and Environmental Management at Simon Fraser University in Vancouver working on my master's research in partnership with the Metlakatla First Nation
 - o This interview should last roughly an hour and we will be exploring questions about Metlakatla housing off-reserve in Prince Rupert and multi-stakeholder collaboration in the city.

Consent Form

This is required by the university but it's also important to me that you understand what happens to the interview data, and can ask any questions.

The first part explains who I am, a grad student at SFU, and that I am working on this project with my research team: Dr Murray Rutherford and PhD Candidate Katerina Kwon from SFU, and Philip Clement who is Director of Lands for Metlakatla First Nation. The project is in partnership with Metlakatla and funded through MITACS academic research funds along with the Metlakatla Development Corporation

The second part describes the focus of my research, which is looking at off-reserve housing for Metlakatla members living in Prince Rupert. The study is part of the Metlakatla Cumulative Effects Management Program, a long-term research study on the combined effects of development on things the Metlakatla value, such as housing. . I will be writing my master's thesis on this study, and writing a report for the Metlakatla First Nation about my findings.

I should mention that the ultimate goal of my research is to create a strategy for collaboration between governments and organizations aimed at improving rental housing for Indigenous people living in Prince Rupert. This work partners with Metlakatla, but as it focuses on collaboration, could potentially benefit the broader community. Your participation provides insights into the experiences of that broader community, and is much appreciated. You will also be provided with a \$30 gift certificate as compensation for your time

The third part explains the confidentiality protocols. [READ THROUGH].

Your participation in this research study is completely voluntary. You can choose not to answer any question at any time, or choose to stop the interview all together. You can ask any questions you need to throughout the interview. If you decide to withdraw completely from the

Key Informant Interviews | Metlakatla Off-Reserve Housing Engagement Study | Alex Haalboom

study, any information you provide will be removed unless it has already been published in a report or a paper.

This last piece is my contact information – I am more than happy to answer any questions you have at any time. You can also contact my research supervisor Dr Murray Rutherford if you'd like to see the research findings. Finally there is the contact information for the ethics department at Simon Fraser University if you have any concerns about your rights or experiences as a study participant

Check Boxes [READ THROUGH]

Thanks so much!

Interview Schedule

Any time you'd like a break, please let me know, and we can stop the recording and pick up where we left off. Not a problem. If you have a time commitment or constraint you are worried about, please also let me know. I'll check in with you about timing as we go.

Most of the interview questions are open ended, so we'll be having a conversation about your experience as a renter, the challenges you have, and the solutions you are looking for. There is one survey type question that helps me to understand the relative impacts of different challenges – we'll do that together by filling out this paper. And there is one census-survey that we'll fill out together, which just helps me to get a better idea of the overall context of rental housing here. Your personal identity won't be connected to the rest of your responses unless you've consented.

If I ask you to repeat or spell anything, that's just for the tape.

And that's everything! Just one last reminder that your answers are voluntary and you may choose not to answer questions.

Do you have any questions for me before we begin?

Great! Let's get started.

Recorder

[if applicable]

I am just going to turn on the recorder now.

My name is Alex Haalboom. This is an interview with [PARTICIPANT NAME] for the Metlakatla Off-Reserve Housing Engagement Study, as part of ongoing efforts related to the Metlakatla CEM Program. We are meeting at [LOCATION]. The date is [DATE] and the time is [TIME].

Survey

Key Informant Interviews | Metlakatla Off-Reserve Housing Engagement Study | Alex Haalboom

These questions won't be connected to your identity. They just help me to understand the overall context of rental housing in Prince Rupert, and help us to measure different aspects of housing need in the city.

[READ THROUGH SURVEY]

Renter Experiences

I'd like to start the interview with a chance for you to let me know who you are and share a bit about what your experience has been with rental housing in Prince Rupert. Afterwards, there are some specific questions I have for you around challenges and solutions, but I would first like to hear your story from you.

[Q 1.] What is your name?

[Q 2.] What band are you from?

[Q 2.] What has your rental housing experience been in Prince Rupert?

Introductions

I'd like to start the interview with a chance for you to let me know who you are and share a bit about what your experience has been with rental housing in Prince Rupert. Afterwards, there are some specific questions I have for you around challenges and solutions, but I would first like to hear your story from you.

[Q 1.] What is your name?

[Q 2.] What has your rental housing experience been in Prince Rupert?

Housing that Meets Your Needs

Thank you so much for sharing.

We'll have more time to look at some of those challenges in detail in a few minutes.

First, I'd like to better understand what it is that you are looking for from your housing. I'd like you to tell me:

Q 1.] What does it mean to have housing that meets your needs?

Probes:

- *How does it look?*
- *How does it make you feel?*
- *What size is it? How do you know if it is the right size?*
- *How do you know if it is the right cost?*
- *What is the condition of the housing? How do you keep it that way?*
- *Does it matter who the landlord is?*
- *Where is the housing? What is it close to?*

Housing Challenges

Based on a review of housing literature and by holding focus groups with Metlakatla renters in Prince Rupert, we have identified several potential challenges that may prevent people from living in housing that meets their needs. We are interested in your views on those challenges.

[Q 1.] Are there any other challenges that may prevent Indigenous renters in Prince Rupert from meeting their housing needs?

1. Number of rental housing units available
2. Cost of rental housing
3. Access to rent assistance or other home finance support services
4. Number of bedrooms in rental housing units
5. Physical upkeep of housing by the landlord
6. Physical accessibility of rental housing
7. Distance of rental housing from services and amenities (public transportation, schools, grocery stores, health services, etc.)
8. Income levels of Indigenous people living in Prince Rupert
9. Employment status of Indigenous people living in Prince Rupert
10. Safety of the neighbourhood
11. Health issues (physical or mental illness, violence, addiction, etc.)
12. Discriminatory practices by landlords
13. Level of management authority First Nations have over their traditional territories

[Add challenges as necessary]

[Q 2.]

Here I have a number of survey-type questions about these challenges that I'd like to go through with you. You are welcome to provide comments as we go through each challenge as to why you have chosen your answers.

Please rank the following challenges in terms of their level of impact, from no impact to high impact, on the ability of Indigenous renters in Prince Rupert to live in housing that meets their needs.

Options:

No Impact Low Impact Medium Impact High Impact

[Q 3.] Why does _____ have such a high impact on your ability to find housing that meets your needs in Prince Rupert?

Probe:

- *What causes this challenge?*

[Q 4.] Are any of these challenges experienced differently by members of your Nation that other home renters in Prince Rupert?

Probe:

- *Other Indigenous home renters?*

- Are there any challenges that are only experienced by your Nation?

[Q 5.] Why does _____ have such a low impact on your ability to find housing that meets your needs in Prince Rupert? Focus on challenges with lower impact:

Probe:

- Has this issue already been addressed? If so, how?
- Has this issue ever existed here in Prince Rupert? Why?

Housing Solutions

For the last part of this conversation, I'd like to talk a bit about the kinds of solutions you are looking for that can help to deal with all these challenges. The idea is figure out how to get from all of these challenges to a point where everyone can live in housing that meets their needs.

[Q 1.] Are there organizations, agencies, or individuals that you can turn to for support when it comes to finding and keeping housing that meets your needs?

Probe:

- ****What kind of support do you get from them?**
- ****What kind of support do you want from them?**
- ***Who is responsible for Indigenous rental housing in Prince Rupert?**
- ****Are there any agencies, organizations, or individuals that should be playing a bigger role in addressing the rental housing challenges in Prince Rupert?**
- ****Does your First Nation's government have a role in addressing off-reserve housing? If so, what is this role?**
 - o If not, should it (and if yes, what would that role be?)

[Q 2.] Are there any specific solutions you are looking for that can help to fix these challenges?

Probe:

- Please describe this solution
- How do you know if this solution is working?
- Will this solution fix more than one challenge? Why or why not?

Conclusion

Thanks so much for all of your responses. You've been very helpful and insightful in your feedback. I just have a few closing questions for you as we finish up.

End Recording

I was wondering whether anyone else has come to mind as we've been talking who you think might want to speak with me on this subject.

- o If yes, contact info

Lastly, while we are still on the tape, do you have any concluding comments you would like to make or questions for me?

Ok great. If you have nothing further to add, let's finish the interview here.

For the tape, this has been an interview for the Metlakatla Off-reserve Housing Engagement Study with [PARTICIPANT NAME], as part of ongoing efforts related to the Metlakatla CEM Program. This interview has taken approximately [DURATION] and is recorded on [# OF TAPES], notes are in the [NOTE LOCATION] – thank you very much!

It's been great meeting you and I really appreciate the conversation. My contact information is on the consent form if you have any other questions, and you have my email.

Thanks again, enjoy the rest of your day!

Participant Survey

**METLAKATLA CUMULATIVE EFFECTS MANAGEMENT PROGRAM
OFF-RESERVE HOUSING ENGAGEMENT RESEARCH STUDY
INDIGENOUS RENTER INTERVIEWS | PARTICIPANT SURVEY**

[1] What is your age?

- 18-24 years
- 25-44 years
- 44-64 years
- 65+ years

[2] What is your gender?

- Male
- Female
- Other

[3] What band are you from? _____

[4] How long have you lived at your current address?

- Less than 1 year
- 1-2 years
- 3-5 years
- 5-10 years
- 10+ years

[5] Are you currently renting housing in Prince Rupert?

- Yes
- No; I have never rented housing in Prince Rupert.
- No; I used to rent housing in Prince Rupert. I no longer rent housing in Prince Rupert

because: _____

[6.] How satisfied are you with your current housing?

- Very Unsatisfied
- Unsatisfied
- Neutral
- Satisfied
- Very Satisfied

What are the primary reasons for your level of satisfaction with your current housing?
Please explain: :

[7.] Is your housing subsidized in any way?

- No - Market housing (Private-market rental or private-market homeownership)
- Yes

If yes, which of the following best applies to your housing:

- Social Housing: *the housing units are owned by a government, non-profit organization, or co-op. These housing units are subsidized by the owner to be more affordable for low income households.*
- Rent Assistance (rent subsidies): *is financial assistance, usually granted by the provincial government, to individual households in order to help them to afford the cost of their housing.*
- Other subsidized housing (please describe): _____

[8.] What percentage of your household income is spent on housing costs? Housing costs include rent or mortgage payments, utilities, and repairs.

For the purpose of this study, a 'household' is a group of people (often a 'family') who live in the same dwelling and share meals and living space together. A single dwelling may be considered to contain multiple "households" if meals or living space are not shared.

- Less than 30% of before-tax household income
- 30%-50% of before-tax household income
- More than 50% of before-tax household income
- Don't know

[9.] How many people, including you, live in your home now at least half the time? If none, mark '0'. Please fill in the entire table below.

	# Females	# Males	# Metlakatla Members
Children 0-4 years old			
Children 5-17 years old			
Adults 18-64 Years Old			
Elders 65+ years old			

How many couples live in your home now (i.e. share a bedroom)? _____

How many bedrooms does your home have? _____

[10.] Does your home need repairs?

Major repairs include: defective plumbing or electrical wiring, structural repairs to walls, floors, ceiling, etc. Minor repairs include: missing or loose floor tiles, bricks, shingles, defective steps, railings, siding, etc.

- Yes, major repairs
- Yes, minor repairs
- No, only regular maintenance is required (painting, furnace)
- Don't know

Appendix C. Key Informant Interviews

Script



Metlakatla Off-Reserve Housing Engagement Study Key Informant Interviews - Script



Introduction

[Script]

- Hello
- Thank the participant for their time and for meeting with me
- Introduction:
 - o My name is Alex
 - o I am a graduate student in the School of Resource and Environmental Management at Simon Fraser University in Vancouver working on my master's research in partnership with the Metlakatla First Nation
 - o This interview should last roughly an hour and we will be exploring questions about Metlakatla housing off-reserve in Prince Rupert and multi-stakeholder collaboration in the city.

Consent Form

We'll just start by going through the consent form together

The first part explains who I am, a grad student at SFU, and that I am working on this project with my research team: Dr Murray Rutherford and PhD Candidate Katerina Kwon from SFU, and Philip Clement who is Director of Lands for Metlakatla First Nation. The project is in partnership with Metlakatla and funded through MITACS academic research funds along with the Metlakatla Development Corporation

The second part describes the focus of my research, which is looking at off-reserve housing for Metlakatla members living in Prince Rupert. The study is part of the Metlakatla Cumulative Effects Management Program, a long-term research study on the combined effects of development on things the Metlakatla value, such as housing. The ultimate goal of my research is to create a strategy for effective collaboration between Metlakatla and other agencies to improve rental housing for Metlakatla members living in Prince Rupert. I will be writing my master's thesis on this study, and writing a report for the Metlakatla First Nation about my findings.

[You will also be provided with a \$30 gift certificate as compensation for your time] Alrita

The third part explains the confidentiality protocols. [READ THROUGH].

Your participation in this research study is completely voluntary. You can choose not to answer any question at any time, or choose to stop the interview all together. You can ask any questions you need to throughout the interview. If you decide to withdraw completely from the study, any information you provide will be removed unless it has already been published in a report or a paper.

This last piece is my contact information – I am more than happy to answer any questions you have at any time. You can also contact my research supervisor Dr Murray Rutherford if you'd like to see the research findings. Finally there is the contact information for the ethics department at Simon Fraser University if you have any concerns at any time about your rights or experiences as a study participant

Check Boxes [READ THROUGH]

Thanks so much!

Interview Schedule

Just before we get started, I want to remind you that any time you'd like a break, please let me know, and we can stop the recording and pick up where we left off. Not a problem. If you have a time commitment or constraint you are worried about, please also let me know.

The way the interview will work is that I'll start with a few basic questions that help me to understand your context better when we are analyzing the data. Your personal identity won't be connected to the rest of your responses unless you've consented.

Next, we'll talk a bit about housing quality in Prince Rupert, and about the support systems in place to address any challenges people may experience. Finally, we'll talk about types of collaboration and whether or not they can address housing challenges.

[I'll also ask you to speak to the role of Metlakatla First Nation with regard to issues that take place off reserve] MFN

There will be a few survey questions throughout the interview, which I'll go through with you on this paper, and which just help me to understand the relative impact of different issues.

And that's everything! Just one last reminder that your answers are voluntary and you may choose not to answer questions – just let me know.

Do you have any questions for me before we begin?

Great! Let's get started.

Recorder

[if applicable]

I am just going to turn on the recorder now.

My name is Alex Haalboom. This is an interview with [PARTICIPANT NAME] for the Metlakatla Off-Reserve Housing Engagement Study, as part of ongoing efforts related to the Metlakatla CEM Program. We are meeting at [LOCATION]. The date is [DATE] and the time is [TIME].

Demographics

[Objectives of Section] Who are you and what is your relationship with providing Indigenous Rental housing off-reserve?

[Q 1.] What is your name?

[Q 2.] What age group do you fit under?

	18-24
	25-44
	44-64
	65 +

[Q 3.] What is your gender?

	Male
	Female
	Other

[Q 4.] What is your work title? How long have you been in this position?

Probe:

- Please describe your responsibilities in a few sentences.
- [PR]What is your role in relation to providing or managing housing for Indigenous people living in Prince Rupert?
- [MGC, Marie] What is your role in relation to providing or managing housing for Metlakatla members living in Prince Rupert?
- [Tara M, Tara J] What is your role in relation to supporting Metlakatla members off-reserve in Prince Rupert?

Core Housing Need

[Objectives of Section]: Understand the trends in, and most significant causes of, CHN amongst MFN renter households.

Experts often think about housing quality in terms of three things: how much it costs, how crowded it is, and the physical condition of the building.

[Q 1.] How would you describe the cost of housing for Metlakatla members renting in Prince Rupert?

Probe:

- Is rental housing affordable for Metlakatla members living in Prince Rupert?
- Why or why not?
- How do costs of rental housing in Prince Rupert compare to other cities?
 - o Cities similar to Prince Rupert? Costs for Indigenous residents specifically?

[Q 2.] In your view, are Metlakatla renters in Prince Rupert living in housing units that are the right size for the number of people living there?

- Probe:
- Why?
- Are there the right number of bedrooms for everyone to live comfortably?
- Are the units Metlakatla members rent in Prince Rupert spacious or overcrowded?

[Q 3.] How would you describe the physical condition of the housing units that Metlakatla members are renting in Prince Rupert?

- Probe:
- Are there units which need structural repairs, major plumbing, or electrical work?
 - o Does the number of units that require such major repairs concern you? Why?
- How would you describe the physical condition of rental housing stock more generally in Prince Rupert, in comparison to similar cities in BC?

[Q 4.]

Based on a review of housing literature and by holding focus groups with Metlakatla renters in Prince Rupert, we have identified several potential challenges that may prevent people from living in housing that meets their needs. We are interested in your views on those challenges.

Here I have a number of survey-type questions about these challenges that I'd like to go through with you. The survey questions help us to understand the relative importance of different challenges.

Please rank the following challenges in terms of their level of impact, from no impact to high impact, on the ability of Metlakatla renters in Prince Rupert from living in housing that meets their needs.

Options:

No Impact Low Impact Medium Impact High Impact

You are welcome to provide comments as we go through each challenge as to why you have chosen your answers.

1. Number of rental housing units available
2. Cost of rental housing
3. Access to rent assistance or other home finance support services
4. Number of bedrooms in rental housing units
5. Physical upkeep of housing by the landlord
6. Physical accessibility of rental housing
7. Distance of rental housing from services and amenities (public transportation, schools, grocery stores, health services, etc.)
8. Income levels of Metlakatla members
9. Employment status of Metlakatla members
10. Safety of the neighbourhood

11. Health issues (physical or mental illness, violence, addiction, etc.)
12. Discriminatory practices by landlords
13. Level of management authority Metlakatla First Nation has over Metlakatla traditional territory

[Additional challenges may be identified during focus groups and will be added here.]

Probe:

- *****Which three challenges do you think have the greatest impact on whether the housing needs of Metlakatla rental households in Prince Rupert are being met? Why are these three more significant than the other challenges?**
- *****Are any of these challenges unique to Metlakatla home renters? Are any of these challenges experienced differently by Indigenous and Non-Indigenous renters? Why?**
- ****Are there additional challenges that may prevent Metlakatla renters from finding housing in Prince Rupert that meets their needs?**
- **You have indicated that _____ has no or low impact on Metlakatla members being able to rent housing in Prince Rupert that meets their needs. Why does it have no or low impact here?**
- **Do you have any additional comments on any of these challenges?**

Who Can Address Core Housing Need?

[Objectives of section]: Who has the authority to make decisions and take actions on management of Metlakatla rental housing in Prince Rupert?

Q 1.] Which agencies, organizations, and/or individuals currently address the housing issues faced by Metlakatla home renters in Prince Rupert?

Probe:

- Describe the role of these agencies
- *****Do you feel these agencies perform their role effectively? Why?**
- *****Do Metlakatla renters reach out to these agencies/organizations/individuals when they experience housing challenges?**
 - o If not, why?
 - Who do they reach out to when they experience housing challenges? Do these other agents have the authority and ability to address the housing challenges?

We held focus groups with Metlakatla members renting housing in Prince Rupert to find out what exactly they require from their housing for it to meet their needs. They identified the following conditions as being important:

[Insert findings from focus groups here]

Q 2.] Do the agencies/organizations/individuals that address housing issues in Prince Rupert help Metlakatla renters to meet the housing needs that were identified in the focus groups?

Probe:

- Why/how?
- Are there any challenges that prevent these agencies from effectively helping Metlakatla renters to meet their housing needs?
- What would allow these agencies to more effectively help Metlakatla renters to meet their housing needs?

Q 3.] ****Are there any agencies, organizations, or individuals that could or should play a bigger role in addressing the housing challenges faced by Metlakatla renters in Prince Rupert?**

Probe:

- If yes: why are they not playing a bigger role currently?
- If no: if everyone is playing their role, what are other things that need to happen in order for Metlakatla renters in Prince Rupert to live in housing that meets their needs?

Collaboration

[Objectives of section]: What is needed for successful collaboration between Metlakatla First Nation and the City of Prince Rupert? What types of collaboration can advance Metlakatla First Nation's housing goals?

Q 1.] Is collaboration between Metlakatla First Nation and the City of Prince Rupert a good idea when it comes to meeting the housing needs of Metlakatla members renting housing in Prince Rupert?

Probe:

- If yes:
 - o Why is collaboration a good idea?
 - o Should this collaboration include any other parties, such as local housing organizations?
 - If yes, who else should be involved in this collaboration?
- If no:
 - o Why is collaboration not a good idea?
 - o Should Metlakatla First Nation collaborate with any other parties instead, such as local housing organizations, to advance the needs of members renting housing in Prince Rupert?
 - Why?
 - If yes, who else should be involved in this collaboration?

Q 2.] If collaboration in some form is a good idea: How would this collaboration affect the ability of Metlakatla renters to meet their housing needs in Prince Rupert?

Probe:

- Would collaboration improve the current housing situation of Metlakatla renters in Prince Rupert?
 - o Why?
- What role would the different stakeholders have in this collaboration?

Q 3.] What factors do you believe are most important for collaboration with Metlakatla First Nation?

Probe:

- *****What does successful collaboration mean to you?**
- *****Are there any factors that are particularly important when it comes specifically to collaboration on rental housing in Prince Rupert?**
- **What type of communication leads to more successful collaboration?**
- **How do you ensure that everyone is on the same page?**
- **How does a successful collaboration deal with conflict?**

Q 3.] I just have one more survey-type question for you that looks at how well different types of collaboration between Metlakatla First Nation, the City of Prince Rupert, and other agencies, might meet the housing needs of Metlakatla renters in Prince Rupert. These types of collaboration emerged from the findings of the Metlakatla CEM Program's Working Group and through a review of the literature on urban indigenous housing collaborations. As we go through, you are welcome to provide comments as to why you have chosen your answers for each option.

Please rate how effectively you think each type of collaboration between Metlakatla First Nation, the City of Prince Rupert, and other agencies, would be at meeting the housing needs of Metlakatla rental households in Prince Rupert. The scale goes from not effective to very effective.

Options:

Not effective Slightly Effective Moderately effective Very Effective

1. An Advisory Housing Committee for the City of Prince Rupert that is focused on creating policy recommendations:
2. An Advisory Committee for the City of Prince Rupert that is focused on bylaw advocacy (for example, advocating for a standards of maintenance bylaw):
3. A multi-stakeholder workshop to better understand the problems and solutions of core housing need in Prince Rupert:
4. A joint education and training program that educates home renters on services available to them:
5. Joint construction of affordable housing units:
6. Joint management of affordable housing units:
7. A joint research partnership to monitor and understand the data on housing need

Probe:

- **What does it mean to you for a collaboration to be effective in this context?**
 - o *****How would you measure the effectiveness of the collaboration?**
- *****Which of these types of collaboration do you think would be the most effective in terms of meeting the housing needs of Metlakatla members renting housing in Prince Rupert?**

- o **Why?**
- **Are there any other types of collaboration that could help Metlakatla renters in Prince Rupert to better meet their housing needs?**
 - o **Please describe them, and how they would be effective**
- **Are there any current examples of effective collaboration on housing in Prince Rupert?**
 - o **What are they?**
 - o **Why are they effective?**
- **Are there actions that Metlakatla First Nation could undertake on their own that would be more effective than the collaborations we've discussed when it comes to meeting the housing needs of Metlakatla renters in Prince Rupert?**
 - o **Please describe these actions, and explain why they would be more effective than collaboration.**

Q 4.] Are there any challenges that currently prevent these types of collaboration with Metlakatla First Nation from being implemented in Prince Rupert?

Probe:

- **Please describe the challenges**
- **Can these challenges be addressed to promote more successful collaboration?**
 - o **If yes, how?**

Q 5.] [Pure opinion question to be used if I have a lot of extra time at the end of the interview] If there were no constraints, what is your ideal housing scenario for Metlakatla First Nation? What is the best possible future scenario for Metlakatla housing?

Jurisdiction of Metlakatla First Nation Over Off-Reserve Housing * MFN ONLY**

[Objective of section]: How does MFN make decisions around issues on which it has no direct jurisdictional authority?

Q 1.] ***What role does Metlakatla First Nation play in addressing off-reserve housing issues?

Probe:

- ****Do you think that this is the role Metlakatla First Nation should play in addressing off-reserve housing issues?**
 - o **Why?**
- *****What do members expect from Metlakatla Governing Council when it comes to off-reserve housing challenges?**
- ****Do you anticipate that the role of Metlakatla Governing Council will change in the future when it comes to addressing off-reserve housing challenges?**
 - o **Why?**
 - o **If yes, how?**

Q 2.] ***Does Metlakatla First Nation have a role in addressing other issues over which they do not have direct jurisdictional authority, such as health, education or employment for members living off-reserve?

Probe:

- *****If yes, how does Metlakatla First Nation take action or provide support to its members? Please provide examples.**
 - o If yes, could these approaches be employed to addressing off-reserve housing?
 - How?
 - Should these approaches be employed to addressing off-reserve housing? Why?
 - o *****If no, why?**
- Do you think that this is the role Metlakatla First Nation should play in addressing issues over which they have no direct jurisdictional authority?
 - o Why?
- ****What do members expect from Metlakatla Governing Council in these situations?**

Conclusion

Thanks so much for all of your responses. You've been very helpful and insightful in your feedback. I just have a few closing questions for you as we finish up.

I was wondering whether anyone else has come to mind as we've been talking who you think might want to speak with me on this subject.

- o If yes, contact info

C2C ** MFN/PRCC Only

[Objective of section]: Assess feasibility of obtaining C2C funding for workshop. Assess interest in participation in the workshop.

I'd like to take our last couple of minutes to inform you about a workshop that the Metlakatla CEM Program will be holding late next fall. The purpose of the workshop will be to explore the potential for multi-stakeholder collaboration that can improve housing conditions for Metlakatla members renting housing in Prince Rupert. We will look at options for the best type of collaboration and also develop its structure and terms of engagement in order to foster its implementation.

We hope to fund the workshop through the Union of British Columbia Municipalities' Community to Community Forum program. The direct participation of elected officials and/or senior staff from both Metlakatla First Nation and Prince Rupert City Council is not only critical to be eligible for this funding, but also key to the successful collaboration that is the ultimate goal of this research project. This is why I am hoping that you and [MFN/PRCC] would be interested in participating in the workshop.

- Do you think this is something you would be interested in?
 - o If not, why?
 - Would [MFN/PRCC] be interested, even if you are not?
- Can I contact you later in the year with an official invitation to, [AND/OR] more information about the workshop?

End Recording

Lastly, while we are still on the tape, do you have any concluding comments you would like to make or questions for me?

Ok great. If you have nothing further to add, let's finish the interview here.

For the tape, this has been an interview for the Metlakatla Off-reserve Housing Engagement Study with [PARTICIPANT NAME], as part of ongoing efforts related to the Metlakatla CEM Program. This interview has taken approximately [DURATION] and is recorded on [# OF TAPES], notes are in the [NOTE LOCATION] – thank you very much!

It's been great meeting you and I really appreciate the conversation. My contact information is on the consent form if you have any other questions, and you have my email.

Thanks again, enjoy the rest of your day!

Recruitment Backgrounder: Emailed to participants when I contacted them to ask if they would participate in an interview.



Housing Engagement Study Backgrounder and Interview Topics

From: Alex Haalboom (SFU Graduate Student)

Date: _____

Re: Implementing Indigenous housing initiatives in Prince Rupert

Introduction

We are seeking informed input, from the perspective of your experience *[customize for each potential interviewee]*, on implementing housing initiatives for Metlakatla members living in Prince Rupert. The purpose of this backgrounder is to provide potential interviewees with relevant information on this research within the Metlakatla Cumulative Effects Management (CEM) Program and with the topics that would guide the questions in an interview. We are hoping that these interviews will help us to identify the key factors that contribute to successful off-reserve housing initiatives and the mechanisms through which they operate, and to determine which are most likely to be effective for Metlakatla housing in Prince Rupert.

Background

In response to recent and proposed development activity within Metlakatla Territory, the Metlakatla First Nation is developing a CEM Program. Cumulative effects are the combined effects of human activities on the things that the Metlakatla care about, like housing. The Metlakatla CEM Program involves designing a CEM framework and developing processes to monitor, manage, and mitigate changing conditions in Metlakatla traditional territory to minimize adverse effects from development. Earlier phases of the CEM Program identified indicators and developed management strategies for 3 pilot priority values, one of which is off-reserve housing in the nearby City of Prince Rupert. The current phase involves developing plans for the implementation of those management strategies.

Housing is linked to an individual's physical and mental health – it is difficult to succeed in life without safe and affordable housing. Off-reserve housing was identified as a priority Metlakatla value from a cumulative effects' perspective because of existing pressure on rental stock supply and rental/home prices and anticipated additional pressure from future development. The focus of this value is on renter households as they typically face greater affordability challenges due to the impacts of development than owners, and on members living in Prince Rupert because the majority of impacts from development to housing will occur in the city (off-reserve).

Metlakatla First Nation does not currently have a direct mandate to manage off-reserve housing. Metlakatla First Nation is responsible for representing off-reserve members, however, and can help address housing issues primarily through support and policy advocacy actions. As such, implementing any management actions requires an engagement strategy for working with external agencies, such as the Prince Rupert City Council, community support organizations, other First Nations, and other government departments. Working collaboratively with other organizations will encourage a broader approach to solving housing issues over the longer term.



The overall goal of this study is to develop a strategy for Metlakatla First Nation to engage and collaborate with external stakeholders to implement management actions that will reduce core housing need among Metlakatla rental households in Prince Rupert. Table 1 describes the indicators for housing.

Table 1: Housing Indicator

Condition indicators measure and track the condition or status of values over time

CONDITION INDICATOR	METRIC	DESCRIPTION / RATIONALE
Core Housing Need	% of Metlakatla households in core housing need	A household is in core housing need if its housing fails to meet one or more of the following standards: <ul style="list-style-type: none"> • Adequate housing – homes do not require any major repairs (as reported by residents). • Affordable dwellings – housing costs are less than 30% of total before-tax household income. • Suitable housing – has enough bedrooms for the size and make-up of resident households

Interviews

Objective: The main objectives of this interview are: to understand how Metlakatla First Nation addresses and takes action on issues over which it does not have a direct mandate, and to identify which factors are most important for the successful implementation of collaborative housing initiatives in Prince Rupert that meet the needs of Metlakatla members living in the city .

Topics: The questions asked in the interview will be on the following topics:

1. The major challenges experienced by Indigenous rental households in Prince Rupert
2. The roles of different individuals/organizations/agencies in addressing Indigenous housing issues in Prince Rupert
3. Factors that lead to success or failure of off-reserve housing initiatives, and the mechanisms through which they operate
4. Factors that lead to the success or failure of multi-stakeholder initiatives in Prince Rupert that include First Nations governments and the City
5. Approaches taken by Metlakatla First Nation when issues fall outside of its direct mandate
6. Identify key actors that can influence off-reserve housing initiatives in Prince Rupert

Outcome: Information gathered in the interview will be used by Metlakatla to guide the development of a multi-stakeholder workshop on Indigenous housing in Prince Rupert in the fall of 2019. The goals of the workshop will be to a) determine which engagement and management actions can most effectively reduce core housing need for Metlakatla households in Prince Rupert, and b) develop the terms and/or structure of this collaborative engagement in order to foster its implementation.

Appendix D. Potential partners for collaboration on off-reserve rental housing in Prince Rupert

In focus groups and interviews, I asked Metlakatla renters, staff and elected leaders at the City of Prince Rupert and Metlakatla First Nation, local service providers, and Indigenous housing experts what organizations help Metlakatla renter households to meet their needs, and who MFN should partner with for collaboration on housing in Prince Rupert. The following is a comprehensive list of those external stakeholders that were identified by study participants, and the rationale provided for collaborating with them to reduce core housing need among Metlakatla renter households in Prince Rupert.

Table D1: External stakeholders with whom Metlakatla First Nation could consider collaborating to implement housing management actions in Prince Rupert, as identified by focus group and interview participants.

External Stakeholder	Rationale for collaboration as stated by study participants
Government-Based	
City of Prince Rupert	<ul style="list-style-type: none"> • Common interest in Metlakatla members who are residents of the city • Authority over zoning and bylaw decisions and enforcement • Access to land • Development plans must be approved; municipal 'champion' can ease this process • Support advocacy to provincial and federal governments • Positive relationship with neighbours has intrinsic value
Provincial Government (BC Housing)	<ul style="list-style-type: none"> • Has responsibility for housing: BC Housing mandate includes funding initiatives to create more affordable housing in BC • Can provide resources for housing initiatives, including affordable and/or Indigenous-specific housing development funds • Offers rental assistance programs for households in need
Jennifer Rice's Community MLA Office	<ul style="list-style-type: none"> • Community office provides information on government services and navigating government bureaucracy • Metlakatla renters in Prince Rupert seek support from this office, including character references for rental applications and emergency services • Can provide insight on collaboration with provincial government and on the types of resources Prince Rupert residents are most seeking

External Stakeholder	Rationale for collaboration as stated by study participants
Government-Based	
Northern Health / Prince Rupert Community Health	<ul style="list-style-type: none"> • Health provider with Indigenous outreach arm • Experience providing public health services in Prince Rupert • Key partner for providing wrap-around supports for high needs renters
Federal Government	<ul style="list-style-type: none"> • Most Indigenous concerns fall under federal jurisdiction (especially on-reserve issues)
Canadian Mortgage and Housing Corporation	<ul style="list-style-type: none"> • Has funding available to create or improve rental housing units • Experience collaborating with a variety of partners on off-reserve housing
Neighbouring First Nations	<ul style="list-style-type: none"> • Including Lax Kw'alaams, Gitxaala (Kitkatla), Gitga'at (Hartley Bay), and Haida Gwaii • Work together on a common problem; increase voice and resources • Households in Prince Rupert may include members from multiple Nations • More efficient for Nations to meet with non-Indigenous partners together (i.e., the City)
Local Support Services	
M'akola Housing Society	<ul style="list-style-type: none"> • Mandate includes management of Indigenous rental housing in Prince Rupert • Provides subsidized housing, affordable rentals, assisted living, primarily for Indigenous people living off-reserve • Can support administration and management of housing developments
North Coast Transition House Society	<ul style="list-style-type: none"> • Key service identified by focus group and interview participants • Offers Housing Outreach Program to assist clients in obtaining and keeping affordable housing • Provides assistance with eviction notices and support with rental payments, as well as free food for those in need • Experience partnering with BC Housing and City of Prince Rupert to develop a supportive housing project in Prince Rupert (Crow's Nest Lodge)
Prince Rupert Unemployed Action Centre Society	<ul style="list-style-type: none"> • Key service identified in interviews • Advocate for community members living in poverty • Helps people to find and maintain employment and thus income – addresses affordability stressors • Provides support in landlord-tenant disputes • Past host of Ready to Rent course
Prince Rupert Friendship House Centre	<ul style="list-style-type: none"> • Important Indigenous support service centre in Prince Rupert • Provides community services primarily to Indigenous clients, including addictions counselling, childcare, and homeless shelter • Potential partner for wrap-around service delivery in housing collaboration

External Stakeholder	Rationale for collaboration as stated by study participants
Local Support Services	
Kaien Anti-Poverty Society	<ul style="list-style-type: none"> Locally-based organization that provides a range of supports for those living in poverty Metlakatla renters described accessing monthly groceries, reducing their cost of living
Prince Rupert Indigenous Housing Society	<ul style="list-style-type: none"> Operator of the Anchor Inn in Prince Rupert (46 affordable housing units for individuals with a history of homelessness and mental health issues) Experience partnering with BC housing to build a housing development However, primarily associated with other First Nations at this time
Coastal Training Centre	<ul style="list-style-type: none"> Helps Metlakatla members and other community members to define and achieve a successful career path Income and employment levels are factors contributing to high levels of core housing need; addresses affordability stressor Model of how Metlakatla has taken action on an off-reserve issue
Salvation Army Shelter	<ul style="list-style-type: none"> Operated one of the only local emergency shelters (Raffles Inn – now under new ownership and being renovated into a new facility) Experience supporting people most at risk for chronic homelessness
Faith-Based Groups	<ul style="list-style-type: none"> Identified by key informants as potential partners for housing developments through provision of land or resources
Other Potential Partners	
Cedar Village Society	<ul style="list-style-type: none"> Operator of Cedar Village Elder's Housing, a housing development project that was built in partnership between Metlakatla First Nation and BC Housing. Experience working with Metlakatla First Nation in developing a housing project, and familiar with the Metlakatla CEM Program
M'akola Development Society	<ul style="list-style-type: none"> Professional consulting firm for planning and building new developments Member of M'akola Group of Societies focusing primarily on Indigenous housing Experience building partnerships in order to implement housing developments
Aboriginal Housing Management Association	<ul style="list-style-type: none"> Indigenous housing authority responsible for all subsidized Aboriginal housing programs in BC Direct partner with provincial government; experience building partnerships for and advocating for improved subsidized housing for Indigenous off-reserve population in BC Implements (with BC Housing) the Indigenous Housing Fund
Major Industry	<ul style="list-style-type: none"> Can support large-scale housing developments and other major projects through impact benefit agreements Can provide funding for housing initiatives

Appendix E. Case Studies: Community-based housing initiatives and collaborative housing arrangements

In this section I provide an overview of a series of case studies to illustrate different collaborative housing arrangements and community-based housing initiatives. This is not a comprehensive list. Rather, the case studies were chosen to represent a diverse range of collaborative arrangements and actions that have been implemented at the community-level, and that can help to address the various housing stressors that impact urban-Indigenous CHN. Each case study is categorized by the collaborative arrangement through which it was implemented. I also highlight points that may be of interest for MFN as the Nation determines an appropriate collaborative housing arrangement for managing off-reserve rental housing in Prince Rupert under the CEM Program.

Table E1: Case Studies: A variety of community-based housing actions and their corresponding collaborative arrangements that may offer lessons for collaborative management of off-reserve housing in Prince Rupert through the Metlakatla Cumulative Effects Management Program

Case Study	Description	Partners (if applicable)	Points of interest for MFN rental housing in Prince Rupert
Advisory Committees			
Bowen Island Municipality Housing Advisory Committee¹ (Bowen Island, BC)	Provides advice and recommendations on housing issues to Council to help improve the quality of life, livability and the working environment for residents, visitors, and businesses of Bowen Island. Committee members serve for 3 years.	<ul style="list-style-type: none"> • Local community members • City council 	<ul style="list-style-type: none"> • Model of municipal advisory committee • Provides advice on any housing issues relevant to the community
Affordable Housing Task Force² (Osoyoos, BC)	The Task Force was created to play a key role in preparing the Osoyoos Affordable Housing Strategy and provided recommendations to Council on Strategy proposals. Consisted of up to 8 community volunteers, one Town Councillor, and the Director of Planning and Development Services.	<ul style="list-style-type: none"> • Local community members • City council • City Staff (Planner) 	<ul style="list-style-type: none"> • Committee created to complete a specific project • Contributed to long-term municipal planning (as MFN has been invited to do by the City of Prince Rupert)

Case Study	Description	Partners (if applicable)	Points of interest for MFN rental housing in Prince Rupert
Advisory Committees			
Housing Strategy Committee³ (Kimberly, BC)	Kimberly, BC, dissolved their Affordable Housing Committee in 2019 in favour of a Housing Strategy Committee, which addresses more of the housing continuum than the previous focus on social, subsidized and low-income housing.	<ul style="list-style-type: none"> • Local community members • City council 	<ul style="list-style-type: none"> • New committee focused on long-term planning that addresses local housing issues comprehensively
Networks / Associations			
Community Housing Affordability Collective⁴ (Calgary, AB)	A network of individuals and organizations working together to make housing more affordable, guided by a Steering Committee and a high-level Action Plan. Uses a collective impact model to foster cross-sector collaboration and community-based advocacy; builds a common agenda to advance the affordable housing outcomes of plans across Calgary that cannot be accomplished individually by any member organization.	At least 59 organizations including NGOs, for-profit companies, governments, crown corporations	<ul style="list-style-type: none"> • Flexible arrangement can support large number of partners • Comprehensive focus on full housing continuum • Supports coordination of existing housing efforts
Saskatoon Housing Initiatives Partnership⁵ (Saskatoon, SK)	A multifaceted affordable housing association that provides consultation and research services and front-line support to groups developing affordable housing, raises awareness about the need for affordable housing, researches policy solutions, and collaborates with multiple agencies and all levels of government, Aims to be, “a one-stop shop for affordable housing development in the municipality; providing technical assistance, capacity building, and community advocacy.”	14 member organizations including the City, Indigenous and non-Indigenous housing authorities, CMHC, financial institutions, support providers, and developers	<ul style="list-style-type: none"> • Addresses an identified need for local capacity building for collaboration on affordable housing • Focus on network building and coordination to develop affordable housing in Saskatoon
Housing Development Consortium of Seattle-King County⁶ (Seattle, Washington, US)	An advocate, broker, and convener for the 190+ member organizations seeking to meet the housing needs of people with limited incomes in the region. Hosts Affordable Housing Week: an annual event that includes talks for housing providers and prospective tenants/owners, tours of housing facilities, discussions on housing stressors, workshops for people in need of affordable housing, and inclusive community-building social events.	Over 190 member organizations from across the housing, health support, funding, and development sectors; relatively limited involvement from municipal governments	<ul style="list-style-type: none"> • Affordable Housing Week is an example of a large housing program implemented by a diverse group of actors working collaboratively • Collective advocacy and cross-sectoral coordination across a large region can amplify calls for systemic change and connect to more resources • Multi-decade collaboration began to develop affordable housing; evolved to address housing stressors in many different ways

Case Study	Description	Partners (if applicable)	Points of interest for MFN rental housing in Prince Rupert
Project-Based – Program-Based			
A Guide to Aboriginal Resources in Greater Vancouver⁷ (Vancouver, BC)	A guidebook for Indigenous people moving to the Vancouver area. The housing section covers topics such as: basic needs, budgeting, different housing options and costs, rental assistance information, contact information for affordable housing providers. The guide also includes a wide range information on health, education, and employment services, community programs, and advice on navigating a new environment.	Prepared by Lu'ma Native Housing Society with support from the federal government and Metro Vancouver and updates from service organizations.	<ul style="list-style-type: none"> • Example of a resource designed to be comprehensive and specific to the needs of urban Indigenous people • Offers a 'one stop shop' approach on a smaller scale than a full resource centre • Guide can help service providers without housing expertise to better support struggling Indigenous tenants
Project-Based – Supply-Based			
Site C Dam Affordable Housing Development⁸ (Fort St. John, BC)	A six-story wood frame building, Passive-House certified, will provide 50 affordable housing units (2- and 3- bedroom as well as wheelchair accessible units) for temporary workers and ultimately for permanent residents of Fort St. John. The construction is a partnership between BC Hydro and BC Housing. The development is in the community of Fort St. John rather than at the dam site. It will reduce the housing pressure from temporary workers, the majority of which will be housed in an impermanent camp facility throughout dam construction.	<ul style="list-style-type: none"> • BC Housing • BC Hydro • Municipal Government 	<ul style="list-style-type: none"> • Innovative approach to addressing pressures of major development on the rental housing market • Example of collaboration with major industry
Cedar Village Elder's Housing Development⁹ (Prince Rupert, BC)	A 32-unit housing development for Elders/seniors in Prince Rupert. The building design incorporates Coast Tsimshian culture and includes a commercial kitchen, meetings rooms, and an amenity space. Construction was led by the Metlakatla Development Corporation in partnership with BC Housing. Operated by Cedar Village Housing Society.	<ul style="list-style-type: none"> • Metlakatla First Nation • City of Prince Rupert • BC Housing • Cedar Village Housing Society 	<ul style="list-style-type: none"> • Highlights past example of project-based collaborative arrangement between MFN and the City • Lessons learned include a need to better understand community CHN to target supply (few MFN members applied to live here)
Squamish Nation Housing Society¹⁰ (Vancouver, BC)	The society aims proposes to build 6,000 rental units in Vancouver as an economic development project for the Squamish Nation, on land that is Squamish reservation territory. As such, the development is not subject to city bylaws, but the Mayor of Vancouver expressed support for the project as an important step towards reconciliation at the local level.	<ul style="list-style-type: none"> • Squamish Nation • City of Vancouver 	<ul style="list-style-type: none"> • While MFN does not have an urban reserve, this is an example of a cross-jurisdictional collaborative housing initiative • Demonstrates City support for reconciliation, in principle

Case Study	Description	Partners (if applicable)	Points of interest for MFN rental housing in Prince Rupert
Project-Based – Supply-Plus			
Kwayatsut Youth Housing Program ¹¹ (Vancouver, BC)	A LEED-certified building with 73 single adult units, and 30 supportive youth housing units. Youth can live here for two years and can work with a support worker to help them meet their housing, personal, and life skills goals. They will be assisted in transitioning to their next phase of housing when their time in the program ends.	<ul style="list-style-type: none"> • Vancouver Native Housing (management) • Pacific Community Resources Society (support services) 	<ul style="list-style-type: none"> • Complementary partnership between non-profit societies to provide targeted housing support with a long-term outlook • Example of mixed development with supportive and non-supportive housing • Built with environmental sustainability in mind, which was emphasized by workshop participants
Standing Tree to Standing Home ¹² (Central Region Nuu-chah-nulth Territory, Western Vancouver Island, BC)	A circular-economy-focused housing initiative to design and build homes with a view to weather, culture and energy efficiency. The Nations will deploy their sawmills and artisans to produce value-added products to meet design specs. Timber harvesting will be targeted to produce logs for local housing on-reserve. And on-site training programs will be introduced to ensure that local residents are able to compete successfully for the full range of associated employment opportunities.	Co-managed by Tla-o-qui-aht, Hesquiaht, Ahousaht, Yuutu?it?ah and Toquaht First Nations, Ecotrust Canada and the Clayoquot Forest Communities Program. Also includes academic partners and federal funding.	<ul style="list-style-type: none"> • Involves multiple First Nations working together • Aims to support sustainable economic development in the region • Metlakatla Stewardship Society representatives have expressed interest in Ecotrust Canada in the past • Note that this initiative focuses on building housing on-reserve
Kikékyelc: A Place of Belonging ¹³ (Kamloops, BC)	A 31-unit residential building being developed for Indigenous youth and Elders. The project is aiming to provide a culturally supported, safe and suitable home for under-housed youth, who are paired with Elders for mentorship, guidance and support. Through a partnership with AHMA, youth have access to on-site tenant support workers. M'akola Development Services has helped to secure funding from both the federal and provincial government to mobilize the project through to construction.	<ul style="list-style-type: none"> • Lii Michif Optipemisiwak Family & Community Services • AHMA • City of Kamloops • M'akola Development Services • Provincial and Federal funding 	<ul style="list-style-type: none"> • Example of targeted supply with culturally-relevant services for high-needs tenants • Multiple partners providing funding support

Case Study	Description	Partners (if applicable)	Points of interest for MFN rental housing in Prince Rupert
Project-Based – Research-Based			
Bridges and Foundations Research Project on Urban Aboriginal Housing¹⁴ (Saskatoon, SK)	Initiated to determine the difference between what was available in housing and community services in Saskatoon and what was needed by the Indigenous community. The Project succeeded in gathering a large volume of pertinent information on urban Indigenous housing, living conditions and quality of life, giving Saskatoon a highly detailed knowledge of its Indigenous population. Further, Most important, the Project made great strides in building trust between the Aboriginal communities, the universities, the City, local community organizations and the homebuilders.	Cross-sectoral partnership including: University researchers, City of Saskatoon, Indigenous groups, home-building & housing associations, neighbourhood associations; federal funding	<ul style="list-style-type: none"> • Successful data and information-focused partnership • Supported the development of targeted supply and other collaborative housing arrangements in the future • Example of relationship building with academic researchers and developers
Non-Collaborative or Limited Collaboration			
Native Women’s Resource Centre of Toronto¹⁵ (Toronto, ON)	Community-based organization that provides consultations, counselling, and increased access to support services for Indigenous women and girls in the areas of Housing, Families, Advocacy, Employment, Education, and Youth. A “one stop shop” for support services for self-identifying Indigenous women.	Registered charity funded by various government programs and public and private donors	<ul style="list-style-type: none"> • Offers an example of a resource centre • Metlakatla renters strongly advocated for a resource centre • Demonstrates how a small, grassroots initiative can grow to meet community needs over time
Tenant-Landlord Community Relations Project¹⁶ (Vancouver, BC)	Close gaps in safe and affordable housing for Indigenous people by working with families and landlords to: find new housing sources, develop relationships with landlords, connect tenants with landlords to increase access to safe, affordable housing, and provide support and access to resources to help tenants maintain and sustain their housing. Led by the Urban Aboriginal Navigation Team (UANT) at the Vancouver Aboriginal Friendship Centre Society. UANT also provides a variety of outreach services to Indigenous people at risk of homelessness, including skills training, lifestyle support services, cultural activities, affordable food, clothing and furniture, referrals to housing programs and emergency shelters, and more.	<ul style="list-style-type: none"> • Vancouver Aboriginal Friendship Centre Society • Local landlords 	<ul style="list-style-type: none"> • Offers an example of an initiative that targets housing accessibility by building relationships between landlords and Indigenous renters • Study participants indicated that landlord practices can be a barrier preventing Metlakatla renters from meeting their housing needs

Case Study	Description	Partners (if applicable)	Points of interest for MFN rental housing in Prince Rupert
Non-Collaborative or Limited Collaboration			
Ksan Society ¹⁷ (Terrace, BC)	A community-based charity is led by an annually elected board of directors. Funders include: The Government of BC, BC Housing, and a range of ministries, crown corporations, grants, and donations. Provides public education, social programs, safe shelter, food, and essentials to those fleeing abuse, or who are homeless or otherwise disadvantaged in the Terrace region. Programs focus on counselling and support, subsidized and supportive housing, and food security; support programs are all free.	<ul style="list-style-type: none"> • Community-Based charity • Provincial funding (Primary Funder) • Additional funding from federal and municipal governments, health authority, private donations 	<ul style="list-style-type: none"> • An example of a comprehensive support program in Metlakatla Territory
Skwachàys Lodge and Residence ¹⁸ (Vancouver, BC)	Owned and operated by the Vancouver Native Housing Society (VNHS). It contains two social enterprises that support the mission and financial sustainability of the VNHS: 18 boutique hotel units for that showcase Indigenous art and design, and a street level gallery. Skwachàys seeks to “build community through the transformative power of art”. The social enterprise supports a three-year residency program for Indigenous artists that includes subsidized housing, a shared artist workshop, and opportunities for personal and professional development.	<ul style="list-style-type: none"> • Vancouver Native Housing Society 	<ul style="list-style-type: none"> • Offers a self-supported model that funds Indigenous housing through social enterprise

¹ Bowen Island Municipality. (2021, March 5). Housing Advisory Committee. <https://www.bowenislandmunicipality.ca/housing-advisory-committee>

² CitySpaces Consulting Ltd. (2010). Town of Osoyoos Affordable Housing Strategy. Town of Osoyoos. <https://osoyoos.civicweb.net/document/13861>

³ Bullock, C. (2019, April 3). Kimberley City Council votes to dissolve Affordable Housing Committee. Kimberley Daily Bulletin. <https://www.kimberleybulletin.com/news/kimberley-city-council-votes-to-dissolve-affordable-housing-committee/>

⁴ Community Housing Affordability Collective. (n.d.). Community Housing Affordability Collective. Retrieved July 23, 2021, from <http://www.chacollective.com>

⁵ Saskatoon Housing Initiatives Partnership. (n.d.). Saskatoon Housing Initiatives Partnership. Retrieved July 23, 2021, from <https://www.shipweb.ca>

⁶ Housing Development Consortium. (n.d.). Who We Are. Housing Development Consortium. Retrieved September 7, 2021, from <https://www.housingconsortium.org/who-we-are/>

⁷ Lu'ma Native Housing Society. (2017). A Guide to Aboriginal Resources in Greater Vancouver. <http://lnhs.ca/wp-content/uploads/2017/08/Luma-A-Guide-to-Aboriginal-Resources-FINAL-july2017.pdf>

⁸ BC Hydro. (2018, April 30). Fifty new affordable housing units coming to Fort St. John | Site C. <https://www.sitecproject.com/fifty-new-affordable-housing-units-coming-to-fort-st-john>

- ⁹ Cedar Village Housing Society. (n.d.). Cedar Village Housing Society. Retrieved September 7, 2021, from <https://cedarvillagehousingsociety.com/>
- ¹⁰ Squamish Nation. (2020, November 18). Hiyám' ta Skwxwú7mesh Housing Society: Call for One (1) Nation Member Board Director (Voluntary Position). <https://www.squamish.net/housing-society-bod/> ; Richter, B. (2019, November 3). Squamish Nation aims to bring 1,000 members home. Vancouver Is Awesome. <https://www.vancouverisawesome.com/courier-archive/news/squamish-nation-aims-to-bring-1000-members-home-3110212>
- ¹¹ BC Housing Research Centre. (2018). Building Knowledge. BC Housing. <https://www.bchousing.org/publications/Building-Knowledge-Case-Study-Vancouver-Native-Housing-Society.pdf>
- ¹² Ecotrust Canada. (2011, November 23). Qwii-qwiq-sap: 'Standing Tree to Standing Home.' Ecotrust Canada. <https://ecotrust.ca/priorities/home-lands/qwii-qwiq-sap-standing-tree-to-standing-home/>
- ¹³ Lii Michif Optipemisiwak Family & Community Services. (n.d.). Home. Retrieved September 7, 2021, from https://lmofcs.ca/?page_id=866
- ¹⁴ Anderson, A. (Ed.). (2013). Home in the City: Urban Aboriginal housing and living conditions. University of Toronto Press.
- ¹⁵ Native Women's Resource Centre of Toronto. (n.d.). The Native Women's Resource Centre of Toronto (NWRCT). Retrieved July 23, 2021, from <https://nwrct.ca/>
- ¹⁶ Urban Aboriginal Navigation Team. (n.d.). Vancouver Aboriginal Friendship Centre Society. Retrieved September 7, 2021, from <http://www.vafcs.org/programs/urban-aboriginal/>
- ¹⁷ What We Do. (n.d.). KSAN Society. Retrieved September 7, 2021, from <https://ksansociety.com/what-we-do>
- ¹⁸ Skwachàys Lodge. (n.d.). About Skwachàys. Retrieved September 7, 2021, from <https://skwachays.com/about/>