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# RESEARCH REPORT

## EFFECTS OF URBAN ABORIGINAL RESIDENTIAL MOBILITY



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# EFFECTS OF URBAN ABORIGINAL RESIDENTIAL MOBILITY

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## EFFECTS OF URBAN ABORIGINAL RESIDENTIAL MOBILITY

## INTRODUCTION

Urban residential mobility is the movement of individuals or households within the same urban area.

Aboriginal people living in urban areas move more frequently than non-Aboriginal people do. For example, in 1991, the urban Aboriginal mobility rate was 1.8 times higher than the rate among non-Aboriginal people.

Past research has indicated that while there are many reasons why Aboriginal people move so frequently, housing seems to be almost always important. Aboriginal people move in search of more affordable, suitable and adequate housing. They also move because of family reasons, for example, household size changes, conflict or breakdown; and because they are often looking for better access to community services or employment opportunities.

So, what are the concerns about urban Aboriginal mobility?

High mobility among urban Aboriginal people can affect social service agencies that provide services for Aboriginal people, as well as their clients.

## OBJECTIVES OF THE RESEARCH

This research explored the effects of urban Aboriginal residential mobility on agencies that provide social services to Aboriginal people, and their clients, in two Canadian cities where proportions of Aboriginal people are high— Regina, Saskatchewan and Winnipeg, Manitoba.

## RESEARCH QUESTIONS

The researchers asked agency personnel and their Aboriginal clients the following four questions:

Question 1:

What impact does the high mobility rate among the urban Aboriginal population groups have upon their access to service?

Question 2:

What is the impact of mobility on agencies providing services?

Question 3:

Do Aboriginal individuals and families who receive services and agencies that provide services see residential mobility as a problem? If so, what are the solutions?

Question 4:

What measures have service organizations taken, and what would they like to undertake in the provision of services to a high residential mobility client group?



## METHODOLOGY

The methodology for this research consisted of the following:

- a scan of existing literature and research on residential mobility;
- a telephone survey with services providers in Regina (6) and Winnipeg (15);
- aboriginal agencies interviewed their clients in Regina (39) and Winnipeg (30); and
- two focus groups with Aboriginal clients: one in Regina with 21 Aboriginal clients; the other in Winnipeg with 20. A total of 41 Aboriginal clients participated in the two cities.

### The survey instrument

The design of the survey instrument used for this research and the analysis of the survey data were based on a number of reports from Statistics Canada, Canada Mortgage and Housing Corporation and the Department of Indian and Northern Affairs.

### The research sample

The social service agencies involved in the research were identified through existing networks, and were referred by other agencies. The participants for the focus groups, surveys and interviews were identified by various social service agencies operating in each Census Metropolitan Area (CMA) of Regina and Winnipeg. The samples for the surveys were, therefore, non-random.

### Characteristics of the Aboriginal respondents

Aboriginal agencies interviewed their clients regarding their level of education—45 per cent of respondents in both cities had some high school education, 17 per cent had less than a grade 9 education and 13 per cent had a high school diploma.

Other characteristics of the Aboriginal interview respondents suggest that different populations were being sampled in Winnipeg as compared to Regina. For example:

- While 85 per cent of the respondents in Regina were employed, 47 per cent of the respondents in Winnipeg were receiving some form of social assistance as the major source of their household income.
- Whereas 69 per cent of the respondents in Regina were born in a city, only 30 per cent of respondents in Winnipeg were born in a city.
- Seventy per cent of respondents in Regina, as compared to only 57 per cent in Winnipeg, spent more than 30 per cent of their household income on housing and utilities.

## THE RESULTS

Given the small number of Aboriginal respondents and the non-random nature of the sample, the research results are not representative of the total Aboriginal population in either Regina or Winnipeg. However, they provide a good indication of the effects of urban Aboriginal residential mobility on agencies that provide social services to Aboriginal people, as well as their clients. The following were the responses to the four research questions:

### Question 1:

***What impact does the high mobility rate among the urban Aboriginal population groups have upon their access to service?***

Past research has indicated that high mobility can limit access to services when transportation becomes a barrier, and that this can affect the continuity of certain services, such as education and health.

Survey participants were asked if their children had been affected by frequent moves. Their responses ranged from saying that their children had received better services, to saying that their children had had negative experiences, such as having been in contact with gang activity and an unsafe neighborhood, to saying that their children had encountered difficulties with transitions to new schools and neighbourhood environments. However, the overwhelming majority of respondents—89 per cent in Regina and 80 per cent in Winnipeg—said that their children had not been affected by their frequent moves.

Survey and focus group participants were also asked if they felt that moving had had an impact on their ability to access the needed or wanted services. Sixty-six per cent in Regina and 67 per cent in Winnipeg said no. Those who said yes, cited a number of impacts, including the following:

- people may feel removed from the services they need and, therefore, have to seek out new services;
- access to transportation is restricted until people become oriented to the new area and bus routes and schedules; and
- people who have literacy problems can be affected in the search for services.

## Question 2:

### ***What is the impact of mobility on agencies providing services?***

High mobility can have many negative effects for service agencies. These include, difficulties in tracking their clients, estimating current and future demand for the services they provide, and preparing appropriate policies, business plans and budgets.

High mobility can often remove Aboriginal clients from the agencies' service catchment areas. This can affect the agencies' ability to deliver services and their cost efficiency in service provision. It can also minimize the quality of the services, and prevent the maintenance of a continuum of care.

High mobility can also result in changing needs for services, as the number of clients can increase or decrease, and this can result in fluctuating budgets. Community agencies delivering education, health, as well as family, social and community services can also find it hard to maintain adequate service delivery.

Urban Aboriginal mobility can also impair social service agencies' ability to maintain contact with their clients. It can increase the agencies' paperwork and need for referrals, and create difficulties for their personnel as they have to adjust frequently to fluctuating numbers of clients. High mobility can also threaten some social service agencies with closure and add costs for housing agencies, which might have to spend more to advertise and prepare dwelling units for new tenants more often.

## Question 3:

### ***Do Aboriginal individuals and families who receive services and agencies that provide services see residential mobility as a problem? If so, what are the solutions?***

A great disparity in the results of this research was the difference between what social service agencies felt about mobility and what Aboriginal individuals or families felt about it. Agencies largely indicated that mobility was an issue with negative impacts. On the other hand, Aboriginal individuals or families were less likely to see mobility as a problem, and more likely to see the need for adequate and affordable housing as the major issue, with mobility being a symptom of the lack of appropriate housing.

Depending on whether they were participating in interviews or focus groups, Aboriginal individuals and families who were receiving social services were split on whether residential mobility is a problem. Two thirds of the interview respondents did not see residential mobility as a problem, while at least half of the participants in the focus groups saw it as a problem.

The results of this research also indicate that high mobility can prevent Aboriginal individuals or families from establishing the necessary community or neighborhood relationships and networks. This, in turn, can affect their sense of security in their surroundings, and prevent them from finding out about the services available to them.

Aboriginal survey participants were asked about what they would need in their home or community to make them stay in the same home for 5-7 years. They responded that they would need affordable and adequate housing, increased income and assistance in securing loans, a safer and more stable neighbourhood, access to grocery and laundry services, counselling services and personal development to address addictions, and employment to sustain a home.

## Question 4:

### ***What measures have service organizations taken and what would they like to undertake in the provision of services to a high residential mobility client group?***

Despite the differing views about mobility, many of the solutions offered by Aboriginal clients and social service agencies' personnel mirrored each other. Recommended solutions include options for transportation; the provision of a clearinghouse or client registry; and access to a stable, fixed postal mailbox and voice mail. It was also suggested that a system to distribute information to clients and help them maintain contact with all agencies providing services be established. The Aboriginal Welcome Wagon, or similar approaches to helping people orient themselves within the urban environment were cited as examples of ways to assist Aboriginal people who experience high mobility.

A further recommendation was the use of an advocate for Aboriginal individuals or families to help them navigate the programs and services available and to act as a liaison between individuals and landlords or agencies.

Also identified as solutions were programs that can encourage stability for Aboriginal individuals and families. These programs should be designed to reduce potential family conflict, increase opportunities for employment and training and career development, and address the needs of Aboriginal youth.

Aboriginal respondents indicated that employment and training opportunities were necessary to improve economic circumstances, build a higher household income and increase access to housing and other services.

Aboriginal respondents and agencies' personnel suggested a number of housing related ideas to minimize high mobility. These included rent ceilings, the creation of more affordable housing, more low-income housing programs and rent-to-own incentive programs. They also suggested that housing agencies establish policies and property management practices to address the needs of Aboriginal tenants.

## NEXT STEPS

This research identified a number of issues for further investigation. The following are a few of the new leads recommended for continued research on other facets of urban residential mobility, access to services, and Aboriginal people and urban experiences.

- Examine the feasibility of and functioning of interagency networking with the goal of building and establishing linkages.
- Examine housing, homeownership and landlord operating policies in regard to maintenance and repairs.
- Examine how alternatives such as low or no down payment plans could increase homeownership.
- Examine the effect of mobility on educational achievement.
- Examine the impact of mobility on the future housing needs of Aboriginal people.
- Examine the value of having a housing facilitator or advocate in both cities to help people become homeowners and deal with issues such as the consequences of high mobility.
- Review the funding for housing programs given the expected increase in the urban Aboriginal population.
- Promote strategies for increasing Aboriginal participation in the labour force and educational institutions in an effort to increase income and reduce dependency on social assistance.

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## RÉPERCUSSIONS DE LA MOBILITÉ RÉSIDENTIELLE DES AUTOCHTONES EN MILIEU URBAIN

### INTRODUCTION

On entend par mobilité résidentielle en milieu urbain le mouvement de personnes ou de ménages à l'intérieur d'une même zone urbaine.

Les Autochtones qui résident en milieu urbain déménagent plus souvent que les personnes non autochtones. En 1991, par exemple, le taux de mobilité des Autochtones en milieu urbain était 1,8 fois supérieur au taux constaté chez les personnes non autochtones.

Les recherches antérieures ont révélé que même si les Autochtones changent fréquemment de résidence pour de nombreuses raisons, le logement semble presque toujours être une cause importante. Les Autochtones déménagent pour trouver du logement plus abordable, de taille et de qualité convenables, mais aussi pour des raisons familiales, comme par exemple l'évolution de la taille du ménage, un conflit ou une séparation. Ils déménagent aussi parce qu'ils cherchent souvent à avoir un meilleur accès à des services communautaires ou à des possibilités d'emploi.

Quelles sont donc les sources de préoccupations à propos de la mobilité des Autochtones?

La mobilité élevée parmi les populations autochtones en milieu urbain peut avoir des répercussions sur les organismes qui fournissent des services sociaux aux Autochtones, ainsi qu'à leurs clients.

### OBJECTIFS DE LA RECHERCHE

Dans ce projet de recherche, on a étudié les répercussions de la mobilité résidentielle sur les organismes qui offrent des services sociaux aux Autochtones et à leurs clients, dans deux villes canadiennes fortement peuplées d'Autochtones, Regina en Saskatchewan et Winnipeg au Manitoba.

### QUESTIONS POSÉES DANS LE CADRE DU PROJET DE RECHERCHÉ

Les chercheurs ont posé les quatre questions suivantes au personnel des organismes et à leurs clients autochtones :

Question 1 :

Quelle incidence le taux de mobilité élevée parmi les groupes de population autochtone en milieu urbain entraîne-t-il sur leur accès à des services?

Question 2 :

Quelle est l'incidence de la mobilité sur les organismes de services?

Question 3 :

Les personnes et les familles autochtones qui bénéficient de services et les organismes qui les fournissent considèrent-ils que la mobilité est un enjeu? Si c'est le cas, quelles sont les solutions?

Question 4 :

Quelles mesures les organismes de services ont-ils prises et quels services désireraient-ils offrir à un groupe de clients dont la mobilité résidentielle est très élevée?



## MÉTHODE

La méthode utilisée pour effectuer la recherche comprenait les étapes suivantes :

- l'examen de la documentation existante et de la recherche faite au sujet de la mobilité résidentielle;
- un sondage téléphonique mené auprès des organismes de services à Regina (6) et à Winnipeg (15);
- des entrevues menées par des organismes de services aux Autochtones auprès de leurs clients à Regina (39) et à Winnipeg (30);
- deux groupes de travail avec des clients autochtones : un à Regina avec 21 clients, l'autre à Winnipeg avec 20 clients. Au total, 41 clients autochtones ont participé aux groupes de travail dans les deux villes.

### Instrument d'enquête

On s'est servi d'un certain nombre de rapports de Statistique Canada, de la Société canadienne d'hypothèques et de logement et du ministère des Affaires indiennes et du Nord pour concevoir l'instrument d'enquête utilisé aux fins de la recherche et de l'analyse des données.

### Échantillon de la recherche

Les organismes de services sociaux qui ont participé au projet ont été choisis par l'intermédiaire des réseaux existants ou ont été désignés par d'autres organismes. Les participants aux groupes de travail, aux sondages et aux entrevues ont été choisis par divers organismes qui fournissent des services dans chaque Région métropolitaine de recensement (RMA) de Regina et de Winnipeg. Les échantillons utilisés dans les sondages étaient donc non aléatoires.

## Caractéristiques des répondants autochtones

Au cours des entrevues, les organismes de services aux autochtones ont demandé à leurs clients leur niveau d'études. Quarante-cinq pour cent des répondants dans les deux villes avaient fait des études secondaires partielles, 17 % avaient un niveau d'études inférieur à la 9<sup>e</sup> année et 13 % avaient un diplôme d'études secondaires.

D'autres caractéristiques des répondants autochtones interviewés semblent indiquer que des échantillons ont été choisis dans divers groupes de population à Winnipeg par comparaison à Regina. Par exemple :

- À Regina, 85 % des répondants avaient un emploi, tandis qu'à Winnipeg 47 % des répondants recevaient une certaine forme d'aide sociale, qui constituait la principale source de revenu du ménage.
- Soixante-neuf pour cent des répondants à Regina étaient nés dans une ville, par comparaison à seulement 30 % pour Winnipeg.
- Soixante-dix pour cent des répondants à Regina par comparaison à 57 % à Winnipeg, consacraient plus de 30 % de leur revenu de ménage au logement et aux services publics.

## RÉSULTATS

Étant donné le petit nombre de répondants autochtones et la nature non aléatoire de l'échantillon, les résultats de la recherche ne sont pas caractéristiques de l'ensemble de la population autochtone à Regina ou à Winnipeg. Ces résultats démontrent bien cependant les répercussions de la mobilité résidentielle des Autochtones en milieu urbain sur les organismes qui fournissent des services sociaux aux populations autochtones et à leurs clients. Voici quelles ont été leurs réponses aux quatre questions posées dans le cadre du projet de recherche :

## Question 1 :

**Quelle incidence le taux de mobilité élevée parmi les groupes de population autochtone en milieu urbain entraîne-t-il sur leur accès à du service?**

D'après les recherches antérieures, une mobilité élevée peut limiter l'accès aux services, lorsque s'ajoutent des problèmes de locomotion, une situation pouvant influencer sur la continuité de certains services, notamment d'éducation et de santé.

On a demandé aux participants au sondage si les déménagements fréquents avaient nuit à leurs enfants. Certains ont répondu que leurs enfants avaient reçu de meilleurs services, d'autres qu'ils avaient eu des expériences désagréables, p. ex. le contact avec des bandes organisées et un quartier peu sûr, ou bien encore que leurs enfants avaient eu du mal à s'adapter aux nouvelles écoles et aux nouveaux quartiers. La majorité des répondants, soit 89 % à Regina et 80 % à Winnipeg, a cependant indiqué, que les déménagements fréquents n'avaient pas perturbé leurs enfants.

On a également demandé aux participants au sondage et aux groupes de travail s'ils pensaient que le fait de déménager avait entravé leur capacité d'accès aux services nécessaires ou désirés. Soixante-six pour cent à Regina et 67 % à Winnipeg ont répondu négativement. Ceux qui ont répondu oui, ont indiqué un certain nombre de répercussions, notamment les suivantes :

- les gens ont parfois le sentiment qu'ils n'ont plus accès aux services qu'il leur faut et qu'ils doivent donc en chercher d'autres;
- l'accès à des moyens de locomotion est limité jusqu'à ce que les gens connaissent leur nouveau quartier, ainsi que les itinéraires et les horaires d'autobus;
- les personnes dont le niveau d'instruction est élémentaire peuvent avoir de la difficulté à trouver des services.

## Question 2 :

**Quelle est l'incidence de la mobilité sur les organismes de services?**

La mobilité élevée peut influencer négativement sur les organismes de service, comme la difficulté de localiser leurs clients, d'évaluer la demande actuelle et future des services qu'ils dispensent et de préparer des lignes de conduite, des plans d'activités et des budgets adaptés.

Bien souvent, la mobilité élevée peut éliminer des clients autochtones des zones desservies par les organismes de service, ce qui compromet la capacité de ceux-ci à livrer des services et à veiller à l'efficacité des coûts des services fournis, diminue la qualité des services et empêche de maintenir des soins à vie.

Une mobilité élevée peut modifier les besoins de services, en fonction de la fluctuation du nombre de clients et entraîner l'ajustement des budgets. En outre, les organismes communautaires qui dispensent des services en matière d'éducation et de santé, ainsi que des services aux familles, sociaux et communautaires peuvent aussi éprouver de la difficulté à maintenir un niveau de services approprié.

La mobilité des Autochtones en milieu urbain peut également nuire à la capacité des organismes de services sociaux à rester en contact avec leurs clients. Elle peut accroître leurs tâches administratives, exiger davantage de recommandations et créer des difficultés pour le personnel, puisqu'il lui faut s'adapter fréquemment au changement du nombre de clients. Une mobilité élevée peut aussi mener certains organismes à envisager la fermeture de leur entreprise et augmenter les coûts des organismes de logement qui pourraient devoir dépenser davantage et plus souvent pour préparer les logements destinés aux nouveaux locataires et passer des annonces.

### Question 3 :

**Les personnes et les familles autochtones qui bénéficient de services et les organismes qui les fournissent considèrent-ils que la mobilité est un enjeu? Si c'est le cas, quelles sont les solutions?**

Les résultats de ce projet de recherche ont révélé de grandes différences de perception au sujet de la mobilité entre les organismes de services et les personnes et familles autochtones. Tous les organismes de service ont indiqué que la mobilité était un problème qui avait des répercussions négatives. Par contre, les personnes ou les familles autochtones avaient plus tendance à considérer, non pas la mobilité, mais le besoin de logements convenables et abordables comme le véritable enjeu, puisque la mobilité est symptomatique du manque de logements adéquats.

Selon qu'ils participaient à des entrevues ou à des groupes de travail, les personnes et les familles autochtones qui bénéficiaient de services sociaux ne partageaient pas le même avis sur le problème de la mobilité. Deux tiers des répondants interviewés ne pensaient pas que c'était un problème, par rapport à au moins la moitié des participants aux groupes de travail.

Les résultats ont également révélé que la mobilité élevée pouvait empêcher les personnes et les familles autochtones d'établir les liens nécessaires d'appartenance à la collectivité ou au quartier, et de développer des réseaux. Elles éprouvaient donc un certain sentiment d'insécurité, qui les empêchaient de trouver les services disponibles.

On a demandé aux participants au sondage les éléments qu'il leur faudrait dans leur logement ou leur collectivité pour demeurer dans le même logement pendant une période de 5 à 7 ans. Ils ont répondu qu'il leur faudrait pour ce faire du logement abordable et de qualité convenable, un revenu plus élevé et de l'aide pour obtenir un prêt, un quartier plus sûr et plus stable, l'accès à des magasins d'alimentation et à des services de buanderie, ainsi que des services d'orientation et personnels pour traiter les problèmes de toxicomanie et trouver un emploi.

### Question 4 :

**Quelles mesures les organismes de services ont-ils prises et quels services désireraient-ils offrir à un groupe de clients dont la mobilité résidentielle est très élevée?**

Malgré les divergences d'opinion au sujet de la mobilité, les solutions qu'offraient les clients autochtones et les organismes de services sociaux étaient en grande partie semblables. Parmi les solutions recommandées citons, les options de moyens de locomotion, la création d'un centre d'information et d'un registre des clients et l'accès à une adresse postale fixe et stable, ainsi qu'une boîte vocale. On a également suggéré d'établir un système de distribution de l'information aux clients pour leur permettre de maintenir la communication avec les organismes de services. Comme moyen d'aider les Autochtones qui déménagent souvent, on a mentionné le Aboriginal Welcome Wagon, un groupe d'accueil des nouveaux venus ou une initiative de ce genre pour aider les Autochtones à s'orienter dans leur milieu urbain.

On a également recommandé de recourir aux services d'un intervenant afin d'aider les personnes et les familles autochtones à utiliser les programmes et les services mis à leur disposition et d'agir à titre d'intermédiaire entre les personnes et les propriétaires-bailleurs ou les organismes.

On a aussi mentionné, comme autres solutions, les programmes pouvant encourager la stabilité des personnes et des familles autochtones. Ils seraient conçus de façon à réduire les conflits familiaux éventuels, accroître les possibilités d'emploi, de formation et de perfectionnement et traiter les besoins des jeunes Autochtones.

Les répondants autochtones ont indiqué que les occasions d'emploi et de formation étaient indispensables pour améliorer leur situation économique, augmenter leur revenu de ménage et élargir leur accès à du logement et à d'autres services.

Les répondants autochtones et le personnel des organismes ont suggéré un certain nombre de solutions en matière de logement afin de minimiser la mobilité élevée, comme des loyers maximaux, la production de logements plus abordables, davantage de programmes de logement pour les personnes à faible revenu et des programmes d'incitation à la location avec option d'achat. Il a en outre été suggéré que les organismes de logement devraient mettre en place des principes et des pratiques de gestion immobilière devant permettre de traiter les besoins des locataires autochtones.

## PROCHAINES ÉTAPES

Ce projet de recherche a permis de relever un certain nombre d'enjeux à approfondir. Voici quelques-unes des initiatives que l'on a recommandées pour approfondir la recherche sur d'autres aspects de la mobilité résidentielle des Autochtones, l'accès aux services et les expériences des populations autochtones et urbaines.

- Examiner la faisabilité d'un réseau d'entraide entre les organismes et son fonctionnement, dans le but de créer des liens.
- Étudier les modalités de l'exploitation du logement, de l'accession à la propriété et du fonctionnement des propriétaires-bailleurs sur le plan de l'entretien et des réparations.
- Examiner comment l'on pourrait accroître l'accession à la propriété par d'autres moyens, comme des programmes appelant des mises de fonds faibles ou nulles.
- Examiner l'effet de la mobilité sur le niveau d'études.
- Examiner l'incidence de la mobilité sur les futurs besoins de logement des Autochtones.
- Examiner le bénéfice de faire appel à un intervenant ou à un intermédiaire dans les deux villes pour aider les Autochtones à devenir propriétaires et traiter les enjeux, comme les conséquences de la mobilité élevée.
- Étudier la question du financement des programmes de logement en prévision de l'augmentation attendue de la population autochtone en milieu urbain.
- Encourager les stratégies visant à accroître la participation des Autochtones à la main-d'œuvre active et à leur inscription dans des établissements d'enseignement, afin d'augmenter leur revenu et de réduire leur dépendance de l'aide sociale.

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### **Recherche sur le logement à la SCHL**

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# 1. EXECUTIVE SUMMARY

## **Introduction**

Urban residential mobility is the movement of individuals or households within the same urban area./

Aboriginal people living in urban areas move more frequently than non-Aboriginal people do. For example, in 1991, the urban Aboriginal mobility rate was 1.8 times higher than the rate among non-Aboriginal people.

Past research has indicated that while there are many reasons why Aboriginal people move so frequently, housing seems to be almost always important. Aboriginal people move in search of more affordable, suitable and adequate housing. They also move because of family reasons, for example, household size changes, conflict or breakdown; and because they are often looking for better access to community services or employment opportunities.

So, what are the concerns about urban Aboriginal mobility?

High mobility among urban Aboriginal people can affect social service agencies that provide services for Aboriginal people, as well as their clients.

## **Objectives of the research**

This research explored the effects of urban Aboriginal residential mobility on agencies that provide social services to Aboriginal people, and their clients, in two Canadian cities where proportions of Aboriginal people are high—Regina, Saskatchewan and Winnipeg, Manitoba.

## **Research questions**

The researchers asked agency personnel and their Aboriginal clients the following four questions:

Question # 1:

What impact does the high mobility rate among the urban Aboriginal population groups have upon their access to service?

Question # 2:

What is the impact of mobility on agencies providing services?

Question # 3

Do Aboriginal individuals and families who receive services and agencies that provide services see residential mobility as a problem? If so, what are the solutions?

Question # 4

What measures have service organizations taken, and what would they like to undertake in the provision of services to a high-residential-mobility client group?

## **Methodology**

The methodology for this research consisted of the following:

- a scan of existing literature and research on residential mobility;
- a telephone survey with services providers in Regina (6) and Winnipeg (15);
- Aboriginal agencies interviewed their clients in Regina (39) and Winnipeg (30); and
- two focus groups with Aboriginal clients: one in Regina with 21 Aboriginal clients; the other in Winnipeg with 20. A total of 41 Aboriginal clients participated in the two cities.

### **The survey instrument**

The design of the survey instrument used for this research and the analysis of the survey data were based on a number of reports from Statistics Canada, Canada Mortgage and Housing Corporation and the Department of Indian and Northern Affairs.

### **The research sample**

The social service agencies involved in the research were identified through existing networks and were referred by other agencies. The participants for the focus groups, surveys and interviews were identified by various social service agencies operating in each Census Metropolitan Area (CMA) of Regina and Winnipeg. The samples for the surveys were, therefore, non-random.

### **Characteristics of the Aboriginal respondents**

Aboriginal agencies interviewed their clients regarding their level of education— 45 percent of respondents in both cities had some high school education, 17 percent had less than a grade 9 education and 13 percent had a high school diploma.

Other characteristics of the Aboriginal interview respondents suggest that different populations were being sampled in Winnipeg as compared to Regina. For example:

- While 85 percent of the respondents in Regina were employed, 47 percent of the respondents in Winnipeg were receiving some form of social assistance as the major source of their household income.
- Whereas 69 percent of the respondents in Regina were born in a city, only 30 percent of respondents in Winnipeg were born in a city.
- Seventy percent of respondents in Regina, compared to only 57 percent in Winnipeg, spent more than 30 percent of their household income on housing and utilities.

### **The results**

Given the small number of Aboriginal respondents and the non-random nature of the sample, the research results are not representative of the total Aboriginal population in either Regina or Winnipeg. However, they provide a good indication of the effects of urban Aboriginal residential mobility on agencies that provide social services to Aboriginal people, as well as their clients. The following were the responses to the four research questions:

Question # 1:

**What impact does the high mobility rate among the urban Aboriginal population groups have upon their access to service?**

Past research has indicated that high mobility can limit access to services when transportation becomes a barrier, and that this can affect the continuity of certain services, such as education and health.

Survey participants were asked if their children had been affected by frequent moves. Their responses ranged from saying that their children had received better services, to saying that their children had had negative experiences, such as having been in contact with gang activity and an unsafe neighborhood, to saying that their children had encountered difficulties with transitions to new schools and neighbourhood environments. However, the overwhelming majority of respondents—89 percent in Regina and 80 percent in Winnipeg—said that their children had not been affected by their frequent moves.

Survey and focus group participants were also asked if they felt that moving had had an impact on their ability to access the needed or wanted services. Sixty-six percent in Regina and 67 percent in Winnipeg said no. Those who said yes, cited a number of impacts, including the following:

- people may feel removed from the services they need and, therefore, have to seek out new services;
- access to transportation is restricted until people become oriented to the new area and bus routes and schedules; and
- people who have literacy problems can be affected in the search for services.

Question # 2

**What is the impact of mobility on agencies providing services?**

High mobility can have many negative effects for service agencies. These include difficulties in tracking their clients, estimating current and future demand for the services they provide, and preparing appropriate policies, business plans and budgets.

High mobility can often remove Aboriginal clients from the agencies' service catchment areas. This can affect the agencies' ability to deliver services and their cost efficiency in service provision. It can also minimize the quality of the services and prevent the maintenance of a continuum of care.

High mobility can also result in changing needs for services as the number of clients can increase or decrease, and this can result in fluctuating budgets. Community agencies delivering education, health, as well as family, social and community services can also find it hard to maintain adequate service delivery.

Urban Aboriginal mobility can also impair social service agencies' ability to maintain contact with their clients. It can increase the agencies' paperwork and need for referrals, and create difficulties for their personnel as they have to adjust frequently to fluctuating numbers of clients. High mobility can also threaten some social service agencies with closure and add costs for housing agencies, which might have to spend more to advertise and prepare dwelling units for new tenants more often.

### Question # 3

#### **Do Aboriginal individuals and families who receive services and agencies that provide services see residential mobility as a problem? If so, what are the solutions?**

A great disparity in the results of this research was the difference between what social service agencies felt about mobility and what Aboriginal individuals or families felt about it. Agencies largely indicated that mobility was an issue with negative impacts. On the other hand, Aboriginal individuals or families were less likely to see mobility as a problem and more likely to see the need for adequate and affordable housing as the major issue, with mobility being a symptom of the lack of appropriate housing.

Depending on whether they were participating in interviews or focus groups, Aboriginal individuals and families who were receiving social services were split on whether residential mobility is a problem. Two thirds of the interview respondents did not see residential mobility as a problem, while at least half of the participants in the focus groups saw it as a problem.

The results of this research also indicate that high mobility can prevent Aboriginal individuals and families from establishing the necessary community or neighborhood relationships and networks. This, in turn, can affect their sense of security in their surroundings and prevent them from finding out about the services available to them.

Aboriginal survey participants were asked about what they would need in their home or community to make them stay in the same home for 5-7 years. They responded that they would need affordable and adequate housing, increased income and assistance in securing loans, a safer and more stable neighborhood, access to grocery and laundry services, counselling services and personal development to address addictions, and employment to sustain a home.

### Question # 4

#### **What measures have service organizations taken and what would they like to undertake in the provision of services to a high-residential-mobility client group?**

Despite the differing views about mobility, many of the solutions offered by Aboriginal clients and social service agencies' personnel mirrored each other. Recommended solutions include options for transportation, the provision of a clearinghouse or client registry, and access to a stable, fixed postal mailbox and voice mail. It was also suggested that a system to distribute information to clients and help them maintain contact with all agencies providing services be established. The Aboriginal Welcome Wagon or similar approaches to helping people orient themselves within the urban environment were cited as examples of ways to assist Aboriginal people who experience high mobility.

A further recommendation was the use of an advocate for Aboriginal individuals or families to help them navigate the programs and services available and to act as a liaison between individuals and landlords or agencies.

Also identified as solutions were programs that can encourage stability for Aboriginal individuals and families. These programs should be designed to reduce potential family conflict, increase opportunities for employment and training and career development, and address the needs of Aboriginal youth.

Aboriginal respondents indicated that employment and training opportunities were necessary to improve economic circumstances, build a higher household income and increase access to housing and other services.



Aboriginal respondents and agencies' personnel suggested a number of housing related ideas to minimize high mobility. These included rent ceilings, the creation of more affordable housing, more low-income housing programs and rent-to-own incentive programs. They also suggested that housing agencies establish policies and property management practices to address the needs of Aboriginal tenants.

### **Next Steps**

This research identified a number of issues for further investigation. The following are a few of the new leads recommended for continued research on other facets of urban residential mobility, access to services, and Aboriginal people and urban experiences.

- Examine the feasibility of and functioning of interagency networking with the goal of building and establishing linkages.
- Examine housing, home ownership and landlord operating policies in regard to maintenance and repairs.
- Examine how alternatives such as low- or no-down-payment plans could increase home ownership.
- Examine the effect of mobility on educational achievement.
- Examine the impact of mobility on the future housing needs of Aboriginal people.
- Examine the value of having a housing facilitator or advocate in both cities to help people become home owners and deal with issues such as the consequences of high mobility.
- Review the funding for housing programs given the expected increase in the urban Aboriginal population.
- Promote strategies for increasing Aboriginal participation in the labour force and educational institutions in an effort to increase income and reduce dependency on social assistance.



## 2. INTRODUCTION

Aboriginal People move for many reasons—to seek better or affordable housing, for better education, more employment opportunities, better health or medical assistance, to leave unhealthy or unsafe environments or to access services that are available in other locations.

Residential mobility or movement of individuals or households within urban centres is higher among the Aboriginal population than the non-Aboriginal population (Norris, 1996). Movement within urban communities contributes to fluctuations in Aboriginal populations in urban centres and affects access to services and service delivery.

### Purpose

This research project's purpose was to examine the impact of urban Aboriginal residential mobility in Regina and Winnipeg. The project examines select programs and services, individuals who use programs and services and service delivery agencies. This research project enables at least two potential understandings: a) the phenomenon of mobility and its impacts and b) identifying areas of future research.

The findings and analyses within this report are based on a small number of respondents. The researchers caution against a general application of the findings to the entire Aboriginal population in Regina and Winnipeg and other urban centres.

In this report, *Aboriginal People* refers to men and women recognized as Aboriginal under the *Constitution Act, 1982*. That is, men and women registered as, or who identify with, Status and Non-status First Nations people, Métis or Inuit.

### Limitations of research

Limitations are discussed in order to present the parameters of the information presented within this research project. The limitations extend to the sources of the research data, the research tools and the concept of mobility.

### Data sources

#### Census data

The numerical data relies on the 1991 and 1996 Statistics Canada censuses and the 1991 Aboriginal People Survey (APS). Census data reflects static numbers and populations are dynamic. While the census is considered the most comprehensive representation of population figures, it still provides an incomplete picture of Aboriginal demography. The numbers are considered incomplete due to “... undercoverage, incomplete enumeration and misreporting in the census or APS ...” (Norris, 1996:182).

### Research tools

#### Questionnaires

The data in this report is based on information obtained from client and agency surveys or questionnaires (the terms are used interchangeably). Ninety questionnaires—45 in each

city—were distributed to agencies in Regina and Winnipeg. Ninety questionnaires were also distributed to individuals who were clients of agencies in Regina and Winnipeg.

Researchers made two callbacks to each agency on the master contact list for each city.

Two agencies that initially considered participating later said they felt their information was not relevant and did not continue with the surveys. A large number of agencies did not return calls. Based on responses from the agencies, researchers could not determine whether the type or length of the questionnaire might have affected participation by agencies.

The answers to a question asking clients “How many people usually live with you in your place?” and “How many are adults?” convinced researchers that the wording was confusing and respondents had misinterpreted the intent of the questions and inaccurately reported the number of persons per household. For example, some participants included themselves in the total household figure while others did not. Information about number of children in each household obtained was deemed relevant and is included in this report.

Some respondents also exercised their choice to complete or not complete parts of the questionnaires—common in questions concerning finances. If there were too many unanswered questions, the value of the remaining information was weighted and the questionnaire deemed acceptable or unacceptable and rejected. Two Regina and one Winnipeg questionnaires were rejected.

## **Focus groups**

Forty-one of 50 people invited took part in the focus groups. Focus groups were recorded, but two tapes from the Winnipeg focus groups were inaudible and researchers relied on backup flip charts and personal notes.

## **Time restraints**

The limited period for the research limited the turn-around time of requested material. Many surveys sent to agencies were not returned to the research team, often due to time constraints. Similarly, telephone calls and document requests were not returned to researchers.

## **Views about mobility**

Aboriginal People and providers of service to Aboriginal People contacted were largely unfamiliar with the term *mobility*. SIIT researchers briefly explained residential mobility as defined for this project as a “household or individuals moving within the same city.” Once the definition was understood, providers said they referred to highly mobile Aboriginal People as transients. In view of the differing views of the concept of mobility, the clients’ or the agencies’ definitions or views on mobility may have affected the quality of the responses. It is difficult to measure the potential impact of this difference, but the different concepts are included as a contributor to limitations of the research results.

## **Project background**

Canada Mortgage and Housing Corporation (CMHC), the federal government’s national housing agency, issued a request for proposals to examine the effects of the residential mobility rates of Aboriginal People on providing services in the private and public sectors.

Four questions guided the research:

- What impact does the high mobility rate among the urban Aboriginal population groups have upon their access to services?
- What is the impact of mobility on service-providing agencies?
- Do Aboriginal individuals and families who receive services and agencies that provide services see residential mobility as a problem? If so, what are the solutions?
- What measures have service organizations taken and what would they like to undertake in providing services to a high residential mobility client group?

The questions framed the research and set limits for the initial literature review and select agency reviews. From these reviews, a research design was developed, research was conducted and results presented and analysed.

## Aboriginal populations

Table 2-1 compares the Aboriginal and non-Aboriginal populations of major Canadian cities. While the emphasis of this research project is Regina and Winnipeg, other CMAs are included to show the rapid growth of Aboriginal populations in Regina and Winnipeg.

<i>CMA</i>	<i>Aboriginal population, 1991</i>	<i>% of total</i>	<i>Aboriginal population, 1996</i>	<i>% of total</i>
<i>Montréal</i>	6,775	0.4	9,965	0.3
<i>Toronto</i>	14,205	0.2	16,095	0.4
<i>Halifax</i>	1,185	0.3	2,115	0.6
<i>Ottawa-Hull</i>	6,915	0.8	11,605	1.2
<i>Vancouver</i>	25,030	0.8	31,140	1.7
<i>Calgary</i>	14,075	0.9	15,195	1.9
<i>Victoria</i>	4,435	1.2	6,570	2.2
<i>Edmonton</i>	29,235	2.0	32,825	3.8
<i>Winnipeg</i>	35,150	3.3	45,750	6.9
<i>Regina</i>	11,020	4.1	13,605	7.1
<i>Saskatoon</i>	11,920	3.8	16,160	7.5

*Sources: Statistics Canada. 1991 Census and 1996 Census.  
<http://www.statcan.ca/english/Pgdb/People/Popula.htm>. Printed from website June 2000, October 2001. E. Peters, 1996:309*

**Table 2-1—Aboriginal population in select Canadian CMAs**

As Aboriginal People relocate to urban centres for reasons such as employment or educational opportunities, the population increases. The Winnipeg, Regina and Saskatoon CMAs consistently show the highest percentages of Aboriginal People within the total population.

The following table contains data on the Aboriginal populations of Saskatchewan, Manitoba, Regina and Winnipeg.

<b>Saskatchewan</b>			
	<b>Total</b>	<b>Male</b>	<b>Female</b>
<i>Saskatchewan population</i>	976,615	483,810	492,805
<i>Total Aboriginal population</i>	111,245	54,465	56,775
<i>% of Saskatchewan population that is Aboriginal</i>	11.4%	11.3%	11.5%
<b>Regina</b>			
<i>Total population</i>	191,480	93,155	98,325
<i>Total Aboriginal population</i>	13,605	6,515	7,090
<i>% of Regina population that is Aboriginal</i>	7.1%	7.0%	7.2%
<b>Manitoba</b>			
	<b>Total</b>	<b>Male</b>	<b>Female</b>
<i>Manitoba population</i>	1,100,295	542,070	558,220
<i>Total Aboriginal population</i>	128,685	63,620	65,060
<i>% of Manitoba population that is Aboriginal</i>	11.7%	11.7%	11.7%
<b>Winnipeg</b>			
<i>Total population</i>	660,055	320,875	339,180
<i>Total Aboriginal population</i>	45,750	21,705	24,045
<i>% of Winnipeg population that is Aboriginal</i>	6.9%	6.8%	7.1%
<i>Adapted from 1996 Statistics Canada</i>			
<i><a href="http://www.statcan.ca/english/Pgdb/People/Popula.htm">http://www.statcan.ca/english/Pgdb/People/Popula.htm</a>. Printed from website October 2001</i>			

**Table 2-2 Aboriginal populations, Saskatchewan, Regina, Manitoba and Winnipeg**

S. Clatworthy (1996) in *Migration and Mobility of Canada's Aboriginal Population*, states:

...residential mobility rates among Aboriginal households exceeded those of non-Aboriginal households by a wide margin in all of the urban centres examined... (p. 20).

Mobility rates were higher among non-family than family households in all centres. Residential mobility rates were highest for lone-parent families, especially in Edmonton, Saskatoon, Winnipeg and Regina.

Individual client survey and focus group respondents for this study represent 0.4 per cent of the Aboriginal population in the Regina CMA and 0.1 per cent of the Winnipeg CMA Aboriginal population. Given the small number of respondents, the reader should not conclude that the results are representative of either the Regina or Winnipeg Aboriginal populations.

These participants were selected because they were using services provided by agencies, such as education, employment and housing. The service providers referred participants to the SIIT researchers.

### 3. METHODOLOGY

#### Research framework

Interviews, focus groups and thematic analysis enabled the research team to describe the impact of mobility on the provision of services

#### Methodological approach

The sites selected for the research were the Regina and Winnipeg CMAs. The researchers who conducted the interviews were the prime instruments of research. The other research instrument was the survey questionnaire.

Data collection consisted of an investigative approach that involved focus groups, semi-structured interviews, structured surveys and telephone interviews. Survey questions and focus group questions for the respondent groups were designed to elicit information concerning experiences surrounding mobility. Individuals for the focus groups, surveys and interviews were identified by various service-provider agencies. Agencies were identified either through existing networks or by other agencies. The desired number of client surveys was 50—25 in each city. The desired number of agency personnel surveys was 50—25 in each city.

Questions guided the focus group sessions. Additional, non-prescribed, impromptu questions or probes facilitated discussions. During the contact sessions, researchers made notes on flip charts and in journals. The desired number of focus group participants was 40—20 in each city.

#### Data sources

The researchers used literature review, formal and informal communication with agencies and organizations, individual focus groups and interviews of agency personnel and clients to obtain data. These methods are discussed below.

#### Literature review

A preliminary examination of literature on urban residential mobility gave a broad perspective on mobility. With this broad perspective, researchers focused on reviewing literature concerning urban Aboriginal residential mobility. They found little published information directly concerned with urban Aboriginal residential mobility.

Numerous published and unpublished reports were reviewed. Among the key sources were:

- Statistics Canada published documents and web-based, online documents;
- Indian and Northern Affairs Canada articles, published and unpublished reports and web-based online documents;
- Canada Mortgage and Housing Corporation research reports; and,
- Summaries of the Royal Commission on Aboriginal Peoples.

Internet resources were examined and discussions held with individuals familiar with areas such as Aboriginal mobility, research concerning Aboriginal Peoples and increasing urbanization of Aboriginal People.

National and regional agencies associated with Aboriginal People (including provincial and federal government organizations and Aboriginal governments) were contacted in order to obtain documents and discuss their initiatives. Return of survey information was low and, as a result,

the research team used the generalized results to prepare the interviews and focus group framework.

The research found limited published information for and by service organizations that specifically addresses the impact of providing services to highly mobile populations. There is limited information from the Aboriginal perspective on residential mobility and the impacts of residential mobility on individuals, family and service-provider agencies.

The document review included numerical data about Aboriginal populations in Regina and Winnipeg, definitions, factors that might affect and contribute to residential mobility and a summary of initiatives in providing services. This review aided researchers in developing the interview questions and in structuring the focus groups.

## Findings

The following information contributed to the development of the interview tools and shed light about the information gathered in the interviews.

### Contributing factors

The document review found the factors contributing to residential mobility include:

- Personal motivations;
- The search for adequate and affordable housing;
- The increase in urbanization for Aboriginal People; and,
- Various social factors and policy impacts.

The factors from the document review are included in this report as potential impacts or contributors to residential mobility and have been considered in the analysis of the collected data. The factors are briefly discussed below and referred to in “Review and analysis ,” page 20.

### Motivations

The desire to improve personal situations such as education, employment opportunities, medical assistance; the need to address a changing or unstable family situation or access better, more affordable housing and increasing access to other services—all may be considered personal motivations that contribute to or affect mobility.

### Urbanization

Since the 1950s, First Nations people have been migrating to cities in search of opportunities, programs and services. In 1960, First Nation people received the right to vote in federal and provincial elections and to live where they wanted without legislative constraints. The literature in the 1960s and 1970s focused on the “ ... incompatibility of Aboriginal culture and urban life and the need to abandon cultural values in order to adapt to the urban setting ... ” (Peters 1996:318). Aboriginal Peoples’ cultures were thought to be barriers to successful urbanization or integration into the urban centres.

The 1980s and 1990s saw the largest influx and growth in urban Aboriginal populations (Peters 1996:312-14). As a result, large urban centres now have second- and third-generation urban Aboriginal citizens. The literature began to change in the 1980s and started framing the urbanization of Aboriginal People within the issue of poverty. The focus centred on lack of education, training and employment opportunities. “ ... The main factors differentiating the



urban Aboriginal population from the other urban poor were the services required to adapt to urban life, the degree of their poverty, and the extent of their housing needs ... ” (Kastes 1993:79-80).

Another emerging theme was the acknowledgment of the irregularity surrounding policies and programs for urban Aboriginal People. “ ... Analysts noted the inconsistency in relationships between the federal government and various provinces, the inequities between various groups of Aboriginal People, and the wrangling among governments and policy-making and financial responsibility ... ” (Peters 1996:318).

The inability of public service organizations to meet the needs of urban Aboriginal People typified the problem as organizational. Frideres, a sociologist, noted “ ... public service organizations are designed to provide certain minimal levels of service to the general public. Aboriginal People who have encountered these organizations have tended to become virtually permanent clients, as evidenced by recurrent patterns of detention and arrest, high rates of hospitalization and premature death, and the inability of most Aboriginal People to leave the welfare rolls. Public service organizations do not assist most Aboriginal People to live in the city as competent citizens. Indeed, as currently constituted, these organizations often present a barrier that denies Aboriginal citizens entry into mainstream of urban Canadian life ... ” (Frideres 2001:158).

## Housing

Housing has a number of dimensions: availability, affordability, safety and suitability. A lack of affordable housing contributes to gaps in availability and increases demand, as noted in a CMHC study by Ark Research Associates. *Core housing need among off-reserve Aboriginal lone parents in Canada* (1997) and *The housing conditions of Aboriginal People in Canada* (1997) say that: “ ... Most Aboriginal People and lone-parent households rent housing ... ” (Ark Research Associates 1997:7). Further, 62 per cent of urban Aboriginal households rent in areas that have the highest incidence of core housing need (Ark Research Associates 1996:12).

*Development of a survey instrument to study links between living arrangements, homelessness and residential mobility of urban Aboriginals* (2000), a CMHC research report prepared by Turtle Island Associates, indicates that the primary reasons for residential moves among Aboriginal People in Toronto and Winnipeg were housing related (Turtle Island Associates, 2000:28).

In *The disappearance of affordable housing in Regina* (2000), the Council on Social Development Regina, Inc. notes that approximately 12 per cent of Canada’s population lives in below-standard housing and that although the need for tenant housing has increased, the provision of new tenant housing fell by six per cent from 1990 to 1997 (2000: ii).

The Council further notes that: “ ... in Regina there has been a dramatic decline in rental housing construction, an ongoing conversion of rental housing units, the demolition of homes in the inner-city neighbourhoods and encroaching private housing investments over the last ten years ... ” (2000: iii).

There appears to be a considerable gap between the number of people needing affordable housing and the availability of affordable housing that meets core-housing standards as defined by CMHC.

## CMHC definition of core-housing need

Most Canadians have access to a dwelling unit that is in **adequate** condition (does not require major repairs), of **suitable** size (has enough bedrooms) and is **affordable** (shelter costs are less than 30 per cent of before-tax household income).

A household is in **core-housing need** if its housing falls below at least one of the adequacy, suitability or affordability standards **and** it would have to spend 30 per cent or more of its income to pay the median rent of alternative local market housing that meets all three standards.

A house must be safe and provide a sense of security for its occupants. Security is an issue for all individuals, but particularly for women, children and the elderly. When doors and windows are not properly secured, repaired or replaced, it creates a safety risk for occupants and instils insecurity. Older homes that have not been maintained and need repairs may pose dangers, such as fire hazards, electrical and sewage malfunctions and the growth of potentially harmful molds, to the occupants.

For larger families, size is an issue. Most single-family rental properties are two- and three-bedroom bungalows and one- to three-bedroom apartments. Often, rent increases with the number of bedrooms in a unit. In order to live in a house with amenities for a larger family, often two or more families live together to share costs, which results in overcrowding.

## Low household income

There is a tendency for people with lower incomes to have high rates of mobility. People who do not have adequate incomes do not have the purchasing power to seek or maintain adequate housing. Among urban Aboriginal populations, rates of employment are low compared to the non-Aboriginal population.

Statistics Canada defines a low-income household as “... one which spends a much higher percentage of its income than an average equivalent household on the necessities of life and has a lower income than the norm ...” (<http://www.ccds.ca/pubs/2001/povertypp.htm>). The poverty rate is calculated from this income threshold and identifies the depth of poverty as a gap between those who are poor and fellow citizens.

Generally, the poverty rate among Aboriginal People in urban centres is high. In cities, “... the average Aboriginal poverty rate was 55.6 per cent ...” and

... Most of the cities with the highest proportions of Aboriginal People were also those with the highest Aboriginal poverty rates ... In Regina, the Aboriginal population experienced a poverty rate of 62.8 per cent, while in Winnipeg, the poverty rate for Aboriginal People was 62.7 per cent. ... (CCSD and Lee, 2000:38-40).

Inadequate income (from underemployment and unemployment) can become a contributor to residential mobility, because individuals or households cannot afford to retain housing. Further, minimum wage and social assistance shelter allowances have not increased in proportion to the inflation rate (CSDR and MacNeil & Warnock 2000:10).

The Council on Social Development Regina, Inc. points out that:

... As a group, Aboriginals are the most oppressed in Saskatchewan. In 1991, only 19,800 Aboriginal People (37 per cent of the Aboriginal labour force) had a job, with an average annual

income of \$13, 970. The income of those on reserve was equivalent to 70 per cent of the income of those living off reserve and 44 per cent of the Canadian average (Royal Commission, 1993). In 1995, 83 per cent of all Aboriginal People had annual incomes below \$20,000. ... (2000:9).

As a result, food banks and homeless shelters are seeing growth in the numbers of people who access their services. “ ... Food money is needed to pay the rent; indeed, emergency food use is a key housing indicator ... ” (CSDR & MacNeil and Warnock 2000:11). Income and its impact on access to housing are linked to mobility issues.

### **Social factors**

The following have been couched within the framework of social factors, though each could be considered as a relevant impact or factor on its own that contributes to increases in mobility.

#### **Access to services**

The potential of improving access to programs, services and resources in urban centres often motivates moving to a city and mobility within a city. For example, desired access to programs and services, through education and training agencies, employment services, health services, recreational and other services, can motivate people who don't have the transportation needed to repeatedly move to access these services.

#### **Homelessness**

The Council on Social Development Regina, Inc notes that:

... people who are homeless or living in sub-standard housing “are at much higher risk for infectious disease, premature death, acute illness and chronic health problems than the general population. They are also at a higher risk for suicide, mental health problems, and drug or alcohol addiction ... ” (2000:12).

The Council further states that:

... if low-income and marginalized groups cannot afford and do not have access to the bottom end of the rental housing stock, they are more likely to be homeless, either in need of shelter or living in temporary housing situations. In Saskatchewan, homelessness is primarily identified with overcrowded housing ... (2000:47).

#### **Family situations**

Family conflict, family breakdown, or an increase in family size due to birth, can be considered as factors in residential mobility. For example, when a family grows because it has more children, the housing may no longer be adequate for family size. Therefore, the family situation may impact on or contribute to mobility as the family searches for larger housing.

#### **Racism–discrimination**

There is frequent discussion concerning racism and discrimination in literature concerning housing and Aboriginal People. The Royal Commission on Aboriginal Peoples noted “ ... Aboriginal People regularly face racism and discrimination, even in social housing ... ” (The Council on Social Development Regina, Inc. 2000:14).

#### **Policy changes**

Major changes in social and economic policy, such as fiscal restraints have adversely impacted low-income people.

## Agency review

In each city, researchers contacted agency personnel and established dialogue about the research to familiarize other agencies and research units about this study and its purpose. The contact helped researchers determine if research in Regina and Winnipeg focused on Aboriginal housing and Aboriginal homelessness. In Winnipeg, planned research was centred on a longitudinal study concerning the relocation movement of Aboriginal People to urban centres.

Results from the agency review and visits were incorporated in the document review and considered when developing the research tools.

## Agency, client surveys, focus groups

Agencies were asked to complete a survey identifying the impact of mobility on providing service to the Aboriginal population and to propose solutions dealing with the impact of mobility. Organizations were also asked to identify Aboriginal clients willing to participate in a focus group.

Both agency personnel and clients were asked to fill out a survey identifying the impact of mobility on access to services, to discuss mobility and to identify solutions to reduce the impacts of mobility.

The proposed, desired sample size was 100 for both CMAs. This number is based upon the following breakdown: agencies and individuals providing services—25 per city and clients accessing services—25 per city.

Focus group questions were developed for agency clients in Regina and Winnipeg. Individuals were asked to participate in focus groups to gather in-depth information on experiences concerning residential mobility.

The desired sample size of focus groups was 40—20 in each focus group in each city. Table 3-1, page 18, gives the desired and actual sample sizes for data collection in both CMAs

There was a high rate of success when it came to interviewing clients through focus groups or surveys. Agency personnel however, did not respond to the extent expected.

## Potential impacts of mobility

This section focuses on the potential impacts of Aboriginal residential mobility. Based upon the document review and personal communication with service providers, the potential impacts of mobility may include the following:

- Negative social impacts such as the difficulties in maintaining immediate family structures.
- Difficulties surrounding client tracking.
- Agency budgetary fluctuations due to actual or perceived increase or decrease in client numbers.
- Difficulties maintaining adequate service delivery for education (school boards), health service agencies and family, social and community service agencies.
- Access to non-government organization services.
- Client populations are affected by growth or decline in services resulting in difficulties in maintaining educational attainment levels and health status.

- Difficulties surround the development of policies for urban planning departments, housing services and agencies.

## Tools used to obtain data

The two main methods of information gathering—interviewers—researchers and questions—are described below.

### Interviewers

The research team interviewers used structured research questions; thus, the team members were prime instruments of research. The research team was comprised of Aboriginal academic researchers and research consultants experienced in community-based research.

### Interview questions

The project team developed the interview questions from the literature review and discussions with service agencies. The project contractor tested, refined and approved the questions.

The questions were designed to obtain information about the impacts of mobility and solutions to address the impacts. One research questionnaire was prepared for service delivery agencies and one for individuals who access services.

### Focus group questions

Focus group questions were designed to elicit information concerning individuals who access services, the impacts of high residential mobility on access to services and the perceived impacts on service provision and delivery.

Participant information and consent forms were prepared to accompany interviews and focus group questions.

## Research design

The focus of this portion of the research was to present an overview of the research design that guided the research.

The target population for both interview groups was identified by the contractor as urban Aboriginal People and service provider groups in the Regina and Winnipeg CMAs. Table 3-1 gives the target sample size and actual number of respondents.

<i>City (CMA)</i>	<i>Focus group</i>		<i>Agency</i>		<i>Individuals</i>	
	<i>Target</i>	<i>Actual</i>	<i>Target</i>	<i>Actual</i>	<i>Target</i>	<i>Actual</i>
<i>Regina</i>	20	21	25	6	25	39
<i>Winnipeg</i>	20	20	25	15	25	30
<i>Total</i>	40	41	50	21	50	69

*Table 3-1—Target and actual sample size*

Service agencies were chosen from a bank of those with the potential to provide service to Aboriginal People. Forty-five questionnaires were distributed in each city and 21 returned—a return rate of 23 per cent

For the survey of agency clients, participants from the accessible population were identified by service provider agencies in both cities. Ninety questionnaires, 45 in each city, were prepared for distribution to clients of the agencies. Seventy-two questionnaires were completed; three

questionnaires were rejected as spoiled. The responses from 69 questionnaires were entered in a database, resulting in a return rate of 80 per cent.

Participants for the focus groups were also identified by various service provider agencies. Forty-one people participated in the focus groups.

## **Measures**

Responses for each section of the surveys were analysed to identify themes, frequencies and percentages. Themes were drawn from the focus group responses, the written responses from agencies and client or individual surveys and select quantitative responses from the client questionnaires. Frequencies were identified from both the written and numerical responses based upon their measure of the number of times each variable occurred during an activity. Percentages were measured to depict proportions of responses for comparative purposes.

## **Timeline**

The research timeline was December 5, 2001 to Jan. 30, 2002, excluding two weeks for Christmas holidays.

Regina focus groups were conducted the week of December 3, 2001 and Winnipeg focus groups the week of December 10, 2001. Researchers interviewed agency personnel and clients over a four-week period starting the week of January 7, 2002.

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## 4. REVIEW AND ANALYSIS

This section presents and analyses the research findings.

### The respondents

#### Aboriginal status

In Regina, there were 57 respondents from the client interviews and focus groups; in Winnipeg, 53. Table 4-1 profiles those who completed surveys and who took part in focus groups.

Interviews					
Regina			Winnipeg		Totals
First Nations	Status	14	Status	10	24
	Non-status	8	Non-status	2	10
	Unknown	4	Unknown	13	17
Total First Nations				51	
Métis	13		5		18
Total interviews				69	
Focus groups					
Regina			Winnipeg		Totals
First Nations	Status	16	Status	18	34
	Non-status	1	Non-status	1	2
Total First Nations				36	
Métis	1		4		5
Total	18		23		41
There were no Inuit participants, probably because of the small Inuit population in both centres.					

Table 4-1—First Nations, Métis respondents

#### Age of respondents

Age	Regina	Winnipeg	Total
15–24	17	11	28
25–54	36	38	74
55–60	3	2	5
Did not indicate	1	2	3
Total respondents	57	53	110

Table 4-2—Age of respondents

#### Sex

Sex	Regina	Winnipeg	Total
Total males	25	23	48
• interviews	16	13	29
• focus groups	9	10	19
Total females	26	28	54
• interviews	17	15	32
• focus groups	9	13	22
Did not indicate	6	2	8
Total	57	53	110

Table 4-3—Sex of respondents

## Birthplace

<i>Birthplace</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>City</i>	27	9
<i>Town</i>	9	10
<i>Reserve</i>	3	8
<i>Did not indicate</i>	0	3
<b><i>Total</i></b>	<b>39</b>	<b>30</b>

**Table 4-4—Birthplace of respondents**

## Heads of households

<i>Are you the head of your household?</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>Yes</i>	27	23
<i>No</i>	12	7
<b><i>Total</i></b>	<b>39</b>	<b>30</b>

**Table 4-5—Heads of household**

## Education

<i>Level of schooling</i>	<i>Regina</i>	<i>Winnipeg</i>	<i>As %age</i>
<i>Less than Grade 9</i>	2	10	17%
<i>Some high school</i>	14	17	45%
<i>High school diploma</i>	8	1	13%
<i>Some college or university</i>	6	1	10%
<i>College graduate</i>	4	0	6%
<i>University graduate</i>	2	0	3%
<i>Post-graduate diploma, certificate or degree</i>	2	0	3%
<i>Did not indicate</i>	1	1	3%
<b><i>Total</i></b>	<b>39</b>	<b>30</b>	<b>100%</b>

**Table 4-6—Respondents' education**

## Income source, reported income

<i>Income source</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>Employed</i>	33	5
• <i>Full-time</i>	22	0
• <i>Part-time</i>	7	3
• <i>Casual</i>	3	1
<i>Self-employed</i>	1	1
<i>Social assistance</i>	5	14
<i>Student assistance</i>	1	9
<i>Employment insurance</i>	0	3
<i>Pension benefits</i>	2	3
<i>Canada Child Tax Benefit</i>	10	8
<i>Relatives—partner—friends</i>	1	4
<b><i>Reported income</i></b>		
<i>This data does not include focus group participants.</i>		

**Table 4-7—Income sources**



## Long-term disability

Fifteen per cent of Regina respondents and 10 per cent of Winnipeg respondents said they had a long-term disability. Some of these respondents said they needed wheelchair ramps and housing in which they could live on one, main floor.

## Respondents' housing

<i>Type of dwelling</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>House</i>	28	5
<i>Apartment</i>	5	15
<i>Townhouse</i>	1	1
<i>Duplex</i>	2	5
<i>Basement suite in a house</i>	2	0
<i>Rooming house</i>	0	2
<i>Shelter</i>	0	0
<i>Total</i>	39	30

*Table 4-8—Respondents' housing*

## Length of stay

<i>Length of stay</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>Under 6 months</i>	9	12
<i>6 months to 11 months</i>	5	6
<i>One year to two years</i>	9	3
<i>More than two years to five years</i>	7	6
<i>More than five years</i>	7	1
<i>Did not indicate</i>	2	2
<i>Total</i>	39	30

*Table 4-9—Respondents' length of stay in current residence*

## Location in city

Most respondents live in the core neighbourhoods of the urban centres. The core areas are generally defined as areas that are close to the downtown (city centre), are older neighbourhoods with older housing stock and often populated by people of various ethnic origins. In the Regina CMA, 36 per cent of respondents lived in the core areas containing north central and downtown. In the Winnipeg CMA, 35 per cent of respondents lived in the central and downtown areas and 21 per cent in north end neighbourhoods.

Residents live in these locations because the rent is lower, the neighbourhoods are well known to renters, a relationship exists between tenants and landlords, other family members or friends live in the area and there is an increasing centralization of services in the core neighbourhoods.

## Ownership or tenancy?

Eighty-seven per cent of Regina respondents rent their homes and 13 per cent owned their homes. In Winnipeg, 77 per cent of respondents rented, three per cent owned their homes and seven per cent were in a safe house or a halfway house. The numbers are incomplete for Winnipeg, as 13 per cent did not answer

### Who owns the rented dwellings?

<i>Owner</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>Landlord</i>	<i>20</i>	<i>11</i>
<i>Agency</i>	<i>11</i>	<i>11</i>
<i>Relative</i>	<i>1</i>	<i>2</i>
<i>Did not indicate</i>	<i>2</i>	

**Table 4-10—Owners of rented dwellings**

### Subsidized rent

Of the Regina renters, 21 per cent are rent-subsidized. In Winnipeg, 41 per cent are rent-subsidized. There was no indication about the type or variety of subsidies.

### Portion of income to rent or mortgage and utilities

<i>Percentage of income</i>	<i>Regina households —rent</i>	<i>Regina households —rent, utilities</i>	<i>Winnipeg households —rent</i>	<i>Winnipeg households —rent, utilities</i>
<i>0–10%</i>	<i>3</i>	<i>1</i>	<i>1</i>	<i>1</i>
<i>11–20%</i>	<i>7</i>	<i>2</i>	<i>1</i>	<i>1</i>
<i>21–30%</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>3</i>
<i>31–40%</i>	<i>4</i>	<i>7</i>	<i>3</i>	<i>2</i>
<i>41–50%</i>	<i>7</i>	<i>2</i>	<i>0</i>	<i>0</i>
<i>51–60%</i>	<i>3</i>	<i>2</i>	<i>3</i>	<i>1</i>
<i>61–70%</i>	<i>1</i>	<i>5</i>	<i>1</i>	<i>2</i>
<i>71–80%</i>	<i>0</i>	<i>3</i>	<i>0</i>	<i>1</i>
<i>81% or more</i>	<i>0</i>	<i>2</i>	<i>0</i>	<i>2</i>

**Table 4-11—Portion of income to rent or mortgage and utilities**

### Shared cost of rent or mortgage

In Regina, 51 per cent of respondents share the cost of their rent or mortgage with another individual(s) in their household, and 14 per cent of Winnipeg respondents share their rent or mortgage costs.

### Number of bedrooms

In Regina, the average number of bedrooms was 2.74 and in Winnipeg 1.84. This difference is likely because most Regina respondents rented houses, while most Winnipeg respondents rented apartments.

### Occupants

In Regina, the average number of adults was 1.45, and the average number of children was 1.7. In Winnipeg, the average number of adults was 1.48 and the average number of children was .68. Due to possible confusion with another question, some participants included themselves (as respondents) in the total household figure while others did not.

The percentage of respondent households with children in Regina was 67 per cent; in Winnipeg, 43 per cent.

### Relationship to respondent

In Regina, 91 per cent of respondents were living with immediate family, three per cent with extended family and three per cent with friends. In Winnipeg, 55 per cent of respondents were living with immediate family, six per cent with extended family and three per cent with friends.

## **Repairs**

At least half the Regina and Winnipeg respondents said their homes needed repairs. The repairs included: windows (drafts, screens), doors, walls (painting, repair holes, insulation), carpets (need cleaning), faucets (replacing), electrical (updating), basement (unfinished), bathroom (tiles or mold). Many of the homes had old appliances and rodents. Some of the repairs could be considered “core housing” needs.

## **Landlord response**

In Regina 64 per cent and in Winnipeg 75 per cent of respondents said their landlords would make repairs if asked.

In both Regina and Winnipeg, 72 per cent of respondents felt comfortable asking for repairs. Reasons for discomfort included being behind in rent, previous requests being unanswered, wanting to do their own repairs, not wanting to bother the landlord or fearing being blamed by the landlord for the problem.

## **House meets needs**

In Regina, 82 per cent of respondents said their homes met their needs. In Winnipeg, 78 per cent said their homes met their needs.

## **Reasons for dissatisfaction**

Stated reasons for not being satisfied included neighbourhoods with high levels of crime and gang activity and rents that were too high for housing that was inadequate.

## **Sense of safety**

When asked about safety, almost three quarters of Regina respondents felt safe. Results were incomplete for Winnipeg.

Among the reasons given for not feeling safe were illegal activity in the neighbourhood, gang activity, alcohol and drug use in the area and lack of safety for children.

There is a large and thriving gang life in Winnipeg and gang activity is growing in core neighbourhoods in most Prairie urban centres. Gang activity was often cited as contributing to a sense of feeling unsafe in Winnipeg, while in Regina the most-often stated concerns were prostitution, pimping and alcohol and drug use.

## **Experience**

In Regina, 54 per cent of respondents said they had trouble finding a place to live because they were Aboriginal. In Winnipeg, 37 per cent said they had trouble finding a place to live because they were Aboriginal.

## **Mailing address**

In Regina 87 per cent of respondents and in Winnipeg 97 per cent of respondents said their mailing address was the same as their current residence.

## **Mobility**

### **Plans to move**

Thirty-eight per cent of Regina respondents and 50 per cent of Winnipeg respondents planned to move from their current residence. Among the reasons given were the need for a larger dwelling, family reasons, employment, finance and a wish to live in a better neighbourhood.

Respondents in both cities planned to move within six months (desired) or when they could afford to move. More than one-third of the 82 per cent of Regina respondents who said their current home met their needs said they would move anyway. In Winnipeg, half of the 78 per cent who were satisfied with their current home said they would move.

### **Previous move**

About half the respondents in both cities said they had previously moved within the same city. In Regina, 46 per cent of respondents moved from a house and 31 per cent from an apartment. In Winnipeg, 38 per cent of respondents moved from a house and 34 per cent from an apartment. In Regina, 91 per cent of respondents said they rented their previous home; in Winnipeg, 96 per cent rented their previous home.

### **Reasons for previous move**

<i><b>Reason for moving</b></i>	<i><b>Regina</b></i>	<i><b>Winnipeg</b></i>
<i>Employment</i>	8	3
<i>Education</i>	4	4
<i>Health or medical services</i>	3	2
<i>Social services</i>	2	0
<i>Aboriginal services</i>	1	1
<i>Child care services</i>	3	0
<i>Transportation</i>	2	4
<i>Change in household situation</i>	6	5
<i>Family conflict or problems</i>	4	9
<i>Housing that better suits your needs</i>	12	7
<i>Better quality housing</i>	7	6
<i>More affordable housing</i>	4	6
<i>Better neighbourhood</i>	3	7
<i>Other</i>	7	0

***Table 4-12—Respondents' reasons for moving***

### **Access to services**

In Regina, 65 per cent of respondents and in Winnipeg 76 per cent of respondents said it was easier to access services in their current location. The services included: groceries, education, health services, day care, counselling, laundry, security, access to downtown offices and to shopping malls.

### **Services in current neighbourhood**

<i><b>Services</b></i>	<i><b>Regina</b></i>	<i><b>Winnipeg</b></i>
<i>Public transportation</i>	32	26
<i>Grocery, food bank, food programs</i>	25	25
<i>Education, schools</i>	27	18
<i>Health or medical</i>	23	19
<i>Employment</i>	21	11
<i>Recreation activities—services, parks</i>	20	20
<i>Social</i>	15	8
<i>Aboriginal agencies</i>	13	10
<i>Child care</i>	18	6
<i>Laundry</i>	15	20
<i>Cultural, spiritual or religious activities</i>	13	16

***Table 4-13—Services in respondents' neighbourhood***

### **Most-often accessed services**

The services that Regina respondents most often accessed in their neighbourhoods were health, educational, employment services, Aboriginal agencies, child care, social assistance and food banks.

In Winnipeg, the most-often accessed services were educational, social, health-related, employment services and food banks.

### **Most helpful services**

Respondents said the most helpful services are employment agencies, education and training opportunities, health care, food bank, social assistance, Aboriginal services, women's services, shelter assistance, recreation and family centres.

### **Ease accessing services**

Eighty-eight per cent of respondents in both Regina and Winnipeg said it was not difficult to access helpful services. Those who said they had difficulty accessing services did not explain why.

### **Needed services**

Asked what services they need but do not receive, respondents listed personal development opportunities, income and social assistance, better food banks, low-income housing, family support and child care.

### **Wanted services**

Respondents noted that they would like more income assistance, housing, more availability of educational opportunities, employment, family support groups, child care facilities and recreational facilities for their children.

### **Choose not to use services**

The six per cent of Regina respondents and 19 per cent of Winnipeg respondents who choose not to use available services said it was because they felt embarrassed or too shy or because there were no Aboriginal People working in the agencies.

### **Barriers to access**

In Regina, 86 per cent and in Winnipeg 75 per cent said they did not experience barriers in accessing services.

Respondents said barriers to services included lack of finances, being too shy, being embarrassed, an existing wait list, program criteria that was restrictive or limited, racism, difficulty contacting workers as people were always in meetings or out of the office, or clients not being seen as a priority to service agencies.

### **Finding services**

<i>Source of information</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>Referral</i>	<i>15</i>	<i>10</i>
<i>City newspapers</i>	<i>8</i>	<i>10</i>
<i>Aboriginal newspapers</i>	<i>0</i>	<i>5</i>
<i>Television</i>	<i>9</i>	<i>7</i>
<i>Radio</i>	<i>7</i>	<i>6</i>
<i>Internet</i>	<i>2</i>	<i>3</i>
<i>Flyers, brochures, newsletters</i>	<i>7</i>	<i>2</i>

<i>Word of mouth</i>	23	17
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**Table 4-14—Information sources about services**

### **Awareness of services—focus groups**

Focus group participants felt that Aboriginal People were largely unaware of the services available to them. Regina respondents seemed more aware of services than Winnipeg respondents. Participants suggested that there is a lack of information about services and that if literacy was an issue then this affected their ability to access services. Literacy issues included English as a second language and lower levels of formal education.

Some participants felt they received “an agency shuffle” and frequent moves limited their access to services.

### **Impact of moving**

When asked if participants felt that moving had an impact on their ability to access the needed or wanted services, 66 per cent of respondents in Regina said no, and 67 per cent of respondents in Winnipeg said no.

Respondents who felt that moving affected their household noted that:

- Access to services was restricted by location. Individuals felt dislocated or removed from services or desired services were not always available in particular areas.
- There were added costs associated with moving, such as moving costs, and hookup costs for utilities and other household services.
- There was a personal sense of loss along with unfamiliarity with a new area.
- Some individuals experienced racism.
- There was an impact on social services administration. More paperwork had to be completed and sometimes individuals had to adjust to new workers.
- Transportation was affected when an individual had to find out about new routes and schedules. Access was restricted or limited until becoming oriented to a new area.
- If an individual has literacy issues this has an impact on the search for services
- There was no opportunity to get to know neighbours or build a sense of neighbourhood.
- Housing shortages resulted in people having to accept what was available at the given time, sometimes to the point of compromising their family’s safety.
- Moving affects family dynamics and family structure. Children’s lives are disrupted.
- Conflicts with landlords or neighbours intensify or are not settled.

### **Reasons for moving**

Asked why they moved, survey respondents gave the following reasons, in order of frequency:

- Housing—need a bigger house or a better house
- Family situation—family is growing or is too large, family conflict
- Neighbourhood—neighbourhood is undesirable or unsafe
- Finances—cannot afford rent
- Landlord—evicted or poor relationship
- Employment—seeking employment, or to be closer to employment
- Education—seeking educational opportunities
- Greater access to services

Focus groups responses included:

- Location—closer to a desired service such as employment, education, health care and child care
- Family situation—family dynamics, size of family
- Personal—health
- Racism
- Unsafe neighbourhood—gang activity and violence
- Housing—inadequate, unhealthy
- Insufficient finances—high or increased rent
- Landlord—racism, does not fix property, no privacy
- Neighbours—poor relationship

### **Incentive to remain in same home**

Participants were asked what they would need in their home or community that would make them stay in the same home for five to seven years. Reasons included adequate and affordable housing; higher income or assistance in securing loans; safer, more stable neighbourhood; access to services such as groceries and laundry); counselling services and employment (to sustain a home).

### **Effects of moving on children**

In Regina, 89 per cent of those who answered this question said their children were not affected by moving. In Winnipeg, 80 per cent said their children were not affected.

Client said the negative effects were contact with gang activity, unsafe neighbourhoods and difficulties with transitions to new schools and neighbourhoods.

### **Transportation sources**

<i>Transportation source</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>Own car</i>	<i>21</i>	<i>4</i>
<i>Borrow car, get rides</i>	<i>7</i>	<i>9</i>
<i>Bus</i>	<i>15</i>	<i>27</i>
<i>Taxi</i>	<i>10</i>	<i>8</i>
<i>Bike</i>	<i>3</i>	<i>5</i>
<i>Walk</i>	<i>16</i>	<i>17</i>

**Table 4-15—Respondents' transportation sources**

The difference between the Regina and Winnipeg results may reflect household income—most Regina respondents were employed.

### **Transportation effect on services**

In Regina, 61 per cent of respondents and in Winnipeg 69 per cent of respondents said transportation does not affect their access to services. Numbers are incomplete for both cities, as some did not answer this question.

### **Impact of frequent moving on agencies**

Focus group participants gave the following impacts of frequent moves on service agencies:

- Threat of closure—if agencies were not being used, then there is a threat to the existence of the agencies' programs.
- Human resources—there are insufficient numbers of workers in agencies, or the workers are overworked. Respondents suggested that workers must feel great frustration due to changes and lost clients.

- Administrative—there is an increase in paper work, referrals and lost money to operate programs.
- Competition—there is a sense that agencies attempt to “own” clients; that there is a numbers game to secure large numbers of clients in order to justify funding or programs.

## Recommendations to deal with the impacts of frequent moves

### Clients’ recommendations

#### Access to programs and services

- Provide access to employment opportunities, educational and training opportunities, food banks (access limited by regulations), low-income housing (access limited due to low numbers of available houses, insufficient income, poor rental history), cultural activities and recreation activities (most often mentioned as a need for youth).
- Increase and provide access to Aboriginal-run organizations by increasing their funding.
- Increase the number of programs such as family-oriented programs, self-help and counselling programs, training, education and employment programs, improve ease of access to various types of programs.

#### Transportation

- Provide transportation services for individuals. Transportation assistance might include bus passes or bus tickets, taxi cab vouchers and shuttle services.

#### Advocacy and liaison

- Provide support for families who feel they do not have a voice or experience barriers such as literacy and language.
- Provide advocacy and liaison between landlords and tenants in dispute resolution, access to information about housing options (such as low-income rental agencies and homeownership programs) and tenant rights.
- Provide general advocacy for Aboriginal People.
- Influence governments (all levels, including Aboriginal) to help urban Aboriginal People in programming and services and social assistance (increased income).

#### Information and awareness

- Provide information and awareness about services. This could be accomplished through access to information kiosks (much like the lottery kiosks) or street-level information centres in public places, such as malls, throughout core areas.

#### Youth programs

- Provide programs that offer safe and healthy alternatives and recreation for youth.

#### Affordable housing

- Establish a maximum rent level for particular housing areas (such as urban core areas) or for particular types of housing.

#### More housing

- Increase the housing stock.
- Increase accessible housing in safer areas and newer areas.
- Provide access to safe neighbourhoods.

#### Assistance and access to finances

- Provide access to funds (for loans and down payments for houses).
- Increase funds that families receive from social assistance.



**Accountability**

- Make landlords more responsible and accountable. Tenants would ask landlords to make repairs to their houses, but repairs were not always completed. Focus group participants in both centres felt that there was a conspiracy of sorts between landlords and social services. Specifically, participants felt there was no regulating body that demanded that landlords either make household repairs or not receive rent payments. Some landlords simply took cheques from tenants' mailboxes and some acted as loan sharks.
- Encourage accountability of agencies towards Aboriginal clients (in order to reduce the feeling of agency ownership over individuals).
- Encourage clients to be responsible tenants.

**Community involvement**

- Encourage people to organize, speak out and work on personal development to build their communities.

**Client needs assessment**

- Ask clients what they need or want.

**Clients' recommendations to address the impacts of mobility****Continuity**

- Access to telephone and voice mail and post office box to maintain contact with agencies.

**Information and awareness**

- Provide and increase information dissemination and awareness.
- Provide street-level awareness, such as a person on the street talking with people.

**Programs**

- Provide programs that assist people to adjust to new moves such as an Aboriginal Welcome Wagon™ to introduce people to neighbourhood.
- Provide programs that address challenges for men.
- Provide programs that address homelessness.
- Provide programs that facilitate family stability.

**Advocacy and liaison**

- Provide advocacy and liaison by an Aboriginal person or organization.
- Provide support from First Nations bands to off-reserve members.

**Income**

- Increase income and housing allowances for those on social assistance.

**Housing programs**

- Place a ceiling on rents.
- Provide affordable housing by increasing the affordable housing stock, putting a ceiling on rents.
- Increase housing stock.
- Provide rent-to-own programs for housing, or access to low or no down payment plans to purchase housing, or provide no-interest, down payment loans to purchase housing.

**Break dependency cycle**

- Break the social services–welfare dependency cycle and dependency mentality.
- Treat all people fairly (This statement was in general reference to racism experienced by respondents and stereotypes of those who are mobile, have low incomes, are unemployed, and so on.)

**Policies**

- Create a new urban Aboriginal housing policy.

## Overview of agency responses

Only 21 agency personnel responded to the researchers, too low a response to generalize.

### Demographics

Responding agencies were Aboriginal political or lobbying agencies, housing agencies, education and training agencies, family support agencies, income and social service agencies. The agencies primary services areas are the Regina and Winnipeg CMAs, specific neighbourhoods in Winnipeg, and the province of Manitoba.

Staff size ranged in size from two to 1,116—a government agency. The percentage of Aboriginal staff ranged from zero to 100 per cent, depending on mandate.

Agencies in both in Regina and Winnipeg said about half their clients ask for Aboriginal staff.

### Client profile

Client profiles varied with agency focus and mandate. Helping agencies, housing agencies and Aboriginal agencies said that a typical client is an Aboriginal person, a parent—often a single mother—under-educated, unemployed, with low-to-moderate income or financial need and with a child or children or family at-risk.

### Clients who would not be aware of services

Potential clients who would not know of agency services included residents new to the city, such as people who move from rural areas, individuals who are not on social assistance and young people.

### Programs and services offered

The agencies offered the following programs and services:

- Career support
- Low-income housing (subsidized rentals)
- Advocacy and mediation
- Counselling
- Referrals
- Education and training (upgrading, post-secondary and personal development)
- Employment assistance
- Family support
- Research
- Food services (food bank)
- Home supplies, such as furniture
- Emergency services, such as shelters and safe houses

### Programs requested by clients

Aboriginal clients ask for the following programs and services:

- Education and training (personal development, upgrading and post-secondary training)
- Employment (career counselling, resume writing)
- Housing (rental)
- Referrals
- Personal development, counselling
- Placement services

- Advocacy, mediation

### **Programs requested by agencies**

Agencies identified the following as needed programs and services:

- Education and training programs, such as Aboriginal studies and Aboriginal awareness, an Aboriginal high school, upgrading, life skills coaches' training, learning assessments, computer programs and Elders' teachings.
- Employment programs, such as training placements linked to immediate hiring.
- Continuation of the urban Native housing program.
- Improved budgets to manage the large number of clients and add programs.
- Rent-to-own programs.
- Stay-in-school programs.
- Government- and agency-subsidized housing.
- Transportation services.
- Services for homeless people.
- Personal development to encourage parental involvement, parenting programs, cultural programs, anger management programs.
- Youth programs, such as anger management, teen violence prevention, recreation programs and stay-in-school initiatives.
- Urban orientation for newcomers.
- Computer services, including introduction to basic computer skills).
- Child care and day care programs.
- Health awareness programs for diabetes, HIV and Hepatitis C.
- Continued single-window initiatives. The Aboriginal Single Window Initiative in Winnipeg offers a multitude of services and programs for urban Aboriginal People. Situated under one roof, it is a one-stop shop for many urban needs. Included in the Aboriginal Centre is access to the Internet.

### **Keeping statistics**

All the responding organizations keep statistics on programs and services, primarily for funding reasons such as preparing budgets and program planning. Administrative reasons for maintaining statistics included a desire to improve services or manage caseloads. The agencies also keep statistics to determine who was accessing their services, whether patterns emerged in clientele who accessed services or activities and how individuals and families were accessing the services.

### **Policies and practices**

In Winnipeg, 67 per cent of respondents said they had changed their policies and practices to address the needs of Aboriginal clients, such as offering cultural awareness programming or hiring Aboriginal staff. Among the Regina agencies, 50 per cent in Regina had changed policies and practices.

### **Working with other agencies**

Most agencies (100 per cent in Regina and 90 per cent in Winnipeg) work with other agencies providing services to Aboriginal People. The main working relationship is networking, shared referrals and liaison.

In Regina, half the agencies rated co-ordination of services between organizations as good and half rated it as fair. In Winnipeg, 36 per cent rated co-ordination as good and 45 per cent as fair.

### How agencies advertise their services

<i>Advertising medium</i>	<i>Regina</i>	<i>Winnipeg</i>
<i>Newspapers</i>	<i>2</i>	<i>3</i>
<i>Aboriginal newspapers</i>	<i>1</i>	<i>3</i>
<i>Television</i>	<i>1</i>	<i>1</i>
<i>Radio</i>	<i>1</i>	<i>1</i>
<i>Internet</i>	<i>1</i>	<i>4</i>
<i>Flyers, brochures, newsletters</i>	<i>4</i>	<i>8</i>

**Table 4-16—How agencies advertise services**

In Winnipeg, one agency said it shares advertising with other agencies. Another Winnipeg agency said that because it has more than 1,000 people on its waiting list, it does not advertise its services.

### Mobility

Most agencies in both cities said that urban Aboriginal residential mobility was a challenge that creates the following problems. The problems are not ranked by importance or frequency.

- Difficulty tracking clients
- Negative impact on socio-economic status
- Negative impact on families—no stability
- Transience
- Major negative impact on children (disruption of family structure and disconnection with friends, familiarity of home, neighbourhood and school)
- Disruption of education (moving schools mid-term or mid-year, gap in academic achievement, threat to academic performance and introduction of new peer group)
- Emotional and mental stress because of inability to adapt to change
- Destabilization of housing demand and need
- Difficulty creating a sense of community in their neighbourhood

Asked if they believed that urban Aboriginal residents feel that mobility was a problem, 50 per cent of Regina respondents and 67 per cent of Winnipeg respondents said yes. Those who said no suggested that Aboriginal individuals run away from problems, that mobility is a way of life, with no connections to the neighbourhood and that highly mobile people do not have a sense of stability. One agency respondent said that “each move is seen as an improvement from the last place”—an opportunity to improve a situation.

### Impact of mobility on agencies

All Regina agencies and 58 per cent of Winnipeg agencies said urban Aboriginal residential mobility affects their ability to provide services. The impacts included: loss of continuity of services, loss of contact with clients, increases in housing agency expenses (to prepare housing unit for the next family) and impacts on multi-arranged service provision, such as co-ordinated, inter-agency family interventions.

The most significant financial impact was on grants that are based on numbers of participants.

### Impact of mobility on client access

All Regina agencies felt that mobility affected clients’ ability to access programs and services. Winnipeg responses were split—42 per cent said yes, 42 per cent said no.

Impacts included:

- difficulties accessing transportation,
- program challenges (difficult to sustain an intervention if a client moves to another area),
- lack of contact with the family,
- higher degree of repairs to housing units because of the high turnover,
- client loss of access to existing or familiar services,
- disruption to children's academic achievement and performance.

### **Dealing with impacts of mobility**

To deal with the impact of mobility on providing services, the agencies:

- Provide access to transportation for clients.
- Work with other agencies (increasing access to information and expanding networks for agencies).
- Provide information for parents on impacts of mobility.
- Help people to become stable.
- Encourage levels of government to work together.
- Develop a single-window initiative (programs under one roof)

### **Agency wait lists**

Half the Regina agencies and 42 per cent of the Winnipeg agencies had wait lists. Agencies noted that half the clients of Regina agencies and 42 per cent of Winnipeg clients update their addresses when they move.

If clients did not update their addresses when they moved, the agencies were unable to follow them, while clients would possibly have to spend time and resources seeking out services in other areas, or experience disrupted services.

### **Providing service**

Agencies said they would like to do the following to serve a mobile population:

- Have access to transportation funds, such as bus tickets and taxi vouchers.
- Examine landlord-tenant issues.
- Provide home inspections.
- Provide ongoing communication between clients and agencies regarding contact information and available services, and between other agencies and organizations.
- Track clients to avoid losing people.
- Maintain and expand single-window initiatives.
- Improve maintenance of housing stock.
- Improve acquisition of housing stock in safer neighbourhoods
- Establish a central location where individuals could register and update their information in order to be contacted by an agency. This service should be maintained by a non-government organization.

### **Potential Solutions**

Agencies recommended the following:

- Create a new housing policy that offers alternatives and creates avenues to home ownership programs for low-income individuals and families.

- Open the communication line between agencies and clients.
- Establish a central clearing house for information.
- Provide good, affordable housing in safe neighbourhoods.
- Create safe and supportive neighbourhoods, and build community support.
- Assess client needs.
- Employ Aboriginal agency staff for clients.

## 5. IMPLICATIONS OF THE RESEARCH

Constant moving from place to place in hopes of securing adequate and affordable housing is a theme for Aboriginal People and others who are living in poverty. Some of the individuals and families interviewed for this research had been moving from place to place for many years.

Although this survey is based on a probing research methodology and is not statistically significant, it indicates that the pattern of frequent moving seems to be based on finding suitable and affordable housing. This may well be responsible for the continual moving, which may in turn lead to lower levels of formal education achievement, followed by fewer employment opportunities, which consequently leaves individuals unable to afford suitable housing.

A common theme for many individuals is the need to have readily available access to services such as transportation, information concerning programs and services, housing support programs and housing advocacy to assist them in obtaining housing and to address housing concerns and issues.

Poverty and lack of income were also constant themes, leading to a need for better employment opportunities and a larger safety net for those in need and on social assistance. For some Aboriginal People, residential mobility is an adaptive and entrenched way of life that is based on adapting to an urban environment in which housing that meets core standards is scarce and not affordable.

Clients were less likely to see mobility as affecting their children and their children's access to services. For individuals and families who move frequently, the issue of adequate and affordable housing is the most-often stated reason for moving. For some individuals and families, there is no sense of belonging to a neighbourhood or a sense of community, which leads to a greater sense of separation and dislocation from surroundings and a lack of a sense of belonging and ownership. As well, people do not know who or what agency may be able to help them search for what they need to enhance their quality of life.

The great disparity in this research is the difference between how agencies, individuals, and families felt about mobility.

Agencies largely felt that mobility was an issue that had negative impacts while individuals were less likely to see mobility as an issue or problem, and more likely to see housing adequacy and affordability as major issues. The clients' perception of their situation was that housing adequacy and affordability are the major issues and mobility is a symptom of the lack of housing, not the major problem.

Yet, many of the solutions offered by individuals and agencies mirrored each other

Some proposed solutions differed however, in that agencies were more concerned with a tracking system to monitor client movement and obtaining more personnel in order to meet the needs of the large numbers of clients in their caseloads.

The implications of this research are many and are offered here for consideration. Throughout the study, one can note that there is:

- The need for agencies to revisit how they work or network with other agencies.

- The need for agencies to review how they design programs, i.e. revisit or redo needs assessments.
- The need to examine existing policies for landlords and housing policies.
- A need to find alternatives to aid in the development of home ownership projects as part of the solution.
- A need to address the issues of on-going housing shortages.
- The need for new housing as the urban Aboriginal population increases.
- A need to examine the value of having a housing facilitator or housing advocate in both cities, in order to assist people in how to become homeowners, address issues with landlords, and to deal with issues surrounding mobility.
- A need to examine funding for housing programs.

The next chapter discusses overall responses to the original four research questions that guided this research.



## 6. CONCLUSION

This section answers the four research questions that guided this project.

### **Question one—What impact does the high mobility rate among the urban Aboriginal population groups have upon their access to services?**

Aboriginal individuals and families, along with service agencies, identified the following impacts of mobility on Aboriginal People:

- Mobility affects the ability of the individual or family to become stable and maintain the family structures.
- Mobility affects the ability of the individual or family to sustain adequate and affordable housing. Families that move to improve their situation, often find themselves having to start all over again to become acquainted with a new house, neighbourhood and surrounding services. For some the difficulty is increased as they attempt to recover from the cost of moving and for those whose move was unplanned the difficulties can be compounded.
- Many individuals and families contribute more than 30 per cent of their gross household income towards the cost of housing and maintenance. Lack of finances is often a motivation for moving households. Additionally, there are the added costs of moving and fees to hook up utilities.
- Mobility prevents a sense of continuity in community relationships; mobility prevents a family or individual from establishing community or neighbourhood relationships, which in turn can provide support and security.
- Mobility creates gaps in services such as access to a consistent, stable and on-going educational program; access to stable, familiar and safe childcare, and the ability to obtain coordinated services through interagency networks.
- Mobility impedes or prevents a continuum of client care for agencies, and causes additional difficulties if efforts for interagency care plans have been made.
- Mobility creates a loss of agency contact for clients.
- Mobility can limit access to services if transportation is or becomes a barrier due to location.
- Lack of access to information can prevent individuals from accessing certain services if they are unaware of the existence of the service.
- At times mobility reinforces racism or feelings of inadequacy as families or individuals find that there is an unspoken pressure for them to move into certain areas because they are Aboriginal.
- Mobility can affect an individual's or family's ability to access transportation, which in turn may affect their ability to access, services.

### **Question two—What is the impact of mobility on service providing agencies?**

Service providing agencies, along with Aboriginal individuals and families, identified the following impacts of mobility on agencies:

- Mobility impacts agencies' ability to track clients and estimate client services and budget needs which are based on population figures.
- Mobility removes clients from service catchments, as such; this affects program delivery functions.
- Mobility can affect agencies' budgets (program delivery, future programs, staffing).

- Mobility impacts agencies' ability to plan future programs for clients based on client population numbers.
- Mobility creates loss of contact between agency personnel and clients.
- Mobility prevents the maintenance of a continuum of care plan for integrated services for clients.
- Hyper-mobility has implications in the development of policies that address urban residential planning and program delivery.
- Mobility creates added costs to housing agencies that have to repeatedly advertise and prepare units for the next tenants.
- Mobility may affect agencies' personnel efforts to build and sustain a network of interagency services or integrated services.

**Question three—Do Aboriginal individuals and families who receive services and agencies that provide services see residential mobility as a problem? What are the solutions?**

Individuals and families who receive services are split on whether residential mobility is a problem. Two-thirds of the client respondents in the interviews did not see residential mobility as a problem, while at least half of the participants in the focus groups saw residential mobility as a problem.

Agency personnel resoundingly viewed residential mobility as a problem.

<b>Area of concern</b>	<b>Recommendations</b>
<b>Accountability</b>	<ul style="list-style-type: none"> <li>• <i>Implementing controls to ensure that landlords, clients, programs, social services and Aboriginal organizations are accountable.</i></li> </ul>
<b>Advocacy and liaison</b>	<i>Providing</i> <ul style="list-style-type: none"> <li>• <i>advocacy and liaison by an Aboriginal person or organization.</i></li> <li>• <i>support from the band to its off-reserve members in areas such as income support and access to or continuation of programs and services.</i></li> </ul>
<b>Break the dependency cycle</b>	<ul style="list-style-type: none"> <li>• <i>Break the social services–welfare dependency cycle and dependency mentality through education, capacity training, subsidized daycares and programs that build cultural pride</i></li> </ul>
<b>Fair treatment</b>	<ul style="list-style-type: none"> <li>• <i>Safeguards and advocates to help individuals receive fair treatment regardless of their background.</i></li> </ul>
<b>Housing programs</b>	<ul style="list-style-type: none"> <li>• <i>Provide affordable housing.</i></li> <li>• <i>Increase available housing.</i></li> <li>• <i>Provide rent-to-own programs for housing, or access to low-no down payment plans to purchase housing.</i></li> </ul>
<b>Income</b>	<ul style="list-style-type: none"> <li>• <i>Implementing a needs assessment that would allow for increases in income and housing allowances when deemed necessary.</i></li> <li>• <i>Implementing a needs assessment that would allow for the implementation of rent control if deemed necessary.</i></li> </ul>
<b>Information and awareness</b>	<ul style="list-style-type: none"> <li>• <i>Providing information through increased dissemination and awareness programs such as a street-level awareness, i.e. an identifiable person on the street doing outreach and talking with people.</i></li> </ul>
<b>Continuity of agency access</b>	<ul style="list-style-type: none"> <li>• <i>Access to telephone voice mail and post office boxes to maintain contact with agencies</i></li> </ul>

<b>Area of concern</b>	<b>Recommendations</b>
<b>Need programs</b>	<i>Providing programs</i> <ul style="list-style-type: none"> <li>• <i>that assist people in adjusting to their recent move such as an Aboriginal Welcome Wagon™ to introduce people to the neighbourhood and its services.</i></li> <li>• <i>that address challenges faced by men.</i></li> <li>• <i>that deal with homelessness</i></li> <li>• <i>that facilitate family stability</i></li> </ul>
<b>Policies</b>	<ul style="list-style-type: none"> <li>• <i>Develop policies for landlords.</i></li> <li>• <i>Create a new urban Aboriginal housing policy.</i></li> </ul>

**Table 6-1—Concerns and recommendations**

**Question four—What measures have service organizations taken and what would they like to undertake in the provision of services to a high residential mobility client group?**

<b>Service organizations have ...</b>	<b>Service organizations would like to ...</b>
<ul style="list-style-type: none"> <li>• <i>Worked with the Aboriginal community and government departments on coordinated strategies.</i></li> <li>• <i>Encouraged individuals and families to have a fixed address or change their circumstances in a manner that would assist them to have a fixed address.</i></li> <li>• <i>Identified and discussed the impacts of mobility with clients.</i></li> <li>• <i>Spoken with landlords on behalf of their clients.</i></li> <li>• <i>Became more accessible to the community over the years.</i></li> <li>• <i>Participated in city housing and homeless initiatives.</i></li> <li>• <i>Participated in inter-jurisdictional committees (housing).</i></li> <li>• <i>Worked with a single-window initiative (to provide information on services).</i></li> <li>• <i>Provided transportation services.</i></li> <li>• <i>Worked with other agencies and centres with the goal of building networks, working on joint committees and working with clients who require multiple interventions.</i></li> <li>• <i>Informed other agencies and centres on future programming.</i></li> <li>• <i>Offered programs in the clients' communities.</i></li> <li>• <i>Provided the best service they could with limited staff.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Examine landlord and tenant issues.</i></li> <li>• <i>Examine the condition of homes or encourage home inspections.</i></li> <li>• <i>Promote the responsibilities of homeowners and renters.</i></li> <li>• <i>Make an effort to have ongoing communication with clients and with other agencies.</i></li> <li>• <i>Participate in the overall Urban Aboriginal Strategy.</i></li> <li>• <i>Work internally to address the issue of operating with limited staff.</i></li> <li>• <i>Develop a better tracking system.</i></li> <li>• <i>Maintain the single-window initiative.</i></li> <li>• <i>Provide transportation services.</i></li> <li>• <i>Encourage people to be accountable and take responsibility to complete programs.</i></li> <li>• <i>Continue to offer services at community sites throughout the city.</i></li> </ul>

**Table 6-2—Actions and proposed actions**

## Issues for further investigation

Residential mobility rates are connected with efforts to improve housing conditions and family-related issues. Some issues for further investigation are:

- Examine the feasibility and functioning of interagency networking with the goal of building and establishing linkages.
- Examine housing, home ownership and landlord operating policies in regard to maintenance and repairs.
- Examine how alternatives such as low or no down payment plans might assist home ownership.
- Examine the impact of mobility on educational achievement. Such research could focus on gaps in education, repeat grade behaviour, and social and health behaviours and consequences.
- Examine the impact of mobility on the future housing needs of Aboriginal People.
- Examine the value of having a housing facilitator or housing advocate in both cities, to assist people in accessing homeownership, addressing issues with landlords, and to confront other issues such as the consequences of high mobility.
- Review the funding for housing programs. Housing agencies have experienced decreases in agency funding over the past decade, yet the demand for housing has increased and will continue to increase as the urban Aboriginal and non-Aboriginal populations increase.
- Promote successful strategies for increased Aboriginal participation in the labour force by increasing academic achievement and reducing dependency on social assistance.

## Summary

Although this survey in the CMAs of Regina and Winnipeg is not statistically significant, it does indicate some patterns and trends concerning mobility in both urban areas. The great disparity in this research is the difference between what agencies felt about mobility and what individuals or families felt about mobility. Agencies largely felt that mobility was an issue that had negative impacts compared to their clients, who were less likely to see mobility as an issue or problem, and more likely to see housing adequacy and affordability as major issues. The clients' perceived mobility as a symptom of the lack of housing rather than the major problem.

Yet, many of the solutions offered by individuals and by agencies, in both CMAs, mirrored each other.

Since groups in both urban centres indicate that they move and that the pattern of frequent moving seems to be based on finding suitable and affordable housing, this factor may well be responsible for the continual moving.

Some solutions for addressing the impacts of mobility could possibly revolve around a communication strategy that emphasised the importance of keeping contact addresses and telephone numbers up-to-date, when people are accessing agency services. Keeping new residents and potential clients informed of services could involve placing pamphlets where new residents typically go to when they first arrive in a city such as schools, driver's license registration offices, unemployment offices, job banks, social services offices, recreational centres, shopping mall kiosks, grocery stores, Friendship Centres and churches. Keeping in mind, the varied literacy levels of potential clients and strategizing outreach to them would also be an important factor in preparing an information and awareness strategy.

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