

RESEARCH REPORT



Maximizing Community Benefits from Self-Help Housing



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**MAXIMIZING COMMUNITY BENEFITS
FROM SELF-HELP HOUSING**

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PART IX REPORT
(RAPPORT PARTIE IX)

MAXIMIZING COMMUNITY BENEFITS FROM SELF-HELP HOUSING

Prepared for:

Canada Mortgage and Housing Corporation

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Société canadienne d'hypothèques et de logement
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SUMMARY

Maximization of community benefits derived from housing programs in remote communities

Objectives

The objectives of this project were to examine, in a remote study community (Sheshatsui, Labrador) how the benefits of housing programs could be maximized, and to generalize the findings in a way that could be used by other remote communities.

Work

The work consisted of:

Consultation with the study community and assessment of what skills and resources related to housing existed there.

Development of a strategy and plan to maximize the benefits of housing programs, and making recommendations.

Based on the above experiences, documentation of the lessons learned in the form of a generic "how-to" manual for application by other remote communities in the generation of their own strategies.

Findings

The main findings of the project were:

Consultation assessment:

A survey approach is of limited use and probably not cost-effective.

- a. The logistics of doing a community survey in remote communities are very difficult - meetings hard to schedule and it is also hard to achieve a high response rate. Without a high response rate, the inventory of skills will be incomplete and in fact it was found that an inventory of skills was better found by looking at payroll information from past construction activity (the information is already centralized and comprehensive).
- b. Other purposes of a survey were to obtain ideas for new commercial opportunities, but the ideas that were put forward were predictable and therefore a survey was not needed.

Skills inventory and needs:

Based on sustainable levels of construction activity for the size of the study community, it was found that there was an adequate level of skills for most types of construction activity. There were only a few shortages of skills identified -one electrician, one plumber, three administrators, one project manager.

The recommended strategy:

- a. Implement and keep up to date a housing needs study.
- b. Based on this, develop a short term housing strategy (with, as appropriate, intentions of replacing houses, building new ones, adding living space to existing, repair an upgrading of existing, servicing land).
- c. Then detail the short term plan: assign responsibility for co-ordination, decide what can be done with local people and what cannot, find the outside skills you need, identify and lock in the key people, write the specific proposal (in accordance with public tendering requirements).
- d. Make sure the necessities for implementing a contract are available. This includes securities to owners (bonds, certified cheques), liability insurance, workers compensation coverage, and the ability to: schedule work, issue progress claims, list all required materials, issue invitations for price quotations on materials, deal with soil problems, plan services and get necessary approvals, construct and inspect the buildings, deal with contract closing.

The generic manual:

Based on the experiences of the above work a manual was written which gives advice and information on how to go about developing a community plan to maximise the benefits from housing activity.

The manual describes the different stages where a community might be in terms of how much housing activity utilizes or relies on the resources within the community. It then discusses how to build up knowledge of what skills there are in the community whether or not they are currently used. The manual then describes how to assess the opportunities to use skills for further housing in the community, other construction in or out of the community, and non-construction related opportunities. Finally, the area of structuring and fleshing out a specific plan is addressed.

RÉSUMÉ

Comment les collectivités éloignées peuvent-elles tirer le maximum d'avantages des programmes d'habitation ?

Objectifs

Le projet avait pour buts de déterminer comment tirer le maximum d'avantages des programmes d'habitation, à partir d'une recherche effectuée dans une collectivité-témoin éloignée (Sheshatsui, Labrador), et de voir comment d'autres collectivités éloignées pourrait profiter des résultats obtenus.

Le travail

Le travail consistait à :

Consulter les membres de la collectivité-témoin et inventorier les corps de métier et les ressources qui s'y trouvent en matière d'habitation.

Élaborer une stratégie et un plan pour tirer le maximum d'avantages des programmes d'habitation et faire des recommandations.

Documenter les enseignements tirés des expériences vécues sous la forme d'un manuel de directives que les autres collectivités éloignées pourraient utiliser dans l'élaboration de leur propres stratégies.

Résultats

Les principaux résultats du projet ont été les suivants :
Évaluation de la consultation :

Il n'est probablement pas rentable d'effectuer un sondage et son utilité est limitée.

- a. L'organisation d'un sondage dans une collectivité éloignée est très complexe - Il est difficile de réunir les gens et d'obtenir un taux de réponse élevé. Sans un taux de réponse élevé, l'inventaire des corps de métier ne sera pas complet et, en fait, on a constaté qu'il était plus facile de procéder à l'inventaire à partir des listes de paye constituées au cours des activités de construction précédentes (elles contiennent de l'information centralisée et complète).
- b. Le sondage avait aussi pour but d'obtenir des suggestions de nouvelles occasions commerciales, mais les idées avancées étaient prévisibles, et le sondage se révéla inutile.

Inventaire des corps de métier et des besoins :

Nous avons conclu qu'il y avait un nombre suffisant de corps de métier pour tous les types d'activité de construction apte à répondre à toutes les activités de construction appropriées dans l'ensemble de la collectivité-témoin. On a remarqué qu'il y avait une insuffisance dans certains cas, ainsi nous n'avons relevé qu'un électricien, un plombier, trois administrateurs et un gestionnaire de projet.

Stratégie recommandée :

- a. Mettre en place une étude des besoins de logement et la tenir à jour.
- b. Élaborer une stratégie de logement à court terme à partir de cette étude (comprenant, selon le cas, des projets de remplacement de maisons, de nouvelles constructions, d'agrandissements, de réparations ou d'améliorations de logements existants, de viabilisation de terrains).
- c. Détailler le plan à court terme : désigner un responsable de la coordination, déterminer ce que les résidents peuvent et ne peuvent pas faire, trouver les corps de métier de l'extérieur qui sont nécessaires, relever les personnes clés et retenir leurs services, rédiger l'appel de proposition requis (en respectant les exigences d'un appel d'offres public).
- d. S'assurer que tous les éléments indispensables à l'exécution du contrat ont été obtenus. Notamment les garanties fournies aux propriétaires (cautionnements, chèques certifiés), l'assurance responsabilité, la couverture pour l'indemnisation des accidents du travail, et les compétences nécessaires pour: établir un calendrier des travaux, présenter des demandes d'avances échelonnées, faire la liste de tous les matériaux requis, obtenir des cotations de prix de matériaux, s'occuper des problèmes de sol, planifier les services publics et obtenir les autorisations nécessaires, construire les bâtiments et les inspecter, s'occuper de la signature du contrat.

Le manuel d'instruction générique :

D'après les enseignements tirés, un manuel a été rédigé présentant des conseils et de l'information sur les façons d'élaborer le plan d'une collectivité pour tirer le maximum d'avantages de l'activité reliée à l'habitation .

On y décrit les différents stades où peut se trouver une collectivité suivant le degré d'utilisation des ressources présentes dans la collectivité par le secteur de l'habitation. On y aborde également la façon de répertorier les corps de métiers, que leurs services soient utilisés ou non actuellement, comment évaluer les occasions d'utiliser les compétences pour construire d'autres logements dans la collectivité, en vue d'autres activités de construction dans ou à l'extérieur de la collectivité et pour les possibilités qui ne sont pas reliées à la construction. Finalement, on y couvre le domaine de l'élaboration d'un plan avec tous les détails nécessaires.



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INTRODUCTION

Self-build homeownership (building your own home) offers many advantages at both the individual and community levels. A recently announced CMHC program includes an emphasis on self-build homeownership and a move towards greater local community involvement in all phases and options of the Rural and Native Housing Program (RNH). If your community chooses to organise to take advantage of these programs, you will be able to develop skills which can be used to generate new economic activities in construction and beyond. Also, with the involvement of the local community and homeowners, more homes can be built (or repaired or renovated) with less money, increasing the amount of housing available in your community. At the individual level, homeowners who build and repair their own houses develop a sense of self-reliance. They also gain skills and experience that can be used in other jobs.

The development of a locally-based housing industry can also generate potentially significant developments in local skills and organisations. Both the challenges and the gains of initiatives such as the revised Remote Housing Program increase with the remoteness of the community. Therefore, it is important to examine how a remote community can make the most of the program's opportunities to develop the skills required for the housing initiative, retain them, and apply these skills in other housing and non-housing endeavours.

The overall objective of this study was to develop a strategy for a remote community in Labrador to take maximum advantage of the skills developed through the Remote Housing Program activity. In addition, a generic "how to" manual based on the experience gained in the development of the strategy was to be produced, and this is the subject of this report. We have also used the processes described in this report to develop a strategy for Sheshatiu and that has been presented in a separate report.

PART ONE: HOW TO USE THE MANUAL

This manual is a guide to help your community take advantage of the skills you have gained from self-help housing programs. By going through the manual step by step, you will be able to develop a strategy for your community. The manual is divided into four parts:

PART ONE: HOW TO USE THE MANUAL

Part One gives an overview of the steps covered in the manual. Part One also gives you information on how to figure out where your community is now on the "development path" for self-help housing.

PART TWO: WHERE ARE WE NOW?: EXISTING SKILLS IN YOUR COMMUNITY

In Part Two we discuss how to find out which skills already exist in your community. How many people have carpentry skills? How many people have electrical skills? These questions about human resources can be answered through a community survey. We have provided a basic questionnaire (see Appendix 1 on page 44), and we have outlined how to go about organising a survey. Once the survey has been done, your community can begin to analyze the information gathered, using the method we have described. The result will be an inventory of the skills available in your community.

PART THREE: WHERE SHOULD WE HEAD?: FINDING MARKET OPPORTUNITIES

In Part Three we outline a plan to find out about the markets for housing and other construction in your community and outside the community as well. There are four main types of markets: 1) new and on-going housing, 2) repair/maintenance, 3) commercial building needs in your community, and 4) construction outside the community.

PART FOUR: HOW DO WE GET THERE?: PLANNING FOR THE FUTURE

In Part Four we describe how to take the information from the community survey and the market research and begin to develop a plan for the future. You will need to estimate the labour supply and demand for the different types of markets and compare the skills of community workers with the skills

needed. This will provide a good picture of the opportunities now available, and will also allow you to start training for future projects.

THE DEVELOPMENT PATH

Before you begin to prepare a plan for your community to take advantage of skills gained through the self-help housing program, you must know where your community is right now. Communities at different stages along the "development path" will have different possibilities open to them. The development path has three stages:

- Stage 1: ⇒ outside companies build, repair and renovate most houses,
 ⇒ most workers come from outside the community, and
 ⇒ local residents get only unskilled and some semi-skilled jobs.

- Stage 2: ⇒ a community group is in charge of housing projects,
 ⇒ local workers are hired and trained, and
 ⇒ some construction management or supervision may come from outside
 the community.

- Stage 3: ⇒ a community group is in charge of housing and construction projects,
 ⇒ local managers and supervisors run construction projects,
 ⇒ local workers are hired,
 ⇒ some local workers have construction jobs outside the community,
 ⇒ many houses are built, repaired and renovated by their owners, often
 without government aid, and
 ⇒ some local skilled workers set up as independent tradespeople.

In order to understand these stages, we will take a look at the sectors building houses in Canada today. There are three main sectors: government (referred to as "social" housing), commercial companies and households themselves.

Government

Government rarely builds actual houses. Instead, the government supports the building of houses (and renovations and repairs) with programs carried out through commercial builders or community agencies such as cooperatives, local government or Band Council, and volunteer groups. The program most often used in remote communities was the Rural and Native Housing Program (RNH). Another government program which can be used is the Residential Rehabilitation Assistance Program (RRAP) which provides support for repairs and maintenance. Finally, Provincial government programs such as the Newfoundland Urgent Repair Program (URP) can assist homeowners with a one time grant to do emergency repairs to their houses.

Commercial Builders

Commercial builders include construction companies and engineering firms, as well as smaller builders which may build only a few houses each year. These companies build new houses and also carry out repairs and renovations. In the past, companies built much of the new housing in remote communities, using either government funds (RNH or other sources to build houses for teachers, RCMP, nurses and doctors) or funding from private companies such as mining operations. Since new options in the RNH program have made it possible for community groups and communities to get more involved in building their own houses, commercial builders have done less work in some places.

"Self-Help" Housing

In "self-help" housing the household itself finds the financing, land and other necessities, chooses a design and organises the construction (or renovation or repair) of the house. Often the household carries out much of the work as well (called "sweat equity"). In rural communities in more southern areas of Canada, self-help is an important and growing sector. Self-help homes are also found in Canadian cities, as well as in cities throughout the world. However, in more remote communities the self-help sector is just beginning to grow. Self-help

can reduce building costs (often the labour is provided free by the household) and produces homes that are equal in quality to those produced by commercial builders.

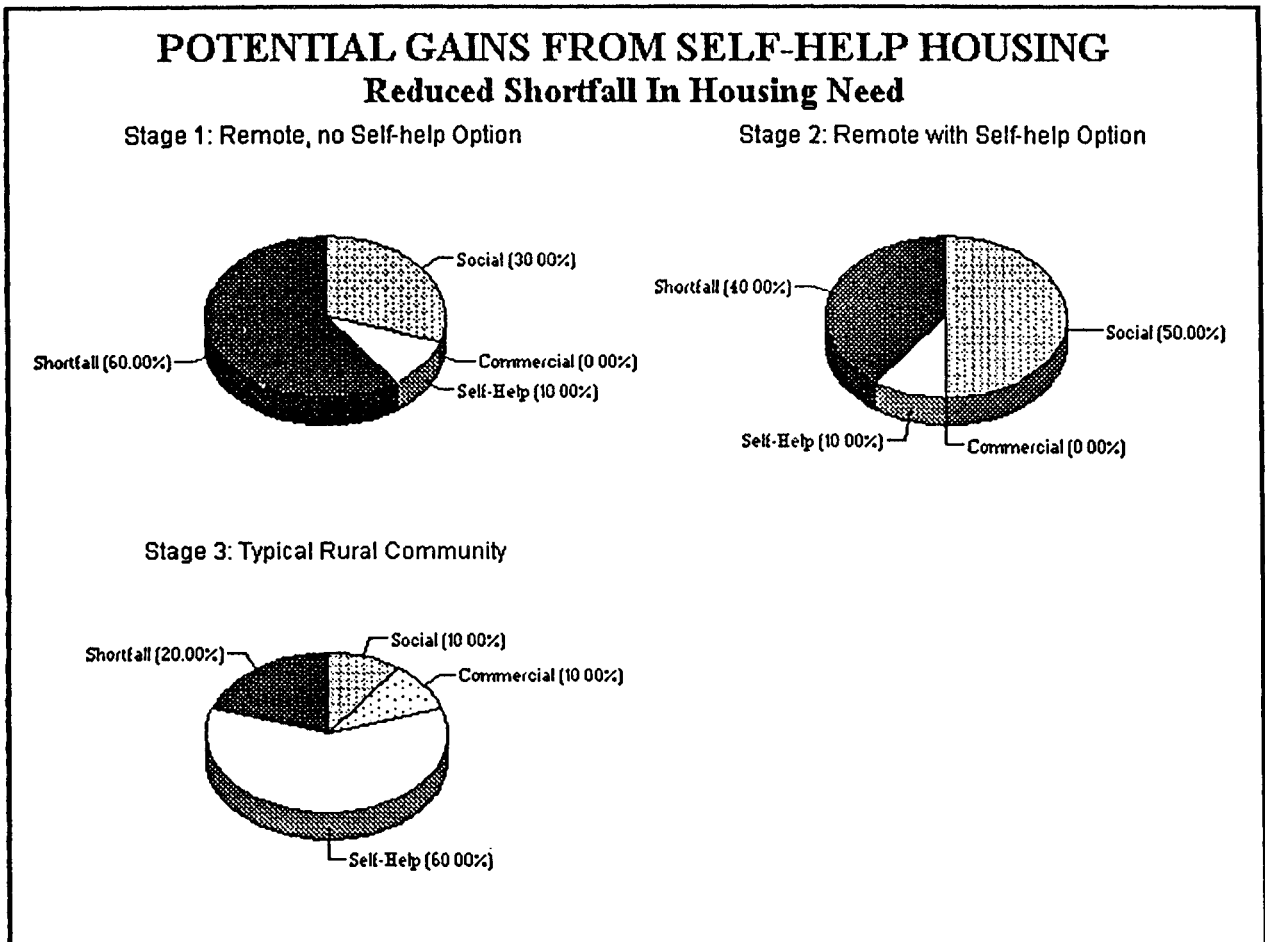
(The self-help sector is not the same as the self-help option of the Remote Housing Program. The difference is in who takes the initiative to build the house. Under the self-help option the initiative really comes from the Community or Band Council and the Federal and Provincial housing corporations, whereas with the self-help sector the initiative comes from the household itself.)

Who Builds the Houses in Your Community?

Since the government is turning more and more to the self-help option to deliver housing in remote communities, the self-help sector and the self-help option of the Remote Housing Program will be the main ways that housing will be built in your community. However, since this has not always been the case, you should look at how houses have been built in your community in the past in order to find out. First you must compare the number of houses needed with the number of houses built in your community. Often not enough houses are built to meet everyone's needs. We refer to this gap as a shortfall. 0 shows three different housing development "stages" in rural and remote communities. In Stage 1 most new houses are built by companies under "social" housing programs such as the Remote Housing Program. This was the typical situation for most remote communities in the past and still exists today for many. In Stage 2 community organisations build houses often self-help contributions (the labour of the household). This lowers the costs of building houses so more houses can be built with the same amount of money. Today more communities are working in this way. In Stage 3 most houses are built by their owners. This is the typical situation in most rural communities in the south.

In order to find out where your community is on this path, your group should list the housing built, renovated or repaired over the past five years or so, and describe who did the work. If most of the work was done by commercial builders, then your community is at Stage 1. If much of the work was organised or started by community agencies, and the work was done by work crews from the

community, then you are at Stage 2. Your community is at Stage 3 if local residents built many of their own houses and did the major repairs and renovations in your community.



Some communities may be at an in-between stage. For example, companies from outside the community may have built most of the houses, but they may have hired mostly local workers. In this case your community would be at an advanced step in Stage 1, but not yet into Stage 2. At Stage 1, outside companies are in charge of the work, even if it is carried out by local workers. At Stage 2, a group from within the community is in charge. It is important to be clear about who is in charge or taking the lead role in building, renovating and repairing houses. In order for the community to get the most benefits from housing construction work, a group from the community must take the lead role in starting, managing and supervising the project. This will give local residents "hands-on" experience in

both construction and management. When a local group is in charge, more local residents can be hired and trained.

Once you have discovered where you are on the "development path," you are prepared to go on to Part Two.

PART 2: WHERE ARE WE NOW?: Existing Skills in Your Community

Part Two covers the five basic steps in organising a community survey:

- 1) designing the questionnaire,**
 - 2) deciding how to organise the survey,**
 - 3) training the interviewers,**
 - 4) supervising the interviewers, and**
 - 5) analysing the data.**
-

THE COMMUNITY SURVEY

The community survey has two objectives:

- 1) to get information about skills and possible markets, and
- 2) to begin the process of community consultation.

It is important to remember both objectives. The second one means that *how* you do the survey is as important as *what* information you get.

A thorough survey will give you a good picture of the human resources available in your community. Since you will be building upon skills that have already been developed, your community needs to know what those skills are before you start looking for markets. You may think you already know all the skills that people have in your community, but you may be surprised. Without a survey of the whole community, your group may easily miss some of the skills that exist. The community survey also starts to get the members of your community involved in the process.

A community survey will get your entire community involved in thinking about market opportunities. Because many, or even most, of these will be small scale projects, it is important that the ideas come from those who are likely to be doing the work.

The rest of this Section describes how to do a community survey, and how you can use the information you get from the survey.

DESIGNING THE QUESTIONNAIRE

The questionnaire has two main purposes:

- 1) to find out the skills of each person in your community,
and
 - 2) to find the best types of projects or markets to suit those
skills.
-

We have provided an outline of a basic questionnaire (see Appendix 1 on page 44). This questionnaire is in English only. If English is not the language of your community, you will need to get the questionnaire translated. You might also want to change this questionnaire to better suit your community, or to get information about other things. For example, if you want to know who is willing and able to undertake necessary repairs or renovations to their house, you could add questions to get that information.

The basic questionnaire is designed to be taken around by interviewers who know your community. The interviewers should be trained in how to use the questionnaire. The interviewers should always record the name of the person being interviewed on the first page of the questionnaire. This will be very important later when your community needs to know which individuals have certain skills.

The basic questionnaire also includes a **drop-off** form which is intended to get more information which people might not think of at the time of the interview. A copy of the drop-off form that we have used is included with the basic questionnaire in Appendix 1. The drop-off form should also be translated, unless you are certain that the language used can be read by at least one member of each household. Drop-off forms can give you useful additional information, but they do have some drawbacks. In most surveys, only a small number of drop-off forms are returned. Also, with drop-off forms you can't be sure that the person will understand exactly what you meant by the question.

After the community survey has been done, it is important to hold a group or community meeting to discuss the market opportunities which have been suggested. After answering the survey, people may have thought of new ideas. A community meeting is a good forum for further discussion.

ORGANISING THE COMMUNITY SURVEY

Although things can (and will!) go wrong with any survey, good organization can help you avoid serious problems and increases the chance that you will end up with information that is useful to your community.

The main areas to be organised are:

- who is going to do the interviews,
- who is going to supervise the interviewers,
- how much time you have to get the interviews done,
- how much to budget for the interviews,
 - how long each interview will take,
 - how much time is needed to go from door to door, and go back to houses where people were not available when you first visited,
 - how much you have to pay per completed interview,
- telling the community that the survey is going to take place and the purpose of the survey,
- ensuring that the details are organised (for example, that there are enough copies of the questionnaire and pencils or pens),
- making sure that you get all of the completed questionnaires back,
- making sure that you know who has been interviewed,
- deciding how to analyze the data, and
- deciding who is going to analyze the data.

TRAINING THE INTERVIEWERS

All the interviewers must be trained. If you are lucky enough to find people who have been interviewers before, all you will have to do is update their skills (and ensure that they are able to do the job), and give them time to go over the questionnaire and procedures that you are using.

One of the best ways to train interviewers is to have them interview each other. Most of them will have a general knowledge of the subjects being covered in this questionnaire, so after an overview of the survey and the questionnaire, the interviewers can pair off and interview each other. How the interviewers introduce themselves and explain the purpose of the questionnaire is very important. A little practice can help the interviewers get over the awkwardness that everyone feels at first. It will also give them a chance to see if they really understand the reasons for the study--having to explain something to someone else is a good test of understanding.

It should take about two hours to train interviewers with previous experience. Another hour is necessary to train people new to interviewing procedures. However, the length of training time needed may vary, so take the time you need to be sure that the interviewers will be able to carry out the interviews properly.

SUPERVISING THE INTERVIEWS

No matter how well you have trained your interviewers, they may develop their own habits when using the questionnaire. This can affect the consistency of the information you get (if the question is asked in different ways, you could get different answers). It is always a good idea to monitor the interviews to be sure that they are all being done properly. At the very least, this will help your community avoid the worst situations where you get very few responses, or where an interviewer has filled out all of the forms at their kitchen table without ever talking to the people they are supposed to be interviewing.

By going with the interviewers on a small number of their interviews, your group can confirm that the interviewers are using the questionnaire as they were trained. This will give you an opportunity to test the consistency (sameness) of the interviews by comparing how each interviewer is giving the questionnaire. Corrections can then be made if needed. The second method of supervision is to review a sample of completed questionnaires daily, in order to assess the extent of the use of the questionnaires. You should check to see that all the questions are being completed, and whether the interviewer is making use of the "Other Comments" type questions to get additional information. If you find any problems during this review, you should discuss them with the individual interviewer or interviewers. In some cases where you have found a number of problems or where the interviews stretch out over two or more weeks, you might want to get the interviewers together for a brief refresher session on the questionnaire and interview methods.

Supervising the interviews also presents an important opportunity for you to get additional information from the interview process. Often during an interview the person being interviewed will think of information that goes beyond the questions asked. Our suggestion is that you go along on interviews where you think individuals might have further thoughts on the questions asked in the questionnaire. Also, if you carefully choose the interviews you go on, you can include some where you think the individuals may have information that they might be too shy or have other reasons for not bringing up in public meetings. You may be able to get these individuals to talk a little more. By going with the interviewers on some interviews you can get a sense of whether there are ideas or thoughts which are not covered by the questionnaire. If so, you have the opportunity to stay on after the interview is finished to discuss these ideas.

In summary, the main steps in supervising the interviews are:

- ⇒ review a sample of filled-in questionnaires each day,
 - ⇒ go with the interviewers on some of the interviews to make sure they are using the questionnaire properly, and
 - ⇒ go along on interviews with people who might have a lot of information on the subject or who might not want to speak out in public meetings.
-

A Note on Computers

If your community has a computer and someone with good computer skills, you may want to enter the information from the survey into a computer data base. However, this does not have to be done as the data analysis you will need to do can also be done without a computer. A computer does make things a little easier and faster. If your community wants to go beyond the data analysis outlined in this manual, but you do not have the necessary computer skills, you could hire a computer expert from outside the community. The expert could do the data analysis you want and also give computer training in the community.

ANALYSING THE DATA

Once the information (data) has been collected through the community survey, you can begin your analysis. From the survey data, you should make a list of the construction skills for each person in the community who has said he or she has these skills. For the sample questionnaire in Appendix 1 you would take all situations where the answer to question 6 ("Have you worked at construction or constructed a building in the past five years?") was "Yes" and list the answers to question 8 for each of these records. In order to get a listing of construction supervision experience you select cases where

the answer to question 11 (in the sample questionnaire) was "Yes" and then list the answers to question 14 for each of these cases.

For the rest of the questions you will most likely want a "frequency" response. For example, you may want to know the *frequency* or *how many* residents have finished high school (in Newfoundland, answered "11" or "12" to question 2), or how many have attended a post-secondary institution (answered "Yes" to question 3).

Some of the questions, such as question 18 ("What kind of work would you like to do"), call for answers that must be handled a little differently. For these types of questions we suggest that you list all of the answers to the question, then make a list of the main answers and count the number of times those answers appear.

REVIEWING THE INVENTORY

Often people who are asked about their skills use different standards in giving their answers. This is quite natural and there is nothing really wrong with this, but you will need to have one standard for everyone. This standard must be set high enough that your skill inventory (list of skills) can be depended upon when you start to look for work for your community. Therefore, you will need to make some sort of review of the skills people have listed.

The construction supervisors and trainers from the self-help housing projects can be an important source of information. Since many people in your community will have learned their skills on these projects, the supervisors will know their skill level. They can help you develop a standard of skills to

use. Your community could ask some of these supervisors or trainers to review the list of skills from the survey and compare them with local industry standards.

It is important to be careful in choosing the trainers and supervisors you ask to help. While most individuals will be very helpful, in some cases it may be possible that the construction supervisors and trainers may have some biases or bad feelings based upon things (such as personality conflicts) that may have happened in the past. You should also be aware that competitiveness could be a factor. It is possible that some supervisors could underestimate the skills of others in order to keep work for themselves. The people of the community will be the best judge of any biases. As long as your community is aware of any possible biases, you can decide whether or not to ask the supervisors to perform the review.

Use Self-Help Housing Supervisors to Check Skills Listed

Whenever you ask people about their skills you will get some who think that they have fewer skills than they really have, and others who think they have more skills than they really do. This second group may be larger in a survey such as this because people will be trying to get in line for future jobs.

One of the ways to check the responses you get from the community is to use the supervisors, foremen or lead hands from the housing projects to review the questionnaires of those who worked on the projects. This shouldn't take them too much time since they would only have to look at a small number of questions (8, 12, 23 and 14 on the basic questionnaire) and only for those who had worked on projects with them. An easy way to do this is to list each person who claimed to have construction experience, along with the skills they have given. The supervisor or trainer can then use this listing to make their own assessments. In order to carry out this review, the interviewers must have recorded the name of each person being interviewed.

Although this review can't take place before all of the questionnaires are filled out, your group should get in touch with the reviewers as early as possible, especially if they live outside the community or if

they are likely to move on to another job. If they do live elsewhere, you may have to send them the material to review. In such a case, it is better to send the lists you have made or photocopied questionnaires, rather than taking the risk of losing the original questionnaires in shipping.

The review by the foremen or supervisors gives you extra information that your group can record for your data analysis. However, you should not replace the information you got from the people themselves. Where there are differences between this review and information given by the individuals, both sources of information will tell you something and you should keep each of them.

Reviewing the Inventory: Have We Missed Anyone?

While the supervisors are doing their review, they will likely make comments about people who are not listed, who they feel should be included. Take note of these people, or have them make an additional list of people.

The payroll records from housing projects may also be useful sources of information. There is nothing wrong with adding these people to your lists and getting the construction supervisors to rate their skills as well. You may also come up with some names of people who have moved away -- there is always a question about whether they should be included. One useful way to decide is to make a judgement about whether they would be likely to return to the community if there were work, and if the answer is yes then they should be included.

It is useful to remember that the general idea is to identify as many of the skills in your community as possible, but you don't have to get every skill or include every resident. Unfortunately, the level of economic activity in many communities means that there will probably be more skills available than can be used.

In summary, to check and review your skills inventory:

- ⇒ make a list of all individuals with skills,
- ⇒ list the skills of each individual,
- ⇒ ask supervisors or trainers from self-help housing projects to review the lists,
- ⇒ compare the information from the supervisors with the information listed by each individual (both are important),
- ⇒ make another list to include individuals the supervisors mentioned, who may have been left off the first list, and
- ⇒ check the payrolls of housing projects for names you may have missed.

Summarise the Community Skills

Once you have completed the reviews and listed the skills, you will be able to summarise the skills that are available in your community. This is discussed further in Part 4.

PART 3: WHERE SHOULD WE HEAD?: Finding Market Opportunities

Now that the community survey has been done, you have a good idea of the construction and other skills that exist in your community. Many people in the community may have developed their skills by working on local housing programs.

In Part 3 we take a look at possible markets for these skills. The main markets we will consider are:

- **housing in the community,**
 - **other types of construction in the community,**
 - **housing and other construction markets in other places, and**
 - **other types of markets**
-

LOOKING FOR MARKETS: How to Begin

When your community has finished the survey and analyzed the information collected, you will have a good idea of both the skills in the community and the need for housing and other types of construction in the community.

Just as the whole community was involved in the community survey, the whole community should also be involved in finding market opportunities. In any community development program, the members of the community should take part in planning the program. Market opportunities for your community must not only make business sense, they must also meet the needs of members of the community. The jobs must be jobs that individuals in your community will be interested in taking, and the jobs must produce things that will be useful to your community.

From the survey data, your community will have a list of all the commercial activities (such as construction) that people have said are needed in your community or would bring income to your community. You will also know who might have the best or most practical ideas. These individuals should be invited to a group meeting to talk about the advantages and disadvantages of the different things that have been suggested. In this way, you will begin to make a plan or strategy for the community.

HOUSING IN THE COMMUNITY

Your goal as a community is to build, repair and renovate the houses in the community under your own management. Right now, housing in your community is most likely the result of social (government), commercial and self-built housing. This mix of different types of builders is present in most communities. However, the mix will vary from community to community, and will change as your community becomes more self-sufficient in housing. The key to becoming more self-sufficient is in filling as many construction jobs as possible with individuals from your community.

How Many Local Workers Are Hired?

Often the easiest way to increase your market is by doing more of the same thing. In this case, this means getting a bigger share of the work in building new houses for your community. In Part I, we asked you to find out where your community is on the development path in housing. For example, at the beginning of the path all new houses are built by outside contractors using outside labour, while at the other end all new houses are built by a local contractor or a community group using all local labour. Most communities will fall somewhere between these two extremes. Depending upon where you are along the path, you will have certain opportunities to get more work in the local housing market.

Having more residents work on local housing projects has two main benefits for the community:

- 1) more jobs means more money for local workers, and
- 2) jobs add new skills to the community and give workers the experience they need to compete.

There are two main benefits from having local workers build more of the houses for the community. The first is straightforward: more local workers on jobs means more money for the workers and more money in the community. Workers in the semi-skilled (helpers, rough carpentry, administration) and skilled jobs (carpentry, cabinet making, equipment operator) will earn more money than those in unskilled jobs.

The second benefit is an increase in the skills and experience of local workers. When more local workers get jobs on housing projects, they increase the skills available to the community. While outside contractors are often willing to hire local unskilled, semi-skilled and skilled workers (so long as the quality of the work and the worker's discipline meets their requirements), there are some drawbacks to using outside contractors. First of all, you can't be sure outside contractors will give local workers as much opportunity as local contractors would give them. Secondly, if your community wants to go beyond filling a few labour jobs to building most housing and doing other construction locally, or going

further to putting together construction teams who can work outside your community, then you will need a great deal of experience. Your community will have to increase its share of construction jobs to the point where almost all construction skills can be provided locally, and where the level of productivity and skill of local workers is as high as those of outside workers.

Therefore your community needs to fill your own local building needs in order to give local workers the training and experience they will need to compete with the skills and productivity of established construction companies.

Sometimes even when community residents learn construction skills through self-help housing programs and training programs, they do not look for construction jobs or build their own homes. This could be because of low incomes and a lack of other resources. In some cases, it seems that the skills needed to start, plan and manage self-help or commercial construction have not been developed.

Construction Management

Once enough workers have experience in all the skills needed, you should consider using local residents as construction managers. This is an important decision and should be made carefully because the management of a construction project is the key factor in whether or not a project goes well. Good management is needed to make sure houses are built to a suitable standard. A well-managed project also provides opportunities to train workers.

Construction managers must know each step of the building process. They must also have other management skills such as being able to prepare or respond to tender calls, carry out a housing contract, and so on. Your construction managers will likely come from the pool of skilled workers that is developing. It is very important to encourage potential managers to develop their skills, productivity and standards of work to a high level so that they will be able to direct, manage and train others.

More Community Benefits

Experience on the job will improve the productivity of local workers. Improvements in the productivity of local workers will bring benefits for the entire community:

- ⇒ Improved productivity in construction means that more houses can be built or repaired with the same amount of money.
- ⇒ As construction standards improve, the quality of the housing produced will also improve, resulting in lower long-term costs for repairs and maintenance.
- ⇒ Some of the more skilled workers may develop other skills which will increase the range of skills and services provided by the community.
- ⇒ Once there are skilled workers, the community will not have to go without water if the pump breaks down in bad weather, or there need not be long waiting periods until someone from outside comes in to replace or board up windows.
- ⇒ People will feel a greater sense of ownership in their house if they have worked on it themselves, or if neighbours have worked on it. As a result they are likely to maintain the house better.

Rehabilitation, Repair and Maintenance of Existing Housing

The Difference Between Renovations and Maintenance

There are some important differences between renovating or rehabilitating a house and repairing or maintaining a house. However, construction skills are needed for both

Renovations

When you renovate a house you are often taking a building that was not very well suited to the household that is living (or going to live) in it, and making it more suitable by adding a room or converting rooms to different uses.

Maintenance and Repairs

While renovation is used to improve a house instead of building a new one, repairs and maintenance are needed on an on-going basis. Regular repairs and maintenance are necessary to keep a house weather tight and in good working order. All houses require regular maintenance and repairs, and if this is not done, then major repairs will be required every five years or so. For example, if broken

windows are not replaced, then eventually the whole window will rot or deteriorate and require replacement. Regular maintenance is usually made up of relatively small tasks, most of which can be done by anyone with construction skills at the semi-skilled or skilled level. In most communities many individuals have the skills to carry out regular house maintenance.

Estimating Expenditures on Repair and Maintenance

It is always hard to estimate the repairs and maintenance that houses will need because it depends on a number of things, such as the level and quality of maintenance in the past, weather conditions, the quality of materials used in the house in the first place, and so on. We have developed a simple formula for estimating repairs and maintenance expenditures (see Example 1). We assumed that an average house will need an average of about \$1,000 per year in maintenance, repairs and small renovations, but that the work is not done every year. We also assumed that this work takes more labour than new construction, requiring about 60% of the money to be spent on labour, as opposed to about 50% for new construction. We first estimated the level of annual expenditures by

multiplying the number of houses times the average annual expenditure (\$1,000). If there are 50 houses, we would estimate annual expenditures on maintenance, repairs and renovations to be \$50,000. Given that 60% of this is assumed to be for labour, we would anticipate that labour costs would be about \$30,000 per year. We find out how many hours of labour will be needed by dividing the expenditure by an assumed average hourly wage. We assumed \$12.00 per hour, therefore \$30,000 of labour represents 2,500 hours of labour. Finally, we assumed that the skills for maintenance, repairs

ESTIMATING EXPENDITURES ON REPAIRS AND MAINTENANCE

Assume:

Average House = \$1,000 in repairs and maintenance per year.

Amount Spent on Labour: = 60%

Wages: = \$12.00 per hour

Example:

50 houses X \$1,000 = \$50,000

60% of \$50,000 = \$30,000

30,000 divided by 12 = 2,500

Therefore, we have estimated that a community of 50 houses would need 2,500 hours of labour per year in maintenance and repairs.

Example 1

and renovations would be about the same as for new construction. We distributed the number of labour hours across the various skills in order to estimate the total number of hours likely to be needed each year for each of the skills. We will look at this example again in Part 4 when we estimate the labour needed for the community strategy.

MEETING OTHER CONSTRUCTION NEEDS WITHIN THE COMMUNITY

Just as all communities have an ongoing need for new housing and renovations, they also have a need for basic infrastructure and services. Examples include water supply and sewage disposal systems, buildings for the Community or Band Council, equipment storage, workshops, meeting spaces, laundromats, craft shops, small offices and childcare facilities. Meeting these needs locally provides a direct market for the skills and expertise developed through self-help housing programs.

The Band Council or other community groups will often have a very good idea of what is needed for the community. The basic questionnaire and drop-off form have some questions asking for information about other construction needs. You can also get much useful information from group or community meetings, as well as by talking with individuals in the community. Often you may be able to get funding for the construction of community facilities, once the need has been shown through your market analysis.

A *developer* is required to carry out larger projects. This could be a community group or Band Council. In order to show the need for your project, your community will have to develop a plan which includes descriptions of the intended use, market, costs, revenues, non-financial benefits of the project and proposed financing. If you want to hire a consultant to help you develop the plan, you may be able to get funding for this through Federal or Provincial government agencies or Crown Corporations.

Other types of construction projects, as well as building houses, give your community the chance to develop new skills and resources. The experience gained will be very important when your community starts to compete against private firms in outside markets. In order to work in those markets, you will have to do the job better than your competition, and this takes practice. Building houses and doing other local construction jobs will help your community get ready to enter into competition with outside firms.

CONSTRUCTION OUTSIDE THE COMMUNITY

When you start to look at markets outside your community, you will face the normal challenges of any new company entering those markets. These include:

- ⇒ being cost-competitive,
 - ⇒ getting as much information about the project as those who are already in the market,
 - ⇒ making sure that your product or service is at least of the quality the others are providing, and
 - ⇒ managing the project on budget and schedule.
-

You might also face barriers not faced by other new companies. Aboriginal communities will likely face prejudice. Also, since you are likely to have received government money for part of your skills training and to set up your organisation or company to try to get into these markets, you will be criticised for “unfairly” competing with true "private sector" companies. Many of your potential clients will take such criticism seriously. When bidding for jobs in outside communities you may also be criticised by people or companies in those communities that want to keep the jobs for themselves. By knowing the barriers that you might face, your community can prepare plans to deal with them, if needed.

Residential Markets

Residential properties, such as houses and apartment buildings, owned by the different levels of government, such as school boards and housing corporations, may be the best place to look for your first repair and maintenance projects. Because most exterior work must be done in the short summer season, established contractors may be too busy to bid very competitively on these jobs, and your community group may be able to bid successfully for your first project. After that, you will have to carry out the contract on schedule and with the specified quality. In the beginning, the productivity of your workers will likely be lower than that of the more experienced workers employed by competing contractors. Therefore you should consider setting a lower wage structure, with the possibility of giving bonuses if the project is finished to a good standard, on schedule and within your budget.

Commercial Markets

Other commercial activities could include building offices, stores and small warehouses or shopping malls, which use much the same type of construction as used for most residential construction. Often however, established commercial institutions will not take a chance on new and upcoming construction firms from outside the community, preferring to depend on established companies. Once your group has established a track record through housing and other construction projects in your own community, you will have a better chance at getting commercial jobs outside the community.

The opportunities to find construction work outside the community also depend upon how far away you are from the market. While there are disadvantages in being at a remote location, there are also advantages when bidding for work in other nearby "remote" locations.

There is often commercial construction at remote sites, such as wilderness camps for commercial logging and mineral exploration companies, for hunting and fishing operations, or for activities such as substance abuse rehabilitation programs. If the worksite is truly isolated, your community group may have several advantages over other competitors facing the same

problems of the location. For example, if your workers can travel back and forth each day without too much time loss and expense, you may have a good chance to be competitive, especially if competing contractors are from distant cities. If accommodations are needed, the other companies may have to build a construction camp for their workers, while your workers may be able to find far less costly but still satisfactory arrangements. Also, your competitors may have to offer their workers high incentives to work at a remote site. Workers for an outside contractor might demand to have every second weekend at home, while your workers might be willing to stay at the site for longer periods.

Resources are Needed to Make Each Opportunity Work

From the markets you have looked at, your community should prepare a short-list of markets that you are interested in at this time. For each market you should list the types of resources and skills that are needed to compete. If you cannot fill some of these requirements, you will not be able to successfully bid for the project, or you will not be able to complete the project successfully within budget. For example, if your group wants to bid on a commercial construction project, you must:

- ⇒ get a bond for your bid or leave certified cheques with the client in place of a bond,
- ⇒ arrange insurance and coverage from Worker's Compensation, and
- ⇒ be able to order materials and pay for them in a manner to get the maximum discounts from suppliers.

Information about skill and resource shortages are important when you make your short-list of markets. For example, your community might know of a market with good potential, but you may not have all the skills and resources needed to carry out the work. In this case, you can keep the market in mind, and plan to develop the skills and resources needed through working on other projects.

NON-CONSTRUCTION JOBS

The skills developed through the self-help housing programs can also be used to create non-construction jobs. For example, community members can use their experience in planning, organizing and completing construction jobs to start other small businesses such as making cabinets, garden and rustic furniture or woodcraft items. Canoe and boat building and repair are also good possibilities.

Management experience, of course, as well as the skills to carry out the tasks, will be needed to run small businesses.

PART 4: HOW DO WE GET THERE?: Planning for the Future

PUTTING IT ALL TOGETHER

Using this manual, you have made an inventory of the skills and resources available in your community (Part 2) and looked at the advantages and disadvantages of different markets (Part 3). In Part 4 we develop a plan to go after the markets you are interested in, using your community's skills and resources.

Since we have found that the on-going need for housing in your community is the best market for you to try first, we will outline a plan for that market. You can use the way we have developed this plan as a model for developing plans for other construction markets and non-construction markets.

First you need to prepare an overview of the housing market in your community. There are several steps to preparing this overview including:

- ⇒ estimating labour supply,
 - ⇒ estimating labour demand, and
 - ⇒ identifying labour gaps and surpluses.
-

AN OVERVIEW OF LOCAL HOUSING OPPORTUNITIES

There are three steps in this general approach:

- 1) List the skill categories and the number of residents who have these skills (construction labour supply).
- 2) Estimate the amount of labour needed for each of these skills for both new construction and maintenance/repairs and renovations (construction labour demand).
- 3) Combine your estimates of construction labour supply and demand and identify gaps and surpluses.

Once you have completed these steps, your community can begin to draw up a plan.

In Part 3, you estimated how many houses will be built in your community over the next five years. However, since an estimate is not a sure number, we suggest that you "bracket" your estimate with lower and higher numbers. Next you must decide how many workers will be needed for each skill in order to meet the expected, as well as the low and high levels, of construction. A community in the early to mid-stages of Stage 2 along the development path (see Part 1) will require more work hours than an experienced commercial company. Productivity will be higher if workers use modern tools. Also, when more houses are being built at the same time on a site, higher levels of organisation and specialisation can be reached, making a job go faster.

In order to find out if there are any gaps which need to be filled, compare the skilled workers on your list with the number of workers likely to be needed. Where there are gaps, you will have to look at ways of filling them, both in the short-term for building houses in the community, and in the long-term for other types of construction. Decisions need to be made about how important it is to provide these skills locally. It may be possible, at first, to hire some workers from outside the community, and use

“job shadowing” to transfer skills to local residents. You should also plan to train people in the skills that are needed.

ESTIMATING LABOUR SUPPLY

In order to estimate the labour supply (workers/skills), you will need the information from the community survey and the construction supervisors' reviews. This information can be used in Table 1 to give you a count of the supply of different construction skills in your community.

Table 1 is divided into four columns:

Column 1: Skill Category

This column is a list of construction skills. Depending upon the types of houses that were built in your community, some of these skills may not have been developed. For example, many houses in remote communities do not use drywall and this skill might not be present in those communities.

Column 2: Self-Identified Skills Based on Community Survey

Information for Column 2 comes from the community survey. Column 2 is a count of all those who answered the community survey and who said they have these skills.

Column 3: Construction Supervisors' Ratings of Skills-Community Survey

The information in Column 3 comes from the construction supervisors' review of the listings from the survey. Column 3 is a count of those from Column 2 whose skill levels are confirmed by the construction supervisors.

Column 4: Construction Supervisor's Ratings of Skills-Payroll Lists or Identified by Supervisors

This last column is the list of information from the construction supervisors or information taken from the payroll records and reviewed by the supervisors. Column 4 is a count of those with confirmed skills, who have been listed from the payroll records or by the supervisors. This column will probably be the most reliable source of information about skills in the community.

**TABLE 1
CONSTRUCTION EXPERIENCE FOR PAST FIVE YEARS IN THE
COMMUNITY**

| (1) Skill Category | (2) Self-Identified Skills Based on Community Survey of Only 36% of All People 15 and Older | Construction Supervisors Rating of Peoples' Skills Based on: | |
|----------------------------|--|---|---|
| | | (3) People Identified in Community Survey (Column 2) | (4) Payroll Lists (Most Complete Records) |
| Labourer | 35 | 35 | 72 |
| Painter | 22 | 9 | 22 |
| Carpentry - Helper | 21 | 16 | 50 |
| Carpentry - Rough | 21 | 14 | 49 |
| Carpentry - Finish | 11 | 6 | 25 |
| Cabinets | 4 | 2 | 5 |
| Electrical - Helper | 3 | 1 | 5 |
| Electrician | 0 | 0 | 0 |
| Plumbing - Helper | 2 | 2 | 5 |
| Plumber | 0 | 0 | 0 |
| Heating - Helper | 2 | 2 | N/A |
| Heating - Finish | 2 | 2 | N/A |
| Ventilation - Helper | 0 | 0 | N/A |
| Ventilation - Finish | 2 | 0 | N/A |
| Concrete - Worker | 6 | 2 | N/A |
| Concrete - Finish | 0 | 0 | N/A |
| Mason/Brick Laying | 2 | 1 | N/A |
| Drywall/Plaster | 4 | 0 | 2 |
| Roofing - Asphalt Shingles | 20 | 13 | D/K |
| Roofing - Other | 7 | 0 | N/A |
| Carpets | 5 | 0 | N/A |
| Backhoe | 4 | 3 | 7 |
| Dozer | 3 | 0 | 7 |
| Loader | 5 | 5 | 7 |
| Equipment Repair | 4 | 2 | D/K |
| Other | 1 | N/A | N/A |

NOTES: N/A==> Not Applicable, D/K==> No basis for judgement since skill not used sufficiently in construction projects.

ESTIMATING LABOUR DEMAND

In Part 3, we looked at three sources of demand for construction labour in your community:

- new housing
- maintenance/repairs and renovations, and
- commercial construction.

Also in Part 3, we discussed the general process used to estimate the labour requirements for each of these activities. Once you have completed the estimates, you can fill in Table 2, which is the labour demand table. Table 2 will allow you to compare the demand for construction labour with the supply of labour in your community. Table 2 is divided into seven columns:

Column 1 lists each trade needed to build a house.

Column 2 lists the number of hours needed for each trade per house.

Column 3 lists the yearly labour needed in building new houses.

Column 4 lists the yearly labour needed in renovations and repairs.

Column 5 lists the yearly labour needed in commercial construction.

Column 6 is the total labour required (the sum of Columns 3, 4 and 5).

Column 7 lists the current supply of labour in the community (from Table 1).

To complete Column 3, new residential construction, you multiply the number of hours per house for each skill category (Column 2) times the number of houses to be built (from your estimates in Part 3), and convert this to days of work by dividing by the number of hours to be worked in a average day during the construction season (we have assumed this to be 10 hours). As an example, we have filled out Table 3 for 'labourers' assuming that 10 new homes are to be built.

Column 4 (maintenance/repair and renovation) and Column 5 (new commercial construction) are also based on the hours given in Column 2. This is because they both deal with the same construction techniques: smaller commercial buildings are much the same as wood-frame houses in design and technology. We have complete these columns for "labourers" using the numbers from the example below.

ESTIMATING LABOUR NEEDED FOR NEW CONSTRUCTION

For this example, suppose 3 commercial buildings were built over the past 5 years. First, you must find out the average number of square metres.

| | |
|------------|--------------------|
| Building 1 | 110 m ² |
| Building 2 | 64 m ² |
| Building 3 | 240 m ² |

| | |
|-------|--------------------|
| TOTAL | 414 m ² |
|-------|--------------------|

414 divided by 5 = 83

In this example, an average of 83 m² per year of commercial space has been built each year over the past five years.

Next you must take a ratio of the average number of square metres of commercial space (83m²) to the average size of a house (92m² for our houses).

Ratio of commercial to residential = $83/92 = .9$

This (.9) is roughly the same as one new house per year.

Example 2

To estimate maintenance/repairs and renovation requirements, (Column 4) we assume a given level of expenditure per house every year (\$1,000 in our experience). In reality, this work is often postponed, but the amount to be done will be roughly the same as the annual average amount. Once you have a value per house, you multiply this times the number of houses to get the total amount estimated per year. Of this total, our experience is that 60% will be for labour, and the distribution of that amount will be similar to new construction (Column 2). However, you first have to convert the total value of the expenditure to labour hours by dividing by an assumed average hourly wage (we have used \$12.00 per hour). For an example of how to estimate maintenance/repairs and renovations, look back to page 26.

In order to estimate the labour required for new commercial construction (Column 5) we suggest that you first estimate the average number of square metres of new commercial space constructed per year over the past five years (see Example 2). Assuming that this trend will continue, take a ratio of the average number of square metres of commercial space to the average size of a house (92m² for our houses) and apply this ratio to the distribution by skill in Column 2 to complete Column 5. This will give you a rough estimate of the demand for different construction skills arising from new commercial construction.

Now that you have completed Columns 3 to 5, you add them to get Column 6, and bring forward Column 4 from Table 1 to complete the labour supply estimate for Table 2. Then, using the last two columns, you can compare your estimates for the demand for construction labour to the supply of those skills from your community.

**TABLE 2
ESTIMATED TRADE REQUIREMENTS FOR SINGLE 20 WEEK SEASON
NEW RESIDENTIAL AND COMMERCIAL CONSTRUCTION, AND REPAIRS**

| TRADE | TRADE REQUIREMENTS PER DWELLING | | ANNUAL LABOUR REQUIREMENTS (PERSONS) ^a | | | | CURRENT SUPPLY ^e (PERSONS) |
|------------------------|---------------------------------|-------------------------|---|------------------------------------|-----------------------------|--------------|---------------------------------------|
| | # hours per dwelling | Fraction of total hours | New Residential ^b | Renovation and Repair ^c | New Commercial ^d | TOTAL | |
| Labourer | 110 | 0.0620 | 1 10 | 0 50 | 0.11 | 1.71 | 72 |
| Carpentry, helper | 538 | 0.3031 | 5 38 | 2 42 | 0.54 | 8 34 | 50 |
| Carpentry, rough | 281 | 0 1583 | 2 81 | 1 27 | 0.28 | 4 36 | 49 |
| Carpentry, finish | 291 | 0 1639 | 2.91 | 1.31 | 0 29 | 4 51 | 25 |
| Cabinet maker | 40 | 0 0225 | 0 40 | 0 18 | 0 04 | 0 62 | 5 |
| Drywall/plaster | 0 | 0 0000 | 0 00 | 0 00 | 0 00 | 0.00 | |
| Painter | 90 | 0 0508 | 0 90 | 0 41 | 0 09 | 1 40 | 22 |
| Electrical helper | 10 | 0 0056 | 0 10 | 0 04 | 0 01 | 0 15 | 5 |
| Electrician | 20 | 0 0113 | 0 20 | 0 09 | 0 02 | 0 31 | 0 |
| Concrete worker | 10 | 0 0056 | 0 10 | 0 04 | 0 01 | 0 15 | ? |
| Plumbing helper | 20 | 0 0113 | 0 20 | 0 09 | 0 02 | 0 31 | 5 |
| Plumber | 40 | 0 0225 | 0 40 | 0 18 | 0 04 | 0.62 | 0 |
| Ventilation | 30 | 0 0169 | 0 30 | 0 14 | 0 03 | 0.47 | ? |
| Equipment operator | 50 | 0 0282 | 0 50 | 0.23 | 0.05 | 0 78 | 7 |
| Lead Hand ^f | N/A | 0.0000 | 0.00 | 0 00 | 0 00 | 0 00 | 15 |
| Administration | 160 | 0.0901 | 1 60 | 0 72 | 0 16 | 2 48 | 0 |
| Project manager | 80 | 0 0451 | 0.80 | 0 36 | 0 08 | 1.24 | 1 |
| TOTALS | 1,770 | 0.9971 | 17.70 | 7.98 | 1.77 | 27.45 | |

NOTES: ^a For 20 week construction season (50 hours per week).
^b New residential construction demand is estimated to be equivalent to 10 - 3 bedroom 92m² bungalows with basement per year
^c Renovations and repair are based on the assumption that each of the 160 dwellings in the community requires an average \$1,000 worth of repairs each year, for a total of \$160,000 worth of repairs per year. With an assumed labour component of 60% this will result in \$96,000 worth of repair labour per year. At an assumed rate of \$12 00/hr this gives a labour requirement of 8,000 man hours per year, or 8 persons x 50 hrs/week x 20 weeks. This was spread over the various trades in the same way as with new residential construction.
^d Based on past experience, new commercial construction is estimated to be equivalent to the new residential construction on one dwelling per year, which labour requirement was obtained from Table 5
^e From Table 1. The people have the necessary skills, but may not be employed most of the time.
^f For small projects finish carpenter acts as lead hand

Identify Gaps and Surpluses

Your community will now know where you have more skills than needed (supply of labour greater than the demand) and where you have less (supply of labour less than the demand). Shortages mean more people can be trained in your community for these jobs, and surpluses mean that some skilled members of your community will not find construction work even if all of the jobs are filled locally. Gaps and surpluses can both be dealt with through training.

DEVELOPING THE CONSTRUCTION SKILLS OF COMMUNITY RESIDENTS

Two types of improvements are possible with training and experience:

- 1) People gain new skills. For example, through training and experience a rough carpenter can learn the skills required of a finish carpenter and cabinetmaker, or a worker can develop the skills needed to manage projects
- 2) People become better at their jobs (improved efficiency and effectiveness). For example, training and experience can reduce the time it takes for a crew to frame a house or install cabinets.

Work-based training, particularly if it is combined with on-site college training, can address either of the two objectives of training noted above: to address gaps in the local supply of skilled labour or improve productivity and skill levels. As a general rule, good quality skills, work standards and habits can be developed when training is part of building projects. In order to provide training, you have to accept somewhat lower levels of productivity, because some time must be spent learning new tasks, and redoing work which is not fully satisfactory. However, the discipline of the work site is an important part of training that may be missing from school based training. In the long term, the productivity and skill level of the construction crews will improve, providing new opportunities for the community.

In suggesting this approach we are not saying that college-based training is not as good; however, through work-based training workers learn discipline, standards, and how to work as part of a team. It also allows individuals to move at their own speed and progress. Work-based training does have limits. For some skills including finer woodworking such as cabinet making (as opposed to installation of cabinets), the mechanical trades, and operation of heavy equipment college-based training is needed.

Training can lower some skill surpluses, as workers learn new skills or improve existing skills. Often, for example, there are many individuals with woodworking skills who have not reached the level of finish carpenter or cabinet maker. Further training and experience can help some of these individuals become finish carpenters.

With training and experience, your workers' productivity and skill levels will improve. Over time, the better workers will take on the role of lead hands at sites, and from there progress to more general responsibilities including training. Then they can begin to learn the skills needed for project management. Once your community has advanced to the stage where you have a good pool of skilled workers and some experienced project managers, it is possible for your community to become self-sufficient in meeting its own construction needs. Your community will also be able to put together teams to bid for work outside the community. This can increase the demand for construction labour, thereby reducing the surplus.

Outside Project Managers May be Needed Until Training is Completed

We have suggested a program of work-site training which uses construction projects to provide training for community residents in construction skills. In the past, we have found that many remote communities do not have enough experience in project management and training to be able to train workers while also organising and supervising a construction project.

Project managers should be chosen very carefully. Until some residents of the community have enough experience in managing construction projects, the community should continue to bring in management services from outside. Project management services will likely be the last skill which you fill from inside the community. If you attempt to fill this position from inside the community before there are individuals who are ready for this, you can endanger current and future projects and reduce the gains in training upon which this strategy depends.

SUMMARY

This manual has laid out a plan to help your community maximize the benefits from self-help housing. As your community begins to take advantage of the self-help option in housing programs, the experience and skills you develop will move your community further along the path to self-reliance for your housing needs. The ultimate goal is to fill all the construction jobs available from within your community. Also, when the community manages its own housing projects, more houses can be built for less money. Once skills have been developed through work experience and training, these skills can also be used in other markets.

Part of the overall strategy for maximising the benefits from self-help housing programs involves developing the skills of community residents. As a pool of experienced, skilled workers develops in your community, some of the best workers will go on to acquire management and training skills. Once your community has developed experienced project managers, it is possible for the community to become self-sufficient in meeting its own construction needs. Construction teams can also be formed in the community to bid for work outside. Managers can also use the skills they have acquired for the benefit of community organisations and various types of self-help projects. Individual residents who have learned new skills and gained experience will also be able to find their own work outside the community more easily.

As a very important part of this strategy, community residents will develop the skills and confidence that will enable them to repair and maintain their own houses, and the houses of friends and family as well. These self-help activities can easily be extended to the construction of new housing for themselves: in other words, the community can progress from the second to the third stage discussed earlier in this manual. The attitudes of self-reliance and pride that will be developed through self-help housing activities have the potential to positively affect all other areas of community life.

APPENDIX 1: BASIC QUESTIONNAIRE

| COMMUNITY SURVEY STUDY TO MAXIMIZE COMMUNITY BENEFITS FROM HOUSING PROGRAMS | |
|--|--|
| Name of Respondent: _____ | 1 Age: <input type="checkbox"/> <input type="checkbox"/> |
| 2 What is the highest grade that you completed in elementary or secondary school? | <input type="checkbox"/> <input type="checkbox"/> |
| 3 Did you attend a post-secondary institution? <i>(IF NO GO TO 0)</i> | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 4 If you attended a post-secondary institution, did you receive a degree, diploma or certificate? | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 5 What was the field(s) of study? <i>(NAME OF PROGRAM)</i> | |
| 6 Have you worked at construction or constructed a building in the past five years? <i>(IF NO GO TO 0)</i> | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 7 Who did you work for? | |
| 8 Which of the following were part of the job(s) you had? <i>(TICK AS MANY AS APPLY)</i> | |
| <u>General Trades</u> | Labourer <input type="checkbox"/> Painter <input type="checkbox"/> |
| <u>Wood Trades</u> | Carpenter Rough <input type="checkbox"/> Finish <input type="checkbox"/> Carpenter Helper <input type="checkbox"/> Cabinet Maker <input type="checkbox"/> |
| <u>Mechanical and Electrical Trades</u> | Electrician <input type="checkbox"/> or--> Helper only <input type="checkbox"/> Heating <input type="checkbox"/> or--> Helper Only <input type="checkbox"/> Plumber <input type="checkbox"/> or==> Helper only <input type="checkbox"/> Ventilation <input type="checkbox"/> or--> Helper Only <input type="checkbox"/> |
| <u>Concrete Trades and Drywall</u> | Concrete Worker <input type="checkbox"/> Concrete Finisher <input type="checkbox"/> Mason/Blocklayer <input type="checkbox"/> Drywall Finish/Plasterer <input type="checkbox"/> |
| <u>Other Trades</u> | Roofer (asphalt shingles) <input type="checkbox"/> Roofer (other) <input type="checkbox"/> Carpeting <input type="checkbox"/> |
| <u>Equipment Operator</u> | Backhoe <input type="checkbox"/> Dozer <input type="checkbox"/> Loader <input type="checkbox"/> Equipment Repair <input type="checkbox"/> |
| 9 Do you have the necessary tools for the trades that you have ticked? <i>(IF YES GO TO 0)</i> | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 10 For which trade(s) are you missing tools? | |
| 11 Have you ever worked as a Construction Supervisor or Project Manager? <i>(IF NO GO TO 0)</i> | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 12 What was the largest number of workers you supervised at peak? | Number <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> |
| 13 What kind of project have you worked on, residential, commercial, or both? | Residential <input type="checkbox"/> Commercial <input type="checkbox"/> Both <input type="checkbox"/> |

14 Which of the following tasks have you done?

Project Management and Supervision

Arrange Project Financing Blueprint Reading Arrange Storage of Materials
 Select Designs Prepare Material Take-offs Coordinate Trades
 Select Location Obtain Prices for Materials and Equipment Inspections
 Ensure Title to Land Order and Expedite Material Delivery Provide On-Site Training
 Lay-Out Services for Project
 Prepare Tender Documents

Administration

Bookkeeping Prepare Letters and Contracts
 Payroll Arrange Insurance and WCC Coverage
 Bank Deposits Negotiate Certified Cheques (in lieu of bonds for bids)
 Accounts Payable, Accounts Receivable
 Pay Bills to Maximize Discounts Prepare Progress Claims
 G S T. Returns

15 Has work you have done in the past five years involved any of the following tasks?

Typing Sales Artwork
 Bookkeeping Managing Staff Interviewing
 Paying Bills Managing Inventory Computer Spreadsheets
 Invoicing Customers Attending Meetings Marketing
 Managing Cash Organising Meetings Other (list)
 Answering Telephone, Reception Leading Meetings

16 If the work you have done involved skills not mentioned above, what are these?

17 Are there things that you do for yourself or as a hobby that involve other skills For example, carving, building loghouses, canoe making, stitching heavy canvas? What are these?

18 What kind of work would you like to do?

19 How many weeks would you like to work per year? Number

20 What is the furthest community that you would be willing to move to work for up to 3 months per year?

21 What is the furthest community that you would be willing to move to work for longer than 3 months per year?

22 What kinds of work could be done in _____ which aren't being done now For example, the building of the laundromat, a craft store, and so on

23 Are there things that could be made in this community for sale outside the community? What are they?

24 Are there things that you or others in the community do or make for yourselves? What are these?

25 Do you think that other people might pay for any of these? Which ones?

26 Are there facilities needed in your community which are not presently available? (For example, the laundromat, place for community meetings, place to sell crafts)

As part of this survey I have asked you questions about the types of work which we could do here with the skills we already have I am going to leave you a form which asks you for some more suggestions about this work I will come by in about a week to pick up the form, or you can drop it off at _____). If you don't have any further suggestions don't worry about it, but I'll leave the form in case you do.

THANK THEM FOR THEIR COOPERATION
(Make sure you filled in the Interview Number at the Bottom)

**COMMUNITY SURVEY
STUDY TO MAXIMIZE COMMUNITY BENEFITS FROM HOUSING
PROGRAMS**

In the questionnaire we asked about skills that you and members of your family have. We would now like to get your opinion about skills that others in the community have and for which you think that there are potential markets, either in the community or elsewhere. If you think of such skills please list them below.

What are the Skills?

What Could be Done With These Skills?

Are there market opportunities in your community or elsewhere which you think should be looked at to try and create jobs in you community? If so, what are these?

Please drop this form off at the

AS PART OF THIS STUDY WE WILL BE ORGANISING GROUP OR COMMUNITY MEETINGS. WE HOPE THAT YOU WILL ATTEND THESE SO THAT WE CAN GET AS MUCH INPUT FROM YOU AS POSSIBLE.

Interview Number

Terpstra & Associates Ltd.

324 HAMILTON RIVER ROAD, P.O. BOX 10, STATION A - GOOSE BAY, LABRADOR AOP 1S0
TEL. (709) 896-8052 FAX (709) 896-8857

**REMOTE COMMUNITIES AND
HOUSING PROGRAMS
MAXIMIZING COMMUNITY BENEFITS
PHASE TWO REPORT
COMMUNITY CONSULTATIONS -
WORK EXPERIENCE AND OPPORTUNITIES**

OUR REF. 1292 MARCH 1994

**Prepared for: Canada Mortgage and Housing Corporation
St. John's, Newfoundland**

**Jointly with: Andy Rowe Consultants
St. John's, Newfoundland**

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INTRODUCTORY CONSULTATION WITH COMMUNITY LEADERS

- Purpose:** To introduce the purposes of the study to the leaders of the community and to obtain their support and cooperation as well as suggestions about the community consultation processes.
- Method:** Individual meetings with identified members of the community and other organizations having a stake in housing and community development in the community. List of individuals submitted with the report for Step 1 and approved by the client.
- Activities:** Meetings were held with the seventeen individuals identified in Attachment 1 and with several others. Two planned meetings could not be held due to difficulties in scheduling a meeting. We are still attempting to organize these meetings. All individuals with whom we have been unable to meet, have been informed by telephone of the nature and intent of the study.

INDIVIDUAL CONSTRUCTION EXPERIENCE ASSESSMENTS

Purpose: In order to develop a strategy to maximize short and longer-term benefits to the community of residential construction projects it is necessary to have a realistic inventory of the construction skills which have been developed to date. Skills assessment had to be done in Sheshatshiu and in Davis Inlet.

Method: Step 1 A questionnaire was designed to identify construction work experience as well as to obtain other required information for the study. This questionnaire was submitted with the report for Step 1 and approved by the client. Minor changes were made later. A copy of the Sheshatshiu and Davis Inlet Community Survey forms are attached as Attachment 2. The questionnaire was designed to be implemented as a door-to-door survey. In each community the implementation of the survey was sub-contracted to the community, and all interviewers were drawn from the community. Training was provided by the consultants, and the community was responsible for quality control. Provision was made for two call-backs to obtain information from individuals missed in the first survey. All interviewers were fluent in Innu Einun, and were able to translate the questionnaire where necessary. The questionnaire contained a series of questions designed to get the respondents to identify the construction work experience categories in which they have had experience in the past five years.

Step 2 A listing of the individuals claiming construction experience was developed from the database. This listing was then reviewed with the supervisors of residential construction projects in the communities to obtain an assessment of the skills of individuals. This review indicated that an important number of individuals with construction experience had not completed the community survey. To address this gap we developed a supplementary listing based on payroll records and reviewed this with the construction supervisors and training supervisor from Labrador College.

Activities: A total of 160 questionnaires were completed in Sheshatshiu, and 103 in Davis Inlet. According to the 1991 Census, this represents 36% of the 445 Sheshatshiu residents aged 15 years and over, and 37% of the about 280 residents of Davis Inlet aged 15 years and over. The list for Sheshatshiu was expanded with a supplementary listing developed from payroll records and consultation with construction supervisors. The construction skills of the additional individuals identified on the supplementary listing were also assessed.

Attachment 3 contains information from the two communities on the numbers of respondents to the survey who have worked at construction jobs over the past five years. Column 2 of Table 1 in that attachment contains the inventory from the survey as indicated by respondents and Column 3 as assessed by the construction supervisors. Column 4 contains an inventory drawn exclusively from payroll records for two years and assessed by the construction supervisors and trainers.

As can be seen, in Sheshatshiu, the numbers of suitably skilled individuals are low for the following areas:

Construction skills used to date

- cabinet making
- ventilation (helper & finish)
- electrical (electrician & helper)
- plumbing (plumber & helper)

Construction skills not used to date

- carpet laying
- concrete (worker & finish)
- mason/bricklaying
- heating helper

Recommendations: The key information for which the community survey was intended was the listing of individuals with construction experience. Unless a very high rate of completion can be achieved in the community survey, a better listing can be obtained from a combination of payroll records and consultation with construction supervisors. In communities such as Sheshatshiu and Davis Inlet it is very difficult to achieve a satisfactory rate of completion for a survey such as this. Thus, at the very least, it is necessary to supplement the survey with payroll records and information from construction supervisors. In some cases, it might be possible to dispense with the community survey without any reduction in the utility of the information obtained.

INDIVIDUAL CONSTRUCTION SUPERVISION SKILL ASSESSMENTS

Purpose: A key ingredient in a strategy to maximize short and longer-term benefits of residential construction projects to the community are the skills necessary to supervise and manage construction projects; whether repairs and maintenance or new residential construction, other construction projects in the community, and commercial construction projects outside the community.

Method: The questionnaire included questions which were designed to identify construction supervision and management experience as well as the other construction and non-construction experience. Listings of the responses to those questions by individuals indicating construction supervision and management experience were reviewed by the Construction Supervisors. They also reviewed the listing developed from payroll records for Sheshatiu, and provided an assessment of community residents with construction supervision and management skills.

In judging construction supervision and management skills the Construction Supervisors applied a tighter standard than was applied to the judging of actual construction skills. This is because of the more limited leeway for mistakes in situations where management errors have much broader and more costly implications than an error in construction which is usually rectifiable at modest expense.

Activities: Table 2 in Attachment 3 provides a listing of the key skills involved in construction supervision and management. However, due to the low numbers with such experience and the even lower numbers whose skills are judged to be sufficient by the Construction Supervisors, we have not provided a detailed listing by skill as we did for construction skills.

In total, the Construction Supervisors judged 15 residents to be currently sufficiently skilled to take on the job of Foreperson/Lead Hand and 1 resident to undertake the tasks of Project Manager. In addition, a number of community residents are known to have the administrative skills and experience to undertake the duties of project administration. However, because most of these would not have had construction experience or been on the payroll of previous projects, and because the response rate for the community survey was low, we cannot provide a quantitative estimate of the supply of this particular set of skills. A further 4 individuals were judged to have very strong potential for carrying out the tasks of project manager, but require additional experience and training before they can do the job to a sufficient

standard. Four Innu from Sheshatshiu are currently enrolled in a construction supervisor course, that is given by the Labrador College. In addition, 7 individuals with construction experience were judged to have the potential to undertake the tasks of project administration with additional training and experience.

OTHER WORK EXPERIENCE

Purpose: A strategy to maximize short and longer-term benefits to the community of residential construction projects should not be restricted to construction activities alone, but should include other skills held in the community.

Method: The questionnaire included questions which were designed to identify work experience and skills other than those related to construction.

Activities: Table 3 in Attachment 3 contains information from the two communities on the numbers of respondents to the survey who have worked at a variety of tasks over the past five years.

From the perspective of extending the benefits of housing programs, two of the most important areas where skills will be required are office and financial administration, and to some extent, marketing and sales. Sheshatshiu residents responding to the community survey are somewhat short in these skill areas.

Recommendations: Whenever you ask questions as broad as this, there are problems in knowing how to interpret and validate the responses. What we were looking for was an indication of skills and experience that could meet needs for the implementation of the strategy, as well as of additional skills and experience which might point to opportunities not identified in other questions. It appears that we obtained the information we were after, but given the relatively low response rate from the community survey (and the likelihood that this would be a common experience in similar communities), the quality of the information would not justify a community survey on its own.

POTENTIAL OPPORTUNITIES IDENTIFIED BY THE COMMUNITY

Purpose: As a first step in identifying the opportunities (both construction and non-construction) which might be included in the strategy it is necessary to gain the input of members of the community to list the potential opportunities.

Method: The questionnaire included questions which were designed to identify potential opportunities which could be pursued in the strategy. These opportunities were classed as things which could be done in the community either for the benefit of the community or for sale in or outside the community, and facilities which were needed for the community.

Activities: Attachment 3, Table 4, provides a listing the types of activities which respondents felt could be undertaken in the community. For the purposes of this summary we have grouped the services into 'community services' which would likely have to be provided as infrastructure, and 'individual business possibilities' which could be undertaken by individuals. There is considerable overlap between the two categories and the division is intended to be descriptive rather than prescriptive. Community services were mentioned far more frequently than individual business opportunities.

Community Services

A range of community services were identified as being needed and which could be provided based on the developments from self-help housing programs. The most frequently mentioned were services such as a larger store (Co-op store), craft centre or shop, restaurant, daycare, and a recreation or community centre.

Individual Businesses

Services needed in the communities which could provide opportunities for individual businesses included a service station and car and skidoo repairs, a restaurant or take-out, convenience store, bakery, beauty salon, bed and breakfast and landscaping.

In addition to the community and business opportunities described above, respondents were asked to identify products and services which are made in the community and which could, potentially, have a market.

The list volunteered by respondents included craft items such as beaded work, moccasins, leggings, and clothing and outdoors items such as snowshoes, canoes, stoves, tents, as well as carvings and other artwork.

The responses obtained from these questions must be put in context. Our experience in conducting like surveys in Newfoundland communities is that a similar pattern of responses is forthcoming. In general, very few 'new' or 'innovative' ideas are uncovered as a result of this process. What is obtained is a general overview of the types of activities which residents currently feel might be feasible and which reflect the current state of services and skills in the community. Thus it is not surprising that the bulk of the responses focused on improving community services, most of which are available in other communities of like size. It is also not surprising that many of the products and services focused on skills that the people already possess (i.e. craft and outdoor products), and for which there appear to be local needs or markets outside the community. The responses should therefore be taken as an expression of the shortage of community and locally-available services, and of the types of activities which appear feasible and which would not involve heavy up-front investment in human capital to pursue.

Recommendations: Questions of this sort, explored on a wide community basis, are very useful in establishing the pattern of activities which could be undertaken.

SUPPLY AND REQUIREMENTS FOR CONSTRUCTION LABOUR

Purpose: The supply of suitably skilled construction labour needs to be compared to the likely requirements for that labour in order to identify shortfalls which can then be addressed in the strategy.

Method: Construction Supervisors estimated the number of hours required for each stage in the construction of residential dwellings in Sheshatshiu over the past few years. These estimates were prepared for each skill category. A second estimate was produced from trade material to ground the local estimates.

Activities: Table 5 (column 2) in Attachment 3 contains the summaries of the estimated hourly requirements to build a single residential dwelling in the style which has been constructed in the past few years in Sheshatshiu. (Details of the dwelling and of the estimates appear in our Phase Three Report). Using these values, we then estimated the number of workers required to build 5, 10 or 15 dwellings in a 20 week construction season (10 hour days). This provided us with the basis for the estimated requirements for new construction.

The other two major sources of demand for construction labour are for repairs and renovations and commercial buildings. Until the strategy is more developed we have had to make a number of assumptions about the level of demand in these areas. The assumptions we have made are:

- New Residential Construction - 10 dwellings per year
- Repairs and Renovations - each dwelling (160 total) will require repairs totalling \$5,000 every 5 years. Thus the total expenditure will be \$1000/dwelling/year, or \$160,000/year. We also assume that the material/labour ratio is lower in renovation and repair, moving from .5/.5 to .4/.6. Thus, the \$160,000 of work will result in an estimated \$96,000 of labour at an assumed \$12.00/hour, or 8,000 hours of labour required per year. For convenience we have also assumed that the distribution among the trades will be similar for new and renovation/repair (although in fact some trades such as electrical and plumbing will have a somewhat greater requirement for renovation and repair).

- Commercial Construction - The opportunities identified by the community to date imply an ongoing need for commercial construction in the community. However, until the strategy is developed further we will not be able to provide a more precise plan of the requirements in this area. As an interim measure, we have assumed that the level of construction from the past will continue. That has required an average of about 80 square metres per year since 1985, ranging from over 400 square metres for renovations to the school to under 20 for a pumphouse. The residential dwelling we have used in our estimates also contains about 80 square metres. For the sake of this preliminary review we have therefore assumed that the labour requirements for commercial construction in the community will be the same as for one house. Plans for 1994/95 include an extension to the Social Services office (80 square metres) and new offices for the Innu Nation (440 square metres).

Table 6 of Attachment 3 combines the estimates for the three sources of construction labour based on the assumptions described above. We have also brought forward the estimated current labour supply from Table 1. A comparison of the last two columns of Table 6 shows that there are no shortages in the supply of construction skills other than for the electrical and plumbing trades and project management and administration.

- Recommendations:**
1. At least one good plumber, one good electrician, three administrators and a second project manager should be trained.
 2. Sufficient work should be found to maintain the skills that were acquired in a few "boom" years.

ATTACHMENT 1

LIST OF INDIVIDUALS CONSULTED IN STEP TWO

Greg Andrew, Chief, Sheshatshiu Innu Band Council

Katie Rich, Chief, Mushuau Innu Band Council, Davis Inlet

Peter Penashue, President, Innu Nation (by phone)

Greg Penashue, Sheshatshiu Innu Band Council

Gerald Osmond, Project Manager, Sheshatshiu

Mark Bromley, Innu Nation, Economic Development

Robert Simms, Director of Programs, Labrador College

Cyril Adey, Manager, Employment and Immigration Canada

Carroll Brice-Bennett, Labrador Institute for Northern Studies of Memorial University of Newfoundland

Emile Cabot, Manager, Newfoundland and Labrador Housing Corporation

Nelson Flynn, Inspector, Newfoundland and Labrador Housing Corporation

Gregory Rich, Housing Officer, Mushuau Innu Band Council, Davis Inlet

Don Mews, Coordinator of Housing Training Program, Davis Inlet

Guy Curl, Coordinating Instructor, Labrador College

Paul Wilkinson, Project Manager, Mushuau Innu Relocation Committee

George Rich, Innu Nation, Davis Inlet

Sandy Gould, former project manager for Terpstra & Associates Ltd. responsible for Sheshatshiu housing projects.

**COMMUNITY SURVEY
STUDY TO MAXIMIZE COMMUNITY BENEFITS FROM HOUSING PROGRAMS**

| | | |
|--|--|--|
| Name of Respondent: _____ | | 1 Age: <input type="checkbox"/> <input type="checkbox"/> |
| 2 What is the highest grade that you completed in elementary or secondary school? | | <input type="checkbox"/> <input type="checkbox"/> |
| 3 Did you attend a post-secondary institution? (IF NO GO TO 6) | | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 4 If you attended a post-secondary institution, did you receive a degree, diploma or certificate? | | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 5 What was the field(s) of study? (NAME OF PROGRAM) | | |
| 6 Have you worked at construction or constructed a building in the past five years? (IF NO GO TO 15) | | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 7 Who did you work for? | | |
| 8 Which of the following were part of the job(s) you had? (TICK AS MANY AS APPLY) | | |
| <u>General Trades</u> | Labourer <input type="checkbox"/> | Painter <input type="checkbox"/> |
| <u>Wood Trades</u> | Carpenter Rough <input type="checkbox"/> Finish <input type="checkbox"/> | Carpenter Helper <input type="checkbox"/> Cabinet Maker <input type="checkbox"/> |
| <u>Mechanical and Electrical Trades</u> | Electrician <input type="checkbox"/> or \Rightarrow Helper only <input type="checkbox"/> Plumber <input type="checkbox"/> or \Rightarrow Helper only <input type="checkbox"/> | Heating <input type="checkbox"/> or \Rightarrow Helper Only <input type="checkbox"/> Ventilation <input type="checkbox"/> or \Rightarrow Helper Only <input type="checkbox"/> |
| <u>Concrete Trades and Drywall</u> | Concrete Worker <input type="checkbox"/> Concrete Finisher <input type="checkbox"/> | Mason/Blocklayer <input type="checkbox"/> Drywall Finish/Plasterer <input type="checkbox"/> |
| <u>Other Trades</u> | Roofer (asphalt shingles) <input type="checkbox"/> | Roofer (other) <input type="checkbox"/> Carpeting <input type="checkbox"/> |
| <u>Equipment Operator</u> | Backhoe <input type="checkbox"/> Dozer <input type="checkbox"/> | Loader <input type="checkbox"/> Equipment Repair <input type="checkbox"/> |
| 9 Do you have the necessary tools for the trades that you have ticked? (IF YES GO TO 11) | | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 10 For which trade(s) are you missing tools? | | |
| 11 Have you ever worked as a Construction Supervisor or Project Manager? (IF NO GO TO 15) | | Y <input type="checkbox"/> or N <input type="checkbox"/> |
| 12 What was the largest number of workers you supervised at peak? | | Number <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> |
| 13 What kind of project have you worked on, residential, commercial, or both? | | Residential <input type="checkbox"/> Commercial <input type="checkbox"/> Both <input type="checkbox"/> |
| 14 Which of the following tasks have you done? | | |
| <u>Project Management and Supervision</u> | | |
| <input type="checkbox"/> Arrange Project Financing | <input type="checkbox"/> Blueprint Reading | <input type="checkbox"/> Arrange Storage of Materials |
| <input type="checkbox"/> Select Designs | <input type="checkbox"/> Prepare Material Take-offs | <input type="checkbox"/> Coordinate Trades |
| <input type="checkbox"/> Select Location | <input type="checkbox"/> Obtain Prices for Materials and Equipment | <input type="checkbox"/> Inspections |
| <input type="checkbox"/> Ensure Title to Land | <input type="checkbox"/> Order and Expedite Material Delivery | <input type="checkbox"/> Provide On-Site Training |
| <input type="checkbox"/> Lay-Out Services for Project | | |
| <input type="checkbox"/> Prepare Tender Documents | | |
| <u>Administration</u> | | |
| <input type="checkbox"/> Bookkeeping | <input type="checkbox"/> Prepare Letters and Contracts | |
| <input type="checkbox"/> Payroll | <input type="checkbox"/> Arrange Insurance and WCC Coverage | |
| <input type="checkbox"/> Bank Deposits | <input type="checkbox"/> Negotiate Certified Cheques (in lieu of bonds for bids) | |
| <input type="checkbox"/> Accounts Payable, Accounts Receivable | | |
| <input type="checkbox"/> Pay Bills to Maximize Discounts | <input type="checkbox"/> Prepare Progress Claims | |
| <input type="checkbox"/> G.S.T. Returns | | |

CONT'D

| | |
|---|--|
| 15 Has work you have done in the past five years involved any of the following tasks? | |
| <input type="checkbox"/> Typing <input type="checkbox"/> Bookkeeping <input type="checkbox"/> Paying Bills <input type="checkbox"/> Invoicing Customers <input type="checkbox"/> Managing Cash <input type="checkbox"/> Answering Telephone, Reception | <input type="checkbox"/> Sales <input type="checkbox"/> Managing Staff <input type="checkbox"/> Managing Inventory <input type="checkbox"/> Attending Meetings <input type="checkbox"/> Organising Meetings <input type="checkbox"/> Leading Meetings |
| <input type="checkbox"/> Artwork <input type="checkbox"/> Interviewing <input type="checkbox"/> Computer Spreadsheets <input type="checkbox"/> Marketing <input type="checkbox"/> Other (list) | <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> |
| 16 If the work you have done involved skills not mentioned above, what are these? | |
| 17 Are there things that you do for yourself or as a hobby that involve other skills. For example, carving, building loghouses, canoe making, stitching heavy canvas? What are these? | |
| 18 What kind of work would you like to do? | |
| 19 How many weeks would you like to work per year? | Number <input type="checkbox"/> <input type="checkbox"/> |
| 20 What is the furthest community that you would be willing to move to work for up to 3 months per year? | |
| 21 What is the furthest community that you would be willing to move to work for longer than 3 months per year? | |
| 22 What kinds of work could be done in Sheshatshiu which aren't being done now. For example, the building of the laundromat, a craft store, and so on. | |
| 23 Are there things that could be made in this community for sale outside the community? What are they? | |
| 24 Are there things that you or others in the community do or make for yourselves? What are these? | |
| 25 Do you think that other people might pay for any of these? Which ones? | |
| 26 Are there facilities needed in your community which are not presently available? (For example, the laundromat, place for community meetings, place to sell crafts) | |
| <p><i>As part of this survey I have asked you questions about the types of work which we could do here with the skills we already have. I am going to leave you a form which asks you for some more suggestions about this work. I will come by in about a week to pick up the form, or you can drop it off at the Innu Nation Economic Development Office (upstairs at the Band Council office). If you don't have any further suggestions don't worry about it, but I'll leave the form in case you do.</i></p> | |
| <p>THANK THEM FOR THEIR COOPERATION (Make sure you filled in the Interview Number at the Bottom)</p> | |

**COMMUNITY SURVEY
STUDY TO MAXIMIZE COMMUNITY BENEFITS FROM HOUSING
PROGRAMS**

In the questionnaire we asked about capabilities, trades, skills that you have, or what you can do. We would now like to get your opinion about capabilities, trades, skills that others in the community have, or what others in the community can do and for which you think that there are potential markets, either in the community or elsewhere. If you think of these please list them below.

What are the preferred trades
or what can people do?

How do you think this could be applied?

Are there market opportunities in your community or elsewhere which you think should be looked at to try and create jobs for the people in your community? If so, what are these?

Please drop this form off at the Innu Nation Economic Development Office (above the Band Council Office). If you cannot drop them off please call 497-8736.

AS PART OF THIS STUDY WE WILL BE ORGANISING GROUP OR COMMUNITY MEETINGS. WE HOPE THAT YOU WILL ATTEND THESE SO THAT WE CAN GET AS MUCH INPUT FROM YOU AS POSSIBLE.

COMMUNITY SURVEY
STUDY TO MAXIMIZE COMMUNITY BENEFITS FROM HOUSING PROGRAMS

Name of Respondent: _____

1 Age:

2 What is the highest grade that you completed in elementary or secondary school?

3 Did you attend a post-secondary institution? (IF NO GO TO 6)

Y or N

4 If you attended a post-secondary institution, did you receive a degree, diploma or certificate?

Y or N

5 What was the field(s) of study? (NAME OF PROGRAM)

6 Have you worked at construction or constructed a building in the past five years? (IF NO GO TO 15)

Y or N

7 Who did you work for?

8 Which of the following were part of the job(s) you had? (TICK AS MANY AS APPLY)

- | | | |
|---|--|--|
| <u>General Trades</u> | Labourer <input type="checkbox"/> | Painter <input type="checkbox"/> |
| <u>Wood Trades</u> | Carpenter Rough <input type="checkbox"/> Finish <input type="checkbox"/> | Carpenter Helper <input type="checkbox"/> Cabinet Maker <input type="checkbox"/> |
| <u>Mechanical and Electrical Trades</u> | Electrician <input type="checkbox"/> or \Rightarrow Helper only <input type="checkbox"/> Plumber <input type="checkbox"/> or \Rightarrow Helper only <input type="checkbox"/> | Heating <input type="checkbox"/> or \Rightarrow Helper Only <input type="checkbox"/> Ventilation <input type="checkbox"/> or \Rightarrow Helper Only <input type="checkbox"/> |
| <u>Concrete Trades and Drywall</u> | Concrete Worker <input type="checkbox"/> Concrete Finisher <input type="checkbox"/> | Mason/Blocklayer <input type="checkbox"/> Drywall Finish/Plasterer <input type="checkbox"/> |
| <u>Other Trades</u> | Roofer (asphalt shingles) <input type="checkbox"/> | Roofer (other) <input type="checkbox"/> Carpeting <input type="checkbox"/> |
| <u>Equipment Operator</u> | Backhoe <input type="checkbox"/> Dozer <input type="checkbox"/> | Loader <input type="checkbox"/> Equipment Repair <input type="checkbox"/> |

9 Do you have the necessary tools for the trades that you have ticked? (IF YES GO TO 11)

Y or N

10 For which trade(s) are you missing tools?

11 Have you ever worked as a Construction Supervisor or Project Manager? (IF NO GO TO 15)

Y or N

12 What was the largest number of workers you supervised at peak?

Number

13 What kind of project have you worked on, residential, commercial, or both?

Residential
Commercial
Both

14 Which of the following tasks have you done?

Project Management and Supervision

- | | | |
|---|--|---|
| <input type="checkbox"/> Arrange Project Financing | <input type="checkbox"/> Blueprint Reading | <input type="checkbox"/> Arrange Storage of Materials |
| <input type="checkbox"/> Select Designs | <input type="checkbox"/> Prepare Material Take-offs | <input type="checkbox"/> Coordinate Trades |
| <input type="checkbox"/> Select Location | <input type="checkbox"/> Obtain Prices for Materials and Equipment | <input type="checkbox"/> Inspections |
| <input type="checkbox"/> Ensure Title to Land | <input type="checkbox"/> Order and Expedite Material Delivery | <input type="checkbox"/> Provide On-Site Training |
| <input type="checkbox"/> Lay-Out Services for Project | | |
| <input type="checkbox"/> Prepare Tender Documents | | |

Administration

- | | |
|--|--|
| <input type="checkbox"/> Bookkeeping | <input type="checkbox"/> Prepare Letters and Contracts |
| <input type="checkbox"/> Payroll | <input type="checkbox"/> Arrange Insurance and WCC Coverage |
| <input type="checkbox"/> Bank Deposits | <input type="checkbox"/> Negotiate Certified Cheques (in lieu of bonds for bids) |
| <input type="checkbox"/> Accounts Payable, Accounts Receivable | |
| <input type="checkbox"/> Pay Bills to Maximize Discounts | <input type="checkbox"/> Prepare Progress Claims |
| <input type="checkbox"/> G.S.T. Returns | |

CONT'D

15 Has work you have done in the past five years involved any of the following tasks?

| | | | |
|---|--|--|--------------------------|
| <input type="checkbox"/> Typing | <input type="checkbox"/> Sales | <input type="checkbox"/> Artwork | <input type="checkbox"/> |
| <input type="checkbox"/> Bookkeeping | <input type="checkbox"/> Managing Staff | <input type="checkbox"/> Interviewing | <input type="checkbox"/> |
| <input type="checkbox"/> Paying Bills | <input type="checkbox"/> Managing Inventory | <input type="checkbox"/> Computer Spreadsheets | <input type="checkbox"/> |
| <input type="checkbox"/> Invoicing Customers | <input type="checkbox"/> Attending Meetings | <input type="checkbox"/> Marketing | <input type="checkbox"/> |
| <input type="checkbox"/> Managing Cash | <input type="checkbox"/> Organising Meetings | <input type="checkbox"/> Other (list) | <input type="checkbox"/> |
| <input type="checkbox"/> Answering Telephone, Reception | <input type="checkbox"/> Leading Meetings | <input type="checkbox"/> | <input type="checkbox"/> |

16 If the work you have done involved skills not mentioned above, what are these?

17 Are there things that you do for yourself or as a hobby that involve other skills. For example, carving, building loghouses, canoe making, stitching heavy canvas? What are these?

18 What kind of work would you like to do?

19 How many weeks would you like to work per year? Number

20 What is the furthest community that you would be willing to move to work for up to 3 months per year?

21 What is the furthest community that you would be willing to move to work for longer than 3 months per year?

22 What kinds of work could be done in Utshimassit which aren't being done now. For example, the building of the laundromat, a craft store, and so on.

23 Are there things that could be made in this community for sale outside the community? What are they?

24 Are there things that you or others in the community do or make for yourselves? What are these?

25 Do you think that other people might pay for any of these? Which ones?

26 Are there facilities needed in your community which are not presently available? (For example, the laundromat, place for community meetings, place to sell crafts)

As part of this survey I have asked you questions about the types of work which we could do here with the skills we already have. I am going to leave you a form which asks you for some more suggestions about this work. I will come by in about a week to pick up the form, or you can drop it off at the Davis Inlet Post Office. If you don't have any further suggestions don't worry about it, but I'll leave the form in case you do.

THANK THEM FOR THEIR COOPERATION
(Make sure you filled in the Interview Number at the Bottom)

**COMMUNITY SURVEY
STUDY TO MAXIMIZE COMMUNITY BENEFITS FROM HOUSING
PROGRAMS**

In the questionnaire we asked about capabilities, trades, skills that you have, or what you can do. We would now like to get your opinion about capabilities, trades, skills that others in the community have, or what others in the community can do and for which you think that there are potential markets, either in the community or elsewhere. If you think of these please list them below.

What are the preferred trades
or what can people do?

How do you think this could be applied?

Are there market opportunities in your community or elsewhere which you think should be looked at to try and create jobs for the people in your community? If so, what are these?

Please drop this form off at the Davis Inlet Post Office. If you cannot drop them off please call
478-8900.

AS PART OF THIS STUDY WE WILL BE ORGANISING GROUP OR COMMUNITY
MEETINGS. WE HOPE THAT YOU WILL ATTEND THESE SO THAT WE CAN GET
AS MUCH INPUT FROM YOU AS POSSIBLE.

Interview Number

ATTACHMENT 3

TABLES

**TABLE 1
CONSTRUCTION EXPERIENCE IN PAST FIVE YEARS**

| (1) Skill Category | # in Sheshatsblu | | | # in Davis Inlet |
|----------------------------|--|--|--|--|
| | (2) Self-Identified Skills Based on Community Survey of Only 36% of All People 15 and Older | Construction Supervisors Rating of Peoples' Skills, Based on: | | (5) Self Identified Skills Based on Community Survey of Only 37% of All People 15 and Older |
| | | (3) People Identified in Comm Survey (See Column 2) | (4) Payroll Lists (Most Complete Record) | |
| Labourer | 35 | 35 | 72 | 13 |
| Painter | 22 | 9 | 22 | 16 |
| Carpentry - Helper | 21 | 16 | 50 | 11 |
| Carpentry - Rough | 21 | 14 | 49 | 12 |
| Carpentry - Finish | 11 | 6 | 25 | 7 |
| Cabinets | 4 | 2 | 5 | 3 |
| Electrical - Helper | 3 | 1 | 5 | 5 |
| Electrician | 0 | 0 | 0 | 2 |
| Plumbing - Helper | 2 | 2 | 5 | 5 |
| Plumber | 0 | 0 | 0 | 3 |
| Heating - Helper | 2 | 2 | N/A | 5 |
| Heating - Finish | 2 | 2 | N/A | 1 |
| Ventilation - Helper | 0 | 0 | N/A | 0 |
| Ventilation - Finish | 2 | 0 | N/A | 3 |
| Concrete - Worker | 6 | 2 | N/A | 9 |
| Concrete - Finish | 0 | 0 | N/A | 0 |
| Mason/Brick Laying | 2 | 1 | N/A | 9 |
| Drywall/Plaster | 4 | 0 | 2 | 7 |
| Roofing - Asphalt Shingles | 20 | 13 | D/K | 15 |
| Roofing - Other | 7 | 0 | N/A | 4 |
| Carpets | 5 | 0 | N/A | 6 |
| Backhoe | 4 | 3 | 7 | 1 |
| Dozer | 3 | 0 | 7 | 1 |
| Loader | 5 | 5 | 7 | 2 |
| Equipment Repair | 4 | 2 | D/K | 2 |
| Other | 1 | N/A | N/A | 1 |

NOTES: N/A=> Not Applicable, D/K=> No basis for judgement since skill not used sufficiently in construction projects.

- Note: 1. Columns 2, 3 and 5 only give a partial picture because only 36% and 37% of those people 15 years old or older were interviewed.
2. Skills based on Band Council payroll records and construction supervisor's knowledge should be 95% complete, and accurate.

TABLE 2
LISTING OF CONSTRUCTION SUPERVISION AND MANAGEMENT SKILLS

PROJECT SUPERVISION AND MANAGEMENT

- Arrange project financing
- Select designs
- Select location
- Ensure title to land
- Lay-out services
- Prepare tender documents
- Blueprint reading
- Prepare material take-offs
- Prices for material and equipment
- Order and expedite material delivery
- Arrange storage of materials
- Coordinate trades
- Provide on-site training

PROJECT ADMINISTRATION

- Bookkeeping
- Payroll
- Bank deposits
- Accounts payable and accounts receivable
- Pay bills to maximize discounts
- G.S.T. returns
- Prepare letters and contracts
- Arrange insurance and WCC coverage
- Negotiate certified cheques
- Prepare progress claims

**TABLE 3
OTHER WORK EXPERIENCE IN PAST FIVE
YEARS**

| Skill Category | # in Sheshatshiu | # in Davis Inlet |
|--------------------------------|--|-----------------------------|
| Typing | 17 | 11 |
| Bookkeeping | 3 | 0 |
| Paying bills | 25 | 24 |
| Invoicing customers | 7 | 10 |
| Managing cash | 15 | 17 |
| Answering telephone, reception | 24 | 17 |
| Sales | 8 | 8 |
| Managing staff | 8 | 7 |
| Managing inventory | 8 | 7 |
| Attending meetings | 37 | 18 |
| Organising meetings | 18 | 6 |
| Leading meetings | 14 | 5 |
| Artwork | 9 | 2 |
| Interviewing | 27 | 9 |
| Computer spreadsheets | 11 | 13 |
| Marketing | 4 | 1 |
| Other | 11 | 6 |
| SOURCE: | Tabulated from community survey | |

TABLE 4
OPPORTUNITIES IDENTIFIED IN COMMUNITY SURVEY

| Community Services | Individual Businesses | Other |
|---------------------------------|------------------------------|---------------|
| • Craft production/sales centre | • Garage/Service Station | • Banking |
| • Large store (Co-op) | • Restaurant/Take-out | • Landscaping |
| • Daycare | • Bakery | • Hospital |
| • Laundromat | • Beauty salon | |
| • Recreation/Community centre | • Bed & Breakfast | |
| • Skating rink | • Driving school | |
| • Housing | • Convenience store | |
| • Treatment centre | | |

SOURCE: Tabulated from community survey

**TABLE 5
ESTIMATED TRADE REQUIREMENTS FOR SINGLE
20 WEEK SEASON
NEW RESIDENTIAL CONSTRUCTION, SHESHATSHIU**

| TRADE | TRADE REQUIREMENTS PER DWELLING | | # OF PERSONS REQUIRED PER 20 WEEK SEASON TO BUILD* | | |
|--------------------|-----------------------------------|----------------------------------|--|--------------|--------------|
| | # hours per dwelling ^a | # days per dwelling ^b | 5 dwellings | 10 dwellings | 15 dwellings |
| Labourer | 110 | 11.00 | 0.55 | 1.10 | 1.65 |
| Carpentry, helper | 538 | 53.80 | 2.69 | 5.38 | 8.07 |
| Carpentry, rough | 281 | 28.10 | 1.41 | 2.81 | 4.22 |
| Carpentry, finish | 291 | 29.10 | 1.46 | 2.91 | 4.37 |
| Cabinet maker | 40 | 4.00 | 0.20 | 0.40 | 0.60 |
| Drywall/plaster | 0 | 0.00 | 0.00 | 0.00 | 0.00 |
| Painter | 90 | 9.00 | 0.45 | 0.90 | 1.35 |
| Electrical helper | 10 | 1.00 | 0.05 | 0.10 | 0.15 |
| Electrician | 20 | 2.00 | 0.10 | 0.20 | 0.30 |
| Concrete worker | 10 | 1.00 | 0.05 | 0.10 | 0.15 |
| Plumbing helper | 20 | 2.00 | 0.10 | 0.20 | 0.30 |
| Plumber | 40 | 4.00 | 0.20 | 0.40 | 0.60 |
| Ventilation | 30 | 3.00 | 0.15 | 0.30 | 0.45 |
| Equipment operator | 50 | 5.00 | 0.25 | 0.50 | 0.75 |
| Lead Hand | N/A | 0.00 | 0.00 | 0.00 | 0.00 |
| Administration | 160 | 16.00 | 0.80 | 1.60 | 2.40 |
| Project manager | 80 | 8.00 | 0.40 | 0.80 | 1.20 |
| TOTALS | 1,770 | 177.00 | 8.86 | 17.70 | 26.56 |

NOTES: * Estimates from Construction Supervisors from past projects in Sheshatshiu
^b Assumes 10 hour day
^c With 4 person crews per dwelling

TABLE 6
ESTIMATED TRADE REQUIREMENTS FOR SINGLE 20 WEEK SEASON
NEW RESIDENTIAL AND COMMERCIAL CONSTRUCTION, AND REPAIRS,
SHESHATSHIU

| TRADE | TRADE REQUIREMENTS PER DWELLING | | ANNUAL LABOUR REQUIREMENTS (PERSONS) ^a | | | | CURRENT SUPPLY ^e (PERSONS) |
|------------------------|---------------------------------|-------------------------|---|------------------------------------|-----------------------------|--------------|---------------------------------------|
| | # hours per dwelling | Fraction of total hours | New Residential ^b | Renovation and Repair ^c | New Commercial ^d | TOTAL | |
| Labourer | 110 | 0.0620 | 1.10 | 0.50 | 0.11 | 1.71 | 72 |
| Carpentry, helper | 538 | 0.3031 | 5.38 | 2.42 | 0.54 | 8.34 | 50 |
| Carpentry, rough | 281 | 0.1583 | 2.81 | 1.27 | 0.28 | 4.36 | 49 |
| Carpentry, finish | 291 | 0.1639 | 2.91 | 1.31 | 0.29 | 4.51 | 25 |
| Cabinet maker | 40 | 0.0225 | 0.40 | 0.18 | 0.04 | 0.62 | 5 |
| Drywall/plaster | 0 | 0.0000 | 0.00 | 0.00 | 0.00 | 0.00 | |
| Painter | 90 | 0.0508 | 0.90 | 0.41 | 0.09 | 1.40 | 22 |
| Electrical helper | 10 | 0.0056 | 0.10 | 0.04 | 0.01 | 0.15 | 5 |
| Electrician | 20 | 0.0113 | 0.20 | 0.09 | 0.02 | 0.31 | 0 |
| Concrete worker | 10 | 0.0056 | 0.10 | 0.04 | 0.01 | 0.15 | ? |
| Plumbing helper | 20 | 0.0113 | 0.20 | 0.09 | 0.02 | 0.31 | 5 |
| Plumber | 40 | 0.0225 | 0.40 | 0.18 | 0.04 | 0.62 | 0 |
| Ventilation | 30 | 0.0169 | 0.30 | 0.14 | 0.03 | 0.47 | ? |
| Equipment operator | 50 | 0.0282 | 0.50 | 0.23 | 0.05 | 0.78 | 7 |
| Lead Hand ^f | N/A | 0.0000 | 0.00 | 0.00 | 0.00 | 0.00 | 15 |
| Administration | 160 | 0.0901 | 1.60 | 0.72 | 0.16 | 2.48 | 0 |
| Project manager | 80 | 0.0451 | 0.80 | 0.36 | 0.08 | 1.24 | 1 |
| TOTALS | 1,770 | 0.9971 | 17.70 | 7.98 | 1.77 | 27.45 | |

NOTES: ^a For 20 week construction season (50 hours per week).

^b New residential construction demand is estimated to be equivalent to 10 - 3 bedroom 92m² bungalows with basement per year (from Table 5).

^c Renovations and repair are based on the assumption that each of the 160 dwellings in Sheshatshiu requires an average \$1,000 worth of repairs each year, for a total of \$160,000 worth of repairs per year. With an assumed labour component of 60% this will result in \$96,000 worth of repair labour per year. At an assumed rate of \$12.00/hr this gives a labour requirement of 8,000 man hours per year, or 8 persons x 50 hrs/week x 20 weeks. This was pro-rated over the various trades in the same way as with new residential construction.

^d Based on past experience, new commercial construction is estimated to be equivalent to the new residential construction on one dwelling per year, which labour requirement was obtained from Table 5.

^e From Table 1. The people have the necessary skills, but may not be employed most of the time.

^f For small projects finish carpenter acts as lead hand.

APPENDIX 3 - Page 1

REVIEW OF HOUSING PROGRAMS IN DAVIS INLET (UTSHIMASSIT), LABRADOR

Davis Inlet is the second most northerly permanent community in Labrador, located on the Labrador coast, approximately 85 km by air south of Nain, 66 km by air north of Hopedale and 285 km north of Happy Valley-Goose Bay. It has a population of about 500 people, 90% of which are Naskaupi Innu, the remainder are Inuit or non-native.

Traditionally the Innu were nomadic people, who lived in tents, until 1967 when the current town was built on an island off the coast of Labrador.

The first houses were provided by the Provincial Government. They were built entirely by outside workers, and because the Innu were not used to living in and maintaining houses, these houses did not last very long. More houses were built for the Innu of Davis Inlet by outside workers in the following years, but water and sewer systems were never provided and the general housing situation continued to worsen.

Three log-type houses (made in British Columbia) and a community hall were built by an outside contractor for the Band Council in 1984.

A documentary by the Canadian Broadcasting Corporation about the bad housing conditions in Davis Inlet in 1985 resulted in a major repair project in 1985 and 1986, again by an outside contractor, who only used a few Innu workers, mainly as labourers.

In 1986 eight and in 1987 three more new houses were built for the Band Council, again by an outside contractor, with very few local workers participating in and learning from the construction process. It is not surprising that the Innu did not value, respect and know how to maintain these houses.

APPENDIX 3 - Page 2

Although the local Band Council had some say about the size and layout of the houses, no soil investigations, no proper foundation designs were made, construction materials and methods were the cheapest possible, and as was found out later, frequently inappropriate for the local conditions and use. Furthermore, no professional inspections were carried out during construction, all to save money, but to the detriment of the quality of the end product.

In 1988 Newfoundland and Labrador Housing Corporation (N.L.H.C.) provided assistance under the Residential Rehabilitation Assistance Program (R.R.A.P.) program in the amount of \$7,280. All of this was forgivable. In 1989 two demo-houses were built in Davis Inlet by their future occupants under Canada Mortgage and Housing Corporation (C.M.H.C.)'s Rural and Native Housing (R.N.H.) Demonstration Program. The cost of these units was \$41,000 each. Planning and management assistance was provided by C.M.H.C. staff and technical assistance and housing were provided in Davis Inlet by a volunteer Mennonite worker. This time workmanship was greatly improved.

In 1990 three more demo-houses were built by their prospective owners with funding from C.M.H.C. in a similar manner at a cost of \$44,000 each. The Mennonite field worker was again project manager. These houses brought the total number of demo-houses in Davis Inlet to five at a total cost of \$214,000. All units were 3 bedroom bungalows, 85 m² (24' x 38') in size, and none of the occupants will have to repay the contribution, provided they live in the house and maintain it for 25 years. Over that period, they can earn total forgiveness. At the same time N.L.H.C. built five (5) Rural and Native Housing Units (funded by C.M.H.C.). The N.L.H.C. houses were built in total by an "outside contractor", with no input from the local people at all. This time the workmanship was good, but there was no spin-off benefit for the community, neither financial, nor in the form of improved skills. N.L.H.C.'s final cost was \$590,612 or \$118,122.40 per house.

APPENDIX 3 - Page 3

Also in 1990 N.L.H.C. assisted with the repair of the 19 houses under the R.R.A.P. Program, funded by C.M.H.C. This program was the first major housing project with an almost all Innu crew. Technical and managerial assistance was provided by Terpstra & Associates Limited and by three experienced Innu foremen from Sheshatshiu. For the previous 3 - 4 years all work in that community was being done by Innu.

Unfortunately many houses needed so many repairs, and major extensions to accommodate the large families, that the available budgets (maximum \$19,999) were not sufficient to do all the work and do it to a high standard. The low skill levels and lack of previous work experience contributed to the problems. Basically the change was too much for one season. Problems were a lack of interest in work in general, a lack of confidence, very slow progress, high absenteeism, low productivity and generally a lack of goals and initiative to repair old buildings in a place where the Innu had never been happy and content, and where numerous attempts of providing a water system proved fruitless. A change in attitudes, that was earlier noticed in Sheshatshiu, started to take place in Davis Inlet in that year, but in a very small way with some of the workers achieving intermediate skill levels, and obtaining some job satisfaction.

N.L.H.C.'s records for 1990-91 show financial assistance under the R.R.A.P. program in Davis Inlet in the amount of \$382,908, of which \$140,581 was forgivable and \$242,327 had to be repaid.

In the spring of 1991 the Band Council raised the idea of moving the entire village to near Sango Brook, about 15 km further inland, to a site more suitable for building houses, obtaining a permanent water supply and installing a sewer system. Also, the proposed site is on the "mainland", closer to traditional hunting grounds than the present townsite on Iliukoyak Island.

APPENDIX 3 - Page 5

Federal Government announcement was made early in 1994 that \$80,000,000 would be allocated for the relocation. The Innu hope that serious construction will start in Sango in 1995, and will be completed by the year 2000.

In the meantime, in the spring of 1993 one shed was built in Sango, and in the fall twenty tent frames were built of plywood and lumber, to house seventeen children from Davis Inlet and support staff, when they returned from a substance abuse rehabilitation centre in Alberta. They stayed in Sango for one month, before returning to Davis Inlet. A short time later all had fallen back to their earlier substance abuse habits. Plans are presently being considered for a treatment centre in central Labrador near Border Beacon.

In the fall of 1993 a new on-the-job training program was started in Davis Inlet to build six new houses, three 2-bedroom houses and three 4-bedroom houses. A 20 x 8.5 m (65' x 28') youth centre was started as well, and repairs took place on all 60 Innu occupied houses in the community. Towards the end of January 1994 the new houses and youth centre were about 85% completed and only five houses were not yet fully repaired, according to the Band Council's Housing Officer. Twenty new oil furnaces were ordered for the housing repairs, so that people would not have to depend on wood as only source of heat. Electric heating of houses is not allowed in this community, that has a diesel power plant.

The project employed and provided training for 55 Innu, with funding provided by C.E.I.C.

In the fall of 1993 eight construction workers from Postville, Labrador and four from Ontario provided the training. At the end of January the Postville contractor still had seven workers there, including himself, and the Ontario architect had one electrician in Davis Inlet.

APPENDIX 3 - Page 6

According to the Band Council Housing Officer no Innu were being trained as foremen on this project, and all ordering and expediting of materials was being done by the trainers, or for the new buildings by the Ontario based architect. Materials were being warehoused in the former bathhouse, the former power plant and in the Band Council garage.

Productivity is reportedly good, and when people are late or don't show up for work/training, the time is taken off their pay. Some people were dropped because of addiction problems.

Since January 1994 a two year construction supervisor training course is being delivered in Davis Inlet by the Extension Service of the Labrador College. Eleven Innu from Davis Inlet, with previous construction experience are taking part in this training. The first 22 weeks will be spent on upgrading their carpentry skills, then a work term will take place from August until December 1994. From January until July 1995 the construction supervision training will take place, mainly aimed at single family residential construction, and from August until December 1995 a second work term will take place. The goal is to provide Innu who can act as foremen on simple house construction projects.

Especially since funding for the relocation of the community was approved, the spirits of the Innu have improved. The workers feel that they will be ready for the major construction work that will have to be done in Sango, once the relocation of the community will proceed. The Band Council Housing Officer acknowledged that they will not be ready to undertake all aspects of the work as private contractors, but at least most of the labour intensive work can be done by them.

The plans for 1994 construction in Davis Inlet entail only the renovation of the Band Council office building. This was scheduled for 1993, but could not be done until the Youth Centre was finished, because part of the existing Band Council office building was used by the youth of the community. As soon as they move into their own building, the renovations can start.

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ACHIEVING A COMMUNITY CAPACITY IN HOUSING

A review of the development of housing in Sheshatshiu has indicated that the following steps were taken, to reach the stage of development where the community is at present.

1. MINDSET

First of all the Community Leaders must recognize that housing programs can have a far greater potential than to create shelter from the elements. They can create skills, and financial benefits, long after the project is completed, pride in oneself, pride in one's home, pride in the neighbourhood, or village and pride in the region. Housing programs can create a healthier indoor climate, a safe and comfortable place for relaxation and recreation with family or with friends. They can also teach people how to maintain their houses and how to be financially and technically responsible for the future upkeep. Once the leadership of a community is aware of this and willing to steer their community towards a higher stage of development, a deliberate decision must be made to try to maximize community benefits in housing. This mindset and the will to follow through on it, year after year is the first step the community's leadership must make. This report will hopefully help stimulate many other groups from following the route of maximizing the community benefits from housing programs.

2. COMMUNICATION

Once the leadership has made the decision, it must convince the rest of the group of the benefits, and the need to pursue this route, rather than call tenders, and have the lowest bidder, mostly from outside the community put up the houses, without further benefit to the community. Communication must be both ways. The leadership must know exactly what individuals are planning to do, to obtain adequate housing or improve or enlarge the existing housing stock.

3. HOUSING NEED SURVEY

A useful tool for a community to measure their housing stock in the form of quantity, adequacy and quality, is to do a housing need survey. C.M.H.C. and N.L.H.C. have carried out many of these in this province and across Canada.

By following their standard format, the data can be entered into and compared with the national data base. By doing it this way, it will be easier to access outside funding for the survey from N.L.H.C. or C.M.H.C. or similar organizations. If the community does not have the skills to undertake or manage the survey, it can be subcontracted to a qualified consultant, with the clear stipulation, that all or most of the fieldwork in the community is done by people from the community. This will usually provide the first influx of cash into the community, which will benefit the interviewers in first instance, and the community in second instance. Because C.M.H.C.'s goal is to update these housing need surveys every 5 or 10 years, to measure the progress that has been made in the various areas, this financial benefit, skill development benefit (interviewer, researcher), and better knowledge and understanding of housing needs will be repeated every 5 or 10 years, for further spin offs.

The field data from the housing need survey should, where necessary, be submitted to the headquarters of N.L.H.C. or similar agency for computer analysis and preparation of statistical information, in the form of bar graph's, pie charts, or simple tables. These should be integrated into a comprehensive report with conclusions and recommendations, if necessary by a qualified consultant.

4. DEVELOP A HOUSING STRATEGY

Once the housing need survey is completed, the leadership should decide on a course of action. This can be one of the following or a combination of them:

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- 4.1 If there is serious overcrowding in many houses and if there is only one family per house, existing houses can be enlarged, or larger houses can be built.
- 4.2 If there is serious overcrowding in many houses and if there are more than one family per house, new houses should be built to serve the young families that have moved in with their parents.
- 4.3 If existing houses are too old to upgrade, they must be replaced with new ones.
- 4.4 If serviced land, or land that is suitable for building on is scarce, the strategy may involve developing new subdivisions in outlying areas, considering rowhouses or apartment complexes or by infilling in existing lots.
- 4.5 In the worst case scenario, satellite villages or relocation could be considered. Advice from a qualified engineering consultant may be needed, to determine the most feasible alternatives for servicing any new developments. Consultations with engineers from Provincial Government Departments, such as Municipal and Provincial Affairs, Environment and Lands, and with local health inspectors may provide some advice, free of charge.

In Sheshatshiu, the first four options were used, and Davis Inlet will relocate to a more suitable site on the mainland at Sango, about 15 km away from the island where it is presently located.

5. DEVELOP SHORT TERM HOUSING PLAN

5.1 General

Once the previous steps have been completed and the community knows what its needs are in regard to sizes or types of houses, where these can be built, or what repairs or enlargements are necessary, it should approach the various housing agencies to determine what programs for assistance are available, and how these programs, each with its own constraints, can be of benefit to the community. Especially if the need survey indicates an urgent need for housing, compared to other geographic areas, it is less difficult to access funding.

5.2 Housing Officer or Housing Committee

In small communities usually a "Housing Officer" is appointed to liaise with possible funding agencies or with the consultants that the communities may need, to access the funds. In large communities a housing committee may undertake this role, again with or without consultants. The basic skills needed of the housing officer or housing committee will be to:

- Communicate well verbally and in writing.
- Have some understanding of house construction technology.
- Have a good knowledge of their community, where its strengths and weaknesses are.
- Become familiar with various housing assistance programs, by reading up and telephone follow up.

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When the local people rose to the challenge, and proved to the contractor and to themselves that they were willing to learn fast and work hard, for rates much lower than qualified carpenters would get, the contractor employed far more than the minimum specified number and this proved that the concept worked. Nobody lost in the process because the return to the community in the form of wages and skill development far outweighed the initial increase in tender cost due to the stipulation that 10 Innu would have to be employed for the duration of the project.

As soon as possible, when some of the basic skills exist in the community, all work that can be done locally, should be done locally, to maximize the benefits.

5.4 Obtaining Outside Expertise

If some of the key skills don't exist in the community these can be purchased from consultants, or from contractors outside the community. Some training can be obtained from Employment and Immigration Canada's Skill Development or Skills Investment Program. Young people who express an interest can be sent to technical schools, or colleges, or just to short courses that are given at most major centres fairly regularly. Inspectors from government housing agencies can also be a valuable (and inexpensive) source of expertise, that is available to the community. They should be utilized where possible.

5.5 Key Personnel

The key people on the project are the project manager and field superintendent. They must be willing to train and share their knowledge, and must have much patience, to shown step by step how the work is to be done, and then let the unskilled people do it themselves, even if workmanship is initially not 100% acceptable. The biggest mistake the

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superintendent can make is to do too much of the work himself, because he is faster and better, and probably because he likes to have the work done well.

The project manager should be familiar with the latest housing design and construction methods, such as the R-2000 standards. He should be able to translate ideas and concepts into practical plans, able to schedule the work and able to know how plans can be changed to suit specific site requirements, individual homeowner needs, temporary shortages of key materials, etc. without going over budget. He shall be thoroughly familiar with building codes, regulatory requirements, environmental requirements, health and safety requirements. Projects shall be designed initially as simple as possible, without fancy architectural features, until skill levels improve.

The project manager should be also be strong administratively, making sure that proper records are being kept, trade discounts are obtained where possible for material purchases, tenders are called for heavy equipment, if this is not available in the community, workers compensation and insurance coverage are arranged, progress billings are made to funding agencies, bills are paid, minutes are kept of meetings, etc.

In some communities simple accounting functions such as keeping payroll records, paying bills after they are approved by the project manager, etc. can be handled quite easily by local people.

5.6 Writing the Proposal

Once the housing officer or housing committee and their consultant, if applicable, have determined where funding can be obtained, usually a written proposal with a preliminary design will be required. If that is accepted by the funding agency, a detailed design including provision for site services should be developed, complete with cost estimates.

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Alternatively, the community can respond to a public proposal call, usually with the help of its consultants. If successful, the community will have to enter into a formal contract with the funding agency.

5.7 Responding to a Public Tender Call

Although in Sheshatshiu and Davis Inlet the tender call process was waived, to assist the native people in these communities to obtain most benefits from their housing projects, their unit prices had to be in line with prices obtained under the public tender process in other neighbouring communities, and in line with National spending limits, set for these types of houses. Over the years N.L.H.C. had called tenders for many other housing projects in Labrador for anyone to bid on. Up until now contractors from Newfoundland and Labrador have been successful, because they were the only ones who were able to tender.

Problems with the public tender system were the fact that the Band Councils or Municipal Councils were not geared up and not experienced to prepare tender prices. Also they had no bonding or not enough cash flow to provide certified cheques in lieu of bonding. Furthermore, they did not have the necessary financing to pay for wages, materials, equipment, insurance, workers compensation commission coverage, etc., until progress payments were received for the completed work.

Only in those situations where the Band Councils had some money available for housing, or could borrow operating capital from a bank, have they been successful to use this as seed money to access other funds for much larger projects. Without a certain start-out capital of say 50% of the cost of the project, it is almost impossible to complete it without running into financial difficulties.

With this start-up capital, certified cheques can be obtained to use in lieu of bid bonds. They usually are 10% of the tender amount. Consultants can be engaged to put professional tender prices together in the short time

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frame that is available. However the money spent on the bid preparation may be lost, if bids are not successful. Bid Bond certified cheques will be returned in that case, so the 10% Bid Bond will not be lost, if bids are not successful. They will only be lost if the bidder is low bidder and then tries to withdraw his bid, after tender closing, or refuses to enter into a formal contract.

When bids are successful, this 10% Bid Bond will be retained and a second certified cheque for 10% of the contract value will be required. These two cheques will then be retained by the Funding Agency or Housing Corporation as Performance Bond and Labour and Material Payment Bond.

The 10% certified cheque that acts in lieu of a Labour and Materials Payment Bond will usually be released to the bidder 30 days after the project has reached substantial completion and the statutory limitation period under the Mechanics Lien Act has expired, however experience shows that it frequently takes much longer. The second 10% certified cheque that acts in lieu of Performance Bond can be retained by the authority for 1 year after substantial performance, when the warranty period has expired. When certified cheques are used, the contractor is entitled to the accrued interest, when his deposits are returned.

In order to participate as a community in a public tender call, three forms of legal entities can be used:

- incorporated company
- partnership
- sole owner

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For Municipalities and Band Councils, incorporated companies are most appropriate, because they provide some protection to the shareholders in case of major financial difficulties. Before placing a bid on a construction tender, they should check their Articles of Association or consult with a lawyer if they are legally allowed to do so.

Otherwise the contract is implemented, as described below.

6. **IMPLEMENT A HOUSING CONTRACT**

Once a contract is awarded, either through negotiation or through public tender call usually the following steps have to be taken:

6.1 **Provide Security to the Owner**

This security will guarantee to the owner that the contractor will finish the contract (Performance Bond) and will pay his employees and his material and equipment suppliers (Labour and Material Payment Bond). As formal contractor's bonding can only be obtained with a proven track record and a certain amount of assets, bonding is usually not available for small municipalities or Band Councils. Certified cheques are then used in lieu of Bonds, as explained in Section 5.7. Some owners waive the requirement of bonding altogether, if the houses will ultimately be owned by the contractor (Band Council) anyway. This greatly simplifies matters, with relatively little risk for the funding agency.

6.2 **Provide Insurance**

Contractors Comprehensive General Liability Insurance can be purchased relatively inexpensively. Contractors All Risk Insurance costs more and is still not very expensive if a good track record is established. To date the Sheshatshiu Innu Band Council has had no claims in 7 years. With profes-

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sinzal management, the risk for claims can be kept low, so although professional project managers are expensive, they can earn their fee or wages quite easily by:

- negotiating good contracts,
- efficient implementation of the project without claims,
- limiting the exposure to risk by promptly closing out the contract in the proper manner,
- providing proper documentation to counteract claims from subcontractors and suppliers.

6.3 Provide Workers Compensation Coverage

In order to ensure that no penalties are levied, the project manager should estimate the labour component of the project as accurately as possible, prior to the start of the project and arrange for prompt payment of the W.C.C. assessment. It may be beneficial to set up a separate account for each project. The workers will be covered in any case, even if this is not done right away, but substantial penalties can be levied. On the end of the contract the final payroll cost and list of subcontractors must be submitted to close out the W.C.C. account by either receiving a refund or by paying the outstanding balance.

6.4 Scheduling the Work

Frequently the owner requires a schedule of the work to make it easier to follow, if the project is on track. The schedule must demonstrate that the project can be completed within the set time frame. An experienced project manager will know how to prepare this. A bar graph schedule is most frequently used.

6.5 Cost Breakdown

Frequently, if a fixed price contract is negotiated, and if interim payments will be requested, the owner demands a cost breakdown, aggregating the total contract amount. Again, the people who prepared the bid price will be most qualified to provide the cost breakdown.

6.6 Progress Claims/Holdback

Progress claims will normally be submitted on a monthly basis, and each claim will be based on the cost breakdown, less 10% for holdback. The owner retains this holdback as extra security to ensure that the contractor finishes the project. This statutory holdback is usually released 30 days after the date for substantial completion, when the Statutory Limitation Period under the Mechanics Lien Act expires, together with the Labour and Materials Payment Bond.

This Act is a form of protection for workers and material suppliers, to make sure that they are paid by the prime contractor. They usually only have 30 days after the substantial completion date, to formally register their claim (Lien) through the courts.

6.7 Detailed Material Take-off

A detailed list should be made of all materials needed for the project. If the people in the community cannot do this, the consultant staff can prepare it. A certain allowance for damage, loss and wastage of all common materials should be incorporated. This allowance should be increased for isolated sites, because shortages there, can seriously hamper progress and lower productivity.

6.8 Invite Price Quotations for Materials/Order Materials

Most communities will have several sources where they can buy building materials. By inviting prices from several suppliers, or calling tenders for the material supply contracts, a range of prices can be obtained. After that a choice must be made for the lowest cost or shortest delivery time, whatever is most relevant at that time. Although frequently a lower price can be obtained by a bulk purchase from a remote supplier, there is a cost and a risk associated with storing all materials on site. In Sheshatshiu it was found that large building suppliers from Happy Valley-Goose Bay would deliver truckload lots, free of charge, when needed right to each house site, with only one day notice. This prevented much theft, wastage, double handling, and delays, because the project manager would only order what would be needed for the next few days.

6.9 Layout of Foundations

Care should be taken that the foundations are laid out as shown on the drawings, and that grades are such that when the house is finished, surface water will run away from the building without causing ponding. In wet areas, houses may have to be raised to prevent water in the basements. Alternatively the ground water table may have to be lowered by means of ditching. When soft or otherwise unsuitable soil is encountered during the excavation, it must be replaced. Because this will usually involve extra cost, a geotechnical engineer should be brought in immediately to help document the claim for an extra. No further work should be done, until a written agreement has been reached with the funding agency, unless the safety of the work is at immediate risk.

6.10 Installation of Services

In Newfoundland and Labrador small subdivisions (15 lots and under) fall under the jurisdiction of the Department of Health for on-site well and septic tank systems. Larger subdivisions fall under the jurisdiction of the

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Department of Environment. Buildings that produce more than 4,500 litre of sewage per day also fall under the jurisdiction of the Department of Environment.

A detailed servicing plan must be developed prior to installation, and no backfilling should be done until the Health or Environment Inspector has seen the installation.

All services shall be placed below the frost penetration level, with insulation added where this is not possible.

6.11 General House Construction and Required Inspections

The house shall be built in accordance with general practice, usually with as first goal, to get the shell erected, to get the house "out-of-the-weather". This is commonly the first inspection stage, that the owner may want to see before anything else is covered up. The second inspection stage is usually the vapour barrier stage. At this stage the electrical inspector may want to do his pre-inspection. Normally the owner will insist on this inspection before the wall sheathing is installed. The next inspection is normally the substantial completion inspection, when the house is 97% complete and ready for occupancy. At this time the first sets of keys are transferred to the owner. The final completion inspection is done after all deficiencies have been completed. If progress claims are submitted at other times, the funding agency requires additional inspection at these times, to make sure that payments don't exceed the value of work completed at that time.

6.12 Contract Close-out

Prior to the closing out of the contract, usually the following documents are required:

- Statutory declaration that all material and labour used for the construction has been paid.

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- Workers Compensation Commission Certificate of Good Standing (to ensure that the applicable W.C.C. premiums have been paid for the project).
- As-built drawings, to show what changes, if any were made, since the plans were drawn up.
- Operation and Maintenance Manuals on specialized mechanical and electrical equipment (H.R.V. units, hot water tanks, etc.).
- Warranties and guarantees on mechanical equipment, carpeting, vinyl flooring, and other materials, if applicable.
- Electrical Inspection Certificate.
- Department of Health or Environment Inspection Certificate for well points and septic tank systems, if applicable.
- Survey of land and location certificate, prepared by Registered Newfoundland Land Surveyor, to prove that house is located on the lot.
- Extra keys if applicable.
- Request for holdback release.
- Final progress claim.

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Mr. Greg Andrew, Chief
Sheshatshiu Innu Band Council
P.O. Box 160
North West River, LB AOP 1M0

March 16, 1994
Our ref. 1292

Dear Greg:

Re: C.M.H.C. Study - Maximizing Community Benefits from Housing Programs

As part of the C.M.H.C. Study to Maximize the Community Benefits for Sheshatshiu from the various housing programs, I have put some ideas on paper in a rough draft.

The fact that your Band Council is placed again in trusteeship, the second time in three years, is an indication to me that you and your staff are experiencing serious problems to properly administer and manage the many programs and services your Band Council is trying to provide to its people.

I am not trying to criticize any of the actions your Band Council has taken, or lack-of-action in some instances perhaps, but would like to help you to stimulate a debate amongst yourself, that will hopefully help you to decide what your long term goals are, and how you want to achieve these.

I realize that one of the Innu's main goals is to reach some form of self government, but with self government comes the responsibility of planning for your future and making decisions.

Undoubtedly, in the steps toward self government you will have to make trade-offs, in order to achieve an economically viable system, that can be maintained efficiently and continuously, forever. Your Band Council may have to make some politically unattractive decisions now, in order to reap long term benefits in the future.

Although I am an outsider, and not an Innu, I have put my heart and soul into the projects in Sheshatshiu, during the past 10 years, to help you reach independence and sufficient technical skills to do most of your own housing, and water and sewer projects. Progress in this area has been great, thanks to a large degree as well to the agencies that provided funding for your projects, such as C.E.I.C., N.L.H.C., C.M.H.C., Pathways, I.N.A.C., etc.

The current C.M.H.C. study allows me to put some extra time and effort into your community to maximize housing benefits. However, in order for you to get the most out of this, I strongly urge you to review some of my ideas, discuss them amongst yourself, and provide me with your feedback. I can only make recommendations, your Band Council must make the decisions.

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**Terpstra & Associates Ltd.
March 16, 1994
Page 2**

If you want me or Andy Rowe and me to meet with you or with other interested people in Sheshatshiu, to discuss your housing strategy in more detail, please let me know where and when you want to meet.

Right now, we cannot proceed further, with our study until we receive some feedback from your Band Council, on which of the three plans you want us to base the rest of our report, or if there are other scenarios your prefer to pursue.

Sincerely yours,

A handwritten signature in black ink, appearing to be 'Jelle Terpstra', written over a horizontal line.

Jelle Terpstra, P. Eng.

Enc.

cc Peter Penashue, Innu Nation
Andy Rowe
Dave Morris, C.M.H.C.

JT/mbp

DRAFT
SHESHATSHIU HOUSING STRATEGY

| OPTIONS FOR HOUSING STRATEGY IN SHESHATSHIU | | |
|---|--|--|
| Plan A - Maintain Status Quo | Plan B - Privatization | Plan C - Housing Corporation |
| Continue opportunistic approach to take what you can get, when you can get it from N.L.H.C., C.M.H.C. and others; plus pay some from own Native Funding. No clear ownership of houses. No real strategy, no plan. Ad hoc decisions. | B.C. to get out of housing altogether. Transfer homes to occupants with clear title by occupants. Occupants totally responsible for upkeep. Sell B.C. houses for \$1.00 each. Let each individual family who does not have a house provide its own through existing government programs. e.g. C.M.H.C. Demo Program. | B.C. to place all its houses in a <u>Housing Corporation</u> . This corporation will be ran as a business. They will evict tenants who don't look after the house, will maintain the house if rent is paid and up to date, they will initiate new development, to provide houses for needy families. Housing authority has nothing to do with privately owned houses. Similar to Torngat Regional Housing Association and Melville Native Housing Association. |
| | Plan B - Recommended. | This is how it operates on many reserves. |

Plan "A" Advantages:

1. Easy politically to maintain status quo.
2. No skills needed to implement this plan.
3. No funding required other than what each Band Council is willing to spend each year from its native funding.
4. Very flexible.
5. Low cost to the occupants.

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Plan "A" Disadvantages:

1. No incentive for people to maintain their house, because they do not own it.
2. No way to stop vandalism and abuse.
3. No maintenance program by Band Council. Demand for new houses will eat up its budget.
4. As a consequence, houses will deteriorate.
5. Land and houses have no value, as they cannot be sold.
6. Unfair to those residents who did not get "lucky" to get a good house, or to mixed families (native/non-native).
7. Policies that may have worked well for a small community, may become unmanageable as the community continues to grow. Present system cannot go on forever.
8. No pride in homeownership.
9. With everything provided free of charge, including housing, house repairs, house maintenance, the provision of such services can never develop into a commercial stage by individuals. Basically, these services will be more or less worthless, and the cycle of continuous economic dependence will not be broken.

Plan B Advantages:

1. Politically heavy responsibility to provide housing, is transferred to the individuals, the same way it is done elsewhere.
2. Financially heavy burden, that has almost caused bankruptcy on three occasions is discharged, freeing Band Council's hands to act more like a Municipal Government (water, sewer, fire protection, roads, garbage collection, snow clearing, etc.).
3. New homeowners who destroy their house will have nothing, so there is great incentive to not only maintain their house, but to improve it and its yard, etc.
4. Occupants will be able to afford the cost to acquire their own house.
5. All homeowners will have to learn to manage their money and their first major asset, their house. Good training for other economic activities.
6. Once land claims are settled, hopefully large amounts of money will be available for the community. People must learn to manage money and other assets, must learn how to invest it, protect it, undertake business activities, to create employment and long lasting wealth. The sooner they learn to do all these things, even on a smaller scale, with their own house, the better they will be off when land claims are settled.
7. Houses in Sheshatshiu that have presently no value, because they are provided free of charge, will gradually increase to the true and fair market value, giving their owners some collateral for loans, etc.

Plan B Disadvantages:

1. Band Council will loose a large asset.
2. Disposal of these assets to occupants for \$1.00 may not be fair to families who presently have no house or unsuitable housing. (However, there may never be a "good time" to make the transfer, so this is not a real disadvantage). The \$1.00/house value is arbitrary, and could be debated. If the price is too high some people cannot afford it, so it seems to be the most practical solution.
3. Band Council will have to spend about \$1,000 per house to provide clear title documents for the land, location certificates, to verify that houses are on the lots, and legal fees to make the transfer legal and binding in accordance with current laws, and to register the transactions. (This could perhaps be left to the new homeowners).
4. Band Council may have to pay off all encumbrances on the houses, such as R.R.A.P. loans, guaranteed by the Band Council. Lack of cash flow for this may cause difficulties and delays to implement this plan. Perhaps a bank loan can be obtained, secured by future Native Funding Agreement Payments.
5. There might be problem with different people living in houses or on land that was earlier transferred to others. This could cause legal disputes for these people, but not for the Band Council.

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Plan C Advantages:

1. Band Council will retain ownership of its housing assets, by owning the Housing Corporation.
2. Day to day requests for assistance and maintenance will be dealt with by paid staff of the Housing Corporation, instead of by the elected politicians of the Band Council (volunteers).
3. Housing Corporation will have permanent staff who will provide a service to the tenants, so a few jobs will be created.
4. Once it is set up and people or Social Services pay the rents on a regular basis, a steady form of income can be created, that can be used for the upkeep and maintenance of the houses.
5. Because of its assets, the Housing Authority will be able to provide bonding, insurance and interim financing to undertake new projects, or tender on projects in other areas to create more jobs and revenues.
6. Extra money will flow into the Housing Authority from Social Services for those residents that have insufficient income to pay their own rent. Because these tenants currently don't pay any rent, this potential rental income is lost to the community. So more outside funding is accessed, by charging social assistance recipients rent.

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Plan C Disadvantages:

1. Tenants must pay rent to the Housing Authority, to pay for the service they get.
2. Housing Authority has to evict tenants who abuse the house, or fall in arrears with their rent.
3. It may be difficult or impossible to find qualified native staff, who will enforce evictions.
4. Some funding required to incorporate, set up and equip the Housing Corporation and to train its staff.
5. Another level of bureaucracy is being created, probably with a volunteer board of directors, but with paid staff. It may be difficult to find qualified volunteers with a long range vision, to serve on the board.
6. Because it is not a private sector company, there is no incentive for Housing Corporation staff to excel and make profits.
7. (Added by Etienne and Greg Andrew): In people's mind the Housing Corporation will still be considered the Band Council, and they will still expect the Band Council to intervene on their behalf to obtain preferential treatment, so nothing will really change.

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Business Plan "A"

1. Appoint housing officer or housing committee and develop a housing plan.
2. Review municipal plan to identify future housing sites.
3. Review water and sewer plan to see if they can be serviced.
4. Check on status of application to N.L.H.C. for senior/singles housing proposal.
5. Continue lobbying efforts to get it funded.
6. Identify candidates for future DEMO houses.
7. Lobby to C.M.H.C. to get them approved.
8. Take inventory of housing materials presently in stock in Band Council basement.
9. Evaluate if more storage and/or a workshop is needed.
10. Decide who will manage future major housing projects: Band Council or Innu Nation - Economic Development.
11. Decide who will execute future housing repairs or new housing projects: workers on Band Council's payroll or independent local contractors.
12. Set up efficient administrative and financial support, either by means of
 - qualified Band Council Staff
 - qualified Innu Nation Staff
 - newly incorporated Innu owned company, trained by consultant or accountant.

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13. Develop a long term housing plan, taking into account past population growth, age of population, in and out migration, work opportunities in Davis Inlet/Sango, Happy Valley-Goose Bay and other areas, possibly wilderness camps.
14. Help to train Innu as independent contractors. If this route is chosen, this will stimulate economic development that can be transferred elsewhere.
15. Assist small Innu contracting firms to bid on other projects, e.g. Social Services Building.
16. When funding is approved for a project proceed as outlined in Appendix 4 of this report.

Business Plan "B"

1. Research titles to various blocks of land, check Registry of Deeds, and prepare a disposal plan.
2. Engage solicitor to draw up formal deed transfers.
3. Complete transfer of ownership.
4. Pay off N.L.H.C.'s R.R.A.P. loans, to make houses free of debt. (This may take several years).
5. Acquire N.L.H.C. rental units and transfer to tenants (this may take several years) or let tenants decide what to do.
6. Assist individuals with obtaining future C.M.H.C. demo houses, by making serviced land available. This will provide the lowest cost housing to qualifying individuals, in a way that ensures pride in ownership, long term maintenance at the expense of the individuals.
7. Innu Nation - Economic Development to assist Innu to form small independent companies that can carry out repair work on a fee-for-service basis.
8. Innu Nation - Economic Development to assist small Innu contracting firms to bid on other projects, e.g. Social Services Building.
9. Innu Nation - Economic Development to spearhead other social housing projects through N.L.H.C., such as single parents/senior citizens complex, etc.

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Business Plan "C"

1. Legally incorporate Housing Corporation Ltd. Use a solicitor.
2. Appoint board of directors (volunteers).
3. Board of directors to hire management staff, office space, purchase office equipment, stationery, tools, warehouse, workshop. Transfer materials from Band Council basement.
4. Board of directors to decide whether to do repairs with in-house staff or to subcontract all work to individual small contractors.
5. Research titles to various blocks of land, check Registry of Deeds, and prepare a transfer plan.
6. Engage solicitor to draw up formal deed transfers.
7. Complete transfer of ownership.
8. Get houses appraised and inspected and set rents based on appraised value. Make deficiency lists for each house.
9. Assist tenants who cannot pay rent, to obtain assistance from Social Services, so that they can remain in their houses.
10. Start a repair and maintenance program based on need, to bring deficiencies up to standard. Use as goal that all houses must meet National Building Code Standards. Priority will be based on the following order:
 - life safety aspects
 - water tightness and wind tightness of shell (roof, doors, windows)



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- adequate water and sewer services (health aspects)
 - energy efficiency of shell
 - aesthetics
 - landscaping
11. Collect rents and maintain proper records.
 12. Evict tenants who do not pay rent or vandalize houses.
 13. Carry out periodic maintenance inspections.
 14. Prepare financial reports at each year end, and adjust rents upward or downward to maintain long-term economic viability. A small reserve must be built up as a buffer for major windstorm damage, etc.
 15. Develop a short-term housing plan for new houses and repairs.
 16. Review municipal plan to identify future housing sites.
 17. Review water and sewer plan to see if the sites can be serviced.
 18. Check on status of applications to N.L.H.C. for seniors/singles housing proposal.
 19. Continue lobbying efforts to get it funded.
 20. Train Innu as independent contractors to do repairs and build new houses (Innu Nation - Economic Development to take lead role).
 21. Assist small Innu contracting firms to bid on other projects, e.g. Social Services Building. (Innu Nation - Economic Development to take lead role in this).