

**"OFF-RESERVE NATIVE HOUSING"**

**A DISCUSSION PAPER**

**Prepared for  
MÉTIS NATIONAL COUNCIL**

**April 7, 1993**

**NOTE: LE RÉSUMÉ EN FRANÇAIS SUIT IMMÉDIATEMENT LE RÉSUMÉ EN ANGLAIS.**

## **TABLE OF CONTENTS**

<b>STATEMENT OF PURPOSE</b>	<b>A</b>
<b>HIGHLIGHTS</b> .....	<b>i</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>iv</b>
<b>INTRODUCTION</b> .....	<b>1</b>
<b>1 NATIVE HOUSING NEEDS</b> .....	<b>3</b>
1.1 POPULATION CHARACTERISTICS OF ABORIGINAL PEOPLE .....	4
1.2 INCOME CHARACTERISTICS OF ABORIGINAL PEOPLE .....	7
1.3 A REGIONAL PROFILE OF MÉTIS EMPLOYMENT INCOME .....	8
1.4 HOUSING NEEDS OF ABORIGINAL PEOPLE .....	12
1.4.1 TYPES OF ABORIGINAL CORE NEED .....	15
1.4.2 RURAL NEED, RNH EVALUATION .....	17
<b>2 ANALYSIS OF CMHC'S EXISTING HOUSING PROGRAMS</b> .....	<b>19</b>
2.1 INTRODUCTION .....	19
<b>2.2 RNH Program</b> .....	<b>21</b>
2.2.1 Program description .....	21
2.2.2 Financing of the RNH Program .....	23

2.2.3 Profile of RNH Portfolio .....	24
A Number of units committed .....	24
B Number of units under repayment .....	27
C Construction type and unit size .....	28
D Delivery process .....	29
E Average mortgage value .....	29
F Subsidy, amortisation and client payments .....	31
G Average taxes, maintenance, repair and utility costs .....	35
H Profile of the Demonstration Program .....	39
2.2.4 The Rural and Native Housing Programs Evaluation Report .....	40
<b>2.3 URBAN NATIVE HOUSING PROGRAM .....</b>	<b>42</b>
2.3.1 Program description .....	42
2.3.2 Evaluation of the program .....	42
A Number of units committed .....	42
B Comparison between pre-1986 and post-1985 programs .....	42
C Analysis of the post-1985 stock .....	43
<b>2.4 EMERGENCY REPAIR PROGRAM .....</b>	<b>48</b>
2.4.1 Program description .....	48

2.4.2 Evaluation of the program .....	48
A Number of grants made .....	48
B Total and per unit contributions .....	49
<b>2.5 HOMEOWNER RRAP .....</b>	<b>50</b>
2.5.1 Program description .....	50
2.5.2 Evaluation of the program .....	50
A Number of units served by RRAP .....	50
B Average loan value and forgiveness and repair costs .....	53
<b>2.6 ON RESERVE HOUSING PROGRAM DESCRIPTION .....</b>	<b>54</b>
<b>3 CASE STUDIES OF SUCCESSFUL MÉTIS HOUSING INITIATIVES .....</b>	<b>56</b>
3.1 INTRODUCTION .....	56
3.2 CANATIVE HOUSING .....	56
3.3 MÉTIS URBAN HOUSING CORPORATION OF ALBERTA .....	59
3.4 PROPERTY MANAGEMENT .....	61
<b>4 AN ABORIGINAL HOUSING ACTION PLAN .....</b>	<b>62</b>
4.1 OVERVIEW .....	62
4.2 ABORIGINAL HOUSING NEEDS AND EXPECTATIONS .....	65

4.3 PRINCIPLES ADVANCED BY THE MÉTIS NATIONAL COUNCIL FOR THE TRANSFER OF CMHC'S NATIVE HOUSING PORTFOLIO OF MÉTIS HOUSING AUTHORITIES .....	66
4.4 TARGETS FOR ABORIGINAL HOUSING UNITS .....	67
4.5 TRANSFER OWNERSHIP OF EXISTING CMHC UNITS TO MÉTIS HOUSING AUTHORITIES .....	67
4.5.1) A Capital Base for New Housing in the Future .....	68
4.5.2) Enhance Management Capacity .....	68
4.5.3) Increase Employment .....	68
4.6 INCREASE EFFICIENCIES .....	69
4.7 ALLOW MORE FLEXIBILITY IN FINANCING .....	69
4.8 ESTABLISHMENT OF MÉTIS HOUSING TRUST .....	69
4.9 HIGH RATIO GUARANTEED MORTGAGES .....	70
4.10 RESTORE RURAL AND NATIVE HOUSING AND URBAN NATIVE PROGRAMS .....	70
4.11 OFF-RESERVE HOUSING PROGRAMS .....	71
4.12 MODIFICATIONS TO RRAP TO ENSURE THAT ABORIGINAL PEOPLE GET THEIR FAIR SHARE .....	71
<b>5 THE ECONOMIC IMPACT OF HOUSING .....</b>	<b>73</b>
5.1 IMPACT OF THE HOUSING INDUSTRY ON THE ECONOMY .....	73
5.2 BENEFITS OF HOUSING TO THE ABORIGINAL COMMUNITY .....	74

5.2.1 Employment in construction .....	74
5.2.2 Employment in program delivery .....	75
5.2.3 Employment in property management .....	75
5.2.4 Employment in repair and maintenance .....	75
5.2.5 Employment in program administration and home management .....	75
5.2.6 Establishment of Aboriginal businesses and planned community development .....	76
<b>REFERENCES .....</b>	<b>77</b>
<b>APPENDIX I</b>	
<b>SUMMARY - FINDINGS OF THE RNH EVALUATION .....</b>	<b>78</b>
<b>APPENDIX II</b>	
<b>RECOMMENDATIONS OF 1992 REPORT OF THE STANDING COMMITTEE ON ABORIGINAL AFFAIRS .....</b>	<b>81</b>

## **THE PURPOSE OF THIS DISCUSSION PAPER**

This paper is prepared for the use of the Métis National Council and its affiliates in its consultations with stakeholders in Native Urban and Rural Housing. The paper was prepared in reaction to the elimination of incremented funding for housing needs of off-reserve Aboriginal people as initiated by the previous government in its 1993 Budget.

The Métis National Council is concerned about the implications of this measure to terminate the Rural and Native Housing Program (RNH), the Urban Native Housing Program, and the Emergency Repair Program (ERP), all of which help to serve the housing needs of Métis and other off-reserve Aboriginal people. Although it was proposed that funding for on-reserve housing programs will continue, it must be recognized that they do not extend to Métis and other Aboriginal people who live off the reserves.

All of the data concerning CMHC's programs was provided by CMHC. As it concerns housing provided directly by CMHC, the data does not include housing units which may be financed largely by CMHC but where the Provinces are the lead agency. The data does not include information on any housing which is provided unilaterally by the Provinces.

This paper is intended to elicit dialogue and support consultations on measures which result in replacement initiatives to meet the needs of the Métis and other off-reserve Aboriginal peoples. To guide these discussions, elements for an Aboriginal housing action plan have been proposed.

The Métis National Council and its affiliates will now engage in discussion with the federal and provincial Ministers responsible for housing, with national and regional CMHC and provincial housing officials, with the financial community and other stakeholders to further explore the options suggested in this paper. Proposals to implement this action plan will be made to the federal and provincial governments.

## **HIGHLIGHTS**

### **1 THE STATE OF ABORIGINAL HOUSING**

- The most recent data available on core housing need (1981) revealed that 35.2 per cent of all off-reserve Aboriginal households were in core housing need compared to only 14.9 per cent of all Canadian households.
- The estimated number of off-reserve Aboriginal households in core housing need today would still probably exceed the 24,070 estimated for 1981.
- The 1981 core housing need estimates are believed to be understated. This is because the 1981 core need estimates are based on the Aboriginal off-reserve population from the 1981 Census which was considerably understated.
- A total of 29,469 units have been committed under the RNH Home ownership, Rental, Lease-To-Purchase and Self-Build programs.
- A total of 8,788 units were in the Urban Native portfolio at year end 1992.
- A total of 25,503 units have been repaired through the Emergency Repair Program since the implementation of the program in 1974 and August 1993.
- Aboriginal units comprise just 3.5 per cent of the total urban and rural stock repaired under the RRAP program for the 1986-August 1993 period, even though 33 per cent of the core need among Aboriginal peoples stems from the need for renovations.
- While Rural RRAP is targeted to off-reserve Aboriginal households and is available for Aboriginal people living on-reserve only 3,793 Native units have been repaired compared to 66,316 non-Natives units between 1986 and August 1993.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**



## 2 AN ABORIGINAL HOUSING ACTION PLAN

Aboriginal peoples are currently facing such a severe housing crisis that immediate and dramatic action is necessary. Nothing less than an Aboriginal Housing Action Plan that establishes a new partnership between Aboriginal peoples and the government to meet the urgent housing needs of Canada's Aboriginal peoples is needed. In addition, it would have to reflect their aspirations for a greater say in the management of their own lives and in the development of our communities. In view of this, the Métis National Council recommends:

- **Targets for Aboriginal Housing units:** We believe a reasonable target for the number of units that is in line with our estimates of the urgency of aboriginal housing need would be 25,000 units over five years or 5,000 units per year.
- **Transfer ownership of existing CMHC Aboriginal units to Métis Nation Housing Authorities:** This includes provincially-owned units financed by CMHC as well as CMHC-owned units.
- **More flexibility in financing:** The Métis National Council also strongly believes that the restrictions on the operations of Aboriginal housing authorities should be relaxed to allow them to assist in meeting the critical and growing Aboriginal housing needs.
- **Establishment of Métis Housing Trust:** which would be set up to act as a funding vehicle for the housing program which would be administered by the Métis.
- **High ratio guaranteed mortgages:** This method of financing which has been successfully proven, would offer another way to increase the supply of Aboriginal housing. Aboriginal housing authorities would cover the incremental cost of such financing by raising their rents slightly.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

- **More flexible and innovative approaches to the provision of off-reserve housing:** For example, rigid interpretation of National Housing Standards by inspectors in northern and rural areas often results in needlessly costly housing units that use up the available financial resources and restrict the needed expansion of supply.
- **Reinstatement of Rural and Native Housing and Urban Native programs:** as information provided by CMHC on Aboriginal housing need indicates that there is a critical and increasing need for off-reserve Aboriginal housing.
- **Modifications to RRAP to ensure that rural Aboriginal peoples get their fair share:** It is unacceptable that 70 per cent of the core need for housing among rural Aboriginal peoples stems from the need for renovations and that only 5.4 per cent of the rural RRAP funding goes to Aboriginal peoples.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

## **EXECUTIVE SUMMARY**

### **1 NATIVE HOUSING NEEDS**

A total of 24,070 Aboriginal households living off-reserves had core housing need in 1981. This represented 35.2 per cent of all Aboriginal households compared to only 14.9 per cent of all Canadian households. In addition, the incidence of Aboriginal core need ranged from a high of 63.2 per cent in the Northwest Territories to a low of 26.8 per cent in Quebec (with the exception of P.E.I) while it ranged from 14 to 18.8 per cent for all Canadian households.

Although current core need data are not yet available, the 1981 estimates are believed to be understated. This is because the 1981 core need estimates are based on the Aboriginal off-reserve population from the 1981 Census which was considerably understated.

Based on the 1991 Census there were 814,404 of the population reporting Aboriginal ancestry and 466,135 identifying as Aboriginal, but who did not live on reserves. Under the assumptions that the average Aboriginal household consists of four individuals and that the incidence of Aboriginal core housing need remained constant over the period, roughly 71,667 off-reserve households reporting Aboriginal ancestry and 41,020 identifying as Aboriginal would be in core housing need in 1991. These numbers would have to be adjusted to reflect the social housing units put in place over the period and any deterioration in the existing housing stock. Nevertheless, the estimated number of those in core housing need would still probably exceed the 24,070 estimated for 1981. While these are crude estimates, they show that the current number of off-reserve Aboriginal people in core housing need is likely to be higher than in 1981.

### **2 ANALYSIS OF CMHC'S EXISTING NATIVE HOUSING PROGRAMS**

The main programs targeted to Métis and other Aboriginal people living off-reserve included the Rural and Native Housing Program and the Urban Native Housing Program. Their objective was to assist households in core housing need to obtain affordable, adequate and suitable housing.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

CMHC also operated the Emergency Repair Program and the Residential and Rehabilitation Assistance Program (RRAP). These two programs were intended to respond to repair requirements for low income households.

While the RNH, ERP and Rural RRAP programs were available to all Canadian rural off-reserve households, these programs were targeted to off-reserve Aboriginal households with the overall target set at 50 per cent of activity with specific targets set for each province and territory adjusted to reflect the local demographic composition. Eligibility for the Urban Native Housing Program however was restricted to Aboriginal households living off-reserve.

## **2.1 RNH PROGRAM**

The RNH program had the following components: Rental; Home ownership; Lease-To-Purchase; and Self-Build in Non-Market Areas. Delivery of home ownership units was emphasised prior to 1986. While ownership still remained a major component, more rental stock has since been acquired.

**A total of 29,469 units** have been committed under the RNH Regular program (i.e. this includes the Home ownership, Rental, Lease-To-Purchase and Self-Build components of the program which were available to all Canadians in rural areas). This includes **17,839 units** committed under the pre-1986 program and **11,630 units** committed since 1986. **A total of 5,580 post-1985 units** have been committed to *Aboriginal* households which is consistent with the overall target set at 50 per cent. **Information on the number of units committed to Aboriginal households prior to 1986 was unfortunately not available.**

While Native commitments are consistent with the overall Native target set at 50 per cent of activity, **the RNH Evaluation reveals that only 29 per cent of all units under the Regular RNH Program and 34.8 per cent of all post-85 units** were occupied by Aboriginal households in 1988. This suggests that Aboriginal tenancies were not retained in re-acquired units.

## **2.2 URBAN NATIVE HOUSING PROGRAM**

The Urban Native Housing Program was to assist low-income households living in urban areas to obtain suitable, adequate and affordable rental housing by providing assistance to Aboriginal non-profit housing corporations to supply housing for low-income Aboriginal households. These groups must be sponsored by an Aboriginal organization.

**There were a total of 8,788 units** in the Urban Native portfolio at year end 1992. The average subsidy for the post-1978 commitments amounted to \$9,358 at year end 1992 and the average rent \$3,558. Principal and interest payments, maintenance and administration costs were particularly high in the Northwest Territories contributing to high per-unit costs (\$26,142). Per-unit costs were also high in the provinces of Alberta (\$16,858), Ontario (\$14,669), British Columbia (\$14,261), Prince Edward Island (\$13,509).

## **2.3 EMERGENCY REPAIR PROGRAM**

The objective of the Emergency Repair Program (ERP) was to assist households in core housing need living in rural areas by providing assistance for the urgent repair of existing housing that is a threat to occupants' health and safety.

Although no additional funding for the Emergency Repair Program has been provided since January 1994, the federal government announced in the 1994 budget that the program will be reinstated.

**A total of 25,503 units** have been repaired through the Emergency Repair Program since the implementation of the program in 1974. Since January 1987, 7,823 units have been repaired through the Program. **Of these 4,057 Native units** were repaired which is consistent with the overall target set at 50 per cent.

The average Native grant (\$2,552) was higher than the overall per-unit grant (\$2,283) which is reflected by the fact that proportionately more Native contributions were made in Northern and/or remote areas.

## **2.4 HOMEOWNER RRAP**

The objective of the homeowner Residential Rehabilitation Assistance Program (RRAP) was to assist low-income households for the rehabilitation and repair of substandard dwellings. Like ERP, the program is being reinstated.

Few Aboriginal households have been served by the RRAP program compared to non-Native households for the 1986-August 1993 period as **Native units comprise just 3.5 per cent of the total stock repaired under the program.** While a portion of Rural RRAP is targeted to off-reserve Aboriginal households and is available for Aboriginal people living on-reserve, **only 3,793 Native units** have been repaired under the program compared to 66,316 non-Natives units.

The data provided by CMHC revealed considerable inequality between all Canadian and Aboriginal recipients in their forgiveness levels. While repair costs are on average \$1,188 higher for Aboriginal RRAP recipients compared to all Canadian recipients, Aboriginal forgiveness levels are only \$592 greater.

CMHC acknowledged in the RNH consultation paper "Addressing Your Housing Needs" that the cost of repairs for Aboriginal people is often much greater than current forgiveness levels making it difficult for Aboriginal people to use the program.

## **3 THE ECONOMIC IMPACT OF HOUSING**

The housing industry is a significant contributor to Canada's economy employing approximately one million Canadians. The Canadian Homebuilders Association estimates that approximately 2.5 person-years of employment are generated by the construction of a new home - directly, through site construction and indirectly, through jobs in industries supplying the products and services required for construction and in the multiplier effect (Annual Report, Canada Homebuilders Association, 1993).

Aboriginal housing can have an equivalent impact on the economy to other housing and offers a wide range of benefits to the Aboriginal community. This includes employment in areas such as construction, delivery of new units, property management, repair and maintenance, program administration and home management. It can also provide opportunities for the establishment of Aboriginal-run businesses and planned community

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

development. CMHC's off-reserve housing programs have unfortunately not been targeted to yield this full range of benefits and the objective should be to realize these in future programs.

Elimination of new commitments under the off-reserve housing programs will not only exacerbate poor housing conditions for Aboriginal people, but will also have a negative impact on Aboriginal employment and for the Aboriginal community as a whole. Métis people will be particularly severely affected given that Métis delivery agents currently deliver 60 per cent of the Rural and Native portfolio and in some areas Métis Housing Associations are responsible for delivering almost the entire RNH new stock and/or other off-reserve programs. Increased direct Aboriginal involvement in the delivery and administration of the off-reserve housing programs and greater emphasis on management by local Aboriginal housing groups in areas such as property management, program planning and implementation and client counselling would help to alleviate the loss in Aboriginal employment resulting from these cutbacks.

#### **4 CASE STUDIES OF SUCCESSFUL MÉTIS HOUSING INITIATIVES**

Because social housing is delivered in different ways to different client groups, it is useful to examine the actual ways that social housing is delivered in the Métis community. This paper focuses on three different models. The first two case studies are on well-managed and successful, Alberta based, Métis urban housing corporations, each of which serves a different client base and is structured differently. These are Canative Housing, which follows the first model, and the Métis Urban Housing Corporation of Alberta, which follows the second.

The first serves those that are able to afford near market rents either because they earn an adequate income or have their rent paid by provincial social assistance agencies. While the initial financing was provided by CMHC, no ongoing subsidies are required.

The second serves only those in greatest need and with the lowest incomes who can qualify. Rent is geared to income and operating subsidies and financial guarantees are provided by CMHC. Meetings were held with program managers and administrators as well as tenants to gain a better understanding of these two housing corporations.

The third case study seeks to illustrate how Métis-run property management works in practice. This case relies exclusively on the experience of the Manitoba Métis Federation as this is the only Métis group currently involved in rural property management.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

The purpose of these case studies is not to suggest that they are necessarily better than other Métis housing initiatives but merely to gain some insight on the extent to which it is possible to build on these initiatives.

#### **4.1 CANATIVE HOUSING**

Canative Housing Corporation was established as a private non-profit corporation in 1971 to provide rental accommodations for large Aboriginal families living in Edmonton and Calgary. The Corporation is self-sustaining with no operating subsidy from CMHC and/or the province of Alberta.

Most of Canative's 163 units were acquired in 1972 with the help of a \$3.1 million preferential rate loan under section 15 of the National Housing Act. Canative Housing currently has four mortgage loans outstanding from CMHC at 6 3/4 per cent, 7 per cent, 7 1/8 per cent and 8 per cent.

Average monthly rent paid by clients, excluding utilities, amounts to roughly \$500 for a three bedroom single detached house. Canative Housing has low per-unit operating costs that average \$3,885 per year. This includes property taxes, maintenance costs, administrative expenses and salaries and office supplies. The low costs result from low annual maintenance costs of roughly \$800 and administration costs of \$315 as well as low interest payments on the mortgage (\$1,065). These low costs are helped by a careful screening of applicants and a regular monitoring of the units.

Although non-Aboriginal people are not excluded from tendering and price is the main factor in awarding the tender, Canative gives preference to Métis and other Aboriginal contractors and suppliers. In addition, most of Canatives' employees are Métis.



## **4.2 MÉTIS URBAN HOUSING CORPORATION OF ALBERTA**

The Métis Urban Housing Corporation of Alberta was formed in February 1983 by the Métis Nation of Alberta to provide housing for low and moderate income Métis and Aboriginal families within the urban centres of Alberta.

The Métis Urban Housing Corporation is the largest single Aboriginal residential landlord in Canada. It currently has 845 houses in urban areas throughout Alberta valued at \$53.5 million. Roughly half of the units are in Edmonton (416) and over a quarter in Calgary (240).

Métis Urban Housing provides housing on a rent-geared-to-income basis under Section 95 of the National Housing Act. Based on 1992 financial statements, per unit cost averaged \$15,792 in 1992. This covers all costs including interest on the mortgage, maintenance and repair, administration, utilities, salary expenses, depreciation and miscellaneous fees. Rent and subsidy amounted to \$4,665 and \$10,381 respectively. This high subsidy cost result from the high costs of repair and maintenance and the high interest payment on the mortgage (these averaged \$1,480 and \$7,439 respectively). In addition, salary expenses also tend to be high due to the need to provide extensive tenant counselling.

While these cost and subsidy levels are higher than Canative's, the corporation is a well-run and well-organized provider of Aboriginal housing services that is recognized as a success by CMHC. Long-term benefits to the Aboriginal community from Métis Urban Housing Corporation will be especially visible after 25 years when the mortgages have been paid off. At the end of this subsidy period, the houses will become the sole property of the Métis Urban Housing Corporation and can be rented for further revenue by the corporation to provide additional social housing. Like Canative, the Métis Urban Housing Corporation feels that CMHC imposes undue constraints on its ability to refinance units which prevent it from expanding the supply of Aboriginal housing to meet the growing need.

### **4.3 PROPERTY MANAGEMENT**

The Manitoba Métis Federation (MMF) is currently the only Métis group involved in rural property management. MMF signed an agreement with CMHC on April 1, 1992 to undertake all property management of the Rural and Native Housing rental units in the province of Manitoba. The take-over of these units is being implemented progressively. At the inception of the take-over, MMF administered a small fraction of the current portfolio with two property management officers responsible for their administration. MMF is currently responsible for 1,300 rural and remote rental units. As additional expertise is garnered, MMF is expected to assume full property management services with responsibilities similar to the Urban Native groups.

### **5 AN ABORIGINAL HOUSING ACTION PLAN**

Aboriginal peoples are currently facing such a severe housing crisis that immediate and dramatic action is necessary. Nothing less than an Aboriginal Housing Action Plan that establishes a renewed partnership between Aboriginal peoples and the government to meet the urgent housing needs of Canada's Aboriginal peoples is needed.

The Aboriginal Housing Action Plan to achieve these quantitative objectives would have to be innovative. In addition to meeting the urgent housing needs of the Aboriginal peoples, it would have to reflect their aspirations to have a greater say in the management of their own lives and in the development of their communities.

In its platform, **Creating Opportunity: the Liberal Plan for Canada**, the new Liberal government committed itself to act on the premise that the inherent right of self-government is an existing Aboriginal and treaty right. It has also committed itself to build a new partnership with Aboriginal peoples that is based on trust, mutual respect and participation in the decision-making process. We welcome these commitments.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

## **5.1 ABORIGINAL HOUSING NEEDS AND EXPECTATIONS**

The housing needs of Métis people vary considerably. In some cases, the "need" is prescribed by the norms of the broader urban society. In others, it is dictated by minimum standards set by regulation. Quite often, needs are based on values or desires far removed from those of Métis people.

Housing to serve the needs of those in rural areas does not necessarily need to be provided by building new homes according to southern urban values or practice. This is especially so, if the housing needs of Métis people can be met by housing facilities and construction materials which are suitable and appropriate to the Métis people and which take into account the availability of local supply. Construction standards and internal CMHC regulations based on "southern, urban" values mitigate the ability to meet certain Métis housing needs.

While Métis want to be assured that safety standards are met, they do not always demand that certain construction standards are achieved before their needs can be met. The result is that, because of these restrictions, funds are not available for those who would be quite pleased with certain housing parameters which might be less than those called for by CMHC.

## **5.2 TARGETS FOR ABORIGINAL HOUSING UNITS**

A key aspect of an Aboriginal Housing Action Plan must be the establishment of quantitative targets for new and upgraded housing units for Aboriginal peoples. A reasonable target for the number of units that is in line with our estimates of the urgency of aboriginal housing need would be 25,000 units over five years or 5,000 units per year. Reflecting the distribution of need between urban and rural areas, 3,000 of these units should be in urban areas and 2,000 in rural areas.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

### **5.3 TRANSFER OWNERSHIP OF EXISTING CMHC UNITS TO MÉTIS NATION HOUSING AUTHORITIES**

An important part of an Aboriginal Housing Action Plan, which we strongly support, is the transfer of the ownership and control of the existing stock of Aboriginal social housing to Métis Nation housing authorities. This includes provincially-owned units financed by CMHC as well as CMHC-owned units. This would build on the skill and expertise already gained by the Métis housing authorities in the delivery and administration of the federal and provincial off-reserve housing programs.

While we support the transfer of the existing CMHC housing units to Métis Nation housing authorities, we believe that it is essential that the transfer be done in a way that facilitates the supply of additional housing units. We would strongly resist any transfer that would leave the Métis Nation housing authorities overburdened with debt and unable to undertake new projects.

The transfer of the CMHC housing units to the Métis Nation housing authorities would be a lengthy and complicated process. It would first be necessary to identify all of the units and their characteristics including price, market value, financing terms, other costs and rent. This may seem straightforward, but such information was not available when we were preparing this paper. The financing of the sale would have to be discussed and resolved. It would also be necessary to carry out a detailed financial analysis of each of the packages of units offered by the government to make sure that each package was commercially viable. A final step would be to settle on a mutually satisfactory timetable and process for the transfer.

### **5.4 INCREASE EFFICIENCIES**

In the short-term, it will be necessary for Métis Nation housing authorities to realize economies in the operation of the social housing stock if the main focus is to provide additional social units with restricted funding in order to help to meet target for the supply of housing units. The case studies of Aboriginal housing corporations have shown that some groups are managed very efficiently at low costs and that greater economies are possible.

## **5.5 ALLOW MORE FLEXIBILITY IN FINANCING**

The Métis National Council also strongly believes that the restrictions on the operations of Aboriginal housing authorities should be relaxed in order to meet the critical and growing Aboriginal housing needs. In particular, more flexibility needs to be provided in financing so that Aboriginal housing authorities can refinance existing units in order to raise the equity needed to finance new units. This restriction should be eliminated on all units and not just on the units transferred.

## **5.6 ESTABLISHMENT OF MÉTIS HOUSING TRUST**

Another option which should be considered as part of an Aboriginal Housing Action Plan is the establishment of a Métis Housing Trust. The Trust would be set up to act as a funding vehicle for the housing program which would be administered by the Métis. The federal government would guarantee borrowing up to some limit to give the Trust the advantage of relatively low-cost financing. A major financial institution would be approached to provide assistance in the management of the Trust. The Trust would loan the money in the form of high-ratio mortgages to Métis Housing Authorities to acquire rental housing units. If the funding guarantee limit were set at \$500 million, it would be possible to finance more than 5,000 additional rental units. This would constitute a credible response to the growing and critical housing need of Aboriginal people.

## **5.7 HIGH RATIO GUARANTEED MORTGAGES**

High ratio guaranteed mortgages offer another way to increase the supply of Aboriginal housing. Aboriginal housing authorities would cover the incremental cost of such financing by raising their rents slightly. This method of financing has been successfully followed by Canative housing.

## **5.8 RESTORE RURAL AND NATIVE HOUSING AND URBAN NATIVE PROGRAMS**

A large sector of the Métis population in need of housing are below or near the poverty level. In some cases they are working poor. In others, their income is derived from social assistance. Housing must be subsidized in order to meet the needs of people in this circumstance.

Information provided by CMHC on Aboriginal housing need indicates that there is a critical need for off-reserve Aboriginal housing and that this situation is likely to be aggravated by cutbacks to the current off-reserve housing programs. With an increasing number of Aboriginal people living off-reserves, the demand for off-reserve housing is also likely to grow and the housing of these people will become an even greater concern as a result of the proposed federal cutbacks. Given this critical and growing Aboriginal housing need, the Métis National Council recommends that the decision of the federal government to eliminate new commitments under the off-reserve housing programs should be reconsidered.

## **5.9 OFF-RESERVE HOUSING PROGRAMS**

In addition to reinstating the off-reserve housing programs, CMHC should adopt more innovative approaches to the provision of off-reserve housing. The needlessly strict interpretation of CMHC standards in northern and rural areas often results in unnecessarily costly housing units that use up the available financial resources and restrict the needed expansion of supply.

While CMHC housing standards have been relaxed and Aboriginal housing projects are supposed to be acceptable for financing as long as they have engineer approved plans, some inspectors are reluctant to approve plans that depart from the styles to which they have become accustomed. As well, restrictions to use industry approved supplies needlessly adds to the costs when local materials of an acceptable quality and less cost could be used instead. CMHC needs to relax its regulations and encourage inspectors to be more flexible.

Once greater flexibility becomes a reality, we feel that the self-built option offers great potential for the expansion of rural Aboriginal housing. If regulations and standards were relaxed somewhat, it would be possible to substantially increase participation in self-built housing programs.

Another problem in the past with off-reserve housing programs was that projects to construct a large number of homes in several communities were often put out to tender at the same time. Because most Aboriginal contractors operate on a small and local scale and were unable to get performance bonds for such large projects, they were thus unfairly prevented from bidding. Future housing projects should be broken into smaller packages so that Aboriginal contractors will be given fair consideration.

#### **5.10 MODIFICATIONS TO RRAP TO ENSURE THAT RURAL ABORIGINAL PEOPLES GET THEIR FAIR SHARE**

It is unacceptable that 70 per cent of the core need for housing among rural Aboriginal peoples stems from the need for renovations and that only 5.4 per cent of the rural RRAP funding goes to Aboriginal peoples. We consequently recommend that further steps be taken to ensure that rural Aboriginal people get their intended share of RRAP funding. This will entail working with the delivery organizations to make sure that low incomes or substandard housing are not preventing prospective aboriginal clients from obtaining RRAP financing. It may be necessary to increase the forgivable component of the RRAP loan or to adopt more flexible criteria for houses and renovations that qualify.

## RÉSUMÉ

### 1 BESOINS DE LOGEMENT DES AUTOCHTONES

En 1981, 24 070 ménages autochtones habitant hors des réserves éprouvaient des besoins impérieux de logement, soit 35,2 % de tous les ménages autochtones, alors qu'on enregistrait des besoins comparables pour seulement 14,9 % de l'ensemble des ménages canadiens. De plus, le pourcentage de ménages autochtones éprouvant des besoins impérieux de logement variait de 63,2 % dans les Territoires du Nord-Ouest à 26,8 % au Québec (à l'exception de l'Î.-P.-É.), tandis que le pourcentage de ménages canadiens dans la même situation oscillait entre 14 et 18,8 %.

Bien qu'il n'y ait pas encore de données actuelles sur les besoins impérieux, on estime que les chiffres de 1981 sont sous-évalués. En effet, ces estimations sont fondées sur la population autochtone vivant hors des réserves qui était considérablement sous-évaluée lors du recensement de 1981.

Selon le recensement de 1991, 814 404 personnes indiquaient être d'ascendance autochtone et 466 135 se déclaraient Autochtones mais n'habitaient pas dans des réserves. En supposant que le ménage autochtone moyen comprend quatre personnes et que le pourcentage d'Autochtones éprouvant des besoins impérieux de logement est demeuré constant durant cette période, on estime que 71 667 ménages d'ascendance autochtone habitant hors des réserves et 41 020 Autochtones déclarés, éprouvaient des besoins impérieux de logement en 1991. Ces chiffres doivent être rectifiés compte tenu des logements sociaux créés durant cette période et de la détérioration du parc de logements existants. Néanmoins, le nombre de ménages éprouvant des besoins impérieux de logement dépasserait vraisemblablement le chiffre de 24 070 enregistré en 1981. Bien que sommaires, ces estimations montrent que le nombre actuel d'Autochtones en dehors des réserves, éprouvant des besoins impérieux de logement, est certainement supérieur à celui de 1981.

### 2 ANALYSE DES PROGRAMMES EXISTANTS DE LOGEMENTS DE LA SCHL ET S'ADRESSANT AUX AUTOCHTONES

Les principaux programmes de la SCHL destinés aux Métis et aux Autochtones habitant hors des réserves sont les suivants : le Programme de logement pour les ruraux et les Autochtones (LRA) et le Programme de logement pour Autochtones en milieu urbain. Ils avaient pour but d'aider les ménages éprouvant des besoins impérieux de logement à obtenir des habitations abordables, de qualité et de taille convenables.

La SCHL a également mis en oeuvre le programme de réparations d'urgence (PRU) et le Programme d'aide à la remise en état des logements (PAREL) afin d'aider les ménages à faible revenu à réparer leur logement.

Bien que le Programme LRA, le PRU et le PAREL soient offerts à tous les ruraux canadiens habitant hors des réserves, ils visaient surtout les ménages autochtones. L'objectif global était d'accorder 50 % des fonds aux logements des Autochtones, compte tenu d'objectifs particuliers établis pour chaque province et territoire en fonction de la composition démographique.

Cependant, seuls les Autochtones habitant hors des réserves étaient admissibles au Programme de logement pour Autochtones en milieu urbain.



## **2.1 PROGRAMME LRA**

Le programme LRA comportait les volets suivants : logement locatif; accession à la propriété; location avec option d'achat et accession à la propriété par l'autoconstruction dans les secteurs hors-marché. Avant 1986, on produisait surtout des logements pour accédants à la propriété. Bien que ce volet demeure important, celui des logements locatifs a pris de l'ampleur.

Au total, 29 469 logements ont fait l'objet d'un engagement dans le cadre du PLRA régulier (soit les volets de l'accession à la propriété, du logement locatif, de la location avec option d'achat et de l'accession à la propriété par l'autoconstruction, qui étaient accessibles à tous les ruraux Canadiens. Ce chiffre comprend 17 839 logements ayant fait l'objet d'un engagement en vertu du programme antérieur à 1986 et 11 630 logements en vertu du programme postérieur à 1986. Au total, des fonds ont été engagés pour 5 580 logements d'Autochtones en vertu du programme postérieur à 1985, ce qui correspond à l'objectif global de 50 %. Les données relatives au nombre de logements ayant fait l'objet d'un engagement pour les ménages autochtones avant 1986 ne sont malheureusement pas disponibles. Bien que les engagements relatifs aux logements destinés aux Autochtones soient conformes à l'objectif global de 50 % de l'activité, une évaluation du PRLA indique que seulement 29 % de tous les logements produits dans le cadre du PRLA régulier et 34,8 % des logements produits après 1985 étaient occupés par des ménages autochtones en 1988. Ces chiffres suggèrent que les contrats de location dans les logements acquis par la suite ne sont pas toujours accordés à des Autochtones.

## **2.2 PROGRAMME DE LOGEMENT POUR AUTOCHTONES EN MILIEU URBAIN**

Le Programme de logement pour Autochtones en milieu urbain a été conçu pour aider les ménages urbains à faible revenu à obtenir des logements locatifs abordables, de qualité et de taille convenables. Ce programme procure de l'aide aux sociétés de logement autochtones sans but lucratif, qui à leur tour offrent des logements aux ménages autochtones à faible revenu. Ces groupes doivent être parrainés par des organismes autochtones.

À la fin de 1992, on comptait 8 788 logements dans le portefeuille du Programme de logement pour Autochtones en milieu urbain. La subvention moyenne pour les logements ayant fait l'objet d'un engagement après 1978 totalisait 9 358 \$ à la fin de l'exercice de 1992 et le loyer moyen était de 3 558 \$. Dans les Territoires du Nord-Ouest, les coûts moyens par logement étaient élevés (26 142 \$) surtout en raison des paiements de principal et des intérêts ainsi que des coûts d'entretien et d'administration particulièrement importants. Les coûts par logement étaient également substantiels en Alberta (16 858 \$), en Ontario (14 669 \$), en Colombie-Britannique (14 261 \$) et à l'Île-du-Prince-Édouard (13 509 \$).

## **2.3 PROGRAMME DE RÉPARATIONS D'URGENCE (PRU)**

L'objectif du Programme de réparations d'urgence (PRU) était d'aider les ménages ruraux éprouvant des besoins impérieux de logement à effectuer des réparations d'urgence dans leur logement afin qu'il ne pose aucun danger à la santé et à la sécurité des occupants.

Bien qu'aucuns fonds additionnels n'aient été affectés au PRU depuis janvier 1994, le gouvernement fédéral a annoncé dans son budget de 1994 qu'il rétablirait ce programme.

Depuis la mise en oeuvre du PRU en 1974, 25 503 logements ont été réparés au total dans le cadre de ce programme. Depuis janvier 1987, 7 823 logements ont bénéficié du PRU. De ce nombre, 4 057 étaient des logements pour Autochtones, ce qui correspond à l'objectif global établi de 50 %.

La subvention moyenne accordée aux Autochtones (2 552 \$) était supérieure à la moyenne globale par logement (2 283 \$) parce que, proportionnellement, plus de fonds ont été consacrés aux Autochtones habitant les régions nordiques ou éloignées.

#### **2.4 PAREL POUR PROPRIÉTAIRES-OCCUPANTS**

Le Programme d'aide à la remise en état des logements (PAREL) pour propriétaires-occupants permettait aux ménages à faible revenu de réparer ou de rénover leur logement afin de le rendre conforme aux normes établies. Ce programme, tout comme le PRU, sera rétabli.

Durant la période de 1986 à août 1993, peu de ménages autochtones ont bénéficié du PAREL, comparativement aux ménages non autochtones. En fait, seulement 3,5 % des logements réparés en vertu de ce programme appartenaient à des Autochtones. Bien qu'un volet du PAREL (logement rural et des Autochtones) soit ciblé vers les ménages autochtones habitant hors des réserves ainsi qu'aux Autochtones dans les réserves, seulement 3 793 logements autochtones ont été réparés dans le cadre de ce programme, comparativement à 66 316 logements pour des personnes non autochtones.

Les données de la SCHL indiquent que les niveaux de remises accordées aux Autochtones et aux personnes non autochtones sont très inégaux. En effet, bien que les coûts de réparation des bénéficiaires autochtones étaient en moyenne de 1 188 \$ supérieurs à ceux des autres Canadiens, le niveau de remise moyen des Autochtones n'était que de 592 \$ plus élevé.

Dans son document de consultation sur le logement pour les ruraux et les Autochtones intitulé «Vos besoins de logement : Comment pouvons-nous vous aider davantage?», la SCHL a reconnu que les coûts de réparation des logements pour Autochtones sont souvent considérablement supérieurs aux niveaux actuels des remises, ce qui rend le programme moins accessible aux Autochtones.

#### **3. LES RETOMBÉES ÉCONOMIQUES DU LOGEMENT**

Le secteur du logement emploie environ un million de Canadiens et de ce fait joue un rôle important dans l'économie du pays. L'Association canadienne des constructeurs d'habitations (ACCH) estime que la construction d'un logement neuf utilise environ 2,5 années-personnes - directement durant la construction même et indirectement, par l'entremise de l'effet multiplicateur, dans les secteurs qui fournissent des produits et des services connexes (Rapport annuel de l'ACCH de 1993).

La production de logements pour les Autochtones peuvent également avoir des retombées économiques et offrir de nombreux avantages à la communauté autochtone, notamment en créant des emplois dans les domaines de la construction, de la production de logements neufs, de la gestion immobilière, de la réparation et de l'entretien, de l'administration des programmes et de la gestion des logements. Ces activités peuvent favoriser en outre la création d'entreprises autochtones et le développement de la collectivité. Les programmes de logements de la SCHL destinés aux personnes habitant hors des réserves n'ont malheureusement pas été conçus pour offrir tous ces avantages, et l'on devrait viser cet objectif, à l'avenir.

L'élimination de nouveaux engagements aux termes des programmes de logement en dehors des réserves aggraverait non seulement les conditions de logement des Autochtones, mais aura un effet négatif sur leurs possibilités d'emploi et sur l'ensemble de leur communauté. Les Métis seront les plus durement touchés, puisque les agents d'administration Métis s'occupent actuellement de 60 % du portefeuille du programme LRA et que dans certaines régions, les associations de logement de Métis appliquent presque la totalité des programmes LRA de logements neufs et des autres programmes de logement hors des réserves. Les pertes d'emploi issues de ces coupures seraient moindres si l'on permettait aux Autochtones de participer davantage à l'application et à l'administration directes des programmes de logement hors des réserves, et que l'on autorise les associations locales de logement pour les Autochtones à gérer notamment les domaines suivants : propriétés immobilières, planification et mise en oeuvre des programmes et orientation des clients.

#### **4 ÉTUDES DE CAS D'INITIATIVES AUTOCHTONES RÉUSSIES DANS LE SECTEUR DE L'HABITATION**

Puisque l'application des programmes de logement social diffère en fonction des groupes de clients, il est important d'examiner la façon dont le programme est appliqué dans la communauté de Métis. Le présent document examine trois modèles différents. Les deux premières études de cas portent sur des sociétés métisses de logement urbain, situées en Alberta, qui sont bien gérées et prospères. Chacune a une structure particulière et s'occupe de différents groupes de clients. La Canative Housing est fondée sur le premier modèle et la Métis Urban Housing Corporation de l'Alberta, sur le deuxième.

La première société se charge des personnes qui ont les moyens de payer un loyer proche des loyers du marché, soit parce qu'elles gagnent un revenu suffisant ou que leur loyer est payé par les organismes provinciaux d'aide sociale. Bien que le financement initial ait été fourni par la SCHL, l'entreprise ne requiert aucune subvention permanente.

La deuxième association s'occupe uniquement des personnes démunies ayant le plus faible revenu admissible. Les loyers sont proportionnés au revenu et la SCHL fournit des subventions de fonctionnement ainsi que des garanties financières. Pour mieux comprendre le mode de fonctionnement de ces deux entreprises, des réunions ont été tenues avec les directeurs de programme, les administrateurs et les locataires.

La troisième étude de cas montre la façon dont fonctionne en pratique la gestion immobilière des Métis. Cette étude porte exclusivement sur l'expérience de la Manitoba Métis Federation, le seul groupe de Métis chargé actuellement de la gestion de propriétés immobilières en régions rurales.

Ces études de cas ne visent pas à démontrer que ces initiatives sont nécessairement meilleures que d'autres méthodes utilisées par la communauté métisse dans le domaine du logement, mais simplement à explorer dans quelle mesure elles pourraient être utilisées pour mettre au point d'autres initiatives.

#### **4.1 CANATIVE HOUSING**

Établie en 1971 à titre d'organisme privé sans but lucratif, la Canative Housing Corporation vise à fournir des logements locatifs à des familles nombreuses autochtones habitant à Edmonton et à Calgary. L'organisme est auto-financé et ne requiert aucune subvention de fonctionnement de la SCHL ni de la province de l'Alberta.

L'organisme a acquis la plupart de ses 163 logements en 1972 en souscrivant un prêt à taux préférentiel de 3,1 millions de dollars en vertu de l'article 15 de la Loi nationale sur l'habitation. La Canative Housing Corporation a actuellement quatre prêts hypothécaires en cours de remboursement qui ont été consentis par la SCHL à des taux d'intérêt de 6 3/4, 7, 7 1/8 et 8 %.

Les clients versent en moyenne environ 500 \$ par mois pour louer une maison individuelle de 3 chambres, charges exclues. Grâce au faible niveau des coûts d'entretien annuels d'environ 800 \$, des frais d'administration de 315 \$ et des mensualités hypothécaires de 1 065 \$, les coûts d'exploitation de l'organisme ne sont que de 3 885 \$ par logement chaque année, où sont compris les taxes foncières, les frais d'entretien, les coûts d'administration, les salaires et les fournitures de bureau. Un processus rigoureux de sélection des locataires et un contrôle régulier des logements contribuent également à maintenir de faibles coûts d'exploitation.

Bien que l'organisme accorde la préférence aux Métis ainsi qu'à d'autres entrepreneurs et fournisseurs autochtones, il n'exclut pas les soumissions de personnes non autochtones et attribue les contrats surtout en fonction des prix. De plus, la plupart de ses employés sont Métis.

#### **4.2 L'ORGANISME MÉTIS URBAN HOUSING CORPORATION DE L'ALBERTA**

Constitué en février 1983 par la nation des Métis de l'Alberta, l'organisme Métis Housing Corporation de l'Alberta procure des logements aux Métis et aux familles autochtones à revenu faible et modeste habitant dans des centres urbains de la province.

Cet organisme est le plus gros propriétaire-bailleur de logements pour Autochtones au Canada. Il possède actuellement 845 logements, évalués à 53,5 millions de dollars, dans des régions urbaines de l'Alberta. Environ la moitié de ces logements sont situés à Edmonton (416) et plus de 25 %, à Calgary (240).

Cet organisme fournit des logements dont le loyer est proportionné au revenu du locataire en vertu de l'article 95 de la Loi nationale sur l'habitation. Selon l'état financier de 1992, leurs coûts d'exploitation par logement s'élevaient en moyenne à 15 792 \$. Ce montant couvrait les intérêts du prêt hypothécaire, les coûts d'entretien et de réparation, les frais d'administration, les services publics, les salaires, la dépréciation et diverses dépenses. Les loyers et les subventions totalisaient 4 665 \$ et 10 381 \$ respectivement. Les frais de réparation et d'entretien ainsi que les paiements d'intérêt hypothécaires, qui atteignent respectivement en moyenne 1 480 \$ et 7 439 \$ respectivement, expliquent le niveau élevé de subventions. De plus, les dépenses salariales sont également élevées en raison de l'orientation intensive que doivent recevoir les locataires.

Même si ces dépenses et subventions sont supérieures à celles de la Canative Housing Corporation, l'organisme est bien géré et organisé, et la SCHL le considère comme une réussite. La communauté autochtone bénéficiera à long terme des services de la Métis Urban Housing Corporation, particulièrement lorsque les prêts hypothécaires auront été entièrement remboursés dans 25 ans. Au terme de la période de subvention, la Métis Urban Housing Corporation deviendra l'unique propriétaire des maisons et pourra les louer en vue de fournir des logements sociaux additionnels. Tout comme l'organisme Canative Housing, la Métis Urban Housing Corporation estime que la SCHL impose trop de restrictions au sujet du refinancement des logements, ce qui freine sa capacité de subvenir aux besoins de logement grandissants des Autochtones.

#### **4.3 GESTION IMMOBILIÈRE**

La Manitoba Métis Foundation (MMF) est actuellement le seul groupe de Métis qui s'occupe de la gestion immobilière des logements ruraux. Le 1<sup>er</sup> avril 1992, ce groupe a conclu une entente avec la SCHL en vue d'assumer la gestion immobilière de tous les logements locatifs fournis en vertu du programme LRA dans la province du Manitoba. La prise en charge de ces logements s'effectue graduellement. Au début, deux agents de la MMF administraient une faible proportion du portefeuille actuel. Actuellement, la MMF administre 1 300 logements locatifs dans les régions rurales et éloignées. Lorsque la Foundation aura acquis suffisamment d'expérience, on s'attend qu'elle assumera l'entière responsabilité pour les services de gestion immobilière, au même titre que les groupes d'Autochtones en milieu urbain.

#### **5 PLAN D'ACTION RELATIF AU LOGEMENT DES AUTOCHTONES**

La situation du logement dans les communautés autochtones est si sérieuse qu'il faut immédiatement prendre des mesures énergiques pour y remédier. Pour résoudre le problème, on doit absolument dresser un plan d'action qui permettra de renouveler le partenariat entre les peuples autochtones canadiens et le gouvernement.

Ce plan d'action relatif au logement pour les Autochtones devra être novateur afin de répondre aux objectifs quantitatifs fixés. En plus de répondre aux besoins urgents de logement, le plan doit tenir compte des aspirations des peuples Autochtones vers l'autonomie et l'autogestion de leurs communautés.

Dans son Plan d'action libéral pour le Canada, le nouveau gouvernement libéral s'est engagé à reconnaître que les Autochtones avaient un droit inhérent à l'autonomie en vertu des traités conclus. Il s'est aussi engagé à créer un nouveau partenariat avec les peuples Autochtones, qui serait fondé sur la confiance et le respect mutuel et permettrait aux Autochtones de participer aux prises de décision. Nous sommes heureux que le Parti libéral ait pris ces engagements.

### **5.1 BESOINS DE LOGEMENT DES AUTOCHTONES ET ATTENTES**

Les besoins de logement des Métis varient considérablement. Dans certains cas ces «besoins» sont définis en fonction des normes de la société urbaine globale. Parfois, ces besoins sont définis en fonction de normes minimales, établies par des règlements. Cependant, les besoins de logement sont très souvent fondés sur des valeurs et des attentes qui diffèrent beaucoup de celles de la nation des Métis.

Les maisons neuves conçues selon les valeurs et les méthodes urbaines du Sud ne répondent donc pas nécessairement aux besoins de logement des personnes habitant dans les régions rurales. Parfois, les besoins de logement des Métis peuvent être satisfaits en construisant des logements avec des matériaux qui conviennent aux peuples Métis et qui sont disponibles à l'échelon local. Les normes de construction et les règlements imposés par la SCHL, tous deux fondés sur des valeurs «urbaines» et «du Sud», empêchent souvent les intervenants de satisfaire les besoins de logement des Métis.

Certes, les Métis exigent que leurs logements soient conformes à certaines normes de sécurité. Ils n'exigent cependant pas que l'on respecte toutes les normes de construction avant de répondre à leurs besoins de logement. Les restrictions imposées freinent l'attribution des fonds à ceux qui seraient tout à fait heureux d'avoir un logement convenable, même si ce dernier ne respecte pas toutes les normes établies par la SCHL.

### **5.2 OBJECTIFS POUR LES LOGEMENTS DES AUTOCHTONES**

Le plan d'action relatif aux logements pour les Autochtones doit obligatoirement comprendre des objectifs quantitatifs en ce qui concerne les logements neufs et les logements améliorés. Selon notre estimation de l'urgent besoin de logement des Autochtones, l'objectif devrait être idéalement fixé à 25 000 habitations sur cinq ans, soit 5 000 par année. Pour tenir compte des besoins, il faudrait attribuer 3 000 logements aux habitants des régions urbaines et 2 000 à ceux des régions rurales.

### **5.3 CESSION DES PROPRIÉTÉS EXISTANTES DE LA SCHL AUX ASSOCIATIONS DE LOGEMENT MÉTIS**

L'un des points importants du plan d'action, que nous appuyons fortement, consiste à céder le titre et l'administration du stock existant de logements sociaux pour les Autochtones aux associations de logement de la nation des Métis, notamment les habitations administrées par la province et financées par la SCHL ainsi que les logements de la SCHL. Cela permettrait de tirer parti des compétences et des connaissances acquises par les associations de logement des Métis dans les domaines de l'administration et de l'application

des programmes fédéral et provinciaux de logement à l'extérieur des réserves.

Bien que nous appuyions la cession des propriétés existantes de la SCHL aux associations de logement de la nation des Métis, nous estimons essentiel que le mode de transfert favorise la création d'autres logements. Autrement dit, nous rejeterions fortement tout mode de cession qui laisserait les associations de logement des Métis endettées et incapables d'entreprendre de nouveaux projets.

La cession des propriétés de la SCHL aux associations Métis serait un procédé long et complexe. Il faudrait d'abord obtenir une description de tous les logements, en précisant notamment, le prix, la valeur marchande, les modalités de financement, le loyer et les autres coûts connexes. Bien que ces renseignements semblent élémentaires, nous n'avons pas pu les obtenir pour la rédaction du présent document. Il faudra en outre résoudre la question du financement. On devra également effectuer une analyse financière détaillée de chaque groupe de logements offert par le gouvernement pour s'assurer que les habitations sont rentables. Enfin, il faudra négocier un calendrier d'exécution et un mode de transfert acceptable pour tous.

#### **5.4 ACCROISSEMENT DES ÉCONOMIES**

La nation des Métis devra, à court terme, réaliser des économies dans l'exploitation du stock de logements sociaux, si elle doit atteindre son objectif principal de fournir des logements sociaux additionnels avec un minimum de fonds. Les études de cas portant sur des associations de logement autochtones démontrent que certains groupes sont gérés très efficacement à peu de frais et que d'autres économies peuvent être réalisées.

#### **5.5 PERMETTRE UN MODE DE FINANCEMENT PLUS SOUPLE**

Le Ralliement national des Métis estime également que les restrictions imposées actuellement au mode de fonctionnement des organismes de logement autochtones devraient être assouplies afin de mieux répondre aux sérieux et croissants besoins de logement des Autochtones. Il faut, en particulier, assouplir les exigences relatives au refinancement des logements existants de sorte que les organismes de logement autochtones puissent obtenir les fonds nécessaires pour financer des logements neufs. Ces restrictions devraient être éliminées pour tous les logements et non seulement pour les propriétés qui feront l'objet d'une cession.

#### **5.6 ÉTABLISSEMENT D'UNE FIDUCIE DE L'HABITATION POUR LES MÉTIS**

Le plan d'action relatif au logement des Autochtones devrait aussi prévoir l'établissement d'une fiducie de l'habitation pour les Métis. Cette fiducie servirait à financer le programme de logement administré par les Métis. Le gouvernement fédéral fournirait des garanties pour les prêts jusqu'à concurrence d'un montant établi, de sorte que les coûts de financement seraient relativement faibles. On pourrait demander à l'un des principaux établissements financiers de collaborer à la gestion de la fiducie. Les organismes de logement de Métis pourraient ainsi obtenir des prêts à rapport prêt-valeur élevé en vue d'acquérir des logements locatifs. En établissant la limite de garantie à 500 millions de dollars, il serait possible de

financer plus de 5 000 logements locatifs additionnels. Cela contribuerait largement à répondre au sérieux et croissant besoin de logement des Autochtones.

#### **5.7 PRÊTS HYPOTHÉCAIRES À RAPPORT PRÊT-VALEUR ÉLEVÉ GARANTIS**

Les prêts hypothécaires à rapport prêts-valeur élevé garantis offrent un autre moyen d'accroître le nombre de logements pour les Autochtones. Les organismes de logement autochtones pourraient couvrir les coûts différentiels de ce genre de financement en augmentant légèrement les loyers. Cette méthode a été utilisée avec succès par l'organisme Canative Housing.

#### **5.8 RÉTABLISSEMENT DU PROGRAMME DE LOGEMENT POUR LES RURAUX ET LES AUTOCHTONES ET DU PROGRAMME DE LOGEMENT POUR AUTOCHTONES EN MILIEU URBAIN**

Une grande partie des Métis qui éprouvent des besoins de logement vivent près ou en deçà du seuil de la pauvreté. Certains sont des petits salariés. D'autres reçoivent des prestations d'aide sociale. Afin de répondre aux besoins de ces personnes, il faut leur accorder des subventions au logement.

L'information fournie par la SCHL relativement aux logements des Autochtones indique qu'il y a un besoin urgent d'habitations pour les Autochtones habitant à l'extérieur des réserves et que les coupures effectuées dans les programmes de logement aggraveront cette situation. Puisqu'un nombre croissant d'Autochtones habitent en dehors des réserves, la demande pour ce genre de logements augmentera vraisemblablement et la situation empirera compte tenu des compressions budgétaires proposées par le gouvernement fédéral. Étant donné le besoin aigu et croissant de logements pour les Autochtones, le Ralliement national des Métis recommande que le gouvernement fédéral reconsidère sa décision d'éliminer les nouveaux engagements dans le cadre des programmes de logements en dehors des réserves.

#### **5.9 PROGRAMMES DE LOGEMENT À L'EXTÉRIEUR DES RÉSERVES**

En plus de rétablir les programmes de logement en dehors des réserves, la SCHL devrait adopter des méthodes novatrices pour fournir des habitations en dehors des réserves. L'application inutilement rigoureuse des normes de la SCHL dans les régions nordiques et éloignées entraîne souvent des frais inutiles qui utilisent les ressources financières disponibles et freinent l'accroissement de la production de logements.

Certains inspecteurs hésitent à approuver des plans qui diffèrent des styles habituels, même si la SCHL a assoupli ses normes d'habitations et que les ensembles de logement pour Autochtones sont censés être admissibles au financement si leur conception respecte les plans approuvés par les ingénieurs. De plus, la nécessité d'utiliser les fournitures approuvées par l'industrie augmente inutilement les coûts surtout si d'autres matériaux de qualité comparable et à moindres coûts pourraient être utilisés. La SCHL doit assouplir ses règlements et encourager les inspecteurs à faire preuve de plus de flexibilité.

Une fois les règles assouplies, nous estimons que l'option d'auto-construction offrira des possibilités très intéressantes en vue



d'accroître le stock de logements pour Autochtones dans les régions rurales. L'assouplissement des règlements et des normes accroîtrait considérablement la participation aux programmes d'accession à la propriété par l'autoconstruction.

Une autre difficulté relative aux programmes de logement à l'extérieur des réserves par le passé concernant les appels d'offres pour la construction d'un grand nombre d'habitations dans plusieurs collectivités qui étaient souvent faites simultanément. Puisque les entrepreneurs autochtones possèdent souvent de petites entreprises locales, ils ne peuvent pas obtenir des cautionnements d'exécution pour des projets de cette envergure et sont donc injustement exclus des soumissions. On devrait, à l'avenir, diviser les grands projets de sorte que les entrepreneurs autochtones puissent entrer en concurrence plus équitablement.

#### **5.10 MODIFICATIONS APPORTÉES AU PAREL POUR VEILLER À CE QUE LES AUTOCHTONES HABITANT DANS DES RÉGIONS RURALES OBTIENNENT UNE PARTIE ÉQUITABLE DES FONDS**

Il est inacceptable que 70 % des besoins impérieux de logement qu'éprouvent les Autochtones en région rurale puissent être satisfaits en effectuant des réparations, alors que seulement 5,4 % des ressources du PAREL pour ce genre d'habitations sont accordées aux Autochtones. Nous préconisons donc que des mesures soient adoptées afin que les Autochtones habitant dans les régions rurales obtiennent leur juste part des fonds affectés au PAREL. Pour ce faire, il faudra collaborer avec les organismes qui appliquent les programmes afin de s'assurer que les clients autochtones éventuels ne sont pas disqualifiés à cause de leur faible revenu et de leur logement inférieur aux normes. Il faudra peut-être modifier la composante du PAREL relative au montant du prêt susceptible de remise ou adopter des critères d'admissibilité plus flexibles en ce qui concerne les habitations et les rénovations.



Helping to  
house Canadians

Question habitation,  
comptez sur nous

National Office

Bureau national

700 Montreal Road  
Ottawa, Ontario  
K1A 0P7

700 chemin de Montréal  
Ottawa (Ontario)  
K1A 0P7

Puisqu'on prévoit une demande restreinte pour ce document de recherche, seul le sommaire a été traduit.

La SCHL fera traduire le document si la demande le justifie.

Pour nous aider à déterminer si la demande justifie que ce rapport soit traduit en français, veuillez remplir la partie ci-dessous et la retourner à l'adresse suivante :

Le Centre canadien de documentation sur l'habitation  
La Société canadienne d'hypothèques et de logement  
700, chemin de Montréal, bureau C1-200  
Ottawa (Ontario)  
K1A 0P7

**TITRE DU RAPPORT :** \_\_\_\_\_  
\_\_\_\_\_

Je préférerais que ce rapport soit disponible en français.

**NOM** \_\_\_\_\_

**ADRESSE** \_\_\_\_\_  
rue app.

\_\_\_\_\_ ville province code postal

**No de téléphone** ( ) \_\_\_\_\_

TEL: (613) 748-2000

Canada Mortgage and Housing Corporation

Société canadienne d'hypothèques et de logement

Canada



## **INTRODUCTION**

The Métis National Council is the national representative organization of the Métis Nation in Canada. It is governed by the Métis Nation Cabinet which is made up of the leaders of each of the member provincial and territorial representative organizations of the following jurisdictions: Manitoba, Saskatchewan, Alberta, British Columbia, Ontario and the Northwest Territories.

The Métis Nation has traditionally been self-determining. In the housing area, for example, the implementation of the Rural and Native Housing Program in 1974 was largely the result of intense lobbying by the Métis to focus federal attention on the very poor housing conditions among Aboriginal people. Métis groups have been actively involved in the delivery of CMHC's off-reserve programs with services provided not only to Métis people, but also to full off-reserve communities and non-Aboriginal people living in rural areas.

This paper on Native Urban and Rural Housing is prepared for the use of the Métis National Council in its consultations with Métis stakeholders in reaction to the cutbacks in housing programs for off-reserve Aboriginal people proposed by the previous government in its 1993 Budget where it was announced that support for social housing through CMHC will not be provided beyond the current annual funding level of \$2 billion and subsidy commitments for social housing will also be eliminated.

The Métis National Council is concerned about the implications of this measure for the Rural and Native Housing Program (RNH), the Urban Native Housing Program, the Residential Rehabilitation Assistance Program and the Emergency Repair Program (ERP); all of which help to serve the housing needs of the Métis and other people. Although funding for on-reserve housing programs will continue, they do not extend to Métis and other Aboriginal people who live off the reserves.

This report uses data provided by CMHC and other federal government departments, Métis provincial organisations and Métis Housing Authorities. This data indicates that there is a critical need for off-reserve Aboriginal housing and that this situation is likely to be aggravated by cutbacks to the current programs. Given these continuing needs, the report suggests that the decision to cap spending should be reconsidered. With growing Aboriginal housing needs, it is necessary to examine alternative options to meet this need. These options should promote the goal of self-sufficient Aboriginal housing in the future.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

Part One of the paper discusses the population and income characteristics of Métis and other Aboriginal people and provides an analysis of the housing needs of the Aboriginal community based on the Census and the Aboriginal Peoples Survey prepared by Statistics Canada and CMHC data.

Part Two provides an independent assessment of the Native housing portfolio of CMHC. This includes the compilation of the available information on existing housing programs (Rural and Native Housing Program, Urban Native Housing Program, Demonstration Program, the Emergency Repair Program and RRAP), the location of units, the tenure of the units and the revenues, costs and subsidies of the individual programs. In order to get a complete assessment of existing federal Native housing programs, a brief presentation of the on-reserve Housing Program of the department of Indian and Northern Affairs (INAC) is also provided.

Part three provides case studies of successful and innovative Métis housing initiatives. These include Canative Housing in Edmonton, the Métis Urban Housing Corporation of Alberta and the Manitoba Métis Federation. The purpose is to gain some insight on the extent to which it is possible to build on these initiatives.

Part four presents some options for pursuing self-sufficient Aboriginal housing in the future. Given the critical need for Aboriginal social housing and the cutbacks in federal funding, it is necessary to explore innovative options to meet this need. The advantages of transferring CMHC's off-reserve housing portfolio to Métis Housing and the potential economies that could be generated in the operation of the social housing stock are suggested. The advantages of removing the constraints on Métis housing authorities that prevent them from expanding the supply of housing for Aboriginal peoples is emphasized.

Finally, Part Five examines the economic impact of housing. It seeks to assess the role of the housing industry in the Canadian economy by providing estimates of the impact of housing construction on employment and income. It also examines the economic and social benefits which housing can generate for the Aboriginal community. This includes employment opportunities in areas such as construction, property management and program delivery as well as opportunities for the establishment of Aboriginal run businesses and planned community development.

## **1) NATIVE HOUSING NEEDS**

This part reviews the housing needs of Aboriginal people. Section 1.1 examines the population characteristics of Aboriginal people based on the Census and the Aboriginal Peoples Survey prepared by Statistics Canada. Section 1.2 reviews their income characteristics. Section 1.3 provides a regional profile of Métis Employment Income. Section 1.4 examines the housing needs of Aboriginal people living off-reserve based on data provided by CMHC.

### **1.1 POPULATION CHARACTERISTICS OF ABORIGINAL PEOPLE\***

As shown in Table 1.1, a total of 1,002,675 people reported Aboriginal ancestry (1991 Census, Statistics Canada). These include Aboriginal people reporting single and multiple Aboriginal origin. The vast majority of Aboriginal people live off-reserve (roughly 80 per cent).

The province of Ontario registers the highest number of people reporting Aboriginal ancestry followed by British Columbia and Alberta. More than half of the people reporting Aboriginal ancestry live on the Prairies and in British Columbia and more than a third in Ontario and Quebec. Roughly 5 per cent of the people reporting Aboriginal ancestry are located in Atlantic Canada and in the Territories.

A total of 625,710 people reported that, not only did they have Aboriginal ancestry, but that they themselves identified as an Aboriginal person (Table 1.2 in 1991, Aboriginal Peoples Survey, Statistics Canada). This comprises 62 per cent of the population who reported Aboriginal ancestry. The population who identified as Aboriginal represents a large proportion of the population who reported Aboriginal ancestry in the Northwest Territories (98 per cent) and in the Prairie provinces (80 per cent).

Métis represent over a fifth of the total Aboriginal population with a total of 212,650 reporting Métis ancestry and 135,265 reporting Métis identity. The prairies account for roughly 73 per cent of the population reporting Métis identity which is concentrated in Alberta, followed by Manitoba and Saskatchewan.

There are in total 49,255 people of Inuit ancestry and 36,215 reporting Inuit identity. Approximately 60 per cent of the population who identifies as Inuit lives in the Northwest Territories and roughly 20 per cent in Quebec.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

Roughly 40 per cent of the population who reported Aboriginal ancestry lives in the 25 Census Metropolitan areas (CMAs) indicating that a large portion of the Aboriginal population are urban city dwellers. Some 25 per cent of the population who reported Métis ancestry lives in Calgary, Edmonton and Winnipeg. The Aboriginal Peoples Survey of Statistics Canada also reveals that the cities of Winnipeg, Calgary, Saskatoon, Regina, Edmonton and Vancouver together account for more than one-third of the population who identifies, of which 20 per cent live in Edmonton and Winnipeg.

**TABLE 1.1: POPULATION REPORTING ABORIGINAL ANCESTRY**

PROVINCE TERRITORY	TOTAL(**) POPULATION	NORTH AMERICAN INDIAN	MÉTIS	INUIT
NEWFOUNDLAND	13,110	5,845	1,600	6,460
P.E.I	1,880	1,665	185	80
NOVA SCOTIA	21,885	19,950	1,595	770
NEW BRUNSWICK	12,820	11,835	980	445
QUEBEC	137,615	112,590	19,475	8,485
ONTARIO	243,550	220,140	26,905	5,250
MANITOBA	116,200	76,375	45,580	910
SASKATCHEWAN	96,580	69,390	32,840	540
ALBERTA	148,225	99,655	56,305	2,825
B.C	169,035	149,570	22,290	1,990
N.W.T	35,385	11,095	4,320	21,355
YUKON	6,385	5,875	565	170
<b>TOTAL</b>	<b>1,002,675</b>	<b>783,980</b>	<b>212,650</b>	<b>49,255</b>

(\*\*) The three Aboriginal groups do not add to the total Aboriginal population as these are not mutually exclusive (i.e. an individual for example may report North American and Métis ancestry); Discrepancies within columns are the result of rounding.

\* While comprehensive Métis population statistics are only available from Statistics Canada, the Métis National Council remains concerned about the accuracy of these statistics. In particular, the Aboriginal Peoples Survey is felt to be incomplete as it understates the Métis population. A total count can only be made when a full enumeration and registry of the Métis Nation is made.

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

**TABLE 1.2: POPULATION IDENTIFYING AS ABORIGINAL**

<b>PROVINCE TERRITORY</b>	<b>TOTAL (*) POPULATION</b>	<b>NORTH AMERICAN INDIAN</b>	<b>MÉTIS</b>	<b>INUIT</b>
NEWFOUNDLAND	10,030	3,485	2,075	4,710
P.E.I	570	550	--	--
NOVA SCOTIA	8,815	8,590	225	55
NEW BRUNSWICK	5,295	5,155	100	55
QUEBEC	56,295	41,660	8,690	7,030
ONTARIO	114,895	102,925	12,055	780
MANITOBA	99,220	66,150	33,230	465
SASKATCHEWAN	86,695	60,005	26,995	160
ALBERTA	103,645	65,035	38,755	1,335
B.C	101,135	93,040	9,030	500
N.W.T	34,585	9,805	3,895	21,035
YUKON	4,520	4,280	190	80
<b>TOTAL</b>	<b>625,710</b>	<b>460,680</b>	<b>135,265</b>	<b>36,215</b>

(\*) The three Aboriginal groups are not mutually exclusive (i.e. an individual for example may identify as North American Indian and Métis ancestry); Discrepancies within columns are the result of rounding

Source: Statistics Canada - Cat. No. 94-327

According to the 1991, Aboriginal People's Survey, **466,135 of the population identifying as Aboriginal** representing **74% per cent of the total Aboriginal population**. This marks a considerable increase since 1986 when only roughly 60 per cent of the Aboriginal population lived off-reserve. This can be attributed not only to the migration of Aboriginal people from Indian reserves to urban centres but also to particular amendments to the Indian Act made in 1985 that allowed the reinstatement of Indians who had lost status or who were denied it, many of whom were women living off-reserves. Given that increasing numbers of Aboriginal people are living off Indian Reserves, it is surprising that the federal government was intending to eliminate new housing commitments for the Urban Native and the Rural Native Housing programs, the two main off-reserve programs. Federal cutbacks in the off-reserve programs will not only have negative consequences for the Métis population, but also for the off-reserve Aboriginal population as a whole given that CMHC's off-reserve programs serve all off-reserve Aboriginal groups (as well as non-Aboriginal people living in Rural areas for the RNH program).

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

## 1.2 INCOME CHARACTERISTICS OF ABORIGINAL PEOPLE

Aboriginal people have much lower incomes than the overall Canadian population. Aboriginal people had only 70 per cent of the income of their non-Aboriginal counterparts earning an average of \$12,899, compared to \$18,188 for all Canadians in 1985 (as average income levels for the Aboriginal population are not yet available from the 1991 Census, these have been taken from the 1986 Census). Aboriginal men and women earned \$15,760 and \$9,828 compared with \$23,265 and \$12,615 of all Canadian men and women. Income levels of the Métis people are in line with those of the Aboriginal population in general as they earned on average \$12,878 in 1985. The average income of Inuit people however was lower with Inuit men and women only earning \$14,246 and \$8,890 respectively.

An even greater inequality is revealed when the proportion of low income families is considered (While 1991 average income levels for Aboriginal people are not yet out, 1991 statistics on Aboriginal income distribution is available in Statistics Canada catalogue 89-534). For example, in 1991, **54 per cent of adults aged 15 and older who identify with an Aboriginal group reported income of under \$10,000**, while for all adult Canadians the comparable figure was 35 per cent. In addition 25 per cent of adults identifying with an Aboriginal group reported incomes below \$2,000 or no income compared to 15 per cent for the Canadian adult population. This suggests that the incomes of Aboriginal peoples are more concentrated at lower levels than the incomes of the general population.

In 1991, Aboriginal participation rate in the labour force was lower than for non-Aboriginal people as 57 per cent of the population aged over fifteen who identify as Aboriginal and 63 per cent who identify as Métis participated in the labour force in 1991 compared to 68 for all Canadian adults. In addition, approximately 25 per cent of the adult people who identify as Aboriginal people and **22 per cent who identify as Métis were unemployed in 1991, more than double the rate for all Canadians (10 per cent)**. (Please note that these figures only include those who are actively looking for work, in accordance with the definition of "labour force" used by Employment and Immigration Canada.)

Aboriginal people are also more than twice as likely to receive income in the form of government social assistance. Based on the 1991 Aboriginal Peoples Survey, 29 per cent of the adult population who identifies as Aboriginal and 22 per cent who identifies as Métis received social assistance during 1990, more than double the percentage for the entire Canadian population.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**



Income and employment levels of Aboriginal people living off-reserves are even lower (estimates for the off-reserve Aboriginal population have been taken from the 1986 Census as off-reserve Aboriginal income figures from the 1991 Census are not yet available). Based on the 1986 Census, off-reserve men and women earned in 1985 on average \$14,300 and \$9,000 respectively. The unemployment rate for Aboriginal people living off-reserve was almost triple the rate for all Canadians (28 per cent) in 1986. Similar to the overall Aboriginal population, off-reserve also relied disproportionately on income from government transfer payments.

The data suggest that Aboriginal people living off-reserves suffer similar economic deprivation to those on-reserve. It is important to remember that Aboriginal people living off-reserve, however, have in general far less access to government programs than their on-reserve counterparts. Assistance to off-reserve Aboriginal people has been further reduced with the elimination of all new off-reserve housing allocations as of January 1994.

### **1.3 A REGIONAL PROFILE OF MÉTIS EMPLOYMENT INCOME**

Among the five provinces and one territory of the Métis Nation, the Métis population in the Northwest Territories and Ontario had the best records of employment income in 1990 in comparison with Métis people of other provinces. According to the 1991 Aboriginal Peoples Survey, 47.8 per cent of Métis people in the Northwest Territories and 51.9 per cent of Métis people in Ontario earned nothing or less than \$10,000, that was substantially lower than the national average for Métis people (60.2 per cent). In addition, 17.7 per cent of Métis people in the Northwest Territories and 10 per cent of Métis people in Ontario had an income of \$40,000 and over, that is much higher than the national average for Métis people (6.2 per cent).

The Métis people in the provinces of Manitoba and Saskatchewan still had the worst record of employment income. First, Métis people of Manitoba and Saskatchewan had the largest proportions of population who were in the category of lowest employment income (64.2 per cent for Manitoba and 67.8 per cent for Saskatchewan). Second, a very small fraction of them (4.1 per cent of Manitoba and 3.6 per cent of Saskatchewan)

earned \$40,000 and over in 1990.

Table 1.3 Métis Population 15 Years and Over by 1990 Employment Income in Comparison with Other Aboriginal Peoples, Ontario

Empl.Income	Métis	Indian	Inuit	Total Ontario
Total Pop.	14,135 100.0%	144,925 100%	2,155 100%	7,922,925 100%
No Empl. Inc.	3,510 24.8%	40,410 27.9%	550 25.5%	2,204,020 27.8%
LT 10,000	3,830 27.1%	37,625 26.0%	470 21.8%	1,491,630 18.8%
10,000-19,000	2,180 15.4%	20,690 14.3%	285 13.2%	1,026,200 13.0%
20,000-29,999	1,970 13.9%	19,240 13.3%	365 16.9%	1,122,610 14.2%
30,000-39,999	1,225 8.7%	13,385 9.2%	195 9.0%	877,860 11.1%
GE 40,000	1,415 10.0%	13,565 9.4%	285 13.2%	1,200,605 15.2%

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

**Table 1.4: Métis Population 15 Years and Over by 1990 Employment Income in Comparison with Other Aboriginal Peoples, Manitoba**

Empl.Income	Métis	Indian	Inuit	Total Manitoba
Total Pop.	25,020 100.0%	46,275 100%	405 100%	839,893 100%
No Empl. Inc.	9,325 37.3%	22,785 49.2%	95 23.5%	256,490 30.5%
LT 10,000	6,735 26.9%	11,540 24.9%	80 19.8%	188,050 22.4%
10,000-19,000	3,745 15.0%	5,265 11.4%	60 14.8%	132,830 15.8%
20,000-29,999	2,680 10.7%	3,330 7.2%	60 14.8%	108,500 12.9%
30,000-39,999	1,520 6.1%	1,945 4.2%	60 14.8%	74,415 8.9%
GE 40,000	1,025 4.1%	1,415 3.1%	35 8.6%	79,610 9.5%

**Table 1.5: Métis Population 15 Years and Over by 1990 Employment Income in Comparison with Other Aboriginal Peoples, Saskatchewan**

Empl.Income	Métis	Indian	Inuit	Total Saskatchewan
Total Pop.	15,955 100.0%	39,280 100%	230 100%	739,680 100%
No Empl. Inc.	6,005 37.6%	21,740 55.3%	55 23.9%	219,555 29.7%
LT 10,000	4,825 30.2%	9,630 24.5%	65 28.3%	191,920 25.9%
10,000-19,000	2,155 13.5%	3,480 8.9%	35 15.2%	114,000 15.4%
20,000-29,999	1,415 8.9%	2,255 5.7%	15 6.5%	89,005 12.0%
30,000-39,999	965 6.0%	1,180 3.0%	30 13.0%	57,565 7.8%
GE 40,000	580 3.6%	995 2.5%	25 10.9%	66,630 9.0%

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

Table 1.6: Métis Population 15 Years and Over by 1990 Employment Income in Comparison with Other Aboriginal Peoples, Alberta

Empl.Income	Métis	Indian	Inuit	Total Alberta
Total Pop.	28,290 100.0%	59,745 100%	1,170 100%	1,918,290 100%
No Empl. Inc.	8,775 31.0%	20,140 33.7%	250 21.4%	458,740 23.9%
LT 10,000	8,430 29.8%	16,965 28.4%	370 31.6%	430,205 22.4%
10,000-19,000	4,490 15.9%	8,745 14.6%	220 18.8%	301,185 15.7%
20,000-29,999	3,180 11.2%	6,235 10.4%	140 12.0%	265,370 13.6%
30,000-39,999	1,915 6.8%	3,760 6.3%	65 5.6%	193,130 10.1%
GE 40,000	1,500 5.3%	3,840 6.4%	125 10.7%	269,660 14.1%

Table 1.7: Métis Population 15 Years and Over by 1990 Employment Income in Comparison with Other Aboriginal Peoples, British Columbia

Empl.Income	Métis	Indian	Inuit	Total B.C
Total Pop.	12,250 100.0%	96,330 100%	895 100%	2,585,525 100%
No Empl. Inc.	3,480 28.4%	30,950 32.1%	230 25.7%	779,395 30.1%
LT 10,000	3,295 26.9%	28,295 29.4%	325 36.1%	509,155 19.7%
10,000-19,000	1,795 14.7%	13,755 14.3%	100 11.2%	360,660 14.0%
20,000-29,999	1,520 12.4%	9,930 10.3%	75 8.4%	324,260 12.5%
30,000-39,999	1,090 8.9%	6,225 6.5%	45 5.0%	253,865 9.8%
GE 40,000	1,055 8.6%	7,180 7.5%	110 12.3%	358,195 13.9%

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

**Table 1.8: Métis Population 15 Years and Over by 1990 Employment Income in Comparison with Other Aboriginal Peoples, Northwest Territories**

Empl.Income	Métis		Indian		Inuit		Total N.W.T	
Total Pop.	2,230	100.0%	7,115	100%	11,985	100%	38,555	100%
No Empl. Inc.	465	20.9%	2,400	33.7%	3,745	31.2%	7,865	20.4%
LT 10,000	600	26.9%	2,315	32.5%	4,500	37.5%	9,845	25.5%
10,000-19,000	260	11.7%	780	11.0%	1,300	10.8%	4,285	11.1%
20,000-29,999	240	10.8%	575	8.1%	885	7.4%	3,810	9.9%
30,000-39,999	270	12.1%	465	6.5%	770	6.4%	3,940	10.2%
GE 40,000	395	17.7%	590	8.3%	790	6.6%	8,800	22.8%

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

## 1.4 HOUSING NEEDS OF ABORIGINAL PEOPLE

This section examines the number, proportion and type of off-reserve Aboriginal households with core housing need based on information provided by CMHC. The types of housing problems that they are likely to experience is also outlined.

CMHC defines a household as in "*core housing need*":

- if it pays 30 per cent or more of its income on shelter or
- occupies a dwelling which is too small for its size and composition, or a dwelling which is in need of major repairs
- and does not have the means to obtain un-subsidized market rental housing meeting all housing standards.

According to CMHC, 1981 was the last year for which complete estimates of core housing need for off-reserve Aboriginal people were generated. Estimates of need developed from the 1986 Census lack any indicator of housing condition as the Census did not carry a question in this regard. As a result, although dated, the attached 1981 native needs data remain the most up-to-date and complete information available until the equivalent needs estimates from the 1991 Census is released (expected in spring, 1994). This section on core housing need will be revised as soon as the 1991 data becomes available.

As Table 1.9 shows, **24,070 Aboriginal households living off-reserves had core housing need in 1981**. This represented 35.2 per cent of all Aboriginal households compared to only 14.9 per cent of all Canadian households. Aboriginal households were thus two and a half times more likely to be in core need than the overall Canadian population. For Aboriginal households the incidence of core need varied considerably by province while for all Canadian households the provincial variations were negligible. As the Table shows, the **incidence of Aboriginal core need ranged from a high of 63.2 per cent in the Northwest Territories to a low of 26.8 per cent in Quebec** (with the exception of P.E.I) while it ranged from 14 to 18.8 per cent for all Canadian households. (The exception was the Northwest Territories with its large proportion of Aboriginal households).

**TABLE 1.9: ABORIGINAL HOUSEHOLDS IN CORE HOUSING NEED**

<b>PROVINCE TERRITORY</b>	<b>TOTAL ABORIGINAL HOUSEHOLDS (*)</b>	<b>NUMBER IN CORE NEED</b>	<b>INCIDENCE OF CORE NEED</b>	<b>ALL CANADIAN HOUSEHOLDS</b>
NEWFOUNDLAND	845	260	30.8	16.1
P.E.I	30	0	0.0	18.8
NOVA SCOTIA	820	265	32.3	16.7
NEW BRUNSWICK	405	130	32.1	16.4
QUEBEC	7,310	1,960	26.8	15.4
ONTARIO	17,300	4,870	28.1	14.0
MANITOBA	8,285	3,420	41.3	15.6
SASKATCHEWAN	6,245	2,710	43.4	14.7
ALBERTA	10,155	3,980	39.2	14.9
B.C	11,460	3,165	27.6	14.0
N.W.T	4,700	2,970	63.2	43.9
YUKON	870	340	39.1	17.3
<b>TOTAL</b>	<b>68,425</b>	<b>24,070</b>	<b>35.2</b>	<b>14.9</b>

(\*) It should be noted that the number of rural and urban Aboriginal households in core housing need do not add up to the total number of Aboriginal households in core need.

Source: CMHC Base Line Needs Data, 1981

Of the Aboriginal households in core need 10,255 lived in rural and 13,805 in urban areas respectively. The incidence of Aboriginal rural core need was significantly higher than the total rural core need as 44.1 per cent of all Aboriginal rural households living off-reserves were in core housing need compared to 14.8 per cent of all rural households.

Some 80 per cent of the rural Aboriginal core need was located in the Northwest Territories, the Prairies and Ontario. The incidence of Aboriginal rural core need exceeds 40 per cent in the two Territories and the prairie Provinces.

To receive assistance under the RNH program, households must live in a rural area with a population of 2,500 or less, although the Active Party has the flexibility to direct up to 10 per cent of the total unit allocation in a province or territory to areas of between 2,500 and 5,000 population. This eligibility criterion for RNH assistance is viewed as limiting with many people living in rural areas not been able to access the RNH program.

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

**TABLE 1.10: RURAL ABORIGINAL HOUSEHOLDS IN CORE HOUSING NEED\***

<b>PROVINCE/ TERRITORY</b>	<b>RURAL ABORIGINAL HOUSEHOLDS</b>	<b>NUMBER IN CORE NEED</b>	<b>INCIDENCE OF CORE NEED</b>	<b>ALL RURAL HOUSEHOLDS</b>
NEWFOUNDLAND	615	235	38.2	18.2
P.E.I	30	0	0.0	17.3
NOVA SCOTIA	475	145	30.5	16.0
NEW BRUNSWICK	180	60	33.3	16.7
QUEBEC	1,920	650	33.9	14.5
ONTARIO	3,155	1,065	33.8	12.8
MANITOBA	3,230	1,425	44.1	17.0
SASKATCHEWAN	2,610	1,175	45.0	15.2
ALBERTA	3,120	1,705	54.6	15.6
B.C	2,940	630	21.4	10.3
N.W.T	4,400	2,920	66.3	51.3
YUKON	555	245	44.1	23.3
<b>TOTAL</b>	<b>23,230</b>	<b>10,255</b>	<b>44.1</b>	<b>14.8</b>

While core need data for urban Aboriginal households are not as high as for rural Aboriginal households, there is considerable inequality between Aboriginal and non-Aboriginal urban households. For example some 30.5 per cent of urban Aboriginal households living off-reserves were in core housing need compared to 14.9 per cent of all urban households. Most of the urban Aboriginal core need is located in Ontario, the prairie Provinces and British Columbia with over 85 per cent of the total urban Aboriginal core need.

**TABLE 1.11: URBAN ABORIGINAL HOUSEHOLDS IN CORE HOUSING NEED\***

<b>PROVINCE/ TERRITORY</b>	<b>URBAN ABORIGINAL HOUSEHOLDS</b>	<b>NUMBER IN CORE NEED</b>	<b>INCIDENCE OF CORE NEED</b>
NEWFOUNDLAND	240	35	14.6
P.E.I	0	0	0.0
NOVA SCOTIA	345	110	31.9
NEW BRUNSWICK	225	70	31.1
QUEBEC	5,385	1,310	24.3
ONTARIO	14,145	3,805	26.9
MANITOBA	5,080	1,985	39.1
SASKATCHEWAN	3,630	1,535	42.3
ALBERTA	7,035	2,270	32.3
B.C	8,535	2,535	29.7
N.W.T	305	55	18.0
YUKON	310	95	30.6
<b>TOTAL</b>	<b>45,235</b>	<b>13,805</b>	<b>30.5</b>

\*Source: CMHC Base Line Needs Data, 1981

---

*BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY*



### 1.4.1 TYPES OF ABORIGINAL CORE NEED

The housing problems of Aboriginal households in core need are also examined. The most recent data for assessing housing need by Native/non-Native background and geographic area is the Base Line Needs Data developed by CMHC and Statistics Canada based on the 1981 Census to measure core housing need.<sup>1</sup>

The Data of core need households is divided into three groups:

- \* Demand Need - low-income households paying 30 per cent or more of their income for shelter;
- \* Renovation Need - low-income households occupying a unit in need of major repairs;
- \* Supply Need - low-income households with a combination of problems related to affordability, suitability, or adequacy of housing.

As Table 1.12 shows, the *types of housing problems* differ for Aboriginal households, particularly for rural Aboriginal households as close to **70 per cent of housing problems for rural Aboriginal households in core need are related to home renovation**, while for non-Aboriginal households, most of the problems concern affordability (75 per cent). While the highest ranked housing problem for urban Aboriginal households is also related to affordability (66 per cent), the supply problem (27 per cent) is more important than for the rural Aboriginal households and all Canadian households.

---

<sup>1</sup>The Rural and Native Housing Programs Evaluation Report, CMHC, February, 1992

**TABLE 1.12 TYPES OF HOUSING PROBLEMS**

HOUSEHOLDS	DEMAND %	RENOVATION %	SUPPLY %
RURAL NATIVE	16	69	15
URBAN NATIVE	66	7	27
TOTAL NATIVE	45	33	22
TOTAL CANADIANS	75	12	13

Source: CMHC Base Line Needs Data, 1981

Table 1.13 examines Aboriginal core need by household type (family, non-family, seniors). The characteristics of Aboriginal households in core need also differed from those of non-Aboriginal as 69 per cent of all Aboriginal households in core need were families compared to 43 per cent of all households.

**TABLE 1.13 CORE NEED BY TYPE OF HOUSEHOLD**

HOUSEHOLDS	FAMILY	NON-FAMILY	SENIORS
RURAL NATIVE	70	16	14
URBAN NATIVE	68	27	5
TOTAL NATIVE	69	23	8
ALL CANADIANS	43	31	26

Source: CMHC Base Line Needs Data, 1981

The incidence of core need was much higher for all types of Aboriginal households compared to the national estimate. As Table 1.14 shows, Aboriginal families, non-families and seniors were more than three times, one and a half times and two times more likely to be in core need respectively. The situation was particularly alarming for rural Aboriginal households as nearly half of Aboriginal families, non-families and seniors were in core need.

**TABLE 1.14: INCIDENCE OF CORE NEED BY TYPE OF HOUSEHOLD**

<b>HOUSEHOLDS</b>	<b>FAMILY</b>	<b>NON-FAMILY</b>	<b>SENIORS</b>
<b>RURAL NATIVE</b>	<b>43</b>	<b>44</b>	<b>53</b>
<b>URBAN NATIVE</b>	<b>29</b>	<b>32</b>	<b>39</b>
<b>TOTAL NATIVE</b>	<b>34</b>	<b>35</b>	<b>47</b>
<b>TOTAL CANADIANS</b>	<b>10</b>	<b>22</b>	<b>22</b>

Source: CMHC Base Line Needs Data, 1981

It must be recognized, however, that data on types of core need and type of households in need may not reflect the current situation because of demographic changes and in many cases need to be updated.

In summary, the Base Line Needs Data suggests that Aboriginal people experienced greater housing needs in 1981 compared to all households in Canada. This applied for both urban and rural households, although the rural Aboriginal data suggest an even greater inequality compared with all rural households.

#### **1.4.2 RURAL NEED AS DEFINED BY THE RNH EVALUATION**

A more current indicator of rural housing need is provided in the 1989 RNH Program Evaluation, although core need data were only collected on a sampling basis. Based on the evaluation, CMHC concluded that the RNH programs do not provide affordable, suitable, and adequate housing. As reported in the evaluation:

- 59.1 per cent of RNH clients including non- as well as Aboriginal people and 65.7 per cent of Aboriginal RNH households were in core housing need at the time of the evaluation.
- 76.9 per cent of all RNH clients have incomes below the core need income threshold (no estimate was provided for Aboriginal households)

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

- 53.9 per cent of Regular RNH Aboriginal clients ( as defined in the RNH Evaluation, the Regular program comprises the Home ownership, Lease-To-Purchase and Rental options) experience affordability problems
- 28.4 per cent live in crowded conditions as defined by the National Occupancy Standard . (The comparable figures for RNH clients were similar with the exception of crowded conditions as only 17.2 per cent of RNH clients experienced this problem).

With respect to the Emergency Repair Program, the Evaluation found that the majority of the clients who received ERP assistance in 1986 and 1987 were in core housing need. For example, roughly 90 per cent had incomes below the Core Need Income Threshold (CNIT) and roughly 12 per cent of the Regular RNH stock was still in need of major repair.

While CMHC core housing need data are now outdated and should accordingly be interpreted with caution, the Evaluation of the RNH program reinforce the view that Aboriginal rural housing needs are not currently being met, which points to the need for maintaining on-going funding for the rural off-reserve programs (This also includes Rural RRAP as RNH Homeowners are assisted through Rural RRAP with the exception of repairs related to original construction deficiencies which are addressed through the Post-Occupancy Corrections mechanism.)

Although current core need data are not yet available, the 1981 estimates are believed to be understated. This is because the 1981 core need estimates are based on the Aboriginal off-reserve population from the 1981 Census which was considerably understated. Based on the 1991 Census there were 814,404 of the population reporting Aboriginal ancestry and 466,135 identifying as Aboriginal. Under the assumptions that the average Aboriginal household consists of four individuals and that the incidence of Aboriginal core housing need remained constant over the period, roughly 71,667 off-reserve households reporting Aboriginal ancestry and 41,020 identifying as Aboriginal would be in core housing in 1991. These numbers would have to be adjusted to reflect the social housing units put in place over the period and any deterioration in the existing housing stock. Nevertheless, the estimated number of those in core housing need would still probably exceed the 24,070 estimated for 1981. While these are crude estimates, they show that the current number of off-reserve Aboriginal people in core housing need is likely to be higher than in 1981.

## **2 ANALYSIS OF CMHC'S NATIVE HOUSING PROGRAMS**

### **2.1 INTRODUCTION**

This section reviews CMHC's off-reserve housing programs as listed in Table 2.1A. Each subsection provides a description of the individual programs followed by a detailed analysis of the portfolio based on information provided by CMHC and the RNH Evaluation for the Rural off-reserve programs. Section 2.2 reviews the Rural and Native Housing portfolio; section 2.3 covers the Urban Native Housing Program; section 2.4 discusses the Emergency Repair; and section 2.5 examines the Rural Rehabilitation Assistance Program. A brief description of Indian and Northern Affairs' (INAC) programs for on-reserve housing and presentation of data on-reserve housing supply is provided in section 2.6.

The main programs targeted to Métis and other Aboriginal people living off-reserve included the Rural and Native Housing Program and the Urban Native Housing Program. Their objective was to assist households in core housing need to obtain affordable, adequate and suitable housing.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

CMHC also operated the Emergency Repair Program and the Homeowner Residential and Rehabilitation Assistance Program (RRAP). These two programs were intended to respond to repair requirements for low income households.

The RNH and ERP and Rural RRAP programs were available to all Canadian in rural areas with the overall target set at 50 per cent of activity with specific targets set for each province and territory adjusted to reflect the local demographic composition. Eligibility for the Urban Native Housing Program however was restricted to Aboriginal households living off-reserve. Unlike the other programs, Aboriginal people living on-reserve were also eligible to apply for the Homeowner RRAP.

CMHC also operates other housing assistance programs which were not specifically targeted to Aboriginal people but for which Aboriginal households were eligible to apply. These included the Non-Profit Housing Program and the Rent Supplement Program (under Section 95 of the National Housing Act).

**TABLE 2.1: SUMMARY OF CMHC'S OFF-RESERVE PROGRAMS**

<b>PROGRAM</b>	<b>ELIGIBILITY GROUP AND NATIVE TARGET</b>	<b>NEW NHA SECTION (OLD NHA)</b>
<b>RNH PROGRAM</b>  Rental Lease-To-Purchase Self-Build Homeownership (terminated) Demonstration (expired)	Aboriginal and non- Aboriginal households living in rural areas (population of 2,500 or less)  Native target: 50%	Sections 79,92,57 (40,55,34.15)  Section 95, Quebec
<b>URBAN NATIVE HOUSING PROGRAM</b>	Aboriginal households living in urban areas Native target: 100%	Section 26 (56,15)
<b>EMERGENCY REPAIR PROGRAM</b>	Aboriginal and non- Aboriginal households living in rural areas; Native target: 80%	Section 54 (Part IX)
<b>RESIDENTIAL REHABILITATION  ASSISTANCE PROGRAM</b>  Urban RRAP Rural RRAP	Aboriginal and non- Aboriginal (these in- clude Aboriginal people on the reserves); Native target: 27% for Rural RRAP	Section 51 (34.1)

## **2.2 RNH PROGRAM**

### **2.2.1 Program description**

The RNH program had Rental, Homeownership, Lease-To-Purchase and Self-Build options in non-market areas. Delivery of homeownership units was emphasised prior to 1986. While ownership still remains a major component, more rental stock has since been acquired.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

The RNH Program was authorized under Sections 79, 57 and 92 of the new NHA (Section 79 of the NHA specifically covered cost-shared housing programs). The construction/acquisition of homeownership and rental projects and their sale or rental to eligible RNH clients were financed under Sections 79 or 92 while loans to eligible RNH clients fell under Section 57. Section 58 and 59 were also utilised for the provision of annual contributions to clients in repaying their loans. In addition, Section 76 and 95 were utilised for the provision of loans to non-profit housing groups to investigate the feasibility of RNH projects (i.e. start-up capital) and for the provision of rental projects in Quebec respectively.

Shelter payments of RNH clients are determined according to a payment-to-income scale. RNH Homeowner clients generally pay 25 per cent of their adjusted household income excluding domestic electricity cost not related to heating or hot water towards the monthly mortgage and taxes. Rental clients pay 25 per cent of their adjusted income towards the fully-serviced rental unit, excluding electricity costs not related to heating and hot water. Homeowners are also responsible for the maintenance and repair of their unit.

In 1986, the Lease-To-Purchase option was added to allow clients to pay on a rental basis until they have demonstrated the ability to assume homeownership responsibilities. The purchase option is offered after the second year of occupancy and should be exercised within five years, although extensions of up to four years in total may be approved by the Active Party. The term of the mortgage is 25 years less the leased period. Rental payments are not credited toward the mortgage principle, but the amortisation period may be reduced by the number of years the client makes lease payments. If the client does not fulfil these homeowner requirements the units are converted to rental tenure.

In 1992, the Self-Build Program replaced the Demonstration Program introduced in 1986 as a five-year experiment to assess the feasibility of client self-help approaches to the delivery of RNH Homeownership units. Although the Self-Build Program was similar to the Demonstration Program, there were some important differences. While the Demonstration Program provided a fully forgivable mortgage loan over five years to cover the cost of building materials and other construction related costs, under the Self-Build option, the percentage of Rent-Geared-To-Income was reduced over a 25-year period, and varied depending on the amount of volunteer labour provided.

CMHC provided direct lending to home buyers under the three RNH program components. In addition, clients were required under the Homeownerships programs



since 1992 to share capital gains with the government in the event that clients sell their houses within the amortisation period. These changes have been introduced to present windfall profits accruing to homeowners.

The RNH program was funded on a cost-shared basis in many provinces between CMHC and the respective province/territory. This included the provinces of Newfoundland, New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan, Alberta and the Northwest Territories. In the provinces of Prince Edward Island, Nova Scotia, British Columbia and the Yukon the program was funded unilaterally by CMHC. Where federal/ provincial agreements are in place, either CMHC or the Provincial Housing Agency assumes the role of Active Partner and takes responsibility for program delivery and administration. In most provinces however provincially-based Aboriginal groups undertake many of these delivery responsibilities on a fee-for-service basis under specified agreements with the Active Partner.

### **2.2.2 Financing of RNH portfolio**

In 1992/1993, the federal government provided support for social housing through annual funding of \$1,873,016. This includes \$1,663,047 for Housing Supply, \$107,692 for Renovation Assistance and \$102,277 for Rent Assistance. Funding levels for 1993/1994 are estimated at \$1,828,223 for Housing Supply, \$114,174 for Rent Assistance and \$91,793 for Renovation Assistance, amounting to a total of \$2,034,190.

While the accounting is different, the Homeownership and Rental components of the RNH program are financed in a similar fashion. In effect, the money comes from the Consolidated Revenue Fund into which federal government revenues are deposited and out of which expenditures are made.

Under the Homeownership program, CMHC borrows from the federal government for the purchase of properties and in theory is to repay the government loan through mortgage payments received from individual homeowners. However as total project costs exceed client mortgage payments, the balance of costs is covered by federal and/or provincial governments.

Under the rental program the active party (CMHC or province) holds title to the land and building which is rented. CMHC borrows from the government under 25 year amortizing loans (termed "investment"). CMHC also pays for the operating costs,

maintenance and repair expenses, modernisation and improvement costs and utility costs of the rental portfolio. Rental revenues from clients are used to defray these costs in addition to partial payment of the mortgage (investment). Like the Homeownership option, the balance of costs are covered by the federal and/or provincial governments.

### **2.2.3 Profile of RNH Portfolio**

This section provides an analysis of the RNH stock based on information supplied by CMHC and the RNH Evaluation. This includes total number of units committed under the program, number of units under repayment, average unit size and construction type, average mortgage value for homeowners, monthly subsidy, amortisation and client payments and repair, maintenance and operating costs. The section concludes with a brief analysis of the Demonstration program including information on the number of units committed and per unit costs.

#### **A) Number of units committed**

A total of **29,469 units** have been committed under the RNH Regular program (i.e. this includes the Homeownership, Rental, Lease-To-Purchase and Self-Build components of the program). This includes **17,839 units** committed under the pre-1986 program and **11,630 units** committed since 1986.

**Information on the number of units committed to Aboriginal households prior to 1986 was unfortunately not collected.** In addition, data on pre-1986 commitments was not provided by CMHC on a provincial basis or by tenure, the following discussion concerns the post-1985 program only.

As Table 2.2 shows, a total of **5,580 post-1985 units** have been committed to Aboriginal households which is consistent with the overall target set at 50 per cent. Proportionately more rental units have been committed to Aboriginal households compared to Homeowner and Lease-To-Purchase units. Rental units committed to Aboriginal households account for roughly 56 per cent of total commitments while Homeownership units make up 23 per cent and Lease-To-Purchase 40 per cent of Aboriginal commitments.

The Table also reveals that rental units account for a larger share of the total Native portfolio compared to the overall portfolio as roughly 81 per cent of rental units have been committed to Aboriginal households compared to 69 per cent for the overall portfolio. The Homeownership option only comprises 10 per cent of the Native portfolio and the Lease-To-Purchase option 9 per cent. For the total portfolio, the equivalent figures are 20 and 10 per cent. Only a small number of Self-Built units (40 in total) have been developed. This includes 13 Native Self-Built units with roughly 60 per cent of the units located in Manitoba.

The largest number of units are in Quebec followed by Ontario and the Northwest Territories together accounting for over 50 per cent of the total stock. An additional 30 per cent of the portfolio is located in the Prairie provinces and British Columbia. For Aboriginal households a large number of units have been developed in the Northwest Territories and Quebec together accounting for 52 per cent of the Aboriginal commitments and an additional 25 per cent are located in the Prairie provinces. Tenure varies considerably by province. For both the overall and Native portfolios, rental units are the principal component of the RNH stock in Newfoundland, Quebec, Manitoba, Saskatchewan, and the Northwest Territories while Homeownership is the dominant option in Ontario and Alberta and the Yukon.

**TABLE 2.2: NUMBER OF RNH UNITS COMMITTED, POST-1985**

PROVINCE	TOTAL UNITS	NATIVE UNITS	PERCENT NATIVE
NEWFOUNDLAND	643	94	15%
P.E.I	178	33	19%
NOVA SCOTIA	712	90	13%
NEW BRUNSWICK	669	41	6%
QUEBEC (*)	2,845	1,316	46%
ONTARIO	1,606	604	38%
MANITOBA	900	686	76%
SASKATCHEWAN (**)	951	590	62%
ALBERTA	821	98	12%
B.C	648	386	60%
N.W.T	1,605	1,599	99%
YUKON	52	43	83%
<b>TOTAL</b>	<b>11,630</b>	<b>5,580</b>	<b>48%</b>

(\*) This includes 636 units delivered to Inuit households under a provincial program

(\*\*) It should be noted that CMHC units committed in Saskatchewan have been transferred to the government of Saskatchewan in September, 1993.

TABLE 2.2: NUMBER OF UNITS COMMITTED, POST-1985 BY TENURE

HOMEOWNERSHIP				RENTAL		
PROVINCE	TOTAL UNITS	NATIVE UNITS	PERCENT NATIVE	TOTAL UNITS	NATIVE UNITS	PERCENT NATIVE
NEWFOUNDLAND	101	2	2%	530	80	15%
P.E.I	49	4	8%	89	24	27%
NOVA SCOTIA	292	24	8%	199	31	16%
NEW BRUNSWICK	237	3	1%	268	12	4%
QUEBEC	1	1	100%	2,838	1,311	46%
ONTARIO	900	304	34%	336	139	41%
MANITOBA	40	23	58%	769	600	78%
SASKATCHEWAN	13	2	15%	920	572	62%
ALBERTA	587	93	16%	234	5	2%
B.C	118	67	57%	238	157	66%
N.W.T	1	0	0%	1,604	1,599	99%
YUKON	42	35	83%	0	0	0%
TOTAL	2,381	558	23%	8,025	4,530	56%

LEASE-TO-PURCHASE				SELF-BUILD		
PROVINCE	TOTAL UNITS	TOTAL NATIVE	% NATIVE	TOTAL UNITS	TOTAL NATIVE	% NATIVE
NEWFOUNDLAND	12	12	100%	0	0	0%
P.E.I	38	5	13%	2	0	0%
NOVA SCOTIA	220	35	16%	1	0	0%
NEW BRUNSWICK	153	25	16%	11	1	9%
QUEBEC	6	4	66%	0	0	0%
ONTARIO	363	160	44%	7	1	14%
MANITOBA	79	55	70%	12	8	67%
SASKATCHEWAN	18	16	89%	0	0	0%
ALBERTA	0	0	0%	0	0	0%
B.C	287	160	56%	5	2	40%
N.W.T	0	0	0%	0	0	0%
YUKON	8	7	88%	2	1	50%
TOTAL	1,184	479	40%	40	13	33%

While Native commitments are consistent with the overall Native target set at 50 per cent of activity, the RNH Evaluation reveals that only 29 per cent of all units under the

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

Regular RNH Program and 34.8 per cent of all post-85 units were occupied by Aboriginal households in 1988. In addition, as shown in Table 2.3 provincial targets for the post-1985 program were only met in Prince Edward Island, the Northwest Territories and Alberta. This suggests that consideration should be given to retaining Aboriginal tenancies under the programs.

**TABLE 2.3: PROPORTION OF RNH REGULAR OCCUPIED BY ABORIGINAL HOUSEHOLDS, POST-1985 RNH PROGRAMS**

<b>PROVINCE</b>	<b>ACTUAL</b>	<b>TARGET</b>
<b>NEWFOUNDLAND</b>	<b>0.0</b>	<b>22.0</b>
<b>P.E.I</b>	<b>22.1</b>	<b>13.0</b>
<b>NOVA SCOTIA</b>	<b>10.5</b>	<b>14.0</b>
<b>NEW BRUNSWICK</b>	<b>5.2</b>	<b>6.0</b>
<b>QUEBEC</b>	<b>18.8</b>	<b>30.0</b>
<b>ONTARIO</b>	<b>24.3</b>	<b>38.0</b>
<b>MANITOBA</b>	<b>39.4</b>	<b>79.0</b>
<b>SASKATCHEWAN</b>	<b>N/A</b>	<b>N/A</b>
<b>ALBERTA (*)</b>	<b>15.2</b>	<b>70.0</b>
<b>B.C</b>	<b>46.7</b>	<b>82.0</b>
<b>N.W.T</b>	<b>98.7</b>	<b>90.0</b>
<b>YUKON</b>	<b>--</b>	<b>99.0</b>
<b>TOTAL</b>	<b>34.8</b>	<b>50.0</b>

(\*) According to the RNH Evaluation, the Native target was met in Alberta as CMHC units delivered to Aboriginal under the provincial programs were recognized as meeting the delivery target for RNH.

Source: CMHC, RNH Evaluation

#### **B Number of units under repayment**

As Table 2.4 shows, a total of 21,982 RNH units are currently under repayment. This includes 13,525 pre-1986 and 8,457 post-1985 units. Homeownership and rental programs account for the majority of these units with 58 per cent and 34 per cent of the total portfolio under repayment. Since 1985 a significant larger proportion of rental units are under repayment reflecting higher rental commitment levels. As shown in the Table, 4,365 rental units are under repayment compared to 3,161 for the pre-1986 program. In addition, considerably fewer post-1985 homeowner units are under repayments (2,988) compared to pre-1986 homeowner units (9,821).

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

The number of units currently under repayment are less than the number of units committed under the program. However the exact reconciliation between the 29,469 units committed and the 21,982 units under repayment cannot be made since no complete records are kept for these cancelled/lost commitments, accounts paid in full and units that are sold-out of the program.

**TABLE 2.4: SUMMARY OF UNITS UNDER REPAYMENT**

	<b>REACQUIRED</b>	<b>HOMEOWNER</b>	<b>RENTAL</b>	<b>LTP</b>	<b>TOTAL</b>
<b>PRE-1986</b>	330	9,821	3,161	213	13,525
<b>POST-1985</b>	85	(*) 2,299	4,365	1,018	7,767
<b>TOTAL RNH</b>	<b>415</b>	<b>12,120</b>	<b>7,526</b>	<b>1,231</b>	<b>21,292</b>

(\*) Includes 1 Self-Build unit in British Columbia

### **C Construction type and unit size**

According to the RNH Evaluation, the predominant unit type is a single-detached bungalow accounting for 87.7 per cent of all RNH stock. Semi-detached rentals and apartment rentals are also common, particularly in the provinces of Manitoba and Quebec. Some mobile homes have been introduced since 1988 in Alberta and British Columbia. Most units are stick-built, although some factory-assembled and modular homes have been built in New Brunswick, Ontario, Manitoba and Saskatchewan.

On average, unit size for the RNH program unit ranges between 85 and 90 square meters and comprises three bedrooms and one bathroom. RNH units however exhibit a large variation in size reflecting the variety of designs.

### **D Delivery process**

RNH program delivery is undertaken by the Active Party (i.e. CMHC or Province) and/or provincially-based delivery groups which act as official delivery agents. Métis housing agencies are involved in program delivery in the provinces of Ontario (Ontario Métis and Aboriginal Association), Manitoba (Manitoba Métis Federation), Saskatchewan (Métis Society of Saskatchewan) and Alberta (Métis Nation of Alberta).

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

Delivery groups are paid on a fee-for-service basis for each RNH applicant accepted of the delivery process. Agents are paid upon completion of each of the three stages. Stage I consists of a review of client applications, stage 2 of client selection and pre-occupancy counselling and stage 3 of post-occupancy counselling during the first year of occupancy. Fees are calculated as a percentage of the capital cost limit or Maximum Unit Price (MUP) for RNH. (MUP places a ceiling on the eligible capital costs of housing units and is calculated for a unit taking into account dwelling construction type, number of bedrooms and urban/rural location). For a RNH delivery agent performing all of the agent delivery services (i.e stages I, II and III), the current RNH delivery fee is 5 per cent of MUP in the South (RRAP/ERP zone 1) or 7 per cent of MUP in the North (RRAP/ERP zones 2 and 3).

### **E Average mortgage value**

Table 2.5 shows original mortgage value for homeowners under the Homeownership, Lease-To-Purchase and Self-Build options of the post-1985 program (This information was not provided for the pre-1986 Homeownership program).

The mortgage values are on average higher under the Lease-To-Purchase option (\$82,686) than the Homeownership option (\$76,295). As expected, average mortgage values are the lowest under the Self-Build option (\$74,555) as self-built units offer the scope for lower costs through volunteer labour.

On average, original mortgage values are higher for Aboriginal homeowners compared to their non-Aboriginal counterparts under all three RNH program components. Higher Aboriginal mortgages under the RNH Program are mainly reflected in higher material/construction costs in Northern/remote areas. For Aboriginal households these average \$81,727 and \$85,778 for the Homeownership and Lease-To-Purchase options compared to \$74,632 and \$80,585 for non-Aboriginal households respectively. Conclusions with respect to this program however should be made with caution given that relatively few self-built units have been developed. As the data on average mortgage values include start-up costs for the Self-Build option, there may be potential for lower costs in the future (assuming that the program is reinstated).

The figures vary considerably by province. Under the Homeownership option, original mortgage values are the highest in the Yukon (\$105,399) followed by Ontario (\$85,975) and Manitoba (\$85,864). For the Lease-To-Purchase option mortgage values are on average higher in the Yukon (\$132,651), Ontario (\$99,756) and Saskatchewan (\$91,729).

Prices are generally lower than average in the Atlantic provinces, Quebec, Alberta and British Columbia for the two options.

**TABLE 2.5: ORIGINAL MORTGAGE VALUE FOR HOMEOWNERS, POST-1985**

PROVINCE	HOMEOWNERSHIP			LEASE-TO-PURCHASE		
	Nat.	Non-Abo.	total	Nat.	Non-Abo.	total
NEWFOUNDLAND	\$57,000	\$67,546	\$67,337	\$90,940	--	\$90,940
P.E.I	\$66,666	\$75,075	\$74,388	\$67,436	\$74,161	\$73,276
NOVA SCOTIA	\$69,601	\$69,663	\$69,659	\$78,519	\$76,110	\$76,493
NEW BRUNSWICK	\$75,389	\$60,414	\$60,603	\$71,297	\$62,404	\$63,857
QUEBEC	\$76,683	--	\$76,683	\$71,908	\$61,456	\$68,424
ONTARIO	\$85,841	\$86,044	\$85,975	\$99,159	\$100,227	\$99,756
MANITOBA	\$89,468	\$80,989	\$85,864	\$79,659	\$78,620	\$79,344
SASKATCHEWAN	\$76,877	\$54,276	\$57,753	\$94,298	\$71,177	\$91,729
ALBERTA	\$73,922	\$72,681	\$72,878	--	--	--
B.C	\$65,460	\$62,810	\$64,315	\$76,838	\$73,845	\$76,041
N.W.T	--	\$73,025	\$73,025	--	--	--
YUKON	105,190	\$106,450	\$105,399	\$132,554	\$133,333	\$132,651
<b>TOTAL</b>	<b>\$81,727</b>	<b>\$74,632</b>	<b>\$76,295</b>	<b>\$85,778</b>	<b>\$80,585</b>	<b>\$82,686</b>

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY



## SELF-BUILD OPTION

PROVINCE	Native	Non.Aboriginal	Total
P.E.I	--	\$56,870	\$56,870
NOVA SCOTIA	--	\$56,000	\$56,000
NEW BRUNSWICK	\$65,500	\$63,328	\$63,525
ONTARIO	\$86,125	\$81,667	\$83,450
MANITOBA	\$85,600	\$77,600	\$80,267
B.C	\$86,125	\$81,667	\$83,450
YUKON	\$108,500	\$103,250	\$105,875
<b>TOTAL</b>	<b>\$80,504</b>	<b>\$71,691</b>	<b>\$74,555</b>

Source: CMHC

### F Subsidy, amortisation and client payments

This section provides an analysis of the average monthly subsidy, amortisation and client payments for the RNH Regular program (CMHC Active Party) based on information provided by CMHC for the 8 month period ending August 1993. Information on Aboriginal units and Active Party Province is unfortunately not available from CMHC as this information is collected by the provinces. As a result the provinces of Newfoundland, New Brunswick, Quebec, Saskatchewan, Alberta and the Northwest Territories are not included in this section given that CMHC is not the Active Party in these provinces.

Tables 2.6, 2.7 and 2.8 show the average monthly subsidies, mortgage and client payments for the total RNH portfolio, the pre-1986 and the post-1985 programs. As the data were not provided on a per unit basis, average subsidy levels are obtained by dividing the total amounts by the corresponding number of units under repayment for each province. In addition, as the data for provided for the 8 month period, the per-unit values were, in turn divided by eight in order to obtain an average monthly figure.

RNH monthly mortgage payments average \$587 and subsidy payments \$357 in 1993 (i.e. for every dollar amortised roughly 61 cents is subsidised). RNH subsidy/amortisation ratios are high in Manitoba (75 per cent) and low in Nova Scotia (50 per cent) and British Columbia (45 per cent).

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

**TABLE: 2.6 AVERAGE MONTHLY SUBSIDY COSTS, MORTGAGE AND CLIENT PAYMENTS FOR TOTAL PORTFOLIO - CMHC ACTIVE PARTY (1993)  
BASED ON UNITS AND ACTUAL DOLLAR AMOUNTS SUPPLIED BY CMHC**

<b>PROVINCE</b>	<b>AMORTISATION</b>	<b>CLIENT PAYMENT RECEIVED</b>	<b>SUBSIDY</b>
P.E.I	\$657	\$236	\$422
NOVA SCOTIA	\$507	\$253	\$253
ONTARIO	\$689	\$240	\$449
MANITOBA	\$500	\$127	\$373
B.C	\$574	\$319	\$255
YUKON	\$610	\$218	\$393
<b>TOTAL</b>	<b>\$587</b>	<b>\$230</b>	<b>\$357</b>

Average subsidies are the highest in Ontario (\$449) followed by Prince Edward Island (\$422) and the Yukon (\$393). The high subsidies in these provinces are the reflection of high amortisation payments rather than low client payments with the exception of Saskatchewan.

Subsidies are higher for the post 1985 program (\$529) than for the pre-1986 program (\$233). **The higher post-1985 subsidies are mainly the result of higher amortisation cost (\$777) compared to the pre-1986 program (\$450) as client payments are of comparable value under the two programs.** Average subsidies are also significantly higher for the post-1985 Rental and Homeownership programs compared to their pre-1986 counterparts. As shown in Tables 2.7 and 2.8, pre-1986 rental and homeowner subsidies average \$236 and \$219 compared to \$524 and \$518 for the post-1985 program.

The subsidy/amortisation ratio is higher for the reacquired units given the absence of revenues during the period of reacquisition. These are also the lowest for the homeowner units given higher monthly client payments compared to the rental program. Monthly client payments average \$252 for the pre-1986 Homeownership program and \$267 for the post-1985 homeownership program compared to \$149 for the pre-1986 Rental program and \$223 for the post-1985 Rental program.

In addition Homeownership units exhibit lower monthly amortisation payments compared to the Lease-To-Purchase program as these amount to \$471 for the pre-1986 Homeownership program and \$785 for the post-1985 Homeownership program

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

compared to \$704 for the pre-1986 Lease-To-Purchase program and \$867 for the post-1985 program.

**TABLE 2.7: AVERAGE MONTHLY SUBSIDY, MORTGAGE AND CLIENT PAYMENTS FOR THE PRE-1986 PORTFOLIO BY TENURE - CMHC ACTIVE PARTY (Aug. 1993) - BASED ON UNITS AND ACTUAL DOLLAR AMOUNTS SUPPLIED BY CMHC**

**AVERAGE MONTHLY SUBSIDY PAYMENTS**

PROVINCE	REACQUIRED	HOMEOWNER	RENTAL	LTP	TOTAL
P.E.I	-	-	\$428	-	\$428
NOVA SCOTIA	\$209	\$135	\$231	\$299	\$152
ONTARIO	\$173	\$305	\$374	\$629	\$318
MANITOBA	\$412	\$310	\$204	\$304	\$260
B.C	\$270	\$86	\$168	\$236	\$109
<b>TOTAL</b>	<b>\$240</b>	<b>\$219</b>	<b>\$236</b>	<b>\$452</b>	<b>\$233</b>

**AVERAGE MONTHLY MORTGAGE PAYMENTS**

PROVINCE	REACQUIRED	HOMEOWNER	RENTAL	LTP	TOTAL
P.E.I	-	-	\$663	-	\$663
NOVA SCOTIA	\$242	\$406	\$445	\$543	\$411
ONTARIO	\$184	\$555	\$611	\$885	\$543
MANITOBA	\$440	\$467	\$309	\$424	\$383
B.C	\$278	\$406	\$469	\$564	\$410
<b>TOTAL</b>	<b>\$257</b>	<b>\$471</b>	<b>\$386</b>	<b>\$704</b>	<b>\$450</b>

**AVERAGE MONTHLY CLIENT PAYMENTS**

PROVINCE	REACQUIRED	HOMEOWNER	RENTAL	LTP	
<b>TOTAL</b>					
P.E.I	-	-	\$235	-	\$235
NOVA SCOTIA	\$33	\$271	\$214	\$243	\$259
ONTARIO	\$11	\$250	\$237	\$256	\$225
MANITOBA	\$28	\$157	\$105	\$120	\$123
B.C	\$9	\$320	\$301	\$327	\$301
<b>TOTAL</b>	<b>\$17</b>	<b>\$252</b>	<b>\$149</b>	<b>\$252</b>	<b>\$217</b>

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

**TABLE 2.8: AVERAGE MONTHLY SUBSIDY, MORTGAGE AND CLIENT PAYMENTS FOR THE POST-1985 PORTFOLIO BY TENURE - CMHC ACTIVE PARTY (Aug. 1993) - BASED ON UNITS AND ACTUAL DOLLAR AMOUNTS SUPPLIED BY CMHC**

**AVERAGE MONTHLY SUBSIDY PAYMENTS**

PROVINCE	REACQUIRED	HOMEOWNER	RENTAL	LTP	TOTAL
P.E.I	-	-	\$401	\$485	\$425
NOVA SCOTIA	\$188	\$414	\$423	\$509	\$441
ONTARIO	\$208	\$592	\$542	\$743	\$594
MANITOBA	\$1,018	\$612	\$625	\$599	\$623
B.C	\$229	\$378	\$378	\$428	\$394
YUKON	-	-	-	\$535	\$535
<b>TOTAL</b>	<b>\$226</b>	<b>\$518</b>	<b>\$524</b>	<b>\$584</b>	<b>\$529</b>

**AVERAGE MONTHLY MORTGAGE PAYMENTS**

PROVINCE	REACQUIRED	HOMEOWNER	RENTAL	LTP	TOTAL
P.E.I	-	-	\$627	\$751	\$663
NOVA SCOTIA	\$237	\$679	\$646	\$752	\$688
ONTARIO	\$211	\$853	\$811	\$1,030	\$851
MANITOBA	\$1,105	\$813	\$753	\$767	\$759
B.C	\$317	\$686	\$735	\$771	\$730
YUKON	-	-	-	\$832	\$832
<b>TOTAL</b>	<b>\$238</b>	<b>\$785</b>	<b>\$747</b>	<b>\$867</b>	<b>\$777</b>

**AVERAGE MONTHLY CLIENT PAYMENTS**

PROVINCE	REACQUIRED	HOMEOWNER	RENTAL	LTP	TOTAL
P.E.I	-	-	\$226	\$265	\$238
NOVA SCOTIA	\$50	\$265	\$223	\$243	\$247
ONTARIO	\$3	\$261	\$269	\$287	\$257
MANITOBA	\$87	\$201	\$128	\$169	\$136
B.C	\$87	\$308	\$357	\$343	\$335
YUKON	-	-	-	\$297	\$297
<b>TOTAL</b>	<b>\$12</b>	<b>\$267</b>	<b>\$223</b>	<b>\$284</b>	<b>\$249</b>

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

## **G Average taxes, maintenance, repair and utility costs**

Table 2.9 shows the average monthly taxes, maintenance, repair and operating costs in 1993. As the data were not provided on a per unit basis, the average cost values were obtained by dividing the total cost levels by the corresponding units under repayment for each province. In addition, as the data for provided for the 8 month period, the per-unit values were, in turn divided by eight in order to obtain an average monthly figure.

Taxes refers to all residential property taxes and, if applicable, special assessments, levies, local improvement and school taxes.

Modernisation and improvement costs relate to expenditures necessary to bring reacquired, rented or vacant units to a marketable condition and also applies to repairs undertaken on units converted from homeowner to rental.

Maintenance and repairs relate to the ongoing work associated with maintaining the project/building components. These costs include building maintenance and labour, heating, ventilation and plumbing, appliance repairs and electrical systems, elevators, painting, grounds expenses on multiples, equipment, waste removal, social and recreational facilities and security.

The objective of the Post-occupancy (P.O.R) and remedial repair programs is to restore units to their original condition. P.O.R corrects defects in workmanship and defective materials and the remedial repair program includes structural repairs, drainage, sewer and water and upgrading (These two programs have recently been replaced by the Post Occupancy Corrections program). Such defects must have existed at the time of sale and do not address repair needs caused by normal deterioration of material and/or client abuse of property.

Utilities include heat, water and sewer, the costs of heating water and electricity for common areas and vacant units. Domestic electricity for individual units not related to heat and hot water is not to be included.

"Other costs" and operating expenses include expenditures for items not included in the above list such as fire losses, legal fees, fees-for-services to third Parties, profit and loss on sales. It is important to note that operating expenses do not include CMHC's overhead costs.

The average monthly taxes, repair, maintenance, utility and operating costs for the RNH portfolio (CMHC Active Party) amount to \$202 in 1993. Rental units exhibit the highest costs (\$322) followed by the Reacquired units (\$321) and the Lease-To-Purchase (\$267) units. As expected, these costs are the lowest for the Homeownership option (\$120) as clients are responsible for the repair and maintenance of the units.

The high costs of the reacquired units are mainly attributable to high modernisation and improvement costs while for the Rental and Lease-To-Purchase programs, these stem from high taxes, maintenance and operating costs.

By province, the Yukon displays the highest costs (\$565) followed by Manitoba (\$268) and Ontario (\$237). In Manitoba these are largely the result of high modernisation and improvements costs (\$141) while in Ontario and the Yukon these also stem from high taxes. In addition, monthly operating and maintenance costs tend to be high in the Yukon as these average \$103 and \$61 respectively.

**TABLE 2.9: AVERAGE MONTHLY TAXES, MAINTENANCE, REPAIR AND OPERATING COSTS FOR THE TOTAL PORTFOLIO BY TENURE - CMHC ACTIVE PARTY (Aug. 1993) - BASED ON UNITS AND ACTUAL DOLLAR AMOUNTS SUPPLIED BY CMHC**

**PRINCE EDWARD ISLAND**

<b>COST CATEGORY</b>	<b>RENTAL</b>	<b>LTP</b>	<b>TOTAL</b>
<b>TAXES</b>	\$51	\$71	\$57
<b>MODERN. &amp; IMP.</b>	\$94	\$162	\$114
<b>OPERATING COSTS</b>	\$0	\$0	\$0
<b>OTHER</b>	\$2	\$0	\$2
<b>MAINTENANCE</b>	\$38	\$19	\$33
<b>POST.OCC.REP.</b>	\$0	\$0	\$0
<b>REMEDIAL REP.</b>	\$0	\$0	\$0
<b>UTILITIES</b>	\$7	\$5	\$7
<b>TOTAL</b>	<b>\$193</b>	<b>\$257</b>	<b>\$212</b>

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

## NOVA SCOTIA

COST CATEGORY	REACQ.	HOMEOWNER.	RENTAL	LTP	TOTAL
TAXES	\$25	\$53	\$48	\$52	\$51
MODERN. & IMP.	\$111	\$4	\$100	\$40	\$23
OPERATING COSTS	\$0	\$0	\$0	\$0	\$0
OTHER	\$65	\$6	\$11	\$0	\$7
MAINTENANCE	\$1	\$0	\$5	\$2	\$1
POST.OCC.CORR.	\$0	\$7	\$0	\$2	\$5
REMEDIAL REP.	\$0	\$0	\$0	\$0	\$0
UTILITIES	\$11	\$1	\$5	\$3	\$2
<b>TOTAL</b>	<b>\$213</b>	<b>\$70</b>	<b>\$168</b>	<b>\$99</b>	<b>\$89</b>

## ONTARIO

COST CATEGORY	REACQ.	HOMEOWNER.	RENTAL	LTP	TOTAL
TAXES	\$7	\$115	\$109	\$110	\$105
MODERN. & IMP.	\$151	\$4	\$138	\$69	\$47
OPERATING COSTS	\$4	\$0	\$7	\$5	\$2
OTHER	\$22	\$6	\$7	\$8	\$8
MAINTENANCE	\$9	\$0	\$46	\$47	\$15
POST.OCC.CORR.	\$33	\$14	\$0	\$0	\$11
REMEDIAL REP.	\$0	\$0	\$0	\$0	\$0
UTILITIES	\$15	\$2	\$167	\$126	\$48
<b>TOTAL</b>	<b>\$241</b>	<b>\$142</b>	<b>\$474</b>	<b>\$365</b>	<b>\$237</b>

## MANITOBA

COST CATEGORY	REACQ.	HOMEOWNER.	RENTAL	LTP	TOTAL
TAXES	\$9	\$11	\$13	\$28	\$12
MODERN. & IMP.	\$458	\$14	\$190	\$32	\$141
OPERATING COSTS	\$9	\$1	\$8	\$9	\$6
OTHER	\$47	\$14	\$18	\$22	\$18
MAINTENANCE	\$38	\$1	\$42	\$36	\$29
POST.OCC.CORR.	\$16	\$52	\$0	\$0	\$17
REMEDIAL REP.	\$68	\$87	\$1	\$0	\$30
UTILITIES	\$6	\$14	\$17	\$0	\$15
<b>TOTAL</b>	<b>\$652</b>	<b>\$195</b>	<b>\$288</b>	<b>\$127</b>	<b>\$268</b>

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

## BRITISH COLUMBIA

COST CATEGORY	REACQ.	HOMEOWNER.	RENTAL	LTP	TOTAL
TAXES	\$6	\$75	\$105	\$131	\$91
MODERN. & IMP.	\$266	\$0	\$53	\$41	\$28
OPERATING COSTS	\$56	\$0	\$1	\$2	\$2
OTHER	\$2	\$3	\$1	\$1	\$2
MAINTENANCE	\$17	\$1	\$125	\$108	\$50
POST.OCC.CORR.	\$0	\$16	\$0	\$0	\$9
REMEDIAL REP.	\$0	\$0	\$1	\$1	\$0
UTILITIES	\$1	\$0	\$28	\$27	\$12
<b>TOTAL</b>	<b>\$349</b>	<b>\$96</b>	<b>\$314</b>	<b>\$310</b>	<b>\$194</b>

## YUKON

COST CATEGORY	LTP	TOTAL
TAXES	\$118	\$118
MODERN. & IMP.	\$223	\$223
OPERATING COSTS	\$103	\$103
OTHER	\$2	\$2
MAINTENANCE	\$61	\$61
POST.OCC.REP.	\$24	\$24
REMEDIAL REP.	\$0	\$0
UTILITIES	\$34	\$34
<b>TOTAL</b>	<b>\$565</b>	<b>\$565</b>

## TOTAL CANADA

COST CATEGORY	REACQ.	HOMEOWNER.	RENTAL	LTP	TOTAL
TAXES	\$10	\$77	\$52	\$94	\$69
MODERN. & IMP.	\$212	\$5	\$149	\$57	\$60
OPERATING COSTS	\$9	\$0	\$6	\$4	\$3
OTHER	\$30	\$7	\$12	\$5	\$9
MAINTENANCE	\$14	\$0	\$49	\$47	\$20
POST.OCC.CORR.	\$23	\$17	\$0	\$1	\$10
REMEDIAL REP.	\$12	\$11	\$1	\$0	\$7
UTILITIES	\$12	\$3	\$54	\$59	\$24
<b>TOTAL</b>	<b>\$321</b>	<b>\$120</b>	<b>\$322</b>	<b>\$267</b>	<b>\$202</b>

Source: CMHC

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY



## H Profile of the Demonstration Program

This section provides an analysis of the Demonstration Program based on the RNH Evaluation and information provided by CMHC. This includes total number of units committed under the program and per unit costs.

A total of **500 units** were committed under the Demonstration Program. However information on the provincial distribution of these units was available in the RNH Evaluation for the 1986 and 1989 period only. During this period, the largest number of units were developed in Quebec (64) followed by Ontario (55) together accounting for almost 30 per cent of the total stock. An additional 45 and 125 units were committed in Labrador (Newfoundland) and on the prairies. In addition, relatively fewer units were committed in P.E.I (9), New Brunswick (24), British Columbia (18) and the Yukon (22).

**TABLE 2.10: RNH DEMONSTRATION UNITS 1986-1989**

<b>PROVINCE</b>	<b>TOTAL UNITS</b>	<b>PERCENTAGE</b>
NEWFOUNDLAND	45	11.3
P.E.I	9	2.2
NOVA SCOTIA	37	9.3
NEW BRUNSWICK	24	6.0
QUEBEC	64	16.0
ONTARIO	55	13.8
MANITOBA	47	11.8
SASKATCHEWAN	39	9.8
ALBERTA	39	9.8
B.C	18	4.5
N.W.T (*)	0	0.0
YUKON	22	5.5
<b>TOTAL</b>	<b>399</b>	<b>100</b>

(\*) HAP delivered in the Northwest Territories instead of the Demonstration Program

Source: RNH Evaluation

According to CMHC, per-unit cost amounted to roughly \$45,000 under the program. This includes all costs including building materials, costs of required specialized labour and construction supervision costs.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

#### **2.2.4 The Rural and Native Housing Programs Evaluation Report**

An RNH Program Evaluation was completed in February, 1992. The Evaluation was jointly undertaken by CMHC with the cooperation and financial support of the provinces and territories which cost-share the program.

The purpose of the evaluation was to determine if there was a continued need for the programs, determine how well the programs achieved their objectives and to examine whether there were more cost-effective ways of achieving the programs objectives. The summary of the findings of the report are attached as APPENDIX I.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

### Principal Conclusions: RNH Evaluation

- \* there continues to be a need for social housing assistance in rural areas
- \* the issue of addressing the core housing need is whether the standards of affordability, suitability and adequacy should be enforced through program redesign or whether they should be relaxed
- \* reliance on self-help and volunteer labour in the construction and management of units is cost effective and viable
- \* because the economic costs are certainly lower, consideration should be given to a front-end grant approach rather than an ongoing mortgage subsidy approach
- \* delivery and management of the portfolio has been reasonably successful but some delivery and management practices need to be improved
- \* consideration should be given to introducing a rent supplement type of assistance in rural areas, to allow the use of existing privately-owned rental units in the resolution of rural housing needs
- \* 52 percent of rental clients would prefer to own - the policy of streamlining clients into tenures needs to be reviewed
- \* Native targets can be justified as an affirmative action program
- \* RNH programs have been used in some instances to foster Native economic development although this is not a program objective
- \* two long standing problems in the existing RNH stock are: a high rate of deterioration of some homeowner units and high arrears rates for both homeowners and renters
- \* remedial repairs or a conversion to a rental program are options to consider to address the concern about the continued adequacy of the RNH housing stock

## **2.3 URBAN NATIVE HOUSING PROGRAM**

### **2.3.1 Program description**

The objective of the Urban Native Housing Program is to assist low-income households living in urban areas to obtain suitable, adequate and affordable rental housing by providing assistance to Aboriginal non-profit housing corporations to supply housing for low-income Aboriginal households. These groups must be sponsored by an Aboriginal organization.

The Urban Native Housing program is a rental program with all units targeted to low income Aboriginal people on a rent-geared-to-income basis. The program is authorised under Section 95 of the National Housing Act (units acquired prior to 1986 and 1978 fall under Sections 56.1 and 15 of the old National Housing Act respectively). While CMHC insured the lending institutions who make and administer loans to the Aboriginal groups, CMHC now lends directly to the Native groups (as of August 1993). The program is funded unilaterally by CMHC with the exception of Newfoundland and Quebec with cost-shared agreements in place.

### **2.3.2 Evaluation of the program**

#### **A Number of units**

There were a total of 8,788 units in the Urban Native portfolio at year end 1992. As Table 2.11 shows, most of these units (8,307) fall under sections 56.1. The largest number of units are in the province of Ontario (2,030) followed by Saskatchewan (2,016) and British Columbia (1,746) comprising roughly two-thirds of the total portfolio. Only 5 per cent of the portfolio was located in the Atlantic provinces and Quebec at year end 1992.

#### **B Comparison between pre-1978 and post-1978 portfolio**

Table 2.11 provides information on the average rental revenue, subsidy cost, per unit cost, principal and interest payments and replacement reserve for each section of the National Housing Act by province at year end 1992. Table 2.12 compares their cost including maintenance costs, administration expenses, taxes, insurance, professional fees and "other" costs.

The replacement reserve is defined as the amount allocated in the budget to replace capital items such as roofing and appliances.

Maintenance costs refers to maintenance, janitor, snow removal and garbage removal expenses.

The administration category includes costs for items such as salaries, office supplies, rent, telephone, advertising, audit/legal and contingency for bad debt.

The term "other" costs includes a variety of expenses such as contingency allowance, travel and furnishing costs.

Average revenue for the post-1978 units amounted to \$12,916 (i.e rental revenue + subsidy) and average cost \$13,469 at year end 1992. Pre-1978 unit revenues were considerably lower given the absence of subsidies.

Per-unit costs at year end 1992 were considerably higher for the post-1978 portfolio as shown in Table 2.12. This mainly resulted from the high mortgage and interest payments associated with section 56.1 units. As Table 2.11 shows, principal and interest payments amounted to \$7,442 for section 56.1 units compared to \$1,622 and \$1,840 for sections 15 and 15.1 respectively. Maintenance costs however were higher for the pre-1978 as these amounted to \$2,979 for section 15 and \$2,755 for section 15.1 compared to \$1,751 for section 56.1 units.

#### **C Analysis of the Section 56.1 (Post-1978 commitments)**

As shown in Table 2.11, the average subsidy for section 56.1 units varied considerably depending on the province. Subsidy costs at year end 1992 were the highest in the Northwest Territories (\$19,007) and were also high in Alberta (\$11,554), Ontario (\$11,284) and Prince Edward Island (\$10,425). Subsidy costs were lower than the national average in New Brunswick (\$2,543), Quebec (\$6,186), Manitoba (\$6,937) and Newfoundland (\$7,563).

The average rent for section 56.1 units amounted to \$3,558 at year end 1992. Rents were lower than the national average in the provinces of Quebec (\$2,123), Prince Edward Island (\$2,324) and Saskatchewan (\$2,880) and higher than average in the Northwest Territories (\$5,680), Alberta (\$5,142), British Columbia (\$4,101) and New Brunswick (\$4,039).

Principal and interest payments were particularly high in the Northwest Territories as these averaged \$14,350. These were also high in Alberta (\$9,263), British Columbia (\$8,369) and Ontario (\$8,166) and lower in New Brunswick (\$2,730), Quebec (\$4,908) and Newfoundland (\$5,570).

The replacement reserve ranged from a high of \$912 in Newfoundland to a low of \$279 in Alberta. It was also higher than the national average in Prince Edward Island (\$659), Ontario (\$572), Manitoba (\$480) and Saskatchewan (\$465) and lower in the Northwest Territories (\$291), New Brunswick (\$330), Quebec (\$355), Nova Scotia (\$361) and British Columbia (\$461).

The Northwest Territories exhibited the highest average costs compared to the other provinces due to the high principal and interest payments (\$14,350), maintenance (\$3,286) and administration costs (\$3,771) of the units in the Western Arctic constituency.

Per-unit costs were also higher than the national average in the provinces of Alberta (\$16,858), Ontario (\$14,669), British Columbia (\$14,261), Prince Edward Island (\$13,509). These were largely the result of high mortgage and interest payments in these provinces. In Alberta however, the high total costs were also the reflection of high maintenance costs as these averaged \$2,771 compared to \$1,751 for Canada.

An analysis by individual constituencies shows that in Ontario, principal and interest payments at year end 1992 were particularly high in several areas including Eglinton-Lawrence (\$17,211), York South-Weston (\$15,112), Bruce-Grey (\$15,106) and Nepean (\$14,748). Maintenance and administration costs were high in the constituency of London-East and Nepean as these averaged \$5,452 and 2,224 in London-East and \$4,213 and \$2,561 in Nepean.

While per-unit costs in British Columbia tended to be high across the province at year end 1992, in Alberta they were mainly the result of the high costs of the 107 family units in Lethbridge. In this constituency, principal and mortgage payments averaged \$70,555, maintenance costs \$15,430, administration expenses \$18,182 and professional fees \$3,825.

**TABLE 2.11: NUMBER OF UNITS, RENTAL REVENUE, SUBSIDY LEVELS, TOTAL COST AT YEAR END 1992**

**(\*) SECTION 56.1 (POST-1978 COMMITMENTS)**

PROVINCE	TOTAL UNITS	SUBSIDY	RENTAL REVENUE	PRINCIPAL & INTER.	TOTAL COST	REPLACEMENT RESERVE
NEWFOUNDLAND	7	\$7,563	\$3,845	\$5,570	\$11,144	\$912
P.E.I	46	\$10,425	\$2,324	\$6,801	\$13,509	\$659
NOVA SCOTIA	125	\$9,111	\$3,172	\$6,049	\$12,338	\$361
N. BRUNSWICK	192	\$2,543	\$4,039	\$2,730	\$6,711	\$330
QUEBEC	79	\$6,186	\$2,123	\$4,908	\$8,960	\$355
ONTARIO	1,973	\$11,284	\$3,112	\$8,166	\$14,669	\$572
MANITOBA	1,189	\$6,937	\$3,606	\$5,337	\$10,848	\$480
SASKATCHEWAN	1,904	\$7,305	\$2,880	\$6,276	\$11,429	\$465
ALBERTA	979	\$11,554	\$5,142	\$9,263	\$16,858	\$279
B.C	1,746	\$9,836	\$4,101	\$8,369	\$14,261	\$461
N.W.T	67	\$19,007	\$5,680	\$14,350	\$26,142	\$291
YUKON	--	--	--	--	--	--
CANADA	8,307	\$9,358	\$3,558	\$7,442	\$13,469	\$463

(\*) CMHC's data system still reflects Section 56.1 but would include commitments made as Section 95.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

## SECTION 15.0 (PRE-1978 COMMITMENTS)

PROVINCE	TOTAL UNITS	SUBSIDY	RENTAL REVENUE	PRINCIPAL & INTER.	TOTAL COST	REPLACEMENT RESERVE
ONTARIO	26	\$0	\$125	\$376	\$5,919	\$42
MANITOBA	142	\$0	\$4,191	\$2,005	\$7,938	\$481
ALBERTA	143	\$0	\$5,864	\$1,468	\$7,632	\$0
CANADA	311	\$0	\$4,620	\$1,622	\$7,628	\$223

## SECTION 15.1 (PRE-1978 COMMITMENTS)

PROVINCE	TOTAL UNITS	SUBSIDY	RENTAL REVENUE	PRINCIPAL & INTER.	TOTAL COST	REPLACEMENT RESERVE
N. BRUNSWICK	19	\$0	\$3,611	\$830	\$4,597	\$70
ONTARIO	31	\$0	\$3,126	\$2,328	\$15,420	\$305
SASKATCHEWAN	112	\$0	\$2,295	\$1,957	\$6,324	\$480
ALBERTA	8	\$0	\$5,716	\$1,709	\$8,905	\$0
CANADA	170	\$0	\$3,311	\$1,840	\$10,091	\$263

TABLE 2.12: COSTS BY SECTION AT YEAR END 1992

SECTION	MAINTEN.	ADMINIS.	TAXES	PRINCIPAL & INTEREST	MISCEL. (*)	TOT. (**)
Sec. 56.1	\$1,751	\$1,200	\$1,076	\$7,442	\$680	\$13,469
Sec. 15	\$2,979	\$900	\$956	\$1,622	\$858	\$7,628
Sec. 15.1	\$2,755	\$839	\$737	\$1,840	\$2,639	\$10,091

(\*) Includes insurance, professional fees and "other" costs

(\*\*) The individual cost elements do not add up to the total, as some smaller cost elements have not been included in the data provided by CMHC

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY



**TABLE 2.13: COSTS BY PROVINCE, SECTION 56.1, AT YEAR END 1992**

PROVINCE	MAINTEN.	ADMINIS.	TAXES	PRINCIPAL & INTER.	MISCEL. (*)	TOTAL (**)
NEWFOUNDL.	\$1,078	\$1,386	\$569	\$5,570	\$219	\$11,144
P.E.I	\$1,805	\$1,302	\$735	\$6,801	\$200	\$13,509
NOVA SCOTIA	\$1,409	\$1,314	\$674	\$6,049	\$633	\$12,338
N.BRUNSWICK	\$1,144	\$745	\$836	\$2,730	\$113	\$6,711
QUEBEC	\$1,034	\$711	\$1,346	\$4,908	\$249	\$8,960
ONTARIO	\$1,451	\$1,440	\$1,116	\$8,166	\$856	\$14,669
MANITOBA	\$1,136	\$813	\$1,053	\$5,337	\$1,051	\$10,848
SASKATCHE.	\$1,736	\$1,067	\$1,163	\$6,276	\$652	\$11,429
ALBERTA	\$2,771	\$1,405	\$1,262	\$9,263	\$718	\$16,858
B.C	\$1,833	\$1,018	\$833	\$8,369	\$459	\$14,261
N.W.T	\$3,286	\$3,771	\$1,455	\$14,350	\$579	\$26,142
YUKON	--	--	--	--	--	--
<b>CANADA</b>	<b>\$1,751</b>	<b>\$1,200</b>	<b>\$1,076</b>	<b>\$7,442</b>	<b>\$680</b>	<b>\$13,469</b>

(\*) Includes insurance, professional fees and "other" costs

(\*\*) The individual cost elements do not add up to the total, as some smaller cost elements have not been included in the data provided by CMHC

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

## **2.4 EMERGENCY REPAIR PROGRAM**

### **2.4.1 Program description**

The objective of the Emergency Repair Program (ERP) was to assist households in core housing need living in rural areas by providing assistance for the urgent repair of existing housing that is a threat to occupants' health and safety. Although no funding for the ERP has been provided since January 1994, the federal government indicated in the 1994 budget that the program will be reinstated.

The Emergency Program provided one-time grants for repairs. The maximum contributions at 1993 rate were \$4,558 in southern areas, \$6,415 in northern areas, and \$8,104 in remote northern areas.

The Program was authorised under Section 54 of the National Housing Act and was funded wholly by CMHC, except in the provinces of Newfoundland, New Brunswick, Quebec and the Northwest Territories.

### **2.4.2 Evaluation of the program**

Information provided by CMHC with respect to the Emergency Repair Program only includes grants made after 1986 as CMHC explained that pre-1987 grants were never registered in the computer system. Information on the total number of units to which grants were made prior to 1987 however are available from the 1989 RNH Program Evaluation. As this information however only concerns total units, pre-1987 information is unfortunately not available for Native units or for total and per-unit contributions.

#### **A Number of grants made**

As Table 2.14 shows, a **total of 25,503 units** have been repaired through the Emergency Repair Program since the implementation of the program in 1974. Roughly 25 per cent of the units have been in Atlantic Canada, 19 per cent in Central Canada, 40 per cent in the Prairies, and 16 per cent in British Columbia and the two territories. A large number of units have been repaired in Saskatchewan (4,455).

Since January 1987, Table 2.15 shows that a total of 7,823 units have been repaired through the Program. **Of these 4,057 Aboriginal units** were repaired which is consistent with the overall target set at 50 per cent.

TABLE 2.14: GRANTS MADE, 1974-AUG.93

PROVINCE TERRITORY	TOTAL UNITS
NEWFOUNDLAND	1,883
P.E.I	691
NOVA SCOTIA	2,848
NEW BRUNSWICK	761
QUEBEC	1,711
ONTARIO	3,009
MANITOBA	3,081
SASKATCHEWAN	4,455
ALBERTA	3,026
B.C	1,880
N.W.T	1,249
YUKON	909
<b>TOTAL</b>	<b>25,503</b>

TABLE 2.15: GRANTS MADE, 1987-AUG.93

PROVINCE TERRITORY	TOTAL UNITS	NATIVES UNITS
NEWFOUNDLAND	576	187
P.E.I	611	16
NOVA SCOTIA	1,006	329
NEW BRUNSWICK	509	10
QUEBEC	450	350
ONTARIO	1,177	501
MANITOBA	742	531
SASKATCHEWAN	1,155	799
ALBERTA	948	892
B.C	263	105
N.W.T	274	245
YUKON	112	92
<b>TOTAL</b>	<b>7,823</b>	<b>4,057</b>

### B Total and per unit contributions

As Table 2.16 shows, total contributions made under the Emergency Repair Program since 1987 amounted to \$17,862,662 of which \$10,354,239 were made to Aboriginal units. The average Aboriginal contribution (\$2,552) was higher than the overall per-unit grant (\$2,283) which is reflected by the fact that proportionately more Aboriginal contributions were made in Northern and/or remote areas.

TABLE 2.16: ERP TOTAL AND AVERAGE GRANTS 1987-AUG.1993

PROVINCE TERRITORY	TOTAL GRANT	TOTAL NATIVE GRANT	%	AVERAGE GRANT	NATIVE AVERAGE GRANT
NEWFOUNDLAND	1,225,271	476,368	39	2,127	2,547
P.E.I	1,166,547	30,581	2	1,909	1,911
NOVA SCOTIA	1,901,028	610,957	32	1,890	1,857
NEW BRUNSWICK	718,637	17,728	3	1,412	1,773
QUEBEC	1,287,231	1,098,121	85	2,861	3,137
ONTARIO	2,835,463	1,149,467	41	2,409	2,294
MANITOBA	1,617,576	1,227,277	76	2,180	2,311
SASKATCHEWAN	2,415,227	1,770,132	73	2,091	2,215
ALBERTA	2,362,505	2,229,816	94	2,492	2,500
B.C	682,576	295,593	43	2,595	2,815
N.W.T	1,193,411	1,066,905	90	4,356	4,355
YUKON	457,190	381,294	83	4,082	4,145
<b>TOTAL</b>	<b>17,862,662</b>	<b>10,354,239</b>	<b>58</b>	<b>2,283</b>	<b>2,552</b>

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

## **2.5 HOMEOWNER RRAP**

### **2.5.1 Program description**

The objective of the Homeowner Residential Rehabilitation Assistance Program (RRAP) was to assist low-income households for the rehabilitation and repair of substandard dwellings. Since January 1994, Aboriginal living off-reserve are no longer assisted through RRAP although repair problems appear to be a major concern for Aboriginal living off-reserves. To cite an example, close to a fifth of RNH Native homeowner clients suffered adequacy problems and almost a sixth of these clients experienced major repair needs according to the 1989 RNH Evaluation. In addition, CMHC's core need data cited renovation as an important housing problem for rural Aboriginal households. The federal government however announced in the 1994 budget that the RRAP program would be reinstituted.

The program was authorized under Section 51 of the NHA and provided assistance in the form of a forgivable loan component. The maximum loan available was \$25,000 in rural areas and \$10,000 in urban areas repayable at prevailing interest rates. The forgivable portion of the loan depends on income and geographic location. For households earning less than \$13,000 the forgivable portions are \$8,250 in remote northern areas, \$6,250 in northern areas and \$5,000 in southern areas. At income levels between \$13,000 and \$23,000 the forgivable amount progressively declines. At incomes of \$23,000 and above there is no forgivable amount, only a repayable loan.

In some provinces the program was funded unilaterally by CMHC while in others it was cost-shared. These included the provinces of Newfoundland, New Brunswick, Quebec and the Yukon. These "cost-shared" provinces also take responsibility for program delivery and administration, although like the RNH Program, native groups undertake some of these delivery responsibilities on a fee-for-service basis.

### **2.5.2 Evaluation of the program**

The information provided by CMHC with respect to RRAP includes the total number of units repaired, average loan value, forgiveness and repair costs for the 1986-August 1993 period.

## A Number of units served by RRAP

Few Aboriginal households have been served by the RRAP program compared to non-Aboriginal households for the 1986-August 1993 period. As Table 2.17 shows, **Aboriginal units comprise just 3.5 per cent of the total stock repaired under the program.** Native units served under Urban RRAP comprised just 1.3 per cent of the total urban stock repaired, although a large portion of the Aboriginal population are urban city dwellers (section 1.1). While Rural RRAP is targeted to off-reserve Aboriginal households and is available for Aboriginal people living on-reserve **only 3,793 Aboriginal units** have been repaired under the program compared to 66,316 non-Aboriginal units.

By province, relatively more Aboriginal households than non-Aboriginal households have been assisted in the provinces of Ontario, the Prairie provinces and in the two Territories by Rural RRAP. However Aboriginal units only comprise approximately 13 per cent of the units repaired in these provinces.

**TABLE 2.17: NUMBER OF UNITS SERVED BY RRAP, 1986-AUG 1993**

PROVINCE	URBAN RRAP		RURAL RRAP		URBAN AND RURAL RRAP	
	ABORIGINAL	TOTAL	ABORIGINAL	TOTAL	ABORIGINAL	TOTAL
NEWFOUNDLAND	10	2,930	370	7,493	380	10,423
P.E.I	1	157	7	612	8	769
NOVA SCOTIA	11	3,965	539	8,340	550	12,305
NEW BRUNSWICK	15	2,458	162	8,323	177	10,781
QUEBEC	117	17,051	12	21,996	129	39,047
ONTARIO	124	13,618	781	8,367	905	21,985
MANITOBA	61	3,212	403	3,083	464	6,295
SASKATCHEWAN	103	1,906	281	2,788	384	4,694
ALBERTA	120	4,331	682	3,212	802	7,543
B.C	200	8,833	364	5,588	564	14,421
N.W.T	4	11	150	166	154	177
YUKON	12	67	42	141	54	208
<b>TOTAL</b>	<b>778</b>	<b>58,539</b>	<b>3,793</b>	<b>70,109</b>	<b>4,571</b>	<b>128,648</b>

Source: CMHC

**TABLE 2.18: AVERAGE LOAN FOR CANADIAN AND ABORIGINAL RECIPIENTS**

	RURAL LOAN		URBAN LOAN		TOTAL	
	ABORI.	TOTAL	ABORI.	TOTAL	ABORIG.	TOTAL
NEWFOUNDLAND	\$11,471	\$9,541	\$8,215	\$7,848	\$11,377	\$9,065
P.E.I	\$4,313	\$5,859	\$3,850	\$4,463	\$4,255	\$5,574
NOVA SCOTIA	\$5,387	\$6,143	\$5,185	\$5,594	\$5,383	\$5,966
NEW BRUNSWICK	\$4,007	\$5,097	\$3,950	\$4,355	\$4,003	\$4,928
QUEBEC	\$4,634	\$4,517	\$5,444	\$4,454	\$5,369	\$4,489
ONTARIO	\$5,509	\$5,218	\$4,862	\$4,622	\$5,421	\$4,849
MANITOBA	\$6,427	\$5,589	\$5,994	\$5,506	\$6,370	\$5,547
SASKATCHEWAN	\$5,186	\$4,282	\$4,333	\$4,200	\$4,960	\$4,249
ALBERTA	\$7,671	\$5,627	\$4,278	\$3,959	\$7,158	\$4,669
B.C	\$6,029	\$5,224	\$5,386	\$4,224	\$5,801	\$4,611
N.W.T	\$7,694	\$7,733	\$7,625	\$6,791	\$7,692	\$7,674
YUKON	\$7,190	\$7,042	\$6,045	\$6,660	\$7,026	\$6,919
<b>TOTAL</b>	<b>\$6,607</b>	<b>\$5,569</b>	<b>\$5,073</b>	<b>\$4,717</b>	<b>\$6,351</b>	<b>\$5,181</b>

**TABLE 2.19: AVERAGE FORGIVENESS LEVELS**

	RURAL FORGIV.		URBAN FORGIV.		TOTAL FORGIV.	
	ABORI.	TOTAL	ABORI.	TOTAL	ABORIG.	TOTAL
NEWFOUNDLAND	\$5,931	\$4,462	\$5,769	\$4,445	\$5,926	\$4,457
P.E.I	\$3,886	\$4,162	\$2,425	\$3,926	\$3,703	\$4,114
NOVA SCOTIA	\$4,860	\$4,600	\$4,188	\$4,456	\$4,847	\$4,554
NEW BRUNSWICK	\$3,850	\$3,939	\$3,681	\$3,930	\$3,837	\$3,937
QUEBEC	\$4,634	\$4,516	\$5,444	\$4,454	\$5,369	\$4,489
ONTARIO	\$4,382	\$4,208	\$3,987	\$3,871	\$4,328	\$3,999
MANITOBA	\$4,612	\$4,351	\$4,419	\$4,298	\$4,587	\$4,324
SASKATCHEWAN	\$4,629	\$4,101	\$4,332	\$4,171	\$4,550	\$4,129
ALBERTA	\$4,963	\$4,368	\$4,044	\$3,873	\$4,824	\$4,084
B.C	\$5,039	\$4,472	\$4,593	\$3,948	\$4,881	\$4,151
N.W.T	\$7,658	\$7,647	\$6,833	\$6,024	\$7,638	\$7,546
YUKON	\$7,171	\$6,765	\$5,510	\$6,402	\$6,934	\$6,648
<b>TOTAL</b>	<b>\$4,954</b>	<b>\$4,391</b>	<b>\$4,500</b>	<b>\$4,160</b>	<b>\$4,878</b>	<b>\$4,286</b>

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

**TABLE 2.20: AVERAGE REPAIR COSTS**

	<b>RURAL RRAP</b>		<b>URBAN RRAP</b>		<b>TOTAL RRAP</b>	
	<b>ABORI.</b>	<b>TOTAL</b>	<b>ABORI.</b>	<b>TOTAL</b>	<b>ABORIG.</b>	<b>TOTAL</b>
<b>NEWFOUNDLAND</b>	\$11,471	\$9,541	\$8,215	\$7,848	\$11,377	\$9,065
<b>P.E.I</b>	\$3,660	\$6,541	\$3,791	\$5,373	\$3,676	\$6,303
<b>NOVA SCOTIA</b>	\$6,364	\$7,158	\$6,250	\$5,863	\$6,362	\$6,741
<b>NEW BRUNSWICK</b>	\$4,007	\$5,097	\$3,950	\$4,355	\$4,003	\$4,928
<b>QUEBEC</b>	\$4,634	\$4,517	\$5,444	\$4,454	\$5,369	\$4,489
<b>ONTARIO</b>	\$7,425	\$6,031	\$5,549	\$5,135	\$7,169	\$5,476
<b>MANITOBA</b>	\$7,626	\$6,042	\$5,909	\$6,201	\$7,400	\$6,123
<b>SASKATCHEWAN</b>	\$5,084	\$4,821	\$5,278	\$4,872	\$5,136	\$4,842
<b>ALBERTA</b>	\$7,687	\$6,143	\$4,577	\$4,253	\$7,217	\$5,058
<b>B.C</b>	\$6,713	\$6,308	\$6,018	\$4,555	\$6,466	\$5,234
<b>N.W.T</b>	\$11,250	\$11,752	\$7,582	\$6,832	\$11,159	\$11,446
<b>YUKON</b>	\$11,202	\$11,650	\$6,045	\$6,660	\$10,465	\$10,043
<b>TOTAL</b>	<b>\$7,190</b>	<b>\$6,229</b>	<b>\$5,340</b>	<b>\$5,051</b>	<b>\$6,881</b>	<b>\$5,693</b>

Source: CMHC

#### B Average loan value and forgiveness and repair costs

Tables 2.18, 2.19 and 2.20 show the average loan value and forgiveness and repair costs by province for the 1986-1993 period (The information on all Canadian RRAP recipients however relates to the 1986-August 1993 period).

The average national RRAP loan and forgiveness level for all RRAP recipients amounts to \$5,181 and \$4,286 respectively. While forgiveness levels amount to a high proportion of the average loan, in many provinces the average repair cost exceeds the average loan. Average project costs are particularly high in Newfoundland (\$9,065), the Northwest Territories (\$11,446) and the Yukon (\$10,043). These also tend to be higher for Rural RRAP which averages \$6,229 compared to \$5,051 for urban RRAP.

Tables 2.18, 2.19 and 2.20 reveal considerable inequality between all Canadian and Aboriginal recipients in their forgiveness levels, particularly in the provinces of Ontario, Manitoba and Alberta. While repair costs are on average \$1,188 higher for Aboriginal RRAP recipients compared to all Canadian recipients, Aboriginal forgiveness levels are only \$592 greater. In Ontario, average repair costs are \$1,693 higher for Aboriginal clients, while Aboriginal forgiveness levels are only \$329 greater. In Manitoba, the comparable figures are \$1,277 and \$263 and in Alberta \$2,159 and \$740 respectively.

---

BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

In addition, the forgiveness/repair costs ratio is significantly lower for Aboriginal RRAP recipients residing in Ontario, Manitoba and Alberta compared to all Ontarians, Manitobans and Albertans. Tables 2.18, 2.19 and 2.20 show that this ratio is 13 per cent lower for Aboriginal RRAP recipients in Ontario, 9 per cent lower in Manitoba and 14 per cent lower in Alberta.

CMHC acknowledged in the RNH consultation paper "Addressing Your Housing Needs" that the cost of repairs for Aboriginal people is often much greater than current forgiveness levels making it difficult for Aboriginal people to use the program.

## **2.6 ON RESERVE HOUSING PROGRAM DESCRIPTION**

The Department of Indian Affairs and Northern Development operates the Housing Program which assists low income Aboriginal households living on Indian reserves. The assistance is in the form of capital subsidies of between \$19,000 and \$45,000 for the construction or acquisition of new housing units. In addition, the program provides an average subsidy of \$6,000 for the repair of existing units. The provinces are not involved in the funding of the program, as the federal government funds the program on a unilateral basis. Low income families living on-reserve are also eligible to receive assistance from CMHC through two key programs. These are the Residential Rehabilitation Assistance Program (RRAP) and the Rent Supplement under Section 95 of the NHA.

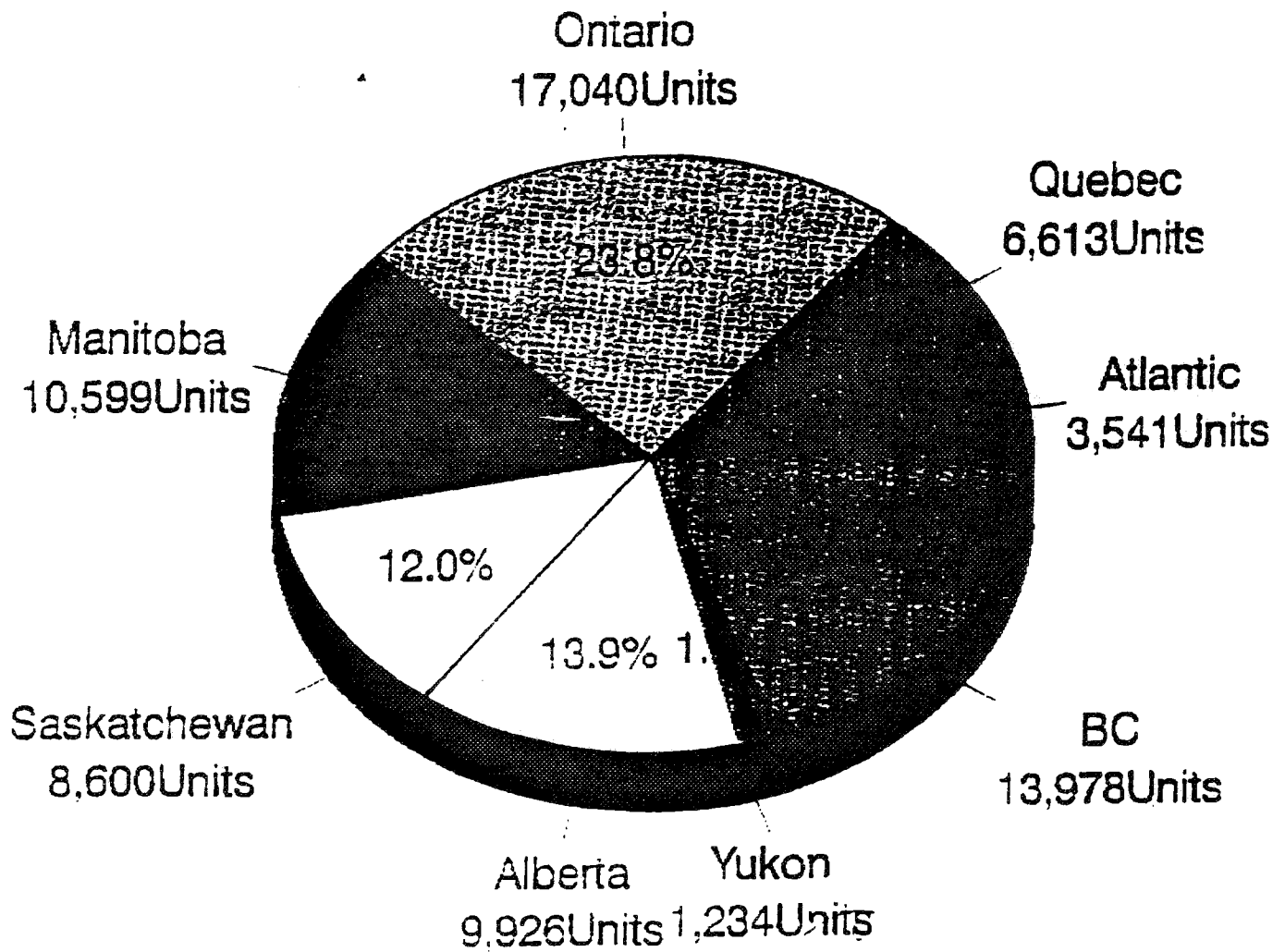
As Chart 1 shows, the total of on-reserve housing stock is currently estimated at **71,531 units**. Roughly 60 per cent of the portfolio is located in the Prairies and B.C, 33 per cent in Central Canada and 5 per cent in Atlantic Canada. The highest number of units are in Ontario (17,040) followed by British Columbia (13,978). The program is administered and delivered by band councils or their respective housing authorities. Their activities include the management of the capital subsidies and the planning and implementation of housing projects. Most bands however have little control in the design and the delivery mechanisms for these programs.

The total budget for the on-reserve housing program amounted to \$136 Million in 1993. This was essentially made up of a basic subsidy budget of \$93 Million for 3,200 units built in 1993 and a renovation subsidy element of roughly \$35 to \$40 Million for 3,500-4,000 houses repaired in 1993. Operations (i.e. training, inspections and planning activities) accounted for approximately \$5 Million of the total budget.



# TOTAL HOUSING UNITS (71,531)

1992-93



BY THE METIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY

### **3 CASE STUDIES OF SUCCESSFUL MÉTIS HOUSING INITIATIVES**

#### **3.1 INTRODUCTION**

Because social housing is delivered in different ways to different client groups, it is useful to examine the actual ways that social housing is delivered in the Métis community. This paper focuses on three different models. The first two case studies are on well-managed and successful, Alberta based, Métis Housing groups, each of which serves a different client base and is structured differently. These are Canative Housing, which follows the first model, and the Métis Urban Housing Corporation of Alberta, which follows the second. The first serves those that are able to afford near market rents either because they earn an adequate income or have their rent paid by provincial social assistance agencies. While the initial financing was provided by CMHC, no ongoing subsidies are required. The second serves only those in greatest need and with the lowest incomes who can qualify. Rent is geared to income and operating subsidies and financial guarantees are provided by CMHC. Meetings were held with program managers and administrators as well as tenants to gain a better understanding of these two housing corporations.

The third case study seeks to illustrate how Métis-run property management works in practice. This case relies exclusively on experience of the Manitoba Métis Federation as this is the only Métis group currently involved in rural property management.

The purpose of these case studies is not to suggest that they are necessarily better than other Métis housing initiatives but merely to gain some insight on the extent to which it is possible to build on these initiatives. The social housing needs of aboriginal peoples are clearly too diverse to be met by one single model or approach to the provision of social housing.

#### **3.2 CANATIVE HOUSING**

Canative Housing Corporation was established as a private non-profit corporation in 1971 to provide rental accommodations for large Aboriginal families living in Edmonton and Calgary. The corporation is controlled by three directors and employs seven full-time staff. Canative is recognized as a success and is praised for its well-managed and well-maintained units. The Corporation is self-sustaining with no operating subsidy from CMHC and/or the province of Alberta.

Canative monitors the condition of the units on a regular basis through monthly inspections. In addition, a file of existing tenants is maintained and undesirable tenants (i.e. tenants that do not pay their rent and/or do not maintain their units properly) are evicted after serving a 14 days eviction notice as stipulated in the rental agreement.

Canative does not equip the units with kitchen appliances, which also contributes to lower costs given that the repair cost associated with these appliances can be excessive. Canative staff provides assistance to new tenants in purchasing used appliances. Appliances are also provided by Provincial social assistance.

Another important factor contributing to the success of the Corporation is its sensitivity to tenants' needs. For example, staff responds promptly to problems encountered by its tenants and has provided special facilities for handicapped tenants. In addition, Canative is actively involved in client personal growth and skill development through its Urban Skills Program. The program teaches a wide variety of skills such as parenting, nutrition, household management, budgeting and home-making, household and Native crafts. It is financed through the Family Community Preventive Social Services in Alberta and was originally financed by a federal manpower grant. The program has been a great success and many Aboriginal people and Aboriginal housing groups outside Edmonton have inquired about the program including Sasknative Housing Authority and the Saddle Lake Reserve. Canative also provides the N'GaWee Day Care Centre and transportation for mothers attending Urban Skills.

Canative is also well regarded by Aboriginal people in Alberta and is viewed as the best low cost housing in the City. Many apply from Edmonton Public Housing to get into Canative housing which they regard to be superior.

Canative recognizes the importance of employing Aboriginal people to ensure the maximum benefit to the Aboriginal community. Preference is given to Aboriginal and Métis contractors and suppliers, although non-Aboriginal people are not excluded from tendering and price is the main factor in awarding the tender. In addition, most of Canatives' employees are Métis. Aboriginal workers have proven to be hard-working and reliable. In addition, many stay in the job for a long time, typically three or four years contributing to the low staff turnover. Métis are also employed in the N'Ga Wee Day-Care and Urban Skills Centres.

The need for additional Aboriginal housing in Alberta is apparent; The Métis Urban Housing has approximately 800 people on its waiting list in spite of the stringent eligibility criteria which require applicants to be Aboriginal households in core housing need.

Like Canative, many Aboriginal people work for the Métis Urban Housing Corporation as employees. The Corporation has currently 37 full-time managers of which 35 are Aboriginal people. These are assisted by 11 part-time managers for the location with smaller number of units. The Métis Urban Housing Corporation also gives preference to Aboriginal workers and contractors despite the fact that their supply is generally more limited. Aboriginal electricians, plumbers and handymen are hired by the Corporation.

**TABLE 3.1: MÉTIS URBAN HOUSING CORPORATION OF ALBERTA  
RECEIPTS AND EXPENDITURES - FOR THE YEAR ENDED DECEMBER, 31 1992**

	<b>EDMONTON REGION</b>	<b>CALGARY REGION</b>	<b>TOTAL</b>
<b>PER UNIT SUBSIDY</b>	\$10,325	\$10,507	\$10,381
<b>PER UNIT RENT</b>	\$4,681	\$4,628	\$4,665
<b>AVERAGE COST</b>	\$15,755	\$14,874	\$15,792
<b>Mortgage interest</b>	\$7,584	\$7,114	\$7,439
<b>Repair and Maintenance</b>	\$1,421	\$1,612	\$1,480
<b>Salaries &amp; Travel</b>	\$1,262	\$1,188	\$1,239
<b>Utilities</b>	\$1,682	\$1,470	\$1,617
<b>Property Taxes</b>	\$1,083	\$987	\$1,053
<b>Administration</b>	\$727	\$738	\$731
<b>Depreciation</b>	\$789	\$693	\$759
<b>Miscellaneous (*)</b>	\$876	\$1080	\$939

(\*) Includes bad debt, insurance, allocation to Replacement Reserve, warehouse costs, purchase of shop equipment, miscellaneous fees and GST.

Source: Financial statements, Métis Urban Housing Corporation of Alberta

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

### **3.4 PROPERTY MANAGEMENT**

The Manitoba Métis Federation (MMF) is currently the only Métis group involved in rural property management. MMF signed an agreement with CMHC on April 1, 1992 to undertake all property management of the Rural and Native Housing rental units in the province of Manitoba. The take-over of these units is being implemented progressively. The Manitoba Métis Federation developed comprehensive plans for meaningful community involvement as well as a training plan for local property managers.

Responsibilities of the local property managers include identification of tenants, authority to issue purchase orders for emergency repairs, administration of agreements and on-site inspection services for compliances. In addition, they provide a liaison role with the Community Housing Boards, contractors and CMHC.

Community involvement is undertaken through 15 Community Housing Boards. These are made up of one MMF Local representative, one Municipal or Community Council representative and one tenant.

At the inception of the take-over, MMF administered a small fraction of the current portfolio with two property management officers responsible for their administration. MMF is currently responsible for 1,300 rural and remote rental units. As additional expertise is garnered, MMF is expected to assume full property management services with responsibilities similar to the Urban Native groups.

## **4 AN ABORIGINAL HOUSING ACTION PLAN**

### **4.1 OVERVIEW**

Aboriginal peoples are currently facing such a severe housing crisis that immediate and dramatic action is necessary. Nothing less than an Aboriginal Housing Action Plan that establishes a new partnership between Aboriginal peoples and the government to meet the urgent housing needs of Canada's Aboriginal peoples is required.

The Aboriginal Housing Action Plan to achieve these quantitative objectives would have to be innovative. In addition to meeting the urgent housing needs of the Aboriginal peoples, it would have to reflect our aspirations to have a greater say in the management of our own lives and in the development of our communities.

In its platform, **Creating Opportunity: the Liberal Plan for Canada**, the new Liberal government committed itself to act on the premise that the inherent right of self-government is an existing Aboriginal and treaty right, a commitment which was recently confirmed in the government's Speech From the Throne. It has also committed itself to build a new partnership with Aboriginal peoples that is based on trust, mutual respect and participation in the decision-making process. We welcome these commitments.

More specifically with respect to housing, the new government recognized in its platform that "Aboriginal peoples are suffering an extreme housing crisis, brought on in part by the growth of the Aboriginal population, coupled with the Conservative regime's refusal, over nine years, to provide adequate resources to remedy the housing-need backlog." To address this housing crisis, the new government promised to "work with Aboriginal peoples to develop an approach to housing that emphasizes community control, local resources, and flexibility in design and labour requirements." It also promised "to bring together Aboriginal leaders, business and investment leaders, and other levels of government to define the appropriate legal instruments that will provide the security of repayment necessary to encourage private-sector financing to meet the need for housing." We look forward to working with the new government to implement these promises. But it will be necessary to go further to establish an Aboriginal Housing Action Plan.

As was noted in the Liberal platform, the 1992 report of the all-party Standing Committee on Aboriginal Affairs recommends a variety of ways that existing resources can be reallocated to better address the housing crisis. These recommendations, (See APPENDIX II) which reflect submissions from Aboriginal organizations including the Métis National Council, are still fundamentally sound and should be implemented.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

A large sector of the Métis population in need of housing are below or near the poverty level. In some cases they are working poor. In others, their income is derived from social assistance.

Housing must be subsidized in order to meet the needs of people in this circumstance. Currently, this is provided either through a direct subsidy or through social assistance allotments - or both. Often, the units are subsidized but the amount which is paid, comes from social assistance which means that the units are totally subsidized.

At present, only federal, provincial and municipal governments support subsidized housing. Certainly, in the case of subsidy through social assistance, this support goes directly to the private sector.

Future housing subsidies need to be channelled to housing schemes which will enable the Métis public sector to develop. In this way, through a build-up of the capital base in this area, it will be possible for this sector to eventually contribute on their own to meet the needs in the future.

Information provided by CMHC on Aboriginal housing need (section 1.2) indicates that there is a critical need for off-reserve Aboriginal housing and that this situation is likely to be aggravated by cutbacks to the current off-reserve housing programs. Based on CMHC Base Line Needs data, close to half of Aboriginal households living in rural areas and a third in urban areas were in core housing need in 1981 compared to approximately one-seventh of all Canadian households. The RNH evaluation also reveals that almost two-thirds and more than four-fifths of Aboriginal RNH and ERP households were in core housing need in 1988. In addition, deficiencies in the conditions of the units were noted as over half of the dwellings repaired with an ERP grant were still in need of repairs and close to a fifth of RNP Aboriginal homeowner clients suffered some type of adequacy problems at the time of the evaluation.

With an increasing number of Aboriginal people living off-reserves (section 1.1), the demand for off-reserve housing is also likely to grow and the housing of these people will become an even greater concern as a result of the proposed federal cutbacks.

Given this critical and growing Aboriginal housing need, the Métis National Council recommends that the decision of the federal government to eliminate new commitments under the off-reserve housing programs and the termination of RRAP and ERP should be reconsidered.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

In addition to reinstating the off-reserve housing programs, CMHC should adopt more innovative approaches to the provision of off-reserve housing. The needlessly strict interpretation of National Housing Standards in northern and rural areas often results in unnecessarily costly housing units that use up the available financial resources and restrict the needed expansion of supply.

While CMHC housing standards have been relaxed and Aboriginal housing projects are supposed to be acceptable for financing as long as they have engineer approved plans, some inspectors are reluctant to approve plans that depart from the styles to which they have become accustomed. CMHC needs to encourage inspectors to be more flexible. Some education in Aboriginal culture and lifestyles might be helpful in this regard.

Once greater flexibility becomes a reality, we feel that the self-built option offers great potential for the expansion of rural Aboriginal housing. If housing standards were relaxed somewhat, it would be possible to substantially increase participation in self-built housing programs. Aboriginal people take much pride in participating in the construction of their own housing and will put greater efforts into maintaining the units. This in turn contributes to community pride.

Another problem in the past with off-reserve housing programs was that projects to construct a large number of homes in several communities were often put out to tender at the same time. Because most Aboriginal contractors operate on a small and local scale and were unable to get performance bonds for such large projects, they were thus unfairly prevented from bidding. Future housing projects should be broken into smaller packages so that Aboriginal contractors will be given fair consideration.

This paper is intended to elicit dialogue and support consultations on measures which result in replacement initiatives to meet the needs of the Métis and other off-reserve Aboriginal peoples. To guide discussions, the following elements for an Aboriginal housing action plan have been proposed.

The Métis National Council and its affiliates will now engage in discussion with the federal and provincial Ministers responsible for housing, with national and regional CMHC and provincial housing officials, with the financial community and other stakeholders to further explore the options suggested in this paper. Proposals to implement this action plan will be made accordingly, to the federal and provincial governments.

## **4.2 ABORIGINAL HOUSING NEEDS AND EXPECTATIONS**

---

***BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY***



The housing needs of Métis people vary considerably. In some cases, the "need" is prescribed by the norms of the broader urban society. In others, it is dictated by minimum standards set by regulation. Quite often, needs are based on values or desires far removed from those of Métis people.

Throughout the Métis homeland, there is an established need for access to suitable "rental accommodation". This need is predominant in urban areas. Many Métis renters would also like to have the option of becoming homeowners. Métis Housing Corporations however are unable to accommodate them as they cannot sell the units to tenants and re-profile the funds to purchase replacement stock.

Housing to serve the needs of those in rural areas does not necessarily need to be provided by building new homes according to southern urban values or practice. This is especially so, if the housing needs of Métis people can be met by housing facilities and construction which is suitable and appropriate to the Métis people and which take into account the availability of local supply. Construction standards and internal CMHC regulations based on "southern, urban" values mitigate the ability to meet certain Métis housing needs.

Adequate housing can be provided by renovating or rebuilding existing units. While Métis want to be assured that safety standards are met, they do not always demand that certain CMHC supply conditions are achieved before their needs can be met. In many cases, it is only capital for essential and basic construction materials which are required. The work force can be supplied through a combination of labour being supplied by individuals, their families, other volunteers or by those employed in training programs.

#### **4.3 PRINCIPLES ADVANCED BY THE MÉTIS NATIONAL COUNCIL FOR THE TRANSFER OF CMHC'S NATIVE HOUSING PORTFOLIO TO MÉTIS NATION HOUSING AUTHORITIES**

In the Métis National Council's submission to the same Standing Committee, we advanced eight principles (or recommendations) for increasing Métis involvement in the development and delivery of off-reserve housing programs. These principles still provide the general framework for the establishment of an Aboriginal Housing Action Plan:

**Principle 1:** Housing programs should form part of the responsibilities of the Métis self-governing institutions. Only through self-government will there be the necessary flexibility to ensure that the housing needs of Métis people are adequately addressed.

**Principle 2:** Consistent with the provisions of the Métis Nation Accord which call upon the federal and provincial governments to devolve programming to Métis self-governing institutions, the Métis National Council calls upon the Government of Canada to transfer control over housing, together with sufficient resources, to ensure that Métis delivery institutions can fully undertake their responsibilities.

**Principle 3:** The Métis National Council calls upon the Government of Canada to provide sufficient resources for new housing and to ensure that existing housing stock is maintained and to ensure that Métis housing units meet national standards. The Métis National Council also calls upon the Government of Canada to provide resources to ensure that the special housing needs of Métis who are victims of abuse, Métis seniors and the disabled are fully addressed.

**Principle 4:** The Métis National Council calls upon the Government of Canada and the governments of the provinces to fully involve Métis in all policy and program decisions in the housing area.

**Principle 5:** In consultation with the Métis Nation, the Métis National Council calls upon the Government of Canada to establish and expand home ownership incentives to increase the number of Métis home owners.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

**Principle 6:** The Métis National Council recommends that the best way to avoid duplication of federal and provincial housing initiatives is for both levels of government to transfer authority for Métis housing to Métis self-governing institutions.

**Principle 7:** The Métis National Council recommends that the Métis Nation, in consultation with Métis housing authorities, should determine the appropriate delivery mechanisms for new and expanded Métis housing programs.

**Principle 8:** The Métis National Council recommends the restoration of funding to the northwest territories at 1991 levels to meet the needs of Métis in the northwest territories.

#### **4.4 TARGETS FOR ABORIGINAL HOUSING UNITS**

A key aspect of an Aboriginal Housing Action Plan must be the establishment of quantitative targets for new and upgraded housing units for Aboriginal peoples. A reasonable target for the number of units that is in line with our estimates of the urgency of aboriginal housing need would be 25,000 units over five years or 5,000 units per year. Reflecting the distribution of need between urban and rural areas, 3,000 of these units should be in urban areas and 2,000 in rural areas.

#### **4.5 TRANSFER OWNERSHIP OF EXISTING CMHC UNITS TO MÉTIS NATION HOUSING AUTHORITIES**

An important part of an Aboriginal Housing Action Plan, which we strongly support, is the transfer of the ownership and control of the existing stock of Aboriginal social housing to Métis Nation housing authorities. This includes provincially-owned units financed by CMHC as well as CMHC-owned units. This would build on the skill and expertise already gained by the Métis housing authorities in the delivery and administration of the federal and provincial off-reserve housing programs. It would offer significant benefits to all off-reserve Aboriginal people:

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

#### **4.5.1 A Capital Base for New Housing in the Future**

In particular, at the end of the subsidy period houses would become the sole property of the Métis Nation housing authorities and could be rented or sold to provide resources for additional Aboriginal social housing to meet the growing housing needs of the Aboriginal and Métis people. This would help to ensure that resources are in place to continue to meet housing Aboriginal needs independent of future government support given the self-financing basis for the program.

#### **4.5.2 Enhance Management Capacity**

The transfer of the CMHC Native housing portfolio to Métis Nation housing authorities would enhance housing management by giving Aboriginal people direct involvement in property management, program planning and financing whereas at present they have only limited involvement in the management and operation of their housing.

#### **4.5.3 Increase Employment**

Such a move would also provide direct economic benefits that would help to increase Aboriginal employment and would provide greater scope for Aboriginal people to broaden their management and financial skills.

While we support the transfer of the existing CMHC housing units to Métis Nation housing authorities, we believe that it is essential that the transfer be done in a way that facilitates the supply of additional housing units. Such transfer should not leave the Métis Nation housing authorities overburdened with debt and unable to undertake new projects.

The transfer of the CMHC housing units to the Métis Nation housing authorities would be a lengthy and complicated process. It would first be necessary to identify all of the units and their characteristics including price, market value, financing terms, other costs and rent. This may seem straightforward, but such information was not available when we were preparing this paper. The financing of the sale would have to be discussed and resolved. It would also be necessary to carry out a detailed financial analysis of each of the packages of units offered by the government to make sure that each package was commercially viable. A final step would be to settle on a mutually satisfactory timetable and process for the transfer.

#### **4.6 INCREASE EFFICIENCIES**

In the short-term, it will be necessary for Métis Nation housing authorities to realize economies in the operation of the social housing stock if the main focus is to provide additional social units with restricted funding in order to help to meet targets for the supply of housing units. The case studies of Aboriginal housing corporations have shown that some groups are managed very efficiently at low costs and that greater economies are possible.

Economies have been made by Canative Housing through rigorous screening of tenants and monitoring of the units on a regular basis. This has helped to keep Canative's operating costs down as these average \$2,820 per year (excluding average payments on the mortgage). Maintenance and administration unit costs are also very low as these amount to just \$800 and \$315 per year (section 3.1).

Métis housing authorities should be provided the option to change the nature of their operating agreements to permit these efficiencies to be realized.

#### **4.7 ALLOW MORE FLEXIBILITY IN FINANCING**

The Métis National Council also strongly believes that the restrictions on the operations of Aboriginal housing authorities should be relaxed in order to meet the critical and growing Aboriginal housing needs. In particular, more flexibility needs to be provided in financing so that Aboriginal housing authorities can refinance existing units in order to raise the equity needed to finance new units. This restriction should be eliminated on all units and not just on the units transferred.

#### **4.8 ESTABLISHMENT OF MÉTIS HOUSING TRUST**

Another option which should be considered as part of an Aboriginal Housing Action Plan is the establishment of a Métis Housing Trust. The Trust would be set up to act as a funding vehicle for the housing program which would be administered by the Métis.

The federal government would guarantee borrowing up to some limit to give the Trust the advantage of relatively low-cost financing. There would be no capital outlay. The cost to the government would be limited to loan losses which would be low as any losses would be mitigated by the real estate value of the units.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

A major financial institution would be approached to provide assistance in the management of the Trust. The Trust would loan the money in the form of high-ratio mortgages to Métis Housing Authorities to acquire rental housing units. If the funding guarantee limit were set at \$500 million, it would be possible to finance more than 5,000 additional rental units. This would constitute a credible response to the growing and critical housing need of Aboriginal people.

#### **4.9 HIGH RATIO GUARANTEED MORTGAGES**

High ratio guaranteed mortgages offer another way to increase the supply of Aboriginal housing. Aboriginal housing authorities taking advantage of this option would cover the incremental cost of such financing by raising their rents slightly. This method of financing has been successfully followed by Canative housing.

#### **4.10 RESTORE RURAL AND NATIVE HOUSING AND URBAN NATIVE PROGRAMS**

A large sector of the Métis population in need of housing are below or near the poverty level. In some cases they are working poor. In others, their income is derived from social assistance. Housing must be subsidized in order to meet the needs of people in this circumstance.

Information provided by CMHC on Aboriginal housing need indicates that there is a critical need for off-reserve Aboriginal housing and that this situation is likely to be aggravated by cutbacks to the current off-reserve housing programs. With an increasing number of Aboriginal people living off-reserves, the demand for off-reserve housing is also likely to grow and the housing of these people will become an even greater concern as a result of the proposed federal cutbacks. Given this critical and growing Aboriginal housing need, the Métis National Council recommends that the decision of the federal government to eliminate new commitments under the off-reserve housing programs should be reconsidered.

#### **4.11 OFF-RESERVE HOUSING PROGRAMS**

In addition to reinstating the off-reserve housing programs, CMHC should adopt more innovative approaches to the provision of off-reserve housing. The needlessly strict interpretation of CMHC standards in northern and rural areas often results in unnecessarily costly housing units that use up the available financial resources and restrict the needed expansion of supply.

While CMHC housing standards have been relaxed and Aboriginal housing projects are supposed to be acceptable for financing as long as they have engineer approved plans, some inspectors are reluctant to approve plans that depart from the styles to which they have become accustomed. As well, restrictions to use industry approved supplies needlessly adds to the costs when local materials of an acceptable quality and less cost could be used instead. CMHC needs to relax its regulations and encourage inspectors to be more flexible.

Once greater flexibility becomes a reality, we feel that the self-built option offers great potential for the expansion of rural Aboriginal housing. If regulations and standards were relaxed somewhat, it would be possible to substantially increase participation in self-built housing programs.

Another problem in the past with off-reserve housing programs was that projects to construct a large number of homes in several communities were often put out to tender at the same time. Because most Aboriginal contractors operate on a small and local scale and were unable to get performance bonds for such large projects, they were thus unfairly prevented from bidding. Future housing projects should be broken into smaller packages so that Aboriginal contractors will be given fair consideration.

#### **4.12 MODIFICATIONS TO RRAP TO ENSURE THAT ABORIGINAL PEOPLE GET THEIR FAIR SHARE**

Although 70 per cent of the core need for housing among rural Aboriginal peoples stems from the need for renovations, only 4 per cent of the rural RRAP funding goes to Aboriginal peoples. Steps must be taken to ensure that rural Aboriginal people get their intended share of RRAP funding. This will entail working with the delivery organizations to make sure that low incomes or substandard housing are not preventing prospective aboriginal clients from obtaining RRAP financing. It may be necessary to increase the

forgivable component of the RRAP loan or to adopt more flexible criteria for houses and renovations that qualify.

The following changes are recommended:

- \* The qualifying and mandatory criteria must be amended to provide more flexibility. Métis people cannot access the program with the current criteria as it is. In rural and remote areas, the mandatory items do not always provide for what is necessary, nor do they make sense in many cases. For example, furnaces are required where wood stoves are desirable and more appropriate; operable windows instead of sealed units would be more appropriate from a cost and supply point of view; instead of requiring costly carpentry and linoleum for flooring repairs, tile would be sufficient.
- \* The standards are too rigid and need to be relaxed. For example, while the building code may be flexible enough to use local supply, CMHC requires lumber, trusses and other supplies that are trade stamped. This unnecessarily increases costs and stifles local businesses. The additional costs push the costs of repairs beyond the amount that can be managed.
- \* The criteria for total debt service ratio must be amended. It does not apply to most northern clients as they are not in a position to qualify for loans.
- \* The forgivable portion of RRAP funding should be increased by 75%. The levels need to be adjusted to take into consideration the higher cost of living, cost of living increases and a higher cost of supply.
- \* The CNIT's should be raised to reflect today's higher cost of living.



## **5 THE ECONOMIC IMPACT OF HOUSING**

### **5.1 IMPACT OF THE HOUSING INDUSTRY ON THE ECONOMY**

The housing industry is a significant contributor to Canada's economy employing approximately one million Canadians. The Canadian Homebuilders Association estimates that approximately 2.5 person-years of employment are generated by the construction of a new home - directly, through site construction and indirectly, through jobs in industries supplying the products and services required for construction and in the multiplier effect (Annual Report, Canada Homebuilders Association, 1993).

The decline in spending on residential construction has contributed significantly to the current recession. While homebuilding has created direct employment in the construction industry, there is significant indirect employment from other industries which supply products and services for the housing industry. It has been estimated that each \$100 million in 1982 dollars spent on housing construction creates roughly 2,600 person-years of employment, 1,321 in direct employment in construction and 1,272 in indirect employment in other industries which produce the necessary materials (Clayton Research Associates). In addition, a full array of construction materials is available within Canada and Canada has significant advantage in this industry reflecting the quality of timber supply and availability of base materials.

Employment is also generated through the multiplier effect from the spending of workers employed directly and indirectly. This multiplier effect is higher than in most other industries given that little construction spending is on imports. There is also a very strong local multiplier effect given the employment of local labour and sourcing of local material. It is estimated that for every new home constructed, approximately \$33,500 is expended in total through this multiplier effect (Clayton Research Associates).

Based on a target of 25,000 new homes, meeting the housing needs of Métis and other off-reserve Aboriginal peoples would effectively create 62,500 jobs and add \$8 billion to the economy over the next five years.

## **5.2 BENEFITS OF HOUSING TO THE ABORIGINAL COMMUNITY**

Aboriginal housing can have an equivalent impact on the economy to other housing and can offer a wide range of benefits to the Aboriginal community. This includes employment in areas such as construction, delivery of new units, property management, repair and maintenance, program administration and home management.

It can also provide opportunities for the establishment of Aboriginal-run businesses and planned community development. CMHC's off-reserve housing programs have unfortunately not been targeted to yield this full range of benefits and the objective should be to realize these in future programs.

Elimination of new commitments under the off-reserve housing programs will not only exacerbate poor housing conditions for Aboriginal people, but will also have a negative impact on Aboriginal employment and for the Aboriginal community as a whole. Increased direct Aboriginal involvement in the delivery and administration of the off-reserve housing programs and greater emphasis on management by local Aboriginal housing groups in areas such as property management, program planning and implementation and client counselling would help to alleviate the loss in Aboriginal employment resulting from these cutbacks.

### **5.2.1 Employment in construction**

Housing spending in the Aboriginal community can offer direct employment for Aboriginal people in construction and the development of skills in the building trades. Homebuilding can offer direct employment opportunities for Aboriginal people and has a more direct benefit than many other government investment programs in that it directly creates employment for local labour which is sourced locally for construction projects.

As a long term benefit, it can offer scope for native youth to become skilled in many areas such as electricity, carpentry and plumbing and also offers the potential to be effectively combined with sponsored apprenticeship programs and local training opportunities in technical colleges.

The federal cutbacks in programs will result in Aboriginal construction workers facing lay-offs and many will thus be denied 'entry into the building trade' given that many have used the Rural and Urban Native Housing Programs to get jobs with contractors where they apprentice and develop skill levels in housing construction.

### **5.2.2 Employment in program delivery**

The off-reserve housing programs also offer employment opportunities for Aboriginal people in the delivery of new units. As the funding for new commitments ceases, delivery agents will no longer be in demand given that their function requires the construction of new units. Métis people will be particularly severely affected given that Métis delivery agents currently deliver 60 per cent of the Rural and Native portfolio and in some areas Métis Housing Associations were responsible for delivering almost the entire RNH new stock and/or other off-reserve programs.

### **5.2.3 Employment in property management**

Aboriginal housing development can also offer some employment opportunities in property management, although this function is in many cases performed by CMHC and/or provincial governments. For example, all property management of the Rural and Native Housing rental units in the province of Manitoba are presently administered by CMHC and the Manitoba Housing and Renewal Corporation. Increased involvement of Aboriginal housing groups in property management would not only create new jobs for Aboriginal people but also provide considerable opportunities for Aboriginal people to broaden their skills in housing.

### **5.2.4 Employment in repair and maintenance**

Renovation and maintenance work also offers ongoing employment opportunities as skilled craftsmen, electricians, plumbers and handymen. In fact evidence suggests that one hour of labour spent on homebuilding results on average in two hours of work of renovation. With the elimination of new commitments under the off-reserve housing programs as of January 1994 and the termination of RRAP and ERP in 1996, repair and maintenance workers will also be facing lay-offs.

### **5.2.5 Employment in program administration and home management**

Aboriginal groups are also involved in the administration of the off-reserve housing programs. Program administration activities include ongoing client counselling and housing inspections, annual income reviews and subsidy adjustments, the collection of rents for rental units and miscellaneous support functions.

The hiring of Aboriginal residential building managers under the Urban Native Housing Program also provides an opportunity for Aboriginal people to gain the necessary skills in home management. Aboriginal people are hired for each of the multi-unit projects with the majority of these positions held by women.

A cutback in new Aboriginal housing will mean that all these jobs will only open up in the existing portfolio and will thus become scarcer. It must also be noted that CMHC had an affirmative action program for hiring Aboriginal people because of the RNH and Urban Native programs.

#### **5.2.6 Establishment of Aboriginal businesses and planned community development**

Housing also offers the scope for the attraction of new business investment and the establishment of Aboriginal-run businesses and contractors. For example, retail services such as shops and local business can be built as an integrated part of native housing development and there is also the scope for direct community involvement in community development. Planned development with Aboriginal people would also for the future enable the development of infrastructure, schools and public services to meet Aboriginal needs. To achieve the maximum benefit to the Aboriginal community, it is also important that Aboriginal individuals and businesses be given preference as suppliers and employees to ensure that local Aboriginal manpower and materials are utilized to the maximum extent possible.

## REFERENCES

Canadian Home Builders' Association (1993) **Housing in Canada**, March.

Clayton Research Associates Limited (1983) "The Use of Housing as a short-term Economic Stimulus," January.

House of Commons, Standing Committee on Aboriginal Affairs (1992) **A Time for Action: Aboriginal and Northern Housing**, December.

Indian and Northern Affairs Canada (1990) "Laying the Foundations of a New On-Reserve Housing Program."

Liberal Party of Canada (1993) **Creating Opportunity: the Liberal Plan for Canada**.

Manitoba Métis Federation Inc, "Plan for Property Management for Rural and Native Housing Rental Units in the Province of Manitoba."

Métis Community Housing Consultations (1992) "A Report on Métis Housing and Related Municipal Government Needs and Issues," June.

Métis Urban Housing Corporation of Alberta, Financial Statements, December 31, 1992

National Aboriginal Housing Committee (1993) "First Our Lands, Now Our Homes," June.

Statistics Canada, Census 1986

Statistics Canada, Census 1991

## **APPENDIX I**

### **SUMMARY - FINDINGS OF THE RNH EVALUATION**

A basic finding of the evaluation is that there continues to be a need for social housing assistance in rural areas, even though in absolute and relative terms, it is declining. Therefore, the main issues that the evaluation wishes to bring to light are about the design and delivery of the RNH programs rather than about the program rationale. The implications have been organized under ten basic areas.

With respect to the evaluation findings that over 50 percent of the RNH households are in core housing need, the issue is whether the standards of affordability, suitability and adequacy should be enforced through program redesign or whether they should be relaxed. The resolution of this issue depends on how much society is willing to reduce the number of low-income households served in order to maintain these housing standards.

The evaluation found that reliance on self-help and volunteer labour in the construction and management of units is cost effective and viable. The Demonstration Program performed well in most of the other areas examined. One possible exception is the ability of the occupants to maintain their units. Further evidence is needed on this aspect of the program. An issue which also needs to be addressed is how to avoid problems related to incomplete units or poor quality construction.

The evaluation findings suggest that consideration be given to a front-end grant approach rather than an ongoing mortgage subsidy approach. The economic costs are certainly lower. However, there are some social reasons favouring an ongoing subsidy approach which should be considered also.

With respect to delivery and management issues, centralized delivery and management of the portfolio has been reasonably successful but some delivery and management practices need to be improved. Community-based delivery systems promote a different approach. In assessing the relative merits of each, the indicators of current delivery and management performance, past and current experience with locally-based Delivery Groups, and the time and costs of implementing locally-based delivery in areas where direct delivery now occurs

should be considered.

With respect to rural market conditions and housing needs, there is still a requirement to respond to needs by subsidising the construction of new housing. However, consideration could be given to introducing a rent supplement type of assistance in rural areas, to allow the use of existing privately-owned rental units in the resolution of rural housing needs.

The policy of streaming clients into different tenures, based on their ability to afford the payments and on their homeownership skills, needs to be reviewed given that 52 percent of rental clients would prefer to own. A sound rationale is needed if the practice is to be retained. Otherwise, the alternative of offering only one tenure, be it homeowner or rental, should be considered. The choice between the two depends on the merits each has that government believes are more important to promote.

The evidence gathered in the evaluation indicates that the Native targets can be justified as an affirmative action program. According to the 1981 Census, Native people are generally worse-off in their housing than other Canadians. However, only secondary evidence is available now on whether the targets should be increased, remain unchanged, or decreased. This is that the Natives being served under the RNH programs have lower incomes than the non-Natives being served. This suggests that the current target levels are not jeopardising overall program objectives and therefore are appropriate. But the only way to definitively address this issue in the longer term is to conduct a special survey of rural housing focusing on the Native/non-Native background of the occupants.

The RNH programs have been used in some instances to foster Native economic development although this is not a program objective. Factors which should be considered, if this is to be discussed as an option in the future, include the costs in terms of foregone social housing units, the potential of Natives being able to use the housing skills they have so acquired, and economic development programs offered by other government agencies.

There are two long standing problems in the existing RNH stock. First, there is a high rate of deterioration of some homeowner units and a wide variation in the maintenance/repair habits of RNH clients. Counselling does not appear to

improve this situation. The condition of the stock might be improved in the long run through good construction and careful client selection. But the analysis done here suggests other factors may predominate, thus swamping the effects of these initiatives. Remedial repairs or a conversion to a Rental program are among the options which could be considered if government has a concern about the continued adequacy of the RNH housing stock.

Second, arrears rates are high for both homeowners and renters. The arrears problem for homeowner clients has proven difficult to explain. The three possible avenues for improving arrears rates in the long term is through client selection, counselling and through unit repairs. However there are many factors affecting homeowner arrears rates that are not known, which means that the success of these strategies is uncertain. The arrears problem for the rental stock might be addressed through client selection and through budget counselling.

Finally there are many training components in the RNH programs - training for Native Delivery Groups and training/counselling for program clients. The results of the evaluation suggests that the most effective training is on-the-job or self-help, with positive direction from an experienced and supportive supervisor.

It should be emphasised that these implications are presented for consideration in the RNH policy development process only and should not be considered as recommendations for immediate action.



## **APPENDIX II**

### **RECOMMENDATIONS OF 1992 REPORT OF STANDING COMMITTEE ON ABORIGINAL AFFAIRS**

The Committee recommends that it must be clarified whether the housing responsibility of the Government of Canada for status and non-status Indians living on and off-reserve, Indian and Métis people is a matter of social policy, or based on treaty and Aboriginal rights.

The Government of Canada and the provinces and territories, together with Aboriginal people should make the resolution of jurisdictional difficulties and duplication in housing programs a priority in addressing the housing needs in Aboriginal communities.

In the North, governments should co-ordinate their efforts and ensure that vacant territorial and federal housing is utilized to meet the housing needs of the communities.

The Government of Canada, pending further structural change to the way housing is delivered, should immediately review the Ministerial Guarantee guidelines and process in order to resolve outstanding problems, and to ensure that Ministerial Guarantees are provided to First Nations in a timely and efficient manner. The Committee recommends that the government eliminate the requirement which calls for mortgage insurance as well a Ministerial Guarantee. The government should discuss with financial institutions the possibility of obtaining preferred interest rates on any loans made to First Nations which are guaranteed by the Minister.

The Committee recommends that the Government of Canada bring DIAND's review commenced in 1975 of the on-reserve Housing Program to an immediate conclusion and present recommendations on a new on-reserve housing policy to Cabinet for consideration. The views of Aboriginal groups, including the views of the Assembly of First Nations, and this report of the Standing Committee should be carefully taken into account by the Government of Canada in the formulation of a new on-reserve housing policy.

---

**BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY**

As an interim measure, pending the full transfer of housing to Aboriginal people, CMHC should ensure that Aboriginal people are fully involved in all policy and program decisions. Program guidelines should ensure that the maximum possible flexibility is provided to Aboriginal organizations participating in those programs. Aboriginal organizations formed under the Urban Native Non-Profit Housing Programs should have greater flexibility to manage day to day operations as well as the disposition and acquisition of capital assets. There should be more Aboriginal organizations involved in the delivery of programs like Rural and Native Housing to Aboriginal communities. Furthermore, these organizations should be given greater responsibilities than is presently the case.

The Committee recommends that the government deliver all of its funding for Aboriginal housing through one department or agency.

The Committee recommends that the Government of Canada transfer, in consultation with Aboriginal people, control of housing along with sufficient resources to Aboriginal people in order to ensure that there is greater community control over the development and delivery of housing programs. Aboriginal people themselves should determine whether the appropriate delivery structures should be developed at the local, tribal council, regional, territorial, or national levels.

Responsibilities of delivery organizations could include:

- the development of Aboriginal lending institutions
- the development of Aboriginal Insurance Companies
- the development of Aboriginal controlled housing corporations
- the development of Aboriginal controlled housing construction corporations
- addressing, in a comprehensive manner, problems such as the lack of bonding for Aboriginal controlled corporations
- the collection of data on housing conditions

---

*BY THE MÉTIS NATIONAL COUNCIL FOR DISCUSSION PURPOSES ONLY*

- the allocation of federal funding
- economic development
- program delivery
- liaising with other departments regarding input into policy and program decisions such as skill development training programs, with a view to eventual transfer of further responsibility from the federal agencies now delivering these other programs to the Aboriginal organizations.

The Committee recommends that the Government of Canada provide greater opportunities for homeownership on-reserve, off-reserve, and in the North through the development and expansion of homeownership programs, and the encouragement of innovative solutions aimed at addressing impediments faced by Aboriginal people to homeownership. Both on and off reserves, financial institutions controlled by Aboriginal and/or northern people could facilitate access to financing.