

Process Report



**Ryerson Studio
Findings for
Yellowknives Dene
First Nation**

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1 Introduction

The Master of Planning (MPI) in Urban Development's two-year program at Ryerson University's School of Urban and Regional Planning requires students to complete two studio courses. This core studio forms the backbone of planning theory and techniques in practice, through experiential learning and applied planning and design techniques. Students are expected to research, critically assess, and present their explorations and analyses.

In January of 2020 our team of seven non-Indigenous graduate planning students chose to take on a portion of an ongoing project for our client, the Yellowknives Dene First Nation (YKDFN), by working in partnership with Together Design Lab at Ryerson University (TDL). This project began when YKDFN reached out to TDL Lab to assist them with the creation of a Housing Strategy for their two main communities of Ndilo and Dettah. A site visit to meet with the YKDFN community members directly in Dettah and Ndilo was a significant part of the project and was a way to support the ongoing development of the YKDFN Housing Strategy. This field visit allowed us to meet directly with the YKDFN leadership and mainstream governments, and also supported the completion of our three key objectives. Firstly, to develop an archiving framework for traditional knowledge, community mapping materials and Elder interviews with YKDFN. Secondly, to identify and understand the complex relationships that exist between the key organizations and community involved in facilitating housing in YKDFN. Finally, to develop a toolkit to address the importance of Indigenous Planning to three core demographics: students, academics and the planning profession based on our learnings throughout the field visit and studio project.





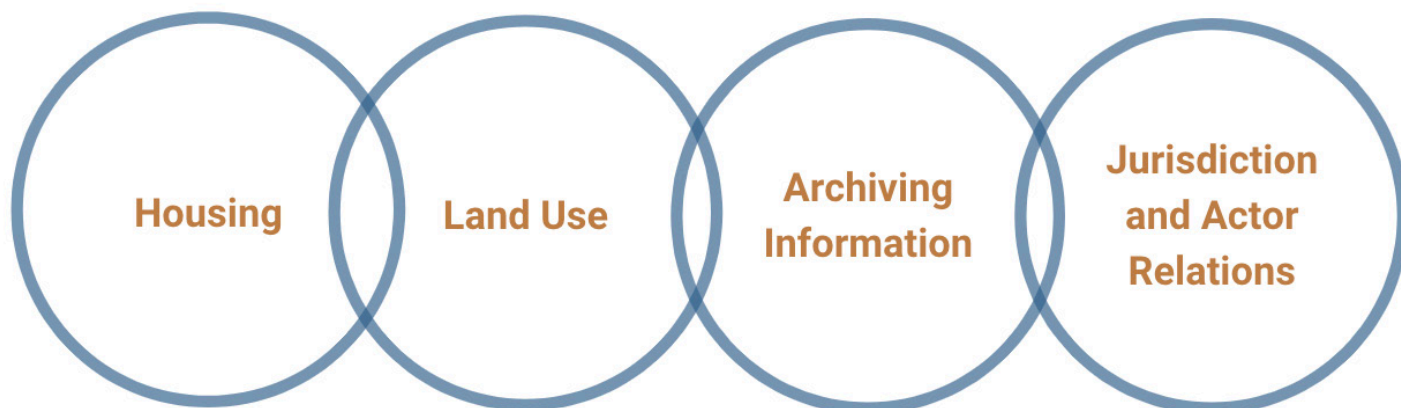
Focus Areas & Objectives

The work conducted in this project is in support of the ongoing development of the YKDFN Housing Strategy, with our partners at the Together Design Lab at Ryerson University. Our studio project consisted of the following objectives:

- 1** To develop an archiving framework for traditional knowledge, community mapping materials and Elder interviews for YKDFN. The purpose of this archiving is to ensure that historical records and documents are safely stored, and to be made accessible for community members for future projects.
- 2** To identify and understand the complex relationships that exist between the key organizations and community involved in facilitating housing in YKDFN. Meeting with key actors to understand these relationships was an essential part of developing an actor relations network map that can be then used for the YKDFN Housing Strategy.
- 3** To develop a toolkit for non-Indigenous planners to use as a starting point for how to approach and understand Indigenous knowledge in Canada.

The products of these working objectives are highlighted in this document, while the full products are in separate reports.

In order to pursue these objectives, we grounded our research in the four key focus areas of housing, land use, archiving information, and jurisdiction and actor relations. Exploring the available information in these focus areas allowed us to proceed with greater understanding while creating the archiving manual, actor map, and toolkit.





3

Archiving Manual

3.1 Introduction to the Archiving Manual

YKDFN reached out to the (TDL to assist them with the creation of a Housing Strategy for the communities of Ndilo and Dettah. As part of our program requirement for Ryerson's Studio course, we had the opportunity to work alongside TDL to support the YKDFN Housing strategy. One of the key tasks for the Studio Team was to determine a procedure for cataloguing existing mapping done in/ for community into a repository for YKDFN including; existing traditional knowledge (TK) mapping, and other non-mapping documents. The Studio Team participated in a site visit to YKDFN and collaborated with staff in order to create an Archiving Manual for present and future staff. The Archiving Manual contains two key components; a How-To-Guide to assist staff in navigating the excel database where information regarding maps and other documents will be inputted manually; and a Storage Options section which will outline different methods of storing archived documents in a secure, safe, and accessible way. This work is critical because it will provide an organizational structure that will allow for TK, community mapping assets, and history to be more accessible to current and future community members. In addition, this work will facilitate community knowledge and land records being integrated into the YKDFN Housing Strategy.

3.2 Case Study: Shingwauk Residential School Archiving

This case study that has helped inform and ground our work for the YKDFN Archiving Manual is the community-based archive named the Shingwauk Residential Schools Centre (SRSC). The Shingwauk Project is a cross-cultural research and development project of Algoma University and the Children of Shingwauk Alumni Association. There is a vast collection of documents and photographs telling the experiences at residential schools across Canada. The collection is being digitized to ensure its survival and to extend access to these historical records. The Shingwauk Residential Schools Centre was founded in the hope of creating an archival space that is rooted in residential school survivor narratives. McCracken (2015) analyzes the importance of archival practice that is informed by cultural and ethical best practices, offering a model for Indigenous community archival practice. McCracken (2015) discusses that The SRSC serves as an example of one organization that has developed cross-cultural policies and initiatives to create an inclusive participatory archives program.

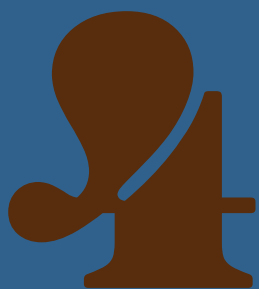
3.3 Our Process and System

Our Roles: During our Studio’s archiving sessions in Dettah, we had a total of four people working on the archiving process. We had one team member designated to pull boxes and pull maps from the boxes for analysis. Once we completed the analysis that same member would be responsible for putting them in a designated section of the room that separated them from unarchived or uncompleted boxes. The second team member was responsible for analyzing the maps, according to the excel spreadsheet themes. A third team member was responsible for inputting this information into the correct column and/or rows on the excel document. After inputting the information in the excel sheet, the fourth team member was responsible for creating a label using a sticky note with the box number, item number, theme, and title of the map. The fourth team member was responsible for securing the label onto the completed map and placing the map back in the corresponding box. The process would then repeat itself, with every team member maintaining the same roles throughout. The archiving process does not require four people, this method was created for time and efficiency purposes as we only had one week to complete our archiving tasks in YKDFN.

Our Recommendations

It is important to organize the storage room for boxes that contain maps and non-maps that need to be archived. Once those boxes have been properly archived with a sticky note and inserted in the excel sheet, storing completed boxes on the other end of the room.

It is recommended to ensure that there is space for “to be archived” boxes near the workstation and that the completed digitized boxes are stored properly. We recommend moving forward that our “How-To-Guide” listed below is followed closely as it provides detailed steps to our archiving process. In addition, we have also recommended three potential storage options for the online storage of this data, which we will be further elaborated on later in this manual.



YKDFN Housing Stakeholders & Partners

4.1 Overview of Housing Stakeholders

This section provides a broad overview of the relationships at play for YKDFN as they navigate housing funding. Our team's initial research on the following organizations was further informed by meetings with several stakeholders while on site in Yellowknife. The inter- and intra-governmental relationships between actors can be opaque and difficult to navigate, so this section is intended to shed light on the current relationships and actors that have a direct or potential impact on YKDFN housing through policy or funding mechanisms. The overview of housing stakeholders include federal/nation-wide organizations; territorial and regional organizations; and municipal and local organizations.

4.1.1 Federal / National Actors

Canadian Mortgage and Housing Corporation (CMHC)

The Canadian Mortgage and Housing Corporation is a Crown corporation governed by a Board of twelve members and responsible to Parliament through a Minister (CMHC, 2018). According to CMHC, they exist for one reason; “to make housing affordable for everyone in Canada” (CMHC, 2018). CMHC has created the National Housing Strategy, which is a \$55+ billion, 10-year plan that aims to build housing and fuel the economy (CMHC, 2018). Outside of the strategy, CMHC policies support personal home ownership by “providing mortgage insurance for buyers who otherwise might not be able to buy a home” (CMHC, 2018). However, these policies do not serve the varying housing needs of First Nations across Canada.

CMHC used to provide mortgages for houses in Indigenous communities with unsettled land claims, on crown lands, or that were otherwise not on fee simple lands. However, CMHC and other lenders no longer enter into mortgage agreements on these lands as there is no guarantee of title or of collateral. CMHC does offer some programs for First Nations in Canada that are available to First Nations that don't require fee simple land, including Ministerial Loan Guarantees (along with ISC), however these are not currently available in the Northwest Territories. Some of these potential programs are highlighted in the Existing and Potential Funding Sources section below.

CMHC communicates that they “aim to provide funding and partnership opportunities to develop, maintain and enhance First Nation housing” (CMHC, 2018). In lieu of mortgage based support, CMHC provides funding through application-based programs. Currently CMHC has the Direct Lending Program for First Nation Communities, Insured Loans for On-Reserve First Nation Housing and the On-Reserve Non-Profit Housing Program (Section 95) (CMHC, 2018). However, the On-Reserve Non-Profit Housing Program is also unavailable in the Northwest Territories, as CMHC gives all of their funding allocated to the territory to the Northwest Territories Housing Corporation who are then responsible for building all public housing in all communities in the Northwest Territories.

Indigenous Services Canada (ISC) + Crown Indigenous Relations and Northern Development Canada (CIRNAC)

In 2017 the government of Canada dissolved the Department of Indigenous and Northern Affairs Canada (INAC). The functions of this department were then restructured and replaced by two new departments, Indigenous Services Canada (ISC) and Crown Indigenous Relations and Northern Development Canada (CIRNAC). CIRNAC's responsibilities include overseeing the Arctic and Northern Policy (2016) Framework, facilitating the review of legislation impacting Indigenous peoples, managing and administering funding directly to Indigenous communities, and supporting bilateral relationships (CIRNAC, 2019b). ISC is primarily responsible for enhancing service access and delivery to Indigenous communities, including infrastructure, housing, safe drinking water, and education. According to ISC, the intent is to support Indigenous self-determination and community capacity building to then allow for Indigenous people to deliver these services to their own communities (ISC, 2020a). According to the government of Canada, these departments are also responsible for working collaboratively in order to support Indigenous and Crown relations to "better meet the needs of the people they serve; to accelerate self-determination and the closing of socio-economic gaps; and to advance reconciliation" (CIRNAC, 2019a). However, ISC does not operate in the territorial north, where CIRNAC delivers ISC programming on their behalf.

The results of the delivery of these programs in the territories is nominal compared to the rest of Canada. In the north, ISC directs funding to CIRNAC for the delivery of programs (2020). Although ISC provides some funding, it does not include many of the housing programs that are available in the rest of the country; this includes the On-Reserve Housing Immediate Needs Fund, a large sum (~\$400 million) of money made available to First Nations in Canada for housing in 2016 which was only made available to those "on reserve south of 60° and in the Yukon" (Indigenous Services Canada, 2016). Other major ISC programs for housing delivered in southern Canada, including the Mortgage Loan Guarantee program, are also not delivered in the Northwest Territories. According to CIRNAC, the funding and supporting of First Nations housing is not currently within their mandate (2020). This further cements Canadian Mortgage Housing Corporation and the Northwest Territories Housing Corporation as key program and funding sources for First Nations housing in the region.

The federal government also oversees Indian Affairs Branch (or IAB) Lands, which are different from formal reserve lands. According to the government, these lands are 'set aside' federal crown lands that can be found on unsettled land claim areas which can be used for community needs (Indigenous and Northern Affairs Canada, 2010). The jurisdictional complexity of these lands also makes access to resources and funding for housing on them from the federal government more challenging for YKDFN. A significant limitation of IAB lands, and all crown or reserve lands, is that they do not allow for residents to have legal land tenure. This diminishes the opportunity for residents to access the appropriate financing to build housing. This demonstrates the key role of responsive policy measures and programs such as Ministerial Guarantee Loans, that directly address these limitations.

According to this department, Indigenous communities in the Yukon also located on 'lands set aside' have been able to gain access to some funding streams (CIRNAC Meeting Minutes, 2020). Although the department stipulates that the settlement of land claims releases IAB land to Indigenous communities as community lands, it is unclear how the settlement of the Akaitcho land claim process would result in improved access to resources and funding for housing for YKDFN, as other First Nations who have finalized land claims in Northwest Territories have been unable to access federal funding for First Nation housing.

Assembly of First Nations

As a political organization that advocates for treaty recognition and First Nations access to lands and resources, the Assembly of First Nations (AFN) plays an important role in advocating for housing in communities like YKDFN. It is the lead negotiation body on behalf of First Nations, and was crucial in instigating the National First Nations Housing Strategy, which is still in development. Through this they champion that “all First Nations members living on or away from their community have a right to shelter and must be provided with an opportunity to access safe, secure, adequate and affordable housing” (AFN, 2020).

AFN supports First Nations controlled housing and appropriate funding models for First Nations, including access to credit and traditional financial infrastructure (AFN, 2020). In December 2019, the AFN unanimously supported the resolution put forward by Dene Nation advocating for Dene control of housing in the Northwest Territories, and are “providing on-going assistance to the Dene Nation to find the resources to help meet their members’ housing goals” (AFN, 2019). This could help to fill the gap created by a lack of technical housing expertise as many communities do not have dedicated housing support staff (AFN, 2019).



4.1.2 Territorial / Regional Actors

Akaiicho Treaty Government + Treaty 8 Tribal Corporation

The Akaiicho Territory Government (ATG) is a Tribal Council represents the collective environmental, social, political, cultural, and economic interests of its member First Nations – Deninu Ku’e First Nation, Lutsel K’e Dene First Nation, Smith’s Landing First Nation and Yellowknives Dene First Nation – Dettah/ Ndilo.

Conversely, the Akaiicho Dene First Nations (ADFN) is represented by the NWT Treaty 8 Tribal Corporation. The mandate of the Corporation is to settle with the Federal government all outstanding issues in Treaty 8, and includes Deninu Ku’e First Nation, Lutsel K’e Dene First Nation, and Yellowknives Dene First Nation – Dettah/ Ndilo. The objective of the Akaiicho Process/Treaty 8 negotiations with the Government of Canada is to settle land claims and disputes from the Treaty that originated in 1900. The Treaty 8 Tribal Corporation was established on May 14, 1992 by Akaiicho Chiefs. According to the Corporation, these negotiations are to be based on Dene historical and oral version of the spirit and intent of Treaty 8. It is important to note that these negotiations are currently ongoing. The way that the Government of Canada interacts with Indigenous governments means that the ongoing land claim impacts the way housing is provided for and how funding is accessed in the Akaiicho communities, which includes YKDFN.

The Akaiicho Dene First Nations (ADFN), the Government of the Northwest Territories (GNWT) and the Government of Canada are negotiating an Agreement-in-Principle (AIP) on land, resources and self-government. The parties signed a Framework Agreement on July 25, 2000 in Deninu K’ue (Fort Resolution). Formal negotiations towards an Akaiicho AIP began in September 2001.

The Interim Measures Agreement signed in 2001, provides for a pre-screening process that allows Akaiicho the opportunity to review applications for certain licenses, permits and dispositions of land. The Interim Land Withdrawal Protocol concluded in 2005. In 2006, the Government of Northwest Territories (GNWT) and Akaiicho reached an agreement on the interim land withdrawal of 1,034 hectares of Commissioner’s land in the City of Yellowknife. On November 21, 2007, Canada and the Akaiicho reached an agreement for the interim land withdrawal of 62,000 square km of Federal Crown land (now Territorial lands) within their traditional territory. Once a Regional Land Use plan is completed, negotiations with GNWT and the Federal government will begin on the regional land use plan.





Government of Northwest Territories (GNWT) - Ministry of Municipal and Community Affairs (MACA)

The GNWT provides programs and services to support local governments with the provision of community services and infrastructure through the Ministry of Municipal and Community Affairs (MACA). This ministry has five regional offices and organizes key legislation including the Community Planning and Development Act (2011), which informs policy around land development and community boundaries. The Act elaborates on policies related to community plans, area development plans, zoning by-laws, and subdivision of land. Additionally, MACA is the territorial authority to apply to for redrawing community or local boundaries.

MACA is also the territorial authority to which Municipalities and Designated Authorities submit community plans. Municipalities are legislated in the Northwest Territories through the Community Planning and Development Act (2011); Designated Authorities are “First Nations communities within the jurisdiction of the federal government’s Indian Act, and are not subject to the territorial legislation for municipalities” (Auditor General of Canada, 2016). Community plans provide a framework to guide the physical development of a community. The Community Planning and Development Act (2011) further explains details with regard to planning and development policies that consider sustainability, the environment, and the social and cultural development of the community. Communities defined by MACA as Designated Authorities, such as Dettah, are not required by the Legislation to prepare community plans with the assistance of a professional planner to be submitted to the Minister for bylaw approval, as they are not included in the Legislation, however the Ministry has been mandated to work with communities to complete plans for their communities as a planning tool which are circulated to MACA for information sharing purposes. Ndilo is located in the municipality of Yellowknife boundary and is therefore not technically categorized as a Designated Authority, but community planning continues to be completed for Ndilo by YKDFN.

Government of Northwest Territories - Lands Department

The Department of Lands is responsible for the management and administration of all Territorial and Commissioner’s public lands in the GNWT, including: administration and management; land use sustainability standards, guidelines and policies; land use initiatives; project assessments; and land use planning. Enforcement officers operate through the Department of Lands to inspect for Mackenzie Valley Land and Water Board permits.

Mackenzie Valley Land and Water Board (MVLWB):

The MVLWB was created by the Mackenzie Valley Resource Management Act, and is a regulatory authority that is overseen by a Board consisting of members nominated by the Government of Canada, the GNWT, the Dehcho First Nations and the Akaitcho First Nations (MVLWB, 2019). Its responsibilities include conducting preliminary screenings of proposed developments and regulating the use of land and waters with regard to transboundary projects within the Mackenzie Valley and in areas where land claims have not been settled (MVLWB, 2019). The Board administers permitting for certain building and water use activities, according to the requirements of the Mackenzie Valley Land Use Regulations, which differ based on inclusion or exclusion within local government boundaries (2017).

Northwest Territories Housing Corporation (NWTHC)

The purpose of the Northwest Territories Housing Corporation (NWTHC) is to ensure access to “affordable, adequate and suitable housing” for residents (Northwest Territories Housing Corporation, n.d). It operates at the territorial level, as an agency of the GNWT. The NWTHC is the largest housing provider within the territory, only provider of social housing in the Northwest Territories’ communities, and in remote communities it is often the only housing provider. In the case of YKDFN, the NWTHC is responsible for providing, operating, and managing social housing in the communities, which make up approximately 50% of community homes (Northwest Territories Housing Corporation, 2020). The NWTHC also provides a total of 15 housing programs for residents in private homes, ranging from homelessness to homeownership assistance. These programs are: Community Housing Plans; Emergency Repairs; Fuel Tank Replacement; Homelessness Assistance; Homeownership Assistance; Homeownership Education Courses; Leasing a Home; Public Housing; Rapid Rehousing; Rent Assistance; Repairs and Enhancements; Seniors Home Modifications; Shelter Enhancement; Shelter Funding; and Supportive Housing (Northwest Territories Housing Corporation, n.d). Local Housing Organizations (LHOs) that act as NWTHC program providers, are responsible for the delivery of these services in communities throughout the NWT and have an LHO office (YKDFN Housing Division) in Ndilo.

In the 2018-2019 NWTHC Consolidated Operating Budget, \$76,235 or 74% of their total expenses were allocated to public housing (Northwest Territories Housing Corporation, 2018a). Public housing is one of the major NWTHC programs currently being operated in YKDFN. This program provides “income-based subsidies for the rental of housing for residents in need” within the Housing Corporation’s units (Northwest Territories Housing Corporation, 2018b, p.2). The current program in place offers large rental subsidies that are below market rent. This is made possible through their rental scale which operates on rent-geared to income (RGI). There are approximately 2,400 public housing units managed across the NWT. In YKDFN, there are a total of 73 public housing units located within Ndilo and Dettah (Northwest Territories Housing Corporation, 2019b).

Despite these current public housing units operating within YKDFN, there is still a growing need for housing in the community. Increasing affordable public housing stock in YKDFN is the responsibility of the NWTHC, however, the Housing Corporation has stated that they are unable to build more housing within the community due to lack of funding (Northwest Territories Housing Corporation, 2020). This directly affects YKDFN, as they are unable to increase their own housing stock because the NWTHC receives all available federal and territorial funding for housing. The NWTHC has expressed that this halt in housing production is largely due to the decline in federal funding from CMHC (Northwest Territories Housing Corporation, 2012). This fiscal decline will be explored further in section 4.2.2 Housing Funding Relationships.

4.1.3 Municipal / Local Actors

City of Yellowknife

As a neighbouring urban centre, and only City in the Northwest Territories, the City of Yellowknife plays a major role in YKDFN's housing landscape. Many YKDFN members cannot access suitable housing in Dettah and Ndilo, a significant percentage of whom live within the City of Yellowknife. The City of Yellowknife and YKDFN have collectively submitted a proposal to adjust the city's boundaries, which would result in part in removing Ndilo from within the local government boundary of the city (City of Yellowknife, 2019); this proposal has been presented to MACA and is under consideration.

Ndilo's current location within the Yellowknife municipal boundary limits the funding available to the community from the federal and territorial governments, as it is considered an urban community which impacts funding amounts and streams available (Panza-Beltrandi, 2019). While Ndilo receives some municipal services from the City (including bus service, waste and sewage removal, and water), Planning has indicated that they do not apply municipal planning regulations to the community through planning practices or policies, to ensure that YKDFN is able to exercise community planning in their own communities. The City has also indicated that this service provision would remain in place if Ndilo was removed from the municipal boundary through a service agreement with YKDFN.

Community Advisory Board on Homelessness

The Community Advisory Board on Homelessness (CAB) develops studies and programming to address homelessness in Yellowknife (City of Yellowknife, 2014). The Board is composed of Council-elected representatives from various sectors at the local and territorial level with only the local representatives having the power to vote (City of Yellowknife, 2014). While YKDFN retains a member on the Board, this individual does not receive voting power (City of Yellowknife, 2014).

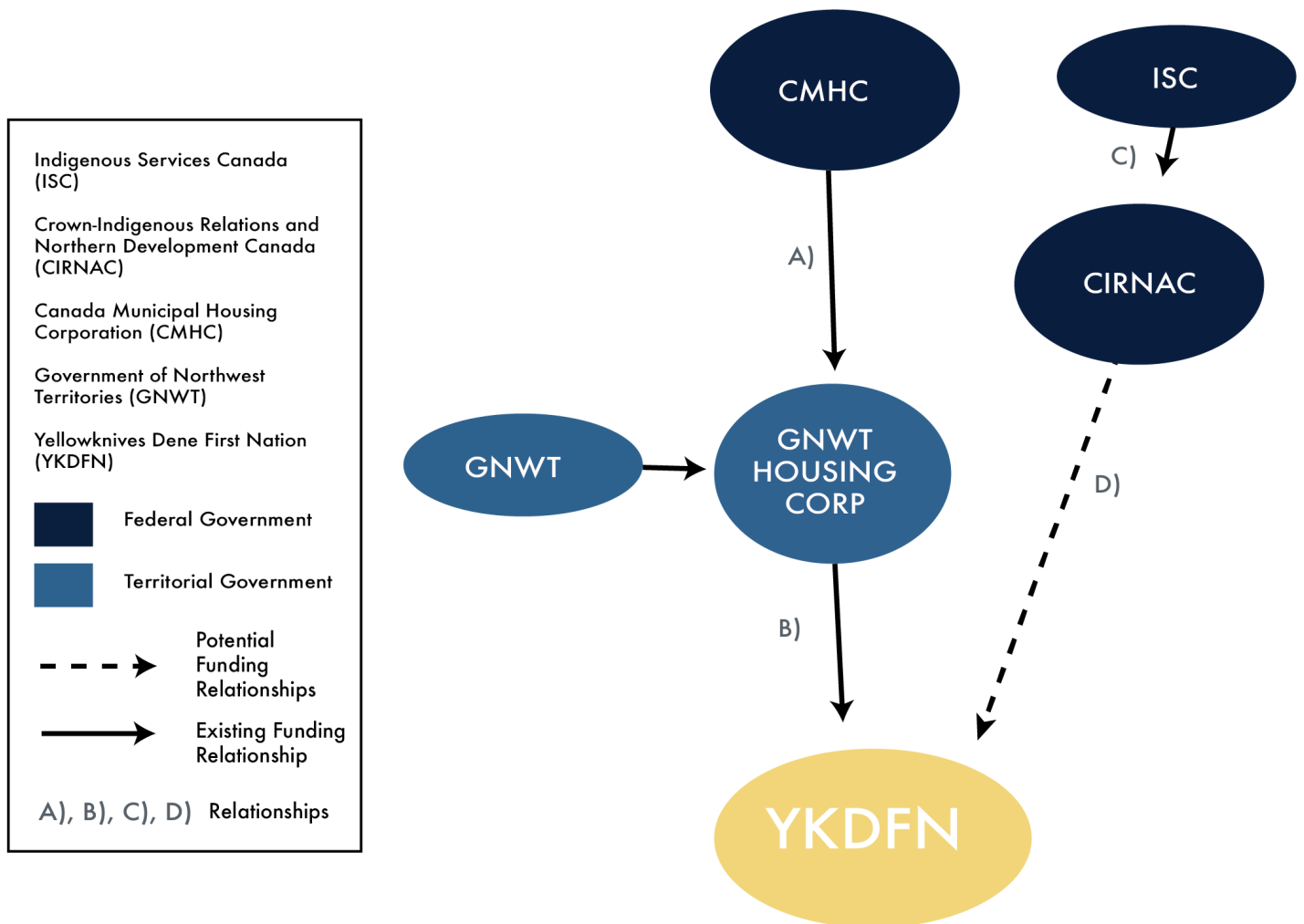
The CAB receives three different funds from the GNWT, which amounts to the entirety of the territories funding for homelessness in the territory: the Homelessness Assistance Fund, which provides one-time payments to those experiencing a housing-related crisis; the Shelter Enhancement Fund, which provides money to homeless/under-housed shelters to improve their facilities; and the Small Community Homelessness Fund, intended to fund specific housing projects for communities excluding Yellowknife (City of Yellowknife, 2014). The City of Yellowknife Health and Social Services sector also provides some funding for CAB through the Side Door Program (City of Yellowknife, 2014).

As a non-Indigenous group, CAB is not necessarily best equipped to handle the complexities of Indigenous homelessness. As highlighted by Thistle (2017), while many Indigenous individuals have access to some sort of housing, this access is often accompanied by spiritual disconnection, mental disruption and/or cultural disintegration stemming from historical displacement. As it stands, YKDFN has insufficient access to funding to address homelessness within its own communities, as the CAB is the only body currently receiving funding from the territory with which to address homelessness. An argument could be made that some of this funding could appropriately be allocated to initiatives that directly aim to house or support YKDFN members who are experiencing homelessness within their communities or the City of Yellowknife.

4.2 Existing and Potential Housing Funding Sources

This section discusses both existing and potential housing funding sources. The housing funding map is informed by research and meetings with the following stakeholders and partners. The purpose of this section is to shed light on current relationships between Federal government departments and territorial government and divisions, and YKDFN. These relationships will be further elaborated on with an in-depth explanation of how they function and how it affects YKDFN.

4.2.1 Housing Funding Map



Note: Please refer to the housing funding relationships labelled with A), B), C), and D) in the following section.

4.2.2 Housing Funding Relationships

This section provides a breakdown of the “Housing Funding Map” above, providing in-depth descriptions of existing and potential funding relationships for YKDFN. There are four key relationships involved in the funding of housing in YKDFN. The first is the relationship between the Canadian Mortgage and Housing Corporation (CMHC), the Government of the Northwest Territories (GNWT), and the Northwest Territories Housing Corporation (NWTHC). The second is between the NWTHC and YKDFN. The third is between Indigenous Services Canada (ISC) and Crown Indigenous Relations and Northern Affairs Canada (CIRNAC). Lastly, the fourth relationship is between CIRNAC and YKDFN. The purpose of these relationship breakdowns is to identify how various actors interact with one another in the funding of housing, what programs and services are offered by funding actors, and how these programs and services interact with housing in YKDFN.

A) CMHC / GNWT → NWTHC

CMHC’s newest and most comprehensive contribution to housing funding is through Canada’s National Housing Strategy, a 10-year, \$55+ billion plan that addresses housing and the economy (CMHC, 2018). As part of this strategy, a bilateral agreement was reached between the NWTHC (Northwest Territories Housing Corporation) and the CMHC (Government of Canada). A 10 year period was decided upon for the agreement which looks to invest \$140 million to meet the goals of protecting, renewing, and expanding social and community housing (CMHC, 2018). The agreement which began on April, 1 2019 will see the federal and territorial governments working together to design and implement a new Canada Housing Benefit for the Northwest Territories, directly providing affordability support to individuals and families in need of housing (CMHC, 2018).

Federal funding has largely been allocated to the Social Housing Agreement (SHA) between the GNWT and CMHC, which has committed almost \$150.4 million over the next 10 years. This funding has been provided for decades using a ‘block grant’ approach, which has granted a specific amount of money to the GNWT to use for their various social housing programs and services. It is important to clarify that this funding was to maintain a previous agreement which was expiring and was set to create a shortfall (Canada Mortgage and Housing Corporation, 2020). CMHC’s base funding of the Housing Corporation is set to expire in 2039, and is declining each year until then (Northwest Territories Housing Corporation, 2019a, p. 32), which has placed “fiscal pressure” on the NWTHC (Northwest Territories Housing Corporation, 2012, p.3).. In the NWTHC’s 2018-2019 Consolidated Operating Budget, they reported that the GNWT provided approximately 80% (\$76,423) of government funding with CMHC providing the other 20% (\$19,620) (Northwest Territories Housing Corporation, 2018, p.2). Further, CMHC does not provide money to Indigenous governments in the NWT outside of what they give to the NWTHC. This has resulted in an overall freeze of public housing development in YKDFN, as the steady decline in CMHC funding has made the NWTHC unable to afford the production of new housing in the community (Northwest Territories Housing

B) NWT HC → YKDFN

As mentioned previously, the Northwest Territories Housing Corporation (NWT HC) operates as an agency of the Government of the Northwest Territories (GNWT). There are a total of four programs offered by the NWT HC that are supported by CMHC's Northwest Territories Agreement for Investment in Affordable Housing. Those programs are: Providing Assistance for Territorial Homeownership (PATH); Home Entry level Program (HELP); Contributing Assistance for Repairs and Enhancements (CARE); and the Shelter Enhancement Fund (Canada Mortgage and Housing Corporation, 2018). The other major programs offered by the NWT HC, not supported by CMHC are: Securing Assistance for Emergencies (SAFE), Transitional Rent Supplement Program, Homelessness Assistance Fund, Northern Pathways to Housing, and Public Housing.

The most prominent housing programs and services currently operating in YKDFN are the Contributing Assistance for Repairs and Enhancements (CARE) program, and the Public housing program. The CARE program "assists existing homeowners in making necessary repairs to their home" by providing funding up to \$100,000 in the form of a "forgivable loan" (Northwest Territories Housing Corporation, n.d). This means that a loan will be granted to a resident, which can be deferred over a period of time. The purpose of this program is to help alleviate the maintenance costs associated with private home ownership Northwest Territories Housing Corporation, n.d). It is important to note that applicants are expected to make a contribution to the cost of the project, and the contribution will be geared to income (Northwest Territories Housing Corporation, n.d). Despite CMHC funding cuts to the NWT HC, the housing corporation has stated that they will continue to provide repair and enhancement services to their existing housing stock in YKDFN (Northwest Territories Housing Corporation, 2020). Therefore, the CARE program still remains available for residents seeking these services.

The second most prominent housing program in YKDFN is the NWT HC's Public Housing program. As mentioned previously in Territorial/Regional Actors, the public housing program offers funding for residents through large "income based subsidies" for the rental of Housing Corporation housing (Northwest Territories Housing Corporation, 2018b, p. 2). The rent is geared to income using a rent scale system, and is divided into three different income zones (Zone A, B, and C). For the communities located in Dettah and Ndilo, they are located within "Zone B" which means that monthly rent can range between \$75-\$1,545 depending on where a resident's income falls on the rental scale (Northwest Territories Housing Corporation, 2018b, p. 2). Despite this initiative, CMHC funding cuts to the NWT HC suggest that this program may no longer be a viable option for residents; as the NWT HC announced that they will be freezing housing production in YKDFN due to a lack of fiscal support (Northwest Territories Housing Corporation, 2020). The Public Housing program will continue to support existing residents in rental units; however, it will be unable to address the increasing need for more affordable housing within the community. In 2019, it was reported that Dettah had a total of six applicants on the public housing waitlist, and Ndilo had a total of eleven (Northwest Territories Housing Corporation, 2019c); a Housing Needs Assessment as part of the larger Housing Strategy is currently underway to understand whether these lists represent the accurate housing need in the communities, as they are generally significantly underreported due to structural barriers to accessing these lists or staying on them. A freeze in the development of new housing in YKDFN implies that applicants waiting to access public housing in Dettah and Ndilo will be unable to access housing in their own community unless an existing unit becomes available.



C) ISC → CIRNAC

Because Crown Indigenous Relations and Northern Affairs Canada's (CIRNAC) mandate includes northern Canada, it delivers ISC programming and services that are provided directly by ISC to First Nations within the provinces. Due to this relationship, ISC provides CIRNAC funding in order to deliver these programs on their behalf. However, ISC funding for housing, including First Nation On-Reserve Housing Program and Ministerial Loan Guarantees, that are available to First Nations in the rest of Canada are not available in the Northwest Territories or Nunavut. CIRNAC does not have its own funding programs, which results in leaving Indigenous communities in the Northwest Territories and Nunavut without access to federal funding for housing.

There is therefore a key structural challenge between ISC and CIRNAC that prevents the appropriate distribution of funding for First Nations housing in the territorial north. CIRNAC is mandated with the responsibility of facilitating Crown and Indigenous relations, and is the primary federal department that delivers ISC programs in the Territories. Although CIRNAC (2020) has identified that this department does receive funding for the delivery of ISC programs, this does not include ISC housing funding, as discussed; it is also not within CIRNAC's formal mandate to do so. As a result of this structural challenge, First Nations communities throughout the Territory such as YKDFN do not have access to potentially available funding sources by the federal government.

D) ISC + CIRNAC → YKDFN

The funding opportunities presented by ISC for First Nation housing are minimal in the Northwest Territories, as illustrated above. ISC is responsible for facilitating funding for Indigenous housing nationally, however the disproportionate under allocation of their funding to the Northwest Territories remains an outstanding barrier for YKDFN to access funding for housing. This is demonstrated by the ~\$400 million On-Reserve Immediate Needs Fund in 2016, which explicitly did not designate funding for the Northwest Territories or Nunavut (Indigenous and Northern Affairs Canada, 2016). Moreover, the existing loan programs made available to First Nations communities by ISC do not include the appropriate provisions to effectively include communities located on or off-reserve lands in these territories, which include YKDFN as well as those who have settled their land claims.

Moreover, the settlement of land claims does not guarantee access to these funding streams. Although this is presented as a necessary requirement, First Nations who have already completed land claim processes in the Northwest Territories, including the Dene First Nations of the Sahtu and Tlicho Regions, have yet to access additional sources of funding.



Toolkit

As part of our studio, we wrote a toolkit based on our experiences and on the research we conducted as non-Indigenous planners working for an Indigenous community. The full toolkit is included in the appendices, and the executive summary of this toolkit is excerpted below:

This toolkit is intended for non-Indigenous planners to use as a starting point for how to approach and understand Indigenous knowledge in Canada. It is based in part on our experiences during a field visit to Yellowknife while working with the Yellowknives Dene First Nation as part of a studio project, and is further grounded in research conducted before and after our return. As urban planning Masters students we had limited experience with Indigenous planning and practice, and our first-hand experience through this studio helped us begin to understand the consequences of this gap in our education.

This toolkit seeks to address three core demographics: planners, academics and professional planning bodies. Our research includes examples of best practices gathered both internationally and within Canada, and additionally provides some concrete recommendations and resources that organizations, individuals, and schools can use to further contribute to the work of reimagining the role of planners.

The academy trains young planners and forms their basic understanding of how the work is to be done. Planning programs across Canada have colonial biases embedded within them as a matter of course, and must actively work to integrate Indigenous perspectives, worldviews, and pedagogies within planning education and practice. Within this toolkit we examine the accredited Masters of Planning programs across Canada, examining them for Indigenous content and other initiatives to decolonize planning. We found that most Indigenous-focused planning courses and programs lack exposure to the majority of graduate students, and that there are few of these courses and programs to begin with. Indigenous knowledge and planning can and should be incorporated into curricula on a variety of scales in order to more effectively reach developing planners.

The planning profession within Canada is overseen by organizations that undertake individual certification, institutional accreditation, and ongoing professional development. These bodies, both provincially and nationally, engage in diverse levels of engagement and effort in advancing Indigenous planning and understanding within the profession. Existing initiatives from the professional bodies are highlighted and critiqued within this toolkit, leading to recommendations to formally incorporate Indigenous planning and Indigenous issues within the accreditation and continuous learning processes. The key aim of these recommendations is to make an ongoing education in Indigenous issues a mandatory part of the planning profession.

Finally, we address individual planners and their responsibility to educate themselves, act as allies, and create space for Indigenous people. The development of cultural competence is necessary in order to responsibly practice planning as a profession in Canada, and non-Indigenous planners have a significant role in working for and with Indigenous communities, in part as facilitators and mediators. We emphasize the importance of decentering western planning perspectives and working toward relinquishing power and control, instead following a decolonization agenda set by Indigenous people. This requires non-Indigenous planners to acknowledge that Indigenous planning exists as legitimate planning in its own right. It is critical for planners to understand the principle of “nothing about us without us,” and further be prepared to speak up in spaces that are historically oppressive to Indigenous voices to share what you have learned with others.

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Conclusion

The tasks completed throughout this process reflect and support the key objectives outlined in the YKDFN Housing Strategy. In order to support this project, it was imperative that we paid close and careful attention towards identifying, understanding, and articulating the nuance related to the YKDFN context. Firstly, the development of the archiving framework is not only an organizational structure. It also facilitates the accessibility of traditional and community knowledge which can be directly embedded into the YKDFN Housing Strategy. Secondly, visualizing the actors that are relevant to the development of housing in YKDFN through the Funding Map both identifies key relationships and breaks down complex funding systems. The purpose and function of this mapping is directly reflective of YKDFN's right to understand the larger systems that govern and operationalize housing within their communities. Finally, the toolkit seeks to share the key learning from this process. It seeks to support and contribute to a growing effort towards reimagining the role of planners in the journey towards meaningful collaboration between Indigenous and non-Indigenous planners. The tasks outlined above are not individual products, rather they are a part of an ongoing process of developing strategies towards supporting Indigenous self-determination.



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