



MUNICIPAL/ INDIGENOUS PARTNERSHIPS

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MINISTERIAL MESSAGE FROM THE MANITOBA INDIGENOUS RELATIONS DEPARTMENT

HONOURABLE EILEEN CLARKE, MINISTER OF INDIGENOUS AND NORTHERN RELATIONS



Strengthening our relationship with Indigenous peoples requires a sustained effort from all Manitobans, including all levels of government.

A large number of municipalities and Indigenous communities are situated within close proximity to one another. Within this context, and considering the increasing pace of development of urban reserves, municipal leaders play an important role in fostering reconciliation and economic growth through building respectful relationships and partnerships with Indigenous communities to work together to address shared interests, challenges, and opportunities.

Collaborative relationships facilitated by open and honest communication between municipalities and Indigenous communities can help to close socio-economic gaps between Indigenous and non-Indigenous people. Further, municipal reconciliation efforts strengthen partnerships with Indigenous communities and allow for constructive dialogue when it comes to areas of mutual benefit like regional economic development.

Many examples demonstrate the power of joint economic partnerships, which not only increase regional prosperity but also serve to create stronger relationships.

The Indigenous Contributions to the Manitoba Economy project was a project initiated under our provincial Look North Strategy aimed at enabling economic growth, business partnerships, and investment through building a better understanding of Indigenous peoples' contributions to our provincial economy. The project was a partnership between the Southern Chiefs' Organization and Manitoba Keewatinow Okimakanak with the Rural Development Institute at Brandon University. The governments of Canada and Manitoba supported this project with guidance provided by a steering committee, including representation from Look North.

One of the highlights of the report is its focus on urban reserves as a mechanism for encouraging economic development for both First Nations and municipalities. According to the report, urban reserves have emerged as a key feature of economic success among First Nations in Canada. They serve to further First Nations' development objectives on economic, social, cultural, and political levels, both on-reserve and off-reserve. They also provide significant benefits to local governments.

Last year, Manitoba Keewatinow Okimakanak hosted a workshop on urban reserve creation in partnership with Manitoba (under the umbrella of Look North) and the city of Thompson (under the umbrella of its Urban Aboriginal Strategy). More than 100 participants from across the north gathered to discuss barriers and opportunities related to the establishment of urban reserves in Manitoba. The forum was a great success and focused on building respectful relationships and partnerships between Indigenous communities, business communities, and municipalities in northern Manitoba.

As Canadians, we all have a responsibility to understand the legacy of colonialism and actively work to dismantle the systems of racism and oppression that persist today. Mayors and Councils across the country are learning from our shared history to protect the rights of Indigenous peoples, and the results are more inclusive communities that work to build a society where we may all participate in, and benefit from, all that this country has to offer.

Local issues that municipalities have jurisdiction over, such as land-use planning, economic development, affordable housing, clean drinking water, policing, and emergency response, fundamentally intersect with the rights of neighbouring Indigenous communities, as well as Indigenous people living in towns and cities; so building and

maintaining respectful relationships becomes a cornerstone of good municipal governance.

Ultimately, building healthy communities is in everyone's interest. Cooperation between municipalities and Indigenous peoples produces a better level of service on issues that require significant collaboration, such as water treatment and protection, recreation, and infrastructure projects.

The truth is that communities are stronger together.

Indigenous communities and municipalities share many of the same aspirations, and they are faced with many of the same challenges. By working together, they can achieve a wide range of benefits like a united voice for engaging with and supporting local businesses; better and more diversified access to funding; a stronger regional identity; cost savings when providing services; and coordinating efforts to protect natural environments that are important to both communities.

Strong intergovernmental relationships bind communities together positively, and I believe that there is momentum building across our province that is leading to healthier communities and improving regional standards of living.

We are at a pivotal moment in time. Suppose we can build on this momentum and continue to capitalize on the opportunity before us. In that case, we will have the ability to harness the transformational power of collective action and fundamentally alter our course towards a better and brighter future for all Manitobans.

As Minister of Indigenous and Northern Relations, I encourage all local governments in Manitoba to reflect upon the 94 Calls to Action of the Truth and Reconciliation of Canada. Specifically, there are Calls to Action which reference municipal governments and a further four calls to action that refer to "all levels of government." These Calls include:

40. We call on all levels of government, in collaboration with Aboriginal people, to create adequately funded and accessible Aboriginal-specific victim programs and services with appropriate evaluation mechanisms.
47. We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and terra nullius, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.
57. We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools; the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights; Indigenous law; and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

64. We call upon all levels of government that provide public funds to denominational schools to require such schools to provide an education on comparative religious studies, which must include a segment on Truth and Reconciliation Commission of Canada Aboriginal spiritual beliefs and practices developed in collaboration with Aboriginal Elders.
75. We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries or other sites at which residential schoolchildren were buried. This is to include the provision of appropriate memorial ceremonies and commemorative markers to honour the deceased children.
77. We call upon provincial, territorial, municipal, and community archives to

work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system and to provide these to the National Centre for Truth and Reconciliation.

87. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.
88. We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.

Municipalities are an important piece of the conversation around our collective relationship, and we are all important partners in proactively helping our province move from Truth to Reconciliation. 🌱

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AN ONGOING JOURNEY OF RECONCILIATION

CITY OF WINNIPEG



The City of Winnipeg strives to be a vibrant and healthy city that places its highest priority on the quality of life for all its citizens. This means building a more inclusive community that acknowledges and recognizes the contributions of Indigenous peoples in the founding of our city, and the vibrant, diverse people who make up Indigenous communities today. They enrich and enliven the social fabric of Winnipeg and are vital to its economic and cultural future.

The Year of Reconciliation was declared in Winnipeg in 2016, which included announcements to demonstrate the City's commitment to reconciliation, such as implementing the five Truth and Reconciliation Commission of Canada (TRC) Calls to Action that relate to municipal government, the survivor-guided commemoration of Assiniboia Residential School in Winnipeg, and creating Winnipeg's Indigenous Accord.

The Accord marks an important step forward in the City's Journey of Reconciliation. Unanimously adopted by City Council on March 22, 2017, it is a process in which Indigenous and non-Indigenous Winnipeggers can come together and explore reconciliation.

"As the City continues to explore reconciliation, we are committed to

learning, growing, and doing things differently," said Rhonda Forgues, Manager of the City's Indigenous Relations Division (IRD). "One of our key actions in supporting reconciliation was creating the Accord, so organizations and individuals can come together while learning and sharing in reconciliation. This has become IRD's mission while developing and growing together as a city."

Forgues said as of the end of August, there were 181 Accord partners, including businesses, non-profit organizations, community organizations, schools and post-secondary institutions, faith and religious organizations, as well as City departments and councillors.

Accord partners annually share progress on their commitments involving the Truth and Reconciliation (TRC) Calls to Action. This information is compiled in the annual *Accord Partner Goals and Progress Report* and published on IRD's website (<https://winnipeg.ca/indigenous/wia/default.stm>).

Here are some highlights from the 2020 report:

- 85 reports were received from Accord partners and compiled in this third annual report of progress involving 61 of 94 TRC Calls to Action.

- 20,307 members and employees from 51 Accord partner organizations have participated and are continuing to participate in education and training in response to Calls to Action 57 and 92. This includes the City of Winnipeg reaching its target of training 9,000 employees in 2019.
- 17,300 students from five school divisions in Winnipeg are learning age-appropriate curriculum on residential schools, Treaties, and Indigenous peoples' history and contemporary contributions to Canada, in response to Calls to Action 62 and 63.
- 79 percent of Accord partners are practicing traditional territories acknowledgments as part of daily announcements and at events, meetings, and gatherings.
- 2,019 collaborations with Indigenous people were reported by 64 Accord partners, obtaining improved capacity and understanding through culturally appropriate guidance to inform the development and implementation of strategies, curriculum, protocols, projects, and programming.
- 165 policies and practices amended or newly adopted by 35 partner organizations to recognize Indigenous rights, reflect Indigenous priorities,

and improve Indigenous access and inclusion.

The publication of the *Accord Partner Goals and Progress Report* coincides with an annual signing ceremony, when local organizations, businesses, groups, and individuals formally join the City in their commitment to reconciliation as Accord partners.

"Because of COVID-19, this year's Signing Ceremony is unique given that it will be on a smaller scale due to social distancing protocols, and will be shared virtually with existing Accord partners," said Forgues.

In addition to the annual Signing Ceremony, IRD also hosts Accord Gatherings in the spring and fall, which are centred on the spirit of reconciliation to inspire new and existing partners. Gatherings include keynote speakers, messages from Elders, discussion groups, and a book exchange.

"Another aspect of the reconciliation process we are committed to is the Welcoming Winnipeg initiative," said Forgues. "This will help ensure the contributions, experiences, and perspectives of First Nations, Métis, and Inuit are reflected truthfully in our stories, historical markers, and place names."

Community feedback, information from other cities, and the City's current processes were considered in developing the Welcoming Winnipeg: Reconciling our History Policy passed by City Council on January 30, 2020. This policy will guide the City's decisions regarding requests to create new, add to, or remove/rename historical markers and place names and resolve the absence of Indigenous perspectives, experiences, and contributions in the stories remembered and commemorated.

"This policy is an example of how government can support Call to Action 43: the United Nations Declaration on the Rights of Indigenous Peoples," said Forgues. "It supports our ongoing efforts to advance reconciliation, including practices to revitalize Indigenous historical sites and transmit knowledge of their histories to future generations, and encourage Indigenous peoples to designate their own names for places, communities, and persons."

The policy establishes a process for requesting and implementing initiatives to recognize and commemorate various historical people and events. This process includes a formal application that will

require community support, input and review from the relevant department in partnership with IRD, publication of requests, the option of online and in-person input on requests, and the establishment of a Committee of Community Members (CCM) to provide recommendations.

Creating the framework and launching the recruitment process for the eight members of the community for the CCM were key priorities for IRD in 2020, as this committee is responsible for reviewing Welcoming Winnipeg Applications and providing recommendations for Council's consideration, hosting delegations/ community presentations, and providing input and advice to IRD to align existing and newly created processes related to creating new, adding to, or removing/rename historical makers and place names.

"We wanted to ensure a range of stories are reflected in the City's landscape moving forward, and it was important for us that CCM membership came from diverse backgrounds," said Forgues.

Considerations included having at least 50 percent of the committee self-

identify as Indigenous and endeavouring to have representation from Métis, First Nation, and Inuit communities, as well as a balance of genders, 2SLGBTQIA persons, historians, archivists, researchers, academics, Elders, and youth. The inaugural meeting was held virtually on August 26, 2020.

IRD will now work with the CCM and internal departments to finalize the Welcoming Winnipeg Application and accompanying Information Guide, which is anticipated to be formally launched in the fall.

Indigenous peoples are the original peoples of Winnipeg and have contributed to the creation and evolution of the city. It is extremely important that Winnipeg is taking a leadership role in resolving the absence of Indigenous history and perspective within the city. The Welcoming Winnipeg: Reconciling our History Policy and Winnipeg's Indigenous Accord demonstrates how the City of Winnipeg is moving forward in its Journey of Reconciliation and continually strives toward making the city a better place for Indigenous communities. 🌱

The subdivision process has changed. We can help.

As of September 1, 2017, all subdivision applications in Manitoba must include a Subdivision Application Map (SAM) prepared by a Manitoba Land Surveyor.

Contact a Manitoba Land Surveyor:
AMLS.ca/SAM



COLLABORATIVE LEADERSHIP INITIATIVE PLAN NEXT STEPS FOR HISTORIC CHANGES IN MANITOBA

WINNIPEG METROPOLITAN REGION ON BEHALF OF THE COLLABORATIVE LEADERSHIP INITIATIVE

This September, 25 Indigenous and municipal leaders began discussions on a natural infrastructure project that could benefit their collective communities across Manitoba. Over the past two years, through the Collaborative Leadership Initiative (CLI), the chiefs and mayors from Treaty One Territory and southern and central Manitoba have worked together to forge new relationships and create the conditions to resolve issues that have been barriers to collaborative action for over 100 years.

CLI is an ongoing process and partnership. The Winnipeg Metropolitan Region (WMR), in association with the Centre for Environmental Indigenous Resources (CIER) and the Southern



Chiefs' Organization (SCO), established CLI in March of 2018. At that time, 25 Indigenous and municipal leaders, recognizing that the status quo was not good enough, embarked on a historic process of reconciliation.

In addition to shared interests and overlapping territories between First Nations and municipalities, the leaders recognized a critical need for building positive relationships, identifying common interests and barriers, dispelling myths, and providing critical fact-based information for decision-making and coordination. The leaders committed to work together to transform their relationships and establish trust.

The CLI model is being piloted here in Manitoba and can be used across Canada and the globe to affect positive change and begin to rebuild relationships. According to CLI Co-convenor Merrell-Ann Phare, through the CLI process, the leaders have the ability to affect positive change that can affect all Manitobans.

On March 1, 2019, CLI made history when the 25 elected leaders signed a Memorandum of Understanding (MOU) at Lower Fort Garry National Historic Site – the location of the historic signing of Treaty One in 1871. These leaders agreed to work together on common goals that will benefit all Manitobans.

"This is the first-ever Indigenous-municipal government MOU signed with this many partners anywhere that we know of," said Brad Erb, Reeve of the RM of Macdonald and Co-Chair of the WMR. "In the spirit of reconciliation and rebuilding trust between our governments, this demonstrates our commitment to working together." According to Grand Chief Jerry Daniels from SCO, signing the MOU formalized the relationship between these two levels of government.

At the official signing, the leaders gifted one another replicas of the original Treaty Medal from 1871, originally presented to Chief Peguis by Lord Selkirk, symbolizing a commitment to the treaties.

The leaders identified several priorities for projects aimed at shared prosperity, sustainable economic development, and healthy lands and waters. The leaders have also committed to working with other levels of government and the business sector.

The two-year process was filmed by award-winning filmmakers Denis Paquette and Carmen Henriquez from TheRealWorld Media. The film can be viewed at <https://vimeo.com/365218387>.

Today, CLI continues this trailblazing work by meeting regularly to discuss moving these projects forward.

For more information on the initiative, visit www.collaborativeleaders.ca.



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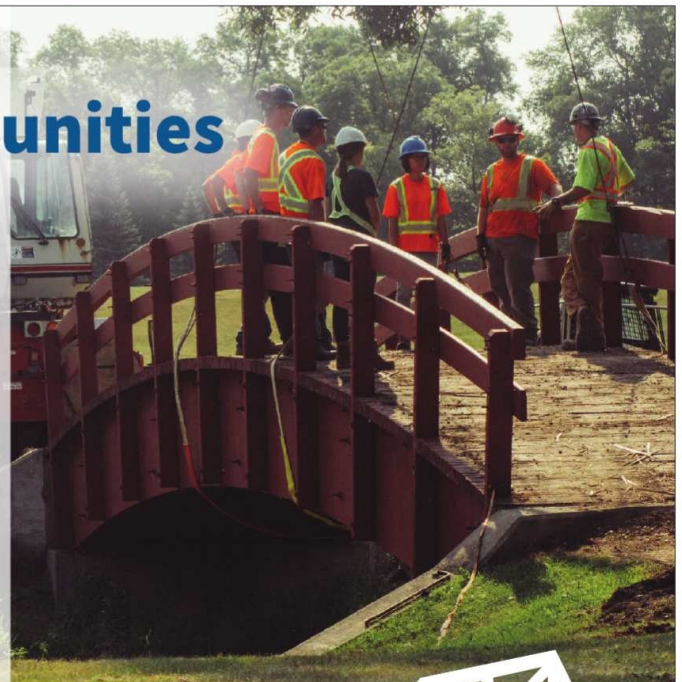
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URBAN-INDIGENOUS PARTNERSHIPS PAYING OFF

LYNNE BEREZA, EDITOR-IN-CHIEF

More than half of Canada's Indigenous peoples live in urban centers. In Manitoba, five of those urban centers – Winnipeg, Brandon, Thompson, Portage la Prairie, and The Pas – are taking steps to form stronger partnerships, increase cooperation, and enhance dialogue with their urban-Indigenous populations.

Nathan Peto, the City Manager Portage la Prairie, and former Manager of Corporate Initiatives in Brandon has had a lead role in establishing urban-Indigenous partnerships in both cities.

Brandon's Urban Aboriginal Peoples' Council (BUAPC) was formed in 2010. "I was tasked by city council to support the City Manager by seeking out funding from the federal government to help form the BUAPC. When it was created, I worked with the council to find

additional funds to help with a number of programs, ranging from youth initiatives to strategic planning."

"The creation of BUAPC meant that First Nations, Métis, and Inuit people in the City of Brandon now had a table to bring their issues to, and have decision-makers at that table who could act on their feedback and make the overall community a more Indigenous-friendly place."

Peto's experience in Brandon played a key role when he was asked to consult on Portage la Prairie's Urban-Indigenous Peoples' Coalition (PUIPC). The City Council of Portage la Prairie had identified "bridge-building with the Indigenous community" as a major strategic priority. "When I was hired, one of my goals and objectives set up by council was to get the PUIPC going and seek out funding to help get it started." Portage la Prairie successfully secured funding under the Urban Programming for Indigenous Peoples (UPIP) program (see sidebar), and the PUIPC was established in 2018.

Peto says the group has already made significant strides. "In less than two years, they've been able to seek out funding that has helped support the local soup kitchen, programming at local schools, and most recently, for supporting the local urban-Indigenous population with food security, education, transportation, and mental health during COVID-19. They've had a pretty profound impact in a short amount of time."

The group has also conducted a survey of local urban-Indigenous peoples (who

make up 23% of the City of Portage la Prairie's population), partnered with Indigenous Services Canada to host an identification clinic, and is putting the finishing touches on a strategic planning document that will lay the groundwork for the coming years.

Peto says having an organized group with the capacity to prepare and submit proposals and grant applications allows them to tap into money that the City otherwise wouldn't be aware of, meaning it would never help local urban-Indigenous people.

Not only that, but the local Indigenous population soon learns that the existence of an established coalition helps to open the lines of communication. "For example, in Brandon, there were concerns about how the local police were operating, and those concerns were heard directly by the police chief. Concerns about employment equity were heard directly by the city manager. Opening those lines of communication was really, really effective."

"That's just starting here (in Portage), and it's really exciting to see."

Peto is quick to highlight the efforts of the municipal councils in both Brandon and Portage la Prairie in making the creation of both urban-Indigenous coalitions a reality. "Without the desire and the commitment of the elected officials to pursue stronger relationships with the urban-Indigenous population, these coalitions likely wouldn't happen."



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URBAN PROGRAMMING FOR INDIGENOUS PEOPLES

Indigenous Services Canada created Urban Programming for Indigenous Peoples (UPIP) in 2017 to assist First Nations (status and non-status), Inuit, and Métis living in or transitioning to urban centres. Funding is also available for organizations that serve rural and northern areas that act as hubs for those living on reserves or in smaller northern settlements.

In 2017-18, more than 120 organizations, projects, or initiatives received funding for one to five years.

The Government of Canada is providing \$53 million each year to UPIP for five years, beginning in 2017-18.

For more information, visit <https://www.sac-isc.gc.ca/eng/1471368138533/1536932634432>.

WALKING THE PATH TO SUCCESS TOGETHER

FEDERATION OF CANADIAN MUNICIPALITIES

First Nations and municipalities across Canada are seeking out collaborative economic development opportunities by retaining existing businesses, attracting new ones, and creating an environment that facilitates the implementation of local solutions to local needs.

Since 2012, the Community Economic Development Initiative (CEDI), a partnership between the Federation of Canadian Municipalities (FCM) and Cando (the Council for the Advancement of Native Development Officers), has supported 15 neighbouring First Nations and municipalities to collaborate on mutually beneficial community economic development projects.

Whether through joint tourism strategies, social planning for housing, transportation and recreation, or land planning and conservation initiatives, learning from each other and pooling resources has allowed many communities to offer a more sustainable, prosperous quality of life to their residents.

This summer, CEDI released its *Guide on Collaboration between First Nations and Municipal Economic*



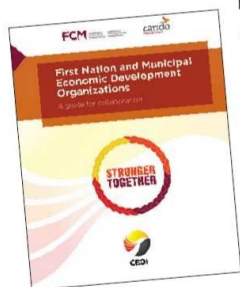
Development Organizations, the latest in a series of free, co-created online tools. It explains the different types of economic development structures commonly used by First Nations and municipalities, presents tips and best practices, showcases successful examples, and shares testimonies from key leaders and officials.

Another useful resource is our toolkit *Stronger Together*. It provides step-by-step suggestions on how to bridge

differences, so First Nation and municipal partners can find new ways of working together.

Visit <https://fcm.ca/en/focus-areas/indigenous-partnerships> to find out how coordinating local action to address regional issues can help your community to thrive.

This initiative is undertaken with the financial support of the Government of Canada, provided through Indigenous Services Canada (ISC).



MMF WORKING WITH MUNICIPALITIES TO IMPROVE HOUSING FOR MÉTIS CITIZENS

MANITOBA MÉTIS FEDERATION

Métis residents in St. Laurent and Portage la Prairie were able to get in on the ground floor of what will be a new era in housing for the Manitoba Métis Federation and its partners throughout the province.

On August 17, MMF President David Chartrand and Housing Minister Will Goodon were in the historic Métis community of St. Laurent for the official opening ceremony of the Frank Bruce Métis Seniors Complex, and nine families were there to celebrate their new homes.

A few short weeks later, Goodon was in Portage la Prairie for a groundbreaking ceremony for the Willow Bay Housing Development, an affordable housing project for Métis citizens living in the Portage area.

Both help fill a desperate need for affordable housing. This need was communicated to Chartrand when he toured communities around the province following the Métis land claims victory at the Supreme Court.

"The MMF's Housing Strategy is guided by the citizens who informed us of the demand and importance of housing for our Elders and seniors," Chartrand said.

"In St. Laurent, I'm proud to say that nine age-friendly and accessible units provide beautiful new homes for seniors. Eight of the units are wood frame and one is steel-framed, which is an eco-friendly new housing technology."

The Complex was named after St. Laurent's own Frank Bruce, a proud Métis Nation Citizen and Second World War Veteran.

Construction began in July 2019 and was completed on August 1, 2020. Besides the nine homes, there is a communal building where residents and community members can gather. The MMF subsidizes rent for tenants.

"We wanted to ensure that there were no barriers for our seniors to enter these units," Chartrand said.

"This project is a prime example of what the Métis Government is all about – listening to the needs of our Métis Nation Citizens and addressing them."

The housing projects were made possible through the Federal Government's



\$500 million Métis Nation Housing Sub-Accord – the Frank Bruce Seniors Complex is the first completed under the fund.

Cheryl Smith, Reeve of the RM of St. Laurent, said the community is excited by the housing project.

"I've spoken to a few Elders that have moved in, and they are just so proud of their new home and very happy with the homes that were built," Smith said.

Smith said the three-way partnership with the federal government, MMF, and RM, worked exceptionally well. The RM purchased the 9.5-acre parcel a few years earlier from the Manitoba Housing Renewal Corporation – it was zoned for residential, and the goal was to have a housing development.

"I spoke to David and the MMF. We were willing to donate the land, and they committed to build something within two years that would help with housing" Smith said.

"I believe we purchased the land, I want to say in 2016 or 2017, and now we're in 2020, and we have a housing development. It's fantastic."

For Smith and the rest of St. Laurent council, senior housing had been on their radar for some time.

"This is something that was highlighted by the RM council during our strategic planning a few years in a row, that there was a need for senior housing, a great need, in our municipality," she said.

"The community itself is just very impressed with the development, and I know that there are quite a few Elders that are waiting in line to get a house if the MMF builds more in there. The infrastructure has been put in for future development, so we're

hoping that those will come sooner rather than later."

In Portage, the Willow Bay Housing Development will feature three triplexes for families and two duplexes for seniors. Two of the triplexes are 1,145 sq. ft. with three bedrooms and two bathrooms, and one is 1,025 sq. ft., with two bedrooms and one-and-a-half baths. The groundbreaking took place on September 2, and construction is expected to be completed in the spring of 2021.

The seniors' units are fully accessible with ramps, larger doors to accommodate wheelchairs, and grab bars in the washrooms.

"The investment by the MMF in Portage is very welcome," said Irvine Ferris, Mayor of Portage la Prairie.

"This new housing project is important to not only the Portage Local of the MMF, but this neighbourhood and the entire city. The Métis people were instrumental in establishing our community over 100 years ago, and they continue to build our city today."

Goodon said the housing is much needed and comes at a crucial time as well.

"As shown in data from the Canada Mortgage and Housing Corporation and the MMF's Central Registry Office, there is a deep need for affordable family and senior housing in Portage la Prairie," Goodon said.

"Because of the large capital projects currently being developed in Portage la Prairie, we expect demand for housing to increase even more in the coming years."

Chartrand said the projects in St. Laurent and Portage la Prairie and those with other municipalities across the province, are prime examples of good governance and the progress that accompanies it. ■