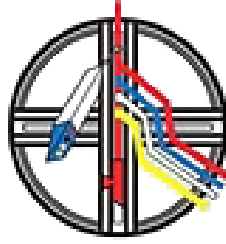




# **Frog Lake**

**2025 Alberta Provincial  
Estimations and Service Needs**

**Community Report**



**FROG LAKE CREE NATION**

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## We Thank You.

This report and the information within were made possible through the efforts of many dedicated individuals and groups. First and foremost, we would like to thank the members of Frog Lake First Nation for sharing their experiences and insights about housing and service needs in the community. We appreciate your time, effort, and knowledge! Additionally, we want to thank the front-line staff from participating departments and any volunteers for their support, dedication, and commitment to this project.

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Canada 

## About this Report

In 2025, the Rural Development Network (RDN) partnered with 19 organizations representing 64 communities across Alberta to conduct the fourth iteration of a province-wide Housing and Service Needs Estimation.

This report outlines Frog Lake First Nation's results within the provincial estimation, highlighting the number of residents who are housing insecure and their experiences with housing insecurity. This report is complemented by the [Alberta Provincial Report](#), which highlights the combined results of all 64 communities across the province.

This report is intended to support decision-making across organizations, funders, and government around housing insecurity by providing reliable and up-to-date data on housing and service needs on Frog Lake First Nation. It can also be used within the community for program planning and advocacy purposes related to housing insecurity, housing stock, and service needs.

Contact [info@ruraldevelopment.ca](mailto:info@ruraldevelopment.ca) for more information on Housing and Service Needs Estimations.

# TABLE OF CONTENTS

<b>Acknowledgements</b>	<b>ii</b>
<b>About this Report</b>	<b>iv</b>
<b>Table of Contents</b>	<b>v</b>
<b>Definitions: What Does “Homelessness” Mean?</b>	<b>1</b>
<b>Introduction</b>	<b>3</b>
<b>Methodology</b>	<b>5</b>
• Limitations	7
<b>Results and Analysis</b>	<b>9</b>
• Housing & Service Needs Estimation Survey Respondent Population Overview	9
• Exploring the Spectrum of Homelessness on Frog Lake First Nation	10
• Education and Employment	14
• Community Supports	15
<b>References</b>	<b>18</b>

# Definitions: What Does “Homelessness” Mean?

## Homelessness

According to the Canadian Observatory on Homelessness (Gaetz et al., 2012), homelessness is the situation of an individual, family, or community without stable, safe, permanent, appropriate housing, or the immediate prospect, means, and ability to acquire it. It is the result of systemic or societal barriers, domestic violence, a lack of affordable and appropriate housing, the individual/household’s financial, mental, cognitive, behavioural, or physical challenges, and/or racism and discrimination.

Further, Indigenous homelessness, more recently termed “houselessness,” considers the traumas imposed on Indigenous Peoples through colonialism. Indigenous houselessness is not only defined as lacking a structure of habitation; rather, it is more fully described and understood through a composite lens of Indigenous worldviews, including: “individuals, families, and communities isolated from their relationships to land, water, place, family, kin, each other, animals, cultures, languages, and identifies” (Thistle, 2017).

Most people do not choose to be homeless, and the experience is generally negative, unpleasant and stressful. The national definition of homelessness notes that individuals who become homeless experience a range of physical living situations, including:

**Unsheltered:** Absolutely homeless, living on the streets or in places not intended for human habitation (e.g. living on sidewalks, squares, parks, vehicles, garages, etc.).

**Emergency Sheltered:** People who are staying in overnight shelters due to homelessness as well as those staying in shelters due to family violence.

**Provisionally Accommodated:** People with an accommodation that is temporary or that lacks security for tenure (e.g. couch-surfing, living in transitional housing, living in abandoned buildings, living in places unfit for human habitation, people who are housed seasonally, people in domestic violence situations, etc.).

**At Risk of Homelessness:** People who are not yet homeless but whose current economic and/or housing situation is precarious or does not meet public health and safety standards (e.g. people who are one rent payment missed from eviction, people whose housing may be condemned for health, by-law, or safety violations, etc.).

(Canadian Observatory on Homelessness, 2012).

**In this report, we will use “housing insecure.”** The term will be used to encompass the entire spectrum of homelessness, including unsheltered, emergency sheltered, provisionally accommodated, and at risk of homelessness, as well as those experiencing Indigenous houselessness.



# Introduction



Housing insecurity is a continued and increasing concern in rural, remote, and Indigenous communities across Alberta and the entire country. When it comes to housing insecurity, the urban experience tends to dominate the conversation, mainly due to the visibility of unsheltered individuals experiencing housing insecurity in urban centres. The issue of housing insecurity in rural and remote areas is far less understood and acknowledged because of its hidden nature. Recent data suggests that rural homelessness is prevalent at rates equivalent to or greater than urban per capita rates (Schiff et al., 2022).

In 2023, the Alberta Provincial Housing and Service Needs Estimation identified 2,429 survey respondents as experiencing housing insecurity. An additional 2,354 dependents under 18 and 2,537 adults reported living with housing insecure survey respondents, meaning there were at least 7,320 community members experiencing housing insecurity across the 21 participating communities in rural and remote Alberta (Rural Development Network, 2023). While some housing insecure respondents had experiences with being unsheltered or emergency-sheltered, the majority of housing insecure respondents were provisionally accommodated or at risk of homelessness, further speaking to the issue of visibility, or rather invisibility, of housing insecurity in rural and remote communities.

As rural, remote, and Indigenous communities continue to experience growth amidst a national housing and affordability crisis, it has become more apparent than ever that more evidence is required to support decision-making on housing insecurity, housing stock, and services across the province.

Recognizing this, RDN conducted the 2025 Alberta Provincial Housing and Service Needs Estimation with 19 organizations representing roughly 64 rural, remote, and Indigenous communities across Alberta in an attempt to better understand what housing insecurity looks like in each community and across the rural provincial landscape. Specifically, the purpose of this estimation is to:

1. Provide a comprehensive picture of housing insecurity on Frog Lake First Nation and across Alberta, including demographic information on who is experiencing housing insecurity and details on service use and gaps.
2. Help inform service providers and municipal, provincial, and federal policies, practices, and funding decisions on housing insecurity, housing stock, and support services.
3. Develop recommendations and next steps for service providers and all levels of government to address housing insecurity on Frog Lake First Nation and across Alberta.
4. Elevate and incorporate the voices of people experiencing housing insecurity in local, provincial, and federal responses to housing insecurity.

This is the fourth iteration of the Alberta Provincial Housing and Service Needs Estimation. It was also conducted in 2018, 2020, and 2023, with 20, 24, and 21 communities, respectively, though Frog Lake First Nation has never participated in a previous Provincial Housing and Service Needs Estimation.



# Methodology



The methodology employed in this Housing and Service Needs Estimation comes from the Step-by-Step Guide to Estimating Rural, Remote, and Indigenous Homelessness, published by the Rural Development Network (2022). RDN initially developed the Step-by-Step Guide due to the lack of available, accurate, and current data on rural housing insecurity. A lack of data limits the ability of Indigenous communities like Frog Lake First Nation to advocate for better resources for their residents.

The guide is unique in that it tackles the issue of housing insecurity and homelessness from a rural perspective. It recognizes the difficulties of conducting standard Point-in-Time (PiT) counts in rural and remote areas and instead uses a service-based population estimation approach, which allows for anyone, including small nonprofits and local front-line agencies, to gather data on gaps in local housing and service needs without adding additional strain to workloads and organizational capacities.

**Please note:** *As with a PiT count, this estimation is an undercount and represents only those individuals identified during the four-week period. The number of people experiencing housing insecurity is greater than presented in this report.*

Following the model proposed in the Step-by-Step Guide, RDN worked with communities and academics across Canada to develop a survey that reflected the contexts of rural and remote communities. The survey was developed following the definitions of homelessness proposed by the Canadian Observatory on Homelessness and adopted by the federal government. However, the survey itself was advertised as a Housing and Service Needs survey. This is a result of feedback from multiple service providers who are committed to minimizing the stigma associated with homelessness, which could cause distress to their clients. By reframing the language of the survey, service providers were able to encourage all clients to participate, instead of targeting specific individuals.

To further minimize stigma throughout the survey, rather than asking respondents to identify themselves as homeless or housing insecure, they were asked whether they considered their living conditions secure or insecure and to indicate scenarios in a “select all that apply” question that determined their objective housing situation. Based on responses to the latter survey question, along with subsequent data analysis, RDN was able to determine which respondents were housing insecure. As shown in the results below, some individuals who did not consider themselves housing insecure qualify as such based on the national definitions of homelessness.

The same survey was used across all communities participating in the 2025 Alberta Provincial Housing and Service Needs Estimation project, with one exception: each community’s survey was customized to meet their location parameters. Figure 1 showcases Frog Lake First Nation’s location parameters.

## Figure 1: Frog Lake First Nation Location Question on Survey

### Q2. Can you confirm you live on Frog Lake First Nation?

Yes

No

RDN worked with Frog Lake First Nation to develop a survey administration process to ensure the greatest participation level possible. For Frog Lake First Nation, surveys were advertised at service provider locations and online as an open SurveyMonkey link across the community. Surveys were available through these locations and online for a period of four weeks, from October 1 to October 31, 2025.

Before the survey period began, RDN conducted orientation and training sessions with staff from participating agencies. During the training, emphasis was placed on clarifying survey terms, ensuring respondents' confidentiality and privacy, and securing participants' informed consent. During each training session, resources were provided to staff to improve their understanding of the project and increase comfort in administering the survey. Training and resources also included the various ways to administer the survey in an open, non-intrusive manner, prioritizing the individual's reasons for visiting the agency before offering the survey.

Important to note about the survey: to ensure the trust and anonymity of participants, each respondent was asked to give consent at the beginning of the survey and create a unique identifier. The unique identifier allowed RDN to maintain the integrity of the data without knowing respondent identities. The unique identifier was a combination of letters and numbers from a participant's name and birthdate.

## Figure 2: Unique Identifier Question on Survey

### Q1. Anonymous Unique Identifier (ex. John Smith, born on 15th November 1964)

H

N

What are the last two letters of your FIRST name?

T

H

What are the last two letters of your LAST name?

1

5

What is the DAY you were born?

6

4

What are the last two numbers of the YEAR you were born?

Frog Lake First Nation collected 63 survey responses during the four weeks.

## Limitations

Unfortunately, as a result of technical difficulties when printing off paper surveys for the enumeration, only half of the survey (odd number pages only) were printed. As a result, we do not have comprehensive survey data for the community. Based on community conversations regarding the context of survey administration, it can be assumed that 100% (63) of survey respondents were experiencing housing insecurity at the time of the survey. This report will provide as much detail as possible given the data provided on survey respondents' experiences of housing insecurity.

Despite our best attempts to reduce stigma and increase the accessibility of the survey, not all clients who were offered a survey chose to participate. Additionally, staff at participating service providers were informed that participants under 14 years old required guardian consent to participate in the survey. We recognize that this is inherently problematic and exclusionary, as most youth experiencing homelessness would not have a guardian to provide consent. However, to maintain survey ethics, this requirement complies with the Alberta College of Social Workers' Standards of Practice.

Additionally, the data does not represent Frog Lake First Nation as a whole; rather, it represents only those who accessed services on the Nation during the four-week enumeration period.

As a result, there remains a portion of people experiencing housing insecurity on Frog Lake First Nation whose voices were not captured in this project. Therefore, while the trends and highlights discussed in this report are informative, it is always important to remember that this report presents a conservative picture of the housing and services needs on Frog Lake First Nation.



# Results and Analysis

# Housing & Service Needs Estimation Survey

## Respondent Population Overview

### ***Gender and Sexuality***

61% (37) of respondents identified as women, 34% (21) as men, 2% (1) were unsure of their gender identity, and 3% (2) preferred not to answer.

86% (50) of respondents identified as straight, 2% (1) as asexual, and 2% (1) as Two-Spirit. Additionally, 10% (6) of respondents preferred not to answer.

### ***Age***

7% (4) of respondents were between the ages of 15 and 24, 38% (23) were 25 to 44, 34% (21) were 45 to 65, and 21% (13) were over the age of 65.

### ***Household Makeup***

66% (31) of respondents noted that they live in a multi-generational home and 34% (16) were in single-parent households.

### ***Time Spent in Care***

10% (6) of respondents indicated they spent time in foster care, a youth group home, or in a youth/young adult agreement.

# Exploring the Spectrum of Homelessness on Frog Lake First Nation

Recognizing that the national definition of homelessness is complex, encompassing various housing situations across a continuum, it is important to better understand what housing insecurity looks like on Frog Lake First Nation. This understanding can be achieved by exploring the experiences of the 63 respondents.

To accurately place respondents along the spectrum of homelessness, a series of measures were used to understand their situations. These measures included their self-identified housing security response, calculated housing security, current housing situation, and the amenities they lacked in their current situation.

Early in the survey, respondents were asked to outline their current housing situation and were able to choose all situations that applied to them from a variety of statements. Statements included, but were not limited to, “I slept in a vehicle,” “I slept in a hotel overnight because I had nowhere else to go,” “I live in supported or transitional housing,” and “I live in housing that needs major repairs.”

Respondents were able to select more than one statement. To accurately represent what housing insecurity might look like for respondents over a month, all responses have been included.

When reading this table, an important consideration is that people experiencing housing insecurity often fluctuate in and out of their situation. Someone who was unsheltered one night may have been emergency sheltered or provisionally accommodated the next. As a result, we have highlighted every incident of insecurity that respondents experienced in the previous month to understand the complexities of housing insecurity on Frog Lake First Nation. This means that more incidents of housing insecurity are reported in the table below than the number of housing insecure respondents.

**Table 1: Respondents by Housing Situation on the Homelessness Spectrum**

<b>Place on the Homelessness Spectrum</b>	<b># of Incidents</b>
Unsheltered	11
Emergency Sheltered	2
Provisionally Accommodated	67
At Risk of Homelessness	98

As part of the survey, participants were asked: “Do you consider your housing situation unstable or feel you could easily lose your housing?” Respondents were given the options “yes,” “no,” and “I’m not sure” to guide their responses. From there, RDN will determine objective housing status based on analysis of several response indicators throughout the survey.

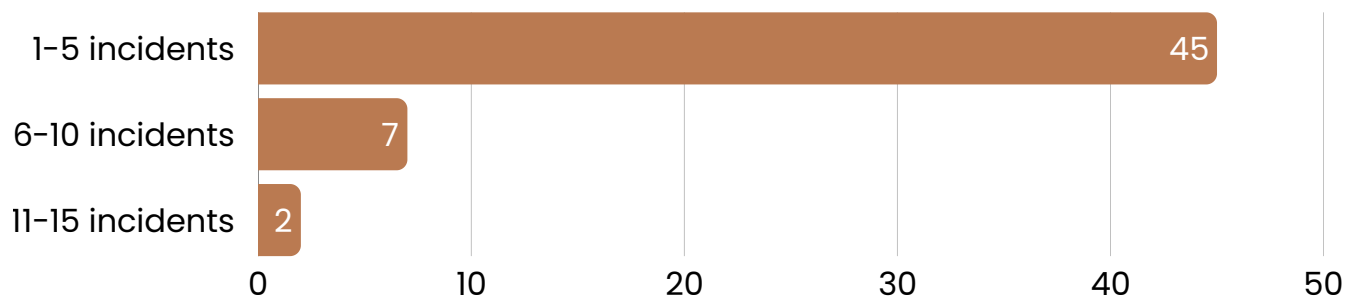
Unfortunately, as a result of technical difficulties when printing off paper surveys for the enumeration, this question and other key indicator questions were left off the survey and therefore it is impossible to determine respondents’ objective housing status through the survey results. However, based on additional analysis of available survey data, we were able to determine that 54 (86%) unique respondents selected at least one statement to indicate an incident of housing insecurity, as seen in Table 2.

**Table 2: Unique Respondents by Housing Situation on the Homelessness Spectrum**

<b>Place on the Homelessness Spectrum</b>	<b># of Incidents</b>
Unsheltered	8
Emergency Sheltered	2
Provisionally Accommodated	33
At Risk of Homelessness	45

Further, Figure 3, below, highlights the number of incidents of housing insecurity that respondents experienced in the year prior to filling out the survey.

**Figure 3: Breakdown of Incidents of Housing Insecurity**



The above table illustrates respondents’ diverse experiences with housing insecurity on Frog Lake First Nation, emphasizing that homelessness presents itself in more ways than simply sleeping outside.

Respondents identified as **at risk** reported:

- Difficulty paying their rent or mortgage,
- Spending more than 30% of their monthly income on housing,
- Living in overcrowded accommodations with not enough bedrooms for the number of people staying in the unit,
- Staying in a home needing major repairs (e.g. heating or plumbing problems, mould, leaky roof, etc.), and/or
- Staying in a home with unsafe conditions (e.g. exposed wiring, no railing or banisters, physical hazards, etc.).

Respondents who indicated they experienced being **provisionally accommodated** noted:

- Staying in a hotel overnight because they had nowhere to go,
- Living in accommodations provided by their employer,
- Living in a home that is owned/rented out by a First Nations or Métis Settlement,
- Living in supported or transitional housing (e.g. Housing First),
- Staying in an RV/trailer,
- Staying in a medical/detox facility,
- Staying in a jail/prison/remand centre,
- Staying with friends/family because they had nowhere else to go,
- Staying with a stranger because they had nowhere else to go, and/or
- Staying in a home where they experienced violence because they had nowhere else to go.

Respondents who had experiences of being **emergency sheltered or unsheltered** reported:

- Staying in an emergency shelter,
- Staying in domestic violence/women's shelters, and/or
- Staying in makeshift shelters such as a vehicle, tent, or shack.

### ***Housing Insecurity on Frog Lake First Nation***

In addition to the 54 housing insecure respondents identified above, survey results indicate an additional 98 dependents under 18 and 182 adults who reported as living with housing insecure survey respondents.

Tables 3 and 4 show breakdowns of respondents by housing security status and highlight the number of dependents and adults who reported sharing living conditions with housing insecure respondents on Frog Lake First Nation.

**Table 3: Breakdown of Respondent Housing Status**

	<b># of Individuals</b>
<b>Housing Secure</b>	7
<b>Housing Insecure</b>	54

**Table 4: Breakdown of Dependents & Adults Sharing Insecure Housing Living Conditions**

	<b># of Additional Individuals</b>
<b>Dependents</b>	98
<b>Adults</b>	182

Based on this, there were at least 336 community members experiencing housing insecurity on Frog Lake First Nation.

# Education, Employment, and Income

## **Education**

Housing insecure respondents indicated various education levels when responding to the question, “What is the highest level of education you’ve completed?”

On Frog Lake First Nation:

- 7% (4) of respondents had completed some grade school
- 21% (13) completed some high school
- 11% (7) completed high school or received their GED
- 11% (7) had an apprenticeship, trades certificate, or diploma
- 10% (6) had some post-secondary (college, university)
- 26% (16) had a post-secondary (college, university)
- 3% (2) were unsure of their highest level of education

Additionally, 10% (6) respondents preferred not to answer.

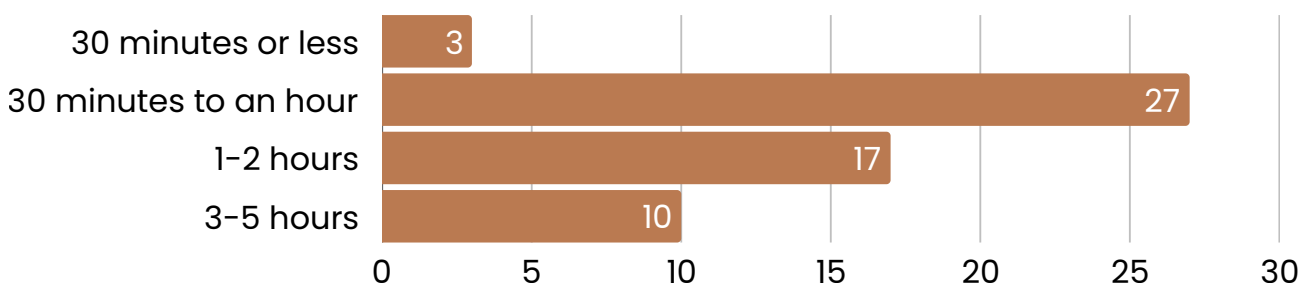
## **Employment**

60% (34) of housing insecure respondents were employed at the time of the survey while 37% (21) were unemployed, and 4% (2) preferred not to answer.

## Community Supports

47% (27) of respondents reported travelling between 30 minutes to one hour to access services, as seen in Figure 4 below.

**Figure 4: Distance Travelled by Housing Insecure Respondents for Services Outside of the Community**



To access these services, 90% (56) housing insecure respondents travelled by car or truck, 2% (1) travelled by e-bus, 24% (15) relied on a family member or friend, 3% (2) had a service provider arrange a ride for them, and 5% (3) either caught a ride with a stranger or hitchhiked there.

It is important to consider that respondents who are unable to access supports and services are more likely to continue experiencing housing insecurity than those who can access the necessary supports and services to stabilize their housing situation.

### Shelter Use

17% (11) housing insecure respondents reported needing emergency shelter services at some point in the 12 months before completing the survey, but did not access them. Several reasons were provided for this, as outlined in Table 5. The main reason these respondents did not access shelter services when needed was because there was no shelter in the area.

**Table 5: Reasons Housing Insecure Respondents Did Not Access Shelter Services When Needed**

Reason for Not Accessing Shelter Services	# (%) of Respondents
No shelters in my area	5 (45%)
The right kind of shelter wasn't available (for example, I needed a women's or family shelter where I could stay with my kid(s) and couldn't access one)	4 (36%)
No pets allowed	3 (27%)

The shelter was too far away from my family and/or friends	3 (27%)
Lack of transportation	2 (18%)
The shelter was full	2 (18%)
I didn't meet the intake criteria to access the shelter	1 (9%)
I exceeded my stay at a shelter	1 (9%)
Alcohol/substance use is not permitted on-site	1 (9%)
The shelter was unclean	0 (0%)
The shelter did not welcome me because of my gender identity	0 (0%)
Lack of disability accommodations	0 (0%)
I didn't feel safe	0 (0%)

To gain more insight into respondents' perceptions of service provision on Frog Lake First Nation, they were asked: *"Does your community provide enough...accessible and affordable housing; access to food; addictions and mental health supports; employment services; free/accessible recreation/social opportunities; public transportation services; social services?"*

**Table 6: Respondents' Perceptions of Frog Lake First Nation's Provision of Services**

<b>Does the Community Provide Enough:</b>	<b>Yes</b>	<b>No</b>	<b>Unsure</b>
Accessible, affordable housing	12 (20%)	39 (65%)	9 (15%)
Access to food (grocery stores, markets, food banks, etc.)	21 (34%)	32 (52%)	8 (13%)
Addictions and mental health supports (counselling, treatment, post-treatment support, etc.)	17 (28%)	34 (57%)	9 (15%)
Employment services (resume writing, job searching, etc.)	26 (43%)	22 (37%)	12 (20%)
Free/accessible recreation/social opportunities	21 (41%)	22 (37%)	13 (22%)

Public transportation services	9 (15%)	43 (72%)	8 (13%)
Social services (libraries, emergency services, outreach programs, etc.)	29 (49%)	18 (31%)	12 (20%)

In Table 6, there is a significant discrepancy in respondents who, at the time of the survey, believed there was enough accessible and affordable housing on Frog Lake First Nation (20%) versus those who believed more housing was needed (65%) or were not sure if more housing was needed (15%).

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