Saskatchewan Community Development Strategy

A partnership to support the health and well-being of First Nations people in Saskatchewan

February 2016

DRAFT
Executive Summary: Saskatchewan Region Community Development Strategy (CDS)

What is Community Development?
The guiding principle of community development is that people themselves can improve their community by working together to build consensus on priorities, strengthen community assets and develop individual and community capacity. Community development supports the health and well-being of First Nations peoples by empowering communities to manage their own services and build on their own strengths, including culture. Community development is not a program – it is an initiative whereby community development knowledge and expertise is embedded across all departments, in every policy and program.

Indigenous and Northern Affairs Canada (INAC) Saskatchewan Region has created a CDS:
Every First Nation is different. They have unique goals, strengths and capacity needs. The Saskatchewan Region CDS is an approach to recognize the uniqueness of each First Nation and empower the people themselves to communicate their priorities with each other and partners.

There are three pillars to the CDS:
1. **Community Development Pilot Project (CDPP)**: described below.
2. **First Nation Plan Repository**: Providing access to existing First Nation plans with all INAC staff to ensure everyone is aware of individual First Nation goals and priorities.
3. **Integrated Community Plans (ICP) and the role of the Regional Operations Committee (ROC)**: INAC to discuss individually each First Nation’s key goals and priorities, and create an ICP to establish how INAC can support these goals and priorities in the short term (1-5 years).

There are five key outcomes of the Saskatchewan Region’s CDPP:
1. **Community Navigator**: A member of the community is hired by the First Nation to lead the pilot project for up to three years. This will build planning capacity within the First Nation.
2. **Comprehensive Community Plan (CCP)**: Through extensive community engagement, a CCP will be prepared to highlight the unique long term goals and vision of each community in all areas. The CCP may refer to short/medium term plans in specific areas (Health, Governance, etc.) and link how those plans relate to the long term vision contained in the CCP.
3. **Capacity Self-Assessment**: This will be a living document created by the First Nation to highlight immediate community capacity investment needs.
4. **Online Indicators Dashboard**: A website will be created for each pilot project First Nation to track indicators specific to their community. Tracking the progress of key indicators will provide individuals in positions of decision making authority with the ability to make informed objective decisions.
5. **Partnerships**: Partnerships will be created between First Nations, governments, and the private sector to support the implementation of existing plans.

Ten First Nations in Saskatchewan have joined the Community Development Pilot Project (so far):
First Nations that started in 2015 are Ahtahkakoop, Beardy’s & Okemasis Band, Black Lake, Flying Dust First Nation, Makwa Sahgaiehcan First Nation, Muskoday First Nation, Pasqua First Nation #79.

Additional First Nations will also join the CDPP in 2016 and 2017.

Find out more:
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1. INTRODUCTION

First Nations have the power to improve their community by working together, building consensus on priorities and actions, building on community assets, and developing individual and community capacity.

Every First Nation wants to be happier and healthier but we must recognize that every First Nation is different and must find the right partners to advance their unique goals, strengths, and capacity needs.

Indigenous and Northern Affairs Canada (INAC) and Health Canada worked closely to bring together a single approach to community development. In 2012, INAC agreed to support the implementation of Health Canada’s community development model, known as the Community Development and Capacity Building Framework. While each INAC region may have their own unique Community Development approach, it will remain aligned with the National Framework.

In partnership with local First Nations, INAC Saskatchewan Region recognized that a regional approach to community development was needed. Community members must be empowered by having a voice in community planning. Planning results must be regularly updated and shared with members and partners. Bringing First Nations to the table with prospective partners and creating strong sustainable community development is needed to properly address community development needs. First Nations must be provided with the opportunity and resources to create a plan with specific goals and priorities and clearly identify to partners where support is needed. We must all work together to address First Nation priorities and develop clear indicators of progress for this honest and transparent strategy to succeed.

Improve social well-being, develop healthier, more sustainable communities, and increase First Nations’ participation in Canada’s political, social and economic development, are goals of the Department. These goals can best be accomplished through a nation-to-nation relationship between Canada and Indigenous peoples, one based on recognition of rights, respect, co-operation and partnership. In turn, the tools created from the Community Development Strategy will serve First Nations in achieving their goals and managing their success.

This Community Development Strategy recognizes that all partners and all Canadians must work co-operatively to implement the recommendations of the Truth and Reconciliation Commission of Canada. The resiliency of Indigenous peoples must be recognized and celebrated.
What is community development?

The guiding principle of community development is that people themselves can improve their community by working together to build consensus on priorities, strengthen community assets and develop individual and community capacity.

Community development is a principled, values-based approach to support the health and well-being of First Nations, Inuit and Métis peoples by empowering communities to manage their own services and build on their own strengths, including culture.

Community development is not a program – it is a principle whereby community development knowledge and expertise is embedded across all departments, in every policy and program.

*(National Framework Definition of Community Development)*

2.1 Overview of the National Framework

The National Framework emphasizes the importance of process – *how we do the work is as important as the work itself*. The Framework states, “In relationship with Aboriginal communities, the process is the product.” This is a historically different approach to working with First Nations – an approach that requires internal process changes across federal departments to make it a success.

The Framework, founded on the principles of cultural competence, acknowledges that community development happens from within and that there is a requirement for governments and partners to strengthen their knowledge and competencies to support capacity building and effectively partner with communities.

2.2 Goals of the National Framework

The goals of the National Framework speak to the importance of partnerships and building capacity both within government and communities:

1. Employees and organizations have knowledge and competencies in indigenous community development and cultural competence, in order to build effective relationships with communities and clients;
2. Indigenous community development and cultural competence is implemented in departmental daily work to develop policies and programs, and decision-making that affects communities;
3. Departments are effective partners with communities to support their work to develop and address the social determinants of health and well-being;
4. At a community’s request, corporate and philanthropic partners support the development of community capacity, and contribute to improve well-being and development;
5. Communities have the capacity to plan, deliver and evaluate their own quality services, public administration, and negotiate effective relationships with provinces and territories to adapt the larger systems to better meet their needs (i.e. infrastructure, health, education, etc.).
2.3 Pillars of the National Framework

Implementation of the National Framework focuses on developing joint activities, projects and initiatives supporting three foundational pillars:

1. **Community Capacity:**
   Support ongoing capacity development in individuals, communities and organizations. *In Practice:* Increase supports to build individual and community capacity, including increased support for personal development, community governance, administration, program delivery and community planning.

2. **Knowledge and Competencies of Government and Partners:**
   Strengthen our own knowledge and competencies in Indigenous Community Development and cultural competence to be better partners. *In Practice:* Build and/or strengthen INAC employee’s knowledge and abilities to support communities through mechanisms such as Indigenous Community Development Training and Aboriginal Awareness Training.

3. **Partnerships for Community Health and Well-being:**
   Work with other departments and partners, including corporations and non-profits to support First Nation community well-being. *In Practice:* Cultivate strong partnerships, promote joint efforts and create a mechanism to share best practices.
2.4 PRINCIPLES OF Capacity Development

Principles of capacity development are based on the foundation of grassroots collaboration and consultation. Integration, impact, responsiveness, and flexibility are the four principles of building capacity.

<table>
<thead>
<tr>
<th>PRINCIPLE</th>
<th>DESCRIPTION</th>
<th>RESULT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integration</td>
<td>Together the principles are intended to guide integrated internal decision-making relating to funding that is supported by corporate priorities and risk analysis</td>
<td>Departments and programs must communicate with each other and update investment decision processes</td>
</tr>
<tr>
<td>Impact</td>
<td>This will enable INAC to maximize the impact of capacity development supports</td>
<td>Must measure progress</td>
</tr>
<tr>
<td>Responsiveness</td>
<td>INAC will then be in a better position to be responsive to the capacity development aspirations of Aboriginal and Northern individuals, organizations and governments</td>
<td>Communities must define their own capacity development needs, while INAC provides support to address those needs</td>
</tr>
<tr>
<td>Flexibility</td>
<td>Demonstrate flexibility to help enable the achievement of broader community development objectives in a flexible manner</td>
<td>Need to listen to communities and be willing to try new approaches</td>
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3. First Nation Planning and Community Development

3.1 A SUMMARY OF FIRST NATION PLANNING AND COMMUNITY DEVELOPMENT

There exists many types of plans to help guide a First Nation's daily operations and community development aspirations. This section describes in detail the mandatory, recommended and optional plans, acts and policies that a First Nation has at their disposal. The diagram of available planning documents (page 10) provides a visual representation of how a Comprehensive Community Plan (CCP) can highlight the unique long term goals and vision of a community in many subject areas. The CCP may also refer to the other short/medium term plans in specific areas (Health, Governance, etc.) and link how those plans relate to the long term vision contained in the CCP.

Detailed descriptions of the items included in the diagram are provided on the subsequent pages in this section.

The creation and maintenance of these many planning documents requires proper training, coordination and communication. Otherwise, planning may simply become an onerous paper exercise with little effect in the real world. Once the scope and importance of First Nations planning is explained in this section, the regional Community Development Strategy will be described in section 4 as a way to implement the training, coordination and communication required to link these planning processes and proceed with successfully implementation of planning.

3.1.1 Beyond Planning: Legislative Initiatives, Policies, Acts and Self-Government

In the last couple decades, INAC has implemented a number of legislative initiatives aimed at supporting First Nations in their goal to become self-sustaining. Many of these initiatives allow First Nations the opportunity to opt out of sections of the Indian Act and/or transfer legal authority from the Minister to the First Nation, thereby providing First Nations additional legal authority to govern their own communities.

Through the community development process, First Nations can consider and prioritize the legislative initiatives (First Nations Oil and Gas and Moneys Management Act (FNOGMA), First Nations Land Management Act (FNLM), First Nations Fiscal Management Act (FNFMMA), etc.) that are most compatible with their long-term vision for their community.

Self-government is a common vision for First Nations to strive toward because it establishes a new legal framework for First Nation governance that replaces the Indian Act. Self-government agreements give First Nations greater control and law-making authority over a comprehensive
range of jurisdictions, including governance, social and economic development, education, health, lands and more.

The community development planning process can set the foundation towards achieving self-government. Because the pursuit of self-government is a significant undertaking, Canada looks to see commitment from leadership (Band Council Resolution) and community (through engagement).

Preparation for self-government will take dedication, commitment and time. The self-government application must tell the whole story of the First Nation—its vision, goals and objectives for the long-term sustainability for itself and its members. The application package must include documentation to clearly demonstrate evidence of a good governance foundation, sound financial, human resource and accountability structures (copies of acts, policies, plans, codes, etc.), and positive intergovernmental relationships (municipal, provincial, federal).

Other elements in the application include evidence of any initiative it has taken to move forward in exercising its jurisdiction under existing programs, authorities (FNLMA, membership codes, custom election code, intergovernmental agreements, etc.), and agreement to contribute financially to the implementation process, in accordance with Canada's policy with respect to own-source revenue.
First Nation Planning and Community Development

Note: This graphic is intended to demonstrate how a CCP can provide a high level, long term vision for a community in multiple subject areas, while other plans provide the short/medium term details in a specific area. The subject area names and groupings (Governance, Health, etc.) are customizable for each community, based on culture and tradition, but the plans/acts/policies available to First Nations should be consistent.

Long Term Plan (10+ years)

Medium Term Plan (5-10 years)

Comprehensive Community Plan (CCP)

Strategic Plan

Community Vision

Health
Education
Employment and Economy
Land and Environment
Infrastructure and Housing
Social
Governance
Culture

Short Term Plans (1-5 years)

Community Health Plan
Emergency Plan
School Success Plan
Professional Growth Plan
Kriptide Health and Wellness Plan

School Wide Behaviour Plan

Education Strategic Plan
Economic Development Plan
Land Use Plan
Community Environmental Sustainability Plan
Environmental Management Plan
Community Safety Plan
Child & Family Services Plan or Enhanced Prevention Business Plan
Operations and Maintenance Plan
Family Violence Prevention Plan and Shelter Workplan
Management Action Plan
Financial Plan
Governance Capacity Development Plan

Acts, Policies and Other Tools

Accreditation of Health Service
Control / Delivery of Health Programs
Health Board Governance Structure
Panorama Readiness Assessment
Connectivity with provincial e-health systems

School Board / Organizational Body

Own Source Revenue
Private Partnerships
Training and Apprenticeship Programs
Local Tax
Labour Standards

FNLM
REEMP
Land Code
Monitoring and Compliance Framework

Housing Authority
Housing Policy
Digital Housing Inventory
Water / Wastewater management
Waste Management Policy

Training for staff
Family support programs
Shared IT system with Province

Self-Government
Custom Election Code or FN Election Act
Financial Management Act / Policies
Terms of reference for committees
By-Laws
ENOGMMA
HR Policies
Delegation of Authorities

Traditional Land Use Study
Cultural Protocols
Language Preservation Strategy
Sports and Recreation Strategy and Programs
Healing Circles
### 3.2.1 Comprehensive Community Planning (CCP)

**Requirement:** Optional  
**Frequency:** Update recommended every 5 years

Comprehensive Community Planning is a process that engages community members in planning and implementing the long term vision (10+ years) for their community. It includes the development of objectives, goals and/or a plan of action to work towards fulfilling the vision. CCP is a community-based, community-driven planning process with meaningful membership involvement throughout. Together, the community addresses many subject areas, at appropriate levels of detail, to acceptable planning standards, and with sustainability as a central principle.

Comprehensive Community Planning has four phases (further described in Appendix 1):

- Pre-Planning
- Planning
- Implementation
- Monitoring & Evaluation

Comprehensive Community Plans should be living documents – updated as often as necessary to reflect the community’s vision and priorities. The CCP may remain a long term guiding document or may grow to include or link other medium or short term plans.

### 3.2.2 Strategic Planning

**Requirement:** Optional  
**Frequency:** Update recommended every 5 years

A Strategic Plan helps the community provide a medium term vision (5-10 years) and identify what values it wants to take into the near future. The Strategic Plan works toward a balance between meeting needs and a healthy environment, and keeping a balance between economic development (new and different opportunities for employment) and social development (new and different opportunities for social programs and better social conditions).

Strategic Plans may also be program specific, to offer guidance and a vision to a specific group. Funding assistance may be available for the development of program specific strategic plans, for example First Nation Student Success Program (FNSSP) provides financial support for the development of Education Strategic Plans.
3.2.3 Health Planning

Community Health Plan

| Requirement: Mandatory (Health Canada) | Frequency: Annual |

The Community Health Plan (CHP) is the first step in planning what health programs communities want to provide for their members. When developing the CHP each year, the CHP should specify the following four items that tie in with evaluation:

- the programs and activities that communities plan to conduct;
- the goals and objectives for each;
- the indicators that communities use in their evaluations to measure how well programs meet their objectives; and
- the day-to-day records and other evaluation information (data) that staff collect when programs are running.

Further details are available from First Nations and Inuit Health Branch (FNIHB).

Emergency Plan

| Requirement: Strongly Recommended (INAC) | Frequency: Annual |

Every community should have a plan outlining how the community will respond if there is an emergency. Emergency Plans include information about:

- Who is responsible for managing emergencies in the community;
- Potential hazards and risks that the community may face;
- How information will be shared during an emergency.

The plan should explain what to do if members need to evacuate and how the community will work with neighbouring communities during emergencies. Emergency response in the community may be coordinated by Chief and Council or by a specific person assigned to that role, such as an Emergency Coordinator. The coordinator will work closely with other organizations, including Indian and Northern Affairs Canada (INAC), Provincial Government Emergency Management, and neighbouring communities to ensure that the community has the latest information on the emergency and that community members are kept safe.

The best Emergency Plan is one that is shared with community members and regularly practiced. Having practices or drills will help fine-tune the plan and ensure that everyone knows what they should do during an emergency.
Infectious Disease Plan

| Requirement: Strongly Recommended (Health Canada) | Frequency: Annual |

Infectious Disease Plans (formally known as Pandemic Plans) provide the community with direction should an infectious disease outbreak occur. This includes the assignment of responsibilities, how information will be distributed to community members and other details.

Health Canada’s FNINHB is responsible for working closely with communities to advise on and support the development, testing, and periodic revision of their Infectious Disease Plans.

Tripartite Health and Wellness Plan

| Requirement: Optional | Frequency: Update recommended every 5 years |

A Tripartite Health and Wellness Plan is used to coordinate and align health and wellness programming and planning for an entire region, province, or First Nation. The objective of the plan can range from improving health services, shifting the emphasis to wellness and preventing illness, improving performance tracking, or creating a new First Nations health governance structure.

3.2.4 Education Planning

Education Strategic Plan

| Requirement: Optional | Frequency: Update recommended every 5 years |

This plan is developed with the overarching goal of improving student achievement. It articulates long-term goals and priorities for the school district that will also provide overall strategic direction for leadership in the future.

The Education Strategic Plan is a process comprising research and consultation with the School district’s partner groups and the public. Input will be gathered regarding relevant achievement, demographic, economic and technological trends; strengths and weaknesses of the school district; opportunities the district might take advantage of to better fulfill its mission; the challenges it will need to overcome; and the values that should guide the school district as it moves forward.

INAC’s First Nation Student Success Program (FNSSP) may provide financial support for the development of Education Strategic Plans.
School Success Plan

| Requirement: Optional | Frequency: Update recommended every 2-3 years |

The School Success Plan outlines the expectations and responsibilities of all members of the learning community within a particular school. The plan will contain measures to be taken, in particular those relating to the support of students, and methods for evaluating the implementation of the plan. The plan should be approved by the school’s governing board. The evaluation process will ensure the school’s ongoing adaption and improvement.

There are three major principles which are inherent in the success plan:

- The success plan of a school or centre should be an integral and important part of a board’s strategic planning;
- By making the elaboration of a success plan a democratic and participatory process, one can foster understanding, enthusiasm and a sense of involvement from members of the school community as the plan is being implemented; and
- While management has an interest in ensuring that the success plans are carried out, those responsible for developing and implementing the plan are accountable primarily to their own educational community, to their board, their students and their families. The process and the product must therefore be transparent and accessible to these constituencies.

Professional Growth Plan

| Requirement: Optional | Frequency: Annual |

The professional growth plan outlines the professional goals, strengths, weaknesses, and action plan to further develop a school’s personnel.

Each school is recommended to develop an annual professional growth plan and meet individually with personnel to discuss their training and development.

School Wide Behaviour Plan

| Requirement: Optional | Frequency: Update recommended every 5 years |

A School Wide Behaviour Plan outlines the rules and expectations for student behaviour. The Plan may include incentives for positive behaviours and a progressive list of consequences for negative behaviours. The Plan may also include strategies to address specific issues, such as bullying.
### 3.2.5 Employment and Economy Planning

#### Economic Development Plan

| Requirement: Optional | Frequency: Update recommended every 5 years |

An Economic Development Plan outlines a First Nation’s opportunities to develop and expand economic and business developments to create sustainable communities without compromising their culture, heritage or traditional territories (including land, water and resources). The Plan must also balance entrepreneurial initiatives with capacity development to manage these initiatives.

The Economic Development Plan also aims to increase income and employment levels for band members, raise quality of life indicators, create a climate to attract investment and generate wealth, and foster relationships to create partnerships and opportunities for economic development.

#### Business Plan

| Requirement: Optional | Frequency: Created and updated as needed |

A Business Plan studies the feasibility of creating or expanding a business. The plan considers the current industry, develops financial projections to gage profitability, and to identify potential sources of financing should the business be deemed feasible.

The creation of business plans before starting any venture allows a First Nation to minimize risk and maximize business investments.

### 3.2.6 Land and Environment Planning

#### Land Use Plan

| Requirement: Optional | Frequency: Created and updated as needed |

Land Use Planning is a First Nation focused approach to identify the diverse needs and ideas for the potential use of First Nation land. Land use plans are developed by communities with possible funding assistance from INAC regional offices through community opportunity proposal-based funding, to undertake feasibility studies or business plans as a first step towards land use planning. Land use planning continues to be used as a guide as different communities move forward with economic development. Economic development projects in the past have demonstrated to be strongly connected to community’s strategic plans and serve as foundational pieces towards reaching communities short and long term goals.
An Environmental Management Plan or a Community Environmental Sustainability Plan (CESP) outlines a systematic approach to identifying environmental issues of concern, and finds ways to resolve these environmental issues. The plan will assist in managing environmental responsibilities and lessening the impact of current environmental issues.

CESP has the following objectives:
- outlining and publicizing the community’s commitment to improving the environment;
- setting goals and objectives to achieve environmental commitment;
- identifying barriers and challenges to achieving the commitment (environmental problems/concerns/issues);
- establishing priorities.

INAC’s Lands and Economic Development Service Program (LEDSP) may provide financial support for the development of Community Environmental Sustainability Plans.

Capital planning, also called infrastructure planning is required by the department on a five year cycle. Capital Infrastructure Plans identify the infrastructure needs for a First Nation over the short, medium and long term, may include the previous year’s accomplishments, and often capture projects that cross over multiple years. These infrastructure needs may include water and sewer, education, fire protection and emergency management.

Capital plans may be developed by consultants for the communities with possible funding assistance from Tribal Councils and/or INAC regional offices. Capital planning has proved successful in the past to inform INAC officials of proposal based-funding, “band base” allocation funding, or projects that a First Nation community cannot address through other funding mechanisms.
Housing Plan

| Requirement: Recommended | Frequency: Update recommended every 5 years |

Communities develop housing plans to manage housing needs and activities. They may include revenues and expenditures, inventory, type of housing required, type of land tenure, infrastructure and lot servicing requirements, and ownership status.

Housing Plans may also include maps with the location of houses and other community buildings.

Operations and Maintenance Plan

| Requirement: Strongly Recommended | Frequency: Updated every 5 years |

Operations and Maintenance Plans are the community’s strategy to maintain community buildings and infrastructure. First Nations can direct plans towards the following assets: water systems, waste water systems, fire protection assets, roads and bridges, electrical systems, community buildings, and schools.

First Nations may identify projects in their capital plan and will identify how the investment maximizes the life cycle of physical assets, mitigates health and safety risks, ensures assets meet applicable codes and standards, and ensure assets are managed in a cost-effective and efficient manner.

3.2.8 Social Planning

Community Safety Plan

| Requirement: Optional (Public Safety Canada) | Frequency: Update recommended every 5 years |

The Safety Plan outlines an integrated response to addressing the causes of victimization and responds to community safety issues. It also identifies processes required to work together within the community and with external partners.

Safety planning is an approach to community healing which addresses multiple community issues.

The Safety planning process identifies risks that lead to crime and victimization, assets and gaps in the community, and solutions based on the community’s vision of what it wants to be.

Public Safety Canada’s Crime Prevention and Aboriginal Community Safety Division offers funding for training and workshops for the safety planning process.
Child & Family Services Plan or Enhanced Prevention Business Plan

| Requirement: Required (INAC) | Frequency: Annual |

A Child and Family Services Plan or Enhanced Prevention Business Plan is important to identify the direction of the funding service, and ensure culturally appropriate prevention and protection services are available through child and family service agencies.

Child and Family Service Agencies are able to apply for funding to INAC to improve the safety and well-being of children through the development and implementation of these plans.

Family Violence Prevention Plan and Shelter Workplan

| Requirement: Required (INAC) | Frequency: Annual |

Family Violence Prevention Plans and Shelter Workplans strive to improve the safety and security of Aboriginal women, children, and families. Plans in communities may direct attention towards shelters that provide services to women and children or community-driven prevention projects such as public awareness campaigns, stress and anger management seminars, workshops, conferences, and support groups.

INAC’s Family Violence Prevention Program (FVPP) provides financial support for Shelter funding recipients.

3.2.9 Governance Planning

Management Action Plan (MAP)

| Requirement: Required to address default | Frequency: Annual, as required |

The Management Action Plan (MAP) reflects the measures to be taken to address a default and aims to prevent its recurrence. The MAP is also used to identify funding agreement management gaps and target available resources to ensure successful implementation.

The MAP always includes an Action Plan, and may include a Financial Plan and Capacity Development Plan as required. The MAP Workbook was developed to assist recipients in preparing a MAP: [https://www.aadnc-aandc.gc.ca/eng/1386725719834/1386725846234](https://www.aadnc-aandc.gc.ca/eng/1386725719834/1386725846234)
Financial Plan

| Requirement: Recommended | Frequency: Annual, as required |

A financial plan outlines the accountability and responsibility for an organization’s financial management. It may include a fiscal planning calendar, principles and objectives, contribution and funding arrangements, controls and authorities, investments, and monitoring and reporting requirements.

Capacity Development Plan

| Requirement: Strongly Recommended | Frequency: Annual |

The format of the capacity development plan is the decision of each community, but should provide at minimum, adequate information to allow for consideration of a community’s governance initiative, governance objectives, governance activity cost, and performance measurement. Capacity development plans, can include the following types of plans, provided they have a governance component: Comprehensive Community Plans, Strategic Plans, Governance Capacity Development Plans and Management Action Plans (formerly Remedial Management Plans). A capacity development plan does not need to be complicated or lengthy. A template is available online: [http://www.aadnc-aandc.gc.ca/DAM/DAM-INTER-HQ-AI/STAGING/texte-text/t47_1416848421561_eng.pdf](http://www.aadnc-aandc.gc.ca/DAM/DAM-INTER-HQ-AI/STAGING/texte-text/t47_1416848421561_eng.pdf)

The Governance Capacity Planning Tool (GCPT) was developed to allow First Nations communities to create a community-focused, long-term plan for governance capacity development. The GCPT helps create a five year road map to governance capacity development based on a community’s current capacities, assets and priorities. The plan is a "living" document that can be added to or modified in the future. It will also serve as a reference document to measure and report on successes. More information is available online: [https://www.aadnc-aandc.gc.ca/eng/1314982906753/1314983007320](https://www.aadnc-aandc.gc.ca/eng/1314982906753/1314983007320)
4. Saskatchewan Community Development Strategy

4.1 What is a Community Development Strategy?

A Community Development Strategy is an integrated, responsive approach that supports the building of healthy, sustainable First Nation communities at all levels of capacity and development.

First Nations have rich and varied cultures, histories and traditions. Many First Nations are progressive, particularly in areas of taxation, land management, health services and partnership brokering. Although First Nation communities have made significant strides toward sustainable community development, some communities continue to experience challenges in governance, administrative capacity, poverty, and community well-being. INAC has traditionally supported communities through siloed programs with rigid requirements. Not all First Nation communities have benefited from this approach. Instead, First Nations have indicated that:

- Community change must start with the community;
- Government needs to move away from a program orientated approach and instead provide coordinated, streamlined support in response to the community's priorities;
- There is no one size that fits all. Government must provide a flexible approach that supports the building of healthy, sustainable First Nation communities at all levels of capacity and development;
- Community development requires long-term commitment.

These recommendations can inform the guiding principles of a Community Development Strategy:

- Community based and community driven;
- Promoting First Nation-to-First Nation learning;
- Flexible, integrated and responsive;
- Relationship-based;
- Impactful and sustainable; and
- Supports capacity building.
A Community Development Strategy emphasizes the need to collaborate across directorates, departments, and other levels of government including First Nations. The strategy provides support to all First Nations and impacts all directorates, units and employees in the region. It reflects a responsive, community-based approach to working internally, externally and with First Nations. For the approach to be successful it will be critical for all employees to see themselves as an integral part of the Strategy’s success and as contributors to real progress in First Nation communities.

The National Framework emphasizes the need to increase capacity of First Nations, increase the competencies of government and partners, and facilitate partnerships in support of community well-being. A regional Community Development Strategy is aligned with the National Framework and will support sustainable community development by:

1. **Promoting Community-led Planning** – supporting community-led planning processes and inclusive engagement for communities to develop their visions, goals and objectives;
2. **Enhancing First Nation-to-First Nation Learning and Capacity Development** – promoting First Nation to First Nation capacity building across programs and services;
3. **Strengthening Collaboration and Communication** – working collaboratively across directorates, government and with partners to support sustainable, community-led development;
4. **Building Employee Knowledge and Capacity** – building a learning environment for INAC employees that is supportive of sustainable community development.

The Community Development Strategy is not a program; it is a values-based approach to grow capacity and develop support across First Nation communities. This Strategy is not set in stone and should evolve over time. This may not change how First Nations operate overnight, but over time it should lead to increased capacity to develop and maintain plans, the amalgamation of plans, better communication of those plans internally and externally, self-sufficiency, less bureaucracy and fewer reporting requirements.

All INAC Directorates and Programs have a partnership role in implementing the Strategy, and are encouraged to include Community Development goals and indicators in employee performance agreements.
4.2 Guiding Principles of the Community Development Strategy

a) Every First Nation is different. They have unique goals, strengths, and capacity needs.

b) First Nations can improve their communities by working together, building consensus on priorities and actions, and building on community assets, and developing individual and community capacity.

c) Tracking the progress of key indicators will provide individuals in positions of decision making authority with the ability to make informed objective decisions.

4.3 Regional Plan Repository: Tracking First Nation Plans, Goals and Priorities

Saskatchewan Region has created a First Nation Plan Repository, which is a tracking document maintained by INAC for existing First Nation plans (CIDM 873060). All Program Managers and Officers are encouraged to consult these planning documents before meeting with First Nations and when making decisions to ensure consideration and alignment with First Nation priorities.

Programs are also encouraged to keep this document updated when new plans are shared with INAC. The repository should include the name of the plan, the year it was created or updated, and where a copy of the plan can be located (CIDM, GCIMS, physical location, etc.).

4.4 Integrated Community Plans and the expanded role of the Regional Operations Committee (ROC)

An integrated approach will be adopted by the Regional Operational Committee (ROC) to discuss the community needs and goals of individual First Nations. ROC meetings will bring together decision makers and front line staff to discuss individual First Nation community development plans and provide recommendations on programs and/or funding available to advance a specific First Nation’s priorities. An Integrated Community Plan (ICP) will be prepared to guide the Department’s support of the First Nation’s priorities.

Beginning in April 2016, Saskatchewan Region ROC will schedule an internal discussion on the goals and indicators of 20% (14 of 70) of First Nations each year. It is recommended that two First Nations, selected by the Community Infrastructure, Partnerships & Development Directorate, in consultation with other Directorates, be included on each monthly ROC schedule from April to October.
**Proposed process:**

1. Government Relations and Community Development (GRCD) unit will review existing First Nation profile, data and plans, and prepare a draft ICP Profile to share with Funding Services Officer (FSO) at least 4 weeks prior to ROC.
2. FSO will review draft ICP Profile, discuss content with First Nation as required and return to GRCD at least 1 week prior to ROC.
3. ICP Profile will be shared with ROC participants one week prior to ROC meeting.
4. In addition to the regular ROC committee membership (INAC and Health Canada), the FSO, Governance Officer and Lands Officer assigned to the First Nation will be invited to attend ROC.
5. FSO will lead the ICP discussion during ROC, as per draft agenda below.
6. GRCD will take minutes, prepare the ICP based on the discussion and share the ICP with participants.

**Proposed agenda:**

1. Introduction remarks (FSO)
2. Review of ICP Profile (indicators and FN priorities)
3. Roundtable and general discussion of indicators, priorities and issues in focus
4. Discussion on how INAC will support the FN’s in achieving progress in key indicators

The Integrated Community Plan will be included in the Regional Planning Repository. This Plan will help guide INAC staff in future meetings with the First Nations and decision making on First Nations capacity building opportunities.

Each First Nation in Saskatchewan should be discussed at ROC on a five-year cycle. The FSO is recommended to update the ICP on an annual basis (or as needed) according to the progress and new information provided by the First Nation and INAC Programs.
4.5 Community Development Pilot Project (2015-2020)

4.5.1 Summary:

The Community Development Pilot Project (CDPP) is a five-year initiative, with each pilot First Nation provided funding for up to three years. A new group of First Nations may join the pilot project in each of the first three years. The initiative includes a comprehensive community planning component led by a community navigator hired by the First Nation. The initiative also creates a capacity self-assessment, an online indicators dashboard and partnerships for the First Nations. Further details are provided throughout this section.

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4.5.2 Key Outcomes of the Pilot Project:

a) Community Navigator (a.k.a. Planning Champion or Community Development Officer) and the Community Advisory Team

A member of the First Nation community will be hired by the First Nation to lead the pilot project at the First Nation level for three years. The Community Navigator will lead the Comprehensive Community Planning process through engagement with First Nations members. The Community Navigator will also establish a community advisory team (planning team) that represents the many different sections and areas of expertise with their community. The Community Navigator will also serve as the liaison between the First Nation, INAC, mentors/consultants and other partners. The Navigator should be well-known in the
community, passionate about community planning, and maintain positive working relationships with all partners and First Nations involved in the pilot project.

The Community Navigator will become familiar with First Nation planning processes and government programs, which will facilitate access to funding, and connect members to programs and services to address their unique needs.

b) Comprehensive Community Plans (Goals and Priorities)

A draft Comprehensive Community Plan (CCP) published after year 1, and an updated CCP published after years 2 and 3, will highlight the unique and specific goals and vision of each community. The community plans will stem from the extensive engagement lead by the community navigator and their community advisory team. This plan is intended to be interactive and flexible. It will serve as a significant resource for future decision making, funding initiatives, and community proposals. The CCP should include or link to the First Nation’s area specific medium or short term plans. The four phases of a CCP are described in Appendix 1.

c) Capacity Self-Assessment (Capacity Investment Needs)

A capacity self-assessment will be prepared by the First Nation. This will be a working document that each community will have the flexibility to modify as often as they see fit. The self-assessment can be made available to partners (i.e. INAC) to simply and effectively communicate capacity investment needs at the First Nation to achieve the goals and targets set by planning. A visual representation of the self-assessment will demonstrate the tools that exist, tools that require improvements or creation, and tools the community does not require at this time.

d) Online Indicators Dashboard (Strengths and Weaknesses)

A website will be created for each pilot project First Nation to track indicators specific to their community. The website will hosted by the University of Saskatchewan in their “Aboriginal Portal”. Data selected by the community and provided by Community Development Strategy partners will allow First Nations to make informed decisions and demonstrate progress to their membership. Data included on the online dashboard will also be compared to regional averages, including First Nation averages and Saskatchewan averages to measure the gap between First Nations and non-First Nations people. The data will also be valuable to government programs considering capacity investments and to First Nation communities. First Nations may also use the dashboard to share stories of success and give pride to communities in their achievements.
e) Partnerships

An important outcome of the pilot project will be building partnerships between First Nations, levels of governments and the private sector. These partnerships can be developed based on each community's goals and priorities.

There will be networking opportunities for First Nations to share challenges and successes. An annual regional First Nation to First Nation workshop will be held in Saskatchewan in order to advance shared learning experiences and to build a network of support among community navigators. The workshop will consist of community navigators, First Nations interested in pursuing comprehensive community planning, and other partners as determined by the First Nation organizers.

Community navigators will be supported by a national network of community planning mentors. A national Facebook group has been created where community planners can exchange ideas with peers and ask questions.

A collaborative website is required to allow First Nations in Saskatchewan to share information. Some other regions have such websites (FNBC.info) that have improved First Nation collaboration. Community navigators and partners will discuss opportunities to create this resource for Saskatchewan First Nations.
4.5.3 **Selection of First Nations:**

Group A First Nations (Starting in 2015) were selected based on four criteria:

- Next First Nation election must not occur prior to end of fiscal year;
- First Nations must have sufficiently participated in previous censuses to have data available;
- Geographic distribution of pilot First Nations (ensure South, Central and North are included);
- General Assessment results (financial risk and reporting assessment).

**2015-2016 Pilot Project First Nations (Group A)**

1. Ahtahkakoop
2. Beardy’s and Okemasis
3. Black Lake
4. Flying Dust First Nation
5. Makwa Sahgaiehcan First Nation
6. Muskoday First Nation
7. Pasqua First Nation #79

For Group B (Starting in 2016) and Group C (Starting in 2017), the selection of First Nations is recommended to be based on three criteria:

- Next First Nation election must not occur during the upcoming fiscal year;
- Equitable distribution by Tribal Council and geographic area;
- General Assessment results.

A presentation will be provided to the Chief and Council of the First Nations identified through the above criteria and they will be provided with an opportunity to join the pilot project by signing a Band Council Resolution. Participation is voluntary, and should a First Nation choose not to participate, the invitation may be extended to another First Nation.

Efforts should be made to identify the Pilot Project First Nations before the end of January so that they may hire a Community Navigator by April.

First Nations may also be provided the option of only opting-in to the online dashboard component of the CDPP, as this component is less expensive and does not require the resources of the other CDPP outcomes.
4.5.4 Funding:

Each Community Development Pilot Project (CDPP) First Nation will be provided funding (from INAC or partners) for up to 3 years to hire a community navigator to coordinate the pilot project at the band level (includes salary, benefits and training) and recognize the contribution of the Community Advisory Team (per diems), and support engagement and administrative costs at the band level (may include engagement costs such as meals, per diems and administrative costs such as printing and finances). Costs for these components for Group A and B have averaged between $67,000 and $85,000 per year.

Each CDPP First Nation may request additional funding for the first year of the Pilot Project for costs to build capacity in the Community Navigator and “kick start” the Pilot Project. This capacity support can be provided through a consultant or First Nation mentor with Comprehensive Community Plan (CCP) experience. The consultant/mentor may teach key planning methodologies, create the first draft CCP, Capacity Self-Assessment and Online Dashboard, under the direction of the Community Navigator. Costs for this component for Group A and B has averaged between $67,000 and $79,000 for the first year only and have included a 5-year Capital/Infrastructure Plan at no additional cost.

CDPP First Nations will submit an annual budget to INAC (and/or partners) for consideration. INAC’s Capacity Development Plan is the suggested format.

INAC’s source of funds for the CDPP may include Professional & Institutional Development Fund, First Nation Infrastructure Fund, Consultation & Policy Development, and/or other programs. Other Departments, partners and First Nations may also be invited to help support this Pilot Project financially.

Tribal Councils in receipt of funding from INAC for planning purposes will not see their programs or funding change as a result of this Pilot Project. Tribal Councils may choose to support First Nations not included in the Pilot Project for similar planning initiatives – or enhance planning initiatives for First Nations included in the Pilot Project. Tribal Councils are invited to become Community Development Strategy partners, and as such will be aware of many funding decisions made as a result of the Strategy.

Additional funding may be provided to First Nations for capacity development investment opportunities from INAC, other federal Departments, and/or other partners, subject to the terms and conditions of the individual programs.

An effort will be made by all CDPP partners to identify long term resources to sustain the outcomes of this Strategy beyond the pilot project.
4.5.5 Regional Advisory Team

The Regional Advisory Team was established to help create this Community Development Strategy, and has an important role moving forward in facilitating partnerships and supporting the work of the Community Navigators.

The Regional Advisory Team is not a decision making body. It is coordinated by the Community Navigators and will meet (in person or by teleconference) at the request of the Community Navigators. A contact list will be maintained to facilitate communication and partnerships (CIDM 826136).

The Regional Advisory Team may be comprised of the Community Navigators, representatives from Federal Departments, Provincial Ministries, Federation of Saskatchewan Indian Nations, Office of the Treaty Commissioner, Aboriginal Friendship Centres of Saskatchewan, private partners, and any others as determined by the Community Navigators.

4.5.6 Consultants and Mentors

There is a growing network of First Nation Community Planners across Canada. INAC provides financial support to facilitate partnerships and mentoring between experienced First Nation planners and new Community Navigators, as discussed on the previous page. It is recognized as a best practice to prioritize the engagement of mentors ahead of consultants where possible. This best practice keeps funding and capacity within the First Nations.

As the Pilot Project matures and additional Community Navigators become mentors to other First Nations, a formal mentorship initiative should be formalized and supported financially.

4.5.7 After the Pilot Project

A few months after having launched the Pilot Project, INAC Saskatchewan Region is receiving many questions from internal and external partners on the possibilities for supporting the outcomes of the Pilot Project beyond five years, and how we can sustain the momentum and capacity built at the First Nation level after three years of financial support.

The Integrated Community Planning process with Regional Operations Committee and the Plan Repository are pillars of the Saskatchewan Region Community Development Strategy that require no additional Grant and Contribution funding to support long term. However, continuing the Community Development Pilot Project beyond five years will require dedicated sources of funding, with the required amount dependent on the scope. Three long term options should be considered:
Option A: Continue the Pilot Project, 7 First Nations Start Each Year, Funded for Three Years Each  
Cost: Approximately $2.2M per year (for 21 First Nations: 7 starting, 14 continuing)  
Risk: First Nation capacity may be lost after three years of funding

Comprehensive Community Planning is viewed by many as a cyclical process of planning, implementing and monitoring (measuring indicators). At the current rate of the Pilot Project, a new group of 7 of 70 Saskatchewan First Nations (10%) could begin the process each year, for a three year period. All First Nations could renew their CCP on a ten year cycle, but planning capacity may be lost in the seven years between cycles.

Option B: Sustain Community Based Planning, Funded Indefinitely  
Cost: Approximately $6.2M total per year for 70 First Nations, plus an additional $3.5M in first year(s) to build initial capacity in community planning (for 49 First Nations not in Pilot Project).  
Risk: Cost may be prohibitive

The Community Navigator position at the First Nation level may be a valuable position to maintain indefinitely. While they lead the community engagement and development of the CCP, they have also played an important role in other First Nation planning activities and accessing capacity funding to support planning activities.

Option C: Consider Other Approaches to Community Development, no dedicated funding for CDPP; Community Planning Funded by Applications to Existing Programs  
Cost: Program funding can be maintained at current levels, or enhanced to support additional applications received for Comprehensive Community Planning  
Risk: Programs to prioritize investments based on available funding and applications received

Benefitting from the outcomes of the Pilot Project without dedicated funding is possible, however funding levels to existing programs would need to be enhanced to ensure other capacity building or funding opportunities are not being reduced. The Professional and Institutional Development Program and First Nations Infrastructure Funding offer the authority to support comprehensive community planning, however current funding levels are insufficient to support meaningful or sustainable planning.
4.6 Final Considerations

It must be reiterated that community development is not a program; it is a values-based approach to support better outcomes in First Nation communities. Community development knowledge and expertise will need to be embedded in all directorates to effect a long-term change in policy and programs. The Saskatchewan Region Community Development Strategy recognizes that changing the way we do business is a challenging exercise; however, the overarching goal is to benefit First Nations and contribute to their long-term sustainable community development and self-sufficiency. As the Saskatchewan Region progresses with the implementation of this strategy, course adjustments based on lessons learned will be required.
1) **PRE-PLANNING: GETTING STARTED**

Pre-planning is the time to:

- assess whether the community is ready to start planning,
- inform the community and its leaders about the planning process and gain their support, and
- prepare the groundwork for an open, inclusive and effective planning process.

By the end of pre-planning you will have a planning team and coordinator in place, a work plan to guide the planning process, and strategies to keep the community well-informed and actively engaged in the planning process.

The planning process is community-driven and benefits from a variety of perspectives. Pre-planning can be initiated by any community member, but works best if developed and supported by the majority of the community and its leaders.

Encourage all members of the community to participate includes Elders, youth, family heads, nation administration, chiefs, councillors and general community members. Each brings a unique point of view to the planning process and their involvement ensures that the diverse needs of the community are being considered.

Sharing information is a key component of the pre-planning stage. People are more supportive of an idea or concept if they understand what it is about. Inform the general community, as
well as, Chief and Council, about the purpose of the planning process, its outcomes, and its steps and phases. Keeping the community up to date will help build support for your goals. Share information about the planning model and process, the structure of the planning team, and ways the community can participate in planning.

Building community support can happen formally and informally. A formal process could include establishing a community mandate for undertaking comprehensive community planning, and confirming it through a referendum or some similar means. Informal processes could include generating feedback on the planning process through surveys or community meetings.

A planning champion will often introduce the idea of planning to the community and leadership, and can drive the process, gain support and help build a planning team. A planning champion can be any community member. They may come forward as a result of a trigger process or a crisis that gets people talking. The planning champion needs to be based in the community, respected by community members and prepared for a long-term commitment to the planning process.

2) PLANNING: CREATING THE PLAN

In the planning stage, the community identifies its vision and values, and the specific steps that will be taken in order to realize that vision. Supported by the planning team, the community will:

- describe itself,
- analyze its strengths, weaknesses, opportunities and threats,
- establish its vision and values,
- build a comprehensive planning framework that addresses all areas of community life (including goals and objectives, projects and activities, and priorities), and
- create a detailed plan for implementing activities and monitoring progress.

The community must drive the planning process in determining its own vision, values, goals, objectives and activities/projects. Youth should be encouraged to become involved in the
visioning process, as they are the leaders of the future. Community leaders can provide direction, encouragement and endorsement of the plan.

Administration, including managers and staff, are excellent sources of information, particularly during the more detailed planning stages of identifying strengths and issues, developing goals, objectives and activities, and linking funds and resources to these activities. Because administration will be responsible, in a large part, for implementing the plans, all managers and staff should be familiar with the plan, particularly in their areas of responsibility. It will be important for managers and staff from different departments to create effective communication processes so they can coordinate and cooperate on projects that affect a number of planning areas and departmental responsibilities.

The planning stage may involve strategic partners. The community may decide to hire a consultant with technical and planning expertise or use partners to help community members learn about the process and review existing documents. It is also useful to engage with other governments (e.g. Municipalities or regional districts) or the private sector to review any plans already in place and/or to identify areas of possible cooperation.

Once a comprehensive community plan has been developed, the plan will need to be vetted by the community. Awareness and endorsement are necessary for the plan to become a long-term guide for community development that transcends changes in political leadership. How your community endorses its plan will be specific to its circumstances and traditions. Possible options include:

- Community referendum: all eligible voters cast a ballot on whether or not they support the draft plan (the community determines the required level of approval).
- Vote at a community meeting: less formal mechanism for approval could be a simple show of hands at a convened community meeting or a three-reading process where the plan is presented at a series of community meetings, followed by a vote during the last meeting.
- Traditional methods: some communities may have an accepted traditional method of decision-making appropriate for approving the plan (e.g. the consensus of heads of families).
- Support and/or ratification from Chief and Council for the plan will help during implementation.

Celebrate! Once the comprehensive community plan has been endorsed, a formal ceremony to celebrate is in order, where community leaders can acknowledge the community’s wishes and commit to implementing the plan. This is also an opportunity to publicly communicate to others including neighboring governments, the private sector and strategic partners, that the community now has a comprehensive community plan in place.
3) IMPLEMENTATION: MAKING IT HAPPEN

It is now time to begin implementing the plan – moving the process from ideas into action. Implementation simply means putting the plan to work by taking priorities (projects, policies or programs) and transforming them into results on the ground.

Administration, including managers and staff, will likely be involved in coordinating the implementation of the comprehensive community plan. Chief and Council, with support from the membership, may oversee the implementation but can often delegate the day-to-day tasks to a staff member or project champion.

Engaging project champions is one of the most successful ways to get a project started and see it through to fruition. A champion can be a councillor, community or staff member, or anyone who has a passion for a project and the skills (or is prepared to acquire them) to make sure it succeeds.

Foster continued community ownership of the plan. The planning champion, community planning team, community members, staff and council have likely put in hundreds of hours of planning work and participated in many meetings. Your greatest assets are your community members; ensure that they stay engaged throughout implementation of the plan through good communications, advisory committees and focus groups.

There will be an expectation that things will begin to change for the better – that there will be immediate benefits for the community or that positive projects will start right away. It is very important to manage expectations in the early stages to prevent disillusionment or disappointment. One way is to immediately identify some quick-start projects which you can implement while you are developing longer term projects.

4) MONITORING AND EVALUATION: ARE WE MAKING PROGRESS?

Monitoring and evaluating the CCP allows you to determine if the implementation of the policies, programs, and projects from the CCP are having the desired effects. It is an ongoing process that helps you learn from your efforts and be responsive to change.

The monitoring and evaluation stage is necessary to:
- make sure the projects are benefitting the community,
- assess the progress in implementing the comprehensive community plan,
- make revisions, as required, so that the plan remains relevant,
- keep the plan alive and adjust it to external and internal changes, and
- keep the community excited and informed about the results achieved through CCP.

Members of the community should be involved in evaluating the progress and outcomes of the plan. Continued community involvement is needed to support the process and encourage the community's investments in the plan's outcomes.
Continued community involvement will:
- maintain momentum for planning,
- keep a high level of community awareness of planning,
- ensure the comprehensive community plan stays applicable to the community,
- encourage continued political support of, and attention to, planning and implementation,
- create an administration culture that is responsive to community needs, and
- create a community culture of strategic thinking and long-term vision.

Identifying who will be responsible for the monitoring and evaluation of the CCP is a critical decision. Appointing the right people or committee for this responsibility can go a long way to ensuring the CCP does not end up sitting on a shelf. This responsibility can rest with council, administration, or an implementation committee. Individuals and groups responsible for implementing activities will also report on progress and share lessons learned.

In accordance with the community’s progress for monitoring and evaluation, which may be set out in the implementation strategy of the plan, the implementation committee will prepare regular evaluations and reports for council, administration and the entire community (annual, for example).