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First Nations—Municipal Community Infrastructure Partnership Project (CIPP)

CIPP Joint Community Sustainability Planning (CSP) Primer

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CIPP Joint Community Sustainability Planning Primer
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1. Joint Community Planning

1.1. Introduction

When considering the potential for shared community infrastructure and related service agreements, it is important to consider the broader planning context within which the infrastructure and a proposed service agreement will be implemented. Comprehensive community plans for First Nations and municipal governments serve to identify local priorities that may be best addressed jointly in a service agreement. The initial creation and subsequent updating of these plans offers neighbouring communities an important opportunity to work together in order to determine shared values, establish common objectives, and identify opportunities with a potential to provide greater returns for all. Best practices in the development of service agreements include consideration of joint community planning opportunities, as described below.

1.2. What is Joint Community Planning?

When representatives are elected to band councils or to municipal governments, they are expected to plan for the ongoing and future success of their communities. First Nations governments and municipal governments are responsible for engaging their citizens in effective community planning that establishes local priorities and guides long-term policies and resource allocation. These factors directly affect quality of life. Historically, within a municipal setting, the community's priorities have been reflected in a number of documents, which may include an Official Community Plan (OCP), a Sustainable Official Community Plan (SOCP), land use plans, strategic plans, bylaws and other policy documents. Similarly, First Nations community-planning priorities are documented using various strategies and plans, such as a Comprehensive Community Plan (CCP), which addresses key planning areas including governance, land and resources, health, infrastructure development, culture, social issues and economic development. Implementation of these plans is often reflected in band and municipal council resolutions, as well as in bylaws and zoning regulations.

More recently, First Nations and municipal governments have recognized that their individual plans and strategies can benefit from integration, and from the incorporation of sustainability principles. Consequently, a more comprehensive planning process is now being considered by many governments, in order to generate Integrated Community Sustainability Plans (ICSPs) that reflect long-term sustainability using community-defined Strategy Areas, indicators of future success, and specific initiatives.

Regardless of the level at which planning occurs, there is always a local context that must be considered. Communities do not exist in isolation, and often share issues and concerns with their neighbours that affect the health and well-being of all community members. Given the ever-increasing cost and complexity of providing local services, it is important to consider collaborative and mutually beneficial opportunities at the earliest possible stage: the community planning stage.

> **Joint community planning** involves planning with neighbouring communities in order to identify collaborative and mutually beneficial opportunities. A regional growth strategy is one example of a joint community planning process. Ideally, this joint planning process occurs at a strategic level and encompasses a broad range of potential initiatives, rather than being limited to planning for a single community service. If historical relationships have been difficult or relationships are just being built, however, joint community planning can be an important building block in creating complementary and cooperating communities.

1.3. Why is Joint Planning Important? What are the Benefits?

When joint community planning is not undertaken, each community is left to fund its own infrastructure, resulting in duplication of effort, redundant resources, and potentially lower service levels for all. Joint community planning, therefore, is important and beneficial for many reasons. Relationships can be strengthened, and trust enhanced, through the sharing of community priorities, and participation in the dialogue that results during the creation of coordinated plans. Tangible improvements in quality of life for residents can also be achieved through this process, particularly where demand for services is high, available resources are limited, and communities find mutually acceptable opportunities to collaborate and share the costs of infrastructure and providing services.

Dialogue during the planning stage is important. This will help to ensure that all opportunities for cooperation and coordination have been identified and explored before individual communities have committed resources to separate projects or systems, such as infrastructure and facilities.

1.4. Municipal and First Nations Planning and Governance

The legal context for community planning is outlined in Municipal and First Nations governance legislation (the *Municipal Act* or *Local Government Act* for each province or territory), which varies across the country, and across First Nations (the *Indian Act*, band council resolutions, etc.). The CIPP Service Agreement Toolkit's Guide to Relationship Building provides a good overview of municipal and First Nations community governance structures, including differences and similarities.

1.4.1. Municipal Planning

The primary community-planning document used by municipalities is the Official Community Plan (OCP), also known as an Official Plan (Ontario), Development Plan (Alberta, Manitoba) or Plan d'urbanisme (Quebec). An OCP is a statement of objectives and policies to guide, within the powers of local government, decisions on planning and land use within a community. An Official Community Plan (OCP) can be

developed by both municipalities and regional governments, and provides a long-term vision for the community.

Common elements of OCPs include:

- Location, amount, type and density of development.

- Restrictions on land use; e.g., land that is subject to hazardous conditions or that is environmentally sensitive to development.

- Location and phasing-in of transportation and infrastructure servicing.

- Location and type of present and proposed public facilities, such as schools, parks, and waste treatment and disposal sites.

- Housing policies, including affordable housing and special-needs housing.

- Policies related to economic development.

- Policies relating to social needs, social well-being and social development.

- Regional context statement, if located in a regional planning area.

- Policies relating to the maintenance and enhancement of agriculture.

- Policies relating to the protection and enhancement of the environment.

In some areas, the OCP has been expanded to become a "Sustainable" Official Community Plan (SOCP), which accomplishes the same purpose as the a CSP *and* an OCP, specifically including policies and strategies designed to move the community towards their definition of social, cultural, environmental and economic sustainability.

1.4.2. First Nations Planning

For First Nations, the primary planning process is the Comprehensive Community Plan (CCP). As defined by Aboriginal Affairs and Northern Development Canada (AANDC, formerly INAC), the CCP is a holistic process that enables a community to build a roadmap to sustainability, self-sufficiency, and improved governance

capacity. It is a new approach to planning, in which the process is steered by the community rather than a small group or committee.

> **Key principles of Comprehensive Community Plan (CCP)**
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> - **Undertaken with broad community participation.** A comprehensive approach enables the community to establish a vision for its future, and implement projects to achieve this mission. It helps to ensure that community projects and programs are thought through, that they make sense, and that they are the best use of available resources. A good CCP also integrates and links all other plans that the community has produced.
> - **Inclusive.** A CCP should represent the perspectives of all members of the community, including Elders, youth and family representatives, whether they reside within or beyond the community's legal boundaries (i.e. on and off-reserve community members).
> - **Addresses key planning areas, all of which are interrelated and interdependent.** These areas include governance, land and resources, health, infrastructure development, culture, social issues, and the economy. Consideration of all key planning areas through a single unified process defines community planning as a holistic and integrated exercise that can lead to sustainable development.

The First Nations context for planning has an additional legislative framework provided by self-government, historical treaty settlements, ongoing negotiations, or legal proceedings regarding rights and title. Regardless of these issues, the opportunity to enter into a joint community planning dialogue—that does not influence ongoing legal proceedings or treaty negotiations—should be pursued by neighbouring communities. No harm can come from respectful and open communications, and there is significant potential for mutual benefit. An appropriately worded Letter of Intent and Communications Protocol, as defined in the CIPP Toolkit (See Unit 2: Guide to Relationship Building), should specifically stipulate that such dialogue is without prejudice to current land claims or other treaty negotiations, and does not constitute "consultation" in the legal sense of the word.

1.5. Joint Planning: A Tool for Service Agreements

Joint community planning will identify common priorities, and will help focus any planned discussion around opportunities for service agreements between communities. For example, if members of all involved communities identify zero waste as a priority in their descriptions of success, opportunities to collaborate on waste diversion through recycling,

reuse, and composting facilities could be reviewed, and joint service agreements for shared infrastructure could be explored.

Similarly, if the communities are experiencing population or commercial growth that requires additional underground infrastructure, and drinking water or wastewater treatment facilities, there is potential for land-use planning to be coordinated, and infrastructure servicing to be combined. Joint community planning can be an important catalyst to desired growth, providing the economies of scale necessary to achieve mutual local objectives with limited resources. Needless to say, simple decisions such as the size of required pipes or capacity of the treatment facility can have enormous cost implications if these are not considered in advance, potentially requiring unnecessary expansion or reconstruction of an infrastructure system in the future.

1.6. Checklist for Successful Joint Community Planning

There are a number of common elements that can help to ensure the success of joint community planning:

- ✓ **Creating a Robust Planning Framework.** A community plan needs to involve a broad cross-section of each community, and should systematically consider and address a wide range of complex issues. As a result, planning cannot be done in an ad hoc manner. All steps in the process must be carefully considered and agreed to by all partners before beginning. One example of the steps involved in creating a robust community planning framework can be found in AANDC's *Comprehensive Community Planning for First Nations in British Columbia*.

- ✓ **Creating a Common Vision.** It is difficult to plan if you do not know what your colleagues in other communities are planning. While different communities may have different visions and different comfort levels in coordinating their plans, it is worthwhile to do joint visioning, in order to determine common ground and possibly lower costs while providing the highest possible quality of life to your community. Common concerns might include road connections, water and wastewater quality, economic development, recreation, and protective services, such as fire protection.

- ✓ **Early and Ongoing Consultation.** It is generally too late to begin a dialogue when you have already reached a project's detailed design or procurement phase. The setting for early consultation does not need to be formal: "coffee meetings" and informal discussions can be more effective at the initial stages than sit-down meetings. As the vision becomes more established and you need to start drawing lines on the map, a more structured approach with documentation can evolve to capture the common vision and turn it into agreed-to actions on the ground.

- ✓ **Involvement of Community Partners.** We often forget that a community is more than its council, and that there are many other partners involved, such as social agencies, cultural groups, the local business community, groups concerned about the environment, the development community, etc. While it is important for councils to have an open and ongoing dialogue, community plans that involve, and are supported by, all members of a community will have a higher degree of success. Community Partners is also likely to be the lead organization on many of the actions identified to implement sustainability.

- ✓ **Facilitation.** Whether it is a discussion or negotiation between a developer and the community, between different levels of government and their agencies, or between neighbouring communities, a trained facilitator can be of considerable assistance in finding common ground, identifying issues, and helping to resolve them if possible.

2. Community Sustainability Planning

2.1. What is Community Sustainability Planning?

The goal of Community Sustainability Planning is to create and implement a Community Sustainability Plan (CSP), or "Integrated" Community Sustainability Plan (ICSP), which reflects how all aspects of sustainability are integrated within a community. A CSP is a document that is written by and for the community, helping to guide it towards the future that it would like to see. It considers economic, social, cultural and environmental issues within the community.

A CSP is the community's most comprehensive policy document and, once completed, integrates all existing plans and policies, giving direction to all future initiatives and providing a comprehensive framework for community decision-making.

A CSP is as much a process as it is a plan. It is an ongoing means of engaging the community in creating and updating a community vision, and linking that vision to realistic planning and collaborative action today. CSPs emphasize long-term thinking, collaboration between community residents and stakeholders, the creation of partnerships, and ongoing monitoring and evaluation to ensure success. In this Guide, the acronym CSP will refer to both the Community Sustainability Planning process and the resulting Community Sustainability Plan.

2.2. Why Should Communities Undertake Sustainability Planning?

Sustainability planning helps communities gain insight into their long-term goals for success; the goals then shape and inform investment and infrastructure decisions, reducing potential, and often costly, short-term mistakes. Communities undertaking sustainability planning engage their citizens in an inspiring and motivating dialogue that creates a shared vision for the future. The process provides guidance for strengthening local economies; improving affordability; preparing for the long-term impacts of climate change; developing strategies for food security; enhancing arts, culture and heritage, etc. Communities save significant money over time in reduced energy, infrastructure and waste management costs, and are able to access funding through a variety of mechanisms.

2.3. Checklist for CSP Outcomes

As the result of a Community Sustainability Planning process, a community will gain the following documents and tools:

- A sustainability strategy for the community as a whole, outlining a **Vision**, sustainability **Objectives**, and key **Priorities** and **Strategy Areas**.
- A set of clear **Actions** for immediate implementation, directed to specific organizations.
- A set of **Indicators**, and an effective and easy-to-use **Monitoring and Reporting System**.
- A **Shared Understanding** of how the community will seek to achieve its vision.

2.4. Community Vision, Priorities and Strategy Areas

All communities are different, and priorities for the citizens and future plans of individual communities may differ significantly. At a high level, many communities describe their priorities; i.e., what is important in order to achieve the vision. Community priorities generally address community, environmental and economic areas. No one priority is more important than any other, as they depend upon one another for continued success in achieving the community vision.

While it is important for a CSP to address relevant community sustainability issues such as climate change, intergenerational demands, access to education, or economic viability, the CSP does not need to be structured according to these issues. In fact, a plan structured based on the issues alone would likely be unwieldy and require significant resources, simply due to the sheer number and variety of issues. Instead of looking at every potential issue facing the community, a CSP identifies Strategy Areas that address all important community issues in a coordinated way.

We may not always think of a community as being composed of an energy system, leisure system, health system, etc.; however, we can all intuitively understand that these systems exist and will continue to exist. For example, a community's energy system is the way in which various organizations, infrastructure, and people combine to meet the community's energy needs. The way in which a system functions well—or not—is often the root cause of multiple issues; addressing the system as a whole brings everyone a step closer to finding appropriate solutions. In addition, our current energy systems have an impact on air quality, climate change, water ecology, etc. Working comprehensively on energy-system solutions can help in all three of these areas.

Appendix 2 provides one possible structure for addressing all of the things that communities could and should be doing in order to become more sustainable. Communities

can modify these to suit their priorities. For example, if affordable and adequate housing, or education and training are a high priority within a community, these can be developed as separate Strategy Areas.

2.5. Relationship of CSPs to Infrastructure Service Agreements

As discussed in joint community planning, if a clear future vision has been established, neighbouring communities may find that it makes sense for them to work together in providing common infrastructure systems. For example, coordinated planning may save both communities money and provide a higher level of service to their residents, businesses, and visitors.

At the community sustainability planning level, such systems would be reviewed from the perspective of social, economic, and environmental considerations. For example, communities may wish to cooperate on a wastewater treatment plant, as a result of concerns about health and the environment. In reviewing options, a sustainability "lens" might also look at economic considerations, not only in terms of equitable cost-sharing, but also in the potential for economic benefits, such as the use of waste heat from the treatment facility to heat local buildings.

Clearly, there are potential economies of scale, particularly for "green" infrastructure systems such as renewable energy, when communities can pool their resources to invest in infrastructure that may be more sustainable in the future.

3. Steps in Joint Community Sustainability Planning

3.1. The CSP Process

The process for engaging in joint community sustainability planning involves the considerations and steps outlined below.

3.1.1. Initiating Dialogue Between Partners

The success of joint community sustainability planning will be directly related to the quality of the relationship between the parties. Much like a personal relationship, it takes time and many conversations to reach a deeper understanding of shared values, and a commitment to move forward together. Only after trust and respect have grown can shared values and opportunities be explored.

Initial dialogue between partners should focus on getting to know one another, and on sharing and comparing values, priorities and visions for the future. Descriptions of a community's desired future state—e.g., community-generated descriptions of success—are central to these initial discussions.

There is often a need to address historical issues that may exist between communities before constructive dialogue can begin. The CIPP Toolkit Unit 2: Guide to Relationship Building provides a range of suggestions for addressing these issues and moving on to future cooperation.

Because joint community sustainability planning is the highest level of local planning, informing and directing subsequent policy decisions within each community, it is important that willingness to proceed be demonstrated by the Chief and council and Mayor and council, along with the clear support of senior administrative staff.

3.1.2. Governance Structures for the CSP Process

While the Chief and council and the Mayor and council are responsible for the success and outcomes of joint community sustainability planning, it is generally advisable to establish a project Steering Committee to guide the planning process.

Membership on this Steering Committee should include both First Nations councillors and municipal councillors, along with the band manager, CAO, senior staff, and other staff members and community representatives who have specific issue-based knowledge or general planning expertise. If there are priority issues and community interest, subcommittees may be formed to deal with, for example, common social issues or economic development. Ultimately, active participation at both the political and staff level, as well as participation from all levels throughout the community, is important to achieve the crucial "buy-in" needed to ensure the success of the plan.

3.1.3. Creating Community Awareness and Engagement

Familiar tools related to community awareness and engagement can be considered, including public meetings, focus groups, meetings with special interest groups, and printed materials and advertising in both print and broadcast media, where available. No single approach will work in every community (See CIPP Toolkit Unit 2: Section 3.4. Community Engagement). In some communities, residents and other stakeholders will come out in great numbers and participate actively. In other communities, staff will need to meet the community in venues such as resident or business association meetings, invited focus groups, and even "kitchen table" meetings, in which staff issue a broad invitation then go and meet with smaller groups in their homes in a more informal atmosphere. Communities should not be afraid to experiment and find the best means of engaging their residents in meaningful ways.

In many First Nations communities, it is often very important to first engage with Elders in order to gain their insight. Sometimes transportation, and potentially small honoraria, may help with the participation of Elders; translation services may be necessary as well. When in doubt, check with First Nations partners to determine appropriate ways of engaging community Elders.

If community sustainability planning has implications for future land use, whether related to residential or resource lands, extended families with traditional land-use rights (e.g., hunting territories, berry-picking) should also be engaged on a family-by-family basis.

Although online strategies for communication—including websites, social networking, etc. are growing in popularity, particularly to engage youth and when there are large distances involved—it is equally important to ensure that those without computer access and/or high-speed Internet service are engaged in the process. In addition, continued engagement with Elders will require face-to-face meeting opportunities in small groups.

Should a municipality or First Nation choose to develop a sustainability plan independently, it is still essential to maintain ongoing consultation with the neighbouring community, perhaps involving a formal request for representation on the Steering Committee. Some communities have made planning meetings open to all area residents, even if not part of a joint process. This allows an exchange of information, and an opportunity for all to express various interests, ideas, and concerns.

3.1.4. Developing a CSP Framework

While there have been many variations on sustainability frameworks, there seem to be a number of common elements, as described below.

✓ **Creating a shared understanding of sustainability**, which includes explaining why sustainability is important, as well as the scope of sustainability issues that communities could and should address. A concise set of robust sustainability principles, or objectives are usually produced to guide the process. The following is one example of a commonly used set of sustainability principles:[1]

1. Reduce and eventually eliminate our contribution to the systematic accumulation of materials from the earth's crust.

This means substituting our use of certain minerals that are scarce in nature with others that are more abundant, using all mined materials efficiently, and systematically reducing our dependence on fossil fuels.

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[1] http://www.naturalstep.org/the-system-conditions

2. Reduce and eliminate our contribution to the systematic accumulation of substances produced by society.

This means systematically substituting certain persistent and unnatural compounds with ones that are normally abundant or break down more easily in nature, and using all substances produced by society efficiently.

3. Reduce and eliminate our contribution to the ongoing physical degradation of nature.

This means drawing resources only from well-managed ecosystems, systematically pursuing the most productive and efficient use of those resources and land, while also exercising caution in all modifications of nature, such as overharvesting and the introduction of invasive species.

4. Reduce and eliminate our contribution to conditions that systematically undermine people's ability to meet their basic needs.

This means offering products and services and changing practices, suppliers, and business models to those that ensure that human rights are respected, income-making barriers are removed, safe and healthy work environments are provided, and living conditions allow local communities to meet the needs of their citizens.

✓ **Creating a common vision for sustainable neighbouring communities**, which generally includes a **Vision Statement** and a number of **Strategy Areas**, as outlined above, to help organize all of the identified issues to be addressed. These might include areas such as recreation, safety and security; and green infrastructure for water, wastewater and solid waste. Finally, the vision should include a range of outcome-focused statements describing what a successful and sustainable future looks like in the partnering communities, sometimes called "**Descriptions of Success**". These can easily be blended for joint processes to include traditional concepts, such as "take no more than you need", or the Medicine Wheel concept, which celebrates the renewable and eternal value of nature—both of which are highly supportive of sustainability.

✓ **Identifying where the communities currently are with respect to their Strategy Areas**, also known as creating a "baseline" or "**Descriptions of Current Reality**". Creating an agreed-upon Current Reality for each community also promotes community awareness and understanding, including interdependencies of infrastructure and other community services, and opportunities for shared services. For example, the Current Reality may indicate that the quality of drinking water requires improvement in one community, while

the neighbouring community has excess processing capacity within its existing infrastructure.

✓ **Identifying actions to get the communities from where they currently are to the sustainable future that they want.** This is often called "backcasting"—i.e., working back from where you want to be—and is the opposite of forecasting, which is simply predicting where you will end up if current trends continue. Action planning provides, along with visioning, opportunities for collaboration among municipalities and First Nations communities, and should involve a broad range of Community Partners, as governments by themselves cannot create sustainable communities without the support of these Community Partners.

✓ **Creating indicators to track process towards the sustainability vision** and adjusting actions as necessary with a monitoring and reporting system, as described below.

3.1.5. Indicators and Monitoring and Reporting Systems

Indicators are essential for measuring performance towards the communities' visions and goals, as well as for communicating progress. Indicators should show trends over time and provide information as to where progress is being made—and, if not being made, which areas require action.

An appropriate set of indicators for monitoring progress of the joint community sustainability plan can typically be selected through dialogue with data users, data providers and Community Partners. Research should be conducted to identify best-practice indicators used in other jurisdictions, as well as internal research to understand what is already being reported within the communities. Once this initial set of indicators is identified and selected, other indicators without such readily available data can be added, and the requisite data acquired. It is important to bear in mind that an indicator will not be very useful if there is no way to collect the necessary data, or if tremendous resources would be required for its collection.

Indicator assessment criteria include:
- **validity**—to measure progress towards the community vision and goals;
- **reliability**—to provide consistently measured data over time;
- **resource intensity** (including information availability)—to achieve a balance of good data for good value; and
- **comparability**—to benchmark against other communities where possible.

It is recommended that, to begin an ongoing monitoring and reporting system for the communities, a set of comprehensive indicators be used to provide an overall picture of sustainability within the communities. If access to more specific data is available, it is possible to add supporting information to the initial set of indicators. For example,

total energy used can be reported on by sector (e.g., buildings and transportation), and by energy type (e.g., natural gas and electricity) as well.

Over time, indicators will evolve as further learning and increased capacity develops in terms of useful reporting and monitoring. Common existing data sources include organizations such as Statistics Canada, provincial and territorial statistical agencies, tourism groups, utilities and, and in some communities, community surveys, which are an excellent way of collecting unique information for your community. New data-collection tools and sources may become available in the future, and should be included in the monitoring system to make indicator results more robust and reliable.

Error! Reference source not found. provides a range of indicators that have been developed as a recommended initial set for municipalities and First Nations communities. These are common indicators used in many communities, for which data is typically accessible and available.

Monitoring and reporting should be done annually, and comprise the following steps:

- ✓ **Monitoring and reporting** progress towards (or away from) a community's vision is essential to provide transparency, inform decision-making and enable continuous improvement. Ongoing, reliable monitoring provides the community with a number of essential functions and benefits, including:

  - informing decision-making throughout the community;
  - informing action planning;
  - ensuring transparency and accountability to community stakeholders; and
  - engaging businesses, residents and visitors in achieving the vision by providing meaningful and timely information in an interactive way.

- ✓ **Communicating results** will build excitement and support for the

overall process, and should ideally be undertaken on a regular schedule, to give the communities time to plan upcoming actions. One efficient method of reporting back to the communities is through a website. Publicly accessible, easy to understand, and easily updated, a web-based platform is fast, efficient, and effective for communicating results. However, this should be complemented with face-to-face meetings in small groups to allow interactive discussion, and to permit those who are not comfortable with computers, particularly Elders, to continue to participate and provide input.

✓ **Consistency in reporting** in the same format and using the same metrics year after year is important in order to show trends in performance and identify areas in which more attention may be needed.

3.1.6. Celebrating Common Successes

Throughout joint community sustainability planning, it is important to celebrate successes together. Celebration creates a sense of momentum, enhances awareness and understanding of the process, and consequently supports continued planning, monitoring and relationship-building.

Traditionally, in many First Nations communities, a feast is central to celebration. Consideration should be given to incorporating an open house/feast, offered free of charge to all community members, during which progress can be shared and next steps discussed.

3.2. CSP Checklist

The steps involved in creating a CSP can be summarized in the checklist below. This process, modelled after those used in a number of communities, is focused on covering all of the necessary elements of a CSP and promoting a "bottom-up participatory process" that engages those affected by decisions, as well as those who will be responsible for implementing parts of the plan.

☑ Project kick-off—Municipal and First Nations staff, potentially with the assistance of consultants, meet to confirm project scope, deliverables, process and timeline. A CSP Steering Committee, along with Community Partners, should be identified and created to work together throughout the process.

☑ Review existing documents and prepare a framework—Review all existing and relevant documents for sustainability visions, policies, and actions. Confirm and adopt sustainability principles and draft a framework for the CSP process and deliverables, including implementation tools. Background materials, including public engagement materials, need to be developed.

☑ Create a shared vision of a future sustainable community—Prepare and organize one or more community events to create awareness of what sustainability planning is about and what the benefits are, and to gather information on a shared vision, sustainability principles, strategic areas, and "Descriptions of Success"; i.e., the community's desired outcome in future years relative to these strategies. Sustainability education/training support and coaching should also be provided.

☑ Review and confirm Vision, Strategy Areas, and Descriptions of Success— Take the input from the community and work with the CSP Steering Committee to review and finalize the vision, principles, strategy areas and descriptions of success.

☑ Descriptions of Current Reality (community baseline data)—With assistance from staff, the CSP Steering Committee, and Community Partners, develop the Descriptions of Current Reality (DoCRs), which are statements and data indicating the current state of the community within the identified Strategy Areas.

☑ Action planning—The CSP Steering Committee, and possibly other Community Partners, review the Current Reality and Descriptions of Success, and brainstorm a series of initiatives and any required investments in each Strategy Area. For example, it may be agreed that "affordable housing" is an important issue under the "Buildings and Sites" Strategy Area. In this case, the communities first identify a Description of Success for affordable housing; e.g., "All residents have access to safe, affordable, and appropriate housing." They then describe the Current Reality of the affordable housing situation within

their community at the present time. This connection between Current Reality and the desired future will aid in generating ideas for initiatives and investments, as well as actions to bridge the gap between the Current Reality and the desired future. Actions could be decided upon according to a filter, including criteria such as ease of implementation and sustainability. At this stage, Community Partner organizations could take responsibility for certain initiatives, either by leading or supporting implementation.

☑ Performance monitoring and reporting—Compile a list of performance measures (indicators) that support the Strategy Areas and defined Descriptions of Success, with the CSP Steering Committee, Community Partners and staff providing input. Create a basic monitoring and reporting tool, such as an Excel spreadsheet that is easy to use for data input and generating reports, as well as use on a website.

☑ Finalizing the CSP—Finalize the Community Sustainability Plan, including the vision, sustainability principles, Priorities, Strategy Areas, Descriptions of Success and indicators. The CSP should include a set of actions ready for implementation, as well as a basic tool for tracking implementation of actions.

☑ Decision-making framework—A decision-making framework should be created and systematically applied. The framework should address community sustainability objectives and Descriptions of Success. Questions that should be included in a decision-making framework could include:

  ☑ Do the initiatives and/or investment move the community towards its shared vision?

  ☑ Does the action move the community towards its sustainability objectives?

  ☑ Does the action present a flexible platform for further progress towards sustainability?

  ☑ Is the investment a good financial investment?

☑ Presentation to councils and the community—Prepare presentations for councils and Community Partners on the final CSP priorities, Strategy Areas, Descriptions of Success and actions, and how these are applied in practice. A workshop on the CSP sustainability framework and its implementation is also recommended for councils, staff, and potentially other Community Partners. Community Sustainability Plans should be "launched" during a community celebration at which Community Partners commit publicly to supporting the CSP, and identify actions that they can lead or support.

☑ Implementation Strategy—This is arguably the most important step in the process, which involves taking the sustainability framework and applying it

systematically to how the community does business. The strategy is supported by a number of tools, including the monitoring and reporting system, the decision-making framework, taskforces responsible for ongoing action planning in support of Strategy Areas, etc.

3.3. Relating CSPs to Land-Use Planning

3.3.1. Integrating Sustainability with Other Plans and Policies

It should be noted that a CSP is not a land-use plan, which is usually a legal document that regulates what can and cannot be done with land, often with specific guidelines. Generally, a CSP has no maps, no zones, no land-use designations, or other regulatory tools. The CSP is usually adopted by council resolution as an overarching policy document. The CSP describes a vision for the community, including land use, and provides direction on all matters that communities can influence. The CSP vision should be incorporated into the Official Community Plan, zoning bylaws, and other plans and policies, in order to provide more specific direction on how sustainability principles are to be applied. Many communities create a "Sustainable Development Checklist" to clarify for developers how the CSP's vision, objectives, and descriptions of success are to be applied to new development.

3.3.2. Using the CSP to Guide Decision-Making

The CSP developed jointly by the communities can be thought of as a "lens" or a "filter" through which decisions are made, in order to ensure that these promote the communities' sustainability objectives. Experience has shown that, to be effective, this must be done systematically if sustainability is to become "institutionalized" in the communities' ways of doing business. While the CSP filter should be applied consistently, the degree to which it should be applied will vary with the significance of the decision. For example, a decision on which water or wastewater treatment system to purchase, or whether a joint recreation and leisure facility should be built, will clearly involve detailed review, and communities will want to ensure that the system selected meets all social, economic, and environmental criteria. Lesser decisions, such as where to hold a meeting or what type of computer monitor to purchase, should consider sustainability objectives, but not necessary involve a full sustainability review. Once in practice, considering sustainability in decisions will become as natural as seeking the most cost-effective solution under a standard cost-benefit approach.

There are a number of ways to incorporate sustainability into decision-making. All council reports and consultant studies involving major decisions should include a sustainability analysis. Periodic audits of minor decisions should be considered in order to ensure that sustainability objectives have been considered. **Error! Reference source not found.** provides an example of a simple, but robust, tool

that asks the right questions to help ensure that sustainability is properly considered in community decision-making, based on priorities, objectives, Strategy Areas, and financial considerations.

3.4. Engaging Community Partners

The CIPP Toolkit's Guide to Relationship-Building provides an excellent set of tools and other resources for developing healthy relationships between municipalities and First Nations communities.

For CSPs, experience has shown that the broad involvement of the community, including residents, businesses, community organizations, and appropriate external organizations—such as provincial territorial, and federal government agencies—is essential for promoting success. While First Nations and municipal councils and staff can do a lot to promote sustainable communities, they are just one of a number of Community Partners which need to work together. The "Elements of Successful Joint Community Planning" related to community engagement apply equally to sustainability planning, as described below.

- ✓ **Creating a Common Vision.** Neighbouring communities need a shared vision of what sustainability looks like, in order to develop actions and monitor whether they are getting them to their vision.

- ✓ **Early and Ongoing Consultation.** The time to engage communities is at the beginning, when the common vision is created, although consultation should continue right through to implementation.

✓ **Developing Community Partners.** From education to day care, health care, housing, job creation, or environmental protection, sustainability plans succeed best when councils, municipal and First Nations staff, and Community Partners all take ownership of the vision and work on achieving sustainability objectives together.

Case Study: Campbell River Sustainable OCP Project Partnership

The City of Campbell River has partnered with the Wei Wai Kum, We Wai Kai, and Homalco First Nations to develop a Sustainable Official Community Plan (SOCP), which combines a Community Sustainability Plan with a Comprehensive Community Plan. These communities use a systems approach to examine current sustainability practices and future opportunities, and to articulate a practical vision for sustainability. The plan could include such things as strategies and targets for economic and social development, waste management, and reductions in greenhouse gas emissions. The plan will also guide future government operations and apply a sustainability assessment to all development proposals. Existing plans and policies related to carbon emissions, purchasing, energy, transportation, operations, and waste and water management will be reviewed and amended to complement the SOCP.

The SOCP is being created through a consultative process involving First Nations, youth, Elders, the general public, community agencies and various levels of government. Collaboration with the First Nations within a mutual learning environment laid the foundation for the plan, acknowledging First Nations' goals and values, identifying partnership opportunities, and enabling First Nations' planning to recognize and support the SOCP where appropriate. One innovative engagement tool used in the process was an evening storytelling event, in which Elders and residents from all local communities came together to share their common history and experiences, as a foundation for moving forward together in the future.

The SOCP steering committee consisted of community stakeholders and First Nations' partners, helping to engage the broader public within all local communities. Consultations included a variety of tools such as community visioning; identification of issues; social, cultural, economic, environmental, and planning objectives; and goal-setting.

Related to this work, the City is collaborating with local First Nations communities on a "Planning and Governance Strategy" to define opportunities and agreed-upon approaches to plan collaboratively, and implement joint decision making processes wherever possible on matters such as land use, economic development and infrastructure.

"This project demonstrates how our municipality is working with our First Nations neighbours, and it will help the City to meet its carbon-neutrality target by 2012," says Campbell River Mayor Charlie Cornfield. "The SOCP will be our collective vision: a blueprint for the whole community of Campbell River, built together with our First Nations partners, to guide us as we work toward long-term sustainability."

More information on the process is available at:

www.sustainablecampbellriver.ca

In addition to recruiting a broad range of community residents and influential Community Partners on the CSP Steering Committee, there are a number of other tools that can help promote meaningful community engagement and a common commitment towards turning the sustainability plan into reality. These include:

- ✓ **Action Planning Meetings.** These meetings, held every year, bring Community Partners together to identify actions, as well as lead and supporting organizations responsible for implementing those actions.

- ✓ The **Sample Action Monitoring Tool** below provides an example of how these actions can be allocated among Community Partners, and monitored over time.

- ✓ **Community Task Forces.** Task Forces can be brought together to undertake action planning on all, or specific, high-priority Strategy Areas. For example, if affordable housing is an important issue for the community, representatives of residents, social agencies, provincial and federal agencies, developers, construction companies from all local communities can be brought together as part of an Affordable Housing Task Force.

- ✓ **Community Partner Agreements.** If Community Partners are recognized as integral to the sustainability plan's success, they can be asked to formally acknowledge their support through a Community Partner Agreement.

These tools are explained further in **Error! Reference source not found.Error! Reference source not found.**. A sample Community Partnership Agreement is provided below.

Community Partner Agreement

[Community Name] and its Community Partners support the United Nations definition of sustainability, which is "meeting the needs of the present without compromising the ability of future generations to meet their own needs" along with the established sustainability vision for this community, as follows:

[Community Vision Statement]

As a Community Partner, [Name of Community Partner] agrees that we:

1. Share [Community Name]'s vision, values and sustainability objectives.

2. Commit to participating in [Community Name]'s ongoing sustainability journey by:

   a. participating in annual action-planning processes;

   b. implementing actions assigned to us that are within our resources;

   c. adopting our community's shared Descriptions of Success as guiding visions in the areas that we influence through our work and activities; and

   d. incorporating sustainability planning and implementation strategies in the way we do business.

3. Will work together with all Community Partners, guided by these principles:

COLLABORATION	INTEGRITY
INCLUSIVE ENGAGEMENT	TRANSPARENCY
INNOVATION	OPEN COMMUNICATION

Dated this XX day of XXX, 20XX.

_____   _____

For [Name of Community Partner]   For [Community Name]

Appendix 1: Suggested Initial Strategy Areas

Strategy Area	Scope of Strategy Area
Buildings and Sites	The Building and Sites Strategy Area addresses how the physical characteristics of buildings and sites keep the community inclusive, affordable, livable and sustainable. It includes residential dwellings and commercial, institutional and industrial buildings, as well as their surrounding natural landscape, manicured landscape and paved areas. It deals with infrastructure, materials and practices related directly to the building or site, but generally excludes community infrastructure such as roads, energy systems, water and sewer lines.
Community and Individual Health	The Community and Individual Health Strategy Area is concerned with meeting residents' physical, mental, emotional and spiritual health through services, infrastructure, interactions, relationships and a strong community fabric. It also includes community safety. From an individual perspective, it addresses access to local and regional care services and health-promotion and, to lesser extent, health-enablers such as recreation.
Economy and Work	The Economy and Work Strategy Area focuses on bringing sufficient dollars into the community and optimizing the impact of those dollars, in order to help support local services and standard of living. It also addresses opportunities for meaningful work, sustainable businesses and the creation of a positive climate for local businesses.
Education, Arts, Culture, Heritage, and Leisure	The Education, Arts, Culture, Heritage, and Leisure Strategy Area addresses education and learning, arts, culture, heritage, and recreation-related participation or observation, as well as the supporting built and natural infrastructure, resources, and delivery agents. This Strategy Area seeks to support and celebrate traditional history, culture, and languages, and addresses the conditions required to make these accessible and inclusive with a low environmental impact.
Energy and Emissions	The Energy and Emissions Strategy area is concerned with meeting energy needs in an affordable, reliable and sustainable way that minimizes GHG emissions. It focuses on provincial, regional and small-district energy generation and delivery systems, as well as management practices related to the municipality's operations and the community as a whole. Energy demand and supply, and emissions from transportation, buildings and land use patterns, are primarily covered by their respective strategies.

Agriculture, Fisheries, and Food Security	The Agriculture, Fisheries and Food Security Strategy Area addresses how the community provides healthy and affordable food that nourishes the appetite, celebrations and culture of local residents. This Strategy Area involves maintaining the integrity of the land, the water, and the people providing the food, while moving towards a more sustainable system. It deals with local food systems, including local food production, from producer to consumer to disposal.
Land Use and Natural Areas	The Land Use and Natural Areas Strategy Area addresses the management of development in a way that maintains livability, natural areas, and economic development. This Strategy Area is concerned with the locations, patterns and types of all physical development, as well as the scope and timing of these developments. It also addresses how the community will protect, and attempt to restore, ecosystem integrity and biodiversity throughout the area and region.
Transportation and Accessibility	The Transportation and Accessibility Strategy Area is concerned with providing residents, visitors, and businesses with access to, from and within a community, for both people and goods, in an efficient and sustainable manner consistent with the community's context. This includes all modes of local and regional transportation, and focuses on modes with low environmental impact (walking, cycling, and mass transit), vehicles, transportation infrastructure and supportive technologies. Accessibility for those with special needs is an integral part of this Strategy Area.
Partnering with Neighbouring Communities	For communities with neighbouring First Nations or non-First Nations communities, this Strategy Area works to ensure that there is a consistent concept of sustainability, and that the communities build upon each other's strengths and values to create more successful and sustainable communities. It focuses on mechanisms for joint planning, services, coordination, consultation, and celebration of one another's culture.
Resources and Waste	The Resources and Waste Strategy Area is concerned with the supply of high-quality water and other resources, while minimizing environmental impact. It focuses on the entire water and materiel system—including appropriate sourcing, delivery, use and end-of-lifecycle systems—and addresses both physical infrastructure and management practices. The scope of this strategy also extends to flood control and protection from other natural hazards.

CIPP COMMUNITY SUSTAINABILITY PLANNING GUIDE
Appendix 2: Indicators for Monitoring CSP Progress

Indicator Name	Main Strategy Area	Description	What is Being Measured	Rationale	Source
Housing Affordability	Buildings and Sites	Proportion of residents paying more than 30% of their gross income on housing	This indicator measures the proportion of residents spending more than 30% of their gross annual income on housing. Housing costs include rent or mortgage payments, water, energy and taxes, minus any rental income, per year.	Housing costs are significant in determining whether local employees will choose to live within the community. The proportion of gross income spent on housing is a standard measure of housing affordability.	Stats Can
Green Building	Buildings and Sites	Proportion of new development that is built to a comprehensive green building standard	This indicator is meant to measure the proportion of new development each year that is built to a comprehensive, certified green building standard such as LEED, Built Green or the community's own green building standard. There is no numerical measurement system to track this indicator; this indicator thus relies on anecdotal evidence.	Buildings, while critical for housing and numerous commercial and recreational activities, can make a significant contribution to resource-intensive and unethical material sourcing, clearing of natural areas, and wasteful use of resources during the building's life. Poor design and selection of materials can have an impact on human health and productivity, while construction and deconstruction can introduce significant amounts of waste to local landfills. Comprehensive "Green Building Standards" can reduce the negative impact of a building, often creating a more livable space. Additionally, many "green" design features offer a direct return on investment.	Municipality/ band office
Housing Diversity	Buildings and Sites	Proportion of single-family dwellings compared to multi-family, secondary suites	This indicator measures the range of housing available, and their relative proportions.	With more housing types comes greater choice and affordability.	Municipality/ band office
Prevalence of Low Income	Community and Individual Health	Proportion of families below the low-income economic cutoffs	This indicator measures the proportion of resident families falling below a stipulated "low income" measure.	Lower incomes are a challenge, affecting many things, from community quality of life to health to economic viability. It is important that community residents are able to afford a basic lifestyle within the community, and that businesses are able to attract a strong local workforce.	Stats Can
Recreation Participation	Community and Individual Health	Proportion of residents participating in recreational activities more than three times a week	This indicator measures the proportion of residents participating in recreational activities more than three times a week.	Recreation and leisure are important aspects of community life and individual health. Residents are encouraged to participate in order to ensure a healthy lifestyle, and to help maintain a strong recreational culture within the community.	Stats Can

Indicator Name	Main Strategy Area	Description	What is Being Measured	Rationale	Source
MSP Use Rate	Community and Individual Health	Number of services per MSP holder	This indicator reports on the number of times services were used per Medical Service Plan (MSP) card holder with a mailing address in the community. The MSP department uses April to March as its calendar year.	Monitoring the number of times per capita that MSP holders use services provides some insight into the health of the community's permanent population. Given that actual health statistics are difficult to access and track at the local level, this indicator was selected as a proxy measure.	MSP, Information Resource Management, Knowledge Management & Technology Division, BC Ministry of Health Services
Self-Reported Health	Community and Individual Health	Proportion of individuals who report their own health as good or excellent	This indicator measures individual perceptions as to quality of health.	Overall well-being is directly related to perceived heath.	Health Canada
Incidence of Diabetes	Community and Individual Health	Rate of diabetes per population unit in community	This indicator measures the incidence of diabetes within the community.	Diabetes is directly related to quality of diet, and is a significant health risk in many First Nations communities.	Health Canada
Local Workforce	Economy and Work	Proportion of employed labour force that both lives and works in the community	This indicator measures the percentage of employees living within the community.	The ability to live and work in the same community is often important to achieving work/life balance and a high quality of life.	Stats Can, Chamber of Commerce
Unemployment Rate	Economy and Work	Unemployment rate of residents	This indicator measures the proportion of individuals who are not currently working, but are actively seeking work. The data is captured in January.	Unemployment rate is a key indicator of economic health, and of general societal health. A lack of employment often relates to decreased individual and family well-being, and reduced ability to purchase goods and services.	BC Stats
Median Income	Economy and Work	Real median income	This indicator measures the "real" median individual income of people whose address, as indicated on their annual tax return, is in this community. Real median income reveals whether purchasing power is increasing or decreasing, relative to inflation. Actual income reported, unadjusted for inflation, is also displayed for comparison purposes.	Median individual income can reflect a community's overall economic well-being. As a proxy of purchasing power, it is also one of the contributing measures to individual quality of life. Median income is a commonly used indicator, and is readily comparable across communities.	BC Stats, Neighbourhood Taxfile Income Data
Diversity of Economy	Economy and Work	Breakdown of labour force by industry	This measures the % of the workforce working in the largest industries/sectors in the community.		BC Stats every 5 years

Indicator Name	Main Strategy Area	Description	What is Being Measured	Rationale	Source
Level of Education	Education, Arts, Culture, Heritage and Leisure	% of population having completed post-secondary education	This indicator reports the % of population that has completed post-secondary education.	Individuals' prosperity, economic opportunity, inclusion, health and sense of well-being are often tied to education. Education also generally contributes to a skilled and productive workforce, and helps communities to address opportunities and challenges as they arise.	Census
Recreational, Arts, Cultural and Educational Programming	Education, Arts, Culture, Heritage and Leisure	Number of types of recreational, arts, cultural and educational programs	This indicator reports on the diversity of program offerings within the community.		
Low-Impact Recreational Activities	Education, Arts, Culture, Heritage and Leisure	Proportion of recreational activities that are non-motorized and/or are energy efficient			Count/survey
Knowledge of Aboriginal Language	Education, Arts, Culture, Heritage and Leisure	Proportion of individuals who can speak or understand their Aboriginal mother tongue	This indicator measures the proportion of individuals who are fluent in their Aboriginal mother tongue.	Knowledge of one's Aboriginal language is an important indicator of the general resiliency of local culture and history.	Stats Can
Energy Use	Energy and Emissions	Total primary energy used, including intra-community transportation	Total energy used includes the energy employed to create the electricity delivered, the energy used to generate space and water heating/cooling, as well as transportation energy for some of the larger fleets of vehicles in the community. The energy used for private vehicles is not reported; nor is the energy embodied in the products used within the community.	Energy is critical to certain aspects of daily life. At the same time, non-renewable energy use has an impact on future energy supplies, as well as ecosystem and human health, both locally and abroad. Even large renewable projects such as hydroelectric dams have a significant impact on land and aquatic ecosystems. An ability to reduce a community's dependence on energy resources may help the community better adapt to future price shocks, reduce overall environmental impact, and avoid associated negative health issues.	DoI, CEEI
Greenhouse Gas Emissions	Energy and Emissions	Total greenhouse gas (GHG) emissions	Total greenhouse gas (GHG) emissions results include the GHGs created in generating the electricity that we use, the energy used to generate heat/cooling, transportation energy for the larger fleets of vehicles and estimates of the emissions from intra-community transportation, as well emissions resulting from landfilled waste.	Most scientists agree that greenhouse gas (GHG) emissions are contributing to global climate change. This changing climate will have an impact on the local economy and community life, as well as directly on the local natural environment. Climate change and GHG emissions are global and local issues that require solutions at all levels, and reducing the community's contribution is an important aspect of our commitment to stewardship of the natural environment, environmental responsibility, and long-term sustainability.	CEEI

Indicator Name	Main Strategy Area	Description	What is Being Measured	Rationale	Source
Farmers' Markets	Agriculture, Fisheries, and Food Security	Number of days for farmers' markets	This indicator measures the contribution to the local economy and food supply by local producers.		Municipality/ band office
Local Food	Agriculture, Fisheries, and Food Security	Proportion of restaurants serving local food or subscribing to Oceanwise	This indicator measures the contribution to the local economy by local producers, and the reduced need for transportation of non-local food.		Survey of restaurants
Food Basket Cost Comparison	Agriculture, Fisheries, and Food Security	Cost comparison of a basket of food among local grocers	This indicator measures the cost difference between a basic basket of food among local grocers. It is based on the Canada-wide Market Basket Measure, as well as data gathered by the Federation of Canadian Municipalities.	This compares the cost of food in this community to other communities. It is not, however, a a measure of "affordability", as this depends on household income.	Food Basket Measure survey
Proximity of Services	Land Use and Natural Areas	Average distance from all dwellings in this community to the closest location with convenience services	This indicator reports the average distance, as the crow flies, from all properties in the community to convenience service nodes.	Convenience services provide residents with products and services such as staple groceries that are required on a daily basis, or every two days. In addition, these locations can be gathering places, encouraging interaction among neighbourhood community members. Minimizing distances between homes and these basic services supports walking and other alternatives to vehicular transportation.	Municipality/ band office
Development Footprint	Land Use and Natural Areas	Total developed footprint in community	The physical footprint of a community's developed area is calculated for this indicator. Developed areas include all zoned boundaries of land, except for those zoned as parks, protected areas, or extremely low-density parcels of land.	Green space and access to natural areas make a community more livable and attractive. This indicator makes it possible to track the physical growth of the urban landscape, with the goal of limiting continuous encroachment on the surrounding natural areas.	Municipality/ band office
Transit Availability	Transportation and Accessibility	Hours of service and frequency of transit	This indicator measures hours and frequency of buses from this community to neighbouring communities.		BC Transit

Indicator Name	Main Strategy Area	Description	What is Being Measured	Rationale	Source
Commuting Mode	Transportation and Accessibility	Proportion of residents traveling to work via carpool, public transit, walking or biking	This indicator reveals the proportion of residents who reported commuting to work via preferred transportation alternatives—specifically, mass transit, carpools, or cycling.	Commuting to work generally constitutes a large proportion of a community's transportation trips, and transportation in single-occupancy vehicles (SOV) is generally more resource-intensive and polluting than other modes. Commuting times (including dropping off children at school) also coincide with peak traffic volumes. The regularity of commuting to work may also make it one of the easier trips to shift from an SOV to alternative transportation such as carpooling, mass transit, biking or walking.	Municipality/ band office
Community Meetings	Partnering with Neighbouring Communities	Number of joint Council and staff meetings	This indicates the level of integration of community governments working together on common problems.	Although each adminstration will have a wide range of functions and services that it administers independently, there will be a number of areas in which cooperation may support a higher quality of life for all community members. Although calls and electronic communication can also be used, meetings are an effective means of improving interaction on shared issues.	Municipality/ band office
Community Events	Partnering with Neighbouring Communities	Number of common community meetings and cultural events	This indicator imeasures how neighbouring communities interact, share information, and celebrate together through tracking events, including public meetings and celebrations.	Coordination at the political and staff level is important, as is understanding and sharing between community members. The number of meetings and events open to members of all local communities is a good indicator of the level of cooperation between neighbours.	Municipality/ band office
Water Use	Resources and Waste	Total potable and non-potable water flows	Water use measures the total of water extracted then delivered from water plants and non-potable systems to end users. Water uses that are not captured within this measure include private-use facilities such as golf courses.	Water is one of a community's most important assets, supporting natural areas, wildlife, residents and visitors. Using water resources wisely is fundamental to an environmentally responsible approach to living. This issue relates not only to the availability of the resource, but is also a municipal infrastructure priority that can translate into millions of dollars spent or saved. This indicator provides an important snapshot of whether management of demand for water resources is resulting in overall resource conservation.	Municipality/ band office
Waste Diversion	Resources and Waste	Estimated proportion of materials diverted from landfill	This indicator represents the estimated proportion of materials recycled/ composted through waste services, and collected for recycling.	Solid waste takes up land, emits greenhouse gases, and among other can leach harmful materials into the surrounding environment, among other things. Recycling—one of the "Three R's", following reduce and reuse—is one strategy employed to limit the impact of waste, and to conserve virgin stocks of material such as aluminium.	Waste management provider, municipality/ band office

Appendix 3: Sample Decision-Making Framework

Ultimately, a community's sustainability vision is implemented through ongoing decision-making. The worksheet below outlines four strategic questions to help assess any type of action (plan, policy, project, procurement, or practice), using the community's sustainability framework to inform decision-making. For a more comprehensive and user-friendly version of this tool, please see the web pages at www.samplewebpagename.ca.

NAME OF PROPOSED ACTION:

BRIEF DESCRIPTION OF THE ACTION:

DATE:

REVIEWED BY:

---

1 DOES THIS ACTION MOVE THE COMMUNITY TOWARDS A SHARED VISION OF SUCCESS?

Indicate the top Strategy Areas that the action supports:

☐ 1. Buildings and Sites

☐ 2. Community and Individual Health

☐ 3. Economy and Work

☐ 4. Educational, Arts, Cultural, Heritage, and Leisure Activities

☐ 5. Energy and Emissions

☐ 6. Agriculture, Fisheries, and Food Security

☐ 7. Land Use and Natural Areas

☐ 8. Transportation and Accessibility

☐ 9. Partnering with Neighbouring Communities

☐　　　10. Resources and Waste

Which main Descriptions of Success would the action move us **towards**?

Are there any Descriptions of Success that the action may move us **away from**?

1.
2.
3.

1.
2.
3.

How could we **maximize** the positive impact of this action?

How could we avoid or **minimize** the potential negative impact of this action?

1.
2.
3.

1.
2.
3.

Sample Decision-Making Framework

2   **DOES THIS ACTION MOVE THE COMMUNITY TOWARDS SHARED SUSTAINABILITY PRINCIPLES/OBJECTIVES?**

Does this action reduce and eventually eliminate the community's contribution to:

	Towards Quickly	Towards Slowly	Neutral	Away	If "away", how could you **avoid or minimize** this?
Ongoing build-up of **substances taken from the earth's crust**.	☐	☐	☐	☐	
Ongoing build-up of **toxic substances produced by society**.	☐	☐	☐	☐	
Ongoing **degradation of natural systems by physical means**.	☐	☐	☐	☐	
Undermining the ability of people to meet their human needs.	☐	☐	☐	☐	

3   DOES THIS ACTION OFFER A FLEXIBLE PLATFORM FOR FURTHER MOVEMENT TOWARDS THE COMMUNITY SUSTAINABILITY PLAN?

In general, choosing actions that are as flexible as possible will help you avoid dead-end situations. If technical or economic conditions change in the future, investments in flexible solutions will help ensure that these changes do not bring overly punitive costs, do not limit your ability to adapt, and ensure that future steps further reduce your impacts on natural systems.

Use the space to the right to indicate how your action incorporates long-term flexibility.

The action incorporates long-term flexibility by:

4   IS THIS ACTION A GOOD FINANCIAL INVESTMENT?

	Capital: $		Operating: $/year	
What is the approximate cost of this action?				
Does this action reduce long-term operating costs?	☐	Yes	☐	No
If so, what is the approximate associated payback period for the investment?	Years:			
Have non-market (e.g., social) costs been considered in your decision-making?	☐	Yes	☐	No
Are there financial costs to other stakeholders or citizens from implementation of this action?	☐	Yes	☐	No

Given your assessment of the benefits, challenges and long-term costs associated with this action, what is your level of comfort with moving forward?

☐	Strongly support this action.
☐	Support in principle, but support will depend on how the action is executed.
☐	On the right track, but more information and/or substantial changes are required. Currently, not comfortable supporting this action.
☐	The action as proposed is not supportable.

Appendix 4: Guide to CSP Implementation

The creation of a Community Sustainability Plan (CSP) is just the first step of many in a community's journey towards sustainability. Ensuring continued progress towards the shared vision requires annual monitoring and reporting on progress, continued community dialogue and collaboration, as well as continued development and implementation of actions and initiatives. This document outlines the main areas for building upon the CSP and ensuring ongoing implementation.

Partner with Community Stakeholders on Implementation

Since a CSP is a long-term plan for the whole community, it is imperative that community members and stakeholders participate as partners with the local government/band council in the development and ongoing implementation of the plan. Community Partners can participate in annual action planning, accept actions for implementation, participate in communicating sustainability and outcomes of the plan, and get other Community Partners on board.

To ensure that the roles and responsibilities of Community Partners are clear, a partnership agreement signed between the municipality and the Community Partner is a useful tool. The partnership agreement should articulate a commitment to use the CSP and its stated directions in decision-making, as well as some principles for Community Partnerships (e.g., collaboration, transparency). A sample Community Partnership Agreement is attached to the Guide as an appendix.

In the case of a joint CSP between a local government and a First Nations government, a partnership agreement or a memorandum of understanding is a useful document to indicate that both communities have developed, and agree to, the vision and goals of the sustainability plan. Council resolutions attached to the agreement, indicating that the CSP's policies will guide all decision-making and plans, will formalize the intent of the CSP.

While it is ideal that Community Partners come on board during the development of the CSP, they can come on board at any time, as long as they are provided with an understanding of the process and the benefits—both to them and to the broader community—of participating in a long-term sustainability journey.

Create Taskforces

While it is recommended that the quickest, and potentially the most effective, way to develop a CSP and get actions on the ground is to create an initial CSP Steering Committee, once the CSP is created and launched, it may be more efficient to create a number of individual Taskforces to lead annual action planning in each community Strategy Area. The benefits of creating multiple Taskforces include increasing the number of community

members actively engaged in the process, sharing the workload, and broadening available perspectives and expertise, thereby strengthening the overall outcome. These benefits should be weighed against the resources it would take to convene multiple groups into the future.

Here are two suggested options for structuring Taskforces:

1. A Taskforce is formed for each community Strategy Area.

2. Taskforces are created by combining groups of related strategies. For example, the following Strategy Areas could be grouped, therefore requiring only four Taskforces, rather than one Taskforce per strategy. For example:

   a. Energy and Emissions + Resources and Waste

   b. Community and Individual Health + Agriculture, Fisheries, and Food Security + Education, Arts, Culture, Heritage, and Leisure

   c. Building and Sites + Land Use and Natural Areas + Transportation and Accessibility

   d. Economy and Work + Partnering with Neighbouring Communities

Annual Action Planning

Regardless of whether Taskforces are created, or the initial CSP Steering Committee is simply maintained, one or the other should be engaged in annual action planning to ensure that the CSP continues to be a living process and, most importantly, that it creates on-the-ground action and results. The Steering Committee, or each Taskforce, reviews the results of past recommended actions, evaluates the most current indicator data, strategically assesses local and regional opportunities, then presents a recommended set of actions for the following year.

The action-planning process should continue in a manner similar to what occurred during the development of the CSP and the initial set of actions. Here is a comprehensive outline of the process:

1. Before the Steering Committee/Taskforce meeting(s):

   a. Compile Current Reality information into Strategy-specific documents for review by the Committee or Taskforce(s) before coming to the meeting. Current Reality information should include: indicator performance data; status update on past actions; and updates on information critically relevant to the Strategy Area(s).

2. During the facilitated Committee/Taskforce meeting(s):

   a. Review Descriptions of Success (DoS) statements to ensure common understanding.

   b. Review Current Reality information and identify critical information gaps.

c. Brainstorm action ideas to move the community from the current reality towards the DoS.

d. Review and discuss any idea for action that have been generated, to ensure common understanding among the participants, and to ensure that these actions will indeed move the community in the desired direction and won't have any unintended negative impact on other Strategy Area DoS.

e. Prioritize the actions to maximize Return on Investment (economic, socio-cultural and/or environmental), based on four strategic questions:

1. Does this action move us towards our Descriptions of Success?

2. Does this action move us towards our Sustainability Objectives?

3. Is this action a flexible platform for future improvement towards sustainability and success?

4. Is this action a good financial investment?

f. Review and discuss the prioritized list to identify any potential gaps in the final set.

3. After the meeting(s):

a. Compile the actions.

b. Review to eliminate overlap and conflicting actions.

c. Refine and finalize actions to ensure clarity (e.g., outcomes, lead organizations).

The prioritized actions are then recommended to potential implementing organizations throughout the community, not just to the local government/band council, to reinforce that the CSP is owned and implemented by a wide range of Community Partners.

An action-monitoring spreadsheet is provided as an appendix to this Guide to help track actions and their progress/status.

Ongoing Monitoring and Reporting

Monitoring and reporting progress towards (or away from) a community's vision is essential to communicate performance and create greater understanding and excitement around the CSP and the community's vision.

The initial set of recommended indicators provided with this CIPP Primer is based upon the type of data currently available, and is a general list of indicators for measuring sustainability performance. However, these indicators may be changed, depending on the descriptions of success for the community and what the community feels it is important to measure. Over time, the community can start developing more specific indicators based on each Strategy Area, and identify other sources of data. A community may want to develop and implement a community survey each year to gain a better understanding of community-

specific information that cannot be gathered from other data sources: for example, level of community connectedness. Indicators will evolve as further learning and increased capacity develops for useful reporting and monitoring. Common existing sources of data include organizations such as Tourism BC, BC Hydro, and Statistics Canada. New data-collection tools and sources may become available in the future, and should be included in the monitoring system to make indicator results more robust and reliable.

One of the most important, yet often forgotten, steps in the monitoring and reporting process is celebrating successes, large or small. Celebrating successes can be one of the most effective means of maintaining enthusiasm and strengthening acceptance of the CSP. The monitoring process provides ammunition for celebrating achievements by providing a clear reflection of the community's progress towards achieving its vision. Make community milestones public by posting on community websites, advertising in the local newspaper, making presentations at council and community meetings, posting the information at public gathering places, and making presentations at community gatherings. An increased public presence will lead to increased interest in the CSP process and in turn, more support and input from the community.

Aligning Decision-Making and Other Policies with the CSP

The ultimate goal for CSP implementation is that all decisions be aligned with the CSP. This includes formal decisions made by Council on policies, plans and procedures, as well as the day-to-day decisions made by staff, partners and community members on projects, practices and purchasing.

There are two factors that are critical to successful alignment: training and tools. Decision-makers should understand the CSP framework and how to apply it to their decision-making processes. Further, they will likely benefit from decision-making and monitoring tools, such as the ones included in this Guide, to assist them in working through the process.

Periodic Review and Refinement of the CSP

Ensuring that the CSP remains current and continues to connect with stakeholder values is another important factor. Although specific actions are reviewed and planned on an annual basis, other elements of the plan should be more constant, so that they can effectively guide action planning. The need for constancy, however, should not outweigh the importance of reflecting a community's changing vision for the future. The one thing that will remain unchanged is the set of long-term objectives defining sustainability. The other elements of the CSP and suggestions related to frequency and updating are described below.

1. **Indicators:** Core indicators (based on the priorities) should be kept as constant as possible, so that trends can be monitored and performance evaluated over time. However, transitioning to new and improved indicators as they become available

should be considered annually, so that decision-makers are armed with the best possible information.

2. **Descriptions of Success:** These should be reviewed and refined every five to ten years, by a team representing key Community Partners and stakeholders, or by Taskforces that may have been created for individual or collective Strategy Areas.

3. **Vision and Priorities:** The vision and priorities should be reviewed and refined every ten to twenty years through a process that includes the community at large.

Appendix 5: List of Acronyms

AANDC: Aboriginal Affairs and Northern Development Canada (formerly INAC)

CIPP: Community Infrastructure Planning Program

CSP: Community Sustainability Plan(ning)

FCM: Federation of Canadian Municipalities

OCP: Official Community Plan

ICSP: Integrated Community Sustainability Plan

INAC: Indian and Northern Affairs Canada

DoS: Description of Success

DoCR: Description of Current Reality

SOCP: Sustainable Official Community Plan

Appendix 6: Annotated Bibliography

Aboriginal Affairs and Northern Development Canada—*CCP Handbook: Comprehensive Community Planning for First Nations in British Columbia* (2006)

The *CCP Handbook: Comprehensive Community Planning for First Nations in British Columbia* is a reference tool developed by Aboriginal Affairs and Northern Development Canada, in partnership with First Nations, to support First Nations in developing and implementing their own community plans. The *Handbook* breaks down comprehensive community planning into manageable stages for BC communities ready to tackle the planning process. Included are step-by-step descriptions of the entire process and lessons learned by BC First Nations that have tested various approaches to community planning. The *Handbook* includes practical tools to encourage community involvement and to facilitate the development of a plan based on community vision and goals. The final section includes funding, educational and planning resources to support the development and implementation of the community's plan.

http://www.aadnc-aandc.gc.ca/eng/1100100021972

Federation of Canadian Municipalities—Green Municipal Funds

This website describes the types of funding available for community infrastructure and planning projects.

http://www.sustainablecommunities.fcm.ca

Federation of Canadian Municipalities—*Sustainable Community Planning in Canada: Status & Best Practices* (2009)

This report covers the state of sustainability planning in Canada in the following FCM Green Municipal Fund sectors: brownfields, energy, transportation, waste and water, including issues and trends, financial implications and recommendations for local governments.

http://gmf.fcm.ca/files/Capacity_Building-Planning/Planning_Sector_EN.pdf

Government of British Columbia—Local Government Department

This website provides an example of the steps, process and components involved in developing a community plan at the local and regional level.

http://www.cscd.gov.bc.ca/lgd/pathfinder-planning.htm

The Natural Step Canada—Toolkits for Sustainability

The Natural Step Sustainability Primer offers an explanation of the root causes of a lack of sustainability, and describes a strategic planning framework that has helped hundreds of organizations in their journeys toward a sustainable future.

Planning for Sustainability: A Starter Guide is a CIPP Primer designed to assist organizations on the first steps of their sustainability journeys: assessing current reality, developing innovative goals for the future, and taking early steps to bridge the gaps.

Integrated Community Sustainability Planning—A Guide offers a step-by-step description of the community sustainability-planning process, including case studies and best practices, hints and tips, facilitator notes and lessons learned.

http://www.naturalstep.org/en/canada/natural-step-guidebooks-sustainability

Resort Municipality of Whistler—*Whistler2020: Moving toward a Sustainable Future* (2005)

This document is Whistler's community sustainability plan, including its five community priorities, seventeen Strategy Areas, Descriptions of Success, select indicators and process.

www.whistler2020.ca > What is Whistler 2020 > Document Downloads