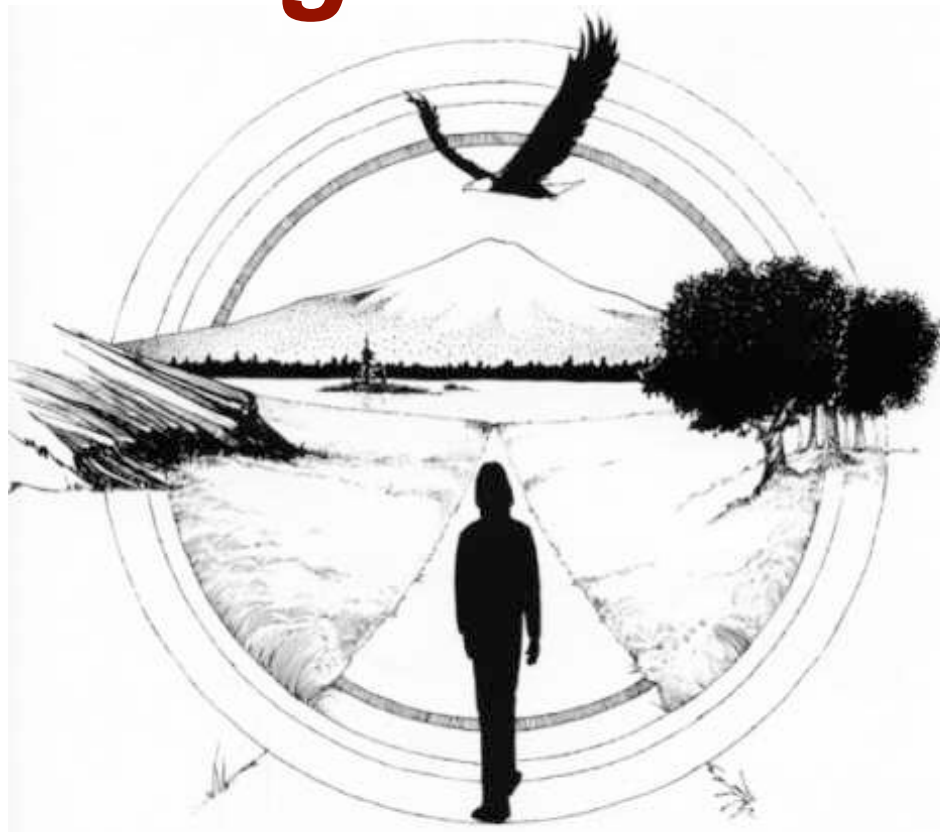


Creating Our Future



The Peguis First Nation Comprehensive Community Plan

2011 to 2021

DRAFT FINAL

Developed by:

The Community Trust Board and the Financial Trust Board of the Treaty Land Entitlement Trust
The Peguis First Nation Band Administration and Program Support
The approximately 600 community members who provided their input, including 200 youth



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PROLOGUE



Imagine the powerful vision of Chief Peguis when he led his people out of northwestern Ontario to settle in the fertile Selkirk Valley of central Manitoba. His was not a vision that flashed bright but then disappeared. Chief Peguis led his people wisely and with great diplomacy through many challenging circumstances. It was he that welcomed the first European settlers to the Selkirk area and ensured their survival during the first long, hard winters. Chief Peguis also led his people through the difficult transition from an economic base of hunting and trapping to one of agriculture and industry. Despite these challenges, Peguis people became prosperous and successful under the old Chief's leadership. The first treaty to be signed in Canada between the Crown and Indigenous people came about under his guidance. Chief Peguis once sent a delegation to travel by canoe the full length of Lake Winnipeg to Norway House in order to obtain an alphabet for Aboriginal languages that was being taught by a missionary from there, and thus he brought literacy to his people. In his later years Chief Peguis became a powerful voice for Indigenous rights, and especially for rights pertaining to land.

From these stories it can readily be seen that Peguis people are born from a lineage of innovators.

The 21st century has brought a new horizon of challenges to Peguis people that are just as difficult and important as those faced during the life and times of Chief Peguis. This Comprehensive Community Plan owes a great debt to the legacy of Chief Peguis—his vision, his determination, his wisdom in negotiating the troubled waters of his time and his strength in never giving up, never letting go of the intent of seeing his people protected, secure and prosperous.

We dedicate this plan to his memory, and to our children and their children for seven generations.

INTRODUCTION

This is the draft final version of the Peguis Comprehensive Community Plan. This draft is intended for final review by the community members, staff, chief and Council and the Treaty Land Entitlement (TLE) Boards of Trustees who have funded and spearheaded this long-term planning initiative.

This draft has been produced after extensive review by Peguis program staff and interested community members, and represents a strong community consensus about what the important issues and challenges are, and which steps are needed to create the community we want.

Phase One: Making the Plan

The process of making this Plan began in December 2009 when the TLE Trusts contracted the Four Worlds Centre for Development Learning to serve as facilitators and support to the community in making a comprehensive community Plan. Phase One consisted of 3 parts, and resulted in this draft.

Part I entailed establishing a Steering Committee, appointed by Chief and council and the TLE Financial Trust Board, and finalizing an arrangement for implementing the planning process.

Part II consisted of a community-based needs assessment and situation analysis. During this phase, more than 700 community members participated in many large and small consultations, on the basis of which the following reports were produced.

1. The Rapid Program Review

This process consisted of interviews and meetings with some thirty entities, programs and departments within the Peguis First nation focused on: a) the current state of programs and services, b) challenges and barriers to program effectiveness, c) staff analysis of community realities and needs, and d) assessment of program capacity to address the present and anticipated future community needs. The findings of the Rapid Program Review are especially relevant to the implementation phase of the Comprehensive Community Plan, since much of the real work in important planning areas such as economic development and employment, housing, infrastructure development, health, elders, education, recreation, and child and family services will fall to the community program staff to implement in a combined effort with leadership, voluntary organizations and community members.

2. The Youth Speak

This document reports on discussions held with almost 400 students from grades 6 to 12 at the Peguis School. The students were divided into two half-day sessions: the morning for younger students, the afternoon for older students. Discussions ranged around three key questions: a) what is life like now for children and youth in Peguis, b) what would things be like for children and youth in an ideal future, and c) what are the most important steps for creating the future we want (with specific emphasis on the role children and youth can play). The participating youth were extremely candid about their lives, the challenges and dangers they face, their hopes and dreams, and what they believe is needed to bring positive change.

Introduction, continued

3. *The Peguis Community Story*

The Peguis Community Story is the story of what happened to our people in the past and our understanding of how that past has shaped who and what we are today. It is also the story of what is happening to us today (the present), in the lives of our children and youth, in our family and community relations, in our social and cultural life, and in the political and economic life both on and off the Reserve. But, the story would be incomplete without also talking about the future we want. What will our community look like when things we achieve our goals? From the community story, we will be able to see clearly where we need to go and what we need to do to get where we want to go.

The story was held in many pieces, like a puzzle. Different people held different important pieces of the puzzle. The Community Story was a way for all of us to come together, to fit our pieces of the story into a larger whole that we can all share.

The Community Story process uses a medicine wheel framework to facilitate a highly interactive dialogue about:

- a. The wellbeing of Peguis people, using four main questions:
 - i. What is going on in the life of Peguis children, youth, women, men and elders? How healthy and strong are their families?
 - ii. What can we learn from the past that can help Peguis individuals and families fulfill their potential for balanced, happy and prosperous lives?
 - iii. What will things be like in a positive future for Peguis individuals and families?
 - iv. What are the steps that can be taken to support the realization of this positive future?
- b. Prosperity and the wellbeing of our community, again using four main questions:
 - i. What is going on in the political, economic, social and cultural life of the Peguis First Nation? Are the community's programs, services and infrastructure meeting the needs of individuals and families? Is the community managing its natural resources in a way that contributes to present-day prosperity without compromising the wellbeing of future generations?
 - ii. What can we learn from the past that can help the Peguis First Nation achieve greater wellbeing and prosperity?
 - iii. What will things be like in a positive future for the Peguis First Nation in terms of how we function as a community and Nation?
 - iv. What are the steps that can be taken to support the realization of this positive future?

The input for the Peguis Community Story was gathered between March and May 2010 through a series of small and large community meetings.

Introduction, continued

- A consultation process with all the students of the Peguis School in grades 6 to 12, held on March 24th – About 400 students participated, with the morning session involving grades 6 to 8, and the afternoon session involving students from grades 9 to 12. The input from the students was summarized in a section entitled “The Youth Speak” of the Community Story.
- An open community meeting held on March 25th – This lively day of discussion was attended by about 120 people, who worked in 12 groups, covering different topics during the morning and afternoon sessions. This input was summarized under the following headings in the Peguis Community Story report: 1) children, 2) youth, 3) women, 4) men, 5) elders, 6) family life, 7) economic life, 8) social life, 9) spiritual and cultural life, 10) political life, 11) land selection and management, and 12) infrastructure development.
- An open community meeting held in Winnipeg on the evening of May 13th, attended by 35 people, focused on the following topics: 1) children and youth, 2) men and women, 3) elders, 4) family life, 5) Band programs and services, 6) political life and governance, 7) economic development, and 8) land selection, natural resource management and infrastructure
- Another open community meeting was held in Selkirk on May 15th, attended by 25 people, using the same topics as the Winnipeg meeting.
- As well, meetings with community groups and individuals were held in both Winnipeg and Selkirk to make sure that everyone who wanted to could have input regardless of their work and personal schedules.

Each of the topic areas below is included in the full report of the Peguis Community Story. Each of these topics has a section about what life is like now, what we can learn from the past, what things will be like in a positive future, and what some of the steps are that can be taken to support the realization of this positive future.

- | | |
|---------------|------------------------------------------------|
| ❖ Children | ❖ Political Live & Governance |
| ❖ Youth | ❖ Social Life |
| ❖ Women | ❖ Economic Life |
| ❖ Men | ❖ Culture |
| ❖ Elders | ❖ Infrastructure Development |
| ❖ Family Life | ❖ Land Selection & Natural Resource Management |

The community Story report was tabled in July 2010 and widely circulated to community members, staff and leadership. Feedback and corrections were edited into a revised version, which was then utilized as a basis for planning.

Introduction, continued

Part III consisted of the planning stage. With the completion of the Community Story process, the needs assessment and situation analysis phase of Comprehensive Community Planning had been completed. It was now time to use this foundation to map out the key areas for planning, and to begin the work of identifying the community's vision, goals and strategies for each area.

Fifteen planning areas were identified through consultation with the Comprehensive Community Planning Steering Committee, Chief and Council, the TLE Trustees, and staff representatives. It is important to note that the categories of planning that were selected flow directly from the problems, issues and opportunities identified through community analysis. The fifteen planning areas selected are as follows.

1. **Prosperity Development** – This area focuses on improving the economic wellbeing of Peguis members by directly reducing poverty and the burden that comes with poverty for households and families, creating jobs through small business success and Band enterprises, and increasing the wealth of the Peguis First Nation in terms of earned income and investments.
2. **Social Welfare Reform** – Social Welfare Reform refers to the challenge of reducing community dependency on social assistance and reforming social assistance programs to meet the income support needs of those unable to support themselves, while at the same time assisting and encouraging those with the potential and capacity to be self-reliant to undertake a journey of self-development that eventually leads to full employment or to success as a self-supporting entrepreneur. It is recognized that social welfare reform can only be fully undertaken at the pace and to the degree of success of job creation and business development efforts.
3. **Health and Wellness** - Health refers to mental, emotional, physical and spiritual wellbeing. Wellness refers to the values, choice making and patterns of living that lead to health. This component of the Comprehensive Community Plan considers the full range of health and wellness related determinants, issues, needs, solutions and services that have to be addressed in order to support the health and wellness of Peguis people.
4. **Community Development** - The word community really means common oneness. Community development refers to the process of developing the capacity of the Peguis community to collectively address its healing and development issues and opportunities. This capacity building work specifically focuses on: 1) unity and solidarity, 2) shared vision, values and aspirations, 3) the capacity to work together to address current challenges and opportunities and in implementing solutions for the benefit of all, and 4) learning for change; i.e., creating learning opportunities to strengthen the capacity of community members and groups to work effectively for positive change.
5. **Life-long Education** - Life-long education refers to the opportunities that Peguis members have to acquire the knowledge and skills they need to live healthy, prosperous and fulfilling lives. This theme recognizes that learning happens at all stages of the life cycle from childhood to elderhood. It also acknowledges the value of supporting all members of the community to develop their gifts so as to enrich their personal lives, to contribute to the richness of family and community life and to achieve career aspirations. In keeping with this definition, this Chapter reflects on the important goals before the Peguis community related to early childhood development; schooling in the primary to secondary grades; formal (e.g. accredited) adult education including literacy, up-grading, post-secondary and job skills courses; and a broad range of community informal learning opportunities that enhance life skills, social and recreational life, cultural knowledge and identity, as well as family and community life.

Introduction, continued

6. **Cultural Development** - This area refers to the general pattern of life by which people live. It includes their sense of identity, their customs, beliefs, values, morals, ideals, ceremonies and spiritual practices, as well as their traditional language, ways of knowing, and indigenous skills, arts, crafts and sciences. It is not possible to talk about culture without also talking about spirituality, which is not referring to any particular religion, but rather to the human capacity to know and love the Creator and to choose ways of living that are life-promoting and life-enhancing. Spirit animates the heart of all living culture, and without spirit, culture become dead, unable to grow and change.
7. **Housing** - Safe, affordable and appropriate shelter is a fundamental human necessity, and according to the United Nations, a basic human right. If “home” is more than a roof over your head—if it means having someplace to live where you are always welcome, where you are safe, and where you live alone or with the people closest to you—then a very significant proportion of Peguis’ population is “homeless”. This is a matter that is certainly one of the most pressing social and economic challenges.
8. **Infrastructure** - Infrastructure refers to the basic facilities and systems that support the community’s functions. This can include a whole range of amenities such as public buildings, roads, waste handling facilities, and public transportation services.
9. **Justice** - The Peguis First Nation sees the need for a comprehensive approach to justice that:
 - takes into account the need to prevent problems before they escalate to the point of intervention by law enforcement agencies and the courts,
 - solves many disputes between individuals and families using constructive conflict resolutions processes, and
 - uses a restorative justice approach to restoring balance and harmony when offences have been committed by members.
10. **Lands and Resources** - This area of the comprehensive community plan focuses on the management of community lands and resources, and includes the following areas of concern: 1) environmental protection and the management of natural resources, such as soil, water, and forests; 2) land selection related to the Treaty Land Entitlement Process; and 3) land use planning.
11. **Recreation** - This area of the Plan explores the leisure activities that contribute to the physical, social, mental and cultural wellbeing of Peguis people.
12. **Off-Reserve Band Members** - The Peguis First Nation is the largest First Nations community in Manitoba, with a population of over 8,000 people of Ojibway and Cree descent. Approximately 4,000 of the Peguis members live on reserve land, with the others living in Selkirk, Winnipeg and other locations in Manitoba, as well as other places even more distant. This section of the Plan addresses the needs, issues and concerns of off-reserve members.
13. **Emergency Response** - The aim of emergency response measures is to protect the safety of Peguis residents, buildings and land from natural and man-made disasters, including flooding, fire, unusual weather events, chemical spills and disease epidemics.

Introduction, continued

14. **Public Sector Management** - Public sector management referred to the policies and procedures that have been put in place to guide the operation of the community's programs and services, as well as the on-the-ground reality of how these programs and services actually operate on a day-to-day basis.
15. **Governance** - Governance refers to the protocols and processes of community decision making, as well as to the prevailing policies, priorities, activities and the working culture created by those entrusted with governance positions.

What's in a Plan?

Nearly every Band office in Canada has dozens of studies collecting dust on their shelves that no one is implementing. To qualify as a plan, a guide to future action has to be connected to the minds and hearts of community members. It has to belong to people who fully intend to carry it out. **A document is not a plan without this human connection.**

So, in order to develop and implement a truly viable comprehensive community plan, a vibrant core group of community members, representing all important sectors of community life, needed to be engaged in the process of making the plan, and also need to be involved in implementing it. It has to be their plan. This core group needs to include representatives of Chief and Council and the Trustees of community funds, as well as all key departments and agencies, but also needs to include the voices of community elders, youth, women and men, including Peguis community members living off reserve in Selkirk, Winnipeg and elsewhere.

What a Comprehensive Community Plan (CCP) is and is not

A CCP is a general framework for guiding action. It is not a detailed work plan. In order to implement the CCP, the very next step (after the finalization of the framework) is to develop work plans with groups of implementers responsible for each of the 15 identified work areas.

We have presented this draft CCP with a planning horizon of ten years. This is not to ignore 15 to 20 year projections and needs, but rather to focus the plan on what actually needs to be done and what can be done now in order to address the opportunities, issues, needs and concerns the community has identified.

This plan will need to be revised and refined annually and completely renewed every 3 to 4 years, beginning again with a renewal of the Community Story process (which basically maps the needs and dynamics that must be addressed through development efforts).

The CCP always has a ten-year horizon. In 2011 the target completion year for all goals is 2021. In 2015, the target for completion for all goals (many of then refined or completely new from those of 2011) will be the year 2025. No matter what the year, the ten-year plan is always looking ten years ahead.

Introduction, continued

The Critical Importance of Measurement

The only way to tell if the plan Peguis has made is leading the community to the outcomes that have been identified as goals, or if the implementation process is being carried out effectively, is to engage all participants in the plan in very frequent monitoring and evaluation processes. Whatever we measure tends to improve. For this reason monitoring and evaluation will be built into the implementation process from the very beginning. Implementation will be described in more detail in the final section of this Plan.

The Document Organization

The rest of this document is organized as follows.

Chapters One to Fifteen – Each chapter deals with one of the planning areas described above (see Table of Contents for details).

Implementation: Moving from Talk to Action

Always in Draft

A good plan is always in draft because the world is always changing. Unlike some concepts of strategic planning that try to lay out lock-step strategies to deal with issues that are months or even years in the future, this Comprehensive Community Plan is designed to be flexible, nimble and adaptive to ever-changing realities and conditions. The only way to really know if your plan is a good one is to implement it. As you do, you will soon find out: a) if you have the knowledge, skills and resources you need to carry out your plan effectively; and b) if your planned strategies and activities are actually leading to the results you want.

Change takes Time

Development takes time. It is not an instant-add-water-and-stir affair. There are long periods of seeming inactivity such as when the anxious gardener waits for the first signs of new seedlings breaking ground. There are setbacks. There are dramatic rushes of activity that appear to be final in nature, but the results of which, when the dust has settled, appear to amount to very little. And what appears to amount to very little can be of enormous and crucial importance when the potent process of time and the proper circumstances are combined.

The gestation period for a human fetus is nine months in the womb, and about twenty years after that. The time for the rebirth of a people falls into a similar category. The strategies outlined in this plan are not of the instant noodle soup variety. It will take time to learn how to effectively implement them, and more time for them to stimulate the growth and change in community outcomes the Plans calls for.

What we do know is that both the vision of change as well as the goals and strategies described in the Peguis Comprehensive Community Plan have been tested and found to be effective and successful in many community settings, both in Aboriginal Canada and around the world. The two greatest predictors of success in such a Plan are unity and systematic action. If the implementers of this Plan can remain united in their efforts and if they persevere in systematically testing and continuously refining the strategies they have devised, success is only a matter of time.

CHAPTER ONE: PROSPERITY DEVELOPMENT

This area of the Comprehensive Community Plan focuses on the challenges related to 1) business development, 2) employment creation, 3) human resource development, and 4) poverty reduction.

Implementing Partners

- Peguis Development Corporation
- Peguis Training and Employment
- Chief and Council
- TLE, Community and Illegal Surrender Trusts
- Education

Vision:

By 2021, extreme poverty in Peguis will be eliminated and the overall burden of poverty will be significantly reduced across all Peguis households such that everyone will be able to meet their needs and live with dignity.

By 2021, the number and profitability of Band enterprises will be increased so that, combined, they are providing the Band earned income exceeding \$5 million and an additional 300-500 jobs have been created over 2010 levels.

By 2021, Peguis Band members will have hundreds of successful and highly profitable small businesses operating in many different business sectors, both within the Peguis Reserve and beyond. Small businesses will produce at least 1,000 full-time jobs and many part-time opportunities, both on reserve and across Manitoba and beyond.

By the year 2021, Peguis will be able to equal or exceed, in earned income flowing from a wide range of resource and actual revenue streams, the amount of funds now received through government funding (about \$50 million per year).

Goals

1. To significantly reduce household poverty and increase family income relative to the cost of living
2. To increase the number and profitability of Band owned and operated enterprises that both provide employment and earned income for the Band
3. Increase both the number and the success of small business initiatives owned and operated by Peguis Band members
4. To generate a diversity of income streams for wealth creation for the Peguis First Nation
5. To develop and implement a Peguis Life-Path Training and Support Program

Chapter One: Prosperity Development, continued

Issues, Challenges and Opportunities

1. An estimated 70-80% of the Peguis population is unemployed, dependent on social assistance and living in poverty and deprivation.
2. The depth, extent and seriousness of poverty in Peguis should not be underestimated. The term “living in poverty” means many people cannot meet their basic needs for food, clothing, shelter, health care, medicine, recreation and self improvement. Family, children, elders—everyone is affected. Chronic poverty generates feelings of hopelessness and frustration, ill-health, and a sense that there is no use even trying. These outcomes, in turn, are affecting the capacity of the Peguis First Nation to develop itself both economically and socially.
3. Full-time employment, other than working for Band operations and programs, is almost non-existent.
4. Peguis currently has about 25 operating businesses. A few are successful, but many of them are not making money, and all businesses together account for less than 20% of all the available jobs.
5. The Peguis Band has very little own-source income (OSI). VLTs and bingo generate \$2-3 million a year, against Band annual operating costs of \$47 million. This means that the Peguis Band remains dependent on government funding, with all the limitations and restrictions on sovereignty that come with that funding. Economic development and sovereignty are closely related.
6. The following barriers to economic development progress were identified by community members, staff and leadership. These barriers would have to be addressed in order to bring sustainable economic improvement.
 - Low levels of education, training, and literacy and an unskilled workforce
 - Disunity between factions and families that has weakened bonds of trust and cooperation (i.e., weakened social capital)
 - A weakened work ethic that has been undermined by several generations of dependency, and by entitlement thinking (it’s my “Indian right” to have a rent free house and to receive income support without having to work for it)
 - Community wellness challenges and particularly addictions
 - The lack of collateral to secure capital for investments and critical projects
7. Both Peguis Development Corporation (PDC) and Peguis Training and Employment lack adequate operational funding and staff to do what needs to be done.

What Peguis has to build on

- The resolution of the Peguis Trust Treaty Land Entitlement claim has brought a major set of opportunities to Peguis to pursue its economic development aims. In total Peguis will be acquiring 55,038 acres of Crown land and 111,756 acres of private land. This new land base is seen as a powerful springboard for economic development. A separate illegal surrender claim has brought an additional \$128 million to Peguis in a fund that is designated for community development.
- Peguis Development Corporation and Peguis Employment and Training are sister organizations within the Peguis family of agencies. Both have excellent staff and the capacity to provide leadership and ongoing stewardship in the economic development area.
- The Peguis Chief and Council are actively engaged in business development efforts and fully committed to ongoing support of economic development initiatives, whether these efforts are centered in the Peguis Reserve or in surrounding areas—Selkirk, Winnipeg and beyond.

Chapter One: Prosperity Development, continued

Goal #1: To significantly reduce household poverty and increase family income relative to the cost of living. This goal means that

- the absolute impact of poverty on people will be reduced
- the number of people and households living in poverty will be significantly reduced
- household income will increase relative to the cost of living

Strategies:

1. **Develop a Peguis Poverty Index** – Develop a made-in-Peguis set of measures that, when applied, will reveal who is living in poverty and who is not. This collection of different measures should take into account the actual cost of living of a “market basket” of goods and services required by a single individual and a family of 5, including monthly costs for food, housing, heat, clothing, health care, transportation, education, recreation and other basic things Peguis people need to live a safe, healthy and dignified life.
2. **Measure Annually** – Utilize the Peguis Poverty Index to measure the number of Peguis households living below the poverty line (as defined by the Peguis Poverty Index).
3. **Easing the Burden** – Develop a combination of practical measures which include subsidies, changing the policies and rules related to social assistance, creating income-generation opportunities for families, cooperative buying, and education and training to reduce the burden of poverty, especially for the very poorest individuals and families. Develop these measures in consultation with those whom the measures are intended to benefit. [Example: de-link subsidies for hydro or for childcare from social assistance so that a social assistance recipient can choose to get a job without having their entire paycheque wiped out by having to pay expensive hydro bills or bear the full cost of childcare.]
4. **Planning and Working with Families towards Prosperity** – Assist individual families (living below the Peguis poverty line) to make a long-range plan outlining the steps they will take to gradually move their family from poverty to prosperity. Utilize the full range of available training and employment opportunities. Consider an affirmative action program in which Peguis gives those engaged in the “Peguis Life Path Program” priority in selection for employment. Bring families engaged in the program together in a network of mutual aid and support. Ensure that each family in the program has a caseworker that sits with them periodically to assess progress, refine plans, help to solve problems and encourage continuation of the effort

By 2021, extreme poverty in Peguis will be eliminated and the overall burden of poverty will be significantly reduced across all Peguis households such that everyone will be able to meet their needs and live with dignity.

By 2021, the number and profitability of Band enterprises will be increased so that, combined, they are providing the Band earned income exceeding \$5 million and an additional 300-500 jobs have been created over 2010 levels.

Chapter One: Prosperity Development, continued

Goal #2: To increase the number and profitability of Band owned and operated enterprises that both provide employment and earned income for the Band.

This goal means significant increases in:

- the number of profitable enterprises
- the profitability of each enterprise and the overall profitability of the entire portfolio of enterprises
- the number of people who are permanently employed by Band enterprises

Strategies:

1. **Conduct annual reviews and quarterly updates on all Band-operated enterprises** aimed at continuous improvement of performance, both in terms of profitability and the number of jobs created and maintained. Build the cost of this review into the cost of the enterprise.
2. **Provide each enterprise with the training and technical assistance** needed to ensure continuous improvement.
3. Ensure that all **key decisions are made on the basis of business fundamentals and performance outcomes**, and not on political or family ties, or any other non-business related basis.
4. **Establish an SME (small and medium enterprise) management and technical team within Peguis Development Corporation** to provide the services outlined in 1, 2 and 3 above, augmenting that core team with consulting services as needed.
5. Consider and **experiment with alternate models of incorporation and business structure**, such as “social businesses” (i.e., a business that serves a socially useful purpose such as eldercare, and creates jobs and operates on at least a break-even basis), or a cooperative, in which members are shareholders who receive dividends. A cooperative also creates jobs and provides a useful service. The diversification of models and structures will provide a broader repertoire of experience and serve a broader range of human needs and preferences.

By 2021, Peguis Band members will have hundreds of successful and highly profitable small businesses operating in many different business sectors, both within the Peguis Reserve and beyond. Small businesses will produce at least 1,000 full-time jobs and many part-time opportunities, both on reserve and across Manitoba and beyond.

Chapter One: Prosperity Development, continued

Goal #3: Increase both the number and the success of small business initiatives owned and operated by Peguis Band members.

This goal means a significant increase in:

- the number of profitable small businesses owned and operated by Peguis Band members will
- the number of new business start-ups that reach and retain profitability
- the number of Peguis people employed in small businesses

Strategies:

1. **Establish a Small Business Development Incubation Centre(s)**, that provides training, links to funding, technical support, assistance in developing various value-chain linkages and markets. The centre actively recruit entrepreneurs, hold very regular public forums and workshops, be mobile so services can be offered in Selkirk and Winnipeg, and be flexible enough to offer support to a wide range of businesses. In addition to linking Peguis entrepreneurs to government and private funding and support services, the Centre will play a key role in helping to incubate new and developing businesses into success.
2. **The Peguis Small Business Development Centre(s) will have an experienced and capable core staff** with a broad range of experience in helping Aboriginal businesses succeed.

By the year 2021, Peguis will be able to equal or exceed, in earned income flowing from a wide range of resource and actual revenue streams, the amount of funds now received through government funding (about \$50 million per year).

Goal #4: To generate a diversity of income streams for wealth creation for the Peguis First Nation

- This goal refers to the management of a diversified investment portfolio for Peguis involving the purchase or start-up and operation of businesses, the purchase and development of lands, the taking over of some Peguis Band operations (such as heavy equipment), the start-up and/or takeover of Peguis utilities such as electrical power generation and distribution, etc.¹
- This goal implies the development of an extensive network of strategic partnerships
- Achieving this goal assumes that PDC or its designated agents will need the financial and managerial capabilities required to provide adequate management and stewardship of a wide range of income-generating ventures
- Achieving this goal also assumes that a wide range of governance and management structures will need to be created and monitored that are capable of ongoing due diligence, risk management and guidance of continuous improvement

Strategies:

1. Augment the work of the SME management and technical team with a **small investment and financial management unit within PDC** to ensure coordination of investment strategies, as well as due diligence and oversight for all activities and proposed revenue streams. It may be practical to farm out this work at first, but as businesses and other investments begin to pay for themselves, it will be critical that Peguis has full-time dedicated people providing professional oversight in this vital area.

¹ The Band and its members now pay Manitoba Hydro approximately \$3 million a year for electricity. If the Band produced its own electricity and distributed it internally a significant portion of what is now a cost would become earned income.

Chapter One: Prosperity Development, continued

Goal #5: Develop and Implement a Peguis Life-Path Training and Support Program – Address the full spectrum of training and support needs of Peguis Band members on their journey from chronic unemployment and dependency to full employment or to becoming successful entrepreneurs and business operators.

- This means that a web of inter-related training and support experiences that address the full range of barriers to economic success will need to be woven together in a seamless system that is coordinated and flexible enough to address the diversity of learning and personal growth needs that exist among Peguis Band members.
- It also means that the life skills, healing and recovery, basic education, upgrading, basic job skills and knowledge development, social support, work experience and advanced technical training all need to be integrated into a coherent system of delivery that flows seamlessly into supporting the journey to full-time employment.
- It further implies that business development training and support should be integrated with the experience of starting and running a new or further developing a business

Strategies:

1. **Peguis College** – Work with the Peguis School Board and Peguis Health and Wellness to establish the **Peguis Community College** (at first a college without walls) that initially focuses on developing and making available the full range of program offerings required to help Peguis people make the journey from poverty and dependency to self-reliance, full employment, entrepreneurial success and prosperity. Peguis College will need its own core team. [Perhaps Peguis Training and Employment could become that core team initially and then gradually grow into the role of managing a full blown college.] Some accredited courses can be brokered from Red River College or other institutions (as has been done in the past), but Peguis College is much more than that. It will offer Peguis learners the opportunity to access screening and assessment services, counseling and guidance, long-term life-plan development, access to healing, life skills, basic education and the full spectrum of employment and career path training. The heart of Peguis College will be its own core curriculum focusing on identifying Peguis values and life path planning and support.

CHAPTER TWO: SOCIAL WELFARE REFORM

This area of the Comprehensive Community Plan is very closely connected to the previous chapter on “Prosperity Development”. Social Welfare Reform focuses on the challenge of reducing community dependency on social assistance, and reforming social assistance programs to meet the income support needs of those who are unable to support themselves, while at the same time assisting and encouraging those with the potential and capacity to be self-reliant to undertake a journey of self-development that eventually leads them to full employment or to success as a self-supporting entrepreneur. It is recognized that Social Welfare Reform can only be fully undertaken at the pace and to the degree of success of job creation and business development efforts.

Implementing Partners

- Peguis Department of Social Assistance
- Peguis Development Corporation
- Peguis Training and Employment
- Peguis Health and Wellness
- Al-Care
- Peguis Healing Centre

Vision:

By 2021, chronic social assistance dependency will be reduced by at least 50% of 2011 levels.

Goals

1. To reduce the number of individuals and households that are dependent on social assistance
2. To administer Peguis Social Assistance programs according to fair, equitable and transparent policies and procedures

Chapter Two: Social Welfare Reform , continued

Issues, Challenges and Opportunities

1. At least 70% of Peguis members are living on social assistance, EI, or other income support programs.
2. Dependency is not understood merely as a financial burden for the Band (and it is a huge financial burden costing the Band roughly \$5 million a year that could be re-allocated to other needs), but more importantly it represents a loss of human potential because hearts and minds are trapped in dependency and entitlement thinking, are unwilling to choose a path of effort and struggle for self-development, and are unable to see their own potential as contributors to the betterment of their families, their communities and the wider world. This is the far greater loss in human potential.
3. Dependency thinking is reinforced by the very real lack of opportunities and options. Unless people are enabled to “see” a possibility of real and lasting change for themselves and their families, and to believe in those possibilities enough to become motivated to make an effort, nothing short of drastic circumstances will move people out of a state of mind that is challenged by hopelessness and inaction.
4. Existing policies and rules governing the operation of social assistance, EI and other benefit programs can actually deepen the problem of dependency. If someone on social assistance is not allowed to earn even small supplements to their income without having it “claimed back”, or if someone who became a full-time student is no longer able to collect social assistance, or if someone takes on an entry level job (thus leaving social assistance rolls) and they are no longer eligible to have their hydro bills (which are very expensive) covered by the Band, these are all built-in disincentives to change. For many people, it's perceived as “better” to remain on social assistance (even when there are jobs available) because of such policies.
5. Intergenerational dependency is occurring in families in which 2 or 3 generations of people have never had a job. Children raised in such an environment may not be able to imagine themselves breaking out of the “mold” of family expectations and ways of getting by in the world. Such young people grow up with a deeply engrained sense of entitlement to a “free house” and income support that comes without effort.
6. The various programs and departments that would need to work together to support comprehensive social welfare are now isolated from one another, and are not mandated to collaborate.
7. Social Welfare Reform is a chicken and egg kind of problem. People see that there are “no jobs”, so they don't make efforts to better themselves. Because they don't, Peguis has a very poorly prepared workforce, and it is difficult to attract investors, developers and new businesses with jobs in the area. It is also difficult to get the right people as new jobs become available and new businesses start-up.

Chapter Two: Social Welfare Reform , continued

Goal #1: To reduce the number of individuals and households that are dependent on social assistance.

- To fulfill the goal requires that we have accurate and up-to-date database and records on all social assistance recipients
- It also requires that assessment and screening criteria be applied to determine which social assistance recipients have the *potential* to make the journey from dependency to self-reliance.
- Also requires the development and utilization of screening tools and processes applied to all social assistance recipients that measures barriers, needs, strengths and aspirations, and helps those recipients to make a plan for their own progress and development.
- As well, it requires that, in fact, there be a broad range of opportunities for growth and development available to all who wish to make the journey.
- Finally, it requires that as people make the effort to improve themselves, there exist real opportunities for jobs or for participation in businesses (otherwise what is the point of making the journey?).

Goal #2: To administer Peguis Social Assistance programs according to fair, equitable and transparent policies and procedures.

- This implies that the standards are clearly articulated and well understood, both by those who administer the programs as well as by those who benefit from them.
- It also implies that the standards, policies and rules cannot be circumvented by anyone for any reason outside the established criteria, policies and procedures (regardless of family, political or any other affiliation).

By 2021, chronic social assistance dependency will be reduced by at least 50% of 2011 levels.

Strategies:

1. **Develop assessment and screening tools** – to determine who is capable of making the journey toward self-reliance and who is not.
2. **Life path planning** – for those who are capable of undertaking a journey of self improvement leading to the eventual employment or involvement in a business, a case worker will be assigned to assist the person to make a **life-path plan**. The plan will contain goals, milestones and measures of progress.

Chapter Two: Social Welfare Reform , continued

Strategies, continued:

3. **Taking the journey** – Through collaborative arrangements with other departments (as outlined in Chapter I: Prosperity Development, goal five above), social assistance recipients will be invited to engage in a series of program opportunities that will certainly lead to employment or involvement in a business venture. This “life-path” journey will be supported by a caseworker who helps coordinate and support the resources needed for the journey.
4. Develop and operate a specially designed **day-program for life-path participants** through which they can access all the opportunities, services and training they need in order to advance toward their life-path goals. This program would contain a number of options, any or all of which may be helpful for the progress of the participants. Options such as addictions recovery and wellness, basic literacy, life skills, upgrading, job skills, work experience, peer and family support, learning for self-development and job search support would be included. (Note: This same program was described above in Chapter I: Prosperity Development under goal five.) The Life-Path Program could be for anyone who wants to undertake a journey of self-improvement, but it is described here as a core component of life-path plans for social assistance recipients.
5. **Incentives and disincentives** – Based on similar program experience within other First Nations, it is clear that some people will be ready and willing to take advantage of such a program, and others will cling to their dependency patterns and will not cooperate with the program. A system of incentives and disincentives has proven helpful in moving some people along the “willingness to make an effort” continuum. Examples of incentives some First Nations are using range from passes to a local or area recreation centre, a voucher for food from a local store, small appliances, movie passes, or for very important milestones, a specified top-up of their monthly income. Disincentives can include being required to repeat a certain segment of the program, temporary suspension from the program, or being put on vouchers instead of receiving a cheque that can be turned into cash.
6. **Public education campaign** – There exists within the Peguis population a segment of people who will resist any attempt to shift them away from their current patterns of dependency and entitlement thinking. Within that pattern of thinking, it is believed that it is the “right” of every Peguis Band member to receive free housing and income support with no requirement attached for working for what they need.

A public education (i.e., social marketing) campaign will be undertaken, focused on traditional values related to: a) **the Creator’s gift** of life as a precious resource to each person and the duty of all of us to value and develop that gift; b) **community care** - the duty of the community to protect and care for all of its members, especially the weak and vulnerable; c) **self-care** - the duty of every individual to care for themselves to the best of their ability; and d) **service to others** - the duty of every individual to work (i.e., to exert an effort) in order to contribute to the well-being and prosperity of his or her family and community (the traditional view is if no one arises to care for themselves or to serve others, there can be no community care, because there will be no caregivers). This public social marketing campaign will paint the picture of the possibility of change, helping people to imagine new possibilities for themselves and to see pathways available to them through which change is possible. This campaign will entail a combination of community radio, cable television, posters, regular articles in the local and area publications, presentations and workshops, as well as a series of 15-30 minute modules for inclusion in the school curriculum in grades 9-12.

CHAPTER THREE: HEALTH AND WELLNESS

Health refers to mental, emotional, physical and spiritual well-being. Wellness refers to the values, choice making and patterns of living that lead to health. This component of the comprehensive community plan considers the full range of health and wellness related determinants, issues, needs, solutions and services that have to be addressed in order to support the health and wellness of Peguis people.

Implementing Partners

- Peguis Health and Wellness
- Peguis Education
- Al-Care
- Peguis Healing Centre
- Peguis Child and Family Services
- Peguis Housing
- Peguis Rec Centre

Vision:

By 2021, the health outcomes of Peguis people will be as good or better as those of those of the general population of Manitoba.

Goals

1. To measurably improve the health and wellness levels of Peguis people, year by year, so that by the year 2021, Peguis health outcomes will be as good as or better as those of the general population of Manitoba.
2. To ensure that Peguis people, wherever they live, will have access to quality health care that is equal to or better than what is available to the general population of Manitoba.
3. To establish a democratically elected Health Board to manage and oversee health programs and services
4. To undertake a series of community health action plans of no more than two years duration for each planning cycle, that systematically address the ten issue areas identified; namely: 1) what determines who is healthy and who is not, 2) physical health, 3) mental health and addictions, 4) community wellness, 5) child and youth development, 6) women's health, 7) men's health, 8) elders' health, 9) community health promotion and disease prevention, and 10) gaps in non-insured health benefits.
5. To develop and publish an Annual Peguis Community Health Report Card that reports on actual levels of health conditions and outcomes, with specific attention to key areas of concern such as: a) chronic disease, b) wellness and addictions levels, and c) health-related community conditions. The report card should answer the questions: How healthy is our community? and Are we making improvements?
6. To design and implement a comprehensive child and youth development strategy that addresses the full spectrum of needs and determinants of a healthy life for Peguis children and youth.
7. To develop and implement a comprehensive plan to address the special needs and circumstances of Peguis Band members who are disabled that takes into account all types of disabilities (physical, cognitive, etc.) and that focuses on supporting and enabling every individual to live a safe and dignified life, have their basic needs met, and to realize their true potential as a valued human being and community member. This plan will be completed by 2014 and fully operational by 2018.

Chapter Three: Health and Wellness, continued

Issues, Challenges and Opportunities

Specifically, the following areas are considered 1) what determines who is healthy and who is not, 2) physical health, 3) mental health and addictions, 4) community wellness, 5) child and youth development, 6) women's health, 7) men's health, 8) elders health, 9) community health promotion and disease prevention, and 10) gaps in non-insured health benefits.

1. **What determines who is healthy and who is not** – A “determinant” is something that determines who is healthy and who is not. For example, poverty is a fundamental contributor to ill-health. Typically the poorer people are, the less healthy they are. So income is a major social determinant of health. Another social determinant is housing. It is well known that overcrowded or unhealthy conditions contribute to ill-health. Safe, adequate, and affordable housing leads to better community health. There are also biological and medical determinants of health having to do with genetics, susceptibility to disease and quality of medical services.

The value of considering a determinant of health framework when planning for community health and wellness is that it becomes immediately clear why community health and wellness cannot be the sole responsibility of the Department of Health and Wellness. Strategic partnerships will be required. Health is everybody's responsibility. In fact, there is not a single chapter in this Comprehensive Community Plan that does not in some way relate to health.

Based on what was shared by some 700 community members, professional staff and leadership about health and the health conditions of Peguis people, the following list of health determinants describes the full range of needs and issues that have to be considered when planning for community health.

By 2021, the health outcomes of Peguis people will be as good or better as those of those of the general population of Manitoba.

Chapter Three: Health and Wellness, continued

Summary of Indigenous Community Determinants of Health²

These fourteen basic determinants of wellbeing identified in common by many Indigenous communities³ should be seen as an integrated, interdependent web of factors, rather than as distinct and unrelated lines of action.

Health status relative to each of the following determinants needs to be defined (in terms of the local community standard of wellbeing), measured and assessed (in terms of current realities and conditions), and analyzed in terms of what is needed to transform health conditions.

1. **Basic physical needs** – adequate nutrition, clothing, shelter, pure drinking water, sanitary waste disposal and access to medical services.
2. **Spirituality and a sense of purpose** – connection to the spiritual foundations of all existence and a clear sense of purpose and direction in individual, family and community life, as well as in the collective life of the nation.
3. **Life-sustaining values, morals and ethics** – guiding principles and a code of conduct that informs choices in all aspects of life so that at the level of individuals, families, institutions and whole communities, people know which pathways lead to human well-being, and which to misery, harm and death.
4. **Safety and security** – freedom from fear, intimidation, threats, violence, criminal victimization, and all forms of abuse both within families and homes and in all other aspects of the collective life of the people.
5. **Adequate income and sustainable economics** – access to the resources needed to sustain life at a level that permits the continued development of human well-being, as well as processes of economic engagement that are capable of producing sustainable prosperity.
6. **Adequate power** – a reasonable level of control and voice in shaping one's life and environment through processes of meaningful participation in the political, social and economic life of one's community and nation.

² Communities with which we (Four Worlds Centre for Development Learning) have worked and which have contributed to this synthesis include the Little Shuswap First Nation in British Columbia, the Navajo Nation and the San Felipe Pueblo in New Mexico, the Inuit communities of Coral Harbour and Rankin Inlet in Canada's Arctic, and the Métis communities of Beauval and Pinehouse Lake in Saskatchewan, Sagamok Anishnawbek near Sudbury, Ontario, as well as participants in Four Worlds Summer Institutes between 1994 and 1997 (some 300-500 people each year representing more than 100 First Nations communities across North America). This section is represented from "Recreating the World: A Practical Guide to Building Sustainable Communities" by Michael Bopp and Judie Bopp (2006), Four Worlds Press, Calgary, Alberta, Canada.

³ Of course, the language used to identify the various determinants, as well as the organization of concepts (such as putting all physical needs in a single category instead of listing some of them separately), differed from place to place. Nevertheless, we believe this articulation of the determinants reflects a very widely agreed upon set of concepts across many communities, and as such, constitutes a useful synthesis.

Chapter Three: Health and Wellness, continued

7. ***Social justice and equity*** – a fair and equitable distribution of opportunities for all, as well as sustainable mechanisms and processes for re-balancing inequities, injustices and injuries that have or are occurring.
8. ***Cultural integrity and identity*** – pride in heritage and traditions, access to and utilization of the wisdom and knowledge of the past, and a healthy identification with the living processes of one's own culture as a distinct and viable way of life for individuals, families, institutions, communities and nations.
9. ***Community solidarity and social support*** – to live within a unified community that has a strong sense of its common oneness and within which each person receives the love, caring and support they need from others.
10. ***Strong families and healthy child development*** – families which provide a strong focus on supporting the developmental needs of children from the time of conception through the early years and all the way through the time of childhood and youth.
11. ***Healthy ecosystem and a sustainable relationship between human beings and the natural world*** – the carrying capacity of the ecosystems upon which human beings depend for livelihood and well-being is able to sustain the nature and extent of human activity. Economic survival and prosperity are not pursued at the expense of environmental degradation. Human beings work with nature in a mutually beneficial partnership
12. ***Critical learning opportunities*** – consistent and systematic opportunities for continuous learning and improvement in all aspects of life, especially those connected to the key personal, social and economic challenges communities are facing, and those which will enhance participation in civil society.
13. ***Adequate human services and social safety net*** – programs and processes to respond to health emergencies, provide long-term primary care, support and enhance social and economic development, as well as to protect and enable the most vulnerable to lead lives of dignity and to achieve adequate levels of well-being.
14. ***Meaningful work and service to others*** – opportunities for all to contribute meaningfully to the well-being and progress of their families, communities, nations, as well as to the global human family.

To summarize, Peguis may well reformulate their own version of this analysis, but in its own way, it is clear that this list does represent the things Peguis people need to have in their lives in order to be healthy.

So planning for health means much more than planning for medical services and sick-care. In addition to adequate service delivery, getting Peguis to health and wellness is a primary community development challenge focused on improving outcomes in the 14 areas identified above.

Chapter Three: Health and Wellness, continued

Issues, Challenges and Opportunities, continued

2. **Physical Health** – Peguis Community Story participants repeatedly stated that the physical health of Peguis people has gotten worse from 1950 to 2010. There are more chronic diseases such as diabetes, heart disease, high blood pressure, sexually transmitted disease, overweight, obesity and cancer than ever before. A lot of these problems are attributed to the life style choices people are now making related to unhealthy eating (i.e., high fat, high sugars and refined starches, high salt, fast food, junk foods, sugar drinks, etc.). Lack of exercise, house mould, smoking and high levels of alcohol and drug use are other factors that have been identified.

Not only is the physical health of the general Peguis population worsening, but so is the physical health of Peguis children and youth. Peguis is seeing more early onset diabetes, asthma, overweight and obesity in children and youth, and a staggering 90-95% alcohol and drug use among its youth, as well as chronic bullying, high rates of physical and sexual victimization, early pregnancies and poor nutrition.

3. **Mental health and addictions** – An estimated 70% of households are living with someone who is using alcohol and drugs to such a degree that it is causing harm to the user and to those around him or her. This means that a very high proportion of Peguis children are living in an addictive environment, and are thereby at risk in many ways. Children whose primary role models are users are very likely to become users themselves, as evidenced by youth generated estimates that over 90% of Peguis youth are in crisis—some less and some more seriously involved. As well, children living in an addictive environment are much more likely to witness violence and to become its victims, as well as to be victimized by sexual abuse.

Many Peguis people suffer from chronic depression and the legacy of intergenerational trauma originating from residential schools and from traumatic historical experiences. The impacts of these experiences are now recycling within family and community life. As a result of this trauma and its aftermath, people are experiencing a wide range of personal healing issues, which are summarized in the list “Specific Healing Issues”.

Specific Healing Issues

Following is a list of the specific healing issues that have been identified by Peguis people. *(We have numbered the issues for the convenience of readers, but please note that the numbering in no way is intended to indicate importance or priority.)*

1. Alcohol and drug abuse
2. Fetal alcohol syndrome (FAS) and fetal alcohol effect (FAE)
3. Sexual abuse (past and ongoing)
4. Physical abuse (past and ongoing, especially, but not exclusively, of women and children)
5. Psychological/emotional abuse
6. Low self-esteem
7. Dysfunctional families and interpersonal relationships
8. Parenting issues such as emotional coldness, rigidity, neglect, poor communication and abandonment
9. Suicide (and the threat of suicide)
10. Teen pregnancy
11. Chronic, widespread depression
12. Chronic, widespread rage and anger
13. Eating disorders
14. Sleeping disorders
15. Chronic physical illness related to spiritual and emotional states
16. Layer upon layer on unresolved loss and grief
17. Fear of personal growth, transformation and healing; i.e., afraid to face the hurt of the past; afraid of change
18. Post-residential school community environment, seen in patterns of paternalistic authority linked to passive dependency; patterns of misuse of power to control others, and community social patterns that foster whispering in the dark, but refusing to support and stand with those who speak out or challenge the status quo

Chapter Three: Health and Wellness, continued

Issues, Challenges and Opportunities, continued

4. **Community Wellness** – The community has been deeply divided by religion, politics and family differences. These differences have made it very difficult for the community to come together to work on its challenges and issues. While the problem of the community's capacity to build solutions for itself as a community will be taken up in Chapter IV: Community Development (to follow) the health and wellness problems of individuals and families cannot be adequately addressed as simply being “medical” or “addiction” problems.

Community members themselves will have to come together to put a stop to the hurt and destruction that abusive and dysfunctional behavior is having on human health and community wellbeing in Peguis. Healing comes from within. Transformed community relationships have to be healed from the inside out. No program can fix the problem of young people absorbed in a culture of addictions, violence and risk. Families, elders, community members and youth themselves will have to be engaged in the creation and development of a Peguis community wellness movement. Some of the work associated with initiating and growing this movement can be taken on by staff, but not by staff alone. This part of the work requires the engagement of grassroots community members leading the process.

5. **Child and youth development** – The health and wellness of many Peguis children and youth is compromised and at risk due to the conditions they live with every day at home, in school and in the community. We have identified (above, section 1) that the physical health of many Peguis children and youth is worsening compared to children and youth only a generation earlier. Many children and youth are living in homes where alcohol and drug abuse is the norm, and neglect and a risk filled environment are not uncommon. Youth themselves identified (in the “Youth Speak” portion of the Peguis Community Story), that many of them are living within a sub-culture challenged by high levels of addictions (90-95%), intimidation, bullying, violence, physical and sexual abuse, as well as strongly entrenched values of dependency and entitlement thinking (the world owes me).

Specific Healing Issues, continued

19. The breakdown of the social glue that holds families and communities together, such as trust, common ground, shared purpose and direction, a vibrant ceremonial and civic life, co-operative networks and associations working for the common good, etc.
20. Disunity and conflict between individuals, families and factions within the community
21. Flashbacks and associative trauma; i.e., certain smells, foods, sounds, sights and people trigger flashback memories, anxiety attacks, physical symptoms or fear (e.g. the sight of a certain type of boat or vehicle, especially containing a social worker or an RCMP officer, the sight of an old residential school building, etc.)
22. Educational blocks – aversions to formal learning programs that seem “too much like school,” fear of failure, self-sabotage, psychologically-based learning disabilities
23. Spiritual confusion; involving alienation from one's own spiritual life and growth process, as well as conflicts and confusion over religion
24. Internalized sense of inferiority or aversion in relation to Caucasian people and especially those in power
25. Toxic communication – backbiting, gossip, criticism, put downs, personal attacks, sarcasm, secrets, etc.
26. Some community members have become the oppressors and abusers of others as a result of what was done to them or their parents in residential schools and elsewhere
27. Dysfunctional family and co-dependent behaviors replicated in the workplace
28. Cultural identity issues – missionization and the loss of language and cultural foundations has led to denial (by some) of the validity of their own cultural identity (assimilation), a resulting cultural confusion and dislocation
29. Destruction of social support networks (the cultural safety net) that individuals and families in trouble rely on
30. Disconnection from the natural world (i.e. the rivers and lakes, the forest, the earth, living things) as an important dimension of daily life and hence spiritual dislocation

Chapter Three: Health and Wellness, continued

Issues, Challenges and Opportunities, continued

Many suffer from depression, anxiety, disconnection from family and community, low self-esteem, poor school performance, confused identity, a lack of a moral compass and a sense of purpose and direction, as well as hopelessness and cynicism about their own future.

An important question that needs to be considered is the following. *Not all Peguis children and youth are in trouble. Some are doing very well. They are healthy, positive, enthusiastic about life, full of hope, and not especially trapped in the sub-culture of despair described above. Why is that? Why are some young people resilient and healthy and others are not? And how can the strengths of those young people that are doing well be harnessed in order to shift the destructive patterns in which their peers are trapped?*

6. **Women's health** – Women have unique health issues related to reproductive and mental health, especially concerning self-esteem, body image, feelings of voicelessness, disengagement and lack of hope and purpose for the future. Specific issues such as overweight and obesity, diabetes, high blood pressure, addictions and depression were also identified. What is critical, is that women's health directly impacts the health and wellbeing of families. If women are healthy, they are much more likely to provide leadership in guiding their children and families to health.
7. **Men's health** – Many of the issues identified by the community related to men's health have also been covered in descriptions above of the general decline in the health of the total population (see sections 3 and 4 above). Unique to men's health, however, are issues related to their role as providers and protectors of their families. Most of the jobs available in Peguis are jobs being taken by women, who have tended to do better in their academic studies. This has left many men feeling somewhat lost. What is my purpose? What is my role? Issues of identity, purpose and direction, drive, low self-esteem, depression, chronic anger and rage, and addictions were described as important health and wellness factors for many men. This clearly is not merely an individual health issue that can be addressed in the doctor's office. It is a community health problem, linked as it is to social and economic conditions, and it needs to be conceptualized and addressed as such.
8. **Elder health** – Many elders face the gradual decline of their physical capacities, compounded by chronic diseases such as diabetes, heart disease, cancers and dementia. On the other hand, some elders remain active, physically strong and engaged with their families, and the community. What is the difference between these groups? Some elders are still carrying the hurt of unresolved trauma, pain, grief and loss from the past. Some still have mental health and addictions issues. These elders are in need of healing just as much as anyone else.

Of prime concern is the sense of isolation many elders feel, of being discarded and useless, of not being valued, and of having no purpose and no opportunity to make a contribution. It is a basic human need to be of use to others. It is therefore an important health issue that many elders don't have what they feel are viable avenues of service. They experience themselves to be alone and a burden on others. As elders age, they become increasingly dependent on others to do things for them that they cannot do for themselves. Cuts in health benefits have added an extra burden on many elders who find themselves in need of special equipment no longer covered by FNIHB if damaged (walkers, canes, etc.), but who don't have the means to pay for them.

Chapter Three: Health and Wellness, continued

Issues, Challenges and Opportunities, continued

9. **Community health promotion and disease prevention** – The old adage “it’s better to build a fence at the top of a cliff than to park ambulances and build a hospital at the bottom” illustrates the problem of shifting health dollars, staff time and organizational energy to the work of **promoting** the thinking behavior, public policy and community engagement that leads to health, and undertaking measures to **prevent** the spread or worsening of the impact of disease, instead of merely waiting for disease to appear and then treating it.

Health promotion and disease prevention typically involve such strategic components as: a) health education; b) measuring and monitoring health behaviors, determinants and outcomes; c) public policy development; and d) community development. Sometimes a particular segment of the general population is targeted with interventions (as in a smoking cessation targeting young girls). Often a combination of strategies and partnerships are woven together in a comprehensive effort to change health behaviors, as would be needed to shift the eating patterns of children and youth, a shift that would require public education, support of parents and families, education and support of food service providers and restaurant owners, a shift in public policy about what can and cannot be sold in schools or to young people anywhere, and the direct engagement of children and youth in education and incentive programs.

In Peguis, health promotion and disease prevention efforts are needed for such important health and wellness issues as diabetes, alcohol and drug abuse, violence and bullying, healthy eating, exercise, sexually transmitted diseases, and child safety and protection. An important key to understanding why health promotion and disease prevention are an essential response to current health conditions and outcomes of the Peguis First Nation is to understand that responding to sickness and disease (the mission of all treatment services medical and otherwise) does not necessarily make people healthier. It just fixes what has already gone wrong. What will make people **more healthy** is addressing the needs described in the list of 14 determinants of health in part one above—needs such as adequate income, housing, social support, sense of identity and purpose, safety and security, and strong and healthy families, as well as a shift in specific risk related behaviours and choices.

10. **Gaps in non-insured health benefits** – Recent decisions by Health Canada on the benefits Native people living on reserves are covered for as a part of their non-insured health program, are causing suffering and hardship to Peguis people living with chronic disease (such as diabetes) who may require special ongoing treatment, medications, or equipment (such as wheelchairs, walkers, crutches) all of which used to be covered, but now have to be paid for by the patient or by their families. This presents a very serious barrier to health and wellness to people living on less than half of the federal government’s low-income cut-off (LICO), who are then put in the position of having to deny themselves such requirements as eyeglasses, dental care, prescription medication, or a walker because they need the money for food.

Chapter Three: Health and Wellness, continued

Goal #1: To measurably improve the health and wellness levels of Peguis people, year by year, so that by the year 2021, Peguis health outcomes will be as good as or better than those of the general population of Manitoba.

Strategies:

1. Improve health governance and management, develop and implement a series of short-term health action plans with specific targets for improvement and measure and report on progress at regular and frequent intervals (see strategies below for details). Hold a public consultation, co-design process (lead by an architect familiar with this approach) to engage members in the process of developing housing options (e.g. cluster housing, mixed housing complexes, etc.)

Goal #2: To ensure that Peguis people, wherever they live, will have access to quality health care that is equal to or better than what is available to the general population of Manitoba.

- The term “access” here refers to the challenge of overcoming barriers in funding, staffing, insurance benefits, and available services within safe and easy reach of Peguis people

Strategies:

1. Establish a Peguis Community Health Group Insurance scheme that will cover health benefits no longer paid for by the Federal Government’s plan
2. Work with Manitoba Chiefs, the Province of Manitoba and the Assembly of First Nations to negotiate a fair and equitable health insurance scheme for First Nations people in Manitoba that is covered by health transfer dollars

Goal #3: To establish a democratically elected Health Board to manage and oversee health programs and services.

- This goal implies that the responsibility for overseeing the community’s journey to health needs to be in the hands community members whose health is being looked after. Small groups of health staff, no matter how competent or caring, cannot have the full range of perspectives needed to lead and manage this journey, because the work of getting the community to health must address many areas not covered within the mandate and funding formulas of health and wellness programs, and also because community members themselves have an important role to play.

Strategies:

1. **Hold a Peguis Community Health Summit** – In this historic two-part series of gatherings, the community story process would be utilized to look deeply at health conditions and outcomes, the effectiveness of current program efforts and the development of strategies to bring better health outcomes to Peguis people.

This health summit would occur in two parts - Part One would proceed as described above. Part Two would review the report from Part One, approve a draft community health strategy for the next two years and culminate in the election of Health Board consisting of eight members from the community at large and four members appointed by Chief and Council. (Does the current Health Authority already fulfill this part of the goal?)

Chapter Three: Health and Wellness, continued

Goal #4: To undertake a series of community health action plans of no more than two years duration for each planning cycle, that systematically address the ten issue areas identified; namely: 1) what determines who is healthy and who is not, 2) physical health, 3) mental health and addictions, 4) community wellness, 5) child and youth development, 6) women's health, 7) men's health, 8) elders' health, 9) community health promotion and disease prevention, and 10) gaps in non-insured health benefits.

- This goal implies that the Peguis community will become engaged in systematic work to bring improvements in health conditions (i.e., the circumstances that contribute to health or ill-health) as well as in health outcomes (i.e., levels of disease and health-related problems) experienced by Peguis people.
- It also implies that new targets for health outcomes will be set every two years, based on current health conditions and outcomes.
- As well, it implies that specific and measurable goals will be set, and specific strategies undertaken related to making improvements in each of the ten areas identified above.

Strategies:

1. Making a plan requires that you know where you are now and where you want to go, so for each of the ten health and wellness development areas (i.e., physical health, mental health, youth development, etc.) teams need to be assigned the task of answering the following questions.
 - What are the main issues, challenges and opportunities?
 - What are the main indicators (i.e., measures) that will be used to measure progress?
 - What are the current levels?
 - What were they last year or the year before? What are the trends? Improving? Getting worse? Why?
 - Are current programs and community efforts working? What else is needed?

These questions need to be answered for each of the ten health planning areas [1) improving the status of health determinants, 2) physical health, 3) mental health and addictions, 4) community wellness, 5) child and youth development, 6) women's health, 7) men's health, 8) elders' health, 9) community health promotion and disease prevention, and 10) gaps in insured health benefits] a draft two-year action plan should be prepared.

2. Hold annual Health forums, including community members and all other stakeholders to review and refine the action plan. Final approval of each two-year plan will be made by the Health Board.

By 2021, the health outcomes of Peguis people will be as good or better as those of those of the general population of Manitoba.

Chapter Three: Health and Wellness, continued

Goal #5: To develop and publish an Annual Peguis Community Health Report Card – that reports to the community on actual levels of health conditions and outcomes, with specific attention to key areas of concern such as: a) chronic disease, b) wellness and addictions levels, and c) health-related community conditions. The report card should answer the questions: How healthy is our community? and Are we making improvements?

- This goal implies that a regular and reliable set of measurement tools and processes will need to be developed, and data will need to be collected in key areas to be reported on (the Federal “Community Wellness Index” could be used as a guide in developing these tools, but Peguis would need its own home-grown indicator and tools).
- There is little point in measuring unless what is reported on is used to help to improve ongoing health development work. This goal implies that health programs utilize progress reports to guide their work.

Strategies:

1. Utilize the teams assigned under the strategy for goal four (above). Each team needs technical support and dedicated work time to complete the following tasks.
 - a. Define a few (3-5 maximum) key issues to be measured in any given year.

Possible Indicators for Addictions

- number of known cases of chronic alcohol and/or drug users (i.e., problem users)
- number of households in which a chronic user is living (expressed in per-cent of total households)
- number of households in which a chronic user and children reside together
- number of individuals who went to treatment and/or who are engaged in a healing program)
- number of individuals who are alcohol and drug free for 90 days or more
- age profile of chronic users

Possible Indictors for Diabetes

- number of existing cases
- number of new cases this year
- number of cases of children under 18 years old
- number of cases with advanced symptoms causing disability
- percentage of cases not receiving adequate care

Chapter Three: Health and Wellness, continued

- b. Start small—don't try to do it all at once

For the first report card, report on three large areas only, with a few indicators under each. Add more areas in subsequent years

Example #2: Mental Health and Wellness

Focus:

- depression
- chronic anger and rage
- addiction – problem use of alcohol and drugs
- levels of violence and abuse (including sexual abuse and bullying)
- suicide (completed and attempted)

Example #1: Chronic Disease

Focus:

- diabetes
- heart disease
- cancer
- overweight and obesity

- c. Community health conditions (reporting on community conditions that contribute to health or ill-health)

Focus:

- housing – overcrowded, unsafe, mould, etc.
- poverty – percentage of households living below the Peguis Poverty Index

Data sources that can be used include: 1) from program data already collected (e.g. number of cases reported by the clinic), 2) from special surveys administered for the purpose of the report card, and 3) from estimates of community members and care-givers familiar with the problem.

2. **Utilize the report card** by engaging community members in dialogue about it at the Community Health Forum, on community radio and elsewhere, and by using the results to help to improve ongoing program work

Goal #6: To design and implement a comprehensive child and youth development strategy that addresses the full spectrum of needs and determinants of a healthy life for Peguis children and youth.

- Such a comprehensive strategy will have to address the needs of children and youth related to such critical areas as the following
 - a. Basic physical needs for shelter, nutrition, clothing, clean water, clean air, and health care
 - b. The need for strong families that are capable of supporting the developmental needs of children and youth as they grow and mature
 - c. The need for safety and security, including freedom from abuse, intimidation, bullying, and other forms of victimization
 - d. An abuse response team, based at the school and trained to deal with a whole range of mental health issues such as addictions and related crises, as well as physical health emergencies. The team will include a school nurse (full time), elders, mental health, addictions, and child and family workers, and will work proactively to head off crisis rather than responding to emergencies.

Chapter Three: Health and Wellness, continued

- h. An awareness and appreciation of their Peguis identity, their cultural history and heritage and of the values of Peguis cultural contributions to a good and healthy life
- i. The knowledge and skills as well as the support of relationships and access to appropriate professionals needed for personal growth and healing
- j. A healthy peer culture and community, and the social skills to make and retain life-long healthy relationships
- k. Connection to and an awareness of nature so as to be comfortable and familiar in natural surroundings
- l. The values, attitudes and the desire to be a contributor to one's family and community, to find a meaningful path of service and to learn how to work hard
- m. Access to healthy eating classes, and an education campaign to help shift personal eating habits towards health

Goal #7: To develop and implement a comprehensive plan to address the special needs and circumstances of Peguis Band members who are disabled that takes into account all types of disabilities (physical, cognitive, etc.) and that focuses on supporting and enabling every individual to live a safe and dignified life, have their basic needs met, and to realize their true potential as a valued human being and community member. This plan will be completed by 2014 and fully operational by 2018.

Strategies:

1. Review available literature on the types of disabilities common on Canadian First Nation communities, and the types of solutions that have been developed.
2. Conduct a consultation process with disabled community members and their families (in groups when appropriate and also through home visits) to identify needs and possible solutions.
3. Develop a draft plan based on the above steps and circulate for wider community input.
4. Develop and pass legislation that guarantees disabled people equality of access to opportunities, services and public facilities.
5. Develop a Peguis Disabilities Fund to assist individuals and families to address needs related to access to opportunities for disabled people (such as mobility or communication aids, personal care, etc.).
6. Identify possible funding sources, both within Peguis and across Canada, and systematically raise funds to implement the Peguis Disabilities Plan.
7. Form a not-for-profit civil society organization or, alternatively establish a department within Health and Wellness to coordinate the work of making and implementing a Peguis Disabilities Plan.

CHAPTER FOUR: COMMUNITY DEVELOPMENT

*The word community really means common oneness. Community development refers to the process of developing the capacity of the Peguis community to collectively address its healing and development issues and opportunities. This capacity building work specifically focuses on: 1) unity and solidarity, 2) shared vision, values and aspirations, 3) the capacity to **work together** to address current challenges and opportunities and in implementation of solutions for the benefit of all, and 4) learning for change; i.e., creating learning opportunities to strengthen the capacity of community members and groups to work effectively for positive change.*

Implementing Partners

- All Peguis Community Members
- Chief and Council
- TLE, Community and Illegal Surrender Trusts
- Churches, Spiritual Leaders and Cultural Leaders
- Political Leaders
- Voluntary Groups
- All Peguis Programs and Agencies, but especially PDC, Peguis Education and Health and Wellness

Vision:

- Peguis people will heal their relationships between individuals, religious and spiritual groups, political factions, families, and other divisions that are now barriers to unified and effective collective action for the well-being of Peguis people. From this healing process, a **community development movement** will emerge, through which grassroots Peguis people will work together to overcome community challenges and to create new vistas of opportunity for all.

Goals

1. **To create an action circle (i.e., a working group) of spiritual and religious leaders from both traditionalist and Christian church groups** to remove barriers and find common ground, and to work together to forge a path of unity that will allow grassroots people from all these traditions and groups to respect and support one another, and to work together for the good of the whole community. Ensure that this effort is coordinated and aligned with any other effort to bring unity across the various fault lines dividing the community.
2. **To create a Peguis healing and wellness movement**, consisting of a core of some 100 individuals and families that are on a healing journey or living a healthy life, and who are willing to support others on their journey to wellness. (See Chapter VI, goal one “to greatly enhance the culture, spirit and political unity of the community”, page 39.)
3. **To hold quarterly (once every season) community healing and development forums** to a) reflect on and evaluate progress to date in community healing and development, b) share experiences and learning from each other, c) plan for the next phase of action, and d) strengthen bonds of laughter, mutual appreciation, encouragement, and unity of purpose.
4. To establish a **Community Development Committee** to lead and coordinate the implementation of the goals and strategies outlined in this chapter.

Chapter Four: Community Development, continued

Issues, Challenges and Opportunities

1. Peguis has been deeply divided for a long time between those who moved to the current location of the Peguis Reserve and those who stayed in the Selkirk area, as well as between religious and spiritual beliefs, between political factions and between families who have found themselves on one “side” or the other of any or all of these fault lines.
2. This disunity has been identified by an overwhelming majority of community members as a problem of the highest priority that is affecting every aspect of Peguis life, including the quality and effectiveness of programs and services, the ability of the community to solve fundamental problems or address key issues, the effectiveness of community governance and the ability of the Peguis First Nation to develop its economy and its businesses.
3. The fact that this problem is seen and clearly identified as a priority to be resolved is an extremely hopeful sign. It means people are willing to own the issue and work through the problems to find solutions. This is a real opportunity for lasting change that has been a long time in coming.
4. Community wellness patterns are very much intertwined with the problem of community development. Peguis is a community that has experienced a great deal of historical trauma over the years. The impacts of this trauma (such as loss of land, sovereignty, language, culture and economic base, and of being forced into poverty and subservice to government overseers), as well as the trauma of residential schools have all been passed on through families over many generations, leaving behind a legacy (especially in some families) of pain, mistrust, self-doubt, addictions, violence, abuse, and broken families and community ties.

One of the impacts of all of this has been a breakdown of the mutual trust and habits of cooperation and mutual aid at the heart of a healthy community. So “healthy” is not only a matter of recovering individual wellness, it is also a problem of restoring the nurturing and mutually supportive relationships that are the very essence of true community.

By 2021:

*Peguis people will heal their relationships between individuals, religious and spiritual groups, political factions, families, and other divisions that are now barriers to unified and effective collective action for the well-being of Peguis people. From this healing process, a **community development movement** will emerge, through which grassroots Peguis people will work together to overcome community challenges and to create new vistas of opportunity for all.*

Chapter Four: Community Development, continued

Goal #1: To create an action circle (i.e., a working group) of spiritual and religious leaders from both traditionalist and Christian church groups to remove barriers and find common ground, and to work together to forge a path of unity that will allow grassroots people from all these traditions and groups to respect and support one another, and to work together for the good of the whole community. Ensure that this effort is coordinated and aligned with any other effort to bring unity across the various fault lines dividing the community

Strategies:

1. Start small by at first bringing together only those who are already open to working across religion and spiritual lines. Let this group define a path for how to reach out and bring in a wider circle. Utilize outside resources when necessary to allow the initial group to find solid common ground and to develop confidence in their own vision and process. Gradually bring others into the circle.
2. Once this group of leaders has expanded to include some of the major religious and spiritual factions, assist them to make a plan for how each of them will reach out to their own congregations and networks.
3. Hold a series of spiritual gatherings designed to allow for the whole-hearted participation of members of all the participating communities. Invite those gathering to pray together, and to reflect on how they might work together for the betterment of community life.

Goal #2: To create a Peguis healing and wellness movement, consisting of a core of some 100 individuals and families that are on a healing journey or living a healthy life, and who are willing to support others on their journey to wellness. (See Chapter VI, goal one “to greatly enhance the culture, spirit and political unity of the community”, page 39.)

Strategies:

1. Start with a gala dinner to honour 40-100 individuals or families who are on a path of healing and wellness. Make this gala really attractive with outside entertainment, an inspiring keynote speaker and a good meal. Utilize this gathering to appeal to those present to create a “new Peguis”, i.e., a circle of wellness within the overall Peguis community that anyone wishing to be supported on their journey to wellness could be a part of.
2. Hold monthly wellness suppers and evening workshops to keep the momentum going. Ensure that everyone in Peguis knows of these gatherings and that they are welcome.
3. Put on at **least 2-3 training sessions per year** that are easily accessible to community members, focused on learning about the wellness path and facilitating connections between people who can mutually support their journey.
4. Make sure that elements of fun and a healthy social life are built into the process, including dances, movies, dinners, trips, game nights, discussion groups, etc.

Chapter Four: Community Development, continued

Goal #3: To hold quarterly (once every season) community healing and development forums to: a) reflect on and evaluate progress to date in community healing and development, b) share experiences and learning from each other, c) plan for the next phase of action, and d) strengthen bonds of laughter, mutual appreciation, encouragement, and unity of purpose

Strategies:

1. These forums should be attended by all staff, all leadership and their families, social assistance recipients and anyone interested.
2. Each forum should be a 3-4 hour evening workshop, including a pot-luck meal (sharing food rather than expecting to be fed), involving:
a) spiritual inspiration and connection to the community's vision; b) review of ongoing community healing and development work and reflection on what is being learned; c) learning opportunities related to key community development areas; d) discussion of important community development challenges and opportunities; e) forming new groups, and making plans for next steps in community development areas; and f) lots of fun, music, laughter, games and bring people closer to each other as human beings or a common path for the good of all.

[Note: These quarterly community development forums are not Band meetings, and do not replace issue-oriented meetings of other kinds. These meetings are about building a sense of common oneness in moving together to improve the life of Peguis people now, and for the future.]

Goal #4: To establish a Community Development Committee to lead and coordinate the implementation of the goals and strategies outlined in this chapter

The CD Committee should have representatives from the following stakeholder groups

- community members who are on wellness paths
- women
- youth
- elders
- cultural and religious leaders
- staff of Peguis Health and Wellness
- staff of AI-Care
- staff of the Peguis Healing Centre
- Chief and Council

Strategies:

1. Start with a gala dinner to honour 40-100 individuals or families who are on a path of healing and wellness. Make this gala really attractive, with outside entertainment, an inspiring keynote speaker and a good meal. Utilize this gathering to appeal to those present to create a “new Peguis”—i.e., a circle of wellness with the overall Peguis community that anyone wishing to be supported on their journey to wellness could be a part of.
6. Make sure that elements of fun and a healthy social life are built into the process, including dances, movies, dinners, trips, game

CHAPTER FIVE: LIFE-LONG EDUCATION

Life-long education refers to the opportunities that Peguis members have to acquire the knowledge and skills they need to live healthy, prosperous and fulfilling lives. This theme recognizes that learning happens at all stages of the life cycle from childhood to elderhood. It also acknowledges the value of supporting all members of the community to develop their gifts so as to enrich their personal lives, to contribute to the richness of family and community life and to achieve career aspirations. In keeping with this definition, this Chapter reflects on the important goals before the Peguis community related to early childhood development; schooling in the primary to secondary grades; formal (e.g. accredited) adult education including literacy, up-grading, post-secondary and job skills courses; and a broad range of community informal learning opportunities that enhance life skills, social and recreational life, cultural knowledge and identity, as well as family and community life.

Implementing Partners

- Peguis Day Care
- Peguis Headstart
- Peguis Central School
- Peguis School Board
- Peguis Post-Secondary Program
- Peguis Training and Employment

Vision:

By 2021, Peguis students will achieve equal or better academic outcomes as compared with their provincial counterparts

By 2021, Peguis will have at least doubled the number of members who have the professional skills and certification to take on the jobs associated with the social and economic development priorities of the Nation

Goals

1. To achieve equity in per capita funding for the Peguis Central School with respect to provincially funded schools in Manitoba
2. To achieve equal or better academic outcomes among Peguis School students than their provincial counterparts or those in the rest of Canada
3. To ensure that the learning needs of all students are addressed in primary to secondary grade programs regardless of learning style, attitude and special needs
4. To reduce school dropout, push-out and absenteeism rates to ones that match or improve upon provincial averages
5. To create a climate in all Band education programs that promotes mental, emotional, physical and spiritual wellbeing
6. To achieve an adult functional literacy rate of at least 80% by 2021.
7. To ensure that all Peguis children have a healthy start that will support their capacity to learn and develop their potential throughout their lifespan
8. To increase the number of Peguis members with the professional skills and certification to meet the social and economic development needs of the nation over the next 10 years and beyond (e.g. land and resource management, business management, health-sector careers, early childhood education, elder care, program management, teachers, etc.).
9. To expand Peguis' community learning programs to include formal and informal education offerings (fine arts, computer skills, traditional and other crafts, cooking, history, literature, etc.) that match the learning needs and interests of members

Chapter Five: Life-long Learning, continued

Issues, Challenges and Opportunities

1. Not all children have a home environment and family life that supports healthy child development and success in school. Children that are tired, hungry, cold or emotionally distressed or that suffer from physical and emotional abuse and/or neglect cannot learn well. Children also need role models who reinforce the value of learning and consistent structure and support from caregivers in order to thrive. The challenges that the families of these children face include poverty, overcrowded and sub-standard housing, addictions and a sense of entitlement and dependency rather than self-reliance and responsibility.
2. Peguis children and youth, as well as community members and Band program staff consistently spoke about the pervasive bullying that occurs in the community wherever children and youth gather, including in the school setting.
3. The traditional way of life and extended family system that transmitted basic values and life skills to each new generation has in many ways become fragmented and children are growing up without knowing who they are, without being able to speak their language and having mastered traditional skills, and without knowing what their responsibilities and rights are as Peguis people.
4. As a consequence of the issues described in points 1, 2 and 3 above, Peguis School is struggling with low attendance and high dropout rates, as well as a student population with significant social and behavioural problems.
5. The Peguis kindergarten to Grade 12 School is working hard to improve its outcomes with the resources it has. (Note: Its funding level is just over 40% of that allocated to provincially funded schools in the province.) School staff and students would like to see this facility be able to offer more electives, to upgrade its computers and to have more special programs to ensure that all children can reach their potential.
6. Many graduates of Peguis Central School are behind their Manitoba counterparts by up to 3 grade levels and are therefore handicapped when they try to enter post-secondary educational institutions and/or the job market.
7. The Peguis Day Care and Headstart programs do not have enough spaces to meet the needs, not all families can afford daycare, and more staffing and resources are needed for these programs.
8. A significant number of adults in the community do not have the literacy skills to meet the challenges of day-to-day living, much less to qualify for higher education or workplace requirement.
9. Some of the students supported by the Peguis Post-Secondary Program are not adequately prepared to succeed. They struggle with the academic requirements and social isolation and/or culture shock.

What Peguis has to build on

- Peguis Daycare and Headstart Programs offer early childhood development support to children.
- The Peguis Central School offers kindergarten to Grade 12 education.
- The Peguis Adult Education Program offers basic skills and upgrading programs from literacy to high school completion.
- Peguis Training and Employment brokers courses (such as Red River College's programs in Business Administration, College Preparation for Nursing, Office Technician and Self-government depending on the semester)
- The Peguis Post-Secondary Program supports students in universities and colleges in Winnipeg and elsewhere.
- The Peguis Library provides access to learning and research materials (as well as to the Internet) for community members, and also hosts special learning events.
- Community-based organizations offer some non-formal learning opportunities (e.g. traditional on the land skills and crafts programs).

Chapter Five: Life-long Learning, continued

Goal #1: To achieve equity in per capita funding for the Peguis Central School with respect to provincially funded schools in Manitoba

Strategies:

1. Establish accurate baseline and target benchmarks for equitable per capita funding levels
2. Collaborate with other Manitoba First Nations on a focused political campaign to address this critical issue (e.g. by using a rights-based argument)
3. Until such time as government funding reaches this level, subsidize the school budget through targeted investments using a combination of Band own-source revenue, revenue from special funding opportunities (such as Foundations and government grants) and Trust funds.

Goal #2: To achieve equal or better academic outcomes among Peguis Central School students than their provincial counterparts

Goal #3: To ensure that the learning needs of all students are addressed in primary to secondary grade programs regardless of learning style, attitude and special needs

Strategies:

1. If this is not already in place, establish an accurate baseline of academic performance outcomes for all Peguis school-age children and youth (i.e., that includes the community's children and youth who should be in school but are absent for whatever reason)
2. Identify key barriers to academic success and collaborate with other Band programs that have a mandate to address these needs (e.g. family poverty and lack of housing, special learning needs, or physical and mental health challenges)
3. Conduct a systematic search for effective practice models related to improving academic outcomes among Aboriginal students, especially those with a range of special needs (such as FASD).
4. Review the effectiveness of current special needs support programs and create additional initiatives as needed to support students who require extra help
5. Target teacher in-service training toward the goal of raising academic outcome levels and provide ongoing mentoring to teachers to ensure that each classroom is consistently moving toward this goal
6. Establish a community mentoring program that offers at-risk and struggling students the support of a caring adult who has received training as a volunteer tutor
7. Measure academic outcomes annually to monitor progress toward the goal of equal or better outcomes than provincial counterparts and adjust programming plans to ensure consistent progress

Chapter Five: Life-long Learning, continued

Goal #4: To reduce school dropout, push-out and absenteeism rates to ones that match or improve upon provincial averages (Note: target school attendance rate to at least 90%).

Strategies:

1. If this is not already in place, establish an accurate baseline of school absenteeism and dropout rates
2. Conduct a systematic search for effective practice models related to reducing school dropout and absenteeism rates
3. Drawing on these effective practice models, develop a very proactive intervention program designed to keep kids in school and to work with families to ensure exemplary attendance.
4. Monitor school dropout and absentee rates on at least a quarterly basis and adjust interventions as lessons emerge about what works. Report quarterly outcomes to the community at large.

Goal #5: To create a climate in all Band education programs that promotes mental, emotional, physical and spiritual wellbeing

Strategies:

1. Implement a “virtues” program that promotes, honours and acknowledges values such as respect, caring, honesty, generosity, courage, perseverance and responsibility and builds the capacity of members to express them in their daily actions.
2. Translate this virtues program into a comprehensive school safety initiative
3. Conduct a healthy living audit of educational programs (e.g. with respect to physical activity and nutrition) and make necessary changes
4. Enhance cultural programming and access to traditional language training in all educational programs (e.g. Headstart, Daycare, Peguis School, Adult Education)
5. Create protocols and procedures to ensure that all students needing support to deal with mental health and addictions have access to appropriate and effective school and community programs
6. Incorporate life skills into all aspects of educational programs and offer a broad range of practical project-oriented learning opportunities
7. Create an after-school program for children 6 to 12 years of age that is adequately resourced (in terms of staff and equipment/supplies)

By 2021, Peguis students will achieve better or equal academic outcomes as compared with their provincial counterparts

By 2021, Peguis will have at least doubled the number of members who have the professional skills and certification to take on the jobs associated with the social and economic development priorities of the Nation

Chapter Five: Life-long Learning, continued

Goal #6: To achieve an adult functional literacy rate of at least 80% by 2021.

Strategies:

1. Establish an accurate baseline regarding functional literacy rates for Peguis members. This may begin as a self-administered survey and then evolve into a more reliable measure as the community becomes more fully engaged in this goal.
2. Conduct a systematic search for effective practice models related to improving adult functional literacy rates, especially among Aboriginal peoples
3. Develop a Family Literacy Program that trains literacy tutors within each extended family and provides them with incentives and support to achieve at least 80% literacy within that family.
4. Carry out a formative evaluation of the Band's Adult Literacy program designed to identify measures that will enhance its reach and effectiveness.
5. Develop a creative community reporting mechanism related to adult literacy that acknowledges achievements on the level of individuals and families

Goal #7: To ensure that all Peguis children have a healthy start that will support their capacity to learn and develop their potential throughout their lifespan

Strategies:

1. Create a collaborative learning and action initiative that includes Peguis Health programs targeting maternal and child health, Child and Family Service programs designed to enhance the wellbeing of young children and the Peguis Daycare and Headstart programs. This collaborative initiative would
 - Identify at-risk children
 - Identify promising effective practice models for improving outcomes for at-risk children
 - Develop a wrap-around intervention model to improve mental, emotional, physical and spiritual outcomes for these children and their families
 - Monitor outcomes on the basis of carefully selected child development indicators
 - Increase spaces in Band early childhood programs and support the development of high quality home-based childcare arrangement so that all children needing care are accommodated in programs that promote their social, mental, emotional, and physical development.
2. Hire a special needs worker (with ECE III) for the Daycare or secure the services of such a worker using student practicum placements or volunteers
3. Expand the existing Daycare facility (note: existing Centre also urgently needs repairs) or build an additional centre (e.g. associated with Peguis Central School to serve teen parents)
4. Ensure that the Daycare has adequate toys and other supplies and the funds to provide nutritious meals
5. Create a program designed to more effectively involve fathers and help them feel welcome and valued by Headstart and the Daycare

Chapter Five: Life-long Learning, continued

Goal #8: To increase the number of Peguis members with the vocational and professional skills and certification to meet the social and economic development needs of the nation over the next 10 years and beyond (e.g. land and resource management, business management, health-sector careers, early childhood education, elder care, program management, teachers, construction trades, etc.)

Strategies:

1. Collaborate with the Peguis Development Corporation to conduct an assessment of the priority vocational and professional skills required for the next stages of the development of the Peguis First Nation.
2. Match these priorities with a survey of the students currently attending vocational and post-secondary institutions
3. Establish a Peguis College that can begin as a virtual institution, but that has its own building by 2021. This institution will serve as the hub for all post-secondary, adult and continuing education programs (see also Chapter 8: Infrastructure and Chapter 1: Prosperity Development of this document)
4. Work with the Peguis Development Corporation to create a recruiting strategy to attract high school and adult students to priority career areas
5. Work with the Peguis Development Corporation to create an incentive system to attract and retain students in these priority fields and to attract and retain these graduates to related positions in the community
6. Monitor progress toward training, employing and retaining Peguis members in the priority areas identified for the development needs of the Nation over the next 10 years and beyond

Goal #9: To expand Peguis' community learning programs to include formal and informal education offerings (fine arts, computer skills, traditional and other crafts, cooking, history, literature, etc.) that match the learning needs and interests of members

Strategies:

1. Create a Continuing Education Department/Program that encourages community members and organizations to offer courses in their area of interest/expertise and that provides coordination, advertising and other types of support (including the possibility of small grants to help cover the cost of learning materials and other out-of-pocket expenses that are incurred by instructors)
2. Develop and publish a directory of existing community formal and informal learning opportunities/ courses
3. Conduct a survey of community continuing education interests and help identify possible instructors

By 2021, Peguis students will achieve better or equal academic outcomes as compared with their provincial counterparts

By 2021, Peguis will have at least doubled the number of members who have the professional skills and certification to take on the jobs associated with the social and economic development priorities of the Nation.

CHAPTER SIX: CULTURAL DEVELOPMENT

This area refers to the general pattern of life by which people live. It includes their sense of identity, their customs, beliefs, values, morals, ideals, ceremonies and spiritual practices, as well as their traditional languages, ways of knowing, and indigenous skills, arts, crafts and sciences. It is not possible to talk about culture without also talking about spirituality, which is not referring to any particular religion, but rather to the human capacity to know and love the Creator and to choose ways of living that are life-promoting and life-enhancing. Spirit animates the heart of all living cultures. Without spirit, culture becomes dead, unable to grow and change. Therefore culture also refers to the sacred spiritual traditions and that must be harmonized to create a healthy community.

Implementing Partners

- Traditional societies/cultural groups
- Peguis Elders Group
- Peguis School
- Healing Centres
- Churches
- Chief and Council
- Peguis Library

Vision:

By 2021, graduating Peguis students will be fluent in their traditional language.

By 2021, Peguis will have documented its cultural history, knowledge and skills in ways that ensure that this valuable source of information and identity will not be lost.

By 2021, Peguis Band governance systems, programs and services will have drawn on this rich cultural heritage to develop effective strategies for achieving the Nation's social and economic development aspirations.

Goals

1. To strengthen bonds of unity across cultural, spiritual, and political lines within the community
2. To ensure that every graduating student of the Peguis School achieves functional fluency in the Ojibway and/or Cree language by 2021
3. To offer a broad range of cultural activities utilizing the gifts and capacities of all Peguis members (and especially children and youth) and that address the barriers that may prevent some of them from participating.
4. To document the Nation's rich cultural history and traditions before they are irretrievably lost, and to educate Peguis community members about their history and heritage
5. To conduct applied research that will assist families and Band programs to incorporate relevant cultural knowledge and skills into their day-to-day activities (e.g. the Justice program requires knowledge and skills about traditional conflict resolution)

Chapter Six: Cultural Development, continued

Issues, Challenges and Opportunities

1. In some instances there are deep divisions between Peguis members who are actively associated with a traditional cultural group and those that are affiliated with one of the Christian churches. There can also be a lack of unity between particular traditional groups and between the members of different Christian congregations.
2. Because of these divisions, it has been difficult to build solid cultural programs into the Band's educational and health programs.
3. The community is also split along political lines and injustices from the past are still impacting relationships between families and among the members of the same family.
4. It is a matter of distress to many Peguis members that they are no longer fluent in their traditional language (either Ojibway or Cree).
5. The traditional extended family structure that educated the members of each new generation about their identity and their responsibilities (through the Seven Grandfather Teachings, for example) has largely broken down. Many children are not learning about the values and virtues that help safeguard a person through his or her life journey from the elders to the same extent that they did in the past.
6. Although some opportunities exist for Peguis members to learn cultural skills and values (such as the hunters and trappers group that works with boys and young men), there was a strong consensus that a much more is needed.
7. Some young people experience a lot of difficulty when they leave the community because they do not have a strong sense of their own personal identity.

What Peguis has to build on

1. For the most part, Peguis members are proud of the history and accomplishments of their Nation.
2. An increasingly number of cultural and spiritual leaders are becoming committed to working collaboratively with others to create a climate of mutual respect and unity
3. The Peguis Central School is working to strengthen the cultural and language components of its curriculum.
4. A number of cultural programs are active in the community and are offering opportunities for people to learn about traditional ceremonies and practices as well as specific skills and crafts. Some of these programs are also working with individuals with specific challenges such as substance abuse.
5. The Peguis Library offers resources related to the history and culture of the Peguis First Nation.

Chapter Six: Cultural Development, continued

Goal #1: To greatly enhance the cultural, spiritual, and political unity of the community

Strategies:

1. Work with others to establish a working group consisting of representatives from the various “factions” in the community as well as elders to develop strategies and activities (such as regular community gatherings) that foster community unity (see also Goal #4 of Chapter Four: Community Development)
2. Co-sponsor a community-wide learning and reconciliation process that assists members to more clearly understand the historical processes that have contributed to the Nation’s current circumstances and to heal from the intergenerational impact of residential schools and other aspects of colonization
3. Work with the newly formed Community Development Committee to ensure that this initiative is coordinated with others that are working along the same lines (see also Goal #4 of Chapter Four: Community Development)

Goal #2: To ensure that every student of the Peguis Central School achieves functional fluency in the Ojibway and/or Cree language by 2021

Strategy:

1. Develop a comprehensive traditional language curriculum and secure the resources needed to implement it
2. Develop year-round immersion experiences that involve families in language learning

Goal #3: To offer a broad range of cultural activities that utilize the gifts and capacities of all Peguis members (and especially children and youth) and that address the barriers that may prevent some of them from participating.

Strategies:

1. Offer a broad range of cultural programs (including Ojibway and Cree language courses) through the Band’s educational and recreational services, based on a survey of interests and needs
2. Provide coordination, advertising and other types of support to community groups that are providing cultural enrichment activities (including help with out-of-pocket expenses where needed and

By 2021, graduating Peguis students will be fluent in their traditional language.

By 2021, Peguis will have documented its cultural history, knowledge and skills in ways that ensure that this valuable source of information and identity will not be lost.

By 2021, Peguis Band governance systems, programs and services will have drawn on this rich cultural heritage to develop effective strategies for achieving the Nation’s social and economic development aspirations.

Chapter Six: Cultural Development, continued

Goal #4: To document the Nation's rich cultural history and traditions before they are irretrievably lost and to educate Peguis community members about their history and heritage

Strategies:

1. Secure funding for and implement a cultural history project that draws on the knowledge of the elders and from existing records and documents
2. Create a range of products that can be used in the school curriculum, in adult learning programs, in community wellness programs, and that can be made available to the community through the Library and other venues

Goal #5: To conduct applied research that will assist families and Band programs to incorporate relevant cultural knowledge and skills into their day-to-day activities (e.g. the Justice program requires knowledge and skills about traditional conflict resolution)

Strategies:

1. Secure resources for and implement a cultural recovery research process.
2. Conduct working sessions with each Band program that assists them to apply the information gained through this research process to their own area of work.
3. Provide support to families and individuals who would like to reintroduce cultural practices but are unsure about how to proceed (e.g. ceremonies at important passages in life such as the birth of a child, coming of age, first kill, marriage, death, and also for healing and finding your purpose and path through life).
4. Launch a community-wide program that supports the incorporation of the Seven Grandfather Teachings into all Band programs and all aspects of family and community life.

By 2021, graduating Peguis students will be fluent in their traditional language.

By 2021, Peguis will have documented its cultural history, knowledge and skills in ways that ensure that this valuable source of information and identity will not be lost.

By 2021, Peguis Band governance systems, programs and services will have drawn on this rich cultural heritage to develop effective strategies for achieving the Nation's social and economic development aspirations.

CHAPTER SEVEN: HOUSING

Safe, affordable and appropriate shelter is a fundamental human necessity, and according to the United Nations, a basic human right. If “home” is more than a roof over your head—if it means having someplace to live where you are always welcome, where you are safe, and where you live alone or with the people closest to you—then a very significant proportion of Peguis’ population is “homeless”. This is a matter that is certainly one of the most pressing social and economic challenges facing the Peguis First Nation, with some 600 families waiting for a home.

Implementing Partners

- Peguis Housing Committee
- Peguis Development Corporation
- Peguis Training and Employment
- Chief and Council
- CMHC

Vision:

By 2021, all Peguis Band members will have access to adequate, affordable and safe housing

By 2021, Peguis will be able to continue to meet its housing needs through construction businesses that are either community-owned or owned by Peguis members

By 2021, Peguis will be a leader among First Nations communities and the province in general with respect to environmentally friendly and cost-effective housing models

Goals

1. To develop a housing policy and plan that can become self-sustaining (e.g., that the revenue from new or existing housing generates enough profit to build more homes and that the construction of a variety of housing options such as smaller condo-apartments for seniors and single people frees up larger homes for families)
2. To draw on existing worldwide examples of sustainable housing models (e.g. geothermal heating) and to select the most cost-effective, comfortable, attractive and environmentally friendly options for use in Peguis
3. To construct enough housing to catch up to the need by 2021.
4. To ensure that all new housing is built up to code and in areas that are free of flooding
5. To ensure that all housing is maintained to acceptable safety and health standards (e.g. furnace filters are changed regularly, everyone home has fire and carbon monoxide detectors, fire extinguishers and sump pump alarms, and bed bug infestations are prevented and controlled)
6. To establish and implement a transparent and equitable housing policy for the allocation of homes
7. To establish clear standards for home renters (with respect to maintaining the property in good repair) and a regular inspection system and structure of incentives and disincentives to ensure compliance
8. To implement a social marketing and incentive system to ensure that all residents meet their rental or mortgage commitments
9. To quickly remediate housing that has been damaged by flooding or that is substandard for other reasons
10. To develop and encourage a home ownership scheme through which Peguis on- and off-reserve members are assisted to become homeowners, and set at target of 30% home ownership by 2021, thus increasing self-reliance and decreasing the financial burden of the Peguis First Nation.

Chapter Seven: Housing, continued

Issues, Challenges and Opportunities

1. There are currently more than 600 families that do not have their own housing in Peguis. The lack of adequate, affordable, safe housing for all is a serious social issue that is contributing to many other social problems.
2. Many Peguis families are living in severely overcrowded conditions that are generating very serious physical, mental health and safety risks.
3. In any given year, the Band receives enough funding to build between 5 and 20 homes, but this pace of growth is not even keeping up with population increases.
4. The policies that determine who will be allocated housing are not transparent to everyone.
5. The lack of housing is cited as one reason why members move out of the community.
6. Some houses are built on the flood plain.
7. Many homes have been damaged by mould and are not safe for human habitation. Some housing may not have been built to code and other may also have a number of structural and other problems.
8. A significant and growing number of “virtually” homeless youth shift from house to house, sleeping on couches and floors and in closets to avoid having to go back to an intolerable situation at home.
9. The pervasive wellness issues and chronic dependency on income assistance payments have resulted in homes that have been damaged or poorly maintained.
10. The “housing as a treaty right” movement has convinced many Peguis people not to pay even a very modest rent, and this is driving the Band further into debt and making it impossible to secure financing for more housing.

What Peguis has to build on

1. Peguis has an active Housing Committee that is committed to finding solutions to this high priority issue.
2. Peguis has human resources with skills in a wide range of trades that are essential for the construction of housing.

Chapter Seven: Housing, continued

Goal #1: To develop a housing policy and plan that can become self-sustaining (e.g., that the revenue from new or existing housing generates enough profit to build more homes and that the construction of a variety of housing options such as smaller condo-apartments for seniors and single people frees up larger homes for families)

Strategies:

1. Develop a systematic list of the quantities of different types of housing that are needed
2. Hold a public consultation, co-design process (lead by an architect familiar with this approach) to engage members in the process of developing housing options (e.g. cluster housing, mixed housing complexes, etc.)
3. Establish a Peguis Housing Fund, resourced from the TLE settlement monies and other sources that can be used to speed up the process of the addressing the huge need for housing faced by the community
4. Develop a sustainability plan that sets priorities for housing construction such that each phase generates revenue to fuel subsequent phases
5. Create an insurance scheme that covers all Peguis homes

Goal #2: To draw on worldwide existing examples of sustainable housing models (e.g. geothermal heating) to select the most cost-effective, comfortable, attractive and environmentally friendly options for use in Peguis

Strategies:

1. Search out the most promising models for sustainable housing that are applicable to the particular geographic, environmental and social conditions of the Peguis First Nation
2. Use the public consultation process mentioned above to familiarize members with sustainable design features and to solicit their creative input

Goal #3: To construct enough housing to catch up to the need by 2021.

Strategies:

1. Use the models and plans generated through goals 1 and 2 above to systematically make up the community's housing deficit
2. Create the required partnerships between an arm's length Band corporation and private sector businesses to ensure that housing construction becomes an economic development engine for Peguis (e.g. by employing members as much as possible)

By 2021:

- *All Peguis Band members will have access to adequate, affordable and safe housing.*
- *Peguis will be able to continue to meet its housing needs through construction businesses that are either community-owned or owned by Peguis members*
- *Peguis will be a leader among First Nations communities and the province in general with respect to environmentally friendly and cost-effective housing models*

Chapter Seven: Housing, continued

3. Develop a Peguis construction industry, including a sawmill; log house construction; window, door and rafter manufacturing; a brickworks; and modular home construction.
4. Create a partnership with habitat for Humanity to assist in meeting housing needs.

Goal #4: To ensure that all new housing is built up to code and in areas that are free of flooding

Strategies:

1. Conduct environmental feasibility studies related to all new housing developments
2. Entrust the Band-owned housing corporation with the task of ensuring that all construction codes are strictly adhered to utilizing government inspectors

Goal #5: To ensure that all housing is maintained to acceptable safety and health standards (e.g. furnace filters are changed regularly, everyone home has fire and carbon monoxide detectors, fire extinguishers and sump pump alarms, and bed bug infestations are prevented and controlled)

Strategies:

1. Create a housing inspection body that conducts semi-annual inspections of all Band housing related to safety and health standards
2. If such private businesses do not already exist, encourage the creation of businesses specializing in cleaning, repair and replacement of furnaces and hot water tanks, pest control, the installation of fire and smoke alarms, etc.

Goal #6: To establish and implement a transparent and equitable housing policy for the allocation of homes

Strategy:

1. Establish a Housing Board that develops and implements such a policy

Goal #7: To establish clear standards for home renters (with respect to maintaining the property in good repair) and a regular inspection system and structure of incentives and disincentives to ensure compliance

By 2021:

- *All Peguis Band members will have access to adequate, affordable and safe housing.*
- *Peguis will be able to continue to meet its housing needs through construction businesses that are either community-owned or owned by Peguis members*
- *Peguis will be a leader among First Nations communities and the province in general with respect to environmentally friendly and cost-effective housing models*

Chapter Seven: Housing, continued

Strategies:

1. Task the Housing Board (see above) with the development of clear policies related to home rental and to applying incentives and disincentives related to compliance
2. Negotiate contracts with the businesses described under goal #5 above to maintain rental properties according to safety and health standards

Goal #8: To implement a social marketing and incentive system to ensure that all residents meet their rental or mortgage commitments

Strategies:

1. Establish clear targets for compliance with rental and mortgage obligations (e.g. 80% of renters pay rent on the 1st of every month)
2. Develop a social marketing campaign that educates members about their responsibilities to themselves, their families and the Nation to become self-reliant and to contribute to the wellbeing of all
3. Establish mechanisms for channeling funds from all income assistance programs to help cover shelter costs

Goal #9: To quickly remediate housing that has been damaged by flooding or that is substandard for other reasons and prevent such damage from occurring in the future

Strategies:

1. Conduct a thorough audit of the needs in this regard with respect to which homes should and can be moved, which need to be replaced and which can be repaired
2. Develop a priority action plan to carry out this work and ensure community members are well informed about how the plan will roll out

Goal #10: To develop and encourage a home ownership scheme through which Peguis on- and off-reserve members are assisted to become homeowners, and set at target of 30% home ownership by 2021, thus increasing self-reliance and decreasing the financial burden of the Peguis First Nation

By 2021:

- *All Peguis Band members will have access to adequate, affordable and safe housing.*
- *Peguis will be able to continue to meet its housing needs through construction businesses that are either community-owned or owned by Peguis members*
- *Peguis will be a leader among First Nations communities and the province in general with respect to environmentally friendly and cost-effective housing models*

Chapter Seven: Housing, continued

Strategies:

1. Utilize Peguis Trust funds to create a matching savings program designed for down payments and loan guarantees that will enable qualified applicants (i.e. people with sufficient income) to finance the construction or purchase of a home
2. Develop a home ownership association through which prospective homeowners can work together to explore design and financing options such as “co-op housing”

CHAPTER EIGHT: INFRASTRUCTURE

Infrastructure refers to the basic facilities and systems that support the community's functions. This can include a whole range of amenities such as public buildings, roads, waste handling facilities, communication and public transportation services.

Implementing Partners

- Maintenance Department
- Peguis Development Corporation
- Peguis Arena Committee
- Chief and Council
- Private sector businesses

Vision:

- By 2021, Peguis will have enhanced its infrastructure through the completion of a multi-purpose centre with recreational, social and cultural facilities, with Phase I completed by 2014
- By 2021, Peguis' infrastructure will all be up-to-code and well maintained.
- By 2021, Peguis will not only be self-reliant in terms of electrical energy production, but will be able to sell excess energy to help fund other social and economic development activities.

Goals

Infrastructure goals related to housing and to preventing and mitigating the impact of flooding are included in other sections of this CCP. The goals below have been selected as the ones that will contribute the most directly to the achievement of the community's overall development aims as described Chapter 1: Prosperity Development and Chapter 3: Health and Wellness of this document.

1. To develop an infrastructure development master plan for the next 10 years (including a budget and proposal for financing) and to have the appropriate, trained staff to oversee its implementation
2. To ensure that the community's roads are well maintained
3. To create a public transportation system that facilitates easier access to the community's facilities and activities and that links into transportation services to off-reserve services (Note: this could well be created through a public-private partnership)
4. To enhance public safety and prevent the defacement or destruction of facilities through upgrading the community's lighting and security systems
5. To identify and implement a number of "quick-win" infrastructure projects that can draw on the energy of community volunteers to produce visible results at a relatively low cost (e.g. upgrading the Treaty Grounds, creating one or more recreational parks)
6. To develop the much-anticipated multiplex facility in phases so that each section (e.g. the arena) can be used while other sections (e.g. a swimming pool) are being built, with a goal of completing Phase I by 2014 and the entire structure by 2021
7. To create high-speed Internet access for all Peguis households and agencies
8. To create a small-business incubation centre and industrial park by 2021
9. To construct a post-secondary education and training facility (Peguis College) by 2021
10. To create a Peguis-owned electricity generation utility that could serve the community's needs as well as generate revenue by selling energy back to the grid
11. To complete needed repairs, upgrades and extensions on the Seniors Centre and the Daycare Centre by the end of 2012
12. To construct a new Band office with an adjacent governance centre (Chief and Council offices and chambers and convert the present facility to commercial space
13. To construct a Peguis Community Centre in or near Selkirk for the use of Selkirk-area Peguis members

Chapter Eight: Infrastructure, continued

Issues, Challenges and Opportunities

1. Some of the infrastructure in the community needs upgrading; for example:
 - Some roads have not been repaired since last summer's flooding, others need paving or to have potholes repaired.
 - Some public buildings need better lighting.
 - The community needs better drainage systems to control annual flooding. (Note: this issue will be dealt with more extensively in Chapter 13: Emergency Response of this document).
 - Some housing was not constructed according to code and is now suffering from mould and other problems. (Note: This issue will be dealt with in more detail in Chapter 7: Housing of this document).
 - Some public buildings need repair (e.g. both the old school that is being used as the Recreation Centre and the Day Care Centre need significant work)
2. The community has also identified some priorities for additional infrastructure; for example:
 - A multiplex recreation centre
 - An industrial park
 - An emergency shelter
 - Many different types of housing
 - Upgraded facilities at the Treaty Grounds
 - A facility for funerals
 - Drop-in social centres in the north and south ends of the community
 - An elders Centre
 - A public transportation system
 - A family healing centre
 - A post-secondary education facility
 - Accommodation for on-call emergency personnel
 - Parks
3. Manitoba Hydro bills are have a crippling affect on the Nation's budget (now costing the Band approximately 2.4 million/year) and are creating one of the primary disincentives for people to move off reliance on income support payments into employment and self-reliance.

What Peguis has to build on

What follows is a summary list of the current infrastructure of the Peguis First Nation.

- | | |
|----------------------------------------------------------------------------|--------------------------------------|
| - Band office | - Health centre |
| - Community Hall | - Fire Hall |
| - Al-Care Treatment Centre | - Senior Extended Care Centre |
| - Casino | - Peguis School |
| - Daycare Centre | - Headstart building |
| - Elders Housing | - Mall with retail |
| - RCMP Detachment | - Community radio station |
| - Treaty grounds | - Library |
| - Gas station | - Hardware store |
| - Road maintenance | - Building maintenance |
| - Ball diamonds & running track | - Recreation centre with weight room |
| - Waste disposal site | - Restaurants |
| - Water treatment plant | - Churches |
| - Mall with retail businesses including a grocery store, bank, post office | |

Chapter Eight: Infrastructure, continued

Goal #1: To develop an infrastructure development master plan for the next 10 years (including a budget and proposal for financing) and to have the appropriate, trained staff to oversee its implementation

Strategies:

1. Establish a working group consisting of representatives from Chief and Council, related Band departments and the Chief Operating Officer and community members to complete the plan within a designated time period (say, by 2012)
2. Ensure that Band members are fully informed about the details of this plan and that they receive very regular updates about progress toward its implementation
3. Staff and resource a designated Department (such as an expanded department that includes Planning and Technical, Maintenance, and Infrastructure Management) to oversee the implementation of this plan

Goal #2: To ensure that the community's roads are well maintained

Strategies:

1. If not already in place, develop a priority maintenance classification system for the community's roads
2. Ensure that the department responsible for this service has the equipment and staff it requires and is accountable to its maintenance schedule

Goal #3: To create a public transportation system that facilitates easier access to the community's facilities and activities and that links into transportation services to off-reserve services (Note: this could well be created through a public-private partnership)

Strategy:

1. Invite entrepreneurs to develop proposals for the development of a public-private partnership transportation system (e.g. the private sector would make the capital investment and manage the service; the Band might subsidize the fares or cover the fares of the most vulnerable sector of the population, or provide passes to individuals who are completing employment training programs, or...)

By 2021:

Peguis will have enhanced its infrastructure through the construction of a multi-purpose centre with recreational, social and cultural facilities

Peguis' infrastructure will all be up-to-code and well maintained

Peguis will not only be self-reliant in terms of electrical energy production, but will be able to sell excess energy to help fund other social and economic development activities

Chapter Eight: Infrastructure, continued

Goal #4: To enhance public safety and prevent the defacement or destruction of facilities through upgrading the community's infrastructure as needed

Strategies:

1. Conduct an audit of the safety, security and maintenance needs related to the community's current infrastructure (e.g. the Daycare Centre and the Recreation Centre urgently require repair)
2. Ensure that all new developments include a public safety and security plan

Goal #5: To identify and support a number of "quick-win" infrastructure projects that can draw on the energy community volunteers to produce visible results at a relatively low cost (e.g. upgrading the Treaty Grounds, creating one or more recreational parks, refurbishing the Daycare)

Strategies:

1. Establish a small-project infrastructure development fund (say, \$100,000 in total)
2. Request proposals from community groups for small community infrastructure projects that use in-kind contributions (including voluntary labour) from community members and donations from the private sector where possible to create cost-effective initiatives that benefit a maximum number of residents

Goal #6: To develop the much-anticipated multiplex facility in phases so that each section (e.g. the arena) can be used while other sections (e.g. a swimming pool) are being built, with a goal of completing Phase I by 2014 and the entire structure by 2021

Strategies:

1. Support the existing committee working on this initiative to be able to move forward efficiently
2. Ensure that community members are informed regularly about progress toward this goal so that they do not become disillusioned
3. Work with the Peguis Trusts and their advisors to secure funding guarantees

By 2021:

Peguis will have enhanced its infrastructure through the construction of a multi-purpose centre with recreational, social and cultural facilities

Peguis' infrastructure will all be up-to-code and well maintained

Peguis will not only be self-reliant in terms of electrical energy production, but will be able to sell excess energy to help fund other social and economic development activities

Chapter Eight: Infrastructure, continued

Goal #7: To create a small-business incubation centre and industrial park by 2021

Strategies:

1. Other sections of this CCP call for a significant increase in entrepreneurial activity in the community. Plans for this facility need to be developed in close collaboration with the Peguis Development Corporation.

Goal #8: To construct a post-secondary education and training facility (Peguis College) by 2021

Strategies:

1. Through collaboration between the Peguis School Board and other appropriate agencies such as the Peguis Development Corporation (and especially Training and Employment) develop a building plan
2. Seek out and make application to funding sources such as government, foundations and Band own-source revenue

Goal #9: To create a Peguis-owned electricity generation utility that could serve the community's needs as well as generate revenue by selling energy back to the grid

Strategies:

1. Conduct a feasibility study of the energy-generation options that are viable given the geographic location and natural resources of Peguis, including a cost-benefit analysis of various options such as geothermal, wind and hydro energy generation
2. Search for investment partners to develop the preferred option
3. Negotiate with Manitoba Hydro related to the use of its transmission systems and about the possibility of selling excess energy to them

Note: Goals 7 and 8 above could be met with the construction of one integrated complex

By 2021:

Peguis will have enhanced its infrastructure through the construction of a multi-purpose centre with recreational, social and cultural facilities

Peguis' infrastructure will all be up-to-code and well maintained

Peguis will not only be self-reliant in terms of electrical energy production, but will be able to sell excess energy to help fund other social and economic development activities

Chapter Eight: Infrastructure, continued

Goal #10: To complete needed repairs, upgrades and extensions on the Seniors Centre and the Daycare Centre by the end of 2012

Strategies:

1. For each of these facilities, bring together the families of those using the Centre plus relevant departments to make a plan detailing what is needed and what is possible utilizing volunteer labour plus a small investment from an outside source.
2. Utilizing community work teams, begin the repairs and upgrades that can be done at little or no cost.
3. Apply to the TLE community fund and to appropriate Band and government sources for additional funds needed, and hold a community fundraising event.
4. Utilize human resources from within Peguis to carry out the work.

Goal #11: To construct a new Band office, with an adjacent governance centre (Chief and Council offices and chambers) and convert the present facility to commercial space

Strategies:

1. Work with INAC infrastructure planners to include this project in normal funding streams by 2015.
2. Peguis Development Corporation to engage entrepreneurs in public-private partnerships for the development of commercial space.

Goal #12: To construct a Peguis Community Centre in or near Selkirk for the use of Selkirk Members

Strategies:

1. Utilize Peguis selected or purchased lands
2. Utilize Province of Manitoba Community Infrastructure Funds (those that pay for other community centres)
3. Plan the Centre's design and operations through community consultation, with a focus on developing a business model to support the maintenance and utility costs of the building

By 2021, Peguis will have enhanced its infrastructure through the construction of a multi-purpose centre with recreational, social and cultural facilities

By 2021, Peguis' infrastructure will all be up-to-code and well maintained

By 2021, Peguis will not only be self-reliant in terms of electrical energy production, but will be able to sell excess energy to help fund other social and economic development activities

CHAPTER NINE: JUSTICE

The Peguis First Nation sees the need for a comprehensive approach to justice that:

- *takes into account the need to prevent problems before they escalate to the point of intervention by law enforcement agencies and the courts,*
- *solves many disputes between individuals and families using constructive conflict resolutions processes, and*
- *uses a restorative justice approach to restoring balance and harmony when offences have been committed by members*

This Chapter addresses those issues and concerns.

Implementing Partners

- Community Justice Committee
- RCMP
- Elders
- Provincial court personnel
- Crown prosecutors
- Defense lawyers
- Community wellness programs

Vision:

By 2021, Peguis will have a comprehensive, culturally relevant and effective community restorative justice program that works with all stages of the process from prevention to peacekeeping/conflict management, diversion programming, victim services, court services, after-care programming, and community legislation and policy development.

In the long-term, the Peguis First Nation is committed to developing its own legal codes that derive from traditional (natural) law and that are fully compatible with a restorative justice approach.

Goals

1. To reduce the incidence of offending behaviour by at least 50% by creating and implementing a multi-pronged prevention program, with a strong child and youth component
2. To resolve disputes between community members/families in constructive ways through the creation and implementation of a peacekeeping/conflict management program
3. To provide community-based options either pre- or post-sentencing for both youth and adult offenders for a range of offences as negotiated with the provincial court
4. To ensure the safety of victims of crimes, provide them with the opportunity to share victim impact statements and support them through every stage of legal proceedings related to the offence against them, and support their own healing processes through the creation and implementation of a comprehensive victim services program
5. To support Peguis members involved in legal proceedings in such a way that their rights are protected and their needs met and so that the outcomes will help restore balance and harmony in the affected families and the community
6. To support the reintegration of offenders into the community after they have served a sentence or been out of the community for any other reason related to their offending behaviour
7. To contribute to the safety and peace of the community through the development and implementation of community legislation and policies (e.g. related to a public code of behaviour, bullying, curfew, the control of dogs, the addition of safety features such as lighting to community infrastructure, emergency response, etc.)

Chapter Nine: Justice, continued

Issues, Challenges and Opportunities

1. Community members are concerned about what they perceive to be a rising incidence of crime in the community, primarily having to do with vandalism and theft.
2. Youth are at particular risk of engaging in behaviour that is harmful to themselves and others (such as physical violence and bullying, the use of alcohol and other drugs, inappropriate sexual activity, drinking and driving, damaging property and stealing.
3. Gangs are become more common and the youth report that some kids have committed suicide because of problems with gangs
4. Without other means of transportation, youth (and adults as well) often walk on the roads in the community, which are poorly lit and are made even more dangerous because of the number of people who drive while impaired and at excessive speeds
5. Community members agree that the prevalence of bullying among children and youth, a circumstance that leaves up to 90% of the community's younger population afraid at one point or another, is unacceptable.
6. Current approaches to dealing with offenders are largely not reducing crime rates, preventing recidivism or contributing to the restoration of harmony in the community
7. Victims receive relatively little support to heal from the trauma of the harm done to them, to recover from economic hardships created by the impact of crime, or to participate to the level they wish in justice (court) proceedings.
8. The community suffers from interpersonal and inter-family conflicts that often go unresolved, are creating obstacles to positive development, and are being passed on to the next generation
9. Current voluntary community justice programs are vulnerable because its members risk burnout and they do not have enough resources to be as effective as they would wish

What Peguis has to build on

- Peguis has a Community Justice Committee, whose members are making big personal sacrifices to reach out to troubled youth that have been diverted to the community by the courts.

Chapter Nine: Justice, continued

Overall Strategies

1. Create a Community Justice Department that has its own budget and staff and that reports directly to the COO
2. Ensure that this Department has access to viable resources by accessing federal and provincial government grants, money from foundations, Band own-source funding, etc.
3. Conduct a systematic search for effective restorative justice models and use this information to support the creation of the programs and services described below.

Goal #1: To reduce the incidence of offending behaviour by at least 50% by creating and implementing a multi-pronged prevention program, with a strong child and youth component

Strategies:

1. Train a corps of youth peacekeeping volunteers that would help their peers stay out of trouble
2. Establish a crime prevention working group (composed of representatives of the police, Chief and council, senior management, Justice Program staff/committee members and community representatives, including youth) to develop a comprehensive strategy

Goal #2: To resolve disputes between community members/families in constructive ways through the creation and implementation of a peacekeeping/conflict management program

Strategies:

1. Establish a community peacekeeping/dispute mediation body (either elected or appointed) that includes at least one male and one female elder in its membership and that would provide reconciliation and problem-solving services to individuals (or groups of individuals such as a family or a working group)
2. Strengthen the school's peace-building program through building the capacity of students at all ages to solve their problems or interpersonal conflicts in a constructive way

By 2021, Peguis will have a comprehensive, culturally relevant and effective community restorative justice program that works with all stages of the process from prevention to peacekeeping/conflict management, diversion programming, victim services, court services, after-care programming, and community legislation and policy development.

In the long-term, the Peguis First Nation is committed to developing its own legal codes that derive from traditional (natural) law and that are fully compatible with a restorative justice approach.

Chapter Nine: Justice, continued

Goal #3: To provide community-based options either pre- or post-sentencing for both youth and adult offenders for a range of offences as negotiated with the provincial court

Strategies:

1. Create protocols and a coordinating mechanism for family group conferences that will help youth involved in minor offences to take responsibility for their actions, make amends and make better choices in the future
2. Negotiate clear program parameters and access to financial resources from the provincial justice system for a phased diversion program that gradually takes on increasing numbers of offenders and a variety of types of cases
3. Collaborate with other Band programs (such as Health and Training and Employment) to ensure that offenders diverted to community options can access addictions treatment, mental health services, upgrading, employment training and other options that will support them to become productive community members (Note: Parts of such a program can be operated as a public-private partnership)

Goal #4: To ensure the safety of victims of crimes, provide them with the opportunity to share victim impact statements and support them through every stage of legal proceedings related to the offence against them, and support their own healing processes through the creation and implementation of a comprehensive victim services program

Strategies:

1. Collaborate with the Band's Health services to ensure that victims have access to a comprehensive wellness program
2. Create a victim-offender reconciliation process for victims and offenders who want to participate
3. Offer victims individualized support to understand legal process and participate meaningfully in court proceedings through such mechanisms as victim impact statements

Goal #5: To support Peguis members involved in legal proceedings in such a way that their rights are protected and their needs met and that the outcomes will help restore balance and harmony

Strategies:

1. Collaborate with other bodies already providing such services (e.g. tribal council programs) to ensure that all Peguis members are supported at all stages of legal proceedings (from preliminary hearings to sentencing)

Peguis will have a comprehensive, culturally relevant and effective community restorative justice pro-gram that works with all stages of the process from prevention to peacekeeping/ conflict management, diversion programming, victim services, court services, after-care programming, and community legislation and policy development.

In the long-term, the Peguis First Nation is committed to developing its own legal codes that derive from traditional (natural) law and that are fully compatible with a restorative justice approach.

Chapter Nine: Justice, continued

Goal #6: To support the reintegration of offenders into the community after they have served a sentence or been out of the community for any other reason related to their offending behaviour

Strategies:

- 1, Offer offenders returning to the community access to the full range of community-based options and services described under goal #3 point #3 above.

Goal #7: To contribute to the safety and peace of the community through the development and implementation of community legislation and policies

Strategies:

1. Establish a community legislation and policy development working group (consisting of one or more representatives of Chief and Council, senior management, Band staff with expertise in policy/legislation and community members)
2. Compile a compendium of existing community by-laws and policies that are intended to enhance the safety and peace of the community and make recommendations about needed changes
3. Submit these recommendations to Chief and Council (or its appropriate Standing Committee) for further action
4. Respond to additional issues requiring new or amended bylaw or policy attention as needed
5. Consider the needs for legislation in the following areas: land use regulations, commercial practices licensing and regulations, environmental protection, public safety, limits on public behaviour, use and treatment of public buildings and infrastructure, bullying, child safety and protection, elder safety and protection and other areas of Peguis life that need to be regulated within a framework of Peguis community standards and values.

By 2021, Peguis will have a comprehensive, culturally relevant and effective community restorative justice program that works with all stages of the process from prevention to peacekeeping/conflict management, diversion programming, victim services, court services, after-care programming, and community legislation and policy development.

In the long-term, the Peguis First Nation is committed to developing its own legal codes that derive from traditional (natural) law and that are fully compatible with a restorative justice approach.

CHAPTER TEN: LANDS AND RESOURCES

This area of the comprehensive community plan focuses on the management of community lands and resources, and includes the following areas of concern: 1) environmental protection and the management of natural resources, such as soil, water, and forests; 2) land selection related to the Treaty Land Entitlement Process; and 3) land use planning.

Implementing Partners

- Chief and Council
- TLE Office
- TLE Trustees
- Peguis Development Corporation
- Lands Officer
- Community Members
- Peguis Legal Council
- Elders
- Youth

Vision

The Peguis First Nation will manage the lands and resources within their jurisdiction such that natural capital is protected and monitored for future generations, resources are utilized wisely and sustainably, depleted natural environments are restored and, at the same time, land is used and developed in sustainable and equitable ways that significantly contribute to the social and economic development of the Peguis people, and the Peguis First Nation.

Goals

1. **To develop and enact environmental safety and sustainability legislation** that sets standards for how soil, waterways, wetlands, grasslands, forests and all other types of environments are to be protected and utilized. This legislation will have clear enforcement mechanisms and will apply both to lands currently in use and to newly acquired lands administered or owned by Peguis.
2. **To complete and implement the Treaty Land Entitlement Action Plan** (slated for completion in June, 2011), such that implementation is coordinated, aligned and works hand-in-hand with the implementation of the Comprehensive Community Plan (CCP), particularly in pursuing the social and economic development objectives identified as priorities both by the Comprehensive Community Plan and by the TLE Trustees.
3. To complete an updated **Peguis Land Use Plan** that addresses key areas of zoning for such uses as residential, traditional use, commercial, industrial, public and recreational use, roadways, easements, etc. This plan should give priority to identifying lands for new housing development and should provide clear standards and mechanisms for resolving land disputes.

Chapter Ten: Lands and Resources, continued

Issues, Challenges and Opportunities

1. Peguis people have used land in many ways over the years and these many traditional uses are important for the preservation of culture, traditional values, and the distinct identity of Peguis people. Some of these uses include traplines, hunting, gathering areas for berries, roots, medicines and wood, fishing, gardening, cattle raising, ceremonial areas, camps, and homes.
2. In the past every family was allotted 160 acres. Now some families don't have any land at all. The historical processes that led to families losing their land vary, but the result is a serious community issue that needs to be resolved.
3. Peguis lands and natural environment have been negatively impacted by clear-cutting near waterways, failing to replant trees after logging activities and the overuse of chemical agricultural products, both by Peguis members and by non-members who have leased the land from Peguis members.
4. The TLE settlement process, once completed, will make Peguis the largest landholder in Manitoba. Through the Treaty Entitlement Agreement (TEA), Peguis will select 55,038 acres of Crown land and 111,756 acres of private land for acquisition. Peguis has up to nine years to select its Crown land, and 25 years to purchase private lands as outlined in the Treaty Entitlement Agreement. The Peguis TLE Trust has \$56,372,215 to be used for purchasing land and for related administrative expenses.
5. Which lands are selected for which purposes will likely have a huge impact on the social and economic future of Peguis people for generations to come. For this reason, land selection and the process of selecting priorities both for land use and for land development are decisions that need to be made very carefully, wisely, with complete transparency and accountability to the community, and with the full participation and engagement of community members (including elders and youth) in the process of making decisions.
6. The TLE Trustees hold the money "in Trust" for land purchase. The TLE Land Selection and Advisory Committee has an important role to play in holding community input meetings and in actually finding lands to be considered for selection. The TLE Advisory Committee's mission statement says: "The committee will identify lands that will strive to meet the requirements of the Peguis Treaty Entitlement Agreement and more importantly, *to meet the goals and objectives of the community* with respect to the Treaty right to land... The committee will be mindful of the borrowing of the land from generations to come." It is clear from the above that the process and outcomes of land selection must never be separated from the process and outcomes of community development, community governance, and comprehensive community planning. All of these are intertwined. The key players from all of these processes, including grassroots community members, Chief and Council, professional program staff and TLE Trustees are stakeholders in this process, and a consensus on priorities needs to be achieved that takes into account the needs, aspirations, and concerns for all of these stakeholders.

What Peguis has to build on

The TLE settlement process has the potential to make the Peguis First Nation the largest landholder in Manitoba. It is also enabling Peguis to move forward according to a comprehensive plan rather than by default.

Chapter Ten: Lands and Resources, continued

Goal #1: To develop and enact environmental safety and sustainability legislation that sets standards for how soil, waterways, grasslands, wetlands, forests and all other types of environments are to be protected and utilized. This legislation will have clear enforcement mechanisms and will apply both to lands currently in use and to newly acquired lands administered or owned by Peguis.

Strategies:

1. **Establish a Lands and Environment Department** within Band administration and attach to this department a full-time Environment Officer and resources to engage the services of a lands and environment planner for 1-2 years.
2. **Review environmental protection legislation** of other First Nations and role model municipalities in Canada and elsewhere. From this review, draft a discussion document that shows options and possibilities.
3. **Hold an environmental protection community consultation process** involving all community stakeholders (including elders, youth, on and off-reserve people) to review the options and discuss what would be best for Peguis. The scope of the proposed legislation needs to include all lands administered and owned by Peguis.
4. Work with Peguis Legal Council to develop **draft legislation**, ensuring that what Peguis enacts is harmonized with Federal and Provincial laws, and enforceable by Peguis.
5. When **Chief and Council adopt and pass the legislation**, ensure that a budget is also approved for implementation.

Goal #2: To complete and implement the Treaty Land Entitlement Action Plan, such that implementation is coordinated, aligned and works hand-in-hand with the implementation of the Comprehensive Community Plan (CCP), particularly in pursuing the social and economic development objectives identified as priorities both by TLE and in the CCP.

Strategies:

1. Ensure that TLE is a primary implementing partner, along with Band operations, for the Comprehensive Community Plan and that this collaborating role is reflected in an **integrated CCP implementation management committee** that also has representatives from Chief and Council and key implementing departments.

The Peguis First Nation will manage the lands and resources within its jurisdiction such that natural capital is protected and monitored for future generations, resources are utilized wisely and sustainably, depleted natural environments are restored, and at the same time, land is used and developed in sustainable and equitable ways that significantly contribute to the social and economic development of the Peguis people and the Peguis First Nation.

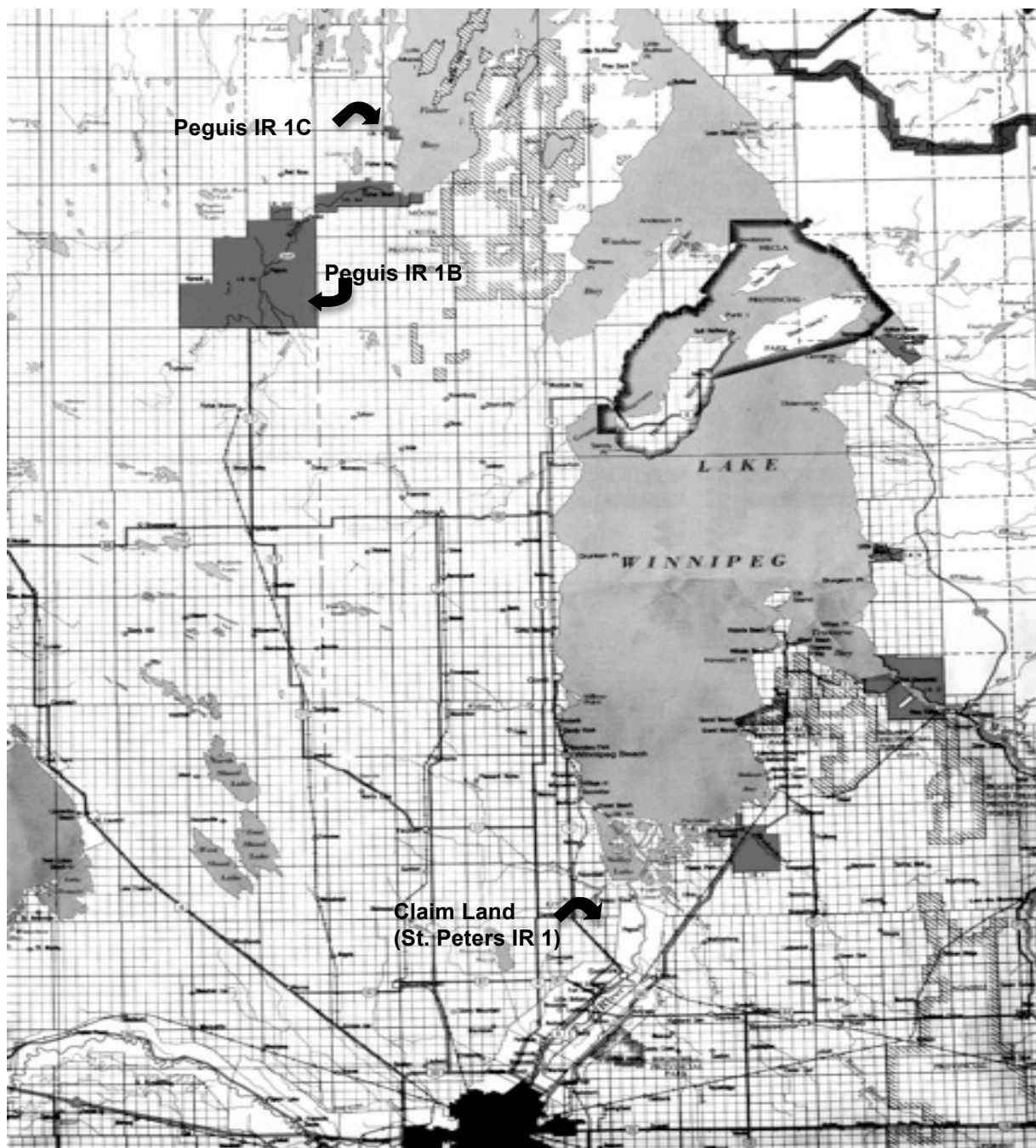
Chapter Ten: Lands and Resources, continued

Goal #3: To complete an updated Peguis Land Use Plan that addresses key areas of zoning for such uses as residential, traditional use, commercial, industrial, public and recreational use, roadways and easements, etc. This plan should give priority to identifying lands for new housing development and should provide clear standards and mechanisms for resolving land disputes.

Strategies:

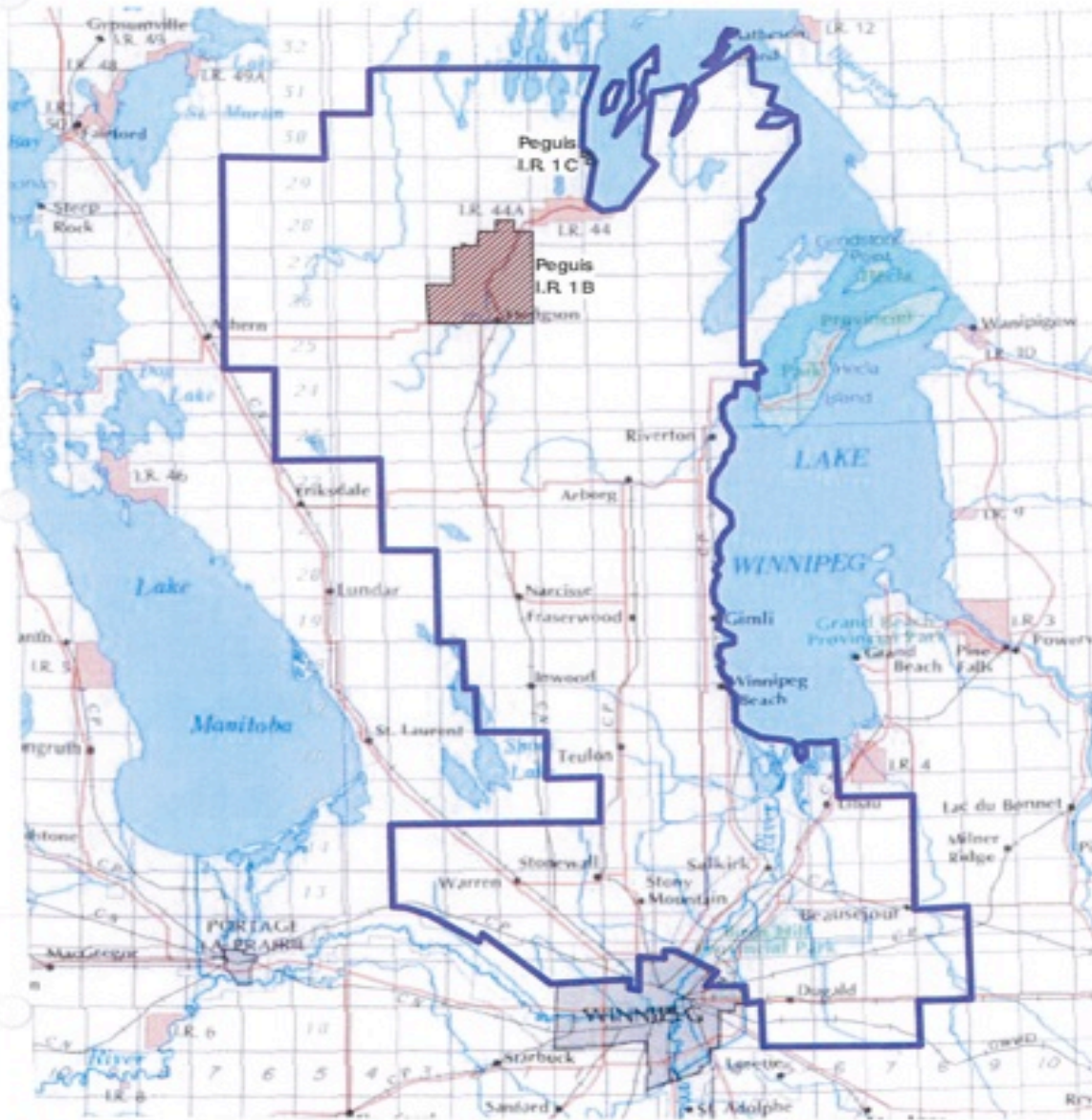
1. **Assign to the newly created Peguis Lands and Environment Department a full-time Land Management Officer** and the responsibility of facilitating a process of community engagement and planning as follows:
 - a. Identify and map all current Peguis land use, utilizing the resources and already completed work of the TLE Advisory Committee
 - b. Complete a traditional land use study that identifies all the areas traditionally used by Peguis people, the purposes for which they were used and priorities for future use
 - c. Based on TLE Advisory Committee analysis of land use requirements and needs and on community consultation focused on any outstanding land use issues and concerns, develop a proposed land use map and draft plan for community and Chief and Council, and staff consideration.
 - d. Revise the draft plan as required by the input received, and produce a final draft of the plan for Council approval.
 - e. Assign to the Lands Management Officer the responsibility of implementing the Land Use Management Plan through legislation that requires permits for land use, issued for applications that conform to the plan.

The Peguis First Nation will manage the lands and resources within its jurisdiction such that natural capital is protected and monitored for future generations, resources are utilized wisely and sustainably, depleted natural environments are restored, and at the same time, land is used and developed in sustainable and equitable ways that significantly contribute to the social and economic development of the Peguis people and the Peguis First Nation.



Locations of Claim Land (St. Peter's IR 1) and Peguis IR 1B & Peguis IR 1C

**Schedule C
Map of Notice Area**



CHAPTER ELEVEN: RECREATION

This area of the Plan explores the leisure activities that contribute to the physical, social, mental and cultural wellbeing of Peguis people.

Implementing Partners

- Peguis Recreation Centre
- Peguis Arena Committee
- Peguis Minor Hockey
- Peguis Gaming commission
- Peguis Health Centre
- Peguis Development Corporation
- Peguis Training and Employment

Vision:

By 2021, Peguis will have the facilities and programs to support a broad range of recreational opportunities that address the needs and interests of all ages, ability levels and interest groups in the community

By 2021, Peguis will be known for its community spirit and unity, throughout the Province and beyond, fostered by seasonal and special occasion family-centered activities

Goals

1. To establish a Peguis Recreation Department or establish a registered charitable organization (with a volunteer board) that operates from a Recreation Master Plan with an adequate budget and staff
2. To ensure that recreational opportunities address the needs and interests of all age, ability and interest groups in the community and support the wellness needs of individuals and families
3. To develop human resource capacity in the community related to a full range of recreational programming
4. To define clear policies and procedures related to the operation of recreational programs that are supported and enforced by all of the Band's governance and management bodies
5. To upgrade the community's recreational facilities so that they can support the needed range and number of programs and activities
6. To contribute to community spirit and unity by collaborating with other Band departments and individuals to host special events according to an annual calendar

Chapter Eleven: Recreation, continued

Issues, Challenges and Opportunities

1. Although Peguis has two staff, currently being paid out of funds from the Peguis Gaming Commission, assigned to the operation of the Recreation Centre, it does not have a Recreation Department with an established mandate and budget. Their contract does not clearly stipulate the terms of their employment or the benefits they are entitled to (such as vacation pay or sick days) As well, staff are paying their own travel costs when they are out of the community for meetings or events associated with their work.
2. The Recreation Centre is located in the old school building, which suffers from a number of health and safety issues such as mould, a leaking roof, doors that don't open and close properly and a lack of safety equipment such as fire extinguishers.
3. The staff is under a great deal of pressure from political leaders to keep its doors open, even though the building is in poor condition. The Recreation Centre, currently open 5 days a week, offers a variety of activities and programs for different age groups without charge to community members, as many people aren't willing to contribute even modest user fees. Recreation Centre staff try to raise program money from various grants.
4. Some people seem to view the program as a babysitting service. Up to 150 kids are dropped off for the activities and there are not enough volunteers to properly supervise that number. As well, even though the programs are scheduled to end at 9:00 p.m., some parents show up as late as 11:30 p.m., so staff and volunteers have to wait for up to 2 ½ hours on their own time.
5. The Recreation Centre makes its facilities available to volunteer groups in the community, but these activities have proven difficult to sustain. Volunteers get burned out and instructors (for activities such as square dancing or pow wow dancing) do not always show up regularly.
6. The Recreation Centre gets many requests for funding assistance for individual athletes or teams competing outside the community, but it does not have any funds for this purpose. Currently, the way such funds are disbursed is through the Peguis Gaming Commission.
7. Besides its regular activities, the Recreation Centre sponsors a number of larger community events (such as Carnival). These events might receive contributions in terms of prize money or food from Band agencies such as the Peguis Development Corporation and Peguis Training and Employment. They can also provide the opportunity for various Departments to host their own activities. Some organizations have voiced their hesitation to contribute funds to the operation of the Recreation Centre because they say that all Bands get transfer funds for recreation. The Recreation Centre staff does not know whether or not this is the case or how such funds are allocated.
8. The Peguis Food Bank operates out of the Recreation Centre and grew out of an awareness of a need. The money the Centre gets from the concession machines in the building ends up providing a little bit of support (e.g. gas money) for the Food Bank volunteers.
9. Youth cite the lack of something to do as one of the primary reasons they get into trouble (e.g. vandalism, fighting, vagrancy).

What Peguis has to build on

- Peguis Recreation Centre operates offers programs out of the old school building, primarily to children and youth, five days a week under the direction of staff with certification in recreation.
- Peguis has many talented and dedicated athletes and individuals skilled in other recreational areas such as cultural activities
- Peguis has other recreational facilities such as the Treaty Grounds, the Community Hall, ball diamonds, and outdoor rinks
- Peguis has a variety of seasonal recreational activities such as fishing derbies & ball and hockey tournaments

Chapter Eleven: Recreation, continued

Goal #1: To establish a Peguis Recreation Department or establish a registered charitable organization (with a volunteer board) that operates from a Recreation Master Plan with an adequate budget and staff

Strategies:

1. Create a Recreation Master Plan for the community based on identified priorities for programs (see Goal #2 below) and facilities (see Goal #5 below)
2. Determine the best model for establishing one or more entities to implement that plan: a non-profit or charitable association (that has a funding agreement with the Band to contribute a designated sum to the operation of its facilities and programs) or a Band-operated Recreation Department (with a line-item budget and staff)
3. Provide core funding and access funding from all applicable government and foundation sources

Goal #2: To ensure that recreational opportunities address the needs and interests of all age, ability and interest groups in the community and support the wellness needs of individuals and families

Strategies:

1. Implement a recreational program that addresses the needs and interests identified by community members as priorities
2. Collaborate with the Health Centre to create activities that support healthy living objectives (e.g. staying fit through regular physical activity and learning about healthy eating)
3. Collaborate with the continuing education program of Peguis Community College (see Chapter 1: Prosperity Development and Chapter 5: Life-long Learning of this document) to provide coordination and other types of support to volunteer groups in the community offering a variety of recreational activities (such as crafts, fine arts, social events, or games). This support could include the provision of small funding grants from a fund that is administered in a fully transparent way by a volunteer board.
4. Create and implement a volunteer recruitment and retention program that ensures an adequate volunteer pool to operate designated programs
5. Conduct regular community consultation processes to ensure that programs continue to best meet the needs and operate in an inclusive way

By 2021:

Peguis will have the facilities and programs to support a broad range of recreational opportunities that address the needs and interests of all age, ability and interest groups in the community

Peguis will be known for its community spirit and unity, throughout the Province and beyond, fostered by seasonal and special occasion family-centered activities.

Chapter Eleven: Recreation, continued

Goal #3: To develop human resource capacity in the community related to a full range of recreational programming

Strategies:

1. Determine the human resource needs that will complement the implementation of the range of recreational opportunities chosen as best suiting the needs and interests of Peguis members (see Goal #2 above) and the maintenance and operation of the community's recreational facilities (see Goal #5 below)
2. Carry out a human resource asset survey to determine the expertise that already exists in the community related to implementing recreational programming
3. Collaborate with the Peguis Community College (see Chapters 1 and 5 of this document) to offer certification programs in areas where additional human resources are required (e.g. fitness instructors, sports physiotherapists, or swimming pool maintenance)
4. Offer regular in-service clinics and training programs to ensure that the skills of staff and volunteers are as up-to-date as possible

Goal #4: To define clear policies and procedures related to the operation of recreational programs that are supported and enforced by all of the Band's governance and management bodies

Strategies:

Examples of the types of policies that will be helpful include the following:

1. Establish policies related to user fees or other cost-recovery mechanisms that are universally applied
2. Establish policies related to the use of recreation facilities that ensure that facilities and equipment are used in a safe manner and are protected from damage
3. Establish policies related to the use of volunteers (e.g. the application of standards related to police checks or the use of honoraria or other types of financial incentives)
4. Establish policies to protect staff and volunteers from unfair treatment by community members (e.g. not picking up children at the designated closing time for recreational activities)
5. Establish policies related to funding support for the communities athletes and sports team that ensure equitable and transparent decision making at arms length from political processes
6. Establish policies related to fostering environmental sustainability and supporting healthy living at all recreational facilities and activities

By 2021:

Peguis will have the facilities and programs to support a broad range of recreational opportunities that address the needs and interests of all age, ability and interest groups in the community

Peguis will be known for its community spirit and unity, throughout the Province and beyond, fostered by seasonal and special occasion family-centered activities.

Chapter Eleven: Recreation, continued

Goal #5: To upgrade the community's recreational facilities so that they can support the needed range and number of programs and activities

Strategies:

1. Bring the current Recreation Centre up to minimum health and safety standards
2. Work with the Arena Committee (see Chapter 8: Infrastructure of this document) on the construction of a multiplex recreational centre that includes an indoor arena and a variety of other recreational facilities (including a swimming pool if feasible) to ensure that, even in Phase I, adequate space will be available to meet a wide range of recreational needs beyond hockey.
3. Identify priority outdoor recreation facilities (e.g. parks, trails, skateboard park, and outdoor arena)

Goal #6: To contribute to community spirit and unity by collaborating with other Band departments and individuals to host special events according to an annual calendar

Strategies:

1. Establish an annual calendar of community spirit days such as Winter Carnival, Valentine's Day, Aboriginal Day, Family Day, Treaty Days, and Fall Festival and collaborate with other Band departments and volunteer groups to host family-centered activities
2. Sponsor other activities such as fishing derbies, ball tournaments in partnership with businesses

By 2021:

Peguis will have the facilities and programs to support a broad range of recreational opportunities that address the needs and interests of all age, ability and interest groups in the community

Peguis will be known for its community spirit and unity, throughout the Province and beyond, fostered by seasonal and special occasion family-centered activities.

CHAPTER TWELVE: OFF-RESERVE BAND MEMBERS

The Peguis First Nation is the largest First Nations community in Manitoba, with a population of over 8,000 people of Ojibway and Cree descent. Approximately 4,000 of the Peguis members live on reserve land, with the others living in Selkirk, Winnipeg and other locations in Manitoba, as well as other places even more distant. This section of the plan addresses the needs, issues and concerns of the off-reserve members/

Implementing Partners

- Chief and Council
- Peguis Membership Committee
- Peguis Membership Office
- Band Administration and Program Staff
- Peguis Illegal Land Surrender Trust
- Peguis Treaty Land Entitlement Trust

Vision:

The Peguis First Nation recognizes and values all its members, wherever they live. It provides services that are inclusive, but that are also adapted to suit the circumstances and needs of members living in different circumstances.

Goals

1. To provide off-reserve members with support to access the benefits and services to which they are entitled in the municipal/provincial jurisdiction in which they reside
2. To design programs for off-reserve members that “top-up” (in the most cost-effective way possible) the services that they receive from the jurisdiction in which they live to the same level as those received by on-reserve members¹
3. To develop a statement of the “rights” and “responsibilities” of Band members that can be used as a foundation for moving forward to develop equitable benefits and services. This statement would also contain a list of the principles upon which such benefits and services are based.¹
4. To develop inclusive consultation processes that provide reasonable opportunity for all Band members to contribute to the decisions that affect their lives as well as the wellbeing of the Nation as a whole
5. To create communication mechanisms that are as inclusive as possible

Chapter Twelve: Off-Reserve Band Members, continued

Issues, Challenges and Opportunities

1. Federal government transfer payments (for such services as housing, health, and education) are generally calculated on the basis of on-reserve population figures and therefore do not provide funding for services for individuals living off the reserve.
2. Peguis members living off the Reserve have the right to participate in elections for Chief and Council. This issue has caused disunity in the past, as some people feel that this is appropriate and others don't.
3. The Peguis Membership Office, Membership Committee and Chief and Council have worked hard over the past several years to ensure that the Peguis First Nation membership list is as accurate as possible and that those individuals who wish to make application for membership are dealt with in a timely and equitable manner.
4. The Treaty Land Entitlement and the Illegal Land Surrender Trusts have a responsibility to be inclusive of all Band members.
5. Creating inclusive communication mechanisms is challenging. Doing mail outs is expensive and it is impossible to keep up with all the address changes. Posting information on the website is a great step, but not all people have handy access to the Internet or feel comfortable using computers.
6. The political, family, religious and historical divides in the community have contributed to a sense of separation between on-reserve and off-reserve populations. There are some people who feel that terms like "on-reserve" and "off-reserve" should not be used. On the other hand, where people live does contribute to their unique circumstances, needs and opportunities.
7. The perception of what life is like for each of these groups (i.e., on- and off-reserve populations) varies a great deal. For example, some Peguis people living in Winnipeg feel that their life is much more difficult than it is for their relatives on the Reserve. City life is more fast paced, they argue and it is more difficult to access services. Some people living on the reserve would argue that their life is more difficult because of the lack of employment opportunities, fewer opportunities for children and youth to develop their interests and talents, and the greater distance from shopping and recreational opportunities.
8. There are also differences in opinion about how Band benefits should be extended to "off-reserve" members. Some say that equity would mean that exactly the same benefits should be extended to Band members regardless of where they live. Others say that equity does not mean sameness. Rather, it means responding with equal compassion and care to the particular needs of people that differ because of their unique life circumstances.

What Peguis has to build on

1. The Treaty Land Entitlement and the Illegal Land Surrender Trusts represent an opportunity for the Peguis First Nation to develop its own-source revenue streams that will, in turn, enable gain greater sovereignty over its affairs.
2. The Peguis First Nation has publicly stated its commitment to finding the most equitable and feasible ways to serve all its members, regardless of where they live.
3. The Peguis Membership Office and Committee have made tremendous progress with respect to updating membership rolls and developing systems to maintaining membership records in a secure and accurate manner.

Chapter Twelve: Off-Reserve Band Members, continued

Goal #1: To provide off-reserve members with support to access the benefits and services to which they are entitled in the municipal/provincial jurisdiction in which they reside

Strategies:

1. Staff the Peguis First Nation offices in Winnipeg and Selkirk with individuals who can provide information and advocacy support to members experiencing problems accessing services to which they are entitled as residents of those cities and as First Nations citizens of Manitoba and Canada
2. Create information packages that provide general information about municipal, provincial and federal services to which First Nations citizens are entitled and make this information available to Peguis members regardless of where they live, primarily through electronic media but also by hard copy if necessary

Goal #2: To design programs for off-reserve members that “top-up” (in the most cost-effective way possible) the services that they receive from the jurisdiction in which they live to the same level as those received by on-reserve members

Strategies:

1. Create a working group that devises creative solutions to ensuring that off-reserve members have access to the same level of benefits as on-reserve members once the services they receive from their municipal and provincial governments are taken into account. (For example, if on-reserve members receive prescription drugs or dental services at a subsidized rate of 20% of cost, off-reserve members might be supported to purchase health insurance that would entitle them to the same level of benefits.)
2. Have this working group collaborate closely with the Peguis Trusts as they develop benefit programs and with Band services to achieve their task as described in point #1 above

The Peguis First Nation recognizes and values all its members, wherever they live. It provides services that are inclusive, but that are also adapted to suit the circumstances and needs of members living in different circumstances.

Chapter Twelve: Off-Reserve Band Members, continued

Goal #3: To develop a statement of the “rights” and “responsibilities” of Band members that can be used as a foundation for moving forward to develop equitable benefits and services. This statement would also contain a list of the principles upon which such benefits and services are based.

There is currently a lack of agreement about the “rights” of Band members. For example, some individuals insist that it is their treaty “right” to receive “free housing”, while others feel that it is the “responsibility” of all members to contribute to the wellbeing of the whole community through paying rental or mortgage payments for housing and ensuring that homes are well cared for. A type of charter of rights and responsibilities would help remove the perception that some members are receiving more than others and would allow the Nation to move forward in a positive way with developing creative solutions to social and economic challenges in a way that contributes to greater self-reliance and prosperity. Principles that may apply to finding a solution could include the principle that benefits and services should contribute to self-reliance and wellbeing for individuals and the community rather than to dependency and harmful life patterns, or the principle that the needs of the present generation must be balanced with the needs of future generations. (Note: Developing a charter of rights and responsibilities is a component of Goal 1, Chapter 15, which calls for the development of a Peguis Constitution.)

Strategies:

1. Create a working group/committee to take on this challenge or task it to the Governance Committee
2. Use community consultation processes to provide ample opportunity for members to provide their input into the content of the charter called for in this goal

Goal #4: To develop inclusive consultation processes that provide reasonable opportunity for all Band members to contribute to the decisions that affect their lives as well as the wellbeing of the Nation as a whole

Strategies:

1. Hold annual member meetings that bring together on- and off-reserve members (which could be linked to the Treaty Day celebrations)
2. Create an agenda for these meetings that provides opportunity for members to provide input on specific issues that are before the Nation at that time as well as on any topic they feel is important. These gatherings could also have a variety of other purposes such as facilitated reconciliation processes to improve community unity, learning events to enhance the wellbeing of individuals and families as well as to contribute to the wellbeing of the community as a whole, work bees to create parks or build community facilities, etc.

Goal #5: To create communication mechanisms that are as inclusive as possible

Strategies:

1. Conduct a survey of the membership to determine the types of communication needs they have and the mechanisms that will best serve those needs
2. Develop a Peguis membership communication plan based on the findings of this survey

CHAPTER THIRTEEN: EMERGENCY RESPONSE

The aim of emergency response measures is to protect the safety of Peguis residents, buildings and land from natural and man-made disasters, including flooding, fire, unusual weather events, chemical spills and disease epidemics.

Implementing Partners

- Chief and Council
- Peguis Emergency Centre
- Health Department
- Peguis Training and Employment
- Peguis Radio
- RCMP
- Social Welfare Department

Vision:

Peguis will have an emergency response system that is able to cope efficiently, compassionately and effectively with man-made or nature disasters.

Peguis will have effective measures to prevent and mitigate the potential harm caused by emergencies.

Goals

1. To create a centralized Peguis Emergency Response Centre that is responsible for coordinating and efficient and effective response to all types of emergency (e.g. flooding, fire, chemical spill, disease epidemic)
2. To develop a comprehensive and integrated emergency response plan
3. To put into place the by-laws and policies that will support an efficient and effective response to all types of emergency
4. To negotiate partnerships with federal and provincial government and other relevant bodies that will assure that Peguis benefits from existing programs to prevent or respond to emergencies and that Peguis' response is coordinated with the work of these other agencies
5. To put in place comprehensive flood control measures designed to minimize damage in the future and complete the remediation measures required repair existing damage to homes

Chapter Thirteen: Emergency Response, continued

Issues, Challenges and Opportunities

1. The community does not yet have a comprehensive and integrated emergency response plan that covers the wide range of possible disasters (e.g. flooding, fire, chemical spills and disease epidemics) that originate either within the community or at the level of larger jurisdictions. This plan will require both short-term goals (e.g. preparing for this year's flood season) and long-term goals (e.g. related to moving all threatened homes from the flood zone and remediating damaged homes).
2. As part of such a plan, Peguis needs clear protocols and agreements with the many jurisdictions and entities outside the community that become involved in the case of a natural or man-made disaster (e.g. provincial health departments or provincial flood response bodies).
3. In order to develop such a plan, a number of legal and Band policy issues need to be addressed (e.g. if houses need to be moved out of the flood plain, what is an equitable way to determine where they can be moved to).
4. The community does not have a centralized emergency response centre that has a clear chain of command and the equipment, human resources, policies and systems to mount a comprehensive response to any type of emergency (although it does have a fire station and ambulance service).
5. As well, the Nation needs by-laws and policies that define what constitutes a state of emergency and what the procedures are that will guide the community's response (e.g. how the resources from all Band departments can be redirected to emergency response, what the response is that is expected of individuals, and how information will be communicated, etc.)
6. The community does not have a comprehensive locator system (e.g. building numbers for all houses and public facilities, road names or numbers for all transportation routes).
7. The community is subject to annual flooding (which has impacted housing and public infrastructure) and remediation from damage caused by last year's flooding has still not been completed.
8. A prime source of labour for mounting a response to emergencies is the individuals who are on social assistance. A culture of dependency thinking can create barriers, however, since these individuals often expect to receive additional payments for sandbagging or other such work. The community has limits on the funds it can free up for such payments.

What Peguis has to build on

- Peguis has an Emergency Response Coordinator.
- Peguis has an Emergency Centre with fire and ambulance services and the personnel working with these services have important skills.
- Peguis has accumulated valuable experience in dealing with flooding, especially during the 2010 floods.
- Peguis has human resources with a broad range of relevant skills (from policy development to construction)

Chapter Thirteen: Emergency Response, continued

Goal #1: To create a centralized Peguis Emergency Operations Centre that is responsible for coordinating an efficient and effective response to all types of emergency (e.g. flooding, fire, chemical spill, disease epidemic)

Strategies:

1. Designate a clear chain of command
2. Put in place a comprehensive locator system that will allow emergency response providers to efficiently find specific locations that need support
3. Install signage that clearly marks the location of emergency services, evacuation routes and other information needed by the public and by outside emergency personnel
4. Develop and implement a human resource training plan that will provide designated and staff and volunteers with the needed skills and certification (e.g. Manitoba Association of Native Firefighters [MANFF] training)
5. Ensure that the Emergency Operations Centre has an adequate budget and the equipment (including computer software) it needs to operate effectively
6. Develop public announcements and other communications strategies and mechanisms to warn people of dangers, to direct their response and to inform them of the actions being taken by the Band

Goal #2: To develop a comprehensive and integrated emergency response plan

Strategies:

1. Develop response measures to deal with all types of emergencies including fire, storms, flooding and chemical spills. These measures should include guidance for families about ensuring their own safety as well as actions that will be taken by trained personnel to assist community members and protect community property
2. Coordinate with the Health Department to ensure that an emergency plan is in place to deal with disease epidemics

Peguis will have an emergency response system that is able to cope efficiently, compassionately and effectively with man-made or nature disasters.

Peguis will have effective measures to prevent and mitigate the potential harm caused by emergencies.

Chapter Thirteen: Emergency Response, continued

Goal #3: To put into place the by-laws and policies that will support an efficient and effective response to all types of emergency

Strategies:

1. Define what constitutes a state of emergency
2. Establish policies and procedures to mobilize a designated chain of command (see Goal #1 above) and the needed community resources (human, financial, equipment) from all Band departments, and to direct the cooperation of community members
3. Establish policies and procedures to mobilize labour from the community and that will guide any compensation or other types of support provided to these workers
4. Train volunteers and paid community labour so that they are properly prepared and ready to work in a professional manner
5. Establish policies and procedures to mobilize equipment (such as trucks and bobcats) belonging to community members or businesses and to guide the provision of compensation
6. Create and implement policies and procedures for aligning land designation with the need to relocate property out of the flood plain and to ensure that future development occurs on land that is most suited for that purpose

Goal #4: To negotiate partnerships with federal and provincial government and other relevant bodies that will assure that Peguis benefits from existing programs to prevent or respond to emergencies and that Peguis' response is coordinated with the work of these other agencies (and that jurisdictional issues do not create a barrier)

Strategies:

1. Identify and access all federal and provincial government programs that can support Peguis' Emergency plans and operations (including prevention, response and mitigation)
2. Develop clear protocols for the interface between the Peguis Emergency Operations Centre and other bodies on the local, provincial, national or international that would be responding to a particular emergency

Peguis will have an emergency response system that is able to cope efficiently, compassionately and effectively with man-made or nature disasters.

Peguis will have effective measures to prevent and mitigate the potential harm caused by emergencies.

Chapter Thirteen: Emergency Response, continued

Goal #5: To put in place comprehensive flood control measures designed to minimize damage in the future and complete the remediation measures required repair existing damage to homes

Strategies:

1. Collaborate with the Band's Housing Program to create clear targets for repairing and replacing homes damaged by flooding, identify the resources to do this work, and implement plan in systematic and phased process.
2. Create and implement a flood control plan, which includes creating dikes to protect property and plans for moving homes that are in the most vulnerable locations
3. Collaborate with the Housing Program to ensure that the construction of new homes and the repair of homes uses the most environmentally friendly and cost-effective technology (e.g. geothermal heating)
4. Collaborate with the Housing Program to ensure that all the community's housing complies with health and safety standards (e.g. fire and monoxide detectors, fire extinguishers)
5. Conduct an inventory of the flood control measures needed for public infrastructure (such as the Peguis Central School, Band Office, Community Hall) and ensure that this work is carried out on a priority basis

Peguis will have an emergency response system that is able to cope efficiently, compassionately and effectively with man-made or nature disasters.

Peguis will have effective measures to prevent and mitigate the potential harm caused by emergencies.

CHAPTER FOURTEEN: PUBLIC SECTOR MANAGEMENT

Public sector management referred to the policies and procedures that have been put in place to guide the operation of the community's programs and services, as well as the on-the-ground reality of how these programs and services actually operate on a day-to-day basis.

Implementing Partners

- Chief and Council
- Chief Operating Officer
- Human Resource Manager
- Chief Financial Officer
- All Band program managers and staff
- Peguis Governance Committee
- Legal Services
- Band Financial Advisor

Vision

Peguis First Nations programs and services will operate at the exceptional level of professionalism, effectiveness and ethical standards. Band managers and staff will have the capacities and resources to achieve this excellence and will enjoy a work environment that is safe, respectful and supportive.

Goals

1. To align all Band operations and departmental work plans, budgets, job descriptions and performance measures with the goals and strategies of the Comprehensive Community Plan (CCP)
2. To create a "Peguis School of Public Service" (PSPS) loosely modeled after the Canadian School of Public Service. PSPS would be a core component of Peguis College, with the explicit mandate of preparing present and future public service workers to be effective in their jobs. The initial assignment for the PSPS will be to build the capacity of Band departments and programs to work more proactively and collaboratively on addressing key determinants of personal and community wellbeing in general and on their ability to implement their assigned positions
3. Create a permanent Senior Management Team, consisting of the Director of major sections of Peguis operations (i.e., PDC, Health and Wellness, Education, Administration, Maintenance, Lands, etc.) to work with the Chief Operating Officer in coordinating all Band operations and programs
4. To create a climate of encouragement, accountability and professionalism that supports on-going improvement
5. To build one or more communities of practice (CoPs) related to excellence in program management and delivery with Peguis Public service and community agencies
6. To create the policies and practices that sustain healthy boundaries between political governance and program management work

Chapter Fourteen: Public Sector Management, continued

Issues, Challenges and Opportunities

1. The Peguis First Nation is currently working very hard to get past its third-party management designation to the self-reliant management of its own affairs.
2. Peguis has a wealth of programs and services as well as of human resources who are investing their minds, hearts, spirits and hands into the work of supporting the healing and development of individuals and families, as well as in the strengthening of the Nation.
3. However, very little inter-departmental cooperation exists, even though there is a general awareness about why this is important and how it could happen. As well, there do not seem to be any Band-level goals and plans related to the resolution of critical issues (such as addressing poverty or other primary social determinants of health, reducing addictions or resolving youth development challenges). Furthermore, there are no systematic shared baseline figures or even tools or mechanisms to track progress toward resolving these types of issues.
4. Related to point #2 above is the fact that staff is not always held accountable for their performance according to clearly articulated standards.
5. Staff express concern that they are not sure about the status of certain policies and initiatives. Some programs say they still do not know exactly what their budgets and outcome targets are.
6. Program managers say that they sometimes feel undermined and end-run when political leaders attempt to direct them or their staff to do things that are contrary to their mandate, operating principles, priorities and the established work plans of their departments.
7. On the other hand, Band staff acknowledge that concerted efforts are being made by political leaders and administrative managers to move the public service towards greater levels of decentralization, participatory decision-making and community transparency and accountability.
9. Many program staff comment that they often feel like they are running as fast as they can, but that they really aren't able to have an impact on the basic social and economic development issues in the community. Many of their efforts are taken up with simply implementing programs that have been delegated to them from federal or provincial initiatives (e.g. distributing income support payments or running employment readiness or job training programs) without achieving significant outcomes in terms of improved human and community wellbeing
10. The deeply entrenched divisions in the community, including along political, family and religious fault lines contribute to feelings of mistrust and a climate of backbiting in the workplace. Very few departments have constructive and regular supervisory processes that provide staff with clear feedback about their performance, including a recognition of what they are doing well and support for what they need to improve.
11. Certainly, many Band employees have the needed training for their jobs. However, some staff in supervisory positions do not have enough management (including financial management) training. As well, staff are also asking for support around personal wellness issues, healthy family and workplace relationships, community development processes and program development that proactively addresses community issues.
12. Most federal government funding is calculated for on-reserve members only. The Peguis Nation's determination to bring benefits of off-reserve members presents a financial challenge to the whole system.

What Peguis has to build on

- Peguis has excellent human resources who are delivering a host of programs and services.
- Peguis has committed itself to a long-term vision of becoming a sovereign, healthy and progressive Nation.
- The Treaty Land Entitlement Trusts provide an opportunity to make strategic investments in the current and long-term wellbeing of the Nation.
- The Peguis CCP process is facilitating broad-based community consultation about realities and needs and the opportunity for program managers to work together proactively to achieve real health and prosperity-related outcomes in the community.

Chapter Fourteen: Public Sector Management, continued

Goal #1: To align all Band operations and departmental work plans, budgets, job descriptions and performance measures with the goals and strategies of the Comprehensive Community Plan (CCP)

Strategies:

1. Conduct an operational review of all Peguis departments and agencies that carefully considers the following: a) work plans, b) staffing levels and capacity, c) budgets, d) management orientation and capacity, and e) collaborative arrangements, in order to determine what needs to be done to align all departments and agencies as well as central administration with the goals and strategies of the CCP.
2. Based on this operational review, work with Senior Managers to:
 - a. recast departmental mandates so that, across all departments and agencies, all elements of the CCP can be assigned to one or more departments, and no part of the plan is left without being assigned as the implementation responsibility of some group within the system.
 - b. conduct a human resources review to determine which positions are now needed and who has the capacity to carry out which responsibilities related to the implementation of the CCP. This process may involve a restructuring of some positions, some programs and even some departments. It may also require shifting personnel laterally from one job to another. The goal of this human resource review is to get the right people into the right jobs, to identify the capacity gaps that need to be addressed either through training or by additional personnel, and also to identify duplications or inappropriate job descriptions that would be eliminated in order to allow for the best possible use of staff capacities, time and energy. To avoid demoralizing staff (who will naturally be apprehensive about change) it will be essential to guarantee that no one will be left without a job at the end of this process, but that there is a possibility that some staff will be asked to take on new work assignments.
3. Also based on the operational review, conduct a review of all departmental work plans and all individual employee work plans, and adapt and adjust these as needed in accordance with the findings of the operational review (i.e., to ensure that work plans reflect the assignments of each department regarding the implementation of the CCP).
4. If discrepancies arise between the goals and requirements of existing funding and the goals and strategies of the CCP, these will need to be reconciled through a process of negotiation with funders, and/or through adaptation of work plans to harmonize funding-driven requirements with the goals and strategies of the CCP.
5. Review budget allocations across all departments and programs to maximize effective use of resources for the prosecution of the goals of the CCP.

Peguis First Nations programs and services will operate at the exceptional level of professionalism, effectiveness and ethical standards. Band managers and staff will have the capacities and resources to achieve this excellence and will enjoy a work environment that is safe, respectful and supportive

Chapter Fourteen: Public Sector Management, continued

Goal #2: To create a “Peguis School of Public Service” (PSPS) loosely modeled after the Canadian School of Public Service. PSPS would be a core component of Peguis College, with the explicit mandate of preparing present and future public service workers to be effective in their jobs. The initial assignment for the PSPS will be to build the capacity of Band departments and programs to work more proactively and collaboratively on addressing key determinants of personal and community wellbeing in general and in their ability to implement their assigned positions.

Strategies:

1. **General training for the implementation of the CCP** - implement a core training program for all staff focused on the basics needed for successful implementation of the CCP namely, a) personal growth and healing, b) improving human relations and communication, c) community development, and d) program development.
2. **Specific training as required** – Based on the operational review (see goal one, strategy one above) identify the core learning needs that must be addressed to improve specific program or departmental performance in the prosecution of the goals of the CCP, and develop and offer training and support that is tailored to building the required capacity.

Goal #3: Create a permanent Senior Management Team, consisting of the Director of major sections of Peguis operations (i.e., PDC, Health and Wellness, Education, Administration, Maintenance, Lands, etc.) to work with the Chief Operating Officer in coordinating all Band operations and programs.

Strategies:

1. Build on the foundation of the CCP coordinating committees, which are (de facto) a kind of Senior Management team.
2. Assign overall implementation oversight for the CCP to the Senior Management team.
3. Provide the Senior Management team with a staff coordinator position, called the CCP Coordinator.

Peguis First Nations programs and services will operate at the exceptional level of professionalism, effectiveness and ethical standards. Band managers and staff will have the capacities and resources to achieve this excellence and will enjoy a work environment that is safe, respectful and supportive

Chapter Fourteen: Public Sector Management, continued

Goal #4: To create a climate of encouragement, accountability and professionalism that supports on-going improvement

Strategies:

1. Ensure that all staff have clear and appropriate job descriptions and annual work plans that are aligned with their departmental work plans
2. Institute regular supervisory processes for all staff that provide them with the feedback they need to continuously improve their performance and that support appropriate human resource management processes
3. Develop mechanisms (which could include gifts) to recognize employees for outstanding service (e.g. special achievements and service anniversaries such as the 5-, 10-, 20-year marks)
4. Institute policies and practices that hold staff to an ethical code of conduct that prohibits backbiting and other harmful interpersonal behaviour
5. Create a communication office that ensures that all staff and community members have access to information about progress toward community goals, important developments in the community, stories of success, etc. Develop a communication master plan.
6. Ensure that all departments and programs provide the public with appropriate information about their services (e.g. through written materials, website postings, a bi-annual open house)

Goal #5: To build one or more communities of practice (CoPs) related to excellence in program management and delivery

Strategies:

1. Institute regular work team cycles of planning toward community wellbeing outcomes, of unified action on those plans, of ongoing reflection on the success of that action, and of continuous learning focused on more effective outcomes.
2. Build cross-departmental CoPs that use the same type of planning-action-reflection-learning cycle described above to generate creative solutions to tough social and economic challenges and that help produce a climate of mutual encouragement and support within the system.

Goal #6: To create the policies and practices that sustain healthy boundaries between political governance and program management work

Strategies:

1. Create management protocols and systems to deal with some of the issues that are currently handled directly by political leaders (the allocation of discretionary funds to support the emergency needs of members, the settling of complaints about community programs and services brought forward by community members, or access to services such as housing)
2. Ensure that Chief and Council in turn receive the support they need to deal effectively with policy and governance issues (e.g. well-developed briefing papers, copies of departmental/program plans and progress reports, and proposals that provide all the necessary information, etc.)

CHAPTER FIFTEEN: GOVERNANCE

Governance refers to the protocols and processes of community decision making, the oversight of Peguis First Nation funds and other resources, as well as to the prevailing policies, priorities, activities and the working culture created by those entrusted with governance positions

Implementing Partners

- Chief and Council
- Senior Managers
- Members of Community Boards and Committees, including the School Board and the Board of the PDC
- Grassroots Community Members
- Community, Illegal Surrender Community Trusts

Vision:

Peguis First Nation will have developed a unique and highly effective governance system that 1) reflects indigenous perspectives and values, 2) unifies the people and engages them in the process of governance and community development, 3) expertly addresses the full range of problems and issues facing the Peguis First Nation in its decision making, programs and initiatives, and 4) effectively manages the interface between Peguis and the wider world, with particular attention to issues of sovereignty, treaty rights, the integrity of Peguis culture and values, and Peguis social and economic interests.

Goals

1. **Peguis Constitution:** To develop a binding constitution for the Peguis First Nation that shall serve as fundamental charter for governance
2. **Citizen participation:** To establish effective processes and mechanisms for encouraging, supporting and enabling community members to be meaningfully engaged in participatory and democratic processes which guide the governance as well as the social and economic development of the Peguis First Nation
3. **A healthy political culture:** To create, protect and preserve a political culture that fosters deep bonds of unity and respect between all the people regardless of political, religious or cultural perspectives, differences of opinion, and competing interests. This culture will encourage and support full and frank consultation, and the harmonization of differences through negotiation, accommodation and compromise without sacrificing respectful listening, and without allowing the basic unity of the people to be broken
4. **Sovereignty:** To maximize self-government status in relationship to Canada without sacrificing treaty rights or Canada's financial obligation to support basic programs and services, and to significantly increase own-source income (OSI) through Band enterprises and other resource streams, so that by 2021, OSI will represent at least 51% of all revenue utilized by the Band for its operations and governance activities

Chapter Fifteen: Governance, continued

Issues, Challenges and Opportunities

Disunity

1. Peguis has a long history of political conflict and factionalism which has contributed to deep divisions within the community. These divisions have made it very difficult to achieve consensus on important issues and to mobilize community support for social and economic progress.
2. The assessment of some 700 community members participating in the Comprehensive Community Planning process concerning the issue of unity and division in the community is that the “ice is finally breaking up”, as one contributor put it. “Things really are improving, especially in the last few years.”
3. Despite the hopeful signs of increasing civility and trust, and more community members willing to invest their time and energy into improving community life, there are still deep divisions and the political culture can still be destructive, conflictual, and abusive, with people from one “side” refusing to talk to people from the other, and with one side continually looking for ways to undermine, discredit and tear down the good work of the other, simply because it was “the other” who initiated it.
4. What is hopeful is that this behaviour is increasingly seen as unacceptable by the majority of community members. It is now a very generalized belief that oppositional and negative political behaviour seriously harms the community, and is seen as a barrier to social and economic progress on many fronts.

Community Participation in Governance

5. In past times, people say they were retaliated against for speaking out by those in power. In the past, this retaliation could result in job loss, loss of benefits or even physical threats and intimidation. Although this type of silencing and retaliation does not seem to be happening anymore, the fear of it happening still prevents some people from participating openly and contributing in community dialogue processes.
6. Youth feel they have no voice in the governance process, but that they are sometimes used by politicians to get votes. Promises are made but not kept.

Off-Reserve, On-Reserve Dilemma

7. There has been divisions between Peguis members living off-reserve and the Peguis Chief and Council for many years, dating back to the time many Peguis members moved from St. Peters. In general, off-reserve people want benefits that are the same or similar to those received by other Peguis members. This is a serious financial challenge for Peguis Chief and Council and Band operations. Off-reserve people have a vote, but Chief and Council are not funded by the Federal Government to provide services to them.

Chapter Fifteen: Governance, continued

Issues, Challenges and Opportunities, continued

Sovereignty

8. Outside rules are overpowering inside rule. Funding formulas attached to the federal transfer payments, the mandates of the separate funding streams, the accountability rules governing the interaction between Peguis and key federal departments, and the sheer dependency Peguis has on transfer payments in the absence of sufficient own source income (OSI) are all factors that severely limit the ability of Peguis governance institutions to exercise sovereignty in determining the development path Peguis is able to pursue.
9. Third party management imposed by INAC and FNIHB have greatly tied the hands of Council and senior administration in many ways, and paying the outside third party managers is a further drain on resources. It is expected that third party management will end in 2011.

The Lack of Clear Lines of Separation between Chief and Council and Administration and Programs

10. In the absence of a clear policy and rules to the contrary, staff have become accustomed to circumventing senior managers when they don't like a management decision, and going directly to Chief or one of the Councilors. Those in political positions have developed a pattern of intervening in such cases, thus undermining the authority and coherence of program management and creating serious morale issues among staff, who see this kind of interference as unfair favoritism. Similarly, community members have learned to circumvent program policies, procedures and rules when they don't like a decision, and to go to a political leader. Leaders have become accustomed to directing staff to make exceptions to policy and procedures (in such cases), thus undermining confidence in program staff in public policy and in the fairness of the system.

Advocacy and Lobbying

11. Peguis faces very important political and policy issues that are outside the immediate jurisdiction of the Peguis Chief and Council, but which are seriously affecting the daily life of Peguis people. Examples of these include: a) **social assistance funding** - regarding the levels of funding, the policies, the rules and the flexibility of provincially administered programs that now prevent Peguis from reconfiguring its social assistance programs to encourage and support a shift from chronic dependency to full employment or engagement in a business; b) the **current levels of education funding** on Manitoba reserves, which provides reserve schools \$5,600 per year in comparison to \$13,500 per child received by non-native schools across Manitoba. These are only two examples of issues the Peguis community cannot resolve without political support at the Provincial or Federal levels, support that may entail meeting directly with responsible Provincial or Federal officials, or may require collaborative efforts in conjunction with Manitoba Chiefs and Assembly of First Nations, or, as a last resort, court action.

The Absence of a Governance Charter

12. Peguis now has no comprehensive document or set of documents that describes the constitution of governance in relationship to the roles, responsibilities, limits of power and processes of operation of all key players, including Chief and Council. While drafts of various policies have been developed, they have never been woven together in an integrated document, and they have not been adapted as official policy or legislation. The result is a government that is re-invented on a daily basis by a variety of actors who are not guided by any coherent framework of action, resulting in a serious lack of coherence, efficiency, and effectiveness.

Chapter Fifteen: Governance, continued

Goal #1: Peguis Constitution: To develop a binding constitution for the Peguis First Nation that shall serve as fundamental charter for governance. Such a document will include

- an articulation of the basic values and beliefs that will guide all governance processes and initiatives
- a charter of rights and responsibilities which lays out the privileges and duties of being a “citizen” of Peguis
- a governance code that describes the roles, responsibilities, power limitations and protocols of interaction to be followed between all components of the government, including community members, Chief and Council, Band administration, departments and programs, line staff, and boards and committees
- an election code that reflects the culture, needs and will of the community in describing how elected leadership will be chosen
- a code of conduct to guide all participants in the political process, including elected leaders, appointed officials and citizens, and which spells out the behaviours that are and are not acceptable within the governance process.

Strategies:

1. Establish a constitutional and governance development office to support the work of the existing governance committee. Initially staff the office with one full-time planner-developer, to work with the committee to provide research and documentation support.
2. Hold a series of constitutional consultations with the community at large and staff focused on the following steps.
 - Step One: articulate basic Peguis values and beliefs to guide governance
 - Step Two: develop a charter of Peguis rights and responsibilities
 - Step Three: develop a governance code, describing the roles, responsibilities, limitations of power and protocols for interaction between Chief and Council, community members, Band operations and programs, allied entities and agencies, boards and committees, and line staff.
 - Step Four: develop an election code that reflects Peguis culture and political values, and that also conforms with federal legal requirements.
 - Step Five: develop a code of conduct for all participants in the political and governance system

By 2021:

Peguis First Nation will have developed a unique and highly effective governance system that 1) reflects indigenous perspectives and values, 2) unifies the people and engages them in the process of governance and community development, 3) expertly addresses the full range of problems and issues facing the Peguis First Nation in its decision making, programs and initiatives, and 4) effectively manages the interface between Peguis and the wider world, with particular attention to issues of sovereignty, treaty rights, the integrity of Peguis culture and values, and Peguis social and economic interests.

Chapter Fifteen: Governance, continued

3. Each of these steps should be prepared for by the constitutional and governance development officer through the preparation of a draft document that outlines the options and best practice models from other Aboriginal and non-aboriginal jurisdictions. Broad-based community and staff consultation focused on the five steps (outlined in number two above) should, for each step, culminate in the preparation of a draft document that will serve as a section of the new constitution.
4. Once all five steps are completed, assemble all the sections into a single draft document called “the Constitution of the Peguis First Nation”. Circulate it widely and discuss over 3-6 months of community engagement. Refine and change the document as needed on the basis of the consultation.
5. Hold a constitutional convention through which the new constitution can be further refined, and then ratified and adopted by referendum.
6. Pass legislation by Chief and Council adopting the constitution as the charter of governance for the Peguis First Nation, and requiring everyone involved in government to conform their operations and activities to its standards.

Goal #2: Citizen participation: to establish effective processes and mechanisms for encouraging, supporting and enabling community members to be meaningfully engaged in participatory and democratic processes which guide the governance as well as the social and economic development of the Peguis First Nation.

- This goal implies that grassroots people want to be involved and have the capacity to do so.
- It also implies that leadership and staff have learned how to include and work with grassroots people in governance and community development processes.

Strategies:

1. Hold four community forums a year. Utilize the “community story process”⁴ or a similar approach to engage community members in consultation and dialogue about critical governance and community social and economic issues and processes.
2. Establish a Peguis Youth Council and give it the mandate to regularly advise Chief and Council on all matters pertaining to youth, including the establishment of a comprehensive youth development initiative.
3. Develop a community engagement team, utilizing existing staff across all departments that are trained in community facilitation and documentation, and utilize this team to conduct ongoing community engagement processes
4. Establish an annual Board election day, so that Board elections for all community boards are held on the same day, thus encouraging public participation in selecting those who serve in these important roles.

⁴The community story process is a Four Worlds Centre for Development learning tool and process utilized to produce the Peguis Community Story.

Chapter Fifteen: Governance, continued

Goal #3 A healthy political culture: Peguis will create, protect and preserve a political culture that fosters deep bonds of unity and respect between all the people regardless of political, religious or cultural perspectives, differences of opinion, and competing interests. This culture will encourage and support full and frank consultation and the harmonization of differences through negotiation, accommodation and compromise without sacrificing respectful listening, and without allowing the basic unity of the people to be broken.

Strategies:

1. Prepare, publish and enforce a set of ground rules that describe what is and is not acceptable behaviour in public gatherings or in the community at large with respect to fostering a culture of mutual respect and a working climate that will enable people with differences of views and interests to come together and find solutions.
2. Engage a team of elders and youth to serve as monitors in all public meetings, whose job it is to remind people of the ground rules, and to enforce them.⁵

Goal #4 Sovereignty: To maximize self-government status in relationship to Canada without sacrificing treaty rights or Canada's financial obligation to support basic programs and services, and to significantly increase own-source income (OSI) through Band enterprises and other revenue streams, so that by 2021, OSI will represent at least 51% of all revenue utilized by the Band for its operations and governance activities.

Strategies:

1. Chief and Council and the Senior Management team will work with the Peguis Development Corporation to either establish new profitable, publically owned business ventures and other recruitment streams each year, or to significantly increase the profitability of existing ventures.
2. A **Peguis Community Development Fund** will be established. This fund will receive a specified share of the profit revenues from all Band enterprises. 50% of these funds will be retained by PDC for future investment, and 50% will go to the Peguis Community Development Fund to be used by Chief and Council and Band programs to cover important areas of work not covered by government funding.

⁵ Several First Nation communities utilized volunteers with arm bands to enforce ground rules by reminding participants of the rules, asking their cooperation, and as a last resort escorting them out of the building if they refused to follow the ground rules.

PHASE TWO: IMPLEMENTATION - MOVING FROM TALK TO ACTION

It is not enough to outline vision, goals and strategies for the areas of development identified by the community as being of critical importance to community wellbeing and success. If left there, the Peguis Comprehensive Community Plan (CCP) is unlikely to ever be truly implemented. Following is an outline of important implementation steps.

1. Permanent Steering Committee

A permanent Steering Committee will be established that: a) is representative of all key departments and agencies responsible for any part of the Plan's implementation. The Steering Committee should have representatives of grassroots community members, staff, leadership, and the Boards of Trustees of Community Trusts. This group should be empowered by Chief and Council and the Trustees to guide and direct the implementation process.

2. CCP Coordinator

A senior-level manager should be hired (or seconded) to the role of CCP Coordinator. This should be a full-time position. The Coordinator's role is to work under the direction of the Steering Committee to facilitate the implementation process. This work will include providing support to implementing departments and agencies, coordinating collaborative efforts across departments, leading ongoing monitoring and evaluation of progress, and facilitating capacity development related to CCP implementation.

3. Work Plan Development and Alignment

Each department, program or entity that has responsibility for carrying out some part of CCP implementation will need to develop a detailed work plan which identifies specific actors and their roles, short-term measurable goals and strategies, timelines, resource requirements, progress markers and evaluation indicators. Teams assigned to each of the fifteen areas of work will need to be brought together in a planning workshop and provided with technical support in the development of their work plans.¹ Each separate program manager within these work groups will need support in adapting their team's work plans to accommodate the activities required for CCP implementation.

Is this really necessary?

If all the work team within the Peguis First Nation continue to think and do as they have always done, then the community is likely to get the same results and outcomes it has always gotten. Those old results and outcomes have been identified by the community as being no longer enough. Too many Peguis individuals and families are still struggling with issues that prevent them from realizing their full potential—issues such as poverty, addictions, inter-generational trauma, and dependency thinking. Somehow community agencies and services will have to forge a new way of working that will produce greater wellbeing and prosperity.

Achieving this goal may mean that financial and human resources will have to be reorganized. Certainly it will mean that Band departments and services will need to work together under the protection of a clear and shared vision of possibility and the pathways that lead to that vision. This journey will require commitment to an on-going process of learning—learning that is shaped by trying out new ideas, reflecting on the impact of those experiments, and consulting together about next steps over the months, and even years to come.

PHASE TWO: IMPLEMENTATION - MOVING FROM TALK TO ACTION

4. Quarterly Reflection Workshops

What we measure tends to improve. In order to ensure that the process of CCP implementation maintains a steady and manageable pace, quarterly reflection (monitoring and evaluation) workshops will be organized by the CCP Steering Committee. These workshops will involve reflection on the experiences of participants in implementing the Plan and what is being learned through these experiences about how to be more effective. By measuring outcomes against progress indicators (developed by each work team), the entire network of CCP implementers will gradually become more and more effective in getting to the results we want. Community members who are supposed to be benefitting from the work underway and who are playing a part in implementing parts of the Plan will be an integral part of these quarterly reflection gatherings.

5. A Learning Engine

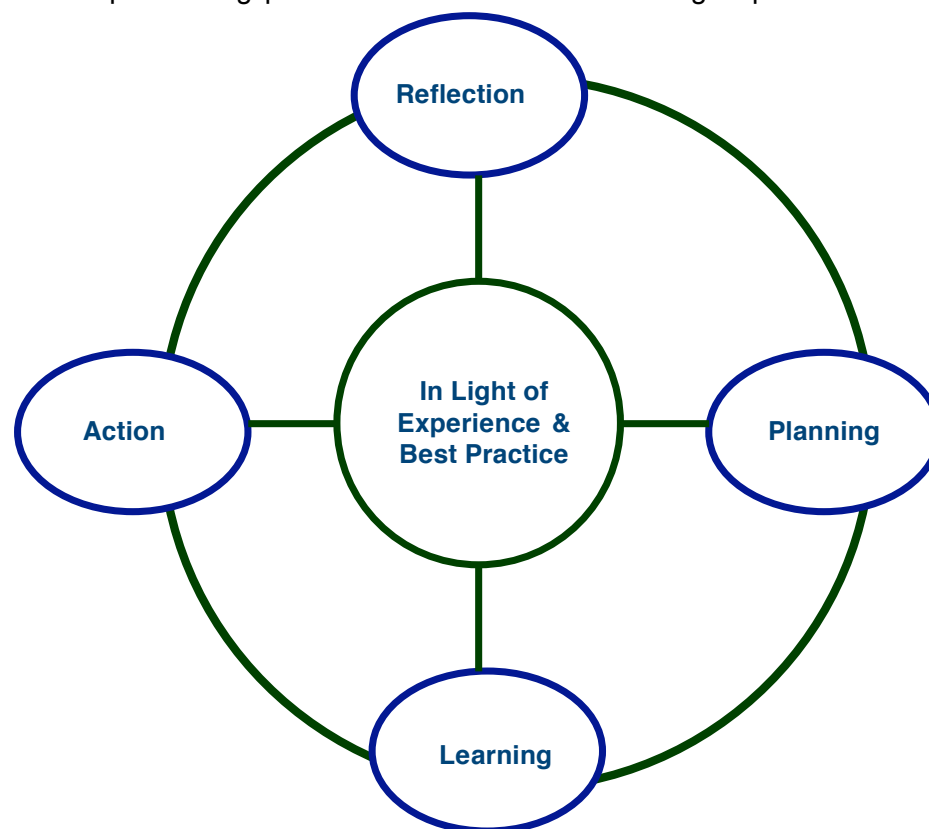
Experience worldwide has shown that in order to move a human system (individuals, families, groups, institutions, community networks, all interacting in a living system) from one set of outcomes to another, the core dynamic of change is learning. We will need to learn how to think and act differently together in order to get different results.

This learning can happen in many ways, but it is not likely to happen by itself. It needs to be facilitated and guided intentionally and it needs to be directly linked to the process of implementing the Plan. Whatever it is that people need to learn in order to be more effective in getting the results we are seeking—that is the learning agenda. The proof of learning is in the results. We will have learned what we need to learn when we are getting the results we want.

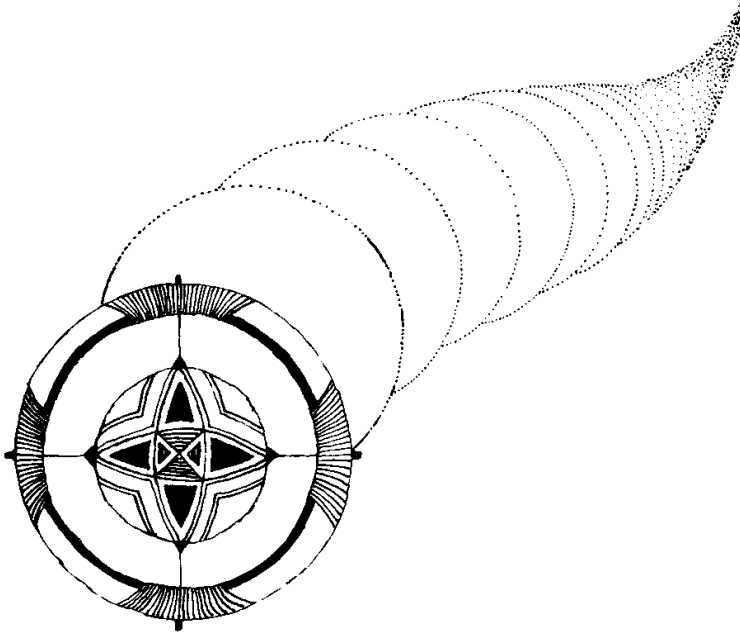
Some of the key areas for Peguis learning that have been identified during the CCP planning process include the following: a) personal wellness and healing; b) transforming community conflict; c) building healthy organizations and workplace cultures; d) community development; e) developing effective interventions and programs to address key social issues; f) addictions, abuse

and trauma; g) Peguis cultural foundations; h) effective leadership for change; i) group facilitation; and j) grantsmanship and fundraising.

These are only examples. The challenge is to provide a regular rhythm of needed learning experiences to a solid core group of implementers. This kind of learning is different from what most of us got in school. It is oriented to action and rooted in ongoing work. It starts with reflection on the experiences people are having in trying to implement the plan, and it directly connects to evaluation (reflection) and the planning of new action.



PHASE TWO: IMPLEMENTATION - MOVING FROM TALK TO ACTION



The key to implementing this “learning engine” within comprehensive Community Planning is to view these four “moments”; i.e., a) *action*; b) *reflection* on actions taken and your experience with taking action; c) *learning* from the collective and cumulative experience of the whole network of implementers and from formal training that is plugged into the process at strategic intervals; and d) *planning*, which is really re-affirming or refining your ongoing plans.

This process advances, cycle after cycle, all the while building capacity and moving ever closer to the realization of the goals of the Plan.

