Introduction

The community is required to adopt and file an annual community management plan (CMP) as legislated under subsection 142(1) of The Northern Affairs Act (the act) by January 31 each year to Manitoba Indigenous Reconciliation and Northern Relations (the department).

This manual has been prepared to assist community councils with this process. A CMP is a working document that outlines and details annual goals, objectives and performance measures for a community. A plan with goals, objectives and performance measures is essential to effective and successful local governance. As a work in progress, the CMP will continue to change and respond to local needs and issues that occur throughout the year.

The plan sets guiding principles, establishes action plans and performance measures, outlines capital plans and includes finances. It breaks each topic into components and provides detailed information about how to deal with each topic and why.

This manual is available on the Forms and Policies portal of the Manitoba government website at https://residents.gov.mb.ca/forms.html and on the department's website at https://www.gov.mb.ca/inr/resources/community-docs.html.

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Community Management Plan

General Information

A Part of Local Governance

A CMP is a key component of local governance. The plan becomes the document that outlines and details how council intends to achieve its goals and objectives and to measure success based on the performance measures in place.

A CMP is owned by the community council, not the department. The role of the department is to support the CMP process by providing advice, asking questions to help the council consider the many issues, and acting as a resource to the community. The community administrative officer (CAO) will prepare the plan for council's review and input.

A CMP is a working document which council revisits and updates at various times throughout the year as information becomes available (quarterly at minimum). The department may request that the CMP be shared at any point throughout the year. The CMP should grow according to the community need to deal with issues and concerns. A CMP eventually outlines the basis by which council will measure its own progress.

Legislative Requirements of the Plan

The following are required components of the annual management plan per subsection 142(3) of the act:
- an operating budget (includes all estimates for operating revenues and expenditures)
- a capital budget (includes cost and source to construct)
- a five year capital expenditure program (includes each proposed expenditure and source of funds to implement the program)
- any other component as prescribed by the minister

Typical Components of a Community Management Plan

Part 1: Guiding Principles:
- Values, Vision, Mission

Part 2: Goals

Part 3: Objectives for each Goal

Part 4: Action Plans:
- Administration, Public Works and Environmental Services, Workplace Safety and Health, Protective Services, Recreation and Wellness, Community Economic Development, Staff Training

Part 5: Budget Form:
- prescribed form containing estimates of revenues and expenditures for operations

and maintenance (the annual operating budget)

Part 6: Capital Budget and Five Year Plan:
- prescribed forms containing the specific capital project plans (the capital budget and five year capital expenditure program).

Each council, in developing its management plan, prepares the sections needed according to council priorities and services provided. Sections are prepared with the assistance of community employees and consultants from the department or other departments.

A sample CMP is attached as Appendix CMP-A: Sample Community Management Plan to illustrate a format of a plan and typical information expected in a plan completed by council. Regardless of what the final plan for a community looks like, it needs to be easily understood by the community residents and council, and answers any questions the department may have.

Note, not every sample item in Appendix CMP-A is relevant for every community. Please read carefully through the sample provided and delete items in the template which are not relevant to the current situation.

Where to Begin

Setting Priorities

Council is responsible for setting its own priorities within the overall framework of the CMP. These priorities are formulated by the need to:
- meet certain planning dates
- review various reports
- meet legislative requirements (ex. workplace safety and health, environmental, etc.)
- address conditions and specific issues of concern

Other priorities will be obtained from community residents who bring concerns and issues to council for action. Council can set the priorities for dealing with the planning business of council as part of the regular meeting agenda.

Setting the Timetable

Within the overall timetable of local governance and various activity cycles, council may set the timetable for its meetings (regular, special and special public input). Some councils use subcommittees and round tables to conduct the necessary planning research, proposal development and reviews. It is suggested councils begin the planning cycle in September in order to be ready for January 31, when the CMP is due to be submitted to the department.

Please note the department may request to see and discuss the CMP at any time throughout the year, so once adopted the CMP should be continually reviewed and updated quarterly.

At the first meeting of council after a regular election, or on an annual basis at the same time each year, council reviews all the work it has to do and sets a basic timetable. Time is

included for sharing information with the residents of the community. Council will include in the planning process, staff and other resources needed to ensure that all the information is available to enable council members to make informed decisions.

Setting the Strategy

This is an important step and council will want to decide how it will:
- inform the public about activities it wants to undertake
- obtain public input into items of concern to council
- have residents identify other concerns council may need to deal with
- prepare various action plans
- keep the public aware of the CMP
- report progress and accomplishments of council

Council has several ways to share information and obtain community feedback including a:
- printed newsletter to all residents
- round table discussion
- panel discussion
- public meeting
- survey
- community website

Whichever method is used, council needs to:
- obtain information from its staff
- provide information to the public
- provide the public with the opportunity to review and discuss plans
- consider the public input and make appropriate changes to plans
- report to the public on what was achieved

Community Management Plan Details

Part 1: Guiding Principles

Also known as values, vision and mission.

> **Values**
> Values are the principles that govern interaction between council members and the public or other groups. An example of a value is respect. Respect allows council members to listen to community needs, listen to one another and listen to other groups. Respect encourages participation, because each person's view has some value. Respect does not interrupt others. Respect leaves personal differences aside and focuses on solving the issues. Other values might be commitment, accountability, honesty and progress.

Vision

A vision statement describes what the community would like to achieve. This is the preferred future for the community. A good vision includes supporting documentation that recognizes the strengths, weaknesses, opportunities and threats in the community.

Mission

A mission statement declares the purpose of the council. It is the foundation upon which council members can agree to work. It recognizes and responds to three questions:
- Who do we serve?
- What need of theirs do we attempt to fill?
- How do we do it?

Part 2: Goals

Goal statements give a clear outline of a long range step that council plans to undertake over the next two to three years in achieving the vision. Goals lead to the development of objectives and action plans. Goals should be broad statements that indicate a direction. They do not need to be time dependent as that will be done in expressing the objectives.

Part 3: Objectives

Objective statements provide for action to be taken in the short term (generally one year). The statement describes the action in terms that are specific (S), measurable (M), attainable (A), relevant (R) and time bound (T) or what is commonly referred to as SMART objectives. Objectives are established for each goal. An objective is a more precise statement that clearly indicates something that can be measured when it has been achieved. The community needs to set a table that identifies time frames for completion of objectives. This approach allows council to identify when a service would be dealt with, if not in the current year. It may be a situation where a service is a lower priority in the current year. Objectives are followed by action plans which have very specific time frames and performance measures.

Part 4: Action Plans

The action plans give a concise method of presenting the important information, what the specific task is, who is responsible and a comment indicating progress towards completion. This action plan is assumed to be a one year plan. Performance measures in this action plan should be updated quarterly and may be based on yes/no answers: the action was completed - yes or no. Performance measures tell council if the objective has been achieved and provide a measurable response. There are several action plans to help council respond to specific issues.

In an action plan, the goal and objective are identified from the earlier work and moved to single line elements. Required activities are listed and may be indented. The list can be modified as necessary. The major responsibilities are identified, along with resources to be requested for assistance. The performance measure column of the action plan identifies progress achieved. Effective measures provide direction, align employees, improve council decision making and serve as a basis for allocating community resources appropriately.

Administration
Council needs to ensure strong administration to support council functions and financial management practices. Council has overall accountability for the financial position of the community and must ensure community finances are responsibly managed.

Public Works and Environmental Services
Council must maintain public works infrastructure to ensure these assets are safe, usable and meet legislative requirements. The annual infrastructure maintenance audit report, which the department sends to communities, should be referenced when updating the maintenance plan. A specific maintenance management plan assists council to make maximum use of financial resources and extends the useful life of assets. The department has available a maintenance management system which identifies all possible maintenance actions and can be adapted to fit the community. The maintenance plan and the maintenance management system form the basis from which the public works employees plan their activities.

Environmental issues are subject to legislative standards and requirements. Council needs to have specific action plans in place to ensure environmental standards and requirements are met to provide safe drinking water, effective treatment of wastewater and proper disposal of solid and liquid waste.

Workplace Safety and Health
Council must ensure legislated requirements for workplace safety and health (WSH) are met and included in the action plan to ensure a safe, healthy and respectful workplace for all. The two annual WSH inspection reports which the department sends to communities should be referenced when updating the WSH action plan.

Protective Services
Protective services includes public safety, fire protection and emergency management. In each of these areas, council develops action plans with the employees or volunteers who provide the specific services.

Recreation and Wellness
Council provides direction and support to recreation staff and committees through the recreation and wellness plan and in the implementation of recreation and wellness activities. To achieve success, a recreation and wellness plan seeks continual feedback from the community residents to determine needs and priorities.

Community Economic Development
Councils need to plan for a sustainable future for the community which may involve: a broad statement, be project focused, forming a community development corporation (CDC), hiring a consultant or community development officer (CDO). The plan can address issues related to job creation, entrepreneurial support, business development, community based training and/or use of local resources. A community economic development (CED) plan must be in place for incorporated communities and communities in receipt of CED funds from the department.

Staff Training

Council want and need well trained staff. Often, experienced staff are not always available. Council may have to expend monies to ensure staff are trained and competent. Council must develop a staff training plan that outlines clear training objectives, performance measures and provides council with a picture of what is required to ensure trained staff are functioning. Staff training should consider current qualifications, required standards for staff to meet and any legislated requirements. Staff may also be made aware of courses available.

Part 5: Budget Form

The budget form is the annual operating budget which is the plan for the day to day financial operations of the community. In support of local governance, the department has committed to provide certain levels of funding for services on the understanding the council will be delivering those services. Council has the opportunity, through the budget form, to adjust the delivery of services in accordance with council priorities.

Budget information comes from:
- prior year financial statements
- estimates of increases in costs due to increase in rates by service providers (ex. Manitoba Hydro) or increased cost of goods (ex. gravel) by other companies
- addition of estimates for new program or service costs
- additional infrastructure maintenance costs from projects completed during the year

The financial reporting system used by council will help to define the areas. In preparing the budget, council brings together all of the CMP components and determines the finances that council proposes to allocate to each activity or program area. The department provides general budget guidelines for use by administrative staff and council in the *Financial Management Guide* which also contains the budget form to be used in Appendix T: Budget Form of the guide. The budget is divided into specific program areas:

- Administration - generally concerned with administrative staff salaries, staff operating costs and council operating costs, ex. honorariums, travel, etc.

- Public Works - includes those areas of general public interest, roads, building maintenance, etc. Prepare considering the various action plans noted earlier.

- Water and Wastewater - includes treatment, operation, maintenance, vehicle operation, certification, etc.

- Solid Waste - includes waste site operation, maintenance and supervision.

- Recreation - includes support for a variety of activities, maintenance, staff salaries and equipment. Some communities may ask the recreation and wellness committee to assist in identifying costs, and where appropriate, revenue sources.

- Fire and Community Safety Officer - includes fire department, community safety

officer program, community emergency plan, vehicle operation, travel, equipment, training, and where appropriate, emergency services.

Other program accounts would be set up for all conditional funding from outside sources (ex. Green Team) or where council wishes to track costs for a particular program/project (ex. CED). Regardless of the specific program area of the budget, council needs to talk to the community employees and find out what they need to do the best possible job for council. Council will have to set priorities and that is not always easy to do.

Part 6: Capital Budget and Five-Year Plan

The proposed capital budget is included in the five year capital plan. Council has the opportunity to identify capital projects in accordance with council priorities. These plans allow council to identify capital infrastructure investments that will contribute to achieving the community vision.

Budget information includes:
- estimated capital project costs
- available funding sources and amounts
- cash flow timeline

Five year capital plan includes:
- prioritized capital projects over the next five years
- project details for all projects identified in year one and year two on the plan that require department funding

The department provides general guidelines for use by administrative staff and council in the *Capital Planning and Delivery Guide* and the prescribed capital forms in Appendix CPD-A: Capital Budget and Five-Year Capital Plan of the guide to be used and included with the CMP. Within the five-year capital plan, there will be both small and large projects.

Councils may decide to raise funds locally for a specific project and put those funds into a financial reserve or contribution to capital account until the project goes forward. All sources of funds are to be identified in the capital budget.

Councils are encouraged to apply for funding opportunities outside the department. Well-prepared project proposals have a better chance of receiving approval. Councils that prepare project proposals at the last minute may find their proposals are less likely to be approved, if they are not adequately documented.

Community Management Planning Process

Council may establish its own process for developing its CMP. This process is recorded, so both council members and the public can know and follow the process. Part of the process will be fixed according to council's timetable and consider the following:

- obtaining employee and community input
- monitoring and reviewing progress
- reporting and updating the plan

Obtaining Employee and Community Input

A variety of ways exist for council to get community input. A very effective way is simply for members of council to talk to residents, one on one, about various ideas and concerns. Another method is for council to hold a special public meeting to permit residents to make suggestions, raise issues, etc. Some councils may want to use round tables, where a facilitator assists in organizing the event, so many people can participate at the same time through small group discussions.

In consulting with residents, council members must be sure of the information they provide and verify the information they receive. Before adopting a management plan, council must hold a public meeting in respect of the plan as required under subsection 147(1) of the act.

Monitoring and Reviewing Progress

Both the community residents and the department want to know council is succeeding. Council members need to know they are on the right track or, if something is going wrong, what and why.

The department encourages council to regularly review progress on the CMP. This does not mean to review every action plan at every meeting, but to set time to review all of the action plans throughout the year. Financial operations (budget) are reviewed every month, because council needs to know exactly what dollars it has available for the month.

Part of council's responsibilities is to provide certain documents to the department. These same documents are considered part of the public information of a community and must always be made available to the public. Council needs to have a system to keep the public informed and continually update sections of the document as required.

Reporting and Updating the Plan

Council is accountable to the community and the department for its decisions and actions. Reporting is part of being accountable. Some of the ways council is accountable include:

- A master copy of the CMP must be kept in the council office by the CAO. A second copy is to be forwarded to the department as various sections are updated. The department will make additional copies as required for department use.

- The yearly financial audit report is shared with the community by making sure a copy

is available for residents to review and ask about and by reviewing the report with the auditor and department.

- The yearly infrastructure maintenance audit report will be shared with council to enable council to examine how well the infrastructure is maintained. This enables both council and residents to discuss the need to allocate maintenance dollars and potential major repairs to existing infrastructure and related questions.

- The two annual WSH inspection reports will be shared with council to enable council to address legislated requirements for WSH. This enables both council and residents to discuss the need to allocate funding to WSH requirements and potential major repairs to existing infrastructure, equipment, personal protective equipment (PPE), WSH training, ergonomics and other related WSH program requirements.

- Financial statements are to be submitted to the department quarterly or semi-annually, dependent upon council management performance. These reports are also public information and can be reviewed on request at the council office by the public.

A good CMP can always be made better by periodically updating the plan. The CMP is considered to be a work in progress, even though copies of the plan may be required at specific points in time. It is like taking a snapshot to record where one is in a building project compared to the blueprints needed at the beginning of the work.

Every time additional information is made available, that information is recorded and included with the working copy of the plan. Council members, community employees and department consultants learn to share information, so updating the plan becomes easier the next time around. Every time something from the plan is accomplished, it encourages everyone to make greater use of the plan to accomplish more.

If council makes revisions to the management plan after the public meeting to adopt it, and the revisions would increase the estimated revenue from real property tax, business tax or personal property tax, council must give public notice and hold another public meeting in respect of those revisions as required under subsection 147(2) of the act.

References

The following documents will assist council in the preparation and completion of the CMP:
- annual funding schedule
- *Northern Affairs Manual of Policies and Procedures* (NAMPP)
- community council policies
- *Financial Management Guide* and related appendices
- *Capital Planning and Delivery Guide,* and related appendices

Each council has a copy of their annual funding schedule and applicable policies. If council does not have copies, then they can:
- obtain relevant documents
- develop acceptable community policies, as required