

**SHOAL LAKE CREE NATION**  
**COMMUNITY PLAN**

# Shoal Lake Cree Nation

# Community Plan

November 2007



## Shoal Lake Cree Nation Community Plan 2007

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## Project Team

Many people participated in the development of this Community Plan. Special Mention should be given to the extraordinary effort put in by the following groups and individuals.



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Jennifer Pritchard



The Comprehensive Community-Based Planning project has helped me to understand the importance of looking at things holistically. Through this project, our community has explored, discussed and identified our strengths and issues and our amazing potential. Together, young and old, we will create the future we want through exchanging and sharing ideas about real issues. Continuing to connect our youth to our leaders and our Elders will help bring about important change. As a community, we will build on the ideas, spirit and vision laid out in this Community Plan and create a strong and healthy Nation.

Edgar Cook, Plan Champion



# Chief and Council Approval



## BAND COUNCIL RESOLUTION

Chronological no. 2007-08/68
File reference no.

**NOTE:**


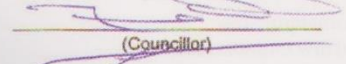
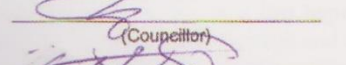
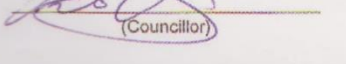
The words "from our Band Funds" "capital" or "revenue", whichever is the case, must appear in all resolutions requesting expenditures from Band Funds.

The council of the <b>Shoal Lake Cree Nation</b>		Cash free balance	
Date of duly convened meeting		Capital account	\$ _____
D	M	Y	Province
0	6	1 1	SASKATCHEWAN
		Revenue account	\$ _____

**DO HEREBY RESOLVE:**

We are pleased to approve the Shoal Lake Cree Nation Community Plan on behalf of our Band members. This Plan document contains the recommendations, ideas and aspirations of our Band members for the future direction of our community. We agree to uphold, implement and monitor the plan in an effective, efficient and transparent manner. We recognize that the Plan comes from the community, is for the community and is a tool to be used in helping Shoal Lake reach its long-term Vision. The Plan is an instrument which will set the foundation for planning and decision making on an on-going basis, and will therefore, transcend changes in leadership. We agree this Plan will now serve as the basis for negotiations with Canada in the future development of the community. We also see this Plan as a contract of accountability between the Chief and Council and Shoal Lake Band members.

We dedicate this plan to the people of Shoal Lake Cree Nation.

 (Chief)	Chief Marcel Head
 (Councillor)	Vice Chief Floyd Flett
 (Councillor)	Councillor Gordon Flett
 (Councillor)	Councillor Vincent Young
	Councillor Teresa Whitecap

## Foreword and Acknowledgements

In the Province of Saskatchewan there is a growing awareness among First Nation communities that planning is not a choice but a necessity. With a limited amount of developable land and a growing population there is an urgent need for First Nation communities to think ahead. In early 2006 a Technical Advisory Group with representatives from various Tribal Councils as well as individuals from Indian and Northern Affairs Canada came together to discuss how First Nation communities in Saskatchewan could better think ahead, plan for and shape their own future. As a result of these discussions, the First Nation Comprehensive Community-Based Planning (CCBP) project was created. The project is based on the First Nation Community Planning Model and guided by the Cities & Environment Unit at Dalhousie University. The four communities involved in this pilot project are: Flying Dust First Nation, Kahkewistahaw First Nation, George Gordon First Nation and Shoal Lake Cree Nation.





The community-based planning process sets this project apart from most other planning initiatives. The ideas and strategies outlined in this document do not come from an outside source and are not imposed from above. This Plan comes from the community, belongs to the community and therefore represents Shoal Lake's hopes for the future. It is the result of the hard work and effort of many Band members. Youth, Elders, teachers, Band staff, Chief and Council, Tribal Council representatives, the community Planning Work Group, Community Contact and Plan Champion all contributed remarkable energy and insight. It should also be noted that individuals from Indian and Northern Affairs Canada and Health Canada participated in a number of Training Sessions to learn more about the planning process and what they can do at the Federal level to ensure this project is a success. We would like to thank everyone involved for their determined commitment and generous support.

Through the development and implementation of Comprehensive Community-Based Plans, communities will be better equipped to manage and shape their own future. It is also hoped that through community planning, First Nations, Tribal Councils and the Federal Government will be better able to work together to manage First Nation community affairs effectively.

*Shoal Lake Planning Work Group and Cities & Environment Unit, 2007*



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# Introduction to the Plan

Like many small communities, Shoal Lake faces significant challenges and fleeting opportunities. Like many First Nation reserves, it is also confronted with living conditions and certain realities that demand urgent attention. Limited resources need to be used carefully and strategically. Local actions need to reinforce each other. The community needs a shared sense of direction.

Shoal Lake has a unique history, its own extraordinary landscape, human resources and possibilities. It is in this context, being both unique and typical, like other places and unlike any other community, that Shoal Lake sees the need for a Plan. The community of Shoal Lake Cree Nation is committed to a Comprehensive Community-Based Plan that captures local ideas and aspirations, provides direction for the future and serves as a tool for immediate and ongoing action.

The community-based planning process by which this Plan was developed followed the steps and approaches contained in the First Nation Community Planning Model (2nd Edition 2003, Cities & Environment Unit).

The planning process consists of 7 stages:

**Stage 1 - Gathering Background Information:** Collects basic facts and perceptions about the community so that aspects which stand out as high and low points can be identified.

**Stage 2 - Identifying Strengths and Issues:** Concentrates on recording and understanding problems that need to be dealt with and opportunities that can be built on.

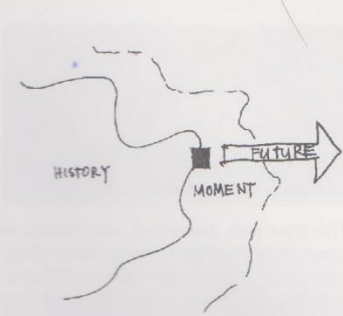
**Stage 3 - Researching Root Causes:** Probes strengths and issues to reveal the root causes and the consequences of taking no action.

**Stage 4 - Establishing a Community Vision:** Establishes a long term, ambitious and appropriate direction for the community.

**Stage 5 - Building a Framework:** Translates the Vision, issues and values into a blueprint for concerted action in terms of policies, administration, priority Action Areas and physical improvements.

**Stage 6 - Developing an Implementation Strategy:** Establishes a management structure and a process for identifying priorities, as well as a way to develop and fund projects that make a difference on the ground.

**Stage 7 - Monitoring the Plan and Projects:** Evaluates the impact of projects individually and the effects of planning as a whole.



In this document, Stages 1, 2 and 3 are combined in Chapter 1: Context. Stage 4 is captured in Chapter 2: Vision, while Stage 5 is found in Chapter 3: Action. Stages 6 and 7 make up Chapter 4.





- **The Plan is holistic.** There are many planning activities in First Nation communities. What is often missing is a connection between these initiatives. Comprehensive planning considers and connects all aspects of the community. In this sense planning is not just another project or program, it is the glue which holds everything together. It is the shared direction which guides every project and informs every action.

*Planning helps a community to know where they are and identify where they want to be. Even more significant is its contribution in helping communities to understand how to get there. It establishes a basis for responding to immediate pressures, for using limited resources more effectively and for identifying community needs.*



**Shoal Lake Cree Nation ECONOMICS**

**Employment Rate**  
 Employment: 117 people have jobs in our first employment  
 Unemployed: 100 people have no jobs in our first employment  
 Unemployment rate: 46%

**Economic Leakage**  
 How much money is being spent off reserve?  
 Spending: 100% (100% of the money spent on goods and services is spent off reserve)  
 Spending: 100% (100% of the money spent on goods and services is spent off reserve)  
 Spending: 100% (100% of the money spent on goods and services is spent off reserve)

**Economic Inefficiency**  
 Spending: 100% (100% of the money spent on goods and services is spent off reserve)  
 Spending: 100% (100% of the money spent on goods and services is spent off reserve)  
 Spending: 100% (100% of the money spent on goods and services is spent off reserve)

**Community Plan Stage**

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**Shoal Lake Cree Nation STRENGTHS and ISSUES**

Themes	Sub-Themes	Strengths	Issues
Land	Location	Proximity to major roads and highways	Proximity to major roads and highways
Land	Culture	Strong cultural identity and traditions	Strong cultural identity and traditions
Land	Migration	Strong sense of community and belonging	Strong sense of community and belonging
Land	Activities & Recreation	Strong sense of community and belonging	Strong sense of community and belonging
Land	Language	Strong sense of community and belonging	Strong sense of community and belonging
Land	Community	Strong sense of community and belonging	Strong sense of community and belonging
Land	Infrastructure	Strong sense of community and belonging	Strong sense of community and belonging
Land	Health	Strong sense of community and belonging	Strong sense of community and belonging

---

**Shoal Lake Cree Nation Researching ROOT CAUSES**

Theme and Present Situation	Root Causes	Consequences of inaction
<b>Land</b> Lack of ownership and control over land	Lack of ownership and control over land	Lack of ownership and control over land
<b>Health</b> Lack of access to health services	Lack of access to health services	Lack of access to health services
<b>Community</b> Lack of community development	Lack of community development	Lack of community development
<b>Infrastructure</b> Lack of infrastructure development	Lack of infrastructure development	Lack of infrastructure development
<b>Health</b> Lack of health services	Lack of health services	Lack of health services

**COMMON ROOT CAUSES**

- Lack of awareness and education**
- Dependency on INAC**
- Lack of communication**
- Lack of access**
- Lack of affordable housing**
- Unhealthy lifestyle**

**Community Plan Stage: 1 2 3 4 5 6 7**

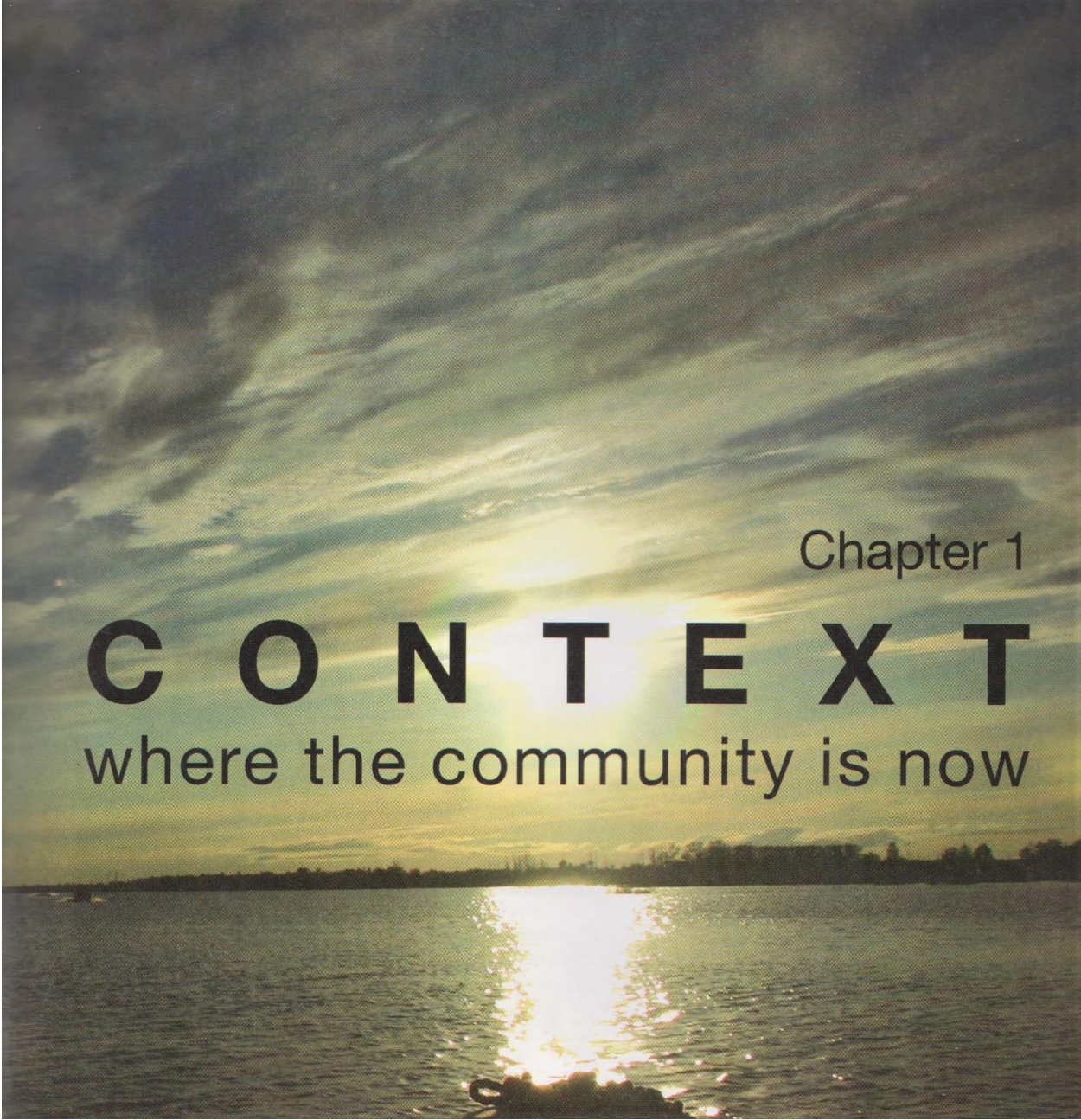
During the preparation of the Plan, posters were created as each stage of the planning process was completed. These posters were prominently displayed within the community.



This Plan is an instrument that will direct and help Shoal lake to shape its own future. Many threads need to come together to weave a Community Plan.

While the Plan represents a tremendous investment of time and effort and a huge accomplishment for many people in the community, it is only the beginning. Change will require constant and diligent commitment. The Plan's success can only be measured in terms of the difference that it makes and the degree to which it serves as an instrument to inspire new ideas, which place the future in the community's hands. It should also be emphasized that planning is on-going. It does not stop with the preparation of a plan, nor can it be seen as a substitute for hard-work, vigilance, leadership and imagination, all which are needed to make positive change a reality.

The future does not just happen to us. We can have a hand in creating the future that we want. This Plan document establishes a future direction for Shoal Lake and describes how to get there. It is in this light that Shoal Lake's Plan should be examined, read and used.



Chapter 1

# C O N T E X T

where the community is now

# Chapter 1: CONTEXT

Planning is about the future but it also relies on information from the past and the present. This first chapter sets the stage by providing a snapshot of what the community is about - what it was like in the past, what it is like today and how it got to be that way. The information presented covers all aspects of the community, captures Shoal Lake's current situation and provides the basis for determining where the community should go next. This chapter contains background information, strengths, issues and root causes.

## Gathering Background Information

Information has been gathered under the broad categories Land, People, Settlement and Economics. These four categories are the basic elements that define a community. Together they enable discussion and speculation about the current situation and future potential.

Information under **LAND** is presented to describe where Shoal Lake is located and identifies characteristics of the landscape that provide both opportunities and constraints for community development. The information gathered and presented on **PEOPLE** illustrates Shoal Lake's history, culture, demographics and institutions. The information under **SETTLEMENT** describes what has been built on the land, and identifies the existing physical organization of the community as well as what areas of the community are serviceable. Finally, information regarding **ECONOMICS** gives an indication about how the community sustains itself. It also explains what people do and how resources are used.

## Strengths, Issues and Root Causes

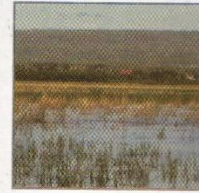
Identifying community strengths, issues and root causes is a necessary step in the community planning process. Strengths are positive factors, such as quality health services, or a healthy environment. Issues, on the other hand, might include a lack of appropriate housing, unemployment or youth boredom. The intent of identifying strengths is to identify potential. The intent of identifying issues is to better understand what aspects needs immediate attention.

Researching root causes allows community members to look deeper, to explore and understand the reasons why certain issues exist, to find out what fundamentally causes them and to imagine the possible consequences if issues go unaddressed. It provides impetus and momentum to make change happen. Understanding root causes also gives insight into where specific intervention is needed.

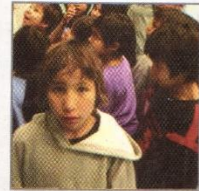


The future does not just happen, it is not inevitable, nor is it a simple projection of where the community has been. It needs to be imagined, and it can be shaped.

LAND



PEOPLE



SETTLEMENT



ECONOMICS

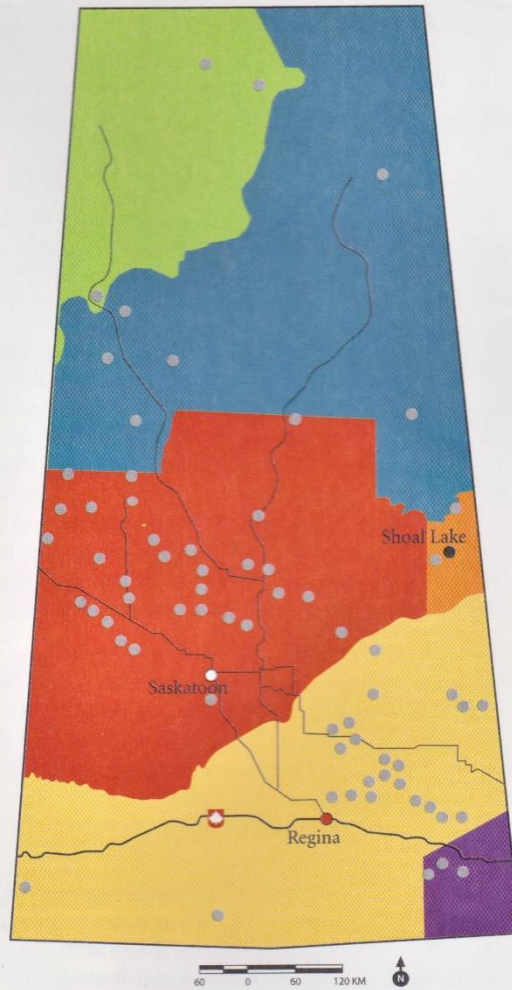




## Treaties in Saskatchewan

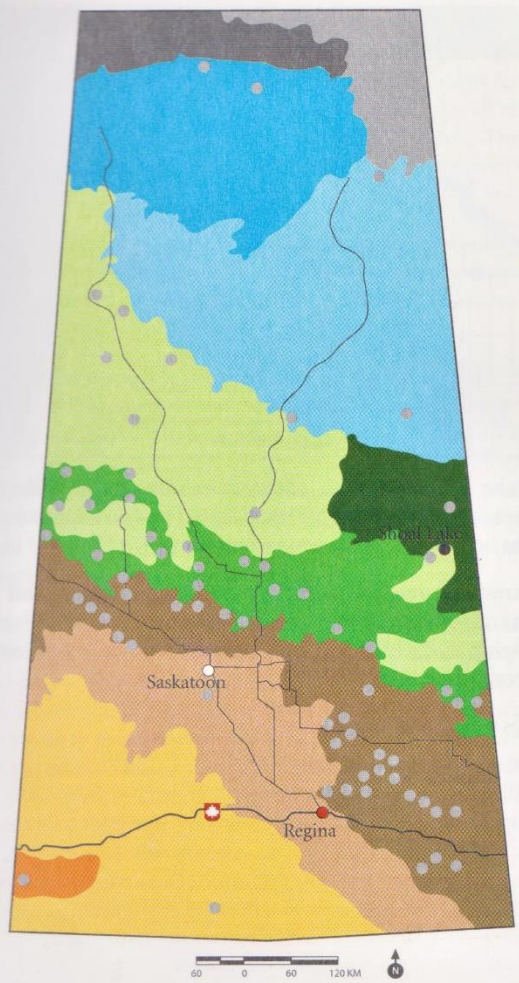
**LAND** is the basis for community development and existence. The location of the community, as well as physical and environmental characteristics of the land, provide numerous opportunities and constraints to development. Certain places hold particular significance for the community and should be protected and enhanced.

-  Treaty No. 8 (1899)
-  Treaty No. 10 (1906)
-  Treaty No. 6 (1876)
-  Treaty No. 5 (1875)
-  Treaty No. 4 (1874)
-  Treaty No. 2 (1971)
-  Other First Nations
-  Major Roads



Shoal Lake Cree Nation is a signatory to Treaty 5 which was signed on September 5, 1875.

# Provincial Eco-Regions



Shoal Lake is located in the Mid Boreal Upland.

**VEGETATION** consists of mixed forested land and wetland species. Here, the forests grow tall, and account for the majority of the province's marketable timber. Aspen, White Spruce, Jack Pine and Black Spruce are found in this area.

**WILDLIFE** is diverse and includes large mammals such as moose, bird species such as the hermit thrush and fish populations including walleye and whitefish.

**SOILS** are grey and loamy (crumbly mixture of clay, silt and sand), which combined with a hilly topography and cold temperatures limits agriculture.

**TAIGA SHIELD ECOZONE**

- Selwyn Lake Upland
- Tazin Lake Upland

**BOREAL SHIELD ECOZONE**

- Athabaska Plain
- Churchill River Upland

**BOREAL PLAIN ECOZONE**

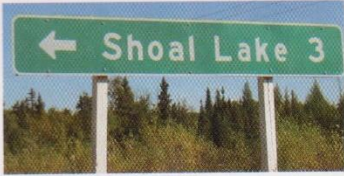
- Mid-Boreal Upland
- Mid-Boreal Lowland
- Boreal Transition

**PRAIRIE ECOZONE**

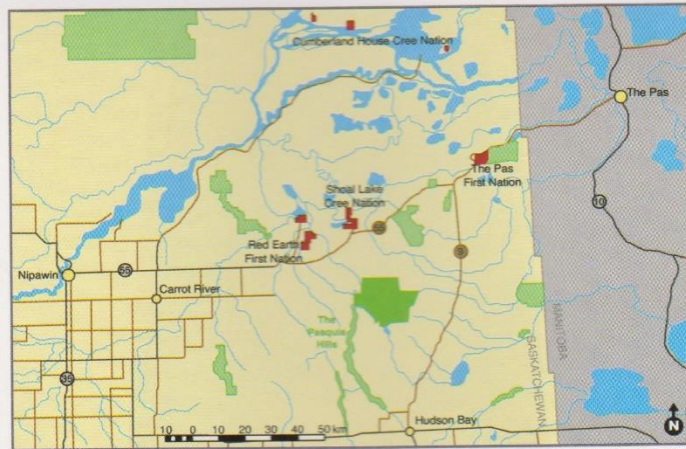
- Aspen Parkland
- Moist Mixed Grassland
- Mixed Grassland
- Cypress Upland

- Other First Nations
- Major Roads

1 x a t u o o T



## Regional Context



Shoal Lake Cree Nation is situated in east-central Saskatchewan 92 kilometres east of Nipawin (off Highway 55) and 60 kilometres west of the Manitoba border. The reserve is 3,654 acres (1,479 hectares) in size.

The nearest commercial airports are in Prince Albert and Saskatoon. Nipawin and Prince Albert are the major service centres for the community, each offering a variety of amenities (groceries stores, restaurants, gas bars, and recreation facilities).

### Distances from Shoal Lake:

Nipawin	92 km
Prince Albert	233 km
Saskatoon	366 km
The Pas, Manitoba	60 km

## The Sipanok Territory

### SMADA Agreement

On September 28, 1992 Shoal Lake Cree Nation and Red Earth First Nation entered into a 10 year Sipanok Management Area Development Agreement (SMADA) with the Province of Saskatchewan to co-manage all renewable resources in the adjacent lands surrounding the two reserves. These lands are the traditional territory of Shoal Lake and Red Earth, referred to as the "Sipanok Territory".

At same time the SMADA agreement was signed, a companion agreement (Bilateral Accord) was executed with Indian and Northern Affairs Canada (INAC) that required INAC to maintain fiduciary trust and Treaty Protection obligations of the Crown.

The SMADA agreement has expired and Shoal Lake is presently re-negotiating the management of their traditional lands. This initiative aims to resolve issues of First Nation rights and Title to Lands and Resources, and reclaim traditional territory throughout the Greater Sipanok and Pasquia Hills region. Shoal Lake Cree Nation continues to hold fast to beliefs and principles regarding their relationship with the land as taught by the Elders. To legitimize their rights and interests, Shoal Lake has started a hand mapping project of traditional lands.

Regaining control of the Sipanok Territory will provide more economic development opportunities for Shoal Lake. Currently, mineral exploration as well as forestry and outfitting operations are taking place in the Sipanok Territory, however, the community is not consulted, or is not consulted enough, about these practices, nor are they able to have their own similar ventures in the area. Gaining control of these lands would enable Band members to take part in current economic ventures and would open up new opportunities to create jobs, improve skills and generate profit for the community. Sustainable forestry, a sawmill operation and tourism (i.e., four season culture camp, outfitting) are just some of the economic possibilities the community is interested in pursuing.



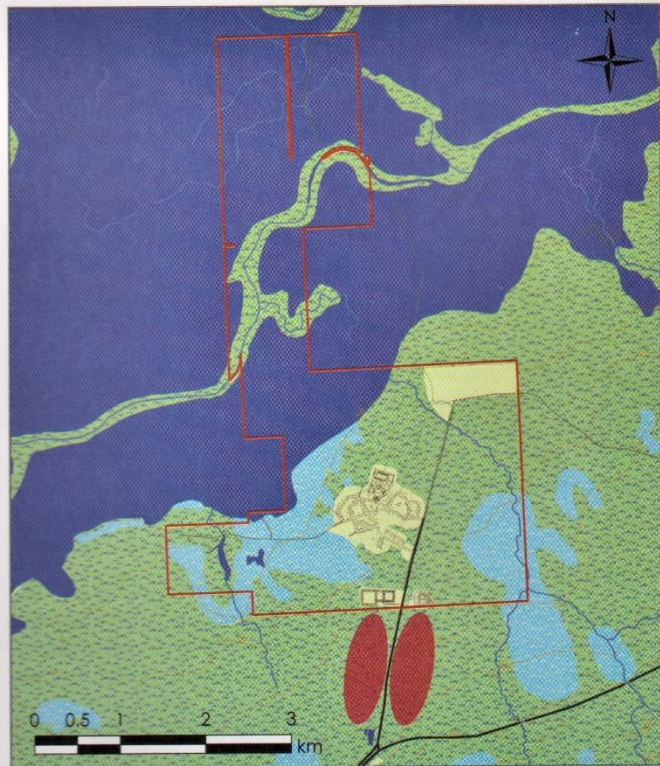


# Shoal Lake Community Boundary

context



-  Potential Land Exchange Area
-  Water body
-  Wetland
-  Forested Wetland
-  Cleared Land
-  Watercourse
-  Road
-  Reserve Boundary



## Land Claim

Reserve land is of poor quality for agricultural purposes. Consequently, a land claim was filed with Indian and Northern Affairs Canada in 1996. The community has not received any formal response. An application was filed in December 2003 with the Indian Claims Commission to conduct an inquiry, which is now underway.

### Land Exchange

The northern part of the reserve is under water while the rest of the reserve is characterized by wetlands and forests and is subject to flooding. As a result there is a desperate need for dry developable land. The land claim process is very uncertain. It is difficult to estimate when Shoal Lake will resolve their land claims and obtain drier, more developable land. To address this issue, Shoal Lake is contemplating exchanging the northern part of the reserve for drier land south of the reserve boundary along the access road, thereby increasing opportunities for future development (please see page 12).

### Treaty Land Entitlement

Shoal Lake has yet to negotiate their Treaty Land Entitlement.



#### Interested in Learning More?

The following reports can be found at the Band Office.

Indian Claims Commission, (Inquiry into the claim regarding Red Earth and Shoal Lake First Nations), 2006

The History of Shoal Lake

Treaty No.5 between Her Majesty the Queen and the Saulteaux and Swampy Cree Tribes of Indians at Beren's River and Norway House with Adhesions, 1969

A Debt to be Paid: Treaty Land Entitlement in Manitoba, 1984

Red Earth and Shoal Lake Report, 2002

Sipanok Area Management and Development Agreement, 1998

SMADA Co-Management Council, Executive Briefing Kit, 1994

A Preliminary Analysis of the Claim of the Red Earth and Shoal Lake Bands to Farm Lands under Treaty No. 5, 1997

Sipanok Policy Document, Economic Development

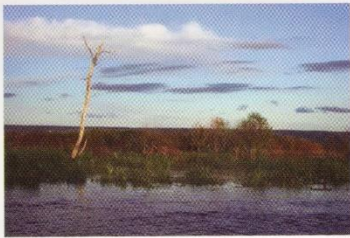
Regional Planning Study for Shoal Lake and Red Earth Bands

Shoal Lake Cree Nation Drainage Study, prepared by UMA Engineering Ltd., 2001

Shoal Lake Cree Nation Community Development Plan, prepared by UMA Engineering Ltd., 2003

### Vegetation and Wildlife

-  Water body
-  Wetland
-  Forested Wetland
-  Planted Trees
-  Cleared Land
-  Watercourse
-  Road
-  Reserve Boundary



Vegetation is abundant on the reserve. Mixed wood forests, marsh and wetland plant species are found in Shoal Lake.

Wildlife is numerous and diverse, with abundant moose, woodland caribou, mule deer, white-tailed deer, elk, black bear, timber wolf and beaver. Typical bird species include the white-throated sparrow, American redstart, overbird, hermit thrush and bufflehead. Fish populations include northern pike, walleye, whitefish, perch and lake trout.

Given the sensitive nature of the wetland habitat that makes up most of the community, it is essential to find a balance between conservation and development.

# Water and Drainage



- Direction of Drainage
- ~ Watercourse
- Water body
- Wetland
- Forested Wetland
- High Risk Flooding Areas
- Cleared Land (susceptible to flooding)
- Road
- Reserve Boundary



Due to wet conditions, the maintenance of existing buildings is an ongoing challenge.

## Water

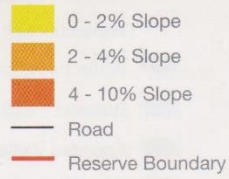
Water is found throughout the reserve in the form of lakes, streams, creeks and wetlands. The area also has a high water table. Water drains into the community from the Pasquia Hills which are southeast of the reserve, contributing to the overall wet conditions. Flooding is a serious issue and dry developable land is extremely limited. The maintenance of existing buildings and locating new development for Shoal Lake's growing population is an ongoing challenge.

## Drainage

Knowing which way water moves is important for planning future development and land uses. For example, the community's water supply should typically be located on higher land than a landfill or sewage lagoon.



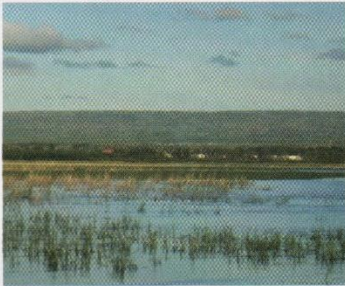
## Slope



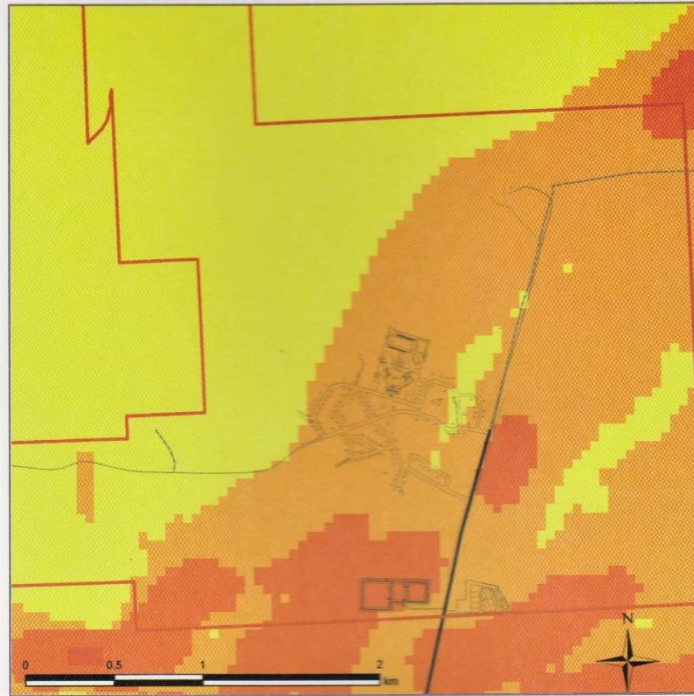
### What is percent slope?

$\% \text{ Slope} = (\text{rise/run}) \times 100$

Example: A 4% slope represents a 4 metre rise over a 100 metre horizontal distance.



In this photo you can see the Pasquia Hills behind the low-lying community of Shoal Lake.



This map shows that Shoal Lake is located on relatively flat land. Slope increases toward the Pasquia Hills southeast of the reserve boundary. Generally areas that have over 15% slope are considered impractical for development. There are no areas within Shoal Lake that have a slope greater than 10%.

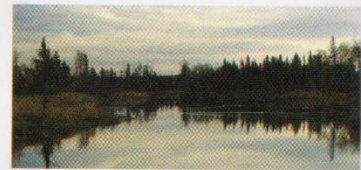
This map also shows that Shoal Lake is located at a lower elevation than the surrounding landscape. Water will always drain into the community contributing to the wet conditions and flooding issues.

## Culturally Significant Areas



- Culturally Significant Areas
- Watercourse
- Water body
- Wetland
- Forested Wetland
- Cleared Land
- Road
- Reserve Boundary

This map shows areas of great importance to Band members that must be protected for future generations. Areas considered culturally significant include the cemetery, boat launch, sweetgrass and salt collection area, a proposed park and gathering place, a hunting area and the area along the shoreline of Shoal Lake where people docked their canoes and picked traditional medicines such as Rat Root. In addition, the shoreline area has been and continues to be a fishing spot and spawning area.

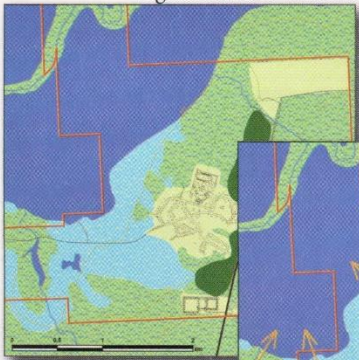


## Sensitive Areas

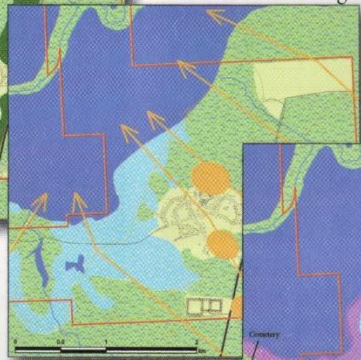
The sensitive areas map (found on the next page) identifies parts of the community that are special, rare or environmentally delicate. Identifying sensitive areas is an essential step in planning. It highlights significant sites that should be protected and also helps to determine where new development may occur or what kind of development should occur, depending on the sensitivity of the site (e.g. susceptibility to flooding). It is also instrumental in determining how much growth can be accommodated within existing boundaries.

The sensitive areas map combines information on vegetation and wildlife, water and drainage, culturally significant areas, and slope.

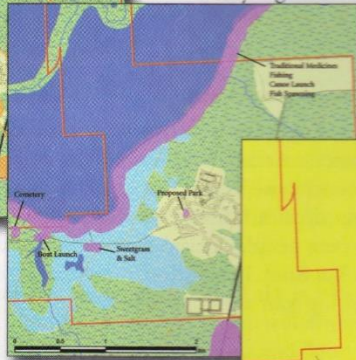
Vegetation and Wildlife



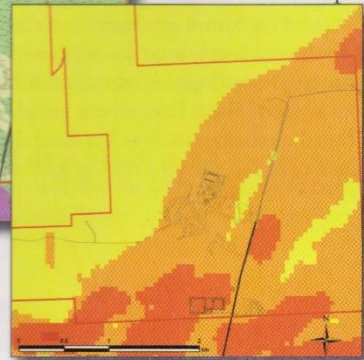
Water and Drainage



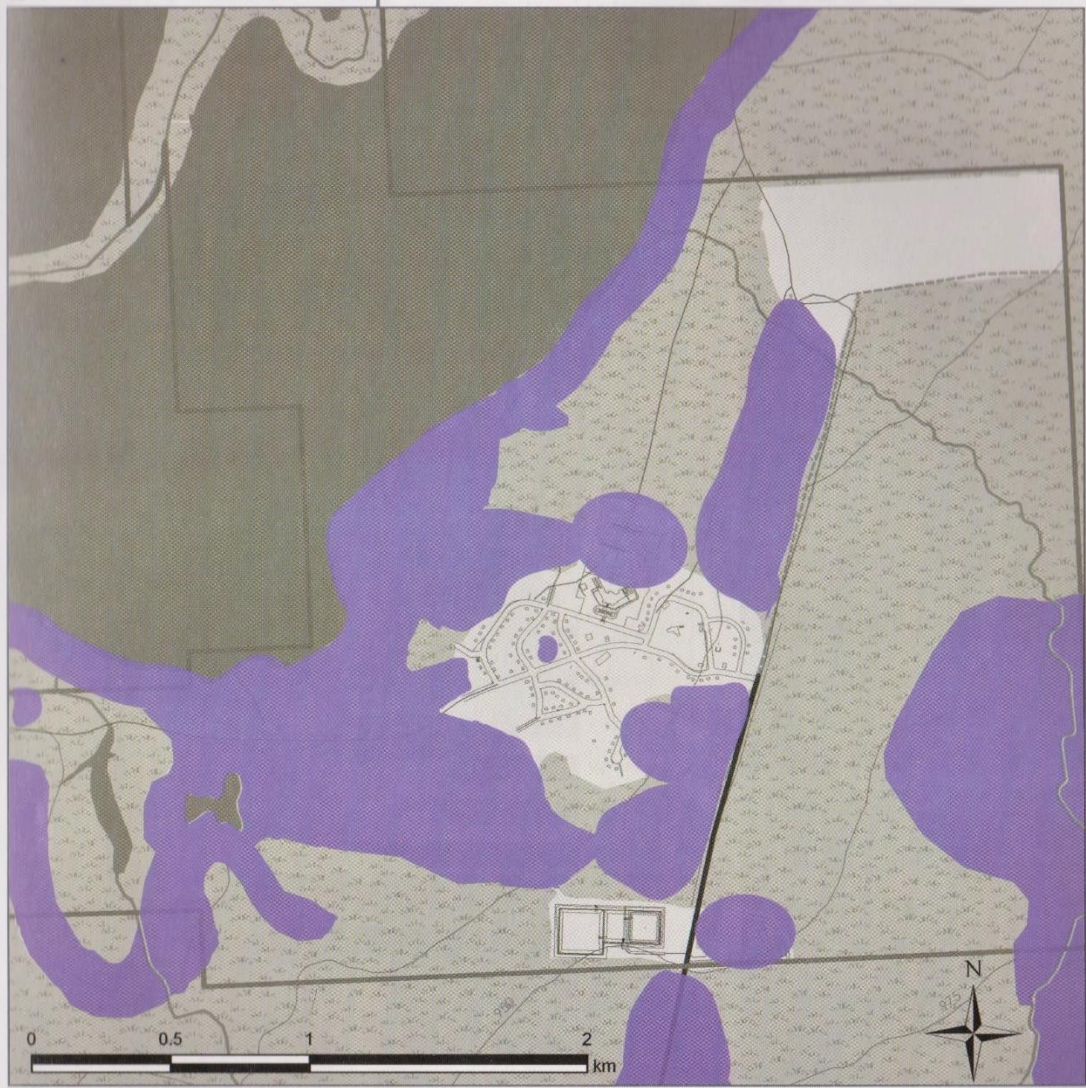
Culturally Significant



Slope



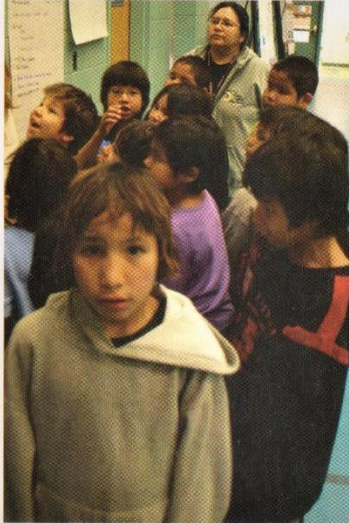
### Sensitive Areas Map



All sensitive areas are shown in purple and indicate parts of the community that need either creative approaches to development, or that should be protected or touched very lightly.



Information about **PEOPLE** is important for determining future housing, facility and service needs, and understanding how culture and values affect the way of life.



The median age in Shoal Lake is 16, meaning that half of the population is under the age of 16, while the other half is over the age of 16. The median age in Saskatchewan is 39, while the median age in all of Canada is 38.



## Population

In 2005 the total registered population of Shoal Lake Cree Nation was 787.

- 663 on-reserve members
- 124 off-reserve members

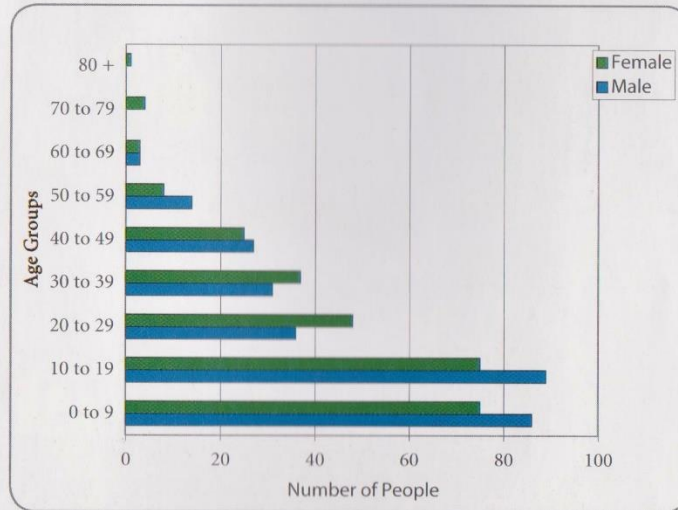
Source: PAGC Annual Report, 2006

## Population Growth

Shoal Lake's population has increased by approximately 20% in the last five years. This growth rate is dramatically higher than the rest of the province. On the whole Saskatchewan's population decreased by 1.5% over the same period.

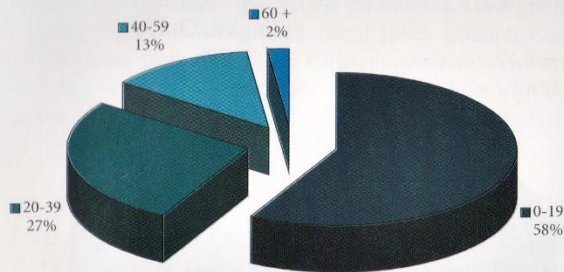
Source: Sask Health, 2005

## Age and Gender Distribution



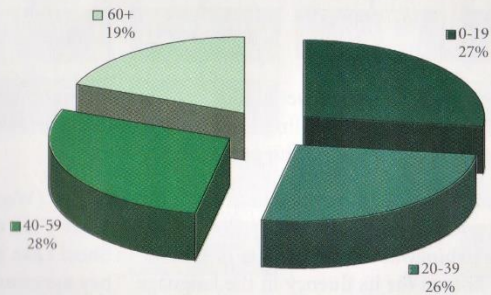
Source: Sask Health, 2005

### Shoal Lake Age Distribution



Source: Sask Health, 2005

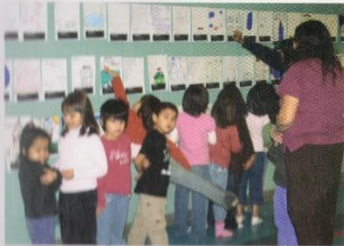
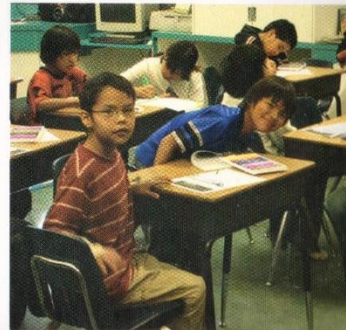
### Saskatchewan Age Distribution



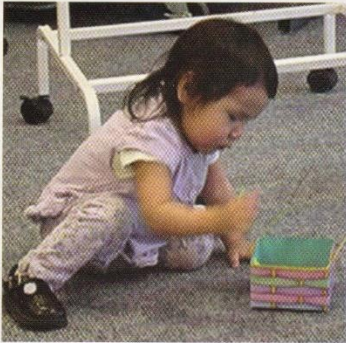
Source: Sask Health, 2005

#### AGE DISTRIBUTION

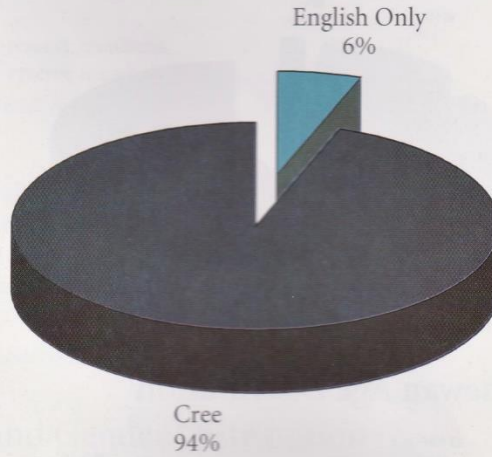
Shoal Lake has a very young population. Over 80% of the people are under the age of 40. This implies that the community will have to plan for and consider education, skill development and employment opportunities for its youth. This also means that housing projections should include additional units for young singles, couples and families to meet the needs of a young and growing population.



### Language Use



Shoal Lake is one of few First Nation communities today where the traditional language, in this case Swampy 'n' Cree, is the first language for the majority of the population. There has been some discussion among community members to share this important knowledge with other First Nation communities in Saskatchewan.

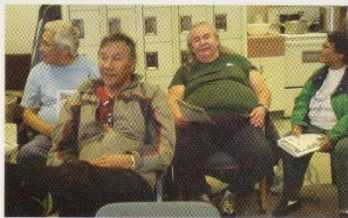


Source: Statistics Canada, 2001

The Cree language belongs to the Algonkian linguistic family. Spread throughout North America, this linguistic group consists of Mi'kmaq, Naskapi, Montagnais, Algonquin, Chippewa and Ojibway.

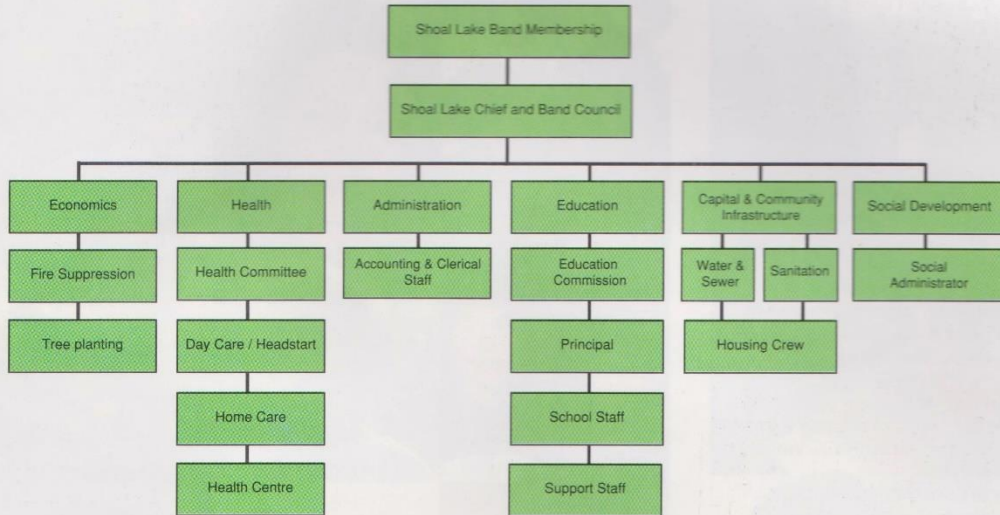
There are three dialects of Cree spoken in Saskatchewan, 'th' (Woodland Cree), 'y' (Plains Cree) and 'n' (Swampy Cree). The Swampy Cree refer to their dialect as 'néhinawak'. Swampy Cree is spoken in Shoal Lake and the community is known for its fluency in the language. They are considered to be the "keepers of the language".

Cree is the predominant language spoken in the home, however English is taught and used at school.



## Governance and Administration

Shoal Lake is one of twelve First Nation communities that are members of the Prince Albert Grand Council. Shoal Lake's Chief & Council are elected every three years. Shoal Lake Council members each have one or two portfolios they are responsible for. Councilors along with Band staff manage the Band's programs and services.



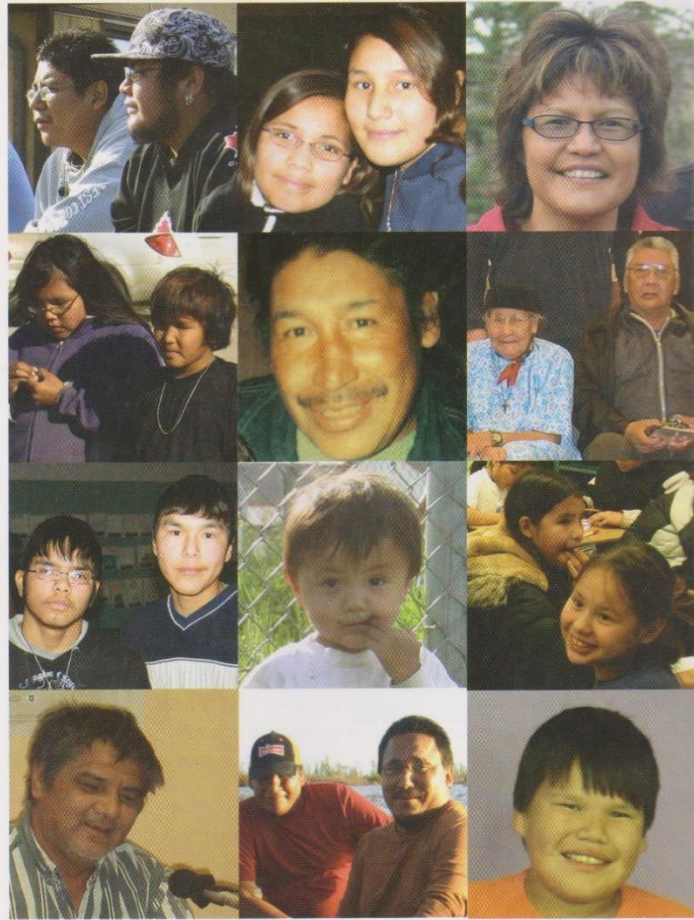
There are many community groups, committees and boards within Shoal Lake.

**Community Groups**

- Two Choirs (Wacihk Cree Singers & First Nations Cree Singers)
- Prenatal Group
- Alcoholics Anonymous
- Men's Support Group
- Women's Support Group
- Iskewak Women's Council (IWC)
- Outfitters
- Planning Work Group (Comprehensive Community-Based Planning)

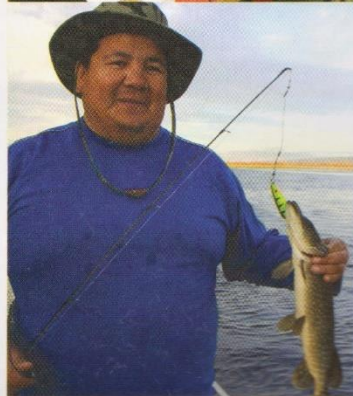
**Committees & Boards**

- Education Commission
- Health Committee (Headstart, Daycare, Home Care)
- Emergency Response Committee (First Responders)
- Interagency Steering Committee
- Recreation Committee (includes Fundraising)
- Student Representative Council
- Eastern Sector Committee (including Red Earth & Cumberland House)
- Representative on PAGC Women's Commission
- Shoal Lake Nutrition Program (example: Good Food Box)
- Nicapanok Committee (grandparents and grandkids)
- Nicapanok (Indian Child & Family Services)



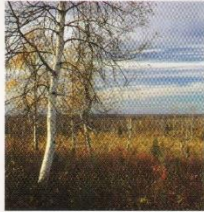
## Community Activities

- Winter Festival
- Community Fish Derbies
- Clarence Lathlin Slow Pitch Tournament (hunting safety awareness)
- Oscar Bear Memorial Golf Tournament (tournament dedicated to former councillor and his contribution to leadership)
- Annual Darlene Cook Memorial Volleyball Tournament (drinking and driving awareness)
- Diabetes Wellness Days
- Family Camp
- Culture Camp
- Youth Camp
- Sadies Diabetes Walk
- Fine Arts Festival
- Christmas Concert
- Culture Week
- Annual Treaty Day



## Historic Events Timeline

Context



- Shoal Lake signed Treaty 5 on September 5  
1875
- Shoal Lake and Red Earth recognized as the "Pas Mountain Band"  
1877
- Shoal Lake Day School opened  
1885
- Members started living in log cabins  
1911

- 1850
  - Shoal Lake was founded by two brothers: Osawask (Yellow Bear) and Kisemoswakapaw
- 1874
  - Missionary Reverend Hines built a school/chapel
- 1876
  - Shoal Lake signed an adhesion to Treaty 5
  - On September 7, the Indian Act was implemented
- 1882
  - Indian Agent A. McKay recorded Shoal Lake's population at 61
- 1884
  - Original land survey for Shoal Lake completed by TD Green

### Shoal Lake Cree Nation's Elected Chiefs

- 1910-1949
  - Chief Albert Moore



- Shoal Lake Band recognized by the Federal Government (no longer considered the "Pas Mountain Band")

1913



- Interviews with Elders described life of Band members during this year. Band members survived on traditional foods, a church opened, transportation involved canoeing in summer and horse teams in winter, housing consisted of log cabins, traditional medicines were used, clothing was homemade, and social events included home dances and square dances with fiddles.

1939



- Flu epidemic hits community
- Shoal Lake store operated by RA Hutton

1943

1936

- Shoal Lake & Red Earth began "Sipanok for Development Project" (1936-1956)

1940

- Last year the Goose Dance was performed
- Federal Government decided to develop the Sipanok Territory

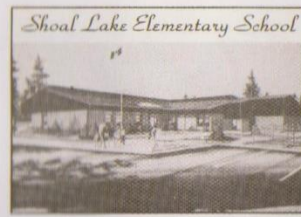
1942

- Major forest fire struck in Spring

1949-1966

- Chief Gilbert Moore





- Shoal Lake received services including power lines, grid roads and a water pump house  
1965
- Elementary School opened  
1967
- Prince Albert Grand Council (PAGC) formed (12 bands)  
1977

- 1956**
- Carrot River Airways opened to provide medical transportation for Shoal Lake, Red Earth and Cumberland House
  - A semi-year-round road was developed for the Carrot River District; a bush trail was developed to Shoal Lake and Red Earth

- 1958**
- June 25: Crown agreed that mines and minerals under roads and trails belong to First Nation communities in the area

- 1960**
- Shoal Lake women formed the ACW (Anglican Church Women) group, and take on wake services, community cooking and other Shoal Lake activities

- 1974**
- Shoal Lake tree planting project began

- 1966-1978**
- Chief Thomas Young

- 1978-1981**
- Chief Norman Duncan Head



people • people • people

Community Core

Context



Coast

• Shoal Lake entered the first National Aboriginal Fastball Tournament in Saskatoon  
1983

• April 12: Shoal Lake Band recognized as Shoal Lake of the Cree Nation  
1987

• Major fire occurred in the community  
• New Band Office with adjoining Fire Hall opened  
1989

• Street lights, street signs and sewage pumping station installed  
1995

• Shoal Lake Health Centre opened  
• January 23: Indian Child & Family Services, Eastern Sector Memorandum of Understanding was signed  
1997

1992  
• Sipanok Agreement signed

1994  
• Water & sewer infrastructure built

1996  
• Water Treatment Plant opened  
• Shoal Lake and Red Earth submitted Land Claim for farmlands under Treaty 5

1981-1984  
• Chief Walter Lathlin



1984-1990  
• Chief Charles Whitecap

1990-1999  
• Chief Dennis Whitecap





## Community Core



**SETTLEMENT** is the connection between the people and the land. It's defined by how people use the land, and what is constructed on the ground. This information allows the community to see how it has developed physically over time, how the community is organized and what assets exist.

### BUILDINGS AND FACILITIES

- Band Office
- Fire Hall (fire truck not working)
- Head Start Program
- Day Care
- Wacihk Convenience Store
- Wacihk Education Complex (includes a gymnasium, industrial arts, home economics classroom)
- Track and Field
- Outdoor Rink
- Three Ball Diamonds
- Soccer Field
- Outdoor Basketball Court
- Nicapanok
- Wellness and Health Centre
- Water Treatment Plant
- Two Sewage Lift Stations
- Well House
- Three Churches
- Cemetery
- Gravel Pit
- Kabota Tractor (useful for snow removal, landscaping)
- Garbage Collection Truck
- Four Storage Buildings

Many of these facilities require repairs.





### Roads

Shoal Lake is bypassed on the south by Highway 55 which is currently being paved. This highway connects Nipawin with The Pas, Manitoba which is to the northeast. Shoal Lake Road runs north into the community and branches off Highway 55.

The roads within the reserve are suitable for driving, although roads do become flooded at times and maintenance and repairs are needed to ensure safe driving conditions and access in case of emergency. Other means of transportation into the reserve include snowmobiles, all terrain vehicles, helicopters, planes and water based transport such as canoes and kayaks.



### Lighting

Lighting is in place throughout the community core, however, there are many broken lights that need to be replaced (e.g., at the hockey rink). In addition, there is a need for more lighting at the community ball diamonds.

### Housing

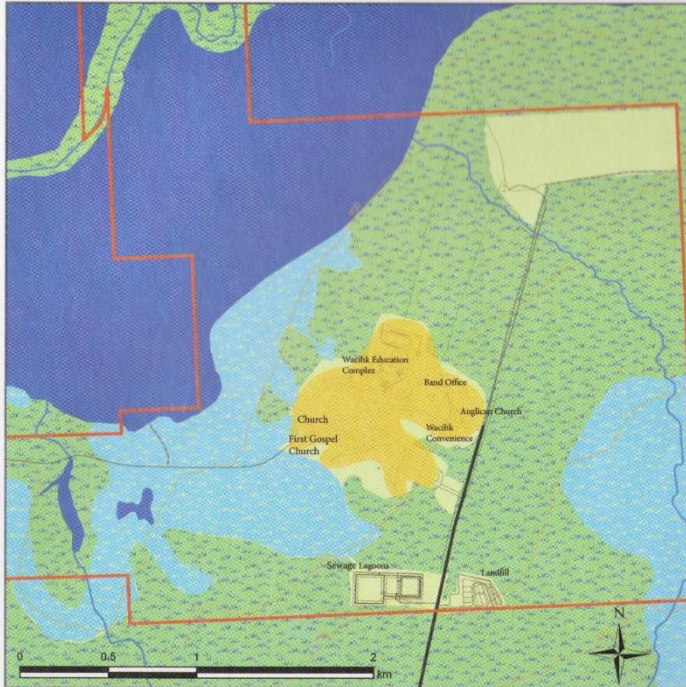
For a population of 663 people, there are 95 houses in Shoal Lake. According to Band staff, 26 of these houses are overcrowded. Approximately 30 families are on a waiting list for new housing, a significant issue given Shoal Lake's growing population.

Of the 95 houses in the community 56 are in good condition, 25 are in fair condition and 14 are in bad condition. As Shoal Lake is located on very wet land, some of the houses have problems with mould.

The wet environment and overcrowded conditions makes it difficult for community members to maintain their homes. Wet and overcrowded conditions are also having a negative impact on the overall health of community members.



## Existing Services



- Serviced Areas
- Watercourse
- Water body
- Wetland
- Forested Wetland
- Cleared Land
- Road
- Reserve Boundary

Shoal Lake has numerous and lengthy Boil Water Advisories every year. A Boil Water Advisory that was put in place in June of 2006 has not yet been lifted. Groundwater in Saskatchewan is generally very difficult, if not impossible, to treat with conventional chemical treatment systems\*. It would be beneficial for the community to carefully examine their current water treatment system and seriously consider converting their system to better address water concerns.

\*(Source: <http://www.safewater.org>)

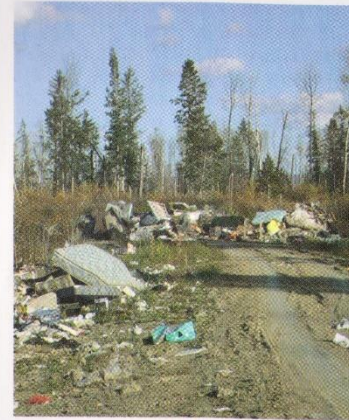
### Water

Three wells are located approximately six kilometres southeast of the community core that collect water from the existing surface and ground water system and pump it to the Water Treatment Plant (WTP). The Plant processes and distributes the water to the community core area. All lots have individual water connections (see sidebar for water quality notes)


### Waste Management

**Sewage** is collected and pumped southward to a two-cell lagoon system located south of the community core on the west side of Shoal Lake Road.

The **landfill** is also located south of the community core and is on the east side of Shoal Lake Road. There is no optimal location within the reserve boundary for a landfill and as a result, the landfill floods each spring.



## Serviceable Areas

 Serviceable Areas

The serviceable areas map shows the areas where basic community services such as sewer and water exist, or could be extended with relative ease.



Given Shoal Lake's growing population there is a real need to identify suitable areas for future development. Ideally, it is desirable to locate new infrastructure and development close to existing infrastructure to reduce costs and to ensure the cohesiveness of the community is maintained. In addition, any decisions about extending roads, waterlines, or sewer pipes should always take into consideration environmental implications.

Shoal Lake's next water and sewer upgrade is scheduled for 2009.

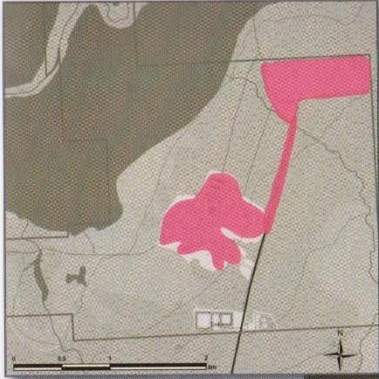


The serviceable areas in Shoal Lake were determined by putting together the location of current infrastructure, where the land has already been cleared, as well as determining with community members where dryer pockets of land exist. Given the limited amount of developable land, it is reasonable for infrastructure to be extended in the core area as well as north of the community to the 'hay lands'.

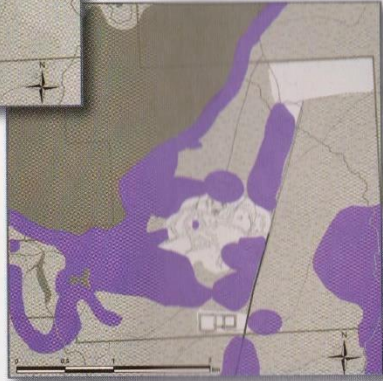
The hay lands area is not close to existing services, however, given the wet and environmentally sensitive conditions of Shoal Lake's land base, and the fact that the hay lands have already been cleared and have some dry pockets, extending infrastructure to this part of the reserve is a real possibility. Infrastructure in this area could support a possible healing and wellness centre, culture camp, Pow wow grounds and outfitter cabins (see Chapter 3 for more details).

## Developable Areas

Serviceable Areas



Sensitive Areas



Given that Shoal Lake has an extremely wet land base creative approaches to infrastructure and development will be required.

The developable areas map (found on the next page) was created by examining both the serviceable areas map and the sensitive areas map. The serviceable areas map demonstrates those parts of the community where services exist, or could be extended with relative ease. The sensitive areas map highlights parts of the community that need either creative approaches to development, or that should be protected or touched very lightly. By combining serviceable areas and sensitive areas it is possible to determine where it is feasible and desirable to develop new infrastructure, housing and community projects.





- Developable Areas
- High Risk Flooding Areas

Both these areas need a creative approach to development.

### Employment Rate

#### Employed

Approximately 117 people have full-time or part-time employment.

School ..... 40 people

Health Centre ..... 21 people

Band Office ..... 20 people

Store ..... 6 people

Seasonal work ..... 30 People

Source: Shoal Lake Cree Nation, 2007



**ECONOMICS** is about how a community sustains itself. It is also about what people do, how resources are used and what keeps the community going. Both traditional and modern ventures are important contributors to Shoal Lake's economy.

#### Unemployed

(people who are able to work - excludes children and Elders)

Shoal Lake Cree Nation 60%

Source: Shoal Lake Cree Nation, 2007

Saskatchewan 6.3%

Canada 7.4%

Source: Statistics Canada, 2001

#### Privately owned businesses

- Four Medical Taxi Services (operates on a 1 week rotational basis)
- Outfitters
- Wacihk Convenience Store and Gas Pumps
- Cattle Operations
- Three home businesses selling fast food (e.g., clubhouse sandwiches, fries, pizza, pop)
- Two home businesses renting DVD's

*consultation*

Money is spent locally on gas, tobacco, and food. All other money is spent off the reserve, in Nipawin, Prince Albert and other surrounding areas.



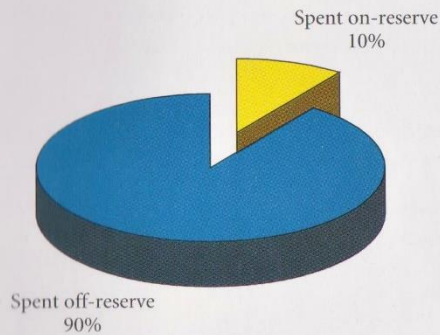
**Economic Initiatives**

A priority of Shoal Lake Cree Nation is to generate community prosperity and to create local employment opportunities for members. Several projects have been initiated and will continue to develop.

- Shoal Lake Development Corporation
- Eco-Tourism Certificate Training Program: delivered in 2004/2005
- Shoal Lake and Red Earth are in negotiations with the Provincial government to get full jurisdiction of the Sipanok Territory. If they are successful the communities will be better able to pursue forestry, tourism and other opportunities.
- Moose Whisper Lodge and Service Station
- Indoor arena
- An application to the Northern Development Fund has been made on behalf of Shoal Lake, Red Earth, and Cumberland House to take part in an ethanol commercialization initiative.

**Economic Leakage**

Economic leakage refers to the amount of money that is spent by community members outside of Shoal Lake. Understanding where local residents spend their money (particularly the money they spend off-reserve) will help to determine what new products and services can be provided on-reserve through creative economic development initiatives. Reducing economic leakage can lead to increased self-sufficiency, and can be an indicator of success for existing local businesses and services. Currently, community members estimate that 10% of their household income is spent in the community; the remaining 90% is spent off-reserve.



Source: Shoal Lake Cree Nation, 2007

## Human Resources

Band members have experience and credentials in a variety of areas.

### Education

- Teachers/Teachers Aides
- Early Childhood Education

### Health and Wellbeing

- Facilitators
- Social Workers
- Community Wellness Workers

### Business Administration

- Accounting
- Human Resources

### Trades/Technical

- Carpenters - Level 3 certified
- Heavy Equipment Operators with road construction experience
- Tree Planters
- Tourism
- Fire Suppression Crew
- School Bus and Taxi Drivers
- Radio Announcers
- Hunting and Trapping
- Resource Management

## Skill Development Opportunities

A number of programs are in place that provide opportunities for Band members to develop their skills.

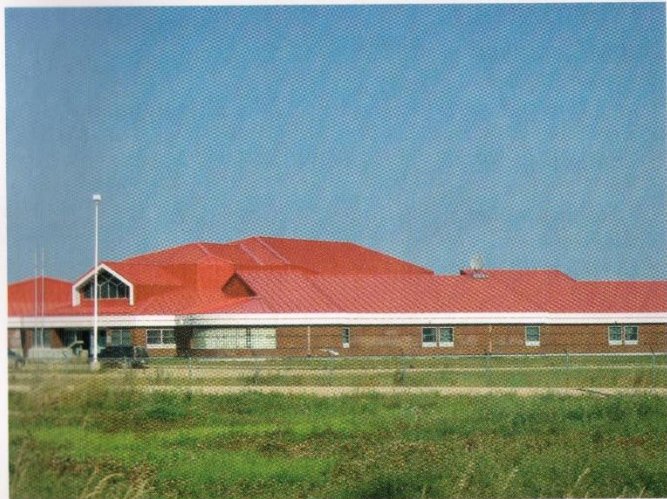
- Shoal Lake Summer Student Program: provides students with job experience
- Driver Training
- Post Secondary Students Support Program
- Shoal Lake Health Centre: offers development and training opportunities for staff
- First Aid and CPR training
- Safe Food Handling training
- Oil Field training program
- NNADAP (National Native Alcohol and Drug Addictions Program)
  - training for coordinators and staff.



## Education

The Shoal Lake Cree Nation Wacihk Education Complex opened in 2000 and provides education for pre-school/kindergarten through Grade 12. The facility is 3,455 square meters, including new accommodations for 8 teachers. It can house a maximum of 398 students. In 2007, 250 students attended the Wacihk Education Complex.

The school provides extra-curricular activities such as square dancing, a fine arts festival, culture week (where students learn more about First Nation culture and traditions) and a choir program. It also offers a nutrition program that provides nutritious snacks to students, including a complete breakfast.



Strengths and issues are tied together.

STRENGTHS present a way to use and build upon what already exists in the community, and take advantage of what is working well.

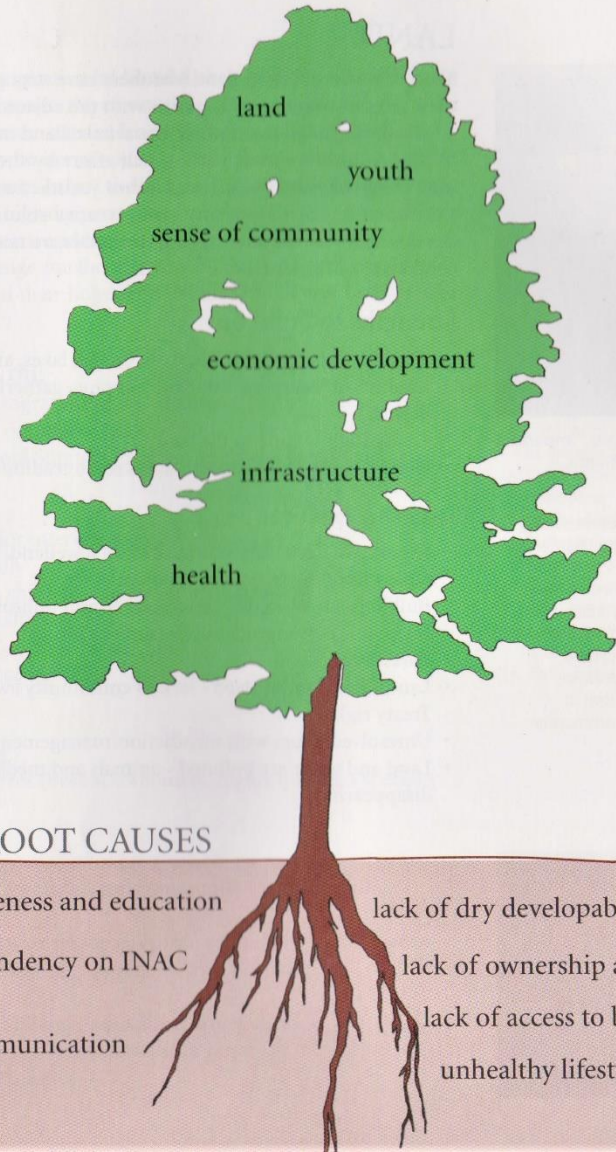
ISSUES present opportunities for improvement and highlight areas that require attention.

## Strengths, Issues and Root Causes

The intent of identifying community strengths and issues is to better understand what can be built on (local tools, resources, skills etc.) and what needs to be changed (gaps in programming, services etc.). Understanding the strengths and issues in Shoal Lake means understanding the possibilities and challenges that exist in the community. The following pages will present six themes, each of which has an associated list of strengths and issues. The themes are intended to represent major areas of concern and pride in the community and are a way to understand the many facts as well as perceptions and attitudes Shoal Lake Band members have about their community.

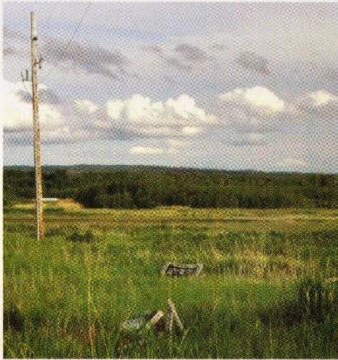
The root causes of the issues are presented alongside each theme. Root causes are the underlying reasons why issues exist in the first place. They are presented in this section to gain a full understanding of the current situation and to reveal what the future implications are if issues are not addressed.

On the next page, as well as at the end of this chapter (in more detail), the common root causes are listed. Through examining the root causes for each theme, it becomes clear that many of the issues are linked together. Common root causes reveal how issues stem from similar core problems and not only highlight the need for change, but also suggest the direction of that change. In that sense, they are indispensable links between the way things are and the way things might be.



COMMON ROOT CAUSES

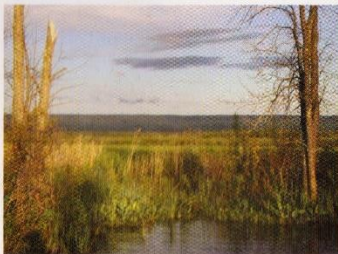
- lack of awareness and education
- dependency on INAC
- lack of communication
- lack of dry developable land
- lack of ownership and responsibility
- lack of access to basic necessities
- unhealthy lifestyles



Location and Culture are important components of the Land theme.

**Root causes:**

- Lack of community understanding and knowledge of Treaty Rights and Land Claims
- Lack of discussion between Shoal Lake, Federal and Provincial governments regarding Treaty, Land Claims and Sipanok Territory
- The community is located in an extremely wet area that is largely unsuitable for community development



**LAND**

Shoal Lake Cree Nation Band Members have strong ties to the land within their reserve boundaries as well as with the adjacent lands (Sipanok). The land is the foundation on which Shoal Lake Band members have built their lives and culture and as such, much effort by the community has gone into resolving land claims and other jurisdictional issues. In addition to continuing this important work, creative solutions to the design and development of new and existing structures are needed to address the wet conditions of the land base.

**Strengths to build on:**

- The land is beautiful (hills, trees, creeks, lakes, animals)
- Livelihood (camping, hunting, trapping, gathering, duck and fishing derbies)
- Treaty Rights - title to the land
- Family, Youth and Culture Camps teach traditions and culture

**Issues to explore:**

- Shoal Lake Cree Nation is located on a wetland, there is high water table - flooding is a major problem
- Buildings are mouldy - unacceptable and unhealthy
- Economic development opportunities limited
- Forest fires
- Land Claims unresolved - lack of community awareness regarding Treaty rights
- Unresolved issues with jurisdiction/management of Sipanok Territory
- Land and water are polluted - animals and medicinal plants disappearing



## YOUTH

Youth make up a large portion of Shoal Lake's population and are an extremely important asset to the community. They are the future of the community. While there are outstanding young people in Shoal Lake, there is a lack of opportunity for some youth to learn skills, values and culture. Actions need to be taken to ensure the issues affecting youth (lack of youth focused programming, high drop out rates, boredom, gambling, vandalism, drugs, alcohol, violence) are addressed. If issues are not addressed, it will continue to be a challenge for the majority of the young people to reach their potential, to attain their hopes and dreams and to give back to their community.

### Strengths to build on:

- Innovative school programming and dedicated teachers
- Community school on reserve (all grades)
- Post Secondary School Support Program (provides funding for students)
- Organized sports
- C@P-Site available for internet access
- Wacihk Radio Station
- Nicapanok protects children and strengthens families
- NNADAP at the Health Centre
- Youth & Wellness Coordinator and Staff
- Aboriginal Workforce Initiative

### Issues to explore:

- Shortfall in funding
- School needs resources (books, computers, highly qualified specialty teachers)
- High dropout rate
- Post secondary programs no longer available on reserve
- High population of youth, no real community focus on youth
- Youth are bored
- Not enough activities or resources (youth centre, hockey rink, after school activities, recreation equipment, transportation)
- Family breakdown
- Involvement with gambling, vandalism, drugs, alcohol
- Some youth end up in prison and/or join gangs
- Lack of work opportunities



Education, Activities and Resources, and Lifestyle are important components of the Youth theme.

### Root causes:

- Lack of parental support/ involvement
- Lack of ownership/youth given handouts
- Residential school impacts (loss of culture)
- Family breakdown/unresolved issues
- Lack of teacher/parent communication
- Lack of awareness of programming needs
- Easy access to drugs and alcohol





Governance, Unity and Culture are important components of the Sense of Community theme.

**Root causes:**

- Lost concept of “keepers of the land”
- Lack of cultural programming
- Lack of ownership/responsibility
- Lack of pride
- Negative behaviours (drugs, alcohol, littering) becoming normal, accepted.



## SENSE OF COMMUNITY

A sense of community means having community pride, identity and a sense of belonging. For Shoal Lake this sense of community is most apparent through Band members helping their neighbours, sharing resources and participating in community events. By nurturing these strengths and providing opportunities for community members (both on and off reserve) to share knowledge and communicate ideas it will be possible to address issues and avoid further destruction of Band property, reduce dependence on outside sources (i.e., INAC) and strengthen culture, values and traditions.

### Strengths to build on:

- Governance Act, Election Act, Code of Ethics
- Good communication between leadership & community
- PAGC provides support to the community
- Good participation in community events
- Good relationship with Red Earth & Cumberland House
- Respect for Elders wisdom, knowledge, visions for future
- Assemblies held to listen and discuss issues in community
- Volunteerism - people help one another
- Language - almost all Band members speak Swampy Cree ‘n’ dialect
- “Strength in our Creator, our prayers, our Elders”
- Family, Youth and Culture Camps teach traditions & culture

### Issues to explore

- Too dependent on INAC
- No regular newsletter, no regular communication with off-reserve members
- Elders are passing away without teaching their wisdom and knowledge to community members
- Lack of care/pride for community (vandalism, litter)
- Drugs/alcohol, drug dealers in community
- Family breakdown
- Not enough programs/methods to ensure culture and traditions are passed on to community members

## INFRASTRUCTURE

Infrastructure is an important component of any community. Well thought out services and facilities create unique, healthy and safe spaces and places for people to live, work and play - they allow a community to function. While Shoal Lake has a variety of services and facilities, these components should be upgraded to better meet the needs of community members. In addition, by upgrading and building appropriate infrastructure (for both a wet and cold environment) it will help the community avoid the continued and costly repairs of maintaining infrastructure.

### Strengths to build on:

- Seasonal fire crew and own fire truck
- Emergency Response Plan and Pandemic Plan in place
- Numerous existing facilities: Band office, fire hall, store, school (gym, library, industrial arts and home economics classroom), outdoor rink, three ball diamonds, wellness and health centre, water treatment plant, three churches, cemetery, gravel pit, garbage truck, day care, playground, radio station, landfill, four storage buildings, tractor

### Issues to explore:

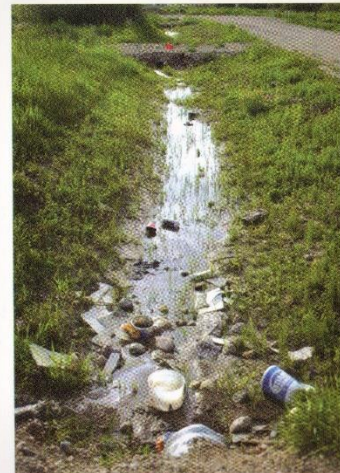
- Fire crew lacks training (need fire protection year round)
- Police services not meeting community needs
- Too much garbage/litter
- Drainage project not complete
- Need new Band office, playground, youth centre, Elders centre, recreation facilities, public library, public transportation, fences, paved roads, sidewalks, street lights, street signs, church
- Water Treatment Plant not working (boil water advisories)
- Graveyard needs repairing,
- Shortage of housing, housing in bad repair, overcrowding, no housing committee
- Too many loose dogs - unsafe
- Flooding and wet conditions make it difficult and costly to maintain and repair infrastructure
- Landfill in bad location - floods every spring



Services and Facilities are important components of the Infrastructure theme.

### Root causes:

- Aging infrastructure and growing population
- No recycling on reserve
- Limited areas on reserve to locate infrastructure (e.g., landfill)
- Dollars to build infrastructure but NO dollars to operate
- Lack of communication between police and community
- Flooding and wet conditions





Training and Local Resources are important components of the Economic Development theme.

**Root causes:**

- Short- term job opportunities
- Reliance on INAC for money, jobs/ programs
- Lack of support for economic development ventures
- Lack of education (high dropout rate)
- Difficult to leave community for jobs and training (lack of affordable transportation)
- Dependency on family



## ECONOMIC DEVELOPMENT

Economic development allows a community to sustain itself. To create economic opportunities, Shoal Lake has a number of training programs and local resources (both human and natural) to build on. With a growing population and current low level of economic opportunities (no new businesses and very few new jobs), nurturing these strengths and community assets is essential. In doing so, Shoal Lake will be better able to avoid increased poverty, dependence on INAC and social assistance. Economic development is an important component of self-sufficiency.

### Strengths to build on:

- Summer student program
- Community members have a variety of traditional and modern day skills
- Construction and home building expertise
- Commercial Outfitters
- Some training programs provided (e.g. Eco-tourism)

### Issues to explore

- Lack of local industry/business
- Lack of employment for youth
- Lack of training for people with low incomes
- Post secondary training no longer available in the community
- Do not have jurisdiction over the Sipanok Territory - limits economic development opportunities (natural resources in particular)

## HEALTH

An increase in the incidence of diabetes, drug and alcohol addictions, unhealthy and overcrowded living conditions, coupled with a shortage of local doctors, is having adverse effects on both the physical and mental wellbeing of community members. Shoal Lake has a variety of strengths to build on such as community programs and facilities, and local knowledge of traditional plants and medicines. These strengths will help community members address issues and focus on nurturing individual, family and community wellbeing and balance. Potential consequences of not addressing declining health conditions include shorter life spans, more young people with addictions and unhealthy lifestyles, loss of values and culture and increased reliance on medication and health professionals. It is important to address these issues to ensure Shoal Lake Band members are healthy and happy and are able to move forward and plan for the future.

### Strengths to build on:

- Health Centre (programs and services)
- Dedicated Band staff
- Home Care
- Community members with knowledge of traditional plants and medicines

### Issues to explore:

- Smoking - increased number of youth smoking
- Alcohol (Fetal Alcohol Spectrum Disorder)
- Drug Misuse
- No retirement home for Elders
- Diabetes
- Overcrowded housing



### Root causes:

- Community members not listening to Elders' wisdom
- Limited access to healthy food
- Lack of access to local/culturally specific health care
- Lack of exercise and limited local recreation opportunities
- Not enough information available on healthy eating and living
- Community members feel unsafe to walk in community (dogs, teens drinking)
- Reliance on vehicles



## COMMON ROOT CAUSES

Common root causes reveal the connections between the fundamental reasons behind the issues and highlight what the community needs to focus on to improve quality of life.

The following Root Causes were identified in Shoal Lake:

- Lack of awareness and education regarding treaty rights, traditional knowledge and wisdom (loss of culture)
- Lack of dry developable land within the reserve boundary
- Lack of access to basic necessities such as healthy food, jobs, transportation and health care
- Lack of awareness and education regarding community programming
- Dependency on INAC, social assistance and the Band
- Lack of ownership and responsibility towards each other and the community at large
- Lack of communication between: the Band and the Federal/Provincial governments, parents and children, parents and teachers, the community and the police, and between the Elders the Community
- Unhealthy lifestyles (drugs and alcohol misuse) - unhealthy people pass on unhealthy habits and lifestyles to children - negative behaviour becomes normal

Chapter 2

# V I S I O N

where the community is going



# Chapter 2: VISION

Planning helps communities understand their current and past situation. Planning also helps to determine where a community wants to go and how to get there. This chapter describes Shoal Lake's Vision for the future and the community's collective values.

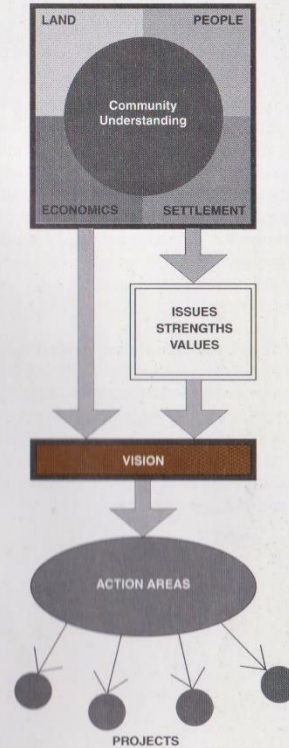
## Community Value Statements

Community value statements describe what the community believes to be important and uncompromisable truths about the quality of life, and as such should always be kept in mind when making decisions.

## Vision Statement

The Vision is a bold statement of the community's ambitions and its long term aspirations. It defines where the community wants to go. Realizing the Vision is challenging and requires effort, leadership and ingenuity everyday (by many people) over the long term.

The Vision is meant to be the lasting and long-term direction for the community that inspires new project ideas, policies and ongoing action.





When a community identifies its strengths and issues, people indirectly articulate what they value. Values are the moral compass that points to what is considered fundamentally important. These values describe what the community believes to be important, uncompromisable truths. Community Value Statements provide a clear foundation for each decision and every choice the community makes.

The Shoal Lake Cree Nation Vision (on the next page) recognizes the importance of the past as it represents culture, language and a way of life. Reconnecting to the past is felt to be essential for community members, as it will guide actions taken today and will lead to a strong, healthy and self-sufficient Nation.

## Community Value Statements

Shoal Lake Cree Nation values and respects the natural environment as it is woven in our history and livelihood and will provide for future generations.

Both traditional and present day education and knowledge are essential components of greater self-sufficiency.

Language and Culture are sources of pride for Shoal Lake Cree Nation. Language and Culture connect us to the past, present and future.

The Youth and Elders are important parts of our community. The Youth represent the future, while the Elders remind us of where we came from and who we are.

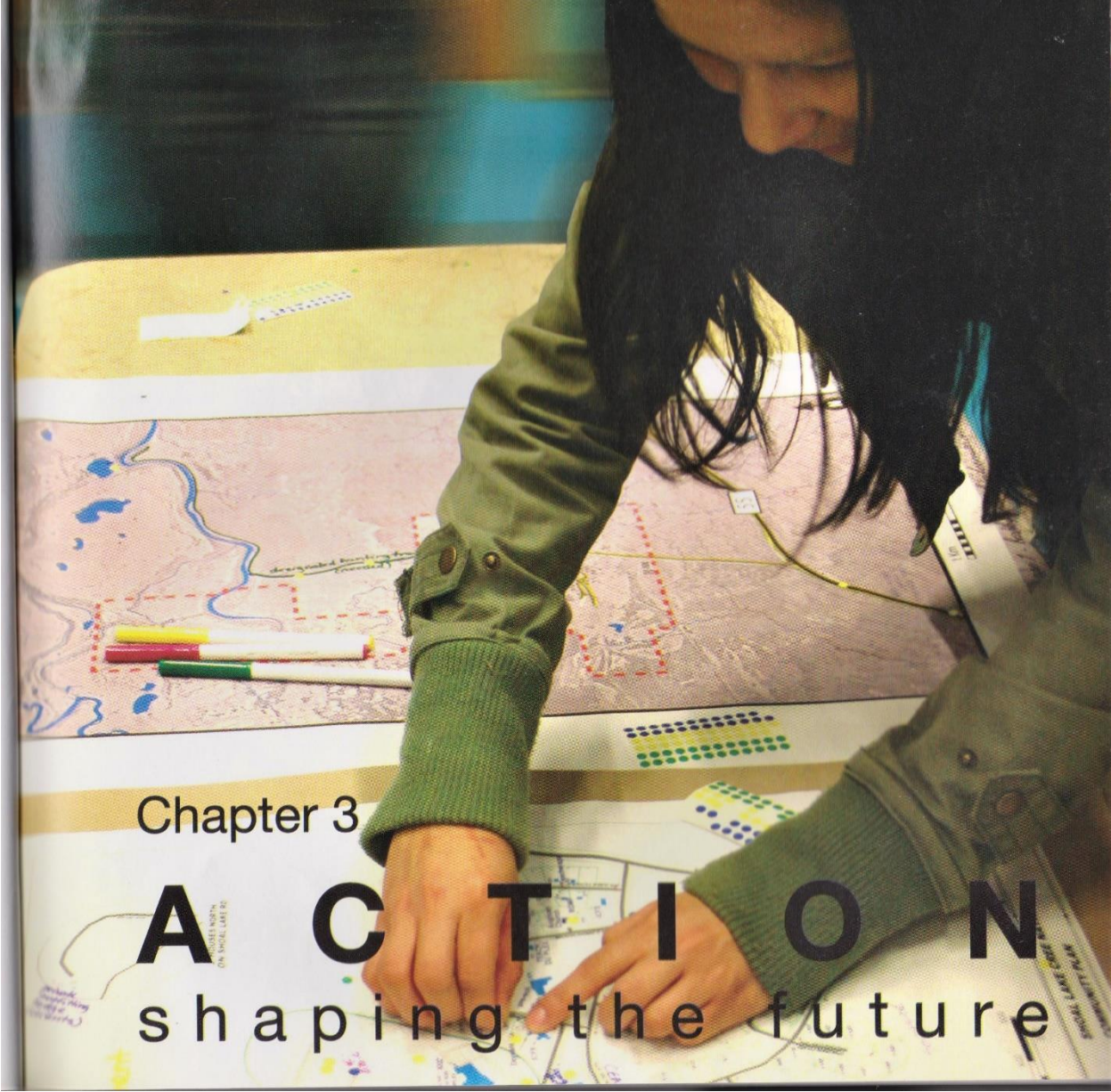
Healthy communities contain healthy individuals. Shoal Lake Cree Nation values the physical, mental, emotional and spiritual wellbeing of its community members.

The community is like a family, sharing and taking care of each other is important.

VISION FOR SHOAL LAKE CREE NATION

**Kàwè tatà kopitamak kayasè  
skamik kákì pè-iskanik isko otè  
nì kan kéhatispanik**

**Shoal Lake Cree Nation will  
reconnect the past to the future  
through actions taken today.**



Chapter 3

**A C T I O N**  
shaping the future

# Chapter 3: ACTION

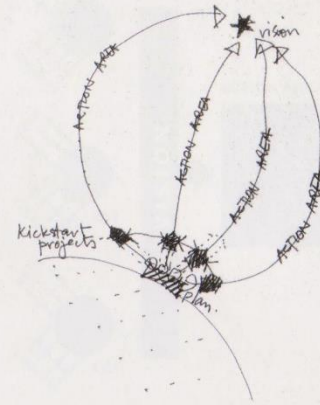
## Action Areas

The Action Areas have been carefully created and refined to provide direction, focus and motivation to ensure Shoal Lake community members collectively reach their Vision for the future. Each Action Area represents a delicate balance that captures the need and potential for change, while focusing energy on the efforts that will make the most difference on the ground. Action Areas should also inspire the Chief and Council, future Chiefs and future Councils, administrators and Band members to imagine new possibilities. The Plan is only useful and worth having because it leads to action that makes a difference on the ground.

Each Action Area should inspire many projects. The lists of projects included in this chapter are simply a starting point. They serve to illustrate the types of projects that are possible and appropriate in terms of addressing issues and achieving the Vision. What gives this Plan and Action Areas life is that they will continue to motivate new ideas, new projects and new ways of ensuring the community achieves its Vision.

Change happens one project at a time. Therefore, regardless of the Action Area it came from, each project needs to connect, reinforce and advance as many of the Action Areas as possible. This requires thought, ingenuity, persistence and leadership to do the most with the least. All aspects of a community such as jobs, housing, health, the environment, recreation, culture and communication are not distinct from each other but connected in a single landscape. Every project should touch on all the components that make a community whole. This approach requires thought, participation, invention, and the determination to resist importing simple “off-the-shelf” solutions with limited local benefit.

To establish Action Areas as a reality in the community, **KICK START PROJECTS** have been developed that give direction and serve as a model for how the Plan should be used and respected everyday, long into the future.

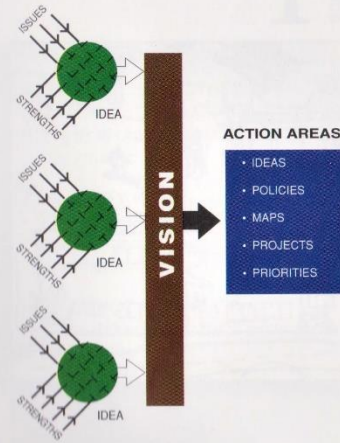


Action Areas describe boldly and simply where the community needs to focus energy and attention to realize their Vision.

## Shoal Lake Cree Nation Action Areas

Action Areas make the Vision more specific and tangible. They describe boldly and simply where the community needs to focus energy and attention to realize its Vision. In that sense, Action Areas serve as bridges between the community's present and its future.

- action area **1** **COMMUNITY TOGETHERNESS**  
Encourages a strong sense of community pride and identity by providing opportunities to communicate, relate and connect with others.
- action area **2** **LAND & COMMUNITY INFRASTRUCTURE**  
Creates opportunities to reconnect with the natural and built environment.
- action area **3** **BUILDING & SHARING KNOWLEDGE**  
Views every situation as an opportunity to learn about or teach traditional and new knowledge.
- action area **4** **CREATING ECONOMIC OPPORTUNITIES**  
Provides opportunities to develop skills and local assets to improve opportunities for all Band members.
- action area **5** **PROMOTING HEALTHY LIFESTYLES**  
Promotes physical, mental, emotional, and spiritual wellbeing through access to local and culturally appropriate programs and services.



# 1 Community Togetherness



*Encourage a strong sense of community pride and identity by providing opportunities to communicate, relate and connect with others.*

The Community Togetherness Action Area considers how the community is organized physically to provide safe, healthy and user-friendly public places to meet and gather. It also provides opportunities for all community members to come together, share and connect through recreation and cultural programs.

This Action Area will:

**Reconnect community members to the land and to each other through design and development.**

The needs of community members will be incorporated into design and development initiatives. As a result, places and spaces will be created to provide community members with more opportunities to live healthy, full lives where they are connected to both the natural environment and one another.

**Provide a broad range of cultural and recreational activities (daily, weekly, monthly, seasonally) to bring the community together.**

Communicating the traditions, practices and history of Shoal Lake is an important component of keeping culture vibrant and alive. Recreational activities provide excellent opportunities for community members to come together to play and share. Programs, services and facilities should be developed in this spirit.

**Open new avenues of communication, both formal and informal.**

Good communication enhances connections, partnerships and good governance. Communication also ensures that decision-making is responsive to community needs, and is inclusive, equitable and transparent.

## 3 action

### INDICATORS OF SUCCESS

In order to track progress and measure success in achieving the goals in this Action Area, key indicators have been identified. Over time, the community will be able to see the difference these actions are making in addressing root causes and improving the quality of life.

### INDICATORS

- Increased number of people participating in community events and/or programs
- Decreased vandalism/crime on reserve
- Increased voter turnout (engaged in decision making)

Baseline data for these indicators can be found in Chapter 4.

# 1 Community Togetherness Possible Projects

## Physical Projects

- Community bulletin boards in many locations
- Pow wow grounds
- Theatre/arts building
- Sports fields
- Community hall
- New lights for hockey arena
- Indoor hockey arena
- Healing trail/recreational trail (boardwalks)
- Four season culture camp
- Community recreation centre (activities, games)
- Create more green spaces and park areas (include, picnic tables, benches)
- Fix up playgrounds and build new ones
- Fix up/clean up basket ball court
- Skateboard park

## Program/Policy Initiatives

- Safe place for youth to spend time - open 24 hours
- Regular community events (community suppers)
- Band staff restructuring/reorganization
- Youth council
- Youth nights (sports, music, carving, beading)
- Broader recreation opportunities (drama, arts, culture, dance)
- More movie nights
- Joint activities/programs with other First Nation communities (canoe trips, talent exchange, youth conference)
- Calendar of events
- Monthly newsletters
- Community website
- Community news on radio
- Annual general assembly
- Transportation (taxi, car pooling) - connecting to places in and around Shoal Lake
- Neighbourhood Watch program
- Day care during wake services

## Kick Start Projects

### COMMUNITY STRUCTURE MAP AND FUTURE DEVELOPMENT MAP

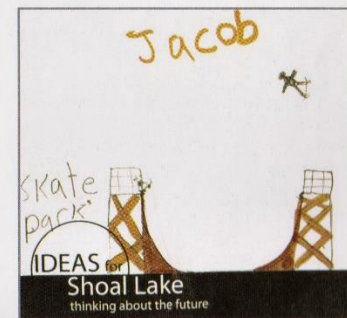
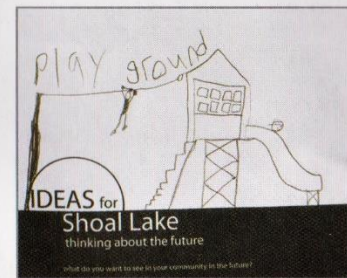
- Physical organization of the community

### COMMUNITY KITCHEN PROJECT

- Place where community members come together, share and communicate

### OPEN SCHOOL PROJECT

- Make the school a focal point in the community

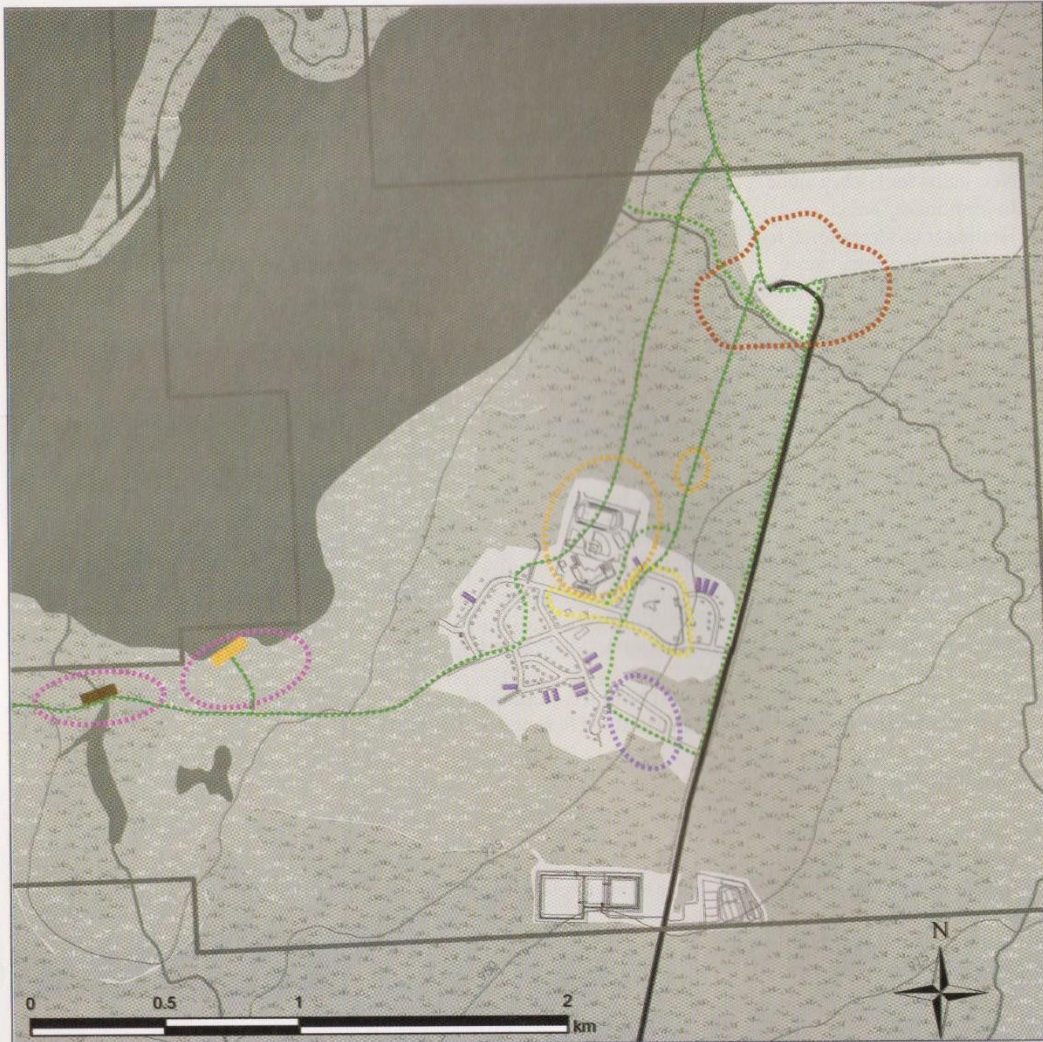


action area

# 1 Community Togetherness

## Kick Start Project 1: Structure Map

3 action





# 1 Community Togetherness Structure Map



**Housing Test Area:** This area has infrastructure in place for additional housing but is also a high risk flooding area. The site is a good testing ground for creatively thinking about and developing a new type of housing that is suitable for extreme environmental conditions and that will better meet the needs of the community.



**Community Core:** Band administration buildings, community services and the convenience store are located here. Existing and future community facilities, services and commercial uses are ideally suited for this location. The addition of a landscaped green space/park will encourage people to meet and gather.



**Education and Recreation Areas:** The school and recreational facilities are located in this area. Updating facilities and developing new facilities (outdoor classrooms, covered walkway, greenhouses) along with connecting the site with other parts of the community will enhance opportunities to play and learn.



**Cultural Area:** New cultural facilities (healing and wellness centre, Pow wow grounds, culture camp, outfitter cabins) are well suited for this area as it is relatively dry and a lovely natural setting. A road and trails to the area exist and additional trails will connect Band members to the area. Improved infrastructure should be located here to accommodate this new development.



**Water Recreation Areas:** Currently used for launching boats and swimming, the addition of amenities such as boathouses, and picnic tables would enhance and encourage activities here.



**Community Beach:** The Beach is located in the Water Recreation Area. Garbage cans, change rooms, a canteen, a lifeguard and a boathouse with canoes, life jackets and paddles would encourage more people to use the area, have fun, get fit and enjoy this great resource.



**Boat Launch:** The Boat Launch is located in the Water Recreation Area. The addition of a dock, picnic tables and garbage cans would enhance this amenity.



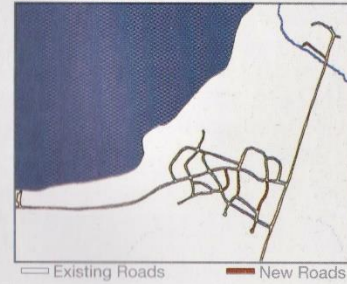
**Existing Vacant Lots:** Given the close proximity of these lots to existing infrastructure, new housing is appropriate for these areas.



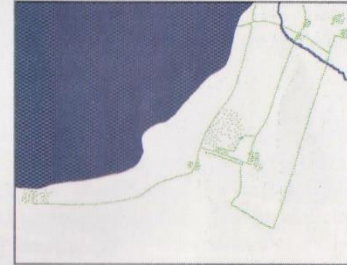
**Trails:** This trail system is a combination of new and old trails and connects community members to community facilities, spaces and places. Interpretive signs and outdoor classrooms are found along the trails, enabling Band members and visitors to learn about Shoal Lake's land, history and culture.

The **Structure Map** is guided by the community's Vision. It lays the foundation for future community development by showing how the physical components of the community should be organized. The structure map shows basic community infrastructure such as roads, trails, gathering places, as well as the distribution of land uses such as housing and commercial development.

Road Network



Gathering Spaces



Community Facilities



action area

# 1 Community Togetherness

## Kick Start Project 1: Future Development Map

The Future Development map is an illustration of the Structure Map. It is meant to inspire the development of creative ideas and action on the ground and demonstrate how Shoal Lake could be organized physically in the future, once the Action Areas have been implemented. This map is an example of future possibilities. As Shoal Lake advances their Plan, the details of specific projects and community infrastructure will need to be worked out.

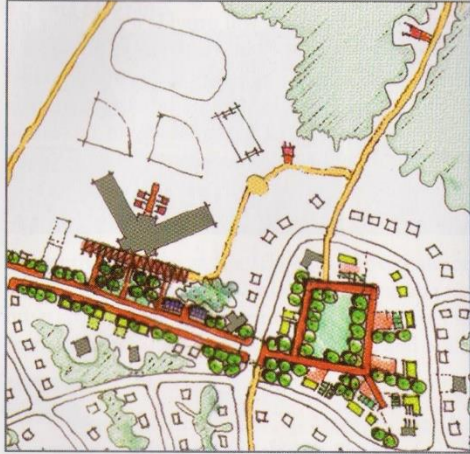


3  
action

# 1 Community Togetherness

## Future Development Map: Focus Areas

The sketches and images shown on the next two pages highlight a few of the key nodes and areas of concentration in the community. These images are intended to be purely conceptual, to serve as the basis for stimulating discussion and to imagine new possibilities. As the community advances the Plan, more detailed discussions, drawings, siting and design of specific projects will have to be initiated.



### Community Core / Walkway

Current and future administrative, service and commercial buildings should continue to locate in this part of the community. The area is defined by a raised walkway/boardwalk (to accommodate flooding) that wraps around a central park space, which can be used for a variety of events and gatherings. Encircling the walkway are community service buildings such as the Community Kitchen, Wacihk Convenience Store, Community Bank and the Band Office.

The walkway extends toward other community facilities such as the School, Business Resource Centre and Health Centre and will feature landscaping, benches and greenhouses. The portion of the walkway located in front of the school is covered, providing a sheltered space for people to gather. These areas provide opportunities for community members to come together, share ideas, play together, learn together and strengthen the sense of community.



New Housing Test Area

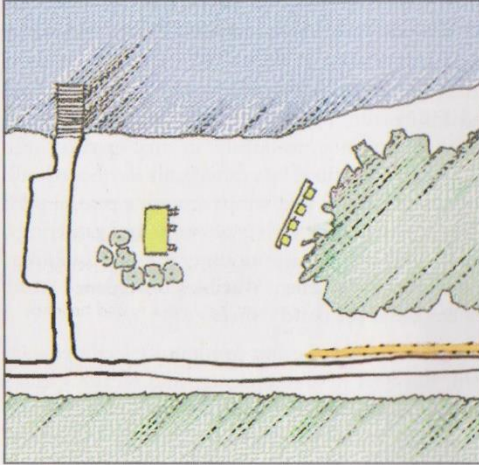
### New Housing Test Area

Currently Shoal Lake does not have enough housing to meet the needs of community members and as such, over crowding is a serious issue. In addition, Shoal Lake has a very wet land base which has resulted in flooding and has made it difficult to maintain housing at the appropriate standards.

New housing must be developed in a way that meets the demand of Shoal Lake's growing population (appropriate in size and form) and that creates safe, dry, healthy homes. The Housing Test Area experiences flooding regularly and is therefore an ideal location to respond to flooding conditions by designing and building new and appropriate housing styles. Housing that works here will also work well in other areas of the community that experience flooding.

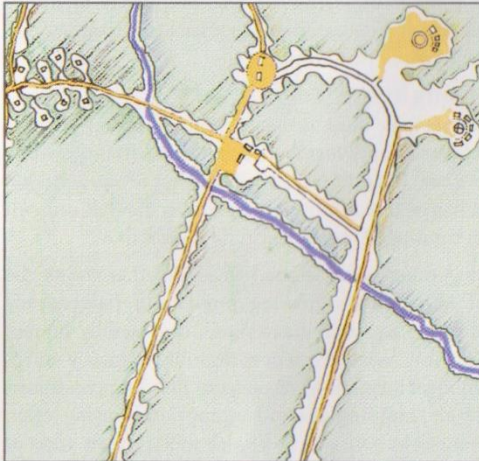
# 1 Community Togetherness

## Future Development Map: Focus Areas



### Community Beach

The beach area in Shoal Lake is an excellent community resource currently used for boating, and occasionally swimming. Enhancing the beach will provide a safe place for community members to swim, boat, relax and in the winter months skate, snowshoe and ski. A variety of programs such as swimming and skiing lessons would also encourage community members to take part in a variety of recreation activities with their friends and families.



### Cultural Area

The Cultural Area will enable community members to reconnect with the past, and further showcase Shoal Lake's rich culture. A Healing and Wellness Centre will provide a place to learn and experience Shoal Lake's history, customs and traditions. The Pow wow grounds and four season culture camp will provide spaces to celebrate Shoal Lake with both community members and visitors. Outfitting cabins for hunting and fishing will offer a valuable service to visitors as well as employment and skill development opportunities for community members. In creating this Cultural Area through both physical development and inventive programming, Shoal Lake will ensure that their community's traditions, culture and values are protected today and for future generations.

# 1 Community Togetherness

## Kick Start Project 1: Open School

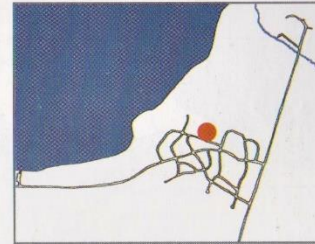
The Open School Project makes the school more of a focal point in the community. It is about taking advantage of its many amenities (gym, library, industrial arts classroom and home economics class room), opening the school up to Band members and building on some great existing programs.



Currently, the gym at the school is booked almost every week night for various activities and fundraisers. By extending use of the gym and using other spaces at the school, more people will have the opportunity to gather, learn, enhance skills, connect with others and build self-confidence.



Opening up the school will enable the following activities and programs to be offered: basketball nights, volleyball nights, youth nights, movies nights, Elders and Youth night (exchanging ideas and knowledge), music nights, square dances and community meetings. A variety of classes can also be offered, including beading, drama, cooking, carpentry, singing and drumming, sewing, art, Pow wow dancing, baby sitting and carving.



Connections to other Action Areas:

#### BUILDING AND SHARING KNOWLEDGE

- Extends education beyond the classroom, beyond age and beyond books

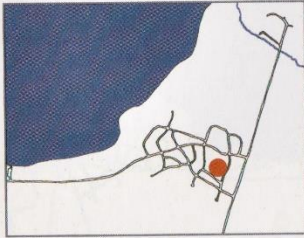
- Celebrates, nurtures and shares language, culture and art

#### PROMOTING HEALTHY LIFESTYLES

- Provides more opportunities for fun active recreation

# 1 Community Togetherness

## Kick Start Project 2: Community Kitchen

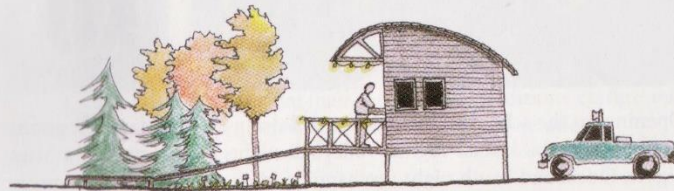
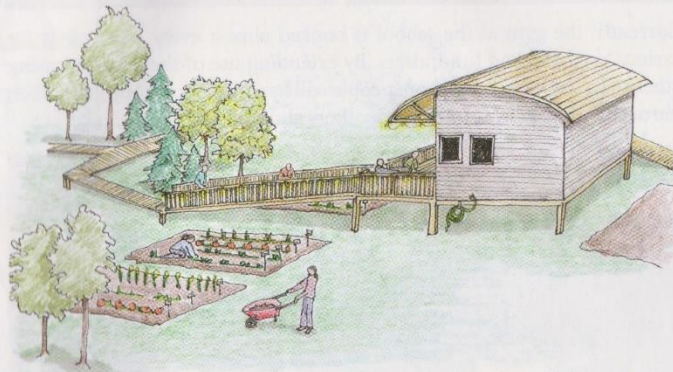


The Community Kitchen provides a physical space where community members can come together to cook, eat, share and learn.

Located in the Community Core, the Community Kitchen provides a space where Band members can learn how to prepare and cook healthy modern day and traditional meals. Along with a well-equipped kitchen there will be space for Band members to gather for community dinners. An outdoor dining area will also be available to use in nice weather.

Community gardens are located adjacent to the Kitchen. Youth and other community members can learn about growing different vegetables and traditional medicinal plants. Produce from the garden will be the basis for creating community meals; and can also be made available to community members for their own consumption. Traditional medicines from the garden will be made available to members to treat illnesses and ailments.

As part of the school curriculum, students can grow seedlings in the greenhouses located near the School. Once the seedlings are ready students would then plant them in the community garden.



The Community Kitchen is built on an elevated platform to eliminate possible structural damage from fluctuating water levels.

# 1 Community Togetherness

## Kick Start Project 2: Community Kitchen

The Kitchen is designed in such a way that when resources became available, additions to the structure could easily be added, thereby creating a larger space for a much needed community hall.



Using local materials in the construction of the Kitchen will reduce costs and promote sustainable development. Employing local labor creates jobs and provides opportunities to learn new skills. For instance, a mentorship program connected to the building of the Community Kitchen would give Band members interested in learning about carpentry, plumbing or other trades, a chance to learn and develop skills.

The Community Kitchen is located next to the Wacihk Convenience Store, providing easy access to supplies.



Connections to other Action Areas:

#### LAND & COMMUNITY INFRASTRUCTURE

- Adapts new buildings to the landscape
- Develops programs and facilities to ensure a clean and healthy community that will instill a sense of pride

#### BUILDING & SHARING KNOWLEDGE

- Extends education beyond the classroom, beyond age and beyond books
- Celebrates, nurtures and shares culture

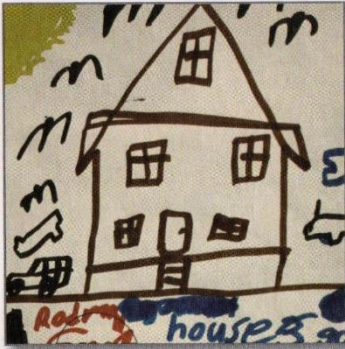
#### CREATING ECONOMIC OPPORTUNITIES

- Uses natural resources to meet local needs. (e.g., food, lumber for building)
- Provides opportunities to develop skills and local assets

#### PROMOTING HEALTHY LIFESTYLES

- Provides a preventative approach to health; creates awareness about health and healthy lifestyle decisions
- Creates opportunities for community members to come together to grow, acquire and prepare healthy food locally

## 2 Land & Community Infrastructure



*Create opportunities to connect with the natural and built environment.*

Shoal Lake Band members have strong ties to the land. The land is the foundation on which community members have built their lives and culture. This Action Area will nurture this relationship and understanding of the land (both its assets and constraints). In doing so, appropriate programs and development schemes will be established that are sustainable, appropriate for the wet environmental conditions and will meet the needs of Shoal Lake Band members.

This Action Area will:

**Adapt existing and new buildings and infrastructure to the landscape to ensure clean water, appropriate sewage treatment and effective response to flood conditions.**

The way a community is organized and designed should take into consideration the benefits and constraints of the land base. Buildings and infrastructure that work with the natural landscape will be designed. Band members will benefit from living in a sustainable and healthy environment (natural and built).

**Build housing to meet the urgent backlog of demand. Design and construct housing to respond to local conditions.**

Quality housing will be developed that is suitable for extreme environmental conditions, reduces overcrowding and accommodates a variety of family sizes.

**Develop programs and facilities to ensure a clean and healthy community that will instill a sense of pride.**

How a community looks plays a part in how people feel about where they live. Developing programs and facilities will ensure the community looks inviting, reflects a sense of pride and is a safe and healthy environment in which to live, work and play.

**Protect and respect the natural environment within and beyond the community.**

Shoal Lake Band members have always had a deep connection with the natural environment. Continuing to protect and respect the environment will ensure Band members maintain this connection and enjoy and benefit from their surroundings now and into the future.

### 3 action

#### INDICATORS OF SUCCESS

In order to track progress and measure success in achieving the goals in this Action Area, key indicators have been identified. Over time, the community will be able to see the difference these actions are making in addressing root causes and improving quality of life.

#### INDICATORS

- Reduced amount of waste going to landfill (diversion)
- Decreased number and duration of boil water advisories
- Increased life span of houses / community buildings

Baseline data for these indicators can be found in Chapter 4.



## 2 Land & Community Infrastructure Possible Projects

### Physical Projects

- Garbage and recycling bins
- Art wall/graffiti wall
- New community sign
- Skate park
- Safer walking areas (side walks, boardwalks, trails, street lights)
- Community cleanup, beautification and landscaping
- Community beach (floating docks, outhouses, garbage/recycling bins, picnic tables, lifeguard station)
- Community buildings (church, library, community hall, youth centre, Elders care home, Elders centre, RCMP station, indoor pool, healing and wellness centre, community kitchen, community bank, business resource centre, Pow wow grounds, outfitter cabins, four season culture camp area, theatre, language and cultural centre, museum)
- Update Water Treatment Plant, water and sewer infrastructure
- Update Band Office and fire hall
- Find new location for landfill
- Heli-pad (in case of fire or medical emergency)
- Playgrounds/green spaces and parks
- Fix up/relocate cemetery
- Fix up roads, street signs
- Fix up/clean up outdoor basketball court and hockey arena
- Fix up ball diamonds behind school
- Repair damage to school from flooding
- Ensure fire truck in working order
- Clean up barbed wire on track behind school

### Program/Policy Initiatives

- Recycling/compost program
- Environmental monitoring program - connect to school
- Dispose of old vehicles
- Dog by-law
- Historical mapping project
- Sipanok petition, Sipanok land & resource management
- Awareness initiative (e.g., school curriculum/Guide) of Treaty rights, land claims, land exchange, TLE
- Training programs for Band members in landscaping, road maintenance, fire fighting and waste management
- Explore alternative green energy sources (e.g. wind, solar, geothermal)

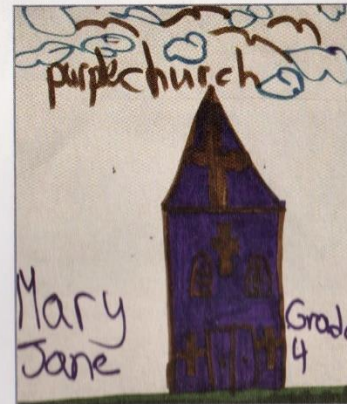
### Kick Start Projects

#### SHOAL LAKE HOUSING PROJECT

- Design, build, allocate, manage, maintain new houses

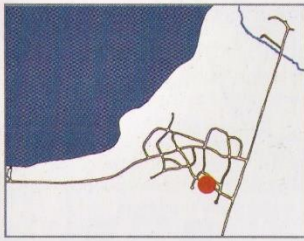
#### BASIC INFRASTRUCTURE PROJECT

- Ensure basic infrastructure is in place and meeting needs of community members



# 2 Land & Community Infrastructure

## Kick Start Project 1: Shoal Lake Housing Project



This area experiences flooding regularly and is therefore a good location to test new housing ideas. Housing that works here will work well in other areas of the community.



Connections to other Action Areas:

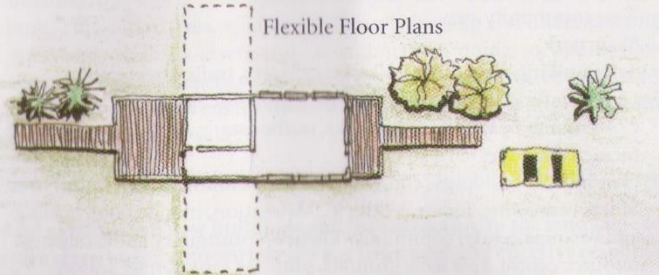
### COMMUNITY TOGETHERNESS

- Reconnects community members to the land and to each other through design and development

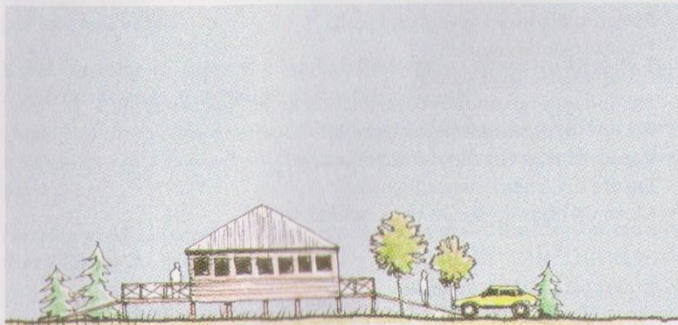
### CREATING ECONOMIC OPPORTUNITIES

- Uses local resources in a sustainable way that adds value and meets local needs (local lumber for building)
- Provides opportunities to develop skills and local assets (mentorship program - carpentry, plumbing etc.)

The Shoal Lake Housing Project will create safe, dry, healthy homes that are appropriate in size and form.



To reduce overcrowding, new houses in the community will be designed with flexible floor plans that allow for easy additions when needed. A variety of house sizes and floor plans will be designed to accommodate different family needs.



To mitigate the current flooding issues, new houses in Shoal Lake can be built on elevated platforms that allow fluctuations in water levels to occur with little to no impact on housing. In addition, the same design principles should be explored for retrofitting existing housing.

As there is limited space within Shoal Lake to develop and a great need for housing, multi-unit housing with the same design features should also be investigated.

# 2 Land & Community Infrastructure

## Kick Start Project 2: Basic Infrastructure

To ensure a healthy and safe community where people enjoy living, working and playing, it is essential to have basic infrastructure in place that meets safe operating standards and the needs of community members.

A committee will be established to assess and determine if infrastructure is in good working order, what should be repaired or replaced and what new infrastructure is needed. The committee will also assess associated costs and develop strategies to secure funding. Lastly, the committee will determine who will do the work and how and when the work will be done. In some instances it will be beneficial to involve or get advice from individuals with specialized knowledge or expertise (i.e., engineers).

New infrastructure that is needed includes garbage and recycling bins, walkways (boardwalks), trails and picnic tables.

Existing infrastructure that is in need of repair or upgrades includes the water treatment plant, roads, the landfill and community lighting.

Shoal Lake's next water and sewer upgrade is scheduled for 2009. Having a committee in place to determine what is needed now will ensure appropriate infrastructure is put in place.



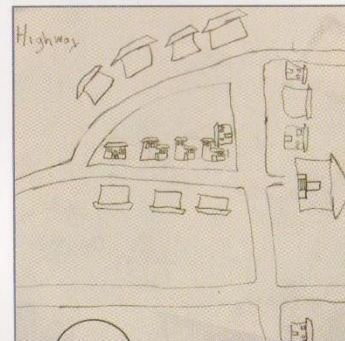
Connections to other Action Areas:

### COMMUNITY TOGETHERNESS

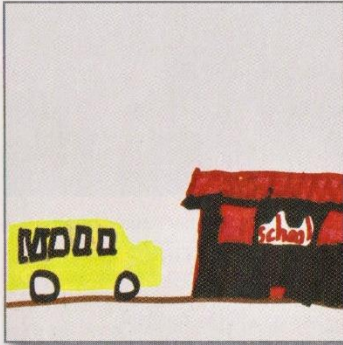
- Reconnects community members to the land and to each other through design and development

### CREATING ECONOMIC OPPORTUNITIES

- Provides opportunities to develop skills and local assets



# 3 Building & Sharing Knowledge



*View every situation as an opportunity to learn about or teach traditional and new knowledge.*

Building & Sharing Knowledge stems from an idea that learning is a life-long process. This Action Area is about building the future on knowledge and seeking opportunities for learning and teaching in all endeavours. Community members possess a variety of both traditional and modern day skills and knowledge. Building on this strong foundation will encourage and support creative ways of sharing knowledge, building capacity and instilling self-confidence.

This Action Area will:

**Extend education beyond the classroom, beyond age and beyond books.**

There is an element of education in every aspect of life. Recognizing that every community member has something to teach, and that every project and event presents an opportunity to learn will give community members the chance to share their knowledge and learn new skills.

**Celebrate, nurture and share language, culture and art.**

Developing and sharing language, culture, talents and skills with community members and non-community members (e.g., singing, dancing, arts, performance, sports, etc.) will enhance individual and community pride. It will also allow community members to reconnect with the past and ensure that future generations continue to celebrate Shoal Lake's unique rich language, culture and traditions.

## 3 action

### INDICATORS OF SUCCESS

In order to track progress and measure success in achieving the goals in this Action Area, key indicators have been identified. Over time, the community will be able to see the difference these actions are making in addressing root causes and improving quality of life.

### INDICATORS

- Increased number of educational programs / events – in and out of school environment
- Increased number of people with skills – both traditional and modern
- Increased number of people volunteering

Baseline data for these indicators can be found in Chapter 4.

# 3 Building & Sharing Knowledge Possible Projects

## Physical Projects

- Art wall/graffiti wall
- Medicinal plant garden
- Trail system with interpretive signs
- Four season culture camp
- Build canoes with Elders
- Community canoe trips
- Science lab at school
- Language and culture centre - translate English books into Cree
- Healing Lodge
- Pow wow grounds
- Outfitter cabins
- Four season culture camp
- Museum

## Program/Policy Initiatives

- "Class-less" learning - learn new knowledge through experiences not books (e.g., culture camp, growing medicinal plants, nature walks)
- Wilderness school - traditional knowledge
- Opportunities to learn trades (plumbing, electrical, welding, carpentry)
- Youth programs on radio
- Elder story hour on radio
- Elder/Youth program - share and learn
- Singing/drumming/sewing/beading/dancing classes
- Artist/Carpenter etc. in residence program - expert comes and stays in community to teach skills to Band members
- Community service
- Band history time line
- Catalogue stories, myths, history
- Elders book
- Bring back the Pow wow project
- Volunteer recognition
- Language and Culture Exchange - share and exchange language and culture with other communities (First Nation and non-First Nation)
- Awareness initiative of Treaty rights, land claims, land exchange, TLE (e.g., school curriculum/guide)

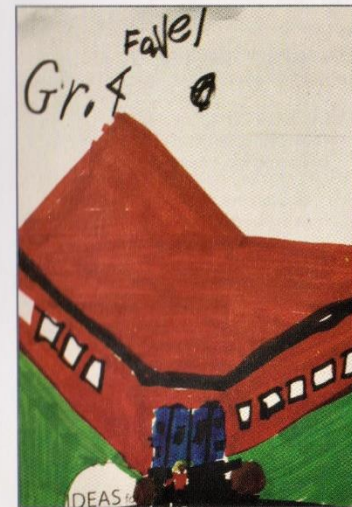
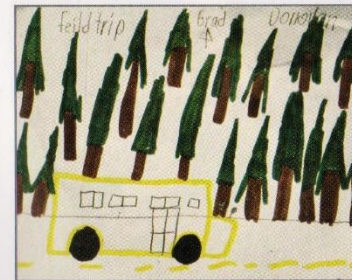
## Kick-Start Projects

### MENTORSHIP PROGRAM

- Inspire and guide youth

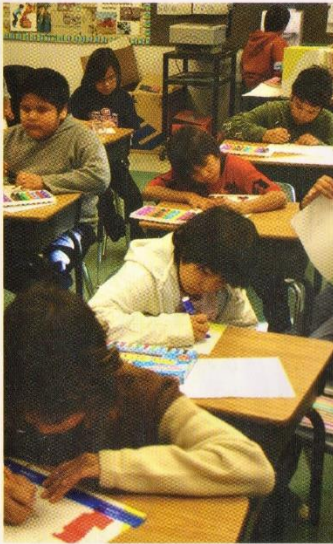
### OUTDOOR CLASSROOM

- A creative space for community members to learn and share knowledge



# 3 Building & Sharing Knowledge

## Kick Start Project 1: Mentorship Program



Connections to other Action Areas:

**COMMUNITY TOGETHERNESS**

- Opens new avenues of communication

**CREATING ECONOMIC OPPORTUNITIES**

- Provides opportunities to develop skills and local assets

Shoal Lake community members have a variety of experiences and skills. Recognizing the role that community members have to play in inspiring and guiding youth can be formalized into a Mentorship Program.

A formal program will be developed to link young people with a mentor or role model that shares similar interests. For instance, a young person interested in carpentry, hunting, traditional medicines or teaching could work along side or talk with a person knowledgeable in the area to learn valuable lessons and skills. This type of program will provide good learning opportunities for everyone involved. It will also create opportunities for youth, ensure Shoal Lake has skilled people to deliver services and generate community prosperity.

A Role Model Wall of Fame can be created where photos and profiles of Shoal Lake community members and other role models can be displayed. The development of this project can be undertaken by older youth as a research project for school.

The school and Business Resource Centre would both be excellent locations to run the Mentorship Program.

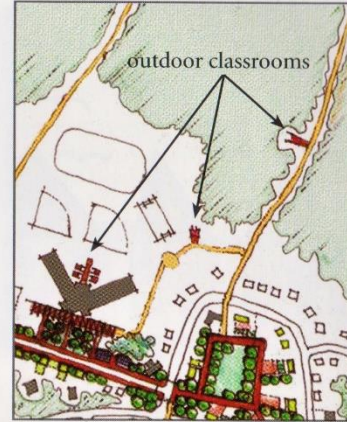
# 3 Building & Sharing Knowledge

## Kick Start Project 2: Outdoor Classrooms

Outdoor classrooms are flexible outdoor spaces that provide a different and informal venue for learning. All community members can come together in these creative spaces to share ideas and learn from one another.

A classroom will be located just behind the school while two other classrooms will be located along Community Trails that lead up to the Cultural Area. The outdoor setting of these classrooms will provide boundless opportunities for learning that would not be available in a conventional learning space. More occasions will be available to learn about the natural world first hand (four seasons of learning). In addition, these classrooms will also be great spaces for story telling (Elder's story hour), and learning about history and culture. Along with school programming, programs developed for the Cultural Area (healing and wellness centre, Pow wow grounds, four season culture camp, outfitter cabins) can all benefit from being connected to the outdoor classrooms.

Student involvement in the initial design, construction and ongoing upkeep are essential to the success of these outdoor spaces. As part of a school project, students can build the classrooms using local materials thereby creating ownership and pride in the structures, teaching valuable skills to young people and reducing costs.



Connections to other Action Areas:

**COMMUNITY TOGETHERNESS**

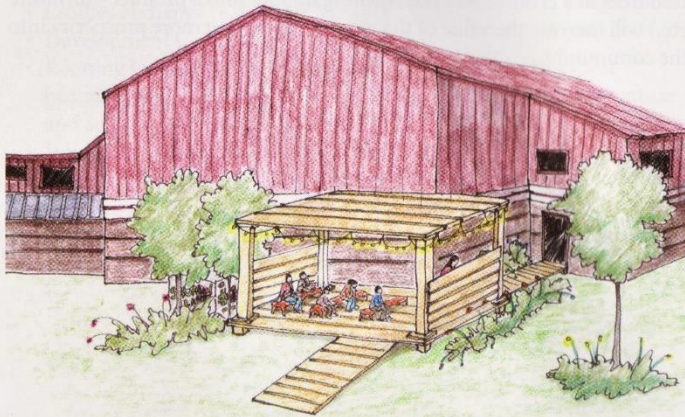
- Reconnects community members to the land and to each other through design and development
- Provides a broad range of cultural and recreational activities to bring the community together
- Opens new avenues of communication

**LAND & COMMUNITY INFRASTRUCTURE**

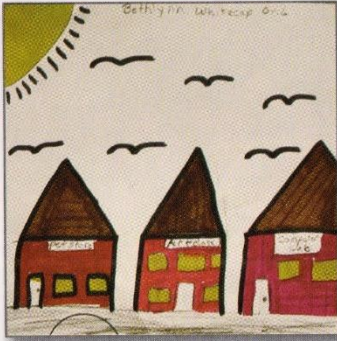
- Protects and respects the natural environment within and beyond the community

**PROMOTING HEALTHY LIFESTYLES**

- Provides opportunities for fun active recreation



# 4 Creating Economic Opportunities



*Develop skills and local assets to improve opportunities for all Band members.*

By ensuring careful and responsible management of the community's natural and human resources and through putting the proper supports in place, Shoal Lake Band members will be able to capitalize on their strengths and opportunities and bring more economic prosperity to the community.

This Action Area will:

**Provide technology, transportation infrastructure, programs, services and institutions to support new business.**

Economic prosperity and community self-reliance is dependent on having certain elements in place that a community can draw from. Computers, transportation of people and products and support for business development are all essential components that support entrepreneurship.

**Use natural resources in a sustainable way that adds value and meets local needs.**

Promoting the sustainable use of local natural resources and using those resources to meet local needs will save money, and create opportunities for more employment and skill development. In addition, by using local resources in a creative way (i.e., turning lumber into a product - furniture etc.) will increase the value of the resource and bring more prosperity into the community.

## 3 action

### INDICATORS OF SUCCESS

In order to track progress and measure success in achieving the goals in this Action Area, key indicators have been identified. Over time, the community will be able to see the difference these actions are making in addressing root causes and improving quality of life.

### INDICATORS

- Increased number of people employed
- Increased money spent on reserve (reduced economic leakage)
- Fewer people dependent on social assistance

Baseline data for these indicators can be found in Chapter 4.



# 4 Creating Economic Opportunities Possible Projects

## Physical Projects

- Managed forestry (conservation, saw mill, trucking, reforestation, lumberyard)
- Agriculture (cranberries, wild mushrooms, berries & rice, maple syrup, fish, bison)
- Tourism (campgrounds, hiking, outfitting, four season culture camp, ski resort)
- Hotel/motel/hostel/bed and breakfast/lodge
- Wild meat packing
- Truck stop
- Mineral exploration
- Gravel/quarry operation
- Elk & bison farm
- Community Market
- Community Bank

## Program/Policy Initiatives

- Transportation services (taxies, buses, car pooling)
- Sipanok Territory negotiations
- Land management
- Ethanol commercialization
- Lobby that Band is part of northern Saskatchewan (receive more services)
- Clothes exchange (e.g., Value Village)
- Development Corporation
- Rotating loan program (set amount of funds loaned to a local business, once loan paid back funds loaned to another local venture and so on)
- Wilderness school – traditional knowledge
- Provide opportunities to learn trades (plumbing, electrical, welding, carpentry)
- Artist/Carpenter etc. in residence program - expert comes and stays in community to teach skills to Band members

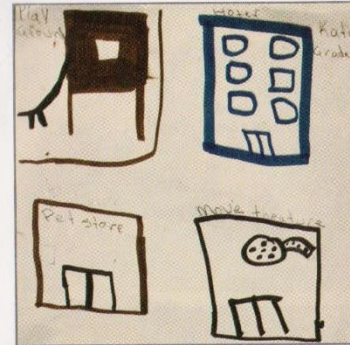
## Kick-Start Projects

### BUSINESS RESOURCE CENTRE

- Promote member and community owned businesses

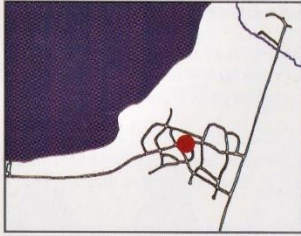
### FOUR SEASON CULTURE CAMP

- Build on and share local knowledge with Band members and visitors



# 4 Creating Economic Opportunities

## Kick Start Project 1: Business Resource Centre



Connections to other Action Areas:

**LAND & COMMUNITY INFRASTRUCTURE**

- Develops programs and facilities that instill a sense of pride

**BUILDING & SHARING KNOWLEDGE**

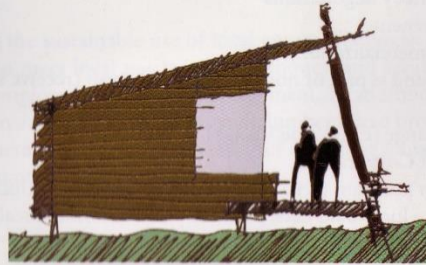
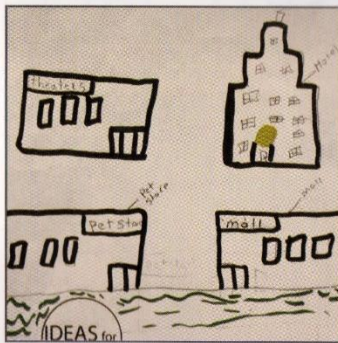
- Extends education beyond the classroom, beyond age and beyond books

Located in the Community Core and across from the school, the Business Resource Centre promotes member and community owned businesses. It is a space to get help with creating business plans, writing proposals and managing budgets or finances. Advice about advertising and promoting a business will also be available. In addition, Band members will have access to a photocopier, computers/internet, a fax machine and other technology.

As part of the Business Resource Centre flexible spaces will be available where new entrepreneurs can set up and promote their services. This will allow new business owners to get started and raise funds to invest in their venture. The spaces will front onto the road and will have large windows for product promotion.

Programs will also be developed to provide a variety of opportunities for mentorship, apprenticeship, training and skill development. As part of the school curriculum, students will have access to the Centre and use this resource to learn about business and economics.

3 action



# 4 Creating Economic Opportunities

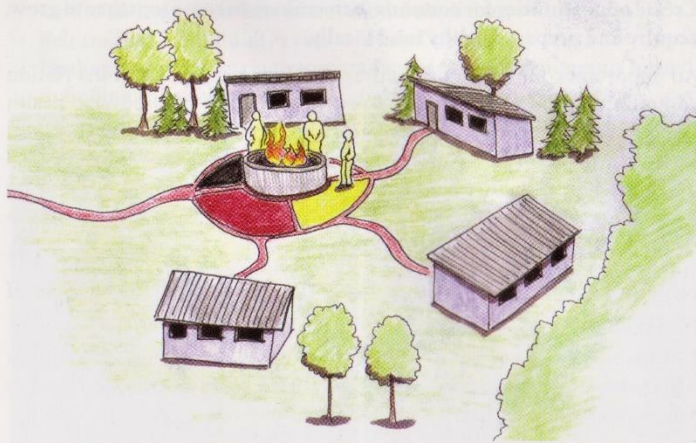
## Kick Start Project 2: Four Season Culture Camp

Every year Shoal Lake holds a culture camp where community members come together to enjoy the natural environment, to experience living off the land and to learn about and participate in cultural activities. The Four Season Culture Camp is a tourism venture that is essentially an expansion of this already excellent community event. It will involve holding culture camps during each of the four seasons with corresponding activities for each season.

This project will give Band members an opportunity to showcase their unique culture and history, while at the same time provide jobs and generate profit for the community. In addition, partaking in cultural activities on an ongoing basis will ensure that these practices are taught and preserved for future generations.

The camp can also be used as a forum to invite other First Nation or non-First Nation communities to come to share and exchange knowledge thereby building understanding and partnerships.

The main centre for the Four Season Culture Camp is located in the Cultural Area providing access to the Pow wow grounds, other cultural facilities and community trails. The surrounding natural environment (Sipanok Territory) provides an ideal location to carry out the range of activities offered.



### Culture Camp Activities

**SUMMER:** berry picking, hunting, fishing, tree sapping, tanning, basket weaving

**FALL:** horseback riding, hunting, fishing, preparation for winter (cradle boards, moccasins, bonnets, traditional foods)

**WINTER:** trapping, ice fishing, dog sledding, snow shoeing, story telling

**SPRING:** tree sapping, Goose Dance, trapping, Story telling, beading



Connections to other Action Areas:

#### COMMUNITY TOGETHERNESS

- Reconnects community members to the land and to each other through design and development
- Provides a broad range of cultural and recreational activities to bring the community together
- Opens new avenues of communication

#### BUILDING & SHARING KNOWLEDGE

- Extends education beyond the classroom, beyond age and beyond books
- Celebrates, nurtures and shares language, culture and art

#### PROMOTING HEALTHY LIFESTYLES

- Provides opportunities for fun active recreation

# 5 Promoting Healthy Lifestyles



*Promote physical, mental, emotional and spiritual wellbeing through access to local and culturally appropriate programs and services.*

Recent increases in the incidences of diabetes, drug and alcohol addictions, as well as unhealthy and overcrowded living conditions, have brought health issues to the forefront. These factors are having adverse effects on the community. This Action Area will improve wellness and ensure Shoal Lake becomes a stronger and healthier community able to take advantage of opportunities and move forward.

This Action Area will:

**Adopt a preventative approach to health. Create awareness about health and healthy lifestyle decisions.**

A balanced and holistic approach to health will be the basis for health promotion, education and awareness within the community. Programs and services will encourage healthy lifestyles and nurture individual and family connections and wellbeing.

**Provide more opportunities for fun active recreation.**

Participating in recreational activities is important to maintaining overall health. Providing opportunities for people to play reduces stress, improves fitness and allows people to connect with others.

**Create opportunities for community members to come together to grow, acquire and prepare healthy food locally.**

An important component of health is a healthy diet. In many First Nation communities, the adoption of a Western diet has led to adverse health impacts. Creating opportunities to grow, acquire and prepare healthy local foods is essential to overcoming this issue and will allow Band members to take their health into their own hands. In addition, acquiring and using local (traditional) food sources will enable Band members to reconnect to their culture, traditions and the past.

**Provide support for individuals and families to heal through local programs and facilities.**

Nurturing existing programs and developing new programs and facilities will enable individuals, families and the entire community to heal, and to achieve and maintain balance in their lives.

## 3 action

### INDICATORS OF SUCCESS

In order to track progress and measure success in achieving the goals in this Action Area, key indicators have been identified. Over time, the community will be able to see the difference these actions are making in addressing root causes and improving quality of life.

### INDICATORS

- Increased number of people participating in recreation programs
- Fewer cases of diabetes
- Decreased number of addictions

Baseline data for these indicators can be found in Chapter 4.

# 5 Promoting Healthy Lifestyles Possible Projects

## Physical Projects

- Sports fields and facilities
- Accessible trails
- Boat house for canoes, paddles, life jackets etc.
- Shoal Lake housing project - creating healthy homes that resist flooding/mould and that meet the needs of families
- Repair, replace and build new infrastructure
- Healing and wellness centre
- Community freezer with healthy foods
- Long term care facility for Elders
- Community greenhouses and gardens

## Program/Policy Initiatives

- Walking club
- Sport leagues and teams for all ages
- Water/boat safety/swimming classes
- Fitness Centre open 24 hours
- Annual healing conference
- Classes on nutrition - traditional food preparation
- Promote stocking healthy foods at convenience store
- Mentorship Program
- Education & awareness of addictions
- Elders video – Elders explain traditional medicines and practices
- Locate and map locations of traditional medicines
- Reintroduce “community crisis meetings”
- Healing and wellness centre programs and services - programs related to finding balance/traditional ceremonies, smudges, sweat lodge

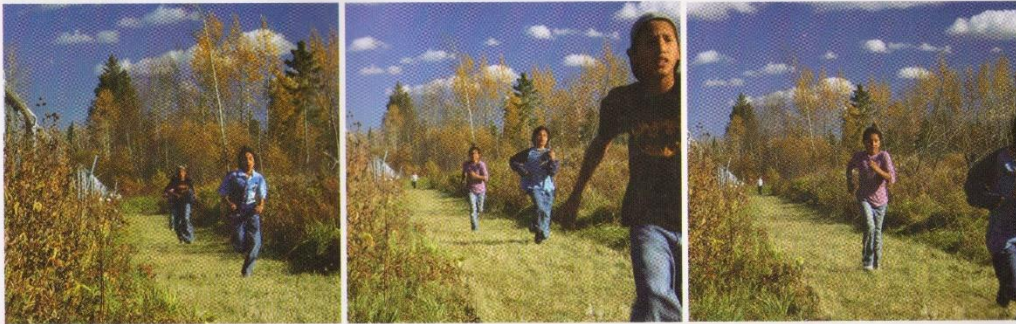
## Kick-Start Projects

### COMMUNITY WALKWAY AND TRAILS

- Boardwalks over marshy areas, interpretive signs, connected to school and health programs

### COMMUNITY BEACH

- Community recreation area that will bring people together to have fun and get fit



# 5 Promoting Healthy Lifestyles

## Kick Start Project 1: Community Trails & Walkway



Currently, there is a walking program in Shoal Lake where community members come together once a week to walk and get exercise. The Community Walkway and Trails will be an excellent resource for this program and may encourage more people to join the program or start walking for exercise on their own.

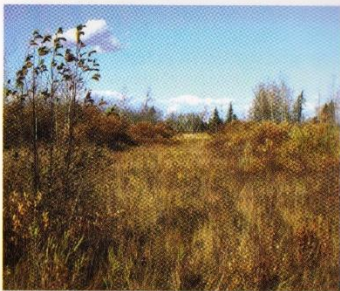
### Community Trails

Walking trails connect different areas in the community, encourage people to walk and get exercise and also allow Band members to enjoy the beautiful natural environment. Boardwalks will be built over marshy areas to protect these sensitive features and ensure the trails are usable for most of the year.

Stories told through interpretive signs along the trails will inform community members and visitors of Shoal Lake's history and identity. The trails connect the school and outdoor classrooms in the Education and Recreation Areas to the Cultural Area (Pow wow grounds, four season culture camp, outfitter cabins and healing and wellness centre). As such, the trails themselves, the interpretive signs and the various cultural facilities can easily be incorporated into the school curriculum.

The community trails (and walkway described on the next page) are excellent public spaces where Band members can come together to share ideas, to exercise together, to increase knowledge and to strengthen the sense of community.

3 action



This photo shows the Community Trail as it exists today. Once developed a boardwalk will be in place to protect sensitive wetland features and ensure trails are usable for most of the year.



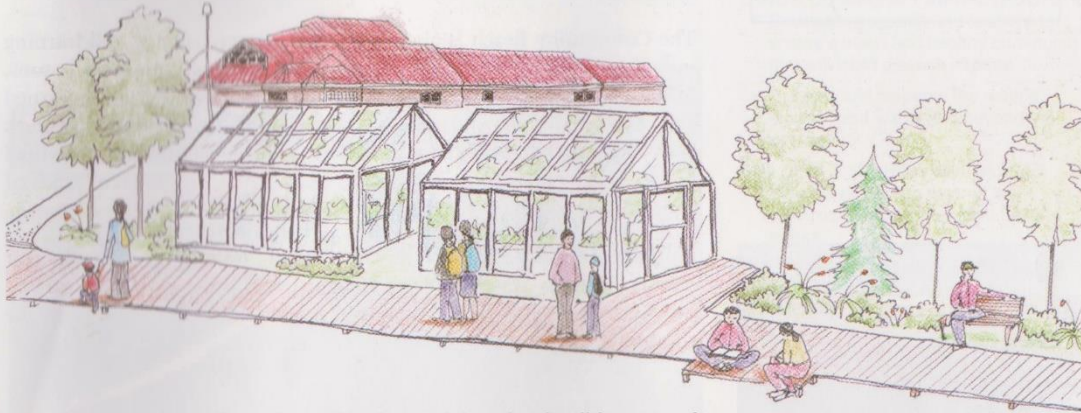
# 5 Promoting Healthy Lifestyles

## Kick Start Project 1: Community Trails & Walkway

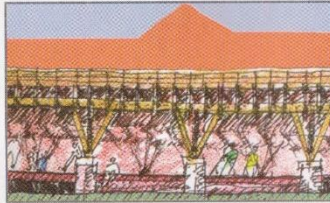
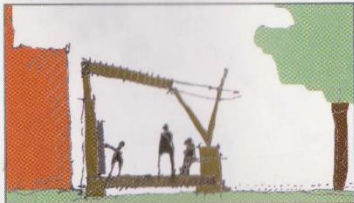
### Community Walkway

A raised community walkway/boardwalk will connect the Community Core with the Education and Recreation Area. It will feature landscaping, greenhouses and benches. As part of new school curriculum, students can grow seedlings in the greenhouses. Once the seedlings are ready students can then plant them in the community gardens next to the Community Kitchen.

Both the Community Trails and Walkway connect different areas in the community, encouraging people to walk instead of drive, which will increase physical fitness and good health of community members.



The portion of the walkway located in front of the school will be covered providing a sheltered space for people to come together, discuss and share ideas (it will feature a chalkboard to write ideas on and draw on). The covered portion of the walkway will also highlight the entrance of the school, making it a focal point in the community.



Connections to other Action Areas:

#### COMMUNITY TOGETHERNESS

- Reconnects community members to the land and to each other
- Provides a range of cultural and recreational activities to bring the community together

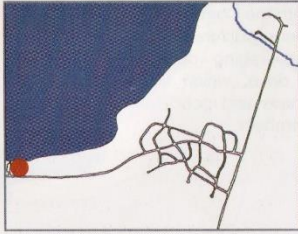
#### LAND & COMMUNITY INFRASTRUCTURE

- Adapts new infrastructure to landscape to ensure effective response to flood conditions

#### BUILDING & SHARING KNOWLEDGE

- Extends education beyond the classroom, beyond age and beyond books

# 5 Promoting Healthy Lifestyles Kick Start Project 2: Community Beach



The beach area in Shoal Lake is an excellent community resource currently used for boating, and occasionally swimming. Enhancing the beach will provide a safe place for community members to swim, boat, relax and in the winter months, skate, snowshoe and ski. A boathouse paired with equipment storage and dock, along with bathrooms, change rooms, garbage cans, a canteen and a lifeguard, would provide much needed amenities and further encourage Band members to come together and enjoy this great area.

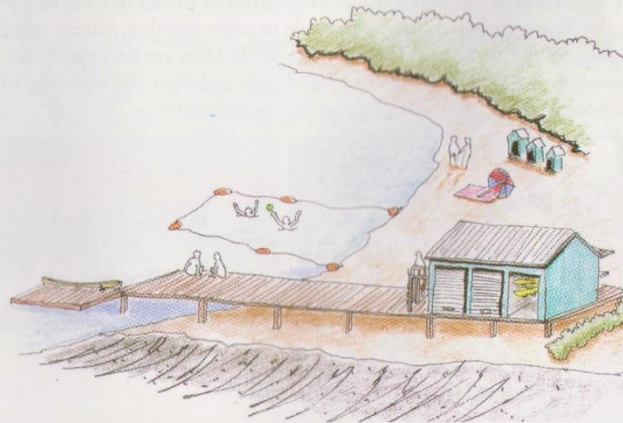
The Community Beach is also a good spot for exchanging and learning new knowledge. A variety of programming such as swimming lessons, canoe lessons, ski and snowshoe lessons will allow new skills to be learned and practiced, thereby increasing overall fitness of community members and building self-confidence. Classes could be connected to school programming, giving kids opportunities to experience different kinds of recreation activities.

Enhancing the Community Beach will also foster job and volunteer opportunities as people will be needed to teach the various classes, as well as ensure the beach is maintained and always ready to be used by the community.

3 action



These pictures show the beach in its current state. This area clearly has good potential to become a focal point in the community.





action area

# 5 Promoting Healthy Lifestyles

## Kick Start Project 2: Community Beach



Connections to other Action Areas:

### COMMUNITY TOGETHERNESS

- Reconnects community members to the land and to each other through design and development
- Provides a broad range of cultural and recreational activities to bring the community together

### LAND & COMMUNITY INFRASTRUCTURE

- Develops programs and facilities to ensure a clean and healthy community that will instill a sense of pride
- Protects and respects the natural environment within and beyond the community

### BUILDING & SHARING KNOWLEDGE

- Extends education beyond the classroom, beyond age and beyond books

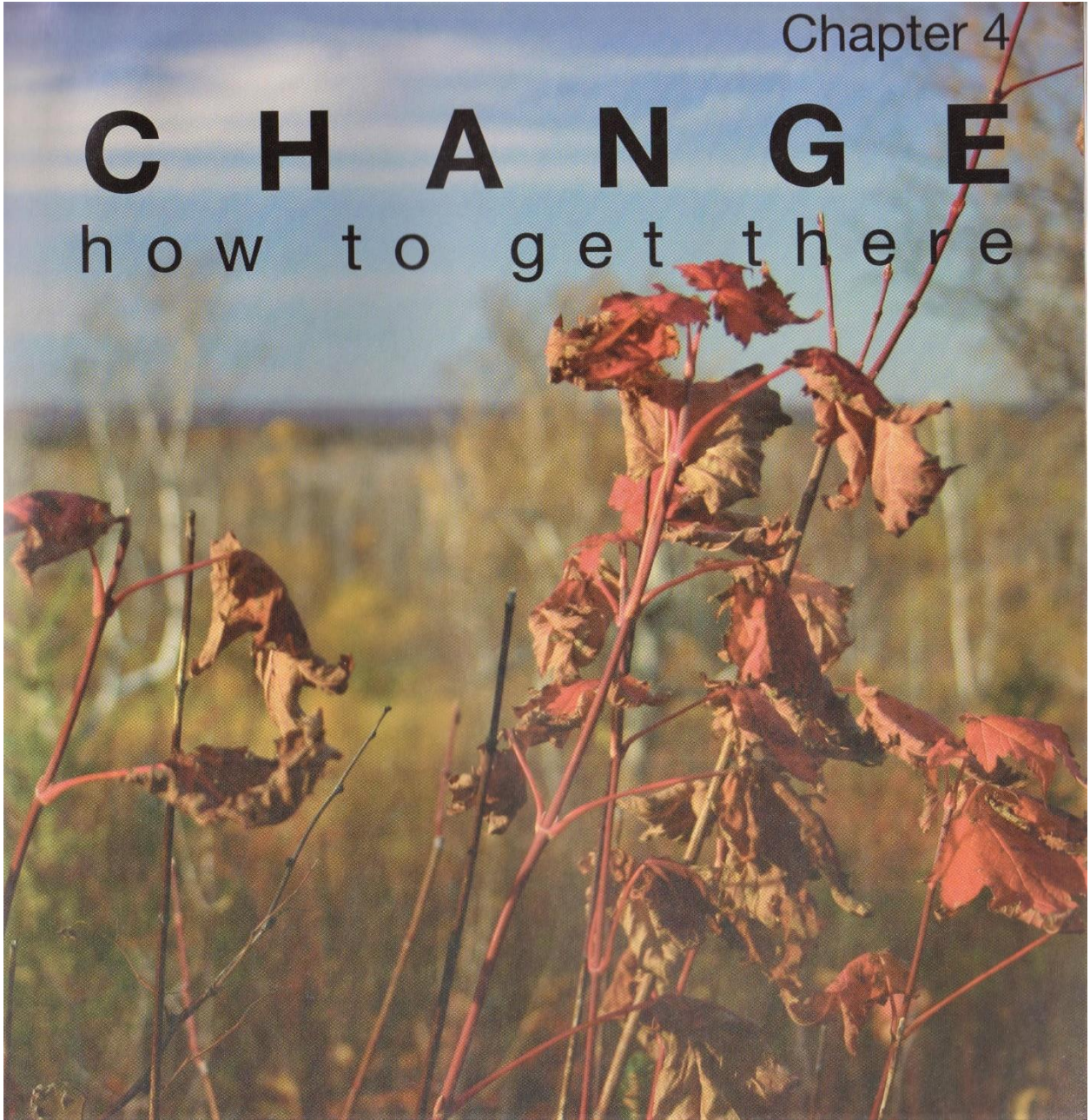
### CREATING ECONOMIC OPPORTUNITIES

- Provides opportunities to develop skills and local assets

Chapter 4

# C H A N G E

h o w t o g e t t h e r e



## Chapter 4: CHANGE

The actions that need to be taken to ensure that Shoal Lake shapes its own future have been described in Chapter Three. Action does not happen by itself; the community needs to be ready-minded, organized, determined and effective in seizing opportunities and getting the most from every initiative. This last chapter describes how the Plan will become a reality.

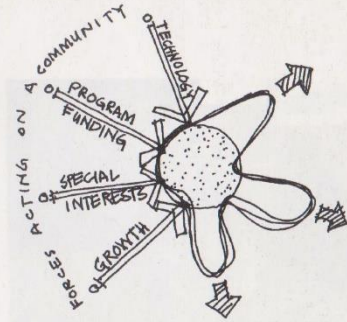
### Developing an Implementation Strategy

Implementation describes how intentions and ideas become public improvements, or new facilities, policies and programs. The intent of developing an Implementation Strategy is to determine what to do and how to do it. It is essential to determine how Shoal Lake will organize itself, change routines, identify priorities, select projects for development, approach funding sources and ultimately make a difference on the ground. Implementation is ongoing; it is never complete because community development is ongoing. Shoal Lake will always be faced with choices as change is constant. The Implementation Strategy ensures that the community is ready to face change and make informed choices.

### Measuring Progress: Monitoring the Plan and Projects

Once projects are being worked on and steps are being taken toward reaching the Vision, measuring progress will help Shoal Lake community members know they are going in the right direction. Monitoring allows a community to look back at what has been accomplished and look ahead to new challenges and possibilities. It enables the community to learn from past successes and mistakes, to report on progress in the community, to provide a forum for community input, to address concerns, and to continue moving forward in the planning process.

Indicators of Success and related baseline data have also been included in this section as they provide a basis for comparison over time and allow the community to track its progress toward achieving the Vision. Monitoring the Plan and projects is an on-going process, and like implementation of the Plan, monitoring is never over. It serves as a reminder that planning requires vigilance and flexibility.





Implementation of the Plan is extremely important. One way to ensure that the community is developed according to the ideas, Vision and actions laid out in the Plan is to embed the Plan into operational policies and regulations. This makes annual implementation planning and budgeting part of an existing routine.

## Developing an Implementation Strategy

The most common complaint about planning is that strategies and plans so often end up on shelves, collecting dust, having no real impact on the community. If embarking on a community planning process is seen as just another project in the community, once the document is done, inevitably, it will be shelved and the project will be seen as completed. The resulting question is always “What do we do now?”. Planning is never “done” or “complete”. Change is a constant. In this regard the Plan is a tool that guides and orchestrates change.

An effective plan touches all aspects of the community. It affects everyone. It establishes how each person is made aware, involved, and able to take a hand in shaping their community. It determines routines and guides major new efforts. Consequently, Shoal Lake will make every effort to inform and raise awareness of the community plan and its content. The following priorities and recommendations are seen as essential first moves in making the Plan come to life.

### 1. Rethink the Band Management Structure

The organizational structure needs to be aligned with the Action Areas. In this way, what the community is trying to do is tied to its structure. Change will happen because every department and every individual sees themselves working together.

- Ensure that the Band organization reflects the community’s goals.
- Develop holistic management that encourages collaboration.
- Focus on community engagement in Band affairs and activities.

### 2. Reconsider Routines, Procedures and Regulations

The Community Plan, if taken seriously, will affect everything. It influences each decision, each day. Routines and regulations regarding how things are done, who does what, which records are kept, what houses are built, how they are allocated, which land is protected and where new development will go, the occasions as well as the places for community gathering, are all affected by the spirit and specific directions established in the plan. Change requires the community to reconsider routines, procedures and regulations to reflect the community’s Vision and Action Areas.

- Embed Plan into Band operational policies and regulations.
- Use the Plan to set priorities and develop annual budgets.
- Amend or develop acts, policies and codes to support the Plan.

### 3. Develop a Local Approach to Project Funding

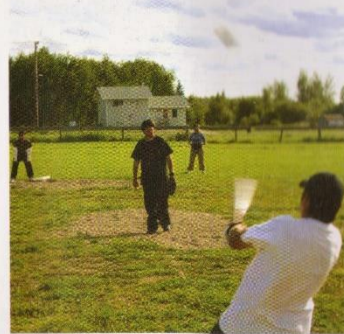
To become self-sufficient and more importantly, to foster a sense of pride, the community must also look internally for resources in implementing its plan. What human and natural resources does the community already have that can be used in implementing projects? What work can volunteers do? This approach to funding projects not only ensures community members will feel a sense of ownership in the development of their community, it also shows the outside world that the community is developing on its own terms, through its own action.

- Use human resources to build infrastructure, encourage volunteerism and see every project as an opportunity for building new skills.
- Cultivate local natural resources, explore export options, and add value to all local products.
- Generate sustainable revenue sources locally.
- Identify opportunities for new revenue sources and develop strategies to gain access to additional sources of funding.

### 4. Adopt a Project-based Approach to Community Change

As the community grows, each project of the plan must be seen as an occasion to work toward the Vision. What projects will achieve the most impact for the least effort? What projects can be implemented with little or no money but will have a great influence for change on the community? It is important to recognize what projects build on each other. In other words, what smaller less expensive projects could be done now to build a stable foundation for more extensive projects in the future? In this regard, the community will adopt a process to identify projects, identify priorities, select projects for development and develop projects.

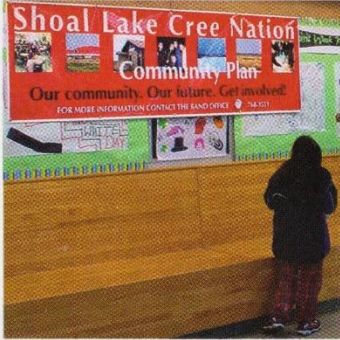
As a first step in the implementation, the following pages indicate how the project-based approach to community change works.



A Community Development Fund could be established with discretionary funds, or revenue from Band businesses, to enable the community to direct funds to community projects and programs.

A community-based attitude towards developing, implementing and managing projects provides opportunities to get the most for the least out of every project, and to engage community members in building the community. One regular mechanism for community input is to hold an annual project brainstorming session at an annual assembly, both to develop and elaborate current project ideas, and to suggest new possibilities.

How a project is developed and implemented is as important as the project itself. Outlined on these pages is a process for developing projects that ensures the community will gain as much as possible from each initiative.



Involving youth in developing projects ensures their unique perspective is considered.

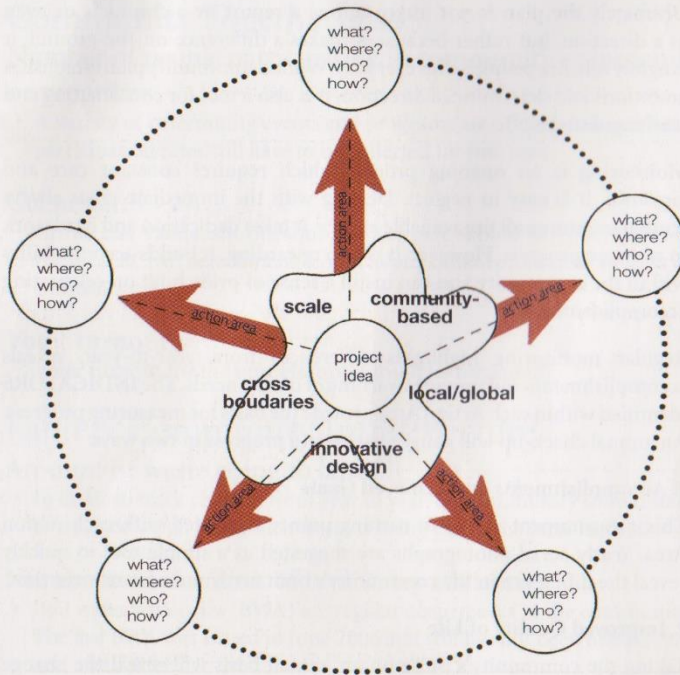
## Project Development Approach

### Project Development “Musts”

It is critical for each project to be seen as an important opportunity to push, change and advance the community towards its Vision. The essential “must” ingredients of this approach are:

a. Be community-based	Opportunities must be provided for community input throughout every project, from development to implementation to management and operation.
b. Act locally and globally	Every project should be seen as an opportunity to act locally by capitalizing and using local natural and human resources. Every project should also be seen as an opportunity to act and think globally, by being aware of and considering how a project can be or is connected to ideas, issues, and opportunities that exist around the world.
c. Be innovative in design	No project in the community should be “off the shelf”. Shoal Lake is a unique community with it’s own specific goals and Vision for the future. Every project should be seen as an opportunity for the community to design places and spaces that meet specific needs and inspire a “can do” attitude across departmental boundaries.
d. Cross boundaries	Each project should extend what people think is possible, what fits neatly into departmental or program boundaries and what would typically be considered to address individual issues one at a time. Projects that cross boundaries and push the limits usually have the greatest impact.
e. Consider community scale	Every project should consider the overall community scale in its development and implementation. Every project should fit with and in the community.

## Project Development Approach



Every project should attempt to do the most with the least and should be seen as an opportunity to touch on other Action Areas. What is included in the project, where the project is placed within the community, who is involved in developing and building it, and how it is eventually managed should be considered as creative opportunities to extend the reach of the project so that it advances as many Action Areas as possible.

### Guiding Questions

The following guiding questions are meant to help guide the community through the project development process and ensure that important considerations are not neglected when developing new projects. These questions should be used during project development sessions and in conjunction with the list of Project Development "Musts" and the Project Development Process.

- How can we effectively involve community members in the development and implementation of this project?
- How can we act and think both locally and globally when developing and implementing this project?
- How will this project meet the specific needs and aspirations of our community?
- What is the appropriate scale of this project given the scale of our community?
- How does this project touch on other Action Areas?

**Shoal Lake Indicators by Action Area**

1. Community Togetherness
  - Increased number of people participating in community events and/or programs
  - Decreased vandalism / crime on reserve
  - Increased voter turnout (engaged in decision making)
2. Land & Community Infrastructure
  - Reduced waste going to landfill (increased diversion)
  - Decreased number and duration of boil water advisories
  - Increased life span of houses / community buildings
3. Building & Sharing Knowledge
  - Increased number of educational programs / events in and out of school environment
  - Increased number of people with skills – both traditional and modern
  - Increased number of people volunteering
4. Creating Economic Opportunities
  - Increased number of people employed
  - Increased money spent on reserve (reduced economic leakage)
  - Fewer people dependent on social assistance
5. Promoting Healthy Lifestyles
  - Increased number of people participating in recreation programs
  - Fewer cases of diabetes
  - Decreased number of addictions

## Monitoring the Plan and Projects

Ultimately the plan is not important as a report or a chronicle or even as a direction, but rather because it makes a difference on-the-ground, it tangibly touches people's lives everyday. While a community plan establishes ambitions and determines a direction, it is also a tool for coordinating and tracking changes.

Monitoring is an ongoing process which requires constant care and vigilance. It is easy to neglect. Dealing with the immediate crisis always tends to consume all the available energy. It takes dedication and hard work to measure progress. However, it is also rewarding. It builds accountability within the community and can instill a sense of pride built on celebrating accomplishments.

Regular monitoring highlights differences from year-to-year, reveals accomplishments and provides warning of unmet needs. The **INDICATORS** identified within each Action Area provide the basis for measuring progress. An annual check-up will gauge change and progress in two ways:

### 1. Accomplishments and Achieved Goals

This measurement relates to turning points associated with each Action Area. Yearly aerial photographs are suggested as a simple tool to quickly reveal the difference in the community's built form and context over time.

### 2. Improved Quality of Life

Taking the community's pulse on an annual basis will reveal the change in its health over time. It is reasonable to use Action Areas as the basis for indicators of quality-of-life within the community. The current situation for each indicator is included in the Plan as a starting point; some baseline information still has to be established or gathered in order to measure change over time. In subsequent years, the change from this reference point will provide a clear measure of the ways the community is changing. The results can be compiled into an annual "State of the Community" report, distributed to members and discussed at an annual assembly.



## Current Situation: Indicators to Track

### Community Togetherness

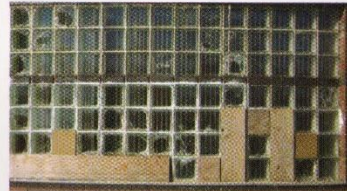
Number of people participating in community events and/or programs

- A variety of community events and programs are offered, however total participation rates still have to be collected for this year.



### Crime rates

- Crime and vandalism rates for the last year should be collected from the local RCMP detachment as well as any other community reports or complaints.



### Voter turnout

- Voter turnout for the next election should be measured.

### Land & Community Infrastructure

Amount of waste going to landfill

- In order to track changes from year to year, the community should start to track or weigh how much waste is being put in the local landfill.



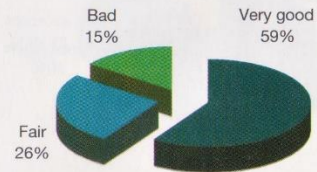
Number and duration of boil water advisories

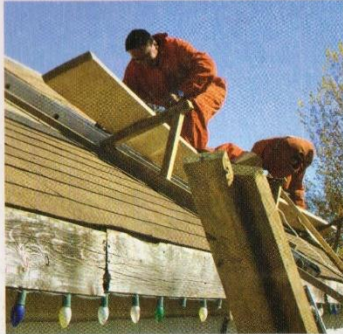
- Boil water advisories (BWA) are regular occurrences in the community. The last BWA was issued in June 2006 and still has not been lifted a year and a half later.

Life span of houses and community buildings

- The Band maintains a total of 95 housing units, 34 of which are Band houses while the other 61 are CMHC units.
- A little more than half of the homes are in good shape (56 houses), with another 14 homes in very bad condition. Overcrowding is a prevalent issue in the community, with 26 homes currently categorized as overcrowded.

Housing Conditions





## Current Situation: Indicators to Track

### Building & Sharing Knowledge

Number of educational programs and/or events (within and outside school environment)

A variety of educational events and programs are offered, including:

- Daily: breakfast for students; snack program for staff meetings
- Weekly: volleyball; equine assistant learning
- Monthly: square dancing; singing; youth nights
- Annually: fine arts festival; graduation; field trips

Number of people with skills (traditional and modern)

- People in Shoal Lake possess a wide variety of skills, attained through conventional means, workshops and traditional teachings (see People section of Chapter 1 for a detailed list of skills and human resources). There are 60 people with professional skills, 90 people with specialized trades or certifications, and about 200 people that are self-taught in both modern and traditional skills (such as traditional medicines, living off the land and spiritual teachings).

Number of people volunteering

- There are 30-50 volunteers that assist with sporting events in the community, and another 100 people who contribute to successful social events.

### Creating Economic Opportunities

Number of people employed

- According to Band staff, 40% of employable people are currently working on the reserve, while another 5% work outside of the community.

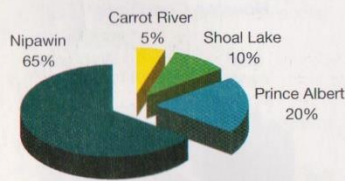
Amount of money spent on reserve

- Members spend about 10% of their income on reserve.
- Members spend 5% of their income in Carrot River, 65% of their income in Nipawin and another 20% is spent in the city of Prince Albert.

Number of people receiving social assistance

- There are 150 on-reserve members who receive social assistance.

Where members spend their money



## Current Situation: Indicators to Track

### Promoting Healthy Lifestyles

#### Number of people participating in recreation programs

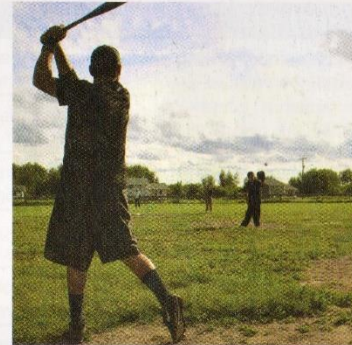
- Of people participating in recreation programs, the majority (65%) are adults. Another 30% of participants are youth, and 10% children. Only 5% of recreation participants are Elders. The total number of participants should be tracked.

#### Number of cases of diabetes

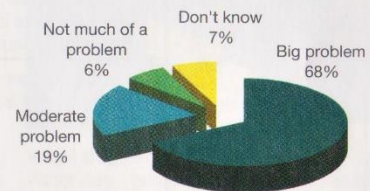
- There are 79 reported cases of diabetes in the community of Shoal Lake.

#### Incidence of addictions

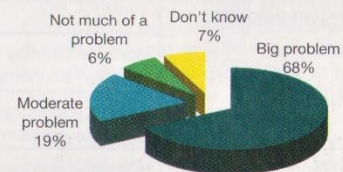
- A total of 265 people reported moderate to significant drug and alcohol addictions. This represents about 40% of the on-reserve population.
- Alcohol use: Out of 202 respondents, 136 people (67%) indicated that alcohol is a major problem. Another 29 people (19%) experience moderate problems with alcohol.
- Drug use: A variety of different drugs are being used in the community. Out of 100 respondents, 89 people had used marijuana or hashish, 19 people had misused prescription drugs, and 15 people had sniffed glue or gas. Other drugs sometimes used (by 1 or 2 respondents) include LSD, cocaine, heroin and ritalin.



Alcohol Use



Drug Use



## Indicator Summary Table

Action Area	Indicator	Current Situation	2008	2009
1. Community Togetherness	Increased number of people participating in community events and/or programs	Need to establish baseline (no data)		
	Decreased vandalism/crime on reserve	Need to establish baseline (no data)		
	Increased voter turnout (increased engagement in decision-making)	Need to establish baseline (no data)		
2. Land & Community Infrastructure	Reduced waste going to landfill (increased diversion)	Need to establish baseline (no data)		
	Decreased number and duration of boil water advisories	BWA in effect since June 2006		
	Increased life span of houses and community buildings (improved condition)	15% of homes are in bad condition		
3. Building & Sharing Knowledge	Increased number of educational programs/events in and out of school environment	Daily, weekly, monthly and annual events		
	Increased number of people with skills (traditional and modern)	60 professional skills 90 trades/certificates 200 self-taught (traditional/modern)		
	Increased number of people volunteering	30-50 ppl. (sports) 100 ppl. (social)		
4. Creating Economic Opportunities	Increased number of people employed	40% on-reserve members employed		
	Increased money spent on reserve (reduced economic leakage)	10% spent on reserve		
	Fewer people dependent on social assistance	150 people receive SA		
5. Promoting Healthy Lifestyles	Increased number of people participating in recreation programs	65% adults 20% youth 10% children 5% Elders		
	Fewer cases of diabetes	79 reported cases		
	Decreased number of drug and alcohol addictions	40% of members reported some level of addiction		

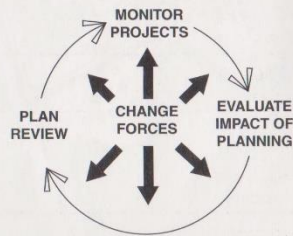
## Timeline for Monitoring Activities

The indicators provide a simple and straightforward way to measure progress. Collected annually by the Planning Work Group and Program Managers, the changes from the current situation can be tracked year-to-year, and allow the community to make adjustments to their priorities and strategies.

In an ongoing day-to-day way, it should be clear that the Plan is alive and belongs to the community. Through regular community planning updates, newsletters, a community projects bulletin board and regular reviews, residents are informed, involved and active in continuing to shape a better future for Shoal Lake.

Since planning is ongoing, it is important to have regular updates and a sense of what progress has been made toward reaching the community's goals. After a few years of regular monitoring, the indicators and annual reports will paint a clear picture of what has been accomplished to date and will demonstrate the effect planning is having on the community. It also shows what work still needs to be done.

The Community Plan should be reviewed every five years or more. While the Vision remains unchanged, the Planning Work Group will again lead the community in reassessing the Action Areas. Things to consider include: understanding new issues and strengths, learning from past successes and failures, and setting targets and priorities for the next five years or so.



## Monitoring Tools

### Monitoring Map

A monitoring map is a tool for planning and tracking progress related to physical improvements and capital projects in the community. Projects that are being initiated appear in a different colour than projects that are in progress, or those that are complete. The monitoring map shows in a physical way the difference the plan is making on the ground.



### Watchdog Groups

Watchdog groups are independently established to evaluate the Community Plan. They consist of interested, active and objective residents who represent a broad cross-section of the community. While these groups might be involved in monitoring progress in a general way, they also assume specific responsibility for individual project evaluations. In this capacity, they consider if projects have been implemented according to the Plan, determine what impact the projects have had and look for areas where improvements could be made for future projects.

A formal process for creating watchdog groups could be adopted. A watchdog group works best when detached from Chief and Council. This should be considered when creating the group.

## Final Note

Shoal Lake has a clear direction, a sense of strategy and an approach to change, which are captured in this Community Plan. What distinguishes this Plan is not that it is a precise prescription of an end product, but rather that it is constructed as a tool to shape the community long into the future.

As a tool, it is only valuable if it is well understood, rooted in reality, captures the community's dreams and is useful everyday in guiding the community toward its Vision.





