Community Comprehensive Planning Guidebook

A User-Friendly Guide to Planning the Future of Your Community

Prepared as part of the Bristol Bay Community Planning Project
Funded by USDA Rural Development

Final Edition: October 2005
Acknowledgments

This Guidebook is the fourth edition of a planning workbook originally developed by Bristol Bay Native Association, funded by the U.S. Department of Commerce, Economic Development Administration. This edition was revised and ground tested as part of a U.S. Department of Agriculture, Rural Development Agency funded Bristol Bay Community Planning Project. Local partners are the Bristol Bay Economic Development Corporation, Bristol Bay Native Association, the Bristol Bay Housing Authority, Bristol Bay Native Corporation and the Bristol Bay Area Health Corporation. Consulting partners include the Foraker Group, Agnew::Beck Consulting, LLC, Northern Economics, Inc. and Sheila Selkregg and Associates.

Local planning teams and leaders from participating villages assisted with revising and refining this Guidebook, to ensure it is a practical and useful tool for community planning. Participating villages were Manokotak, Twin Hills, New Stuyahok and Koliganek. Their contributions are invaluable.

Final Edition: October 2005

Photo Credit: all photos taken by Agnew::Beck, unless otherwise noted.

Sheila Selkregg and Associates
# Table of Contents

**Preface** ......................................................................................................................... 1  
  Focus of Guidebook ........................................................................................................... 1  
  Who Will Benefit from Using This Guidebook? ................................................................. 2  
  Assistance and Funding with Your Plan ............................................................................ 3  
  How to Use the Guidebook ............................................................................................... 3  
  Organization of Planning Guidebook ................................................................................ 4  

**Chapter 1: Introduction to Planning** ................................................................. 5  
  Why Is Planning Important to the Sustainability of Your Community? ....................... 6  
  What Is a Community Comprehensive Plan? ................................................................. 7  
  What Is a Strategic Plan? ................................................................................................... 8  
  What Is a Comprehensive Economic Development Strategy (CEDS)? ...................... 8  
  The Framework of a Community Comprehensive Plan .......................................... 10  

**Chapter 2: Overview of Planning Process** ...................................................... 13  
  Form a Planning Committee .............................................................................................. 15  
  Village Planning Milestones ............................................................................................. 16  

**Chapter 3: Elements of the Plan** ................................................................. 25  
  Village Background ......................................................................................................... 25  
  Land Use, Housing & Environment ................................................................................. 29  
  Community Wellness, Culture & Education .................................................................. 35  
  Public Services & Transportation .................................................................................... 36  
  Economy ............................................................................................................................ 41  
  Leadership .......................................................................................................................... 50  

**Chapter 4: Host Community Workshop** .......................................................... 51  
  Convene Workshop .......................................................................................................... 53  
  Community Values ............................................................................................................ 53  
  Community Vision ............................................................................................................. 54  
  Discuss Planning Team Draft Chapters ........................................................................... 55  
  GOALS: Steps to Reach your Vision ................................................................................ 61  

**Chapter 5: Draft Plan** ..................................................................................... 63  
  Synthesis & Project Scoping .............................................................................................. 63
Chapter 6: Community Review and Adoption

Conclusion

Appendices

Appendix A: Additional Planning Resources

Appendix B: Denali Commission’s Community Planning Checklist

Appendix C: The Bristol Bay Region

Appendix D: Business Funding and Technical Assistance Resources

Appendix E: Community Business & Jobs Survey Form

Appendix F: Input-Output Model of Village Economy

Salmon spawning stream, near Lake Beverly in the Wood-Tikchiks.
Preface

The purpose of the Community Comprehensive Planning Guidebook is to provide villages and regional organizations with a user-friendly guide to developing community comprehensive plans. Planning brings the whole community together to establish clear community goals and set realistic, sustainable strategies to achieve them. Community goals can range from constructing facilities, such as housing or a community center, to expanding infrastructure, creating jobs, protecting subsistence areas and sustaining cultural traditions. By planning ahead, villages can act on new opportunities and be prepared for challenges associated with economic and demographic changes.

The organizations throughout the Bristol Bay region have been proactive in assisting villages with creating community plans. The first edition of this Guidebook was funded through a grant from the U.S. Department of Commerce, Economic Development Administration (EDA) to Bristol Bay Native Association (BBNA). The same project created an inventory of community development priorities in the Bristol Bay region.

This edition was tested and revised in area villages as part of the Bristol Bay Community Planning Project, funded by the U.S. Department of Agriculture’s Rural Development Agency. Bristol Bay partner organizations in this project include BBNA, Bristol Bay Economic Development Corporation (BBEDC), Bristol Bay Housing Authority (BBHA), Bristol Bay Native Corporation (BBNC) and Bristol Bay Area Health Corporation (BBAHC). Consulting partners for this project include The Foraker Group, an Anchorage-based nonprofit organization, Agnew::Beck Consulting, LLC, Northern Economics, Inc., and Sheila Selkregg and Associates.

Focus of Guidebook

The Guidebook is both a reference document and a workbook. The Guidebook supports a community through the planning process that includes community workshops and results in a plan document. It provides a simple, practical, effective way for villages to identify values, define goals, set priorities, and develop and implement an action plan. The focus of the Guidebook is to help villages generate community comprehensive plans that are responsive to local needs and feasible from a regional economic perspective.

Most funding organizations require communities to have recently completed some type of community plan prior to funding development projects. The U.S. Department of Commerce, Economic Development Administration (EDA) requires a unique planning process and document called a Comprehensive Economic Development Strategy (CEDS) to qualify for assistance under its economic adjustment, planning, and public works programs.

In addition, the Denali Commission, which partners with other state and federal agencies and nonprofit agencies to disburse monies for community projects, requires communities to have an adopted community comprehensive plan prior to receiving Denali Commission funds.
This Guidebook maps out a planning process and plan document that meets the criteria of a Comprehensive Economic Development Strategy (CEDS) and the Denali Commission definition of a community comprehensive plan.

Builds on Prior Planning Efforts

The Guidebook recommends a planning process that builds on prior community and regional planning efforts, which include:


Who Will Benefit from Using this Guidebook?

This Guidebook is intended to be read and used by village and tribal administrators, planners, residents, and other community stakeholders to create or update a community comprehensive plan. Some communities within the Bristol Bay region have already participated in economic development and community planning efforts. For example, Lake and Peninsula Borough communities have identified assets, challenges, and priority projects as part of the Borough’s overall economic development plan. It is hoped that whether the reader is an experienced planner, entirely new to the process, or somewhere in between, she or he will find some benefits to using this Guidebook.

Mukluks for sale at the Nangucuilnguq Arts and Crafts Center, Togiak
Assistance with and Funding for Your Plan

Regional organizations can help provide technical assistance, funding, and a third-party facilitator to help prepare comprehensive plans. Facilitators and experienced planners can assist communities in applying the steps of this Guidebook. BBNA can provide training while BBEDC can provide funding to Community Development Quota (CDQ) communities for planning. SWAMC may be able to assist one or two communities in the Bristol Bay region a year in their planning process. Some funding and assistance is also available from the Bureau of Indian Affairs (BIA) and the Alaska Department of Commerce, Community and Economic Development (DCCED).

How to Use the Guidebook

This guide will lead your community through a number of steps from collecting background demographic and economic information to developing a community vision and corresponding action strategies.

The Guidebook provides both “content” for your plan, explains how, what, and where to collect data, and explains the “process” of planning.

Some users may want to go through the Guidebook chapter by chapter while others may want to refer just to those chapters that pertain to gaps in their existing plans or can assist them in updating demographic and economic data.

Flying low over the Snake River, on the way to Manokotak.

EACH COMMUNITY needs to decide when and how they want to plan and what kind of assistance they need.
Organization of Planning Guidebook

This book provides guidance for collecting background information, and for involving the community and other stakeholders in the planning process. Additional resources and web links are provided in the Appendices. Below is a list of the sections in this Guidebook with a short description of each section’s contents.

Chapter 1. *Introduction to Planning* defines a community plan and economic development strategy and describes how and why they are useful for your community. The introduction is a good reference document for understanding why you would create or update a plan, and how you will use it.

Chapter 2. *Overview of Process* summarizes the milestones in the community planning process, and guides you through the initial steps of starting your planning process.

Chapter 3. *Elements of the Plan* explains the main topics and sections of a community comprehensive plan. It also provides exercises for your planning team that will help you gather information for your plan. The product of this chapter are draft chapters of your plan that you can share at a community planning workshop.

Chapter 4. *Host Community Workshop* provides guidance on setting up an effective Community Workshop. The workshop will help you gather input from as many community members as possible and have group discussions. During this workshop, your community will develop a vision statement, agree on community values, and review and expand on the initial work of the planning team. This work forms the basis for the draft Comprehensive Plan, described in the following chapter.

Chapter 5. *Draft Plan* lays out the steps for workshop follow-up. It integrates the initial work completed by the planning team with the input gathered at the Community Workshop. This section also includes formats for an Implementation Plan, and guidance on a monitoring and review process. The result of this section is a full draft of your Comprehensive Plan, to circulate for community review.

Chapter 6. *Community Review & Adoption* provides guidance on facilitating a Community Review Session, finalizing the plan, and gaining approval from all village entities.

Appendix A: *Additional Planning Resources* contains resources including web links, publications, and contacts for assistance with funding, planning, and collecting socioeconomic data.

Appendix B: *The Denali Commission’s Community Planning Checklist* contains the Denali Commission’s recommended checklist for contents of a community plan.

Appendix C: *The Bristol Bay Region* includes some regional demographic and economic information on Bristol Bay. You may want to use this regional information in your community comprehensive plan to provide regional information.

Appendix D: *Business Funding and Technical Assistance Resources* contains contact information for agencies and organizations that provide support for small business development.

Appendix E: *Community Business & Jobs Survey Form* is a worksheet for collecting employment information. This information will help you set goals for the Economy section of your plan.

Appendix F: *Input-Output Model of Village Economy* provides a worksheet for examining the flow of wealth and resources in your village. This exercise can help you think about strategies to keep more wealth in the village. You can use this information in the Economy section of your plan.
Chapter 1: Introduction to Planning

Villages, regional organizations, and statewide entities all recognize the need for communities to clearly state their goals and visions for the future. Community planning is the process of coming together to agree on a future direction, and gathering momentum to carry it forward. A united community is like a river that starts out braided and dispersed, but gains power by funneling all its separate channels into one stream. A united community, regardless of size or location, can achieve its goals through building consensus and clearly pursuing a direction that all community members support. This is the key to self-sufficiency and self-governance.

Community residents, businesses, leaders, and other stakeholders can use this Guidebook to develop a community comprehensive plan. It is a practical, community-based model for planning that is village-directed and regionally supported. Regional organizations such as Bristol Bay Native Association (BBNA), Bristol Bay Economic Development Corporation (BBEDC), Southwest Alaska Municipal Conference (SWAMC), and area boroughs can provide technical assistance, funding, and professional planners to assist villages in preparing their plans. Further resources are listed in Appendices A and D.

This section of the Guidebook gives an overview of the planning process, and answers the following questions:

- Why is community comprehensive planning important to your community?
- What is a community comprehensive plan, a strategic plan and a Comprehensive Economic Development Strategy (CEDS), and what are the differences between them?
- What resources are available for community and economic development planning?

Different funding organizations, such as the U.S. Department of Commerce, Economic Development Administration (EDA) and the Denali Commission, require different levels and types of planning. While differing in emphasis, these plans all share common elements. The process presented in this Guidebook is intended to produce a single plan that satisfies the requirements of any of the major agencies and funders in Alaska.

If you want to skip this introduction and are ready to start the planning process, you can jump ahead to the Getting Started section in Chapter 2.
Why Is Planning Important to the Sustainability of Your Community?

A sustainable community is a resilient community – a community that has the ability to adapt to changing circumstances. Resiliency is influenced by the natural environment, attitudes towards change, community cohesiveness, cooperative problem solving, leadership, infrastructure, human resources, and economic structure and diversity.

Just as each community has a unique set of strengths, weaknesses, opportunities, and challenges, each community needs a unique plan. Solutions need to be developed through collaborative, community-based approaches that involve an expanding leadership base and actively seek input from all walks of life. The community planning process needs to honor the past, assess the present, and describe the desired future.

A community comprehensive plan that includes an economic development strategy can empower communities to maintain a sense of place, become more resilient during times of economic challenges, take advantage of economic opportunities, and can generally increase a village’s stability and its residents’ sense of security. A plan helps individuals and communities see where they want to go and make decisions on how to get there.

**Increase the Likelihood of Success**

While each community has a unique set of development challenges, several common factors increase the likelihood of successful community planning and development.

- Understanding the strengths and weaknesses of the local economy and its comparative advantages.
- Local leadership that brings together government (tribal and city), business, and nonprofit organizations, coupled with active citizen participation.
- Policies and programs that respond to local needs and use local resources.
- A planning facilitator with the appropriate attitudes, skills, and knowledge to assist your community.

---


"SUSTAINABLE DEVELOPMENT is development that meets the needs of the present without compromising the ability of future generations to meet their own needs." World Commission on Environment and Development. Our common future. Oxford: Oxford University Press, 1987, p. 43

Beach walk near Dillingham
What Is a Community Comprehensive Plan?

A community comprehensive plan brings the entire community together to look forward over the long-term and agree on a preferred vision for the future of the community. Comprehensive plans are tools used by municipalities to guide physical growth and development, to meet social, economic, and environmental goals. Nearly all communities in the Lower 48, and all large communities in Alaska, have prepared and continue to update their community comprehensive plans. A community comprehensive plan has the following features:

- Looks **twenty years** into the future and takes a **broad view** of the whole community.
- Gathers input from the entire community to define the community’s **vision and values**.
- Identifies **goals and priority actions** in specific categories, for example: Land Use, Housing & Environment; Community Wellness, Culture & Education; Public Facilities & Transportation; Economy; Leadership.
- Includes an **implementation plan and measures for evaluating progress**.

Support in State Statutes

In Alaska, comprehensive plans are mandated of all organized municipalities by Title 29 of the Alaska State Statutes. While some Bristol Bay villages are located within the unorganized borough, and therefore not covered under this mandate, a comprehensive plan is nevertheless useful to help guide community development. The key elements of the state statute are extracted below:

**State Statute Sec. 29.40.030. Comprehensive Plan**

(a) The comprehensive plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social, and economic development, both private and public, of the first or second class borough, and may include, but is not limited to, the following:

- Statements of policies, goals, and standards;
- Land use plan;
- Community facilities plan;
- Transportation plan; and,
- Recommendations for implementing a comprehensive plan.

(b) With the recommendations of the planning commission, the assembly shall adopt by ordinance a comprehensive plan. The assembly shall, after receiving the recommendations of the planning commission, periodically undertake an overall review of the comprehensive plan and update the plan as necessary.
What is a Strategic Plan?

A community comprehensive plan includes goals, which can be further developed in strategic plans that focus more narrowly on particular topics. Examples of strategic plans include:

- Comprehensive Economic Development Strategy (CEDS), required by the U.S. Economic Development Administration at the village or regional-level for funding;
- Capital Improvement Plans, often developed on an annual basis by community or regional organizations;
- Utility studies, such as a Village Safe Water Feasibility Study;
- Environmental work plans, such as an environmental assessment annual plan developed by a village U.S. Environmental Protection Agency (EPA) Indian General Assistance Program (IGAP);
- Transportation plans, such as a Long-Range Transportation Plan developed through the U.S. Bureau of Indian Affairs (BIA) Indian Reservation Roads (IRR) program; and
- Housing plans, such as those developed by regional housing authorities, such as BBHA.

Comprehensive and strategic plans should dovetail with one another because they share a common purpose: to guide the development of the community. The comprehensive planning process should be informed about and build on goals and strategies in existing strategic plans.

What Is a Comprehensive Economic Development Strategy (CEDS)?

A Comprehensive Economic Development Strategy (CEDS) creates a detailed action plan focusing on economic development. The U.S. Economic Development Administration requires that a community have a regional or village-level CEDS in order to receive funding. A CEDS includes strategies to develop:

- Existing businesses and cultural, governmental, and non-governmental institutions;
- Workforce education and training;
- Infrastructure; and
- A diverse economy that encourages small business development.

A CEDS responds to community priorities identified in a community comprehensive plan and identifies future allocation of resources.²

² A CEDS analyzes local conditions, identifies problems and opportunities, defines the vision and goals of the community, designs the strategies to accomplish these goals, coordinates activities to implement these strategies, and evaluates and updates the process. A CEDS emerges from a continuous planning process developed with broad-based and diverse community participation that addresses the economic problems and potential of a community. The strategy should promote sustainable economic development and opportunity, foster effective transportation systems, enhance and protect the environment, and balance resources through sound management of development.
The overall goals of economic development include:

- Job creation and retention
- Tax base creation
- Increase in property values
- Wealth retention
- Poverty reduction
- Economic stability and self-sufficiency

Subsistence continues to be the backbone of community life and the key to self-sufficiency for most Alaska villages, and should be included in a CEDS. A CEDS, whether it is for a local community or a region, provides a mechanism for coordinating the efforts of individuals, organizations, local governments, and private industry concerned with economic development.

**Why Would a Community Want Its Own CEDS?**

A community comprehensive plan will identify goals and actions for economic development and will reference a regional-level CEDS, if one exists. If economic development is identified as a high priority for the community, and the regional level CEDS does not provide enough detail to outline the strategies for economic development at the village level, the next step should be to develop a village-level CEDS.

While a community may be a member of an Economic Development District such as the Southwest Alaska Municipal Conference or represented by a regional CEDS, the values and priorities of local communities may be best served by having their own Comprehensive Economic Development Strategy. Villages that are part of a borough, such as Lake and Peninsula Borough, may not need a CEDS due to previous participation in an overall economic development planning effort.³

---

³ Alaska Statutes Title 29 accords planning authority to boroughs.
The Framework of a Community Comprehensive Plan

These four questions form the framework for the community comprehensive planning process. These are the same questions that guide the development of a CEDS.

1. **Where are we now?**
   Information on the economy and population that characterizes the community or region.

2. **Where do we want to be?**
   Community vision, values, and goals.

3. **How do we get there?**
   Actions, prioritized by the community. These are the steps needed to reach goals.

4. **Have we made it?**
   Plan monitoring and evaluation – a way to measure success.

1. **Where are we now?**

   This is described in the Village Background section of the plan. Collecting information for this section is one of the first steps in the community comprehensive planning process. This section describes your community in terms of location, physical environment, history, people, jobs, economy, culture, subsistence, and any other information you feel is important for others to know so that they can better understand your community. The information in your plan is presented within a regional and state context. If you are collecting data on population, household income, and similar topics, you should try to present data from your community, the nearest “hub” community, and the state as a whole for comparing.

   This background information will help your community plan for future housing needs, determine available land for growth, and coordinate infrastructure and public facilities. It contains the status of housing, public facilities, and infrastructure. The demand for public facilities and services is directly related to the level and kinds of changes occurring in a community. Changes in resources, economic activities, and income can influence the supply of facilities and services available.

   Socioeconomic analysis is a form of storytelling. You gather and analyze data and integrate the findings to develop themes, patterns, and conclusions that can be used to inform decision makers and other readers. The hardest part of creating a socioeconomic profile is making sense of the data. Does the data tell the right story?

   It is important to emphasize that there are constraints on this type of community analysis. Data can paint the wrong picture, be inaccurate, or effected by other circumstances. Even the smallest community is a very complex place with a particular history, geography, demography, economy, social structure, and lifestyle. Local community knowledge of the economy, cultural, and physical environment is almost always more accurate than secondary data, and should be used to the maximum extent possible.

Commercial fishing is a mainstay of Bristol Bay
The Village Background section of your community comprehensive plan:

- Grounds the planning process in local knowledge and values;
- Identifies key stakeholders;
- Documents social and cultural factors that need to be considered when making decisions;
- Relates local needs to regional and statewide concerns;
- Provides a baseline to measure changes that result from proposed actions; and
- Establishes common ground. Perceptions often differ from actual conditions.

2. Where do we want to be?

Answers to this question form the vision, values, goals and actions sections of the community comprehensive plan. These sections identify the community’s issues, opportunities, and desired future. A vision is an ideal view of the future that guides the rest of the plan. Visions should be based on key community values and must be clear and perceived as attainable. The process of visioning is based on the belief that we influence our future through the actions we take in the present.

In a community comprehensive plan, goals will be created for five plan elements: Land Use, Housing & Environment; Community Wellness, Culture & Education; Public Facilities & Transportation; Economy; and Leadership. Each set of goals will be followed by a prioritized set of actions.

3. How do we get there?

The Implementation section of the plan identifies the prioritized actions that link the vision, values and goals, with specific projects, timelines, and funding sources.

Communities must take local responsibility for the quality and pace of development. The Implementation section of the plan outlines the strategy for utilizing local resources and securing assistance from outside entities. Residents, organizations and local businesses are the primary stakeholders in the development of their community and ultimately they determine what strategies will or will not succeed.

4. Have we made it?

Are we achieving the results we wanted? How well are we implementing the plan? What performance measures are we using? These are the unique measures by which a community assesses the progress it has made through the Implementation Plan. If we have not achieved our goals, what do we need to change or to do differently to obtain what we want?
Resources

The background information you will need to develop a community comprehensive plan can be found in a variety of locations: existing plans and studies, on the Internet, or from people in your community or region. One of the first things you may want to do is collect any previous plans for your community. Appendix A provides a list of helpful Internet links to agencies and organizations that may assist you in your planning process. Also included are Internet links to demographic and economic information from the Alaska Department of Commerce, Community and Economic Development, Department of Labor and Workforce Development, and U.S. Census Bureau.

The Denali Commission encourages local communities to use existing plans and information as much as possible. Check http://www.dced.state.ak.us/dca/commdb/CF_Plans.cfm for the on-line catalog of completed community plans. It can save time, money and community effort if previous plans are collected early in the planning process. Several different types of plans may already exist for your community and can be incorporated into the community plan and economic development strategy.

Funding

Much planning can be completed using existing community resources, such as village and city council staff, support from regional organizations, and state agency assistance. Some local communities, however, may want additional assistance during the planning process. Funding and technical assistance may be available from borough-level and regional organizations. One statewide source of funding is described below.

DCCED. The State of Alaska, Department of Commerce, Community and Economic Development (DCCED), Division of Community Advocacy (DCA) in partnership with the Denali Commission offers a Mini-Grant Program for economic development plans. The FY05 Mini-Grant Program may provide a maximum award of $30,000 in grant funding for projects likely to generate new income for the community, create permanent jobs or otherwise has the potential to improve the community economy in a significant and long-lasting way. Eligible activities also include related business development or strategic planning (i.e., community comprehensive development plan, business plan, marketing analysis, community land use plan, design and engineering plans, etc.). The mini-grant application is available at the following link: http://www.dced.state.ak.us/dca/grt/minigrant.htm

A Comprehensive Plan:

- Includes a general statement of community goals
- Looks ahead 10, 20, 30 years
- Increases local control over changes affecting community life
- Helps secure resources to carry out community priorities
- Becomes the foundation for implementing priority actions: roads, trails, public facilities, land use policies, and economic development
Chapter 2: Overview of Planning Process

This section illustrates the steps of a community comprehensive planning process.

Community Initiates Planning Process

Village residents’ local knowledge, time and energy are key to a successful planning process that links local needs and vision with achievable results. Outside experts, facilitators, and resources can play a useful role, but only a village-driven process can create a community comprehensive plan based on local values, assets, challenges, and priorities.

The structure for developing community plans assumes the following responsibilities:

• Community – takes an active role in workshops and the planning process; through this process develops community vision, goals, policies, and implementation actions.

• Planning Team – represents the community and guides the project; the planning team gathers local data and initial scoping information; the team takes on tasks such as presenting drafts to the community, setting up workshops and compiling results.

• Planner – provides technical expertise, information on opportunities and options for achieving goals, assists with meeting facilitation, and assists the planning team in the production of the plan, maps and other products.

• Regional Organizations – provide support for villages including technical assistance and staff assistance.

First Steps

1. Get in touch with city and tribal government officials and let them know you are interested in putting together a community plan. Ask for copies of completed plans such as a utility study or a grant application to the Denali Commission.

2. Next, get in touch with any local organizations you think might be involved in planning for your community. This could include the Village Corporation, the Tribal Council, city government or the local school.

3. Check out what other communities in your region have done. Do they have a community plan you could use as a model? Some data you need is only available at the borough or census area level. If another community has already put together the regional data for your borough or census area, you may be able to build off the work they have completed.

4. Check with any engineering or construction firms that have worked in your area. They may have information on land use or maps that you can use in your community plan.
Comprehensive Planning Process

1. START THE PROCESS OR GET ORGANIZED
   - Tribal Council
   - Regional Organizations
   - City
   - Village Corporation

Entities agree to create or revise their Comprehensive Plan. One entity usually takes the lead on organizing, but all are involved.

2. FORM A PLANNING TEAM
   - Planning Team

Entities form a Planning Team with other community members, such as Elders, youth, interested adults and service providers.

3. DRAFT YOUR PLAN
   - COMP PLAN Draft

At Planning Team Workshops, Planning Team drafts goals, discusses values and community issues, and drafts a Comp Plan for community review.

5. REVISE YOUR PLAN
   - Planning Team

Planning Team and entities revise the draft plan and hold a formal review session to make final changes to the Comp Plan.

6. ADOPT YOUR PLAN
   - Resolutions

The Comp Plan is adopted by each entity. Resolutions are included in the final plan.

7. USE YOUR PLAN
   - COMP PLAN Final

Copies of the plan are distributed to all entities, leaders and state and regional organizations for implementation. Updates and changes are made over time as needed.

Source: Agnew Beck Consulting
5. After you have been in touch with local groups and organizations, contact your regional organizations. These organizations may have resources to assist you in your planning process.

6. To keep the planning process moving and to help the planning team work through the process, you may decide to engage an experienced planner. This person can be a hired consultant, a staff member from a regional organization, or a local resident, but should have successfully completed other community plans. Other villages in the region may have advice on planners they have worked with. The planner helps the community organize and complete the planning process, including facilitating meetings, gathering data, helping compile drafts of the plan, and providing technical information on implementation strategies. You may be able to get this assistance free of charge by using staff from regional organizations.

7. Gather community members to participate in the planning process. Ideally, there should be a broad range of representatives, including:

   • Local businesses
   • City government
   • Tribal government
   • Property owners
   • Religious organizations
   • Health care and social services
   • Elders
   • Youth
   • Educational organizations
   • Utility operators

The following pages outline the Village Planning Milestones, the steps along the way from forming your planning team to completing your plan. The first step is perhaps the most important: forming a planning team.

**Form a Planning Team**

The planning team works to ensure that all local needs are met and that the process moves forward smoothly. They provide oversight throughout the planning process. The planning team helps raise any required funding, gathers local input and information, and monitors and evaluates progress.

Make note of who will take on specific roles such as taking meeting notes, scheduling meetings, and reporting to the councils. At the end of this chapter are forms to assist with forming your planning team.

The role of the community planning team is to spearhead the plan, to brainstorm community issues, draft plan sections and to refine it based on community input. It is very important that the planning team be representative of the community. Try and include an elder, a youth, a parent, someone from the school, someone from each of the main employers, and representatives from all councils.
The work of the planning team is sometimes tedious. The process could take a year to complete. Remember to acknowledge and thank members of the team, both in the final plan and publicly at a community event. Remember also that they can only create a representative plan with input from the community.

It may be necessary for the planning team to meet a number of times in order to draft the chapters that will be presented at the community workshop for review and refinement. The team may need to meet several more times to revise the chapters and draft the plan. The number of meetings varies greatly depending on how well the planning team works together and how much is accomplished between meetings. Gaining assistance from an outside entity, such as a regional organization or a hired planning consultant, can help move the process along and keep the team focused.

Appoint a Community Coordinator

One of the most important and critical tasks to the success of the planning process is to appoint a community coordinator. This person will make sure that your community completes each step of the process and will help prepare for the next step. The community coordinator will be the primary contact for all stakeholders.

VILLAGE PLANNING MILESTONES

You can use the ‘Planning Milestones Checklist’ included at the end of this chapter to track your progress as you work through the planning process.

Getting Started

- Form planning team, appoint community coordinator, and secure a planner to assist.
- Identify key people and organizations – local and regional.
- Conduct an initial introductory meeting with planning team and planner.
- Set schedule for community workshop and plan milestones.
- Circulate preliminary outline of comprehensive plan.

Background Information & Initial Scoping

1. Assemble background information that can be collected prior to Planning Team Workshop
   - Village maps and aerial photos
   - Village socioeconomic data from secondary sources
   - Regional socioeconomic data from secondary sources
   - Existing community plans and maps, which might include:
     - Report from Regional Housing Authority listing regional priorities
     - Tribal Environmental Program Annual Work Plan
     - Long-Term Transportation Plan
     - Report from annual Wellness Conference
     - Project business plans, for a new clinic or multi-use facility
     - Village Safe Water Feasibility Study
2. Set a time and location and convene the first Planning Team Workshop [Note: you may end up convening multiple planning team workshops in order to draft chapters of the plan and complete background research.]
   - Introduce process, purpose of a plan and roles and responsibilities
   - Inventory projects currently in progress at village level
   - Inventory projects currently in progress at regional level
   - Identify goals, pressing issues & opportunities for each element of the plan
     - Land Use, Housing & Environment
     - Community Wellness, Culture & Education
     - Public Facilities & Transportation
     - Economy
     - Leadership

3. Following the Workshop, the Planning Team collects information from primary local sources, this could include:
   - Conduct local economic survey
   - Map existing land use patterns
   - Survey and document public facilities and condition of each
   - Inventory environmental issues
   - Describe history and culture of your village
   - Describe subsistence patterns
   - Children’s drawings and photos of village life

4. Draft Village Background chapter and chapters for each element of the plan
   - Village Background – summarize background information and describe community
   - For each plan element, summarize current status, issues and opportunities, and goals.

5. Circulate draft chapters for community review

**Community Workshop #1**

- Host two planning team meetings to discuss preparation for workshop. Agenda items should include:
  - Secure a time and place for the workshop
  - Publicize the workshop
    - Planning team contacts friends and neighbors
    - Prepare and distribute flyers
  - Set up workshop day logistics
    - Food
    - Door prizes
    - Location
    - PA system (if needed)
    - Other Equipment
  - Assemble workshop materials
    - Outline of plan
    - Draft chapters
    - Maps and aerial photos
    - Copies of existing plans (if available)
    - Example of completed comprehensive plan
- Conduct workshop (typically one or two days). Activities will include:
  - Review Village Background chapter
  - Define values and vision
  - Discuss, review, and refine draft chapters (in small groups)
  - Identify priority actions for each goal in each element of plan
  - Prioritize actions using “voting”
- Compile and type up notes from workshop sessions
Synthesis and Project Scoping

- Review and refine the goals and priority actions identified in the workshop
- Revise draft chapters for each category
  - Include contextual information based on discussion at workshop
  - Integrate community input into each draft chapter
  - Add goals
  - Add priority actions
- Discuss the feasibility of each priority project such as:
  - Community infrastructure projects
  - Private sector projects, such as a store or a fish processing plant; identify resources available for entrepreneurs to pursue such projects
  - Discuss feasibility of each in regional context and funding prospects
- Prepare an Implementation Plan that includes the top three priorities for each element of the plan, summarizing:
  - Responsibility (project lead)
  - Priority level
  - Schedule
  - Estimated magnitude of cost
  - Steps required to deliver the project
  - Resources to execute the work

Establish Process for Monitoring, Evaluating, and Updating Plan

- Establish specific criteria for monitoring progress towards plan goals.
- Set up a schedule and responsibilities for tracking progress.
- Set a specific schedule for the next full revision of the plan.

Prepare and Circulate Draft Comprehensive Plan

A basic outline follows:

- Acknowledgements
- Resolutions from governing bodies
- Introduction – includes community maps
- Village Background chapter
- Values
- Vision
- Land Use, Housing & Environment
  - Context
  - Issues & Opportunities
  - Land ownership and environmental issues map
  - Housing Density Survey (if completed)
  - Goals
  - Priority actions
- Community Wellness, Culture & Education
  - Context
  - Issues & Opportunities
  - Goals
  - Priority actions
- Public Facilities & Transportation
  - Context
  - Issues & Opportunities
    - Photos of public facilities and inventory of condition
- Matrix of existing facilities & issues
- Goals
- Priority actions

- Economy
  - Context
  - Issues & Opportunities
  - Analysis of community business survey
  - Goals
  - Priority actions

- Leadership
  - Context
  - Issues & Opportunities
  - Goals
  - Priority actions
  - Feasibility Filter of promising projects (if completed)

- Implementation Plan
- Monitoring and Revisions Process
- Appendices
  - Regional background information
  - References

Conduct Review Session of Draft Plan

- Two weeks prior to Review Session, circulate draft plan for community review.
- Leadership organizations (tribal council, village corporation, city government) meet to review Draft Plan.
- Secure a time and place for the Review Session.
- Publicize the Review Session.
- Conduct Review Session:
  - Review draft plan – planning team members present chapters
  - Present feasibility filter of economic development projects
  - Refine project priorities and implementation
  - Gather feedback on plan for final draft.

Revise and Adopt Comprehensive Plan

- Revise draft plan.
- Circulate revised plan.
- Present revised plan for approval by resolution at a joint meeting of the Traditional and City Councils.
- Publish final plan in hard copy and digital format (include Council resolutions adopting plan).
- Circulate to all village entities, regional organizations and statewide entities.

Bristol Bay residents meet to discuss the future
VILLAGE PLANNING MILESTONES

1. GETTING STARTED
   - Form planning team
   - Secure a planner

2. COMPILE BACKGROUND INFORMATION & INITIAL SCOPIING

3. DRAFT CHAPTERS

4. COMMUNITY WORKSHOP

5. WORKSHOP FOLLOW-UP
   - Revise Chapters
   - Feasibility Filter
   - Implementation Plan

6. CIRCULATE DRAFT PLAN FOR COMMUNITY REVIEW

7. REVISE & ADOPT COMPREHENSIVE PLAN

8. USE PLAN TO GUIDE COMMUNITY DECISION-MAKING
   - Update plan each year
   - Bring a copy to every council meeting

Source: Agnew::Beck Consulting
The next few pages contain forms that can be used to identify the people who will be involved in your planning process, keep a record of other community plans and documents and to track progress as you proceed through the planning process.

**Getting Started with the Planning Process**

**Form Planning Committee**

1. List people who will be involved in planning efforts from your village and from outside.

2. Make note of who will take on specific roles (for example who will take meeting notes, schedule meetings, report to village council, etc.).

<table>
<thead>
<tr>
<th>IN VILLAGE</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Name</td>
<td>Phone</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>OUTSIDE VILLAGE</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Name</td>
<td>Phone</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Compile Past Plans

1. Resources – list community plans or reports completed or in progress that will assist community planning efforts

2. If possible, collect a copy of each plan and put in the planning binder.

<table>
<thead>
<tr>
<th>Name of Plan</th>
<th>Who has a copy?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

3. Compile other documents necessary to complete planning process:
   - Aerial photo of village or good map of the area
   - Any other recently completed regional plans
   - Any strategic plans completed for community organizations
   - Housing
   - Environment
   - Transportation
   - Human services
   - Project business plans
   - Utility studies
   - Any Department of Transportation plans
   - Any plans from regional Native Corporations
## VILLAGE PLANNING MILESTONES

<table>
<thead>
<tr>
<th>SAMPLE</th>
</tr>
</thead>
<tbody>
<tr>
<td>TASK</td>
</tr>
</tbody>
</table>

### GETTING STARTED

- Form Planning Committee
- Initial introductory meeting with village planning team & consultant or staff assistant
- Set schedule
- Create preliminary contact list

### BACKGROUND INFORMATION & INITIAL SCOPING

- Assemble background information that can be collected prior to Planning Team Workshops
- Assemble village & regional socioeconomic data from secondary sources

#### Planning Team Workshop

- Introduce process, purpose of plan, and roles & responsibilities
- Identify and assemble existing community plans, maps, and aerial photos
- Inventory projects currently in progress at village level
- Identify issues & opportunities, goals & actions for each element:
  - Land Use, Housing & Environment
  - Community Wellness, Culture & Education
  - Public Facilities & Transportation
  - Economy
  - Leadership

- Planning team collects information from primary local sources
- Conduct local business & jobs survey
- Map existing land use patterns
- Survey & document public facilities and condition of each (public facilities matrix)
- Inventory environmental issues
- Describe history & culture of village
- Describe subsistence patterns
- Compile children’s drawings & photos of village life
- Draft Village Background Chapter and chapters for each plan element
- Circulate draft chapters for community review

### COMMUNITY WORKSHOP #1

- Host two planning team meetings to prepare for workshop
- Secure a time and place for the workshop & publicize to whole community
- Assemble workshop materials
### Conduct workshop (typically over two days)
- Review Village Background chapter
- Define values & vision
- Discuss review & refine draft chapters (in small groups)
- Identify priority actions for each goal in each category
- Prioritize actions using “voting”
- Record notes from workshop sessions

### SYNTHESIS & PROJECT SCOPING
- Review and refine the goals & priority actions identified in the workshop
- Revise draft chapters for each element
- Discuss feasibility of each priority project (Feasibility Filter)
- Complete implementation matrix for top three priority actions in each element

### ESTABLISH MONITORING & EVALUATION PROCESS
- Establish specific criteria for monitoring progress towards plan goals
- Set up a schedule and responsibilities for tracking progress

### PREPARE & CIRCULATE DRAFT PLAN
- [See Community Comprehensive Planning Guidebook, Chapter 2 for outline of complete plan](#)
- Circulate plan for community review (2 weeks prior to Review Session)

### REVIEW OF DRAFT PLAN WORKSHOP
- Leadership organizations meet to review Draft Plan
- Secure a time and place for the Review Session & publicize to whole community
- Conduct Review Session
  - Review draft plan - planning team members present chapters
  - Present feasibility of economic development projects
  - Refine project priorities, feasibility and implementation
  - Gather feedback on plan for final draft
- Record notes from Review Session

### REVISE & ADOPT COMPREHENSIVE PLAN
- Revise & circulate draft plan
- Present revised plan for approval at a joint meeting of the Traditional and City Councils
- Publish final plan in hard copy & digital format
- Circulate to all village entities, regional organizations & statewide agencies
- Use to guide future projects and plans
Chapter 3: Elements of the Plan

This chapter gives a more detailed description of each ‘element’ of the plan. An ‘element’ is usually a chapter of the final plan and basically takes a close look at one aspect of your community, such as the economy, or leadership. A community is like a person, it has many different attitudes and personalities, but they all come together to make one individual. Each chapter discusses a different aspect of your community. Taken as a whole, the elements of the plan give a fairly comprehensive view of your community; how it is today and how you would like it to be in the future.

The elements of the community comprehensive plan described in this Guidebook include: Village Background; Land Use, Housing & Environment; Community Wellness, Culture & Education; Public Facilities & Transportation; Economy; and Leadership. This chapter will describe each element in turn, and provide exercises you can use while conducting research, during planning team workshops and community workshops to gather necessary information.

Village Background

This element of the plan documents the existing conditions of your community. Much of the demographic information can be found in existing plans and studies, by using the Internet links listed below, and in the resource section in Appendix A. However, oftentimes these data are not accurate, especially for small communities. It is wise to gather this information as early in the process as possible, so that it can be shared, added to, and corrected by the planning team and community members.

In addition to facts and figures, you also want to be able to tell other people what your community is like. Much of this information can be found by asking knowledgeable people in your village. Some suggestions for collecting information from local sources are provided in this section.

Make note of where you find information so you can refer back to it later and reference it in your plan. It might be helpful to keep all of the information you collect and copies of any other relevant plans in a large binder.

Socioeconomic data come from a wide variety of sources—many connected to the federal government. More than 65 federal agencies publish data series. Knowing what data exist, where to find them, and what they mean can be a daunting task. Fortunately, for Alaska residents, the Alaska Department of Commerce, Community and Economic Development and the Alaska Department of Labor and Workforce Development, Research and Analysis compile a lot of this information and make it readily available on the web.

You might elect one person or a group of people to collect this information. This would also be a great assignment for a high school class. Perhaps there is community volunteer who has access to the Internet and is willing to undertake this task. You may also want to hire someone to do this work.

This section provides a list of the kind of information you need for your Village Background chapter, and also includes links to data sources.
The Village Background chapter is a description of your community and often begins with such basic information as location, land area, and climate. The aim is to organize and analyze data from a variety of sources to tell a coherent, internally consistent, truthful story about your local community, first to yourself, then to your potential audience. It is important to know what the data can and cannot tell you. Socioeconomic analysis is really just a form of storytelling. You need to gather and analyze data and integrate the findings to develop themes, patterns and conclusions that can be used to inform decision makers, residents and other readers.

**Background Information**

- Village location and size of the area
  
  **Source:** [www.dced.state.ak.us/dca/commdb/CIS.cfm](http://www.dced.state.ak.us/dca/commdb/CIS.cfm)

- Physical setting – geology, geography, physical hazards, climate, endangered and threatened species, etc.
  
  **Source:** [www.dced.state.ak.us/dca/commdb/CIS.cfm](http://www.dced.state.ak.us/dca/commdb/CIS.cfm)

- Environmental issues (if any) related to flood plains, air quality, wetlands, historic preservation, hazardous waste sites and contamination
  
  **Source:** local knowledge, local transportation plans, DCCED community mapping

- History – cultural and economic development history, major events, etc.
  
  **Source:** local knowledge, [www.dced.state.ak.us/dca/commdb/CIS.cfm](http://www.dced.state.ak.us/dca/commdb/CIS.cfm)

- Subsistence resources and seasons
  
  **Source:** local knowledge, DCCED community mapping, Alaska Department of Fish and Game

**Economy and Population**

Appendix E includes a survey form for counting local businesses and jobs.

- Income levels and unemployment
  - Per capita and median household income
  - Labor force
  - Unemployment rate
  - Percent in poverty
  - Transfer payments
  
  **Source:** local knowledge, [www.dced.state.ak.us/dca/commdb/CF_BLOCK.htm](http://www.dced.state.ak.us/dca/commdb/CF_BLOCK.htm), [www.almis.labor.state.ak.us](http://www.almis.labor.state.ak.us)

- Number of jobs in community (don’t forget self-employed)
  
  **Source:** local knowledge
• Top three types of employment and major employers  
  Source: local knowledge

• Number of small businesses and types  
  Source: Community business licenses from the DCED web page and local knowledge

• Major sectors of the economy and their past, present and projected contributions to employment, income, and revenue  
  Source: local knowledge, regional ARDOR, www.almis.labor.state.ak.us

• Population trends  
  Source: www.dced.state.ak.us/dca/commdb/CF_BLOCK.htm, www.almis.labor.state.ak.us/?PAGEID=67&SUBID=114

• Population composition (percent of population in various age groups, percent of population in various ethnic groups, etc.)  
  Source: www.dced.state.ak.us/dca/commdb/CF_BLOCK.htm, www.almis.labor.state.ak.us/?PAGEID=67&SUBID=188

Community Facilities and Land Use

• List and photograph community facilities including public buildings, water, sewer, communications, electrical, transportation modes, docks, boat storage and ice houses  
  Source: local knowledge, local transportation plans, DCCED community mapping

• Find a land ownership map to include in your plan  
  Source: Firms doing work in your village, regional organizations, DCCED community mapping

Sources of Information

• Local people  
• Existing plans and studies  
• Regional organizations  
• Demographic information – www.factfinder.census.gov  
• Department of Commerce, Community and Economic Development – www.dced.state.ak.us  
• Local economic trends – www.almis.labor.state.ak.us  
• Alaska Department of Fish and Game – www.adfg.state.ak.us
Present Results of Background Research

After the background information has been pulled together, both from local and non-local sources, the information should be shared with the planning team and checked for accuracy.

At a Planning Team Workshop, spend 20 minutes presenting results of background research to the large group. This could be done as a Power Point demonstration, a series of posters, or as a story. The important thing is to present your findings to the group to set the context for community planning. Your story should tell them, ‘Here’s where we are today’ to set the stage for asking ‘Where do we want to go tomorrow?’

This presentation may be given by a member of the planning team, the community coordinator, planner or a group, depending on how you completed the research and who you select to present your results. You might choose to have a local elder to make a presentation on the heritage of your area, and what types of subsistence activities and other cultural activities are most important. Your presentation should answer the following questions:

- Where are we located and how many people live here?
- What kind of landscape do we live in?
- What pressing environmental issues face our village (such as erosion, need for service relocation, change in streambeds, hazardous waste, etc.)?
- What is our heritage? Where do we come from?
- What subsistence resources are important to us?
- How many people are working, and what jobs do they do?
- What economic opportunities and challenges lie ahead for our village?
- Is our population growing or shrinking? Why?
- Who lives here? What ethnic groups are in the majority and minority? What percentage of our population are Elders, young children, youth and adults? Are any of these groups growing or shrinking in size?
- What community facilities do we currently have?
- Who owns the land in and around our village?
- What schools do we have? Is the school population growing or getting smaller?

Following the presentation give members time to respond and to correct any misinformation. Once this information has been revised, your draft of the Village Background chapter will be ready to share at the community workshop.
Land Use, Housing & Environment

The Land Use, Housing & Environment chapter details issues, goals and priority actions that focus on the land use patterns within the village, and the state of housing stock. This chapter also outlines the environmental issues facing the community. This can range from pollution and erosion concerns within the village, to issues with subsistence resources and use of surrounding lands. One important source for outlining environmental issues in a village is the tribal environmental programs that are often funded through the U.S. Environmental Protection Agency’s Indian General Assistance Program (IGAP). These programs often complete annual workplans based on a needs assessment conducted at the community level. This is often an excellent starting place for identifying environmental issues.

One way to gather information on the issues, goals and actions for this element is to ask planning team members to mark issues on a community map. You can use trace paper to lay over the map for marking, and then transfer the comments into a digital format at a later date. An annotated community map that highlights the land use issues, opportunities and priorities is an important part of the Land Use, Housing & Environment chapter of your plan.

Mapping Exercise: Land Use, Housing & Environment

You can use this exercise at a planning team workshop, or at a full community workshop. A similar exercise is included later in this chapter to identify public facilities and transportation issues. Map examples are also included later in this chapter.

Give the group a base map, colored markers and some trace paper. Ask the group to draw the location of the following on the map or on the trace paper laid over the map:

- Environmental issues such as areas of pollution, hazard, and erosion
- Subsistence gathering areas
- Historic and sacred sites
- Critical habitat areas
- Hazard zones (flooding, tsunami, fires, etc.)
- Water sources
- Gravel sources
- Landmarks, geographical features
- Any other important features you think should be included

Using different colors, ask the group to identify existing land use patterns. For example identify:

- Residential areas
- Commercial areas, or centers of office space or community facilities
- Industrial areas, such as fuel storage or barge docks
Once you have completed your maps, compare your maps with the drawings on the following page. How do the development patterns in your village compare to the examples? Discuss the following questions within your small group:

- Are public facilities clustered in one part of the village or spread out?
- Is utility provision (water and sewer, electricity) clustered or spread out?
- Are the landfill and sewage lagoon located away from the village and water bodies?
- Are there buildings and houses located in hazard zones?
- Will planned development impact subsistence areas?
- Where should new housing, public facilities, airport expansion be located?
- Are trails and roads laid out well to ease movement around the village?
- Will planned development impact sacred and historic sites?
- Does development take advantage of good views, and highlight natural setting?
- Is there adequate open space for kids to play?
- What other issues should the village consider as it develops?

Residents of Levelock map existing land uses
**Village Land Use Patterns - Positive Choices**

- Special Places Protected: a hill with a view, a stream for fishing.
- Hazard Areas/Facilities: fuel, landfill, etc., on the periphery of residential areas, far from water sources.
- Airport: convenient location, safe.
- Open Space: berry picking, trails, fish spawning areas, protected, dispersed throughout the village, accessible to everyone.
- Landfill: future housing plan for housing expansion, village growth.
- Future Housing: most buildings in center of town, keeps utility costs down.
- School: outdoor places for kids to play.
- Community well: located in watershed areas.
- Sewage lagoon: potentially hazardous facilities located in watershed areas.
- Fuel: buildings scattered, increases utility and road maintenance costs.
- Outdoor places for kids to play.

**Village Land Use Patterns - Poor Choices**

- No space reserved for planned, future expansion.
- Airport: no land reserved for expansion.
- Landfill too close to airport, hazard to air traffic from birds.
- Open Space: berry picking, trails, fish spawning areas: unprotected.
- Sprawled buildings: scattered, increases utility and road maintenance costs.
- Community well: far from homes, too close to sewage lagoon.
- Potential Hazardous Facilities: located in watershed areas.
- Buildings located in flood area or along eroding banks.
- Public Facilities: clinic, tribal offices, post office, community center, etc., located in various buildings, no village "center," higher operating costs.
- View/skiing: high costs, used for homes not public recreation.
- 4 wheeler trails too close to homes.

**Community Comprehensive Planning Guidebook :: Chapter 3**
Housing Density

Locating houses in close proximity to one another has a number of advantages: neighbors are nearby for socializing and childcare; children can gather to play and still be supervised; and a compact development pattern keeps down the cost of providing and maintaining public services and utilities. Sometimes, however, houses are placed too close together and the village may suffer from overcrowding. This often occurs when lots are informally subdivided to build houses for younger family members, or when lots become filled with other structures constructed close to neighboring properties. Finding the ideal density for residential areas strikes a balance between these extremes.

The following exercise can be completed in a planning team workshop or in a small group at the community workshop. The table in this section includes a series of questions that help evaluate the capacity (that is, how many housing units could be developed) of future development areas within a village. For example, if a former airstrip is currently sitting vacant in the middle of the village, it may be useful to evaluate how many future housing units may be able to be developed there. The graphic on the following page gives an idea of a sample community and the housing densities of both the existing residential areas and projected capacity for future development areas.
Considerations in Estimating Capacity and Desirability of Future Development Areas

<table>
<thead>
<tr>
<th>Estimate amount of land with good physical capability for residential development:</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ Start with total land area (external boundaries)</td>
</tr>
<tr>
<td>▪ Reduce to exclude areas that are physically unsuitable for development (poorly drained, too steep, etc.)</td>
</tr>
<tr>
<td>▪ Reduce to exclude areas needed for public buildings, open space, utilities, roads &amp; trails, etc.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Evaluate capacity of water &amp; sewer and other utilities:</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ Is there any surplus in the existing systems?</td>
</tr>
<tr>
<td>▪ If not, what will it cost to expand, or refurbish existing system?</td>
</tr>
<tr>
<td>▪ If that is not feasible, what will it cost to build a new system?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Designate the density and quality of new housing:</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ How many units are desired?</td>
</tr>
<tr>
<td>▪ What level of density is preferred?</td>
</tr>
<tr>
<td>▪ What level of density is most affordable?</td>
</tr>
<tr>
<td>▪ What is the goal for housing capacity in 5 years? In 10 years? (based on current shortage and likely population growth)</td>
</tr>
<tr>
<td>▪ What type(s) of housing can be built (e.g. single family, duplex, 4-plex, etc.)?</td>
</tr>
<tr>
<td>▪ What can the average family afford?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Determine the considerations that affect the quality of existing housing. What “design standards” are needed for developing new or renovated quality housing? Some examples include:</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ To reduce noise around housing, require setbacks from roads and trails and identify road &amp; trail routes around housing.</td>
</tr>
<tr>
<td>▪ To ensure adequate space for outdoor storage and outbuildings (such as maaq’ii, fish racks, etc.), require minimum lot square footage per dwelling unit.</td>
</tr>
<tr>
<td>▪ To ensure good views, arrange housing lots to maintain views and southern exposure for each dwelling, and set a maximum height for buildings.</td>
</tr>
<tr>
<td>▪ To ensure adequate open space for play areas, reserve land adjacent to housing areas that will be developed only for public purposes.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Evaluate the status of existing housing stock and buildings to create a redevelopment plan for existing housing stock. Identify existing houses in three categories:</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ Good – no improvements needed</td>
</tr>
<tr>
<td>▪ Fair – needs improvement</td>
</tr>
<tr>
<td>▪ Poor – needs demolition and/or complete reconstruction</td>
</tr>
</tbody>
</table>

| Determine ordinances and action steps |
A VILLAGE’S CAPACITY FOR EXPANSION

TEST QUESTIONS:
How many houses will you need?
How close together should the houses be?
Where is there land for more houses to be built?
Where would you like new houses to go?

AIRPORT - Site B
approximately 46 acres

AIRPORT - Site A
approximately 46 acres

EXISTING VILLAGE
approximately 37 acres

SAMPLE VILLAGE

<table>
<thead>
<tr>
<th>Area</th>
<th>Land Available (gross acreage)</th>
<th>Adjusted Land Available *</th>
<th># of Homes @ 4 units/acre</th>
<th># of Homes @ 6 units/acre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing Village</td>
<td>37 acres</td>
<td>40 acres</td>
<td>160 homes</td>
<td>240 homes</td>
</tr>
<tr>
<td>Airport Site A</td>
<td>46 acres</td>
<td>35 acres</td>
<td>160 homes</td>
<td>240 homes</td>
</tr>
<tr>
<td>Airport Site B</td>
<td>46 acres</td>
<td>25 acres</td>
<td>150 homes</td>
<td>225 homes</td>
</tr>
</tbody>
</table>

* Acreage has been reduced to account for roads, poorly drained areas, etc.
Community Wellness, Culture & Education

This element of the plan focuses on wellness issues, cultural preservation and the state of education. Another way to think of this element is to consider community life from the perspective of families. This includes the concerns of very young children, teens, parents and elders.

Sources that may provide a starting point for discussion on issues related to this element include: reports from annual wellness conferences or regional wellness initiatives; interviews with local elders; discussions with school staff and administrators; reports from the Community School Committees, or equivalent parent associations; reports from a local Head Start program or the Policy Committee that governs Head Start.

Examples of the types of goals and actions that are often suggested in village planning efforts are listed below. Discussions with the planning team, and small group sessions at a community workshop will help brainstorm and refine goals and actions specific to your community.

**GOAL: Offer more cultural activities to teach seasonal subsistence skills; pass on traditional knowledge to youth.**

*ACTION: Teach traditional arts and crafts skills such as beading, skin sewing, basket making, net mending, carving and sled building.*

**GOAL: Improve primary and behavioral health care for all residents.**

*ACTION: Replace health clinic facility and provide space for behavioral health care.*

**GOAL: Ensure educational excellence for all students.**

*ACTION: Increase number of certified Native teachers teaching in schools.*
Public Facilities & Transportation

This element of the plan details the current status and future issues associated with public facilities and transportation issues. Public facilities include all of the buildings and infrastructure that serve village residents and are owned and operated by public entities. Examples include schools, community centers, water & sewer utilities, airports, etc.

Transportation issues include both community roads, trails and walkways, as well as connections to other communities and subsistence areas such as air transport and barge facilities.

A useful way to assess the status and future issues with public facilities is to use a format similar to the matrix provided on the following page. Often, a meeting with the village or city administrator can provide most of the information needed. This can then be circulated and reviewed for community input.

Mapping Exercise: Public Facilities & Transportation

Transportation issues can be identified by using a similar mapping exercise as suggested in the Land Use, Housing & Environment element. Instead of identifying land use issues, planning team members can identify existing transportation links and ones needed for the future. Many villages have already completed a transportation assessment through the Indian Reservation Roads program funded by the Bureau of Indian Affairs. These plans often include detailed maps and prioritized transportation needs that could be directly incorporated into this element of the comprehensive plan.

Public facilities can also be identified using a mapping exercise similar to those described above. If your community has a quality community map, it may already have public facilities identified. If not, you may need to identify them using local knowledge. Using a map and a trace paper overlay, draw the location of the following on your map:

- Public facilities (post office, village council building, school, landfill, etc.)
- Transportation links (roads, trails, waterways, airport, docks, etc.)
- Utilities (water and sewer, electricity)
- Bulk fuel storage
- Boat storage
- Any other important features you think should be included

Once the group has completed the mapping exercises, the information can be transferred to a digital format. Included in this chapter are examples of both a community map, and then the same map with annotations added based on community input. A second example of map annotation is also included. These are excellent additions to a community comprehensive plan.
### Public Services & Facilities Matrix

<table>
<thead>
<tr>
<th>SERVICE</th>
<th>PROVIDER</th>
<th>CURRENT FACILITIES</th>
<th>ISSUES/NOTES/NEEDS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Transportation &amp; Infrastructure</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Airport</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Boat Ramp</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Power</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Water/Sewer</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Solid Waste</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Telephone/Internet</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Tank Farm</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Maintenance Equipment</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td><strong>Services &amp; Facilities</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fire</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Police</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>EMS</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Post Office</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Community Center</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Village Council</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Youth Center</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Clinic</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Senior Center</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>K-8</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>Middle School</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>High School</td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>College</td>
<td></td>
<td></td>
<td>*</td>
</tr>
</tbody>
</table>
Annotated Map of New Stuyahok

Source: DCCED Community Maps; annotation by Agnew-Beck Consulting
Annotated Map of Manokotak
Economy

The Economy element of a comprehensive plan includes a description of your economy today, and goals and priorities for creating the economy you would like to have in the future. While there are many sources that provide information regarding income levels, poverty rates, employment rates and other data, many of these are not very reliable for small communities.

It is often useful for communities to complete a Business & Jobs Survey of their own economy in order to capture accurate counts at the village level. An example survey tool is provided in the appendices. Planning team members can perform the survey locally, by talking with main employers. It is important to remember that many people combine multiple income streams, so try and capture information from small businesses and self-employed workers as well as the more obvious employment sources such as the school and tribal governments.

Another tool that can be used to assess the village economy is the ‘Input-Output’ exercise, also included in this section. Planning team members, or a small group at a community workshop, brainstorm together the:

1. Sources of wealth for the village, that is, where do residents get money from?
2. Wealth leaving the village, that is, where do people spend money outside of the village?
3. Wealth staying in the village economy, that is, where do people spend money within the village?

A thriving village economy often means providing the flexibility for residents to bring together multiple income streams, as well as allowing time to harvest subsistence foods. In many village planning discussions, the three most commonly identified means for improving the village economy include:

- **Educating youth and adults so that all local jobs can be staffed with local people.** This includes heavy equipment operators, construction project managers, health clinic staff, behavioral health counselors, teachers, principals, village council administrators, environmental workers, utility plant operators, maintenance workers, mechanics, construction and trades workers, grant writers, pilots and many other occupations necessary to village life.

- **Identifying and supporting entrepreneurs to generate more local small businesses.** Some of the businesses identified during planning workshops that could be launched in villages include: laundromat, coffee and snack shop, childcare center, arts and crafts center, beauty shop, gift shop, firewood collection, bed & breakfast, sightseeing and guiding, and Internet-based employment. Small businesses are always risky and time-consuming ventures. Some additional barriers to small business development in rural villages include lack of access to start-up capital, business planning assistance and marketing.

- **Engage in value-added activities using local resources.** Village residents are very skilled at harvesting abundant local resources and processing those materials to add to their value. Traditional practices and knowledge contribute greatly to these types of ventures. For example, a local guide who has been traveling the area for his or her entire life will add enormous value to any tourism enterprise. Some examples of value-added activities include fish smoking and processing, arts and crafts production and village-based tourism. Barriers to developing value-added ventures include lack of compliant facilities for processing foods, lack of access to markets and high transportation costs.
INPUTS
Sources of Wealth

- City & Tribal government, school jobs
- Federal and State grant funded jobs
- Permanent Fund Dividend
- Commercial fishing
- Housing subsidies
- CDQ Jobs
- USPO jobs & subsidized shipping
- Public assistance
- Food stamps
- Social Security
- Subsistence
- Seasonal jobs
- Fuel sales jobs
- Shareholder Dividends - Regional & Village Corporations
- Regional health corporation & nonprofit jobs
- Selling arts & crafts
- Jobs in Dillingham
- Lodge & visitor taxes

Village

OUTPUTS
Wealth Leaving the Village

- Shopping in Anchorage - Costco, Home Depot, Walmart, Sam's Club
- Dillingham - food, fuel, laundry, bingo & gaming
- Fuel
- Arts & Crafts
- Net hangers
- Lodging

Guiding
- Equipment rentals
- Mechanics
- City services
- Store - Sundries

Wealth Staying in the Village

INPUT-OUTPUT MODEL of Village Economy

Inputs marked in red are those that could be increased by village economic development strategies

Source: Agnew::Beck Consulting
Village Economy

Use the ‘Input-Output Model of Village Economy’ diagram in the appendices to complete the following.

1. At the top of the diagram brainstorm and record Inputs – where people in your community get wealth to pay for needs. Some examples include:
   - Jobs based on local resources (e.g., crafts, tourism, commercial fishing)
   - Jobs based on outside funding (e.g., school, village council, city council, regional organizations, post office)
   - Permanent Fund Dividends
   - Cash from transfer payments
   - Subsidized housing
   - Energy subsidy
   - Subsistence resources
   - IHS health care
   - U.S. Mail subsidy
   - Others?

2. At the bottom of the diagram brainstorm and record Outputs – wealth that goes out of the village. Some examples include:
   - Fuel
   - Contractors from outside the village (repairs, construction, bookkeepers)
   - Costco
   - Grocery store in regional hub
   - Health care expenses
   - Snowmachine dealer
   - Travel
   - Computers and video games
   - Lumber ordered from Anchorage or Seattle

3. Beside the curving arrow brainstorm and record – wealth that remains in the village. Some examples include:
   - Subsistence resources traded or given
   - Snowmachine repairs
   - Childcare
   - Wood cutting and hauling
   - Local hire construction crews
   - Carpentry
   - Purchasing local products (e.g. sleds, clothing, crafts)
   - Local grocery store
   - Lumber from a local saw mill
4. In a different color, brainstorm and record future Inputs – potential sources of wealth. Some examples include:
   - Mining development
   - Technology-based employment
   - Value-added fish processing
   - Hosting conferences and trainings
   - Increased marketing for tourism businesses
   - Increased marketing for arts & crafts

5. In a different color, beside the curving arrow, brainstorm and record – ways of increasing wealth that remains in the village. Some examples include:
   - Alternative energy production
   - New local products (e.g., lumber, sleds)
   - New local services (e.g., equipment repair, bookkeeping)
   - New local businesses (e.g., coffee shop, hotel, grocery store)

When the diagram has been filled out discuss with the group ways of increasing sources of wealth coming into the community and ways of replacing outlets of wealth leaving the village with ways to increase wealth staying in the village. For example, if a major outlet for wealth leaving the village is spending on groceries in a hub community, it may be valuable to assess the feasibility for establishing a community store. If this store was owned by a local person, and employed other local people, the dollars spent there would recirculate in the village economy and benefit local residents. The following worksheets entitled ‘Business Basics’ can be used to assess the feasibility of new ventures.
What makes a successful business venture?

- Products & People
- Markets
- Price & Operations
- Attitude

Use these worksheets to help assess if your business idea is feasible.

**OVERVIEW**

Give a short description of your business venture:

Briefly put into words the personal, village or regional resources that will contribute to your venture’s success:

- Land

- People

- Financial

- Other
A successful business involves:

- Personal dedication
- A team effort
- Knowing your competition

**PRODUCT & PEOPLE**

- What products or services will you offer?

- Who else is offering this product or service in your region or statewide? In other words, who will be your competition?

- How does the quality of your products or services compare to similar ones? In other words, what is your competitive edge?

- What seasonal constraints, if any, will restrict your venture?

- Who will create the product or provide the service?

- Will running your business be a full or part-time job?

- How many other people will you employ, either directly (for example, by hiring them as a staff person) or indirectly (for example, by purchasing a product from them for resale)?

- Who will you hire or contract with? What will be fair compensation for their work?

- How much do you expect to pay yourself?

- If you will be selling a product, who will create the product?

- How much will it cost you to purchase it from them?
A successful business means knowing:
- The demand for your product
- Your customers
- Your partners
- How to connect your product to your customer

MARKETS
- Where will your customers come from? The local area, region, state and/or out-of-state?
- What is the demand for your product or service? What steps have you taken to figure this out?
- What kind of customer will be interested in your venture? List words that describe them.
- How will you reach these customers? List five means by which you will advertise your product or service.
- Do you have a dependable Internet connection? Will you use the Internet to either publicize or sell your product or service?
- Who will you partner with to promote your venture?
- Will you need assistance from another entity, such as a booking agent or wholesaler, with filling or taking orders?
- Is your product or service only available in your local area, or will it be transported to your customers? For example, a general store or a bed & breakfast will sell goods primarily in your local area. A value-added salmon processing factory will transport goods to your customers, wherever their location.
- If your product or service will be transported, how will you get it to your customers? Will this add a significant cost? How reliable is the transportation? How often will you have to ship?
A successful business plan involves:

- Pricing your product to fit your market
- Accurately anticipating your costs
- Knowing when you will break even

**PRICE & OPERATIONS**

- Will you need to purchase equipment or upgrade a facility in order to start your business? If so, what will these start-up costs total? $_________

  - How will you pay for the start-up costs of your venture? Will you approach a bank or other lending entity for a loan, or use personal savings?

- What will it cost you per year or season to operate your venture? You should include all operating costs such as:

  - Personnel $_________
  - Fuel $_________
  - Transportation $_________
  - Utilities $_________
  - Insurance $_________
  - Food $_________
  - Equipment $_________
  - Other $_________

Estimate your operating costs and expenses per year or season:

- How much of your product or service will you be able to offer per year/season?

  - How much will your customers be willing to pay for your product or service? $_________

*If you are considering a business with many products, such as a general store, you can estimate prices for a handful of items.

- Is your price comparable to your competition’s prices?

  - How have you arrived at the right price?

  - Estimate your revenues for a year of operation: $_________

- Will your venture break even? If not in the first year, how many years do you estimate it will take to break even?

  - Subtract yearly revenues from expenses. Will your business make a profit? How much more will you need to earn annually to make a profit? $_________
A successful business depends on:

- Motivation
- Perseverance
- Your attitude and passion towards the business

**ATTITUDE**

- Does your venture fit with community priorities? Will others in your community welcome and support your business venture?

- How long do you imagine persevering with your venture, even if you do not turn a profit?

- What motivates your business venture? (e.g. profit, community benefits, cultural benefits, etc.)

**ACTION**

If, after answering these questions, you feel like your business venture is feasible, assistance with start-up financing and business planning is available. See the Business Funding and Technical Assistance Resources appendix for a list of resources and websites, including information on small business loan programs.
Leadership

The Leadership element of the plan discusses the governance structure of the community as it exists today and ways the community would like to see it improved. This is a critical element in community planning because the governing entities are usually the primary vehicles for moving forward on the priorities and goals identified through the planning process. The community leaders, ideally, should take direction from the planning process and use the plan to define priorities and workplans for the years to come. A strong working relationship between community organizations and between those organizations and residents is necessary for community goals to be realized.

One way to encourage conversation on this topic, in order to brainstorm issues, goals and priority actions, is to ask the planning team, or a small group at the community workshop to describe the current governance structure and to identify what is working well and what needs to be improved. Following are some example goals and priority actions from the Leadership elements of some existing community comprehensive plans. You may find these a useful starting point for discussions specific to your own community.

GOAL: Residents participate in village life to gain self-determination and local control.

ACTION: Establish a community newsletter and publish the specific accomplishments that are achieved in the community.

GOAL: Unity among different community groups and organizations.

ACTION: Improve how meetings are posted to provide the community with adequate notice about upcoming meetings and what will be discussed at the meetings.

ACTION: Ensure that participants’ conduct during meetings helps facilitate the progress of achieving the meeting’s goals.

GOAL: Respect for Elders.

ACTION: Encourage elder and youth involvement.

Elders enjoy a potluck at a planning workshop
Chapter 4: Host Community Workshop

Chapter 3 included a full description of the main elements of a community comprehensive plan. It may take the planning team a number of meetings to complete the exercises and to use the results to draft the chapters of the plan. When the draft chapters are complete, you are ready to convene a community workshop to present your work, and to gather additional ideas and comments from all community members.

By circulating the draft chapters for community review, residents and village leaders will become more familiar with the community planning process and, ideally, be enthusiastic about contributing to the plan by attending the Community Workshop.

The key to successful public participation is to ensure that everyone has plenty of notice that the workshop will occur, and that they feel welcome and encouraged to attend. A trained facilitator will be very useful to ensure that all participants are able to share and that the workshop moves smoothly and gathers all the necessary information for completing the plan.

Providing door prizes, food and refreshments, childcare or children’s activities, and scheduling the workshop at a time that does not conflict with other activities will all ensure a successful workshop.

This section describes the process, timeline, and the materials needed to host a community planning workshop. The planning team takes the lead in organizing the workshop, assisted by the planner.

Materials

- Butcher paper
- Flip charts (easel pads)
- Markers and pens
- Door prizes
- Tickets for door prizes
- Agenda (copies or one printed poster size)
- Sign-in sheet
- Disposable cameras
- Art supplies (for kids)
- Community Comprehensive Planning Guidebooks
- Name tags
Publicity

Four weeks out

1. Pick a date for the workshop that works for all community groups and councils. Ask them to announce the workshop at their meetings and in their newsletters.

2. Have members of the planning team call community leaders advising them of upcoming workshop.

3. Decide where the workshop will be held and get permission for use of space.

Two weeks out

1. Create flyers to be posted in high traffic areas with the:
   a. Name of the workshop
   b. Purpose of the workshop
   c. Date and times
   d. Meeting place
   e. Contact name and number for more information
   f. Other important information (e.g., door prizes, materials participants need to bring, etc.)

2. Radio station – ask local radio station(s) to announce the workshop.

3. Community newspaper – submit workshop information for publication in community bulletin or calendar section.

4. Postcards – send workshop info out on postcards to community members (if appropriate).

5. Find volunteers willing to bring food for the workshop, and assist with set-up and clean-up.

One week out

1. Radio station – set up live interview if possible.

2. Phone reminders – call community members to remind them of the workshop.

3. Assign tasks to planning team for presenting information, taking notes and typing up results.
**Convene Workshop**

This section of the Guidebook leads you through the steps of a successful community planning workshop. You should adapt these steps to match the needs and circumstances of your community. Remember to hire or appoint someone to provide translation services if members of your community speak different languages.

**Welcome and Thanks**

Invite an elder or community leader to convene the workshop, welcome members, thank volunteers and make an invocation (if appropriate). The leader can give guidance to the group about the aims of the workshop, and invite everyone to participate.

A good way to begin the workshop is with a brainstorming session on the vision and values of your community. These values and vision form the foundation of the goals and action plan for a community and economic development plan.

**Community Values**

Values tell you what is most important.

**What do you treasure about your community today? Why do you live here?**

Go around the room, have each person describe what they most cherish about your community – the things that make each of you want to stay.
Community Vision

What future do you want for your community?

Describe, in just a few words, your vision for the future of your community. Describe what you would like your community to be in 20 years – what do you want the next generation to inherit from you?

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

Have each person share his or her vision with the group as a whole. Note the elements that are common. Assign a smaller group to use the common elements to create a shared vision for the community.
Discuss Draft Chapters

Keeping the values and vision in mind, split into small groups to discuss each draft chapter of the plan. While the draft chapters draw from the planning team’s knowledge of the issues and opportunities under each category, discussion at the workshop will focus on expanding and revising this information and agreeing on goals and priority actions for each category.

- Land Use, Housing & Environment
- Community Wellness, Culture & Education
- Public Facilities & Transportation
- Economy
- Leadership

Create a flip chart for each category with the heading at the top. Appoint a recorder and someone to present back to the full group. Record small group comments under each heading onto the flip charts.

Guide the discussion to identify the following:

**GOALS: Steps to Reach your Vision**

VALUES tell you what’s most important; VISION tells you your final destination; GOALS tell you the steps along the way. What can we do in the next three years to move us closer to our 20-year vision?

Using the forms on the following pages, each small group should identify goals (or review and revise goals already drafted by the planning team) challenges to reaching the goal, and resources the community has to assist with achieving the goals. For each goal, identify priority actions.

For example, in the Economy category, a community’s goal could be ‘to increase the number of small businesses in the community’. Challenges to reaching the goal are ‘small population’, ‘competition with regional hub businesses’ and ‘high transport costs’. Resources the community has are ‘local entrepreneurs’, ‘small business development center’ and ‘vacant space for lease’. Actions for this goal might be ‘request technical assistance to develop business plans’, and ‘survey potential customers for potential businesses’.
Challenges, Resources, Goals and Actions Workshop Form

Plan Element: Land Use, Housing & Environment

Define challenges, resources, goals and priority actions for each plan element.

Goals:

1. 
2. 
3. 

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Goal 1:

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Goal 2:

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Goal 3:

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Challenges, Resources, Goals and Actions Workshop Form

### Plan Element: Community Wellness, Culture & Education

Define challenges, resources, goals and priority actions for each plan element.

**Goals:**

1. 
2. 
3. 

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 1:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 2:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 3:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Challenges, Resources, Goals and Actions Workshop Form

**Plan Element: Public Facilities & Transportation**

Define challenges, resources, goals and priority actions for each plan element.

**Goals:**

1. 
2. 
3. 

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Goal 1:

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Goal 2:

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Goal 3:

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Challenges, Resources, Goals and Actions Workshop Form

### Plan Element: Economy

Define challenges, resources, goals and priority actions for each plan element.

**Goals:**
1. 
2. 
3.  

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 1:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 2:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 3:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Challenges, Resources, Goals and Actions Workshop Form

### Plan Element: Leadership

Define challenges, resources, goals and priority actions for each plan element.

**Goals:**

1. 
2. 
3. 

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 1:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 2:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Goal 3:**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Lead Person</th>
<th>Report Back By</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Return to Large Group and Prioritize Actions

After breaking out for the preceding part of the workshop it is time to reconvene. Each small group presents to the larger group the Challenges, Resources, Goals and Actions. Record actions on flip charts at the front of the room, grouped under the five plan elements (write each action only once, avoid repeats).

When all actions have been recorded, give every person fifteen adhesive dots. Ask each person to select the priority actions for the community and place their dots next to priority actions on the flip charts. People can put as many dots as they like next to their priority actions, but they should put no more than three dots on any one of the five sheets.

When everyone has voted, count up how many votes each action received. The top three actions in each category will be recorded in your community plan.

Thank everyone for coming. Set a time for the planning team to meet to compile results from the workshop. Publicize the date and contact information so anyone interested can attend.

<table>
<thead>
<tr>
<th>Planning Team Meeting</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date &amp; Time:</td>
</tr>
<tr>
<td>Location:</td>
</tr>
<tr>
<td>Contact:</td>
</tr>
</tbody>
</table>

Workshop attendents voting to prioritize actions
Ice fishing in Ekwok
Chapter 5: Draft Plan

The preceding chapters have outlined strategies for gathering information, drafting chapters of the plan and convening a full community workshop to review them. Now it is time to pull all of that together into a full draft of the Community Plan, to send back out for community review.

This section includes a method for assessing the feasibility of projects being considered as priority actions, and helps prepare an Implementation Plan.

Use the outline of the full plan provided in Chapter 3 to organize your draft.

Synthesis & Project Scoping

Gather together all the information from the Community Workshop. Ideally, a member of the planning team has typed up the notes for the group. Use this information to revise draft chapters for each category. This may involve splitting the planning team into sub-groups, and have each one work on one plan element. The group can then come back together to review each other's work. Remember to include the issues and opportunities discussed at the workshop, and any relevant background information you have gathered such as information on existing land use patterns and existing community facilities. Each chapter should be consistent with the values and vision articulated by the community.

Usually the format of a chapter will include:

- **Context** – This gives an overview of the community’s existing conditions.
- **Goals** – These are statements of general direction that guide priority actions.
- **Priority Actions** – These follow the goals and are the specific actions the community will take to achieve the goal.

Feasibility Filter

When discussing the priorities identified by the community it may be useful for the planning team to consider the feasibility of some of the projects. Using the sample table on the following page, prepare a brief feasibility summary for each priority project. The purpose of this filter is to examine the priority actions identified by the community, and find out which will have the greatest chance of success. Select the three or four highest priority actions to include in the Feasibility Filter.

Implementation Plan

The Implementation Plan is where all of the words and maps translate into real projects. This part of the plan will need to be updated annually. It describes who will take the lead in turning priority actions into completed projects. Use the ‘Sample Implementation Plan’ later in this chapter to determine: responsibility (project lead), priority level, schedule, estimated cost, and required resources to execute the work.
### Sample Feasibility Filter

<table>
<thead>
<tr>
<th>Evaluation Criteria</th>
<th>Project</th>
<th>Project</th>
<th>Project</th>
<th>Project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public or private sector?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project lead (e.g., tribal council, City, business person)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project markets, clients, users?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Potential sources of capital funding</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is a business plan prepared?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Will revenues cover operations costs?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does this business plan mesh with regional priorities? Is regional support needed?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Summary - odds of near-term feasibility?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ways a business person could assess demand</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of jobs created?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Additional data required</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contacts/examples in other communities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Questions/information to gather</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Sample Implementation Plan

<table>
<thead>
<tr>
<th>Project</th>
<th>Lead Organization</th>
<th>Capital Cost</th>
<th>Resources to do the Work</th>
<th>Priority</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Monitoring and Revisions Process

A community plan will always be a work in progress. It is intended to be a working document that is used at all organization meetings to define work plans and organize activities.

Select measures for each of the priority actions to allow village organizations and residents to measure progress towards goals. Also, schedule periodic review sessions of the Community Comprehensive Plan to allow revisions of the plan as progress is made. Some examples of milestones in a monitoring and review process are included below:

- A copy of the plan will be brought to each village organization meeting, including joint meetings of the entities, and will be consulted in decision-making on priority projects.

- The planning team can designate measures for gauging progress for each goal statement, for example, “three new village businesses will be started in the next three years”. These measures should be used on an annual basis to assess progress and adjust strategies if needed.

- The Implementation section of this plan will be used to coordinate efforts between village organizations. Each project has a ‘lead organization’ identified. At each meeting, lead organizations will report on status of each priority project. Opportunities for other entities to assist with implementation will be identified during these discussions.

- On an annual basis, the Implementation section of the plan will be updated as projects are completed and new projects arise. This updating will be accomplished at an annual meeting of all village organizations, with input from the full community. The updated Implementation section will be recorded and distributed to all community organizations for use in the coming year.

- On a five-year basis, the Community Comprehensive Plan will be reviewed by the village organizations, with full public involvement, to determine which actions have been accomplished, and which priority actions should be focused on during the following years. Over time, these revisions to the comprehensive plan will help to document the accomplishments made, and the new priorities that surface.

After ten or twenty years, and the completion of many of the goals and strategies of the comprehensive plan, village organizations will want to reflect upon the accomplishments of the preceding 20 years and, again, plan for the next 20 years by developing a new Community Comprehensive Plan.

Skiffs on the Nushagak
Chapter 6: Community Review and Adoption

The final stage of the planning process is ensuring that all village organizations endorse the plan and its vision for the future. If the public participation process has gone well, and residents and leaders have contributed to the final plan, the final review and adoption should go forward without disagreement.

Set a date and place for a Community Review Session. This may coincide with a regularly scheduled council meeting, or another community event. It is critical to ensure that all village organizations are represented, and that the public is invited to attend. Two weeks prior to the Community Review Session, circulate the draft plan for review. Leadership organizations may want to meet separately to review the plan, and submit their comments to the planning team.

At the Community Review Session, planning team members should present chapters to ensure all those present understand the contents of the plan. Any comments or revisions should be noted and included by the planning team in the final draft of the Community Comprehensive Plan, which is then presented to the village organizations for adoption. Each entity should pass a resolution of support for the plan, and these should be included in the Appendices. A sample resolution is included on the following page.

Once the final plan is adopted, hard copies should be produced and distributed to all village and regional organizations. Digital copies should be sent to the State of Alaska, Department of Commerce, Community and Economic Development, Division of Community Advocacy, at Indra_Arriaga@commerce.state.ak.us. Your plan will then be entered into a web-based database, which can be accessed by any funding entity.

Conclusion

Planning is hard work, and takes many hours of volunteer and staff time from a broad selection of community members. When your plan is complete, celebrate! Hold a community potluck, or thank the planning team in a community newspaper. Certificates of Appreciation are always welcomed.

A community plan is a working document. Be sure to bring the plan to all council meetings and any meeting where community issues are discussed. Value community contributions by using the plan, and making real the goals and priorities identified by the community. By working together, and ‘singing from the same song sheet’, any community can create a healthy and self-sufficient future for all residents. Good luck!
Sample Resolution

__________________ VILLAGE COUNCIL

P.O. BOX _____

___________, AK ________

RESOLUTION # __________

Title: Comprehensive Community Plan

Whereas: the _____________ Village Council is the governing body for the residents of _____________ and is fully authorized to act on behalf of its village residents; and

Whereas: the _____________ Village Council has a ___ member board of elected officials empowered to act for and on behalf of its members in adopting resolutions; and

Whereas: this resolution shall give notice that _____________ Village Council approves and supports the _____________ Comprehensive Community Plan for the residents of _____________.

NOW THEREFORE BE IT RESOLVED that the _____________ hereby recognizes that the community residents provided the information in the plan concerning the plan’s goals, actions and implementation; and

BE IT FURTHER RESOLVED that the _____________ Village Council adopts the Comprehensive Plan and is committed to work with others in the community and region for the betterment of the residents of _____________ and commits to report back to the community on the progress of implementing the comprehensive plan and commits to a one year review meeting with residents of _____________ to review the progress and updates of the Comprehensive Community Plan for the residents of _____________; and

BE IT FURTHER RESOLVED that by the Village Council’s President’s signature, this resolution was duly considered and adopted at the _____________ Village Council quarterly meeting on _____________, 2005 and was passed by a majority vote.

__________________________________________________________

President, _________ Village Council                                  Date
APPENDICES

Appendix A: Additional Planning Resources
Appendix B: Denali Commission’s Community Planning Checklist
Appendix C: The Bristol Bay Region
Appendix D: Business Funding and Technical Assistance Resources
Appendix E: Community Business & Jobs Survey Form
Appendix F: Input-Output Model of Village Economy