

COMPREHENSIVE COMMUNITY-BASED PLANNING
A FUNCTIONAL ASSESSMENT

APRIL, 1984

E92
J52

COMPREHENSIVE COMMUNITY-BASED PLANNING; A FUNCTIONAL ASSESSMENT

FOREWORD

Our thanks go out to the people whom we interviewed over the duration of this exercise for their frankness and co-operation. It is through their thoughts and efforts that the words and ideas on the following pages are compiled.

A special thanks go to Robin Armstrong for his assistance in this effort.

DAVID N. JOHNSON

CECIL THOMPSON

CONTENTS

FOREWORD

EXECUTIVE SUMMARY

INTRODUCTION

- i) Methodology
- ii) Organization

INDIAN COMMUNITIES AND PLANNING

THE STATE OF PLANNING IN INDIAN COMMUNITITIES

- i) Observations
- ii) Concerns

THE STATE OF PLANNING SUPPORT PROGRAMS

- i) Observations
- ii) Concerns

IMPLICATIONS OF THE "STATUS QUO"

- i) Observations
- ii) Implications

EVOLVING A STRATEGY TO SUPPORT COMMUNITY LEVEL PLANNING

- i) Introduction
- ii) Concerns
- iii) Comprehensive Community-Based Planning - a Definition
- iv) Selected Issues of Program Design & Implementation
 - a) Resourcing
 - b) Functional Direction
 - c) Training
 - d) Integrating Band Planning with the Outside

CONCLUSION AND RECOMMENDATIONS

BIBLIOGRAPHY

EXECUTIVE SUMMARY

The Assistant Deputy Minister, in his letter of October 24, 1983, directed that the long-term functional authority for Comprehensive Community-Based Planning would rest with the Director General, Housing and Band Support.

As a result of this responsibility, the Director General, Housing and Band Support, initiated a functional assessment to review and analyse the current state of community level planning and the programs that support these activities with the aim of addressing the related issues that have been raised over the past several years. The goal of the assessment has been to suggest a strategy for the future direction of planning within INAC and to make suggestions regarding ways to respond to issues in the short-term.

To carry out this assessment, visits were made to each region except Northwest Territories, interviews were held with departmental personnel at a variety of levels, documents including operational plans, and other government programs pertaining to planning were reviewed, and some Bands and Indian people visited.

The findings of the assessment are not entirely unexpected. There is considerable variation in the level of planning done by Indian communities, as well as fragmented delivery functions for planning within INAC. A program to support the implementation of CCBP process in Indian communities will do much to address the planning related concerns of Indian communities, however, supporting CCBP in itself is not sufficient to address the broad range of planning-related concerns that currently exists. There is also a need to address issues regarding the resourcing of CCBP, the provision of functional response to Indian community plans. There is a consensus among the people interviewed that CCBP must take place and the Department must be consistent in it's approach and allow for the adequate funds required to resource a program of "capacity" building and the time required for communities to develop at their own pace. Any role that the Department plays in programs implemented in CCBP should be with the following principle as it's cornerstone:

"Indian leaders, and in particular Indian Band Councils, must play the major role in CCBP and should be the initiators, the controllers, the developers and the implementers of the total planning process".

As a result of the assessment, the following recommendations are made:

- 1) The existing planning element for Comprehensive Community-Based Planning be given a higher profile within the Housing and Band Support Directorate.
- 2) That the functional role indicated in this report be implemented at the Headquarters level in the Housing and Band Support Directorate.
- 3) That steps be taken to move funds currently in the "all other services" category for planning to "discretely funded" category for 85-86 year.
- 4) That discussions take place over the next three months with the Assembly of First Nations and regions to look into funding requirements, role, training, etc. to form the basis of a possible cabinet submission.
- 5) That a workshop be held as soon as possible involving all managers at the regional level who are involved with Community-Based Planning along with representatives from Headquarters in Band Support, Resource, Economic and Employment Development, Social Development and Program Planning for discussion of this report and future operational planning matters related to Comprehensive Community-Based Planning.
- 6) There is an immediate need to redefine the service definition of "Economic Planning", especially in light of direction of Native Economic Development Program and the planning component of L.E.A.D., sponsored by Canada Manpower. This should be done in conjunction with R.E.E.D. Branch.

COMPREHENSIVE COMMUNITY-BASED PLANNING
FUNCTIONAL ASSESSMENT

INTRODUCTION

Over the past number of years the issue of planning for Indian communities has received considerable discussion from various quarters within the Department. During this time two factors have heightened the importance of this issue. First, Indian people continue to identify Comprehensive Community-Based Planning as a necessary tool to facilitate self-determination. Second, other government departments and agencies have been placing an increased emphasis on planning and the need for communities to have some form of plans in place as a condition for funding.

Response to the planning issue has resulted in a variety of initiatives from various departmental programs to facilitate community-level planning in Indian communities. There is considerable variation between regions in this regard and it has become clear that the Department's activities and programs related to community-level planning require rationalization.* While a decision about where community-level planning activities will be placed in the organization has been made, a clarification of the relationship of this core activity to other departmental activities is still required.

In October 1983, the Comprehensive Community-Based Planning element was placed under the long-term functional direction of the Director General, Housing and Band Support. The reassignment of this planning element presents an excellent opportunity to rationalize community-level planning support activities within the Comprehensive Community-Based Planning element.

In view of the fact that a rationalization of planning related activities is both necessary and timely, a functional assessment has been undertaken to review and analyze the current state of community-level planning and the programs that support these activities with the aim of addressing the related issues that have been raised over the past several years. The goal of the assessment has been to suggest a strategy for the long-term implementation of a rationalized program to facilitate community-level planning through the Comprehensive Community-Based Planning element, and to make suggestions regarding ways to respond to regional differences in the short-term.

*"An Evaluation of Economic Community Planning", Bureau of Management Consultants, March 1983.

Methodology

Information gathered during the course of the assessment was based on the belief that there is wide experience and expertise within the Department to put together recommendations regarding the future direction of the Comprehensive Community-Based Planning element. Accordingly, a team assembled from Band Support and Economic Development proceeded to conduct the work in the following manner:

- 1) Visits were made to each region, except Northwest Territories, where interviews were conducted with departmental personnel at a variety of levels.
- 2) A review was conducted of studies, minutes of meetings and other material related to the planning element.
- 3) Regional operational plans relating to the planning element were reviewed.
- 4) Discussions were held with other government departments and agencies involved in community planning, and various documents of their programs were reviewed.
- 5) Discussions were held with the following Bands that have been extensively involved in planning exercises: Big Cove Band, Atlantic Region; Blackfoot Band, Alberta; Piapot Band, Saskatchewan, Carcross Band, Yukon; and Westbank Band, B.C. As well, discussions were held with Band planning training participants, Williams Lake, B.C.

Organization

The purpose of this report is to present the findings of the assessment and to make recommendations under the following organizational scheme:

- 1) The changing environment of Indian communities is discussed in the content of the need for establishing a Comprehensive Community-Based Planning process in Indian communities.
- 2) The general state of planning activities in Indian communities is outlined, and related concerns are identified.
- 3) The general state of the Department's programs in support of community-level planning is reviewed. Regional differences and general concerns are identified.
- 4) The implications of maintaining the "status quo" are addressed.

- 5) Considerations in evolving a strategy to address major planning-related concerns through the Comprehensive Community-Based Planning element are raised and discussed.
- 6) Conclusions and recommendations concerning the future direction of activities organized through the Comprehensive Community-Based Planning element are presented.

INDIAN COMMUNITIES AND PLANNING

Contemporary Indian communities operate in an environment of change that increasingly demands that community-level planning be done in a manner which addresses a broad range of community concerns with input from community members.

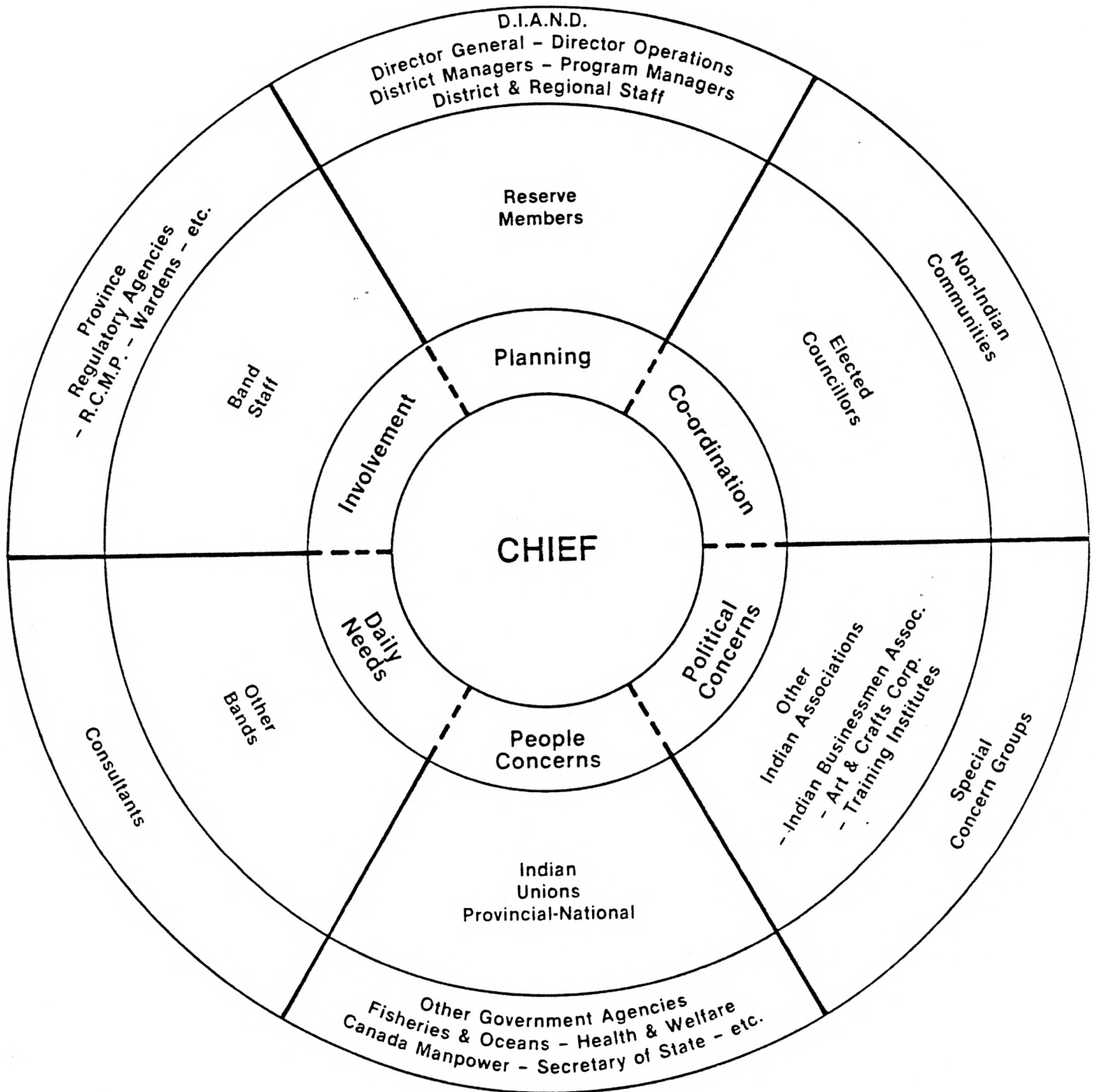
Indian communities are increasingly assuming the responsibility of administering departmental programs. In addition, communities are increasingly finding it necessary, and desirable, to take advantage of programs offered by other departments. The net result is that Chiefs (and Councils) operate in an increasingly complex environment. Figure 1 graphically represents the many people, departments, agencies, political groups and associations that either influence or seek to influence Band governments. These people become involved with Bands for a variety of reasons and in many instances are not concerned with mandate or issues other than their own. The sometimes conflicting advice received from these many interests adds confusion to the decision making process at the Band level. Careful planning is required to successfully meet community needs in a complex environment.

Indian people are developing increased expectations in terms of self-determination. There is also a growing feeling of frustration in this regard with the growing realization that the assumption of departmental programs allows Bands only limited flexibility in using program resources in address perceived community needs. It is hoped that self-government will enable Bands to allocate resources as they see fit to address community needs. With or without self-government, planning is the basic tool by which a community can best assess needs and available resources, and determine its own priorities and courses of action to reach its goals. Planning will certainly be essential for those communities preparing for, and assuming, self-government in the years ahead. The capacity building aspect of Comprehensive Community-Based Planning will make invaluable contributions in this respect.

Band governments are comprised of Chiefs and Councils who are usually elected every two years. It is not uncommon for Indian communities to experience high turn-overs in elected officials which can result in disruptions in Band policy. The institution of a planning process and the development of long-term plans based on community involvement can introduce an element of continuity to community policy and direction.

Community-level planning can contribute to Indian communities in ways beyond those associated with the above mentioned changing aspects of Indian communities. These will be discussed later in the discussion of Comprehensive Community-Based Planning.

BAND GOVN'T DECISION MAKING ENVIRONMENT



THE STATE OF PLANNING IN INDIAN COMMUNITIES

The state of planning in any particular community is largely a function of the persons involved, the resourcing available, the available advice, and the support of the community. As one might expect, there is considerable variation in the level of planning being done by Indian communities. Based on discussions with individuals at the Bands visited, all of which have had considerable experience with community-level planning, a number of observations can be made which are suggestive of planning related issues from the perspective of the Indian community.

Observations

- Need to develop people before other types of formal structures
- No clear definition of Comprehensive Community-Based Planning
- No flexibility in system - Do planning but narrow terms of existing policy form stumbling blocks to implementation
- \$000's are always a tool used against a Band
- We want to move ahead and not run the Department's Maintenance Programs
- Department is unaware of true state (condition) of Reserves
- Cultural values are not taken into consideration when programs developed
- One year of planning is not enough. At least 5 year program is required
- No feedback from planning submissions
- Bands must develop at own pace and not wait for others to catch up
- Other Bands have benefited from our plans
- Appears when good plans go to Department, they die a slow death
- Confusion arises when various agencies and departmental staff give conflicting directions
- Difficulty in integrating existing projects and programs while developing community plans
- Lacking financial resources to do planning

- Increased priority of planning essential to all other activities
- We do planning at community level but seem to hit brick wall at other end
- We have lands - potential - but it seems we get no mileage out of it
- Guidelines are what we need, not policy
- It appears that the Department is doing their things and the Band is doing their thing as best they know how
- We get certain helpful departmental personnel - we get a person that understands and they are transferred
- Transfer of programs does not give us 100% authority. INAC still have their fingers in. They still tell us how to run the programs.

Concerns

Among the many concerns implied by the above observations, several are directly related to the nature of planning support programs and the Department's response to Band plans.

- 1) There is a need to support planning in such a way that it builds capacity at the Band level.
- 2) There is a need for clear and consistent direction and instruction regarding the planning process.
- 3) There is a need for INAC to make a firm and sufficiently long-term, commitment of human and monetary resources to adequately support the implementation of the planning process in Indian communities.
- 4) There is a need for the Department to implement a system for responding to Band plans, both by:
 - a) Responding with human and monetary resources to those strategies developed in Band plans that "fit" standard INAC programs; and,
 - b) responding to actively developing new, flexible programs that would allow Indian communities to access resources enabling them to address community-identified needs that lie outside conventional program authorities.

THE STATE OF PLANNING SUPPORT PROGRAMS

Regions have devised a variety of programs operating at differing levels of activity to meet the need for community-level planning that exists in Indian communities. Table 1 outlines the nature of the Department's current response to planning needs.

While the Department has actively addressed planning concerns through regional initiatives, it should be observed that:

- 1) Regional planning delivery functions are often fragmented across departmental programs;
- 2) Only two regional programs are aligned with the current Headquarters responsibility;* and,
- 3) Regional strategic plans to support community-level planning fail to address the needs to evolve a self-sustaining planning process at the community level or to build a planning "capacity" at this level.

* This is not seen as a problem in the short-term, and the majority of people interviewed agreed with the decision of the national functional direction lying with the Director General, Housing and Band Support, since it is consistent with the spirit of Self-Government and the strong linkage that will be required between the implementation of new legislation and Comprehensive Community-Based Planning.

TABLE I

REGION	PRIMARY RESPONSIBILITY	REGION	DISTRICT	84/85
	FOR C.C. B.P.	STAFF	STAFF	BUDGET
ATLANTIC	REED	2	1	112.0
QUEBEC	REED & REGIONAL PLANNING	2	Ø	681.0
ONTARIO	REGIONAL PLANNING	3	7	475.0
MANITOBA	BAND SUPPORT	4	Ø	600.0
SASKATCHEWAN	REGIONAL PLANNING	3	6	235.5
ALBERTA	REGIONAL PLANNING	3	1	198.0
B.C.	BAND SUPPORT	3	6	1499.6
N.W.T.	REED	Ø	Ø	231.0
YUKON	REED	1	Ø	50.0
		21	21	4082.1

Other fundamental limitations of the current support programs are:

- 1) A lack of understanding of Comprehensive Community-Based Planning by departmental personnel in terms of its benefits, both to the Department and the client group, through facilitating a process of orderly development; and,
- 2) the absence of a system to use Band plans as an input to departmental programs at the district and regional level. There is good planning work being done in some regions, however, the overall trust is being frustrated by a lack of long-term commitment to planning, the inadequate resourcing of planning (human and monetary), and an apparent apathy of some operational programs to use Band plans in their long range forecasts.

Observations

The Assessment Team recorded a number of observations made by departmental personnel in regards to planning support activities. These include:

- No definition of Comprehensive Planning
- Strong functional direction (Leadership) is required
- Not given much thought when up to eyeballs in Band debts, etc.
- Some planning staff have a tendency to encourage planning outside the scope of reality
- May be difficult for Indians to see planning as a concept rather than as a town plan
- Expectation of Department should not be too high if we give monies directly to Bands for planning
- How many Bands are really concerned about planning
- They know that we will still fund Capital, etc., in the absence of a plan
- Some communities may see planning merely as a method of accessing government dollars rather than a development process
- Funding for economic planning is included in other variables
- Because of budgets, Band planners have to do a lot of things that experts should be doing

- Main interest right now is Capital planning
- Need to change management habits
- Everyone has a different perspective on what should be done
- Formula funding is convenient, not necessarily good
- Corporate planning and Band planning should be separate
- Planning groups jump into something and then pull out leaving a gap and expect someone else to take over
- Lack of planning in planning shops to do planning

Concerns:

The major concerns implied by these observations include:

- 1) There is a need for clear and consistent direction within the Department and a need to provide Indian community leaders with a clear idea of the planning process as a concept.
- 2) There is a need for planners (departmental and community planners) to plan in the context of the existing reality. Additionally, the Department needs to have realistic expectations regarding the rate of progress that community planners will make in developing skills and evolving community plans.
- 3) There are questions regarding the commitment of Indian communities to the planning process (Much of this concern might be directly linked to the lack of understanding of the planning process at a concept).
- 4) There is a need to provide adequate resources for planning support programs.
- 5) There is a need to implement an integrated system within the Department to respond to Indian community plans.

IMPLICATIONS OF THE "STATUS QUO"

Although the Department has responded to the need to support community-level planning in a variety of ways, the response to date can be characterized by a number of weaknesses. In this section of the report, the Assessment Team's observations regarding these weaknesses are summarized and the implications of maintaining the "status quo" are discussed.

Observations

- Few regions have strategies/guidelines on Comprehensive Community-Based Planning.
- There is little emphasis on capacity building at the community level.
- Training and direction, both for community staff and departmental personnel are limited.
- Resourcing lies in the "all other services" category and is vulnerable to change from year-to-year.
- Planning related P.Y.'s are often fragmented within regions/districts among various programs.
- Some regions have combined corporate/Band planning units. Line to D.G.'s rather than D.O.'s.
- Apathy towards planning.
- Attitude that if funds transferred to Bands, we no longer have to work with them.
- Lack of teamwork in some regions.
- Lack of understanding of planning/development among staff.
- There are insufficient tie-ins between the Department's physical and sectoral planning, and comprehensive planning done by communities.
- Conflicting directions in development and/or no evaluating mechanism for effective utilization of resources.
- Lack of analysis of planning programs to identify reasons for successes/failures.
- Crisis management is evident. Both Bands and programs tend to respond to readily available funds rather than actual needs.

Implications

If the "status quo" is permitted to continue, there are two general negative implications for the development of Indian communities:

- 1) Indian communities will not fully commit themselves to a planning approach and community responses to needs will continue to be handled in an "ad hoc" manner. For communities to commit themselves to a planning approach they must have adequate resources, training and advice. Communities will want evidence that the Department is committed to supporting planning and responding to plans in a meaningful way; and,
- 2) Indian communities will lose the opportunity to build the capacity to plan for themselves. This has implications regarding long-term development and is of obvious concern in the context of Indian aspirations for self-determination and the emerging thrust toward self-government. "Capacity building" requires adopting a strategy of community-level planning that is community-based.

Many frustrations in Indian communities will continue to exist. Further, the Department's current response to planning, if left unchanged, will result in levels of productivity, service and credibility within the Department that are lower than need be. Clearly changes can be made and must be made.

EVOLVING A STRATEGY TO SUPPORT COMMUNITY-LEVEL PLANNING

Introduction

The Department has recognized the need to support community-level planning in Indian communities in a manner that makes effective use of departmental resources. What is needed now is a strategy that rationalizes the Department's currently disjointed approach, and at the same time addresses the concerns of both Indian communities and departmental personnel. It is the conviction of the Assessment Team that the planning issue can be addressed through the Comprehensive Community-Based Planning element by designing a program that will effectively promote and resource a process of Comprehensive Community-Based Planning in Indian communities. This section of the report presents a discussion from which evolves a strategy to implement just such a program. The discussion is structured by:

- 1) Listing concerns that a general strategy must address;
- 2) defining Comprehensive Community-Based Planning and demonstrating how this approach to community-level planning effectively addresses fundamental planning-related concerns of Indian communities;
- 3) discussing areas of concern pertaining to program design and implementation; and,
- 4) discussing issues pertaining to how Band plans will be integrated with other Departmental activities.

This section will be followed by a presentation of conclusions and recommendations that follow from the considerations developed in this section.

Concerns

The Assessment Team is concerned that a community-level planning process be promoted and supported such that:

- 1) The process is understood by Indian people and such that Indian communities will make a commitment to implement the process;
- 2) realistic planning is encouraged both on the part of communities and the Department;
- 3) capacity building is fostered at the community level;

- 4) communities are permitted to progress and plan at a realistic rate. The process should not be overly "output oriented". Communities should be able to define progress in their terms;
- 5) each community is encouraged to identify and plan for its perceived needs and is not put under undue pressure to focus their planning efforts on INAC program planning needs;
- 6) clear direction and instruction is provided;
- 7) provisions are made for adequate and reliable levels of resourcing at the levels of the community and the Department;
- 8) the process has the understanding and commitment of the Department and a wide range of departmental personnel;
- 9) other programs within the Department can effectively complement the planning process by contributing support to community-level planning when the community's planning activities require special technical expertise coinciding with a program's area of expertise;
- 10) the Department organizes an integrated "system" to respond to emerging initiatives growing out of community-level planning activities;
- 11) the Department develops procedures to evaluate and improve its community-level planning support on an on-going basis.

Comprehensive Community-Based Planning

Community level planning can be accomplished through a variety of approaches which differ in terms of who does the planning, the potential range of needs that planning process is intended to address, and the degree of input that community residents are encouraged to make. Rather than review a typology of planning approaches in this report, let it suffice to say that the Assessment Team believes that "Comprehensive Community-Based Planning" represents the most appropriate form of planning in terms of addressing the concerns raised in the discussion above. The following discussion defines Comprehensive Community-Based Planning and indicates how it satisfies a number of the concerns relating to the Department's current activities in support of community-level planning.

Comprehensive Community-Based Planning is the on-going process of determining future development orientation and conditions that will best meet the community's needs and aspirations and make optimum use of all its resources. It deals with the community as an entity and

attempts to co-ordinate and integrate all aspects of community life. The term "Comprehensive" indicates that the process focuses on all the aspects of community life that are seen as being important by community residents. The term "Community-Based" implies that community residents are encouraged to participate to the greatest extent possible. Indian leaders and, in particular, Indian Band Councils must play a major role in CCBP, preferably being the initiative controllers, developers and implementers of the total planning process. Essential steps in the process are described below:

- 1) The definition of the existing conditions determines the general context and specific circumstances of the community in all its components. Included in this element is the identification of community needs and concerns. A statement of the present state of development sets the basis for future orientation. In other words, it is impossible to define where to go in the future if you don't know where you are now. The final step of this exercise should be a prioritization of needs, problems and issues to be addressed.
- 2) A statement of community goals will establish future orientation or conditions desired by the community. Goals set the general framework under which the community will develop in the plan timeframe. Goals give a purpose to development. Statements should be clearly interpreted so as to give precise direction to sectoral (social, economic, spatial, political) development.
- 3) Objectives formulate concrete orientation for activities (recreation, housing, etc.) within the content of stated goals. In that sense, the objectives identify how each activity will meet the community goals.
- 4) The identification of the means or courses of action will bring the plan closer to its implementation stage. These constitute a statement of all that is required in terms of programs, projects, facilities, regulations, services, contacts, etc., for each activity to meet the goals and objectives. This should be accompanied by an elaboration of each of these tools as individual planning exercises within the comprehensive plan context.
- 5) The implementation framework consists of a short-term operational plan and timeframe and will identify the responsibility for executing each segment of the plan.
- 6) The evaluation and review involves the monitoring of impact of implementation process on goals and objectives. As this takes place on an on-going basis, there might be a need to update and adjust plans to integrate new information, circumstances and requirements.

- 7) Consultation is an integral part of the planning process. If we want the community to relate to the plan and for the plan to truly reflect its concerns, the people have to be involved in the definition of needs and problems, and in the decision-making process.

Comprehensive Community-Based Planning. (CCBP) as a process addresses the following concerns in the following ways:

- 1) CCBP fosters capacity building at the community level in that the responsibility for planning is placed with the community which is encouraged to draw its planning staff from the community and to have community residents participate to the greatest degree possible;
- 2) CCBP focuses on all the needs of a community as identified by the community. Planning in this manner has obvious positive implications in terms of self-determination and self-government. When community input is great, the CCBP process can contribute to consensus building within the community; and,
- 3) The CCBP process requires that a community come to an enhanced understanding of itself and that the community planning staff develop a solid knowledge of available resources. The end result is community-relevant, realistic planning as opposed to "wish list" plans that are often produced (the latter often being unrealistic and often not focused on the major needs of the community).

Selected Issues of Program Design and Implementation

A program to support the implementation of the Comprehensive Community-Based Planning process in Indian communities will do much to address the planning-related concerns of Indian communities. However, supporting CCBP in itself, is not sufficient to address the broad range of community and departmental concerns that have been raised in this report. Any program intended to support CCBP must also be designed to address issues such as resourcing, direction, training and departmental response to plans. The following discussion focuses on ways in which a program supporting CCBP should be designed in response to these issues.

A. Resourcing

A program designed to successfully support CCBP in Indian communities must address the resourcing issue at the community-level. Communities engaged in CCBP will require sufficient funding to successfully engage in the CCBP process as defined earlier (pp. 19-21). In addition, resourcing must be arranged to address the training needs required for capacity-building at the community level.

It should be noted that through the CCBP process, communities generate additional planning needs requiring levels of technical expertise that are not normally found at the community level. In these instances the necessary technical expertise will have to be bought as required. Funding for technical expertise could come through "sectoral programs" in the Department, and from other departments with sectoral interests. Examples include: LEAD/CEIC and NEDP, for community economic development planning; Special ARDA-DRIE, for planning in the areas of agriculture development and primary resource development; and Capital Planning - INAC, for housing and infrastructure planning.

In addition to the need for adequate levels of funding for communities on an annual basis, it is necessary to address the issue of providing support to communities over a period of time sufficient to allow the necessary planning capacity to be developed at the community level and to allow the CCBP process to mature to the point where it is an established process. In dealing with this issue, it will be necessary to establish a figure for what constitutes a reasonable period of time and to devise means of evaluating whether or not a community is making sufficient progress in capacity building and planning activities to justify continued funding through the support period. (Indian communities should be highly involved in identifying exactly what constitutes acceptable progress). It is the Assessment Team's belief that a period of full support lasting five years is not unreasonable, after which time funding support would be gradually diminished as "start-up" activities and associated costs are no

longer required, and as communities develop to the point where they can contribute resources of their own.

The above issues regarding direct support to planning activities at the community-level raise questions regarding the total cost of funding at the national scale. Figure 2 illustrates the number of Bands across the country by population size. As can be seen, 70% of the Bands have a population of 600 or less, and 45% have a population of less than 300. These figures are significant when considering the cost of supporting CCBP on a national basis and suggest that careful planning will be required to arrive at ways and means of ensuring that the planning needs of all Bands can be addressed.

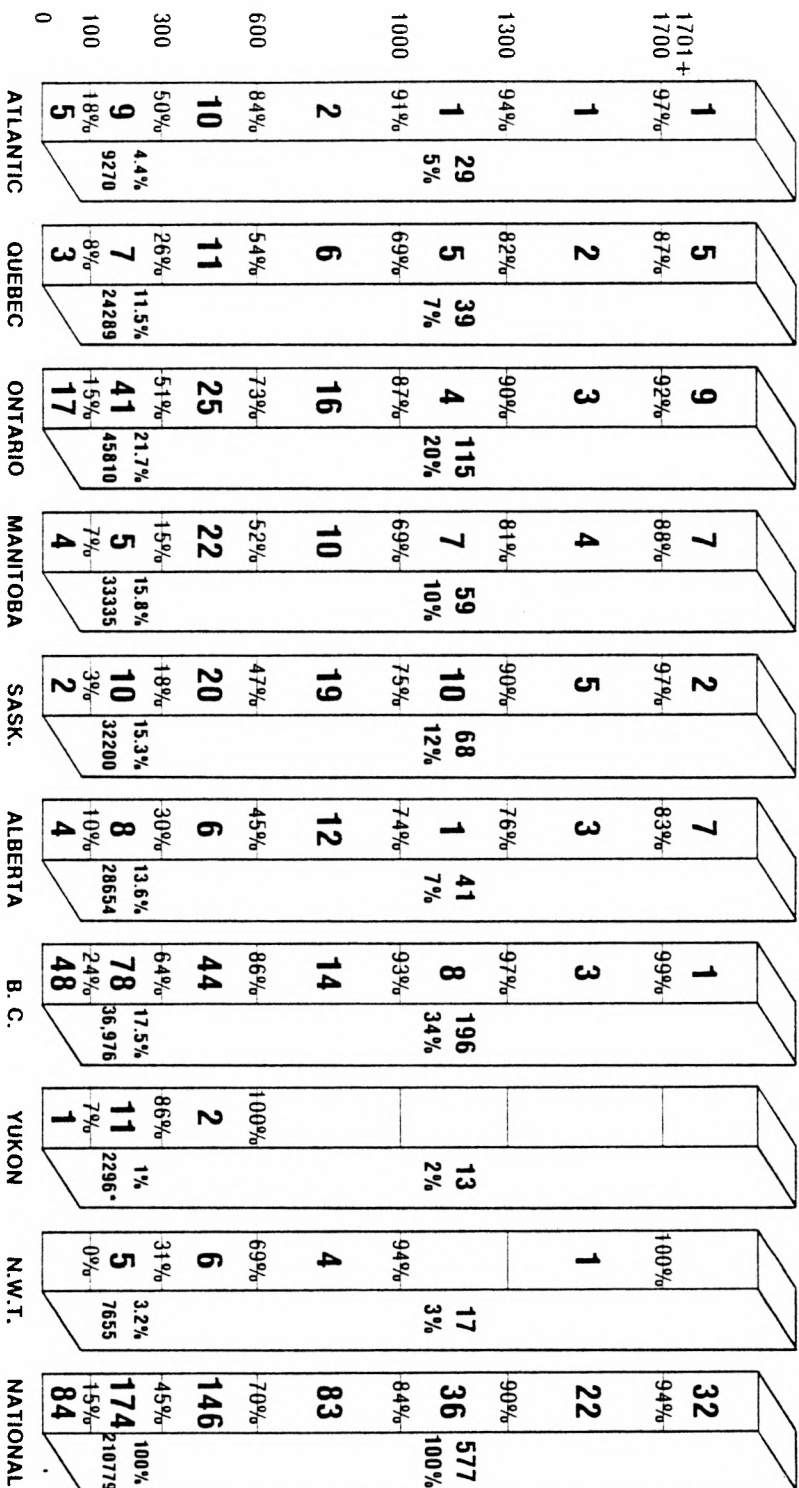
One way to provide funding would be through formula funding. The regions in general, with the exception of one, were not overly enthusiastic about formula funding direct to Bands. It was the general feeling that formula funding to regions would work quite effectively but that funding Bands directly for the planning variable would not be a positive move at this time. This attitude may have been created as a result of what is happening in Community Planning, i.e., the current lack of planning at the Band level, the notion that comprehensive planning is too sophisticated an approach to be practised by communities, the idea that consultants are required in order to have a good community plan, and the practice of not approaching planning as a process at the community level.

Formula funding, if built into the present Band Support funding process, should provide the kind of flexibility that Bands require to become more involved in self-government. This type of funding would allow Bands to place more or less emphasis on planning as dictated by the requirements to plan in any one period and would encourage Bands to be more creative in searching for the ultimate planning success.

Initially to encourage Bands to plan the Department will have to play a co-ordinating role to make sure that management training is available to interested Bands, to fully explain the planning process, and to promote the benefits of sound comprehensive community-based planning.

A formula for funding Bands directly could easily be developed and should preferably include a provision for cost sharing to accommodate progressive Bands who do not want to restrict their planning activities to INAC resources and are prepared to contribute to their overall planning activities.

BANDS / POPULATION



A successful support program will also require resourcing requirements within the Department. The primary requirement in this regard is to have motivated people in place who can work with Indian communities to provide advice and to provide feedback to planning documents as they are developed by communities. As well, these individuals would be expected to work with communities to determine what each community perceives as constituting progress, in terms of capacity building and planning activities, and to subsequently work with communities to evaluate the success of the program at the community-level in terms of community-defined progress. The other major requirement of the program is the provision of a presence at the Headquarters level to provide functional direction.

B. Functional Direction

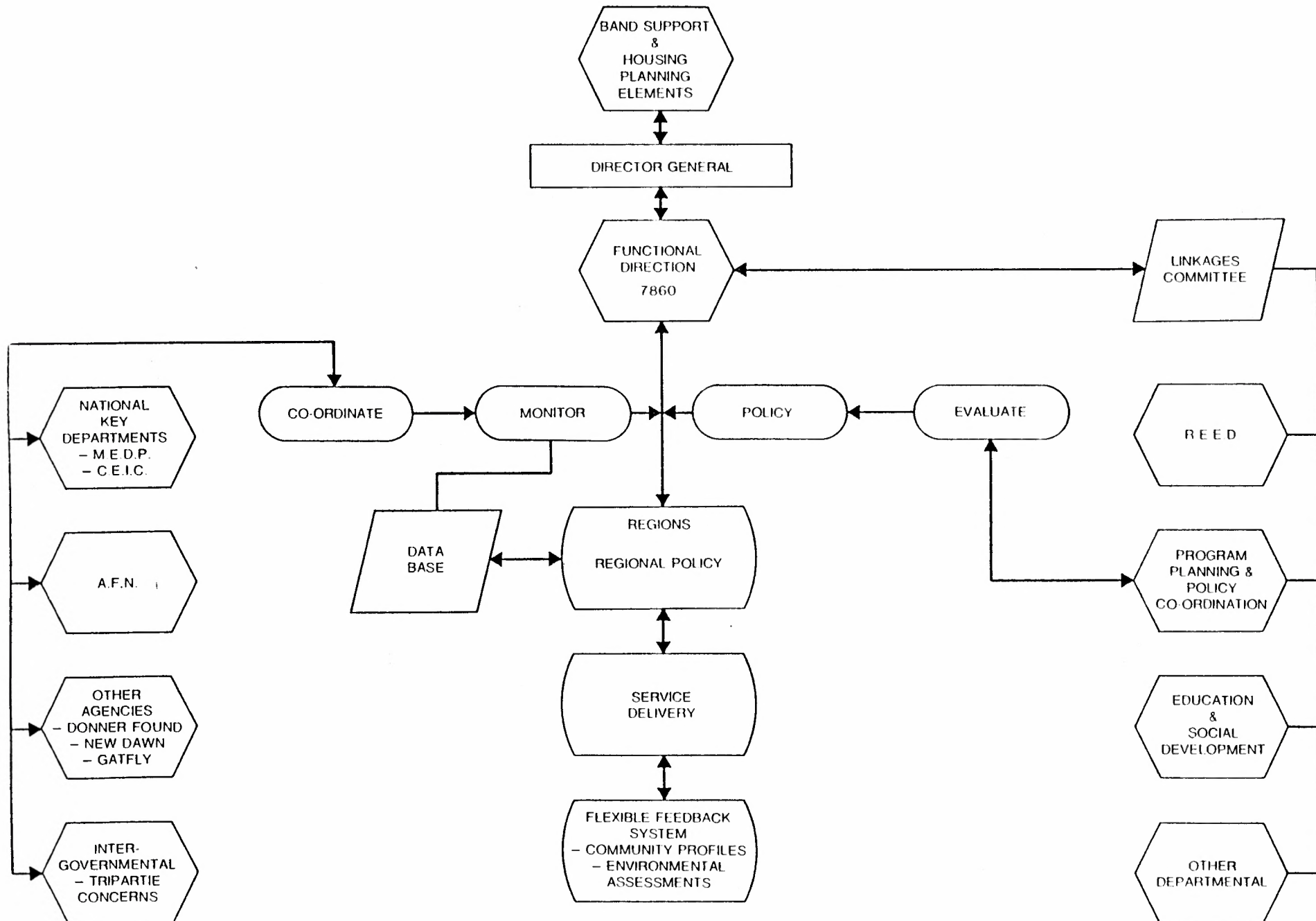
Functional direction, or the lack of it, has probably contributed more to the disparity that currently exists among the Regions than any other single factor in the planning role. It was the feeling of most people interviewed that there is a need for a Headquarters person in an on-going capacity to provide leadership and to give advice as needed in Comprehensive Community-Based Planning. It is the feeling of the Team that CCBP must be given a firm place within Band Support at the Headquarters level so that functional responsibilities are carried out and the Department is in a position to respond to the influences that current momentum has created both with Indian communities and other federal departments. Figure 3 illustrates a proposed functional flow which would enable the Directorate to take the lead role in CCBP, and at the same time, provide a mechanism for the input of other programs and departments.

C. Training

If Comprehensive Community-Based Planning is to be implemented and if "capacity building" is considered as a primary goal, then training, both formal and on the job, is a prerequisite. A key ingredient to the success of any initiative at the community-level is to work with the Band and the individuals on an on-going, consistent basis.

Many regions are currently providing training through their own staff or through a combination of INAC staff and outside resources such as universities, community colleges and Indian institutions. This training is taking place because people involved with CCBP see the need and see a future potential for jobs for Indian people. However, training has tended to be provided on an "ad hoc" basis and has not been integrated with funding sources which would facilitate the provision of training on a systematic basis, i.e., Indian Management Development

COMPREHENSIVE COMMUNITY BASED PLANNING



Program, REED Employability Development Services, Education and CEIC. This partly because the aforementioned programs do not share the same enthusiasm about the need for planning-related training. This situation will have to be addressed during the course of program development. Training and awareness workshops have also been identified by regions as being useful tools in developing CCBP capacity. Delivery design and funding of this form of training could be investigated and co-ordinated with Band Training Directorate.

D. Integrating Band Planning With The "Outside"

While many Indian communities will be able to address some of their needs through their own resources, most will find that the satisfaction of their major need requirements will require the accessing of outside resources, primarily those from the federal government. It follows then that the CCBP process will enjoy maximum success only if steps are taken to maximize the degree of integration between the CCBP process at the community level and outside resources. It is particularly important that steps be taken to improve the means by which the Department will be linked to, and respond to, plans developed by Indian communities. One suggestion in this regard has been that there should be direct linkages between the planning process at the community-level and the Department's Operational Planning process. The Team concurs with the following assessment of this notion.*

The argument has frequently been put forward within the Indian program that strong linkages are required between the Planning Process at Band level and the Program's Operational Planning Process in order to generate data required by the Program and Central Agencies. This is not necessarily so.

While clearly the products of Comprehensive Community-Based Planning are useful to regional managers in preparing portions of their operational plans, such as environmental assessments, not all Bands for a variety of reasons including size, need, etc., will plan in a comprehensive manner. This will obviously create large gaps in the information that is available to regional managers for input into the operational planning.

The primary source of data for the Indian Program ought to be gained from the reporting mechanisms established under Contribution Agreements rather than from planning products.

* "Functional Direction for the CCBP Variable", Coulter, Program Planning, September, 1983."

A second related difficulty in attempting to integrate Band and operational planning is structural in nature. Until the early 1970's the scope or universe of most Band activities meshed closely with that of the Indian Program. However, the universe of the activities which Bands are engaged in has gradually expanded over the past decade and, for many Bands, now includes activities which are beyond the mandate and finances of the Indian Program. This diverging trend between Band activities and the Indian Program's mandate is likely to continue to increase.

Thus, Band developed comprehensive community-based plan will likely require that more of their proposed developmental activities be financed from sources outside of available departmental funding. In terms of Band/operational planning linkages, Bands may become less willing to tailor the products of their Comprehensive Community-Based Planning processes to the data input requirements of the operational planning process, since there will be little, if any, "pay-off" resulting to Bands.

This should not preclude the use of Band planning products as secondary data sources, or of the use of such data in the preparation of environmental assessments within the operational planning process.

Discussions across the country indicate that this view is widely held and that there are strong feelings that Band planning should not be tied to operational planning. Community aspirations must not be frustrated by promoting a planning process that must conform strictly to satisfying program-related needs. In the same vein steps should be taken to promote CCBP in such a way that, when practised, the focus is on addressing community needs as opposed to, (1) "manufacturing" needs in order to access previously identified funds (simply pursuing funds as an end in itself), or (2) conforming to Departmental images of what needs should be addressed. As well, the department should exercise care to make sure that the CCBP process does not become "document oriented"; that is a process that overemphasizes the production of planning documents on a regular basis (thus facilitating departmental planning) at the expense of both capacity building and the careful implementation of the process to address community needs.

If Comprehensive Community-Based Planning outputs are not to be used as primary data for operational plans, what sort of system can be put in place to facilitate an acceptable level of response by the Department of Indian community plans? It has been suggested above that community planning outputs could effectively be used as sources of secondary data and could also be used in the preparation of environmental assessments. Further, programs actively following the development of Band plans can begin to work with Bands on emerging initiatives that both fall within their mandate and are identified

early in the planning process. One function of the CCBP element might be to review planning documents as they become available and to bring relevant material to the attention of appropriate program personnel.

The responsibility of alerting departments and agencies to the needs and emerging plans of Indian communities should be the responsibility of the communities. However, assistance in this task could be a function under the CCBP element during the initial years of the initiative.

Summary

The planning-related concerns of Indian communities can best be addressed through the development and implementation of a program designed to promote and support the Comprehensive Community-Based Planning process. If such a program is to be successful, steps must be taken to address issues associated with resourcing, functional direction, training and the Department's involvement in working with and responding to planning at the community level. The following, and final, section of this report lists a series of recommendations which suggest a strategy to further develop and implement a program to support the CCBP process at the community level.

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

Contemporary Indian communities operate in an environment of change that increasingly demands that community-level planning be done in a manner which addresses a broad range of community concerns with input from community members.

Indian communities are increasingly assuming the responsibility of administering departmental programs. In addition, communities are increasingly finding it necessary, and desirable, to take advantage of programs offered by other departments. The net result is that Chiefs and Councils operate in an increasingly complex environment in which careful planning is required to successfully meet community needs.

Indian people are developing increased expectations in terms of self-determination. There is also a growing feeling of frustration in this regard with the growing realization that the assumption of departmental programs allows Bands only limited flexibility in using program resources to address perceived community needs. It is hoped that self-government will enable Bands to allocate resources as they see fit to address community needs. With or without self-government, planning is the basic tool by which a community can best assess needs and available resources, and determine its own priorities and courses of action to

reach its goals. Planning will certainly be essential for those communities preparing for, and assuming, self-government in the years ahead. The capacity building aspect of Comprehensive Community-Based Planning will make invaluable contributions in this respect.

There is a lack of understanding of Comprehensive Community-Based Planning by departmental personnel in terms of its benefits, both to the Department and the client group, through facilitating a process of orderly development and there is the absence of a system to use Band plans as an input to departmental programs at the district and regional levels. There is good planning work being done in some regions, however, the overall thrust is being frustrated by a lack of long-term commitment to planning and the resourcing of planning (human and monetary), and by an apparent apathy of some operational programs to use Band plans in their long range forecasts.

The Department has recognized the need to support community-level planning in Indian communities in a manner that makes effective use of departmental resources. What is needed now is a strategy that rationalizes the Department's currently disjointed approach, and at the same time addresses the concerns of both Indian communities and departmental personnel. It is the conviction of the Assessment Team that the planning issue can be addressed through the Comprehensive Community-Based Planning element by designing a program that will effectively promote and resource a process of Comprehensive Community-Based Planning in Indian communities.

In addition to the need for adequate levels of funding for communities on an annual basis, it is necessary to address the issue of providing support to communities over a period of time sufficient to allow the necessary planning capacity to be developed at the community level and to allow the CCBP process to mature to the point where it is an established process. In dealing with this issue it will be necessary to establish a figure for what constitutes a reasonable period of time and to devise means of evaluating whether or not a community is making sufficient progress in capacity building and planning activities to justify continued funding through the support period. (Indian communities should be highly involved in identifying exactly what constitutes acceptable progress). It is the Assessment Team's belief that a period of full support lasting five years is not unreasonable, after which time funding support would be gradually diminished as "start-up" activities and associated costs are no longer required, and as communities develop to the point where they can contribute resources of their own.

7 different.

The above issues regarding direct support to planning activities at the community-level raise questions regarding the total cost of funding at the national scale. Approximately 70% of Bands have a population of 600 or less, and 45% have a population of less than 300. These figures are significant when considering the cost of supporting CCBP on a national basis and suggest that careful planning will be required to arrive at ways and means of ensuring that the planning needs of all Bands can be addressed.

One way to provide funding would be through formula funding. The regions in general, with the exception of one, were not overly enthusiastic about formula funding direct to Bands. It was the general feeling that formula funding to regions would work quite effectively but that funding Bands directly for the planning variable would not be a positive move at this time. This attitude may have been created as a result of what is happening in Community Planning, i.e., the current lack of planning at the Band level, the notion that comprehensive planning is too sophisticated an approach to be practiced by communities, the idea that consultants are required in order to have a good community plan, and the practice of not approaching planning as a process at the community level.

Formula funding, if built into the present Band Support funding process, should provide the kind of flexibility that Bands require to become more involved in self-government. This type of funding would allow Bands to place more or less emphasis on planning as dictated by the requirements to plan in any one period and would encourage Bands to be more creative in searching for the ultimate planning process.

Functional direction, or lack of it, has probably contributed more to the disparity that currently exists among the regions than any other single factor in the planning role. It was the feeling of most people interviewed that there is a need for a Headquarter's person in an ongoing capacity to provide leadership and to give advice as needed in Comprehensive Community-Based Planning. It is the feeling of the Team

that CCBP must be given a firm place within Band Support at the Headquarter's level so that functional responsibilities are carried out and the Department is in a position to respond to the influences that current momentum has created both with Indian communities and other federal departments.

If Comprehensive Community-Based Planning is to be implemented and if "capacity building" is considered as a primary goal, then training, both formal and on-the-job, is a prerequisite. A key ingredient to the success of any initiative at the community-level is to work with the Band and the individuals on an on-going, consistent basis.

Many regions are currently providing training through their own staff or through a combination of INAC staff and outside resources such as universities, community colleges and Indian institutions. This training is taking place because people involved with CCBP see the need and see a future potential for jobs for Indian people. However, training has tended to be provided on an "ad hoc" basis and has not been integrated with funding sources which would facilitate the provision of training on a systematic basis, i.e., Indian Management Development Program, REED Employability Development Services, Education and CEIC.

RECOMMENDATIONS

1 - Because planning is the basic tool by which a community can best assess needs and available resources, and determine its own priorities and causes of action to reach its goals, there is a need to ensure consistent resourcing to Band Councils for Comprehensive Community Based Planning. ✓

The ideal way to ensure this happens is to fund Bands direct to cover adequate planning costs and to make available professional planners to give advice to councils who seek assistance from DIAND. Monies would then be moved from the "All other services" to the "Discretely Funded" category and would not be influenced by administrative decisions.

2 - It was evident in our discussions that Community Planning is extremely important in the overall development process with Indian communities and must be given a higher profile within the Housing and Band Support Directorate.

3 - The lack of functional direction for the planning variable from Headquarters has contributed to the disparity that exists within regions. Functional direction should be strengthened so that there is consistency across Canada in the approach to Community Planning.

4 - The Department should concentrate on working with Band Councils on encouraging and improving the process of Band Planning as opposed to

buying plans that have been developed by sources outside the native communities.

5 - Band Councils and DIAND staff are in general agreement that there is little requirement for elected Indian representatives to get involved in the actual DIAND operational planning. Band plans should be plans that are developed by the Bands and DIAND should develop mechanisms to respond to these plans and transfer the information to the operational planning process.

6 - It is also recommended that DIAND concentrate on management and Band staff training in the process of planning and identifying the benefits of long term planning to Band Councils.

7 - The administrative details that Bands become involved in through the Contributions to Band's programs must be reduced in order to give chiefs and councils more time to plan.

8 - That a workshop be held as soon as possible involving Indian leaders, all managers at the regional level that are involved with Community-Based Planning along with representatives from Headquarters in Band Support, Resource, Economic and Employment Development, Social Development and Program Planning to discuss this report and future operational planning matter pertaining to OCBP.

TEMP?

9 - That discussions take place over the next three months with the Assembly of First Nations and Regions to look into funding requirements, role, training, etc.

BIBLIOGRAPHY - C.C.B.P. - A FUNCTIONAL ASSESSMENT

- Review paper prepared by program Planning and Policy Co-ordination Branch entitled "Comprehensive Community-Based Planning". (1983 Peter Vranjkovic).
- "Functional Direction for the Comprehensive Community-Based Planning Variable" by program Planning & Policy Co-ordination Branch (Sept. 83 - B.S. Coulter).
- Minutes of Meeting re C.C.B.P. - Regina, September 9, 1982.
- R.E.E.D., Economic Development - Sub Call Package, Operational Planning, 1984.
- Socio-Economic Desk Book - Ontario Region.
- "Evaluation Assessment Study of the Band Government Activity" prepared by Eliasson, Apostle & Associates Ltd., September, 1982 - Ontario Region.
- "Regional Planning Organizations" presented to National Program Planning Committee, October 5, 1983; proposed by Naline Peresa, Program Planning.
- "Comprehensive Community Planning - Development Strategy Paper" prepared by Planning and Review Unit, Ontario Region - 1983.
- "Draft Band Development Program" - Atlantic Region - January, 1984.
- L.E.A.D. Strategic Plan - Nova Scotia prepared by Joint Committee on Labour Market needs for Nova Scotia - January, 1984.

- "Community Economic Development in Rural Canada" - Handbook for Practitioner for CEIC/DIAND - 1981.
- Community Planning Paper - prepared by Long Range Planning & Liaison - Alberta Region.
- "Community Planning Manual" Saskatchewan Region; September, 1981.
- "An Alternative Approach to Socio-Economic Development for Ontario Region", N. A. Button - July, 1982.
- Report to Department on Community Planning prepared by Nepean Development Consultants for Saskatchewan Region - March 21, 1980.
- "Procedures to follow - Band Work Process"; Employment Section - Quebec Region - 1984-85.
- "Community Economic Development & The Indian Reserve" prepared by Highland Resources, New Dawn Enterprises, Sydney, Nova Scotia - August, 1982.
- Minutes, D.I.A. Regional Planners' Edmonton Conference - January 23-24, 1979.
- "Evaluation Assessment of Economic Development Community Planning" by Bureau of Management Consulting; March - 1983 for R.E.E.D.
- "A Comprehensive Approach To Socio-Economic Band Planning"; B.C. Region; May, 1978 - A. M. Cunningham.

- "Physical Planning Guidelines For The Native Community", for Technical Services & Contracts; E. Rodger; June, 1981.
- "Community-Based Development: A Development System For The 1980's" for Labour Market Development Task Force C.E.I.C.; P.D. Brodhead; K. Svenson and M. Decter; March, 1981.
- "Band Planning Evolution" - B.C. Region 83-84 -Alain M. Cunningham.
- Materials from Evaluation Band Planners' Course U.B.C. - 1983; Alain M. Cunningham.
- "Concept Framework for Community-Based Development and DIAND Response Mechanism" - Planning & Review, Saskatchewan Region - 1981 for D. Chatain.
- Paper on Review Of The Saskatchewan Planning & Review Unit. R. Alam, 1984.