

COMPREHENSIVE COMMUNITY PLANNING AND DEVELOPMENT STRATEGY PAPER



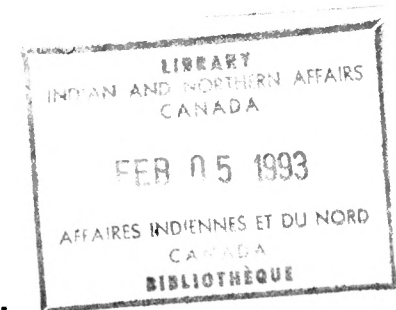
Planning and Review Unit
Ontario Region
1983

E92
C3251
c.1

Jacques Desreault
12 juin 1984

E92
C3251
c.1

COMPREHENSIVE COMMUNITY PLANNING AND DEVELOPMENT STRATEGY PAPER



Planning and Review Unit
Ontario Region
1983



Introductory Remarks

The improvement of Indian living conditions and the evolution of Indian government relations are two principle Departmental policy themes in Ontario. Comprehensive Community-based Planning and Development is seen as an important component in achieving these policy objectives. Accordingly, this paper provides a practical framework that can be used in defining the Region's role in facilitating and assisting Bands with community controlled planning on Indian reserves.

The value of the Comprehensive Community Planning program in the Ontario Region was recently articulated in the Band Government Evaluation Assessment which stated:

"The Comprehensive Community Planning process offers enormous potential for; supporting the key political processes; providing an effective linkage between Band and District planning processes; and, concentrating the efforts of Band Council, Band Staff and District Staff on the achievement of community goals."

Throughout the planning and development process, the Band is to be considered the primary actor and the main focus upon which all initiatives are to be based. Band participation and ownership is seen as the fundamental requirement for community development. Public agencies (including the Department) and private organizations are encouraged to provide where possible, technical expertise and financial assistance in response to the Band's priorities and needs.

This strategy paper represents the combined efforts of many people involved in community development. It is premised on the need for an integrated team approach in order to optimize the human and financial resources available. The Ontario Region believes that the framework outlined will enhance our ability to work together in support of this important endeavour.

A handwritten signature in black ink, appearing to read "E. Harrigan".

E. Harrigan
Director General
Ontario Region

TABLE OF CONTENTS

	PAGE
I Purpose of the Paper	1
II Comprehensive Community Planning	
— The Ontario Region	
(i) C.C.P.: The Scope	2
(ii) Planning Definitions	2
(iii) C.C.P. Elements	3
III Planning and Development Process	
(i) Planning Cycle	4
(ii) Team Composition and Mandate	5
(a) District Team	5
(b) Planning and Program Resource Team	6
IV Organizational Network	8
V Agency Participation in the Planning and Development Process	9
VI Implications of the Proposed Strategy	
(i) Benefits of the Proposed Strategy	10
(ii) Costs of the Proposed Strategy	11
VII Conclusions	12

I PURPOSE OF THE PAPER

The operating framework as presented in this paper is premised on the planning process and planning methodology as outlined in the 1980 Comprehensive Community Planning (C.C.P.) Strategy Paper. The framework presented in this paper does not supersede the 1980 document and its content, but rather is a refinement and extension of the present planning and development process.

The purpose of the 1980 C.C.P. Strategy Paper was:

- (i) to set out a framework clarifying what Comprehensive Planning is;
- (ii) to facilitate the development of a Comprehensive Planning program for the Region; and
- (iii) to attempt to respond more effectively to the increasing number of requests from bands for Comprehensive Planning.

These statements and their respective recommendations are now being realized. In addition, both the 1980 and 1983 strategies provide a tool that will assist in achieving the 1982-83 to 1986-87 National Program Operational Plan goals of facilitating self-development, self-government and community-based planning.

The purpose of this strategy paper is:

- (i) to refine and extend the planning and development process to facilitate a mechanism for the implementation of the plans;
- (ii) to present a mechanism for the review and evaluation of the Band Plan on an on-going basis to ensure the Plan represents the Band's current goals, objectives and aspirations;

- (iii) to initiate the means to ensure the linkage of the Band's community based needs to the Department's operational planning process;
- (iv) to formally recognize and establish the team concept that will result in the achievement of the Band's and the Department's inter-dependent goals; and
- (v) to develop the necessary mechanism within the Ontario Region for all Departmental Programs and Units to achieve the goals of Band self-government, Community participation, and Community development.

This strategy presents the framework for the planning and development process in the Ontario Region.

Throughout the process, the Band must be considered as the primary actor and main focus upon which all initiatives are to be based. Band participation and ownership is seen as a fundamental requirement of community development. It is understood that the Department and other public and private agencies when possible are encouraged to provide technical expertise and financial assistance in response to the Band's priorities and needs.

Specific detail of the various concepts presented in this paper is to be determined by the individuals and/or team participants as required.

II COMPREHENSIVE COMMUNITY PLANNING — THE ONTARIO REGION

(i) Comprehensive Community Planning: The Scope

Since its inception in 1980, the Comprehensive Community Planning process has demonstrated its worth as a Band/Departmental planning mechanism. Furthermore, the Band planning process has, and in the future will, through its evolving nature, increasingly assist Indian people and the Department in realizing their goals, objectives, needs and aspirations. This is exemplified in the following quote as cited in the “Band Government Activity Evaluation Assessment Study”.

“The Comprehensive Community Planning Process offers enormous potential for: supporting the key political processes; providing an effective linkage between Band and District planning processes; and concentrating the efforts of Band Council, Band staff and District staff on the achievement of community goals.”

C.C.P. is a unique thrust within the Department due to its holistic nature which specifies the integration of its various planning elements and human, financial and existing base resources. The success of this integrated approach is delineated in the R.E.E.D. Cabinet Document which states that “Comprehensive Community-Based Planning is a pre-condition to the successful delivery of a number of department programs”

C.C.P. can be considered as the “coordinating link” in terms of all Band-related planning processes and developmental activities. The plan crosses all Departmental programs and supporting units and uniformly addresses and prioritizes reserve opportunities and goals and objectives into a complete document. The paper, “Making Capital Management Work in Ontario,” illustrates that those bands involved in or already having a C.C.P. tend to more effectively utilize capital funding in a rational and planned manner.

Departmental Programs have recognized the C.C.P. process as an essential initial component of band development and as a means for skills transfer.

The planning document is only the initial tangible product of the C.C.P. process. From the plan, the concepts, strategies and goals must materialize. Implementation becomes the test for the plan and the ongoing Departmental planning process.

(ii) Planning Definitions

“PLANNING IS A COMMON ACTIVITY CARRIED OUT BY INDIVIDUALS, GROUPS AND FORMAL STRUCTURES AS A TOOL FOR IMPROVED DECISION-MAKING.”

(1980 CCP Strategy Paper)

In general, planning is an on-going process which attempts to anticipate and give direction to change so that the positive benefits are maximized and negative effects of development are minimized and/or mitigated.

Thus the accepted definition of “Comprehensive Community Planning” in the Ontario Region is:

“COMPREHENSIVE (COMMUNITY) PLANNING IS A CONTINUAL PROCESS OF GOAL SETTING AND STRATEGY/PROGRAM DEVELOPMENT FOR GOAL ACHIEVEMENT COVERING ALL ASPECTS OF AN INDIAN COMMUNITY’S LIFE”

Based on the premise of the above planning definition, “development” is interpreted to mean:

“THE ABILITY TO SUSTAIN THE GOALS AND OBJECTIVES AS IDENTIFIED IN THE PLANNING PROCESS IN ORDER TO PRODUCE LASTING BENEFITS WHICH ENHANCE THE COMMUNITY.”

As such, both planning and development should **not** be viewed merely as activities leading to individual outputs. Rather it should be considered as a developmental process essential for the achievement and delivery of the established Band goals and objectives.

Beyond realizing the goals of community physical development, the planning process contributes to increasing the opportunity for Band self-government, the transfer of skills and the capacity for Bands to manage their resources. Furthermore, the Department's goal of restructuring its role from that of a doer to that of an advisor and supporter will be enhanced.

(iii) Comprehensive Community Planning Elements

A Comprehensive Community Plan must contain the following essential elements:

- (i) physical planning**
- (ii) economic planning**
- (iii) socio-cultural planning**
- (iv) site planning**
- (v) environmental planning**
- (vi) recreational planning**
- (vii) implementation strategy**

Planning takes a number of forms which respond to a wide range of needs. The Band is responsible for initiating and implementing the plan. The Department and other public and private agencies, when possible, will provide support in a co-ordinated manner in concert with the Band's plan.

III PLANNING AND DEVELOPMENT PROCESS

(I) The Planning Cycle

As defined previously, the accepted definition for C.C.P. is:

“COMPREHENSIVE (COMMUNITY) PLANNING IS A CONTINUAL PROCESS OF GOAL SETTING AND STRATEGY/PROGRAM DEVELOPMENT FOR GOAL ACHIEVEMENT COVERING ALL ASPECTS OF AN INDIAN COMMUNITY’S LIFE”

Experience has shown the inappropriateness and unacceptability of defining a detailed, rigid planning model for Indian communities. The process presented below provides flexibility and is adaptable to the specific interests, capabilities, needs and resources of a community.

There are seven basic progressive steps which a community involved in Comprehensive Community Planning and Development can follow. These are illustrated in DIAGRAM 1 provided below, on the outside of the circle. While each step is fundamental in the planning process, the individual components can be grouped into four major stages, identified within the circle.

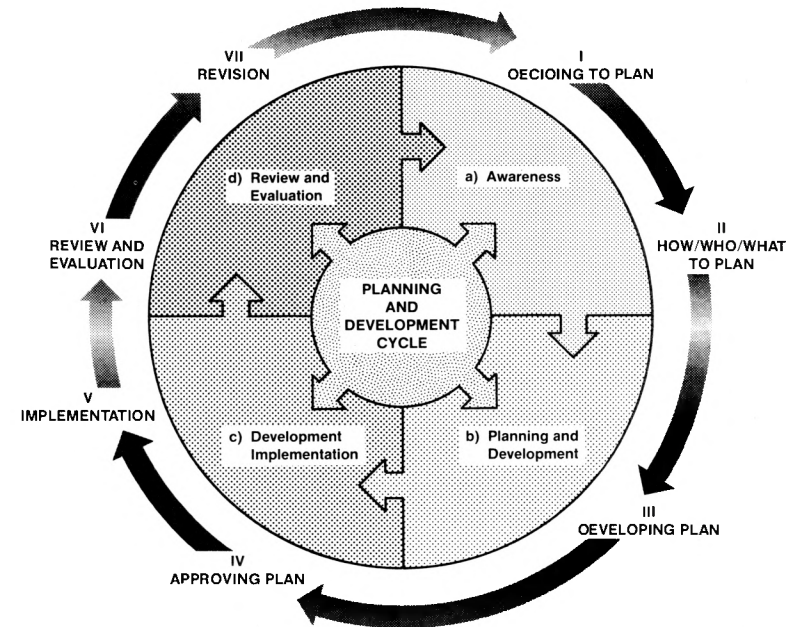


DIAGRAM 1 — PLANNING PROCESS

(ii) Team Composition and Mandate

As noted previously, this strategy is based upon the Band's community-based initiative to develop the plan. The team approach which is espoused in this paper provides the opportunity for the Band, the Department and other agencies to work in an effective and efficient manner to achieve the Band's goals and aspirations. The diagram as presented below illustrates the intersection of the stimulus (Band's Plan) and the corresponding response (operational activities) of both the Department and other agencies.

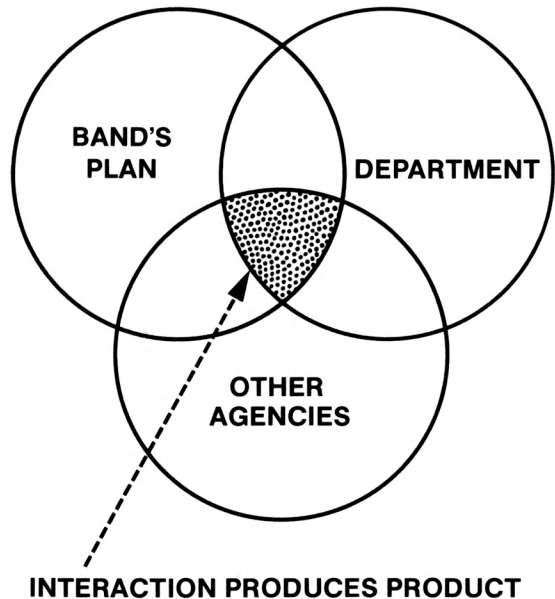


DIAGRAM 2 — PLANNING TEAM DYNAMICS

The team approach is not new or revolutionary. It is, however, a strategy that encourages the formalization of an existing non-structural mechanism. Provided below is a description of the District and Regional Teams.

A. District Team

It is the responsibility of the District Manager to establish and maintain a District Team which will assist the Band. The Planning and Program Resource Team (PPRT) will support the District Team with their endeavours. The mandate of the District Team is to:

In concert with the community, the District Team will ensure a plan is completed and implemented. The team is responsible for the delivery of services in a coordinated and integrated manner tapping all available human and financial resources.

At the District Level representation is required from, but is not limited to, the following:

- 1. Band Participants (e.g. Chief and Council, Band Planner, Band Planning Committee)**
- 2. Planning Unit**
- 3. Band Support**
- 4. Technical Services**
- 5. Economic Development**
- 6. Reserves and Trusts**
- 7. Training**
- 8. Education**
- 9. Other representatives as required (e.g. Federal, Provincial, private and/or public organizations).**

B. Regional Planning and Program Resource Team (PPRT)

The mandate of the PPRT is to:

Provide policy guidelines; line/functional direction; funding criteria and technical and financial resources as per the District Team submissions and requests.

At the Regional level the PPRT is to be composed of, but not limited to the following:

- 1. Director of Operations**
- 2. Planning Unit**
- 3. Band Support**
- 4. Technical Services**
- 5. Economic Development**
- 6. Education**
- 7. Social Services**

Each program/unit identified above will nominate a senior representative. The Planning Unit will provide the coordination function to the PPRT.

The Intergovernmental Relations Unit of the Regional Office, and other resources, units and personnel, may be called upon as deemed necessary by the District or Regional Team.

While each team has a distinct role and mandate, it is important that the District Team and Regional Team work together and exchange information and monitor the planning and development process. The role of each team is not mutually exclusive. Diagram 3, as illustrated below, identifies and delineates the team responsibilities.

DIAGRAM 3 — PLANNING STAGE RESPONSIBILITIES

STAGE	GOAL	OUTCOME	DISTRICT TEAM RESPONSIBILITIES	PPRT RESPONSIBILITIES
AWARENESS	To provide the opportunity for community involvement in setting the course of action for the long term planning and development of a community.	<ul style="list-style-type: none"> • facilitates maximum consciousness of needs and requirements and ensures readiness and willingness to advance to the next stage. • identification of human, financial and technical requirements. 	<ul style="list-style-type: none"> • identification of roles and responsibilities of team members; programs and support units. • initiation of discussions with community members on nature and scope of planning. • determine an approach, requirements and methodology, for planning. 	<ul style="list-style-type: none"> • establish criteria. • establish regional strategic priorities. • determine suitability for funding based on regional strategic priorities. • identify funding source(s).
PLANNING AND DEVELOPMENT	To present the opportunity to Indian people to identify their communities' needs, goals, objectives and priorities. To facilitate the mechanism to fully assess and identify the available resources and develop concepts and alternatives to meet the needs, goals and objectives of the community.	<ul style="list-style-type: none"> • planning process instituted; • team/community approach and plan materialize; • community profile; • planning document in place with implementation objectives, priorities and phasing; • identification of funding and person-year requirements. 	<ul style="list-style-type: none"> • establish planning proposal and secure funding based on Band commitment to process; • advise on plan preparation; • ensure all INAC programs and other agencies are tapped for financial and human resources; • advise on funding availability and criteria and timeframe for implementation of plan to be presented to funding agencies. 	<ul style="list-style-type: none"> • provide line/functional guidance. • assist District Team with identified problems. • determine funding criteria and assist with identifying appropriate sources.
DEVELOPMENT IMPLEMENTATION	To establish an overall strategy which presents development options in order to achieve the long term goals and objectives of the community.	<ul style="list-style-type: none"> • effective and efficient use of human and financial resources. • realization of development by achievable results. • maximum utilization of planning document. 	<ul style="list-style-type: none"> • refinement of existing team for implementation purposes; • determine funding allocations and implementation schedule based on priorities. • monitor progress of ongoing activities. • provide technical input/expertise on individual projects with stated goals and objectives. 	<ul style="list-style-type: none"> • linkages between the Plan and detailed site and project specific activities identified. • Capital Management and Economic Development funding system linked to C.C.P. • co-ordination with outside resources.
REVIEW AND EVALUATION	To establish a mechanism whereby the Indian community with the teams' assistance can continually review and revise the planning document as required.	<ul style="list-style-type: none"> • efficient and effective implementation of plan on an ongoing basis. • ensure plan is up-to-date. 	<ul style="list-style-type: none"> • preparation of assessment criteria; • evaluation of overall planning document/process and individual project implementation, assists in the ongoing review of the planning process including re-defining roles, re-assessing priorities and implementation strategy. 	<ul style="list-style-type: none"> • identification of required reviews and evaluation to ensure the planning and development process has been used to its maximum.

IV ORGANIZATIONAL NETWORK

For the delivery of the services and priorities established in the planning process, it is essential that the Band and Team operating structure is meshed in a causal and integrated manner. The planning and development process as described in this strategy paper provides the mechanism to firmly establish the necessary linkages. Diagram 4 enumerates the

responsibilities, lead roles, person year and funding requirements, and other significant actors within the planning process.

It is expected that the Band will be a primary actor throughout all stages of Diagram 4.

DIAGRAM 4 — DEPARTMENT ORGANIZATIONAL NETWORK AND REPONSIBILITIES

STAGE	RESPONSIBILITY CENTRE	LEAD ROLE	PY/\$	OTHER SIGNIFICANT ACTORS
1. Establish and define District Team composition and roles and responsibilities.	District Manager	District	Not Applicable	<ul style="list-style-type: none"> • PPRT
2. Band identifies willingness/readiness to Plan/Develop	Chief and Council	Band	Not Applicable	<ul style="list-style-type: none"> • District Team • Band
3. Awareness	District Team	Planner	Planning Unit	<ul style="list-style-type: none"> • Training & Development • Education
4. Planning and Development	District Team	Planner	Planning Unit	<ul style="list-style-type: none"> • Economic Development • Band Support • Reserves and Trusts • Social Service
5. Development Implementation	District Team	Economic Development Band Support Social Services	Economic Development Band Support Social Services	<ul style="list-style-type: none"> • PPRT • Planning Unit
6. Evaluation	District Team	Planner	Planning Unit	<ul style="list-style-type: none"> • PPRT • Planning Unit
7. Integration	PPRT	Planner	Planning Unit	<ul style="list-style-type: none"> • District Team • Chief and Council
8. Management and Coordination of Planning and Development Process	PPRT	Planner	Planning Unit	District Team
9. Review and Update the Plan	Chief and Council	Band	Not Applicable	District Team

V AGENCY PARTICIPATION IN THE PLANNING AND DEVELOPMENT PROCESS

Federal Departments

The Department's role concerning other Federal Departments is to coordinate the input, to assist with the policy development, to know what is available for Indian people and to bring these Departments and Indian people together for effective utilization of resources.

Some of the Departments which have a role are Canada Employment and Immigration, Canada Mortgage and Housing, Health and Welfare, National Defence and Environment Canada.

Provincial Ministries

The Province's role in services delivery and resource management should be taken into account fully during the Comprehensive Community Planning process. Indian people could utilize Comprehensive Community Planning to improve the access by their communities to services provided by the Province. For example, the delivery of social services, emergency response measures and environmental protection are areas which the Department, together with Indian people, could explore, negotiate and expand with the Province. Some of the Ministries that could play a key role would be the Ministry of Natural Resources, Transportation and Communications, Environment and Community and Social Services.

Municipal Governments

Indian communities affect and are affected by neighbouring municipalities. Compatible and cooperative approaches to resource utilization should be developed through Comprehensive Community Planning, where desired, to the benefit of Indian people and their neighbours.

Other Agencies

The private and voluntary sectors of our society play major roles in ensuring that our communities are healthy and viable. They are an essential part of the community support system. Through Comprehensive Community Planning, these sectors can and should be encouraged to play a role in employing, training and servicing Indian people to ensure healthy and viable Indian communities.

Comprehensive Community Planning, in considering the socio-economic aspects of community life, should identify a strategy to involve Indian people and the private and voluntary sectors in a co-operative effort for mutual benefit.

VI IMPLICATIONS OF THE PROPOSED STRATEGY

(i) BENEFITS OF PROPOSED STRATEGY

Improved Program Delivery and Services

The programs and services provided by the Department with the Indian people will be coordinated and responsive to the goals of Indian communities if developed through the Comprehensive Community Planning process. The framework provided by Comprehensive Community Planning for the Department's policy, programs and services should facilitate:

- the effective resolution of problems;
- prevention of negative impacts;
- fostering of initiative, and;
- a coordinated Departmental team approach to improve access to public and private funding sources.

Improved Departmental Operations

A program requiring joint effort from all aspects of the organization will result in:

- a better understanding, consensus and improved coordination and cooperation;
- a prescribed framework for allocation of resources leading to greater efficiency and effectiveness; (e.g. data-base);
- justification for use of existing and additional resources;
- achievement of the Departmental Strategic Goals as stated in the NPOP;
- maintaining the local level as the key delivery point;
- flexibility within the Planning and Development Process.

Band Human Growth and Development

Through its participatory nature, Comprehensive Community Planning has the following benefits for the Band:

- increases personal influence for the individuals involved;
- promotes leadership development and decision-making at the local level;

- ensures that skills are transferred to the community; and
- provides an understanding of the community's direction, potential future opportunities and a sound basis for their decisions about their future.

Development of Indian Self-Determination and Self-Sufficiency

The process of goal setting and articulating the future of a given community may:

- increase the Band's understanding of the nature and extent of issues impacting on their community;
- permit an orderly and efficient application of resources for community improvement;
- increase a community's control over the type and direction of changes in community life;
- contribute to the development of Indian self-sufficiency and self-determination;
- establish and/or develop community leadership;
- provide an ability to control the pace of development, and;
- provide an ability to sustain community based initiatives through effective interaction with external organizations.

(ii) COSTS OF PROPOSED STRATEGY

Time:

- The formal recognition and establishment of the team concept will necessitate considerable person year usage.
- A high level of productivity will not be achieved unless the time element is effectively managed.
- During the period of transition, team members' effort and resulting products may be duplicated.

Departmental Committee Structure:

- It is incumbent upon the Departmental managers and the teams' participants to contribute towards the common goals and objectives in a positive and constructive manner.
- With the successful implementation of the C.C.P. "team" concept, the Region and Districts will have to assess the existing Region/District Committee structure.

Modification within the Ontario Region:

- The approval of the C.C.P. strategy will necessitate the need for programs and support units to assess and determine their appropriate linkages to the planning strategy. In addition, the PPRT will assist in coordinating the planning process as established in this paper.

VII CONCLUSIONS

1. The C.C.P. process is a vehicle which facilitates an integrated and pro-active approach to development. This strategy will assist in the orderly transfer of programs to Indian people.
2. Planning and development initiative rests with the Indian community.
3. Specific Terms of Reference and the delineation of roles for the PPRT within the Region will have to be established.
4. The onus is on the District to determine the composition, roles and responsibilities of their team as per the need of individual communities.
5. The team concept:
 - (i) is dependent upon the inter Band/Department and intra-departmental cooperation and commitment as recommended and approved in the 1983 Comprehensive Community Planning and Operating Assumptions.
 - (ii) will ensure the integration of service delivery which will effectively link the Band's community-based needs and initiatives to the Department's Operational Planning process.
 - (iii) should maximize the utilization of all available funding and other resources.
 - (iv) should be cognizant of established Directives, regulations, guidelines and policies.
6. This strategy contributes to the holistic approach for program service delivery. This concept will further the growth and development of Indian communities within the Ontario Region.
7. The achievement of the Band and Departmental goals of self-determination and self-sufficiency will be furthered through this Planning and Development Strategy.
8. Band Community development occurs when social, economic and physical development happen together.
 - physical development by itself is subsistence;
 - economic development by itself is exploitation;
 - social development by itself is dependency.