

## **ENHANCING LOCAL PLANNING SKILLS FOR NATIVE SELF-RELIANCE: THE UBC EXPERIENCE**

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### **ABSTRACT/RESUME**

The contribution which education in systematic planning can make to Native economic and political self-reliance is reviewed. The author discusses the kinds of planning, plans and planners which seem to contribute most to Native self-reliance. He describes the experience of the UBC School of Community and Regional Planning in developing and presenting "band planning" courses to Indian leaders.

On examine ce que l'éducation dans l'organisation systématique peut apporter l'indépendance économique et politique des autochtones. L'auteur étudie les types d'organisation, les plans et les planificateurs qui semblent favoriser le plus l'indépendance autochtone. Il décrit l'expérience de l'Ecole de l'organisation communautaire et régionale de l'U.B.C. dans le développement des cours sur la planification de la bande pour les dirigeants autochtones.

## TRADITIONAL PLANNING

Planning is not new to Native North American communities. It has always occurred in the course of organizing fishing expeditions, hunts, feasts and villages. After contact with Europeans, there was planning of terms of cooperation, treaty conditions, and selection of reserves. More recently, Native communities have planned the modernization of their economies, the repatriation of their education systems, and the settling of historic grievances with Canada and the U.S.A.

Native planning has been remarkably effective. The very survival of Native culture and communities in a sea of aggressive European culture is a testimony to traditional Native planning skills. Is then there any point to teaching planning as a discipline to Native leaders? The answer coming from many Native leaders is "yes".

## SYSTEMATIC PLANNING

While traditional planning modes are highly appropriate in many situations, these modes are increasingly being seen by Native leaders as requiring supplementation with systematic planning tools. Many such tools have been developed by planners in a variety of non-Native contexts (e.g., urban planning, regional resource management, environmental impact assessment), which are equally useful to Native communities. Like everybody else, Native communities are faced with the challenge of surviving and thriving in a world of increasing resource competition, sophisticated technology, formalized systems of accounting and accountability, information explosions, and business and political uncertainty. In this world in which virtually every community is impacted by external forces ranging from volatile markets to government granting games, upstream pollution, and television, systematic strategic planning is required if a community is to ward off threats and benefit from its social and natural environment.

While Native communities face the same challenges posed by a highly uncertain inter-connected world as do others, more than other local communities they have maintained their political and economic responsibility for "setting their own course" (as the Canadian Government recently put it). Moreover, they are now taking increasing responsibility for geographical areas outside their traditional reserves through their involvement in such diverse processes as land claims negotiations, fisheries management, tree farm licences, and impact assessment hearings. To become self-reliant by successfully taking on such basic and widespread responsibilities for managing one's own future, requires today not only abilities to manage internal complex organizations, economies and resources - abilities which Native communities have always possessed - but also the ability to manage complex interactions with an ever-changing outside world. The management of complexity and uncertainty is what systematic planning is all about.

The desire by Native communities to become more skilled in planning is indicated in one study of Northwest Territories Dene communities which concluded:

There can be no doubt that the single most critical issue facing Native communities in the Northwest Territories is planning for economic and social development. Incredibly significant forces including land claims settlements, industrial megaprojects, availability of business corporations and capital, and self determination, are all converging to form a tremendous pressure on Bands and communities who have not determined/identified community goals and appropriate community processes . . . [W]hile anxious to begin the important work of community development, community leaders and Native organizations recognize that the communities are not presently equipped to fully participate in the development process . . . In fact . . . in 1983 . . . when responding to a [Department of Indian Affairs and Northern Development] survey of their training needs . . . the Bands listed specific needs for skill development in the areas of community planning, Band management, business development and developmental planning . . . [But] an overwhelming void exists recognized by Band members, Native leaders, organizations and government leaders. No one is providing comprehensive skill development for community people who must be involved in developmental activities [Four Skies, 1984:1, emphasis in original].

Because they seek to be more independent than non-Native communities of similar size, Native communities will have to be better at planning than others. In many cases they already are, and from their experience could teach non-Natives a great deal about planning - if non-Natives were as good at listening as they are at preaching. But like all good practitioners of every art, Native leaders recognize that they can benefit from reflection on their planning practice and can learn from others' ideas and experiences. It is here that the planning profession, through institutions such as The University of British Columbia, can contribute to Native planning for self-reliance - not by telling Natives what plans to make but by giving them the opportunity to compare their practices and to become aware of the concepts and tools non-Native planners have found useful for organizing information, handling conflict, and minimizing risk.<sup>1</sup>

Systematic planning tools are especially likely to be useful to small communities where they are low-tech but efficient and effective in generating and assessing ideas. Many such tools exist (such as brainstorming and trade-off identification) and many others (such as cost:benefit analysis and cross-impact analysis) can be modified to be appropriate to planning by a small community.

The most basic and important systematic planning tool is the overall systematic problem-solving approach - not systematic so as to impose a straight-jacket on thought, but so as to ensure that a solution is arrived at which has a

good chance of meeting various community goals. Planners vary in their statements of what this approach is, but most consider that it includes an identification of what one wants to achieve, an analysis of the forces which are acting to help or hinder this achievement, an identification of alternative solutions, an assessment of the likely effectiveness of each alternative in meeting all goals, and continuous evaluation of the selected alternative upon implementation. If creatively and iteratively applied, this approach can be useful at any stage of planning - from planning an organizing meeting to organizing research - and to any problem area. An important aspect of the approach in a community planning setting is the documentation of each step as an aid to memory and communication.

An introduction to the general systematic planning approach, and practice in using it, forms the core of the UBC Band planning courses.

The value of systematic planning in Native communities is indicated by the following excerpts from essays by 5 students in these courses.

I find out a lot of time that people are very conservative or neo-classical - you know, set in their old ways. The thing there is that the governing body tells a planner (bang bang) this is what we want you to do. In my case, when my Bands politicians are brainstorming, whatever idea comes up they want to go for it without really thinking it over - overlooking facts like is it really feasible to do such a thing, what's in it for our people, things like that. We as Indians have to really plan for the future especially when self-government goes through.

In planning we have to be aware of all the external and internal forces which may in some way shape or influence our economic development projects in the negative as well as the positive.

Just like you have to have a plan for the environmental factors that you are aware of, you have to have one for unanticipated environmental factors also. One way of being ready for the unexpected is to have skilled and experienced personnel, including staff and management who are always ready for the "what if's" when they happen. It's like insurance: it's there for your protection. (If Mohammed Ali didn't have counter punches he wouldn't have gotten very far.)

Systematized planning is made necessary by the fact that community planning is difficult. Planning issues are always complex and involve several people's values and perceptions. The [formalized] planning process, cumbersome as it may first appear, ensures that all issues are clearly examined and all interests are carefully considered. Cross impact analysis [is one planning tool] that forces one to be systematic in his assessment of "action

alternatives" and their effect upon all of the goals.

The most significant planning issues and concepts that were discussed today are the systematic implementations of the four basic steps in the planning process [goal identification, analysis of present and future opportunities, generation of action/strategy alternatives, predictive assessment of each alternative]. I feel that the relevance of these four steps is all encompassing in relation to my work as a Band Councillor. We the [named] Band must be aware of our actions and be able to justify them through our knowledge of the planning process . . . We have had workshop meetings and other various planning stages all propositioned and were yet mixed up and confused with all other Band politics or activities . . . I conclude that by learning and adhering to those four basic planning steps my work as councillor will become much more relevant, systematic and logical. I feel that this process will pull one through situations involving conflict, confusion and burnout.

#### SYSTEMATIC PLANNING IN THE NATIVE COMMUNITY CONTEXT

Systematic planning is especially likely to be acceptable to Native communities when it is seen to complement rather than replace the traditional planning modes relating to participation, consultation, information sharing and decision making, and when the substantive insights and knowledge of the elders are respected. The possibilities for the integration of traditional and systematic planning are indicated by these comments by UBC Band planning students.

The planning feast has been used by our Band. Only it wasn't called a planning feast. But it made me aware that this is one type of meeting that always draws a great percentage of the community. This would be the way to do information sharing or educating. Of course the cultural aspect, traditional dances, of these types of feast meetings should get all the credit, as it spiritually makes every one present feel as one. Thus the sharing comes easy - a case of combining the traditional and modern elements.

A tribal group could unconsciously have developed a long term plan which merely needs documentation to become visible.

Owing to their evolving culture, size and special jurisdictional status, Native communities have some unique resources and constraints which affect their ability to undertake systematic planning.

## Resources

- The traditional shared knowledge and informal planning processes of Native communities provide a base for systematic planning in common experiences, perceptions and ways of doing things.

The small size of most Native communities allows all members to have fairly complete and up-to-date knowledge about critical issues.

- Many Native communities often enjoy a significant natural resource base which to a large degree is under community control.

## Constraints

Most Native communities are too small to afford their own specialized planning staff.

- Value conflicts in Native communities can often be as great and perhaps even greater than in the larger society, (though value differences can be turned to advantage, e.g., increasing cash flows for the sake of the "modernists" by using skills of the "traditionalists").

- Government departments, the primary sources of funds for many Native communities, are highly oriented to sectoral funding, short-term commitments, complex centralized decision-making, and extensive control processes.

## KINDS OF PLANNING, PLANS AND PLANNERS WHICH CONTRIBUTE TO SELF-RELIANCE

### KINDS OF PLANNING

In considering the forms of planning that could be most relevant to Native communities, it is useful to think about the location of planning within the totality of community action and decision-making. Two dichotomies can be identified. First, planning can be seen by the community as either peripheral to action and decision-making or directional of these. (By "directional" here is not meant slavish adherence to a plan, but adherence to planning principles when deviating from a plan.) Second, planning can be seen as participatory or as centralized in the hands of some body, be that body within the community (e.g., consultant or Indian Affairs planner). Chart I illustrates the possibilities.

### Ritualistic planning

Some observers have suggested that government departments often implicitly encourage communities to take the "ritualistic" route in their planning and promote the production of planning documents because of their putative power to attract program funds. These observers argue that a ritualistic planning document is not taken seriously by the community to which it applies, and perhaps

CHART I: Alternative Forms of Native Community Planning

	Planning is Directional to decisions/ actions of band	Planning is Peripheral to decisions/ actions of band
Planning is Participatory	Developmental planning	Placatory/ Wish-list planning
Planning is Centralized in some body	Autocratic planning	Ritualistic planning

not even by outsiders, because the process which yields these documents is not participatory (often it has been left to a consultant to generate it) and therefore may not intelligently address the community's needs and the trade-offs it has to make on the basis of values as opposed to "technical" criteria. The plan may look good but the content is useless, or at least not used. It is irrelevant to community action and decision-making.

Placatory and wish-list planning

Placatory planning can be fostered by Band leaders or advisors who believe in participation, or do not want to see, a way of relating participatory planning to decision making and action. The planning process becomes an end in its own right - perhaps useful as a social activity in the short term, but bound to generate cynicism and "apathy" in the long term. A related planning type involves the generation of master plans or wish lists, in which cases the planning process culminates in a document which does not translate long range goals into short term action and which does not provide for contingency plans. The process may be sincerely motivated but because it is not seen to change anything, such planning is dismissed as a useless exercise. As one Band planning student put it, "a methodical planning process will give rise to complacency if not implemented with conviction."

Autocratic planning

Autocratic planning is a form of comprehensive planning found in many communities and societies. A close synonym for autocratic planning is command planning. The planning is effectively linked to action and decision making but it is centred in one person or group whose values, perceptions, and often interest, become paramount. While sometimes appropriate, e.g., in emergencies, this form of planning has its shortcomings as a process for identifying and

meeting the goals of the whole community.

### Developmental planning

Many people in Native communities (and others) favour directional, participatory planning, which is termed here "developmental" planning. Because this form is truly *community* based (i.e., it is participatory) and is effectively linked to decisions and actions, it promotes in its outcomes and processes the development of the whole community. In this paper, it is argued that the developmental form of planning contributes most to Native self-reliance.

The contained sizes of Native communities facilitate developmental planning. It is possible to involve all actors and decision-makers in all planning relevant to them (i.e., to be participatory). Such involvement also encourages actors and decision-makers to "use" the planning they have been involved in, and thus ensure that the planning gives direction to their acts.

## STRENGTHS AND REQUIREMENTS OF DEVELOPMENTAL PLANNING

### Participation

For my own small Band, the use of the participatory process is mandatory. While it may take more time than other methods, its results are more likely to succeed. Involving as many people as possible does 5 things: it improves the information base, ensures that those who are affected by the decision are informed and consulted, creates and develops common understanding, builds a broad commitment to decisions, and tends towards plans and decisions which people are most likely to support and make work.  
(A Band planning student)

By participatory planning we mean that each community member can play an appropriate role in the planning process, whether that member is an elder, hereditary chief, elected leader, staff, committee member or without any formal role at all. This encourages planning that leads to equitable actions and decisions, taps valuable local knowledge, and ensures that the planning is truly comprehensive as all concerns will be potentially included in the planning process. As a side benefit, participatory planning develops Band members' skills in planning; such skills are valuable in various managerial and leadership roles within and outside the community.

A good argument can be made that in the long run participatory planning is the most efficient. It does not mean that every decision has to be debated by every member, but that the human resources of the whole community are harnessed to the planning task and that the more fundamental decisions - e.g., trading off economic and cultural goals - involve the greater part of the community. Nor does participatory planning mean necessarily the one-man one-vote political criterion for democracy that the Western liberal nation-states have

evolved. Traditions of consensual decision-making, respect for wisdom, continuity of form provided by traditions, cultivation of skill in listening - all traits commonly found in northern Indian communities - are more supportive of effective, efficient and equitable participatory planning than are the majority vote rules and procedural rigidities of the larger society.

Participation in planning may also involve actors external to the community where these actors' powers, resources and interests need to be taken into account by the community. Communities which are adept in involving external actors in their planning so as to produce creative joint problem-solving and mutual development have an advantage over other communities. Good internal participation processes should easily be translatable into effective external relations, and vice versa, once the principles underlying effective participation become consciously understood.

### Process planning: the key to participatory planning

If we define developmental planning as participatory then we must see skill in managing the planning process as lying at its heart. The development of effective, efficient and equitable participatory planning processes then becomes a key assignment for community leaders and an important subject in training courses on planning, as will be discussed below. The goal for Native communities may be to meld the insights of the planning profession about rational steps, concepts and techniques of formal planning with those existing Native social processes which give Bands and tribal councils a unique planning potential. At every UBC Band planning course the development of community planning processes (i.e., planning for planning) has been identified as a strong need by people attending the course.

### Direction

In my own planning work I will have to plan on getting my community organized and to see that the members understand what planning is. In the past there have been many types of programs started, now I will have to plan on carrying through with these different programs that have been started before. (A Band planning student)

The greatest plan on the west coast cannot maintain enthusiasm nor put food on the table of the dedicated without a sufficient monetary resource. Planning for money is planning for the squeaky wheel. (A Band planning student)

Just because planning is participatory does not mean it is automatically effective in directing actions and decisions, as we have discussed in reference to placatory or wish-list planning. What distinguishes developmental planning from these planning types is that it does, by our definition, direct community

action. This is the output side of planning, and it is a side that requires as much attention to process as the input and design stages (which in developmental planning are participatory). The planning literature has long noted the disjunction between planning and action in urban planning in large cities: an interesting question for Native communities is whether they can avoid the same problem as their planning becomes more formalized and includes the emerging role of Band or tribal planners.

Process planning: the key to directional planning

The solution to the problem of making planning directional of action once again lies in planning process - in a good planning process the people expected to follow the plans are involved in the planning so as to ensure their commitment and the relevance and feasibility of the plans. Planning, decision-making and action are fused.

#### KINDS OF PLANNING DOCUMENTS

On the subject of documentation, to date I have been using a small book in which I plan my weekly activities and appointments. However, there is a further need to record on paper all proceedings and general community meetings. Conscientious documentation will enable me to check on progress at any point in time. (A Band planning student)

Although developmental planning is highly process-oriented, this does not mean, as some planners have sometimes thought, that documents are not important. The question is not whether there should be documentation but what kinds and for what uses.

The primary role for planning documents is to help the community remember and communicate what it has considered, decided and accomplished. Documentation provides context information and makes directions explicit.

Producing planning documents so that an external party (e.g., project funders) can meet their own documentation needs can be an important reason for producing documents. But if meeting external needs becomes the sole *raison d'être* for a document, as it frequently is, then the directional participatory nature of developmental planning may be perverted. Participants may waste their time, rush into substantive plan design without going through a systematic rational and participatory process, and become cynical about the whole planning concept. Unfortunately, many times plans are made to serve external agency auditing requirements, not to encourage developmental planning.

Most people think only of final substantive plans when they think about planning documents, and here often only in terms of maps. Such documents are a very limited part of the documentation required in developmental planning: goal statements, critical paths, future projections, statements of assump-

tions, recorded verbal histories, minutes of meetings and many other document forms are equally and often more important forms than the map. Traditional documentation forms (songs, totem poles, etc.) may also have a role in Band planning, e.g., in recording past events, decisions and agreements.

The use of diagrams will take the paper boredom away and make information sharing more interesting for people. These diagrams can be posted at strategic points throughout the Reserve or at the feast meetings in flyer form. These types of information use would help us strengthen internally . . . . A map listing [trap-line areas] will be excellent for us. Colour coding on the same map would also be useful in defining other resources and land divisions. . . . Another type of chart which can be of great use to our over-worked housing administrator is the critical path . . . . This chart would also be useful in showing progress reports on General or other meetings. This would be showing the people what progress is being made at each meeting, thus encouraging them to keep coming. (A Band planning student)

The best known kind of planning document is the plan: a statement of where the community wants to go and how it is going to get there. The plan helps the community remember the course it has set for itself and provides a basis for understanding when and why it is deviating from the course. The plan plays the same role for the community that the chart with course settings does for the navigator. This applies to both substantive plans and process plans•

Substantive plans

In terms of housing, Band members should clearly identify who has the priorities. When a "housing meeting" takes place each one wants a house. It should not be to the favourite relative who receives that particular house, because this relative may be a drifter or not have any desire to live on the reserve. (A Band planning student)

Substantive plans document the results of a planning process established to set direction for action and decisions related to the temporal and spatial allocation of financial, natural and human resources. Substantive plans may relate to land use, operational and capital budgets, political and administrative organization, social services, facilities, etc.

The scope of substantive planning in Indian communities is vast, often broader than in non-Indian communities. Consider these statements by Band planning students:

The [named] Band recently lost a traditional method of distinguishing land holdings and land ownership in relation to

individuals and families. The mechanism used was a head man who with the power of his memory held registered information of who owned which areas and sales and trades of land as well as gift-giving. This man witnessed such holdings by people shaking hands to settle ownership claims, sales, gift-giving and trades of land. It has recently been very unfortunate to us all that our head man for land deceased, without documentation of community land holdings and ownership. Therefore it is the priority for the Band to develop a new mechanism that will prove itself beneficial. Once this plan is implemented to the people's satisfaction, Band policies to implement a land use plan can be introduced. The Band Planner is continuing research on the history of land and must record all forms in a land registry office, developing a filing system. The Land Management Board at the same time will prepare and submit Land Management By-laws to the Chief and Band Council.

I was not aware of the [systematic planning] steps but unconsciously I have been following the steps while developing the plan to design a Child Care and Protection Law to stress prevention and guide us in social development.

Past economic development in the [named community] has not meant more jobs for our people. There is no reason to expect any better in the future. Consultants have already examined some 2000 acres of land adjacent to the Reserve, with a view to identifying various residential, commercial, recreational and traditional economic development land use options. A priority planning goal for our planning committee is to determine which options, and which kinds of land tenure, to pursue. This goal goes together with the greater community goal of establishing a land base in order to promote economic self-sufficiency.

One of the major obstacles in my Band is alcoholism, a social problem that has to be dealt with as soon as possible before we have any more alcohol-related deaths which come about in various ways. There is a lot of planning to be done over a period of time.

When trying to reach a certain goal, communities must always base their plans to include traditional or cultural ways. This is true, [but] it is [also] a matter for us now to perceive building economic growth as well into a plan or goal.

The "master plan" is a special type of substantive plan that sets direction for all areas in the one plan. Master plans are difficult to develop so that they meet the two criteria for developmental planning of being effective (i.e., directional of future action) and representative (i.e., resulting from a participatory

process). Because of the difficulties involved in developing effective and representative master plans, they have fallen out of professional favour in recent years. If correctly developed and used, however, they can play a useful role in guiding the development of sectoral plans.

Substantive plans document the goals agreed on or problems defined in the planning process (e.g., the need to increase employment), establish the means by which the goal is to be reached (e.g., by developing Band enterprises to process local resources), and identify the considerations taken into account in selecting these means (including considerations of the expected impact on all community goals, e.g., environmental quality, maintenance of culture). In the most sophisticated plans there is also a discussion of areas of uncertainty and perhaps some measurement of risk involved in the selected means. The plan may conclude by describing monitoring and evaluation processes to ensure that the selected means are working as hoped, and with some suggestions for contingency plans to be invoked under certain unexpected but possible circumstances. The means may be described in words, allocative formulae, or graphics such as maps and critical paths.

There are three kinds of substantive plans. First there are proactive plans. These are the plans that result when a community determines the best means for it to initiate to reach its goals - economic development plans, facility development plans and "master plans" are all important examples of substantive proactive plans.

A second kind of plan is prepared to help the community react to proposals put forward to it by members or outsiders, i.e., it is a plan for reaction. Plans for reaction assume that the general nature and likelihood of future events can be predicted, but not their specific content or timing. Standards and zoning bylaws are examples of substantive plans for reaction, as are contingency plans.

A third group comprises those plans prepared in reaction to some specific problem or opportunity, for example, the closing of a local employment centre such as a cannery or sawmill, or the intrusion of an industrial project such as a dam or a pipeline or a railway. In these cases the community can only fully plan when the nature of the event or intrusion is known.

Of the three types of substantive plans, the proactive type most commonly comes to mind when the word "planning" is mentioned in connection with small communities. The two types of reactive plans may be equally important, however, if one assumes that communities will be impacted from the outside from time to time, that initiative and entrepreneurship will and should develop from the inside, and that neither internal nor external threats and opportunities can be fully predicted.

One very important use for proactive substantive comprehensive community plans is to present a statement of the community's intentions for the use of its land, human and other resources when it is faced with a proposal by some external proponent that will impinge on these resources. Being able to point to an existing community plan which states resource use intentions puts a community in a favourable position to plan in reaction to the proposal and to deal with the proponent and the prescribed impact assessment and approvals pro-

cesses. Because of its proactive plan the community will know better how it will be affected, it will have a negotiating tool in pressing for its choice of a go or no-go decision, and it will have a basis for pressing for mitigation and compensation. Impacts on the future are what are significant in impact assessment work: if a community has not proactively determined what it wants its future to be, how can it or others know how its desired future will be impacted?

### Process plans

Process plans provide direction for future planning. They state how this future planning is to proceed, that is what areas of goal setting or problem solution are going to be addressed, what steps are to be taken when, who is to be involved at each step, what kinds of decisions are expected to be taken, in what form these decisions will be documented, and how the process will be monitored, evaluated and changed as necessary in mid-course. Process plans are useful for keeping future planning relevant and on target.

Before a community undertakes substantive planning it should plan its substantive planning process, i.e., it should do process planning. Unfortunately, this usually does not happen - communities, and their consultants, leap into preparing a substantive plan without considering their goals for the plan and the substantive planning process. Perhaps this is because the connotation of the word "planning" to most people, including professional planners, is restricted to substantive planning.

One question to be addressed in developing a process plan for developmental planning is: how can community members be motivated to participate in the process? As one Band planning student put it: "the question of motivation is important to my community where erroneously or not, many Band members are perceived by staff and leadership as being apathetic." A second question is: how can the community ensure that the substantive plans resulting from a planning process are useful and likely to be used?

An example of a developmental planning process which was carefully prepared is the comprehensive planning study being undertaken by the Lower and Upper Similkameen Bands in the southern Interior of British Columbia. The planning began with a meeting of Band councillors, staff, and consultants. At this meeting over 20 goals for the study were identified. These included developing Band members' awareness and making effective use of Band staff knowledge resources in the plan preparation. Consequently the planning study was changed radically from the original idea of getting a comprehensive report prepared by a consultant to one of using the consultant to help generate a participatory interactive process, as well as to generate technical information which could be used in that process.

The latest event in the Similkameen process was the holding of "Community Days" which combined fun, ceremony and planning. Virtually every member participated in one of the workshops on agriculture, forestry, arts and crafts and recreation. These workshops produced not only awareness but also identified information gaps in members' knowledge and came up with sugges-

tions for improving the organization of the community and its interest groups. The event not only contributed to the bands' overall comprehensive substantive planning but also increased the entrepreneurship of many individual members - entrepreneurship which Band plans for reaction will deal with in the future.

The apparent success of the Similkameen process to date is due to the planning process itself having been carefully planned.

As with substantive plans, there are three kinds of process plans: those that proactively guide planning; those that exist for reaction, i.e., to help the community respond to unpredictable threats, opportunities and initiatives; and those that are prepared in reaction.

Proactive process plans are plans for planning. They are prepared by the community on its own initiative. A plan to undertake a comprehensive community planning process is an example of a proactive process plan, as is a plan to plan a set of pollution control standards. A process plan may be proactive whether or not the substantive plan it produces is proactive or reactive. A proactive process plan may guide the preparation of other process plans as well as substantive plans.

A common example of a process plan for reaction in large governments is the plan for a referral system by which project ideas are circulated among a designated list of interested agencies. Small communities may not require an elaborate referral system, but they often can benefit from having a plan for incoming information management and dissemination. It is also useful to establish procedures for dealing with proposals whether they come from members or outsiders and for dealing with external threats. A plan (or policy) to submit proposals to various committees for appraisal is a good example of a process plan for reaction. It provides for comprehensive, but not necessarily quantitative, benefit:cost analyses of proposals from the community's point of view. Other examples of plans for reaction are procedures for distributing decisions on various categories of problems between elected and administrative decision-makers, for informing the membership about important issues that arise, for involving the membership in certain forms of decisions, and for ensuring that project proposals go through a systematic assessment and referrals process to determine risks, benefits and costs in terms of all goals, etc. Process plans for reaction, i.e., "procedures", can be more or less flexible in their application and more or less detailed in their description, according to the needs of the community.

Process plans prepared in reaction to some event include plans to conduct an environmental impact assessment or plans to develop a proposal to take advantage of a new funding opportunity.

### Plan priorities

When a community acts in full awareness of the consequences and the alternatives, it is truly self-reliant. Such awareness comes from having the capability to undertake both substantive and process planning. In each case it can benefit from having in place an appropriate set of proactive plans and plans for

reaction, and having the ability to quickly prepare plans in reaction as required.

Awareness of the full range of plans it can develop is one of the first stages in developing a community's planning capabilities. The range of possible plans is summed up in the following chart.

CHART II: Kinds of Plans Found in Self-reliant Communities

	Substantive Plans	Process Plans
Proactive Plans	e.g., master plans	plans for planning
Plans for Reaction	e.g., standards	referral systems
Plans in Reaction	e.g., mitigation plans	plans to do EIA

Both process and substantive plans for reaction are likely to be at least as important as proactive plans in helping the community to be self-reliant. A proactive plan assumes that you know what the future is going to be like and that therefore decisions can be made about how to respond to it. A plan for reaction that guides a council's ongoing decision-making (i.e., its ongoing planning as it allocates dollars, land, etc.) addresses itself to the unknowable future and assumes that many kinds of issues, ideas, opportunities and information will arise which cannot be predicted now but which can be managed more efficiently and effectively by a council that uses well-thought-out, systematic, pre-established, explicit, publicized and widely accepted standards and procedures for such management.

Still, plans for reaction assume you know the kind of issue or opportunity which will arise, even if you do not know its specific nature. Hence, it is necessary for a community to have capabilities to plan in reaction to unexpected or unusual kinds of issues.

For these reasons, perhaps a higher priority should be given by most communities to reactive planning than the priority given now - note that this is contrary to conventional planning wisdom. Despite the high priority that should be given to reactive planning, most communities can also benefit significantly from undertaking proactive substantive exercises. The resulting plan itself will be useful; but perhaps as importantly, the development of proactive process plans for guiding the substantive planning can be good experience in developing proactive process plans which lead to the production of plans for reaction. Once involved self-consciously in planning, people will start to think in terms of applying the essential systematic planning steps (goal setting, analysis of opportunities and constraints, generation of action alternatives, assessment of alternatives, and ongoing monitoring of project outcomes) to many areas of the community's ongoing and discrete decision-making. Since the same steps are involved in all forms of planning and planning for planning, experience in any planning is useful, especially if people are helped to understand that planning

is a generic process which can be applied in any problem-solving situation at any level.

### Meta-plans

As one final comment on kinds of plans and planning, it can be noted here that process planning itself may issue from a "meta planning process" where one plans how to carry out the planning process to produce a process plan. Meta-meta planning processes are also possible, and so on. At the other end of the process, substantive plans can be followed by planning for implementation planning which in turn guides detailed implementation planning, and so on. In short, planning involves a hierarchy of plans. The language becomes difficult because the essence of planning is the manipulation of abstract, complex concepts and getting straight what one is doing at various levels of planning; the practice is a little more straightforward.

Truly successful planning cannot occur without the careful planning of the planning process itself. One month ago I prepared, for approval of Chief and Council, a matrix-style work plan covering the next twelve-month period. The plan ties together the various substantive planning themes such as housing and settlement, economic development, land use and policy development with the associated work activities such as information gathering and analysis, liasing, mapping, field work and verbal and written reporting. Wide-ranging as my work plan is, it still places the cart before the horse . . . it answers the question "what areas require planning and what activities are called upon to effect planning in those areas?" [but there are] more basic initial questions I should be endeavouring to answer before preparing a plan of my planning . . . such as "how do I go about identifying the short-, mid- and long-term community goals?" or "what kinds of meetings should be organized to assist in answering this question?" or "what specific questions do we ask ourselves in order to more clearly define problems and goals, and thereby establish planning goals?"  
(A Band planning student)

### TYPES OF PLANNERS

All community members are potentially planners. Encouraging them to be so in ways appropriate to their other roles and responsibilities can be accomplished through the careful design of participatory planning processes.

Two types of planners play particularly central roles in community planning, including the design of participatory processes. These are the planning consultants and the formally designated community planners.

## Planning consultants

Discussions on the world views of the Native and non-Native ways brought out a point of view for hiring consultants which I felt should be included in criteria for interviewing and hiring consultants - look for those people who ask questions and also ask what you as a Band want, not those who come in and immediately start dictating their views. (A Band planning student)

With the right approach we can hire a consultant who would come on the project and help develop the project and at the same time an individual from the Band could be trained by the consultant. (A Band planning student)

In March a consultant completed his work examining land use (and tenure) options for a 2,000 acre parcel of Crown land adjacent to the Band . . . The consultant's involvement has so far been of an "expert" nature. However he has offered to sit on the planning committee as an advisor to assist that body in its discussion of planning objectives related to the land use study, and to help begin the process of wider community participation in this issue. (A Band planning student)

This happened in our reserve: we had hired this chap to be our consultant and went by interviewing him and also going by his credentials we hired him. What we did not do was check at places where he had worked before . . . the results were not too favourable for us. (A Band planning student)

When developing a project we must first find out what resources we have through our elders and Band members before we proceed to hire a consultant. Find out what their work background is, analyze them and hire the one that best suits our needs and is not a do-gooder. (A Band planning student)

So often many Bands go into different projects spending their funding money hiring consultants which to a certain point helps in the project. However, many times the consultant comes up with little information regarding the project. Once again this could be caused by lack of understanding by both parties. (A Band planning student)

Consultants may play several roles in community planning. They may be used to providing expert substantive information and advice. They may also provide process advice. Particularly in the latter function they should be orienting their work to developing the Band members' own process skills. A failing

of many comprehensive planning exercises conducted by consultants is that they have not engaged the community in the planning of the planning process; thus the community has lost the opportunity to understand the nature of planning processes and to contribute optimally to the development of the substantive plans. The resulting "community plan" may or may not look impressive, but because the community was not involved in developing the planning process it does not have a sense of "ownership" of the plan and is not likely to use it to direct its decisions. This problem of inadequate involvement of the community in the planning for planning sometimes stems from the consultant's own inadequacies in process planning, inadequacies which should be of concern to professional planners and those who hire and fund planning advice.

Planning process inadequacies also show up in the waste of resources devoted to collecting often useless, and certainly unused, data. This occurs because the planning research itself has not been planned (e.g., goals for the planning process have not been set, linkages of the planning process to the Band's needs not identified). Surveys, community profiles, and the "data collection phase" of a comprehensive planning exercise, are typically poorly planned.

An example of the consequences of not planning for planning is provided by a certain "community planning study" for a Prairie Band. The study contained the results of a wide-ranging household survey, including information on house construction and shape, yard size, and marital status. What does one do with information that 41 of 42 surveyed homes are "frame construction" while one is "pre-built", that 38 homes are "1 storey", 4 "bi-level", and 1 "1-½ story", that 20 respondents are married while 16 live common-law, or information on the size of yard each house has? While conceivably somebody might want such information for some purpose, the data were not used in the planning study to indicate problems, opportunities, action alternatives, etc.

This same study had other shortcomings as well. There was no indication that the Band had development choices to make (let alone trade-offs to face). There were no useful projections of population, economic opportunities, etc. - the population projections were simplistic and no attempt was made to estimate the degree of uncertainty or choice involved, nor were the implications of the projections discussed. There was no indication of Band goals let alone of Band involvement in determining goals. No linkages among substantive areas were discussed (for example, among housing, population and economic development). There was no real budgeting for the costs of implementation except to add up the costs of the wish list, nor were there institutional or follow-up planning requirements identified to implement the "plan". In short, the study was deficient because it was not adequately planned with the participation of the Band nor with an eye to its being used by the Band for decision-making. At best, it is a document that could be useful to outside agencies in making allocations among communities. Even here, however, the utility is limited by the idiosyncratic way in which the data are collected and categorized.

An interesting contrast to the above study is provided by one undertaken for another Prairie Band. Here the study was not done by a consultant team

working to what appears to be a formula for data collection ("do a survey"), but by an individual who was not a professional planner. In this case:

The Chief and Council established a Planning Committee consisting of six Band members who were representative of the various interest groups on the Reserve . . . The committee met regularly with the planning coordinator to discuss the progress and to relate the results of the study sessions to the overall plan. The minutes from the Planning Committee were presented to Council meetings. The Chief and Council gave directions to either continue as presented or to revise the plan so that it would conform to the general goals of the Band . . . The committees drew up short and long term plans and prioritized the activities within their service area . . . The key to the study was to get Band Member input. The format was to have study-sessions held in the evening at the homes of Band members. There were in excess of 20 sessions held. Neighbours and friends were invited for tea and cookies (Sweetgrass Band, *Community Study*, 1979:99-100).

The outcome of the participatory process the Band engaged in is a study that is rich in identification of problem areas (such as land leasing practices), discussions of large and small economic opportunities (e.g., using brush from the clearing of expanded Band farm pastures for domestic firewood), analysis of trends (e.g., death rates as a function of housing problems), and useful process suggestions for follow-up planning (e.g., social impact assessment of the economic development ideas, ongoing communication with Band members, etc.). It is reported that the plan has been directional at least to some extent of Band decisions, perhaps in large part because the planner became a staff person for the Band. It would take some research to analyze how effective the planning process has been over time, but what can be said here is that the planning document itself does indicate evidence of participation in its preparation and does show promise for guiding the Band's development.

What the two examples of Band planning studies indicates overall is that the process by which the planning consultant undertakes his/her work can mean a significant difference in whether the client Band orients itself to developmental or other forms of planning.

Learning how to use and work with consultants is one of the most important elements of any training course in community planning. Planning to use a consultant is no more easy, though no more difficult, than other planning processes. But it must be approached systematically, starting with a definition of one's goals, that is, what one wants from the consultant, which in many cases may be to learn what s/he can do for the community. It is not necessarily a matter of giving the consultant refined terms of reference; in many cases the best use of a consultant is for a short time at the beginning of a process when one is trying to figure out what one needs to get done.

Two important skills in community planning are the ability to determine

when to consult a process expert or substantive expert, and the ability to work creatively with either one without losing control of the planning.

### The Community Planner

I have been involved in our community for a number of years now. In this experience I've had to apply myself in organizing, coordinating, facilitating, and [even] acting as a spokesperson for our people in arrangements such as meetings, workshops, negotiations, consulting, etc. (A Band planning student)

I learned today [from discussions with more experienced Band planners] that a Band planner is not a result of a wave of a magician's wand but has to be learned, experienced. In order to do this I have to define with my community what a Band planner is. What do they expect of me? Both the Band members and council will tell me what they want. I'm not to make assumptions of their wants! But to *plan* with them their present and future. One of the first things I'm going to do is to ask the council to call a Band meeting and ask Band members their description of a planner and to *listen*, hear them. (A Band planning student)

The job description and work plan of the [named] Band Planner position is to organize and coordinate meetings, workshops, home-to-home interviews, to record information, to continue the social development planning. The research involves working in consultation with each elder of the community in these [child care] areas... (A Band planning student)

A planner's role at the Band should be: 1) Band planners should be closely involved with the project development officer particularly in economic development; 2) Band planners should help to guide the Band Council in choosing consultants; 3) consultants should be given terms of reference and their involvement clearly defined (perhaps by the planner); 4) the planner should be the link to consultants and try to maximize the benefit. (A Band planning student)

A planner tries in every relationship to benefit the community. Have organization, there is no other way of doing it. (A Band planning student)

Planning should get underway with a brief introduction and orientation period which gives a new planner the fundamental concepts of community planning and how it could best be used to the advantage of the Band . . . The orientation process should

merely give council and their resourceful staff an opportunity to incorporate, if it doesn't already exist, a planning system which sets out a way of putting info together to affect a series of events to solve problems or attain goals. (A Band planning student)

When one identifies process planning as the key to developmental planning, there are critical implications for the evolving role of Band planner and tribal planner: these roles may usefully be seen by the community and the occupant as largely ones oriented to facilitating process, with the substantive contributions lying potentially in the area of assisting other Band or tribal leaders and members in using appropriate techniques, concepts and experts to draw substantive conclusions. If the planner focusses on process, s/he has a better chance of helping his employer, the Council, understand the long-term horizon and developmental nature of his work.

If the Band planner gets stuck in the job of "drawing up" substantive plans, such plans will not be directional of actions or decisions, and "Band planning" will fall into the same trap urban planners discovered they were in in recent decades.

To say that the community planner should focus on process does not detract from the Council's prerogative to determine planning priorities. Indeed, the fluidity of Band processes, and lack of Band staff in relation to the wide range of Band tasks, have led tribal councils and Bands in Canada to assign their planners to a number of tasks. They are involved in planning for recreation, housing, business development, land claims, etc. Whatever the substantive area of concern, however, the community planner can often benefit from focussing on process so that the human resources of the whole community are harnessed to the planning task, so that the planning is participatory and directional.

Training in planning can assist the community planner to bring a process orientation to his or her work, regardless of the subject area.

## THE UBC EXPERIENCE IN PRESENTING BAND PLANNING COURSES

The subject of planning is a very new phase at the Band level. In a lot of cases the planning part is misunderstood at the Band level - things like where do we start, do we start at the bottom of the subject or do we start at the middle or do we start at the top. What is planning???? (A Band planning student)

In the past few days I've learned that the [student] group that I'm involved in [tends to try to] solve problems . . . instead of designing a process to solve that problem . . . The exercise assignment was: the Chief and Council want advice on how to allocate money to competing alternatives- housing, community hall, saw-mill or hatchery; design a [Band member participation] process to recommend to the Chief and Council [for helping them to make the allocation decision]. Our group completely failed this

exercise because we planned the expenditures..., instead of planning a design process to recommend to Chief and Council. (A Band planning student)

The Bands in the [named region] are forever bargaining with the [named government]. This type of bargaining takes place on a daily basis in [the named] communities. The Bands in most cases lose out in these bargaining sessions due to lack of bargaining knowledge or using wrong bargaining methods. (A Band planning student)

## LEARNING TO PLAN

While much about planning is intuitive, it is also possible to learn to improve one's planning skill both through experience and in formal educational settings.

We all plan everyday, for instance in deciding how to get from here to another place in the community, or in planning to bake a cake. Such planning processes involve similar steps to those involved in community developmental planning, and may even be formal steps (as in preparing a map or a recipe) but they differ from community planning in that they do not involve many people, the issues are not complex, and the outcome is quite predictable.

In community planning:

- many people, with varying and sometimes conflicting goals, perceptions and interests, are involved, sometimes including people who work for agencies outside the community;
- the issues are very complex, involving complicated relationships among culture, economies, politics and resources ; and
- the outcomes of planned actions are often highly uncertain because of forces outside the control of the community, and because of the unpredictability of complex systems and human motivation.

Developmental planning is the process that deals with differing personal orientations and objective complexities and uncertainties, attempting and often succeeding in finding generally satisfactory allocative solutions and ways of reducing risk. The concepts and techniques that have been created by planners to manage this process can be taught, applied to each community, and developed through use and evaluation.

## THE UBC BAND PLANNING COURSES

The UBC experience with its Band planning courses over the last two years suggests that there is a strong interest among Indian leadership in learning what the planning profession has to offer and in adapting this knowledge to Indian planning situations.

In early 1983, the School of Community and Regional Planning hosted a small seminar where six Band planners from across B.C. compared their experiences. Out of this seminar came a call for help in training in planning. In re-

sponsor the School (through the UBC Centre for Continuing Education) organized a two week course for B.C. and Saskatchewan Band planners.

The structure and content of this first course were developed in consultation with two experienced Band planners and Indian Affairs staff. The course was held at UBC in August 1983. Continuing Education certificates were awarded to those students who completed a daily written assignment to describe the most important things they had learned that day and the relevance to their own work. Most people were awarded certificates at the graduation banquet. Everybody wishes the certificates had credit value in the regular B.A. programs, but there are many obstacles to realizing this goal.

On the basis of the success of this course, a one-week course format was developed for chiefs and councillors. This format was originally a condensed version of the two-week course, but it has radically changed to become less academic and more practice-oriented. There are no written assignments in these courses. In 1984, five one-week courses were presented in Vancouver, Williams Lake and Edmonton. In 1985, a one-week course was again held in Vancouver.

Two-week courses were held on the UBC campus in the summers of 1984 and 1985.

Quite appropriately, as developmental planning is participatory, interest in the courses has come not only from Band planners, chiefs and councillors, but also from Band and tribal council staff and committee members. In total about 300 persons have taken one or more of the nine one-week or two-week courses which have been offered to date. A handful of people have taken two of the courses, despite the similar content in each. One person signed up three times and attended each faithfully!

Students have come from throughout B.C., and from Alberta, Saskatchewan, the Yukon, the Northwest Territories, New Brunswick, Nova Scotia and Newfoundland. Two of the School's MA students, who now work in a Band-oriented engineering firm, took the two-week course in 1984 and 1985. Several other MA students have expressed interest in taking the course. A planner from Indian and Northern Affairs Canada has also taken the course.

The courses are introductory. The School is developing a Band planner diploma *program* consisting of eight courses which could be taken over two summers. Thanks to a grant from Indian and Northern Affairs Canada, draft course outlines for the courses have been developed, and consultation with Native leaders on program structure, location, etc., is actively underway through the efforts of one of the School's eminent retired professors, Irving Fox. The diploma program is some distance from being ready for accreditation by the University, however. In the meantime, we see the introductory courses as useful in their own right.

The introductory courses introduce the general planning process and specific topics within the planning field. The specific substantive topics, presented in one course or another, have dealt with planning land use, economic development, resource management, revenue management, program development, social services, land claims, and self-government. The methodological and process topics have been: futures projections, environmental impact assessment,

cost:benefit analysis, participation, community organizing, roles and responsibilities, negotiation, the function of planning documents, and comprehensive planning.

The following education objectives have been set for participants in the Band planning courses and the potential Band planner certificate program:

- to gain competence and confidence in using basic planning *techniques* (e.g., cross-impact analysis, critical path scheduling, sieving, planning balance sheet) including an understanding of their applications and limits;
- to improve general planning skills (e.g., report analysis, hiring a consultant, generating alternatives, internal and external negotiating or bargaining to resolve conflicts over goals or methods);
- to develop creative ability and confidence in the *manipulation of concepts* (e.g., clarifying means and ends, defining problems, planning for planning);
- to learn about the full range of substantive development options (e.g., self-sufficiency vs. functional integration) and their implications, as indicated by the experiences or relevant communities across Canada and elsewhere;
- ... to be introduced to the fundamental issues in planning *theory* (e.g., deductive versus incremental approaches) and to learn about the relationships between theory and practice;
- to assess and modify the above planning education components in terms of the unique institutional cultural and geographic *Indian contexts* within which the students will be working.

Increasingly, teaching responsibilities for the courses have fallen on Native leaders as we identify appropriate people -- including some of our own Band planning course alumni - to do this. A typical course now sees about one-third of the teaching being done by School faculty, one-third by consultants with Band planning experience, and one-third by Native planners and other leaders.

#### Course evaluations

At the end of each course, course participants have been asked to complete a comprehensive questionnaire on the course. While there has been a small degree of variation among courses in the overall evaluations, every course has been very well received. For instance, of the seventeen persons completing the evaluations for the first two-week course, which was attended by 24 B.C. and Saskatchewan Band planners, all rated the course as very good or excellent in terms of increasing their understanding of planning. Sixteen gave the course the highest possible mark when asked if they would recommend it to others, and all seventeen said they would be interested in further planning courses.

Two one-week courses in February 1984, oriented to chiefs and councillors and held in a downtown Vancouver hotel, were less successful because of the location and perhaps inappropriate content. In retrospect, the content was overly academic on the one hand, yet overly exercise-laden on the other. Still, 34 of 37 respondents rated the course as very good or excellent when asked if they were glad they took it, and 32 rated the course as very good or excellent when asked how they would recommend it to others.

Evaluations of the 1985 two-week course provided a good indication of the topics which students attracted to that course were interested in. Students were asked to rank the course's 17 topics in order of the importance of the content, regardless of the teaching skills of the instructors. (Each topic was taught by a different instructor.) After scoring each student's first-ranked topic as 5, second- and third-ranked topics as 4, and fourth-, fifth- and sixth-ranked topics as 3, the following total score emerged for each topic (out of a maximum possible of 3 times 13 student evaluators, or 39):

Planning process	33
Comprehensive planning	23
Organizing for planning	18
Impact assessment	11
Resource management	11
Cost benefit analysis	9
Types of plans	9
Legal issues in planning	8

Lower scores were assigned to resource development futures, projections, economic development, project assessment, bargaining and negotiation, land use planning, social services planning, and settlement planning. These numbers strongly suggest that students place a strong emphasis on learning about process topics as opposed to particular substantive areas. This interpretation is strengthened by the fact that the ratings of individual instructors were not highly correlated with the ratings of the topics they taught. For instance, the highest rated instructor taught the second-lowest rated topic: land use planning, which received a score of 6. The lowest rated instructor taught a topic which was given a medium rating.

The most gratifying feedback has come not from the quantification of answers to the questionnaires, but from the written comments on the courses, particularly those incorporated in the written assignments for the two-week courses held each summer. Some of those comments have been sprinkled through this paper. Here are some unsolicited comments which explicitly evaluate the courses:

I feel an accomplishment in taking this course. It has made me feel confident enough to go back home and begin sensible planning. All the sessions will help a great deal in being successful.

This has been a good two weeks of training. I can take home a lot of wealthy experience, memories - very good groups of [students] and instructors to work with.

Thank you for the well organized, thought-out course. It was a diversified as well as invaluable experience for me. The lecturers have made a real contribution toward my education and pursuit

of knowledge.

The last two weeks have been an exciting learning experience. When I came here I didn't have any idea of what I was getting myself into as a planner. But now that it's over I can say that this course has been a big learning experience.

I felt that the course went too fast.

It really makes me think.

I would like to close off with a proverb by Chief Dan George which I personally like the most: "Educate yourself so that you can help your people live better lives in this modern world." Thank you very much.

While the students have been generous in their commendations, we know there is much room for improvement. We take an action-research approach to the teaching, trying to understand what works best in various circumstances by experimenting and evaluating.

We find that the two-week format on campus works very well for those, such as Band planners, who are already committed to planning and who want to understand their planning role better. For these students, as one comment above suggests, two weeks is too short despite the schedule of 9-to-5 lectures and exercises plus daily written assignments which most students complete. These students like the wide range of topics introduced and the variety of instructors - virtually a different instructor every half-day.

The one-week format (actually about four days) works well for the non-professionals. After some experimentation we have found that the repetitive application of the general planning process steps to various subject areas (program planning, revenue management, etc.), seems to work quite well and that two or three instructors presenting these topics every day provides continuity. This was the approach at the September 1984 Edmonton course attended by 45 people from across Alberta who for the most part stayed to the end and evaluated the course highly. We made use of two local consultants who were very experienced in general work with Bands. They took our outline of the planning process seriously and taught it with conviction and imagination in the various substantive sessions. Each exercise during that course followed the basic planning steps, and with good results.

A new approach was tried early this year in Fort Good Hope in the Northwest Territories. Here we went into the community and tried to involve the leadership in discussions on their planning and its potential for development. It was not a success. Partly because most leaders did not see the need for education in planning - admittedly, they are very good now - and partly because of other priorities and inadequate advance work, there was virtually no attendance by leaders in what had been planned to be a pilot community planning

workshop which could be used for developing future training for local trainers. Our participation came mostly from two adult education courses, which made for an interesting session, but it was not the kind of event we had hoped for. This experience, combined with a remarkably similar one in a northern B.C. community just before we had started formally offering courses, suggests that the community location is not very good for a planning workshop, or at least that we are a long way from finding the right format. In the NWT, it is back to the drawing boards to develop a planning course for leadership from a number of communities to be held in a central location - likely Yellowknife or perhaps through the college in Fort Smith.

## CONCLUSION

The essence of developmental planning is systematic process, not process for its own sake but process leading to action which meets *all* Band goals. Planning processes are complex; they involve delicate timings, both creative and analytical postures, conflicting interests, and limited knowledge about the future. Becoming skilled in systematic planning is itself a developmental process; like any other developmental process it requires time, a commitment to practice and a willingness to learn from experience.

Experience with Band planning courses has indicated to the UBC School of Community and Regional Planning that planning schools can contribute to the effectiveness of the planning practitioner in Indian communities, whether that practitioner be a Chief, Band councillor, manager, planner or committee member.

The UBC courses have been primarily directed to providing an education in planning process concepts and approaches and plan generation and assessment techniques. Some of these concepts and techniques are specific to certain substantive areas (e.g., sieving in land use planning) but for the most part they are generic to all substantive planning areas. We have found that these concepts and techniques do address themselves to the skill development needs in Indian communities. The course participants do not want answers: they want to know how to find the answers for themselves, how to mobilize the community resources to find the answers and how to use professional expertise in a way which serves their goals. This accords with the strong process emphasis which this paper argues lies at the heart of developmental planning.

It is expected that in addition to the continuing need for planning education posed by the current responsibilities placed on Band councils, the next few years will see heightened demand by Natives for education in planning as land claims are settled, self-government is increasingly introduced, and northern industrial development pressures magnify.

## NOTE

1. The UBC Band planning courses would not have occurred without the support of many people. These include the some 300 students who not only

took the courses but also actively participated in discussions, exercises, and evaluations.

Some two dozen persons have thoughtfully taught one or more courses. These include Indian political, corporate and planning leaders, Vancouver and Edmonton consultants, and UBC faculty.

The whole School of Community and Regional Planning, under its Director Brahm Wiesman, has actively supported the courses. The Centre for Continuing Education has provided not only the considerable administration for the courses, but also advice on designing and promoting adult education courses. Robin Fried, former program director with the Centre, was the key person there. Her work has been carried on by Julie Glover. Janice Doyle has kept the registration and other machinery running smoothly.

The Donner (Canadian) Foundation has provided a three-year grant to the School of Community and Regional Planning for research and teaching related to the impacts of industrial development on the North. While our grant request was partially for the kind of extension work represented by the Band planning courses, we had no idea that they would enjoy such demand. The Foundation has graciously accepted the courses as a legitimate part of the grant, and through its support of the author has in fact funded much of the ongoing development of the courses and the hoped-for certificate program.

Indian Affairs has supported the courses to some degree financially and to a very large degree through the advice and support of its planning staff. Alain Cunningham, B.C. regional planner has played a central role in the development of the courses. Rabi Alam and Luisa Muskego in Regina, Linda Simon in Amherst, Ken Medd and Robert MacNeil in Edmonton, and Alestine Andre in Yellowknife have also helped in designing and presenting courses.

A number of Band planners have helped in the ongoing development of the courses. Elmer Derrick, of Kitwancool, was in many ways the original instigator of the courses, has taught in many, and has maintained an active interest in their evolution. Some of the others who have assisted are: Don Ryan of the Gitksan-Wetsuweten Tribal Council, Jim Wilson of Cape Mudge, Frank Parnell of the North Coast Tribal Council, Nathan Mathew of North Thompson, Michael Beaulieu of Fort Resolution, and Tony Grandjambe of Fort Good Hope.

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