

INDIAN COMMUNITIES IN SASKATCHEWAN:

AN ASSESSMENT OF THE CURRENT LAND

PLANNING PROCESS

A Practicum

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John David Gerstmar

Department of Landscape Architecture

University of Manitoba

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ABSTRACT

This practicum is a review and assessment of land planning studies presently being prepared for Indian communities in the Province of Saskatchewan.

The comprehensive planning process was developed by the Department of Indian and Northern Affairs, Planning Division. Private consultants used various approaches to administer the process. Both the process and the approaches are new to the Indian people of Saskatchewan.

As with any new system, there is a need for adjustment. A review of the process and the approaches followed in conducting Indian land planning studies indicated that the same holds true in this instance as well. There is a need to review and evaluate the current process in order to make adjustments which will enable the system to function more successfully.

This study concerns itself directly with the three main participants in the process: Department of Indian and Northern Affairs, consultants and Indian people. They, through interviews, candidly assessed, evaluated and provided suggestions for improvements to the land planning process and approaches followed in conducting Indian community planning studies. The study concludes by giving a general assessment of the process and provides the author's recommendations on how it can be improved and how consultants can be more effective in their planning approaches with Indian people.

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CHAPTER I

INTRODUCTION

In the Province of Saskatchewan there are approximately 45,000 registered Indians living on 153 reserves. These reserves are administered by 68 Indian bands. The reserves vary in size from a few acres to hundreds of thousands of acres scattered throughout the province. The potential of these lands vary depending on location, but for the most part, they are not used to their greatest productivity due to a magnitude of cultural, social and economic reasons.

The economics of the reserves vary with the resource distribution: southern bands are agriculturally based; bands in the central portion of the province have a mixed economy based on hunting, trapping, tourism and agriculture; while the northern bands economy is based on hunting, trapping and fishing. The economic situation and employment off the reserve is very limited due to lack of skills and lack of capability for investment. The Department of Indian Affairs subsidizes 80-90 percent of the Indian economy.

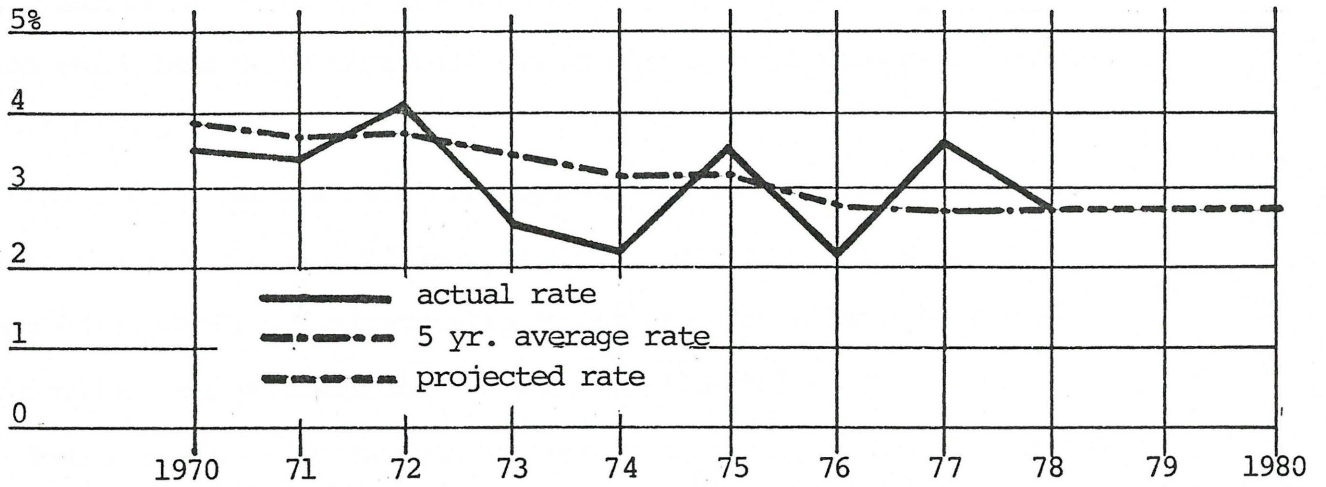
Band population trends indicate a growth rate of 2.8 percent a year (see Figure 1), with half the population under the age of 16 years (see Figure 2). With this rapid population growth and future influx of young Indian people into the work force, the dream of self-determination and sufficiency of Indian people is bleak; however, the writer believes that if the Indian bands can learn to utilize their great potential in human and natural resource on reserves, their situation will improve.

Indian people are concerned about land development and husbandry of Indian reserves. "The management of reserve lands to its highest and best use is the responsibility of every Band Council" (Cliff Starr, 1979).

GROWTH RATE

FIGURE 1

% ANNUAL POPULATION GROWTH

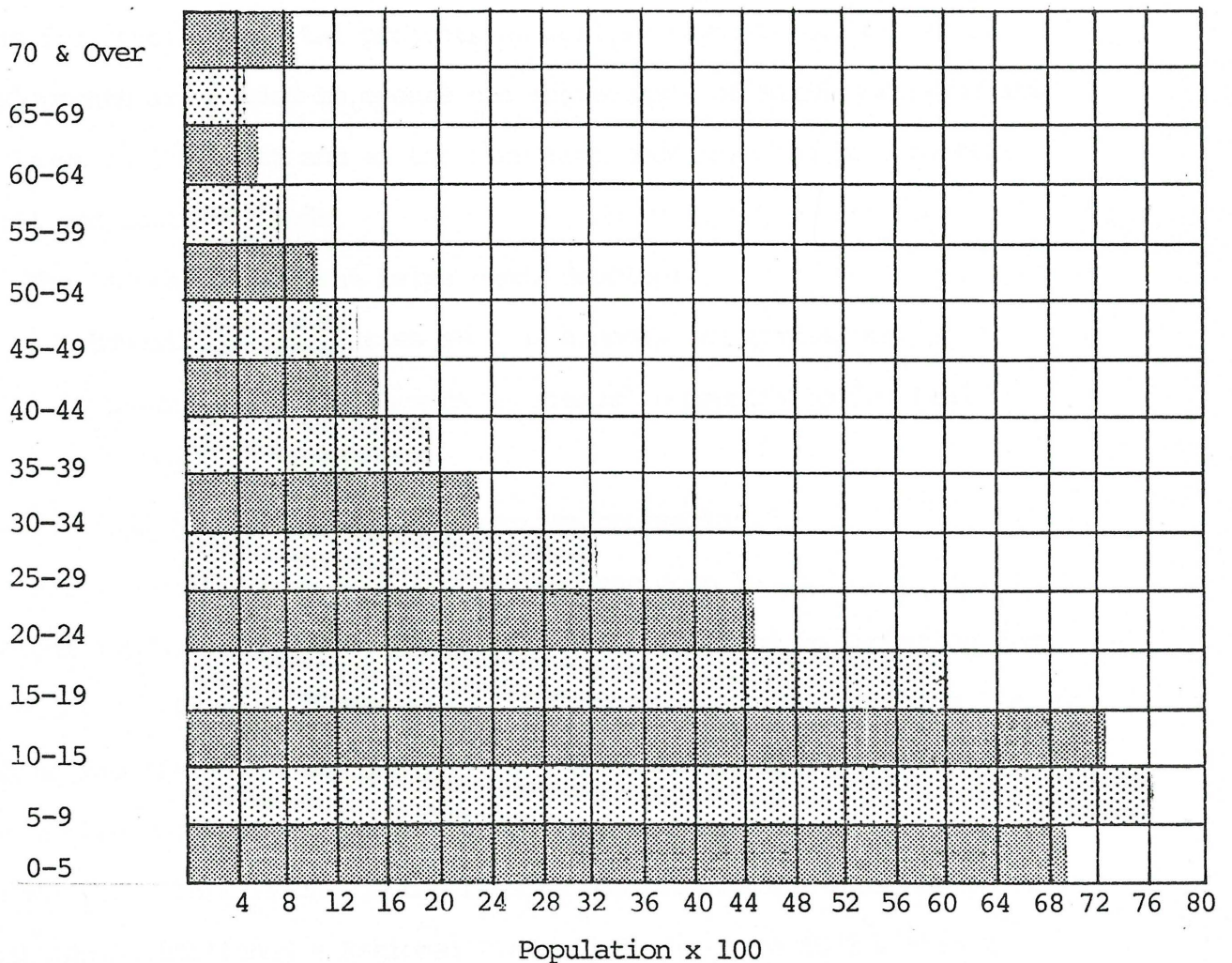


SASKATCHEWAN INDIAN POPULATION

FIGURE 2

BY AGE

1978



Source: Population Statistics - December 31, 1978 Department of Indian and Northern Affairs

Indians consider their land as their most valuable resource; land is considered as sacred as their spiritual beliefs. Indians do not want to see their land being impaired, and if it is, it is through ignorance not willful abuse.

There is a need for area development/land use studies to illustrate potential productive uses of land to Indian people and Indian leaders. Such studies should illustrate allocations of general land use as well as guidelines and policies for the uses of allocated land.

Indian settlements involved in core area developments with community infrastructure, new band facilities and increasing house construction will want to use their band revenue and contributions from Indian Affairs and/or other government agencies to their greatest potential. Area development plans for specific capital projects as well as townsite or residential developments are needed to ensure the achievement of maximum benefit for the least capital cost and at the same time recognize the band members' social and cultural needs.

The federal government helps bands develop:

1. Educational facilities such as schools and gymnasiums;
2. Community structures such as arenas, community halls, health clinics and houses;
3. Land for agriculture and tourism/recreation.

Until recently such development has been done in isolation. (i.e. if a school was built on the reserve, it would be planned in isolation from any other development in the community, resulting in lost opportunities to combine facilities and services.) The Department of Indian Affairs felt that a more comprehensive approach was required in developing Indian communities. This is one of the reasons why the Saskatchewan Region of the Department established a Regional Planning Division in 1976 within the organization.

Another reason for the establishment of this Division was that Indian people in Saskatchewan were becoming very dissatisfied with what was happening on their reserves and attributed this to the ineffectiveness of programs being delivered by the Department. They felt that the programs did not reflect the needs of the Indian people. To alleviate this problem the Department of Indian Affairs and Northern Development established the Planning Division.¹ Its function was to provide some sense of planned order into the D.I.A.N.D. program delivery system. The idea of formal planning was not well received by the various programs within the Department who were too busy fighting "bush fires" to worry about thinking or planning ahead of time. Rather than trying to convince the Department staff as to the merits of planning, the Planning Division focused its attention on the Indian people and planning at the band level. If the Planning Division could not convince the Department staff to better plan programs, it was hoped that pressure from the Indian people might.

The Planning Division developed a community planning process which illustrated a procedure by which the needs and aspirations of the ordinary band members could be recorded and processed through the Department in a manner that would allow the civil servants to be aware of those needs and reflect them in Department programs. In this manner, the programs would become more responsive to Indian needs and therefore, more effective.






¹The Department of Indian Affairs and Northern Development changed its title to the Department of Indian and Northern Affairs. Since the title changed during the period in which this report is being prepared, the abbreviation of D.I.A.N.D. and D.I.N.A. may be read interchangeably.

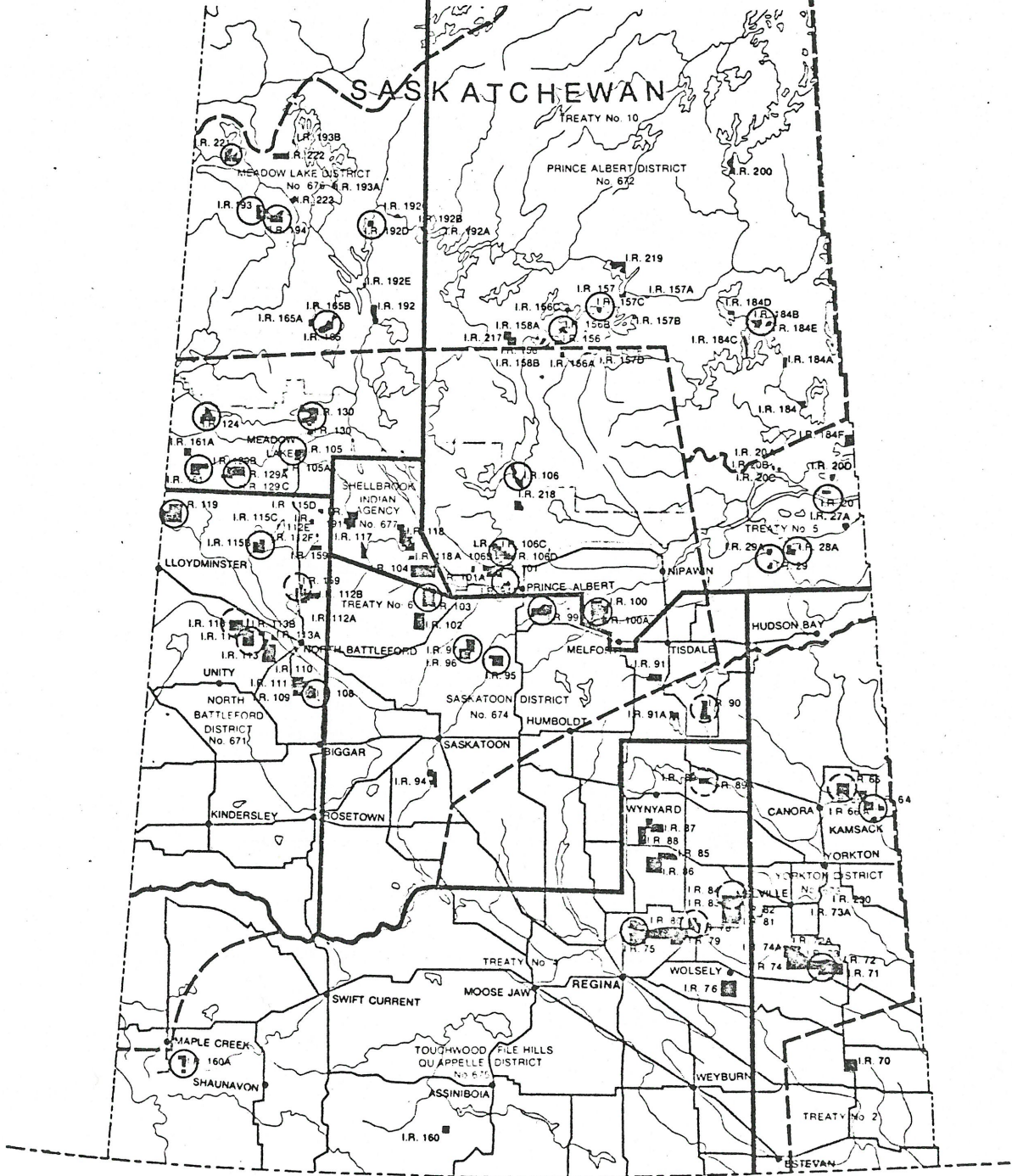
The first opportunity to apply this planning process occurred in northern Saskatchewan. The Department of Regional Economic Expansion developed a program to aid development of western northland communities which included northern Indian bands. Financial aid was provided for capital intensive projects. In order to maximize development from the expenditure of the Federal Department of Regional Economic Expansion dollars, planning was essential. After the interim agreement, a planning study of each community became a requirement in order to obtain further funding from the Western Northlands Long Term Agreement. As of April, 1980 approximately 90 percent of all bands north of the DREE Western Northlands line have completed a planning study for their community² motivated by requirements for grant dollars (see Figure 3).

Few bands in southern Saskatchewan have completed formal planning studies. Of those that have, all but one were involved in land entitlement settlements. These bands were in desperate need for technical data on development potential of available land in order to make the best selections. In order to ensure that the general band membership became involved in the selection of land, the planning process was put forth by the Planning Division as a method of involving the Indian people in the decision making process. The need for bands to acquire technical data required to make decisions for future development and land selection was the motivating factor for thirteen bands becoming involved in planning studies. Based on the merit of these initial studies, eight new planning studies have been initiated by southern bands on their own initiative (see Figure 3). Since this comprehensive process is new to Indian people and being applied to so many reserves, its impact will be tremendous.

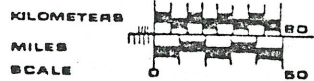
FIGURE 3

LEGEND

-  PLANS INITIATED
-  PLANS COMPLETED
-  DISTRICT BOUNDARY
-  TREATY BOUNDARY
-  INDIAN RESERVES



**SASKATCHEWAN REGION
INDIAN & INUIT AFFAIRS
DEPARTMENT OF INDIAN & NORTHERN AFFAIRS**



**INDIAN RESERVES &
POLITICAL BOUNDARIES**

Therefore, it is appropriate and timely to review and evaluate the plans and the planning process, to identify shortcomings and suggest adjustments which will enable the process to function more successfully when dealing with Indian people.

The main purpose of this study is to review and assess the land planning process developed by the Department of Indian Affairs and the approaches followed by the consultants to implement the process, as to their adequacy in providing direction and/or assistance in fulfilling the long and short range development of goals and objectives for Indian people. To fulfill this purpose, this study has four main objectives:

- 1) To investigate the reasons and motives for preparing land use plans on Indian reserves from the perspective of Indian people, consultants, and D.I.N.A.
- 2) To investigate present approaches of preparing land use studies on reserves and analyze what is being achieved with respect to fulfillment of the Indian bands' development objectives and expectations.
- 3) To investigate the implementation status of land use study development proposals and analyze why certain studies are being implemented while others are not.
- 4) To develop general recommendations, where appropriate, that will aid in producing planning studies, that are more responsive to the needs of Indian people.

The broader problem domain of Indian community development is discussed in Chapter 2. It documents the sequence of events that has led to the course of action the Department has taken to rectify the present conditions through the band-based planning. The "ideal planning process" and the roles played by the Department of Indian Affairs, consultants and Indian people in the process is also described.

Chapter 3 establishes the need for the study in more detail, relevancy of the case studies, method followed and study constraints.

Chapter 4 summarizes the assessments and evaluation of the three main actors in the three case studies and outlines their recommendations for improving the system. It also summarizes the evaluation of documented material regarding the successfulness of the process.

Chapter 5 provides the conclusions of the author including a general assessment of the process, recommendations for further studies and how consultants can be more effective when dealing with Indian people. The detailed assessment and evaluation is provided in Appendix II through IV.

CHAPTER 2

THE INDIAN SITUATION: AN OVERVIEW

Events in the recent history of Canadian Indians (last 200 years) have degraded Indian people from a proud self-reliant nation to the status of passive consumers.

"Indian people have been alienated from their tools and disinherited from their land. They have also been isolated on reserves from the flow of ideas, information and technology Indian people have suffered a loss of culture, of the capacity to provide for basic needs and of individual self worth as a consequence of the loss of control over tools and, therefore, of the power to endow the world with personal meaning. In the broadest perspective, this loss of control can be viewed as a product of the normal advance of industrial society." (Beaver, 1979, p. 25)

2.1 Indian People Before "Civilization"

Traditionally, Indian people had a strong political and decision making process that allowed them to justly distribute their resources among band members and to be totally self-reliant. Indian chiefs were hereditary rulers of their people. There were also lesser chiefs in control of various aspects of their daily existence. These chiefs such as the "chief of the hunt" earned their position through their proficiency of the skills involved in the various activities. Each individual was taken care of, the family unit was very strong, most things were gladly shared. Elders played a major decision making role at council meetings. Decisions were usually made by consensus.

Indian people had established patterns of trade among themselves. Copper for tools and ornaments were traded by the Algonkians in the Lake Superior Region; blankets made from mountain goat hair by the Tlinget people in White River, Alaska; and maple sugar by the Indians in the St. Lawrence Region. These trading patterns were complex, often involving long journeys.

The value of every item depended on its usefulness and the amount of work involved in preparing it.

Indian people had developed complex social interactions and the fine art of human survival in harmony with the environment. A universal quality of Indian people was their sensitive understanding of the realities of their environment, both physical and spiritual, personal and interpersonal. Their deep religious beliefs touched every part of their daily living. The Great Spirit gives all things an equal right to live, and this fundamental belief was inherent in the Indian way of life. They had great respect for the animals, the plants, indeed every aspect of their surroundings.

Traditionally, the land, the forests and the air to breath are seen as having been created for the use of all living things including man.
(Treaty Six, F.S.I., 1976, p. 111)

2.2 Arrival of Europeans - Different Values

Indian people have been influenced by Europeans since their very first recorded encounter. It was Christopher Columbus in the West Indies in 1492 who named the natives "Indians" by mistake, thinking he had landed in India.

At the outset, the Europeans were virtually dependent upon the Indians for survival. They taught the Europeans many valuable skills: how to build canoes; how to make snowshoes; how to travel through vast land by using natural waterways. They introduced them to many new varieties of food such as potatoes, corn, tomatoes, beans, pumpkins, peppers and peanuts.

While the Europeans had learned the fine art of survival from the Indians, they still did not appreciate or understand the Indian way of life. They viewed Indian culture as contrasting to their own to the point that the two were seen as being incompatible. (Treaty Six, F.S.I., 1976, p. 2)

Even today the same value systems differ. Table 1 was developed by Andrew Mickrowski in 1974, in a report on "Indians Planning Their Own Community" and outlines the cross-cultural viewpoint on the types of "value systems" generally encountered (see Table 1).

Europeans refused to see any merits in the Indian way of life. The irony is that without the generous assistance of the Indian people, they would not have survived in this country.

During the period when European countries were anxious to discover new lands and were actively engaged in exploration, imperial governments shared a basic understanding that the discovery of the new territory, further confirmed by occupation, would serve as justification for that particular government to hold title to it. This attitude blatantly ignored the nationhood of the original inhabitants of the lands that were discovered. When a nation considers itself to be more advanced and civilized than the "discovered" one, and assumes political control of that nation, it also assumes responsibility for the people of that nation. In 1750, Edmund Burke, a British Statesman, formally introduced the trusteeship concept. The concept justified European takeover of Indian people and lands in North America. With the enactments of the Royal Proclamation of 1753, the responsibilities to protect and oversee the Indians best interests were vested in the British Crown. These rights of responsibility were later transferred to the Government of Canada by Section 91 of the British North American Act (Treaty Six, 1972, p. 3). As Robert McDonald stated in The Owners of Eden (1971, p. 85) ". . . it was as common for monarchs of the time to give away the human liberties of people over whom they had no morally rightful domain, as it was for them to be generous with lands they did not necessarily own."

TABLE 1

VALUE SYSTEMS

BASIC NATIVE
VALUE SYSTEM

ESTABLISHMENT
VALUE SYSTEM

Knowledge:

Necessity of getting to know different views and take them into consideration. Everyone is potentially wise.

Necessity to believe in one truth. If people are informed they will agree. Everyone must be taught to become wise.

Perception of
Environment:

Including the viewer; everything is part of an environment; contextual.

Environment is chopped up into pieces and types; or categorical.

Community People
Viewed as:

Most direct source of information, articulate in their own view, essential in determining relevance.

Ignorant, poorly informed, lacking expertise, limited in scope.

Evaluation:

Look for feedback loops for self-cancellation or self-reinforcement.

"impact" analysis ---
"good" if passes pre-established criteria, bad if fails.

Analysis:

Changeable categories depending on situation.

Pre-set categories used for all situations.

Methodology:

One thing depends on the other; relational, contextual and network analysis.

Classificational, Categoricalization

Planning:

Generated by community people through their own involvement and expertise.

Done by "experts".
"Either keep the community people uninformed, or inform them in such a way that they will agree, mentality".

Decision Making:

"No one must get hurt" and, "even if I do not agree, I will let you do it".

"Majority" decides, no matter what happens to the "Minority".

2.3 Indian People Lose Control of Their Way of Life

As more and more Europeans settled in Canada, Indian people lost control of their land and subsequently their livelihood. Indian people who once were of the majority quickly became the minority. This came to pass in the west through the action of the Government of Canada. The Federal government in the name of the Queen made treaties with the Indian people who occupied the lands the government obtained from the Hudson's Bay Company in 1869 (Treaty Six, 1972, p. 4). The treaties exchanged lands for certain rights and certain material goods. The treaties allowed for the rapid settlement of the vast western territories by European immigrants without interference by the traditional land users.

2.3.1 Western Treaties

Indian people, in western Canada, in signing the treaties simply exchanged land for the guarantee of special rights, status and assistance in perpetuity, and the Crown assumed by treaty a binding obligation to preserve and protect Indian nations (Spirit and Intent of Treaty, F.S.I., p. 3). However, the concept of land ownership was not understood by Indian leaders.

Since the treaties were signed, more than one chief has stated that he had no idea he was completely and absolutely giving up possession of the traditional lands of his people, he had only intended that settlers be permitted to use the land. (Treaty Six, F.S.I., 1975, p. 4)

Lieutenant Governor Morris, the representative of the Queen at the signing of Treaty Six, stated: "I want the Indians to understand that all that has been offered is a gift, and they still have the same mode of living as before" (Morris, 1976, p. 102). Later when negotiations were stalled he again said:

... you want to be at liberty to hunt as before. I told you we did not want to take that means of living from you. You have it the same as before, only this, if a man, whether Indian or Half Breed, had a good field of grain, you would not destroy it with your hunt. (Morris, 1976, p. 218)

Although Lieutenant Governor Morris stated that what he offered in the treaty did not take away the Indian way of life, the treaty itself advocated a sedentary agrarian lifestyle that was the opposite to the traditional Indian nomadic lifestyle of hunting, gathering and fishing.

Treaty Six states:

And Her Majesty the Queen hereby agrees and undertakes to lay aside reserves for farming lands, ... and other reserves for the benefit of the said Indians ...
(Treaty Six, 1875, p. 3)

Following the signing of the treaties in Western Canada, many Indian bands continued their traditional way of life and did not settle on their reserves. However, with extermination of the buffalo in late 1879 by the masses of hunters who killed them in sport, often taking only the hides and tongues, the few free-spirited bands that remained were forced onto their reserves in order to obtain government aid or starve to death.

Once settled on reserves, the people found it was not as easy as government officials had told them it would be. After the freedom and satisfaction of a hunter's life, the sedentary existence of farm life was difficult to accept.

Traditionally, the men had been free to follow the buffalo roaming the prairies in search of food. Very little gardening had been undertaken; it was not necessary, and what was done was done by women. Now, on the reserves, the bands were restricted to one specific locality and in tilling the soil the men were forced to accept the traditional role of the women. An overwhelming change of roles, along with changes in homes, dress and values were imposed on Indian people. (Treaty Six, 1972, p. 28)

The traditional lifestyle of Indian people changed for the worse.

2.3.2 Government Paternalism

Now isolated on small parcels of land Indian people began to lose their culture, to lose the capacity to provide for basic needs and of individual self worth as a consequence of the loss of control over traditional tools that provided for their own basic needs and therefore, of the power to endow the world with personal meaning. As Beaver mentioned earlier "In the broadest perspective, this loss of control can be viewed as a product of the normal advance of industrial society." Berger (1976, p. 5) supports this theory in the following statement:

Insofar as experts have sought to identify the causes, they have pointed to the domination of native society by white interests; they have pointed equally to the speed of social change and to the difficulty native people inevitably experienced in trying to comprehend and adapt to the resulting transformations in their lives. A lack of control over their society and their economy lies at the heart of many of the social and economic difficulties.

Neither the rate of adaptation of Indian people to this new society nor the nature of the accommodation with it were determined in any way by Indian people themselves. Therefore, the weight of responsibilities for "development problems" rests with the Government of Canada. There are a number of reasons for this; firstly, because it has taken on the exclusive control over the definition and purported satisfaction of almost all the basic human needs of Indian people to the point that it prevents or inhibits the natural competence of people to provide for themselves. This kind of radical monopoly or paternalism was the role and responsibility given to the Department of Indian Affairs by Cabinet of the Government of Canada (Beaver, 1979, p. 25 and 26) during the days of colonization and the Indian Act.

Beaver (1979, p. 27) attributes the second reason for the present "development problem" to the manner in which current governments interpret the Indian Act. Constitutionally the Indian Act gives the responsibility of managing Indian people solely to the federal government, so the provinces have maintained that they have no constitutional responsibility for Indians. As a result, the provinces do not extend to Indians any rights or involvement in the management of Crown land under provincial control. The main impact of this becomes apparent when jurisdictional matters arise over use of land surrounding Indian reserves.

At the time of treaty, Indian Nations selected land to be reserved for their people, land that they felt would best lend itself to maintain their lifestyle; land that was primarily suited for hunting, trapping and gathering. This reserve land was land not ceded under treaty (The Spirit and Intent of Treaty, p. 13). The Indian people also negotiated the right to hunt, fish and trap in most of the treaty area

as long as they did not interfere with the settlers (The Spirit and Intent of Treaty, p. 13). At first this arrangement posed no problems, but as settlement increased in the areas of the Indians' traditional resource base (hunting area), Indian people systematically lost control of that which provided the basis of their existence and cultural identity; the land (Beaver, 1979 p. 28). Restricted to the land base of the reserve, with no control as to how the land was managed around their reserve, the control of their own livelihood dwindled with the extermination of wildlife. Conversely, Indian people became more dependent on the Government of Canada and on the new modes of lifestyle of the surrounding majority. With the wildlife resource base depleted, many band members turned to industrial use of their land as advocated in the treaties, such as agriculture. Unfortunately in many instances, the land was not conducive to farming. Many bands had selected reserve land on the basis of suitability for wildlife habitation and such land proved the least suited for either agriculture or forestry.

Those bands with valuable agricultural land on reserves were soon to lose it. By the end of the 19th century, the Department of Indian Affairs actively worked to alleviate the Indian people from large areas of reserve land. Some estimates indicate 600,000 to 700,000 acres of Indian lands in Canada were sold for an average of ten to fifteen cents an acre. The government's policy was to effect the surrender of "unused Indian land" that was suited to white settlers (Treaty Six, 1976, p. 31).

Beaver (1979, p. 22) in his report that strengthens and supports Indian pleas for social justice, points out that:

While statistics point to ever increasing expenditures by government and greater assets and available services, statistics confirm the fact that Indian people have lost control over their lives. They have lost their traditional capacities of healing, caring, learning and providing food and shelter. Instead, increasingly large numbers of Indian people are heavily dependent on welfare; large numbers of children are neglected and relegated to the care of Children's Aid Societies, and large numbers of adults are dependent on alcohol. There is a social breakdown on many Indian reserves in this country far more severe than that described by the word underdeveloped.

With the loss of their traditional lifestyle and the lack of resources and skills required to compete in the surrounding non-Indian society, Indian people could not maintain self-sufficiency and control over their livelihood, and subsequently their self-esteem. As a result, they witnessed the degradation of their people to the status of passive consumers (Beaver, 1979, p. 24).

The third reason why Beaver feels that the government policy was responsible for the present situation on Indian reserve is based on the current government Indian development philosophy. The Department of Indian Affairs has moved from its original purpose of colonization and assimilation of native people, to a contemporary concern for "development" (Beaver, 1979, p. 29). In the late 1950's and early 1960's departmental field staff were generalists. During the 1960's professional educators were employed as District Superintendents. Early in the 1970's economic development specialists were engaged as Band Management Officers with experience and training in the development of local governments (Situation Report, 1979, p. 28). Programming for development has separated the elements of social structuring, culture, economics and band government, and threatened them as disconnected "things" rather than the threads of a fabric of a single reality.

The methodology is a contradiction to the Indian value system. Michrowski (1974, p. 5) in a discussion on the nature of community people in the Indian context indicates that in a basic native value system, one thing depends on the other; relational, contextual or a network analysis versus the "establishment" value system of classification, categoriatistical methodologies.

In essence, Indian reserves still remain in the state of social disorder and poverty because the departmental philosophy of the Department of Indian Affairs has been inappropriately conceived. The development of Indian communities cannot be "programmed" in a linear fashion, or at a rate of change independent of the ability of people to participate in it. It must evolve from both the availability of factors of production and their mobility. Most important, development must be grounded in the non-material aspects of Indian culture, that are indigenous to the whole society. Development must involve not merely a minority in the community, but the entire population. Therefore, only a "holistic approach" to development determined at the level of the community will materially affect the socio-economic conditions on the reserves (Beaver, 1979, p. 31).

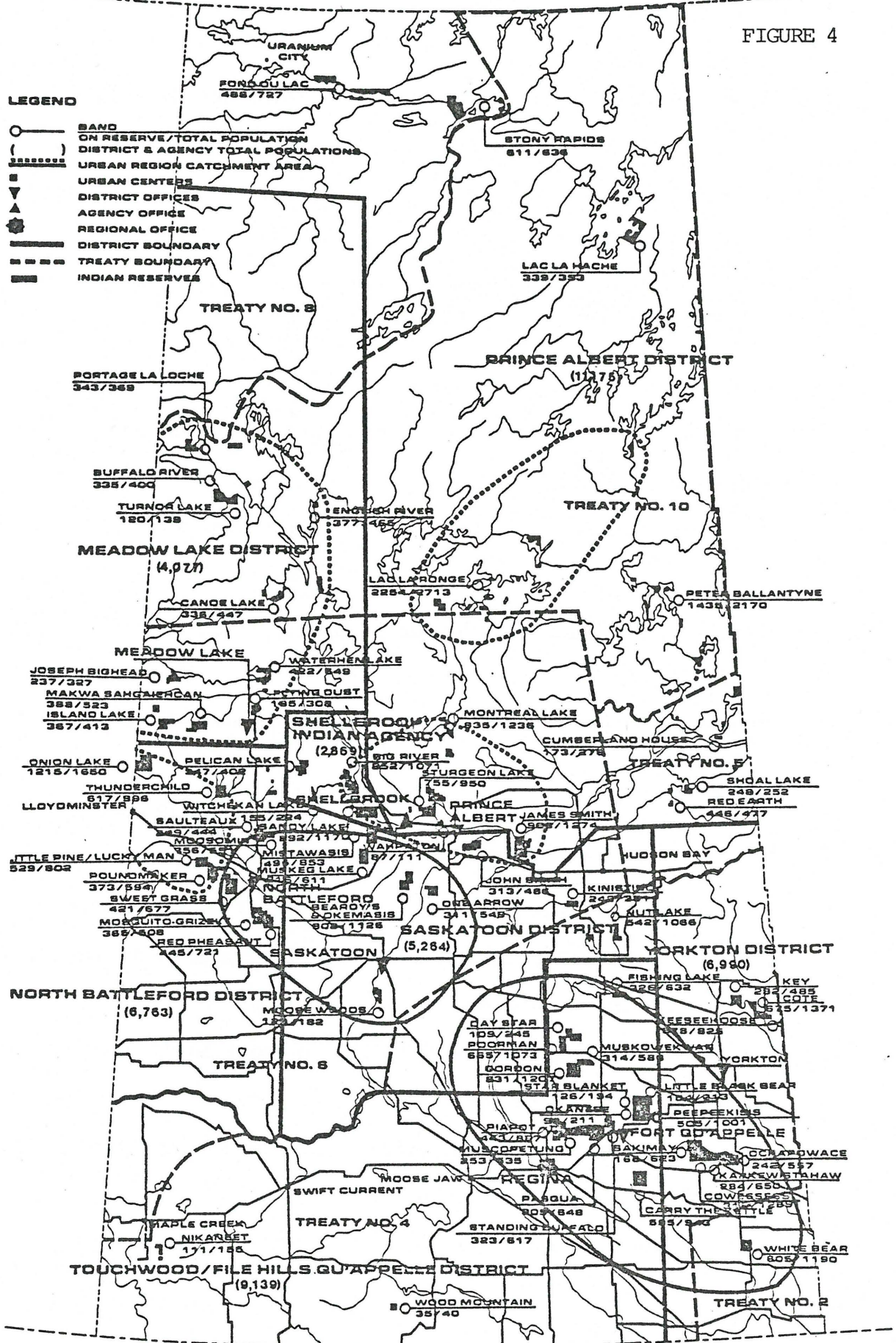
2.4 Present Situation in Saskatchewan

The situation in the Province of Saskatchewan confirms Beaver's accusations. By 1978, only 70 percent of Saskatchewan's treaty Indians remained living on the 153 reserves the Indian Nations set aside to maintain their lifestyle (see figure 4). Statistics show that

FIGURE 4

LEGEND

- ON RESERVE / TOTAL POPULATION
- () DISTRICT & AGENCY TOTAL POPULATIONS
- URBAN REGION CATCHMENT AREA
- URBAN CENTERS
- DISTRICT OFFICES
- ▲ AGENCY OFFICE
- ◆ REGIONAL OFFICE
- DISTRICT BOUNDARY
- - - - - TREATY BOUNDARY
- ▨ INDIAN RESERVES



**SASKATCHEWAN REGION
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DEPARTMENT OF INDIAN & NORTHERN AFFAIRS



DEMOGRAPHY & POLITICAL BOUNDARIES

the Saskatchewan Indian standard is not only lower than that of the general Saskatchewan population, but also lower than the average Canadian Indian (see Figures 5, 6, 7). In most instances, the Saskatchewan Indian has had his traditional self-supporting economy destroyed; is usually unemployed; receives a low wage when employed; has poor and crowded housing; and frequently finds access to services and jobs expensive (Situation Report, 1979, p. 10). It is believed that the discrepancies will increase in the future due to a rapidly growing population (2.8% annually), existing culture, economic and social malaise, and the lack of meaningful opportunities. Statistics in Andrew Siggner's and Chantal Locatelli's report to the Indian and Inuit Affairs Program entitled An Overview of Demographic, Social and Economic Conditions Among Saskatchewan's Registered Indian Population, 12 February, 1980, clearly demonstrates in Table 2 the gap between the living conditions of the Indian versus the non-Indian population of Saskatchewan.

2.5 Rectifying the Situation

In Saskatchewan the Indian people have formed a political organization known as the Federation of Saskatchewan Indians. Indian people have united in an effort to improve living standards of their people and to preserve Indian identity. The F.S.I. have concentrated their efforts in developing the concept of local or Indian government on Indian reserves, regaining the jurisdiction over their people from the Minister of D.I.N.A. by obtaining amendments to the Indian Act, negotiating for settlement of unfulfilled treaty land entitlements, and airing "claims" of injustice from lack of recognition of treaty rights to unethical land transactions by the Department.

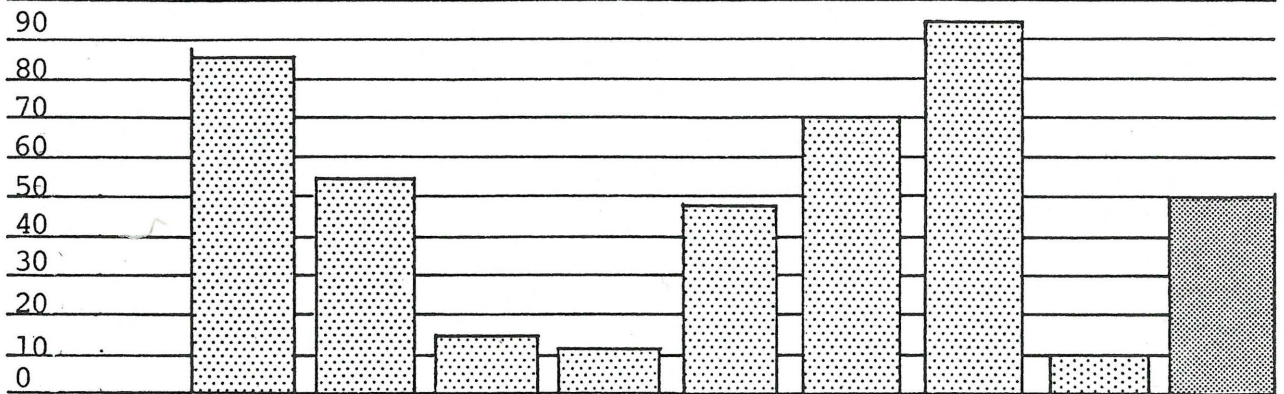
RUNNING WATER

FIGURE 5

ON RESERVE HOUSES

1977

100



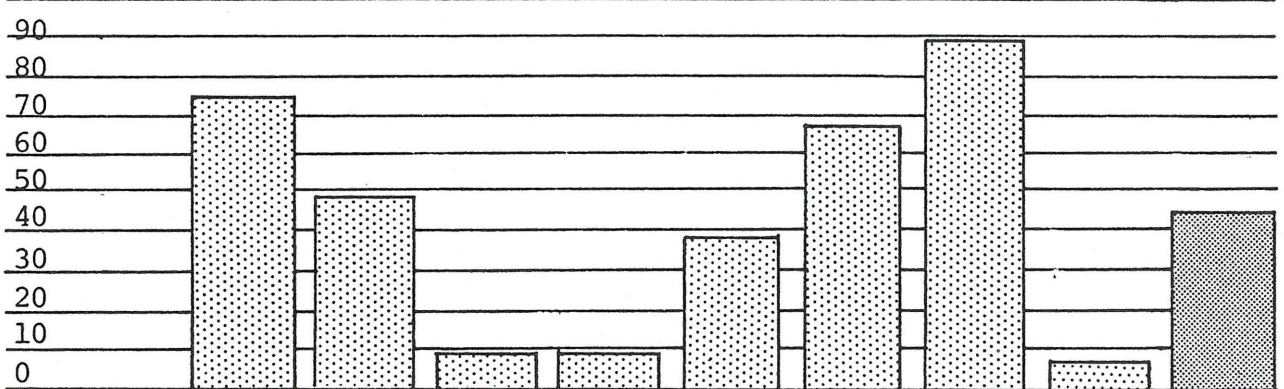
SEWAGE DISPOSAL

FIGURE 6

ON RESERVE HOUSES WITH PIPE SEWERS OR SEPTIC TANKS

1977

100%



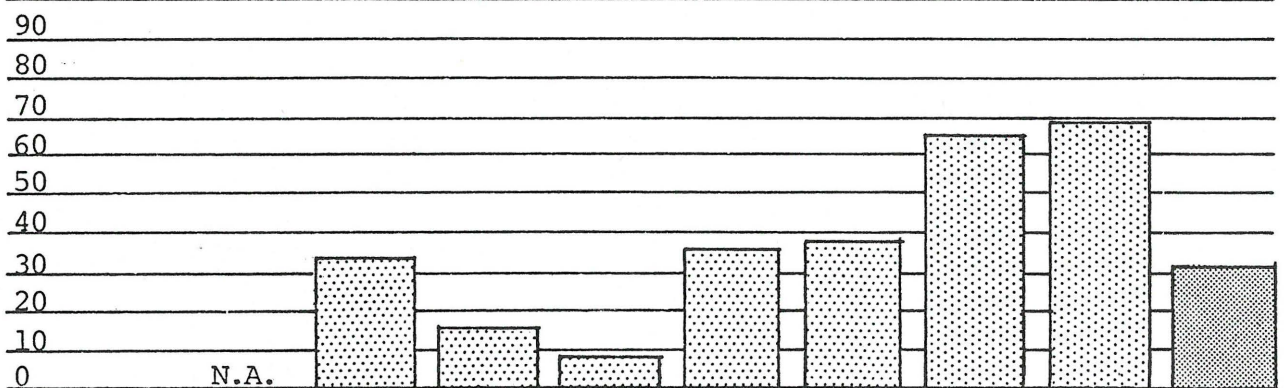
FIRE PROTECTION

FIGURE 7

% OF RESERVES WITH ADEQUATE EQUIPMENT

1975

100%



B.C. Alta. Sask. Man. Ont. Que. Atlan. Yuk. Can.

TABLE 2

THE GAP

	Saskatchewan	
	<u>Indian</u>	<u>Non-Indian</u>
Average annual wage	\$1,500	\$7,400
Unemployment	50-80%	4-5%
Housing		
- % with running water	13%	91%
- % with sewer and septic	9%	87%
Average occupancy	6.7	3.5
Infant mortality (deaths per 1000)	41.2	15.1
Accidental/violent deaths (% of total deaths)	38.1%	10.1%
Criminal convictions (% of total convictions)	28.8%	71.2%

As well as the F.S.I., the Department is also concerned about changing the situation. The Department is attempting to change its development philosophy from a "programmed" linear approach to a holistic approach through development determined at the community level as suggested in the Beaver Report. This is evident in the Department's Directional Plan for the 1980's, Saskatchewan Region, which describes the directions which the Department will follow in the next five years. The plan states:

For Indians the most immediate issues are the evident lack of significant improvement in Indian, social and economic conditions, as a result of : The continued dependence of Indians on government and how this affects their capacity to deal with the major social problems confronting Indians and their communities; and the general failure of government programs over the last thirty years to reduce the dependency of Indians in spite of providing increased levels of physical assets and material benefits to them.
(Directional Plan for the 1980's, 1980, p. 3)

The main direction of the Department in the 1980's for Indians will be to "increase Indian self-government and economic self-reliance as a means of assisting Indians to improve their economic and social conditions". In order to accomplish this, the report states that one of the objectives of the Department will be to expand and strengthen the mandate and role of the Department in relation to the advisory capacity required to support community based planning and development.

2.6 Community Based Planning

The advisory capacity required to support community based planning and development falls under the jurisdiction of the Regional Planning Division of the D.I.N.A. Over the past few years, this Division has developed a community based planning process specifically for the Indian people in Saskatchewan. This process is based on studies previously done in other areas of the country. The community based planning process is but one method the D.I.N.A. has derived in its new thrust to advise and assist bands to become

self-reliant as a means of assisting Indians to improve their economic and social condition.

The concept of community based planning is recorded in Milne's report to the Department of Indian Affairs, 1975. It provides a basis of understanding the needs and values of planning in Indian communities.

The report describes the D.I.N.A. planning philosophy:

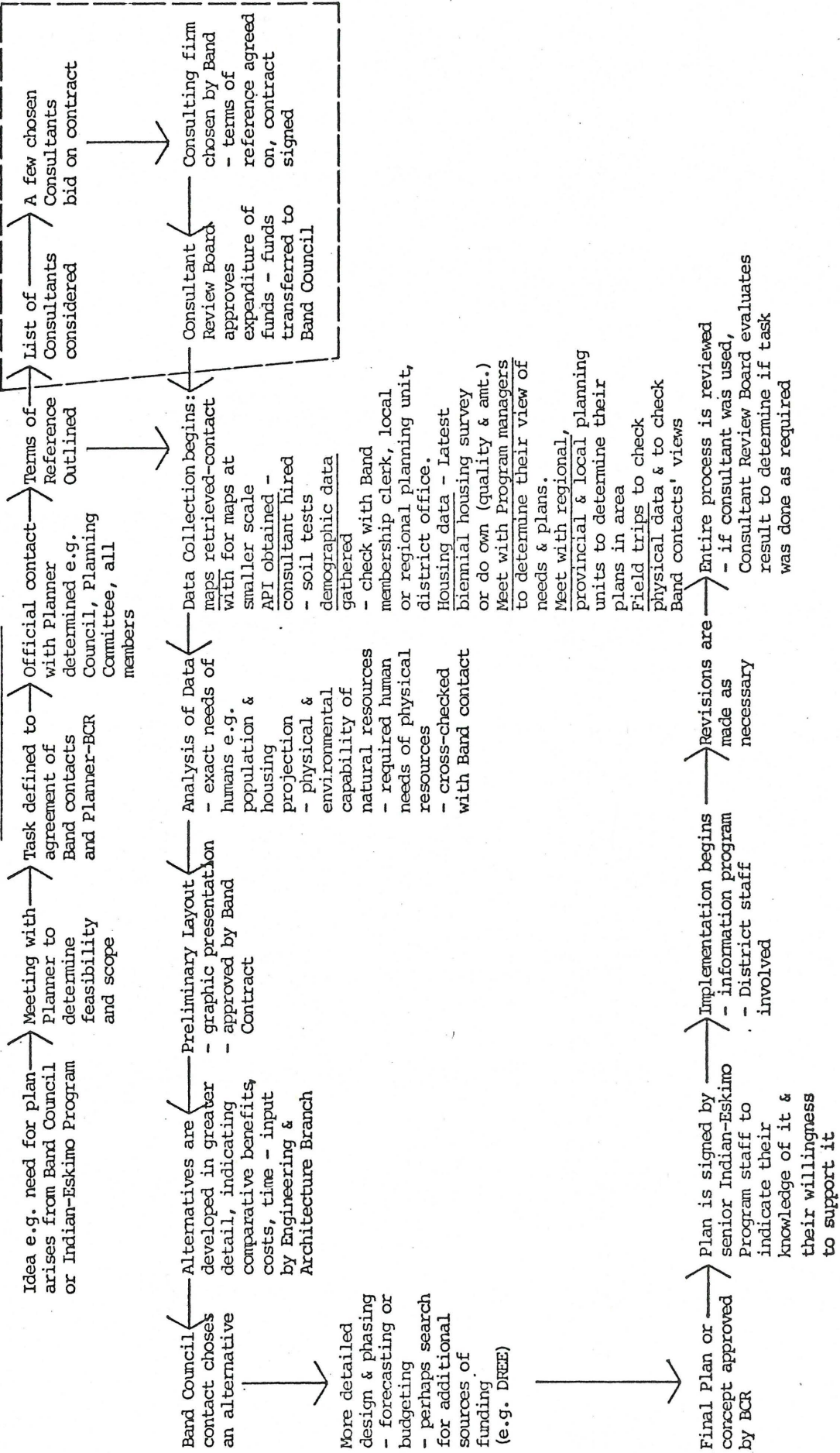
With full participation of the Band Council and residents of the reserve, to translate their expressed needs - material, economic and social development of the community - into master plans for each reserve ensuring that the highest and best use is made of the land assets of the community; that the economic potential is identified and realized in terms of jobs and income for the Indian people; that the residential and other community structures are integrated with the natural topographical and ecological balance in the area, and that the community services and recreational facilities are sited and developed to enrich the social and cultural life of the community. (Milne, 1975, p. 19)

The preparation of these master plans focuses on the educational aspects of planning in the future rather than the production of static plans, as in the past. Therefore, the emphasis is on the process followed during the plan preparation allowing for greater involvement by the Indians during the plan preparation, and includes all relevant aspects of the community and its needs.

Milne's report outlines the Ideal Planning Process. The process of plan preparation involves a number of inter-related steps (see Figure 8). Most of the regional planners seem to agree on the process to be followed and they also agree that it is very difficult to carryout an "ideal planning process" in any community. For this reason, the actual process varies from region to region and from project to project (Milne, 1975, p. 26).

FIGURE 8

IDEAL PLANNING PROCESS



Based on regional discrepancies of demography, acreages and land use potential, the Saskatchewan Region developed its particular band planning process. Band planning in the Saskatchewan Region is comprised of two major processes. The first is the "thinking through process"; it sets out the approach for the band government and the community to discuss, develop, initiate and organize an approach to planning which is most appropriate for their community. The purpose of the thinking through process is to set out a common understanding of why, what and how planning can be used as a tool in the band's development process. Leaders and band members participate in establishing a common understanding of planning, identifying community issues and needs, and defining the direction to follow to realize needs. As a result of this process, a statement of goals and objectives, band profile and an approach to planning is derived and forms the basis for the terms of reference of a planning study if desired. The thinking through process is initiated by a band council and they manage the process. Training sessions with resource people from the Department or the Federation of Saskatchewan Indians are held at the reserve along with interested band members.

Planning committees may be set up with representatives from the band to provide information and provide assistance for the chief and council. Community workshops are held to obtain "grass roots" participation to define goals, objectives, issues and needs. From these workshops, usually facilitated by Departmental planning staff, the band develops an approach to planning (see Figure 9).

The second major process in band planning in Saskatchewan is the plan preparation process (see Figure 10). The purpose of the band plan is to provide a framework for comprehensive long range development policies and programs. The various study sectors include natural resources, land use and environment, demography and social economic base, education, cultural, housing, recreation, transportation and services, outside development activity and government policies (Alam, D.I.N.A., 1977).

The steps in conducting a community planning study are as follows:

1. Study terms of reference.
2. Selection of specialists/consultants (in-house/outside).
3. Orientation.
4. Define information needs, compile information.
5. Analysis and synthesis.
6. Development options and evaluations.
7. Final Plan: Content in general terms:
 - development policies, objectives and guidelines;
 - outline program priorities over 15-20 year period;
 - description of five year project areas;
 - location and scope;
 - cost and implementation methods, capital expenditures;
 - program planning and implementation procedure, management, etc.;
 - funding.

The final product of the process results in a comprehensive development plan for the community and a development strategy (see Figure 10).

The three main participants in the process are the band, the planning consultant, and the Department of Indian Affairs. In the planning process the chief and council direct and approve all the steps in the process. As the elected representatives of the community, they have full control of the process. If a band believes it appropriate, a planning coordinator and planning committee established in the "thinking through" process is used to gather information and provide a liaison between the consultant and the band members. The band members themselves are actively involved in the process during the information gathering, alternative selection and plan approval steps.

The role of the planning consultant in the band planning process is that of a facilitator or an advocacy planner. Consultants are specialists engaged by the band not the Department to provide technical expertise that the band lacks. This usually includes expertise in information gathering, communication, analysis and evaluation, and report preparation. The planning consultants are contracted by the bands using funds from D.I.N.A. and other government agencies.

The role of the Department in the band planning process is to advise and assist as required. This involves conducting workshops during the thinking through process and advising bands as to the potential of planning as a tool to help them in their development. If a band decides to prepare a band plan, then the Department (usually a member of the Planning and Review Unit) assists the bands in preparing the terms of reference for the planning study; then assists in the selection of an appropriate consultant; and monitors the approach taken by the consultant during the planning process (see Figure 10).

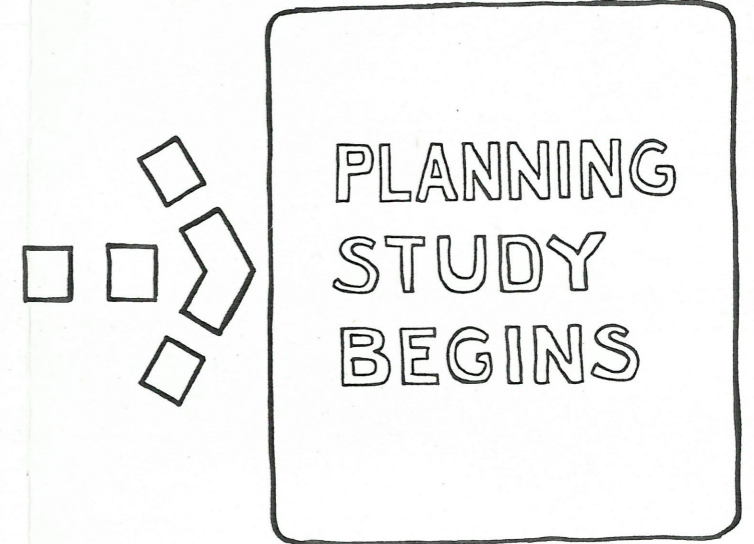
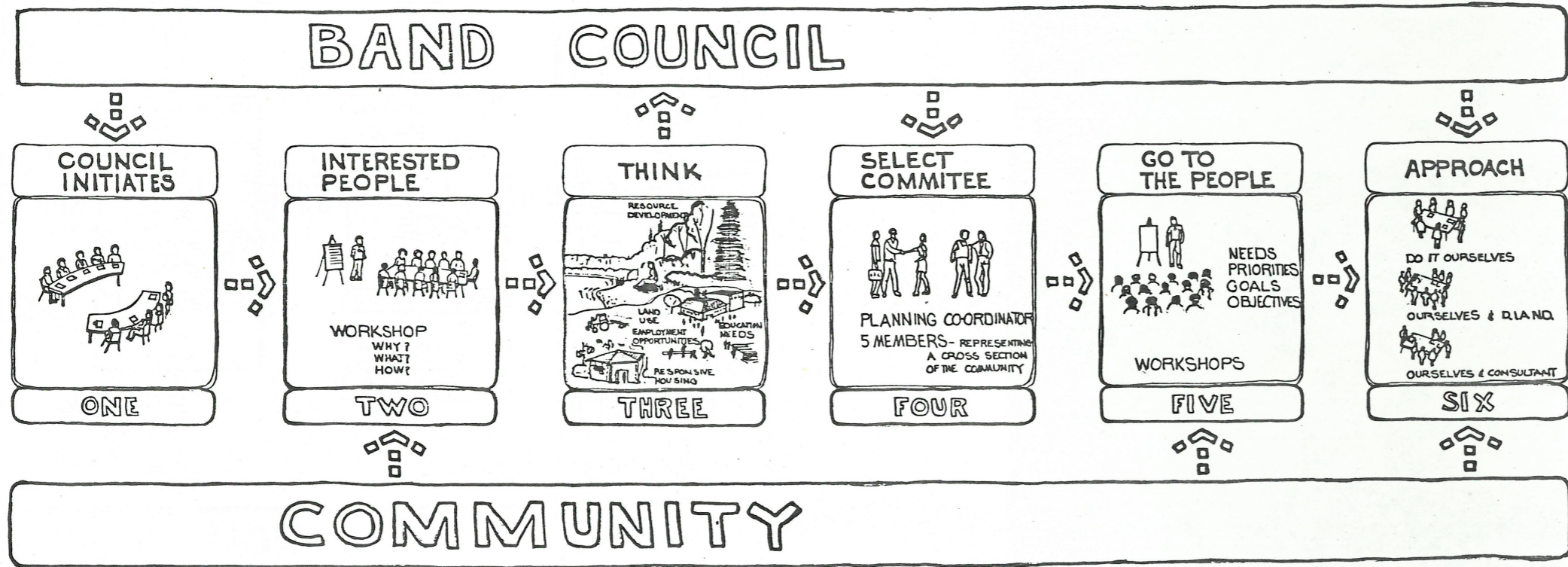
Various program staff provide input in their respective areas, evaluating preliminary plans or their contents and making recommendations. Once the band plan is approved by the band members, the program staff initiate follow-up planning and feasibility studies and incorporate band plan findings into their program planning and budget process. The concept of band planning requires a team approach (see Figure 11).

Whether or not the community based planning process will assist Indian people to actually fulfill their goals of self-reliance remains to be seen. However, the process being followed should be scrutinized carefully to ensure that this time the D.I.N.A. is fulfilling its trust relationship to Indian people in good faith.

FIGURE 9

COMMUNITY PLANNING PROCESS

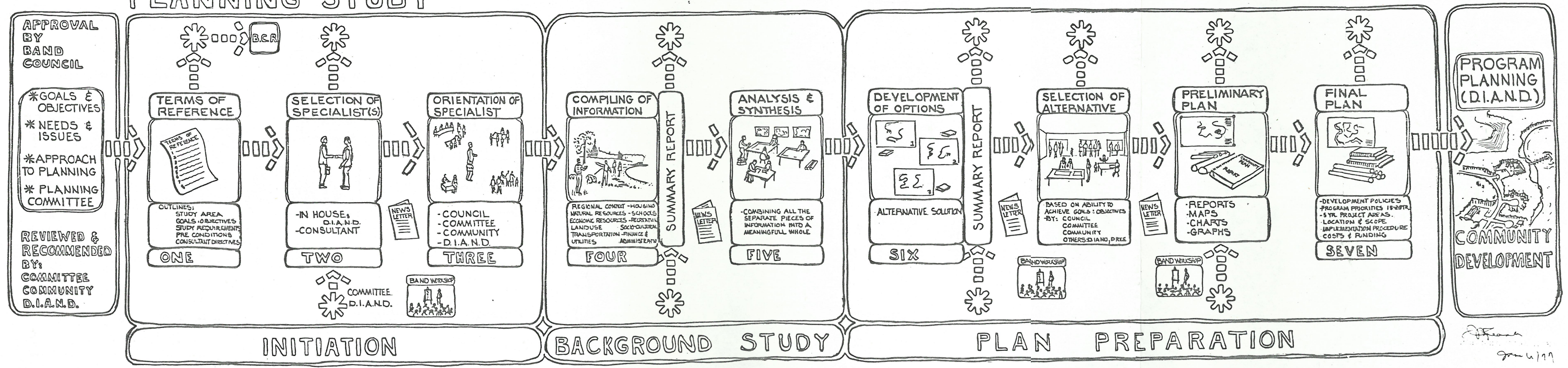
THINKING THROUGH



Handwritten signature
June 4/77

FIGURE 10

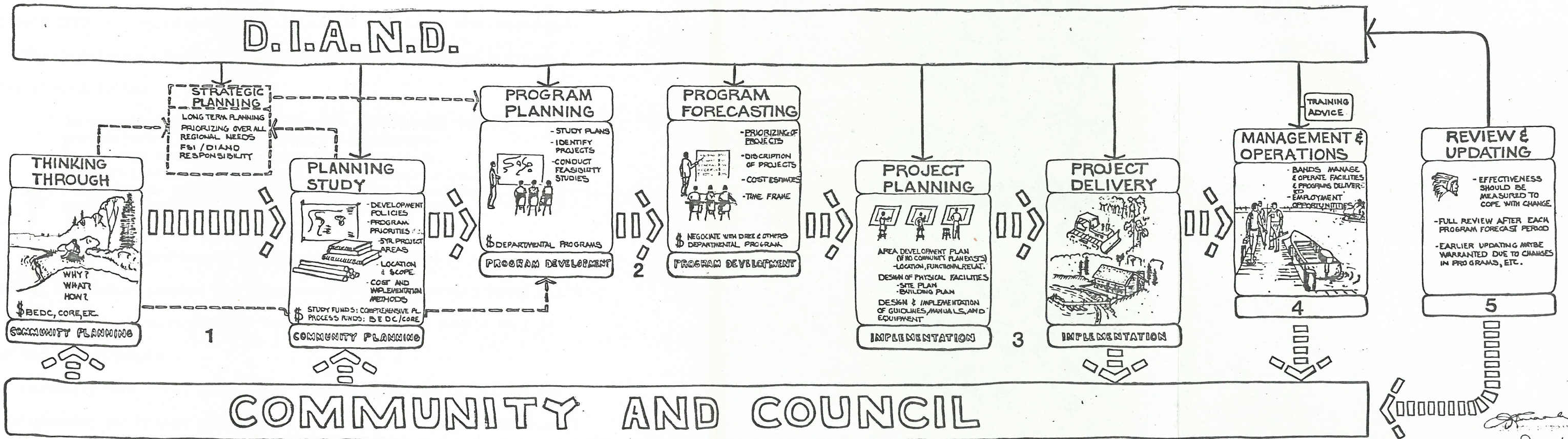
COMMUNITY PLANNING PROCESS PLANNING STUDY



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FIGURE 11

COMPREHENSIVE PLANNING PROCESS



CHAPTER 3

STUDY OBJECTIVES AND METHODOLOGY

The previous chapter outlined the socio-economic situation Indian people are in today and how largely through the Department of Indian Affairs' policy, Indian people find themselves in their present predicament. In the last few years, the Department has attempted to change its thrust from "paternalism" (controlling every aspect of an Indian's life) to one of providing advice and assistance when requested.

The Saskatchewan Region of the Department of Indian and Northern Affairs' goal is to:

In consultation with Indian people and through joint participation, assist and support development activities whereby Indians of Saskatchewan can, through their own initiative, achieve their cultural, educational, economic and community developmental needs and aspirations within the Canadian society.
(DIAND Action Plan, 1979-80, p. 107)

The Department previously developed programs based on what it felt was best for Indian people, the Department through community based planning is attempting to develop programs based on what Indian people feel is best for Indian people.

Community band based planning is a new concept, which follows the basic planning and design process, but relates to the Indian situation. The author believes that the band planning process designed by the Regional Planning Division in Saskatchewan is a forerunner in its field. This new band planning process requires a form of iteration. Love (1977, p. 22) in Designetics states:

As you progress through a project, especially in its early phases you discover information you did not know in the beginning and you may need to go back and plan again ... Through this you make use of new information generated by the design process itself.

This practicum is an informal (unscheduled) iteration of the band planning process, it is a normal and desirable step which assesses and evaluates the process to discover new information that may be used to improve the design. Improving the band planning process will assist Indian people to better plan their future and thus help regain control of their lives.

3.1 Relevance of the Case Studies

Three case studies are reviewed in this practicum. Each case study represents a community based planning study conducted in the Saskatchewan Region between 1977 and 1978, using the band planning process developed by Regional Planning Division.

- The three case studies are:
- a) Piapot Community Planning Study
 - b) Red Earth Community Planning Study
 - c) Thunderchild Community Planning Study

These case studies provide a representation of planning studies prepared initially under the new band planning process. The three case studies fulfill the following criteria:

1. Representation of the three bio-physical regions of the Province:
 - Prairie - Piapot Community Planning Study
 - Boreal Forest Region - Red Earth Community Planning Study
 - Aspen Park Land - Thunderchild Community Planning Study

in the studies were asked to evaluate the process as they saw it. Their evaluation was cross checked by analyzing and evaluating existing documentation. The author's conclusions are based on the opinions of these three main participants, plus the analysis of the documentation that indicated how well the Indian development goals were addressed and how well the plans were being implemented to meet these goals.

The author had complete access to the files of D.I.N.A. pertaining to the three case studies, and all the studies prepared on behalf of the bands. In addition, the author met with the chief of each band, the Executive of the Federation of Saskatchewan Indians, the consultants involved with each case study and the Departmental staff who were actively involved in the band planning process at the regional and district level. The field work and interviews were conducted during July and August of 1979.

In order to fulfill the objectives of this study, the author gathered relevant information through personal interviews with those people involved in the band planning process and through reviewing available documentation. Four major areas were addressed in the information gathering stage:

1. Short and long range goals of Indian people.
2. Why the band planning studies were initiated.
3. What approach was followed by the consultants.
4. The implementation status of the studies.

Each of the participants were asked to respond to a number of questions concerning each of the above four information categories. In the course of the interview, the three main actors were asked to evaluate the various aspects of the band planning process, the approach followed, the results of the study, and the status of implementation of the plans. They were

also asked to list accomplishments, problems and suggestions for improvements. The questions asked the various participants may be found in Appendix VI - Interview Questions.

The documentation reviewed included the following:

1. Federation of Saskatchewan Indians' report on Indian Development, which outlines Indian development goals.
2. The band planning reports for each case study, which outlines the individual band development goals and recommendations.
3. The Department of Indian Affairs "Action Plans" for the three Districts, which indicate to some degree the rate of implementation of the plan recommendations to fulfill the band goals.

The information gathered through interviews and review of the documentation was then analyzed to evaluate the successfulness of the planning process. Each case study was analyzed individually. The answers to the interview questions were summarized and documented as per category mentioned earlier. Criteria for evaluating the documentation were established and are as follows:

1. The terms of reference must reflect the goals and aspirations of the bands.
2. The recommendations put forth in the final plans by the consultants must reflect the goals and aspirations of the band.
3. Recommendations put forth by the consultants must be practical and implementable.
4. Recommendations or directives of the planning studies must be reflected in the Department's programs.

Each planning report was measured against these criteria using a matrix evaluation format. Through the analysis of the three case studies, the common issues, concerns and opportunities of each step in the band planning process are synthesized and summarized in the conclusion. These findings also provided the basis for recommendations on how to improve the band planning process.

3.3 Study Constraints

During the information gathering phase of the study certain segments of information were unobtainable. As mentioned in the study methods, each main participant of the planning process was to be interviewed. Two of the planning consultants whose offices were out of the Province of Saskatchewan were sent the questionnaire by mail. Only one of these two consulting firms replied to the questionnaire. As a result, representation from the planning consultant engaged by the Thunderchild Band is not included in this practicum.

CHAPTER 4

FINDINGS AND INTERPRETATION

As indicated in Chapter 3, the assessment of the process is done by two methods. The first method used was to interview the major participants involved in the process and to analyze their answers. The second, more objective method of assessment was to evaluate existing documentation against certain criteria established by the author to assess the adequacy of the various steps in the process designed to assist bands in fulfilling their goals. The findings of these two methods are documented in this Chapter.

4.1 Findings of the Interviews with the Major Participants

4.1.1 Motivation

The first series of questions address the issues of the reasons and motives for conducting band based planning on Indian reserves in Saskatchewan. The response to those questions are summarized as follows:

There are a number of reasons why the Indian bands studied had become involved in the planning process. These reasons, as expressed by the participants, include one or more of the following:

- 1) requirement for grant money;
- 2) to protect one's own interests in Regional development projects;
- 3) to acquire technical data required to make decisions for future development and land entitlement;
- 4) to find a future for their band and to assist the community in overcoming its perceived problems;
- 5) to acquire a means of helping themselves by obtaining direction from the people as to possible forms of development on the reserves.

One chief felt that their situation was so bad that something had to be done and that the planning process as explained by the Planning Division of D.I.N.A. could provide the direction the band was looking for in order to help themselves. Besides, as one Department District staff remarked, the study was free so the bands felt they had nothing to lose.

Following the completion of the studies; however, no matter what the original motives were for initiating the study, all the band participants indicated that they were very happy that they prepared a community plan for their reserve. The bands received many direct and indirect benefits from the studies. These are discussed later in this section.

The Department's motive, as described by Regional staff, for providing funds to enable bands to become involved in planning studies was to provide a framework for short and long term socio-economic and physical development on the reserve. More specifically, the motives were as follows:

1. To deliver Department programs in the context of an overall strategy for band development and growth.
2. To have a maximum impact of Department's resources if they are used in the context of planning.
3. To avoid ad hoc and uncoordinated program delivery on the reserve.
4. To use the band planning process as a vehicle for better communications, consultation, management and program development.
5. To maintain an overall perspective of the needs and aspirations of Indian people in the context of their cultural heritage and special status.

For more detailed information on the participants' response, see Appendices II through IV, "Motivation".

4.1.2 The Process

The second series of questions related to the following objective: to investigate present processes of preparing band based planning studies on reserves and analyze what was being achieved as to the fulfillment of the Indian band's development objectives. The results of this phase of the investigation are as follows.

4.1.2.1 Initiation

The initiation process in the three case studies was identified:

- 1) The Planning Division would attend an initial meeting called by the chief and council of a band.
- 2) The planning process would be discussed.
- 3) The chief and council would list the needs and aspirations of the band as they understood them to be.
- 4) The chief and council would officially request a planning study for their band.
- 5) The Planning Division would then prepare a study terms of reference based on the band's needs as outlined by the council, this would then be used by the chief and council to hire a specialist.
- 6) The terms of reference would be reviewed, revised and approved by the council.
- 7) A proposal call would be sent to various qualified consultants.
- 8) A review of the proposal submissions would be held with the chief and council.
- 9) Interviews would be arranged with one or more consultants.
- 10) A consultant would then be selected and hired by the band.

The whole process usually involved three to five meetings over a period of not less than three months.

Initially, the terms of reference prepared for the three case studies were of virtually identical format. The Red Earth Band's terms of reference were rewritten by a new chief and council after the study began. As the chief of Red Earth explained, the revised terms of reference was more specific deleting some former general statements and stressing more detailed work on certain components (see Appendix VI Study Terms of Reference).

The general consensus of the participants of the studies indicated that the terms of references prepared by D.I.N.A. were very general, but covered the basic needs and aspirations of the bands concerned. In Red Earth Band's case, however, the chief and council found the terms of reference too general and took it upon themselves to rewrite them with the help of the planning consultant.

4.1.2.2 Background Study - Consultant's Approaches

The methodologies followed by the planning consultants were very similar since the process to be followed was outlined in the "methodology" segment of the terms of reference (see Appendix VI). The interviews with the participants indicated, however, that the approaches to the study process did vary. All three consultants used surveys and questionnaires to gather certain aspects of information required about the reserves. Two of the three planning consultants used newsletters to communicate with band members and all three had numerous public meetings. Planning coordinators acting as liaison people, were used in the three case studies. The greatest variance in approach tended to be the "live-in"

approach at Red Earth Reserve. The participants in the Red Earth study described how two members of the consulting team living on the reserve for two consecutive weeks, gathering and recording on-site information and directly communicating with band members.

The final reports varied as well. Two of the three planning consultants prepared relatively lengthy reports, while the Red Earth's study approach was to prepare three separate small reports and one set of drawings illustrating the phased community core development. The chief of Red Earth remarked that the information provided by the consultant was more in the form of "directives" than of "recommendations".

Views on the adequacy of the approaches and process illuminated a number of common concerns, one being the time factor in the process. All three participants indicated lack of time as a factor affecting the successfulness of the study. Specific problems included: too much time spent on specific items, not leaving sufficient time to address other problems that required attention as well; too much time wasted initiating the study due to lack of communication and understanding by the band as to what was involved in the total study process.

Another common concern with the approaches, was the lack of band understanding and participation in the planning process. Even at the Red Earth Indian Reserve where the greatest community participation occurred, the chief indicated that "the people were involved, yet not". The council knew what was happening all the time, but not the people.

The Department's District staff that participated in the case studies, expressed that there were shortcomings in the usefulness of the final products as prepared. The shortcomings were: (a) insufficient information on how decisions were made or on what process was followed to manipulate data, resulting in the band being left with a poor guide as to how they could plan for themselves; and (b) the final product in two instances did not leave or provide enough information to allow the subsequent phase of implementation to take place without either further studies being required or continuous contact being made with the consultant to clarify what was meant on certain drawings. Lack of full report meant every person involved in follow-up work had to be briefed by the planning consultant for the drawings to be meaningful.

The unanimous concern about the overall process was that there was a lack of proper preplanning prior to hiring of a planning consultant, which caused uncertainty. The planning consultants indicated that a considerable portion of their time was spent on preplanning which could have been better spent on the main portion of the study. The chiefs stressed that the chiefs and councils must be made aware of what they can expect to achieve before preparing a planning study. This would allow better control of the planning consultant and a more productive product.

In general, the overall consensus was that the approach followed by the various planning consultants were adequate in: 1) gathering relevant information; 2) developing communication with the band; and 3) producing development programs that were beneficial in providing direction to the band for the fulfillment of their goals.

4.1.2.3 Plan Preparation - Adequacy of the Consultants' Recommendations

In two of the three case studies all the participants stated that the recommendations or direction met the goals and objectives for the study set out in the terms of references, and that the communities were satisfied with the direction given. In the third case, however, the Department staff indicated that the recommendations could have been more specific in certain areas (such as; the design of the core development area of Thunderchild Indian Reserve).

In the Thunderchild case study, the adequacy of the recommendations were questionable. Band members expressed that they lacked confidence in the recommendations ever happening, since they appeared unrealistic in time and place. The Department District staff also found that the recommendations were too unrealistic as well and remarked that insufficient information requires that further studies must be done before many of the recommendations can be implemented.

4.1.3 Accomplishments

The major participants were asked to outline what they felt were the accomplishments of the planning studies. A summary of their responses is as follows. Accomplishments for the bands common to all the case studies are:

- 1) The studies provided a complete inventory of community conditions.
- 2) The studies provided the opportunity for the general band membership to express to the council and the Department their concerns and issues they felt required attention.

- 3) The plan structured general fragmented ideas into concepts which provided a well constructed approach to development.
- 4) The studies were a learning process for all concerned and provided the band with experience in planning.
- 5) The studies provided alternatives for solutions to problems.
- 6) The studies gave the bands the back-up information to proceed in the direction they choose.
- 7) The planning process increased communication. Dialogue started between band members and the council, creating many disagreements, but it got the reserve talking.
- 8) The process provided an insight into what was happening and made people aware of what could be done on the reserve for themselves.
- 9) The study excited people and raised hope that better things are to come.
- 10) The study gave those involved a sense of achievement, pride and self-esteem.

All the participant's stated that the common benefit the consultants received was the financial reward for their services; however, one of the Department's staff felt that two of the three consultants gained prestige and experience which enabled them to contract more studies and do a better job with their gained knowledge respectively.

The participant's identified a number of benefits received by the Department as a result of the planning studies, these are:

- 1) The studies provide documentation of bands' needs and aspirations for base budgeting and for five year program forecasting.

- 2) The studies improved inter-departmental relations by pulling the various divisions together when reviewing plans, providing a sense of satisfaction for being involved in something that has been accomplished.
- 3) The usefulness of planning has been illustrated to the Department staff through the staff's participation in the planning studies.
- 4) The planning studies helped to sort out conflicting D.I.N.A. programs at the band level and allowed them to combine program efforts to a common band goal or project.

A more detailed list of accomplishments, specific to each case study, can be found in Appendices II through IV, "Accomplishments".

4.1.4 Problems with Development and Land Use Planning on Indian Reserves

The main participants were also asked to comment on what they felt were the difficulties with development and land use planning on Indian reserves. The following is a summary of their thoughts:

- 1) Band's lack of planning experience

The Department District staff suggested that comprehensive land use in any locale assumes an ultimate authority which oversees or manages the land. Because chiefs and councils have not received recognition as governments to which they are entitled, they have not exercised this type of control and authority. Thus moving into such a field is a slow and educatory process. Chiefs and councils, although younger and better educated, still have problems understanding planning concepts and technical information. There is no perspective (experience) to relate to planning concepts. There is a need to develop a perspective of comprehensive development, of land use planning at a scale that involves the whole community or large tracts of land.

2) Existing unwritten land use laws

Both Indian leaders and Department District staff identified that historical patterns or trends have evolved in Indian communities as to who owns the land on the reserve and who has the right to use the land. These unwritten land use policies are usually unstructured or tied up in knots of personalities and politics (intangible ownership based on mutual understanding of band members). These unwritten land use policies are the stumbling block for general land use policies developed by planners in accordance to band members wishes. People who have original possession of land passed down through generations do not want to relinquish their rights (written or unwritten) for the ultimate good of all the people. They have a strong influence on total development.

3) Bureaucracy and politics

The Department District staff recognize that not enough competent advice is provided by the Department or where there is advice, there are so many strings attached that the development itself is clouded. A good idea can become so obscured by tangles of financial red tape that the perspective of development can be lost and the idea scrapped. The decision on the project becomes secondary; bands do not find large scale development desirable because of legalities involved with borrowing development money. Bands are forced to form a corporation, and the band must surrender land to that corporation. This procedure identifies land as a legal entity which then allows the corporation to obtain development dollars. Bands are reluctant to surrender land for then it is lost forever to the reserve; thus reducing the desirability of development. Quite often development opportunities are lost because of the nature of Indian people and the government bureaucracy not to make quick decisions.

Band elections every two years interfere with development in that there is insufficient time for long-range planning and implementation. Elections have been known to divide communities politically and destroy the cooperation necessary for development.

4) Indian attitude and way of thinking

Planning consultants suggested that difficulty arises when planners attempt to provide advocacy planning for Indian people, but cannot understand the way they think or see things the way they do. Indian view of development tends to vary from the "establishment" which generally includes consultants. Indian people by nature are not pro-development. They are more flexible about use of land. Rather than changing the "system" they tend to adapt, this reflects the theory of harmony with nature rather than fighting to develop nature.

The Department District staff also stressed that operating on Indian time may mean a meeting beginning an hour late or never occurring at all. This does not mean that Indian people do not care about development, but rather that they are cautious and want to make the right decisions which may require a considerable amount of time for thinking. Indian people are interested in development, but are not in a hurry. Although present conditions may be deplorable, they are still relatively stable. Development means change and change means risks of unknowns.

4.1.5 Implementation Status

The main participants were asked a series of questions in order to fulfill the third objective of this study: to investigate the implementation status of band-based study development proposals and analyze why certain studies are being implemented while others are not. The response to those questions is summarized as follows.

The Department District staff suggested that progress on implementation of recommendations of the planning studies can best be described as slow to moderate. However, compared to progress being made before the studies, all the bands have shown a marked increase in progress. Red Earth Band has made the greatest advancement among the three case studies. This confirms the remarks made by the chief of Red Earth Band which indicated that he felt his reserve was progressing quickly.

The lack of progress of the other two bands can be attributed to one or more of the following factors as expressed by the chiefs, the Department District staff and planning consultants:

- 1) Insufficient time has elapsed since the completion of the studies to implement a lot of the recommendations especially those phased into the future.
- 2) The chiefs and councillors can only do so much, their attention is often focused on immediate problems or certain planning problems that consume considerable time. For example, the two bands progressing most slowly are presently involved with land entitlement.
- 3) All three chiefs and councils have changed since the planning studies have begun. This has meant a lapse in time to adjust to new roles and circumstances. It is of interest to note that two of the three chiefs were the former planning coordinators, and the third new chief was closely involved in the planning study as the former band administrator. The experience and knowledge gained from the planning studies have made the planning coordinators and other closely involved in the planning studies the best candidates for leadership in their communities.

- 4) There has been no formal mechanism outlined in the studies that could be adopted by any of the bands to implement their goals. This is a result of insufficient funds to carry on the function of the planning coordinator, whose role would be to carry the directions through to implementation. "Until there are dollars to find programs to administer implementation there is no sense starting anything" (Chief Andrew Patty, Thunderchild Band, Interview, 1977).
- 5) Jurisdictional questions on reserve land use within the bands and lack of experience in enforcing policies and guidelines, has made the chiefs and councils reluctant to force issues, so progress on implementing land use policies is slow.
- 6) The two year term of office before elections of chief and council interferes with development for this is insufficient time for long-range planning and implementation to take place.
- 7) The reluctance of bands to surrender lands to band-owned corporations has slowed progress. There is no economic base on the reserve from which the band's could collect enough revenue to provide financing required to implement any of the recommendations. The Department and lending agencies required the bands to form corporations in order to borrow money. Bands are reluctant to do this because it means surrendering or giving up to the "corporation" their most prized possession, reserve land.

- 8) Planning studies that are too general in context have slowed down the rate of progress, since implementation of recommendations can only take place after further studies are completed.

The Prince Albert District staff explained that the relatively fast rate of progress on the Red Earth Reserve can be attributed to the following factors:

- a) more pro-development chief and council;
- b) the chief follows up on every opportunity and is persistent;
- c) chief and council present realistic proposals for development dollars to the Department and other funding agencies; therefore, the Department responds because the Department can see that the money spent will have a positive impact;
- d) the planning study is used by the band to substantiate long required needs.

Ray Davie, District D.I.N.A. staff, stated that "the progressiveness of the chief and council has been the backbone of success for the Red Earth Band".

4.1.6 Suggested Improvements for the Process and/or Approach

The last series of questions posed to the main participants related to the fourth objective of this study which is "to develop general recommendations where appropriate that will aid in the production of planning studies, that are more responsive to the needs of Indian people". A summary of the recommendations suggested by those interviewed is outlined in the following section.

4.1.6.1 Initiation

All the participants felt that preplanning is necessary for the council to understand what can be achieved and what cannot be achieved from a planning study. The Department District staff pointed out, however, that if the planning study is motivated by a capital project, members of the band should know what they want, for if a band does not see a comprehensive plan as being a tool to help the band, money is wasted conducting a comprehensive plan. A specific plan for the project only is recommended in this case. One chief suggested that any band considering a planning study should hold a workshop to discuss what one can expect from such a study. D.I.N.A. staff, and leaders of other bands which have had studies should be in attendance. Preplanning should be a flexible educational process because every band is different.

One chief and the planning consultants indicated that the terms of reference should clearly and accurately reflect the issues and concerns of those of the community. The chief felt that this can be achieved through proper needs identification during the preplanning stage and by allowing the chief and council to draft or enunciate the initial terms of reference as they see the situation. The terms of reference should also include: a) the rate of progress the band is reasonably expected to make; b) the stipulation that realistic proposals must be prepared which are practical to implement within the bands limits and expectations and provisions for the consultant to return once a year for reviews of the plan.

4.1.6.2 Plan Preparation

One of the planning consultants suggested that with proper statistical base data and maps prepared, the consultant should spend a minimum of two weeks (the time may vary depending on the situation) living on the reserve in an accessible location in the community. The entire stay on the reserve should be devoted to working on options and solutions to the bands needs by communicating directly with the people, through workshops and "drop-in" centre approaches. An individual band member should be appointed by the chief and council to coordinate the information and act as a liaison person. It is essential that this person be literate and bilingual. Newsletters should be used to supply information about the process. One band member suggested that the progress of the planning study should be reported in the Saskatchewan Indian (periodical distributed to all Indians in the Province, as well as the Department). This would give the study more attention and credibility, thus raising interest of local members in the study.

The final product of the study should then be prepared. As one planning consultant explained, the direction provided would reflect the goals and objectives of the band, for in essence, the band members with the consultant's technical assistance would have developed their own directional plan. Regional Department staff stressed that the direction put forth must be realistic and practical, and of sufficient satisfaction to allow implementation with little further study or explanation required. As an alternative to the present process of preparing one final plan, one planning consultant hinted that one-third of the planning funds should be withheld or additional funds found by the band in order to use the consultant on a retainer basis to address specific problems where required. The idea of the planning consultant being used on a retainer basis was expressed by all three chiefs.

4.1.6.3 Implementation

Once the studies are complete a mechanism to implement their goals must be adopted by the band. The chiefs felt that such a mechanism would include ongoing aid to assist bands to reach self-determination. More dollars are needed for band administration to hire a facilitator to organize programs to implement directions. The Department District staff added, however, that more people at the band level with skills and interests are needed to act on task forces as volunteers.

Once the implementation program is established, one chief felt that it is essential for bands to meet government and other sponsoring agencies for input as to what they can provide in achieving the band's goals.

The Department District staff recommended that when the bands approach the Department with proposals for funding that: a) the proposals should be submitted in time to be included in the program forecast; and b) the proposals should be submitted on a priority basis, project by project. A close working relationship between the Department and the chief and council is desirable to assure every effort is being made to facilitate the implementation process.

When the budget is delivered from Ottawa, one chief recommended that additional dollars be found for a supplementary budget or special projects budget. Bands who have recognized planning studies should be given priority over other bands for special project funding. A supplementary budget would promote bands to conduct planning studies and those bands that have would get something out of the work put into their own studies.

Specific recommendations for improving the process as outlined by each specific participant can be found in Appendices II through IV, "Suggested Improvements in the Process".

4.2 Summary of Documentation Analysis

Adequacy of the process to aid bands in fulfilling their goals is quantifiably evaluated in this study by analyzing how well the case studies that used the process fulfilled the following criteria:

- 1) The terms of reference must reflect the goals and aspirations of the bands.

The analysis indicates that:

- a) Of the 13 goals identified by the Chief of Piapot Indian Reserve, all were identified in the terms of reference; 4 goals specifically (see Appendix II, Table I).
 - b) Of the 12 goals identified by the Chief of Red Earth Indian Reserve, all were identified in the original terms of reference in general; 2 goals specifically. The rewritten terms of reference identified only 8 of the 12 goals but those 8 references all specifically related to the 8 goals (see Appendix III, Table 1 and 2).
 - c) Of the 8 goals identified by the Chief of Thunderchild Indian Reserve, all were identified in general by the terms of reference; 2 goals specifically (see Appendix IV, Table 2).
- 2) The recommendations put forth in the final plans by the consultants must reflect the goals and aspirations of the band. The analysis indicates that:

- a) Of the 13 goals for Piapot Indian Reserve, all were reflected in the recommendations (see Appendix II, Table 2).
 - b) Of the 12 goals of the Red Earth Indian Reserve, 11 were reflected in the recommendations (see Appendix III, Table 3).
 - c) Of the 8 goals of the Thunderchild Indian Reserve, 7 were reflected in the recommendations (see Appendix IV, Table 2)..
- 3) Recommendations put forth by the consultants must be practical and implementable.

The results of the analysis are indicated in the following matrix. More information may be obtained from Appendix II, Table 2, and Appendix III, Table 2 and 3, and Appendix IV, Table 2.

<u>Reserve</u>	<u>Number of Recommendations</u>	<u>Completed</u>	<u>In Progress</u>	<u>Initiated</u>	<u>N.A.</u>
Piapot	28	5	8	4	11
Red Earth	39	8	6	9	16
Thunderchild	58	8	5	3	42

- 4) Recommendations or directions of the planning studies must be reflected in the Department's programs.

The results of the analysis indicates that:

- a) The 1980 Action Plan from Touchwood File Hills Qu'Appelle District in which Piapot Indian Reserve is situated makes one reference to recommendations put forth in the band's plan.
- b) The 1980 Action Plan from the Prince Albert District in which Red Earth Indian Reserve is situated makes five references to the recommendations put forth in the band's plan.

c) The 1980 Action Plan from the North Battleford District in which Thunderchild Indian Reserve is situated makes one reference to the recommendations put forth in the band's plan.

The conclusions derived from these findings and others in this Chapter can be found in the following Chapter.

CHAPTER 5

CONCLUSIONS

The analysis of the Chapter 4 "findings and interpretations" identified various opportunities, issues and concerns. This information provides the basis for the assessment of the land planning process used by Indian communities in Saskatchewan, and the recommendations for improving the process. This, in turn, provides the essence to this practicum and reveals areas requiring further study. Chapter 5 concludes the practicum by expanding on each of the above.

5.1 General Assessment and Evaluation

Through the analysis it was learned that the three bands studied became involved in band planning through provocation by the Department. The Department felt that planning was a good tool for the bands to use to help improve their standard of living by providing a framework for short and long term socio-economic and physical development on their reserves. In two of the case studies, the bands saw planning as means of obtaining grant money for capital projects on their reserve. The third case study saw planning as a means of acquiring technical data required to make decisions in selections of land under the land entitlement settlements. Since the studies were funded by the Department, they had nothing to lose. Following the completion of the studies, no matter what the original motive was for initiating the study, all three bands were very happy that they prepared a community plan for their reserve.

All three case studies showed that the initiation process was identical. The Department's Planning Division would attend three to five meetings called by the chief and council for a period of three to six months.

The Planning Division then prepared a study terms of reference based on the band's needs as outlined by the band council. This provided the basis for a proposal call from various consulting firms short-listed by the band and the Department.

The general consensus of the participants in the studies indicated that the terms of reference prepared by the Planning Division were very general, but covered the basic needs and aspirations of the bands concerned. The generality of the terms of reference is confirmed by the analysis of the terms of reference compared with the band goals. All thirty-three goals outlined by the chiefs of the three bands for this study were covered in the terms of reference under general objectives whereas only eight goals were directly mentioned.

The planning consultants hired by the bands followed the same methodology as outlined in the terms of reference, but the approaches did vary somewhat. The greatest variance occurred with a consulting team "living in" on a reserve for a two week period during the information gathering and preliminary plan preparation phases. The participants felt that the recommendations or directives put forth in the final product did reflect the needs and aspirations of the bands concerned. The analysis of the planning study recommendations indicated that thirty-one of thirty-three goals outlined by the three bands are reflected in the recommendations put forth by the consultants. This confirms the thoughts of the participants.

All three bands have shown a marked increase in progress since the completion of the studies with some progressing faster than others. The main reasons for this is that there is no formal mechanism outlined in the studies that could be adopted by any of the bands to accomplish their goals.

The rate of progress has been dependent on the progressiveness of the chief and council in following up on every opportunity and being persistent. The analysis of the implementation of the recommendations confirms that the three bands are all progressing at different rates. Implementation of the studies range from 24 to 40 percent of recommendations either in progress or completed. The analysis of the "District Action Plans" from which the Department developed its programs indicates a total of seven references made to recommendations from the "band master plans".

This confirms that the lack of formal mechanism for bands to implement their recommendations is hindering bands from fulfilling their goals leading to self-sufficiency.

Through interviews with the participants in the case studies, it may be concluded that the main common issues and concerns of the band planning process are as follows:

- 1) There was a lack of proper preplanning prior to hiring planning consultants (bands did not understand what was happening).
- 2) There was a lack of participation by band membership.
- 3) Nine months was insufficient time to spend on the studies. Specific items were not addressed in enough detail; therefore, the studies are too superficial.
- 4) Insufficient information was provided in the final products to:
 - a) allow implementation of recommendations;
 - b) provide an understanding of how recommendations were derived.

The main accomplishments of the band planning process has been the generation of "hope for the future" which was instilled in the band members through the awareness of the development potential of their reserves. The studies generated a lot of talk in the communities - agreements and disagreements. It allowed band members to speak out when at other times they may have been restricted for fear of alienating themselves by speaking against something. The studies provided "direction" for the bands to follow, and provided an education into orderly problem solving that could be applied to other projects.

There are a number of barriers facing Indian people in achieving their goal of self-reliance through the use of the band planning process. One is the band's lack of planning experience. There is no perspective to which Indian people can relate planning concepts to. Land use policies derived from the planning studies are difficult to enforce since the Indian Act as it is today (unchanged in 100 years), does not give the chiefs and councils full legal authority as heads of local governments (the authority is with the Minister of D.I.N.A.). Existing unwritten land use laws based on historical patterns and political ties make the enforcement of general land use policies almost impossible since those with original possession of land do not want to relinquish their rights (written or unwritten) for the ultimate good of all the people. Band politics leads to polarize band membership destroying the sense of cooperation essential in the planning process. The chiefs and councils are also elected every two years which is insufficient time to carryout long range planning. Government bureaucracy is also a problem. Financial aid programs are so bogged down in "red tape" that rapid progress is impossible and as a result good opportunities are lost and motivation is quelled.

After reviewing the three case studies involving the band planning process developed by D.I.N.A., the following evaluation has been formulated. The overall planning process followed by the bands reviewed is inadequate in providing direction and/or assistance in fulfilling the long and short range development goals of Indian people. However, the planning study phase of the overall process is generally adequate, for it does provide direction for fulfillment of goals. The preplanning phase of the planning process is lacking and the evidence of its negative affects can be seen throughout the process. The consultants' approaches followed the basic planning methodology and in general were found to be adequate. Once the consultants' participation in the process terminated, the overall process again breaks down. There is no formal implementation procedure either at the band level or at the Department level to carry through the recommendations the bands have developed and can substantiate from their planning studies.

5.2 Recommendations

The review of the band planning process has identified a number of concerns and opportunities generated by the three case studies. This new information provides the basis for the following three lists of recommendations, one for each of the three main participants in the process which provides suggested improvements in the band planning process.

5.2.1 Recommendations to the Department of Indian and Northern Affairs

- 1) Band based planning is the Indian hope for the future and therefore should be encouraged and supported.

- 2) Preplanning must be improved so that chiefs and councils have a better understanding of what is involved and what they can and cannot expect to obtain through band based planning.
- 3) The terms of reference should clearly and accurately reflect the issues and concerns of band members in the communities. This can be accomplished through in-depth needs-identification workshops at the band level.
- 4) Once the studies are completed, there should be a mechanism whereby the bands can implement their goals. There should be ongoing aid from the Department to assist bands to reach self-determination.
- 5) The Department should encourage more Departmental people to become actively involved in the process and adjust Department programs to reflect the directives provided in the band master plans.

5.2.2 Recommendation to Indian Leaders

- 1) Do not initiate the band planning process if band members are politically polarized since it will probably result in poor band participation and thus weaken the validity of any community plan.
- 2) When considering band based planning, talk to other chiefs who have gone through the process.
- 3) Be cautious to hire only qualified people to provide planning services; otherwise the validity of the study maybe questioned by funding agencies.

- 4) Encourage consultants to spend as much time as possible on the reserve in direct contact with the people.
- 5) A band member should be hired by the band to act as a planning coordinator to provide services for the chief and council and be a liaison during the planning study and implementation of the recommendations.
- 6) The status of planning studies should be reported in the Saskatchewan Indian periodical to give credibility to the studies, generate interest among band members, and encourage participation.
- 7) Provisions should be made whereby consultants can be kept on as "retainers" for specific project planning or to assist in the master plan review.
- 8) Bands should approach all funding agencies available with practical proposals that will assure the agency involved that it will be spending its money wisely.
- 9) Bands should ensure that their recommendations and programs are included in the Department's forecast for funding.
- 10) Use the plan to gain independence from the Department as quickly as possible so that the people regain control of their own destiny.

5.2.3 Recommendations for Consultants

- 1) Try to gain an understanding of the differences in value systems and be careful not to impose your values on Indian people.
- 2) Be very flexible as to time.
- 3) If possible identify politically unpopular words or phrases that may cause bad feelings. These can be obtained from Departmental people on request. For example, the use of the term "native" is often poorly received, and "Indian" is preferred. Politically sensitive words such as "assimilation" should also be avoided.

- 4) Dress should be casual - shirt and tie tend to intimidate and enhance a feeling of mistrust in "some know-it-all from outside trying to tell us what to do".
- 5) Stayout of politics - Indian politics is taken seriously and is very complex.
- 6) "Listen" first and then talk. Indian people want to think a while before responding. Do not be in too big a hurry for answers; give them time to respond at their pace.
- 7) Information is not always easily obtained from the Department. Department staff are not always aware of what planning consultants are attempting to accomplish; therefore, they are reluctant to provide information that has been requested. Try not to alienate Departmental staff in requests for information as this tends only to retard the process.
- 8) When writing proposals, be thorough, using simple English and graphics where possible.
- 9) At interviews state clearly what services are to be rendered, who is to be the main contact person, and the reason for interest in performing the job. Consultants are chosen on their merits and how well they can communicate with the particular band.
- 10) During the planning study, try to spend as much time as possible working with band members on the reserve. Above all, maintain close liaison with chief, planning coordinator and band members in order to communicate the process of band planning. Newsletters and posters tend to work well.

- 11) If a band is interested, the planning study should be conducted as a training session for band members so that they may gain a working knowledge of the process to be applied after a consultant's work is completed. This reinforces self-reliance.
- 12) Use graphics whenever possible.
- 13) Reports should be technical in nature to allow for implementation by other agencies, yet clearly understood by band members. The use of glossaries at the end of reports may be helpful.
- 14) Consultants should outline whenever possible the implications or impact they feel their recommendations will have on the band, especially during evaluation of alternatives and for the final plan.
- 15) A channel of communication should be always left open to allow for retainer services. Indicate how the band may be able to afford planning services without going to the Department. This again reinforces self-determination.
- 16) Be realistic with proposals. Identify easily-achievable goals to help build confidence and momentum within the band.
- 17) Remember that the consultant's role is as a facilitator, one whose job is to help band members communicate their ideas and thoughts and then use the bands information to derive policies and/or project designs.
- 18) Planning reports should indicate how decisions were derived at, so that bands can follow the process through on other problems using the master plan as a "walk through" example.

5.3 Significance of This Study to Community Planning on Indian Reserves

This study is significant to band planning on Indian reserves because it provides a perspective of the Indian situation in which planning is taking place. This perspective may broaden the understanding of participants in band planning which in turn maybe reflected in a more sensitive planning process. It outlines opportunities, concerns and issues within the process, provides suggestions for improving the process and confirms the viability of band planning on Indian reserves.

The perspective view of the situation will be of assistance to those unfamiliar with working with Indian people since it outlines some concerns planners must face when dealing with Indian people whose philosophy of life may differ greatly from their own. The insights provided in this study may enable planners to better understand their roles as facilitators -- not persons who consciously or unconsciously force their values on people who are desperately trying to sustain a culture and lifestyle contrary to the surrounding majority. The study outlines concerns and issues within the process expressed by those most directly involved. This, in turn, provides the opportunity for those involved in the process - the bands, the Department and consultants - to adjust the process accordingly.

This can be accomplished by responding to the recommendations made by the author or through their own initiatives. By reviewing the band planning process in action, the bands can take a positive step forward to self-determination, because such a review provides new information whereby the band planning process can be improved.

5.4 Areas of Future Study

Through review of community planning studies for Indian bands in Saskatchewan, a number of areas became apparent in which future study would be a great asset in improving the band planning process. A list and brief description are as follows:

- 1) A study is required that as clearly as possible outlines traditional Indian values and compares those values with the values of those people who are hired by the Government of Canada to assist Indian people. The study should provide ways and means whereby those people working for Indians understand clearly the differences in values so that they can plan Indian programs accordingly, leading ultimately to more effective Department programs for Indian people.
- 2) A study is required to identify current unwritten land use policies on reserves and identify ways and means of alleviating problems that force chiefs and councils to ignore the present undesirable situation whereby a few have much and the majority have little.
- 3) A study is required to formally outline a procedure whereby the recommendations or directives from band master plans can be implemented. This study should outline procedures that could be followed by the band and procedures that could be followed by the Department.
- 4) A study is required into traditional Indian methods of decision making and planning. These could then be incorporated in the planning process to ensure Indian cultural heritage is being maintained.

The ultimate goal should be to reach a point whereby bands themselves can prepare their own socio-economic and physical plans for their future, by learning how to manage technical expertise at their disposal. This could be accomplished by:

- 1) Bands conducting adult education workshops whereby successful case studies are analyzed.
- 2) Visiting successful communities, Indian and non-Indian - lessons can be learned from success of others.
- 3) Obtain or derive a master list of resource people and set up a "think tank".
- 4) Use successful people as a model and follow their techniques of getting goals accomplished.

Through such methods, bands would become more aware and skilled at achieving goals through planning while gaining skills in directing experts rather than being directed by experts as is usually the situation. This would ultimately lead to Indian people being in full control of their lives, restoration of self-esteem and active participation in the Canadian society.

Planning is a small step in the direction of solving global problems - but it's a start.

APPENDIX I

DEVELOPMENT GOALS AND OBJECTIVES
OF INDIAN PEOPLE IN SASKATCHEWAN

DEVELOPMENT GOALS AND OBJECTIVES OF INDIAN PEOPLE IN SASKATCHEWAN

A. General Goals and Objectives

The development goals and objectives of Saskatchewan Indian people are based on the spirit and intent of Indian treaties. Indians view the treaties as simply exchanging land for the guarantee of special rights, status and assistance in perpetuity. Through the treaties, Parliament has taken on the Trust Responsibilities of enhancement of resources, rights of government, and provision of economic and social programs necessary to raise the standard of living and social well being of the Indian people to a level comparable to that of non-Indian society.

Indian leaders also realize that total dependence on government means the destruction of Indian people and their culture. "In the absence of culture there can be no economy. In the absence of economy there is no culture. All that remains is a memory of culture."¹ Indian leaders feel the need to be self-reliant, for without it there is no other means by which Indian people can get out from under the weight of the government. If a band has its own source of dollars based on its economy, then it can make its own decisions without the aid or interference of the Department, thus gaining self-determination.

Indian leaders are trying to establish a balance whereby they are self-reliant in order to maintain their identity and still receive the benefits from Parliament as payment for land transferred to the country at the time of the treaties. Treaty "benefits" should only complement a band's economy, not be the band's economy.

¹Mohawk Nation, Newsletter, p. 41, Band Planning Training Seminar, Vancouver, B.C., 1979

Economic dependence on the D.I.N.A. has weakened Indian culture. The welfare state has led to erosion of traditional expertise in hunting, trapping, fishing and gathering, especially with the young people under six who comprise fifty percent of the on-reserve population. During the past ten to fifteen years, lifestyles in Indian communities have changed with the greatest change being in those communities where roads and electricity have been built or installed during this period. These changes have provided some amenities such as refrigeration, electric stoves, etc., but the increase in communications through radio and television have changed the aspirations of the young people. Roads have reduced the cost of staples and construction materials, but also has made drugs and alcohol more accessible. The prescribed situation has led the Indian people to establish as one of their primary goals the need to reinforce Indian identity.

Various objectives to the primary goal of reinforcing Indian identity have been stated as follows:

- 1) to enhance the role of Indian Band government in determining the future of their community;
- 2) to acquire autonomy by resolving jurisdictional questions on roads, mineral rights, forest, hunting, fishing, trapping off-reserve and Indian laws;
- 3) develop on-reserve institutions such as education, health, and band government.

The other primary goal of Indian people of Saskatchewan is to improve the quality of life enjoyed by Indian people. The Saskatchewan Indian standard of living, by all indications, is not only lower than that of the general Saskatchewan population, but also lower than the average Canadian Indian. In most instances, the Saskatchewan Indian has had his traditional self-supporting economy destroyed, is usually unemployed, receives a low wage when employed, has poor and crowded housing, and frequently finds access to services and jobs expensive (Situation Report, D.I.N.A., 1979).

A number of objectives to be met in order to fulfill this goal of improving the quality of life enjoyed by Indian people are as follows:

- 1) to make reserves economically viable;
- 2) increase both on and off-reserve economic development;
- 3) increase house building and capital construction;
- 4) upgrade educational facilities and provide new facilities when required;
- 5) to manage reserve lands to its highest and best use;
- 6) to facilitate maximized utilization of the resources of the lands and the federal government in short term, medium and long term social and economic development for bands.

Land resources of Indian bands are limited. They will remain as such since their special status does not allow for boundary expansion. The reserves are overcrowded with the population increasing at twice the rate of non-Indians in Canada. Development pressure on land will continue to increase at a faster rate than larger urban centers in Canada. This will necessitate, planned development to manage their land resources in the best interest of Indian people (Rabi Alam, Personal Communication).

B. Specific Objectives of Three Individual Bands

It is the intention that in the future, Indian people should determine the conditions under which they wish to live ... A commitment to self-determination entails freedom of choice for Indian people. There is a wide diversity in the specific objectives of Indian people, and individual bands. Such diversity must be supported and harnessed as the basic energizing force behind development.

The wide diversity of specific objectives mentioned in the above statement is due to a variety of social, economic and physical factors associated with specific locations and state of isolation of 68 bands about the Province. In addition to the universal goals and objectives of Indian people, the following section addresses the particular situation and subsequent development goals and objectives of three individual bands used as case studies. Each band was selected from a different geographical area of the Province. Together, the general and specific goals and objectives of Indian people provide the basis for assessment of whether the planning process and approaches used today are providing the proper direction to the bands to fulfill their goals.

1. Piapot Reserve

The Piapot Reserve is located in one of the prime agricultural and recreational areas of the Qu'Appelle River Basin; an area which is subject to a comprehensive environmental management and tourism/recreational development program under the Federal/Provincial Qu'Appelle Implementation Board. Due to special status of Indian Reserves most of the land use management and resource studies in the Qu'Appelle River Basin are being carried out with exclusion of the reserve lands. The Piapot Reserve will be affected by the Qu'Appelle project in the future or may already be affected since 2,500 acres of "bottom-land" are being flooded annually. This is happening, as the band sees the situations in order to maintain high water levels up stream for cottages.

The land on the reserve is presently held by self-supporting farmers, who have passed their land down through generations. This situation makes it difficult to rearrange the present use of the land now and in the future on the existing reserve. However, the land is already developed on the reserve to its full potential although it could be managed more efficiently (Roland Crowe, Personal Communication). Since land tenure is out of the control of the band as such, new lands under land entitlement are what the chief and council are focusing on.

Two of the main concerns of the band are lack of housing and employment, both prerequisites to economic and social development.

The situation at Piapot Reserve contributed to the following goals and objectives of the Piapot band:

- 1) Social development - improve living standards
 - adequate housing
 - second phase of the school addition, gymnasium and arena
 - improve roads
 - employment opportunities
 - establish store, gas station, laundromat on the reserve
- 2) Land entitlement - acquisition of:
 - Ituna community pasture
 - Sage community pasture
- 3) Qu'Appelle Valley Indian Development Authority
 - impact study for effect of flooding on the reserve

The goals and objectives listed above were outlined in an interview with Chief Roland Crowe, Piapot Reserve, in September of 1979.

2. Red Earth Reserve

The Red Earth Band's reserve lands are located on the fringe of a large marsh. The very flat land is prone to serious annual flooding. Their geo-physical situation has resulted in problems with poor water quality and restricted suitability of land for development. This is especially true for the Carrot River Reserve where the bulk of the community lives. The land is swampy, heavily treed, and will be costly to develop for agricultural purposes. Since development potential of resources on the reserves is limited, the band is anxious to renew a former lease with the Province to exploit resources in the much larger "Siponak Lease" area (15,000 square miles) which expired a few years ago.

Coupled with the bio-physical problems are problems associated with the socio-economic situation. The relative isolation, violence, alcoholism, terrible housing conditions, lack of adult training programs, very high unemployment and a sense of "giving up" on the part of many band members, are all serious problems restricting significant development at Red Earth.

In response to the adverse bio-physical and socio-economic situation, the general goal of the band is to put in place necessary things for the reserve that provide benefits in the long run. The specific goals and objectives of the band for development of their reserves are as follows:

- 1) To acquire year round access
 - i) to obtain all-weather roads on the reserves including a dyke road between the reserves
 - ii) to obtain a new bridge

- 2) Provide social development so people become productive
 - i) overcome no. 1 social problem - alcoholism
 - ii) get people to try and help themselves through education programs both in the school and the community
- 3) Become self-sufficient (no aid from D.I.A.N.D.)
 - i) planning
 - agricultural feasibility study
 - forestry study and sawmill feasibility study
 - ii) find a use for forest before clearing for agriculture
 - iii) establish a sawmill site
 - iv) establish cottage industries for women
 - v) renew "Sipanok Lease"

The source of the information on the band's goals and objectives was obtained through an interview with Chief Alvin Head on the Red Earth Reserve, August 30th, 1979. No information was obtained from the general band membership as the Chief suggested that interviewing band members would be difficult without an interpreter.

3. Thunderchild Reserve

The Thunderchild Band is located in the Aspen Parkland Region of Saskatchewan, 70 miles east of Lloydminster. The land is agriculturally suited and is farmed by a number of band members. The people feel that the reserve is too small for a band farm, and timber on the reserve is not being used as it could be: for example, building their own homes. The housing situation is poor, shortage of houses, lack of running water and waste disposal, overcrowding (fourteen in one house), and poor wood management.

There are no explicit land use policies on the reserve. Strength of mutual understanding and unwritten policies rule present land use, which will not be adequate in the future with land entitlement.

Based on these concerns the goals and objectives of the Thunderchild Band are as follows:

- betterment of the band
- economic development
- minimize problem of inadequate housing on reserve
- develop primary and secondary industry and business
- develop administrative designs for all business and band administration
- proper facilities for all programs - school, band office, post office
- develop land use policies
- develop the band farm
- use timber on reserve for housing materials

The objectives listed above are as a result of interviews with Paulene Okanee, Edward Okanee, Albert Angus and Chief Andrew Patty, Thunderchild Reserve on September 1, 1979.

APPENDIX II

CASE STUDY NO. 1 PIAPOT INDIAN RESERVE
COMMUNITY PLANNING STUDY

LIST OF TABLES

1. TERMS OF REFERENCE
2. RECOMMENDATIONS

CASE STUDY NO. 1

PIAPOT INDIAN RESERVE COMMUNITY PLANNING STUDY

1. MOTIVATION

According to Chief Roland Crowe, the Piapot planning study was requested by the band in order that the members could assess what to do with their land entitlement, to make proper use of the land.¹

The District Planner for the Department also suggested that land entitlement was the main motivating factor to sell the whole package to the band which included the land use component of the community plan. The band was interested in the process but unfamiliar with it. The study was free so there was nothing to lose. It was the Department's intention to help the community document ideas and give direction to their own future; to introduce concepts and development perspectives, range of variables and to have some decisions made. The bands need to learn how to do their own studies and when to hire experts.

The planning consultant hired by the Piapot Band felt that the band's motive for becoming involved in the planning process came from a recognition of community problems and a need to find a future to lead the community out of these problems. The situation of reserve communities has been highlighted in recent years by the growing gap in living standards between the reserve community nearby agrarian towns, especially with the upswing in agricultural economics from 1970 to present.

¹Fifteen Indian bands in Saskatchewan have received recognition from both the Federal and Provincial Governments that they did not receive their just allocation of reserve land at the time of treaty. An Agreement has been made by all parties to acquire lands in the Province of Saskatchewan to fulfill their outstanding land entitlement.

Interview with Chief Roland Crowe, Ibid

The consultants view on the Department's motive for initiating the study is that the Department recognizes that orderly growth and maximization of resources only occurs when planning precedes expenditure. The consultant also hopes that the move towards planning reflects comprehension on the part of the Department that people in the community must design their own future, and that this is an educatory and creative process, one which cannot be done from afar or imposed externally.

2. THE PLANNING PROCESS

2.1 Initiation

2.1.1 General Context

The initial meeting between the band council, Chief Alfred Lavallee, and the Planning Division of D.I.A.N.D. was held on July 29, 1977. The overall planning process and needs for the Piapot Reserve community were discussed. Although Chief Lavallee and the council appeared very interested in the planning process, nothing happened until November of the same year. At this time the terms of reference were prepared by D.I.A.N.D. for the band, reviewed by the chief and council, and revised according to the band's wishes. The proposal call went out November 25, 1977 and within a month a planning consultant was hired.

2.1.2 Terms of Reference

The following are the objectives of the Piapot Band Community Development Plan as prepared by D.I.A.N.D. and reviewed by the Piapot band:

- 1) Preparation of a community plan that includes the existing reserve community as well as new entitled lands for the overall environmental, recreation, community core and housing, resources use (eg. agriculture, mining, tourism, etc.) and other requirements dictated by the study.

- 2) Identification of all the relevant physical, social and economic factors (internal and external) affecting long range reserve planning.
- 3) The plan must recognize and provide for the cultural heritage and lifestyle of the residents as well as the physical and ecological features of the planning area.
- 4) Preparation of a short and long range comprehensive plan for the reserve setting priorities, goals and budgets to keep within:
 - a) band policies; b) Indian objectives, band regulations and procedures; c) wishes and requirements for the Piapot reserve community; and d) within the realms of what is attainable with due regards to opportunities and cash flows.
- 5) An assessment of bands resource development potentials in tourism, recreational and associated commercial developments in order for the band to take advantage of any development grants that may be obtained through the Qu'Appelle River Basin Development and Implementation Board.
- 6) Preparation of site plans for residential, community core (including the proposed community complex) day care centre, laundromat, gas station, etc. based on the needs and in a manner that is functional, integrated from a servicing point of view and harmonious both functionally and aesthetically.
- 7) Preparation of sectoral study reports and land use concept plans for 58,215 acres of land to be selected as part of the treaty land claims as a priority basis.

2.1.3 Adequacy of the Terms of Reference

The terms of reference for a planning study must reflect the goals and objectives of the band in order to provide proper direction for the study. A comparison of the objectives of the terms of reference and the objectives of the band as outlined in Section II indicates that all of the 13 goals and objectives of the band are reflected in the terms of reference (see Table 1).

To gain further insight into whether the terms of reference prepared for the Piapot Band were adequate, the three main actors in the study (the band, the consultant, and the D.I.A.N.D.) were asked to comment on the question of adequacy of the terms of reference.

The new chief of the reserve (formerly the planning coordinator for the band during the study) Roland Crowe, stated the terms of reference were adequate and did reflect the needs of the band. The District Planner for the Department felt that the terms of reference were very general but covered the basics.

The consultant tends to agree with the District Planner on the generality of the terms of reference and that they related to the major areas (population, housing, recreation, land use, etc.). The consultant goes on to justify this approach as being a realistic one. The terms of reference must be general if one accepts the position that the client will only be able to be specific in issue areas once he has become totally immersed in the particular area in all of its aspects and complexities.

TABLE 1
TERMS OF REFERENCE

	SOCIAL DEVELOPMENT IMPROVE LIVING STANDARDS							LAND ENTITLEMENT		QU'APPELLE VALLEY INDIAN DEVELOPMENT AUTHORITY		
	adequate housing	second phase of school addition	gymnasium	arena	improve roads	employment opportunities	establish store	gas station	laundromat on reserve		Ituna community pasture	Sage community pasture
1) Preparation of a community plan that includes the existing reserve community as well as new entitled lands.										✓	✓	
2) Identification of all the relevant physical, social and economic factors (internal and external) affecting long range reserve planning.						✓				✓	✓	✓
3) The plan must recognize and provide for the cultural heritage and life style.	✓											
4) Preparation of a short and long range comprehensive plan for the reserve setting priorities, goals and budgets.	✓											
5) An assessment of Bands resource development potentials in tourism, recreational and associated commercial developments.					✓							✓
6) Preparation of site plans for residential, community core (including the proposed community complex) day care centre, laundromat, gas station, etc.		✓	✓	✓	✓	✓	✓	✓				
7) Preparation of sectoral study reports and land use concept plans for 58,215 acres of land to be selected as part of the treaty land claims as a priority basis.									✓	✓		
												impact study for effect of flooding on the reserve

2.2 Consultant's Approach to the Planning Study

The planning procedure for the study was outlined in the "Methodology" segment of the terms of reference (Appendix VI). The consultant's approach to the procedures entailed preparation of the Study Flow Diagram. The diagram illustrated how the three components of the study - namely recreation and other development on the reserve; physical community plan and the community complex, land selection process are separately developed step by step to derive the conceptual master plan for Piapot Reserve which included the land selection strategy.

From the consultant's point of view, the process followed during the study could best be described as a two-way educatory process. The consulting firm views planning as a learning process in which problems, needs and aspirations are combined with resources in order to achieve a plan. In this process the firm supplies technical skills and analysis which when combined with the aspiration and control by community members and authorities, results in a realistic plan.

2.2.1 Background Study

The first step in the consultant's approach is to communicate directly with the band members by sitting down with the community and discussing what the study should include. The second step is to coordinate the planning coordinator and planning committee to aid in gathering information at the band level. This is done through community surveys and housing surveys. The consultant met with the planning team on a semi-monthly basis. Four meetings were held at the band level to discuss what was happening. Approximately one-third of the time spend on the community plan was used initially on a comprehensive analysis and inventory.

2.2.2 Plan Preparation

Conceptual alternatives were prepared for the communiplex land selection. Options were selected and the 285 page final report was prepared and reviewed by the council and the band members.

2.3 Adequacy of the Process and Approach

The adequacy of the technical aspects of the approach depend on whether the proper information was gathered, whether proper communication was made, and that the final plan is readily useable by the band to implement the recommendations.

The main participants in the study were asked to comment on how they felt about the adequacy of the process and the approach followed by the consultant.

The band concluded that the consultant did follow the terms of reference and the process followed was adequate, in fact, the chief could not see that it could have been done any better. The consultant concurs with the band's opinion for they too do not believe that they would have changed the process.

The Department recognized that the consultant followed the basic process. Community meetings were well attended, use of newsletters, and planning coordinator were successful. The planning coordination role made that person indisputably capable for leader -- and he did become the new chief of the reserve. The approach involved a positive discussion with a lot of relevant people: Department, DREE, SEDCO, etc. The time element was a concern so the nine month study was extended to a year, and then it was too short to cover the basic problems. Considerable time was spent on a feasibility study for a ski resort, this time may have been spent better on the general study with more emphasis on policy or regulation development.

The final product did not leave sufficient working information with the band - no sources of information on how the decisions were made or what process was followed to manipulate information if the band wants to tackle a problem. The information provided by the consultant does not provide a good guide.

3. CONSULTANT'S RECOMMENDATIONS

3.1 List of Recommendations

Recommendations put forth for Piapot Band are listed on Pages 13, 14, 15, 16 and 17 of the Piapot Indian Reserve Community Plan. These recommendations are included in the following matrix (see Table 2).

3.2 Adequacy of the Consultant's Recommendations

Recommendations put forth by the consultant must reflect the goals and aspirations of the band and be practical enough to be implemented by the band. A comparison of the recommendations with the goals and objectives of the band indicate that all 13 of the goals are reflected in the recommendations (see Table 2).

Further insights into the adequacy of the recommendations are gained through interviews with the main participants in the study.

The band felt that the recommendations met the goals and objectives set out in the terms of reference and that the community was happy with the directions provided.

The department concurs with the band that the results of the study met the objectives set out in the terms of reference as a technical document the report covers the basics. Recommendations could have been more specific in certain areas, but one cannot solve all problems with one study.²

²Interview with District Planner, Doug Kerfoot, Ibid

The consultant's response to the question: "Were the land use recommendations of a type which met the development goals of Indian people?" is as follows. "As the process we use is one of community control and direction, recommendations are arrived at by coalition and intercourse of the community's goals and objectives with the capability realities of the land base."³

4. IMPLEMENTATION STATUS

There were twenty-eight recommendations provided as a result of the planning study at Piapot Reserve. Of these five have been completed, eight are in progress, four are initiated and eleven are not applicable yet due to lack of time to implement phasing (see Table 2).

Further insight into the adequacy of the planning process as an approach to implement recommendations were acquired through interviews with the band and Department staff. The following questions were asked: "How many of the recommendations have been carried out and why?; What is the rate of progress and what factors do you think have affected the rate of progress?".

The band indicated that all the recommendations have been initiated but very little has been carried out. Only those recommendations that did not cost anything have been carried out. Progress has been slow because of the lack of development dollars from D.I.A.N.D. The meager band revenue is used to buy fuel for the elderly in winter, so to date band revenue has not contributed to development. Another factor affecting the rate of implementation is the process of distributing the money budgeted by the

³Questionnaire response, Interview with Jesse Rieber

Department for Indian bands. Presently the District Chiefs distribute the budget based on numbers of people. They do not consider the planning that has been done by Piapot but the more chiefs that become involved in the planning process, the more responsive they will become.

The Department agrees with the band in that not many of the recommendations have been completed. The band has not formally adopted the land use strategy outlined in the body of the report, and recommend dealing with land use or entitlement land are not applicable yet since no land has been transferred to date. The Qu'Appelle question is presently being addressed, and the Qu'Appelle Indian Band Development Association has been set up. Although recommended by the consultant, the implementation of the recommendation was a result of other reasons as well. The new housing recommendation has not been done yet, except the one that suggests that the band should give new housing a top priority. None of the recommendations on the village centre have been acted on to date.

A reasonable rate of progress has been taking place. It is impossible however, to move fast. Other matters of immediate concern have stalled progress somewhat. The change in chief and council meant a lapse in time to adjust to new roles and circumstances. The Qu'Appelle Valley Indian Reserve Development Committee is new and has taken ninety percent of the chief's time. The band does not see the "Book" as a bible. They do not see giving all their actions to the plan. Since the plan has been completed, the band has not formally adopted a mechanism to implement their goals; therefore, the method of the implementation action has not changed much.

5. ACCOMPLISHMENTS

Accomplishments of the planning process and approach are also measures of adequacy. An insight into what the main participants considered accomplishment and shortcomings provide clues for improving the adequacy of the planning process and approaches in the future by focusing attention to these aspects.

Each of the participants (band, consultant and Department) were asked what each thought he gained from the study, then what he thought the other two participants gained from the experience. The results of the interview are listed as follows:

Accomplishments - Department

- told the Department the individual needs of the reserve (B)
- forecast in advance what the problems and needs are to come (B)
- told the Department that bands have not focused on long range planning before (B)
- got spin-off from benefits to the band - education at band level raised - progress has been made (D)
- usefulness of planning has been illustrated to Department staff through their participation (D)
- people in the Department feel called upon to give information on their expertise (D)
- improve sense of satisfaction (D)
- represents something that has been done or accomplished (D)

Note: (B) - Interview with Chief Roland Crowe, Ibid

(D) - Interview with Doug Kerfoot, District Planner, Ibid

Accomplishments - Consultant

- developed his skills so that he could do a better job with the next reserve (D)
- learned many things in working with people and gained experience in group approaches to problem solving (C)

Note: (C) - Interview with Rieber-Kremers and Associates, Ibid

(D) - Interview with Doug Kerfoot, District Planner, Ibid

Accomplishments - Band

- provided the opportunity to say to the council and the Department that these are the things to be looked at (B)
- provided alternatives for solutions to problems, housing, land use, selection, etc. (B)
- knowledge and say as to lands being selected (B)
- study pointed out pitfalls of the C.M.H.C. housing program (B)
- a comprehensive education process was initiated which if sustained, will help the band reach its goals (C)
- the plan gives band confidence to fight for their requests for more financial aid since they have the back-up information. The study puts it in black and white (B)
- planning goals and objectives of the band are being fulfilled, but not the financial goals and objectives (B)
- presented information and gave time to think it over (B)
- showed the band how to communicate i.e. newsletters (B)
- got people really excited (B)

- the chief and council gained awareness; learned how to communicate with band members; outlined responsibilities of chief and council, that they must think ahead two to five years not just today; made them sit up and face reality, to keep in step; and learned about mechanics of long range planning, government system of two year term for council is too short to get development done (B)
- sense of accomplishment (D)
- increase communication (D)
- more of a willingness to express ideas overcoming idea of feeling threatened (D)
- the greatest accomplishment of the process is that the Department has put the band in control by having the band's hire the consultant, not the department as was done in the past (B)

Note: (B) - Interview with Chief Roland Crowe, Ibid

(C) - Interview with Rieber-Kremers and Associates, Ibid

(D) - Interview with Doug Kerfoot, District Planner, Ibid

6. SUGGESTED IMPROVEMENTS IN THE PROCESS

The band considered the approach process followed by the consultant quite adequate and had no suggestions for improvements. However, the chief did provide suggestions for improving the implementation process, these are as follows:

- i) implementation could be sped up with additional dollars;
- ii) additional dollars could come from a supplementary budget given to bands who have recognized planning studies completed, based on the need as identified in plans;
- iii) a supplementary budget would promote bands into conducting planning studies, and those bands that have, would get something out of it for the work put in.

The consultant had no suggestions for improving the process or the approach.

The Department staff interviewed provided the following suggestions on improving implementation of planning studies:

- i) more people need to be involved at District and Band levels;
- ii) Department staff could be keener, but everyone is spread thin in a lot of ways;
- iii) need undivided attention of blocks of time to implement recommendations;
- iv) volunteer workers required at the band level to work on task force;
- v) more money needed for band administration;
- vi) more people needed at band level with skills and interests;
- vii) bands must adopt a mechanism to implement their goals.

APPENDIX III

CASE STUDY NO. 2 RED EARTH INDIAN RESERVE

COMMUNITY PLANNING STUDY

LIST OF TABLES

1. ORIGINAL TERMS OF REFERENCE
2. REVISED TERMS OF REFERENCE
3. RECOMMENDATIONS

CASE STUDY NO. 2

RED EARTH INDIAN RESERVE COMMUNITY PLANNING STUDY

1. MOTIVATION

Two motivating factors appear to have lured the Red Earth Band into preparing a community planning study for their reserve. The first factor pertains to the fact that an adjacent Indian community (Shoal Lake) was engaged in a community planning study in which re-negotiating of an Agreement with the Province for native use of the "Siponak Lease" area was being addressed. Since the Red Earth Band had originally negotiated the lease along with Shoal Lake Band, the Red Earth Band wanted to be involved in the re-negotiation as well, therefore, the Red Earth Band wanted a similar study as Shoal Lake Band's to look at Red Earth's involvement in the "Siponak Lease" area. The second factor that lured the Red Earth Band into a community planning study is the fact that such a study was a requirement for obtaining grant money from D.R.E.E. Western Northlands Development. A gymnasium had been built under the Interim Agreement and before D.R.E.E. would spend any additional money in the community (i.e.) for a new school, sewer and water system for gymnasium, or the dyke road, D.R.E.E. insisted that nothing else was going to go in through them until the band had thought about its future development. The band council felt it expedient to provide the required paper support to gain development funds; therefore, requested D.I.A.N.D.A. Planning Division to initiate the process of a study.

2. PLANNING PROCESS

2.1 Initiation

2.1.1 General Context

The Planning Division of D.I.A.N.D. met with the chief and council in August of 1977. After initial discussions D.I.A.N.D. prepared a terms of reference for a community development plan, a planning consultant was hired in February of 1978 by the band after an intensive consultant selection process. Progress was very slow at the beginning of the study due to many reasons. The chief and council showed little interest in the study. The chief was then involved in a fatal accident which resulted in further delays as a new chief and council were voted in. The new chief was the previous Band Administrator, so knew what had previously transpired, but progress was still stagnated.

The planning consultant tried in vain to follow the terms of reference set out by D.I.A.N.D. Even attempts at the community survey and newsletters were blocked. Meanwhile the same consultant had made progress on the joint regional strategy for negotiations and subsequent development of the "Siponak Lease" and was finalizing the community plan on the adjacent reserve of Shoal Lake. The new chief and council of Red Earth attended the final presentation and came away disillusioned in the superficiality of that planning study. Although the type of study prepared for Shoal Lake was alright for Shoal Lake, it was not right for Red Earth; so they stalled the process even longer by cancelling meetings whenever they were called.

Out of pure desperation, with most of the planning funds exhausted trying to gather information for the background study, the consultant held a final meeting in August of 1978 as a last effort to save the study.

The chief and council brought in another consultant from the Federation of Saskatchewan Indians (F.S.I.) to attend this meeting. At last the major stumbling block was discovered - the terms of reference. The consultant had tried six months to follow the terms of reference, while the band council spent the same time rejecting what was being done.

The chief and council, F.S.I. representative, and the consultant rewrote the terms of reference. Once the chief and council felt they had control of the situation through writing the new terms of reference, the planning process that followed continued very successfully.

2.1.2 Terms of Reference

A) Original

The following are the main objectives of the original study prepared by D.I.A.N.D.:

- 1) The development of a reserve and community plan consistent with the goals and objectives of the band and within the realm of what is attainable with due regard to future capital flows of the band and other program priorities.
- 2) The preparation of a community plan that provides for the future needs of the band over the next fifteen years at the two planning areas. This plan should recognize the cultural heritage and lifestyle of the residents as well as the physical and environmental features of the planning area.
- 3) Identification of all of the relevant physical, social and economic factors (on and off reserve) affecting long range reserve planning.

- 4) The review of the existing reserve and regional economic base and a look at its future potential for native employees and enterprises.

For the entire terms of reference see Table 3.1.

B) Rewritten

The specific study issues that became the focus of the planning study included three areas: agriculture; site planning; and innovative housing.

The following are the study objectives in detail after being rewritten by the chief and council:

- 1) Agriculture and Forestry

- a) Agriculture

- determine and map existing landscape types of vegetation and/or existing land use
- identify agriculture capability for all undeveloped reserve lands
- outline potential agriculture land use opportunities
- recommend an agricultural development program including costs for production, manpower training requirements, identification of potential funding sources and required development to put land into production

- b) Forestry

- determine and map the areas of productive timber
- recommend a timber development program including potential utilization of timber and ability to relate to agricultural clearing

- 2) Site Planning

- a) Central Community Areas

- prepare a base plan of existing development within the vicinity of the school, band office, bridge and housing area

- prepare two alternative plans for this area showing relocation of existing housing, new housing sites, open space, commercial and other land uses as identified by the planning committee and chief and council
- following a review of these alternatives, finalize a plan of the central community area showing the location of potential land uses and services including roads, water and trails

b) Gymnasium

- prepare a detailed site plan for the gymnasium area showing required facilities and planting material

c) Innovative Housing

- prepare an outline of possible housing types which should be explored by Red Earth with emphasis upon the use of local materials
- assist in the preparation of a submission for funding of an innovative housing program

2.1.3 Adequacy of the Terms of Reference

The original terms of reference, when compared with Red Earth Band's objectives described in Section II, identified all of the twelve goals generally and two of the twelve goals specifically. While, the rewritten terms of reference identified only eight of the twelve goals but all eight were specifically related to the band's goals (see Table 1 and 2).

To gain a further insight into the adequacy of the terms of reference, the three main participants in the study were asked to comment on the questions: "Were the terms of reference adequate?; Did they reflect the needs of the band?".

	TO ACQUIRE YEAR ROUND ACCESS			PROVIDE SOCIAL DEVELOPMENT		BECOME SELF-SUFFICIENT					
	all weather roads	a dyke road between the reserves	new bridge	overcome alcoholism	improve education	planning	agriculture feasibility study	forestry study	sawmill feasibility study	sawmill site	cottage industries

1) The development of a reserve and community plan consistent with the goals and objectives of the Band and within the realm of what is attainable with due regard to future capital flows of the Band and other program priorities.						✓						
2) The preparation of a community plan that provides for the future needs of the BAnd over the next fifteen years at the two planning areas. This plan should recognize the cultural heritage and lifestyle of the residents as well as the physical and environmental features of the planning area.	✓	✓	✓				✓	✓	✓			
3) Identification of all of the relevant physical, social and economic factors (on and off reserve) affecting long-range reserve planning.				✓	✓							
4) The review of the existing reserve and regional economic base and a look at its future potential for native employees and enterprises.							✓	✓	✓	✓	✓	✓

The Red Earth Band felt that the original terms of reference was the main hang up - it was not relevant. The terms of reference has to come from the people. The council felt in control when they started from scratch to develop the terms of reference (the rewritten terms of reference). "The study took two years to get started because the original terms of reference was inadequate" (Chief Alvin Head, Personal Communication).

The consultant's view is that the original set were not adequate, but the second (the rewritten terms of reference) were adequate. "The initial terms of reference clearly did not reflect the ultimate needs of the band. This can be attributed to three factors: a change in band leadership during the course of the study; a lack of education (for the original chief and council) as to the real purpose and potential of a community planning study; and a poor understanding on the part of Indian Affairs, of the most serious problems and concerns at Red Earth" (Andrew Hanna, Personal Communication).

The Department's view as to the adequacy of the terms of reference is that the original set did reflect the needs of the band as outlined by the initial chief and council; however, when the chief died and the council changed in the subsequent election, the new chief and council had other ideas as to what was needed on the reserve (Earl Kreutzer, D.I.A.N.D. Personal Communication).

2.2 Consultant's Approach to the Planning study

2.2.1 Background Study

A. Information Gathering

The planning consultant, short of time and funds to complete the study, sent two planners in October to "live in" the reserve for a two week

intensive study period. The two planners set up one office in a house trailer (teacherage) and another in a house. The study team gathered all base data on site by direct observation. Approximate scaled maps were prepared and areas of flooding, circulation patterns, unfit wells, etc. were plotted.

B. Community Involvement

After five days, the band members realized that the new occupants of the house were not Department officials or R.C.M.P. Officers. Once the band members understood why they were there, they began to drop in to talk about the problems on the reserve.

The chief arranged public meetings and they were well attended. A housing survey was done by the planning assistance appointed by the chief and council. A newsletter was prepared by the consultant in English and Cree Syllabics, with approval by council.

2.2.2 Plan Preparation

Public meetings were held in the second week, options presented, and discussions were made indicating the direction the band should take. At the end of the two week intensive program, the site plan for the community was finalized and the agricultural report was completed. The community site plan indicated areas for future development, housing conditions, flood-prone areas, and an inventory of all existing structures and services. The phased agricultural development program indicated suitable areas for development, proposed agricultural operations, required physical infrastructure, and potential funding sources.

The gymnasium site design was excluded from the program, as architectural drawings had not been produced at that point for the adjoining school.

There was no final plan or document as in a traditional study. Wall maps were prepared during the two weeks on the reserve and formed the basis of the final product prepared by the consultants. Definite direction was provided for future development rather than wordy recommendations.

Seventy percent of the time spent on this project was spent gathering information for the terms of reference prepared by D.I.A.N.D., the same one the new chief and council rejected. Twenty percent of the study time was spent preparing background information with the final ten percent of the time used for meetings, reviews, and presentations.

2.2.3 Adequacy of the Consultant's Approach

To gain a further insight into the adequacy of the approach, the main participants of the study process (band, consultant and Department) were asked to comment on the adequacy of the approach followed during the study.

A. Information Gathering and Communications

The band felt that the approach was adequate once the terms of reference was straightened out. The time spent in general was inadequate, there was not enough time to look into problems in detail. The time spent on the reserve by the consultant was excellent, more than ever has been spent before by a consultant, but that too was too short. Information was gathered by using a questionnaire which was good in a sense, you get what you can, but not adequate by itself.

The open general workshops held twice a week and the drop-in center provided an excellent communication opportunity. These provided a general invitation for people to ask questions and give opinions. The band members were intensively involved during the two week period when the consultants were living on the reserve and when the housing survey was

done by the band planning coordinator; however, the people did not know really what was happening. "The people were involved yet not. The council knew what was happening all the time, but the people never did" (Chief Alvin Head, Personal Communication).

The consultant felt that the "living in" approach at Red Earth worked very well for communicating with band members and developing solutions to band problems, although not suitable for all reserves, this process appeared tailor-made for the Red Earth situation. The overall drawback of this study was a waste of time and money spent in the initiation stage of this study. Eighty percent of the time was spent on the regional study and the community study, the latter of which was thrown out. Of the remaining percent of the time, sixty percent was spent on the community site plan and forty percent on the agricultural plan. Seventy percent of the time was spent on information gathering, twenty percent of the time was spent on the reserve preparing the background information and ten percent of the time was spent holding meetings, reviews and presentations. The time spent for the last segment was felt to be inadequate and should be increased somewhat (Doug Clark, Consultant, Personal Communication).

The Department's view of the approach followed at Red Earth is that it is quite adequate. The Department's emphasis, band participation and maximum contact between the consultant and the community. The "live in" approach has been one of the most intensive efforts made to date to improve communication between band members and a consultant.

B. Plan Preparation

The band regards the final product as a directional plan prepared by the band for their reserve with the technical help of the consultants;

therefore, there are no recommendations as such, just direction and the band is following them. The final document and maps are working documents and are adequate -- "did not want a bulky unpractical report to gather dust on a shelf" (Chief Alvin Head, Personal Communication).

The consultant felt that because there was no final report that the final product was not as professional as it should have been; however, since eighty percent of the time and money had been spent initiating the study, the final product is as good as could be expected.

The Department has had some concern with the final product in that it provides insufficient information for follow up studies (i.e.) community site plan has no written explanations as to what graphics represent. This means the consultant must be contacted whenever additional information is required.

3. RECOMMENDATIONS

3.1 List of Recommendations

Recommendations or direction provided by the consultant for Red Earth Band to achieve their goals were presented in the following methods:

- 1) Regional planning study for the Shoal Lake and Red Earth Indian Bands 1978 - a document that deals with the "Siponak Lease" question.
- 2) Agricultural Development Program - a document that deals with agriculture and forestry on the reserve.
- 3) Wall maps indicating direction development should take in the community center areas.
- 4) Proposal document for an innovative housing study - recommendations put forth by the planning consultant are tabled in the following matrices (see Table 3). Do they reflect the goals and aspirations as set out by the band? Are they being implemented? Is implementation reflecting these needs?

TABLE 3
RECOMMENDATIONS

REGIONAL REPORT	IMPLEMENTATION STATUS IN JUNE 1980	INITIAL PROGRESS LET	TO ACQUIRE YEAR ROUND ACCESS	PROVIDE SOCIAL DEVELOPMENT	BECOME SELF-SUFFICIENT
1) Establish an interim lease agreement for the 1978 Siponak lease area.	✓	✓	all weather roads a dyke road between the reserves new bridge	overcome alcoholism improve education	planning agricultural feasibility study forestry study sawmill feasibility study sawmill site cottage industries renew "Siponak Lease"
2) Undertake a resource development plan for the area.	✓	✓			
3) Secure meaningful Band involvement in the development of the plan.	✓	✓			
4) Immediately investigate the needs and establish programmes for the rehabilitation of water control.	✓	✓			
5) Re-cycle the proposed cow-calf operation submission which was forwarded to the Saskatchewan Indian Agricultural Program. Examine the proposal, determine its suitability and update its material.	✓	✓			
6) Encourage the active participation of Band members in the regional logging industry by bringing together industry management and the bands to review a joint program of involvement.	✓	✓			
7) Undertake an economic feasibility study for the development of a major North American marketed waterfowl hunting camp.	✓	✓			
8) Determine potential mineral extraction programs, manpower needs and required Band members training in order for full Band member participation in such new ventures.	✓	✓			
9) Develop a major management function for implementation of recommendations for the coming from the resource development plan. Attempt to relate Band training towards management skill needs.	✓	✓			
INNOVATIVE HOUSING PROPOSAL					
1) Assessment of existing housing condition and indication of problems as perceived by the resident and the consultant.	✓	✓			
2) Housing workshop to examine alternative housing design models and construction methods. Identification of local materials for construction purposes and methods of utilizing this material.	✓	✓			
3) Climatic analysis and determination of optimum heating methods, insulation levels and orientation. Recognition of constraint areas for housing construction.	✓	✓			
4) Potential servicing types and phased connections to housing.	✓	✓			
5) Alternative housing designs, schematic working drawings, cost analysis and method of construction.	✓	✓			

3.2 Adequacy of Recommendations

In order for the recommendations put forth by the consultant to be adequate they must reflect the goals and aspirations of the band and be practical enough to be implemented by the band. After comparing the recommendations of the consultant with the goals and objectives of the band, it is clear to see that eleven of the twelve goals are reflected in the recommendations (see Table 3).

To gain further insight into the adequacy of the recommendations the three main participants in the study were asked the following question. "Do you feel the study met the goals and objectives of the Indian people?" The following is the response given. The band felt that the results of the study did meet their goals and objectives because they are carrying out what they proposed to do and everything is falling into place. As far as getting money, that is not what it was all about, it was to give a sense of direction. The community is happy with the recommendations, the consultant felt that the goals and objectives of the band were met as well.

The Department feels that the results of the study did meet the goals and objectives of the terms of reference; however, the band would have liked a little more specific analysis on the economic site. The innovative housing proposal was by far the most important thing that came out of the study (Ray Davie, D.I.A.N.D., Personal Communication).

4. IMPLEMENTATION STATUS

Adequacy of the process and the approach is ultimately evaluated by the subsequent results of the study. There are many pragmatic and esoteric accomplishments and shortcomings during the process as well; however,

the pragmatic accomplishment can best be measured in the number of actual recommendations carried out after the study is complete. This is the quantifiable measurement of the adequacy of the planning process and approach.

There were 39 recommendations or directions provided as a result of the planning study at Red Earth. Of these, eight have been completed, six are in progress, nine are initiated, and sixteen are not applicable yet do to lack of time to implement phasing as of June, 1980 (see Table 3).

Further insight into the adequacy of the planning process and approach was gained through interviews with the band and Departmental staff. The following questions were asked: How many of the recommendations have been carried out and why? What is the rate of progress and what factors do you think have affected that rate of progress?

The band feels that they are progressing quickly. The dyke road and the bridge were built last fall. Innovative housing Phase I is complete, Phase II is beginning. Phase I of the "Siponak Lease" is complete, Phase II is coming-up. They contribute their success to the following factors:

- 1) Being realistic, practical and staying within their limits.
- 2) Their approach of submitting realistic proposals that represents all the band members not an individual is respected by the Department resulting in Department's support.

The band believes they are following the direction set out in the study, right on. "Not too much and not too little is being accomplished" (Chief Alvin Head, Personal Communication).

Progress on Red Earth Reserve is seen in the long run as moderate by the District staff since the planning study has been completed; however,

the rate of progress is in leaps and bounds compared to what was happening before the study. The band is almost finished with the flooding problem; innovative housing second phase is beginning; forest inventory studies complete; three economic development proposals have been submitted to D.I.A.N.D.; sewer and water for school and gymnasium with extensive piped in water is complete; and a new lease for Siponak Lease area has been drafted up, rewriting the Agreement to build in conservative measures, including a conservation manager.

The contributing factors to the increased rate of progress are:

1) more active development conscious chief and council; 2) the chief follows up on everything; 3) the chief and council put forth realistic proposals to the Department that are practical; 4) the band has made requests for construction of the dyke road for many years, with no action. The planning study provided the substantiation and provided a focus on to the urgency of the situation, as a result the dyke road is now under construction; and 5) proposals are practical, therefore, the Department responds favorably because they can see that the money spent will have a positive return.

Progress to date is pretty good to this point. There has been a lot of activity. A lot of Department people resources and planning dollars have been spent on the reserve. The progressiveness of the chief and council has been the backbone of success for the Red Earth Reserve. The unfortunate part of the study was initial money went down the drain (Ray Davie, D.I.A.N.D., Personal Communication).

5. ACCOMPLISHMENTS

The adequacy of the planning process and approach can also be measured by what was accomplished when the bands chose to follow the planning process. An insight into what was emphasized as being good or bad may also provide clues into improving the adequacy of the planning process approach in the future.

Representatives of the three main participants in the process (the bands, the consultant and the Department) were questioned in an interview as to what each thought he gained from the study, then what he thought the other two participants gained from the experience. The results of the interviews are as follows:

Accomplishments - Department

- informed the Department what the band wanted and provided reasons for the needs (B)
- made it easier on the Department to react on requests because it provides the back-up information (D)
- provided documentation for base budgeting and for five year forecasts (C)
- opportunity for innovative planning (C)
- opened communication up with the Department (B)
- opened their eyes as to the need for preplanning and suitable terms of reference (C)
- made the Department aware of the autoecious conditions of squawler and complete lack of pride in the community. The people had just given up! (C)

Note: (B) - Interview with Chief Alvin Head, Ibid

(C) - Interview with Doug Clark and Andrew Hanna, Ibid

(D) - Interview with Ray Davies, D.I.A.N.D., Ibid

Accomplishments - Consultant

- money (B)
- prestige - contact for more jobs (B)
- documenting housing situation leads to another study (C)
- chance to try a new approach (live in). Worked well, since used a modified approach (C)
- chance to try an agricultural development, work, unique as to scale (C)
- learned a lesson in that unless there is preplanning done there is little use in their going in, unless it is a total case of expediency (D)
- a good knowledge and experience working with Indian people (B)

Note: (B) - Interview with Chief Alvin Head, Ibid

(C) - Interview with Doug Clark and Andrew Hanna, Ibid

(D) - Interview with Ray Davies, D.I.A.N.D., Ibid

Accomplishments - Band

- gave the band council a direction in which to move - very important without it the council is stalmated (B)
- provided a balance sheet for funds to get things going (focus) (B)
- provided well constructed approach to development (B)
- gave the band experience in planning (B)
- complete inventory of condition and shape the community was in (C)
- provided quick answers to basic concerns of the band (C)
- documented need for economic development: proposals for self-sufficiency and self-respect (C)
- good negotiation strategy for "Siponak Lease" (C)

- dyke road and new bridge started (C)
- prototype housing (C)
- forestry industry started up again (C)
- got a plan that the community will support (C)
- gave the band ammunition to proceed in the direction they wanted to go (D)
- gave those involved a sense of achievement (B)
- provided an insight into what was happening and what the band could do for themselves (B)
- expanded their own potential and expectations (B)
- motivated the people - gives them hope that better things are to come (B)
- lots of disagreements, got the reserve talking (B)
- brought people out to work cooperatively so that no one was stepped on or left out (B)
- promoted a sense of confidence in band council, when strengthens the band (B)
- the study contributed to confidence in the chief and council which has resulted in more social control on the reserve, less shootings, knifings, and emergencies, than before (D)
- help to get the chief elected since he had the confidence of the people (B)
- the very young (no one over 25 years of age) and very well educated (all have some high school training) council got exposed to structured decision making process (D)
- raised pride and self-esteem (C)

Note: (B) - Interview with Chief Alvin Head, Ibid

(C) - Interview the Doug Clark and Andrew Hanna, Ibid

(D) - Interview with Ray Davies, D.I.A.N.D., Ibid

6. SUGGESTED IMPROVEMENTS IN THE PROCESS

6.1 Band's Approach

- 1) The chief and council should initiate the study:
 - i) write the terms of reference
 - rate of progress
 - realistic proposal
 - practical to implement within band's limits and expectations
 - consultant to return once a year for reviews
 - ii) D.I.A.N.D. review terms of reference
 - rewrite in technical terms if necessary
 - iii) chief and council select and hire a consultant
- 2) Arrange a general meeting and workshop to introduce the consultant to the membership.
 - assure the band knows that the consultant is working for the band and not visa-versa
- 3) Let the people take it from there. If they are interested they will keep it going.
- 4) Chief and council administers the plan prepared by the people.
- 5) Review the plan once a year to keep interest up. The consultant to come back at this time to help set up guide-posts and check off the progress being made.

6.2 Consultant

There should have been preplanning work done by the Department as to what the band could get out of the study. Make sure the bands know what they want. The preplanning should be an educational process but flexible because every band is different.

Background Study

- i) Ensure that the issues and concerns expressed in the terms of reference clearly and accurately reflect those of the community.
- ii) First week - Preparation - Information Gathering
 - meet with chief and council and people
 - prepare base maps
 - hold two or three seminars, pertaining to important issues
 - flood the reserve with information
- iii) "Live in" Plan Preparation
 - two week intensive stay on the reserve
 - work on solutions only
 - an individual should be on the reserves and coordinate the information
- iv) Plan Preparation
 - one week to put everything together in one package
- v) Retainer
 - return to answer questions, attend meetings, and to conduct detailed studies
 - study costs - if a study is funded at \$30,000 retain \$10,000 for retainer work

6.3 D.I.A.N.D.

- i) Never send in a planner with a weak chief and council
- ii) Start prioritizing projects the band wants to go ahead with before the planner arrives on the scene. This requires a full time District Planner to do the follow up.

- iii) If a reserve does not see a comprehensive plan as being a tool to help the reserve, it is a waste of time.
- iv) If the planning study is motivated by a capital project, plan the project only, otherwise you are wasting your money.
- v) Work more to involve the communities.
- vi) It will be a long time before we have any successful model community plans because bands are not ready.
- vii) It is imperative to have a more progressive chief and council with abilities to make policy decisions and requests. Without such leadership the studies are not much good.
- viii) In order to have the Department respond favorably to the planning study, recommendations (by supplying development funds) band should:
 - pick out specific things and proceed on a project by project basis (priorize projects);
 - do not say here is our plan to the Department now what are you going to do about it.

APPENDIX IV

CASE STUDY NO. 3 THUNDERCHILD INDIAN RESERVE

COMMUNITY PLANNING STUDY

LIST OF TABLES

1. TERMS OF REFERENCE
2. RECOMMENDATIONS

CASE STUDY NO. 3

THUNDERCHILD INDIAN RESERVE COMMUNITY PLANNING STUDY

1. MOTIVATION

The chief of the Thunderchild Band indicated that the planning study was requested by the band because the socio-economic situation on the reserve was deplorable. The members were crying for more houses and better sanitation and employment on the reserve. The planning study was seen as a means of helping themselves (Chief Andrew Patty, Personal Communication).

The District Superintendent of Community Affairs for the Department, North Battleford District, commented that he thought the band wanted to have a look at themselves to see what they wanted and what was obtainable. The chief and council saw the planning process as an opportunity to get direction from band members as to how the community should be developed in the future (Arun Dighe, D.I.A.N.D., Personal Communication).

2. PLANNING PROCESS

2.1 Initiation

2.1.1 General Context

The Planning Division of D.I.A.N.D. met with the chief and council in July of 1976, on the request of the District staff of D.I.A.N.D. At the meeting Chief Winston Weekusk indicated that the community was in need of a long range community plan to provide a framework for a number of programs now being managed by the Department. The next meeting was held on December 2, 1976 to decide on the contents of a terms of reference for the study. Terms of reference were prepared by the Department and

forwarded to the band on December 21, 1976. The proposal call went out on January 28, 1977 and a meeting was held on March 4, 1977 to select a planning consultant. The selected consultant was interviewed at a meeting on March 16, 1977.

2.1.2 Terms of Reference

The following are the objectives of the study:

- 1) Preparation of an overall residential development plan that recognizes the short and long range community needs, with due regard to cultural heritage, and lifestyle of the residents, as well as physical and environmental features of the planning study.
- 2) Preparation of a site plan for an integrated sports and recreational activity centre, band administrative building, laundromat, store and coffee shop, and a school complex within the framework of overall community development structure that can be serviced by an integrated water and sewer system.
- 3) Identification of all the relevant physical, social and economic factors (internal and external) affecting long range residential development.
- 4) Identification of suitable locations for a senior citizen's residence and a combined service station (gas bar and garage).
- 5) The development of a tourism and resort plan on Reserve No. 115C along the Turtle Lake shoreline.
- 6) The development of a community plan consistent with the goals and objectives of the band and within the realms of what is attainable with due regard to future capital flows of the band and other program priorities.

2.1.3 Adequacy of the Terms of Reference

The adequacy of the terms of reference is dependent on how well it identifies the goals and objectives of the Indian people concerned. Comparing the Thunderchild terms of reference objectives to those indicated in Section II reveals that all of the band's goals and objectives were reflected in the terms of reference (see Table 1).

The present chief of Thunderchild stated that he thought the terms of reference were fairly good, but broad in scope. Comments on the terms of reference were not received from the consultant hired by Thunderchild Band.

2.2 Consultant's Approach to the Planning Study

2.2.1 Background Study

A. Information Gathering

During mid 1977 a community, educational, and housing survey was conducted. Questionnaires were prepared in consultation with the band and were structured to allow translation into Cree. Band members distributed the surveys, and final percentage calculations were prepared by the consultant. The surveys were well received and provided the band council and consultant with a comprehensive overview of the conditions and attitudes of the Thunderchild people.

Visits to the reserve were made by all members of the consulting team to record existing conditions, observe prevalent wildlife and vegetation types and for an economic and agricultural assessment.

TABLE 1

Betterment of the Band	- economic development	- minimize inadequate housing	- develop primary and secondary industry and business	- develop administrative designs for all business and Band Admin.	- School	- Band office	- Post Office	- Develop land use policies	- Develop Band Farm	- Use timber on reserve for housing materials
Preparation of an overall residential development plan that recognizes the short and long range community needs.		✓								
Preparation of a site plan for an integrated sports and recreational activity centre, Band administrative building, laundromat, store and coffee shop, and a school complex within the framework of overall community development structure that can be serviced by an integrated water and sewer system.					✓ *	✓ *	✓ *			
Identification of all the relevant physical, social and economic factors (internal and external) affecting long range residential development.	✓	✓ *	✓							
Identification of suitable locations for a senior citizens' residence and a combined service station (gas bar and garage).										
The development of a tourism and resort plan on Reserve No. 115 C along the Turtle Lake shoreline.	✓									
The development of a community plan consistent with the goals and objectives of the Band and within the realms of what is attainable with due regard to future capital flows of the Band and other program priorities.				✓				✓	✓	✓

Mapping was prepared with the help of aerial photography to scales of 1 inch to 1,000 feet. All descriptive mapping for this study was prepared to a metric scale of 1:20,000. Contour intervals were at 25 foot intervals. Several government departments and utility companies were contacted for mapped data.

B. Community Involvement

Workshops that were held through the duration of the project provided an opportunity for personal contact between band members and the consultants. Undocumented data and personal opinion provided the necessary feedback on all the planning areas. The continuous liaison provided band exposure and understanding of the planning process and implementation procedures vital to band self-development.

2.2.2 Plan Preparation

A series of recommendations concerning aspects of land use and development on the reserve are depicted in a series of detailed maps rather than in the form of lengthy reports. The consultant believed that the type of graphic materials contained in these maps provided a more effective means of communicating the planning process to the people of Thunderchild, to whom the entire Master Plan was directed.¹ A phased development plan was prepared for a period of fifteen years, consisting of one three-year plan and three four-year plans.

¹New Thunderchild Community Development Plan
Douglas J. Cardinal Architect Ltd.
1601 8830 - 85 Street, Edmonton, Alberta p.35

2.2.3 Adequacy of the Consultant's Approach

The adequacy of the technical aspects of the approach depend on whether the proper information was gathered, whether proper communication was made with band members, and that the final plan is readily useable by the band as a tool to implement the recommendations.

When the chief of Thunderchild was interviewed and questioned as to the adequacy of the process he expressed that more consultation with non-staff members would have been better. As a result, many members thought that the things proposed would never happen - all talk and no action. Newsletters would have been good to keep people aware. Other problems with communication resulted when students were used to conduct surveys and could not speak Cree, the surveys had to be redone by someone who understood both languages.

"The consultant never followed the terms of reference prepared entirely. There was not enough money to follow the terms of reference to do a more complete study" (Chief Andrew Patty, Personal Communication).

The Department's concern with the approach is based upon two factors. The first factor was the lack of communication between the consultant and the Department during the study, and the fact that the consultant never completed certain aspects of the community plan that were specifically asked for in the terms of reference.

A problem expressed by the band as to the overall process concerns the lack of preplanning before the study began. The band did not know what planning was all about. The council should have known what could be done and what could not be done in many areas of the study.

3. CONSULTANT'S RECOMMENDATIONS

3.1 List of Recommendations

"Recommendations have been depicted in a series of detailed maps rather than in the form of lengthy reports."

- recommendations in the report that refer to the maps are listed on the following matrix (see Table 2).

3.2 Adequacy of Consultant's Recommendations

The goals and aspirations of the band must be reflected in the recommendations if they are to be considered adequate in providing direction to fulfill those goals. Practicality of the recommendations is also a measure of adequacy for if the band cannot implement the recommendations then they are of little benefit.

Comparing the recommendations of the consultant with the goals and objectives of the band as outlined in Section II, indicate that seven of the eight goals are reflected in the recommendations (see Table 2).

Further insight into the adequacy of the recommendations was gained through interviews with the band and the Department when each were asked; "Do you feel the study met the goals and objectives of the terms of reference?".

The chief of the band felt that the goals and objectives in some areas were met, but fell short in other areas due to lack of funds. Band members as stated earlier thought that the things proposed would never happen. Some of the community were happy with the recommendations, but some recommendations further down are unrealistic in place and timing (Albert Angus, Thunderchild Band, Personal Communication).

The Department at the District level thought the recommendations were glamorous and is basically being shelved because more information is required (Alan Bonneyville, Economic Development, D.I.A.N.D., Personal Communication).

4. IMPLEMENTATION STATUS

There were 58 recommendations provided as a result of the planning study prepared for Thunderchild Band. Of these, eight have been completed, five are in progress, three are initiated and 42 are not applicable yet due to lack of time to implement (i.e. phasing) (see Table 2).

The implementation status of the recommendations put forth is an indication as to the adequacy of the process and approach followed during and after the study. The band and the Department were asked to comment on the following questions: "How many of the recommendations have been carried out and why?; What is the rate of progress, and what factors do you think have affected the rate of progress?".

The band indicated that none of the recommendations have been implemented to date. The chief of Thunderchild Band feels the reasons for lack of progress is due to the fact that there is no economic base on the reserve to provide financing required to implement any of the recommendations. Until there are dollars to fund programs to administer implementation there is no sense starting anything. There must be management in order to carry things forward, management costs money nowadays since it is difficult to get volunteers. Capable reserve members cannot wait for things to happen or money to become available, they end up leaving the reserve. The band needs a hammer to work with and needs funds to get things initiated.

The Department at the District level suggested that some recommendations are being implemented, for instance, housing - old folks home, gymnasium, new school, water delivery, garbage pickup, and there has been a focus on a sawmill operation to supply housing material (Arun Dighe, D.I.A.N.D., Personal Communication).

Progress has not taken place too fast because of political problems on the reserve, however, progress is better now than before the study. Implementation depends on: 1) how much the Department and bands use the studies; 2) how much money is made available from the District; 3) a lot of external and internal factors that vary with each band; 4) the practicality of recommendations as to the resources available.

Implementation is also slow on Thunderchild since more information is required in a lot of areas before projects can be acted upon. The study in many ways was too general.

5. ACCOMPLISHMENTS

Each one of the participants (band, consultant and Department) were asked what each thought he gained from the study, then what he thought the other two participants gained from the experience. The results of the interview provide insight into areas that may require more emphasis in certain steps of the process as follows:

Accomplishments - Department

- identified the specific needs of the band (D)
- a tool for the council to use to inform the Department of the direction the band wish to go in (D)
- made five year forecast easier (D)
- improved interdepartmental relations by pulling the various divisions together when reviewing plans (D)

Note: (D)- Interview with Arun Dighe, D.I.A.N.D., Ibid

Accomplishments - Consultant

- dollars (D)

Note: (D) - Interview with Arun Dighe, D.I.A.N.D., Ibid

Accomplishments - Band

- made people aware of economics where money is being spent (B)
- good guidelines for formulating plans (B)
- raised hopes especially with old folks (B)
- put idea in head that band is heading for better things rather than worse (B)
- realized lots can be done for reserve (B)
- got gymnasium out of it for recreation and cultural purposes (B)

Note: (B) - Interview with Chief Andrew Patty, Ibid

6. SUGGESTED IMPROVEMENTS WITH THE PROCESS AND/OR APPROACH

6.1 Band's

- 1) Preplanning is necessary in order that the council understands what can be done and what cannot be done. A band considering a planning study should have a workshop to discuss what one can expect. Consultants, D.I.A.N.D. staff, and leaders of the other bands which have had studies should be in attendance.
- 2) More communication is required with non staff members of a band during the study. This may be achieved through: a) newsletters to keep people aware; b) having the progress of planning studies reported in the "Saskatchewan Indian" (Periodical). This would give the study more credibility and attention thus raising interest of local members in the study.

- 3) Once the studies are complete there should be ongoing aid for self-determination: a) a facilitator is needed to explain to band members what the plans are all about, and point out facts (ie) why houses should be located in certain areas and explain other policies; b) a hammer is needed to work with and funds are required to initiate plans.
- 4) Once the study is complete people should be getting together for more planning meetings: a) meeting should be held to discuss what phase the recommendations are in, in order to keep people aware of progress and interested in planning process; b) more meetings are required with government and other sponsoring agencies for input they can provide in achieving goals.

6.2 Department District Staff

- 1) Preplanning awareness is required.
- 2) More general band membership meetings would be helpful.
- 3) The plan should be updated as an ongoing process. The update would be used as an educational tool to keep the people involved in the planning process. This would allow the band to get more out of the study and keep the ball rolling after the initial thrust by the consultant.

APPENDIX V

INTERVIEW QUESTIONNAIRES

QUESTIONNAIRE "A" F.S.I. EXECUTIVE

1. What are the main development goals and objectives of the Federation of Saskatchewan Indians for the Saskatchewan Indian people?
2. What are the land use goals and objectives?
3. What are the main problems in land use development on the reserves?
4. How do you think reserve land should be used in the future?
5. Do you think land use planning studies are required on Indian Reserves?
Why?
6. Why do you think planning studies are being prepared for Indian Reserves?
7. Is the right process being followed by the planning consultants to aid the bands to meet their goals and objectives? Why?
8. What you you think the planning studies accomplish for the band?
for the Department?
9. Was the money spent, spent wisely?
10. Do you think the programs being implemented now as a result of the planning studies are meeting the goals and objectives of Indian people?

QUESTIONNAIRE "B" CHIEF, COUNCIL AND BAND

1. What are your band's main development goals and objectives?
2. What are the land use goals and objectives?
3. What are the main problems with land use development on the reserve?
4. How would you like to see the land used in the future?
5. Did you request a planning study for your reserve? Why?
6. Why do you think the planning study was prepared?
7. Briefly describe the process followed during the study.
8. Was the terms of reference adequate? Did it reflect the needs of the band? How could it be improved?
9. Did the consultant follow the terms of reference?
10. Was the process followed adequate? What would you like to have seen done differently? What would you like to have seen done more of?
11. Do you feel the result of this study met your goals and objectives set out in the terms of reference?
12. What do you feel was accomplished by the study for you?
For the band? For the Department?
13. Was the money spent, spent wisely?
14. Was the community happy with the direction recommended?
15. How many of the recommendations have been carried out?
16. Why do you think the progress has taken place so quickly?
or slowly?
17. How do you think the progress could be sped up?
18. Do you think the programs being implemented now as a result of the planning study are meeting the goals and objectives of Indian people?

QUESTIONNAIRE "C" DEPARTMENT

1. From the Department's point of view, how should Indian bands be developed?
2. What problems do you see in land use development on Indian reserves?
3. How do you think Indians feel about land use development on their reserve?
4. Do you think planning studies are required on Indian reserves?
5. Why do you think planning studies have been prepared on Indian reserves? If the band is not given the funds, would they have done it?
6. Was the process followed during the study adequate?
7. Do you feel the results of the study met the objectives set out in the terms of reference?
8. What do you feel was accomplished by the study for the bands?
For the Department?
9. Was the money spent, spent wisely?
10. How many of the recommendations have been carried out? Why?
11. Describe the rate at which progress is taking place.
12. How could implementation of the recommendation be sped up?
13. Do you think the programs being implemented now as a result of the planning studies meet the goals and objectives of the community?
Indian people? Department?

QUESTIONNAIRE "D" CONSULTANTS

1. What are the main problems with the land use development on the reserve?
2. Why do you think the planning study was prepared for the reserve?
3. Briefly describe the process followed during the study.
4. Was the terms of reference adequate? Did it reflect the needs of the band?
5. If you had a chance to repeat the study, what would you do differently in regard to the process?
6. What percentage of time was used to conduct each phase of the process?
7. Was the funding adequate? What would you recommend?
8. What do you feel was accomplished by the study? For you? For the band? For the Department?
9. Was the money spent, spent wisely?
10. Do you feel the land use recommendations met the development goals and objectives of the Indian people?

APPENDIX VI

SAMPLE TERMS OF REFERENCE

PIAPOT BAND
COMMUNITY DEVELOPMENT PLAN
TERMS OF REFERENCE

Piapot Band
Reserve No. 75
Saskatchewan
November, 1977

1. PURPOSE

The Piapot Band Council is faced with a number of immediate and pressing issues affecting the entire population of the reserve community. The band is located in one of the prime agricultural and recreational areas of the Qu'Appelle River Basin; an area which is subject to a comprehensive environmental management and tourism/recreational development program under the Federal/Provincial Qu'Appelle Implementation Board. Due to special status of Indian reserves most of the land use management and resource studies in the Qu'Appelle River Basin are being carried out with the exclusion of the reserve lands.

There are indications that a large block of funds may be available for community improvements associated with tourism resource development in the Qu'Appelle Valley environmental management area. This is subject to proper planning and soundness of the proposals in the context of the valley area. The Qu'Appelle River meanders through the Piapot reserve land. The controlled flow of water subjected some of the reserve land to flooding in the past. Some lands are low lying and with proper drainage and planning they can be brought under productive use. The natural landscape vistas of the reserve and its accessibility to major population centers provide an opportunity for tourism and recreation development, specifically in the area of ski slopes, cross country ski trails and picnic areas, etc.

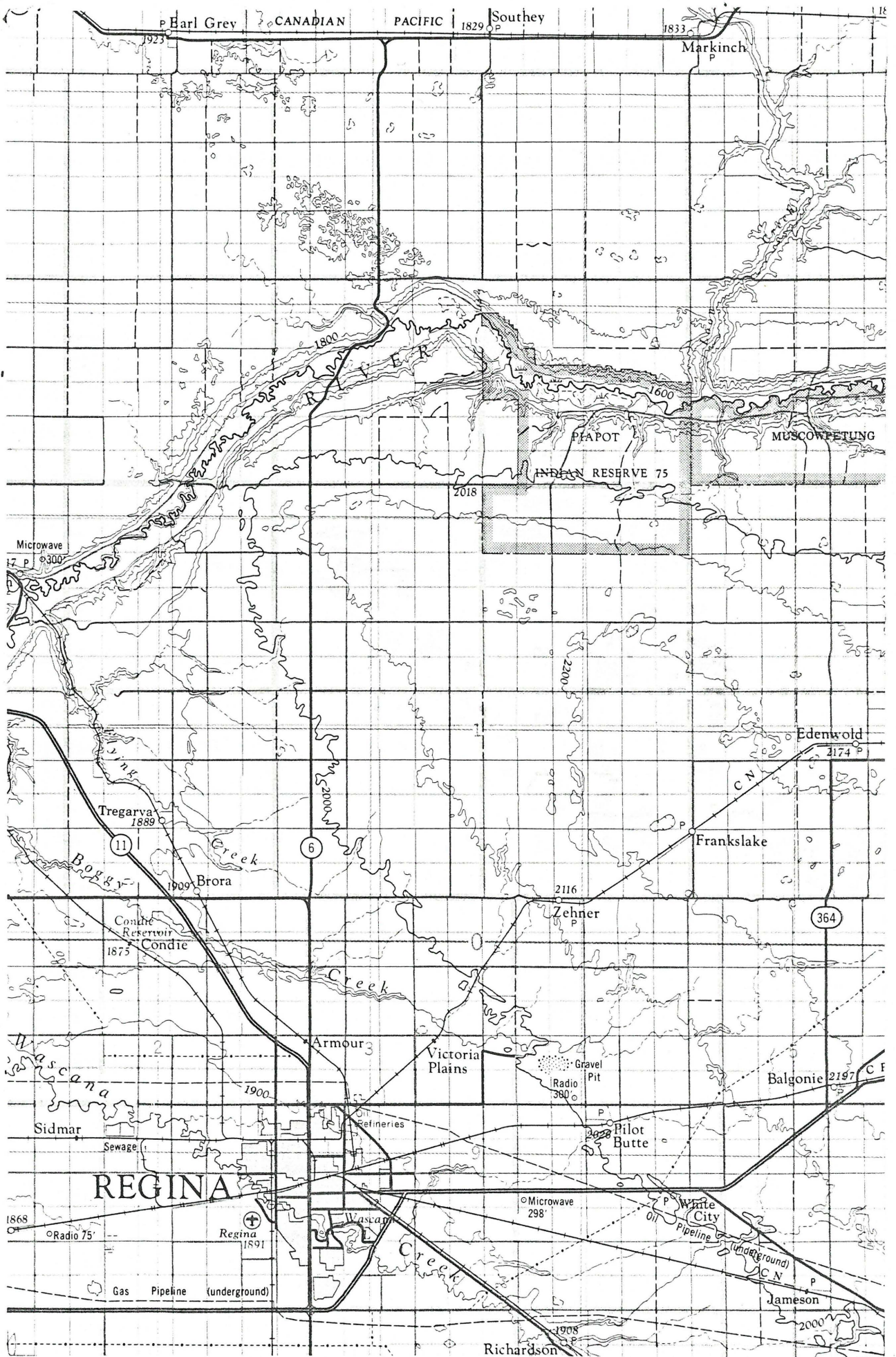
The Piapot Indian Band occupies Indian Reserve No. 75 with a total acreage of 19,222. The population of the band as of December, 1976 is 757. The band is within 20 miles of the City of Regina. The proximity provides an opportunity for the band members to seek employment opportunities in

the city without having to uproot themselves from the reserve community. Equally, with given opportunities appropriate reserve facilities could be an attraction for the city dwellers.

The band council has been pressured by an increasing need for residential development on the reserve. Future residential development dictates an overall land use policy concerning its servicing needs, allocation of designated areas of growth and protection of most productive and ecologically fragile lands.

Piapot is one of the fifteen bands in Saskatchewan which has established an entitlement for 58,215 acres of land under the outstanding treaty rights. The council is in the process of development policies on which to base their land selection process. The land to be chosen must have economic value in that it must comply with the overall long range developmental needs of the reserve community. A detailed natural, economic and environmental investigation of potential lands will have to be carried out to assist the chief and council in their land selection decision making process.

The chief and council have identified a need for an overall community complex to accommodate desired recreational and cultural activity facilities. The planning study will investigate the community recreational needs, the type of facilities, a suitable location for the complex, its size, servicing needs, funding and phasing of development. The facility must be planned in the context of future community structure and the direction of growth.



2. STUDY AREA

The study area includes all of Piapot Indian Reserve No. 75 and other areas within the region that may have direct or indirect influence on the reserve socio-economic growth. It should also include potential lands to be investigated for the bands entitled 58,215 acres in its selection and decision making process. The study must relate to the whole reserve from a functional, social, economic and environmental standpoint. For the Piapot Reserve and entitled lands a detailed investigation and comprehensive community land use development plan is required in accordance with the terms of reference.

3. OBJECTIVES

- 1) Preparation of a community plan that includes the existing reserve community as well as new entitled lands for the overall environmental, recreation, community core and housing, resources use (eg. agriculture, mining, tourism, etc.) and other requirements dictated by the study.
- 2) Identification of all the relevant physical, social and economic factors (internal and external) affecting long range reserve planning.
- 3) The plan must recognize and provide for the cultural heritage and lifestyle of the residents as well as the physical and ecological features of the planning area.
- 4) Preparation of a short and long range comprehensive plan for the reserve setting priorities, goals and budgets to keep within:
 - (a) Band policies;
 - (b) Indian objectives, band regulations and procedures;
 - (c) Wishes and requirements for the Piapot reserve community;
 - (d) Within the realms of what is attainable with due regards to opportunities and cash flows.

- 5) An assessment of bands resource development potentials in tourism, recreational and associated commercial developments in order for the band to take advantage of any development grants that may be obtained through the Qu'Appelle River Basin Development and Implementation Board.
- 6) Preparation of site plans for residential, community core (including the proposed community complex) day care center, laundromat, gas station, etc. based on the needs and in a manner that is functional, integrated from a servicing point of view and harmonious both functionally and aesthetically.
- 7) Preparation of sectoral study reports and land use concept plans for 58,215 acres of land to be selected as part of the treaty land claims as a priority basis.

4. STUDY REQUIREMENTS

- 1) Aerial photos must be used by the consultant to formulate the necessary maps and site plans for the final report.
- 2) The consultant will use the band planning and development committee to collect all necessary information relevant to this community development plan.
- 3) Base maps shall be prepared by the consultant for the area requiring site plans.

5. SCOPE

- 1) The environment and physiographic features of the community and surrounding area should be studied, analyzed and taken into consideration to establish potential areas for development. Guidelines should also be established to direct future development and land use management policies.

- 2) The study should program future development over a 10-15 year planning period. It should also provide a financial forecast (current cost estimate) for infrastructure costs for each phase of development both for the reserve as well as the entitled land.
- 3) The study should also relate how the plan should be administered and approved by the band council and adopted by the District and Regional offices. It should also recommend the administrative framework whereby new developments will be approved, the plan will be reviewed and managed, and a process for adopting revisions.
- 4) Investigation should be made of regional, recreational and tourism activities to establish market potentials of Piapot Reserve development.
- 5) Survey should be made to determine aspirations of the community with respect to resort and recreational development, community complex, residential development and entitled land selection needs and priorities.
- 6) Overall recreational, educational, economic development, employment opportunities and cultural development must be related to short and long range community development plans.
- 7) Qu'Appelle River Basin planning and implementation study should be analyzed and functionally related to this plan. Proposals should be developed to take advantage of any resource development and community infrastructure improvement related funds that may be available from the Qu'Appelle River Basin Environmental Management Board.
- 8) Survey should be made to determine demographic characteristics, trends and employment skills; economic base; and land resource development in the area of primary, secondary and tertiary industries.

6. METHODOLOGY

The following defines the steps and procedures to be followed to carry out the study:

- 1) Conduct needs identification study to determine goals and objectives of the community.
- 2) During the survey and inventory stage, contact should be made with the appropriate federal, provincial, municipal, band council or other agency or organization in order to collect the available reports and background studies and data. The information at this stage will be reviewed by the band council.
- 3) Coordinate, assess, analyze and synthesize the information obtained in points 1 and 2 above, identify deficiencies and organize studies as required.
- 4) Surveys and investigations of the planning area should be undertaken only to a degree which is sufficient to prepare the community development plan. All of the work at this stage will be presented for review by the planning committee, band council and D.I.A.N.D. staff.
- 5) Prepare alternate conceptual plans.
- 6) Develop criteria and evaluate each of the alternative plans. The conceptual plans should be presented to the community, the band council and department staff.
- 7) Following a review of the preliminary plan, the final report can then be prepared. The final plan must include development policies, program priorities for a 15 to 20 year period, as well as a five-year projection of imminent priorities, location and scope of projects, implementation procedures, costs and funding.

8) The main responsibilities of the band council are to manage and monitor the work of the consultant; to control the whole planning process; to ensure that work phases are being completed; that study goals are being met by the final plan; accept and approve the interim presentation and the final plan, and to authorize the interim and final payment to the consultant. The main duty of the District and Regional staff will be to assist and advise the band council and monitor the planning program to respective program managers.

7. CONSULTANT DIRECTIVES

- 1) The final study should be produced in a 8½" x 11" or 8½" x 14" report format. All maps should be of a suitable size to provide for binding and folding within the report.
- 2) The final report should include sufficient charts, tables, drawings and maps to illustrate the proposals.
- 3) The final report should include a conceptual land use plan map that shows the allocation of the major land uses, such as residential, recreational, institutional, agricultural and natural conservation areas; a residential, tourism and a core development site plan locating facilities outlined in the terms of reference; and an overall comprehensive plan, phasing out development cost estimates and implementation procedures.
- 4) Fifty copies of the final report should be given to the band council.
- 5) Fifteen copies of the interim reports should be made available at the survey and analysis presentation and at the preliminary plan presentation.

- 6) All non-confidential background data, reports, studies and maps collected and used for the preparation of the study shall be turned over to the band council following completion of the study.
- 7) The Piapot Band shall have the right to print, publish or reproduce the final study, or any part thereof, or to use the same in any manner which it may decide.
- 8) The consultant must conduct a minimum number of general workshops and public meetings as desired by the band council. For example, one of them will be held to establish goals.
- 9) The final report should be presented at one meeting to various agencies, authorities or interested people if so requested by the band council.
- 10) For the preparation of this study the total cost not exceeding \$40,000 (Forty Thousand Dollars) shall include all expenses incurred in connection with the completion and presentation of the plan. Payment will be made in five (5) equal installments based on the percentages of the work completed. The final installment will be subject to completion of the planning study to the full satisfaction of the chief and council.
- 11) The final reports are expected to be available within nine months or a suitable timeframe dictated by the needs of the band council.

RED EARTH
COMMUNITY DEVELOPMENT PLAN
TERMS OF REFERENCE

Red Earth Band
Reserve Nos. 29 & 29A
Saskatchewan
January, 1977

1. PURPOSE

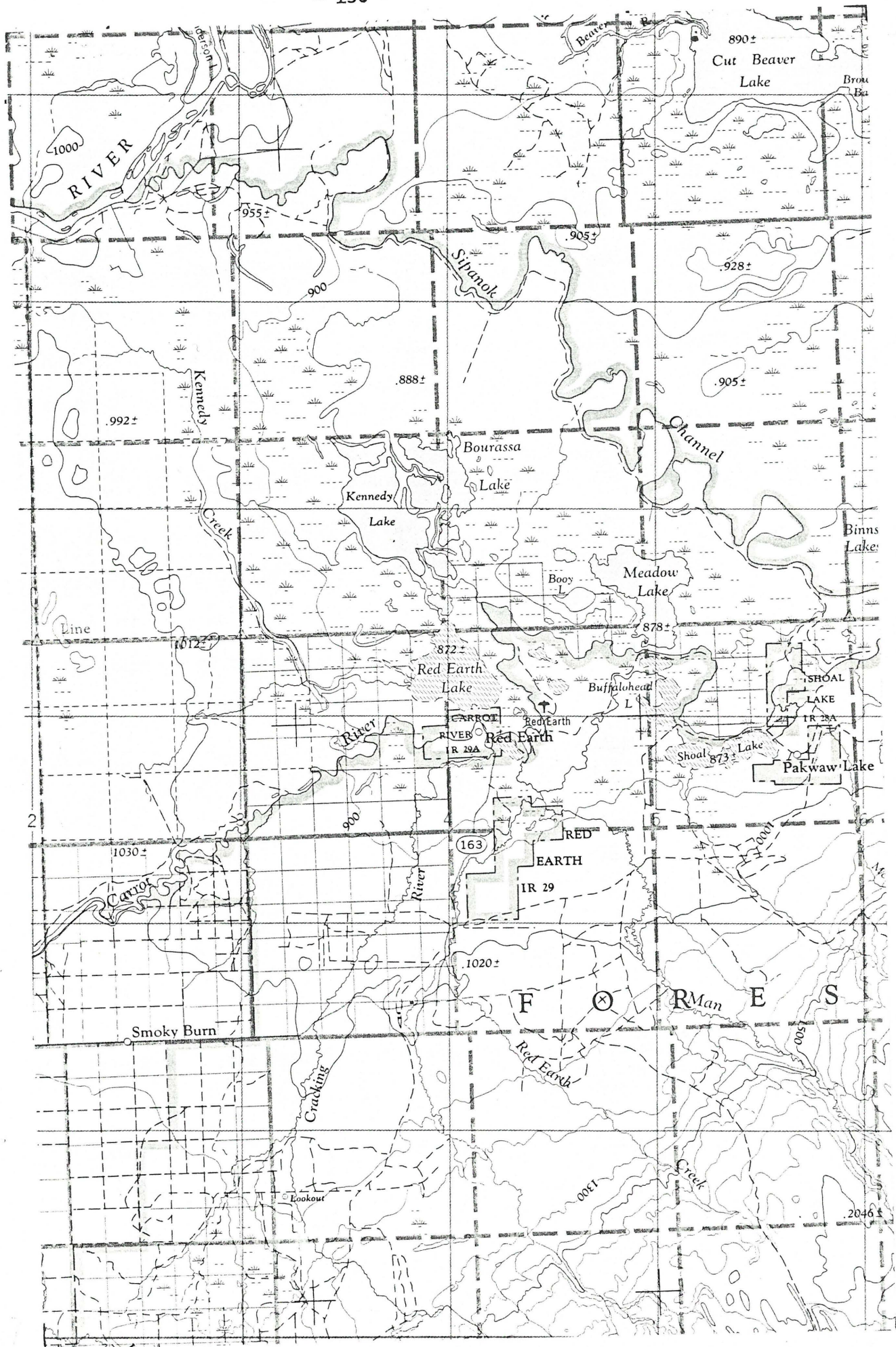
The Red Earth Band is looking at several major development programs over the next few years. A joint high school that will serve both Red Earth and Shoal Lake is slated for construction within the next two years and work has now begun on the school's gymnasium. The band is also looking at the development of a economic base to provide jobs for its residents. Numerous possibilities exist here and vary from a logging and sawmill operation to the manufacture of wood products.

The band also has environmental concerns such as the flooding of the Carrot River separating them from the highway and the new school site. Another concern is the present shortage of housing and provision of homes in the future.

The present planning investigation is aimed to identify all of the relevant environmental, social and economic factors influential in the short-term development requirements as well as the long-range plan for the community and the land on the reserves.

2. GENERAL CONTEXT

The Red Earth Band has two reserves that are located approximately 50 miles east of Nipawin and are accessible from Highway No. 163 (see Plate 1). The Red Earth Reserve No. 29 covers 3,596 acres and lies just south of the Carrot River along the Red Earth Creek and is forest covered. The Carrot River Reserve No. 29A lies two miles to the north along the Carrot River. It also is forest covered.



The band has a reserve population of approximately 450. Most of the people live at the settlement of Red Earth on Indian Reserve No. 29A. The elementary school is located here along with a store and other community facilities. Other band members live on Indian Reserve No. 29 in the vicinity of the sawmill and the new high school site.

The economic potential of the reserve is rather undeveloped. The sawmill has recently been shut down and some members of the labor force are now employed on the construction of the gymnasium.

3. STUDY AREAS

The study area includes all the Reserve Nos. 29 and 29A as shown on Plate 2 as well as other areas within the region that affect the study. The main planning area consists of the Red Earth settlement with additional land as required to meet future growth. The second planning area is the land in the vicinity of the new school site. It includes the sawmill and the houses in the vicinity and can be expanded to meet all the future growth in this area.

The study may also consider other planning areas not included above that may be required to meet specific needs. For the planning areas only, detailed investigations and a complete community land use plan are required in accordance with the terms of reference.

4. OBJECTIVES

The following are the main objectives of the study:

- 1) The development of a reserve and community plan consistent with the goals and objectives of the band and within the realm of what is attainable with due regard to future capital flows of the band and other program priorities.

- 2) The preparation of a community plan that provides for future needs of the band over the next fifteen years at the two planning areas. This plan should recognize the cultural heritage and lifestyle of the residents as well as the physical and environmental features of the planning areas.
- 3) Identification of all of the relevant physical, social, and economic factors (on and off reserve) affecting long range reserve planning.
- 4) The review of the existing reserve and regional economic base and a look at its future potential for native employees and enterprises.

5. PRECONDITIONS

- 1) No detailed large scale maps exist for the planning and study areas.
- 2) The final plan should recognize the lifestyle and culture of the people.

6. STUDY REQUIREMENTS

- 1) Aerial photos will have to be used by the consultant to formulate the necessary maps and site plans for the planning report.

7. SCOPE

The following areas, issues, and subject matter will have to be investigated and reported on during the course of the study:

- 1) A description of the regional context should be included.
- 2) A housing survey should be conducted to obtain a current inventory of housing locations, conditions, needs, life span, family size, desired density and type of location, preferred servicing requirements such as water, sewer, access roads, etc.

- 3) The environmental and physiographic patterns of the development sites should be studied, analyzed and taken into consideration during the design and layout of the planning areas. In particular, the residents are now concerned over a high water table and the flooding of the Carrot River. Guidelines should be established to direct future development land use policies.
- 4) Present social conditions and needs should be studied and analyzed and should include population characteristics, age groups, population projections and related activities.
- 5) The overall community recreational activities and facilities should be studied and analyzed. The role of the new gymnasium and playing fields of the proposed high school should be related to the main community two to three miles to the north. The band is also considering an arena. All of the community's recreational needs should be provided for in the final plan.
- 6) The economic base of the reserve and region should be studied with the objective of determining the unused potential of viable resource development, farming or industrial operations for future native employment and enterprises.
- 7) The study should program development over a fifteen year planning period. It should also provide a financial forecast (current cost estimates) for infrastructure costs for each phase of development.
- 8) The study should also recommend how the plan should be administered, reviewed, and updated by the band council and be adopted by the Regional and District offices.

8. METHODOLOGY

The following defines the steps and procedures to be followed to carry out the study:

- 1) During the survey and inventory stage, contact should be made with the appropriate federal, provincial, municipal, band council, or other agencies or organizations in order to collect available reports and background data. Review should be made of all background studies and data to date, prior to any information gathering at the reserve level. The work at this stage will be reviewed by the planning committee.
- 2) Coordinate, assess, analyze and put together the information obtained in point 1 above, identify deficiencies and organize studies as required.
- 3) Surveys and investigations of the planning areas should be undertaken only to a degree which is sufficient to prepare the development plan. All of the work at this stage will be presented for review by the band council, planning committee, and Regional and District staff.
- 4) Prepare alternative conceptual plans.
- 5) Determine the goals and objectives of the band and develop criteria and evaluate each of the alternative plans. The conceptual plans should be presented to the community, the band council, planning committee and Regional and District staff.
- 6) Following the selection of one alternative by the band council, prepare the preliminary report including phasing, costing, policies, guidelines, management and implementation of the plan. This report will be reviewed by the community, band council, planning committee, and Regional and District staff. The directions and instructions for the final report will come from the band council.

- 7) Following a review of the preliminary plan, the final report can then be prepared.
- 8) The band's planning committee will be composed of approximately five band members and will be headed by the paid full-time planning coordinator. The main duty of the planning committee will be to manage and monitor the work of the consultant. The main responsibilities of the band council are to control the whole planning process, to ensure that work phases are being completed, study goals are being met by the final product, accept and approve the interim presentations and the final product, and to authorize the interim and final payments of the consultant. The main duty of district and regional staff will be to assist and advise the band council and planning committee and to monitor the planning program to respective program managers.

9. CONSULTANT DIRECTIVES

- 1) The final study should be produced in an 8½" x 11" or 8½" x 14" report format. All maps should be of a suitable size to provide for binding and folding within the report, or if of a large size, they should be folded and placed in folders that are bound to the report.
- 2) The final report should include sufficient charts, tables, drawings and maps to illustrate the proposals.
- 3) The final report should include a residential development plan map showing the allocation of the major land uses such as residential, recreational, institutional, agricultural and natural conservation areas.

- 4) Fifty copies of the final report should be given to the band council.
- 5) Fifteen copies of the interim reports should be made available at the survey and analysis presentation and at the preliminary plan presentation.
- 6) All non-confidential background data, reports, studies and maps collected and used for the preparation of the study shall be turned over to the band council following completion of the study.
- 7) The final report will be the property of the band and it shall have the right to print, publish or reproduce the final study, or any part thereof, or to use the same in any manner which it may decide.
- 8) The consultant will conduct a minimum of two public meetings and information sessions on the reserve. One of them will be held to explain the alternative conceptual plans and their evaluation and another will be held to explain the preliminary plan.
- 9) The final report should be presented at one meeting of various authorities, agencies or interested groups if so requested by the band council.
- 10) For the preparation of this study, the total costs not exceeding the sum of \$20,000 (Twenty Thousand Dollars) shall include all expenses which may occur in connection with the completion and presentation of the plan.
- 11) The final report is expected to be available six months from the commencement of the study.

- 12) For the purposes of this study, the planning process followed by the consultant is just as important or more so than the final product. As a result, it is necessary for the consulting firm to assign one individual who will be responsible for the study, attend all of the meetings, and act as a liaison between the band council and other members of the consulting firms working on the project.

PROPOSED TERMS OF REFERENCE

RED EARTH PLANNING STUDY

1. INTRODUCTION

The Red Earth Indian Band began to undertake a community planning study in early 1978. As a result of a desire to alter the direction of the study from an overall community plan to specific study focusing upon several important issues, the study was curtailed until the fall of 1978.

2. STUDY OBJECTIVES

The specific study issues which will be the focus of this planning study include three areas: agriculture, site planning and innovative housing. These three issues will be studied in detail.

2.1 Agriculture and Forestry

2.1.1 Agriculture

- determine and map existing landscape types by vegetation and/or existing land use
- identify agricultural capability for all underdeveloped reserve lands
- outline potential agricultural land use opportunities
- recommend an agricultural development program including costs for production, manpower training requirements, identification of potential funding sources and required development to put land into production

2.1.2 Forestry

- determine and map the areas of productive timber
- recommend a timber development program including potential utilization of timber and ability to relate to agricultural clearing

2.2 Site Planning

2.2.1 Central Community Area

- prepare a base plan of existing development within the vicinity of the school, band office, bridge and housing area
- prepare two alternative plans for this area showing relocation of existing housing, new housing sites, open space, commercial and other land uses as identified by the planning committee and chief and council
- following a review of these alternatives finalize a plan of the central community area showing the location of potential land uses and services including roads, water and trails

2.2.2 Gymnasium

- prepare a detailed site plan for the gymnasium area showing required facilities and planting material

2.3 Innovative Housing

- prepare an outline of possible housing types which should be explored by Red Earth with emphasis upon the use of local materials
- assist in the preparation of a submission for funding of an innovative housing program

3. WORK SCHEDULE

Andy Hanna (Resource Analyst) and Doug Clark (Site Planner) will spend two weeks (September 18 - 29th) at Red Earth to undertake this program. By October 6th all work for items 2.1 and 2.2 will be completed. By October 15th item 2.3 will be completed.

4. WORK SUPERVISION

The study team will consist of Hanna, Clark and the planning committee. Formal and informal meetings will be held with the planning committee and chief and council. Two band meetings will be held to review the study and site plans.

5. ACCOMMODATION/WORK SPACE

The band will supply a residence for the use of the planners as accommodation.

An office workshop will be set up in the band office to encourage regular participation by the committee, chief and council, and band members.

THUNDERCHILD BAND
COMMUNITY DEVELOPMENT PLAN
TERMS OF REFERENCE

Thunderchild Band
Reserve Nos. 115B,
115C and 115D
Saskatchewan
December, 1976

1. PURPOSE

The Thunderchild Band is in the process of acquiring a recreational and sports complex, a band administration building and a senior citizens' residence, within the next eighteen months time. A need for a new school complex has also been identified in the program forecast for 1978-79.

The infrastructure need for new and existing housing, commercial, recreational and educational complexes have to be studied and integrated within the framework of an overall community plan. The band is interested in examining overall economic developmental aspects, specifically in the area of forestry, agriculture, market gardening, poultry, tourism development and mineral resources within their reserves.

The present planning investigation is aimed to identify all the relevant environmental, social and economic factors influential in the development and in the future short and long range use of the land in the reserves.

2. GENERAL CONTEXT

Thunderchild Band is composed of three reserves - Thunderchild Reserve No. 115B, New Thunderchild Reserve No. 115C and New Thunderchild Reserve No. 115D; with a combined acreage of 16,844. As of December 31, 1975 the total population of Thunderchild Band was 848. The band is located approximately ten miles from Turtleford, seventy miles east of Lloyminster, and accessible by Highway Nos. 3, 4 and 26. The reserve land covers 16,844 acres, most of which is good quality agricultural land that is farmed by band members.

The community of Thunderchild is located on Reserve No. 115B directly north of Highway 3. The band community is mainly centered on this reserve. This area is serviced by natural gas and electricity. The settlement pattern is well tuned to the terrain and the general landscape.

Reserve No. 115C is located along the shores of Turtle Lake. The lake shoreline provides good opportunity for tourism and recreational development and is accessible by a grid road from Highway 4.

3. STUDY AREA

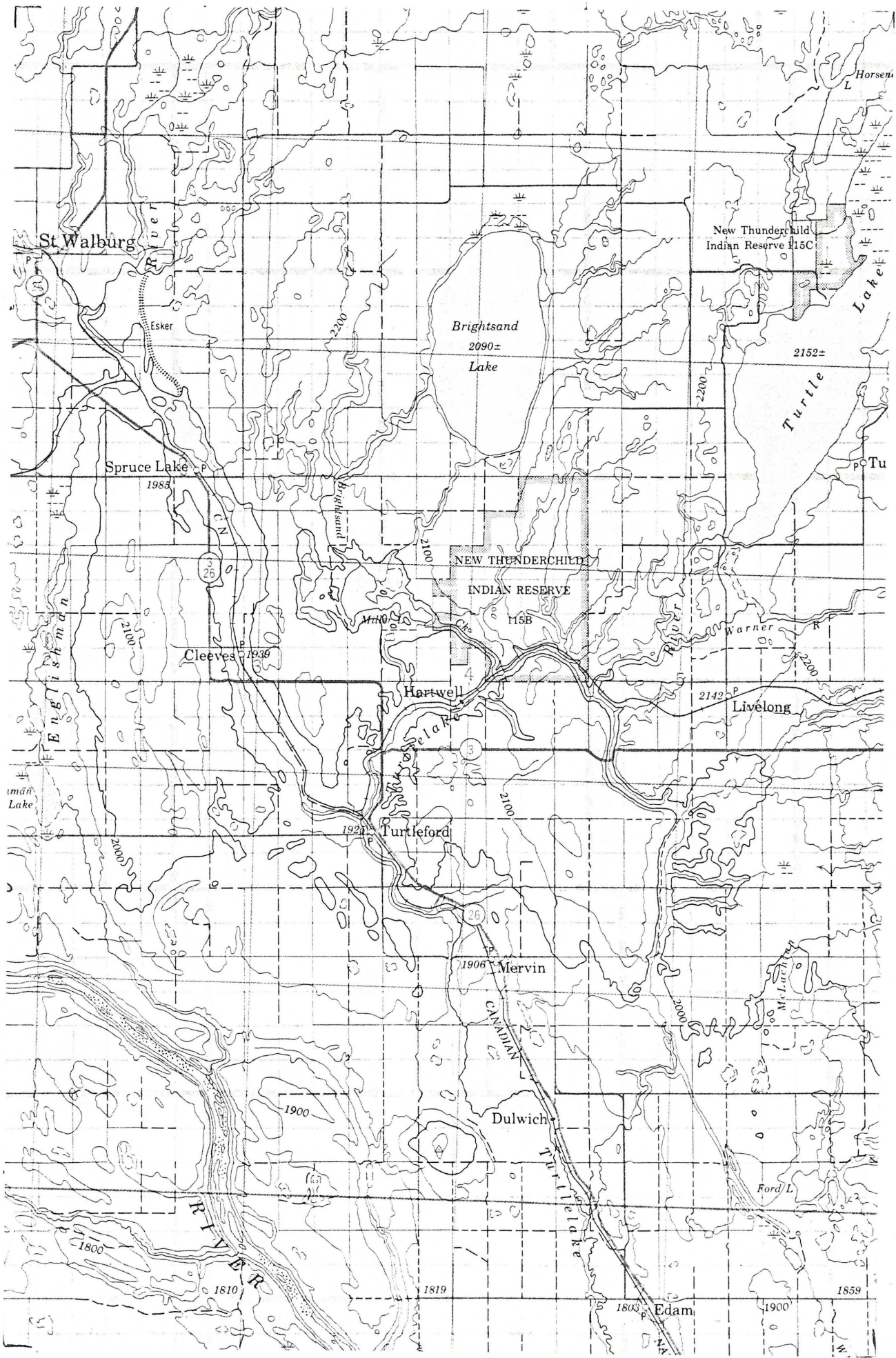
The study area includes Reserve Nos. 115B, 115C and 115D, as well as the adjacent areas of Bright Sand Lake, Spruce Lake and Turtle Lake, and other areas within the region that affect the components of the study (see Map 1).

The planning area will consist of Reserve No. 115B and specifically the community of Thunderchild. The size of the planning area, however, will depend on the overall community environment and the existing settlement, as well as the lands required to meet future developmental needs. For the planning area only detailed investigations and a complete community land use development plan are required in accordance with the terms of reference.

4. OBJECTIVES

The following are the objectives of the study:

- 1) Preparation of an overall residential development plan that recognizes the short and long range community needs, with due regard to cultural heritage, and lifestyle of the residents, as well as physical and environmental features of the planning area.



- 2) Preparation of a site plan for an integrated sports and recreational activity centre, band administration building, laundromat, store and coffee shop, and a school complex within the framework of overall community development structure that can be serviced by an integrated water and sewer system.
- 3) Identification of all the relevant physical, social and economic factors (internal and external) affecting long range residential development.
- 4) Identification of suitable locations for a senior citizens' residence and a combined service station (gas bar and garage).
- 5) The development of a tourism and resort plan on Reserve No. 115C along the Turtle Lake shoreline.
- 6) The development of a community plan consistent with the goals and objectives of the band and within the realms of what is attainable with due regard to future capital flows of the band and other program priorities.

5. PRECONDITIONS

The community development plan should recognize the band's dependence on agricultural land for its economic base and the lifestyle and culture of the people.

6. STUDY REQUIREMENTS

Special work will have to be carried out in the following areas:
Aerial photos will have to be used by the consultant to formulate the necessary maps and site plans for the planning report.

7. SCOPE

The following areas, issues and subject matter will have to be investigated and reported on during the course of the study:

- 1) A description of the regional context should be included.
- 2) A housing survey should be conducted to obtain a current inventory of housing locations, conditions and needs, projected life span, family size and desired density and direction of growth, as well as preferred servicing requirements such as water, sewer, access roads, heating systems, etc.
- 3) The environmental and physiographic patterns of the development site should be studied, analyzed and taken into consideration during the design and layout of the residential, commercial and institutional facilities in the planning area. Guidelines should also be established to direct future development and land use policies.
- 4) Present social conditions and needs should be studied and analyzed with particular emphasis on population characteristics, age groups, and related activities.
- 5) The overall recreational and community activity facilities and open space areas should be studied and analyzed in order to determine the size and type of recreational and community activity facilities and a suitable location for development.
- 6) Present commercial, retail and other servicing needs for the community should be studied and analyzed to determine suitable size and location of a laundromat, store and coffee shop and a garage development.

- 7) The band has indicated that a new school complex will be developed within the next two to three years time. It is the desire of the band council to examine development options and integrate school facilities with the community sports centre, teachers' residence and the commercial development in a suitable location to provide a focus for the community activities.
- 8) Band economic conditions will be studied and analyzed and guidelines established to direct forestry, agriculture, land and mineral resource development. Suitable options for market gardening and poultry farming should also be identified as part of an overall band economic development program.
- 9) Tourism and resource development potentials along the shoreline of Turtle Lake will have to be studied and analyzed and a plan should be formulated to direct future development and land use policy.
- 10) The study should program development over a 15 year planning period. It should also provide a financial forecast (current cost estimates) for infrastructure costs for each phase of development.
- 11) The study should also recommend how the plan should be administered, reviewed and updated by the band council and adopted by the Regional and District offices.

8. METHODOLOGY

The following defines the steps and procedures to be followed to carryout the study:

- 1) During the survey and inventory stage, contact should be made with the appropriate federal, provincial, municipal, band council, or other agencies or organizations in order to collect available reports and background data. Review should be made of all background studies and data to date, prior to any information gathering at the reserve level. The work at this stage will be reviewed by the band council.
- 2) Coordinate, assess, analyze and synthesize the information obtained in point 1 above, identify deficiencies and organize studies as required.
- 3) Surveys and investigations of the planning area should be undertaken only to a degree which is sufficient to prepare the development plan. All of the work at this stage will be presented for review by the band council and Regional and District staff.
- 4) Prepare alternative conceptual plans.
- 5) Determine the goals and objectives of the band and develop criteria and evaluate each of the alternative plans. The conceptual plans should be presented to the community, the band council and Regional and District staff.
- 6) Location of school, recreational and community activity centre and a senior citizens' home should be determined and a site plan developed by the end of April, 1977, in order for the band council to proceed with the capital construction program in early summer.

- 7) Following the selection of one alternative by the band council, prepare the preliminary report including phasing, costing, policies, guidelines, management and implementation of the plan. This report will be reviewed by the community, band council, and Regional and District staff. The directions and instructions for the final report will come from the band council.
- 8) Following a review of the preliminary plan, the final report can then be prepared.
- 9) The main responsibilities of the band council are to manage and monitor the work of the consultant, to control the whole planning process, to ensure that work phases are being completed, study goals are being met by the final product, accept and approve the interim presentations and the final product, and to authorize the interim and final payment to the consultant. The main duty of District and Regional staff will be to assist and advise the band council and monitor the planning program to respective program managers.

9. CONSULTANT DIRECTIVES

- 1) The final study should be produced in 8½" x 11" or 8½" x 14" report format. All maps should be of a suitable size to provide for binding and folding within the report, or if of a large size, they should be folded and placed in folders that are bound to the report.
- 2) The final report should include sufficient charts, tables, drawings, and maps to illustrate the proposals.

- 3) The final report should include a residential development plan map showing the allocation of the major land uses such as residential, recreational, institutional, agricultural and natural resources conservation areas.
- 4) Fifty copies of the final report should be given to the band council.
- 5) Fifteen copies of the interim reports should be made available at the survey and analysis presentation and at the preliminary plan presentation.
- 6) All non-confidential background data, reports, studies and maps collected and used for the preparation of the study shall be turned over to the band council following completion of the study.
- 7) The Thunderchild Band shall have the right to print, publish or reproduce the final study, or any part thereof, or to use the same in any manner which it may decide.
- 8) The consultant will conduct a minimum of two public meetings and information sessions on the reserve. One of them will be held to explain the alternative conceptual plans and their evaluation and another will be held to explain the preliminary plan.
- 9) The final report should be presented at one meeting of various authorities, agencies or interested groups, if so requested by the band council.
- 10) For the preparation of this study the total costs, not exceeding the sum of \$20,000 (Twenty Thousand Dollars) shall include all expenses which may occur in connection with the completion and presentation of the plan. Payments will be made in two lump sums based on the percentages of the work completed.

- 11) The final report is expected to be available six months from the commencement of the study.
- 12) For the purposes of the study the planning process followed by the consultant is just as important or more so than the final product. As a result, it is necessary for the consulting firm to assign one individual who will be responsible for the study, attend all of the meetings, and act as a liaison between the band council and other members of the consulting firm working on the project.

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