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The Adams Lake Physical Development Plan: A Functional Role for Community in Community Planning

Prepared in partial fulfillment of the requirements of the Master of Environmental Design Degree in the Faculty of Environmental Design, University of Calgary
February, 1998

ABSTRACT:

For the past half century various citizen groups and individuals have been concerned and critical of "rational planning" methodologies used in their communities and have called for an integrated approach to planning that involves respects for: tradition, self-sufficiency, co-operation, consensus-building and democratic participation. In this study, community-based planning (CBP) is proposed as a methodology that is appropriate for small or marginalized communities.

The principles characteristic of community-based planning are identified and examined and the utility of two planning techniques (strategic planning and participatory action research (PAR)) are assessed in a bottom up community-based process focused on the development of a physical development plan in a native community. As well, the study explores some of the unique aspects of conducting planning on an Indian reserve.

The success of specific aspects of the planning project are examined and a set of recommendations are made for future CBP practice.

Key Words: community-based planning, physical development plan, developmental, self-reliance, social learning, sustainability, human needs, empowerment, endogeniety, strategic planning.

ACKNOWLEDGMENTS

Like the planning project it examines, this Masters Degree Project (MDP) is the result of much cooperation and consultation. It is the end result of many people's efforts and there are many to thank.

First and foremost, I want to acknowledge the contributions of my wife and best friend, Cathy MacArthur, who supported me in many ways through the years that this project consumed various amounts of our time, money, and energy. This MDP is as much yours as it is mine. As well, my son, Kent, who learned and displayed so much patience waiting for this project to end so he could have his dad back.

Second, I am very grateful to the community of the Adams Lake Indian Band for allowing me to attend and sometimes participate in their private, and intimate moments, as they lived their lives, their rituals and ceremonies, and as they worked to plan their future. It was not so many years ago when Sema7 were not permitted into these personal realms. As a group, they have taught me much about planning, about them, and about myself.

I specifically want to acknowledge Tom Dennis for his patience and foresight in teaching some of the things I had to learn. I am still benefitting from his insights.

I especially want to remember Douglas Arnouse and Harvey Jules, both of whom took the time to offer their guidance and advice to me and the Yecwem'inte Project. It was an honour to know these men and they will be missed.

I also want to thank my MDP supervisor, mentor, and friend, Mike Robinson, who I have asked a lot from, and he has always given without hesitation. I believe most

significantly, Mike, you have taught me to give knowledge away as a way of receiving things of great value in return. Thank you.

As well, I want to acknowledge the tremendous generosity of Garry and Catherine Ullstrom, who lent me their computer for two years so I could write this document. Can you imagine?

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TABLE OF ACRONYMS

BC   ...British Columbia
CBP   ...Community-Based Planning
DIA   ...Department of Indian Affairs and Northern
        Development
DIAND   ...Department Of Indian Affairs and Northern
        Development
MDP   ...Masters Degree Project
OCP   ...Official Community Plan
PAR   ...Participatory Action Research
PDP   ...Physical Development Plan
RPM   ...Rational Planning Model
SWOT   ...Strengths, Weaknesses, Opportunities, Threats, as
        in SWOT analysis

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CHAPTER ONE

INTRODUCTION

For more than two decades the community planning literature has proposed a new way of doing business, with the emphasis on the rational-comprehensive planning model (RPM) diminished, and placed on re-establishing self-reliance and autonomy of local communities. The modern practitioner has a variety of tools (strategic planning, participatory action research (PAR), group facilitation, team-building) that should prepare him/her to facilitate local control of a planning agenda in what this study describes as community-based planning (CBP).

Aboriginal people have long been concerned and critical of the RPM methodologies historically used in their communities (Boothroyd,1986; Wolfe,1989; Napoleon,1992) and have remained resilient in their efforts to resurrect a functional role for consensual, integrated approaches to planning. These efforts are aligned with the movement toward Aboriginal self-government. In this MDP, I will examine community-based planning as a methodology for planning that is both appropriate in Aboriginal communities and reinforces this movement toward self-government.

1.1   PURPOSE OF THE MDP

The purposes of this MDP are: first, to describe community-based planning as a planning methodology that enables small or marginalized communities to exercise a degree of control over their planning agenda; second, to describe its application in a physical development planning project in an Aboriginal community (The Adams Lake Indian Band). As well, I discuss what I found to be some of the unique aspects of conducting planning on an Indian reserve, and some of the specific elements to which I found it essential to pay concern.

1.2 THE OBJECTIVES OF THE MDP

This MDP has six primary objectives:

1) to identify in the literature the various principles commonly considered required in community-based planning;

2) to identify in the literature the role of community in the CBP process;

3) to discuss the role of the practitioner in CBP, based on a review of the literature and my experiences in the Adams Lake project;

4) to analyze what aspects of the Adams Lake Band project worked well, and what did not work as well;

5) to discuss the community's evaluation of the project; and

6) to discuss the implications of using CBP on the Adams Lake reserve, and to make recommendations regarding the modification of specific planning techniques to be applicable in local context.

1.3 ORGANIZATION OF THE STUDY

The study begins in Chapter Two with a brief overview of how the RPM systematically undermined the role of community in community planning, and summarizes the resultant diminished control over the planning agenda that individuals and local governments have in the modern welfare state. The chapter concludes by describing the individual's and communities' needs and attempts to regain control of the planning process as a response to this marginalization, and identifies CBP as a manifestation of this movement.

Chapter Three identifies six guiding principles which inform CBP and discusses the specific relevance of each of these principles to the planning process. The chapter concludes by discussing the strengths and liabilities of CBP and the appropriateness of CBP in aboriginal communities.

Chapter Four discusses specific planning tools that are relevant to CBP (strategic planning, PAR) and provides an overview of the methods and applications of these tools.

Chapter Five explores the specific legislation and policies which are relevant to conducting a CBP process on an Indian reserve in British Columbia (BC). The chapter then describes the application of CBP methods in a process to develop a Physical Development Plan (PDP) with the Adams Lake Indian Band in BC. An analysis of this project in this chapter indicates that the use of CBP methodology was helpful in facilitating the residents of the reserve to participate, envision, prioritize, and implement planning-related tasks.

Chapter Six reflects on the various elements that were learned through the course of this project. It includes a summary of the community evaluation performed in 1997 as a follow up to the project and an evaluation of the objectives declared during the course of the project. As well, the chapter reflects on the potential roles of civil society in such a project and makes recommendation for future practice. The chapter concludes by making a series of recommendations for practitioners considering using CBP on an Indian reserve, including the roles of the practitioner.

1.4   RESEARCH METHODS
Research for this study was conducted in two phases: a literature review, and an eight month CBP project.

1.4.1 Literature Review
The objective of the literature review was to collect information on CBP, and to assess the applicability of CBP theory and practice in certain situations. Specifically, the question of how the guiding principles of CBP inform the planning process was explored. As well, literature that discusses the role of the planning practitioner and community residents was examined.

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Although there is a large body of literature relating to planning theory in small towns and marginalized communities, and there is ample information on conducting field research in other cultures and on planning incorporating community participation, a review of the literature uncovered limited material on conducting participatory planning in aboriginal communities. There are a number of studies pertaining to the use of (PAR), but only a limited number address the utilization of PAR in aboriginal communities. Likewise, there is an extensive body of literature on strategic planning, but only one article was identified which specifically discusses strategic planning in an aboriginal community.

As well, historical information on the C'stelen (Adams Lake Band) or Secwepemc (Shuswap) people is scarce.

1.4.2 Field Research

The objectives of the field research were twofold. The first objective was to identify the community's priorities for development of physical infrastructure (a PDP), and to develop implementation strategies for achieving this development. Specifically, I was to facilitate a community participation process that would develop a draft PDP that would then be refined by a planner (Landscope Consultants of Lilloet, B.C.) who had experience in this area. Second, the project also sought to identify and understand the circumstances which facilitate the implementation of the CBP process.

This CBP project was undertaken to develop a PDP as a criterion for the Band to receive capital funding from the Department of Indian Affairs and Northern Development (DIAND). The PDP involved creating a twenty-year community land-use plan, a twenty-year housing plan, twenty-year physical infrastructure plans, a five-year capital plan, twenty-year population projections, and development of housing rules for the Adams Lake Band (see Appendix 1).

Initial planning for the project (with the Band Administrator and Chief and Council) occurred in June, 1994. The project commenced on September 1, 1994 and ran until April 30 1995. The Band hired two Band members to work with me as researchers and planners for the duration of the project. This team approach is the model I proposed to the Band administration to ensure the project would have community direction; that the results of the research and knowledge learned from the process would remain with Band members for application in future planning; and that skill development would be a primary outcome of the project.

While working in the community I participated in most of the public community events. I attended each of the band's bi-monthly general meetings, as well as special community meeting held to address specific issues such as the annual budget, the working relationship with the school district, etc. As well, I socialized at public events (such as the annual Christmas concert conducted completely in Secweptian), bingo and poker nights, etc.

In addition to me attending public community events, we (the planning team) organized a series of one-on-one interviews, community meetings, BBQs and dinners, and focus groups as part of the planning process.

While conducting the field research we enjoyed the luxury of having ample time to achieve its objectives - eight months to develop a PDP which under 'normal' (RPM) circumstances might take four to six weeks. As a result of this time frame, and the number of activities we were able to conduct, there were many sources of data. We solicited information from each family living on reserve and successfully conducted interviews in 40 of the 86 households on the reserves with a structured interview questionnaire. A summary of results is presented in Appendix 2. As well, a questionnaire was sent to 106 off-reserve households and received a 20% response rate. A summary of results is presented in Appendix 3.

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After two months of conducting interviews, a summary report was written entitled "No Excuses". Based on the objectives we identified in this document, a series of community meetings and focus groups were organized to discuss the specifics of housing, economic development, and land-use.

The information collected and materials developed as a result of the field work are the property of the Adams Lake Band; I have received written permission from the Band administration to use this information and products for this MDP (see Appendix 4). A full description and analysis of the field work is provided in Chapter Five.

1.5 SCOPE OF THE STUDY

The destructive and sad legacy of the effects of Canadian legislation and institutions on the culture, social, political and economic development of Aboriginal people is well documented and will not be chronicled here. This project seeks to understand how to work in an aboriginal community given this historical context by describing theory, and activities, and analyzing the efficacy of CBP practice on a reserve.

During my initial interviews with the Band administration regarding their planning needs, they stated they had five primary areas of need that could be addressed in a community planning project:
- land use regulations,
- a medium-term housing plan,
- a housing policy (rules),
- an economic development plan, and
- a capital project priority list and implementation plan.

From an administrative perspective, the most pressing need they had was to write a new PDP which both reflected their goals and effectively secured the funding to meet these goals. And they had existing funding for a PDP. However, from a community perspective (residents and Chief and Council) there was a real need to create a planning process that enabled local participation and control of the planning process by building relationships in the community and working toward consensus.

In this regard, the project that was funded (the PDP) was not the project that the community was interested in. The community itself was interested in the long lasting effects of the process, not a written document. Therefore, the approach we took to the project was developmental; the PDP was treated as a vehicle for the community's developmental goals. The scope of this study is limited to analyzing the use and effectiveness of developmental planning techniques (CBP) in what is typically a rational planning exercise (the creation of a PDP).

1.6   PROJECT LIMITATIONS

One of the methodological tools that we used to garner information on how the project should develop (protocols, pacing, tasks, etc.) was PAR. However, despite having an ample time frame to conduct a PDP, there was not enough time to conduct a full PAR research project, which requires one or two years (pers. comm.,Ryan, 1993). The training of the two Band members in planning theory and techniques and the participatory process proved to be time consuming.

There was a limit to the success we had involving women in the project. The band's first choice for a female team member had to resign her second day; her replacement was quite young and primarily participated in the project as a personal development exercise. As well, during a dinner meeting the planning team hosted in November, one member of the planning team stood up after dinner and thanked all the women for coming to the dinner,

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and asked all the men to stay for the important discussion that was to follow. Although this person said afterward that this comment was not intended to alienate the women of the community, many people perceived there to be a barrier to women participating fully.

Also related to the successful participation of women, was the lack of any organizing force for women's issues. I took on a role in the project as a catalyst, but was reluctant to initiate direction or issues. Many women came to talk to the project and talked about the role of women in the community (both potential and actual), but because there was no specific driving force, no initiative specific to women was started during the eight months of the project.

Unlike some planning projects conducted in aboriginal communities, language was not a significant factor in this project. The entire project was conducted in English. Only three elders in the community did not use English as a primary language and translation was easily arranged.

During the month of March, 1995, a situation arose which both manifested the duality of the project and proved to define the scope of the project. During a land-use focus group meeting the project was hosting, several band members became focused on stopping some housing development that was occurring on some 'significant' archaeological sites adjacent to one of the Band's reserves. This initiative became known as the "Adams Lake checkpoint" and significantly diverted the community's attention away from the planning project, and toward an initiative that was perceived by the community as much more relevant to their interests.

In terms of the PDP, this event had a defining effect on the document, in that the process became estranged from the community. The project had not yet conducted two focus group

sessions on economic development, or developed action plans. These components of the project did not get completed, which left the PDP without action plans for some of the long-term initiatives it proposed. This will be discussed further in Chapter Six. As well, there was no closure to the project and no community meeting to ratify the products. In the end, the document proposed a draft set of land-use regulations, a medium-term housing plan, a draft set of housing rules[1], and a capital projects plan.

In terms of the developmental goals, the CBP planning project served as a launching ramp for other initiatives the community saw as important. These will be discussed further in Chapter Six.

1.7   TERMINOLOGY

In this MDP, I use the terms aboriginal, native, and Indian interchangeably to refer to people who define themselves as belonging to the First Nations community, whether they are legislatively defined as a status Indian under the jurisdiction of DIAND and the Indian Act or not.

1.8   SUMMARY

This first chapter has outlined the parameters of this MDP and introduced the philosophy and principles which served as a foundation for both the project and MDP. In Chapter Two I will review the historical relationship between professional community planners and the community's they represented, and the resurrection of community and citizen in planning theory and activities.

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[1] In the months following this project, the band used this draft set of housing rules to develop and ratify a set of housing rules.

Figure 1.1   Map of the Shuswap Region

CHAPTER TWO
THE RATIONAL PLANNING MODEL AND THE LOSS OF COMMUNITY

2.0   INTRODUCTION

Increasingly, the community development literature talks about the end of an age and, with a growing body of criticism of instrumental rationality, the coming of a new development paradigm[2] (Alexander, 1991; Daly, 1991; Dykeman, 1990, Forester, 1989; Friedmann, 1987; Robinson, 1995) . With similar observations, Illich has talked about the closing of "The Age of Disabling Professions", an age when people had "problems"; experts had "solutions" (Illich,1977:p.11). This was a technocratic era where professionals claimed legitimacy as the interpreters, protectors, and suppliers of the public interest (Illich, 1977:p.17). Professional planning and the RPM have been rightfully included as subjects of this criticism.

In this chapter, I argue that one of the consequences of this technocratic expertism was to atrophy and eliminate the functional existence of community. To connect the loss of community with the rise of instrumental rationality, I briefly review the evolution of community development and community planning in the context of increased commitment to central planning, the growth of the welfare state and the principles of equality and efficiency which informed this growth. To conclude the chapter, CBP is identified as an appropriate alternative to the RPM, particularly for small or marginalized communities such as an Indian reserve.

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[2] T.S. Kuhn uses the term 'paradigm' to describe comprehensive orderings of reality, in which the whole is prior to and makes sense of its components. In this deductive approach to ordering, theories give meaning to facts and all scientific thinking and practices operate within theoretical frameworks called paradigms (Bullock, et al,1990:p.625).

2.1   HISTORICAL OVERVIEW

2.1.1 Colonialism

In his historical review, Lotz traces the roots of community development back to adult education programs at the beginning of the 20th century. He reports that the "British colonial officials stressed central planning, the coordination of government activities...mass education, and local participation in development under government guidance" (Lotz,1987:p.41). This type of development presumed that "knowledge and perspectives would derive from developed Britain and be exported to undeveloped hinterlands" (Lotz,1987:p.42). Lotz states that this "export of knowledge and values" approach to development continued after World War Two when the former British, French, and Dutch colonies became a "battleground" for competing values as the American and Russians exported their ideologies with their foreign aid programs (Lotz,1987:p.42).

Similarly, Boothroyd (1991) discusses post-war development efforts which proposed to accomplish development through top-down introduction of technology and skills. He too describes those efforts as being largely a function of "ideological debates across the left-right spectrum of conservatism-liberalism-socialism" (Boothroyd,1991:p.103); He points out that these right-left debates focused on the differing roles proposed as appropriate for the state in the lives of individuals, but both sides were in implicit agreement on the function of community, by "excluding any consideration of the role citizens might play in acting collectively to enhance their own welfare"(Boothroyd,1991: p.111). The consequence of this top-down approach to development was that local community was seen as an untenable social form in modern industrial society (Boothroyd, 1991).

Cornell expands on this argument in his discussion on economic development on American Indian reserves:

> Development was seen as synonymous with converting non-industrialized cultures and societies into competitive, market driven societies. To do that it was believed expert knowledge and skills had to be imported, indigenous knowledge and culture was seen as an obstacle to development that had to be discarded (Cornell, 1990:p.101).

These authors describe a developmental history where technocratic development came to mean replacing local knowledge of how to subsist in local environments with a positivist, scientific logic. Korten (1990) has traced a history of development in which he outlines a generational framework. First generation development focuses almost exclusively on welfare and emergency relief. Second generation strategies focus on human resource development and empowerment, assuming that the problem lies primarily in the client's lack of skills or knowledge (Korten, 1990:p.119). The implementation of second generation strategies calls on the practitioner to be "more of a mobilizer than an actual doer,... presuming that if you develop the economic skills of the client, the economic system will provide the necessary opportunities for success" (Korten,1990:p.119).

Third generation development efforts look beyond the individual community and seeks changes in governmental policies and/or institutions that are systematically biased against the client's goals (Korten,1990:p.120). I will discuss the significance of Korten's typology further in Chapter Five.

2.1.2 The Modern Welfare State

An equally important force in the movement toward displacing local knowledge was the ballooning of the welfare state, which served to institutionalize policy-making and technical knowledge

into a top-down format. With the state playing an enlarged role in people's daily affairs, the state-individual relationship was redefined into one of greater dependence on centralized authorities (Boothroyd, 1991; Smith, 1994).

The growth of the welfare state shifted the focus of power away from the local governments and associations. Smith (1994) discusses the historic influence of two principles (efficiency and equality) which shaped the underlying logic of the welfare state and displaced local decision-making in favour of increasingly centralized structures. Liberal thinkers such as Jeremy Bentham and John Stuart Mill stressed the importance of creating efficient governing systems in which central authorities give instructions and local authorities apply them (Mill, 1958 as cited in Smith, 1994).

At the same time, a socialist emphasis on the principle of equality of condition also served to replace local communities' unique and individual perspectives in policy formation (Smith, 1994). Boothroyd addresses this issue directly when he states:

> The socialist emphasis on equality of condition across the nation (Canada) has strengthened the argument for central government control of welfare...Socialism as a political force is still about efficient large government providing good services, not about people running their own affairs (Boothroyd, 1991:p.120).

2.1.3 The Rational Planning Model

Rational planning grew out of a modernistic world view characterized by scientific rationality, equality and efficiency. At the municipal and regional level, technocratic control of planning over several decades lead to a community planning process which focused on the various quantifiable factors relevant to physical growth and land use (Dykeman, 1987; Hodge, 1991). Within this process the 'appropriate' use of land is

generally defined by a set of efficiency criteria (Hodge as cited in Hoare,1993:p.16). This process is known as the RPM and is "generally undertaken by a planner on behalf of a bureaucratic structure and the final decisions are made by politicians based on the advice of the planner" (Hoare, 1993:p.16).

2.1.4 Diminished Local Control

The off-shoot of central authorities undertaking development within a rational planning model is that over the past three to four decades, a dependency culture was nurtured in which individuals were taught to conform to prescribed remedies in ever-larger areas of their life: transportation, housing, agriculture, economic development, health care, education (Boothroyd,1991; McKnight,1977). This system increased the prominence of individual-state relations and the individual's dependence on the state to provide knowledge, services, and social policy. The function of community was undermined (i.e.: reciprocity between family and neighbours), and people's ability to govern themselves locally (to identify, define, and satisfy their own needs) was eroded by dependency on central government, its funding requirements, and funding agendas. This individual-state dependency encouraged people to put their own individual, material interests ahead of the community's and eroded the individual's accountability to his/her group (community)[3] (Boothroyd,1990,p112; McKnight, 1977; Illich, 1977).

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[3] The author encountered this reality squarely during a discussion with a band member who commented that his house had come to him from Ottawa with his name on it, and now that he had it, he had no obligation to help other band members obtain their home. They would just have to wait until Ottawa delivered a house for them.

2.2 THE RECLAIMING OF COMMUNITY IN PLANNING

Many practitioners and critics have commented on the human need to experience a sense of control in the communities in which we live (Alexander, 1991; Boothroyd,1991; Coyne, 1992; Illich,1977; McKnight,1977; Robinson,1995). To live meaningful lives, people need to be able to participate in the shaping of their own culture. Unfortunately, the RPM deals primarily with goals which are set outside of the planning process and overlooks the value of people taking control of goal-setting that effects their lives. In response to decades of this disabling approach to planning, people are seeking out a functional role as citizen rather than client or passive consumer of solutions made elsewhere.

In his discussion of the emerging context of planning practice, Alexander (1991:p38) notes that citizens dissatisfied with the results of technocratic planning ("destruction of heritage architecture, encroachments on green space, degraded environment") are forming action groups "to gain more say for themselves in the planning processes". He offers the example of political activists focusing on the local community level as where they feel they can make a difference.

Boothroyd (1991) has described this movement toward increased citizen participation and control in what he terms the post-gesselschaft community. Essentially Boothroyd's post-gesselschaft community is a blending of traditional "geimenschaft" and industrial "gesselschaft" communities, facilitated for the first time in history by technology and the weakening of the welfare state. He describes the goals of this new type of community as "face-to-face association;...open access to knowledge; and... reduced dependence on the industrial economy and the state" (Robinson,1995;p22). Attempts by citizens to regain an effective role in the planning process is being pursued through participation in the many expressions of civil society. Such community institutions might be community land trusts, inter-

agency committees, CDCs, NGOs, local roundtables, service clubs, and community associations (Alexander,1991; Rees and Roseland,1991; Robinson,1995).

2.2.1 The Native Context

In native communities, this pursuit of local control is partly expressed in the movement toward self-government. Boothroyd (1991:p.112) makes the point that the native persistence to rebuild "a more open community-based society which respects tradition, stability, self-sufficiency, co-operation and sustainability" has positioned Canadian Aboriginal peoples at the forefront of the rebuilding of community.

In terms of community planning and development in Canadian aboriginal communities, the dismal history of RPM is well documented. It has been evident for several decades that a community controlled process is required. Wolfe (1988:pp.63-77) discusses how the RPM approach has: "had limited effectiveness in improving the overall quality of life in native Canadian communities. A community-based, integrative and development approach...makes most sense".

The CBP approach to planning is especially relevant to planning in a native community where holistic, process-oriented, consensual, techniques should be used to address the results of inequity, marginalization, and cultural and economic imperialism. The community can have no hope of controlling something they have had no part in creating, and have been forced to adopt, with all the accompanying biases and differing agendas attached to that process.

Alexander discusses the need to resurrect the important role each individual has in contributing to the planning, educating, and governing of his or her community. This principle has a long history in First Nations communities where "traditional oral history stressed the total involvement of all members of a tribe"

(Alexander and Calliou,1991:p.41). Hoare (1993:p.12) describes the history of Aboriginal people, frustrated with the lack of success of inappropriate methods and models, calling for:

- an integrated approach to development,
- Aboriginal people fully participating in identifying goals,
- Aboriginal people implementing programs for their own people,
- community control of the planning process, and
- continued structural support by the Canadian government.

2.2.2 Community-Based Planning

In both native and non-native communities alike, citizens, academics, and practitioners have acknowledged that the technical successes of planning (as achieved through RPM) must be complemented by the recognition that all resource allocation is political and precisely for this reason, the community must be centrally involved in decision-making that impacts its individuals (Davidoff,1965; Forester,1989; Friedmann,1987; Innes, 1996; Krumholz,1990).

Citizens in the form of civil society or special interest groups have responded to the loss of community function and control that the sole reliance on a RPM approach has created and have developed a number of alternative or parallel mechanisms to participate in local planning and accomodate the political nature of these activities.

The current planning literature indicates that several similar and complementary models have emerged: Alinsky's Advocacy Planning (1972); Boothroyd's Developmental Planning(1986); Davidoff (1965) promoted advocacy, which he termed "Plural Planning"; Forester's Progressive Planning (1989); Friedmann's Transactive Planning (1987); Krumholz's Equity Planning (1990); Nozick's Community Economic Development (1990); and Wolfe's Integrated Community-based Planning (1988) among others.

These models generally share a number of guiding principles:
- promotion of social learning,
- promotion of self-reliance and local participation,
- promotion of sustainability,
- serving of human needs,
- empowering and building local skills, and
- honouring and promoting endogenous development.

Hoare points out that although no one term or model describing this participatory approach to planning has been universally adopted, the term Community-based Planning (CBP) represents a blend of Community Development theory and community planning objectives, and has been considered an appropriate approach by First Nations communities across Canada (Hoare,1993:p.22). Figure 2.1, depicts many of the unique elements of the CBP process.

Figure 2.1   **Community-Based Planning Model**
(adapted from Hoare, 1993)

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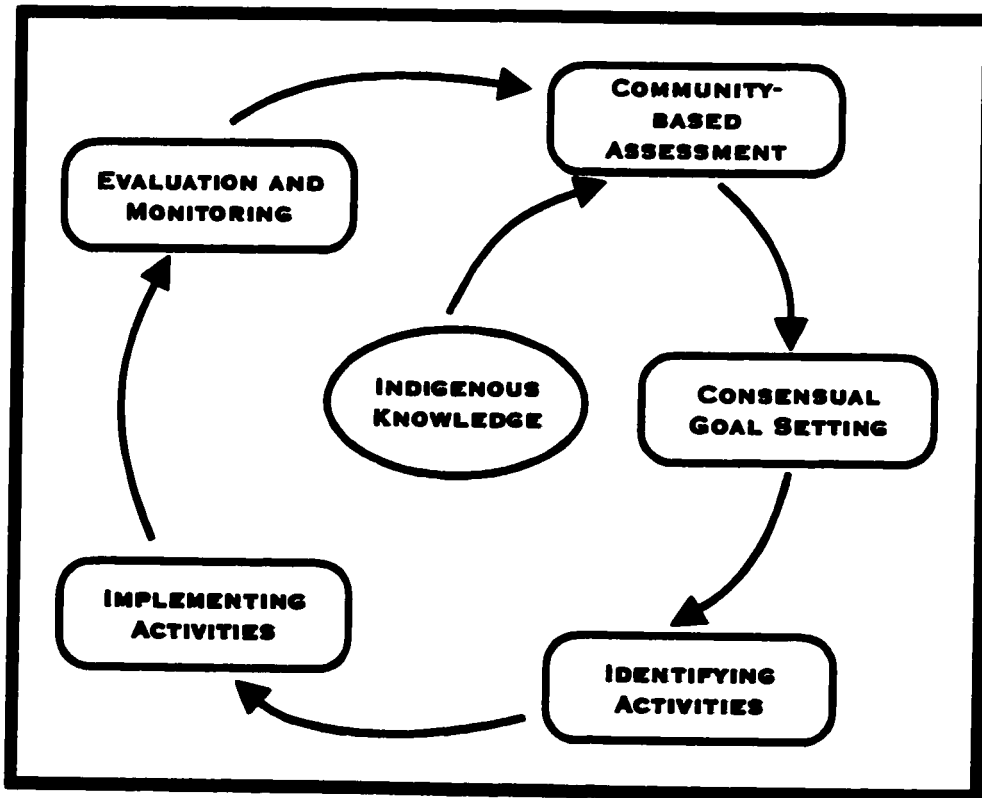
Community-based planning involves application of a bottom up process of problem identification and solving, rather than the traditional top down approach. It is about self-help, consensus building, local capacity-building and learning (Pell as cited in Dykeman,1990:p.10; Innes,1996:p.463). The following description of the stages of CBP is adapted from Hoare (1993: p.24).

The first stage of CBP is the assessment stage. It is community-based, meaning the articulation of the problems and an audit of available resources considers the unique aspects of the local context. PAR is recommended as an effective technique for garnering this local knowledge. PAR is defined and an outline of its methods is described in Chapter Four.

"In the second stage, goals are set in a consensual manner, involving members of the (community), rather than just the planner and/or an advisory committee. Consensual goal-setting incorporates group dynamics, mediative and consensual approaches to strategic planning" (Hoare,1993:p.24).

In the third stage, specific activities and tasks are identified that will achieve the community's development priorities and goals. Again, community values strongly influence how these objectives should be pursued.

In the fourth stage, action plans are carried out: Because the process is community controlled, strategies are implemented in a manner that emphasizes building human and social capacity, rather than solely focusing on project ends.

Finally, in accordance with the principle of social learning through a process of praxis, the Figure 2.1 illustrates the iterative nature of CBP. To ensure that the process continues to strengthen and inform community members, a participatory evaluation is undertaken.

2.2.3 Strengths and Liabilities

There are both short term and long term benefits to utilizing a
CBP process. First, in the short term, planning tends to be more
relevant when the community is in control, more reflective of
communities needs and priorities, and the community will support
the outcome if they have controlled the process[4]. Consequently,
resources are likely to be used more effectively. As well, the
CBP acknowledges the pluralism that exists in the competition of
public interests. This acknowledgment allows for a more honest
accounting of the costs and benefits of development. CBP shares
many of the principles of a consensus approach to planning
(pluralism, equality, inclusivity), as described by Innes (1996),
and also shares many of its positive consequences.

Related to an increased understanding of the pluralistic
environment, CBP has the effect of increasing the community's
understanding of the forces that are, or will be, impacting on it
and thereby highlighting the shared interests (economic,
ecological, physical) of diverse groups (Innes,1996:p.466).

In the long term, community input and control enables community
capacities to be developed (human growth and leadership) so there
is reduced dependency on imported expertise. The additional
benefits are in the economic spin-offs and the strengthening of
local culture and values. As well, technocratic planning tends to
externalize the true costs of many projects, disguising the
indirect economic impact on third parties, the diseconomies of
scale, and the social costs of some projects. Planning controlled

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[4] In a recent conversation I had with an employee from B.C. Hydro, I was
informed that that corporation spends a significant amount of resources on
community consultation in its capital planning, operational planning, and
strategic planning efforts, and it believes these costs are smaller than the
legal costs B.C. Hydro used to expend on court challenges to its projects. As
well, it believes this focus on community consultation saves both time and
money over the life of a project (Shawn Hawkins,pers. comm.,1998).

by the community provides an increased opportunity to identify these variables and factor them into the analysis.

The liabilities inherent in CBP are that the process is lengthy and expensive. As well, because the primary benefits are in human and social development, it can be difficult to empirically evaluate the process for funding agencies. As well, there is always the risk that a CBP process will simply replace the elitism of technocrats and scientism with a new local elite of community leaders who profess falsely to speak for the community as a whole. The CBP practitioner must approach the work of democratizing decision making with sincerity.

2.3   SUMMARY

In this chapter, I traced the systematic loss of a functional role for community within a RPM approach to planning and briefly described the reclaiming back of that role by citizen groups under a variety of forms and the First Nations community. I described a set of six principles that many of the community-oriented alternatives to RPM share in common. In the next chapter, I will describe how the academic literature has treated each of these six principles and their relevance to community planning.

CHAPTER THREE
THE PRINCIPLES OF COMMUNITY-BASED PLANNING

3.0   INTRODUCTION

In this chapter I review the literature which discusses the six
principles which define CBP and the implications for planning
practice will be discussed. During this discussion, it will
become obvious to the reader that these principles are
interrelated and interdependent. The degree to which each
principle is emphasized in any specific community project depends
on the needs and wants of the community and the skills of the
practitioner.

3.1   SOCIAL LEARNING

For professional planning to facilitate increased citizen
participation and control, it needs to make a shift from relying
solely on expert knowledge to blending technical expertise with
experiential knowledge contributed by the citizenry (Alexander
and Calliou,1991; Davidoff,1965; Friedmann,1973; Innes,1996;
Robinson,1995). It must adopt a social learning approach to
planning that will allow for both professional and a popular
reflection, evaluation of initiatives, and the building of a
legitimate base of community knowledge.

Essentially, social learning occurs through learning by doing,
critical reflection, and evaluation. Alexander (1991:p.41)
describes the social learning process as a "cyclical process in
which new experience is consciously learned from in order to
modify future actions." He contends that collective teaching,
learning, and problem-solving, where participants can see
themselves shaping their own future, builds a sense of community
and what participants learn through the process may be more
enduring than the infrastructure that results from a more task-
oriented approach (Alexander and Calliou,1991:p.43). Perhaps
Alexander's most important observation is that the practitioner

must facilitate this learning process, rather than lead through technical expertise (Alexander,1991:p.44).

In her discussion on the Popular Education roots of community planning, Coyne (1993:p.33), argues that adults learn best when the learning event is based on their day to day experience of living. For this learning to be useful, the experience must be critically analyzed "to determine how power is held, how decisions are made, and their effects on individuals and/or groups." And this acquired knowledge should lead to more enlightened planning (Davidoff,1965), and ultimately to action .

3.2 SELF-RELIANCE

There are a number of recent contributions to the literature that share the observation that dependence on external resources and institutions diminishes a community's autonomy and control and that a primary goal of development should be to free the community from that dependence (Boothroyd,1990; Christensen and Robinson,1989; Coyne, 1993; Cossey,1990; Cornell and Kalt, 1990; Dykeman,1990; Nozick, 1990). While much literature uses the term self-reliance in relation to economic self-reliance of consumable products ("producing the things you need yourself rather than obtaining them through exchange" (Nozick,1990: p.15), it is equally vital for a community to be self-reliant in the other resources which are the building blocks of its development - such as values, the generation and validation of knowledge and technical skills, institutions, philosophy, and capital.

In his discussion on the self-help approach to development, Christensen (1989:p.50) contends that the process by which improvements are achieved is essential to the development of the community. He describes dependence on outside resources as development in the community versus development of the community and he argues if:

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community services, facilities, or improvements are contributed by an outside agency or organization with little or no community involvement, such "improvements" are likely to be transitory, to increase community dependency, to contribute little to a greater sense of community, and to diminish the community's future capacity to act on its own behalf (Christensen and Robinson,1989:p.50).

The academic literature notes two main concerns regarding the principle of self-reliance. First, self-reliance should not be confused with isolationism. Self-reliance is not about denying the interconnectedness of the modern world, but about replacing (to the greatest degree possible) dependence on outside resources and enabling communities to negotiate (as equals) strategic partnerships with other groups that will promote their specific goals (Neef,1991 as cited in Coyne,1993:p.41; Nozick,1990).

The second concern identified is the possible conflict between the individualism that self-reliance may connote and preserving the collective interests of a community. This is an especially relevant concern on Indian reserves today as the tension between contemporary, "white" perspectives and traditional ways has become a major contention in many Aboriginal communities (Wolfe, 1989).

3.2.1 Democratic Participation

The principle of self-reliance assumes that people have the freedom to associate and/ or the ability to participate in the decision-making process. Innes (1996:p.463) points out that while it may be the planner's role to help "with data, ideas, and strategies...the basic elements and concept of the plan grow out of group discussion" and consensus building.

However, there are a large number of communities in which decision-making has been concentrated in the hands of a few

(either benevolently or malevolently). CBP practitioners may find themselves in between a community that is pursuing greater participation and control over their affairs, and local leaders who feel threatened by this change. In this scenario, the practitioner may confront efforts to exclude certain sectors of the community (either intentionally or unintentionally), based on lines of historic discrimination: gender, age, race, social class, income (Christensen, 1989:p.63).

Keeping avenues for participation open may not be easy. The politics of exclusion can be creative and robust in small, traditional communities (including reserves). One of the CBP practitioner's roles is to chip away at exclusion by asking questions on behalf of the unheard, advocating that their support later will be more likely if their participation is sought earlier, and by asking how the community leaders can benefit from involving the marginalized (Christensen, 1989:p.63).

In her discussion of Integrated Community-Based Planning, Wolfe (1988) emphasizes that it is essential that the process be consensual. This objective is another way for the practitioner to reduce exclusion; the communicative conditions required for consensus require as many stakeholders as possible to be included in an open dialogue (Freidmann, 1973:p.7; Innes, 1996:p.461; Keating and Krumholz, 1991:p.150) and for each participant to clearly express their interests and social objectives (Davidoff, 1965:p331).

However, the pursuit of consensus presents another challenge to practitioners who are working in communities where the skills of consensual decision-making amongst residents have atrophied through years of disuse, or where they were never developed at all. Christensen (1989:p.62) echoes this sentiment, arguing that "participation is an acquired skill and practice is one of the best methods of acquiring it". Residents who are being encouraged to participate for the first time should be asked to perform

roles they feel qualified to perform. Alinsky's brilliance in building community participation was based on his ability to identify a unifying interest or common concern capable of establishing linkages among local residents (Reitzes and Reitzes,1980:p.41). Christensen (1989:p.49) adds to this observation that "if the ability for local residents to act together toward achieving a common goal does not exist, then it must first be cultivated for any meaningful development to occur."

3.3   SUSTAINABILITY

Since the release of Our Common Future (1987), sustainable development has become an attractive concept with broad-based appeal to environmentalists and industrialists alike. Beyond the usual ecological and economic applications of the term sustainable development, this section will focus on the prerequisites to sustainability outlined in Nozick's (1990) framework and how the literature describes their social and political applications for CBP:
  - democratic participation,
  - honouring pluralism and diversity,
  - non-hierarchical relationships, and
  - individual responsibility.

3.3.1 Democratic Participation

Perhaps more than any other principle of CBP, sustainability represents the need for dramatic change toward a more human direction. The principle of sustainable development reveals the fact that the instrumental rationality of modernity, and RPM have not solved many problems at a human scale, have engendered new problems, and more of the same in the future will not succeed in this challenge.

Rees and Roseland (1991:p.21) identify this reality when they argue that sustainable development should not be viewed as yet another rational-technological problem to be solved by "better

management practices and more analysis...At this level, administration is itself an environmental problem." In calling for local partnerships and democratic control of development, Rees and Roseland echo Alexander's (1991:p.42) argument that the "new practitioner must encourage a fusion of expert and experiential knowledge:

> Ecological problems cannot be dealt with in a disciplinary framework; ...Not only do phenomena need to be looked at as an interconnected whole, but the experiential knowledge of people and groups living in specific environments is often crucial to measuring the potential environmental and social impacts of development (Alexander (1991:p.42).

3.3.2 Diversity of Knowledge and Cultures

Honouring diversity (validating a group's values, philosophy, and knowledge) is the foundation of sustaining that group's thriving existence on the socio-political landscape. There has been a growing wave of criticism this past decade by marginalized groups, academics, and some practitioners regarding the exclusionary effect of the RPM. In response, community-based planning seeks to recognize and solicit the many ways of knowing beyond scientific knowledge. CBP is about communities reclaiming the authority to validate a way of knowing, a way of seeing themselves, and a way of seeing the world.

This revalidation of the many communities or groups that have unique historical and cultural experiences which inform their knowledge, has opened the door for the reclaiming of community's role in planning. It opens the door for communities to develop and validate their own repositories of knowledge, without having to seek validation from the market or outside interests. In short, sustainable planning requires an element that has been blatantly missing from technocratic planning - professional humility and respect for diversity and pluralism.

3.3.3 Non-Hierarchical Relationships

Nozick (1990:p17) argues that an analysis of sustainability requires a recognition of the existing "distorted relationship between humans and nature and among humans themselves". In basic terms, sustainable development must be equitable, both between neighbours and between generations, so some people (whether born yet or not) are not asked to pay the price of development without enjoying equal benefits. In this context, pursuing non-hierarchical relationships requires a shift from focusing on the needs of capital to focusing on the needs of people on an equitable basis. Innes (1996) and Davidoff (1965) argue that the political will to pursue this equity follows the discoveries of shared interests and values that tend to stem from democratic participation.

3.3.4 Individual Responsibility

One aspect of sustainable development that the literature addresses only slightly is the "no free lunch" approach to defining the reciprocal relationship between the individual and his or her society. For a society to be sustainable, the community, or group, must assure that each individual receives a basic minimum of support in order to grow as a human being. However, in exchange for this support from the group, each individual is responsible for contributing to the sustenance of the group; the individual is responsible for repaying the support they have received.

Rubin (1994) addresses the importance of development to create choices and enable individuals to gain assets, while at the same time emphasize and reinforce the beneficiaries' responsibilities to the community. Gandhi also advocated for the principle of individual responsibility in his contention that "basic education must as far as possible be self-supporting by selling the products of work (handicrafts) done during vocational training" (Woodcock,1972:p.82).

3.4   HUMAN NEEDS

The planning literature has many contributions proposing a more holistic, human-scale approach to planning (Alexander 1991; Cossey,1990; Dykeman,1990; Friedmann,1973; Nozick,1990; Perry, 1989; Robinson,1995). In response to the reductionism of modernity and the increasing bureaucratization of life, there appears to be a readiness and need to acknowledge that we (western society) are emotionally, esthetically, and spiritually underdeveloped (Goulet, as cited in Christensen and Robinson,1989:p.52). The principles promoted by CBP attempt a comprehensive response to this underdevelopment in a broad range of material and non-material human needs: education, leisure, housing, transportation (Perry,1989:p.2). Krumholz (1990) also argues for planning to serve this comprehensive set of human needs in his equity planning approach.

3.4.1 Institutions

When examining the role of CBP serving a comprehensive set of human needs, it is important to understand the role of the institutions that facilitate those human needs. In his discussion on economically viable communities, Schaffer (1990) identifies three elements essential to a practitioner's efforts: demand, supply, and institutional forces. It is his/her involvement in the institutional component that is often the "critical difference" (Schaffer, 1990:p.74). He describes the institutional component as concerned with two general aspects of development: the rules of the development game (Davis & North, 1971, as cited in Schaffer,1990:p.82) and the decision-making capacity of the community (Ruttan, 1984 as cited in Schaffer,1990:p.82), and this is the area where the practitioner most often finds themselves (Ayres, 1990, as cited in Schaffer,1990:p.82).

Likewise, in their research examining what economic development efforts have been successful on American Indian reserves, Cornell and Kalt (1990:p.101) conclude that the success of these projects was to a large part a "function of the existence and

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effectiveness of political and economic institutions capable of effectively regulating and channeling both individual and collective behaviour". Their conclusions argue that there must be a close match between the traditional, culturally legitimated forms of social organization and the contemporary formal governmental structures for sustained effective collective action (Cornell and Kalt,1990:p.107):

> Of all the obstacles that Indian nations themselves can directly affect, the institutional one is paramount... Generous resource endowments, human capital, and access to financial capital will be virtually useless if tribes are incapable of making collective decisions and sustaining collective action (Cornell and Kalt,1990:p.119).

3.4.2 Meeting Human Needs Through Physical Development

In his review of several social housing projects in America, Rubin (1994) addresses how physical infrastructure projects can and should meet individual social and personal problems. He argues that development must involve a:

> concurrent focus on the physical projects and the social needs among individuals in the community... Enabling individuals to grow through... (participating) in decisions to physically and/or socially repair the community increases the assets of both the individual and the neighborhood (Rubin,1994:p.410).

And in fact, it can be argued that infrastructure projects have a responsibility to pursue these goals in tandem, because ultimately "to ignore the presence of social problems is to doom projects to long-term failure" (Rubin,1994:p.408). If the project does not create a sense among people of their collective power, and inspire and enable residents to work toward meeting their own needs, then it will amount to just a drop in the bucket.

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Community planning using the comprehensive rational planning model has historically focused on land use and infrastructure development (Coyne,1993; Dykeman,1987; Hodge,1991). Increasingly however, planners, are recognizing the interdependence among all aspects of planning (Davidoff,1965:p.336) and are calling for an integrated approach to community planning (Dykeman,1987; Innes,1996). Any planning process that attempts or focuses on reclaiming community must recognize the need to use an integrative approach recognizing the various aspects of communities.

3.5   EMPOWERMENT

The principle of empowerment refers to the self-management and local control (using democratic processes that maximize community and grassroots participation) by people who have been historically disenfranchised by society - women, the handicapped, minority groups and poor people (Nozick,1990:p.19). The CBP literature is unambiguous on the central importance of capacity-building and empowerment (Alinsky,1972; Alexander and Calliou,1991; Boothroyd, 1991; Cossey,1990; Illich,1977; McKnight,1977; Reitzes and Reitzes,1980; Rubin,1994; Ryan and Robinson,1990; Schumacher,1974). And central to the principle of empowerment is the ability to act, because a community's power increases with the ability to organize collectively around locally identified issues. It is the ability to act and participate in shaping one's community that differentiates citizen from both consumer and client.

As one of the earliest community planning theorists to discuss the importance and role of power, Davidoff (1965) questioned the contention that there is a singular public interest and that the planner's role is to protect that public interest. As another pioneer of advocacy planning, Alinsky (1972) claimed, "the planner's primary role should be as advocate for the disenfranchised, particularly to promote the redistribution of resources" (Coyne,1993:p.24). Friedmann (1973:p.7) makes a

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similar argument when he states "A sharing in process implies having (or obtaining) equal access to the resources of the environment".

Although empowerment is often discussed in economic terms as the control of capital, it is also essential to explore the control of other resources: policy development and legislation, land and land-use regulations, knowledge. In order to pursue its own goals, a community must be able to produce, own and control its own knowledge (including management and administrative skills and technology), and preserve the right to determine what knowledge it will legitimize to itself without seeking validation from the market. Therefore, in this section I will briefly review the role of indigenous knowledge in CBP[5].

3.5.1 Indigenous Knowledge

"One of the most basic powers is the power to name, define, and validate one's own experiences in the form of knowledge and the view of the world those experiences create" (Naylor,1989:p.5). There is a growing list of case studies in the community development literature chronicling communities successfully reclaiming the right to ask their own questions, define their own issues and prescribe their own solutions, and thereby exercise their right to manage their own community affairs. The production of knowledge is central to a community's autonomy and ability to act.

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[5] Cornell says culture "consists of a set of paradigms of self, of the world at large, and of appropriate modes of action and interaction that guide individual and collective responses to circumstances" (Cornell,1990:p.108). It is this set of paradigms that I am calling indigeneous knowledge in this study.

For the CBP practitioner, empowering a community entails acknowledging its knowledge, understanding the history of that knowledge and what it has to offer, and respecting those characteristics. The act of tilling the indigenous soil and acknowledging its value helps the heirs of that knowledge "turn feelings of dependence to attitudes of self-reliance" (Hoare, 1993:p.57). The other side of the practitioner's role is to understand the history and effects that imported positivist knowledge has had on any given community's social, economic, health, justice, and educational institutions. Learning from the history of the community is a key first step.

3.6   ENDOGENIETY

For the purposes of this study, honouring the endogenous context means that both the goals and the protocol that guide the planning activities should emerge from within the community, based on community values, culture, and history. From the perspective of CBP, this is obviously a tremendously important principle in any cross-cultural planning initiative. However, Cornell and Kalt (1990) remind us that until very recently, technical-rational development theorists viewed the acculturation of indigenous cultures as a prerequisite to development. Perhaps endogeniety could be described as the post-modern principle. The importance of honouring the endogenous context is only a recent addition to the planning literature (Cornell and Kalt, 1990; Cossey,1990; Hanson, 1986; Legat,1994; Ryan and Robinson,1990).

3.6.1 The Role Of Culture

Cornell and Kalt (1990) attribute two relevant roles in planning to culture. First, culture specifies preferences, and these in turn shape development goals. The knowledge and traditions developed in a community often influence how we measure the significance of the area and the appropriate direction it ought to go in the future (Coyne, 1993; Jamieson,1991).

Second, "culture serves as a strategic guide to action. It informs and legitimizes conceptions of self, of social and political organization, of how the world works" (Cornell and Kalt,1990:p.120). As well, culture influences how development can and should occur: it guides definitions of the role and acceptable range of powers for management mechanisms and other institutions (Cornell and Kalt,1990:p.108) and provides guidance in questions relating to issues such as individual ownership of land, entrepreneurship and profiteering (Cossey,1990). In this regard, Robinson and Ghostkeeper (1987) identify the possibilities of pursuing service economy and information economy jobs while respecting and validating the knowledge, values, and culture indicative of a bush economy.

Therefore, development that overlooks the importance of the social, the political, the spiritual aspects of culture misinterprets the critical role of these elements in decision-making and day-to-day living.

Nozick (1990) advocates for endogenous development because it respects the rebuilding and resurrecting of histories and cultures lost or atrophied from the RPM: She writes:

> Where history has been lost and cultures erased, as in the case of women or some aboriginal communities, then we must use our imagination to envision what our communities might become... (She says) a wise women once advised, if you can't remember your stories, then make them up (Nozick,1990:p.20).

With this point, she is touching upon something I believe to be essential to CBP: understanding and respecting the function of local mythology.

3.6.2 Mythology

The primary goals of CBP - helping individuals identify what is possible in their community and enabling them to build assets and skills - requires creating or identifying local role models, examples, or signifiers of future hope in the community (Rubin, 1994:p.414). Identifying these signifiers is part of building the local mythology. In order to be effective in a community, I contend that one must be familiar with and respect that community's mythology and understand how it informs people's behaviour.

The terms myth and mythology are used in this study to mean the stories a society or group tells itself that informs its members who they are in the community, what role they will play, and how to live their lives. "(M)yth does not attempt to describe reality; rather it transfigures reality so that it provides moral and spiritual meaning to individuals or societies (Bellah, as cited in Freedman,1980:p.2). Freedman argues the "right question to ask about myths is not 'is it true?' but 'what is it intended to do'?" (Hooke, as cited in Freedman,1980:p.3), or what insight does it provide for an individual as to their role in a moral universe (Schwartz,1991:p.45)? Innes (1996:p.461) argues for the value of understanding the "deeper reality behind...myths (what she terms "emancipatory knowledge") as being necessary for a full communication in the decision-making process.

In his discussion on strategic thinking, Schwartz (1991) discusses the power and advantages of stories:

> Stories have a psychological impact that graphs, equations, (and scientific theories) lack. Stories can explain why things could happen in a certain way...They give order and meaning to events which helps us understand future possibilities (Schwartz,1991:p.40).

Stories and myths are a powerful development tool because one cannot evoke meaningful change in people's behaviour without first changing the stories that influence and direct that behaviour. This is especially true in aboriginal communities because "much indigenous knowledge is stored and transmitted in stories, legends and songs and is difficult to apply in a scientific form" (Hoare,1993:p.42).

This understanding of the function of myths can have a second practical purpose, specifically in helping the CBP practitioner identify and understand the stories and myths that have informed his or her own understanding of the world. Sawyer (1989) discusses the importance of understanding and unlearning stories about ourselves and others that lead to what she refers to as "internalized dominance". She argues that throughout life people who share a characteristic of a dominant group (white, male, Anglo-Saxon, heterosexual) receive stories that reinforce their assumptions that their way of being is the 'norm'. These messages also tend to be exclusionary and we effectively marginalize people who diverge from what we recognize as 'normal' or the dominant group. An essential prerequisite to empowering a marginalized group is understanding our own areas of internalized dominance.

3.6.3 Stratification
In his article discussing stratification (geographical, cultural, and social, rather than economic) on North American Reserves, Hanson argues that most reserves are typically comprised of several quite distinct communities "with different goals and values, different child socialization practices, and mutually exclusive membership rules" (Hanson,1986:p.12). The dual reality of Indian life (change-oriented and tradition-oriented) that Hanson attempts to describe is the single most common tension

facing Indians on reserve today (Tizya pers.comm.,1995)[6]. Hanson describes these sub-groups as follows:

Change-oriented: Members of this group subscribe to the individualistic pursuit of wealth in the industrial economy, the hierarchical form of power structure, and to the achievement of goals in the relatively distant future;

Traditional: Members of this group are the remnants of the Indian people who have resisted the industrial invasion, a modernistic perspective, and who continue to subscribe to an holistic way of life attuned to nature, and a subsistence economy; and

Marginal: Ironically, what Hanson terms as marginal may also be thought of as those occupying the centre of the continuum, flanked by the traditional and change-oriented extremes. The majority of marginals do not see their future solely in the industrial world nor in the subsistence patterns of the traditional group, but under specific circumstances will lean either to the change-oriented or traditional perspective (Hanson,1986:p.31).

While these subgroups share a common heritage and environment, their values, attitudes, and reactive capabilities vary significantly (Hanson,1986:p.12). Hanson's typology is important because any CBP project should recognize and be appropriate to the existing socio-cultural and political stratification of the community. No project should be presumed to be appropriate to the reserve as a whole. The practitioner must identify what sub-groups on the reserve are best suited for a particular project,

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[6] Rosalee Tizya is a First Nations women from the Vandu Kutchin First Nation. She is the former Director of Research for the Canadian government's Royal Commission on Self-Government. She is currently a member of the Board of Directors for the Centre for World Indigeneous Studies. She also is a Vancouver-based consultant for native land-use, and self-government issues.

and enable the leaders of that group to recruit and manage the involvement of its constituents (Hanson,1986:p.34). The consequence of not recognizing this reality can be that the project is seen as irrelevant or even a threat to other sub-groups, antagonism can result and the project will be neutralized (Hanson,1986:p.16).

3.7   SUMMARY

In this chapter, I explored the six principles which inform CBP and should guide the practitioner's activities. The next chapter will review the academic literature describing two CBP methodological tools: Strategic Planning and PAR. I will also discuss how these two tools support the practitioner in adhering to the principles described above, as they research and coordinate their planning activities.

4.0 INTRODUCTION

In Chapter Two I argued that there remains a necessary role for community in community planning, and that Aboriginal communities were one of the earliest advocates for increased participation and control of local planning. Two tools (among others) the modern practitioner has as a means of facilitating that control are strategic planning and participatory action research (PAR). In this chapter I will provide an overview of the methods and applications of these planning and research tools.

4.1 PARTICIPATORY ACTION RESEARCH

One of the research methodologies that has been advanced in recent decades to respond to the call for local control of the knowledge generation process, is PAR. Tandon describes participatory research as a reaction to a general frustration with outside experts who dismiss local, legitimate ways of knowing (Tandon,1988:p.10). Ryan and Robinson (1990) trace the evolution of PAR as possibly stemming from the post World War Two development of "action anthropology" (as opposed to applied anthropology). They describe action anthropology as an educational process in which local people take on the role of researchers in their own community (Ryan and Robinson,1990:p.57).

PAR "is a research method ...that draws out the knowledge and the experience of community groups and links that knowledge to action to improve conditions in the community" (Hoare,1993:p.1). Naylor (1989:p.1) describes PAR as a process which aims to empower marginalized peoples by creating ways they can recognize and name their experiences of reality. For the community, the process can create a greater awareness of their own resources, and mobilize them in self-reliant development to help them take action to effect personal and social transformation (Maguire 1986, as cited

in Naylor (1989:p.11). PAR challenges the enclosure of the production of knowledge that has characterized RPM.

In a review of the PAR literature, a set of characteristics that define PAR are evident. These characteristics act as criteria that must be acknowledged and met to increase the validity and reliability of the methodology (Hall,1981; Legat,1994; Ryan and Robinson,1990; Hoare,1993). It is noted that these characteristics are the same qualities that define CBP, and attest to the appropriateness of PAR as a CBP methodology. These criteria are:

- community control,
- community participation,
- pedagogical learning,
- empowerment,
- scientific rigor, and
- and honouring endogeniety.

4.1.1 Community Control

The ultimate goal of PAR is the transformation of social reality and the improvement of the lives of the members of the community involved; to do so the community must control the process, the entire process. Ryan and Robinson (1990:p.61) argue that the problem must be defined, analyzed, and solved by the community because "things work better when people make their own decisions about what they want to do, how, when, and with what assistance." Community control also means that the community owns and controls all research products and their use.

Ryan and Robinson (1990) suggest that a central aspect to maintaining community control involves the establishment of a Community Advisory Committee (CAC). The insight and emic perspective that an advisory committee brings to a project will

improve the likelihood that the community's sense of timing, priorities, and protocol are respected. The CAC being an appropriate body to:

- identify the types and depth of knowledge to be researched in a CBP process;
- develop the project guidelines;
- select the research staff;
- advise sample selection; and
- oversee the direction of the research, how that information will be used, and how it will be treated in the reporting process.

The practitioner honouring these criteria must learn to trust the community's decisions (Ryan,pers.comm.,1994), even if they initially seem to go against logic or common sense. The practitioner must remember that local people know how things should be done in their own ways better than any outsider, and expert knowledge of how to achieve specific tasks can only come from community members. Ryan advises that this means one must be able to hear what is being said, and be able to take the time for the process to work (Ryan and Robinson,1990:p.62).

4.1.2 Community Participation
A subsequent aspect of community control is community participation in the carrying out of the research. PAR involves the full active participation of the community in the entire research process, including data collection, documentation, and analysis. After these steps, the findings are validated through a community meeting where participants review and comment on the information (Hoare,1993). Legat (1994:p.4) argues that it is precisely because the community itself does the research, that PAR is a reliable method to collect data that reflects the assumptions, perceptions, and knowledge of the community, rather than the dominant society.

4.1.3 Pedagogical Learning

PAR finds some of its roots in the pedagogic, adult education tradition of Freire (1990) and Fals Borda (1985). This etiology means that the practitioner's role involves understanding and being able to work effectively with group dynamics and being able to build a team. In their discussion on the PAR process, Ryan and Robinson emphasize a commitment to group dynamics, and a consensual process of decision-making to collect, interpret, and analyze the information (Ryan and Robinson, 1990:p.59).

They advise that the consensual process is premised on the belief that people have the right to make their own mistakes and learn by them (Ryan and Robinson, 1990:p.61). This method requires a sharing of power by ensuring that each group member has an equal right to participate in decision-making. This team approach requires that all communication be open; that evaluation be ongoing; and that the group's pool of strengths rather than individual weaknesses be emphasized. The CBP practitioner is a hired technical assistant who should have and show a commitment to help community residents grow into the team leadership role and work oneself out of a job (Ryan and Robinson, 1990:p.59).

4.1.4 Empowerment of Marginalized Groups

In her unpublished article critiquing the unexamined patriarchy of PAR, Naylor (1989) argues that PAR should seek to involve a wide range of powerless groups. She raises the apparent contradiction that any practitioner will have to deal with between attempting to be culturally sensitive while attempting "not to collude with systems of oppression" when the culture itself has oppressive practices (or policies)...which are explained as traditional or culturally appropriate (Naylor, 1989:p.6). Therefore, a function of PAR is to share decision-making with traditionally silenced groups (both inter-community and intra-community) through the creation of effective structures and institutions.

4.1.5 Scientific Rigor

There has been some criticism of PAR as being too subjective to allow for rigorous data collection and reliable analysis. Its usefulness as a scientific methodology has been questioned. However, proponents of PAR argue that the process can achieve methodogical rigor without being mechanistic and scientistic. Holly and Firth view the scientific requirements of objectivity and neutral observation as "naive, unnecessary, and improbable" (Hoare,1993:p.45). All research is subjective to the degree that the assumptions, knowledge, priorities, and perceptions, that influence the methodology are culturally bound up in specific experiences, beliefs, and values.

Innes (1992:p.443) argues that formal research methods create information that "poorly predicts the effect of a (specific planning decision) in specific contexts and communities, and does not provide the 'how to' knowledge of what works in practice". The essential criteria to being scientifically valid is being reflectively critical. The full participation of the community facilitates a more accurate and authentic analysis of social reality (Legat,1994).

An aspect of PAR, that initially appears to contradict scientific rigor (as it is traditionally viewed to require detachment and disinterest on behalf of the scientist) is that both the community and the practitioner must be open from the start about their honest expectations for the project, and the practitioner must declare his/her personal biases (Robinson,pers.comm.,1994). Without this frank exchange of expectations and biases, participating parties may be working toward different goals (Legat,1994:p.2).

In this regard, the practitioner will benefit from acknowledging that CBP is itself an ideological effort. There are values involved in diagnosing community issues, strengths, and prioritizing perceived needs. Facilitating people's access to and

use of resources toward a set of goals is a political and an ideological activity. But valid scientific research can occur within this process.

Proponents also agree that many of the concerns and rigors relevant in other research methodologies remain relevant in PAR. For example, the data must be collected in a methodical manner, findings are verified and subject to replication, etc. (Coyne, 1993; Hoare,1993; Ryan and Robinson, 1990).

4.1.6 Honour the Endogenous Context
The sixth criterion of the PAR process involves treating the research data with respect and packaging it with regard to its content. One example of this respect is recognizing the importance of the language as a technology[7], both for conveying the knowledge, and created by the knowledge. One aspect of this criterion is that the resident researchers (trainees) should learn to conceptualize the data in the language it was initially generated in, if they do not previously know it.

4.2   STRATEGIC PLANNING
The move toward greater global interdependency means communities are increasingly influenced by social, economic, technological, and political forces over which they have little control. This estrangement can restrict the success of local planning by placing real or perceived limits on community initiatives (Christensen and Robinson,1989:p.57). Therefore, in order to maintain control of its own development a community must be able to identify for itself its own vision and goals that provide meaning to living in that community. It must also be able to perform a critical evaluation of its own: strengths, weaknesses,

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[7] I include language as a technology based on Websters Dictionary's definition of a technology as a technique, method, or process man applies to address a specific problem related to meeting his needs in his environment.

opportunities, threats (SWOT) to analyze the key forces that influence its options.

The literature identifies several characteristics of strategic planning that make it appropriate to adapt into a CBP process (Coyne, 1993; Lewis and Green,1993; Perks and Kawun,1986). First, emphasis is placed on local knowledge as expert knowledge. Second, in contrast to the RPM approach, strategic planning is holistic in that it integrates various internal and external factors that may influence a community's ability to meet its vision or mandate into the analysis. The following aspects are emphasized by Coyne (1993):

   - the organization,
   - the external environment,
   - the vision of the organization, and
   - the nature of planning.

Third, Perks (1986) points out that a central aspect of strategic development is that the corporate agency is the primary object of concern:

> This contrasts with traditional municipal planning
> wherein the instrumental value lies in the creation and
> regulation of physical environments. Thus, to perform
> strategic planning in the small-town context...the
> community itself must be viewed as the corporate
> entity, and ultimately, the implementers of the plan
> will be the community. Thinking of the community as a
> corporate entity dictates that a considerable
> proportion of the planning effort be shifted to
> investigating, understanding, and creatively engaging
> and marshaling the various capacities of the community
> to follow through on plan-implementation
> (Perks,1986:p.30).

Fourth, the process can create an improved knowledge of the
organization and its operating environment amongst the
participants (Lewis and Green,1993:p.5). In this regard, one role
of the CBP practitioner is to explicate the sources of a
community's challenges, influences, windows of opportunities,
etc. and advocate that these forces be integrated into the
planning process.

4.2.1 Steps in the Strategic Planning Process
The following is a brief description of the steps involved in a
strategic planning process, as adopted from Lewis and Green
(1993).

Step 1   Environmental Scan

"Information about current conditions and future trends, both
within the community and externally are gathered" (Coyne,1993:
p.27). In the view of Perks (1986) this process often starts with
an acknowledgment of a threat to survival.

Step 2.   The Community Expresses Its Vision for the Future

Christensen (1989:p.65) argues that communities need an overall
vision (he uses the term "policies" to describe "a coherent set
of community goals and priorities)... and that the creation of
this vision is a "golden opportunity to employ the principles of
self-help". This vision is holistic in that it incorporates
political, economic, social, and cultural components of the
desired future. "The visioning process is based on the
community's history and culture" (Coyne,1993:p.27), and
therefore, helps clarify the community's key values and
development principles (Lewis and Green, 1993:p.7).

Step 3. Draft an Initial Mission Statement

The planning team can now set out what part of the vision the project or organization will undertake in order to make the vision a reality (Lewis and Green,1993:p.7).

Step 4. Situational Analysis

The information gathered in the previous stages is analyzed with respect to community's internal strengths and weaknesses, as well as the external opportunities and threats that could influence the organization's achievement of its stated mission (Lewis and Green,1993:p.7).

Step 5. Strategy Development

A "common vision implies not only determining the what, but gaining commitment as well to the how" (Perks,1986:p.28). Therefore, strategic options for achieving the community's mission must be developed with residents and ratified by residents. Participants must be able to sort through a large amount of information that may be potentially relevant to the future (key decision factors) and identify realistic plans for development relevant to a community's value systems (Dykeman,1992:p.9).

Step 6. Plan Development and Implementation

From strategic targets, Action Plans are formulated. "Action Plans are concise prescriptions for implementation: the what, who, when, and how of getting on with development" (Perks,1986:p.37). They should promote individual and community capacity-building.

Step 7. Monitoring, Evaluation, and Assessment

Incorporating a social learning approach, the strategic planning process is an iterative process in which both the practitioner and the community learn from the previous activities to better achieve their envisioned future.

4.3 SUMMARY

Alexander and Calliou (1991:p.42) offer a succinct description of the value of strategic planning and the link between the present-day activities of the practitioner and their roles as historian and futurist. They state:

> most planners today seem to be involved in merely
> reacting to problems - engaged in 'trend' planning
> rather than 'goal' planning: widening and building new
> roads to accommodate more traffic, rather than looking
> at the relationship of transportation to workforce
> location, to energy consumption and to problems of
> global warming...Rather than simply reacting to
> problems and promoting quick-fix solutions, planners
> need to look for causes.

This chapter has provided an overview of two community-based tools the practitioner can utilize to facilitate citizen's participation and control of the planning process. The next chapter will describe their application in a case study involving the Adams Lake Indian Band. As well, Chapter Five will describe the context for the case study in terms of the Adams Lake Band reserves and people, federal legislation, DIAND policy, and the physical development approval process on reserves in Canada.

CHAPTER FIVE
THE ADAMS LAKE BAND COMMUNITY PLANNING PROJECT

5.0   INTRODUCTION

In 1992 the Adams Lake Band had a PDP written for them by an engineering firm. The DIAND Terms of Reference for such a project (see Appendix 5) require minimal community consultation, and there was. Because there was only minimal public input, this plan did not reflect most of the Band's perceived needs. Nor did it provide DIAND with the information it needed to approve capital projects for the reserve. As a result, the band was receiving little capital funding during the period 1992 - 1994.

In September, 1994, the Band proceeded to update and revise their PDP using a community-based process. I was contracted by the Adams Lake Band to facilitate a community consultation process which would incorporate aspects of both PAR and strategic planning methods to gather community input into the contents of a new PDP. The purpose of this chapter is to describe the context of the project; the process that was undertaken; identify the specific challenges the project dealt with; and describe results.

This chapter begins by providing background information to the case study and discusses the legislated authority of Chief and Council to conduct planning on reserve. I also describe the role of capital planning and the DIAND terms of reference for creating a PDP. I then describe events which lead to the creation of the project. The following planning steps are then outlined: the selection and training of community researchers/planners, data collection and analysis. The chapter concludes with a discussion examining the results of the project.

5.1 BACKGROUND AND CONTEXT

5.1.1 Community Profile

The Adams Lake Band is a medium size band relative to other bands in British Columbia (population 585 as of April, 1995), with a total land base of 7400 acres consisting of seven small reserves stretching west of Salmon Arm through to Chase and Adams Lake B.C.. Although the individual parcels of land are small, they are all strategically located and represent a significant resource for the band. The large majority of the band members who live on the reserve live in the band's two villages:

- Glen Eden, pop. 96 (adjacent to Salmon Arm), and   -
- Sexqeltqin, pop. 268 (adjacent to Chase).

The Sexqeltqin village is the political centre of the band. The administrative offices are located on this reserve, the larger of the two populations live on this reserve, and historically, the significant majority of the chief and councillors are elected from this reserve.

The C'stelen (Adams Lake) people are members of the Secwepemc (Shuswap) Nation. Traditional C'stelen lands stretch from just north of Enderby at the Salmon River, east to Mabel Lake, hunting as far east as Nakusp. The northern boundaries reached to the Columbia River north of Revelstoke and the north tip of Adams Lake, and the territory was bounded on the west at Monte Creek, bordering the Kamloops People (Matthew,1986; various C'stelen band members, 1994).

5.1.2 Legal and Policy Analysis

Taking control of their own planning and development on their own land is an integral part of a band's move toward self-government. When examining the best ways to facilitate Indian bands in controlling their own planning and development agendas, it is important to review what rights and authority Chief and Council have to create governing legislation on their reserves.

Figure 5.0   The Adams Lake Band Reserves
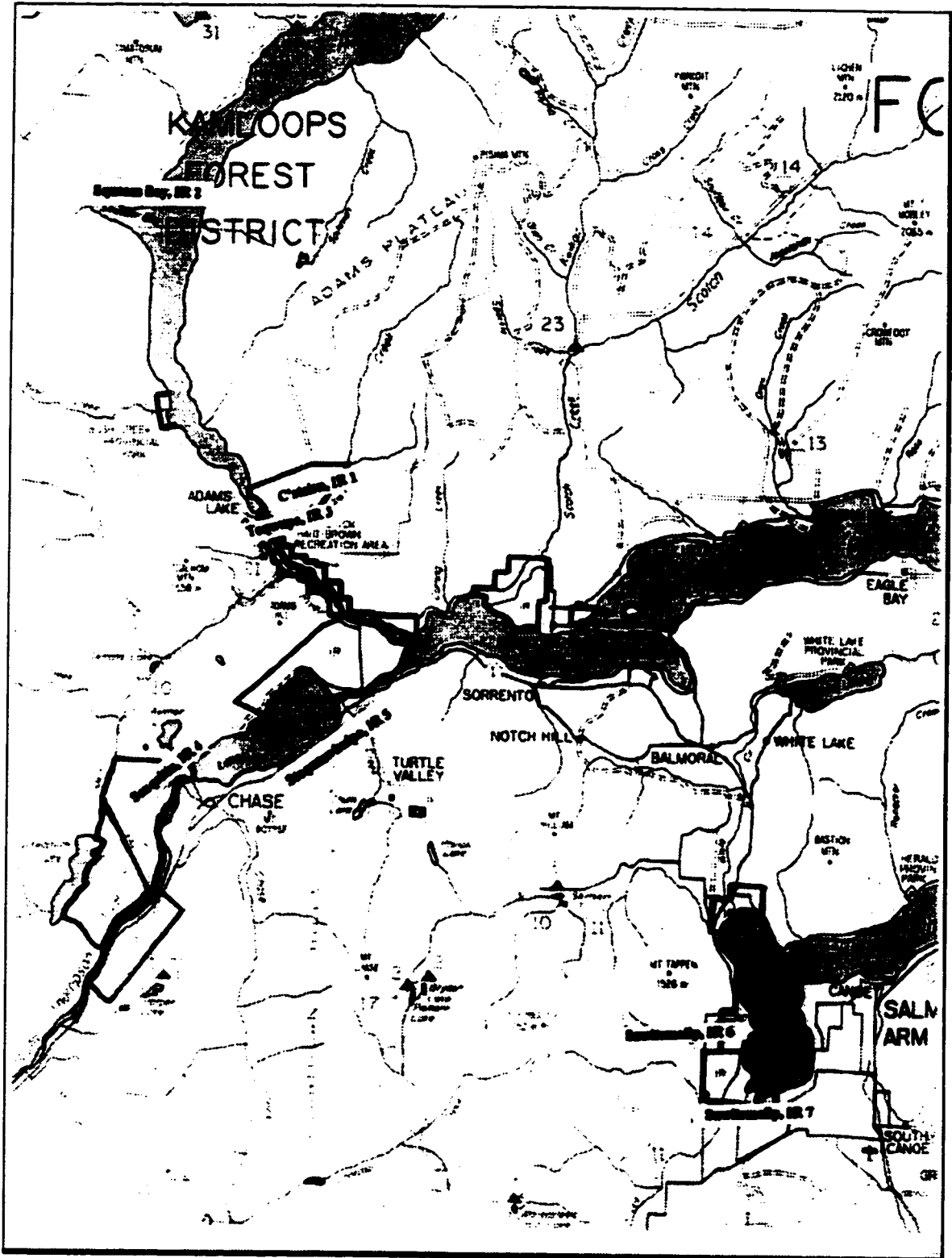
These rights and authority can be categorized into two basic categories: formal (or legal), and informal (or traditional). One of the distinctions that was specifically made during the Adams Lake project was the use of a band law versus a by-law. A band law has no legal authority but claims its legitimacy from either its traditional or its populist roots. My observation was that the Adams Lake Band possibly has enough respect and adherence for traditional and collective governance to enforce a band law, although I did not encounter a specific instance of this occurring.

5.1.2.1   Legal Powers of Bands Under the Indian Act

Over the past centuries both the federal and provincial government have failed to operationalize the inherent right of Aboriginal self-government. Therefore, Indian bands continue to derive their formal governing powers from the federal Indian Act (Starr, 1995).

> Band councils are created under and derive their
> authority to act from the Indian Act... A band council
> is considered a 'federal board' within the meaning of
> the Federal Court Act... and are immune to provincial
> legislation" (Imai and Hawley, 1995:p.10).

Sections 74 - 80 of the Indian Act describe the provisions for the election and tenure of Chief and Council. The Indian Act also makes provision for a band to elect a council under a customary election by-law, meaning that a band may determine its own regulations describing eligibility criteria, tenure of office, and composition of council. But federal courts have held that councils elected under custom continue under federal jurisdiction (Imai and Hawley, 1995:p.9). Therefore, most legal powers on reserve are channelled through the elected Chief and Council, whether elected under the Act or by custom.

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Under the terms of the Indian Act, the council of a band usually consists of one chief, and one councillor for every one hundred members of the band, with a minimum of two and a maximum of twelve councillors (Imai and Hawley, 1995:p.70). Generally, a reserve consists of one electoral section and the chief may be elected either by receiving:

(i) a majority of votes of the electors (the age of majority is 18 years), or

(ii) a majority of votes of the elected councillors of the band from among themselves (Imai and Hawley, 1995:p.70).

The chief and councillors hold office for two year terms. In the Adams Lake Band, Chief and Council held bi-weekly meetings and facilitated bi-monthly general meetings.

Under the Indian Act, band councils are expected to operate in a manner similar to municipal councils. Parliament delegates limited municipal authority to Chief and Council to create and enforce by-laws pertaining to specific issues. There are seven separate areas of the Indian Act which recognize the legal powers of band Councils. They are:
- band control over band membership,
- band control over band lands,
- band control over band moneys,
- general by-law-making powers of Councils,
- taxing powers of Councils,
- band control over intoxicants on reserve, and
- band Justices of the Peace.

Although it is imaginable that any or all of these sections could be relevant to a specific planning project or issue, control over Band lands, general by-law-making, moneys, and taxation powers are the sections relevant to this project, and I will restrict the discussion to them.

5.1.2.2 General By-law Making Powers

Under Section 81 of the Act, The Council of a band may make by-laws "not inconsistent with the Act, or with any regulation made by the Governor in Council or the Minister", for:

- the planning and construction of public works,
- zoning or land-use regulations,
- public health or safety issues,
- the preservation or control of wildlife or fish, and
- the observance of law and order, public peace, and trespassing (Starr,1995).

5.1.2.3 Control Over Band Lands

Under the current Indian Act, all reserve lands in Canada are considered federal land and are held in trust by the crown for the use of Indians. Sections 53-60 of the Act provide that the Minister of Indian Affairs and Northern Development (the Minister) may, with the consent of the council of the band, enter into leases for the use of reserve lands and agreements for the removal of surface and subsurface natural resources (such as timber, sand, gravel, minerals) from reserve lands (Imai and Hawley,1995:pp.65-61).

Understanding the background and values of land use on the reserve is important to understanding how the band identified its land-use objectives of this project. Most of the Adams Lake reserve has been divided up into privately controlled parcels in accordance with the concept of individual ownership. Such band members are considered "locatee" land owners, meaning they have a Certificate of Possession to exclusively use a specific parcel of land. Under Section 20 of the Indian Act the Minister may "issue a Certificate of Possession to an Indian who is lawfully in possession of land on a reserve" (Imai and Hawley, 1995:p.30). This method of land use and settlement is a relatively recent formalization of the band's traditional conception of land tenure, which was a system of family territories spreading out

from a central hub or village (Joe Michel, pers. comm.,1995)[8].
Each family had hunting and gathering privileges within their own
territory (Joe Michel,pers.comm.,1995).

So although there has been much tension over how some of the
locatee's obtained their certificates, the actual Certificates of
Possession are not a cause of tension in the community to date[9].
However, recently there is concern in the community because some
locatee's have become landlords, leasing what is essentially the
band's land and legacy to outside interests who will reap most of
the benefits. And this form of land use does go against the
community's general understanding of what is appropriate.[10]

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[8] Joe Michel is an elder in the Adams Lake Band. He has been Chief of the
band, and currently works in the Chief Atahm School resurrecting the language
and developing curriculum.

[9] Historically, there have been only a few individuals who had the resources
(cash) to purchase land from band members who did not. There are commonly
known stories of specific individuals purchasing several acres of land for the
price of a few dollars.

[10] There has been an implicit understanding amongst residents that as long as
the locatee was providing for his physical needs, either by conducting
subsistence activities (farming, grazing, building a home) or by working a
contemporary economic enterprise themselves (a family store), no one would
interfere with their right to do so (Tom Dennis, pers. comm.,1994). It was
explained to me that a locatee is seen to have the right to the benefit from
the land if they "roll up their sleeves and get their hands dirty" (Joe
Michel,pers.comm.,1994). However, the fact that some individuals are acting as
independent landlords is causing some concern in the community because it
seems to be imposing a foreign value or bias onto land use decisions.

As well, there is the perception that the courts, representing the values of
the predominant society (provincial and federal), threaten to impose the
individual's tenure rights over the traditional collective ethic. The band
recently settled such a dispute with a band member out of court. This possible
imposition of values impacts on the community's ability to govern itself,
knowing or suspecting that its traditional methods may be overturned by an
outsider's court (Ronnie Jules, pers.comm.,1995). In general, however, the
traditional collective ethic is respected and adhered to. As evidence of this,
there have been several recent cases of band members "quit-claiming" their
rights to specific parcels of land and returning these parcels to the commons
because doing so was in the band's best interests (need for housing, etc.).

A related perspective on land use became the topic of discussion during the
project. Some members suggested that locatees who have not lived on the

5.1.2.4 Control Over Band Moneys

Obviously, the process for authorizing capital expenditures is an important consideration when entering into any planning or development project. Under the current Indian Act, moneys that belong to a band are considered either capital or revenue moneys. Section 64 vests all authority to spend the capital moneys in the Minister, with consent of Council. In general, capital funds are spent on public infrastructure, land, or permanent improvements that in the opinion of the Minister constitute a capital investment. Section 69 allows for The Governor in Council to permit a band to control, manage, and expend its own revenue moneys for any purpose that will promote the public health, safety, or welfare of the band or specific members of the band (Starr,1995)[11].

5.1.2.5 Taxing Powers of Councils

In 1988 the chief of the Kamloops Indian Band, George Manuel, won the legal right for Indian bands in British Columbia to collect their own taxes for leases on their reserves (Subsection #83, The Kamloops Amendment). This, of course, also turned over to such bands the responsibility to begin providing a certain level of services to tenants on those lands and, therefore, conduct planning for the development of those lands.

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reserve for many years (or perhaps never), and have never expressed an intent to use their land should lose that land, or at least permit the band to use it in their absence.

[11] The Adams Lake Band is designated as a Section 69 Band which means the annual general meeting to approve the annual budget is an important political event.

Under Section #83, the Council of a band may, subject to the approval of the Minister, make by-laws covering:
- the taxation of residents (both Indian and non-Indian) or lessees on designated land, or
- interests in land, on the reserve, including rights to occupy, possess, or use land on the reserve.

Starr acknowledges this section as "probably the most important section in the Act" (Starr,1995:p.20).

5.1.2.6   The Physical Development Plan

DIAND requires each treaty Indian band in Canada, as a prerequisite to receiving capital funding, to submit a PDP which describes the band's priorities and requirements for physical infrastructure, such as roads, residential building sites and the services for those sites, fire protection, etc.

The PDP is a technical document prepared to facilitate the proper development of future band housing, commercial, and industrial capital needs over a twenty year period. According to the DIAND terms of reference the plan must include:
- a twenty-year population projection,
- a detailed-five year capital plan which addresses capital needs on a priority basis,
- a twenty-year housing needs projection,
- an assessment of existing and needed infrastructure (sewage, roads, power, fire, solid waste), and
- a land-use capability and suitability analysis.

The PDP has many parallels to an Official Community Plan (OCP). In his discussion on characteristics of community planning, Hodge describes an Official Community Plan as "a long range, comprehensive, general policy guide for future physical development" (Hodge,1991:p.206). Coyne notes, "the emphasis of an OCP is on physical planning; social, economic, and political forces (in the community and externally) are not explicitly

incorporated into the planning process" (Coyne, 1993:p.23). The
PDP parallels an OCP in that it is designed to be a rational
planning document, usually written in an engineer's office, not
in the community.

The PDP planning process presumes and reinforces a dependency on
centralized government (federal) to define development needs
through funding requirements and funding agendas. DIAND provides
a list of projects to which they will give a high priority (see
appendix 6); The band is then encouraged to respond by attempting
to meet these criteria, whether these projects are the
community's priorities or not. In the same way that the DIAND
legislated Chief and Council are an administrative mechanism
designed to implement federal policies on reserve[12], the PDP is a
similar administrative tool.

Despite the interdependency between the political, social, and
economic that is so strongly evident in First Nations
communities, the instrumental rationality of DIAND policies and
instruments (e.g. PDPs) neglects the political, social, economic,
and cultural dimensions of planning, and therefore, the
aboriginal voice is still largely unheard in planning on reserve.
The PDP is not designed to encourage public participation (as the
term is used in this study) or meaningful discussion; it is
certainly not designed to promote new institutions, nor is it
"developmental" in the sense that it attempts to help the
community realize its greater potential and work toward higher
level goals. By approaching planning with an integrated approach,

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[12] The federal court decision Rider v.Ear (1979)6W.W.R.226,103D.L.R.
(3d)168(Alta.Q.B.), states:

> an Indian band council is an elected public authority, dependent
> on Parliament for its existence...as such, it is to act from time
> to time as the agent of the minister...with respect to the
> administration and delivery of certain federal programs".

CBP reinforces political and cultural sovereignty, while the PDP ignores or even diminishes it.

5.2   PROJECT BEGINNINGS

In July, 1994, I approached the Adams Lake Band administration, asking if they had any planning project that would serve as a case study for my MDP. I had a meeting with Chief and Council to develop the terms of reference for the project (see proposal, Appendix 7). They awarded the PDP contract to me on the condition I work with an experienced planner (Landscope Consultants). I was to facilitate the CBP process, and Landscope was to write the final PDP document.

To maximize their effectiveness, the practitioner should have a sound understanding of the physical, social, cultural, and political factors that affect the community's goals and concerns (Hoare,1993:pp.88-89). Prior to the project, I had two meetings with the band Administration and Chief and Council to discuss their specific concerns and circumstances. Prior to these two meetings, I knew nothing of these factors. After these two meetings, I knew little more: I was unfamiliar with the systems of elected and hereditary chiefs, the roles and responsibilities of councillors, and the relationship and division of responsibilities between Band Council, Tribal Councils, and DIAND. I also knew nothing about the DIAND capital planning process.

On the one hand this is the nature of being a new practitioner, versus an experienced practitioner. But because the project was eight months in duration, this was not a barrier to the project achieving its goals. I learned on the job and presumed nothing. In retrospect, I can say that one of the things community members expected me to do was to presume, so this stance was helpful because it cleared away a lot of preconceptions they had of me.

5.2.1 Community Entry

A variety of methods were used for me to become familiar with the community, and allow the community to become familiar with me. First, the evening of the second day of the project I attended one of the band's bi-monthly general meetings. This provided an opportunity to introduce the project and the planning team to the community and for me to become more familiar with some of the dynamics of the community. As well, I participated in a number of community activities, attended the weekly poker games, and made myself as available as possible for informal discussion.

One limiting factor was the fact that for the duration of the project, I did not live on the reserve. I lived a one-hour drive from the reserve, which itself did not present any constraints (other than many very late nights and early mornings). But the fact that I did not live on the reserve did create a barrier, an otherness[13].

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[13] Based on my recent experience, I now share with Robinson and Ryan the belief that it is impossible to overcome this barrier without living in the community in which one is trying to work (Joan Ryan, pers.comm.,1994). I make this comment having now lived for two years on the 'Namgis Indian Reserve in Alert Bay, where I presently work. There is a connection and an understanding that is built up that cannot be accomplished if the practitioner commutes off the reserve every night (even several blocks).

Many years ago, during the widespread riots associated with the American Civil liberties movement, a media commentator attempting to express a similar notion said that "living beside Harlem is like living beside the Attica State Prison." During this project, several band members agreed that there is more than a bridge separating Chase from the Sexqeltqin Reserve (C'stelen band members,pers.comm.,1995).

5.2.2 Selection of the Community Researchers/Planners

In accordance with the PAR principle of working with community members in a team approach, as part of my proposal to the Band Administration, I asked them to hire two band members for the eight month project to be part of the community planning team[14].

The results of the hiring process yielded two successful candidates, Tom Dennis and Donna Williams. Tom is a middle-aged man who was chosen for his acute understanding of the local political and social structures of the community. He is an accomplished orator, and has a well developed philosophy and principles for living. Several years earlier, Tom had been a member of the Council, and this was the first community project or issue he had expressed an interest in since leaving the polity[15].

Donna was chosen for many reasons. Besides her being one of the strongest candidates, all the members of the selection committee agreed it was important to have a female on the team. Also, Donna lived on the Glen Eden reserve, it was perceived to be important to have this village represented in the project, and her father had been a political leader in the community for many years, so she would be able to bring a well-rounded understanding of the community to the project.

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[14] In contrast to the PAR principle of creating a Community Advisory Committee (CAC) to participate in the selection of project trainees, for this project a general call was posted and a selection committee, consisting of two band Councilors and me, short-listed, interviewed, and selected the successful candidates. During this process, I did not want to exercise any influence over the selection, therefore, I deferred to the two Councilors at each decision. This bothered the Councillors, who eventually asked me, "I thought you were here to help us?" This exchange provided an opportunity to discuss philosophy and my role as I perceived it.

[15] Over the first few months of the project, many people presumed, out loud, that Tom was involved in the project as a platform for running again for political office. There was a period of several months when community members who knew Tom's extremely strong personality were waiting to see if this project would become "Tom's project".

During Donna's second day at work, she brought bad news. In order
for her to arrive at work at 8:30 a.m., she would have to leave
her two children (ages 8 and 10) alone for twenty minutes before
they left for school. What would normally be a relatively simple
problem to address was complicated by a second issue. Donna
explained to me that she had been sober for almost fourteen
years, and this was still threatening to some of her family who
were still drinking. These relatives threatened to use her
transportation and timing problems as a way of preventing her
from getting a job and growing away from dependence on alcohol.
We discussed the possibility of flex time or part time
participation in the project, but Donna had heard her family's
message loud and clear. She believed they would find other ways
to undermine her if she continued to participate. So
unfortunately, Donna resigned from the project.

After Donna's resignation, Tom and I were left to find a
replacement, and we both agreed it should be a female if
possible. After several hours of thinking and phoning, Tom phoned
a young woman, Roxanne Thiesen. Roxanne is a band member and
although she had lived in the area all her life (Chase, Kamloops)
she was not particularly knowledgeable about the band's affairs.
She had worked mostly in secretarial positions so she felt
participating in this project would be a new experience for her
and she was eager to try it out.

5.3   THE DECISION TO BE DEVELOPMENTAL

Contrary to the administrative history of the PDP, this project
pursued developmental goals. The project presented a challenging
opportunity to use and assess the value of community-based
planning techniques in what is usually a rational, technical
planning exercise. In the simplest of terms, this capital
planning project was designed to be a means for the residents of
the community to take more control of their lives by gathering
the knowledge and creating the institutions necessary to
implement basic planning decisions.

Because the band's goal was to have this new PDP reflect the needs and views of its members and build skills among its members, the basic approach we took in this project was that "you wouldn't build something unless it met a social or economic need." Therefore, we knew we must first talk to the members and identify their social and economic needs. We attempted to build-in local participation and control of the planning process. The emphasis was on building relationships in the community and working toward consensus. Accompanying this approach was a realization that you cannot separate the issues and problems of the physical community from those of the social community. This means the community needs to address its economic development needs, housing needs, education needs, political and institutional needs as part of its PDP.

In Chapter Two, I described Korten's account of developmental efforts. This project faced the restrictions and requirements prescribed in the terms of reference of a PDP (see terms of reference, Appendix 5), and therefore, the initial approach we took to this project would be described as second generational in Korten's typology, in that it sought to empower the community to take control of its own planning agenda and activities. Conducting a third generation development process within the scope of a PDP is not possible. Regardless of how comprehensive and integrative the project might have been, the function of writing the criteria and determining what will be funded lies with DIAND. In this specific context, to engage in third generation development would mean advocating for more control over the funding that builds the reserve (self-government), instead of having to satisfy DIAND criteria.

The fear, and real possibility, in this kind of a project is that the effort needed to satisfy the technical criteria of a PDP, and create a five-year capital plan that satisfies the funding agency, will co-opt or eclipse the more important goals of empowerment and community development. The challenge was to

design the project without letting the fact that one can only scratch the surface of social development in eight months lead to paralysis. A foundation had to be laid while still completing the work that was being funded. In his article describing the "organic theory" of development, Rubin (1994:p.403) makes the point that "success at physical development can and should be guided by a broader theory of community change". In order not to get swept away with the day to day technical demands of a "bricks and mortar" project, the practitioner needs to keep his/her larger goals explicit.

Early in the project it became apparent that, from many people's perspective, the community's existing institutions were not supported. Large segments of the community had not accepted the DIAND Chief and Council system as the legitimate governance system and, therefore, it was relatively easy within the community for an individual to derail, paralyze, or alienate almost any initiative this body undertook. We (the planning team) agreed there was no point making plans that would either sit on the shelf unimplemented, or be implemented separate from popular support, because the community saw itself as having no institution that truly represented the community's values.

Therefore, one of the primary goals of the project became to catalyze or create some institution or core capable of garnering the necessary popular support for any initiative the community did attempt in the future. When a significant number of persons we interviewed mentioned the importance of resurrecting the family heads system of governance, we identified this as the institution that was essential to nurture.

After eight months of this approach, the project transmuted into a third generation effort independent and distinct of the Yecwem'inte Project's efforts. In order to prevent residential development on a significant archaeological site on the shore of Adams Lake, the community rallied in support of a road block and

legal challenge against the province of British Columbia to confirm ownership of a secondary access road.

5.4   CREATING THE PLANNING PROCESS

The eight month planning process involved community members at all levels. Most importantly, community members advised the proper and appropriate way to do planning in the community so that the knowledge, values, and culture that is important to the community determined how things were done. This project's use of PAR was to resurrect the knowledge of how this community should conduct its planning[16].

In Chapter Two I argued that the community researchers should be involved in all aspects of conducting the research and planning. In order to achieve the goal of empowerment and capacity building, it is important that decision-making by the planning team be as broad-based as possible and be a consensual process (Innes, 1996). During the Adams Lake project, except for the Band Administration determining the terms of reference for the project, work hours and wages, the planning team was primarily left to our own devices to decide how the project would be conducted. We generally followed a process described by community-based planning theory (Innes,.1996; Forester,1989; Ryan,1990). Within the team, decisions were generally arrived at consensually (except for a small number of times when I forgot to do so)[17].

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[16] The use of PAR in a project such as a PDP, which is traditionally a technical document, means that the knowledge that is being researched is used to dictate protocol, process, and goals. It is not necessarily traditional knowledge, but it is indigeneous knowledge. It is 'knowledge in action' because it is intended to be enacted in informing how the community should conduct its own planning. The knowledge that surfaces through such research provides guidance in land use, how housing should be developed, ownership of roads, who should be included in decision-making.

[17] Apart from honestly forgetting to include Tom and Roxanne in decisions, I can recall only one instance when I deliberately took control of a decision when I suspected the project was spending money needlessly in order to benefit another band member.

This approach worked very well. The following is a description of the process we created:

- publicize the project and its objectives (pamphlets, BBQ, bus tour),
- organize a series of one-on-one interviews to identify objectives,
- host a community meeting to report back the findings,
- facilitate a series of focus groups for band members to create strategies to achieve objectives,
- turn over findings to Landscope Consultants, and
- hold a community meeting to ratify progress and add closure.

The community planners were involved in the design of the survey, selection of the interviewees, ongoing management of the project, analysis of data and presentation of results. They also determined the pace and timing of specific activities, such as when to approach who for interviews, support, etc. The various levels of support the project received is exemplified by how the project was named. On the first day of the project, I had mentioned that I believed it was important that the project have a name as part of creating an identity for the initiative. That night, Tom asked Joe Michel for a Secwepemcstin word or phrase that would be appropriate: Joe suggested The "Yecwem'inte" Project, meaning "to care for, or take care of." Tom proposed the name to the group and we adopted it.

5.5 A STRATEGIC FRAMEWORK FOR THE PLANNING PROCESS

On the second working day of the project, I presented the terms of reference for the project and some of my initial thoughts regarding process to the planning team. For example, initially, I proposed we pursue a strategic planning methodology and that the

visioning component of the process would require a series of community meetings.[18] At this point, Tom spent several days discussing with me, and eventually convincing me, that in order for this project to be successful, we would have to modify some of the methods I had learned in my academic training. Strategic planning was one of those methods. From his experiences, Tom knew the residents of the two villages were not ready to sit in the same room, at the same table, and constructively discuss an issue such as the future. Tom convinced me that we would have to gather the data on an individual basis, one-on-one interviews, and then bring the community together to present the data and discuss what results could be drawn.

Tom took an active leadership role in this way from the first day. I respected that the PAR process had to be flexible so although I was uneasy, we postponed the community meetings and I trusted that no matter what happened, I would learn something valuable. The following is a description of how we modified the strategic planning process I described in Chapter Four to fit the context of the community. Because we made the following adaptations to the process, this project is not a case study in strategic. Instead it borrowed specific elements of strategic planning that were relevant to the community's needs and circumstances (for example, see footnote #26).

5.5.1 Environmental Scan

In Chapter Four, I cited that strategic planning usually starts with the community identifying a threat to its survival. In the case of this project, the process actually started with my proposal to the band for this project, but the threat to the community's cultural and economic survival was clearly identified by people in the discussions that ensued. We gathered information

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[18] From my academic training, I believed that during a strategic planning process, there is great value in visioning as a group, and each member experiencing the cross-fertilization that occurs in group settings.

relevant to the current and future forces influencing the
community in several ways. First, the planning team had several
discussions specifically focusing on the larger context of the
plan. Both external and internal forces were identified: highway
development; conflict between the band and neighbouring
municipalities; the Canadian Pacific Railway rights-of-way; the
band's land claim; political stratifications within the
community; the perceived legitimacy of Chief and Council as an
institution; and the need for the forty-something cohort to learn
their traditional knowledge which is disappearing, among others.

Early in the project, it became clear to me that some band
members did not know the remote areas of the reserves well. In
response to this, I suggested the project conduct a bus tour of
the seven reserves as a way of identifying first-hand what some
of the land-use issues were, and why they were important:

- how much usable land does the band have, what is it usable
  for?[19]

- why is planning for this resource important?

- what is the resource base within the reserve lands?

- what are the potential threats and opportunities
  associated with these lands?

- why is a sewage system at Sandy Point important? and

- why is the twinning of the highway a threat to be
  addressed?

So on November 4, 1994, the Yecwem'inte Project hosted its first
event, a bus tour of the reserves and a BBQ lunch at the Pierre's
Point Community Hall (the band's community hall in Glen Eden).
There were fifteen people on the bus tour and forty people at the

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[19] In my discussions with Chief and Council, they had to remind me that much
of the land which I had described as "not suitable for development" is, in
fact, good for a number of traditional uses. There were many times when I
caught myself slipping into a modernistic and technocratic mind-set and I
needed to focus on staying flexible in my perspectives.

BBQ; everyone talked informally and we used the occasion as an opportunity to introduce the project[20].

In addition to this public tour, I was fortunate enough to spend an entire day with Chief Ronnie Jules, who took me on an orientation tour of the band's seven reserves to identify some of the planning issues as he perceived them: the need for land use regulations, the rising cost of land in the area, the potential for tourism development, the historically positive relationship with neighbouring bands. I asked a lot of naive questions, and gained a lot from his insight.

In addition to these orientation exercises, when we were developing the interview questionnaire, we included several questions specifically designed to gather strategic planning data (Appendix 2 reports the respondents' answers) that would help us identify and understand the key decision factors.

5.5.2 The Community's Vision of the Future

In Chapter Four I argued that visioning must be holistic by including the political, economic, social, and cultural components of the desired future and that for this process to reflect the community's values and principles it must be based in the community's history. To achieve this, the project included a series of one-on-one interviews with community residents.

We spent several days developing a structured interview questionnaire. This process was strained and time consuming for several reasons. First, we were proceeding through the normal

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[20] The planning team agreed that this event should not be a highly orchestrated (including dancing or lahal) or glitzy event, but should be an informal opportunity for the people just to visit with each other.

During the bus tour of the seven reserves, some band members, including Roxanne, saw some of the more remote reserves for the first time in their lives.

"form" and "storm" stages of group development[21]. Both Tom and I
have strong personalities and we both feel the need to establish
the philosophical base and principles of an activity before we
proceed into designing the specific tasks. So this was several
days of debating the meaning of specific terms (ie: what is real
economic development, versus economic development)[22].

During this process we agreed that every person who lives in a
community has something relevant and important to say about the
community and how it should develop. Therefore, when designing
the interview questionnaire, we perhaps designed it to be too
facile. But we also agreed that one function of the interviews
should be to get people who had become used to not being asked
for their opinion in the community planning process, used to
being asked for their input.

In Chapter Three, I argued that a CBP project cannot advance the
physical or administrative infrastructure of a community without
acknowledging the human development that is an essential purpose

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[21] One of the things we needed to establish was if we would even become a
team (in the sense of sharing a common goal and pursuing that goal in a
coordinated fashion). For example, when I would suggest an idea that Tom did
not like or want to participate in (such as the bus tour, BBQ). He would say
"go ahead, but I'm not doing that shit." When I expressed my frustration over
this approach to planning he explained that he would not dissuade me from
pursuing an activity, even if he did not perceive it to be of any value,
because there may be a lesson in it for me that I should discover for myself.
I told him that "go ahead" does not tell me anything, it just "pisses me off"
I need to know what my alternatives are and what makes more sense. For that I
need a conversation with those who are likely to know. I reminded him that we
as a team cannot work effectively if we do not share the same goal and pull in
the same direction toward that goal.

[22] For the first two weeks, Tom tested me several different ways. He
threatened to quit several times, and derail the project, he pushed the
decision-making process to see if I would "pull rank" on him. This testing
really stretched my faith in the consensus model and the value of process,
versus just getting things done. After several weeks of very turbulent
discussion, Tom told me "I have been testing you... because this project could
not go ahead without a consensual group leadership. Now we can get on with the
business at hand."

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of development. Therefore, the planning team agreed that even if
the information collected in this early stage was less
informative than it could have been, that function was an
important one[23]. After two days of discussion regarding what
questions should be asked, how should they be asked, format, and
order, we tested the questionnaire and proceeded to organize the
interviews.

Initially, we had intended to conduct a sample of perhaps 25 -35
interviews. However, during the first community meeting we
attended to introduce the project, one community member asked
"which people will you be leaving out of your interviews?" Tom
astutely answered that no person or family would be left out. Any
person who wanted to participate in an interview would be
interviewed. Therefore, from September 15 to November 30, we had
to accommodate what eventually totalled sixty-five on-reserve
interviews, representing 40 of 86 households. There were no
criteria for being an interview participant except band
membership. A summary of results is presented in Appendix 2.

As well, a questionnaire was sent to 104 off-reserve households.
However, 48 questionnaires were returned because of stale
addresses. Of the remaining 56 questionnaires, 12 were received
back. A summary of results is presented in Appendix 3. The terms
of reference for the project discuss involving off-reserve
members of the band. Unfortunately, there was not sufficient time
to follow through with any focus groups or additional input from
off-reserve members. We were forced to focus on the on-reserve
members and the initiatives we had identified for them.

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[23] From the very start of the project, the team agreed that it was important
to go as slow as necessary to engage the community. For example, when we were
designing the questionnaire, first we asked people if the band needed housing,
then we asked them if the band needed a plan to create that housing, and
finally, we asked them how that housing should be achieved. And still some
people were exasperated because we were going too fast.

We carried out the interviews guided by the traditions and protocol of the community. We acknowledged the participants' contribution by bringing a small gift to each interview[24]. We began by calling on the Elders and asking for their input and support of the project. Tom was very helpful regarding protocol, ensuring the questions were appropriate to the people being interviewed and that we approached the individuals in the correct manner. For example, we approached the eldest Elders first, asking for their advice and blessing for the project. Then we approached the Elders who were still politically or socially active and requested interviews and their guidance for the project. We received great support at this level; all but two Elders agreed to meet with us.

Once we finished interviewing the Elders, we began phoning other people to set up times when we could interview them. We received a very cool reception, and no interviews for the first day and a half. Then we decided to start calling on people in person at their homes, this seemed to make a big difference in people's response and willingness to be involved.

Once we discovered the proper method for requesting and scheduling the interviews, the overwhelming majority of time, we were granted an interview, welcomed into people's homes, and told they appreciated the process we were using[25]. We were now

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[24] We usually gave a coffee cup with specialty coffees or tea packaged inside. About half way through the interviews, we realized a perfect opportunity to promote the project would have been to give coffee cups printed with the project's logo. But this idea came too late for this project.

[25] We only had four requests for an interview declined. One of the Elders (Joe Michel), who was too busy to be interviewed in September, said he was also too busy in October, and too busy in November. However, by November I realized that if I visited him at his work, he was willing to engage in long discussions regarding the project and his knowledge of how the band has historically conducted planning. During these conversations, Joe provided me with invaluable insight into how the Secewpemc people think about land and development.

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confident that we had connected with a level of support for the efforts of the project, and Tom summed up this sense by saying "There is something irresistible that happens when you start doing it right." We received many comments that "This is the right way to talk to people about their ideas...If you want my opinion on something, come and ask me, don't invite to me to some meeting"; and "This is how the old chiefs used to do things."

Most interviews lasted between forty-five minutes to one and a half hours. The participants selected the location of the interview and for the most part, they chose to be interviewed in their homes. However, some women preferred to be interviewed in the project office: This choice seemed to reflect the desire for anonymity away from their family while discussing these issues. We assured participants of confidentiality, therefore, none of the interviews were tape recorded. No participants were asked to sign a consent form because it was felt that introducing a document of some complexity into the interview process would distract from one of the intents of the interviews, which was to build up an informal relationship.

From the start of the project, we were keenly aware that too many studies, questionnaires, and initiatives had not born any observable results, and we did not want to add further to the cynicism that can result from a project such as this. We knew this would require some real follow through, and we felt if informal relationships could be nurtured, this would be one observable result.

Only one of us (the planning team) asked questions in any given interview. Initially, either Tom or Roxanne conducted the majority of the interviews; toward the end of this phase, if a participant knew me well enough and felt comfortable with me, I might interview them. But this was rare.

5.5.3 Clarify a Mission Statement

The Strategic planning methodology described in Chapter Four suggests that once the participants have achieved consensus on a common vision, the planning team should focus on what part of the vision the project will undertake as a priority. Also in Chapter Four, I reported that within a PAR approach to planning the information and knowledge gathered from the community should be analyzed and validated through a community meeting where participants review and comment on the information. In this project the results of the interviews were presented in an interim report entitled "No Excuses", which identified eight primary objectives (see Section 6.2). The principle objective contained in this report was that the community should return to the Family Heads system of government.

In Chapter Three, I argue that one of the primary determinants of successful community development is the existence and effectiveness of institutions capable of making and implementing decisions. The community's assessment that their primary need was to return to the Family Heads system of governance is strongly in accordance with the conclusions of the academic research. We knew very early on in this project that any substantive change would need an effective institution to implement the plans. To validate these findings we invited everyone to a community dinner meeting (November, 1994). Seventy persons came (a very successful turn out) and the Family Heads proposition was discussed by each person in attendance and received unanimous support.

5.5.4 Situational (SWOT) Analysis

In these interviews, we asked several questions designed to identify the community's strengths, weaknesses, and the threats and opportunities stemming from the external environment:

- is the current land base large enough to support the population?
- what are the 3-4 most important issues facing the band, now and in the future?
- how will the growth of the Shuswap area impact on the band regarding population growth, rising land values, twinning of the highway/ railway etc.?
- what are the band's strengths or resources that can be called upon to overcome these problems? and
- what are the weaknesses that the community will have to overcome to resolve the needs?

Through these questions, we were hoping to identify the operating environment for future planning. Some respondents clearly demonstrated in their answers that they understood the significance of such factors, but for the most part, we were not successful in creating a broad-based discussion on the significance of these factors.[26]

5.5.5 Strategy Sessions

A "common vision implies not only determining the what, but gaining commitment amongst residents as well to the how" (Perks,1986:p.28). This phase of the project was designed to develop strategic options for accomplishing the priority objectives and to build commitment from key individuals in the community. To accomplish this aspect of the plan, one approach we

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[26] Related to the frustration I experienced regarding identifying with the community members their relative strengths and opportunities, I decided early in the project not to introduce the technique of scenerio writing. I concluded that it was first necessary to work with more concrete techniques before depending on the abstractions of scenerios.

took was to organize a strategy session with the band office staff. I believed that if the office staff were going to be integral in implementing some of these objectives, we had better spend some time with them in a strategy session, first, to assure they were supportive of the initiatives and, second, to assure they had the necessary information and tools to achieve the tasks. Therefore, we requested that we be given two days of the staff's time to conduct a planning session in December, 1994.

As well, in Chapter Four I highlighted that the literature recommends the use of focus groups to incorporate the community's values and perspectives in the development of action plans. Focus groups were another method we used to incorporate community input and assure that residents controlled the process. In February and March the Yecwem'inte Project held a series of focus group meetings to discuss housing rules, land-use regulations, and economic development (see Appendix 9).

5.5.6 Plan Implementation

According to the literature presented in Chapter Four, action plans describing the what, who, when, and how of getting on with development are formulated and implemented in this phase. To be truly developmental, they should be consensual and address capacity-building. Because the March 18 land-use meeting resulted in the majority of the community organizing and supporting the checkpoint, the project did not progress to this phase, although the checkpoint committee did.

A second observation which is important for this analysis is that by this time in the project's life, people were still asking how "my" project was doing. To me, this question betrays the reality that I had not successfully facilitated the community's ownership of the project. This conclusion was supported during the evaluation of the project, in which it was apparent that no community institution had taken ownership of the document or process to drive the decision-making.

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5.5.7. Monitoring, Evaluation, and Assessment

Ideally, and in accordance with the principle of social learning, the community would participate in an ongoing monitoring, and evaluation process and modify its future activities based on those observations. Prior to the checkpoint, the Yecwem'inte Project had discussed plans with residents to organize a summary community meeting, at which time the project's accomplishments and progress would be assessed, and future tasks would be assigned. However, at the end of the project, the community's efforts were focused on the checkpoint. The project was no longer community-based by this point.

Because evaluation is an important component of CBP, I felt it was essential to return to the Adams Lake Band and conduct an evaluation of the project. I eventually had the opportunity to make this investment in June, 1997 - two years after the end of the project. Findings from this evaluation are discussed in further detail in Chapter Six.

5.6   ENGAGING COMMUNITY PARTICIPATION

In Chapters Three and Four, I have shown that there is a legitimate place for community in community planning. As part of this thesis, I have argued the need for the CBP practitioner to identify a unifying interest or common concern amongst local residents and help the community develop the ability to act together toward this common goal. In this section, I will describe how the Yecwem'inte Project engaged the residents of the Adams Lake Band to identify and pursue their common goals.

5.6.1 Target Audience

One of the failings of the previous PDP is it did not talk to the community members. It did not name land holdings by the person who lived there, it did not use the Secwepemc names to describe areas. It talked to other engineers in other offices somewhere. Therefore, the residents of the reserve had no connection to it.

One of the key factors in promoting community participation in this project was that, unlike most communities which are comprised of diverse groups of people, there is a great amount of homogeneity in the community. Although individual residents had specific special interests they devoted their time and money to (just as in any community): school, fire department, bingo, politics, etc., we did identify early in the project several unifying concerns that the majority of community members were willing to support. Specifically, almost all the residents of the reserve share the Secwepemc culture and traditions and felt as part of a large extended family. As well, most members of the community share a general frustration with various aspects of the current housing program. And as previously mentioned, the primary shared interest was in resurrecting the Family Heads system of governance. Therefore, we acknowledged and utilized these elements as cohesive forces.

Another unifying interest was the planning process itself. We had tapped into a process that seemed to resonate with the community[27].

5.6.2 Barriers to Participation

Like most communities, there was a small percentage of the residents who were intensely active in the community's affairs, while the majority of others choose not to be involved for a variety of reasons. We designed the planning process to break down as many of these reasons for not being involved as possible. The first barrier we confronted was lack of awareness. Promoting the project, an activity or meeting, or a particular idea was made much easier by the small size of the two villages. In Sexqeltqin village we could hand deliver information flyers to every house in about an hour.

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[27] We had resurrected a process of visiting people in their homes (versus community meetings) that the old chiefs had practiced, and people said they appreciated it.

A second barrier was geographic distance: The Adams Lake Band has
two small villages about an hour apart from each other.
Attendance by residents of one village at the other village's
meetings was usually scant. Therefore, we usually scheduled a
meeting in each village for each subject matter. And a third
barrier we acknowledged through the design of the project was
timing. We scheduled all our community meetings in the evening;
We never competed with bingo for people's attendance; and we
scheduled the interviews for wherever and whenever people said
they were available[28].

As I have mentioned previously in this chapter, when the planning
team was asked "Which people will you be leaving out of the
interviews?", Tom astutely recognized that it was essential that
the project not be perceived as creating any barriers to
participation (He answered that no person or family would be left
out). In Chapter Three, I described the stratification that
commonly happens on Indian reserves. One of the first pieces of
information that is often sought by residents regarding a project
such as this is, "Which segment of the community will benefit,
and who will be left out?" By interviewing sixty-five persons
from eighty-five households, this project successfully
communicated to observers that perspectives from across the
strata of the community are valuable, and we then communicated
back to the community the similarities of these perspectives.

We invested a lot of time and other resources in the interview
process because we believed that it was also capable of
dissolving another barrier to participation. In Chapter Three I
argued that participation is an acquired skill and requires
practice. In accordance with this belief, we designed the
interview questions to be small beginnings toward new behaviour

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[28] Although it was unusual, some of the interviews were conducted as late as
10:00 p.m., and some were conducted on Saturdays.

for persons who had not been active and knowledgeable in community affairs up to this point. One function of these questions was to demonstrate to the respondents that they did have opinions and those opinions were valued.

5.6.3 Social Cost

Equally important in promoting public participation was acknowledging and balancing the social cost that participating represented to the residents. We tailored our requests to match people's specific circumstances; to help them weigh off the direct costs of participating (time, risk of their investment being misused) we explicated the short-term and long-term benefits of their investment[29]. We used the interim report "No Excuses", as one vehicle for demonstrating some quick and basic benefits to the respondents' investment. For example, many respondents reported that there was a need on the reserve for some rental accommodation that was an alternative to single family residences. This recommendation was quickly responded to by the Housing Department, and a five-plex was being planned for within weeks of the report being released. As well, the project's resurrection of the Family Heads circle was also intended to demonstrate concrete results from participating in the process.

5.6.4 Volunteerism

The issue of whether to offer payment for participation in interviews, CACs, focus groups, etc. became a contentious issue very early in this project. I do not believe that one can build community on a paid basis. This sends a wrong message to residents about what they should participate in and why, and what their role in the community is. Drowning a project or community

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[29] For some individuals, the perceived benefit was the potential for economic development and jobs; for some there was a potential ideological benefit (the possible revision of housing policy away from the central administration of housing through the CMHC program in favour of housing supplied by and controlled by individuals).

in money can undermine the reciprocal relationships necessary in community and can be just as detrimental to the long-term welfare of that community as can too little money. Paying residents to participate runs the risk of turning community development into another make-work project. In a community where everyone is scrambling for resources, people sell their attendance, versus contribute their contribution. I believe the question, "What do I get out of it" is a matter for the individual to answer, not the practitioner.

However, this matter is related to how the group chooses to define the relationship of its members to the group, and therefore, by definition, the decision is not mine to make. Tom had very different perceptions on the matter. He argued in support of the fact that everyone in the community wants a certain level of material well-being, and they should not be asked to ignore or sacrifice those needs for some principle that seemed arbitrary to them. After debating the merits and evils of volunteerism for about two weeks, I asked Tom flatly, "If you are going to pay people for providing vital roles in your community, where are you going to get the money?" He answered, "I don't know, I do know that some people will be asked to volunteer time in some capacities in the process, but don't come into our community and tell us we have to work for free, O.K.!"

I said, "that's fair". This exchange told me all I had to know on the subject (that we were debating two distinct issues[30]), and it was not brought up again.

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[30] I was discussing the role of volunteering, and Tom was discussing the role of me.

5.7   RESULTS

In Chapter Two I argued that the RPM and the welfare state have
estranged the local leadership from the decision-making process
and have left local governments to implement decisions made
elsewhere. The use of CBP in this project was primarily about
repatriating the decision-making process (from DIAND and
elsewhere) to the community and the form of leadership which
makes sense to the community. Part of such a challenge was to
acknowledge and strengthen the healing and cultural identity that
is required for the community to perform this role in a healthy
way. The results of this case study illustrate the value and
success of CBP in three key areas: process, culturally
appropriate plans and products, and important spin-off results
that continue the development of the community. As well, the
following discussion identifies areas where the project did not
achieve its objectives.

5.7.1 Process and Relationships

The process used in this study was effective in training
community members in planning research and community
facilitation. Two band members (Tom and Roxanne) were trained in
the various aspects of conducting a needs assessment: sampling,
interviewing skills, collecting traditional knowledge regarding
planning and decision-making in the community, data analysis, and
reporting back to the community through group facilitation.[31]
Both Tom and Roxanne provided valuable input as to the topics or
issues that needed addressing and the depth of research that was
required for each. As well, all community members were welcomed
as part of the process.

As part of the community's participation, the planning team took
plenty of time: time to listen, time to learn. By taking
sufficient time, the community members involved had time to

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[31] We (the planning team) all agreed that I should not be facilitating any
meetings, and I did not.

process the information they were learning, and reinforce the skills of participation they were developing[32]. I believe the spin-off benefits from this project (I will discuss these later in this section) are evidence that participation skills were developed at several levels.

I think one of the successes of the project was that it achieved as much consensual decision-making and conflict resolution as it did. There was a lot of time spent at tables talking together with people who had not talked constructively for many years. One example of this relationship building was how the process became relevant to, and resonated with, such a broad base of community members.[33] Participants saw evidence that their knowledge and opinions were valued. This in itself is a valuable benefit the project brought, and the long-term consequences of such an intangible cannot be underestimated. Regarding significant, lasting change toward the democratization of decision-making in

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[32] During the two-day roundtable session we conducted with the band office staff, I witnessed great frustration at first that individuals did not understand what was being asked of them during the visioning exercises. There were several comments that the process was going too fast. Doug Arnouse advised that "We can only go as fast as the slowest amongst us." (This comment tells me that Doug was committed to a community-based process). Toward the end of the session, I witnessed an epiphany. It seemed that what we were doing suddenly made sense to those who had struggled through it for two days. And they asked if they could participate in this kind of exercise again.

Taking time also relates to a personal style of working, taking time to listen to answers that initially appear not to address the questions, taking time to get to know individuals (versus just doing business) interacting on a personal level, starting slow in order to go fast.

[33] One example of this process becoming relevant to individuals was Don Arnouse. During the second day of the project, at the Annual General Meeting where we introduced the project, Don jumped up from his chair and exclaimed, "Why do always need a Sema7 to come in and tell us how to run our lives? We have been feeding ourselves and housing ourselves for thousands of years without the Sema7." Over the months to follow, Don began participating in the process, not the project, but the process. And I think the fact that the process superceded the project (at least in Don's case) is an example of the success of the project.

the community, this eight month project has planted some seeds, some of which have yet to bloom. In the remainder of this section, I will discuss specific actions that resulted as part of this project.

5.7.2 Family Heads as an Institution

In Chapter Three I argue that in order for any planning to be effective, it is paramount that institutions which are viewed by the citizens as relevant and legitimate exist and function well. During the interviews we were repeatedly told that no institution existed on reserve which was capable of interpreting the traditional knowledge of the community into band laws to guide development and governance[34]. The DIAND Chief and Council could never achieve this task because of its ties to non-native legislation and authority. It appeared there was no institution in a position to implement the plans we were hopeful of accomplishing. Therefore, when we heard through the interviews that the Family Heads was the institution most fundamental to the community's needs, we proposed to the community that it hold the first Family Heads meeting in more than thirty years.

The Yecwem'inte Project hosted a community meeting for residents to discuss the Family Heads; every community member was invited, and seventy persons attended. The hall was full. We served dinner from 6:00 - 7:30 p.m. and then Tom facilitated a process in which each person in the room was called on to say what they felt about the need for a Family Heads circle[35]. As of 1997, during the

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[34] Chief Ronnie Jules said several times that this type of guidance could not come from the band office because they had all been "trained to be white."

[35] During the Family Heads dinner I was sitting with Ken Dennis, who asked me, "Are you going to preach to us tonight?, I expected to get preached at first, then fed. This must be Pentecostal to do it the other way around." Fortunately, there was no preaching, there were only community members, each in their turn expressing how they felt about the idea of the Family Heads polity being resurrected. Some persons had questions about how it would work, but every single person expressed support for the idea.

community evaluation, I witnessed that the Family Heads as an institution had not yet evolved to be an effective polity in the community, but similar ends were accomplished by the band successfully moving to a custom elections format[36]. I will discuss this initiative further in this chapter.

5.7.3 Housing

Housing has historically been a controversial issue on reserves all across Canada[37]. Over the course of this project, the Adams Lake Band was no exception to this reality. The Band Administration expressed that one of the main housing issues was the fact that there was no housing policy to guide Chief and Council's housing-related decisions.

As a result of this lack of policy, the issue of housing on the Adams Lake reserve was a bear trap, impossible for an outsider to prescribe a solution to, and difficult for a local politician to successfully stick handle through. For this same reason, from the start of the project Tom and Roxanne were very reluctant (they refused) to be involved in creating housing policies; they did not want to be the community members who were blamed for everyone's housing problems. We talked about this concern and after some discussion they agreed to participate in facilitating the community's discussion: They did not have to take responsibility for the ideas, just the process. So the Yecwem'inte Project held two housing meetings to expand on the information received through the interviews in the hope of developing some consensus on housing policy.

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[36] The custom election process is explained in section 5.1.2.1.

[37] Clapp (1995) provides a concise description of some of these problems and issues.

5.7.3.1 Culturally Appropriate Housing

One of the main comments or dissatisfactions expressed about the current housing program was the lack of control people felt. During discussions, some interviewees pointed out that traditionally, housing used to contain and tell a family's stories: The current housing program has no such function or flexibility. Clapp (1995) describes the federal government's housing programs which attempt to deliver housing as a "generic product" delivered as a welfare need[38].

She argues that while most bands now administer their own housing programs, they have no control over program design, criteria, or delivery mechanisms[39]. Federal housing programs are a classic example of development in the community, versus development of the community. Criteria and standards created elsewhere restrict the band's and homeowner's ability to design housing which reflects cultural norms or individual preferences (i.e.: communal food preparation space, main floor laundry rooms; extended-family living arrangements, additional bedrooms, basement suites.[40]

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[38] Essentially, the housing program as currently delivered by DIAND and CMHC could be characterized as a relief strategy in Korten's development framework. There is a shortage of housing and these programs are designed to build standard issue housing as cost effectively as possible, without concern for personal empowerment or autonomy.

[39] The CMHC social housing program has a specific set of criteria that limit the use of internal resources and undermine or ignore the interconnectedness of housing and culture. For example, tradesmen, materials, design professionals must be certified. Alernative building methods, such as stackwall construction, self-build or sweat equity labour is difficult to accomodate.

[40] On-reserve housing is a salient example of how the reserve resembles the total institution Goffman (1961) describes and Clapp (1995,p.47) refers to. The federal provision of housing has historically been of standard issue, uniform in nature, and uniformly distributed. One telling anecdote is of a fellow visiting a friend's home on a reserve in some distant part of the country, and after sitting in the kitchen visiting for some time he stands up and walks straight to the bathroom, knowing exactly where to go without asking for directions. The visitor explains his foresight by saying that "DIA only has one blueprint for its houses."

Consequently, bands are caught enforcing a set of criteria designed to meet the program's needs, but which offer homeowners little control over the product[41].

A second housing issue the project attempted to address, with very limited success, was the question "how should people who don't pay their rent/mortgages be dealt with?". There are several homeowners who are unable, or refuse, to pay their monthly payments: These uncollected rents are placing a significant strain on the band's finances, because it is the band, not the individual, that is legally responsible to make the bank payments.[42] Consequently, this deficit has put the construction of future houses at risk until this problem can be resolved.[43]

One of the results of the focus groups the Yecwem'inte Project hosted was to achieve consensus on this issue in that there was clear unanimity concerning what not to do. Each person who

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This lack of control was manifested in the various types of "crowding" we identifed during the interviews. The traditional concept crowding (persons/sq. ft.) was not as commonly reported as were frustrations over the functionality of the home - size of bedrooms, the need for an extra bathroom, etc.

[41] An extreme example of this type of tailoring the homeowner to fit the system occured during the course of the Yecwem'inte Project. One family was told by the Councillor in charge of housing that in order to receive a house on the Adams Lake reserve, the mother (who was not a band member) would have to sign the children over to the father (a band member) so that the house could not become alienated from the band through a divorce.

[42] The method by which on-reserve homes are financed places all the responsibility and risk of creating new housing with the band administration (without the benefit of acquiring an expanding pool of resources to support this responsibility), and all the benefits of new housing stock with the occupants. The band takes a mortgage with a registered bank on blocks of four or five houses. When the amortization period for a given block expires, the band sells the individual homes to the occupants for $1.00, and that home becomes the individual member's property.

[43] Rent payment arrears have become a significant problem. In 1996, the band was allocated ten new houses, based on the housing plan submitted as part of the PDP. However, these houses were cancelled when the band could not get its housing program deficit under control.

expressed an opinion on this issue said that the band should not adopt a "white" mechanism such as evicting band members from their homes over money[44]. As well, no one relished the sight of a truck pulling up to a house to remove the family's possessions, the disturbance, and possibly violent scene on the front lawn.

Unfortunately, in the absence of a more productive alternative, it appears that perhaps local control of this issue may be waning. Clapp (1995;pp.18-19) offers examples of federal legislation that limit a "band's jurisdiction over housing occupancy, use, and the physical plan of the community to an administrative role". She states that under currently proposed changes to the Indian Act, the ability of bands to act as property managers would be clarified, including the band's authority to "evict tenants". Even though it is clear that this is not the kind of legislative reform sought by this First Nation community[45].

Although there was plenty of dissatisfaction expressed with federal housing programs, and much talk about the possible alternatives, the project was not successful in challenging the dominance of the current housing programs[46]. At this time, the

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[44] Despite the extent of the problem and the reality that some other bands encountering similar challenges are evicting delinquent tenants, this community remains clear that evicting people from their homes is not their way, it is "the white man's way."

[45] These policy revisions will not provide the band more opportunity to create culturally appropriate housing and housing policies. In fact, I would argue that if they are implemented they will hinder the band in this regard. I suggest these policy revisions are based on objectives DIAND wants to achieve, specifically the federal government wants the Chief and Council to have this authority so it can leverage them to use it. Self-government will not be achieved through liberalizing federal legislation.

[46] The federal housing programs currently utilized by the Adams Lake Band are the CMHC Rental Housing Assistance program and the DIAND Indian On Reserve Housing Subsidy program. I believe that continued participation in federally designed housing programs will continue to frustrate the recipients of such homes and undermine self-reliance and local control of how housing is created and managed. This reality was expressed in the large majority of interviews by

current program appears to be too affordable, too convenient, and too entrenched for any alternative model to be pursued seriously.

5.7.3.2 Development of Housing Rules

In addition to those issues mentioned above, there was frustration amongst many community members that the band's housing-related decisions were made behind closed doors: No one seemed to be able to communicate the criteria for receiving a house, and consequently, there was the perception of favouritism. Given these dynamics and tensions, we wrote a draft set of housing rules (see Appendix 1) which attempted to open up the decision-making process and address these issues in a constructive manner, without resorting to autocratic dictums, and turning relatives against each other. These housing rules are premised on a lot of future community discussion and tolerance.[47]

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people expressing frustration with a centrally controlled housing program: these persons believed the band's role should be in supporting and facilitating individuals in creating their own housing.

Cathy Michel pointed out that our questionnaire, and the presumptions behind the housing related questions, reflected the bias of receiving housing as a passive consumer through a centrally controlled program, without challenging how housing should be achieved ie; through personal initiative and risk. I learned through this comment how persuasive this bias or presumption can be in that we did not even question the delivery mechanism when we were planning our questions.

[47] Chief and Council advised us that they would prefer Housing Rules. They said "Housing Policies" sounded too much like an external prescription from an external source (DIAND), and therefore, connoted a lack of control by the band. So we drafted the Housing Rules and then met with Chief and Council to review them. They said these rules were a "good start" at eventually developing some rules (see footnote #1).

5.7.4 Land Use

Land use planning is a major component of a PDP, and it is my belief that this is one of the areas where the project was most successful.

Figure 5.1   Objectives of Land Use Planning

1) Identify a site for the next Sexqeltqin subdivision (40 houses).

2) Develop land-use regulations to guide future development by locatee[48] land owners.

3) Identify development zones in which to concentrate infrastructure.

Although the band has seven reserves and 7,400 acres of land, much of this land is committed to specific uses such as: commercial leases, forestry, recreational cabin leases[49], and to individual band members holding Certificates of Possession. These lands are considered encumbered lands. This project considered primarily unencumbered land (all remaining reserve land that is not allocated to band members or long-term leases) when planning future land-use and development. However, the land-use regulations are intended to apply to all reserve lands. In reality, the amount of unencumbered land is quite limited. Therefore, the objectives of the land-use planning were limited

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[48]   A locatee land owner is a person who has a certificate of possession, issued by DIAND and recognized by the band as a legitimate form of tenure.

[49]   The band has some long term leases with non-band members who have recreational cabins on some of its lakeshore properties. These economic development areas are considered to be not available to band members for housing, resource extraction, etc. Therefore, significant portions of the reserves are already committed to long-term uses.

to addressing the immediate issues and needs relevant to this
land - housing and economic development.

5.7.4.1   Culturally Appropriate Land Use Planning

Culture and traditional uses had a large influence on how land-
use decisions were pursued during the project, and on creating
the land-use regulations. First and foremost, the community did
not want what they referred to as a municipal model approach to
governance (zoning by-laws, permits, governmental interference
and prescriptions) (Nelson Leon, pers.comm.,1995) in what has
historically been decided between families by consensus on a case
by case basis.

Instead, the land-use regulations (see Appendix 10) were created
using the Secwepemc understanding of land ownership and
responsibility of taking care of the land, based on band law not
bylaws (which is one way of acknowledging local control). The
regulations utilize a flexible case-by-case approach to decision-
making in which community consultation is required with
neighbours, Elders and Family Heads. Concepts such as compatible
or incompatible uses were not presumed or prescribed, but rather
a process was used whereby neighbours have an opportunity to
mitigate possible negative impacts from unsuitable or undesirable
development by requiring a certain level of consensus before
development can occur.

As well, the types of land use considered in this project were
influenced by cultural variables. Along with the standard
economic, residential, institutional, and recreational uses
typically considered in an OCP, ceremonial and spiritual uses
were given even weight in decision-making[50]. Also, an
environmental land trust, designed to preserve some natural areas

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[50]   For example, remote areas, commonly used to erect sweat lodges, were
respected and preserved for this purpose.

for traditional food and medicine harvesting, was proposed by the band's Chief Ahtahm School. The proposed area was viewed as a natural classroom for teaching this traditional knowledge.[51]

Traditional land-use also was considered in discussions regarding where future housing construction should occur. The C'stelen people historically resided primarily on the shores of the Adams Lake. There is a great affinity with this area in many people's hearts, and some opinions expressed that those persons who want to should be able to live in this area. However, for the immediate future the band's reserves along Adams Lake are committed to tourism and leases to non-band members for recreational cabins.

5.7.4.3   Strategic Land-Use Planning

When we were developing the interview questionnaire, we included several questions designed to gather strategic land use planning data. Based on these responses, land was considered the most important issue facing the band. However, I was frustrated by the fact that it appeared that few people had given much thought to the impact of the internal or external environment on one of the band's most valuable resources - land.

Consequently, despite the efforts described above to open the planning process up to cultural and social criteria, most of the land-use decisions were ultimately premised on rational,

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[51] The "Spele" area was traditionally a "garden" for the Secwepemc People, and still today is a valuable salmon spawning ground. The meeting at which the idea to create a land trust in the Spele area was to be presented for discussion was, ironically, the same meeting at which the idea of a road checkpoint in the same area was spawned. Eventually, the tension that developed over the checkpoint lead to the only access bridge to this fragile area being burned, severely reducing accessibility to the area proposed for preservation. Negotiations between the band and the province have been proceeding throughout 1997 as part of a larger plan to develop fourteen homes in this area; As long as the bridge does not exist, the Spele area remains protected from development.

technical criteria, instead of on a comprehensive vision. The
lure of economic and technical imperatives proved too seductive
in the absence of a well-articulated alternative. As well, the
project fell into the trap of attempting to satisfy the criteria
spelled out in DIAND's Capital Projects Approval Process[52]
(Appendix 6). We attempted to communicate to DIAND in the PDP
that the band had a long-term development strategy that was
rational and based on sound planning techniques and criteria. Of
course, this is what DIAND wants to see in a PDP.

Figure 5.2   Adams Lake Traditional Territory

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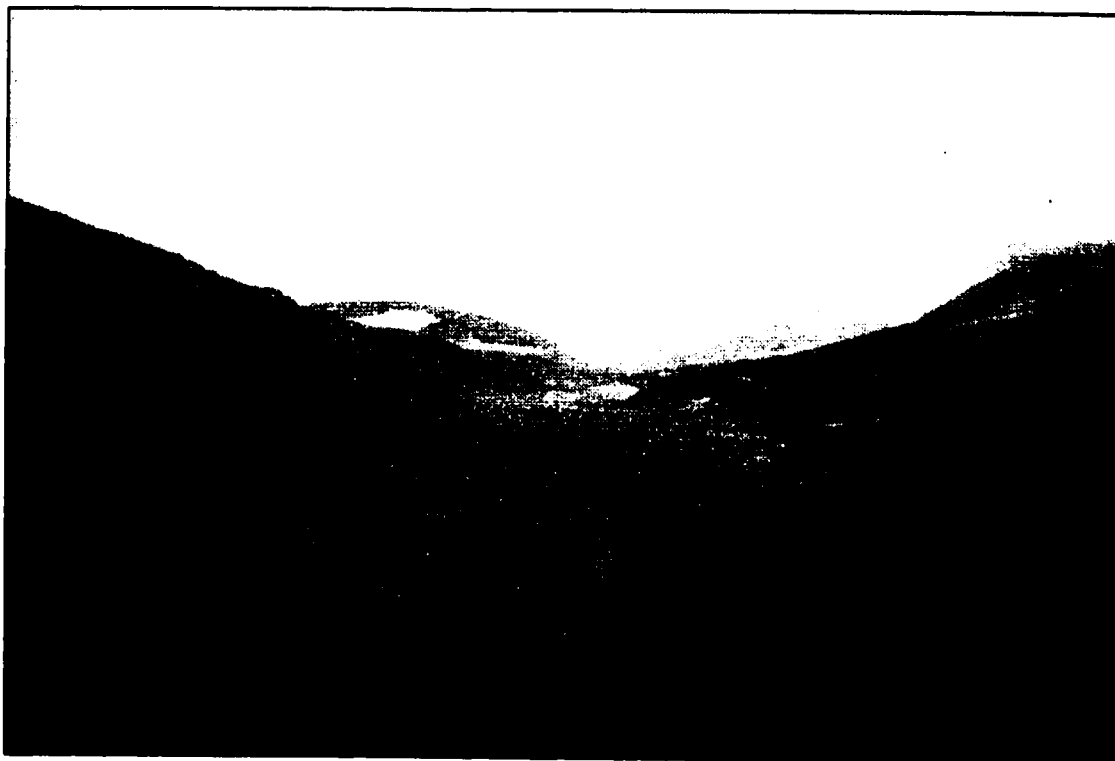
[52] DIAND's Capital Projects Approval Process prioritizes projects for funding
approval based on the project's amelioration of risk. Essentially, in a tight
fiscal climate, the projects most likely to receive funding approval are
projects related to health and safety risks associated with water,
sewage/solid waste, roads, and fire safety. As the DIAND Funding Services
Officer put it, "How can I approve renovations to your daycare when they have
shit coming out of the ground" on other reserves.

For example, to achieve some economies of scale, we designated three primary development zones in which to concentrate future expenditures[53]. The location of future housing and other development was based on proximity to existing social and physical infrastructure, the cost per lot, access to services (water, sewer, hydro, roads), and the desire to minimize future maintenance costs[54]. Consequently, the strategies incorporated into the land-use decisions were economic strategies, not social or cultural in nature. The same critique can be said for the capital projects proposed.

5.7.5 Capital Projects

Based on the information provided by band staff, administration, and residents during the community evaluation, the PDP has been successful in terms of developing physical infrastructure. The Public Works Department reports that they use the document on an almost daily basis, and it is effective in helping them perform their role in the band. In total, the PDP proposed over $2.1 million of capital projects for the first two fiscal years (1995 - 1997, see Appendix 11). In these first two years of a five-year plan, two-thirds of the proposed projects have been approved and a total of $3.6 million of capital projects have been completed.

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[53] In contrast to this logic, some people felt the band should be spreading its infrastructure around in case it ever wants to develop some of its more remote areas.

[54] Although the majority of respondents felt that future housing should be built on the recipient's own land, or in isolated, remote areas (Bear Creek, Squaam, C'stelen), and a 17 acre parcel of land adjacent to the Sexqeltqin Village, known as "Harvey's land" was suggested by only three respondents during the interviews, the technical criteria made Harvey's land the most logical by far site for subdivision development.

Harvey's land was so clearly the superior choice that DIAND bought the land for a substantial sum of money to repatriate it to the commons, establishing a precedent of DIAND buying land from a band member I believe this precedent will change forever how land is dealt with on the reserve because it will now be difficult to ask any band member to quit-claim a parcel of land.

Over the past two years, the band has built:
- a five-plex rental accommodations with a mix of housing for singles and elders;
- a 9,000 sq.ft. facility for the Chief Atahm School;
- over $1 million in housing renovations and new construction;
- a health centre to accommodate the band's transfer of health care responsibilities from the federal government;
- a seventeen lot subdivision; and
- a $850,000.00 road reconstruction project, with associated paving.

Figure 5.3   Institutional Zone
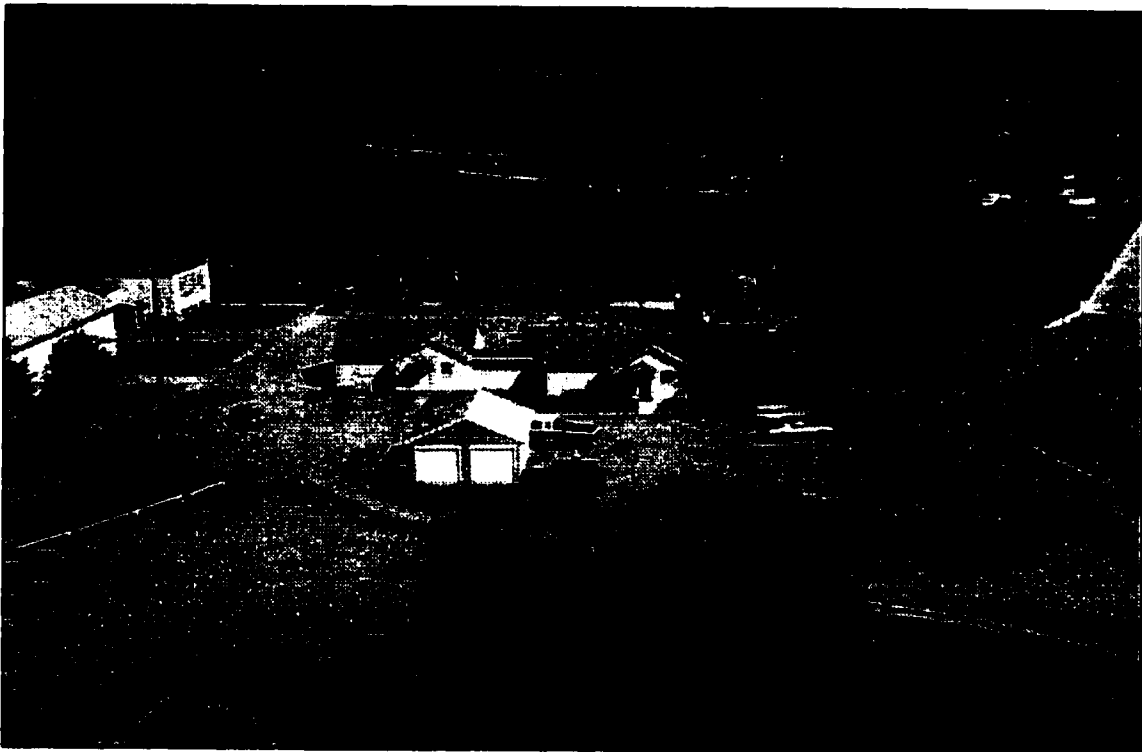
However, as I mentioned above, the capital projects we proposed
were designed to support economic development (e.g.: sewer and
water linked to tourism)[55] or reflect technical concerns. We were
successful in gaining approval for a significant number of
essential projects based on safety and health concerns (roads, a
solid waste transfer station, etc.). But despite taking a
significant amount of time to gather community input regarding
future development, I believe we had limited success in
formulating projects that stemmed from the social or cultural
needs of the community, which was one of the primary goals of the
project.

One comment offered during the community evaluation was that the
PDP proposed too much too fast (August Litke,pers.comm.,1997).
This observation stems from the fact that even at the tremendous
rate of development the band has pursued during the past two
years, they are significantly behind the schedule proposed in the
capital plan. The plan should have spread some of these initial
projects out over a longer time frame.

5.7.6 Economic Development

The need to create an economically more self-sufficient community
provided a conceptual framework for this project. In the design
of the project, we attempted to link economic development with
land-use, housing, and resource management. But we did not
succeed in this objective.

In Chapter Three, I argued that supporting the principle of
endogenous development means the values and culture of the
community determine the organizational structures and types of

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[55] Because DIAND does not fund economic development capital projects (but
focuses on fire and safety needs for residential and institutional purposes),
the entire focus of the planning for IR Switswellp Six was to build up the
residential need for water and sewer so as to piggy-back economic development
on the criteria DIAND did recognize.

economic activities that are pursued by that community. Related to this principle, I believe that finding consensus on the economic structure, or model, appropriate to the community is the first and most important part of economic development, because this step clarifies the rules and procedures[56]. The project did not succeed in creating this consensus. Chief and Council believed that their role in economic development should be limited to providing information about educational opportunities, investment opportunities, etc. They did not agree that the band administration should have a role in actively planning and developing economic initiatives or creating jobs. They believed it was up to individuals (entrepreneurs) to undertake this role. The individuals in the community seemed to be saying, "I do not know, but somebody should do something".

5.7.7 Spin-off Results

Regarding some of the related developmental results that were achieved, the events of the past two years have sensitized people to the importance of controlling their own resources (land, health, child welfare) and the impact that neighbouring forces can have on their community.[57]

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[56] Existing confusion over the rules of economic development in this community can be expressed by a question that I asked several times over the course of the project. In most people's minds it was a clear and persistent problem that the band did not have a store on the reserve. Everyone agreed that the band should have a store. But when I asked, "Who should open this store?", to many people, this did not seem to be a fair question to ask and there were no ready answers.

[57] After the Yecwem'inte Project, the band continued their check point to a successful conclusion. They confirmed their legal ownership of the secondary road in question in a provincial court and have successfully stopped further development on the archaeological sites. As well, they have successfully negotiated (both in and out of court) with the Regional District of Salmon Arm to exercise their jurisdiction and control in the development of Sxwitsmellp #7 adjacent to downtown Salmon Arm.

5.7.7.1 Tom's Projects

Over the past two years, the project has had some significant spin-offs effects on the community and individuals. The first consequence of note occurred as a direct result of the project. During the course of the project, Tom and Roxanne were invited as guest lecturers at the University College of the Caribou (Kamloops) to discuss the project and the subject of community development in First Nations communities. As a result of that invitation, Tom was asked by Gerald Hodge to appear as a guest lecture in one of his courses at the University of British Columbia. This lecture was taped and is on file at the University's archives. In the summer of 1997, Tom and his wife, Karen, were busy arranging the financing and construction of a store and restaurant on reserve. Good luck Tom.

Figure 5.4   New Chief Atahm School
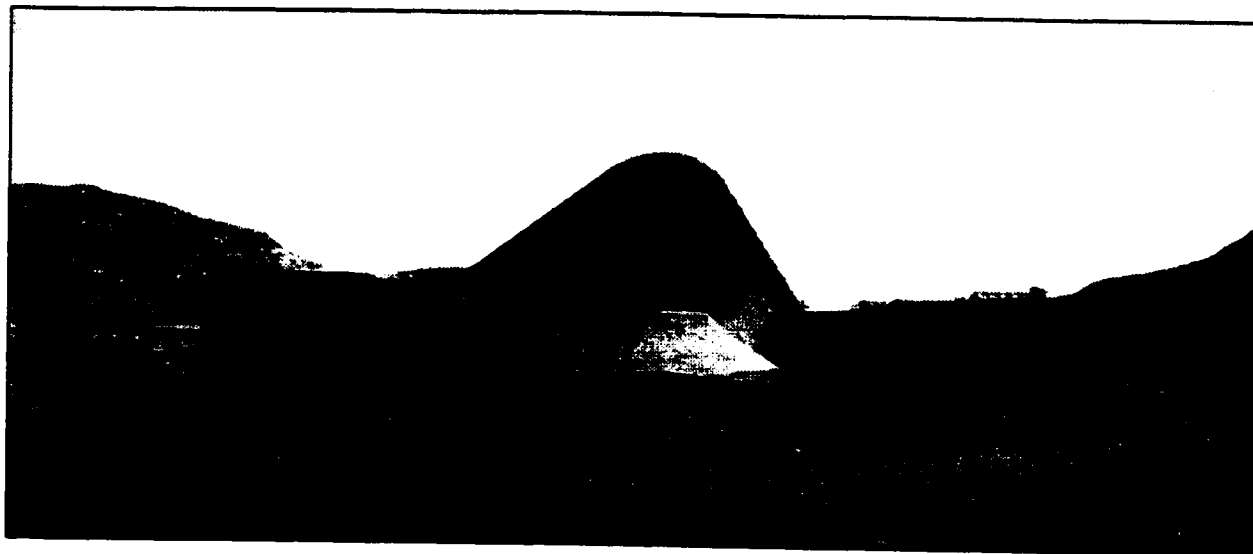
5.7.7.2 Checkpoint

A second direct spin-off from the Yecwem'inte Project was the checkpoint. On March 15, 1995, the Yecwem'inte Project was hosting a community land-use meeting when several participants became focused on stopping a housing development that was occurring on some 'significant' archaeological sites adjacent to one of the band's reserves. This initiative became known as the 'Adams Lake checkpoint"[58]. Both ironically and poetically, this initiative signified the end of the Yecwem'inte Project[59]. Ironically, in that almost all the community's attention and efforts were diverted away from the project. No one had the time or interest to finish off the project's agenda. Tom withdrew from the project to help organize the checkpoint, leaving Roxanne and me to compile the final document. There was no community meeting held to ratify the products of the project because just about everyone in the community was either manning the checkpoint, or supporting the initiative in some way.

Poetically, in that the checkpoint was one of the products of the project people were busy ratifying. The checkpoint itself was a case study in community development[60]. It brought residents

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[58] When I came to work the morning after the checkpoint meeting, one of the Councillors met me at the front door of the band office and asked me, "Since when is it part of the project's mandate to organize road blocks?" I told him that when we were advertising this project, we told the community members that these meetings were open. If they attended, they could discuss whatever capital projects, land use, housing, or economic development issues they wanted. Then I asked if in light of this promise, "Should we have shut down the meeting?" The Councillor reponded, "yes", but I still do not know my answer to this question.

[59] At the end of this meeting, I commented to Roxanne and Tom that, "One of the nice things about this meeting was that we did not have to facilitate it: The community is starting to conduct their own meetings without the need for guidance". In retrospect it appears that the project's function as a catalyst was complete by this stage.

[60] As controversial as the check point was, there were some practical results coming from the band's investment in this intitiative. First, the band's ownership of the road in question was established in the courts and from what I witnessed at the time, this victory provided the band with a great deal of

together who had avoided each other in the past, traditional
support systems and extended family were brought into an effort
that was seen as important and larger than personal differences.
Even the predictable conflicts that occurred regarding how the
goals should be achieved did not get in the way of a united
approach to the checkpoint.

Figure 5.5   Waiting For a Community Meeting to Start

momentum and confidence to proceed with its other initiatives.

Second, the Province had permitted and facilitated private development on
archeological sites that had been assessed by Antiquus Archaeological
Consultants of Maple Ridge, B.C. as 'significant' and worthy of protection.
This development has now been at least stalled if not cancelled by
establishing that the band owns the only access road.

5.7.7.3 Custom Elections Policies and Polity

A third direct spin-off was that in the year following the project, the band moved from the DIAND legislated elections to a form of custom elections. In the fall of 1995, the band created a working committee to research and develop their custom elections policies that define and guide the elections process. Because of his understanding for constitutional and policy issues, Tom Dennis was also involved in this project. By the summer of 1996, this committee was finished its work and the band held its first custom elections in the spring of 1997. Several people interviewed during the evaluation believed this initiative was a direct result of the momentum toward repatriating and democratizing the decision-making process that the Yecwem'inte Project supported and worked toward.

5.7.7.4 Indirect Spin-offs

The full extent of the indirect effects of this project will not be fully known for years to come, if ever. However, it was noted during the community evaluation that of the band's five councillor positions, this past election saw four women elected. This is the first time this number of women has been elected. Several interviewees believed this is one of the immediate results of the new custom elections, which allow band members who reside off reserve to vote. There are a large number of women living off reserve who gained their status from Bill C31. There are possible effects in the future if band members living off reserve start participating in the political life of the band. Some areas of relevance could be in developing the reserve as a place for band members to retire, or if urban Indians start imposing their perspectives on the reserve.

5.8 SUMMARY

This chapter has presented the Adams Lake Yecwem'inte Project as a case study for the application of a CBP process using PAR and strategic planning methodologies. The chapter began by describing the legislative context and relevant federal physical development

planning policies that defined the kind of project it could become. The Adams Lake Band, its people, land, and relevant planning issues were briefly introduced. An in-depth account of the project's development was presented, along with how the PAR and strategic planning tools were used, and a summary of the primary results of the project was included.

The next chapter will reflect on what has been learned through this process. First, I will discuss the results of the community evaluation of the project. Then I will summarize the roles and responsibilities of both the CBP practitioner and the community, based on my observations throughout the project.

Figure 5.6   A Community Gathering

CHAPTER SIX
REFLECTION

6.0   INTRODUCTION

In Chapter Two I argued that a CBP process that emerges from community knowledge and values, and builds on local skills is needed for effective community planning in Aboriginal communities. A well-developed theory for such an undertaking was presented in Chapter Three; proven tools that complement this theory were outlined in Chapter Four, and the case study was described in Chapter Five. This concluding chapter will assess the project, based on the information gathered during the community evaluation and make recommendations for consideration by practitioners working in Aboriginal communities and community members conducting similar CBP projects.

6.1   COMMUNITY EVALUATION

In Chapter Three I describe the importance of conducting an evaluation on CBP activities so as to be able to advance the learning process inherent in CBP. Although the checkpoint interfered with this project's ability to gather residents together to ratify and evaluate the activities at the conclusion of the project, in June, 1997, I conducted a series of interviews with Adams Lake Band staff, band councillors, and Tom Dennis to gain an understanding and appreciation of some of the effects the project has had in the community over the past two years, and to discuss how people see the project possibly impacting on the next two or three years. My own schedule afforded only one day in the community. Therefore, I was able to interview only thirteen persons. But the exercise did prove to be valuable for my own learning and understanding of the project. Some results of those interviews have been mentioned in previous sections, the following section discusses the balance of the findings.

Upon my return to the Sexqeltqin Reserve, I was looking for evidence that the Yecwem'inte Project had results in two distinct

areas: First, the facilitation of built form or physical infrastructure; second, the facilitation of social and political infrastructure. I believe I received feedback in both these areas.

6.1.1 The New School

On the surface, the PDP appears to be a success from a technical point of view. Shortly after the completion and submission of the PDP to DIAND, the band received funding for a new $1.2 million band school. However, discussions during my interviews reveal other variables at work. For example, one of the comments that the school administration made in 1994, with regard to a new building was that they were not interested in taking on a large debt related to a new building[61]. They were not interested in creating a curriculum based out of a building and books, but in fact were looking to move more of the classroom activities out into the natural environment where much of the curriculum occurs - food preparation, seasonal activities, etc. (Kathy Michel,pers. comm.,1995).

In 1995, shortly after the Yecwem'inte Project ended, the band administration was negotiating with DIAND for more operational dollars for the Chief Atahm School.[62] At this time DIAND had some capital dollars unexpectedly available (Ronnie Jules,pers.comm., 1997). It is not good politics to have First Nations educational dollars unspent, so instead of receiving the operational funding it needed, the Chief Atahm School was offered capital dollars by

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[61] In 1994, the band was being advised by DIAND that they were still five to six years away from receiving a school because there were other bands ahead of them on the priority list (Ronnie Jules,pers.comm.,1995). For the purposes of this PDP, it was decided to include just a mention of the school in the final document.

[62] The capital funding for the new school was initially committed to another band, which turned out to be unable to proceed with construction, so this funding was reallocated at the last minute to the Adams Lake Band for the 1995/96 fiscal year (Ronnie Jules,pers.comm.,1997).

DIAND. Not because it met the band's need's or priorities, but
because it met DIAND's needs. During the community evaluation,
Tom Dennis expressed the opinion that it seemed after the
checkpoint, DIAND's way of responding to the band was to keep it
"administratively busy."

Figure 6.1   New Road Construction
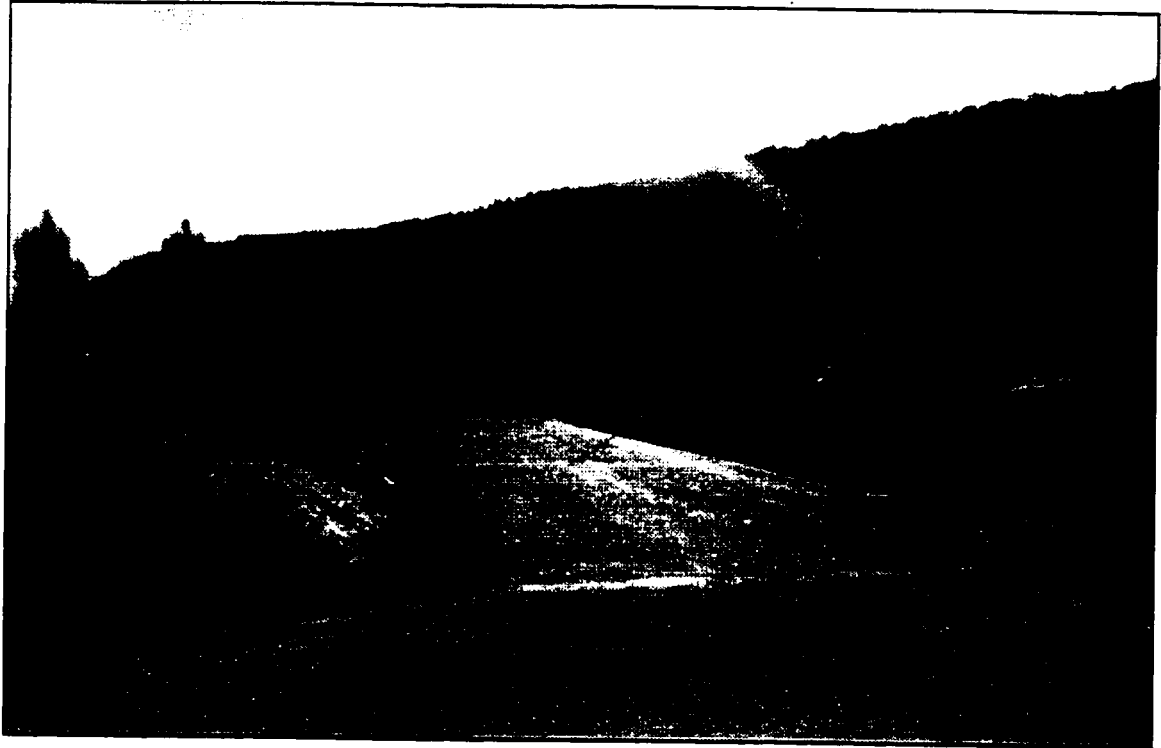
6.1.2 Roads

The PDP describes a multi-year strategy for upgrading and paving most of the roads in both Sexqeltqin and Glen Eden. This five-year plan received funding approval immediately after the PDP was submitted and is right on schedule. Clearly, the upgrading of the roads has been a successful project which was based on safety concerns and economical efficiencies[63].

6.1.3 Dissemination of the Findings

In April, 1995, at the end of this Yecwem'inte Project, the draft PDP we prepared was sent to Gentech Engineering to write the final version.[64] My interview with several key band staff proved very informative when they told me they have not yet seen the finalized PDP. This news was enlightening given the relevant positions of these persons in the band's operations. For example, the Lands Manager, who is responsible for negotiating and maintaining the band's leases, and is involved in implementing the land-use policies of Chief and Council, has never seen the PDP document (Iva Jules,pers.comm.,1997). As well, the person who is directing the band's health transfer planning has been working from a draft version of the document, and has never seen a final version of the PDP (Gladis Arnouse,pers.comm.,1997). Essentially, Public Works/Housing is the only department within the band administration that has seen or used the document. Perhaps it was presumed that Public Works was the only department that needed to see it.

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[63] In the PDP we argued that the long-term maintenance costs for a gravel road would outweigh the upfront costs of pavement after ten years. Based on this arguement of economic utility, the Adams Lake Band is one of the few bands I am aware of that has paved roads in its villages.

[64] Gentech Engineering was asked to write the final version of the PDP because Landscope Consultants became too busy and had to drop out of the project. Gentech created the digitalized maps for the document. Therefore, the draft PDP (Appendix 11) does not feature maps.

This information highlighted for me that during the project I did not do a good job of communicating to band staff (other than the Public Works/Housing Department) the value and function of the PDP. In essence, I now realize that we strived to ensure that what went into the document was not purely of a technical nature, but we overlooked ensuring that the use of the document would be more than purely technical. I have to conclude that I did not successfully facilitate the community's ownership of the project. I would now recommend that from the start of such a project it is important to place much more emphasis on how the community will use the plan. There should have been a component that identified with staff:

- how the plan would be used,
- how it will be kept current,
- how departments will be oriented to the plan, and
- how departments will work in an integrated fashion toward the goals identified as priorities in the plan.

6.1.4 Falling Into the Funding Trap

One comment made by Chief Ronnie Jules during the community evaluation of the project was that, in his opinion, the project focused too much on trying to extract money from DIAND, instead of developing and communicating a long-range, comprehensive vision of the band's interests and goals, which would then be funded from a number of sources[65]. In other words, the project

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[65] Related to this critique, Ronnie commented that it was a mistake to focus on three development zones as the locus of future development. It would have better served the Band's interests to acknowledge that there are band members who want to live in Squaam, Gold Creek, etc.. The PDP should have been comprehensive so as to plan for all future visions, not just the ones DIAND might fund. As it is, this document does not act as a guide for future initiatives for the Band, just for DIAND. The target audience is confused.

These comments by Ronnie two years after the project are interesting because I remember having a conversation with him in which I said I felt it was not an effective use of time to develop plans for capital projects that DIAND would never fund, and that we should stick to the priorities they mention in their Capital Projects Approval Process. Ronnie agreed at the time. It seems we all walked into this one unaware.

lacked a strategic approach of building the capacity to financially support what the community visions, versus pursuing what is offered by external agencies. Chief Jules is essentially saying that the band would have benefited from a project that identified all the development necessary to its future welfare and economic productivity, and then identified the appropriate sources of funding for those initiatives. This approach would have promoted self-reliance and decreased dependence on DIAND.

I acknowledge this observation as correct. There are many examples where we fell into this trap, which is ironic, because in Chapter Five I discuss our conscious decision to be developmental in our approach to the Yecwem'inte Project. I said there is a real possibility in this kind of a project that the need to satisfy the technical criteria of a PDP could eclipse the more important goals of community empowerment. Chief Jules' observations are all the more ironic in light of one of the questions we asked during the interviews. We asked, "What are some weaknesses that the community will have to overcome to resolve the needs?" The most common response to this question was, "Dependency on government." One of the most developmental achievements we could have made during this project would have been to lessen this dependency on government. However, by focusing on DIAND and its funding criteria, we "squealed like a pig." It is my opinion that this omission strengthened this dependency, or at least postponed eventual independence.

It would be difficult to determine to what degree Ronnie's objectivity and strategic thinking are products of the capacity-building the project hoped to achieve.

In Chapter Five, I argued that the PDP planning process presumes and reinforces a dependency on government (i.e.: DIAND) to define development needs through their funding policies and agendas. I can now conclude that I was right. Although the PDP was successful in securing the capital funds it was intended to, it seems that we were less successful in the challenge of empowering the community. We could have avoided this trap by identifying a broad range of potential funders (federal, provincial, private, and community-based) to support the band's vision.

Figure 6.2   New Health Centre
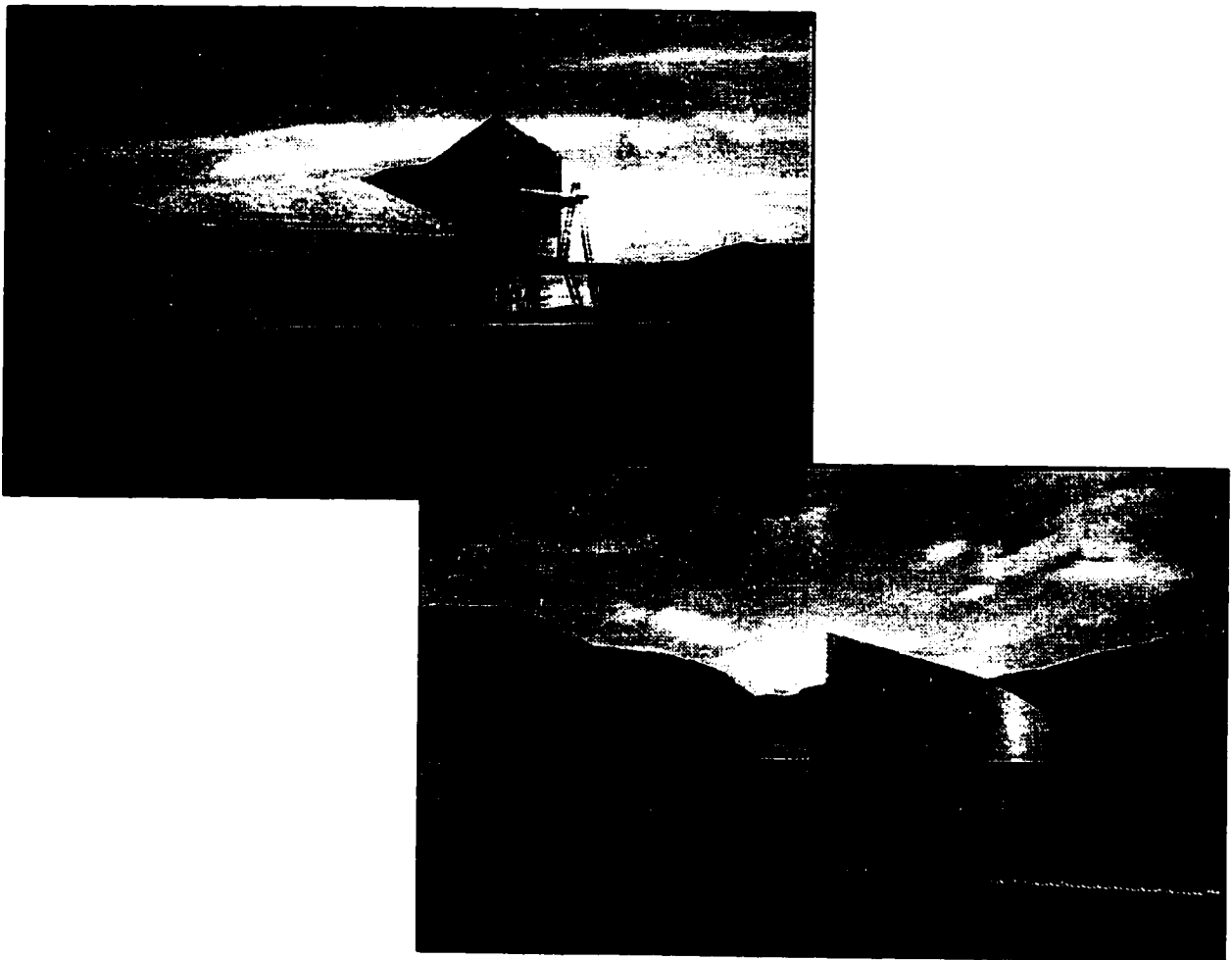
During the evaluation of the project, a comment was made that during a recent general meeting, some members of the community had questioned why the band was constructing a health centre when such a project was not seen as a high priority during the planning phase. The health centre was approved and funded within months of the end of the Yecwem'inte Project. In retrospect, I would suggest that the fast-track construction of the health centre is evidence that the DIAND agenda is still driving the development process[66]. And this is true because no force, thus far (including the Yecwem'inte Project), has been capable of challenging that autocracy and nurturing the community's democratic control of the development agenda.

As I have mentioned previously, the PDP project fell within a second generation activity within Korten's framework. The utility of CBP in this project was limited to empowering the community within the parameters of the existing decision-making mechanisms. If the goals of the community continue to be subjugated to the priorities of DIAND as the funding agencies, then the use of CBP techniques alone cannot ensure equitable results.

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[66] I believe a critique similar to that of the new Chief Atahm School (Section 6.1.1) can be made of any infrastructure related to the health transfer process (ie: health centres). From my perspective, the negotiations enabling a band or tribal council to take control of providing health services are geared and biased to DIAND's long-term objectives of reducing costs, not to facilitating First Nations self-government. If this perception is correct, it could explain the rapidity with which bands are being encouraged to pursue health transfer and are receiving the related infrastructure.

In Chapter Three, I suggested that for the practitioner not to
get swept away with the day-to-day technical demands of a "bricks
and mortar" project, they need to keep their larger goals
explicit. Upon reflection, I can conclude that it is necessary,
but not sufficient, to be integrative and inclusive. For the
community to truly control its own development, the project must
free the community from the logic of the prescribed criteria.
Next time, I will pay closer attention.

6.1.5 Social Development

In Chapter Two, I argued that infrastructure projects have a
responsibility to pursue solutions to social problems as well as
physical development. Chapter Five describes how the Yecwem'inte
Project pursued the PDP with this objective in mind. Human and
social benefits can often be difficult to empirically measure.
Therefore, an evaluation of the project from this perspective may
reveal only a few social or personal effects, but such an
analysis is an essential aspect of the evaluation.

Chapter Five has already discussed how community input and
control succeeded in some ways in facilitating human growth and
community leadership. The direct and indirect results have
already been described as including:
- institution building,
- introspection,
- training of community members,
- assessing the readiness of the band office and
  administration to facilitate change,
- democratic participation, and
- the effective use of focus groups to gather information.

Also, I have described that my proposal to the band
administration suggested a team approach to ensure the project
would have community direction. It did. I proposed to the band
that using a PAR methodology would assure that the results of the
research and knowledge learned from the process would remain with

band members for application in future planning.[67] It did. I proposed that skill development would be a primary outcome of the project. It was.

In addition to this previous discussion, I believe there is substantial evidence that the use of CBP methodology was helpful in facilitating community members to: participate, envision, prioritize, and implement planning related tasks, and these activities will have helped individuals acquire and practice the skills of democratic participation. However, I also noted in Chapter Four that a CBP process begins with identification of the problem, and ends with implementation of an action plan and evaluation of results. An evaluation of social development objectives within this perspective, reveals some omissions.

Specifically, as I mentioned above, the community's ownership of the project was incomplete and therefore, the number of individuals within the community identified to undertake action plans was limited to the Public Works Department. They have been quite successful in pursuing the physical infrastructure objectives of the document, but, of course, have not attempted to pursue the social or political objectives of the plan. It is apparent from the evaluation results that no community institution has taken the responsibility to pursue these objectives and no action plans were developed to spell out a comprehensive, integrated strategy to achieve them. Therefore, one of the more central objectives of the Yecwem'inte Project, building relationships, was left to die a silent death.

The majority of the project's efforts in this regard were focused on resurrecting the Family Heads circle to take ownership of such objectives, and we did not develop any contingency plan.

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[67] Tom commented during the evaluation that he was surprised at how easy it was to involve a critical mass of community members and create a community-based intitiatve. This was some of the learning Tom did.

6.2 "NO EXCUSES": An Interim Report

No evaluation of the Yecwem'inte Project would be valid without looking back to the set of eight objectives we declared for the project in the "No Excuses" interim report. These objectives are based on the information we received during the interviews. In Chapter Five I described the "No Excuses" report as a vehicle to convey the common vision for the project, as we had heard it. The eight objectives it contained should have given the project focus and a sense of its priorities. In retrospect, I can say we might have been a little too ambitious.

Objective One pertains to economic development, "**Develop a plan to create a pool of money used to build and mortgage future housing projects.**" I recognize, in retrospect, that this objective was quite ambitious considering the time frame the project had, and the readiness of the community. Throughout this document I discuss the importance of taking the time necessary for the community to accomplish the task. This objective, like most of the economic development objectives of the project did not get started.

Objective Two, "**Create a plan of increased participation by band members on future housing construction**" is the one economic development objective that did get pursued and achieved. A crew of twelve has been compiled to work on home renovations, new home construction, and the new school. These individuals are pursuing their journeyman tickets by working on various projects, ie: housing construction, housing maintenance, and the new school[68].

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[68] In the 1997/98 fiscal year the band is building six houses in which 98% of all labour will be provided by band members (with cabinetry being the only trade they need to import). The band is well on their way to achieving their goal of having a local crew capable of building ten houses per year.

Objective Three, "**Build a five-unit townhouse complex.**" Done. In addition to this project being completed, it was designed in response to the information gathered during the interviews that the primary housing need was for Elders and singles.

Objective Four, "**Create a Land Use Map with the community.**" I cannot explain exactly why land-use mapping was never achieved during this project. I came into the project presuming that it would be required, but the idea did not seem to resonate with the community members. So it was not done.

Objective Five, "**Apply for funding for long-term Pierre's Point/ Sandy Point Planning.**" The importance of this objective cannot be over-stated. Because DIAND will not pay for projects that are economic development in nature, the decision was made to incorporate the planning for this area into a Glen Eden land-use study. The PDP created a very comprehensive argument why such a study was needed. But it has not yet been approved.

Objective Six, "**Develop a plan for achieving a multi-use centre.**" This project was considered the first priority for new construction by the majority of interviewees. An action plan for this initiative is briefly described in the PDP. As of September, 1997, the band had contracted a consultant to pursue the design and funding of this project.

Objective Seven, "**Investigate the feasibility and role of a Business Persons Association.**" Again, this economic development objective was preempted by the checkpoint.

Objective Eight, "**Talk with the Family Heads about their role in achieving the goals of the community.**" This is the principle objective contained in this report. The importance of this objective stems from the community's belief that for substantive change to occur, it was essential to resurrect a traditional institution capable of making and implementing the plans.

Although we were not successful in resurrecting the Family Heads circle, I have already reported that it is perceived that this initiative led to the adopting of custom elections. It will take some time to determine the significance of this change in governance policy, but I conclude that this was one of the main impacts of the project[69].

6.3   THE ROLE OF CIVIL SOCIETY

Civil society is that aspect of society between the state and the individual. It is best expressed as groups of citizens who share common concerns taking on the responsibility to work together toward common goals. Contemporary expressions of civil society include non-governmental organizations, service clubs, and special interest groups. In Chapter Two I described how the rise of the modern welfare state and technocratic bureaucracies functioned to displace large parts of civil society and promote dependence on centrally controlled government services. The design of local government to function as a service delivery mechanism for this central planning system is perhaps even more evident on reserves across Canada than in other communities. The DIAND Chief and Council system, which undermined the traditional leadership and institutions, was created to facilitate the federal government implementing policies on reserves (see footnote #13).

Given this history, and the systemic power and control issues present on a reserve, the role of civil society is particularly important in rebuilding local control of development. During the course of this project, I experienced several examples of both the functional presence of civil society and the widespread loss or atrophy of the skills required by citizens to participate in

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[69] In August, 1997, I was talking with an Elder from the neighbouring Little Shuswap Band, who expressed the opinion that things seem to be working well at the Adams Lake Band with them incorporating the family heads into the day-to-day decision-making.

civil society. This section will reflect on the role of civil society in the CBP process used in the Adams Lake project.

6.3.1 Institutional Capacity

First, to understand the functioning of civil society on the Adams Lake reserve, it is essential to understand that the present-day social delivery mechanism on the reserve is a patchwork of special interest groups that function as conduits for external resources. I can exemplify this observation as follows:

First, the band office has been effectively dominated by one family for the past 25 years (the late Grand Chief Harvey Jules recently retired after 22 years in office and was succeeded by his eldest son Ronnie Jules). Through this dynasty, the resources that flow through the band office are administered by one family.

Second, the Michel family founded, and controls, the Chief Atahm School, giving the family access to external resources (Ministry of Education) and control of internal resources (such as fundraising bingo's and the resurrection of the Secweptian language).

The Arnouse family started and primarily staffs the volunteer fire department, permitting them access to and control of both internal and external resources.

The Glen Eden village runs its bingos with much autonomy from the band office and in turn, the profits support various community projects which are not financed from the band office.

Unlike some communities where an effective tribal police force, band-run school and language program, volunteer fire department, and capital infrastructures program might signify a strong central administration, I believe the successful development of these programs in the Adams Lake Band signifies strong,

independent family groups. If my perception is accurate, this understanding of the functional roles of institutions in this community may help explain why some projects get implemented and garner community participation, and some do not. If a family does not cultivate a niche position in the sector in question (i.e.: education, politics, public safety), then it is likely that no institution will become responsible for assuring the development of the service. Second, if there is no apparent economic utility in providing the service, no family will be motivated to develop the service.

6.3.2 The Community Advisory Committee
In Chapter Four I described the role of a CAC (a manifestation of civil society) as central to maintaining community control and assuring that the community's sense of timing, priorities, and protocol is respected. My experience with this project supports this conclusion. Upon starting the project, I requested of Chief and Council that a CAC be set up to guide the project. At first, this request was met with some skepticism and hesitancy (Chief and Council advised me that this would be an expensive thing to create and asked if the project really needed one). When there was no movement toward creating a CAC within the first few weeks, I initially thought it was set to the side for time constraint reasons. After the first week I asked the Band Administrator several times if any progress had been achieved. "No, not yet." After about three weeks she finally advised me that Chief and Council were not convinced of the need for a CAC, and that the project would be reporting directly to one of the Councillors.

At this point I recalled my formal training which said that the PAR process "must remain flexible and open to necessary change." I told myself that one aspect of respecting community control is respecting its desire not to create a CAC, but have these functions performed by another body within the community (in this case, Chief and Council). As it turned out, we had ample access to Chief and Council for guidance, and we were mostly left to our

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own devices to perform the functions I identified in Chapter Four as appropriate for a CAC:

- identify the types and depth of knowledge to be researched in a CBP process,
- develop the project guidelines,
- select the research staff,
- advise sample selection, and
- oversee the direction of the research, how that information will be used, and how it will be treated in the reporting process.

Upon reflection, I recognize that in addition to these functions, the role of a CAC in the Adams Lake project, had we had one, would have been to guide the implementation of the findings and action plans. As discussed above, some social and political goals of the project did not get implemented because there was no family, no CAC, no institution ready to profit from doing so, and no band administration department mandated to do so. I also understand in retrospect that the project's direct relationship with Chief and Council limited the possibility for an expression of civil society to emerge and take control of the project[70].

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[70] During her visit to the Adams Lake community as a guest speaker, Rosalyee Tizya echoed this conclusion by expressing that:

> in a native community, it is not enough to attempt to plan for the community with Chief and Council. Until such planning involves and works in accord with the traditional interests that individuals have in the land and the area in general, the planning won't work.

6.4   RECOMMENDATIONS

> *"If you come here to help me, then you are wasting your*
> *time. But if you come here because your liberation is*
> *bound up in mine, then let us begin"*
>
> Lily Walker, First Nations Elder
> (source unknown)

My involvement in the Yecwem'inte Project has given me an
opportunity to scrutinize the utility of CBP theory and reflect
on the lessons of practice and evaluation. In retrospect I
recognize that I brought a wide range of perspectives and
interests to my work with the Adams Lake Band. And I used many of
them. It takes a whole person to practice planning in this way.
This penultimate section will summarize my evaluation of the
Yecwem'inte Project in the following set of nineteen
recommendations and will discuss each one in greater detail to
provide some fodder for further discussion for practitioners of
CBP. Based on my experience, when working in an aboriginal
community the CBP practitioner should attempt to:

1)   be flexible in their application of theory,
2)   know why they chose to do this kind of work,
3)   use their impartiality to function as a catalyst,
4)   set the project goals based on what the community is
   ready to achieve,
5)   respect the roles they have been asked to perform,
6)   take the smallest of steps at first to find the pacing
   and timing of the community,
7)   take on many roles relevant to the specific realities
   of the community,
8)   understand their limitations,
9)   clarify roles at the start of the initiative,
10)   describe the principles and biases that inform their
   activities,

11) recognize that practicing CBP in an aboriginal community is a political activity,

12) avoid being triangulated into the dynamics of the community,

13) understand the personal histories and memories of residents,

14) understand the function of stories and myths in a community,

15) understand systems and work with the conviction that each conversation has long term possibilities,

16) understand the variables that influence specific human behaviours and confront efforts to resist change,

17) tailor opportunities for participation so individuals can enter at the level they are comfortable with,

18) respect the value of local products, and

19) place significant emphasis on how the community will use the plan.

6.4.1 The Practitioner's Roles

The PAR literature presented in Chapter Four advises that the PAR practitioner must be flexible in his/her application of theory. Based on my experiences in this project, I would recommend that the CBP practitioner must be prepared to take on many roles necessary to respond the unique and specific realities of any given community. This section discusses the roles, responsibilities, and skills that the CBP practitioner is likely to have to demonstrate in an aboriginal community.

6.4.1.1 Impartiality

By virtue of being an outsider, it is possible for the practitioner to perform an unique role in the community. Ideally, under these circumstances s/he is considered non-aligned to the existing factions in the community. In reality, a visiting practitioner, and the project they are involved in, will not be viewed as totally impartial in that they will be associated with the local trainees or the institution that has sponsored the

project[71]. But ideally, the practitioner is perceived as impartial, and therefore, there is the potential for them to demonstrate objectivity and technical impartiality[72].

One of the privileges of impartiality is that it allows the practitioner to function as a catalyst, to release forces that are already present in the community. This role is what is being described by Alexander and Calliou (1991:p.41) when they argue that for the CBP process to be truly community-based the practitioner must be more concerned with process and not outcomes. During the course of the Yecwem'inte Project, I described this role to myself, and others, by asking, "What time is it in the community; at what stage is the community; and what is it ready to accomplish?" Ultimately, the answers to these questions determine what the goals of the project can be, because the goals cannot be anything more or less than what the community is ready to achieve.

A catalyst is all one can be.

Concomitant to the role of impartial outsider, is the probability that someone will attempt to use you and your position to advance their own agenda, usually in a very creative fashion. Working in an aboriginal community is a political activity. The fractionalism is not an addendum that can be negotiated around; It is the context in which the work is done. Therefore, it is important for a practitioner to have a plan to preserve their impartiality and not get sucked into the dynamics of the community and pulled to one camp or another. There is a vital

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[71] A similar "guilt by association" marked Hoare's experience in Gold River (1993).

[72] In my current position working for the 'Namgis First Nation, I have seen that I am considered a 'safe' person to approach because I am not aligned to a major family group. This is perceived to reduce the chances that I will misuse the information I am being entrusted with.

difference between impartiality and naiveté, obviously one of the first things a practitioner must know is what are the sources of division, who plays what roles in the community, and where are the bear traps. It is a difficult task to maintain the position of outsider and impartial catalyst while proceeding through the transfer from the etic perspective to the emic perspective[73].

6.4.1.2 Trust

One benefit the practitioner can enjoy from their placement as a impartial individual is the ability to gain the community's trust, if they are seen to handle the related challenges competently. Of course, trust is the foundation of any productive relationship, which is a pre-requisite to practicing CBP. In addition to the challenges described above, to win a community's trust requires the practitioner to demonstrate his/her professional competence, while respecting each individual's stake in the outcome. The most obvious example of this challenge is respecting privileged and confidential information. During the course of the Yecwem'inte Project, I sensed that I was being tested in this area several times by people disclosing inappropriately sensitive, and unsolicited, information to me.

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[73] Etic and Emic in this case are anthropological terms used to describe the practitioner's (or observer's) relationship with the subject of observation. In simple terms, an etic perspective is the perspective of an outsider, without reference to metaphorical or deeper meanings. An emic perspective, in contrast, does have access to the deeper and richer interpretations of events and behaviours.

A second prerequisite to trust is integrity. Early in the project, I was asked why I chose to do this kind of work[74]. I believe the person asking me this question was making an inquiry similar to the Lily Walker quote at the start of this section. If the practitioner is coming to save, or help, or control, the community will quickly sense this, and the practitioner's ability to be effective will be compromised[75].

An issue related to integrity is respecting the roles you have been asked to perform for the community, and for the community's benefit. For example, the practitioner will often have the opportunity to steer a project in a direction that meets his/her needs more than the community's. The reality that, from the practitioner's perspective, achieving a specific goal can be more valuable, more interesting, more prestigious for their resume cannot supersede the needs of the community. The practitioner's personal desires and needs on the subject must be irrelevant.

A second example of exploiting the community's trust was manifested when I was confronted by one person who said, "Here we go again, we have to train another white person to come into our community to learn to work with us." This person was impressing upon me that each time another outsider attempts to work in the community, it drains a little more hope, energy, and enthusiasm

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[74] The question that must be answered by any professional working with people is, "Whose needs are being served by the relationship?" Any person working in this type of field, must determine the answer to this question, and the answer must address the issue of power. The practitioner has the opportunity to fulfill their own needs to be a rescuer, to conquer those persons s/he fears, to manipulate a community or individuals. This opportunity for the practitioner to meet their own needs must obviously be confronted and set aside so the work of serving the community's needs can occur.

[75] During the course of the Yecwem'inte Project, I was fortunate to have a similar discussion with Tom in which he asked me if I saw myself as a teacher in this project. Reflecting back on what I knew about the PAR process, I reponded, "Yes, of sorts." So we had a very productive conversation in which we clarified each of our roles.

out of the people. And there is a sense of betrayal when this
person then leaves the community to exploit those teachings for
their own benefit. The community is left to struggle on and train
another outsider, and the cynicism has increased another
increment. This person's closing remarks were that "Secwepemc
University will not be accepting students forever if things don't
improve" (Mike Arnouse,pers.comm.,1995).

Therefore, role clarification is an essential activity for the
practitioner to perform at the start of any initiative. By doing
this, the practitioner clarifies for all involved what the
project is about, what it is attempting to achieve. At the
beginning of the Yecwem'inte Project, one community member
approached me and handed me a list of all the physical
improvements he would like to see: sidewalks, street lights,
chimney cleaning, etc.. This encounter gave me an opportunity to
discuss with this individual the philosophy and goals of the
project, my role in helping the community achieve its goals, and
the community's role in the same pursuit. Part of communicating
the philosophy of a project is the practitioner describing the
principles that inform his/her activities and biases they bring
to the project.[76]

6.4.1.3   Communicate Principles

A role that pertains to communicating principles is the work of
broadening the agenda of a project, and therefore, the criteria
upon which decisions are based. Innes (1996) argues that "first
stage consensus building (takes) the form of (conveying)
principles". I discovered during the course of this project that
there are numerous occasions when a practitioner works closely

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[76] The CD practitioner can be more effective when both the client and the
worker fully understand the nature of the relationship. The worker should be
very clear and upfront about biases, values, and method of operating. Time
should be spent at the beginning of the relationship clarifying how each party
will fit into the relationship (Mike Robinson,pers.comm.,1993).

with band staff and visiting professionals who are not familiar
with, or impressed by, community-based development. These
individuals may tend to focus on bricks and mortar, efficiency,
and expediency criteria. It is important for the CBP practitioner
to communicate and defend the variety of criteria (the six
principles of CBP) they may be using to make decisions
(Rubin,1994:p.406).

One role that I found myself performing over the course of the
Yecwem'inte Project was introducing ideas (usually rooted to
principles) into the process. For example, the concept of
individual responsibility was one that I brought up on many
occasions, as a vehicle for individuals to examine their own
beliefs and actions. I attempted to demonstrate how the
relationship between the individual and the society (or group)
influences how services are provided: i.e.: housing, social
assistance, economic development. How that relationship is
defined is dependent on the group, not the practitioner. The
practitioner's role is to plant the seeds and have faith that the
community will produce something of use to them.

6.4.2 Implementing Change

To be effective in promoting and implementing change, the
practitioner must understand the variables that influence
specific behaviours and have the skills to confront efforts to
stabilize the existing system in the face of change. The worker
comes into a community that already has a culture with many
layers to it. S/he does not know the layers of history that
people live with everyday, and they have often developed complex
coping mechanisms to deal with. It is very easy to let people
dictate how you will interact with them. People generally want to
remain within their psychological comfort zones and will avoid,
rationalize, manipulate, etc. to stay within their specific
comfort zone. The practitioner has the choice to challenge
people's comfort and address the truth, as they see it, or accept

the dictates of individuals and acquiesce to the "official version" of events with the rest of the community.

Unfortunately, the "official version" often functions to disenfranchise, disempower, or excuse someone. If the practitioner chooses to live with this mythology unchallenged, then they join the conspiracy of silence, they become part of a dysfunctional system, and their ability to address the root causes of social and political inequalities is compromised. However, once a practitioner chooses to open up a controversial or tender subject for public viewing, it is very important that they have the skills to follow through to a constructive resolution. If it is seen by the community that the practitioner retreats to the half truths of the "official version" in order to preserve his/her own comfort level, then the practitioner will be seen as giving validity and utility to that version.

6.4.2.1   Understand the Personal Histories

In Chapter One I said that this project seeks to understand how to work in an aboriginal community given the history that aboriginal people have experienced. Over the course of this project, I have come to appreciate that to understand a community's actions, it is essential to understand the living memory of its residents. For example, over the past few years I have worked closely with many talented, fair, and dedicated persons, who, because of their negative experiences in residential schools, are very open and honest about their problems accepting any assertiveness from white people. A CBP practitioner must be aware, and understand the personal issues each person brings to the relationship[77].

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[77] In a similar context, and at the risk of generalizing, I have witnessed over the past few years that in a native context, the already destructive act of yelling at a person takes on an extra dimension of abuse. Because of the family history of many persons in a native community, yelling conjures up many more negative connotations.

6.4.2.2 Understand the Stories

In any process of change (which is the work of a CBP practitioner), there will be a tendency for some individuals who are threatened by the change to retrench and look for security in their underlife or familiar activities[78]. This retrenchment is sometimes referred to as a backlash. The CBP practitioner can expect this reaction. I believe I saw several examples of retrenchment utilizing myths during the course of the project. In Chapter Two I argue that myths are the stories that a people tell each other about who they are, what their role in the community is, and how to live. In a semi-closed aboriginal community, myths convey shared beliefs and expectations of each other and their relationships. The CBP can expect myths to serve a stabilizing function and to be summonsed during times of tension or conflict which threatens to disrupt established relationships. The essential thing to keep in mind to understand the value of a myth is what it is intended to do (see Appendix 12).

For example, during the course of this project, it was explained to me that the Secwepemc are a communal people who do not need or want access to civil litigation in provincial courts to settle disputes between individuals. The elders or family heads can perform that function. In situations involving communal resources, such as land, the individual's rights come second to the needs of the community and/or family.

6.4.2.3 Understand Systems

Systems theory predicts that when one member of a system (community or group) begins to change, other parts of that system must also change (i.e.: adaptation or resistance). Therefore, it is sometimes effective to focus working with the community

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[78] Goffman (1961) describes the underlife of a closed institution as the informal procedures one clings to for the preservation of self in the face of the changes the institution attempts, and therefore, I believe it is a suitable concept for use here.

members who show the most capacity for change, with the expectation that this will impact the whole system. This approach argues that any small working group, such as in-home interviews, focus groups, meetings with Chief and Council, Family Heads meetings, etc. can have a positive effect on the community as a whole, in that the individual learning and change that begins in these groups disseminates out into the community. My observations during the course of this project support this approach (see footnote #34).

This faith in the interconnectedness of the community is also reflected in my earlier comments regarding one role of the practitioner as being to plant seeds. I observed, and know from feedback given to me, that discussions I had with Tom and others regarding: the relationship of individuals to their community; the role of the outside practitioner; the function of money in community directly effected how they perceived specific issues, and in turn these perceptions remain at work in the community to undertake the long-term challenge of transformation. By approaching CBP in this way, the practitioner understands that each conversation s/he engages in (no matter the size or relative status of the group) is an intervention with the possibility of having long term consequences.

6.4.2.4   Understand Time

The Yecwem'inte Project enjoyed the luxury of having eight months to develop a PDP which if pursued by more conventional (RPM) methods would take four to six weeks. Having now experienced the CBP process in action, I cannot underestimate the importance of taking the smallest of steps at first, in order to find the pacing and timing of the community that will allow the project to connect to the community and to be sincere. For example, I was told that the community of Adams Lake was disillusioned with outside experts who come into the community full of polished ideas and " skillfully dance" through their presentation, only to leave; The next day the community is left to try and replicate

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what has been demonstrated and they feel awkward and unskilled to do so (Joe Michel, pers. comm., 1994). Only by taking sufficient time, so community members can gain the skills being required of them, can a CBP not repeat that segregation.

By taking sufficient time, the community members involved in the Adams Lake project had time to process the information they were learning, and reinforce the skills of participation they were developing. To recognize and accommodate how much time a given individual needs to successfully participate, I recommend a staged access to the project so individuals can begin their participation with the project at any level they are comfortable or interested in pursuing. For example, some individuals will want to attend a focus group, some will not be comfortable with being interviewed, but may agree just to visit and have tea. Tailor the opportunities for input and access to meet the individual's needs.

The other aspect of time is allowing sufficient time for the practitioner to learn the inner workings of the community[79]. It is extremely important to have both the time and someone to explain public events to the practitioner so they can understand why the apparently logical is illogical, and the simple is complex. My experience in this project, especially for the initial several months was like perceptual anomie[80]. There are so

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[79] There are many unacknowledged realities on a reserve. So the outsider can never begin to trace why certain things either happen or do not happen. That is why it is important to learn to identify whether or not an idea or intiative resonates with the community, because it may be a good idea, but never gain acceptance in the community for a number of implicit reasons never mentioned. But you can feel it. During the course of this project, there were several times when community members contributed ideas that would have added to the fundamentals of the initiative. However, they explained, we cannot rush into these things. The idea needs time to germinate, time for the community to talk about it and decide how and when to pursue it.

[80] What I describe as perceptual anomie stems from this inability to trace or predict why certain things happen or do not happen. It also relates to the outsider not being able to presume the dominant narratives (because of the

many layers of context and reality at work in a community such as the Adams Lake Band that the untrained eye can never begin to understand why a particular thing does or does not happen. As a result, my experience was that the practitioner experiences a crisis in confidence and trust because it is difficult to predict consequences and make presumptions. There is a temptation to sink into a "conspiracy theory" mindset about everything, so one begins to spend as much time trying to figure out why certain things did or did not happen in a certain way as trying to get things done.

It was interesting and difficult to not be right for days on end. During the early weeks of the project, every suggestion I made, every plan I proposed, was met with anything from a courteous, gentle set-aside for later to outright dismissal. This was especially challenging to the perception of myself I had developed over many years as a successful problem-solver.

Taking time also relates to personal style, taking time to listen to answers that initially appear not to address the questions, taking time to get to know the individuals and interact on a personal level, versus just doing business. Taking time entails starting slow in order to go fast once a foundation is established.

6.4.2.5   Understand Your Limitations
Never compete with bingo![81]

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stratification or factionalism), such as one can in mainstream society. For example, a practitioner working in their own cultural environment can make some presumptions about land use (ie: highest and best use), the meaning of progress and growth, and the transmission of knowledge. Coming to understand why certain things do or do not happen is part of the difficult transition from the etic perspective to the emic perspective.

[81] This axiom has two applications. First, never plan a community meeting for the same night as bingo. Second, never propose a multi-purpose facility in which other activities are intended to share user time with bingo. The success of bingo swallows everthing around it.

6.4.2.6   Validate the Local Product

In Chapter Three I argue that to empower a community, one must respect the value of the products of that community, including indigenous knowledge. One clear example of this principle at work is remembering to look to the community for the information required to plan effectively. For example, when we wanted to project future on-reserve populations we asked the band membership clerk for the most recent population statistics. She provided us with a list of all band members, some of whom had been born within the past week (and she had deleted those members who had recently died). Based on my research, most PDPs utilize DIAND's statistics, which in this case were four years old, based on the 1991 census.

6.4.2.7   Keep It Relevant

I mentioned above that the band's previous PDP did not communicate relevant information to the community members. The residents of the reserve had no connection to it. To overcome this deficiency, the approach we took to land-use planning was based on the guidance offered by Hodge (1991) in his discussion on community planning for small towns. Specifically, the PDP was designed to be simple, direct, flexible. The planning was designed to be directly relevant to the problems community members wanted solved. Because residents of the reserve are extensively familiar with what land is owned by whom, the PDP referred to all land holdings by the owner's names, or uses a neighbour's name as a reference point for unencumbered land. As well, we used the traditional Secwepemc names to describe areas identified in the plan[82].

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[82] This was a relatively new initiative, in that Joe Michel had developed spellings for these traditional names, but they were not well known to the public yet.

6.5   CONCLUSION

First and foremost, this MDP, and the CBP project it describes, operate on the belief that there is a central role for community in community planning, and that there is a valid role for CBP in physical infrastructure planning. In Chapters Two and Three, I show both these assumptions to be valid. As well, one of the underlying objectives of this MDP has been to identify and understand the circumstances which facilitate the CBP process in a native community. This has been accomplished throughout this MDP. In this final section, I will conclude by reviewing the anatomy of the CBP process and its appropriateness and effectiveness in pursuing the goals of the Yecwem'inte Project.

6.5.1   CBP in the Yecwem'inte Project

First, I have described the value and necessity of an integrated approach to planning on reserve and I have described the six principles which inform CBP:

6.5.1.1   Promotion of Social Learning

The events and issues experienced through the course of this project lead me to conclude that the principle of social learning is one of the most important characteristics of CBP. The commitment to start where the individual (and community) is and pursue a process of intervention and evaluation permits a long-term developmental approach to planning and community control. The commitment to action-critical reflection-evaluation-action also allowed me, as the practitioner, to approach the project trusting that no matter what happened, I would learn something valuable. This approach was invaluable in building trust and partnerships in that one of the declared goals of the project was learning; we could learn together.

In Chapter Three I argued that for experiential knowledge to be useful, the experience must be critically analyzed to determine how power is held and how decisions are made. This central role of critical analysis was proven in this project in that it helped

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identify some of the forces at work which led to the implementation of some projects, and proved to be barriers to other projects. Without this evaluation and analysis, the significance of these external variables would not have been identified.

6.5.1.2 Promotion of Self-Reliance and Local Participation

In Chapter Five, I describe how the Yecwem'inte Project advanced the band's reliance on its own resources by promoting the development and use of indigenous knowledge, philosophy, and traditional institutions in planning (knowledge in action). Adherence to the principle of self-reliance was reflected in the project the many times individuals investigated and reflected on the "Secwepemc way of doing things" and achieved the project goal of fostering local control of the process.

A functional role for civil society depends on social learning to be occurring, and on the citizens having experiences to be learned from. Therefore, the citizenry must be involved. In this case the project recognized that community participation is a learned skill that takes time to develop and requires practice and the flexibility to start where the community is and wait for community members to learn new roles.

As a result of promoting community participation in planning decisions in the Adams Lake community, Chief and Council have experienced the effective role of citizens, and residents will now expect that role to be honoured.

6.5.1.3 Promotion of Sustainability

The principle of sustainability is related to the cultural and economic survival of the community and its pursuit of self-government. In support of these goals, this project promoted respect for diversity and individual responsibility, versus the dependence on external solutions that became so engrained in the modern welfare state. This approach was successful to the degree

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that it was because the process created time and space for
dialogue and sincere community input. One of the constant
challenges I experienced during this process was to not presume
that my values and perspectives on the world were shared by the
community and relevant to the project for anything more than to
stimulate community debate to help individuals arrive at their
own conclusions.

This point is connected to one I made in Chapter Three when I
commented that an element that has historically been missing from
technocratic planning is professional humility and respect for
the diversity and pluralism of the community of practice. A
related quality of sustainability is the need to establish non-
hierarchical relationships. To the degree that this project
achieved this goal, it benefited from this accomplishment. The
project successfully avoided creating "winners and losers" from
the process and, thereby, enjoyed a broad base of participation
and input.

6.5.1.4   Serving of Human Needs

Attempting to pursue human needs through physical development
required the project team to work at the individual level. Upon
reflection, I conclude that CBP is, in part, the sum total of
many individual stories and efforts, capacities, and perceived
barriers. CBP occurs one individual at a time. The short term
benefits of this approach is that the Adams Lake PDP is more
relevant to the community's needs. As well, there is an
expectation by the community that the document will be more
relevant and more followed because of the investment.

6.5.1.5   Empowering - Building Local Skills

There is much evidence, presented throughout this MDP, that the
CBP process enabled the Adams Lake Band to exercise a degree of
control over their planning agenda and advance their goal of
self-government. The use of PAR proved to be valuable and
successful in bringing local knowledge of how to conduct the

needs assessment, how to engage local participation, how to focus the community's attention on the issues of relevance to them. In terms of developmental goals, this project served to encourage the community pursuing goals of a higher order (establishing road ownership, stopping private development on archaeological sites, and the development of custom election policies).

However, the evaluation of the project's achievements reveals that there are still many internal and external forces that make CBP a necessary but not sufficient approach to empowerment. It is not sufficient to control the planning process if you do not control the building and funding process. If the goals of the community are subjugated to the priorities of funding agencies, then CBP alone cannot ensure community control; the planning process must include a strategic approach to funding and implementation. This project's strategic planning efforts were successful from the point of view of identifying the vision, establishing the objectives, and developing the action plans for the Public Works Department (e.g. the carpentry crew). But the failure of the Yecwem'inte Project to achieve a strategic plan that pursued alternative funding can be attributed to my oversight, not the tools or philosophy.

6.5.1.6 Honouring Endogenous Development
In Chapter Three I identified the two roles that culture performs in the planning process:
- to specify and shape development goals, and
- to serve as a strategic guide to action.

In this project, culture performed both those roles. Culture influenced the goals identified by the community, specifically, to come together again as a family, to feast. Also, culture influenced how these goals were pursued, the pacing and timing of events, how some housing issues will not be dealt with, how land use questions will be addressed. However, I conclude that culture can only perform these roles if the time and resources are

invested to nurture and enable culture to develop its voice, through gatherings, feasts, and individual conversations.

As well, I conclude that an understanding of the role of institutions in the community is necessary for an understanding of why some initiatives get implemented and some do not. A CAC, or some other appropriate forum, for creating action plans and implementing the tasks and assuring the plans be updated is essential.

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APPENDIX 1

Adams Lake Band Housing Rules

1) What is the goal of the Housing Rules?

Members who are allocated a house must sign a Housing Agreement spelling out their responsibilities. And they are expected to live by it.

2) Abandoned Houses

The reserve lands belong to all members. Reserve land is designated to an individual or family so they can provide for the needs of their family. This "ownership" must recognise the individual's responsibility to both the land and the community. Many members have said that a person should "use it or lose it". They express that land that is being ignored and not used by a title holder should be designated to another Band member or returned to the Band for other members to use in their absence.

This regulation applies equally to abandoned houses on the reserve. The owner of an abandoned house will be sent a letter notifying him/her that the house in question has been determined to be abandoned and given ___ days to either dispose of the house or occupy it. After 30 days, the Band will make arrangements to either dispose of the house or make it fit to occupy and allocate it to a band member on the housing list.

APPENDIX 2

Yecweminte ALB
On-Reserve Questionaire

_____

1. Do you feel this house is sufficient for your needs?
   Comments:-29-Yes
           -11-No
           -1-Yes/No

2. How would you rate the condition of your home?
   Comments:-12-Good
           -16-Fair
           -8-Poor

3. Do you feel crowded?
   Comments:-19-Yes
           -25-No

4. How many people are live with you in your home?
   Comments: 1-3 : 13
           4-6 : 21
           7-9 : 9
           10+ : 0

5. How many bedrooms?
   Comments:-1 bedroom up : 2   - 1 bedroom down : 10
           -2 bedrooms up :9   -2 bedrooms down : 7
           -3 bedrooms up : 28   -3 bedrooms down : 5
           -4 bedrooms up : 3   -4 bedrooms down : 1

6. Do you have extended family members living with you?
   Comments:-15-Yes
           -26-No

7. Are you happy with this arrangement?
   Comments:-27-Yes
           -12-No

8. Would you make any changes in your housing if you were able to?
   Comments:-25-Yes
           -6-No

9. What is the condition of the roads to your home?
   Comments:-10-Good
           -8-Fair
           -25-Poor

10. What is the quality of your water?
    Comments:-26-Good
            -7-Fair
            -9-Poor

11. Do you feel that we need a Housing Plan that establishes how, where, and types of houses, should be built?
    Comments:-48-Yes
            -4- No

12. Do you feel we need housing criteria for eligibility rules of who, when, and types of housing?
    Comments:-38-Yes
            -4-No

13. What kinds of new housing is needed, that is not now available on the reserve?
    Comments:-13-Townhouses
            -9-Suites
            -31-Duplexes/Triplex/Fourplex
            -18-Apartments
            -29-Single dwellings
            -11-Handicap housing

14. Should the band be looking at new ways to provide housing other than through DIA/CMHC social housing?
    Comments:-14-Yes
            -23-Independent Construction
            -10-Renovations
            -7-Additions
            -4-Our own program
            -2-log construction

15. Where on the reserve should new houses be built?
    Comments:-13-On their own land\locatee
            -9-New Subdivision
            -6-Where ever there is room
            -6-Close to servicings
            -5-Bear Creek\Squam\Hustalen
            -4-Where the people want them built
            -3-West of village-Sanford\Harvey

16. Are the existing community facilities\services suitable and close enough for your needs?
    Comments:-37-Yes
        -12-No
        -2-Yes\No

17. Do you feel that we need a community Land Use Plan which describes: Recreation Use, Commercial Use and Residential Use?
    Comments:-52-Recreation Use
        -45-Commercial Use
        -47-Residential Use

18. Should the community Land Use Plan include band laws for enforcement and appeal of regulations?
    Comments -52-Yes
        -2-No
        -5-Yes\No

19. What kinds of facilities are most needed on the reserve?
    Comments:-35-Cultural centre
        -31-Gymnasium
        -20-Playground
        -20-Drop in centre
        -18-Multi-Use Complex
        -7-Ballpark
        -5-Ice rink
        -4-School

20. Should the band review land management in regard to locatee and certificate of possession and leases?
    Comment:-47-Yes
        -9-No
        -2-Yes\No

21. Are the current reserve lands capable of supporting the band?
    Comments:-18-Yes
        -37-No
        -2-Yes\No

22. Should the band have a Natural Resources Plan?
    Comments:-59-Yes

23. Do the following cover what Natural Resources are to you? Forestry, Water & Air, Wildlife, Lands, People.
Comments:-55-Yes

24. How should the band be involved in Natural Resources Management?
Comments:-12-More community involvement
-11-More training
- 5-Serious planning
- 4-Jurisdiction Involvement
- 3-More education
- 2-Traditionally

25. What should be done to make economic development available to create business and employment opportunities?
Comments:-15-Provide services\support
- 6-Serious planning
- 6-More training
- 6-Community involvement
- 5-Need more funds
- 4-More education
- 3-Use the land

26. What kinds of jobs and businesses are needed on the reserve?
Comments:-21-All kinds\Everything
-12-Basic store
- 6- More training
- 3-Whatever the peoples interests\needs
- 2-Permaneant jobs
- 2-Learn tradition\culture
- 2-Elders care workers
- 2-Start small businesses

27. Do you think the band is lacking employment?
Comments:-49-Yes
-6-No
-4-Yes\No

28. What jobs do you think exist in the community that training could make available to band members?
Comments:-35-Employees inside\outside the band office(trainees)
- 4-What people want
- 2-Campgrounds

29. Do you think a plan is needed that help our people with job enty, trades, professional training, career development and counselling?
    Comments:-50-Yes
          - 1-No
          - 4-Yes\No

30. Should the band be looking at new ways to create\seek funding sources for; start-up loan support, admin,\professional services?
    Comments:-47-Yes
          - 3-No
          - 4-Yes\No

31. Do you have any ideas or suggestions for how that can be made to happen?
    Comments:- 7-Training opportunities
          - 5-Workshops
          - 5-Motivation
          - 4-Create community groups
          - 3-Work together with the other bands

32. Should the band have an action plan with those needs tied to deadlines to achieve them?
    Comments:-41-Yes
          - 7-No
          - 5-Yes\No

33. So far this project has focused on economic development, housing, lands, do you see other issues that should be noted?
    Comments:-36-Yes
          - Social issues
          - Elders home care workers
          - Health
          - Communications
          - Language\culture
          - Band Policies
          - Education

34. What are the 3-4 most important issues facing the band, now and in the future?
    Comments:-15-Land
          -12-Education
          -10-Employment development
          - 7-Housing
          - 7-More communication

35. How will the growth of the Shuswap area impact on the band , Re: Population growth, Rising land values, Twinning of the highways\railways?

Comments:-11-Use the land
- 6-More pressure to open other areas
- 5-Need serious planning
- 4-Will bring jobs
- 3-More pollution
- 3-Over crowded

36. What are the band strengths or resources that can be called upon to overcome these problems?

Comments:-10- Strong community
- 6-Culture\Language
- 5-Skilled people
- 4-Elders knowledge
-2-3 band leadership

37. What are some weaknesses that the community will have to overcome to resolve the needs?

Comments:- 8-Dependency on the Gov't
- 6-More community input
- 6-Alcohol and drugs
- 4-Jealousy
- 3-Loss of language\culture

38. How should the band organize itself to implement the community plan?

Comments:-12-Community\youth participation
-10-Hire the right person
-8-Have frequent meetings with band members
-4-Feast
-4-Pulling together

39. How should the band organize whose job it is to get the plans rolling and continuing the tasks that have been set out for actions needed?

Comments:-19-Hire the right person
- 7-Community
- 7-Community planners
- 6-Cheif and Council
- 3-Elders
- 3-Family heads

Yecwem'inte Hand Held Questionnaire

1. If you could live in a new Hustalen subdivision would you?
   Comments -18-Yes
   -33-No

2. A new Bear Creek subdivision?
   Comments:-21-Yes
   -33-No

3. Should band members get to own CMHC houses?
   Comments:-50-Yes
   - 1-No

4. Should individuals\families continue holding locatee lands and everybody else is excluded?
   Comments:-25-Yes
   -18-No
   -2-Yes\No

5. What do you think the band should do with Pierre's\Sandy Point leases?
   Comments:-26-Continue short term
   -13-Inflate the rates
   -11-Close them out

6. Should the band have specific study\planning for those lands in regard to other uses?
   Comments:-47-Yes
   - 2-No

7. Should the band have specific study\planning for education management and needs?
   Comments:-47-Yes
   - 2-No

8. Do you have any concerns about the road changes on Sahh.IR #4 or other ideas\suggestions?
   Comments:-3-Yes
   -Pave them
   -Plans should be carried out
   -Upgrade
   -Speed bumps
   -14-No

APPENDIX 3

Yecweminte ALB
Off-Reserve Questionaire

---

1. Why are you not living on the reserve?
   Comments:-Personal family relationship towards ALB
      -No house
      -3-Used to live on the reserve(fostered out)
      -2-Own my own home in town
      -2-Educational training
      -Lack of permaneant employment
      -Married a Canadian

2. Do you think there is more opportunity where you live now? i.e.
   education, employment, housing, recreation etc.
   Comments:-8-Yes
      -2-Unknown
      -1-No

3. Do you think the reserve has less to offer you?
   Comments:-2-Yes
      -8-No

4. Would you consider moving back if there were more:
   Housing:-3-Yes, -6-No
   Employment:-2-Yes, -1-Unknown, -5-No

5. Do you intend on moving back in the foreseeable future?
   Comments:-5-Yes
      -5-No
      -1-Not sure

6. Do you have extended family living with you ?
   Comments:-3-Yes
      -8-No

7. Do you feel the band needs a Housing Plan that establishes, how
   where, and types of housing is built?
   Comments:-8-Yes
      -2-Not sure
      -1-No

8. Do you think the band should have eligibility rules, of who should get housing, when, and what types?
   Comments:-8-Yes
          -3-Not sure

9. Do you feel that the band needs a Community Land Use Plan that describes Commercial Use, Residential Use, Recreation Use?
   Comments:-8-Yes
          -1-Not sure

10. Should the band have a Natural Resources Plan?
    Comments:-8-Yes

11. How should the band best be involved in Natural Resource Management?
    Comments:-4-Work together, with other bands
           -2-Not sure
           -1-Teach our youth forestry

12. What should the band do in economic development to best make jobs and businesses available?
    Comments:-Hire and train carpenters
           -Send out representatives to check out these good ventures
           -Tourism potential
           -Invest in cattle, farm animals, gardens etc.

13. What kinds of jobs and businesses are needed on the reserve?
    Comments:-3-Everything is needed
           -Big businesses should be looked into
           -Ongoing jobs
           -Small businesses
           -Work with other bands to see how they got started
           -More ranching and logging

14. Do you think the band should be helping members with:
    Job entry skills:-9-Yes
    Proffesional training:-9-Yes
    Career Development:-9-Yes
    Not sure:-1-

15. What are the 3-4 most important issues facing the band now and in the future?
    Comments:-4-Employment,Drug & Alcohol, housing, recreation
           -3-Be self-reliant, don't rely on DIA
           -1-Land claims, land utilization, care of elders

16. How should the band organize whose job it is to get these plans
    rolling and continue the actions needed?
    Comments:-Band Council
            -A group of people(competant)non stop till job is done
            -Whoever has the qualifications, knowledge initiative
            -Someone willing to take on the responsibility
            -Continue to get input from the community-good idea
            -Get organized to work together, then determine who
             would best be suited

LETTER OF PERMISSION

Adams Lake Indian Band

P.O. BOX 588

CHASE, B.C.   VOE 1MO

PHONE 679-8841

FAX 679-8813

James MacArthur
General Delivery
Alert Bay, B.C.
VON 1A0
Ph: (604) 974-5522
Fax: (604) 974-5952

January 23, 1996

Re: P.D.P

Dear Jim:

Thank you for your letter dated January 10th, 1996 in which you requested partial use of the P.D.P. Our Council has no objection for you to use that part of the P.D.P, which represents your involvement, for your thesis. That was the main reason we hired you to do the P.D.P. We wish you well in your future goals and education.

Sincerely,

Ronnie Jules,
Chief, of the Adams Lake Band

APPENDIX 5

DIAND PDP TERMS OF REFERENCE

TERMS OF REFERENCE

PHYSICAL DEVELOPMENT PLAN

FOR

_____ BAND

1.0 GENERAL

(Describe the circumstance requiring the Band to develop a plan, and the particular problems facing the band).

1.1 Location

(Brief description of each reserve, access, available services, existing development.)

1.2 The Community

(Historical and current on and off-reserve population, major economic activities, social and economic issues, administration, community facilities).

2.0 OBJECTIVE

The objective of this proposal is the preparation by a qualified consultant, in close cooperation with the Band, of a documented physical development plan to accommodate Band housing, infrastructure and other development activities phased over a 20 year period, and a capital plan for housing and infrastructure development over a 10 year period.

3.0 SCOPE OF WORK

The work of this contract includes, but is not necessarily limited to, the following:

1. Review all existing pertinent information including airphotos, topographic mapping, reports, plans, designs, as-built drawings, etc. The consultant is advised that analysis of infrastructure and housing may have been previously completed by the Band and/or consultants on the Band's behalf, as referenced in the attached addenda.

2. Attend all required meetings with the Band Council, Project Team, and at minimum two General meetings of the Band Membership. The consultant shall schedule meetings in Vancouver to obtain information necessary for the study and to conduct technical reviews. Minutes of all meetings shall be taken and copies forwarded to the Project Team.

3. Prepare base topographic and legal mapping as required for land use planning purposes, based on existing topographic maps and airphotos as identified in Addendum 3. Base maps should locate existing housing and community buildings, available building lots, and on an accompanying table identify land tenure by legal description, name of tenure holder, and type of tenure.

4. Analyse Band population demographics and estimate growth over the next 20 years, as per Addendum A attached.

5. Assess the housing needs of the Band in accordance with the requirements of Addendum B attached, evaluate existing housing programs for their applicability, and prepare an integrated development plan for renovations and new construction taking into consideration the Band's needs and available resources.

6. Prepare a land use plan in accordance with the requirements of Addendum C attached.

7. Assess the existing and future infrastructure needs of the community in accordance with the requirements of Addendum D attached.

8. Set priorities for implementation of the identified capital projects taking into consideration:

    a) the issues and problems to be resolved as identified by the band.
    b) priority guidelines (as per addendum E attached).
    c) identification of potential phasing of projects.
    d) available resources.

9. Prepare eight (8) copies for distribution to the project team of a draft report complete with maps, tables, overlays, support documentation, analysis and other information detailing the foregoing investigations and recommending a detailed physical development strategy and capital plan, and discuss the report thoroughly with the Council and membership. Organize the report in the following format.

    1. Executive summary (suitable for distribution to the Band membership).
    2. Introduction: Problem statement and physical planning process.
    3. Description of the Reserves, legal base mapping, land status, existing infrastructure, existing land use, physical constraints and land capability.
    4. Housing needs assessment and housing development strategy.
    5. Assessment of existing infrastructure system.
    6. An infrastructure development strategy which includes project phasing and a land acquisition strategy if necessary.
    7. List of proposed projects including a one page summary per project providing project description, justification, identification of project components for cost estimating, and Class C & D cost estimates as noted above.
    8. Proposed Capital Plan.

10. Based on the Bands review and discussions with funding agencies, prepare final physical development and capital plan recognizing projected INAC budget limits, using the format above.

Provide eight (8) copies (4 to INAC, 4 to Band) of the final report including report size graphics at an appropriate scale, and one (1) copy of presentation scale graphics of the community development strategy and land use plans at a scale not smaller than 1:5000 shall also be submitted. Drawings must be of a quality that will allow reproduction from microfilm.

11. REQUIREMENTS

11.1   The consultant shall be a firm or consortium with Professional Planners eligible for registration with the Canadian Institute of Planners and Professional Engineers registered with the Association of Professional Engineers of British Columbia.

11.2   Cost Estimates: All estimates shall be Class "C", in 1989 constant dollars. When a comparison of alternatives is being undertaken, the estimates shall be Class "D". (see Addendum F for definitions of cost estimates).

The cost estimates shall include allowances for construction, engineering, management and contingencies. The construction cost estimates shall indicate approximate quantities and unit costs. When evaluating alternative designs the Consultant shall bear in mind the objective of minimizing capital cost and annual operation and maintenance costs.

11.3   Project Manager: For the purpose of this contract, the Project Manager is: _____

    Phone: _____
    Address: _____

All correspondence shall be addressed to the Project Manager with copies to: the Project Team as identified in section 16.

11.4   Subdivision planning should conform to the guidelines presented in the following publications and INAC guidelines:

a)   Residential Services and Site Planning Standards published by the B.C. Government Ministry of Municipal Affairs.
b)   Residential Site Development Advisory document published by C.H.M.C., Canada.

11.5   All infrastructure assessments shall conform to the most recent INAC Guidelines standards.

11.6   The Consultant shall review, arrange for and carry out any field surveys, pump tests, soils investigations and testing required to ensure the technical feasibility of proposed projects.

11.7   To each pertinent document the Consultant shall apply his own professional stamp or seal and signature to identify his professional responsibility.

11.8   All drawings shall be prepared in metric units and include the Band Logo.

12. PROPOSALS

12.1   The Consultant shall submit three (3) copies of a proposal for the work stipulated under these Terms of Reference which shall include a proposed methodology, time schedule for project completion, personnel list including the principal in charge, a list of relevant project experience, a list of all subconsultants and their company resumes, and a contract bid price for all components including

a list of relevant project experience, a list of all subconsultants and their company resumes, and a contract bid price for all components including disbursements, which shall be a fixed upset price.

12.2   Proposals shall be submitted to the Project Manager at the address noted in 11.3.

13. SCHEDULE

13.1   The work stipulated under these Terms of Reference shall commence within two (2) weeks of notice of award.

13.2   The work stipulated in the original contract shall be completed by _____ .

13.3   Time schedule to complete any additional work subsequently agreed to shall be approved by the Project Manager.

14. TERMS OF PAYMENT AND COST CONTROL

14.1   Payments will be based on the contract.

14.2   The Consultant will on a monthly (or other approved) interval submit an invoice detailing the services performed over the billing period.

14.3   So payment will be made toward the cost of work incurred to remedy errors or omissions for which the Consultant is responsible.

14.4   If at any time during the progress of the work the Consultant considers his contract fee will be exceeded, either by some unforseen event or change in the terms by the Band he shall immediately provide the project Manger with the complete details.

14.7   AT NO TIME SHALL THE CONTRACT FEE BE EXCEEDED WITHOUT PRIOR WRITTEN APPROVAL BY THE PROJECT MANAGER.

15. CONTRACT AGREEMENT

15.1   The Consultant will be commissioned to the work by a duty authorized Contract Agreement with the Band. Part of this agreement will include the Band Standard General Conditions, Consultant Contracts. A copy of this standard is attached to these Terms of Reference for the Consultants information. The Consultant is advised that he must be prepared to abide by these General Conditions classes on any contact entered into with the Band.

16. PROJECT TEAM

BAND

1. CHIEF _____ , (ADDRESS, PHONE)

2. _____ , PROJECT COORDINATOR

3. _____

4. _____

_____ TRIBAL COUNCIL

1. _____ BAND PLANNER (ADDRESS, PHONE)

P.W.C.

1. _____ , AREA PROJECT ENGINEER (ADDRESS, PHONE)

INAC

1. _____ , CAPITAL MANAGEMENT (ADDRESS, PHONE)

ADDENDUM A

PREPARATION OF A DEMOGRAPHIC ANALYSIS

AND POPULATION PROJECTION

1. **Analyse Historical Trends of Population Growth and Residence Patterns**

    Background information is available from the Membership Office, B.C. Region, Indian Affairs from 1965 to the present in summary form: **Indian Register Population by Sex and Residence**. The consultant shall determine past trends from these records and relate them to Regional trends. Analysis of natural growth rates should end in 1985 with the inception of the C-31 program, or should disaggregate C-31 reinstatements.

2. **Estimate Increases in Band Population due to Bill C-31**

    Total number of applicants and total number reinstated are available from the C-31 Officer of Primary Interest, B.C. Region. From this an estimate of the Bill C-31 impact on total population can be calculated. Estimates of increases in on-reserve residence should be based on written applications for Bill C-31 housing received and approved by the Band.

3. **Project Future Population**

    Population Projections of Registered Indians 1982-1996 is available for reference at the District Office, and provides projections based on cohort-survival by Region and pro-rated by Band. The consultant shall analyse this material and make projections over a 20 year period of total and on-reserve residence, dis-aggregating C-31 reinstatements and status Indians from other Bands.

TERMS OF REFERENCE FOR

_____ BAND HOUSING NEEDS ASSESSMENT

1.0 Consultant's Responsibilities

The consultant is to collate, estimate and report on housing need over a 20 year period from 1989/90 to 2009/10, according to the methodology prescribed in the section on Components of Housing Need outlined below.

The consultant is to confirm the number of habitable housing units and is to identify the total number of residential building sites currently serviced and available for the construction of new housing.

2.0 Components of Housing Need

Need for additional housing units shall be estimated and recorded according to the following categories: replacement units, existing overcrowding, new family formation, and in-migration. As C-31 reinstatements are funded from a separate stream of capital, they should be disaggregated from other components of housing need.

2.1 Replacement Units

Houses requiring replacement are to be identified by inspection by C.M.H.C. designated inspector. This may be coordinated at no cost through the INAC District Office. The consultant shall summarize and record the results of this survey.

2.2 Existing Overcrowding

The Consultant shall identify and report on any housing units currently overcrowded, indicating the number of families for whom housing is need to alleviate overcrowding. The survey should discriminate between housing units which are occupied by more than one family by choice or necessity. The consultant, in conjunction with the Band, is to resolve this point and identify only those units as overcrowded where the families wish to separate.

2.3 New Family Formation

A range of estimates of new household formation over the 5, 10 and 20 year period is required, based upon aging of the 20 - 24 year age cohort and an assumption of 65% household headship ratio.

2.4 In-migration

The consultant is to estimate, in consultation with the Band, a range of in-migration over the planning period. This estimate should relate to past trends of in-migration and any assumptions used in producing the estimate shall be clearly stated and justified. Estimates of short term demand should be based on written applications on file.

3.0 Description of Existing Housing

The consultant shall collate and report on the existing residential housing units on-reserve and their condition.

4.0 Analysis of Projected Household Size

Net increases in housing stock should be related to projected growth in population and an analysis of trends in

PREPARATION OF A LAND USE PLAN

1.0 Land-Use Capability and Suitability Analysis

Prepare a land-use plan which generally delineates areas free from potential hazards and capable of development, and specifically identifies individual sites suitable for residential, educational, archaeological, recreational, forestry, commercial, and public uses.

The analysis will synthesize information available through topographic mapping, field investigations, and any geotechnical investigations that may be required to determine subsurface soil conditions at the locations of the proposed works including the following land use determinants (this information is to be provided in the preliminary report):

a) Slope gradients.
b) Soil load bearing.
c) Surface water run-off.
d) Rock profile.
e) Vegetation cover.
f) Solar orientation.
g) Amenity values.
h) Water, sewer and electric power serviceability.
i) Site accessibility.
j) flood and erosion.

2.0 Physical Development Options

Prepare a physical development plan for at least two alternative sites.

Each option should be elaborated to a comparative level of detail showing the following:

a) Land use patterns, including identification of existing land use and ownership.
b) Road and pedestrian circulation.
c) House siting.
d) Siting of public buildings and playing fields.
e) Primary water, sewer, drainage and electrical networks.
f) Location of any reservoir(s) and sewage lift station(s).
g) Flood and erosion.
h) Class "D" cost estimates.

3.0 Selection of Preferred Option

Rank and select the most preferred community development option on the basis of comparing capital and O&M costs (Class "D") against other non-monetary assessment criteria, including at least:

a) Complementary land-use patterns.
b) Ease of access and circulation.
c) Preservation and enhancement of amenity values.
d) Protection of public safety.
e) Potential environmental impacts.
f) Access to education facilities.

Meet with the _____ Band Council to select the community development option preferred by the Band. Submit eight copies of the approved land use plan to the Project Manager.

TERMS OF REFERENCE FOR

INFRASTRUCTURE NEEDS ASSESSMENT

1.0 General

The purpose of this assessment is to combine the results of the land use plan and the housing needs assessment with an on-site review of the existing infrastructure, to determine the level of infrastructure development and upgrading which is necessary for the community. The planning period for design purposes shall be 20 years, however the potential for project phasing is to be identified to assist in development of a 5 year capital plan for each component, a needs assessment shall be done for the immediate, five and ten year term.

1.1 Bill C-31

The servicing requirements due to Bill C-31 housing needs are to be included, however this component of the servicing costs is to be shown separately so that the Band may make application for Bill C-31 funding.

2.0 Infrastructure Assessment

The following components shall be reviewed and assessed and Class "C" cost estimates established. The consultant shall carry out necessary field survey work, soils and water investigation and testing necessary to complete the infrastructure needs assessment.

2.1 New lot Requirements

The housing needs assessment will assist in establishing the requirement for new lots. A Class "C" cost estimate is required for development of new subdivisions areas.

The report shall include a preliminary design brief and layout for recommended new subdivision development.

2.2 Water Supply, Treatment and Distribution

A review of the proposed community water system is required. An engineer's report as per Part 1 of the INAC Design guidelines for Water Works shall form part of this study. The report shall review alternatives for supply, storage, and treatment (if required) and make a clear recommendation for a preferred option to serve the immediate, medium and long-term needs of the community, and provide class "C" cost estimates for this option.

2.3 Sewer Collection, Treatment and Disposal

A review of the proposed community sewer system is required. An engineer's report as per Part 1 of the INAC Design Guidelines for Wastewater Systems shall form part of this study. The report shall review alternatives for wastewater collection, treatment and disposal and make a clear recommendation for a preferred option serving the immediate, medium, and long-term needs of the community and meet EPS and NHW requirements, and provide class "C" cost estimates for this option.

2.4 Roads, Bridges and Drainage

An engineer's report as per Part 1 of the INAC Design Guidelines for Road and Drainage Works shall form part of this study.

2.5 Fire Equipment

Information on fire equipment requirements will be provided to the consultant by INAC.

2.6 Solid Waste

The report shall review alternatives for solid waste and septage disposal (if required) and make a clear recommendation for a preferred option and site for the phased development.

2.7 Design Criteria

Design shall conform with the requirements as set out in the following:

- Design Guidelines for Water Works in B.C. Region - latest
- Design Guidelines for Road Works in B.C. Region - latest
- Design Guidelines for Wastewater Systems in B.C. Region - latest
- National Building Code.
- National Fire Safety Code.
- C.M.H.C. Lot design Standards.
- As well as the standards of Health & Welfare Canada, Environment Canada, B.C. Hydro, and applicable provincial standards.

When alternatives are being evaluated, consideration must be given to ease of maintenance and operational safety, and to life cycle costs as well as initial capital costs.

2.9 Current Studies/Reports

1. Legal Reference Plan _____

2. As-Built Drawings: _____
_____
_____

3. Predesign/Design Reports: _____
_____
_____

4. B.C. Indian Housing Council Survey

1)   Urgent requirement for health, safety or environmental
     impact reasons. One or more of the following conditions
     apply:

     -   Water quality is unsatisfactory with respect to
         bacteriological quality or chemical quality based on
         health considerations (as explained in "Guidelines for
         Canadian Drinking Water Quality 1978" by HWC).

     -   Water quantity is insufficient to meet normal
         residential demand during certain periods such as
         moderate drought or extreme cold climatic conditions.

     -   There are more than 10 homes and one public building
         and the water system and/or portable fire apparatus
         does not provide fire protection capability (flow and
         pressure) AND there are multiple life loss risks and/or
         high value property risks.

     -   There are more than 40 homes and the fire apparatus
         (truck and hall) does not provide fire protection
         capability AND there are multiple life loss risks
         and/or high value property risks.

     -   Wastewater system and/or solid waste facility presents
         a significant threat to public health or safety, or to
         the environment.

     -   Safety problems exist for public or operator (WCB
         regulations are being violated).

     -   There are serious community access hazards.

     -   There is a significant threat of structural failure
         (including damage by flood or erosion) with life loss
         risk and/or high value property risk.

2)   Required to meet INAC standards and to accommodate housing
     needs for 5 year requirement. One or more of the following
     conditions apply:

     -   Water quality is unsatisfactory based on aesthetic
         considerations.

     -   There are more than 10 homes and one public building
         and the water system and/or portable fire apparatus
         does not provide fire protection capability (flow and
         pressure).

     -   There are more than 40 homes and the fire apparatus
         (truck and hall) does not provide fire protection
         capability.

     -   Wastewater system and/or solid waste facility presents
         a concern to public health or safety, or the
         environment.

     -   Additional capacity or extensions are required to
         accommodate housing needs for the 5 year requirement.

     -   Community access improvements are required.

     -   There is a threat of structural failure (including
         damage by flood or erosion).

     -   Improvements to existing system are needed due to

3) Requirement for upgrading. One or more of the following conditions apply:

- Capital repairs to the existing system are required.

- Improvements needed due to O&M problems or to reduce O & M expenses.

- Improvements to water system source works are required to provide a back-up supply.

- Improvements to existing system are recommended, but not mandatory.

- Additional capacity or extensions are required to provide for future needs beyond 5 year housing requirements.

ADDENDUM F

CLASSES OF COST ESTIMATES FOR CAPITAL PROJECTS

A. **Class A estimate:**

This is a detailed estimate based on quantity take-off from final drawings and specifications. It is used to evaluate tenders or as a basis of cost control during day-labour construction.

B. **Class B estimate:**

This estimate is prepared after site investigations and studies have been completed and the major systems defined. it is based on project brief and preliminary design. It is used for obtaining approvals, budgetary control and design cost control.

C. **Class C estimate:**

This estimate, which is prepared with limited site information, is based on probable conditions affecting g the project. It represents the summation of all identifiable project component costs. It is used for program planning; to establish a more specific definition of client needs and to obtain approval in principle.

D. **Class D estimate:**

This is a preliminary estimate which, due to little or no site information indicates the approximate magnitude of cost of the proposed project, based on the client's broad requirements. This overall cost estimate may be derived from lump sum or unit costs as identified in the construction cost manual for a similar project. It may be used to obtain approval in principle and for discussion purposes.

APPENDIX 6

DIAND CAPITAL PROJECT
APPROVAL PROCESS

1)   **Highlights**

   Centralized tracking of all project submissions and
   approvals will be maintained through the Regional
   Resource Planning & Allocation Unit. This will help
   ensure service standards and data are effectively
   maintained.

   By delayering the approval process, a maximum of two
   reviews are required for either design or construction
   approval.

   Housing projects will be recommended directly to the Unit
   Manager, by Capital Program Officers.

   All other projects to be reviewed by *Peer Group* of
   Capital Program Officers (CPO's). Recommendations for
   project approval up to $2 million.

   Unit Managers to sign approvals up to $2 million.

   Capital Review Committee to evaluate recommendations by
   Peer Group Upon confirmation, approval granted according
   to established level of delegated signing authority.

CAPITAL PROJECT   APPROVAL PROCESS

Four Distinct Levels of Activity

1. Feasibility Approval
2. Design Approval
3. Acquisition/Construction Approval
4. Post Completion Reporting

For each level of approval, a project proposal is required. The level of detail required largely depends on the complexity of the project and its value. Project proposals (for design or construction approval) with a total estimated cost of $2.0 million or more, will require a Treasury Board style submission. Minimum requirements for submissions are outlined below.

All capital projects (excluding housing construction and renovation) and feasibility studies require a technical review to be completed.

Capital Program Officers (CPO) will ensure that all program requirements are met. DIAND Technical Services (DTS) will complete a review and ensure that comments and recommendations are provided to the CPO.

1. Feasibility Approval

Determines the eligibility for funding of a specified feasibility study, in accordance with its proposed terms of reference.

Submission Requirements

A term of reference which identifies a project description, justification, and proposed scope of work. Projects should be derived from the First Nations' Physical Development Plan.

Expected Results

Proposals for feasibility studies are to be developed in a manner to ensure the report provides the following information for review:

Identification of Need

General project description addressing identified need and proposed level of service health and safety concerns must be identified.

Existing Facility Condition and Capacity

A discussion of the facility's condition and capacity to meet present and future needs and proposed level of service.

Options Analysis

Analysis of various options to address the need. Options may include repair, upgrade, replacement, no action, etc. The analysis should consider the following items: capital cost, O & M cost, O & M complexity, planning and land use considerations, environmental issues, land encumbrances, level of service standards, codes and standards. A life cycle cost analysis is required for each option (based on capital, O & M, land, and recapitalization costs) to determine the lifetime cost implications of the facility. A comparison of each option's advantages and disadvantages should be prepared. A conclusion is required, with rationale, recommending the preferred option. If the least cost option is not recommended, detailed substantiation is required.

Cost Estimates

Class "C" cost estimates for capital (construction and non-construction) and for Operations & Maintenance (O & M).

EARP Assessment

Initial environmental assessment and proposed mitigation plan if applicable...

Other Considerations

> Supporting technical information
> Site/land requirements
> Regulatory approvals
> Project schedule
> Conceptual layout drawings and diagrams

2.   Design Approval

Determines the eligibility of funding for the design portion of a specific project in accordance with the recommendations of a previously approved feasibility study.

Submission Requirements

Feasibility study report (see #1 Feasibility) identifying the project, preferred option, and class "C" cost estimates. Description of existing facility condition and capacity, identification of need and proposed Level of Service.

3

Option Analyses - description of options that would satisfy the needs and Level of Service; each with its life cycle costs, advantages, disadvantages. Comparison of options with justification and recommendation for the preferred option. If the least cost option is not recommended, detailed substantiation of the reasons why are required.

Site/Land requirements - location, size, and land acquisition requirements. Any encumbrances and restrictions should be identified.

Environmental Screening - Decision Form complete with environmental assessment report and mitigation plan.

Class "C" cost estimates, including construction, non-construction, and risk factors. O & M costs and cash flows for the project to be shown.

Project Management Arrangements - schedule, methods of construction, project management, and any other special terms and conditions on the funding arrangement. In addition, Coordinating registered professional certification is required as per B.C. Building Code.

Operations & Maintenance Planning - First Nations' plan to manage the facility's O & M activities, including funding.

Comments from other reviewing agencies for the following types of projects:

> Drinking water, wastewater, and solid waste - Health Canada
> Wastewater and solid waste - Environment Canada
> Educational and public buildings - Labour Canada

Design Approval - Expected Results

Determine the eligibility for funding of a specified design proposal that, if funded, would result in the production of a design package sufficient in detail to be considered for eligibility to construct such a project so as to meet the identified need in accordance with the recommendations arising from the feasibility study.

Special Note

Once Design approval is granted and pre-design work is underway, proponents are advised to keep DIAND Technical Services informed of any unforeseen variances from the approved conceptual design. This will help to avoid delays to project submissions submitted for construction (effective) project approval.

3. Acquisition/Construction Approval

Determine the eligibility for funding of a specified capital project, that if funded, would result in the construction or acquisition of an asset in accordance with the scope of work, design concepts and level of service standards contained within a previously approved deign project.

Submission Requirement

Project Scope - Reference to the original Design Approval and updates based on the Pre-design study and investigations identifying any changes from the original concept or cost. Identify variances and reasons.

Site/Land Requirements - location, size, and land acquisition requirements. Encumbrances and restrictions should be identified. Regulatory approvals and permits required.

Environmental Screening - Decision Form complete with environmental assessment report and mitigation plan.

Class B cost estimates, including construction, non-construction, and risk factors. O & M costs and cash flows for the project to be shown.

Project Management Arrangement - schedule, cash flow, method of construction, project management team, and terms and conditions of funding arrangement. Coordinating registered professional certification required as per B.C. Building Code for all public buildings.

Operations & Maintenance - Plan to manage the facility's O&M activities.

Technical Documentation

Final design drawings and specifications as per DIAND Design Guidelines

Design brief as per DIAND Design Guidelines

Minimum Class B cost estimates; preferably Class A cost estimates

Pre-design study. Contains the criteria and data necessary to refine and finalize the final concept. Site specific studies to be included.

Environmental Assessment Report

4. Project completion Documentation

When a project has been completed, the Project Officer (usually CPO) shall ensure that the following documentation is received from the First Nation for DIAND Technical Services review before closing the project:

As-built drawings sealed and signed by a Professional Engineer and/or Registered Architect, on 3 mil mylar. If available, AutoCad files on 3.5% disks are also requested. The drawings are to be provided to DTS for their review and storage in the Drawing Management System.

Completion Report including a Certificate of Final Completion by a Professional Engineer and/or Architect, test results as required, and;

CAIS Inclusion form.

Registered legal survey plans of subdivision lots, road and service rights-of-way, and of facilities and service corridors located off and on-reserve. Legal surveys to be registered with Legal Surveys Division of Natural Resources Canada.

DEFINITION

FEASIBILITY STUDY

A feasibility study identifies options which could be implemented to meet project requirements, examines the engineering and economic feasibility of the options, and recommends a preferred option. Where more than one option is available and the most technically sound and cost effective option is not obvious, a feasibility study must be undertaken.

The following information should be included in a feasibility study report:

Options complete with a conceptual design, Class %C% cost estimates, life-cycle costs, advantages and disadvantages.

List any assumptions made with respect to the site, soil conditions, existing services, future expansion plans, etc. and any additional data required to complete preliminary and final designs such as surveys soil investigations, studies, etc.

List of the options in preferential order complete with a brief discussion supporting the listed order.

Some of the information necessary to develop a conceptual design is available from published literature, maps and government agencies. This information must be supplemented through discussion with local people having site specific knowledge and a site visit must be made by the planners/designers for a first-hand evaluation of conditions.

The feasibility study must be fully defined and discussed with the client and regulatory authorities before field work is undertaken. This precaution ensures that the efforts of the field work are organized with knowledge of previous work and that concerns of the client and regulatory bodies are not overlooked.

DEFINITION

PRE-DESIGN/FINAL DESIGN

The purpose of the pre-design study is to accumulate and present the criteria and data necessary to design, qualify and refine the conceptual design, and gather pre-construction data for post-operational comparison. In the pre-design work, all of the data accumulated for development of the conceptual design will be verified by site specific studies. This includes:

A recommended installation to satisfy the design criteria within the restraints of any conditions specific to the site;

Description of any outstanding risk or boundaries and a quantification of these parameters if possible;

A Class ⅏B⅏ cost estimate of the proposed work;

Identification of preferred construction scheduling to minimize impact on the construction, O&M, and other costs;

Identification of unusual problems which will face the designer or construction contractor such as limited working area for pipe assembly or conditions which may influence the construction technique selected.

All data obtained during the study must be presented in technical appendices to qualify the analysis and to package all of the works in one document.

The pre-design should provide sufficient information to substantiate the conclusions reached and shall provide an overall concept for the development as a whole. Phasing of the development, if necessary, shall be clearly indicated. The information to be submitted is listed in Part 1 of the B.C. Region Design Guidelines.

7

For the development of new communities or expansion of existing communities into new areas, previously approved at the feasibility stage, the pre-design should indicate the servicing concept for the entire area and include all facilities to be serviced. This shall include at least the following; water supply and distribution, wastewater collection and disposal, site drainage, site access and road layout, power, telephone, and gas where appropriate.

Prioritization Process for Community Infrastructure Capital

Community infrastructure capital will be allocated within the North, South and West Funding Services units according to a point-rating system which reflects existing national and regional priorities, which address, in order of importance:

Health and Safety	Group 'A'	20+	points
Repair and Re-capitalization	Group 'B'	10+	points
Level of Service Standards	Group 'C'	0+	points

All projects approved as eligible for funding will be assigned a classification within these three priority groupings according to a pre-defined set of definitions. Each classification will contain a point value which will be added to the primary points assigned to the group level. A draft table of these definitions has been attached to provide you with an example of the process by which point ratings will be determined. As an example: a Group 'A Health & Safety water project consisting of improvements to an existing system to correct serious O&M problems would be rated at 20+4 or 24 points. This system of designed to provide a fair and consistently relative comparison of needs for various types of projects under varying circumstances.

Based upon its eligible projects within the prioritization system, each Funding Services unit's resources will be first allocated to the eligible projects which have the highest priority rating.

Health and Safety

20+ points

Water	Wastewater	Access/Roads	Fire Safety	Other
9 Not unsafe/contaminated	9 Illegal/unknown discharge	6 There are serious community access hazards	7 There are more than 40 homes and there is no fire protection capability (ie: truck/hall)	9 Bridge/Dam/Boardwalk imminent failure if not repaired/replaced
8 Water quality is unsatisfactory with respect to bacteria	8 Failed disposal system	4 Hazardous geometric problems	6 There are more than 10 homes and one public building and no fire protection capability	8 Envir. water contamination
7 There are more than 40 homes and one public building and the water system does not provide fire protection capacity	7 Wastewater system and or solid waste presents a significant threat to public health/safety, or to the environment	3 Hazardous structural problems	5 No fire protection	8 Bridge/Dam/Boardwalk structural problems
6 (flow and pressure)	6 No safe or accessible method of disposal	2 Hazardous capacity problems		8 Emit. soil contamination
5 No source of water	5 The system presently presents a concern to public health/safety, or the environment			7 Envir. air contamination
	4 Improvements to existing system are needed to deal with serious O&M problem			7 Elect. facilities unsafe
	3 Safety problems exist for the public or operator (WCB regulations violated)			7 Bridge/Dam/Boardwalk capacity problems
				6 Elect. - no power

4 Improvements to existing system are needed to deal with serious O&M problem

3 Safety problems exist for the public or operator (WCB regulations are violated)

Yecewem'inte Project Terms of Reference

1) Introduction — why a community plan	Tom/Roxanne write paragaph each
2) Identify goals and objectives how much development is enough/desirable discuss community and individual interests	interviews with community Bus Tour School Workshop
3) The People 3.1 Brief history 3.2 Demographic profile 3.3 Population predictions	research membership lists calculate and verify 1991 predictions
4) The Land - description of the reserve and land use 4.1mapping of traditional land uses 4.2mapping of family, locatee, band holdings	Land claims material mapping exercise Band Lands office

5) Existing Physical Development
5.1 Housing
5.1A Housing Audit
    how many
    how old
    in what condition
    type/style
    where sited
    how many built in past 3,5 years
	site visits to map them

5.1B Water
    drinking (quality and capacity of reservoirs)
    fire protection (range of service, condition of training, hoses pumps etc.)
	Current engineers report and current Physical Development Plan

5.1C Waste disposal (when will we reach capacity)	same
5.1D Roads	current roads report

5.1E Electric and Phone

5.2 Existing Community Facilities   site visits to map them
map them and discuss condition, degree of use,
value in community, mainenance, unrealized
potential

6.1 Economic Development
6.1A discuss existing reports and efforts
6.1B Job Audit
- how many people working on/off reserve   interviews
- how many in mature industries   Nelson
- how many in gov't funded jobs
- what sectors
- full time, part time, seasonal
- how long wil the trees. gravel, fish last
- how many jobs need created

7.0 The Vision   focus groups (Jan/Feb)
7.1C Future Economic Environment (strategic Plan)
7.1C.1 S.W.O.T. analysis
7.1C.2 Key Driving Forces (examples)
- population increase
- large # teens
- Shuswap growing
- reduced gov't funding
- twinning of highway

7.2A Land use
map future development
type of use
intensity of use
tenure issues (locatees)

7.2B Land Use Regulations and development policy

7.3 Community Physical Development

7.3A Housing Needed

7.3A.1 projected large families, single parents, single adults,
 elders returnees/retirees

7.3A.2 sites/where

7.3A3 design,density, resident mix

7.3A4 renovations schedule

7.3A5 Housing Policy   (in conjunction with Chief and Council)
                                          Danny Ford

7.3A6 Innovative housing
habitat for humanity, barn raising, coop

7.3B Infrastructure/Services Needed
7.3B.1 fire protection
7.3B.2 water and sewer - capacity issues
7.3B.3 roads

7.4 Community Services/Facilities Needed:
The community has expressed as priorities
-
-
-

7.5 Village Site Plan
Map existing and future development sites

8.0 Implementation Plan
Capital Plan Project Briefings and Costing
8.1 Implementation Boards
8.2 Tasks and deadlines - individuals responsible
8.3 Phasing Program
8.4 Continued public input and support strategy
8.4A Produceinformation materials to continue public support

9.0 Evaluation

Yecwem'inte Focus Group Schedule

March 1 6:00 p.m.   Pierre's Point Log Building
Potluck Dinner and HOUSING MEETING

to discuss a Housing Project and how the community can
become more involved in an Alternative Housing Plan

March 3 8:30 a.m. - 4:00 p.m.   Chase Community Hall
ABORIGINAL SEMINAR

Rosalee Tizya speaking on Aboriginal Rights
from a First Nations perspective

March 8 6:00 p.m.   Sexqeltqin Band Hall
Potluck Dinner and LAND USE MEETING

to discuss future development on the reserve:
- should Cotelca be developed or protected
- should Bear Creek be developed or protected
- create a Land Use Map

March 9 6:00 p.m.   Pierre's Point Log Building
Potluck Dinner and LAND USE MEETING

- where in Glen Eden should new housing be built
- Sandy Point / Pierre's Point development
- Glen Eden Highway Expansion

March 14 7:00 p.m.
NATURAL RESOURCES MEETING   Sexqeltqin Band Hall

- discuss what the Natural Resource management
issues are and how should management be done

March 15 6:00 p.m.   Sexqeltqin Band Hall
Potluck Dinner and LAND USE MEETING

- Land Use Regulations (zoning)
- Village Site Expansion

March 21 9:00 am - 4:00 p.m.   Sexqeltqin Band Hall
HOUSING DESIGN DAY

to discuss how Secwepemc culture and values can be
designed into housing and subdivision construction.

March 22 1:00 - 8:00p.m.   Sexqeltqin Band Hall
Potluck Dinner and FAMILY HEADS MEETING

to discuss how the Family Heads should work with
the Chief and Council

March 29 6:00 p.m.   Sexqeltqin Band Hall
Potluck Dinner and ECONOMIC DEVELOPMENT MEETING

to discuss how jobs and businesses should be created
on the reserve

April 5 6:00 p.m.   Pierre's Point Log Building
Potluck Dinner and ECONOMIC DEVELOPMENT MEETING

to discuss how jobs and businesses should be created
on the reserve

Story of Porcupine

When Elk came with
his people, Swan
gave them a great
feast. After they
had eaten, Swan
and his people
knelt down before
Elk and told him
how Swan thought
they could all
become friends.
He gave Elk all
his knowledge and
advice. Then Elk
and his people
knelt before Swan
and Elk gave all
his knowledge and
advice in return.
Then they were all
able to work
together and get
in
one another's way.
This meeting made
the laws that the
animals and birds
live by today.

told by: James Telt

APPENDIX 10

Land Use Regulations

Land ownership on reserve has different responsibilities than ownership off reserve. Use of the reserve lands must be based on the traditional Secwepemc knowledge and values. It is every band member's responsibility to know and understand this knowledge and use the land accordingly. Therefore, land ownership on the reserve has to recognize the individual's responsibility to both the land and the community.

The band does not employee a municipal structure of land use regulations. Instead, flexible regulations have been developed which describe the responsibilities of developers and the role of Elders, Family Heads, and the importance of community decisions in any development project. These regulations apply to all reserve lands, not just common band land.

1) Development Projects

- to develop land, the owner must develop a design that describes the plans to neighbours.

- neighbours who feel unduly disturbed by the proposed development have the right to suggest alternatives that will reduce the impact.

- the design has to be brought to a general meeting so the whole community can ask questions, approve plans, or suggest alternatives that will reduce impact.

- the impact of the project on the reserve must be considered. For example, increased use of band's roads, water, sewer, and compensation.

- a maximum of four single family homes (including trailers) per acre

- no housing development east of railroad tracks in Glen Eden is permitted.

- The land west of the Trans-Canada Highway in Glen Eden has been designated as Residential with a maximum of four single family residences per acre.

1

2)   Certificate of Possession

- The reserve lands belong to all members. Reserve land is designated to an individual or family so they can provide for the needs of their family.

- This "ownership" must recognise the individual's responsibility to both the land and the community.

- an individual who owns land but is not using that land should designate it to another Band member or returned to the Band for other members to use in their absence.

- when a member leases land to a non-band member as a landlord, the Band must receive at least 25% of the gross revenue from those leases because that land is then lost to the band's use.

3)   Community Decisions

- the reserve lands belong to all members; decisions regarding road negotiations, land swaps, right-of-ways, must be made at a community meeting.

- Land use decisions involving development or leases must be presented to the Elders or family heads for review and recommendations

APPENDIX 11

DRAFT Adams Lake Band
Physical Development Plan,

April, 1995

1.0 Introduction

The Adams Lake Band has undertaken an eight month community planning process (September, 1994 - April, 1995) to create a Community Development Plan which describes the community's goals over the next five to ten years and the strategies to achieve those goals. The Plan includes 20 year population projections; a description of land use strategies; Land Use Regulations; a Housing Plan and Housing Rules; and a detailed Five Year Capital Plan.

The Band had a Physical Development Plan completed in 1990. This plan contained valuable biophysical and engineering information that should be incorporated into future planning efforts. This plan has not replicated that information and is intended to be used in conjunction with that data. Following this introductory section, this report is comprised of five additional sections:

Section 2 discusses the existing population, both on reserve and off-reserve, and then projects future population growth on the reserve and the implications for housing and services required to accommodate this growth.

Section 3 outlines the existing land use on the reserves, identifies which parcels of land are common band land and available for future development, identifies three Development Zones as areas that members have said should be focused on for future growth, and suggests a strategy for keeping some areas natural by protecting them.

Section 4 discusses the existing housing on the reserve and describes a renovations schedule for these homes. As well, the Band's Five Year Housing Plan and Band Construction Apprenticeship Plan is discussed.

Section 5 reviews the Band's existing infrastructure and identifies new infrastructure required to meet existing needs and future needs.

Section 6 presents the Band's Five Year Capital Plan which describes each capital project and its priority for funding applications to the Department of Indian and Northern Affairs and other agencies.

1.1 Why do a Community Plan

During our discussions and meetings, the community told us what they thought was valuable about the process:

✓ It helps establish what it means to be a Secwepemc community and bring the culture alive through its plans;

✓ It provides a vehicle for the community to make their needs known to the Chief and Council;

✓ It creates a future vision for the community and a sense of direction, a Road Map to that future; and,

✓ It helps pool the community's resources to work together effectively towards these goals.

1.2 The Community's Vision of the Future

During the eight months over which we have conducted this community plan, many people have expressed their hopes and vision for what the community can become. The common vision that people hold for their community is an important part of the Community Plan because it defines how we will live together.

One common opinion that the community has given is that they are in favour of what has happened in the past eight months. They think that the community has benefited from coming together to talk and be involved in the decision-making. Some people have told us that it has helped in the healing. Therefore, we think that part of the vision is continuing: The people want to continue being involved. They expect to be included.

The other vision for the future that people have shared with us is their desire to see the community come back together through language, cultural traditions, feasts, and celebrations to build a common, shared basis for living together.

1.3 Planning Goals and Objectives

The community has expressed a number of goals it wants this plan to accomplish. Perhaps more importantly, it believes the process has achieved as many goals as the resultant plan:

① Develop planning skills in the community;

② Create Land Use Regulations that describe Development Zones and type and intensity of uses;

③ Create a Five Year Housing Plan that describes how many houses will be built, where, and the types, and a renovations schedule;

④ Create Housing Rules that describe who is eligible for housing, payment rules, and ownership;

⑤ Create a Five Year Capital Plan; and,

⑥ Create strategies for implementing the priority projects.

1.4 The Planning Process

The eight month planning process involved community members at all levels. Most importantly, community members said how the plan should be done. Two band members (Tom Dennis and Roxanne Thiessen) were hired on a full time basis for the eight months to help guide the process and carry out the activities required along the way.

Second, as many Band members as possible in the available timeframe were interviewed to hear their concerns and vision for the community. In total 65 on-reserve members (representing 40/86 households (48%) were interviewed with a structured interview questionnaire, a summary of the results is presented in Appendix "A".

As well, a questionnaire was sent to 106 off-reserve households, of which 48 questionnaires were returned because of stale addresses. Of the remaining 58 questionnaires, 12 responses were received. A summary of results is presented in Appendix "B".

After the interview process, the community held a series of meetings to discuss Housing and Land Use Regulations. Much of the contents of this report came from both the personal interviews and the meetings in which the community voiced their ideas.

3

2.0   Our People

2.1   The Adams Lake People - A Brief History

written by Tom Dennis
In this section, the past and future of the Adams Lake People are related within the context of history.

For the most part, history has been one-sided and biased from the colonial perspective, right into todays events. The record from our side has only recently begun to be told with some authority relating to values of traditions and customs.

Before contact with the colonial trespassers, our People survived by nomadic principle of land use. That is, we moved throughout the whole territory, living off the land, gathering and preparing foods as they naturally came to be ready for harvest. Wildlife were taken for food at their best, according to season and location, not simply at their availability. In connection to the food chain, land use had territorial significance to favour spots by families and groups of families, again depending on season.

Population estimates vary greatly for this time period, though we know from elder's accounts that before sema7 intrusions, there were twice as many Secwepmcw villages. How many people that is could easily be two or three times what survive today. A lot of vital traditional laws and customs of our pre-contact ancestors have been submerged and nearly forgotten due to the ravages of death by diseases and consequences of issues brought by those sema7 into our lives.

At first, the changes were minor and mostly involved a "watch and see" learning by both sides. Co-existence was relatively simple until sema7 numbers escalated because of the Gold Rush period in British Columbia.

During the early stages of contact, our people concentrated in the area now known as Adams Lake. To the elders, this territory was generally referred to as C'stelen: From that, records have grown to refer to us at one point as the Hustalen People. At another point in time, some other colonial official encountered us at Sexqeltqin so they referred to us as the Sahhaltkum People. At yet another period, some official found out our Chief's name was then Atahm, for whom Adams Lake was named after. We then were referred to as the Adams Lake Band. So it can be seen that it depended on where the sema7 officials met up with our ancestors on who they thought we were.

Our past was a distinct way of life according to nomadic survival. The changes because of the sema7 officialdom is poorly understood, and contributes in detrimental ways to the present day.

Colonial development created a conflict of competing for land use, at first mainly in regard to arable lands for sema7 farmers. At the Gold Rush period however, this conflict exploded into territorial encroachments that posed the threat of retaliation or hostility. So the colonial officials sought peace in their Reserve Policy created by Governor James Douglas, simply because the Colony did not have the clear jurisdiction or resources to make treaty commitments. Those early reserves became known as Douglas Reserves.

Those reserves at that time served to pacify overall the surface issues created by those Gold Rushers. For the Colony, it became a serious development of legal issues tied to their status with the Crown. They needed to have binding control over the gold and the miners, and both authority and enforcement of Land Policy over the settler farmers.

The main change in relations came in 1864 around the issue of land title. Trutch insisted that the Colony had title and the Indians did not. So he deliberately began to question all previous reserve records by attempting to reduce them with the consent of the then leaders and Chiefs of the early reserves. When that proved to be impossible, he proceeded to systematically and deliberately place the whole issue in question and reduce the reserves anyway. Various land acts and methods were created through his heavy influence, such as the resurveys in 1866; the so-called Lands Act; and the reserve Commission of Lenihan and Sproat, to which Trutch interfered with in every way possible.

Add to this situation the entrance of the Colony to the Confederation of Canada in 1871 and our past became even more complicated due to the duality of legislative authority claimed by the Dominion and the Province.

During the years from the First World War to shortly after the Second World War (when amendments were being made to the Indian Act in 1951) our people were mostly ignored. The significance of 1951 is the increased involvement of DIA in Indian Reserves through the many policies and programs they began to introduce then, and still do to the present.

We now have to find the capacity to undo or change the way those things have become the status quo in our Band Office and in the community if we hope to reassert control over our Lands and lives.

The future of the Band rests in the will for change.

Traditional Lifestyles of The Adams Lake People

Researched by Roxanne Thiessen

Traditionally, the Secwepemc People lived a totally self-sufficient lifestyle, moving from place to place to meet their needs for food and clothing by harvesting what was available in different areas at different times.

They had to devote a great deal of their lives to satisfying their needs, but they did so very successfully, developing a unique culture. This manner of living required a great deal of knowledge about their surroundings, the workings of nature, and the skills of the generations that had come before them. To live comfortably in their environment, the Secwepemc society was directed toward this goal: to create knowledgeable, responsible, and independent people who could look after all their personal needs and be aware of the needs of the whole Secwepemc People.

2.2 Existing Population Profile

As part of planning for the future, it is important to look at the people and their needs now and in the future. Population projections are useful for estimating future housing, land use, and servicing needs for the band's reserves. This section examines the existing population of the band and projects the future population over the next 20 years.

2.2.1 Band Membership List

The Band's membership committee keeps updated information regarding who is a Band member and who is residing on the reserve. Therefore, it was decided that the Band's population data are the most recent and accurate available and should be used for population projections. As of April 1995, the Band's own Membership List showed a total of 585 members. The membership committee estimates that 367 members live on the reserve and 218 live "off-reserve". The 218 people off-reserve live as close as Chase and surrounding communities and as far as Asia and throughout North America. The population distribution by age and sex of the 585 Band members is shown in Figure 1, " Population Pyramid", below.

Figure 1 shows that 227 of the band's population is under the age of 20 years old (62%). This percentage is high compared to the general population in the province and this large number of youth will mean greater demand for housing services in the future as they begin to form families. These young people will increase the potential for high population growth in the future as they themselves have children.

Almost 63% of the total membership live on the reserve. This is slightly higher than the Canadian average of 60%.. Of the 367 members living on-reserve, the Band estimates that 268 (73%) live on Sexqeltqin; 96 (26%) live on Sxwitsmellp # 6 (Glen Eden); and 3 live on C'stelen (1%).

Figure 1, "Population Pyramid"
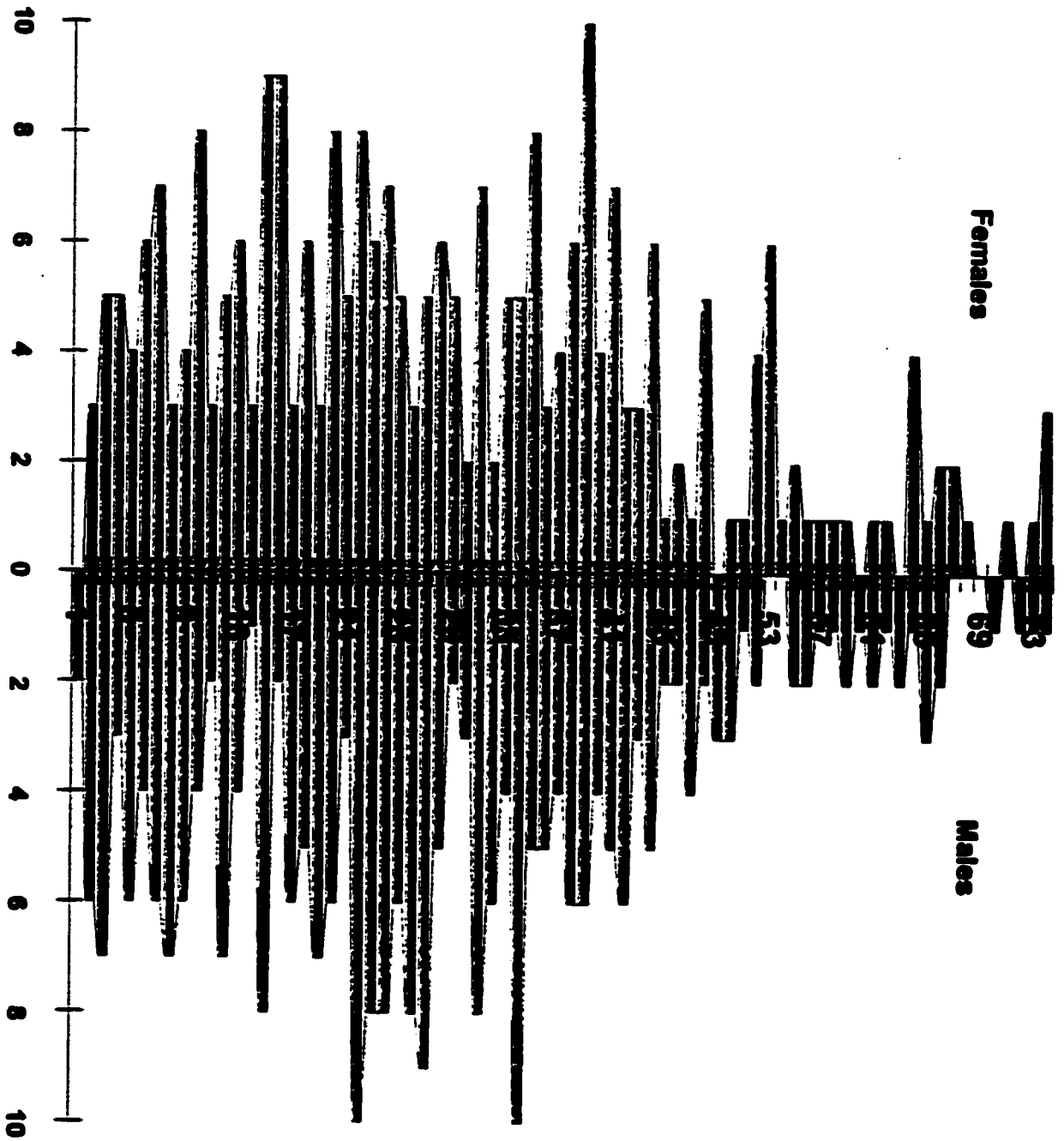
2.2.2 Non-Band Member Residents

In addition, some non-band members live on the reserve (spouses or children of members). Although they are not counted as part of the Adams Lake Band population by governmental organizations, they do live in band housing and place demands on the band's infrastructure, and therefore, should be counted in any planning process. Currently, the band estimates that 84 non-Band members live on the reserve as members of families.

2.3 Future Population

Future population growth will occur from four different sources:

- Firstly, natural population growth as people give birth;
- Secondly, band members moving back to the reserve;
- Thirdly, Bill C-31 applicants; and,
- Fourthly, non-band members moving onto the reserve.

2.3.1 On-Reserve Natural Growth

Based on the band's membership list, natural increase has been a significant factor in population growth. During the past ten years, live birth rates have averaged almost 30 per thousand. However, without death rate statistics, natural increase cannot be calculated.

2.3.2 Members Moving Back to the Reserve

The past 10 years have seen a great number of members returning home to live on the reserve with their families. This trend will put pressure on the band to build more housing. However, it must be recognized that people returning home to live on the reserve is highly dependant on the availability of housing on the reserve. Without adequate housing, people will be faced with the choice of either living in crowded conditions or not move back to the reserve.

According to the Housing List, there are 29 members living in Chase and surrounding communities who expect to move onto the reserve as housing becomes available. With their families, these applicants represent 78 people and a demand for 29 housing units.

Under the band's current Five Year Housing Plan, it is planned that these people will all receive housing within the next five years.

2.3.3 Bill C-31 Applicants

As of 1995 the Band has reinstated 92 people as band members under the Bill C-31 provision. Nineteen of these people have so far moved onto the reserve. Without contacting the remaining 73 people, it is difficult to determine how many intend on moving onto the reserve in the future, either in their retirement or before. But these remaining 73 members will be part of the continued pressures for growth of the on-reserve population.

Because Bill C-31 was passed nine years ago, the majority of people who intend to apply for reinstatement will probably have applied by now. The Band now has a membership committee to monitor the number of new Bill C-31 members and so is better able to plan to supply these members with the services they need.

2.3.4 Non-Band Members

It is presumed that the majority of non-band members moving onto the reserve are spouses of band members. Therefore, they do not represent an additional housing need and this report will not attempt to calculate their impact on housing on the reserve

2.3.5 Population Summary

On-Reserve:

Perhaps the most reliable method of calculating population growth is to use historical trends. Previous population projections using a growth rate of 1% have proven to be low over the past ten years. The actual rate of growth over the past ten years has been closer to 2.3%.

As can be seen in Figure 1, the cohort currently 10 - 19 years old and moving into their family formation stage is about the same size as the 20 - 29 cohort and, therefore, could potentially increase the Band's population at the same rate. The INAC population projections for registered Indians predicts a growth rate of up to 1.9% for the next ten years. This is very similar to historical trends. Therefore, using a 1.9% growth rate predicts an on-reserve population of 527 by 2014
(see Figure 2, Projected Population).

If the current distribution between Sexqeltqin and Glen Eden remains similar over this 20 years, this projection shows Sexqeltqin growing from the current 268 to 383 people. Glen Eden will grow from 96 to 136 people by 2014.

<u>Total Band Population:</u>
The off-reserve population growth is calculated because it will have an effect on growth pressures on reserve by band members choosing to return to the reserve, either to retire or before. However, the band has limited statistics on its off-reserve population. Therefore, we will use a conservative growth rate of 1% which would predict an off-reserve population growth from the current 218 people to 262 in 2014. The 20 year projection for total band membership, therefore, is 789 people by 2014.

Figure 2 "Population Projections"

Total Reserve Population
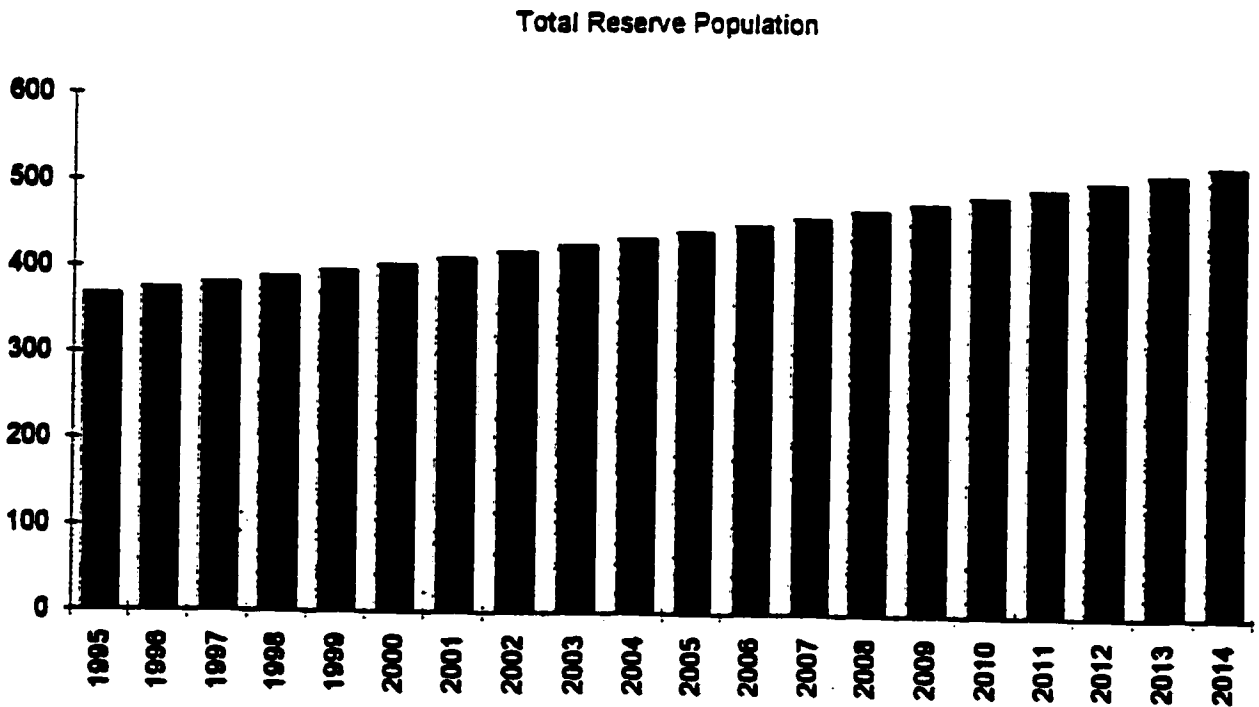
3.0 The Land

3.1 Our Territory

The current reserve lands are made up of a variety of geographical area and types. Each reserve is oriented to water, either a lake or river. The reserve is currently 7430 acres, 70% of which is mountainous and suitable for traditional uses such as hunting and plant harvesting. The remaining 30% is ideal for agriculture or residential.

There are many archeological sites both on the reserve and on surrounding lands which provide evidence that the Secwepemc people have lived in this area for thousands of years. However, in the 1950's the people were encouraged by government to move into the Chase valley to pursue a ranching and farming economy.

All the reserves are served by good major roads, either the Trans-Canada Highway or secondary highways to Adams Lake. Squaam Bay is accessed from the south by a secondary highway and 20 km. of logging road and from the north from Barrier by highway #97.

3.2 Existing Land Use and Tenure

The Band has decided to use the Secwepemc spelling of its reserves and culturally important areas. Therefore, the reader is encouraged to become familiar with these spellings.

The Band owns seven reserves which in total consist of over 7400 acres:

> C'stelen I.R. No. 1;
> Squaam I.R. No. 2;
> Teqwups I.R. No. 3;
> Sexqeltin I.R. No. 4;
> Stequmwhulpa I.R. No. 5;
> Sxwitsmellp # 6 I.R. No. 6; and
> Sxwitsmellp #7 I.R. No. 7.

as shown on Map 1. This section outlines the existing land use on these seven reserves.

Land ownership on the reserves is broken into three categories:
- ✔ Land allocated to Band members, including all locatee land, land under Certificate of Possession, or land allocated to Band members by other means. (Encumbered land)
- ✔ Land under long term lease, including all land leased for a period of 5 years or more and land designated for economic development such as Indian Point. (Encumbered land)
- ✔ Band land, including all remaining land not allocated to Band members and not under long term lease. (Unencumbered land)

This plan considers primarily band land when identifying future development, because land allocated to band members or under long term lease is not available for overall band purposes. There are a few exceptions to this when encumbered land is the most logical choice for potential development. The Land Use Regulations are intended to apply to all reserve lands.

3.2.1 C'stelen I.R. No. 1

The C'stelen is 1,000 hectares, located at the south end of Adams Lake and extends about 4.5 km east of the lake. This reserve is mostly undeveloped and consists of forest and range land, except for the shoreline which accommodates some residential and commercial use. All of C'stelen is Band land except for two small lots allocated to Band members (see Map 1: Kathy Michel and Vicki Sampolio).

Residential:
Currently, one family (Kathy Michel) lives on C'stelen.

Commercial:
The entire Indian Point area is owned by the band and has been designated as an Economic Development zone. Approximately 52 residential lots are available for lease on Indian Point. As well, the Band has a head lease for The Indian Point Resort, located right on the end of Indian Point. These leases are paid to the Band and have 15 years left before coming up for review.

3.2.2 Squaam I.R. No. 2

Squaam (see Map 2) is a small 26 hectare reserve located on Squaam Bay approximately 20 km north of the south end of Adams Lake. This reserve has also been designated as a Economic Development zone and consists primarily of 33 recreational cottages on leased shoreline and upland lots. Squaam does not contain any housing for band members. The lease lots are serviced by individual wells and septic tanks, and the lease-holders maintain the road through the reserve.

The band currently provides no infrastructure services; no infrastructure needs have been identified and none are planned.

3.2.3 Teqwups I.R. No. 3

Teqwups is only 10 hectares in area and is located at the southern tip of Adams Lake, across the Adams River from C'stelen (see Map 3). This reserve accommodates only one house occupied by a native non-band member (Edith Jensen). It also accommodates two commercial tenants: Munson Equipment and Interior Whitewater Expeditions. The remainder of the reserve is undeveloped and partially forested. The Band currently anticipates no infrastructural responsibilities on this reserve.

3.2.4 Sexqeltqin I.R. No. 4

Sexqeltqin is the largest of the band's seven reserves, 1,400 hectares of land at the south east end of Little Shuswap Lake.

Most of the land on the agricultural bench above the South Thompson River is allocated to band members. As shown on the Map 4 A, only three small parcels of land on this bench are common band land. Most of the forested areas on top of the mountain are band land. The village is also band land. Sexqeltqin is one of the three areas the band has designated a Development Zone and it will be the focus of increased development.

Residential:
The main residential area for the band is located on this reserve directly across the Thompson River from Chase. The main village contains 52 serviced residential lots for band housing. As well, sixteen homes are located outside the core village area on larger acreages along the main road (South Thompson Road) and throughout the reserve.

In addition, 15 lots along the shoreline of Little Shuswap Lake are leased to non-band members.

Institutional:
Sexqeltqin contains the administrative centre of the band. The Band Office, Band Hall, Secwepemc Learning Centre, Chief Atahm School, Adams Lake Fire Department, a church and fitness centre are all located right across the bridge from Chase in the centre of the Sexqeltqin village. The cemetery is located about 1 km southeast of the village along South Thompson Road.

Recreational:
Just past the cemetery, the Band has constructed the Lone Pine Baseball Complex featuring two diamonds. Additional recreation facilities are provided at Sexqeltqin Park on Little Shuswap Lake below the main village. As well, the band has a rodeo grounds in the Bear Creek area (see Map 4)

Agriculture/Range Land:

A large bench of agricultural land stretches along the South Thompson river from Little Shuswap Lake to the neighbouring Neskonlith Indian Reserve. Some of the land lies fallow and some of it is actively cultivated with alfalfa and other crops. Open range land extends up the valley slopes above the agricultural bench, with forested areas at the higher elevations.

3.2.5 Stequmwhulpa I.R. No.5

Stequmwhulpa is comprised of a strip of land along the south shore of Little Shuswap Lake between Storemont and Squilax (see Map 5). All of this reserve is band land.

It is mostly steep, forested land and most of it is taken up by railway, highway and power line corridors. The only level area of land near the lake is occupied by 8 leased residential lots. There is no housing for Band members on this reserve. A plateau near the top of the mountain which offers a spectacular view and good commercial tourist potential. But currently, there are no plans to develop this land.

3.2.6 Sxwitsmellp I.R. No. 6

Sxwitsmellp #6 is located at the western end of the Salmon Arm of Shuswap Lake and is known as the Glen Eden village (see Map 6). It includes Sandy Point and Pierre's Point and extends from an excellent beach area up to a gently sloped bench area. A large part of the shoreline is band land under short-term lease and is, therefore, available for future development. The band has designated Sxwitsmellp #6 as one of its three Development Zones.

Residential:

This reserve accommodates 24 houses for band members. The houses are spread out along Glen Eden Road, 40th Ave. Cul de Sac, Pierre's Point Road, and the Trans-Canada Highway.

Commercial:

The shoreline of the reserve accommodates Pierre's Point Campground and Sandy Point Resort; both are seasonal camping facilities that take advantage of the lakeshore location. As well, the band has leased 30 lots along the shoreline. Of these, 23 are on short term leases until May 1997 while the Band undertakes long term planning for the Sandy Point area.

Much of the developed highway frontage is locatee land (Kenoras Estates). However, the band has a significant amount of undeveloped highway frontage.

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<u>Institutional:</u>
The Pierre's Point Log Building and another baseball diamond are located on the shoreline immediately south of Pierre's Point Campground. The Pierre's Point Log Building has become an important centre for social, educational, and political activities for the Glen Eden village.

<u>Agricultural/Forestry:</u>
A large part of the reserve is forested, particularly on the bench west of the Trans-Canada Highway, with some undeveloped forested sections remaining along the shoreline. Roy Johnny and Chuck Williams have cleared some of their land to form agricultural acreages, mainly along Glen Eden Road and on the bench above the Trans Canada Highway.

3.2.7 Sxwitsmellp I.R. No. 7

Sxwitsmellp #7 is 140 hectares located at the western entrance to the core commercial area of Salmon Arm and accommodates primarily commercial uses. Almost all the land on this reserve is allocated to band members. There are two remaining parcels of vacant band land in prime locations for commercial development. An area of band land north of the railway tracks is also available for industrial development. Although there is not a lot of band land left on this reserve, the band has designated it as one of their three development zones and feels it is important to service this area for more intense development in the future.

<u>Commercial:</u>
The east portion of Sxwitsmellp #7 contains a number of commercial uses. These include a water slide, the Greyhound bus depot, a McDonald's, a mini-mall, and a number of restaurants and other commercial uses. A few vacant parcels remain to accommodate further commercial development.

<u>Institutional:</u>
The District of Salmon Arm sewer lagoons are located north of the railway along the eastern boundary of the reserve.

<u>Agricultural:</u>
A large part of this reserve is subject to temporary flooding due to the fluctuating water levels in Shuswap Lake. These areas are used for agriculture when they are not flooded. Other portions of the reserve along the Trans-Canada Highway are dry all year. About half of this reserve is used for agricultural purposes.

4.0 Housing

4.1 Traditional Housing

researched by Roxanne Thiessen

Traditional Secwepemc homes were built of materials found in the immediate area. As people moved with the different seasons to gather and preserve food, they established temporary village sites. In spring, summer and fall, families of each winter village moved to other locations, usually within the same area, to fish, hunt, and gather vegetables and berries. The seasonal location closest to being permanent was the winter village.

Temporary Homes:

The temporary home was made of mats of tule, rushes or grass placed over a conical framework. These mats materials were plentiful, light, and durable. The degree of completeness for these homes depended on weather. They were made as quickly and simply as possible from available local materials. They housed one or two families, rarely more.

Lean-to's of poles and mats were built in areas where bark was plentiful. Sometimes the framework was square or oblong. They were also covered with bark of black pine, spruce, balsam, or cedar. This was put on in overlapping strips, sap-side down, up as high as the cross poles. The ends were covered with straps of bark and brush or more sheets of bark. Poles, sometimes piled high, were laid parallel to the base along the outside to hold the bark in place and keep it from curling. Larger vertical poles covered joins in the bark and kept it in place. Long pieces of bark were placed up on the side, over the ridge pole, and down the other side. Short strips were used along the centre of the lodge on both sides, to leave a smoke hole above the fire.

Sweat Houses:

The sweat houses were made of willow branches bent over to make a curved shape. It was covered with brush, mats or bark, with a bark door facing the water (the door could face a certain direction also). The sweat house was then covered with earth.

Winter Homes:

Winter villages had names and consisted of a small number of families who came together in the late fall each year and stayed together until early spring depending on how severe the winter was. One or two families lived in each home as a rule, but they could be large enough to hold many people.

These homes were semi-subterranean and constructed of logs and earth. They were built generally in valleys of the principal rivers. They were refurbished each fall. A winter home was simple but durably made. It was quite a task for twenty people who helped construct it in one day. they used tools they made themselves, such as wedges, hammers, and stone adzes.

These homes were snug and secure buildings well-suited to fending off winter's icy blasts. Moisture could, however, seep in and the occupants could expect a little earth which covered the roof to shake loose when someone entered or left. The house and contents were owned by the wife and inherited by her daughter.

4.2   Existing Housing

Since 1983, the Band has engaged in a housing construction program which has improved its housing situation considerably. It has built 56 new homes during this period. As of April, 1995 there were 87 completed homes for Band members on the reserve.

4.2.1 Sexqeltqin

Housing on Sexqeltqin is distributed between the village and several acreages throughout the agricultural bench (Cyele) south of the village. The village consists of 47 homes. Lower Sexqeltqin has 15 homes on acreages. And one family lives in the Bear Creek area.

The housing stock consists of:

✔   45 CMHC social housing units built since 1983;

✔   11 DIA homes built before 1980; and,

✔   7 privately built homes or trailers.

4.2.2 Sxwitsmellp #6

There are 24 homes for Band members on the Glen Eden reserve located primarily on Pierre's Point Road, 50th Avenue, and the Trans-Canada Highway:

✔   11 newer homes built since 1983, 10 of were built with CMHC assistance;

✔   11 older homes, ranging in age from 11 to 35 years; and,

✔   2 privately owned trailers.

4.3 Overcrowding

The actual number of families experiencing overcrowding is difficult to determine because it is a difficult concept to measure. However, in the needs assessment conducted for this plan, we asked people if they felt crowded in their current housing situations. Sixteen of the 65 people we interviewed reported that they felt crowded. However, several different kinds of crowding seem to have been reported.

Three people responded that they felt there was not enough room for everyone in their home. These respondents had six, seven, and eight family members in the home respectively.

Three respondents reported that they felt crowded but that another bathroom would aid in solving this problem.

Three respondents reported that they feel crowded when there adult children come home which is often, "not everyone is supposed to be home at the same time".

Five people reported that they felt crowded because the rooms were too small "1100 ft² is not enough room for a family".

Overall, crowding is not the major problem it once was on the reserve and is not the main focus of the Housing Plan. However, by the types of responses we received in our interviews, it appears that crowding is related to people feeling in control of their housing: number of bathrooms, size of rooms, things that make the house reflect the needs of the owners.

4.4 Renovations Maintenance

A renovations schedule has been completed by the Band (See Appendix C). The band is undertaking a major renovations program in 1995. The band has secured funding to renovate 13 of the older homes on the reserve. This will leave a number of homes which are presently in need of renovations. These will be scheduled as soon as more funding is located.

4.5 Future Residential Units Needed

The future demand for housing has created an immediate need for a new residential subdivision. There are several ways to project the number of new residential units needed by the band. Figure 3, "Future Housing Needed" describes the number of houses that will be needed over the next 20 years.

4.5.1 Family Formation

First, the Band has 128 on-reserve members between the ages of 5 and 24, and these are the members who will be entering the 25 - 49 age group over the next 20 years. We can presume that half this cohort will become family heads on the reserve. The other half will either form a family with one of these family heads or move off the reserve to form a family. Therefore, we will presume that 50% of these 128 members will form 64 new households on reserve over the next 20 years. Because this cohort is evenly distributed across age-groups (see Figure 2), the growth in demand should be evenly distributed (approximately 16-17 new households each five years).

4.5.2 Housing List

As well, future demand will come from band members who want to return home to live on the reserve. Currently, there are 39 families on the band's Housing List, of these, 29 currently live off-reserve These 29 families represent an immediate (five year) demand for housing. The remaining 10 families are applying for replacement housing.

4.5.3 Replacements

In the medium term (5 - 15 years) 28 homes in the band's housing stock will be approaching 30-50 years of age and the band predicts that at least ten of these (the oldest of the DIA houses) will need replacing soon. Therefore, over the next 5 -10 years, the band will lose some of its existing stock (10 units) that would otherwise be available for new families to occupy. Over the next 5-20 years at all of these 28 homes will need replacing.

Figure 3, "Future Housing Needed"

	5 years	10 years	15 years	20 years	Totals
Family Formations	16	17	16	16	65
Housing List	29	10	10	10	59
Replacements	0	11	10	07	28
Total	45	38	36	33	152

There are currently five lots available within the Sexqeltqin village area. These lots will be filled during the 1995 building season. Once these lots are filled, new lots will be required. Figure 4, "Location of Future Housing" describes how future development will be distributed between the two villages.

Figure 4, "Location of Future Housing"

	5 years	10 years	15 years	20 years	Total
Sexqeltqin	35	25	25	25	110
Sxwitsmellp #6	10	8	8	6	32
20 years Total					142

4.5.4 Summary of Future Housing Development

These five year projections are based on accurate information obtained from the band's Housing List and current population. The projections become more approximate as the time frame becomes longer. Many changes can occur in the medium and long term future that will effect housing needs. These 10 - 20 year projections should be monitored to assure they accurately reflect changing needs.

But given the current information available, the band is in a position in its short term development strategy to "catch up" in housing construction. Over the next five years we plan to construct 45 housing units to meet the need that accumulated during several years when few or no houses were built.

Based on projections that the band's population will increase from the current 585 people to 789 in 20 years and that the large group of people currently under the age of 20 years will soon want housing, it is obvious that there will be terrific pressure on the community to use more and more of its land for housing. In many of our life times we will see both Sexqeltqin village and Glen Eden village more than double in size. Therefore, much planning needs to go into future subdivisions so the land is used as effectively as possible.

4.5.5 Future Planning Considerations

Although enough land is available for residential use over the next 20 years: Some areas are more appropriate for development than other. Some areas are still in a natural condition and should be protected from development. Some areas require substantial servicing work, such as roads, water and power. Other areas are located far from the Band's community centres and have limited appeal to most band members. And some areas do not fit within the band's development strategy to develop three main Development Zones: Sexqeltqin village, Sxwitsmellp #6, and Sxwitsmellp #7.

In response to the community input that a wider variety of housing is needed on the reserve (see Appendix "A"), the Band has undertaken to build a five-plex in 1995. If the community is satisfied with the success of this type of housing, the number of lots needed will be less than the number of units needed because 3-5 multi-family units can be built on two normal sized lots. Therefore, although this report discusses the number of residential units planned for, the number of lots needed to accommodate those units may be slightly fewer.

4.6 Housing Rules

Through the planning and community meetings held to create this plan, the band has made some Housing Rules to clarify its role in housing and rules for receiving band housing. (See Appendix D). This is not a complete list of rules and continued community discussion will help improve it.

5.0 Future Infrastructure Required

This section discusses the areas throughout the seven reserves which currently have infrastructure: water systems, fire protection facilities, sewer systems, roadways, and public buildings. The location, size and proposed future use of each area is discussed. As well, it describes the infrastructure that will be required to service the projects included in the band's future development strategy.

5.1 C'stelen

5.1.1 Gold Creek Area

This is a parcel approximately 2.8 hectares in size at the mouth of the Adams River. The area is currently forested. The Band has included the Gold Creek area as one of the potential sites for the residential subdivision that is scheduled to be constructed in 1996/97. There is a proposal to construct 14 residential lots; a Feasibility Study will compare this site with the expansion of the Sexqeltqin village and a new subdivision on Sexqeltqin Lot 7 (see Capital Project 1.1.1).

Roads:

The C'stelen reserve has excellent road access on a provincial highways road to the edge of the reserve. The Gold Creek area has a surveyed road on both its north and west edges. This provides good year round access. However, the road leading from the bridge to the proposed subdivision site would have to be upgraded. The Band is currently negotiating a formal right-of-way for this road with the Band member who has title to the land.

Water:

A lake intake water system was constructed in 1994 to service Kathy Michel's residence and any future development. This system will be adequate for any foreseeable development in this area. However, a reservoir will be required before a subdivision could proceed.

Fire protection:

Currently, there is no fire protection for the Gold Creek area.

Sewage Disposal:

Sewage disposal is through individual septic tanks. However, septic tanks may be difficult to rely on. Although some of the soils are sandy and gravelly, pockets of clay are prevalent. No community sewage disposal system is proposed for this area at this time so the feasibility study for this area should be very specific regarding percolation rates and soil conditions. As well, Gold Creek should be included in the band's proposed Foreshore Protection Study (see Capital Project 9.1) to review the potential impact of septic tanks on Adams Lake, Adams River, and Salmon spawning grounds.

5.1.2 Indian point

Currently, Indian Point is designated as an Economic Development zone. There are 52 lease lots (including Indian Point Resort) in a subdivision primarily leased to summer cottages with some year round residences.

Roads:

The Band owns and is responsible for maintenance of all roads in C'stelen. Gravel roads service the leased lots at Indian Point. As well, a gravel road runs from Indian point to the North edge of the reserve.

This road is now used as a public road to access recent housing development north of the reserve in the Woolford Point and MacLeod Point areas. Therefore, it will be experiencing traffic volumes much increased from what it has in the past and maintenance of this road can be expected to increase. It is reasonable to expect that upgrading will be required in the medium range future (5 - 7 years). Therefore, the band should consider applying a levy on the people who use this road to access their Woolford Point/MacLeod Point residences.

Water:

A lake intake that feeds into a wet well provides water for approximately 30 leased lots (excluding lakefront properties) on Indian Point. There is a chlorinator in place which is not currently operating. The water is pumped to a 32,000 I.G. reservoir constructed in 1973. This reservoir is in need of a new roof. As well, the drain valve for this system has to be located for the reservoir.

The distribution system consists of 150 mm and 100 mm diameter PVC pipe and incudes five fire hydrants. The Band has not experienced any significant problems to date but these water mains are now 22 years old and will need replacing soon.

The band is currently pursuing funding to conduct an Engineering review in 1995 to assess the condition of this system and a program for replacing it (see Capital Project 1.2.1). Because this system will not be funded by DIA, a medium range plan (4-6 years) should be developed to capitalize these replacements.

Fire Protection:

Five fire hydrants are available for fire protection for the leased lots at Indian Point. All hydrants were serviced in September, 1994.

Sewage Disposal:

Sewage disposal is currently through septic tanks. Indian Point should be included in the band's Foreshore Protection Study to review the current impact of septic tanks on Adams Lake, Adams River, and Salmon spawning grounds.

<u>Comments:</u>
The needs assessment conducted for this plan identified a desire by Band members to convert the Indian Point lease lots to band housing. Because this area is designated as an Economic Development zone, this resolution would have to be overturned in order to achieve this goal. But it still remains as a viable goal.

If the Gold Creek subdivision is pursued, the band should have in depth discussions with the membership first to establish exactly who is interested in living in a remote rural area and who would suit this lifestyle. There is a danger of building homes in a remote setting and offering people a house which will solve their shelter needs but create transportation, access, social, family problems. C'stelen has few services and means that residents be dependent on the automobile for most things.

The band has discussed creating a environmental protection zone on C'stelen. Many band members feel that because this area is still relatively pristine and in a fragile environmental area (the Adams River Salmon spawning grounds), the band should take affirmative action to ensure that it is preserved. As well, this area has historically been one of the main food gathering sites for the band and this "garden" should be preserved.

The band has commitments to do some logging in this area for at least the next five years. Therefore, future planning regarding how much of C'stelen should be protected while fulfilling the band's logging, recreation, and residential requirements will determine how these various uses co-exist on C'stelen in the future.

If the Gold Creek subdivision is pursued, access to this part of the road should be carefully considered so as not to encourage public access to land which the band is considering designating as an environmental preserve.

5.2   Sexqeltqin

5.2.1 Sexqeltqin Village

<u>Roads:</u>
Roadways on Sexqeltqin consist of:

- a network of gravel streets servicing the main village;

- a main gravel roadway (South Thompson Road) running south to Neskonlith I.R. No. 1 along the bench above the South Thompson River; and,

- a gravel roadway (the switchbacks) up the hillside west of the South Thompson River to Loakin Creek Valley and the Bear Creek area.

The Band is responsible for maintaining the road network in the village. Ministry of Highways maintains South Thompson Road and the switchbacks up Loakin Creek.

Most of the roads in the Sexqeltqin village are in poor condition. Some require grading and maintenance to fill potholes and other irregularities; Others require major redesign and reconstruction and are a significant safety hazard. Pre-design and Design Studies and cost estimates have been completed and a five year phased construction schedule has been outlined (see Appendix E). Construction is proposed to start in 1995 (see Capital Project 4.3).

Comments:
The province would like to upgrade South Thompson Road and designate it as a primary route to Sun Peaks Ski Resort at Tod Mt. The proposed increased traffic in this area is a concern for several reasons. First, this road runs directly through the our community and a major highway through this area would have negative effects on the community. It would split it in half.

Second, South Thompson is already becoming a popular road for tourist traffic taking day trips. Increased public traffic on this road will lead to increased non-Band member use of the reserve lands, specifically the Bear Creek area. The switchbacks to Bear Creek are unstable because of past gravel extraction on the north side. Increased traffic will require the band to spend resources to eventually reinforce the switchbacks but also it will expose Bear Creek area to uncontrolled public use.

Water:
Water is provided to village residents on Sexqeltqin by a village water system. The water system in the main village area was upgraded in 1994 and currently serves 47 residences and 9 public buildings. The system pumps water from 2 wells (5 hp and 7 hp) near Little Shuswap Lake to three buried concrete reservoirs with a combined capacity of 180,000 gallons / 770,500 litres. The distribution system consists largely of a series of 150 mm and 100 mm PVC pipes.

The reservoirs are approximately 65 m above the pumps on the hillside to the Northeast of the main village. No chlorination is provided. However, pollution levels in Little Shuswap Lake are rising with increased growth throughout the Shuswap Lake system. The need for chlorination should be monitored.

With the upgrading of the system in 1994, no problems have been reported and the system components have been receiving regular maintenance. However, the Housing Plan proposes to build 35 units over the next 5 years. As well, a number of locations within the village are being considered for the multi-use centre. Given these growth projections, the existing reservoir capacity will have to be upgraded again within this five year plan to meet institutional fire flow requirements.

Fire Protection:

Sexqeltqin village is currently serviced by a 14 person volunteer fire department that has one 1990 Ford (F8000) Fast Attack fire truck with a 600 gallon capacity. This Fire Department works out of a Fire Hall constructed in 1989 (on lot 133). It consists of two bays, an office, shower room, and utility room. Adequate water storage and 16 fire hydrants are in place for the main village. This system provides quality fire protection in the village and limited fire fighting protection to the Cyele area.

Solid Wastes and Sewage Disposal:

The main village area is serviced by a sewage collection system installed in 1983 and connected to the Municipality of Chase. The collection system serves 47 residences and 9 public buildings, and consists of a series of 200 mm PVC pipes connected to a lift station on the east corner of Arnie Andrew's home (lot 92). From the lift station, sewage is conducted along a 100 mm force main across the South Thompson bridge to Chase. The Band is responsible for the collection system and the Municipality of Chase is responsible for the lift station and the force main. The Band reports no major problems with this system and no alternative systems are planned.

Plans to extend this system to wherever the community identifies for village expansion should be part of any feasibility study prepared for village expansion.

As well, it will eventually be necessary to extend the sewage collection system to include the lots along Little Shuswap Lake currently leased to non-Band members. Some members are concerned that the individual septic tanks that currently service these lots are contributing to pollution of Little Shuswap Lake. These lease lots should be included in the proposed Foreshore Protection Study and a strategy to capitalize the extension of the villages sewer system should be put in place immediately.

A solid waste collection agreement between Adams Lake Band and the two neighbouring bands (Neskonlith and Little Shuswap) provides weekly garbage collection which is delivered to the regional land fill site. At present, this agreement is servicing the community well and no alternative strategies are planned.

The Band currently has a land fill site along South Thompson Road which is scheduled for closure. The band is pursuing funds in 1995 to convert this land fill site to a transfer station which will better meet the band's alternate waste disposal needs (see Capital Project 4.8.1).

Village Expansion:

The needs assessment conducted for this project identified that a large majority of the members interviewed wanted future subdivision development to be close to services and close to the existing village. In response to this, the band is discussing village expansion with the title holders of Lot 39,40,41. In total these three lots equal approximately 80 acres. Any one of these lots is large enough to accommodate village expansion for the next ten years

The subdivision proposal for this area includes 40 - 50 single family and multi-family residential lots. As well, this site is considered for the multi-use complex and school.

This area is serviced by existing roads, water, sewer, and hydro that currently services the village. Village expansion into this site makes long term planning for the reserve most feasible by first providing ten years worth of lots; second keeping O&M costs predictable; third keeping expansion within the service area of the existing infrastructure.

5.2.2 Sexqeltqin Lot 7, (47 acres)

This 19 hectare parcel has also been included in the 1996/97 Subdivision Feasibility Study as a potential subdivision site (see Capital Project 4.2.3). If chosen, this area would accommodate approximately 45 - 55 residential lots. This parcel has road access along its south edge, but it would have to be upgraded to accommodate subdivision development. The relatively flat topography of this area makes providing future road and power access easy. Currently, there is power along the road and sewage disposal would likely be achieved through septic tanks.

Water:

Additionally, water is supplied to areas outside the main village by a small system (The Amouse well) south of the village and a series of individual wells. The Amouse water system, 1 km south of the main village, was upgraded in 1994 and consists of the following:

- a seep well and 3 hp pump located near the Thompson river;
- approximately 340 m of 63 mm PVC pipe delivers water to three pressure tanks, a combined capacity of 810 litres;
- about 375 m of 50 mm PVC pipe delivering water to Colleen Foard (lot 36-2-2) and Doug Amouse (lot 153) north of the pressure tank;
- a pumphouse on lot 153 which holds 3 x 60 gallon pressure tanks and electrical controls; and,
- about 750 m of 50 mm PVC pipe delivering water to Mary Jane Anthony (lot 25-2) and Linda Wood (lot 25-3) south of the pressure tank.

The Band also operates wells on the baseball fields (lot 26) and lots 5, 9, 15, 16-1, 17, 30 and 31. Most of the wells are 6 - 8 years old with the exception of the well on lot 15, which is 18 years old.

There are currently 15 homes in Cyele and 4 - 5 more projected to be built over the next 5 - 7 years. As well, Lot 7 in Cyele is one of the possible sites for future subdivision expansion. If this location is pursued, 45 - 55 new residential lots will be developed here. A community water system is needed to service this area both because of poor ground water quality and projected growth.

Securing a central source of water for the Cyele area will provide the fire protection necessary for this area under present growth rates. As well, it will solve the problem that most of the wells in this area are producing water of such poor quality it is undrinkable without expensive filtration equipment ($3,300) in each home. The band is currently pursuing funding to conduct a Feasibility Study in 1995 to compare servicing this area for fire protection with either a Neskonlith Lake, lake intake, a river intake, or extending the village system (see Capital Project 4.1.1).

Fire Protection:
There are no hydrants in the Cyele area and in the past five years several new homes have been constructed in this area and new homes are projected. The Band's fire chief described the Band's ability to respond to a fire in this area s "woefully inadequate" Increased fire protection will become an important priority within the next 5 years.

Sewage Disposal:
The acreages outside of the village are serviced by septic tanks. Future sewage disposal in Cyele should be attainable through individual septic tanks, depending on soil conditions.

5.2.3 Gravel Pit Area
The gravel pit has no future commercial viability and is limited to the Band's own use. At recent rates of extraction, this pit will be exhausted in six years.

This parcel is approximately 3.5 hectares. In the medium range future, constructing residential lots in this area has been discussed: Approximately 17 residential lots could be developed along the road and an additional 7 lots could be developed. A rough road servicing the gravel pit runs through this parcel. The sandy/gravelly soils should facilitate septic tank operation and is power along the road.

This proposal makes particular sense if Lot 7 (47 acre parcel) is developed. The water system could service both parcels. Likewise, if Lot 7 is not developed, this parcel remains without a water supply and would be unviable to develop.

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5.2.4 Lot adjacent to ball diamond

This 5 hectare lot is sandwiched between Sanford's land, the cemetery, and the baseball diamonds. In light of proposal to expand the Sexqeltqin village northwest toward either Lot 39, 40, 41, this lot could be an important transition site between the agricultural acreages in Cyele and the expanded village.

Currently, there are no plans to develop this land. However, this parcel is appropriate for a number of uses. The level topography would make it relatively easy to develop. If future plans develop, services are readily available.

The main road (South Thompson Road) runs along the south side of this land. Electric power is along the road. Water could be available either from the village water system or from the well which serves the baseball diamond. Likewise, sewage disposal would be either through the existing village system or through septic tanks.

5.2.5 No Development Zone

This 4 hectare parcel has experienced flooding and rock slides in the past when the dam at Starr/Aylmer Lake broke and large volumes of water and eroded material rushed over the area. This could occur again, so this parcel is not suitable for permanent development. However, recreational uses such as a Pow Wow grounds, baseball diamonds, park may be considered in the future.

5.2.6 Bear Creek Area

The Bear Creek area is a large parcel of land, approximately 100 hectares. A good road runs through the entire length of the area and provides good access. Current uses include the Band's rodeo grounds and flower meadows. As well, several band members have land in the area.

However, the band has no plans to develop this land further. The switch-back road leading to the Bear Creek area is reported to be unstable because of the extraction of gravel at the foot of the switch-backs. As the band continues to extract gravel for its domestic use, Council has advised that the costs of upgrading the road for increased use would be impractical.

As well, the average snowfall in the Bear Creek area is significantly higher than in the valley. Currently, the school bus is not allowed to service this area in the winter months and building residences in this area presents many drawbacks.

Also, Loakin Creek flows through the area and any development would have to assure that both sewage and surface run-off water did not reach the creek. Of course this would be difficult to do. A protected zone of at least 150 - 200 feet running along the creek should be incorporated into any future development.

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This land is another area which some band members have mentioned the possibility of protecting as a no development zone. Future uses that have been proposed are: horseback/ trail riding, developing the flower meadows into a tourist attraction, eco-tourism, and preserving the area as a place where Band members can go to get away.

5.2.7 Public Buildings and Facilities
Ten public buildings are located within the village centre:

- the Band Office;
- the Chief Atahm School, main building;
- the Chief Atahm School, brown building;
- the Secwepemc Learning Centre;
- the Band Hall;
- the Adams Lake Band Firehall;
- Public Works/maintenance offices and gymnasium;
- a storage shed;
- a work shed; and,
- the church.

In addition, the Band has a number of other public facilities:

- the Lone Pine Baseball Complex;
- the cemetery;
- the Sexqeltqin Park on Little Shuswap Lake; and,
- Multi-Use Complex.

The band's Community Hall has been used more frequently in the past few years because the band's population is growing significantly, resulting in more programs, meetings, and events that are competing for space in the community . However, funds for general maintenance and repair have not been available. Therefore, the community is in a position of increasing need and their primary facility is approaching the end of its expected life cycle.

The needs assessment conducted for this plan identified a multi-use centre as the community's first and strongest priority for what services or facilities the community needs. The band has undertaken to create a steering committee responsible for developing a strategy to achieve this goal. The band's first step is to pursue funding to conduct a Feasibility and Component Analysis in 1995 (see Capital Project 4.4.1). This analysis will describe what services and activities the facility should house - what does multi-use mean. As well, it will assess where the building should be sited and a time frame for fund raising and construction.

Some of the services and uses suggested by the community as needed in the needs assessment include:

- cultural centre;
- meeting rooms;
- elders and youth drop-in centre;
- Band Offices;
- school and gymnasium;
- retail stores and restaurant;
- police headquarters; and,
- Health Care Centre.

School Expansion:

Currently, the Band provides Kindergarten to grade 5 within several existing buildings on the reserve. This provides members with the option of having their children attend school on-reserve in their Secwepemc language. The school plans to add grade 6 in 1995. This program has become a model for Native education in North America. To continue expanding this program, the band needs to construct a new school building that can accommodate all the elementary students and classes under one roof.

Band Office:

The Band office is currently operating in undersized, make-shift, and poorly suited office space. Council intends to have the office moved to the multi-use complex.

Health Centre:

The band is currently negotiating to transfer responsibility for health care provision to the band. As part of these negotiations, a Health Centre must be funded. The band has the option of constructing a new free-standing building, incorporating the Health Centre into the multi-use complex, or retro-fitting an existing building (School or Band Office) to house the Health Centre. This means that the Health Centre can be an additional source of funding for the multi-use complex.

Secwepemc Learning Centre:

The existing Learning Centre has been directed by the Office of the Fire Protection Commissioner to carry out specific capital projects in order to bring the facility in line with various fire safety standards and codes. Therefore, the band is pursuing funding in 1995 to construct additional storage space, fire-proof the interior walls, and build a fire-wall in the furnace room (see Capital Project 4.5.2).

Cemetery Expansion:

The existing cemetery 1 km south of the main village is nearing capacity and additional land is required immediately for cemetery expansion. Band land adjacent to the existing cemetery is available. However, before new plots are dug, a Plot Study identifying where existing plots are and who is buried there must be done. The band is pursuing funding to conduct this Plot Study in 1995 (see Capital Project 4.6.3).

Baseball Field Improvements:

The Lone Pine Baseball Complex is well used in the Chase region. The facility consists of two diamonds. The Band hosts tournaments and is in need of several capital upgrades to enhance the fields capacity: Washrooms, change rooms, and concessions are needed in the short term. Lighting and underground sprinklers are a medium term goal (within 5 years).

The Church:

The church is a significant landmark and historic site, both for the Sexqeltqin reserve and for the Chase valley. The siting of the church in the village is an important consideration: It is a very visible site. It is potentially in the transition space between the existing village and the village expansion site which could be the site of the multi-use complex / school and a residential subdivision.

Sexqeltqin Park:

The Band intends to continue improvements of Sexqeltqin Park facilities near the lake. The improved park will provide open space and recreation areas for Band members.

5.3   Sxwitsmellp #6 (Glen Eden)

As part of the Bands long term planning strategy it has identified the Glen Eden village as one of the three areas in which to concentrate future development. Recently, the Band has completed several projects which were essential for the Glen Eden village: water reservoir, Pierre's Point Log Building functions as a band hall, meeting centre, A.B.E. school, and administrative centre.

This capital investment, combined with the growth of the surrounding Salmon Arm area, makes it practical to focus on continuing to develop the Glen Eden village for the band. Therefore, future development in this area will focus on creating the infrastructure necessary for the Glen Eden village to accommodate the increasing growth pressures.

The Band is currently pursuing funding to conduct a Land Use Study in 1995/96 for the entire Glen Eden/Sxwitsmellp #6 reserve so that future housing, recreational, institutional, and commercial needs can be planned for while respecting the land's needs (see Capital Project 6.6.1). This study should consider the impacts of highway expansion on local land use. As well, it should consider redesigning the internal road network in this area so as to utilize the controlled railroad crossing on Sandy Point Road to access the Log Building.

5.3.1 40th Avenue Cul-de-Sac

According to the Band's Housing Plan, Glen Eden requires 32 housing units over the next 20 years, 10 units over the next five years. This is a 40% increase in housing supply over the next five years.

There are currently 5 homes on this Cul de Sac. The reserve lands west of the Trans-Canada Highway has been designated as Residential with a recommendation of allowing up to four single family residences per acre. The Band's Housing Plan proposes to extend the Cul de Sac east toward the Johnny's land over the next 2 years (see Capital Projects 6.2.2 and 6.2.3). This extension is capable of creating 5 more residential lots. Therefore, it is capable of accommodating housing needs of Sxwitsmellp #6 for the next two years.

The Band has plans to extend 40th Ave Cul de Sac East toward the Trans-Canada Highway, discussions with Gina Johnny should occur to construct a road through the land Joseph Johnny quit-claimed.

5.3.2 Glen Eden Subdivision

In order to plan for the additional future demand, the band plans to conduct a feasibility study comparing two parcels of land on Sxwitsmellp #6 (see Capital Project 6.2.1). These parcels are described on Map 6: The 37 acres adjacent to the reservoir and the small triangle of land south of Roy Johnny's home on the highway.

Southwest Triangle:

This 3.6 hectares is currently heavily forested with a steep hill rising east from the highway to a bench on top of the hill offering a good view of the lake. A cemetery was established in this area but is not being used. If the Band decides to definitely not to use this area as a cemetery, approximately 15 lots of 1/3 acre each could be developed.

Clay soils in this area may hamper septic tank operation. However these clay soils would be appropriate for sewage lagoons if the area is not developed as a residential subdivision. Also, this parcel is highly suited to future commercial development, both as highway frontage and as tourist services such as a restaurant or hotel utilizing the view on top of the bench.

<u>Reservoir Site (16 ha):</u>

There is a large parcel of forested land on top of the hill by the reservoir that has been identified as potential future subdivision site. This parcel would meet the band's housing needs for many years, with 50 houses proposed.

However, the new reservoir road would have to be upgraded for residential development in this area. Because of the steep topography of the area, access could be difficult and an ongoing problem, especially in winter Water is readily accessible. Hydro is 300 m from the site and septic tanks would be required for sewage disposal. The Feasibility study should pay particular attention to road access and soil conditions, given that clay is prevalent below the hill.

This feasibility study should take into consideration the Department of Highway's proposal to double lane the Trans-Canada Highway (which runs through Glen Eden) and the various impacts that such expansion would have on both sites.

The Band should start work on developing this subdivision immediately because it will take a substantial amount of lead time to provide roads, water and power (feasibility studies, design and construction of the services).

5.3.3 Sandy Point / Pierre's Point

This 40 hectare parcel of land is going to play a large part in the Band's future development plans. During the community interviews, band members supported the need to immediately start a long term planning process to develop this area appropriately. The band is pursuing funds to conduct this planning in 1995/96.

This study will also address the internal road network for this area. Currently, the Pierre's Point Road has an uncontrolled railroad crossing at its approach to the Pierre's Point Log Building. This is a hazardous crossing, especially in winter driving conditions; The Log Building has become an important and busy centre for the community's administrative, recreational, and educational activities and a safe access road is essential. Therefore, this planning will assess the feasibility of accessing Pierre's Point using the controlled rail crossing at the Sandy Point Road.

Currently, the area has short term leases to Sandy Point Resort, Pierre's Point Resort, and 30 lakefront cabin lots, all are serviced by individual septic tanks only 1 - 2 metres above lake level and only a few metres from the beach. As well, the Pierre's Point Log Building is serviced by a septic tank in a similar position. The Log Building is now heavily booked almost nightly with educational classes, and social gatherings. Obviously, this situation is not acceptable from an environmental perspective. Therefore, the band has included this area in its plans to conduct an Environmental Foreshore Study to assess all foreshore development on the reserve and describe proper waste disposal methods.

Roads:

The Trans-Canada Highway bisects Sxwitsmellp #6. As well, there are three main roads maintained by the band that provide access to the residences and Pierre's Point Log Building: 50th Avenue, Pierre's Point Road and Sandy Point Road. Of these, 50th Avenue is paved and in good condition. Both Sandy Point Road and Pierre's Point Road are in very poor condition.

There are currently six homes along Pierre's Point Road. As well, the Log Building has increasingly become the centre for the band's social, educational, and administrative activities. The band now runs an Adult Basic Education Program in this facility. Therefore, increased traffic on this road and the use of this road by school buses makes it a priority to be upgraded and paved in the short term.

Both Pierre's Point and Sandy Point Road require reconstruction as they have outlived their expected useful life. Pre-design and Design Studies and cost estimates have been completed and a construction schedule has been outlined. Construction is proposed to start in 1995 (see Capital Project 6.4).

Water:

The water system on Sxwitsmellp #6 was upgraded in 1992 and currently serves 24 houses and the Pierre's Point Log Building.

Currently, water is supplied by one well delivering 25 I.G.P.M. A 150 mm PVC water line delivers water from the pumphouse, located just east of 40th Avenue N.W. near lot 88, to a 50, 000 gallon reservoir on a bench above and south of the existing pumphouse. The reservoir has dedicated fill lines and flows into 6 inch PVC that supplies both the potable water and fire protection needs of the area.

This system is currently not capable of meeting the Band's residential water and fire protection needs. The current supply produced from this one well is not capable of meeting the maximum daily demand for the area. The Log Building is used as an administrative and educational centre, neither the existing well or storage capacity are capable of meeting the institutional fire flow requirements. Also, the band's Five Year Housing Plan proposes an additional 10 new units over the next five years.

Supplying this reservoir with a secure source of water has proven to be a problem in the past. There has been a history of expensive wells going dry prematurely. Therefore, the Band has just completed (April 95) a feasibility study for a lake intake system to secure a long term source of quality water for this reservoir. In order to assure adequate fire protection for this area, the band is pursuing funding for the Design Study to move this project along as quickly as possible (see Capital Project 6.1.1). Considerations to provide water to the adjacent Neskonlith IR #3 should accompany this study.

<u>Fire Protection:</u>
Nine fire hydrants are currently in place in the Glen Eden village. However, a Fire Protection Agreement with the District of Salmon Arm has been difficult to negotiate. The recent construction of the reservoir has provided adequate storage capacity for residential fire protection, but it has proven difficult to secure a dependable source of water for this reservoir. The proposed lake intake water system will provide a long term reliable source of water for fire flow.

The band expects that four new fire hydrants will be needed within the next five years to provide adequate fire protection for the 10 new residential units proposed for this area.

<u>Sewage Disposal:</u>
Individual septic tanks provide sewage disposal to all buildings on Sxwitsmellp #6. Although these individual septic tanks are adequate for most residences in Glen Eden, the high water table below the highway along Shuswap Lake means the septic tanks in this area pose an environmental concern. Sandy Point should be included in the Foreshore Environmental study.

5.3.4 Sewage Treatment Feasibility Study
The Band has commissioned several sewage disposal studies in the past several decades. These studies looked at the feasibility of connecting Glen Eden to the Salmon Arm sewage treatment plant. However, because of recent dramatic growth in the Salmon Arm area, their municipal services have become overwhelmed and in a state of transition. A service agreement has become increasingly difficult to negotiate and rely on.

It is time for the Band to develop a strategy to construct its own sewage disposal system for the Glen Eden village, so its own growth and development can be independent of the neighbouring municipality's guidelines. Therefore, the band is pursuing funding to conduct a feasibility study in 1995 which will describe how best to supply sewage treatment services to Sxwitsmellp #6. Again, consideration to provide sewage treatment service to the neighbouring Neskonlith IR 3 should accompany this project.

The Glen Eden village is scheduled to have an additional 28 - 34 housing units developed over the next twenty years. A sewage treatment facility will eliminate the need to install septic tanks at the cost of nearly $3,000.00 each.

5.3.5 Highway Expansion

The Department of Highways is currently negotiating with the band to widen the highway through Sxwitsmellp #6. If widening goes ahead, several negative consequences will arise:

- frontage roads will have to be constructed along this section;

- future traffic counts on 50 Ave will increase and become a problem for the residents re: noise and child safety;

- families with children will have to cross the highway to get to recreational or play areas;

- increased traffic and traffic speed will cause noise problems for all residents along the highway; and,

- increased traffic speed will make it difficult for vehicles to exit off the highway to commercial businesses on the reserve.

The band is pursuing funding to conduct its own Trans-Canada Highway Impact Study in 1995 so the band can develop its own negotiating position and strategy on this issue.

If highway expansion proceeds, the Department of Highways will be required to reconstruct and pave 100 m of Pierre's Point Road where it approaches its intersection with the highway. This presents a logical opportunity for the band to negotiate with the Department to extend its upgrading and paving obligations across the railroad tracks and into the parking lot of the Log Building.

5.4 Sxwitsmellp #7

Sxwitsmellp # 7 is one of the band's three designated development zones. And although there are only small parcels of Band land available, they represent important parcels. There are three distinct areas on Sxwitsmellp #7 that require careful planning for future use: agricultural, commercial, industrial.

5.4.1 Agricultural Land

First, much of this reserve remains agricultural foreshore. Any future development will impact on the health of the lake and the natural wildlife and water fowl. Providing infrastructure to this area may unleash a series of development that will be uncontrolled and harmful in the long run. This area should be included in the Foreshore Protection Study so as to determine what level of use is appropriate here.

5.4.2 Highway Commercial

Second, there are several large and small existing highway lease lots that need services. Currently, water and some sewer services on this reserve are provided by the District of Salmon Arm. Some individual operators have their own septic systems for sewage treatment. Hydro power is available at highway.

However, because two years of negotiations to achieve a services agreement with the District have proven difficult and unproductive, the band is pursuing funding in 1995 to study the feasibility of servicing this area with the band's own water and sewage treatment services. In the long term, to develop this area as intensely as it could be will require proper sewage and water service. Salmon Arm has given notice that they will not be servicing this area in the near future.

5.4.3 Industrial

The band has some industrial land located north of the Trans-Canada Highway. Currently, the District of Salmon Arm leases part of this area to house its sewer lagoons. The District has given notice that it will no longer require the use of these lagoons as of 1998. These lagoons represent a valuable asset for the Band, primarily because it would be difficult to get the required licenses to replace them.

The 1995 Sewage Treatment Feasibility Study should assess the useful life expectancy of these lagoons and recommend whether to keep them in service or have them demolished. As well, some planning for negotiations with the District of Salmon Arm regarding restoration of the site or cash in lieu should be part of this study.

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The band has some industrial land located north of the Trans-Canada Highway. Currently, the District of Salmon Arm leases part of this area to house its sewer lagoons. The District has given notice that it will no longer require the use of these lagoons as of 1998. These lagoons represent a valuable asset for the Band, primarily because it would be difficult to get the required licenses to replace them.

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6. Five Year Capital Plan

This section outlines the Adams Lake Indian Band's five year capital plan. The capital plan was formulated based on the infrastructure review undertaken in Section 5 and discussions with the Band Council. The plan sets out a number of projects that Council have given priority to for completion with the next 5 years.

It is important to keep in mind that the five year capital plan serves mainly to identify projects, timing and approximate costs, and that the Band will still need to complete funding applications, pre-design and design work to more clearly identify the scope and cost of each project before it is initiated.

Of course, the priorities set out in this five year capital plan will likely change over the course of time. Therefore, the Band should regularly review the plan and update it as priorities change.

ADAMS LAKE COMMUNITY PLAN

CAPITAL PLAN 1995 - 2000

ITEM	BUDGET	INAC CAPITAL REQUESTS				
		95-96	96-97	97-98	98-99	99-00
IR #1 CSTELEN (Hustalen)						
1.1.1 Cooperative Feasibility Study IR #1&4	40,000		40,000			
1.1.2 Pre-design & design	60,000	60,000				
1.1.3 Land acquisition						
1.1.4 Construction Phase I	180,000		180,000			
1.1.5 Construction Phase II	100,000			100,000		
1.2.1 Engineering review (structural and equipment)	5,000	5,000				
1.2.2 Upgrading water system						
1.2.3 Road feasibility and predesign						
1.2.4 Road upgrade and/or relocation						
IR #4 SEXQELTQIN (Sahhaltkm)						
4.1.1 Prefeasibility study - domestic/fire flow	5,000	5,000				
4.1.2 Feasibility study for water system	15,000		15,000			
4.1.3 Repair/tank vehicle or sprinkler retrofit	150,000		150,000			

	95-96	96-97	97-98	98-99	99-00
4.2.1 Feasibility	20,000	20,000			
4.2.2 Land purchase	225,000	225,000			
4.2.3 Pre-design & Design	40,000	40,000			
4.2.4 Construction - Phase I	200,000		200,000		
4.2.5 Construction - Phase II	160,000				160,000
4.3.1 Lakeview - Waterfront Eng. and Construction	176,000	176,000			
4.3.2 Lakeview - Waterfront Asphalt	63,000	63,000			
4.3.3 Hillcrest Eng. and Construction	59,000		59,000		
4.3.4 Hillcrest Asphalt	25,500		25,500		
4.3.5 Village Rd Eng and Construction	212,500		212,500		
4.3.6 Village Rd Asphalt	58,000		58,000		
4.3.7 Mountainview Rd Eng and Construction	126,000			126,000	
4.3.8 Mountainview Rd Asphalt	51,500			51,500	
4.3.9 Centre Rd Eng and Construction	22,500			22,500	
4.3.10 Centre Rd Asphalt	11,000			11,000	
4.4.1 Feasibility and Component Analysis	7,000	7,000			
4.4.2 Architectural and Design	45,000	45,000			
4.4.3 Phase I Construction	2,500,000				
4.3.4 Site Development	500,000				
4.4.5 Phase II Construction	?????			200,000	
4.5.1 School bus	40,000	40,000			
4.5.2 Fire upgrade of learning centre	35,000	35,000			
4.6.1 Fencing and landscaping of cemetery	3,000	3,000			
4.6.2 Upgrade access and parking area					
4.6.3 Pilot study					

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	Total	95-96	96-97	97-98	98-99	99-00
4.7.1 Washroom/concession building	80,000					
4.7.2 Sewage disposal	12,500					
4.7.3 Concession equipment	10,000					
4.7.4 Dugouts	30,000					
4.7.5 Field preparation with sprinklers	324,000					
4.7.6 Fencing	40,000					
4.7.7 Lighting	137,500					
4.8.1 Upgrade old dump to transfer station	37,000	37,000				
4.9.1 Bench improvements	6,000					6,000
4.9.2 Planting and grass seeding	50,000				50,000	
4.9.3 Picnic furnishings and shelter	30,000					30,000
4.9.4 Washrooms and change rooms	30,000					30,000
IR # 6 SKWITSAWTELLP (Sahhaltkum - Glenden)						
6.1.1 Predesign and Design	30,000		30,000			
6.1.2 Construction	300,000			300,000		
6.2.1 Land use and feasibility study	25,000	25,000				
6.2.2 Design 40th Ave Culdesac extension	4,000	4,000				
6.2.3 Busld 40th Ave Culdesac and services	61,500	61,500				
6.2.4 Design and construct new subdivision	100,000				100,000	

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	Total	95-96	96-97	97-98	98-99	99-00
6.3.1 Feasibility study	15,000	15,000				
6.3.2 Sanitary sewage treatment facility	1,500,000					
6.3.3 Sewer collection system	?????					
6.4.1 Sandy Point Eng and Construction	139,500					139,500
6.4.2 Sandy Point Asphalt	67,500					67,500
6.4.3 Pkam's point Eng and Construction	84,000				84,000	
6.4.4 Pkam's Point Asphalt	44,500				44,500	
6.4.5 51st Ave Asphalt	18,000				18,000	
6.4.6 Trans-Canada Highway impact study	20,000		20,000			
6.6.1 Glenden Land use Study	15,000		15,000			
6.5.1 Pedestrian underpass	200,000		200,000			
IR #7 SXWITSMAWELIP (Switsemalph - Salmon Arm)						
7.1.1 Servicing options feasibility study	10,000	10,000				
7.1.2 Sanitary sewage connection	?????					
7.1.3 Water connection	?????					
MULTI-RESERVE						
9.1.1 Foreshore Environmental Study	25,000					
9.2.1 Lease lot management plan	15,000					

Project Proposals

The following Capital Project Proposals are based on best information available. They are intended to be updated and submitted annually as new information becomes available or new priorities arise.

Capital Project Proposal

Band: Adams Lake

Project Name: Physical Development Plan

Identification of Need

The Adams Lake Band had a Physical Development Plan written in 1991. This Plan had a number of problems associated with it and it did not successfully describe the Band's Capital Projects priorities. This Plan did not involve the community at the planning level and, therefore, did not have any community support for many of its proposed Capital Projects. The projects described do not represent the Band's needs or DIA capacity for funding. For example, the current plan calls for constructing 254 residential lots in 13 separate subdivisions, and describes the services required.

As well, the current plan is not a plan: It is a collection of projects. The document gives no structure or guidance as to how the community can achieve these projects. The Band is in need of developing its own planning expertise so that it can conduct ongoing planning and priority setting activities at the community level. Therefore, the Band has undertaken an in-house planning process to write a new Physical Development Plan that will, first, meet its social and economic needs; Second, identify the infrastructure that will support those needs; Three, describe a strategy for achieving the infrastructure over a 5 to 7 year timeframe.

Terms of Reference

The planning process should include:

- compile and analyse Band population demographics
- create twenty year population projections
- review existing land use data and information
- create appropriate land use maps
- conduct an inventory of existing housing, locations and conditions
- assess future housing needs
- conduct an infrastructure inventory
- assess future infrastructure needs
- set priorities for implementing the plan

Project Description

There are six primary objectives that must be addressed in this planning process:

- needs assessment
- land use plan
- land use regulations
- a medium term housing plan
- a housing policy
- capital project priority list

Needs Assessment

The Band has created a planning team to interview Band members regarding their vision for the future of the community, their current needs regarding: housing, land use, and infrastructure.

Land use Plan

The Land use Plan will describe in general terms how the Band should utilize its land resources now and in the future. It will designate areas that will accommodate development (both type and intensity of use) and areas that should be protected for environmental or cultural reasons.

Housing Plan

The Housing Plan will use population projections to identify the number of housing units needed over the next 20 years. It will identify design, density, and resident mix issues. Also, it will discuss the most appropriate sites for subdivision development and describe a renovations schedule.

Housing Policy

Through community meetings and discussion, Housing Rules will be created that discuss: eligibility criteria, payment schedules, tenure, allocation, future units constructed.

Capital Project Plan

Through discussions with Chief and Council and the community, the Plan will identify the community's priorities for Capital expenditures in a Five Year Capital Plan, including Class C estimates and project descriptions.

Project Management

Jim MacArthur is the project manager working closely with both Chief and Council and the planning staff. Landscope consultants will provide technical advice.

<u>Scope of Work:</u>

	Schedule	Cost	Class
Feasibility Study:			
Planning team staff	95	$12,500.00	B
Professional Consultation (Jim MacArthur and Landscope)	95	$25,000.00	B
Community Meetings	95	$1,500.00	B
Transportation	95	$1,800.00	B
Document Preparation	95	$800.00	B
Total Estimated Costs:*		**$41,600.00**	

<u>Comment</u>
This is **not an update** of the existing Physical Development Plan, but a planning process to create a new, relevant plan. To date INAC has committed $15,000.00 to fund a PDP update. However, due to the fact that the 1991 PDP did not provide a relevant plan to update, extensive community input and data gathering had to be undertaken.

Therefore appropriate funding to conduct a new PDP which will provide a development strategy is needed.

* **Note:**   The estimated cost of 41,600.00 is the total cost of the project, including the $15,000.00 currently committed by INAC. Therefore, the Band is requesting $26,600.00 in additional funds to conduct a new PDP.

Capital Project Proposal 1.1.1

Band: Adams Lake Reserve: IR # 1 C'STELEN (Hustalen)

Project Name: New Subdivision Comparative Feasibility Study

Identification of Need

The needs assessment conducted for this planning process has projected a population of 527 on-reserve members over the next twenty years. Also, due to the large number of Band members in their family formation stage of life, the Band's historic housing shortage is becoming worse each year. Therefore, there is a need to construct 8-9 housing units per year for the next five years to accommodate future need.

In response to this, the Band has created a Housing Plan which identifies a five year building strategy to increase the number of houses constructed annually by preparing for each year's construction well ahead of time and pursuing alternative building strategies in unison with the CMHC housing program.

The Band currently has five residential building lots left on all its reserves. These lots will be used during the 1995 building season. Therefore, there is a need to plan and construct approximately 45 residential lots (1/4 - 1/3 acre) over the next ten years.

The Band has identified three parcels of common Band land in which future subdivision development could occur. The immediate need is to conduct a feasibility study comparing these three areas and identify the most efficient and effective location or locations for these 45 residential lots: Then conduct a predesign and design study in the balance of the 95/96 fiscal year so that construction can proceed in time to meet our 1996 building schedule.

Existing Capacity

There are currently five residential building lots left on the Band's seven reserves. These are sufficient to meet the needs of the 1995 building season.

Option Analysis

The feasibility study should compare the three parcels which have been proposed as potential subdivision sites:

- Gold Creek
- Sexqeltqin Lot 7
- Village expansion, Sexqeltqin Lot 39,40,or 41

Terms of Reference

The study should assess both the capital costs for constructing these three sites, and also the O&M costs that each implies. As well, the study should look at basic land use considerations such as intensity of use and surrounding compatible uses and recommend the "preferred" option in terms of cost effectiveness and technical soundness. Briefly, the following describes the terms of reference the feasibility study will examine for each site:

- Class C estimates for construction (and land acquisition if applicable)
- the O&M costs (both of the subdivision itself and the implications of maintaining a site removed from the two main villages)
- environmental issues ie: proximity to water, Salmon spawning etc.
- lifecycle costs, given the O&M implications
- site topography and suitability as for residential use (snowfall, rain run-off)
- availability to emergency services
- access to site
- percolation rates/soil conditions where on site sewagedisposal is required
- water source and availability
- comparison of proposed lots - size, access, cost per lot

Project Description

1) **Gold Creek, C'stelen IR 1**

There is an existing proposal to develop a 14 lot subdivision in the area south of the bridge crossing the mouth of the Adams Lake. There is a new lake intake water system in place and hydro and telephone are 300M west of proposed site.

A paved provincial highway (Holding Road) provides access to the reserve: once on the reserve, a right of way would have to be negotiated with a CP title holder for access to the site. Currently, a school bus serves this area. The needs assessment done for this plan identified approximately six families who expressed interest in moving into this area in phase one of development.

2) **Lots 39, 40, 41 Village Expansion, IR 4**

Currently, three Band members have CP title to approximately 80 acres immediately Northwest of the Sexqeltqin village. At least one, of which has agreed to discuss signing his home and land over to the Band for subdivision development on a replacement cost basis. A subdivision in this area, proposes to accommodate approximately 40 - 50 family and multi-family residential lots to meet the Band's needs for ten years. The community is proposing to locate their future multi-use centre in this area, as well. This area is serviced by existing roads, water, sewer, and hydro that currently serves the village. At least one parcel has an existing home that could be calculated into the value of the parcel. Of the three potential sites, this site is the logical one for extension of the existing village and is the one which makes long term planning for the reserve most feasible.

3)   Lower Sexqeltqin - Cyele (Lot 7)
This is one of the only parcels of land in Sexqeltqin that remain common Band land. This site is approximately 45 acres of prime agricultural land on a bench near the Thompson River. A Band owned road accesses the site. This road is currently in poor condition and would need upgrading to serve a subdivision of 20 - 40 lots.

No water exists and well water that serves the neighbouring homes is of very poor quality. Currently, water treatment ($3,300.00/house) must be used. Therefore, an important component of assessing this parcel is assessing the feasibility of servicing the area with water and fire protection. Three options exist: a Neskonlith Lake lake intake, a South Thompson River intake, or extending the village system.

Scope of Gold Creek Proposal:

	Schedule	Cost	Class
Feasibility Study:*	95	$20,000.00	C
Pre-design & Design Study:	95	$35,000.00	C
Land acquisition (R/W):	95	$60,000.00	?
Construction Phase I:	96	$180,000.00	D
Construction Phase II:	99	$100,000.00	D
Total Estimated Costs		$395,000.00	

Village Expansion Proposal:

	Schedule	Cost	Class
Feasibility Study:*	95	$20,000.00	C
Pre-design & Design Study:	95	$40,000.00	C
Land acquisition:**	95	$225,000.00	**
Construction Phase I:	96	$200,000.00	D
Construction Phase II:	99	$160,000.00	D
Total Estimated Costs		$645,000.00	

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Scope of Lot 7 Proposal:

	Schedule	Cost	Class
Feasibility Study:*	95	$20,000.00	C
Water service feasibility study:	95	$5,000.00	C
Pre-design & Design Study:	95	$35,000.00	C
Construction Phase I:	96	$150,000.00	D
Construction Phase II:	99	$150,000.00	D
Total Estimated Costs		$360,000.00	

Comment:

* Note: feasibility study budgeted for $20,000 is comparative and would compare Village Expansion, Gold Creek, and Lot 7, but would only be conducted once.

** Note: Negotiation for purchase of Lot 39, 40 or 41 will need to be initiated immediately. Budget figure is based on replacement for owner of one lot with house. Design should make access to adjacent lots possible for long term planning.

The Gold Creek site was identified in 1991 PDP as Cells 1A and 1B. It could be developed in phases. Construction costs will have to be updated based on feasibility study.

Approvals required:
Land Status
DIAND Technical Services/INAC Financial & Technical Approval
Environmental Assessment/Screening Record
Canada Mortgage & Housing Corporation
INAC Funding Approval
Other

Reference:	Date	Consultant
Adams Lake PDP	1991	Urban Systems Ltd

Capital Project Proposal 1.1.2

Band: Adams Lake Band

Project Name: New Subdivision Design Study

Identification of Need

The needs assessment conducted for this planning process has projected a population of 527 on-reserve members over the next twenty years. Also, due to the large number of Band members in their family formation stage of life, the Band's historic housing shortage is becoming worse each year. Therefore, there is a need to construct 40 - 45 housing units over the next five years.

In response to this, the Band has created a Five Year Housing Plan which identifies a building strategy to increase the number of houses constructed annually by preparing for each year's construction well ahead of time and pursuing alternative building strategies in unison with the CMHC housing program.

The Band currently has five residential building lots left on all its reserves. These lots will be used during the 1995 building season. Therefore, there is a need to plan and construct approximately 45 residential lots (1/4 - 1/3 acre) over the next five years.

Existing Capacity

There are currently five residential building lots left on the Band's seven reserves. These are sufficient to meet the needs of the 1995 building season. Therefore, it is important that the band conduct both the Feasibility Study and Design Study for future subdivision in 1995 so that construction of new lots can occur in 1996, in time to meet the 1996 building season.

Option Analysis

The Band has requested funding for a Feasibility Study to compare three parcels of common band land in which future subdivision development could occur. This study will identify the most efficient and effective location or locations for these 45 residential lots based on:

- access to services
- total development costs per lot
- the ability of the site to provide enough lots to be a viable solution
- the O&M implications of each site,
- environmental considerations
- surrounding compatible uses

Project Description

Once the site for subdivision construction has been confirmed, the Design Study will determine the capabilities and restraints of the site. The topography, access, environmental considerations, and surrounding uses will influence the design of both the internal road network, green space, and how the individual lots will be sited so as to achieve the highest land use. As well, the study will address:

- the design of the sewer mains
- water supply and distribution
- fire flow requirements and hydrant locations
- snow drifting, snow clearing, rain run-off considerations
- external road access.
- Hydro and telephone line corridors

Depending on which site is confirmed, the Design Study will address the siting of individual units, mix of single family and multi-family residences, and phase requirements.

Scope of Work:

	Schedule	Cost	Class
Pre-design & design:	95	$40,000.00	C
Construction Phase I:	95	$200000.00	D
Construction Phase II:	95	$150,000.00	D
Land acquisition:**	95	$200,000.00	**
Total Estimated Costs:		$570,000.00	

Approvals required

Land Status
DIAND Technical Services/INAC Financial & Technical Approval
Environmental Assessment/Screening Record
Canada Mortgage & Housing Corporation
INAC Funding Approval
Other

Comment:

** Note: Acquisition costs will be incurred if the Lot 39,40,41 option is pursued. Currently, the band has common band land in relatively isolated, unserviced locations. Three band members have CP title to three lots on the north edge of the existing Sexqeltqin village. Because this site is currently serviced by the village water, sewer, hydro, and road systems, it is the logical location for new housing construction. However, this option is only viable if funds can be found to acquire the property.

Capital Project Proposal 4.2

Band: Adams Lake Band

Project Name: **Cyele Water/Fire Protection Pre-Feasibility Study**

Identification of Need:

There are currently 15 homes in the Lower Sexqeltqin / Cyele area. Based on current housing projections and the families who are currently on the band's Housing List, there will be approximately five additional homes built in this area in the next 5 - 7 years.

As well, Lot 7 in Cyele is one of the lots included in the New Subdivision Feasibility Study: This could introduce an additional 20 - 40 residential lots into this area. Therefore, an adequate source of water will be required within the next five years to supply future residential and fire protection needs.

The needs assessment conducted for this plan confirmed that the well water in this area is of very poor quality. In recent years independent water analysis (Ecowater of Kamloops) has reported that these wells are very high in iron and other mineral contents. Currently, expensive water treatment equipment ($3,300.00 / home) is needed.

The lack of adequate water in the Cyele area is a concern from a health perspective in that the well water in this area is undrinkable without expensive treatment equipment. There is also a safety issue in that nearly 30% of the housing in Sexqeltqin is without real fire protection. Therefore, there is a need to study the various options that would secure both potable water and fire protection for the residences in this area.

Existing Capacity:

There is currently one small community water system (the Arnouse well) now serving five residences, with potential of serving up to ten. The other ten homes in the Cyele area are served by individual wells.

There is no fire flow coverage for all the 15 residences in the area. The Band currently has a pumper truck with a 500 gallon capacity. However, the Adams Lake Fire Department rates this capacity as "woefully inadequate": The Band's Fire Chief estimates that a capacity of 4,000 - 5,000 gallons is required to provide adequate fire protection.

<u>Option Analysis</u>
The Pre-feasibility Study will examine the options:

- increasing fire protection capacity through the retro-fit of existing homes with sprinkler systems;
- acquiring a second fire truck to increase pumper capacity; and,
- constructing a water system that will provide adequate fire flow capacity.

As well, it will examine the additional benefits of constructing a water system for addressing the potable water needs of the area. This comparison will consider the quality and quantity of future water supply and identify the most efficient and feasible options for addressing these two needs.

<u>Project Description</u>
This study is intended to describe the future use of the Cyele area based on the various options for securing an adequate water supply for those uses.

The study will compare the existing options for directing water to this area: Neskonlith Lake, Thompson River, village system, and Class C estimates of constructing each option. Also, O&M implications of each option will be discussed.

As well, it will examine the options and costs of creating enough capacity for both potable water and fire flow, just potable water, just fire flow for this area. As part of this analysis, the study will identify which existing homes and which future development sites can feasibly be included in each option discussed. Also, environmental issues such as quantity of water and environmental impacts will be identified.

<u>Scope of Work:</u>

	Schedule	Cost	Class
Pre-Feasibility Water Study:	95	$5,000.00	C
Feasibility and Design Study:	97	$15,000.00	D
Rappatack vehicle for Fire Department *	96	$150,000.00	C
Sprinkler retrofit for 15 houses *	96	$150,000.00	C
Total Estimated Costs: *		$170,000.00	

<u>**Approvals required**</u>
Land Status
DIAND Technical Services/INAC Financial & Technical Approval
Environmental Assessment/Screening Record
INAC Funding Approval

<u>**Comment:**</u>
* **Note:**   Only one of these items will be required.

This Pre-Feasibility study should be followed by a Feasibility and Design Study discussing the specifics of constructing the recommended option identified in this study. Therefore, the schedule for possible fire flow to the area is expected to be 5 years. Interim fire protection is critical.

Capital Project Proposal 4.3

Band: Adams Lake Band

Project Name: **Sexqeltqin Road Network Upgrade 1995**
                   Construction Phase

Identification of Need
Most of the existing gravel road network in Sexqeltqin village are the original roads and have been in place for more than 30 years.

There are several safety hazards due to initial design flaws which include un-safe intersections and "blind" corners. A number of vertical and horizontal alignment deficiencies exist throughout the network, with the main areas of concern being the East section of Village Road and Mountainview Road (steep grade and intersection at Lakeview Road), and several blind corners on Lakeview Road.

As well, the majority of roads in the Sexqeltqin are well past their expected useful life. In an effort to keep these roads usable in recent years, there has been frequent grading, crushed gravel base added, and increased O&M costs. As well, the roads have been disturbed numerous times for installing and upgrading sanitary sewer and water distribution works. As a result, there is insufficient surface and sub-base remaining on most of the roads. Due to this history of postponing repairs, there is major reconstruction needed to, first, restore the asset, and second, avoid further unnecessary O&M to roads which in their current condition do not warrant the expense.

Option Analysis
A Design Study and Environmental Assessment examining alternative redesign and reconstruction options have been completed. The design study included a re-design of unsafe intersections, blind corners, design of drainage, property access, and road alignment. As well, 1994 Class B cost estimates and recommendations have been made for this project. Based on these recommendations, the Band has created a four year phased Road Network Upgrade Plan which describes a construction schedule and costs for the engineering, construction, and surfacing of the primary roads in the Sexqeltqin village. The phasing schedule has been based on safety priority and engineering/construction considerations.

The feasibility analysis regarding the cost-benefit of asphalting new roads examined the useful life of the new roads with and without asphalt. Currently about $10,000/year is being spent on grading and maintenance. It was estimated that the new roads would require relatively little maintenance during the first four years.

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In this climate, roads that are not asphalted are particularly suseptable to Spring break up heaving and percolating. After five years, the roads will need to be graded, compacted, and a new four-inch layer of crush gravel added. Using Lakeview Road as an example, it is estimated that these repairs will cost $30,000. This procedure will have to be repeated every five years: Whereas, asphalting Lakeview Road will cost $63,000. Therefore, the upfront cost of asphalting Lakeview Road will be recaptured over the first ten years. In contrast, an asphalt road can reasonably be expected to last 25 - 30 years with only regular maintenance.

If the new roads are left without asphalt after the expense of rebuilding, within five years this investment will have lost its value, and higher O&M costs will return as a regular expense.

Scope of Work:

	Schedule	Cost	Class
Phase A			
Lakeview - Waterfront eng./construction	95	$176,000.00	B
Lakeview - Waterfront asphalt	95	$63,000.00	B
Phase B			
Village Road eng./construction	96	$212,500.00	B
Village Road asphalt	96	$58,000.00	B
Phase C			
Mountainview Road eng./construction	97	$126,000.00	B
Mountainview Road asphalt	97	$51,500.00	B
Phase D			
Centre Road eng./construction	97	$22,500.00	B
Centre Road asphalt	97	$11,000.00	B
Phase E			
Hillcrest Road eng./construction	98	$59,000.00	B
Hillcrest Road asphalt	98	$25,500.00	B
Total Estimated Costs:*	-	$805,000.00	

Project Description

Phase A of construction, scheduled for 1995, includes the reconstruction of Lakeview Road and the upgrading and extension of Waterfront Lane by approximately 100m. The project is scheduled to take a total of 12 -16 weeks; The tendering and contract award process is scheduled to take 4 - 6 weeks.

The reconstruction of Lakeview will raise Lakeview by as much as 3 ft. to address horizontal and vertical deficiencies. As well, because Lakeview contains high volumes of pedestrian traffic, and specifically students walking to school and recreational activities in the villages core, Lakeview will be widened to safely accommodate pedestrians, strollers, and wheelchairs.

The reconstruction of Waterfront Lane will upgrade the access to this road from an incline of over 11% to 4%. As well, the redesign of Waterfront will encorporate two access routes, instead of a series of driveways merging with Lakeview.

Project Management

The Band's Public Works Manager, August Litke, will be the project manager overseeing the various contracted professionals and trades.

Approvals required

Land Status
DIAND Technical Services/INAC Financial & Technical Approval
INAC Funding Approval
Other

Reference	Date	Consultant
Road network study	1994	Gentech Engineering

Comment:

Due to the southerly exposure of Lakeview Road, Village Road, Hillcrest Road, and Mountainview Road, it is recommended that these roads receive asphalt blacktop. All these roads are well used primary roads and have a history of building up ice in winter months which creates hazardous conditions. As well, these roads are the primary access routes to the band's school located in the village and have proven difficult for the school bus to manoeuvre in winter driving conditions.: Blacktop will help this situation.

It is recommended that asphalt blacktop be completed at time of construction to minimize overall construction costs and avoid repeating the high maintenance costs which have been incurred the past few years.

Capital Project Proposal 4.5

Band: Adams Lake Band

Project Name: Secwepemc Learning Centre Capital Upgrades

Indentification of Need

The Secwepemc Learning Centre is a pre-school (birth - 4 years) full time facility which offers a range of educational experiences for up to a maximum of 24 children and staffed by two full-time staff and one part-time staff member. On February 13, 1995, The Office of the Fire Protection Commissioner conducted a fire protection survey for the purpose of determining the facility's conformance to existing codes and standards.

Existing Capacity

Based on that survey, the following deficiencies were identified and recommendations made in order to bring the facility into conformance with the minimum standards of code.

1)   The Furnace Room is required to be separated from the remainder of the building by a fire separation having a resistance rating of not less than one hour. The duct penetrating the service room wall shall be equipped with a fire damper and service penetrations shall be firestopped with listed firestop material.

2)   The side exiting arrangement is undesirable. the exiting is exposed to a cold storage area, We would prefer to see the storage area material separated from the exit.

   The unfinished wood surfaced ramps from this exit does not meet requirements for slip resistance. Reference is made to NBCC 1990, Sentence 3.4.6.1.

3)   The maximum, flame-spread rating permitted for walls and ceilings in this type of occupancy (Group B, Division 2) is 75 as the building is unsprinklered. Reference is made to NBCC 1990, Table 3.1.13.A. We are concerned with the perimeter walls (varnished log), and curtains on the windows   (fabric).

4)   Three listed 5lb. ABC dry chemical portable fire extinguishers in the discussed area would be sufficient.

Option Analysis

In order to rectify these deficiencies, the Band has researched various options including: fire sprinkers, fire retardants, fire-wall construction for the furnace room, and construction of storage facilities.

1)   First, regarding storage facilities, the Band has proposed two design alternatives:

   a)   16 x 20 addition with fire rated hallway, two storage rooms and ramps to exterior.

   b)   12 x 20 addition with fire rated hallway, two storage rooms and ramps to exterior.

2)   Fire Rate Furnace Room, install two layers of 5/8" fire guard drywall, 3 fire dampers, 1 fire rated door and frame.

3)   Two options exist to address the flame-spread rating of the building. The fabric curtains can be treated with a fire-retardant coating as well:

   a)   The log walls could be treated with a latex-based "intumescent" fire-retardent surface coating to reduce the flame-spread rating of the wood to below 75, this process would have to be repeated every 4 years.

   b)   The building could be retrofitted with a residential style fire protection sprinkler system to increase the maximum permitted flame-spread rating to 150.

4)   As well, the floor covering in the facility are approaching 18 years old and have outlived their expected lifecycle. The linoleum flooring is peeling up and becoming a safety concern for both the children and staff.

Project Description

The project is scheduled to take 3-4 weeks. The band has compiled the necessary cost estimates and is prepared to begin construction immediately. The sprinkler retrofit is scheduled to occur in late June, during the summer break. If the fire retardant option is pursued, it is also important that this be applied in early summer so that it can off-gas during the summer break before School starts again in September.

Scope of Work

	Schedule	Cost	Class
Construct Addition	95	$14,200.00	B
Furnace Room Firewall	95	$1,295.00	B
Flooring	95	$4,000.00	B
Storage Cabinets	95	$1,000.00	B
Subtotal:		$20,495.00	
Fire Retardent	95	$2,800.00	B
Storage Cabinets	95	$11,500.00	B
Total Estimated Costs:		$35,795.00	

Comment

* **Note:**   Only necessary upgrades will only need one of these options, not both.

The Office of the Fire Commissioner has asked for a written response to their inspection and the resultant requirements by March 13, 1995. Therefore, it is necessary that these upgrades be started as soon as possible.

Capital Project Proposal 4.8.1

Band: Adams Lake Reserve IR #4 Sexqeltqin (Sahhaltkum)

Project Name: **Feasibility Study to Close Dump**

Identification of Need

In 1991 the band negotiated a refuse disposal agreement with the Thompson-Nicola Regional District. The band's domestic garbage is collected twice a week by independent contractors and taken to the Chase Landfill for a Tipping Fee. However, the band's own dump used previous to this agreement was never properly closed and has become an environmental concern.

The band's dump was established in 1969 as a solid waste landfill for domestic garbage. During the past 26 years it has been an unmonitored repository for all varieties of waste, both for our band members and for non-natives looking for a close convenient solution to their garbage problems. We have especially noticed an increase in illegal dumping since the Regional District imposed a drop-off fee at their landfill locations.

Option Analysis

The need is two-fold. First, there is a need to properly close the dump and prevent continued illegal dumping, especially of materials that are no longer accepted at the Regional District's landfill. However, experience tells us that if there is no local convenient outlet, people will dump their garbage in ditches, at the side of the road, or in fields. And of course we want to avoid this scenario as well. Therefore, there is also a need for a safe, practical alternative to the dump.

The feasibility study will assess the best possible alternatives for properly closing the dump and containing any toxic materials. As well, it will assess the need for an alternative refuse disposal method and, if necessary, the most appropriate method.

Project Description

This study involves two distinct issues. First, is an assessment of the proper de-commissioning of the existing dump. To do this an analysis of what materials are currently in the dump and how they can best be contained must be completed.

Also, an analysis of what materials are likely to continue being disposed of and whether there is a need for an alternative disposal facility is needed. The study will make a recommendation regarding whether to simply close the site or replace the dump with an alternative facility. As well, an analysis of the scope of an alternative facility will be conducted, including the number of refuse containers needed, the frequency of pick-up, ongoing O&M costs,

Scope of Work:

	Schedule	Cost	Class
Feasibility Study:	95	$7,500.00	C
Design Study:	95	$20,000.00	D
Construction:			
De-commissioning	96	$60,000.00	D
Transfer Station	96	$35,000.00	D
Total Estimated Costs		$122,500.00	

Approvals Required
Land Status
DIAND Technical Services/INAC Financial & Technical Approval
Environmental Assessment/Screening Record
INAC Funding Approval

Capital Project Proposal 4.8.2

Band: Adams Lake Reserve IR #4 Sexqeltqin (Sahhaltkum)

Project Name: Upgrade Dump to Transfer Station

Identification of Need:

In 1991 the band negotiated a refuse disposal agreement with the Thompson-Nicola Regional District. The band's domestic garbage is collected twice a week by independent contractors and taken to the Chase Landfill for a Tipping Fee. However, the band's own dump used previous to this agreement was never properly closed and has become an environmental concern.

The band's dump was established in 1969 as a solid waste landfill for domestic garbage. During the past 26 years it has been an unmonitored repository for all varieties of waste, both for our band members and for non-natives looking for a close convenient solution to their garbage problems. We have especially noticed an increase in illegal dumping since the Regional District imposed a drop-off fee at their landfill locations.

The concern is two-fold. First, there is a need to properly close the dump and prevent continued illegal dumping, especially of materials that are no longer accepted at the Regional District's landfill. However, experience tells us that if there is no local convenient outlet, people will dump their garbage in ditches, at the side of the road, or in fields. And of course we want to avoid this scenerio as well. Therefore, we need a safe, practical alternative to the dump.

Option Analysis:

The band has discussed various alternatives for controlling access to the dump with its members: There is consensus in the community that some garbage collection outlet is needed, but the existing dump cannot be secured properly to end the current abuse. Therefore, a refuse transfer station has been identified as the most cost effective and logical alternative.

The Thompson-Nicola Regional District has recommended a station comprised of one container serviced once per week. This recommendation is based on the size of the Sexqeltqin population and the amount of garbage that can be reasonably expected to be deposited at the transfer station, given that it is a secondary outlet.

Project Description:

This project involves two distinct phases. One is the de-commissioning of the existing dump by packing the garbage and constructing a clay liner to prevent further leaching. The second is the construction of the transfer station, including building a concrete lock block bin wall, reinforced concrete container pad, backfilling and landscaping.

Scope of Work:

	Schedule	Cost	Class
Construction:			
De-commissioning:			
6,000 yards clay	95	$48,000.00	D
Labour and equipment	95	$10,000.00	D
Construction Transfer Station:			
50 cubic yard container	95	$12,500.00	B
Concrete bin wall *	95	$11,750.00	B
Container pads	95	$2,500.00	B
Backfilling/landscape	95	$9,000.00	B
Total Estimated Costs		$93,750.00	

Approvals Required:
Land Status
DIAND Technical Services/INAC Financial & Technical Approval
Environmental Assessment/Screening Record
INAC Funding Approval
Other

Comments:
Transfer station cost estimates are 1993 Class B estimates with 25% added on to update them.

* Note: This price includes delivery from Kamloops and installation.

Capital Project Proposal 6.1

Band: Adams Lake Band

Project Name: Sxwitsmelip #6 Lake Intake Design Study

Identification of Need

The planning process that the Band has undertaken to create its 1995 Physical Development Plan has identified Sxwitsmelip #6 (Glen Eden) as one of three Development Zones to meet the Band's residential, social, educational, and economic needs. Currently, the Band has over 96 members living in 24 homes in the Glen Eden village. The Band's Five Year Housing Plan proposes to construct an additional 10 units in this area over the next 5 years.

As well, the Pierre's Point Log Building has become an important centre for the band's educational, social, and administrative activities. As of 1994, the band conducts its ABE school and Glen Eden band administrative offices in this facility. The hall is booked for social and educational gathering almost every night of the week. As well, the band is studying the viability of establishing a childcare program in the Log Building.

Existing Capacity

The water system on Sxwitsmelip #6 was upgraded in 1992 and currently serves 24 houses and the Pierre's Point Log Building. Water is supplied by one well delivering 25 IGPM to a 50,000 gallon reservoir. The reservoir flows into 6 inch PVC that supplies both the potable water and fire protection needs of the area. Nine fire hydrants are in place in the Glen Eden village.

Recent construction of the reservoir has provided adequate storage for residential use for the foreseeable future, even with the addition of 8-10 new units over the next five years. But it has proven difficult to secure a dependable source of water to supply this reservoir. This system has a history of expensive wells going dry prematurely: In the past 10 years three wells have been drilled with no long term benefits.

Currently, the one existing well is not capable of producing the Maximum Daily Demand (MMD) for the 24 homes in Glen Eden. In the event of a fire, the one well is not capable of supplying the reservoir to sustain fire flow for any significant time. As well, with the increased use of the Pierre's Point Log Building, upgrading the Sxwitsmelip #6 water system is necessary to achieve Institutional Fire Flow standards. The proposed lake intake water system will provide a long term, cost efficient, solution to the village's water supply problems.

Options Analysis

The Band has completed a Feasibility Study which looked at the possible locations for a lake intake pipe, the O&M implications of each option, and the comparative costs. Gentech Engineering conducted the study to assess a Sandy Point and a Pierre's Point location and the distribution implications of each option.

Project Description

The Design Study is expected to take 15 - 20 weeks. Once the prefered option is identified, The Design Study will designate the specific lake intake location and the various technical design considerations such as size of pipe, pump, chlorination standards. As well, future reservoir construction will be encorporated into current design.

The study will also assess the potential for water distribution to the adjacent Neskonlith I.R. 3. Currently, this reserve is serviced by the Salmon Arm District. As the Salmon Arm District continues its rapid growth and outgrows its own capacity, this service agreement will become less viable. As well, the Design Study will work with the necessary provincial and federal agencies to assess and address the necessary environmental considerations.

Pierre's Point Option:

	Schedule	Cost	Class
Lake Intake	96	$80,000.00	C
Intake Screen	96	$10,000.00	B
Wet Well	96	$50,000.00	C
Pumphouse	96	$30,000.00	C
Pumps and Mechanical	96	$70,000.00	C
Controls and Electric	96	$40,000.00	C
Hypo-Chlorination	96	$15,000.00	B
Dristribution Main	96	$5,000.00	B
Contingencies	96	$45,000.00	B
Engineering Design	96	$33,750.00	B
Engineering Contract Super	96	$18,000.00	B
Total Primary Estimate		$396,750.00	
Less Over-sizing Costs		$27,600.00	
Total Costs		$369,150.00	

Sandy Point Option:

	Schedule	Cost	Class
Lake Intake	96	$40,000.00	C
Intake Screen	96	$10,000.00	B
Wet Well	96	$50,000.00	C
Pumphouse	96	$30,000.00	C
Pumps and Mechanical	96	$70,000.00	C
Controls and Electric	96	$40,000.00	C
Hypo-Chlorination	96	$10,000.00	B
Dristribution Main	96	$140,000.00	B
Contingencies	96	$58,500.00	B
Engineering Design	96	$43,725.00	B
Engineering Contract Super	96	$23,550.00	B
Total Primary Estimate		$515,775.00	
Less Over-sizing Costs		$21,850.00	
Total Costs		$493,925.00	

Project Management
The project manager will be the Band's Public Works Manager, August Litke.

Approvals required
Land Status
DIAND Technical Services/INAC Financial & Technical Approval
Environmental Assessment/Screening Record
INAC Funding Approval

Reference   Date   Consultant
Switsmalph #6 Lake Intake Pre-Design Study   1995   Gentech Engineering

Comment
In order to assure adequate fire protection for this area, construction of this lake intake
should proceed in 1995. As well, negotiations to provide the adjacent Neskonlith IR #3
should accompany this project.

"How The World Will End"

The Earth is held up by a tall, tall tree trunk.

This tree trunk is like a sacred dance pole. The spirits of all living creatures swirl around it in a beautiful rhythmic dance. Great Beaver is slowly gnawing at the pole. When he is displeased, he gnaws faster and the pole gets weaker.

We displease Great Beaver when we interfere with the rhythm of the dance. Great Beaver knows and gnaws faster and the pole tips a little. If Great Beaver gnaws through the pole, the earth will fall.

That is why all creatures, especially people, must keep the earth in balance.

So as to not anger Great Beaver