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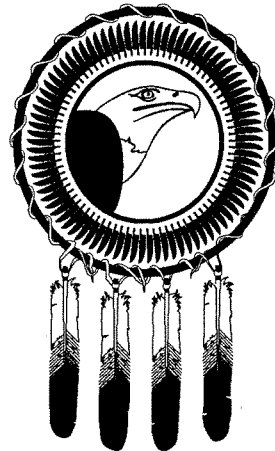
*From Planning to Implementation:  
Integrated Planning at the Yakama Indian Nation*

by

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## EXECUTIVE SUMMARY

### Overview

The Yakama Indian Nation (YIN) faces numerous opportunities and challenges as it seeks to develop and implement an integrated planning system; the purpose of this report is to assist the YIN in its efforts. Specifically, this report (a) presents the necessary elements of a "model" integrated planning system; (b) analyzes the key barriers the Nation faces in light of these elements; and (c) offers recommendations on how the YIN can secure these elements and implement a system for improved natural, human and cultural resource management and economic development.

In the Yakama context, an integrated planning intends to bring together three areas critical to the "whole" of Yakama life: land and natural resources, cultural and human resources, and economic development. Under an integrated planning system, the goals, policies and activities of various YIN sectoral programs (such as timber resources, water resources, economic development, legal/justice, *etc.*) would be coordinated. An Integrated Planning System Framework (IPSF) is a document that lists these coordinated goals and policies. It is essential to remember, however, that the existence of an IPSF does not imply that the Nation operates, or will operate, under an integrated planning system. Rather, an integrated planning system only exists when (a) the Nation's sectoral programs' goals, policies and activities are *truly* coordinated and contribute to the YIN's long-term goals, and (b) the Nation *uses* the IPSF to systematically guide decision making as it relates to economic development, cultural and human resource management, and natural resource management. In this sense, integrated planning is a combination of several things: a goal, a perspective, a method, and a set of rules and procedures. In concert, these will work toward improved natural resource protection and restoration, cultural advancement, a prosperous tribal economy and, ultimately, true sovereignty.

Integrated planning can benefit the Yakama Indian Nation in numerous ways, including:

- Strategic Decision Making: Integrated planning is likely to reduce the number of questionable project decisions made by requiring sectoral programs to consider how a given project impacts other programs *before* the project is implemented. Strategic decision making allows the Nation to identify and pursue those projects that contribute most to the long-term interests of the Yakama people.
- Economic Efficiency: Under an integrated planning system, the YIN will be better positioned to focus on those activities that best utilize the Nation's limited (though abundant) resources.
- Increased Exercise of Sovereignty: The YIN has an opportunity to use integrated planning as a means for nation-building. By taking control of its future, the Nation can reduce its dependency on the federal government and achieve the sovereignty the Treaty of 1855 reaffirmed to the Yakama people. This process of nation-building may be particularly crucial given that the federal government is reducing the level of funding that tribes like the YIN receive and presently rely on.

### Analysis

As the YIN reforms the existing Integrated Planning System Framework (IPSF) and further develops an integrated planning system, it should consider five key elements that are critical to the success of any integrated planning system:

- Common Understanding of Integrated Planning: Common understanding of what integrated planning *is*, of what it *requires*, and of how the Nation can *benefit* from its implementation is a precondition for successful integrated planning systems.
- Widespread Support: Elected leaders, tribal bureaucrats and tribal members must *support* and *participate* in the integrated planning process for it to work.
- Environment Conducive to Integrated Planning: High degrees of and proper forms of *communication* are needed for integration to take place; sectoral programs must be willing to *coordinate* their respective goals, policies and activities.
- Leadership and Authority: Either an individual or group must take control of the integrated planning process; such leadership must have the authority to make key planning decisions as well as be recognized and accepted by all tribal departments, programs and offices.
- Strategic Use of Plan: An integrated plan must be *used to guide tribal decisions and actions*. Creating a Plan is easy; implementing it may be difficult (but necessary) because integrated planning requires the YIN to change the way it thinks and acts. Creating an integrated plan (IPSF) is worthwhile only if it is implemented and used.

Currently, there are five fundamental barriers to integrated planning that the YIN must address and overcome in order to develop and implement a *truly* integrated planning system:

- Lack of a Common Understanding of Integrated Planning: YIN elected leaders, program managers, staff, and YIN general membership have conflicting ideas of what integrated planning is and how it can benefit the Nation. This poses an impediment to reforming the existing IPSF, and may even breed opposition to integrated planning.
- Insufficient Support: Although there appears to be some political support for integrated planning, it is thin and diffuse at best. The existing IPSF is not approved by tribal resolution and no funding has been allocated to further develop or implement a new IPSF. Integrated planning will remain stalled at YIN unless widespread support is generated and sustained.
- A Flawed Environment: Communication between program managers is highly infrequent, in part due to operational complacency. As a result, sectoral programs cannot and do not coordinate their goals, policies and activities as required under an integrated planning system. Further, the roles and responsibilities of the Tribal Council and programs seem to be misplaced: elected leaders should be expected to provide programs with more overall policy direction while intervening less in programs' daily activities and project implementation.
- Uncertain Leadership and Authority: Currently, no one is "in charge" of integrated planning at the YIN. With no one in charge, integrated planning cannot be further developed because no one has a stake in ensuring that a system is put into place and used.
- Uncertainty About How to Use an Integrated Plan: The YIN has not given sufficient thought to what happens once a new IPSF is created or how integrated planning should change the way the Nation operates. Specifically, will the IPSF be linked to the tribal budget process? How will it be used in a project approval process?

## **Recommendations**

In order to secure the five key elements of any successful integrated planning system, the YIN must overcome its existing barriers to integrated planning. A five part strategy is recommended:

- Getting Started: Achieving Widespread Understanding and Support: A collaboration, consisting of representatives from the three central components of the integrated planning system (natural resources, cultural and human resources, economic development), should be formed to put integrated planning back on the YIN's agenda. This collaboration is first encouraged to "sell" the idea of integrated planning to the Tribal/General Councils.
- Building a YIN Integrated Planning Team: The creation of a broadly representative team, appointed by the Tribal Chairman and composed of program managers and representatives from the general membership, would provide the Nation with a centralized integrated planning authority. The team's central responsibility should be to oversee, coordinate and facilitate the creation of a new IPSF and play a key role in the development of management plans on a program level.

- Developing Management Plans: The YIN should require all programs to be included in the new IPSF to develop standardized management plans. The development of management plans would serve as a mechanism for increased communication and coordination. *Ultimately, the conglomeration of the various management plans becomes the basis of the integrated planning system.* In the development process, it is essential that the Tribal Council articulate a strategic vision for the Nation and that the Standing Committee members help their respective programs to translate this vision into goals and policies that are coordinated across sectors.
- Creating a New IPSF: A process is needed to create a new IPSF. To this end, the process should begin by achieving widespread understanding and support for integrated planning. After the YIN elected leaders articulate a strategic vision for the YIN and integrated planning, the Integrated Planning Team should form as management plans develop. Programs' management plans are then reviewed by the Integrated Planning Team which ensures that plans' goals and policies are coordinated. After review by the YIN general membership, the management plans *become* the new IPSF which is subsequently sent to Tribal/General Councils for final approval. The result: a new IPSF in which sectoral programs' goals, policies and, eventually, activities are integrated.
- Using the IPSF: A Prototypical Project Approval Process: The new IPSF should be incorporated into the Nation's project approval process. Before proposals are submitted to the Standing Committees and Tribal Council, programs should be required to specifically detail how prospective projects are consistent with the IPSF. Additionally, project proposals should outline their estimated costs and benefits. Prior to project implementation, extensive feasibility/impact studies should be conducted so the Tribal Council is aware of the project's likely cultural, economic, social and environmental impacts. Under this (or a similar) process, only those projects that are consistent with the IPSF and the overall vision for the Nation will be approved and implemented.

## Conclusion

The Yakama Indian Nation is in a good position to further develop and implement an integrated planning system. The YIN has a well-established bureaucracy comprised of highly skilled individuals and a governing body that is dedicated to improving the overall welfare of the Nation. These attributes will prove invaluable as the YIN begins to rethink integrated planning. Although it has yet to develop a truly integrated plan that guides tribal decision making, the YIN has the opportunity to learn from its past experiences. As noted above, however, there are numerous barriers the YIN must overcome before an integrated planning system can become a reality. Of paramount importance is the recognition that an integrated planning system requires much more than merely placing sectoral programs' goals and policies onto a Plan. Rather, integrated planning requires the Nation to change the way it *thinks and acts*. The intent of this report is to point the YIN in the right direction as it begins this process.

## **SECTION ONE**

### **INTRODUCTION: INTEGRATED PLANNING & YAKAMA INDIAN NATION**

The Yakama Indian Nation (YIN) faces numerous opportunities and challenges as it seeks to implement an integrated planning system. The Nation's leadership looks toward integrated planning to provide a clear strategic direction for improved natural resource management, economic development, and cultural and human resource management on the YIN's 1.3 million acre reservation in south-central Washington State. As a "Treaty Tribe" pursuant to the ratification of the Treaty of 1855, the YIN not only possesses the asset of sovereignty, but also the economic resources of timber, prime agricultural lands, water, and other natural resources. The YIN's proximity to major markets in surrounding state counties also presents numerous opportunities for economic development on the reservation. Yet, the Nation's resource utilization remains low, and about 63% of the 8,581 enrolled YIN members are unemployed—42% of those living below the poverty line.<sup>1</sup> Integrated planning, if properly developed and implemented, may help to remedy the Nation's chronic development stagnation and social blight.

The concept of integrated planning is not new at the YIN, though it has never been used to systematically guide tribal decision making. In 1987, a Land and Natural Resources Policy Plan was created by the YIN's Department of Natural Resources with the aid of an outside consulting firm. The intent of this original plan, passed by the fourteen member Tribal Council in draft form (Resolution T-92-87), was to provide guidelines for determining the best use of the Nation's resources across twelve natural resource categories.<sup>2</sup> Two other integrated planning systems have also been developed: Vision 2000 and the YIN Integrated Planning System Framework (IPSF). In

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<sup>1</sup>Bureau of Indian Affairs, Yakima Agency, 1995.

<sup>2</sup>The 1987 YIN Land and Natural Resources Policies Plan was a response to a mid-1980s movement in Indian Country in which tribes were encouraged—and sometimes mandated—by the Bureau of Indian Affairs (BIA) to develop Integrated Resource Management Plans (IRMPs). Five tribes in the northwest, served by the Portland Area BIA office, were designated as targets for IRMP support, including the Yakama Indian Nation. Although tribes have the option to develop IRMPs to their own specifications, the BIA provides guidelines (30 BIAM Supplement 10). The guidelines include a general overview of tribal IRMP requirements as well as specifics on development procedures, plan content, implementation, and review; there is even a generic template for a Memorandum of Understanding (MOU) between the tribe and BIA to precisely define the role of the BIA in the tribe's plan development. Additionally, the BIA's IRMP guidelines list several major statutes with which any plan must comply, including: the National Environmental Protection Act (NEPA), the Endangered Species Act, the Archaeological Resource Prevention Act, and the National Historical Preservation Act (BIAM Supplement 10 § 3.1D). Since BIA IRMPs are intended primarily for natural resource management, most tribes—the Yakama Indian Nation included—did not "integrate" their economic development or cultural and human resources departments into the scope of these IRMPs. Consequently, IRMPs were used solely for planning within tribes' Departments of Natural Resources.

both cases, efforts were made to expand the scope of integrated planning to include economic development and cultural and human resource management. Prior to Vision 2000, integrated planning solely addressed natural resource management.

The IPSF deserves the most attention, as it was the Nation's latest attempt at integrated planning.<sup>3</sup> In September 1994, the YIN IPSF was re-drafted with the help of an outside consultant who had helped create the previous plans. This Plan outlines the goals and policies for ten sectoral programs:<sup>4</sup> cultural resources, water, fish, wildlife, forest, agriculture, rangelands, minerals/energy, enterprises and zone of influence.<sup>5</sup> Attached to the 1994 IPSF is the YIN Economic Development Office's "Strategic Plan," an economic development management plan that lists specific programs and projects that are being developed or implemented at the request of the Tribal Chairman. The YIN IPSF has yet to be formally approved by either the Tribal Council or the General Council.<sup>6</sup> Nonetheless, some Tribal Council members and programs have the summary framework hanging in their offices, and some even refer to it.

The YIN IPSF remains incomplete; four additional sectoral programs—education, judicial, health, and social services—are to be added before it will be considered ready for presentation to the Tribal/General Councils. Although some effort has been made to further revise the 1994 YIN IPSF, true *integrated* planning (as originally conceived of by the IPSF) does not exist at the YIN.

The purpose of this report is to assist the YIN in its efforts to further develop and implement an integrated planning system as a means for natural resource management, cultural and human resource management and economic development. Specifically, the report presents the necessary elements of a "model" integrated planning system [Section Two], analyzes the key barriers the Nation faces in light of these elements [Section Three], and offers recommendations on how the Nation can secure these elements and develop an effective integrated planning system for strategic, proactive, resource management and economic development [Section Four].

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<sup>3</sup>See Appendix C: 1994 [draft] *Yakama Indian Nation Integrated Planning Framework*.

<sup>4</sup>The existing IPSF uses the term, "resource categories" and/or "elements" to describe Cultural Resources, Forest Resources, Water Resources, Wildlife Resources, Fishery Resources, Rangelands, Agriculture, Infrastructure, Enterprises (Economic Development), Mineral/Energy Resources, Education, Health, Social Services, and Legal/Justice. For the purposes of this report, however, the term "sectoral programs" is used to describe these fourteen "resource categories/elements." Although "sectoral programs" is not entirely the appropriate term because there are individual programs within each sectoral program, it is used throughout to make the report more readable.

<sup>5</sup>The YIN Zone of Influence is a term used to describe the lands and resource the Nation possesses, as defined in the Treaty of 1855.

<sup>6</sup> See Appendix B for YIN's organizational chart.

## SECTION TWO

### A MODEL INTEGRATED PLANNING SYSTEM

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#### A. INTEGRATED PLANNING: DEFINITION & BENEFITS

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##### 1. Integrated Planning Defined

Planning, in its most general sense, is a way of thinking about the future. *Integrated planning* requires the coordination of goals and policies across various sectoral programs. The idea behind integrated planning is that if programs—across sectors such as timber, water, fish, education, legal, and economic development—coordinate their respective goals and policies, then the Nation can more effectively identify those activities which promote overarching goals than is possible when individual programs plan independently.<sup>7</sup> Integrated planning may be especially useful for tribes like the YIN, whose sectoral programs have conflicting goals and policies. If successful, an integrated planning system ensures that programs undertake only those activities that complement other programs' activities, while simultaneously contributing to the overall goals of the tribe.

It may be helpful to think about integrated planning as embodiment of four things: a goal, a perspective, a method, and a set of rules and procedures.<sup>8</sup> Integrated planning is a *goal* in that tribes seek to develop and sustain integration (or coordination) for tribal programs across sectors. It is also a *perspective*: integrated planning requires decision makers (especially elected leaders and program managers) to recognize that individual decisions and actions have implications for other programs and in different sectors (sectoral interdependencies). Integrated planning is a *method* for making and acting upon tribal decisions that takes into account that this type of planning is a goal and a perspective. Tribal decisions pertaining to resource utilization and economic development cannot be *ad hoc*; integrated planning requires integrating processes to be developed and followed. Lastly, integrated planning embodies a set of *rules* or *procedures* that help define the integrated planning processes for tribal decision making. For example, if a program manager develops a

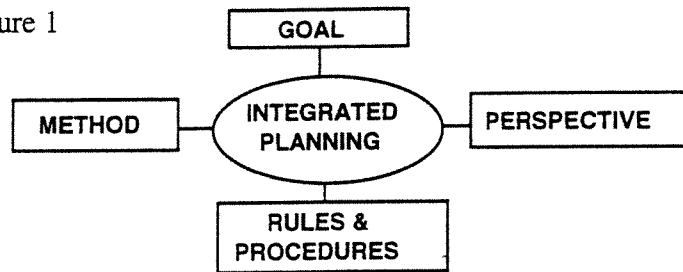
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<sup>7</sup>Such overarching goals, or the Nation's overall strategic direction, will be discussed in Sections Three and Four.

<sup>8</sup>Telephone interview, Steven Cornell, February 27, 1996.

project proposal, he or she must know what steps to take and what conditions must be met for the project to be approved under an integrated planning system.

Figure 1



An integrated *plan* is a document that brings each program's goals and policies together under a common framework. The plan itself (and summary IPSF) is merely the tip of the integrated planning, however.<sup>9</sup> It is essential to remember that integrated planning is a *system* intended to facilitate how a tribe thinks about and acts upon resource management and economic development. Because it is a system, the creation of an IPSF requires tribes to develop *processes* to coordinate the goals, policies and activities of sectoral programs. While these processes should not be considered the defining characteristic of an integrated planning system,<sup>10</sup> they are in many respects ends in themselves because they facilitate coordination among sectoral programs.

Three important points follow from this conception of integrated planning. First, the existence of an integrated *plan* (or summary framework) does not guarantee the existence of an integrated planning *system*. Just calling something "integrated" does not make it so. An integrated planning system can exist only when each program's goals and policies are truly coordinated with the tribe's other program goals and policies.<sup>11</sup> Second, it is essential to remember that planning often accomplishes very little by itself. It is relatively easy for tribes to construct integrated planning system frameworks. *The real challenge is for tribes to put the Plan to work—to*

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<sup>9</sup>The existence of an integrated planning framework (the document) accomplishes nothing in itself. The plan can only be useful *if it is put to work*. This point cannot be overly emphasized, as lessons from both international development and Indian Country demonstrate that oftentimes plans are created, then never used.

<sup>10</sup>This is to say that it may be problematic to consider integrated planning systems as merely a set of processes that must be strictly adhered to. While integrated planning should encompass rules and procedures (i.e. a clearly defined project approval process), a certain level of flexibility should exist and be promoted. That is, the benefit of having processes is that they encourage program managers and staff to consider many of the same factors when making and acting upon program decisions.

<sup>11</sup>Likewise, just because a tribe does not have an integrated plan, this does not mean that the tribe does not function within an integrated planning system. For example, the White Mountain Apache Tribe does not have an explicitly defined integrated planning system, though its Tribal programs' activities are highly coordinated. In this sense, the Tribe's programs operate in an integrated manner.

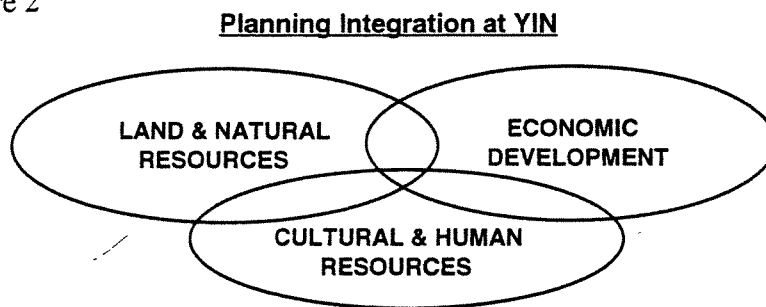
*implement the Plan in a manner that changes the way decisions are made and the ways activities take place.* Integrated planning needs to function on a ground level; that is, program managers need to consistently think about implications their programs' actions may have on other programs. Third, there is no "standard" or "correct" integrating process that can be prescribed to all tribes wishing to develop an integrated planning system. The uniqueness of each tribe's history, culture, governance, and formal and informal institutional norms precludes the existence of an integrated planning formula. What is known, however, is that the implementation of an integrated planning system cannot occur overnight. It takes most tribes several years to develop and implement an integrated planning system.

The Confederated Salish and Kootenai Tribes' Comprehensive Resources Management Plan took six years to reach implementation phases. The San Carlos Apache Tribe is now in the third generation of its integrated plan, which also took several years to develop.

## **2. The Pay-Offs of Planning**

Integrated planning at the YIN should be developed into a comprehensive system for guiding decision making within three areas critical to the "whole" of the Yakama life: natural resource management, cultural and human resource management, and economic development.

Figure 2



### **Goals of YIN Integrated Planning Components**

**Land & Natural Resource Management:** To manage, conserve, protect and enhance the Nation's lands and natural resources so as to protect strengthen, and perpetuate the YIN's treaty rights and to protect the Nation's political integrity, economic security, health and welfare in land and natural resource matters.

**Cultural and Human Resource Management:** To preserve and strengthen traditional Yakama culture; to maximize individual potential; and to educate youth through traditional and contemporary means and methods.

**Economic Development:** To create jobs for the YIN people; to promote economic growth and long-term prosperity through culturally and environmentally sensitive development.

Coordinating these goals and policies can bring numerous benefits to the YIN. These are strategic decision making, economic efficiency, and increased sovereignty, as detailed below. The relationship between these components is illustrated by Figure 2.

### **(a) Strategic Decision Making**

Given the YIN's large, well-established bureaucracy comprised of both cultural and technical experts, integrated planning may be a good way to ensure that everyone shares short and long term goals and objectives for the Yakama people, the Nation's resources, and institutions. Because integrated planning requires program managers across sectors to develop goals, policies and activities that are not only consistent with the long-term interests of the Nation, but also complement the goals, policies and activities of other sectoral programs, the Nation will reduce the number of questionable decisions made.

For example, before a decision is made to irrigate Yakama farmlands, program managers will consider not only how the Fisheries Program and Water Programs will be affected, but also how this decision fits into the overall goals of the Nation.

In the absence of effective planning, reactive or *ad hoc* policy and decision making may be prevalent, a practice which increases the potential for making choices that are inconsistent with the Nation's long term interests. Strategic decision making, a practice integrated planning facilitates, can make everyone's job easier, as programs are likely to spend less time responding to unforeseen "crisis" situations (for example, "An ANA grant just came up—stop everything!"). Under an integrated planning system, program managers and their staff will already know what types of projects are feasible and what the Nation's priorities are.

### **(b) Economic Efficiency**

An integrated planning system is also likely to increase economic efficiency. Since the planning process requires careful assessment of the Nation's competitive position across sectors, the Nation will be better able to develop and review its strategic options.<sup>12</sup> In turn, the Nation can evaluate tradeoffs (financial, cultural, and otherwise) across programs and sectors and

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<sup>12</sup>Jonathan Taylor, *Negotiating a Vision: Principles of Comprehensive Resource Planning and a Planning Process for the White Mountain Apache Tribe*, p. 2.

make appropriate resource allocations that maximize net gain to the YIN. This would allow the Nation to focus on activities that best utilize its limited (though abundant) resources.

For example, when deciding whether to make a capital investment in an agribusiness distribution center or an investment in a hotel/motel conference facility, the Nation can easily identify the relevant benefits and tradeoffs (i.e., return per dollar invested, number of jobs created, opportunity costs).

Increased economic efficiency is cost saving. If the Nation's funding decisions for programs and projects are based on a comparison of net gains across sectoral activities—rather than considered in programmatic isolation—then tribal assets are likely to be allocated first to those projects that bring the greatest benefit to the Nation.<sup>13</sup>

### **(c) Increased Exercise of Sovereignty**

By implementing an integrated planning system, the YIN can take greater control of its future and exert its sovereignty. Dependence on the federal government is one of the greatest obstacles to tribal sovereignty. As long as the Bureau of Indian Affairs (BIA) carries primary responsibility for affecting economic conditions on the reservation, development and resource management decisions will tend to reflect the Bureau's agendas. Yet the BIA has weak incentives to make appropriate development decisions. Unlike tribes, which bear the consequences of development decisions, the Bureau remains largely unaffected by the costs of lost opportunities or wasted resources.<sup>14</sup> Studies of tribes throughout Indian Country demonstrate that successful tribes are "uniformly marked by aggressive assumptions of authority over tribal development decisions."<sup>15</sup>

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<sup>13</sup>The term "net gain" does not refer solely to adjusted monetary gains for the purpose of this report. Rather, net benefit or gain can be applied to investments in intangibles such as culture. For example, the Nation could measure the "net gain" of investing in an activity that promotes greater cultural awareness by assessing how much "return" in awareness is needed to justify a monetary investment. Economic efficiency, for the purposes of this report, merely refers to a condition in which the last incremental asset (dollar, employee, etc.) added to each program or project generates equal return regardless of the project to which it is added.

<sup>14</sup>Steven Cornell and Joseph P. Kalt, "Reloading the Dice: Improving the Chances for Economic Development on American Indian Reservations," in *What Can Tribes Do?* (Los Angeles: University of California, Los Angeles, 1993), pp. 15-16.

<sup>15</sup>Id. p. 16.

Yet *assertions* of sovereignty (for example, "we are sovereign because we are an Indian tribe and have treaty rights") are not enough. Sovereignty must be put to use. Development of an integrated planning system may be a way YIN can exercise its sovereignty.

The Confederated Salish and Kootenai Tribes found that by developing and implementing their Comprehensive Resource Management Plan, they could better ensure that BIA agents followed the Tribes' plan for allocating resources. There, in the early stages of the planning process, the parties signed a Memorandum of Understanding (MOU) which gave the Tribes control over the ways in which Bureau personnel, information, and analysis would be incorporated into their CRMP.<sup>16</sup>

Certainly, by shunning imposed direction from the federal government and taking control of its own future, the YIN can better achieve its goals for improved resource utilization, cultural promotion and preservation, and economic growth and prosperity. Defining and limiting BIA influence in YIN activities will be a significant step toward achieving the sovereignty which was reaffirmed to the Yakama people in the Treaty of 1855. Integrated planning, then, is a form of nation building—a process that produces self-determination and true sovereignty.

### **3. The Risks of Waiting**

The YIN may have serious stakes in making integrated planning work. Tribes across Indian Country find themselves at a critical juncture in the Tribal-US Government relationship. The 104th Congress' aggressive budget-cutting is a "red flag:" it is likely that the federal funds on which tribes like the YIN have historically relied on will be drastically reduced in the near future. Massive de-funding of tribal priority programs, block grant financing to states, and reorganization of the BIA are part of a larger movement that will require tribes like the YIN to become more self-sufficient. Indian-related federal spending trends, when corrected for inflation, have steadily declined between FY75 and FY96.<sup>17</sup> Although many drastic cuts were avoided this year due to the ambitious efforts of a few US Congressmen and numerous tribal leaders, the trend is real and it

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<sup>16</sup>Taylor, p. 4.

<sup>17</sup>Appropriations for the Bureau of Indian Affairs have decreased by \$20 million a year since 1976. Source: "Indian Reservations: How to Succeed, How to Fail," *The Economist* April 6-12 1996: 25.

holds serious implications for all tribes.<sup>18</sup> Effective planning is no longer an option—it is rapidly becoming a necessity. The YIN should think hard about where the Nation is headed and about the implications of *not* planning.

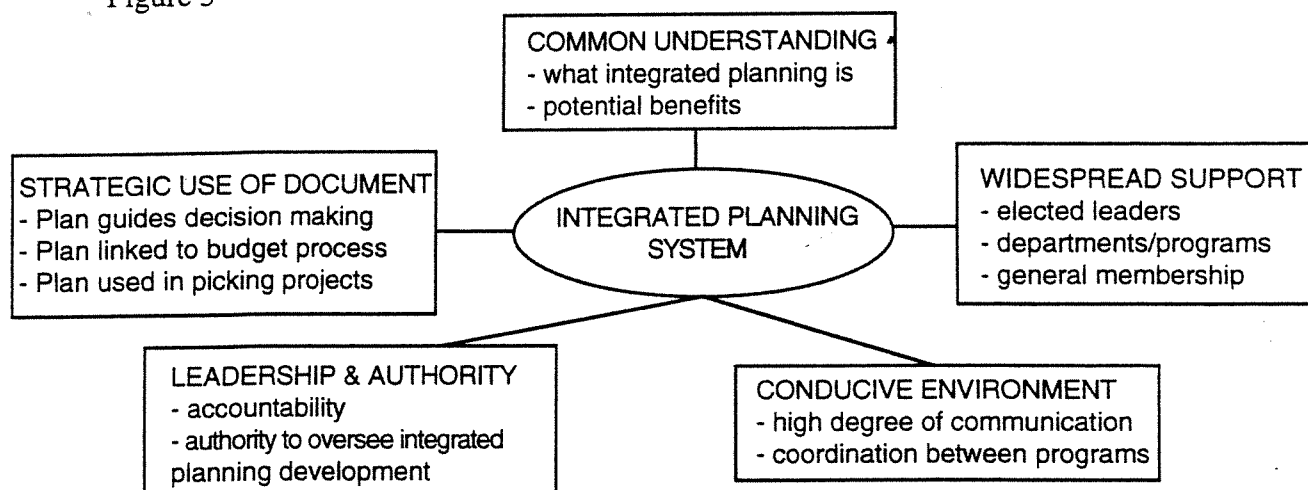
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## B. KEY ELEMENTS OF A "MODEL" INTEGRATED PLANNING SYSTEM

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Many tribes have attempted to develop and implement integrated planning systems, each with varying levels of success. Although there is no "model" system, there are several fundamental elements (or characteristics of successful integrated planning systems) that seem to contribute significantly to the success of tribes' integrated planning efforts.<sup>19</sup>

Figure 3



Identifying the elements needed for creating and sustaining a successful integrated planning system will prove useful to the YIN in two ways. First, these elements can provide a benchmark against which the Nation can assess the existing IPSF. Second, these elements can be used to guide the YIN as it attempts to re-develop integrated planning. The elements are introduced in Figure 3 and discussed in detail in the sections which follow.

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<sup>18</sup>In August 1995, the Senate Subcommittee on Interior Appropriations recommended cutting \$270 million from the BIA budget for FY1996. Eighty-six million dollars were restored by the House-Senate Conference Committee. Source: First Nation's Development Institute *Business Alert*, Vol. 10, No. 5, September/October 1995.

<sup>19</sup> These elements merely scratch the surface of what is needed for the successful development and implementation of an integrated planning system. However, they seem to be ingredients which are most fundamental—those which are found in all "successful" comprehensive plans. The above elements are drawn from other tribes' experiences with integrated planning (Confederated Salish and Kootenai Tribes, Hopi Nation, San Carlos Apache Tribe, White Mountain Apache Tribe), lessons from international development planning specialists, literature on public management and planning, and of course, what YIN members, employees, and leadership believe should be incorporated into the YIN integrated planning system.

## **1. Common Understanding of Integrated Planning**

Of paramount importance to the success of any tribe's integrated planning system is a common understanding of what integrated planning is, of what it requires, and of how the tribe can benefit from its implementation. Such an understanding should flow throughout the entire tribe, from enrolled members all the way to top elected officials in the tribal government.

A common understanding of integrated planning is critical in numerous ways. First, in the absence of common understanding, elected tribal leaders develop different and sometimes conflicting expectations about what an integrated planning system can and cannot accomplish. This severely constrains the prospects that an integrated planning system will be successfully implemented. Second, common understanding of integrated planning throughout the tribal bureaucracy is crucial because program managers and their staff control how integrated planning is carried out. Lastly, the tribe's general membership must understand what integrated planning is. Tribal members are the foundation of any integrated planning system because they ultimately benefit from its effects. Their participation in and input into the system's development is essential to the long-term sustainability of integrated planning.

The Salish and Kootenai Tribes found that frequent public meetings and hearings<sup>20</sup> facilitated a productive "give and take" in the development of their Comprehensive Resource Management Plan (CRMP): tribal government representatives explained to tribal members what the CRMP was and, in turn, tribal members expressed their views on what issues should be included in the scope of the plan and how various resources should be utilized.

## **2. Support for Integrated Planning**

Changes in the way a tribe operates can be accomplished without widespread participation or support. But lessons from international development suggest that such changes or reforms typically do not have the advantage of generating broad acceptance in society or providing community oversight of governmental actions.<sup>21</sup> Community oversight is needed to ensure that elected leaders are held accountable for decisions relating to integrated planning. It goes without

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<sup>20</sup>The Confederated Salish and Kootenai Tribes held six community meetings in six different locations on the reservation, seven meetings with county commissions and planners, two meetings with Tribal elders and cultural committees, one meeting with the Tribal Council, and two meetings between the Tribal and BIA technical teams. After the Comprehensive Resource Management Plan was drafted, the Tribes sought public deliberation before selecting a final plan (Taylor, p. 12).

<sup>21</sup>Grindle and Thomas, *Public Choices and Policy Change* (1991), p. 135.

saying that tribal council support for integrated planning is required for its development and implementation. What is less transparent, however, is that support from tribal members will also be necessary to implement an integrated planning system. Given that implementation usually takes several years, widespread tribal support is needed to sustain the process through its developmental stages. Without it, the chances that the planning process will stagnate or be lost completely in the tribal election cycle increase tremendously.

The Confederated Salish and Kootenai Tribes spent an entire year examining alternative approaches to comprehensive planning and mobilizing political support for their work program.<sup>22</sup> Their model of integrated planning is highly regarded in Indian Country in part because the Tribes were able to garner support for integrated planning early on and sustain widespread support as the plan graduated into later stages of implementation.

### **3. An Environment Conducive to Integrated Planning**

There are two critical characteristics of an environment that is conducive to integrated planning: (1) a high degree of communication among all levels of the tribal government, and (2) a high degree of coordination among program managers, elected officials and tribal staff.<sup>23</sup> While neither characteristic is necessarily inherent within any tribal government, those tribes which are considered to have successful integrated plans possess both. Since integrated planning requires tribal leaders to provide managers with a strategic direction for the tribe and that managers work together to create goals and policies that complement one another, communication and a willingness to coordinate are essential. Sometimes, fostering this type of environment is difficult: tribal politics and protection of turf may pose obstacles to increased communication and coordination. High degrees of communication and coordination are nonetheless necessary for implementing successful integrated planning systems.

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<sup>22</sup>Taylor, p. 14.

<sup>23</sup>Creating an environment conducive to integrated planning, replete with high degrees of communication and coordination, is part of creating a sound tribal institutional foundation. The National Executive Education Program for Native American Leadership (NEEPNAL) concludes that there are three components needed to build a solid tribal institutional foundation: (1) building governing institutions that work and that people believe in, (2) creating an environment in which development can happen, and (3) creating an environment in which development can last.

#### **4. Leadership and Authority**

For integrated planning to get off the ground and to be subsequently sustained, it is necessary for tribes to have or develop a single vision of leadership *as it pertains to integrated planning*. An individual, or group of individuals, must take control of the integrated planning system. Leadership is needed for two reasons. First, leadership creates accountability. For example, if a planning team is created to oversee the creation of an integrated planning system, then program managers, staff and council members know whom to turn to if the process stalls or if a specific issue or problem arises. Second, sound leadership can avert and regulate the conflict that invariably arises as an integrated planning system is developed. The leadership must ensure that diverse opinions are heard, focus attention on the key issues of a dispute, and facilitate compromise.

Such leadership for integrated planning must also be recognized and accepted by all departments, programs and offices. If integrated planning leadership is not legitimized, the likelihood of individual or group obstruction increases as programs protect their turf to the detriment of the entire tribe.<sup>24</sup> Leadership must also be coupled with authority, that is, the ability to make key decisions and to define the roles and responsibilities of integrated planning participants. The authority to determine who will participate in the planning process and how they will interact are critical components of integrated planning leadership.

For several tribes that use integrated planning, systemic leadership began with the Tribal Council (or comparable tribal authority), which not only articulated a strategic vision for the tribe, but also determined which players would take control of the integrated planning system. For the Hopi Nation, the integrated planning leadership began in the Office of the Vice Chairman, who assumed responsibility for overseeing the Hopi integrated planning system. For the San Carlos Apache Tribe, the Forestry Office initially led its BIA-mandated Integrated Resource Management Plan, but the Planning Office assumed responsibility over the process once the IRMP was expanded to include human resource management and economic development. For the Confederated Salish and Kootenai Tribes, the Tribal Resource Planning Office coordinates the Tribes' Comprehensive Resource Management Plan.

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<sup>24</sup>Legitimacy can be manifest in several forms: professionally, culturally, and technically. In the Yakama case, the integrated planning leadership should be legitimate in all three respects. The leadership should be professionally legitimate (formally recognized by the elected leaders), culturally legitimate (Yakama people trust that the leadership will make culturally-appropriate decisions), and technically legitimate (the leadership is endowed with solid management skills).

## **5. Strategic Use of Integrated Plan**

Developing an integrated plan is only one step toward establishing an integrated planning system. The tribe must then use the Plan to guide daily decisions and activities as they pertain to economic development, natural resource management, and cultural and human resource management. Linking the integrated planning system to the tribal budget process may be necessary to ensure that integrated planning effects change in tribal decision making.

Johnson and Trussell, a consulting firm specializing in developing resource management plans for tribes, suggests that the strategic use of an integrated plan is possible only when there is a "strong and definable link" between the integrated plan and the tribe's finance department and budgeting process.<sup>25</sup>

When project funding is conditioned upon a clear demonstration that any given project is consistent with the goals and policies of other sectoral programs, project managers have a strong incentive to utilize the integrated plan as it was intended. This linkage between the Plan and the budgetary process is likely to ensure that the Plan is used—not just created for the sake of having one.

Strategic use of an integrated plan also requires that the tribe regularly update the Plan to reflect shifts in program goals and policies, tribal institutions, resources, and priorities. Plans, by their very nature, are quickly outdated by constant flux in tribal conditions. For this reason, the Hopi, San Carlos Apache, and the Salish and Kootenai Tribes all regularly revise their integrated plans, and each refers revisions to the Tribal Council (or comparable governing institution) for reauthorization. Change must not only be expected, but also dealt with directly in the integrated planning system.

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<sup>25</sup>Telephone interview, Charles Johnson, January 3, 1996.

## SECTION THREE

### BARRIERS TO INTEGRATED PLANNING AT YAKAMA INDIAN NATION

#### A. LESSONS FROM THE YAKAMA INDIAN NATION IPSF

The idea of incorporating economic development and cultural and human resource management into the pre-existing IRMP surfaced at the YIN in mid-1994 when the Nation contracted with a consultant hired to oversee the creation of previous natural resource management plans. The consultant held several strategy sessions and collaborative meetings in which the idea of expanding the scope of integrated planning was discussed. By the end of these sessions, programs were given the opportunity to submit a list of goals and policies they would like included in the IPSF. Some programs submitted the goals and policies already included in their management plans, while others used the opportunity to suggest new ideas or policies that correspond to programs' "pet projects" (thus, several individuals have named these "wish lists"). The current YIN IPSF is a compilation of these goals, policies and ideas.

Figure 4

#### PROBLEMS SPECIFIC TO THE CURRENT INTEGRATED PLANNING SYSTEM FRAMEWORK

PROBLEM	EXPLANATION
<ul style="list-style-type: none"> <li>• Cosmetic, forced fit between natural resource management, cultural and human resource management, economic development; there is no "logic" to the Plan's goals and policies</li> </ul>	<ul style="list-style-type: none"> <li>• Goals and policies for each program were developed independently; little effort given to coordination or integration when developing IPSF</li> </ul>
<ul style="list-style-type: none"> <li>• IPSF is unwieldy and unmanageable</li> </ul>	<ul style="list-style-type: none"> <li>• Plan is comprised of 105 policies, and more are to be added before IPSF is complete</li> </ul>
<ul style="list-style-type: none"> <li>• IPSF does not give policy or activity direction; impossible to determine tribal priorities</li> </ul>	<ul style="list-style-type: none"> <li>• Almost any project, regardless of feasibility or desirability, can be justified by IPSF</li> </ul>
<ul style="list-style-type: none"> <li>• IPSF cannot be implemented</li> </ul>	<ul style="list-style-type: none"> <li>• No implementation strategy exists</li> </ul>

Since the existing (1994) YIN IPSF is simply a conglomeration of sectoral programs' goals and policies, there is only a forced, cosmetic fit between natural resource management, cultural and human resource management, and economic development. As a result, the IPSF is not an

integrated plan at all, as minimal effort was expended in trying to ensure that various goals and policies did not conflict. Moreover, the Plan and summary framework are considered by many to be unwieldy: the IPSF lists 105 policies spanning sectoral programs. Further concern is directed toward the fact that "just about any project would fit under at least one of the 'bullet' statements...", meaning that even projects that are infeasible or clearly antithetical to the interests of the Nation could be justified by the IPSF.

Identification of these Plan-specific problems, as shown in Figure 4, is useful for understanding what may have gone wrong with the YIN's 1994 attempt at developing an IPSF. Specifically, these problems serve as good indicators that the 1994 IPSF is flawed in numerous respects. These Plan-specific problems, however, hold limited power for explaining why the Nation's (several) attempts to develop and implement an integrated planning system have consistently stagnated. In thinking about how the Nation should begin to reform its integrated planning system, there may be strong pressure to merely simplify the 1994 IPSF by limiting the number of goals and policies included or requiring program managers to submit prioritized policies. Yet this type of "reform" is superficial. It ignores the fact that more deep-seated barriers have contributed to the previous planning failures at YIN. The YIN will have to confront and overcome these barriers in order to develop an improved IPSF.

The following section identifies and analyzes fundamental barriers the YIN faces as it seeks to reform the existing IPSF. The barriers identified roughly correspond to the key elements for creating and sustaining a successful integrated planning system, outlined in Section Two, subsection C.

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## **B. IDENTIFYING THE EXISTING BARRIERS TO INTEGRATED PLANNING**

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### **1. Lack of a Common Understanding of Integrated Planning**

At present, there is no common understanding of what integrated planning is. Tribal Council members define integrated planning differently from program managers, who define it

differently from their staff, who define it differently from the BIA, *etc.*<sup>26</sup> Some of these individuals have a general idea that planning is a strategic way of thinking about the future. Yet few understand how integrated planning differs from planning in general, or that it requires the various sectoral programs to coordinate their goals, policies, and activities. In terms of the general membership's understanding of integrated planning, one Tribal Council member estimates that about 80% either do not know that the Nation has made attempts to develop an IPSF, or do not know what integrated planning is. On a more basic level, there is no common understanding of what "economic development" is.<sup>27</sup> Such confusion permeates all levels of the YIN bureaucracy and general membership.

There is also significant confusion over *what* is to be integrated in the IPSF; it is not widely known that the IPSF seeks to coordinate natural resource management, cultural and human resource management and economic development. This confusion may be present for numerous reasons:

- First, the previous "integrated plans" at YIN were fashioned after the BIA's IRMPs, which were solely concerned with natural resource management;
- Second, the economic development component of the 1994 IPSF is only superficially attached to the IPSF and is formatted differently from the rest of the Plan;
- Third, many simply have not seen or bothered to read the latest version (Sept. 1994) of the IPSF. For example, of the 20 individuals gathered in November 1995 to discuss integrated planning reform, about one-third had not seen the 1994 IPSF;
- Fourth, sectoral programs have different conceptions of what the IPSF's focus is or should be. For example, the Economic Development Office would like the Plan to

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<sup>26</sup>Differences in how individuals define economic development are both role-based and individual-based. The differences are role-based in that a significant proportion of the personnel in the Department of Natural Resources and cultural programs perceive economic development to be a threat to the Nation's natural resources. The differences are also individual-based: many individuals' definitions are based upon their personal experiences and/or how they would like economic development to be defined.

<sup>27</sup>Many believe that the sole purpose of "economic development" is to build infrastructure on the reservation, which comes at the expense of Yakama culture and natural resource protection and restoration. They are not alone: throughout Indian Country, it is common to hear that only "progressives" support tribal economic development and that "traditionalists" are opposed to it. While these perceptions of "economic development" certainly arose from past experiences at Yakama and the past experiences of other tribes, the dichotomy is based on a fundamental misunderstanding of what economic development is (or can be). Economic development can be defined to be a series of choices about how an entity (like a tribe) uses flows (such as consumption activities) to change its stock (such as capital assets and goods). Economic development, in the tribal sense, is typically embodied by a set of policies and projects that are intended to improve the lives of people via economic growth. As such, economic development does not necessarily come at the expense of "traditional" ways of life. In short, the relationship between economic development and cultural preservation is not zero-sum. It is possible for both to occur together: this is the notion of *self-determined* economic development proposed by the current integrated planning efforts.

give more attention of job creation and sustainable development, while the Department of Natural Resources feels the Plan's focus should be on natural resource protection and preservation.

The lack of widespread understanding of what integrated planning is, what is being integrated, and what the focus of the IPSF should be poses a fundamental problem for the YIN.<sup>28</sup> If the general membership does not understand what is taking place on the government level, individual tribal members cannot give input or even decide whether integrated planning is advisable for the Nation. Yet, the Nation's elected leadership or programs cannot help the general membership understand the various aspects of integrated planning when they themselves are confused. As long as these confusions exist at the level of the elected leadership, IPSF reform is highly unlikely. Even if the IPSF is completed, as long as program managers have different or conflicting expectations for it, the chances that it will be implemented are greatly reduced. It is important to recognize that widespread and common understanding of integrated planning is the backbone of any attempts to revise, develop, implement, and sustain a new YIN IPSF.

## **2. Insufficient Support for Integrated Planning**

Unlike the 1987 Lands and Natural Resources Policies Plan, there is no resolution approving the 1994 YIN IPSF. Although a resolution is not needed to begin reform, neither the Tribal Chairman, the Tribal Council, nor the General Council have allocated additional funds to further develop the existing IPSF. This lack of financial support may be the result of a mixed understanding among the Nation's leaders of what integrated planning is and its potential benefits. In fact, it may be the case that such misunderstanding has actually bred opposition to integrated planning: at present, about one-half of the Tribal Council members are opposed to integrated planning. In terms of the general membership, given their limited understanding of what integrated planning is, it is difficult to assess their support or opposition.

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<sup>28</sup>It may be extremely difficult to assess when such widespread understanding of integrated planning finally exists. There is no doubt, however, when such understanding does not exist. While it may not be necessary that YIN elected leaders, program managers and staff, and YIN general membership share *exactly* the same understanding, each should nonetheless have a basic grasp of how integrated planning differs from other forms of planning, what the IPSF seeks to integrate, and why the Nation should consider integrated planning as a decision making system.

Like the general membership and Tribal elected leaders, there are mixed levels of support for integrated planning among the YIN bureaucrats and BIA employees. Accustomed to operating in programs that have been relatively isolated from other programs, some tribal bureaucrats do not support integrated planning because it would force them to open the doors to and coordinate with other sectoral programs' goals, policies, and activities. Opposition, therefore, may be associated with a high level of operational complacency. Although the BIA has been largely supportive of integrated planning at Yakama, there are indications that some Bureau employees may be averse to integrated planning because it would require them to turn over many of their responsibilities to the YIN, and many Bureau employees do not feel that their native counterparts have the technical or managerial capacity to take these responsibilities on.<sup>29</sup>

In conclusion, although there appears to be some support for integrated planning, it is thin and diffuse at best. The lack of widespread support for integrated planning poses a major impediment to reforming the existing IPSF. Without formal Tribal Council acceptance of the IPSF, reform is likely to go unfunded; and without widespread support from the Nation's bureaucrats and elected leaders, any future efforts to coordinate the goals, policies, and activities of programs will encounter significant resistance. Moreover, without the support of the Yakama general membership, integrated planning is likely to become a political "loser" that eventually leads to its downfall.

### **3. A Flawed Environment for Integrated Planning**

As stated in Section Two, there are two characteristics of an environment that is conducive to integrated planning: (1) high levels of communication among all levels of tribal government; and (2) high levels of coordination across tribal sectoral programs. Neither characteristic exists at the YIN. In many respects, this flawed environment is the most formidable barrier to integrated planning.

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<sup>29</sup>For example, some BIA employees feel that the YIN does not have the technical or managerial capacity to comply with federal environmental regulations as they pertain to natural resource management.

### (a) Low Levels of Communication

Communication between program managers is highly infrequent. That not all programs are located in the same tribal building may partially explain why sectoral programs do not share information or maintain regular contact with one another.<sup>30</sup> Any real explanation of why there is so little communication between sectoral programs goes much deeper than differences in physical location, however. Rather, many program managers do not see any need to share information such as project updates.<sup>31</sup> Consequently, it is not uncommon to encounter a program manager who is completely unaware of the functions and actions of other sectoral programs even if they have direct effects on his program. Such unawareness and lack of regular communication may lead to reactive decision making.

If Program A suddenly learns that Program B received Committee approval to embark on a project that is in conflict with A's goals and policies, Program A must mobilize quickly to voice its objections—if Program A even knows about Program B's project. Reactive decision making is extremely time-consuming; if programs had greater awareness of what other programs were doing in the first place, less time would be expended trying to stop activities after they have already begun.

Some BIA employees echo the same complaint: YIN programs do not communicate with the relevant offices in the BIA. Deep-seated animosity coupled with the sentiment that "the BIA is effective at stopping projects, but is completely ineffective at helping the YIN get projects off the ground" may explain the limited communication between the YIN and the BIA. Nevertheless, as long as the BIA has the power to stop projects *at almost any time*, lack of communication merely creates new problems for the Nation and ultimately contributes to what most consider an adversarial relationship.<sup>32</sup>

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<sup>30</sup>For example, Timber, Fish & Wildlife programs are in a different location than Water programs, which are in yet a different location from Environmental programs, etc.

<sup>31</sup>The role of personality cannot be overlooked in explaining why communication between programs is so limited. Personal grievances and clashes in personal agendas may be an important factor in explaining why some individuals believe communication is not essential.

<sup>32</sup>In fact, the BIA does have significant power to stop or delay Indian projects, at YIN and elsewhere. In the discussion papers of the *1993 Tribal Leaders Summit on Indian Country and the Clinton Administration*, presented by the Senate Committee on Indian Affairs, it was noted that: "American Indian tribes and individual Indians own over 50 million acres of land that are held in trust by the United States. These lands have abundant farming, ranching, minerals, timber, and water resources activity and even greater potential. However, this huge capital asset is underutilized as a means of promoting Indian economic development and employment because of two primary reasons: 1) Bureau of Indian Affairs (BIA) regulations make it burdensome for Indians to use this asset, and 2) the federal government has not provided Indians with sufficient support to help them actively control and use trust assets for economic development."

In general, communication between the Tribal Council and program managers/staff is also flawed. Here, however, the problem does not stem from low levels of communication, but rather from the wrong forms of communication. This may lead to a general confusion over roles and responsibilities between the Tribal Council and the programs they oversee. It is frequently claimed that the Tribal Council does not give programs sufficient policy direction or guidelines necessary to clarify each program's mission, objectives, goals, and policies. In turn, program managers feel that they "wear the policy hat" too often, and have "to take our best guess about what the Tribal Council wants" in terms of overall program direction. As a result, policies relating to each sector are program driven. This could explain why programs submitted "wish lists" when the 1994 YIN IPSF was drafted. Further, because the elected leaders do not give programs sufficient policy direction, the Tribal Council ends up micromanaging program activities and intervening in day-to-day decision making within programs. In many senses, the roles of the Tribal Council and program management/staff are reversed. Elected leaders should be expected to provide programs with more overall direction while intervening less in the programs' daily activities and project implementation. Studies conducted by the Harvard Project on American Indian Economic Development suggest that this confusion and misplacement of roles and responsibilities creates a political environment that is unsafe for development—integrated planning included:

The primary economic task of a nation's government [elected leaders] is not to make day-to-day business decisions, but to create and sustain an appropriate economic environment for that nation, to lay in place the rules of the game that economic players will follow, and to make strategic decisions about the overall direction development should take. This is true from the United States to Poland or Japan, and from the Passamaquoddy Reservation to the Northern Cheyenne.<sup>33</sup>

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Although the YIN has had some success in using 638 Contracts and Self-Governance Demonstration Projects as means of reducing BIA influence in the Nation's development activities, their use is not yet widespread. As a result—and partially due to the fact that "638s" and "Self Governance" have limitations in terms of giving tribes total control over their resources—the BIA still maintains a formidable presence on the Yakama Indian Reservation. As trustees of Indian lands, the BIA has considerable influence in determining what tribal actions fall under the realm of the National Environmental Policy Act (NEPA). The BIA has relatively unfettered power to delay or stifle projects through Environmental Assessments (EAs), and other regulatory mechanisms.

<sup>33</sup>Steven Cornell and Joseph P. Kalt, "Reloading the Dice: Improving the Chances for Economic Development on American Indian Reservations," p. 30.

## (b) Lack of Coordination

The strategic consequence of low levels and/or flawed forms of communication, which are found throughout the YIN's bureaucracy, is a lack of coordination among sectoral programs. Since YIN programs have operated independently for a number of years, coordination of activities across sectoral programs does not take place. Many programs simply have no interest in coordinating activities with other programs. Yet even for those programs that would like to work more closely with other programs, coordination may be impossible because not all programs have management plans.<sup>34</sup> The absence of management plans is particularly damaging to the prospect of integrated planning in the context of project development.

The recently created YIN log sort-yard presents a good example of how a lack of coordination among sectoral programs can result in bad-project implementation. In this case, YIN Forestry essentially "pushed" the project through a vaguely defined approval process with extremely little consultation from other sectoral programs. By-passing both the BIA, YIN's Environmental Office, and the Economic Development Office, as well as failing to secure a zoning permit, YIN Forestry led the initiative to build the sort-yard *on a contaminated site*. Although it has yet to be determined whether (a) the sort-yard will be re-located, (b) the project will stop, or (c) the project will continue, it is certain that each option is environmentally and financially costly to the Nation.

Without an integrated planning system, replete with management plans and a clear project approval/implementation process, any coordination that does take place at the YIN is *ad hoc*, and strictly done at the will of particular program managers. As the above example demonstrates, this lack of coordination may have undesirable and costly implications. A clearly defined project approval/implementation process that recognizes the importance of sectoral interdependencies (as integrated planning does) is needed to avoid making such mistakes in the future.

## 4. Uncertain Leadership and Authority

The fourth element in Section Two states that for integrated planning to be re-created and be subsequently sustained, it is necessary that the Nation have a single focus of leadership to control its integrated planning system. For the YIN, there is no one individual or group that can be

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<sup>34</sup>There are strong indications that the Nation's leadership and Finance Department are strongly encouraging each program to develop a management plan describing its goals, policies, and a list of activities the program is currently (or plans to) engage in. However, at this point in time, management plans are not standard operating procedure, and the ones that do exist were not developed under a standard format.

considered "in charge" of the IPSF. At present, the Economic Development Office has *de facto* responsibility for overseeing the Plan's development. Yet, because responsibility is assumed rather than codified by a YIN resolution, the Economic Development Office has limited authority to make key integrated planning decisions or to define and enforce the roles and responsibilities of integrated planning participants. As long as integrated planning leadership remains vague and vested in an office which is afforded limited authority and funding, the IPSF is likely to remain in its current stalemate.

### **5. Uncertainty About How to Use the Integrated Planning System Framework**

The issue of how the YIN plans to use a revised IPSF must be clarified before attempts to reform the existing Plan take place. The fifth element in Section Two (Strategic Use of Plan) states that integrated plans should function to guide daily tribal decision making and be linked to the tribal budget process. To date, there is uncertainty about how a revised IPSF will be used. Specifically, several questions remain unanswered: How will the Plan be linked to the Finance Department and the Tribal budget? How will programs and the Tribal Council use a new IPSF to make resource allocation decisions or project decisions? How will the project approval process be different under an integrated planning system? The strategic problem, in short, is a general confusion about what is to occur once a revised IPSF is completed.

Figure 5

## KEY ELEMENTS OF INTEGRATED PLANNING & EXISTING BARRIERS AT YAKAMA INDIAN NATION

NECESSARY ELEMENTS	EXISTING BARRIERS
<p><b>1. Common Understanding of Integrated Planning</b></p> <ul style="list-style-type: none"> <li>- what integrated planning is</li> <li>- potential benefits of integrated planning</li> </ul>	<p><b>1. YIN lacks common understanding of Integrated Planning</b></p> <ul style="list-style-type: none"> <li>- general membership does not know IPSF exists</li> <li>- widespread confusion about what is to be integrated</li> </ul>
<p><b>2. Widespread Support for Integrated Planning</b></p> <ul style="list-style-type: none"> <li>- key groups: tribal leadership, department/programs/ staff, general membership</li> </ul>	<p><b>2. Insufficient support for integrated planning</b></p> <ul style="list-style-type: none"> <li>- no formal recognition of existing IPSF</li> <li>- no funding to revise or complete IPSF</li> <li>- some opposition to integrated planning from key groups</li> </ul>
<p><b>3. Environment Conducive to Integrated Planning</b></p> <ul style="list-style-type: none"> <li>- high levels of communication between key groups</li> <li>- coordination between sectoral programs</li> </ul>	<p><b>3. Low levels of communication and coordination in bureaucracy</b></p> <ul style="list-style-type: none"> <li>- programs operate independently (with complacency)</li> <li>- Tribal Council's and programs' responsibilities are muddled</li> </ul>
<p><b>4. Integrated Planning Leadership &amp; Authority</b></p> <ul style="list-style-type: none"> <li>- integrated planning process centralized</li> <li>- accountability relationships created</li> </ul>	<p><b>4. No one is "in charge" of Integrated Planning</b></p> <ul style="list-style-type: none"> <li>- no integrated planning authority</li> </ul>
<p><b>5. Strategic Use of Integrated Plan</b></p> <ul style="list-style-type: none"> <li>- IPSF linked to tribal budget process</li> <li>- IPSF guides strategic decision making</li> </ul>	<p><b>5. Uncertainty about how to use Integrated Planning System Framework</b></p> <ul style="list-style-type: none"> <li>- what happens once Plan is complete?</li> <li>- previous plans were not linked to YIN budget process</li> </ul>

## SECTION FOUR RECOMMENDATIONS

Given the barriers outlined in Section Three, what actions should the YIN take, in terms of process reformation and institutional change/adjustment, to coordinate the goals and policies of the fourteen sectoral programs to be included in the Plan? A five part strategy is recommended:

- **Getting Started: Achieving Widespread Understanding and Support**  
Using a collaborative effort to put integrated planning back on the YIN's agenda, beginning with "selling" the idea to the Tribal Council.
  
- **Building a Yakama Indian Nation Integrated Planning Team**  
Building a broadly representative team to oversee, coordinate, and facilitate the integrated planning process at the YIN.
  
- **Developing Management Plans**  
Requiring programs to develop standardized management plans that ultimately become the basis of the integrated planning system; clarifying the roles and responsibilities of the Tribal Council and programs when developing management plans.
  
- **Creating a New IPSF**  
Defining a process for creating a new IPSF that begins with achieving widespread understanding and support and ends with a new, truly integrated IPSF.
  
- **Using the IPSF for Tribal Decision Making/Project Proposals**  
Defining a project selection/approval process under the integrated planning system which ensures that projects are consistent with sectoral programs' management plans and have budget justification.

These recommendations, which are described in detail below, are intended to point the YIN in the right direction as it begins to rethink (and reform) integrated planning. Obviously the Nation is in a better position to determine how political, social, cultural, economic, and managerial nuances at Yakama will affect the development of a planning process. Hopefully these recommendations will spark discussion about integrated planning—which in itself will be a significant accomplishment.

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## A. GETTING STARTED

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Building consensus, among the YIN elected leadership, bureaucracy, and general membership, around the idea of integrated planning is of paramount importance. Common understanding of and support for integrated planning is the underpinning of any planning effort. Building consensus, however, should first occur among the YIN elected leadership because only they have legitimate authority to make the key initial decisions integrated planning at Yakama. If their participation and support is solicited early in the integrated planning process, the final product is more likely to be passed by Tribal resolution and it will also better reflect the interests of the Yakama people.<sup>35</sup> However, building consensus among YIN leaders will not happen spontaneously—a catalyst is needed to set off the process. Because the YIN Economic Development Office has *de facto* responsibility over the existing IPSF, it should consider initiating a collaboration with representatives from the three main components of the proposed integrated planning system (natural resources, cultural and human resources, and economic development). This collaboration can provide the catalyst to set off the process by drafting a position paper on integrated planning at the YIN.<sup>36</sup> The contents of this paper might include:

- **A common definition of integrated planning.**
- **Why the three components areas should be integrated.**
- **What the potential benefits of integrated planning are.**
- **Why the YIN leadership should support IPSF reform.**

Additionally, this collaboration should consider briefing the Nation's elected leadership at either a regular session of the Tribal Council and/or at a General Council forum. At the least, the coupling of the position paper and briefing will put integrated planning back on the Nation's agenda and get the leadership to think critically about how to proceed.

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<sup>35</sup>Elected officials have a high degree of accountability to the Yakama people. Unlike bureaucrats, elected officials face elections every four years (with staggered terms) and they are judged, in part, on their ability to represent the interests of the general membership. Elected officials, therefore, have an incentive to make decisions (about integrated planning, for example) that accord with the interest of the general membership.

<sup>36</sup>It may be advisable that this report be used as the basis for the position paper.

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## B. BUILDING A YAKAMA INDIAN NATION INTEGRATED PLANNING TEAM

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To create an environment that is conducive to integrated planning and to develop integrated planning leadership, the YIN should seriously consider the creation of an integrated planning team. The concept of this team is simple: it would be an institution which is responsible for coordinating and overseeing integrated planning. In this capacity, the "YIN Integrated Planning Team" would not only facilitate coordination among the fourteen sectoral programs to be represented in the IPSF but would also transfer the IPSF's ownership to the program level—which is critical for its implementation.

The creation of a YIN Integrated Planning Team is advisable for three reasons. First, this team would provide the integrated planning leadership and authority other tribes find essential to the development and maintenance of integrated planning systems.<sup>37</sup> One of the primary reasons why the 1994 IPSF failed to integrate the goals and policies of the Nation's programs was that no one was truly responsible for overseeing the development process. Second, the existence of an integrated planning team will centralize the planning process under a single, broadly representative institution. Since the team would be comprised of individuals who represent the various sectoral programs to be included in the IPSF, planning decisions would be made by a politically broad group rather than by one program or office. This is important because the YIN Integrated Planning Team would be able to mitigate programs' fears that any single program or office would have unilateral power to make decisions affecting all sectoral programs. Given the implicit (and sometimes explicit) tension between natural resource management and economic development, it would be problematic for either the Department of Natural Resources or the Economic

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<sup>37</sup>Both the San Carlos Apache Tribe and the Confederated Salish and Kootenai Tribes' integrated planning systems are overseen by their respective planning offices. For the Confederated Salish and Kootenai Tribes, the Tribal Resource Planning Office was responsible for overseeing both the development and management of the Tribes' integrated planning system. The chief functions of this office were to: 1) coordinate administrative and technical components of planning 2) serve as technical liaison between Tribal and BIA technical teams 3) serve as liaison between "affected and participating parties" and the Tribes 4) coordinate community meetings to define issues and goals and review existing conditions 5) prepare major documents of the plan 6) coordinate consultant's assistance to the Tribes 7) coordinate support staffs. Source: Taylor.

Development Office to oversee the planning effort on a long-term basis.<sup>38</sup> Third, on a logistical level, the YIN Integrated Planning Team would disperse the work load associated with reforming the 1994 IPSF.

### **1. Yakama Indian Nation Integrated Planning Team Structure**

The YIN Integrated Planning Team should be broadly representative; that is, it should be composed of managers from the various sectoral programs to be included in the new IPSF. These include representatives from:

- **Water Resources**
- **Fish Resources**
- **Wildlife Resources**
- **Forest Resources**
- **Agricultural Resources**
- **Rangelands**
- **Mineral/Energy Resources**
- **Economic Development**
- **Infrastructure**
- **Legal/Justice**
- **Social Services**
- **Health**
- **Education**
- **Cultural Resources**

In addition, the team should include several individuals from the Yakama general membership. The importance of including members of the general population cannot be stressed enough. Their participation is crucial not only because the Yakama people are the foundation of integrated planning and are the beneficiaries of the system, but also because the Yakama people can provide valuable input into the planning process. Moreover, including individuals from the general membership on the team is likely to increase popular support for integrated planning as well as give the Yakama people a sense of ownership over the Plan. Cultural leaders, elders, retired General or Tribal Council members, or former Chairmen might be appropriate and suitable members for participation on the YIN Integrated Planning Team.

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<sup>38</sup>Given that both Economic Development and the Department of Natural Resources have had significant experience with integrated planning (Economic Development led the 1994 effort, and Department of Natural Resources led the 1987 effort), either entity could feasibly lead the next attempt. This, however, is not advised since questions of ownership would almost certainly arise. The implicit tension between Economic Development and Natural Resources would undoubtedly surface, and ultimately this tension could undermine the planning process. As noted in Section Three, the Economic Development Office and Natural Resources Department have different ideas of what integrated planning is, what its focus should be, and how it should be carried out.

## 2. Appointment to Integrated Planning Team

The composition of the YIN Integrated Planning Team is a critical choice for the Nation because the team will be responsible for ensuring that programs' goals and policies are coordinated in their respective management plans. It is also a critical choice because the team must be able to remain above the day-to-day political demands and pressures that could potentially undermine the team's effectiveness.

The Tribal Chairman is encouraged to use an appointive system to create the YIN Integrated Planning Team.<sup>39</sup> An appointive system for participation in the team is recommended for two reasons. First, the appointment process can ensure that purely self-motivated individuals remain off the team because the Chairman has primary control over team selection.<sup>40</sup> In general, program managers should be the natural choice for the team's composition, as they can bring management and policy expertise. Further, since the team will be responsible for making policy decisions regarding the suitability of programs' management plans, managers should be considered before technicians.<sup>41</sup> Second, by appointing and mandating the participation of members, the Chairman has the ability to make sure the team does in fact form. It is conceivable that some prospective members would otherwise be averse to taking on additional responsibilities.<sup>42</sup>

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<sup>39</sup>This presumes that the Tribal Chairman fully supports integrated planning on the reservation. That the Chairman be given power to appoint team members underscores the importance that elected leaders understand and support integrated planning.

<sup>40</sup>Additionally, the Tribal Chairman should develop a policy regarding team member review and dismissal (if deemed necessary). The power to review and dismiss could be vested with the Tribal Chairman, or a review panel within the YIN Integrated Planning Team could be developed to address these issues.

<sup>41</sup>The YIN Integrated Planning Team can be as large or small as the Chairman determines. For example, the San Carlos Apache's integrated planning team is composed of: 1) community members, 2) Tribal Council, 3) Tribal administration, 4) all Tribal departments, 5) BIA, San Carlos Agency and Phoenix Area Office, 6) IHS, Housing Authority, and other local authorities, 7) Other affected federal, state, and local agencies. For the Yakama Indian Nation, such a large team is not necessary, as it would likely prove too cumbersome. Rather, the team should be likened to a task force. Because a high premium should be placed on efficiency, the YIN integrated planning team should probably not exceed 16 or 17 members (one manager representing each of the 14 sectoral programs to be integrated, and two or three members from the Yakama general membership). The Chairman may also want to consider including BIA employees as part of the team. This may not be necessary (or even desired) given that the integrated planning system is intended to be a YIN initiative. This is not to say that the BIA would not play a role in the integrated planning process at Yakama, however. BIA inclusion may be needed to carry out integrated planning, particularly in the areas of resource assessment and project review (to comply with NEPA, as needed).

<sup>42</sup>The Nation's leadership must also determine whether members of the YIN Integrated Planning Team should receive additional compensation for their participation.

### **3. Functions of Yakama Indian Nation Integrated Planning Team**

The most important function of the proposed team will be to supply the Nation with leadership (a team that is "in charge") as the new IPSF is developed. As the central overseer and coordinator of the planning process, the team will be responsible for numerous functions which include:

- **Serving as an intermediary between the Nation's leadership and the sectoral programs to be included in IPSF.**
- **Interpreting and carrying out policy directives from the Tribal Council, and work with Tribal Council members in defining roles and responsibilities.**
- **Facilitating meetings with programs to define issues, goals, policies, and administrative concerns.**
- **Preparing major integrated planning system documents and a new IPSF.**
- **Aiding in the development of standardized management plans for each program.**
- **Acting as a check on programs' integrated goals and policies.**

### **4. Team Tasks**

Once the Integrated Planning Team is selected by the Tribal Chairman, its first task should be to come together in a series of strategy sessions to discuss the fundamentals of integrated planning. Discussions about what went wrong with past IPSF efforts might be among the first issues to be addressed by the team. Additionally, these strategy sessions can be used to generate ideas about an appropriate process for creating a new IPSF and how to begin to achieve the five key elements found in all successful integrated planning systems.

The Integrated Planning Team strategy sessions also present an opportunity for the YIN's elected leaders to convey their ideas about integrated planning. Once the team has formulated a structured agenda for its meetings and has created conduct and procedural guidelines<sup>43</sup> the YIN's

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<sup>43</sup>These initial YIN Integrated Planning Team strategy sessions must be carefully structured so as to be productive (re-hashing old grievances would be counterproductive). It may be advisable to draft procedural and conduct guidelines for the strategy sessions. The YIN/BIA Interdisciplinary Team's conduct and procedural guidelines serve as a good model of how such guidelines can be developed. The IDT Conduct outlines are:

1. Listen to others
2. Show respect for others
3. Focus on the resource issue(s)

elected leaders should be invited to the sessions to offer their input. In order to become an intermediary between sectoral programs and the Tribal Council, the team must maintain regular communication with the Tribal Council.<sup>44</sup>

Most importantly, the team should begin to formulate an integrated planning process, that is, a detailed strategy for developing a new IPSF and how programs' goals and policies will be coordinated.<sup>45</sup> Deciding when the process will begin and end, what the role of the BIA will play in the planning process<sup>46</sup>, what YIN institutions will partake in planning and their respective roles, and what financial and human resources will be needed throughout the integrated planning process are all tasks that the YIN Integrated Planning Team should complete before attempting to draft a new IPSF.

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## C. DEVELOPING MANAGEMENT PLANS

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In Section Three it was argued that the absence of management plans both creates and compounds the lack of coordination between programs. Without detailed management plans, it is nearly impossible for one program to know what the others' mission, goals, policies and activities are. It may even be the case that programs themselves do not coordinate their internal actions. These fundamental problems must be resolved immediately.<sup>47</sup>

### 1. Management Plans as Mechanisms for Communication and Coordination

The development and subsequent use of management plans across *all* YIN programs is recommended to facilitate the creation of an environment which is conducive to integrated

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4. Commit to finding solutions

5. No side conversations

<sup>44</sup>The YIN Integrated Planning Team is encouraged to keep minutes of the strategy sessions. The minutes should then be distributed to the Tribal Council, whose members can then direct any objections or concerns to the team. The writing of minutes is also recommended because they allow the Chairman to oversee the activities of the team and ensure that team meetings remain productive. He can then alter the composition of the team, as needed.

<sup>45</sup>For illustrative purposes, the Confederated Salish and Kootenai Tribes' Comprehensive Land and Natural Resources Plan Process Phasing is included as an appendix. Note that their pre-planning phase took a full year. Since the YIN has made several attempts to develop and implement integrated planning systems, this pre-planning stage may not take as long.

<sup>46</sup>Once the team and Yakama elected leadership decide what role the BIA will play in the Nation's integrated planning system, the Chairman and BIA Superintendent will have to sign a Tribal-BIA MOU to explicitly outline the role of the BIA.

<sup>47</sup>One program manager stated that the lack of management plans makes it difficult for the Tribal Council (and the standing committees) to assess the merit of a proposed project. This manager also stated that the approval process for proposed projects would be much more efficient if the Tribal Council were able to simply ask programs to justify their project proposals against their management plan, i.e., "show me how this project fits into your management plan."

planning. *Management plans can and should become an integral component of the integrated planning process.* There are numerous benefits associated with the widespread existence of management plans. Some of these include:

- **Management plans force each program to articulate its strategic goals and policies. When staff share a common understanding of the program's goals and policies, they can contribute more effectively to integrated planning. Productivity is increased when programs' frame of reference is shifted from the day-to-day to the long term.**
- **Articulating strategic goals and policies allows programs to prioritize: faced with limited resources, managers know which activities take precedence over others. Management plans encourage proactive decision making.**
- **In developing management plans, programs can create standards against which potential and actual projects can be judged.**
- **Management plans give other programs, the Tribal Council, Standing Committees, and Tribal Administrators an easy reference for the goals and policies of each program. Rather than forcing these actors to guess at how a given activity affects other programs, they can simply refer to the program's management plan.**

There is a strong parallel between the benefits of management plans on a program level and the benefits of integrated planning: like integrated planning systems, management plans encourage strategic decision making and economic efficiency. For this reason, management plans should be created, regardless of whether the YIN wishes to develop an IPSF. However, that the Nation seeks to develop and implement an integrated plan makes the case for management plans even stronger, as they can form the basis of the integrated planning system. Specifically, management plans can be developed in such a way that programs' goals and policies become prioritized and coordinated. Additionally, management plans can serve as mechanisms for communication and coordination. Inter-program communication is made possible when each program possesses an individual framework to which others can refer. Programs' goals and policies are likely to become coordinated when elected leaders provide policy direction and there is an institutional "check" on programs' management plans.

## **2. Developing Management Plans: What Needs to Take Place?**

### **(a) Requiring Programs to Develop Management Plans**

If management plans are to become a key component of integrated planning, they must be required of *all* programs to be included in the IPSF. Either the Tribal Council Chairman or the Tribal Administrator can issue such a requirement.

### **(b) Clarification of Responsibilities**

It is imperative that responsibilities (as they pertain to the Nation's leaders, program managers and program staff) be clarified as management plans are developed. Presently, program managers and staff complain that they too often guess at what the YIN leadership would like their goals and policies to be. The result is that program goals and policies do not explicitly reflect the strategic vision of the Nation, nor can they be prioritized in a manner consistent with the wishes of the YIN leadership. Such guessing may account for the sheer number of goals and policies (between 9-16 per program) that were placed on the 1994 IPSF, and also helps to explain why the goals and policies do not follow a common logic.

The Tribal Council should play a key role in the development of an integrated planning system and program management plans.<sup>48</sup> The primary responsibility of the Tribal Council should be to develop and maintain a strategic vision for the entire Nation; that is, it should think hard about where the YIN (the people, their resources, *etc.*) is headed, what the reservation should look like in 5, 10, 20, and even 100 years, and how the YIN leadership can begin to initiate these goals through policy action and development.<sup>49</sup> Standing Committees should be responsible for translating and communicating that strategic vision down to the program level. Since Standing Committee members know where the Nation's priorities lie and have good a understanding of the

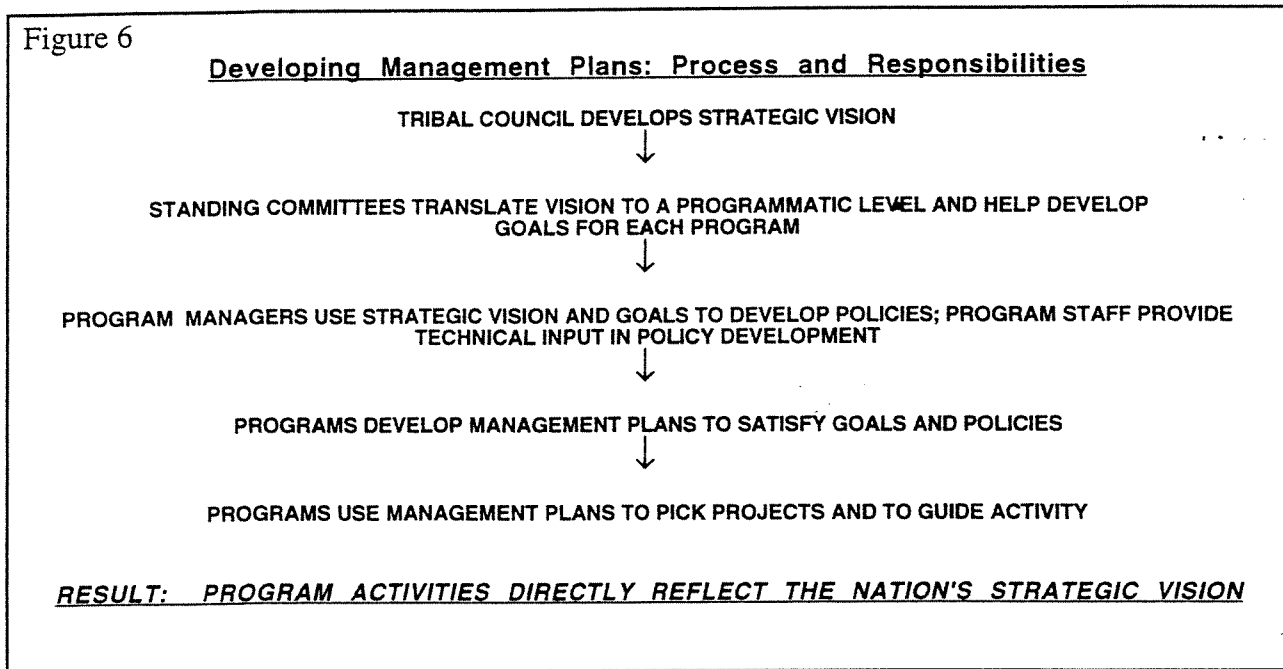
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<sup>48</sup>This statement does not imply that the Tribal Council should be involved in all (or even most) of the decisions pertaining to integrated planning at Yakama. Rather, it implies just the opposite: the Tribal Council or General Council is encouraged to set the "tone" for integrated planning by articulating the vision and strategic direction for the Nation—and not be involved in the day-to-day issues of programs (micromanagement). Because such vision and direction appears missing at YIN (or, is not readily apparent on a program level), the Tribal Council needs to convey to programs via the Standing Committee why each exists in the first place and how each program's activities should contribute to the pursuit of that vision. Once that vision is incorporated into the goals of the programs, programs are in a better position to develop coherent (and coordinated) policies and follow through with activities and projects that match those policies.

<sup>49</sup>Creating a vision for the YIN should be done strategically; that is, the elected leadership should not only think about both long and short term Tribal goals, but also devise a general strategy for attaining those goals. For example, if the Nation's long term goal is to obtain true nationhood (i.e., like that of countries—not states), it should begin to devise strategies for breaking its dependence on the federal government.

programs they oversee, they should help programs develop and prioritize their respective goals. In turn, program managers should be responsible for using the strategic vision and program goals to develop and prioritize policies that will be included in their respective management plans.<sup>50</sup>

Through this process, management plans are likely to better reflect the economic, political and social needs of the Nation. When elected leaders come together to formulate a strategic vision and the Standing Committees give programs greater direction, the roles of each program (in relation to the pursuit of the overarching goals and vision of the entire Nation) are clarified.



### (c) Standardization

Management plans should be standardized to the greatest extent possible.<sup>51</sup>

Standardization makes their review by both the YIN Integrated Planning Team and the Tribal Council much easier. It may be advisable for the Integrated Planning Team to develop a common

<sup>50</sup>Detailed and comprehensive resource (natural, financial, staff, etc.) assessment underlies the policy generation process. Little attention is paid to this critical aspect of integrated planning in this report, however. The Yakama Indian Nation appears to have already done such resource assessment (as part of the 1994 IPSF). The Nation has in place a GIS system, and the BIA helps the Nation monitor and update the status of the Nation's resources.

<sup>51</sup>Completely standardizing management plans is not entirely feasible given that programs have different requirements (imposed by external funding sources: BIA, ANA, etc.) for management plans. In cases where programs are unable to comply with a common format, the program should use two management plans: one that satisfies the external requirements, and one to be used solely for Yakama Indian Nation purposes.

template for management plans. Some of the elements that should be included in each program's management plan are:

- **A detailed resource assessment, and GIS maps where applicable.**
- **The mission statement of the program.**
- **The goals of the program.**
- **The policies of the program.**
- **A listing of current and proposed program activities and projects, accompanied by the authorizing Tribal resolution, budget justification, and goal and policy justification.<sup>52</sup>**

#### **(d) Linking Management Plans to the Budgetary Process**

The purpose of creating an integrated plan is to use it to guide YIN decision making and action. Accordingly, the new IPSF should be more than a revised "wall hanging." For example, the Finance Department and the Tribal Council should use programs' management plans when making budget allocation decisions. Although there is a budding movement at the YIN that will require programs to justify expenditures before moneys are distributed, programs typically obtain lump-sums from the Nation and have significant discretion how those moneys will be spent. Consequently, reactive decision making on the program level remains largely unchecked. This inhibits the Nation from taking control of its own future and ultimately perpetuates the Nation's dependence on the federal government. *To fully resolve the problem of reactive decision making on a program level, management plans and project proposals should be explicitly linked to the budget process.* [This recommendation is discussed further in subsection E.]

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<sup>52</sup>By requiring programs to link their management plans to the budgeting process, both policies and projects become more cost-effective. For example, if a program is required to submit both a cost estimate as well as a projected revenue return, the Nation's Finance Department (and the Standing Committees) can easily determine whether the projected revenue of this proposed project justifies the expenditure. Further, if the proposed project must demonstrate a clear link to the program's goals and policies—as set out in the management plan—only those projects that correspond to the Nation's strategic vision will be proposed. Because the entire Tribal Council and the Standing Committees are already required to approve a program activity, there is an institutional check on proposed projects. Under this system of management plans, it will be easier for these authorizing bodies to see how a proposed project "fits" the needs and desires of the YIN. As Subsection D demonstrates, the integrated planning team will provide an additional "integration check" on both program management plans and proposed projects.

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## D. PROCESS FOR CREATING A NEW IPSF

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This section presents a prototypical process map for the YIN to use when creating a new IPSF. This process map [see Figure 7] is intended to help the Nation envision how the proposed YIN Integrated Planning Team and required program management plans can come together to create an integrated plan that coordinates the goals and policies of the fourteen sectoral programs to be included in the IPSF. This proposed process map should not be viewed as the YIN's only option; rather, it is intended to give the Nation an idea of what steps it might want to take when developing a new IPSF.

As reforming integrated planning at YIN requires first steps, the process map begins with building common understanding of and support for integrated planning among the Nation's leadership. The end product of this process is a new YIN IPSF; one in which programs' goals and policies are coordinated. Note that there are two main mechanisms to ensure that all programs' goals and policies are coordinated. The first "coordination check" is that programs receive greater direction from the Nation's leadership as they develop management plans. Such direction is critical to the process because programs will be able to develop goals and policies that reflect both the will and the priorities of the Nation. Additionally, since the management plans require budgetary and integrated planning justification for proposed projects, there is a natural "project selection filter" inherent in the development of management plans. The second "coordination check" comes from the proposed YIN Integrated Planning Team, whose primary responsibility is to collect the various management plans, discuss and compare their contents, and to ensure that each management plan's goals and policies are complementary.

Under this process, once all the management plans are approved by the YIN Integrated Planning Team, the team collects the plans and drafts the IPSF. *The conglomeration of the various management plans becomes the integrated planning system.*<sup>53</sup> The IPSF, therefore, is simply a plan that summarizes programs' management plans within a single document.<sup>54</sup>

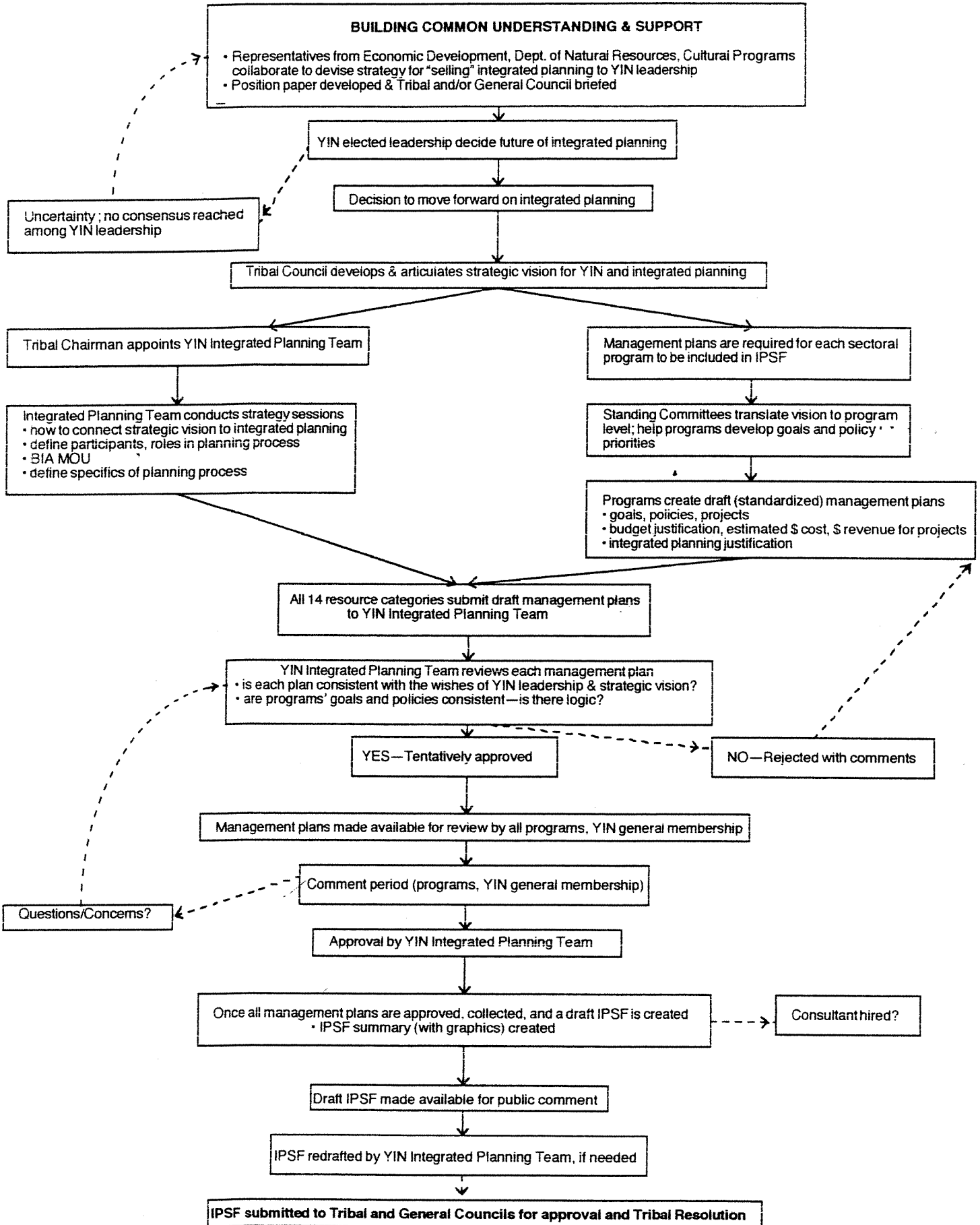
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<sup>53</sup>As argued in Section Two, sub-section B2, just because a tribe does not have an integrated plan (the document) this does not mean that the tribe does not utilize an integrated planning system. At this point, if the YIN decided not to produce a new IPSF there would nonetheless be an integrated planning system in place. Again, it is important to remember that the IPSF is merely the "tip of the integrated planning iceberg."

<sup>54</sup>Like the 1994 IPSF, the Nation may want to include graphics on the new IPSF summary document.

Figure 7

**PROTOTYPICAL PROCESS MAP FOR CREATING A NEW YIN IPSF**



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## E. USING THE INTEGRATED PLAN: PROJECT APPROVAL PROCESS

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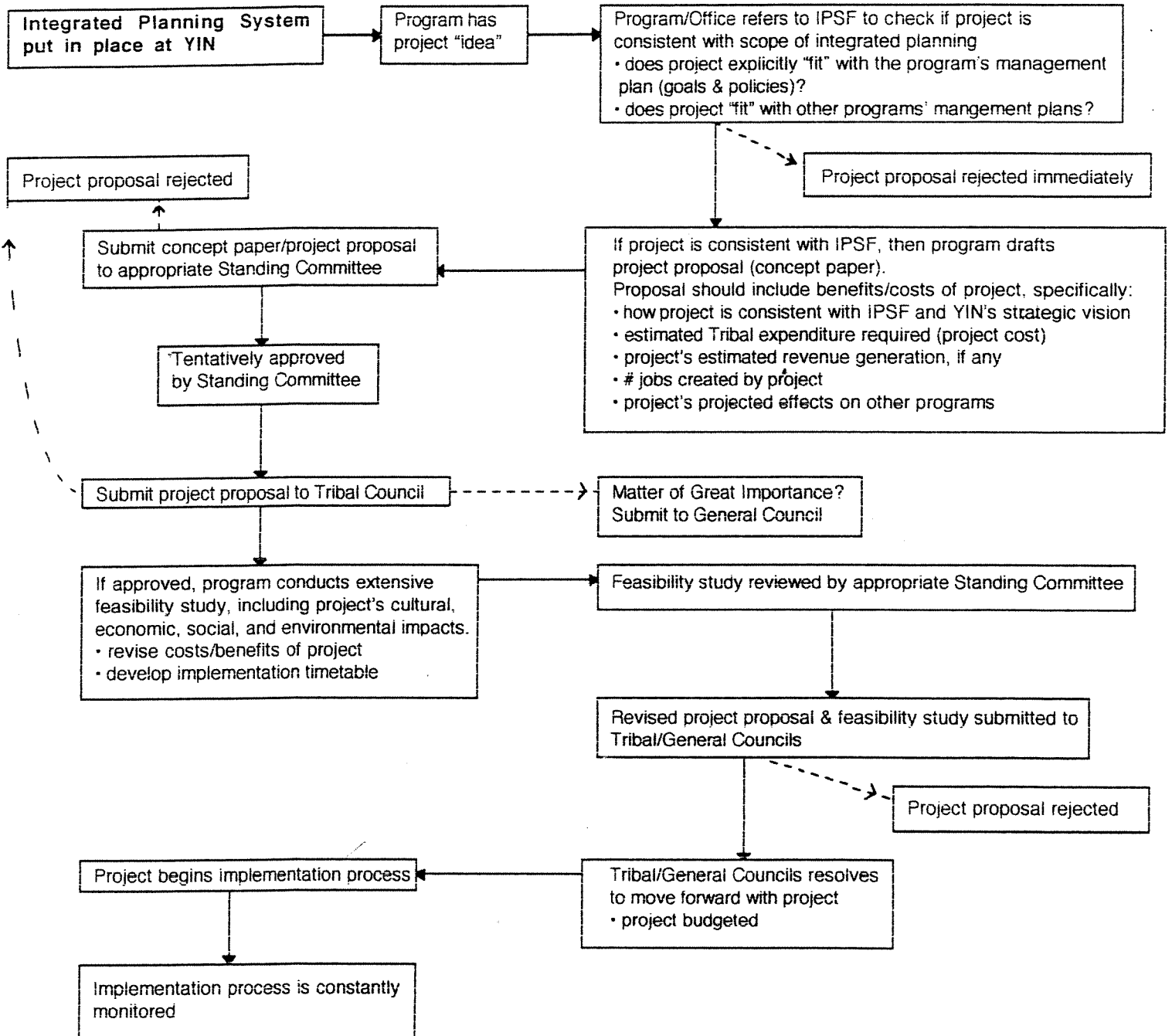
Creating the IPSF is the first step in developing and using an integrated planning system. It is even more critical, however, that the IPSF be put to use. Defining a (new) project approval process is one way the Nation can use the IPSF to guide tribal decisions pertaining to project conceptualization and development. A clearly defined project approval process that includes several decision points is necessary for project proposals as they move from concept to implementation. This section presents a prototypical project approval process.[see Figure 8].

The existence of a clearly defined project approval process under the integrated planning system will prove especially helpful as the YIN considers the implementation of a gaming enterprise and an interpretive center. If these concepts are further developed, the Nation must consider how each project is likely to affect each component of the integrated planning system. Ultimately, the YIN must ensure that mistakes, like those associated with the log sort yard, are not repeated.

Like the process map for creating a new IPSF, this prototypical project approval process includes several "check points" intended to ensure that projects are consistent with other sectoral programs' goals, policies and activities as well as with the Nation's strategic direction. For example, before a proposal is submitted to the appropriate Standing Committee for initial approval, the submitting program must justify the project under the IPSF and provide a preliminary cost-benefit analysis. Another "check point" included in this process is that the proposed project must be subjected to an extensive feasibility study before implementation begins. The intent of conducting this feasibility study is to ensure the Nation knows what the project's cultural, economic, social, and environmental impacts are likely to be *before* proceeding further. Also note that under this process, much of the coordinating aspect of project selection takes place on the program level, which is appropriate given that integrated planning is largely contingent on programs' participation in the system.

Figure 8

**PROTOTYPICAL PROJECT APPROVAL PROCESS**



## CONCLUSION

The Yakama Indian Nation is in a good position to further develop and implement an integrated planning system. Although the Nation has yet to develop a truly integrated plan that is used to guide tribal decision making as it pertains to economic development, cultural and human resource management and natural resource management, it has the opportunity to learn from its past experiences. The prospects for developing, implementing and sustaining an integrated planning system are greatly increased given the elected leaders' commitment to advancing the overall welfare of Nation and the existence of a well-established bureaucracy comprised of highly skilled individuals. These attributes will prove invaluable as the Nation begins to rethink integrated planning.

This report concludes, however, that the Nation has much work to do before it can realize the benefits of having an integrated planning system. Of utmost importance is that the Nation recognize that developing, implementing and sustaining an integrated planning system requires much more than just putting programs' goals and policies on a Plan (i.e., the 1994 IPSF). Rather, integrated planning requires the YIN to fundamentally change the way it *thinks and acts*. For example, programs must constantly consider how their actions affect other programs. Further, the concept of integrated planning must be reflected in processes such as project approval and the creation of management plans. For integrated planning to succeed, both the concept of integrated planning and the Plan itself must be used. If the new IPSF will not be used—such as a failure to connect the IPSF to the tribal budget process or if sectoral programs fail to coordinate their goals, policies, and activities—then it simply is not worthwhile to create.

This report suggests that the YIN can and should further develop an integrated planning system, however. The benefits of integrated planning can be tremendous: strategic decision making, economic efficiency and increased exercise of sovereignty are all essential to the long-term prosperity of the YIN. If properly developed and used, integrated planning can bring such benefits to the YIN.

The recommendations presented in this report are intended to point the YIN in the right direction as it begins to rethink and act upon integrated planning. The specifics of these recommendations, like the steps outlined in creating a new IPSF or project approval process, only point to what broad considerations and steps might be necessary to develop and implement an integrated planning system. Ultimately, the Nation and its leadership must determine how integrated planning will proceed and be carried out. For this is what nation-building is about—the YIN envisioning a future for itself, and taking responsible, collective steps toward its realization.

## LIST OF INTERVIEWS

Manley Begay, Jr., Executive Director  
Harvard Project on American Indian  
Development  
Harvard University

William Bradley, Director Wildlife  
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Yakama Indian Nation

Merle Burke, Director Finance Department  
Yakama Indian Nation

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Yakama Indian Nation

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Yakima Agency

Karen Foster, Water Resources Attorney  
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Harvard University

Preston Harrison, Economic Development  
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Yakama Nation Review

Johnathan Long, Watershed Planning  
White Mountain Apache

Jerry Meninick, Tribal Chairman  
Yakama Indian Nation

Johnson Meninick, Manager Cultural  
Resources  
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Robert Olney, Water Code  
Yakama Indian Nation

Carroll Palmer, Director Department of  
Natural Resources  
Yakama Indian Nation

Robert Palmer, Environmental Coordinator  
Bureau of Indian Affairs  
Yakima Agency

Robert Pimms, Director Water Programs  
Yakama Indian Nation

Jim Russell, Environmental Protection  
Yakama Indian Nation

Delano Saluskin, Tribal Administrator  
Yakama Indian Nation

Gary Sloan, Reality Office  
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Yakima Agency

Harry Smiskin, Secretary Tribal Council  
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**APPENDIX B: YIN ORGANIZATIONAL STRUCTURE**

