



**REGIONAL PLANNING AUTHORITY  
FOR THE  
LABRADOR INUIT SETTLEMENT AREA**

**ANNUAL REPORT  
2010-11**

# TABLE OF CONTENTS

---

|   |    |
|---|----|
| CHAIRPERSON'S MESSAGE .....                 | 1  |
| 1.0 OVERVIEW .....                          | 2  |
| 2.0 MANDATE.....                            | 2  |
| 3.0 VALUES .....                            | 3  |
| 4.0 PRIMARY CLIENTS .....                   | 3  |
| 5.0 VISION .....                            | 3  |
| 6.0 MISSION.....                            | 4  |
| 7.0 ACTIVITIES .....                        | 6  |
| 8.0 FINANCIAL STATEMENTS .....              | 9  |
| 9.0 SUMMARY STATEMENT .....                 | 10 |
| 10.0 APPENDIX A: STRATEGIC DIRECTIONS ..... | 11 |
| 11.0 APPENDIX B: BUDGET .....               | 12 |

# CHAIRPERSON'S MESSAGE

The Regional Planning Authority (the Authority) for the Labrador Inuit Settlement Area (LISA) was appointed jointly by the Government of Newfoundland and Labrador and the Nunatsiavut Government in April 2007. In accordance with the Labrador Inuit Land Claims Agreement (the Agreement), its role is to direct the preparation of a draft Regional Land Use Plan for LISA (including Labrador Inuit Lands) for the consideration of both governments.

It is comprised of four members: Ms. Isabella Pain and Mr. Wilfred Pilgrim nominated by the Nunatsiavut Government and Ms. Mary Bishop and Mr. Stan Clinton nominated by the Government of Newfoundland and Labrador.

The Authority is a category 3 entity under the Province's Transparency and Accountability legislation, and is required to plan and report accordingly. In addition to this legislated requirement, the Authority liaises with staff of both the Province and the Nunatsiavut Government, some of whom attend Authority meetings from time to time.

The Authority's actions in preparing a draft Regional Land Use Plan will contribute to two of the Provincial Government's strategic directions: Aboriginal Relations, and Strengthening Municipal Capacity. The former Department of Labrador and Aboriginal Affairs established Aboriginal Relations as a strategic direction in its 2008-11 Business Plan. That Department was part of government's October 2011 restructuring, and Aboriginal Affairs is now part of the mandate of the Intergovernmental and Aboriginal Affairs Secretariat. A component of the Aboriginal Relations strategic direction is the establishment of effective working relationships with Aboriginal peoples through the implementation of the Agreement, which includes the preparation of a draft Regional Land Use Plan. For the Department of Municipal Affairs, preparation of regional land use plans is a component of the strategic direction Strengthening Municipal Capacity.

This report documents the Authority's performance for the period April 1, 2010 – March 31, 2011, the third year of its 2008-11 Activity Plan. While the Authority did not meet its 2010-11 objective to submit the final draft Regional Land Use Plan to governments by March 31, 2011, it made considerable progress towards this objective. The Authority will complete its 2010-11 objective and indicators in fiscal year 2011-12. Upon their completion, the Authority will have achieved its goal and completed its mandate, at which time the Authority will be disbanded.

All Authority members have reviewed this document, will participate in the Authority's activities towards the completion of the final draft Regional Land Use Plan, and will have an equal say in the Authority's final deliberations prior to the submission of the final draft Plan to both governments. The members of the Authority are accountable for the results reported in the 2010-11 Annual Report.

Labrador Inuit call the LISA "Nunatsiavut" which means "our beautiful land". The Authority aims to prepare a draft Plan for the wise use of this beautiful land.



Stanley N Clinton  
Chair of the Regional Planning Authority

# 1.0 OVERVIEW

---

Pursuant to section 10.3.1 of the Agreement, the Government and Newfoundland and Labrador and the Nunatsiavut Government jointly appointed the Authority composed of four members having knowledge and experience in land use planning. The members were jointly appointed in April 2007. The members of the Authority selected a chair from amongst the members.

Funding for the Authority is provided jointly by both governments.

The Authority can be contacted through:

Intergovernmental and Aboriginal Affairs Secretariat  
PO Box 8700  
St. John's NL A1B 4J6

and

Department of Municipal Affairs  
PO Box 8700  
St. John's NL A1B 4J6

and

Nunatsiavut Government  
Box 70  
Nain NL A0P 1L0

# 2.0 MANDATE

---

The *Labrador Inuit Lands Claim Agreement Act* brought the Labrador Inuit Land Claims Agreement into legal effect.

Section 10.3.8 of the Labrador Inuit Land Claims Agreement states that:

*“The Regional Planning Authority shall prepare a single, comprehensive Land Use Plan for the Labrador Inuit Settlement Area following the procedures set out for the preparation of a regional plan by a regional authority under the Urban and Rural Planning Act, 2000, as modified by this chapter, and for that purpose has the powers and shall carry out the functions of a regional authority under the Urban and Rural Planning Act, 2000, subject to this chapter.”*

## 3.0 VALUES

---

The Authority has the following values:

|               |   |
|---------------|---|
| Collaboration | Each member seeks the knowledge and opinions of others when directing the preparation of the regional plan.                                     |
| Commitment    | Each member ensures effective representation of both governments and the Labrador Inuit.  |
| Integrity     | Each member represents the interests of both governments and the Labrador Inuit in a flexible, thorough and open manner within his/her mandate. |
| Respect       | Each member acts based on the needs and culture of both governments and the Labrador Inuit in the spirit of the Agreement.                      |

## 4.0 PRIMARY CLIENTS

---

The primary clients of the Authority are the Government of Newfoundland and Labrador, the Nunatsiavut Government, the Labrador Inuit, other Aboriginal people, residents and stakeholders in the LISA, including Labrador Inuit Lands.

## 5.0 VISION

---

A Regional Land Use Plan for the Labrador Inuit Settlement Area, including Labrador Inuit Lands, respecting the environment, cultural factors and priorities and the rights of the Labrador Inuit having been prepared to:

- guide the use of land, water and natural resources; and
- optimize social, cultural and economic benefits for the Labrador Inuit and other residents of the Labrador Inuit Settlement Area.

## 6.0 MISSION

The focus of the Authority was to draft a regional plan for the Labrador Inuit Settlement Area as required by the Agreement and the *Urban and Rural Planning Act, 2000*.

**Mission:** By 2011, the Authority will have prepared a draft regional plan.

**Measure:** Draft regional plan prepared

**Indicators:**

**Progress and Accomplishments:**

|                                   |   |
|-----------------------------------|---|
| Planner recruited                 | The planner was recruited and commenced employment in the spring of 2008. The Planner undertook research collecting information and mapping to be used in the preparation of the land use plan. The planner assisted the Authority in preparing the text and mapping used in the land use plan, organizing and participating in meetings, minute taking, preparing notices, handling correspondence and arranging for the publication, translation and distribution of the land use plan. |
| Number of Authority meetings      | The Authority held ten face to face meetings and four conference call meetings.   |
| Numbers of stakeholders consulted | During the preparation of the draft Land Use Plan consultations were held with Parks Canada, Newfoundland and Labrador Hydro, Torngat Secretariat and Bird Studies Canada. Four meetings were also held with representatives from the mining and exploration industry. Written submissions were received from three individuals, ten companies involved in mining and exploration industries, two Inuit Community Governments and one municipality.                                       |
| Number of public meetings         | During Year 1 public consultations were held in Nain, Hopedale, Postville, Makkovik, Rigolet, Happy Valley-Goose Bay and North West River in which 43 people attended.<br><br>The Authority held a second round of public consultation meetings during Year 2 in Nain, Hopedale, Postville, Makkovik, Rigolet, Happy Valley-Goose Bay, North West River and St. John's during February and March 2010 in which 110 people attended.   |

|  |   |
|--|---|
| Facilitated and coordinated meetings with other boards established under the Agreement | The Authority held meetings with the Torngat Joint Fisheries Board and the Torngat Wildlife and Plants Co-Management Board (TWPCB) staff, the TWPCB Chairperson, and the Executive Director of the Torngat Secretariat to share information and to outline the purpose of the Plan. The Authority was also invited to attend annually the Labrador Inuit Land Claims Agreement Implementation Committee meetings to outline the work that was being undertaken and the progress on the Plan.  |
| Consulted with Provincial Government and Nunatsiavut Government                        | <p>The Authority consulted with elected officials and staff of both the Nunatsiavut Government and the Provincial governments. This involved meetings with Ministers, Deputy Ministers and staff. Information, data and mapping was received along with correspondence that assisted the Authority in the preparation of the draft land use plan. The Authority consulted with the governments in the preparation of the Initial Regional Land Use Plan completed in August 2010, and it also consulted with the governments following receipt of governments' comments on the Initial Regional Land Use Plan in the fall of 2010.</p> <p>Some of the matters discussed were the land use plan and wording within it and provisions within the Agreement. There was discussions and exchange of information on a number of issues including such matters as wildlife and fish, archaeological sites, cabins, exploration, mining, trails, power transmission lines, access to the coast for roads and pipelines, forestry, exempt mineral lands, airports and proposed uses.</p> <p>The Manager of Planning with the Department of Municipal Affairs and the Director of Lands with the Department of Land and Resources, Nunatsiavut Government attended a number of the Authority meetings.</p> |
| Commissioner appointed   | The Commissioner was not appointed by March 31, 2011. Appointment of a Commissioner was dependent upon submission of a draft Regional Land Use Plan to the governments for adoption, which was not completed by March 31, 2011.   |

**Discussion of results:**

The Authority's work marked the first time that a regional land use plan has been prepared in the Province under a land claims agreement. This required meeting the obligations of the *Labrador Inuit Land Claims Agreement Act*, as well as the procedures set out in the *Urban and Rural Planning Act, 2000*. The time needed to meet the requirements of both pieces of legislation and to consult with two governments was longer than anticipated. The Authority has worked through these unique challenges, and has substantially completed its mission.

## 7.0 ACTIVITIES

### **Issue: Regional Planning Authority Operation**

The Authority was jointly appointed in April 2007. The Authority is responsible for the preparation of a draft Regional Land Use Plan for the LISA. It is responsible for the oversight of the Regional Planner and holding meetings with government representatives and stakeholder groups. The goal was prepared in consultation with the Authority members.

The Authority's actions in preparing a draft Regional Land Use Plan contributed to two of the Provincial Government's strategic directions: Aboriginal Relations, and Strengthening Municipal Capacity. The former Department of Labrador and Aboriginal Affairs established Aboriginal Relations as a strategic direction in its 2008-11 Business Plan. That Department was part of government's October 2011 restructuring, and Aboriginal Affairs is now part of the mandate of the Intergovernmental and Aboriginal Affairs Secretariat. A component of the Aboriginal Relations strategic direction is the establishment of effective working relationships with Aboriginal peoples through the implementation of the Agreement, which includes the preparation of a draft Regional Land Use Plan. For the Department of Municipal Affairs, preparation of regional land use plans is a component of the strategic direction Strengthening Municipal.

During the first two years of operation of the Authority, background information and mapping was assembled. Meetings were held with Ministers from both governments and staff from the Nunatsiavut and Provincial Governments, Parks Canada and other agencies. A draft Regional Land Use Plan was prepared and Public Consultation meetings were held by the Authority in the five Inuit Communities, Happy Valley-Goose Bay, North West River and St. John's to solicit input on the draft Plan.

This past year the Authority revised the draft Regional Land Use Plan based on comments received during the public consultations and feedback received from the Provincial Government and the Nunatsiavut Government.

**Goal:** By March 31, 2011, the Authority, with the assistance of the Regional Planner, will have submitted a final draft of the Regional Land Use Plan for the LISA to the Government of Newfoundland and Labrador and the Nunatsiavut Government.

**Measure:** Submitted the final draft of the Regional Land Use Plan.

**Indicators:** Submitted the final draft of the Regional Land Use Plan to the Government of Newfoundland and Labrador and the Nunatsiavut Government.

### **Discussion of results:**

During the process of preparing the Regional Land Use Plan, the Authority consulted with stakeholders, the general public, and governments on numerous occasions. A considerable volume of input was received. Both the consultations and the process of revising the Plan based on the consultations took longer than anticipated. As well, the Authority did not anticipate how long the government review process would take, and the subsequent time that would be required by the Authority to consider comments provided by governments and to make the changes to the Plan. Consequently the goal to submit the final draft of the Regional Land Use Plan by March 31, 2011 was not met. The Authority continues to work towards fulfillment of its goal.



### Objective 3

By March 31, 2011 the Authority with the assistance of the Regional Planner will have considered and notified the governments of the Commissioner's report and submitted the final draft of the Land Use Plan to the Government of Newfoundland and Labrador and the Nunatsiavut Government.

**Measure 1: Consulted governments on the Commissioner's report and may have made changes to the draft Regional Land Use Plan**

**Measure 2: Final Draft of the Regional Land Use Plan submitted to the two governments**

#### Measure 1 Indicators:

|  |  |
|--|--|
| Amended the Initial Regional Land Use Plan based on comments received in the consultation process                    | The Authority held public consultation meetings in Nain, Hopedale, Postville, Makkovik, Rigolet, Happy Valley-Goose Bay, North West River and St. John's during February and March 2010. Input included verbal presentations at the meetings, as well as written submissions from individuals, agencies, and businesses. A detailed written submission was also received from the Provincial government during the public consultation phase. The Authority considered all of these comments, and amended the Initial Regional Land Use Plan.  |
| Submitted the Initial Regional Land Use Plan to the two governments for review and comments                          | The revised Initial Regional Land Use Plan was submitted to the Provincial and Nunatsiavut Governments for review and comments in August 2010.   |
| Considered the comments received from the two governments and made any changes to the Initial Regional Land Use Plan | <p>The Authority received the comments from the two governments in the fall of 2010. It held a meeting and a teleconference meeting to consider the comments. It made changes to the Initial Regional Land Use Plan based on the comments received.</p> <p>The Plan was amended to deal with access to the coast and the building of infrastructure on Labrador Inuit Lands. Changes were also made with respect to discretionary uses in the General Use and Traditional Use designations. The calving areas for the George River Caribou herd and salmon and char rivers were dealt with. Appendix E dealing with permits and licences was deleted. Significant textual changes were made to provide clarification and to make the Plan more readable.</p> |
| Submitted the draft Regional Land Use Plan to both governments for adoption  | The Authority did not anticipate how long the government review process would take, and the subsequent time that would be required by the Authority to consider comments provided by governments and to make the changes to the Plan. Once this was completed there was additional time required to format, proof, translate and print the Plan. Consequently the Plan was not submitted to the two governments for adoption in principle prior to March 31, 2011.   |

**Measure 1 Indicators - Continued:**

|  |  |
|--|--|
| Appointed a Commissioner to hold hearings on the draft Regional Land Use Plan                                    | The Commissioner could not be appointed as appointment of a Commissioner is contingent upon a plan being adopted by the two governments. Due to the delays associated with submission of the draft Regional Land Use Plan, and its subsequent adoption in principle, the Indicators related to the Commissioner and consulting with the two governments on the Commissioner's report could not be completed. |
| Considered the Commissioner's report   |  |
| Consulted both governments on the Commissioner's report and may make changes to the draft Regional Land Use Plan |  |

**Measure 2 Indicators:**

|   |   |
|---|---|
| Prepared final draft of Regional Land Use Plan  | The Authority could not prepare a final draft of the Regional Land Use Plan as this process was dependent upon completion of all Measure 1 Indicators, including appointment of a Commissioner, review of the Commissioner's report, and consultation with the Nunatsiavut Government and the Provincial Government on the Commissioner's report. |
| Submitted final draft of the Regional Land Use Plan to the Government of Newfoundland and Labrador and the Nunatsiavut Government | As fulfillment of the first four Measure 1 Indicators took much longer than anticipated, the remainder of the Indicators could not be completed within the timeframe, and the Authority could not submit a final draft of the Regional Land Use Plan by March 31, 2011.   |

**Discussion of results:**

The Authority did not achieve its 2010-11 objective, as several processes took much longer than planned. For example, considerably more time than was anticipated was required to consider revisions to the Regional Land Use Plan following the extensive public consultations. In addition, the Authority decided that the Plan would benefit from an external editorial review prior to submitting the draft Regional Land Use Plan to governments for adoption in principle. This editorial review was not accounted for in the Activity Plan.

As many of the Authority's Indicators were dependent upon completion of the preceding Indicators, the Authority was unable to fulfill all of its 2010-11 Indicators by March 31, 2011. Due to the various challenges faced by the Authority, the Provincial and Nunatsiavut Governments extended the time period for submission of the final draft of the Regional Land Use Plan to both governments under section 10.5.5 of the Labrador Inuit Land Claims Agreement to March 31, 2012.

## 8.0 FINANCIAL STATEMENTS

---

The Authority is not required to provide audited financial statements. It does not have its own funds or financial statements.

The Authority is jointly funded by the Government of Newfoundland and Labrador and the Nunatsiavut Government. Annual budgets are based upon the budgets established in the Implementation Plan for the Labrador Inuit Land Claims Agreement (see Appendix B).

Each government's expenditures are subject to its own internal financial administration regulations and appropriations, policies, and procedures.

## 9.0 SUMMARY STATEMENT

---

Over the period of its Activity Plan the Regional Planning Authority completed most of the Indicators towards fulfillment of its mandate. Since March 31, 2011, the Authority has completed several additional Indicators. The draft Regional Land Use Plan was finalized and submitted to both governments for adoption on June 17, 2011. Both governments adopted in principle the Plan in July 2011. The Authority appointed a Commissioner to hold public hearings and consider representations regarding the draft Land Use Plan for LISA. The appointment was announced in a press release issued on September 26, 2011. The Commissioner conducted public hearings between October 17 and November 2, 2011, and has submitted his report which is currently under review by the Authority. Following consideration of the Commissioner's report, the Authority will consult with the Nunatsiavut Government and the Provincial Government on the report. The Authority will then consider if any revisions are required to its Plan, and will submit the final draft of the Regional Land Use Plan to the Government of Newfoundland and Labrador and the Nunatsiavut Government by March 31, 2012.

The Regional Planning Authority for the Labrador Inuit Settlement Area has substantially completed its work to develop a draft Regional Land Use Plan for the Labrador Inuit Settlement Area. It has consulted extensively with Labrador Inuit, residents of the Labrador Inuit Settlement Area, stakeholders, the general public, the Government of Newfoundland and Labrador and the Nunatsiavut Government. A draft Regional Land Use Plan has been prepared that was the subject of public hearings. Throughout its work the Authority has been guided by its vision:

A Regional Land Use Plan for the Labrador Inuit Settlement Area, including Labrador Inuit Lands, respecting the environment, cultural factors and priorities and the rights of the Labrador Inuit having been prepared to:

- guide the use of land, water and natural resources; and
- optimize social, cultural and economic benefits for the Labrador Inuit and other residents of the Labrador Inuit Settlement Area.

# 10.0 APPENDIX A: STRATEGIC DIRECTIONS

Strategic directions are the articulation of desired physical, social or economic outcomes and normally require action by more than one government entity. These directions are generally communicated by Government through platform documents, Throne and Budget Speeches, policy documents, and other communiqués. The Transparency and Accountability Act requires departments and public bodies to take into account these strategic directions in the preparation of their performance-based plans. This action will facilitate the integration of planning practices across Government and will ensure that all entities are moving forward on key commitments.

The directions related to Aboriginal Affairs are provided below.

The work of the Authority contributes to the strategic directions established in the Department of Labrador and Aboriginal Affairs Business Plan for 2008-11.

**Title:** Aboriginal Relations

**Outcome:** Established effective working relationships with Aboriginal peoples.

This requires systematic intervention in the following areas:

| Components of Strategic Direction                   | Applicable to other Entities Reporting to the Minister(s) | This Direction is addressed in the RPA's activity plan |
|---|---|--|
| Labrador Inuit Land Claims Agreement Implementation | X   | X  |

This strategic direction represents only a portion of the outcome statement. The full outcome statement along with other strategic directions can be found in the Appendix of the Department of Labrador and Aboriginal Affairs Business Plan for Category 2 Public Entity 2008/11.

The directions related to Municipal Affairs are provided below.

The work of the Authority contributes to the strategic directions established in the Department of Municipal Affairs Strategic Plan for 2008-11.

**Title:** Strengthening Municipal Capacity

**Outcome:** Preparation of a Regional Land Use Plan

This requires systematic intervention in the following areas:

| Components of Strategic Direction | Applicable to other Entities Reporting to the Minister(s) | This Direction is addressed in the RPA's activity plan |
|-----------------------------------|---|--|
| Regional Land Use Plans           |   | X  |

This strategic direction represents only a portion of the outcome statement. The full outcome statement along with other strategic directions can be found in the Appendix of the Department of Municipal Affairs Strategic Plan for Category 1 Public Entity 2008-11.

# 11.0 APPENDIX B: BUDGET

The following budget is a summary of what is included in the Agreement Implementation Plan, Appendix D – Part 6 for years 1 to 3.

| <b>Land Use Planning</b>  |                      |                      |                      |
|---|----------------------|----------------------|----------------------|
| <b>2004 Constant Dollars</b>  | <b>Year 1</b>        | <b>Year 2</b>        | <b>Year 3</b>        |
| <b>Regional Planning Authority</b> Years 1-3 Cost-shared @ 50/50 - Province/NG  |                      |                      |                      |
| Chair honoraria   | 9900                 | 6700                 | 6700                 |
| 3 members' honoraria  | 21600                | 14400                | 14400                |
| Travel air @ 4 members  | 19200                | 14400                | 14400                |
| 4 members' meals and allowances   | 6600                 | 4400                 | 4400                 |
| 4 members' accommodations   | 14400                | 9600                 | 9600                 |
| meeting rooms and refreshments  | 5400                 | 3600                 | 3600                 |
| Translation simultaneous and written  | 9000                 | 6000                 | 6000                 |
| Training  | 10000                | 5000                 | 5000                 |
| Administrative & Advertising  | 20000                | 10000                | 10000                |
| <b>Sub-total Regional Planning Authority</b>                                    | <b><u>116100</u></b> | <b><u>74100</u></b>  | <b><u>74100</u></b>  |
| <b>Planner</b> Years 1- 3 100% Provincial Costs                                 |                      |                      |                      |
| Salary  | 72500                | 72500                | 72500                |
| compulsory benefits   | 14500                | 14500                | 14500                |
| Training and Professional Development   | 2610                 | 2610                 | 2610                 |
| Air Travel & Ground Transportation  | 15000                | 15000                | 15000                |
| Planning Meals and Incidentals  | 1350                 | 0                    | 0                    |
| Year 1 accommodation  | 3000                 | 0                    | 0                    |
| Year 2 accommodation  | 0                    | 3000                 | 0                    |
| Accommodation for RPA meetings  | 2700                 | 2700                 | 2700                 |
| Meals and incidentals mtgs  | 1350                 | 1350                 | 1350                 |
| Public hearings meals and incidentals   | 0                    | 1350                 | 0                    |
| Planning mtgs & refreshments  | 3000                 | 0                    | 0                    |
| Computer and Office Furnishings Purchase  | 10000                | 0                    | 0                    |
| Communications i.e., telephone, computer, fax                                   | 1500                 | 1500                 | 1500                 |
| Administrative/Advertising Publications   | 5000                 | 5000                 | 5000                 |
| <b>Sub-total Planner</b>  | <b><u>132510</u></b> | <b><u>119510</u></b> | <b><u>115160</u></b> |
| <b>Public Hearings</b> Year 2 and/or 3 (12 month process) 100% Province's costs |                      |                      |                      |
| Commissioner Honoraria  | 0                    | 13200                |                      |
| Airfare Commissioner  | 0                    | 5500                 | 0                    |
| Meals & incidentals   | 0                    | 1650                 |                      |
| Commissioner Accommodation  | 0                    | 2400                 | 0                    |
| Air Travel for translator   | 0                    | 2400                 |                      |
| Accommodation for translator  | 0                    | 1200                 | 0                    |
| Meeting rooms and Refreshments  | 0                    | 3000                 | 0                    |
| Translation simul/written   | 0                    | 5000                 |                      |
| Administrative/Publications/Advertising   | 0                    | 20000                | 0                    |
| <b>Sub-Total Staff Public Hearings</b>  | <b>0</b>             | <b><u>54350</u></b>  | <b>0</b>             |
| <b>TOTAL</b>  | <b>248610</b>        | <b>247960</b>        | <b>189260</b>        |