

VIBRANT DIVERSE



INCLUSIVE STRONG



Front cover photos; left to right;
Muskrat Falls, Labrador;
Hopedale, Labrador;
Saglek Fjord; and
Traditional Mi'kmaq Regalia, Conne River Pow Wow



MESSAGE FROM THE MINISTERS

We are pleased to present the business plan for the Department of Labrador and Aboriginal Affairs. The plan indicates the initiatives upon which the Department of Labrador and Aboriginal Affairs will focus for the fiscal years 2011-12 to 2013-14. It provides an overview of the department and indicates key goals and objectives to be accomplished during this period.

The Department of Labrador and Aboriginal Affairs' vision is of strong and vibrant Labrador and Aboriginal communities, and a diverse, inclusive, prosperous province, where people have the opportunity to achieve their hopes and contribute to their communities, regions and the province.

The strategic directions of the Government of Newfoundland and Labrador in the development of this plan reflect the desired outcomes pertaining to Labrador and Aboriginal issues and may require involvement of one or more of the entities for which we are responsible. An outline of these directions is provided in the appendix of this plan. Outcomes of these directions consist of enhanced economic and social development in Labrador and for Aboriginal people in the province. This may require systematic intervention by the department in areas such as: enhanced accessibility for Labrador residents; Provincial Government policy reflecting Labrador interests; effective relationships with Aboriginal people, organizations and governments; land claims agreements and agreements-in-principle and advocating for the full provision of federal Aboriginal programs and services to all Aboriginal people in the province of Newfoundland and Labrador.

As the Minister of Labrador Affairs, I am accountable for the preparation of this plan, and for the achievement of the goals and objectives pertaining to Labrador Affairs.



A handwritten signature in black ink, appearing to read 'JH'.

JOHN HICKEY, M.H.A.
Minister of Labrador Affairs

As the Minister of Aboriginal Affairs, I am accountable for the preparation of this plan, and for the achievement of the goals and objectives pertaining to Aboriginal Affairs.



A handwritten signature in black ink, appearing to read 'Patty Pottle'.

PATTY POTTLE, M.H.A.
Minister of Aboriginal Affairs



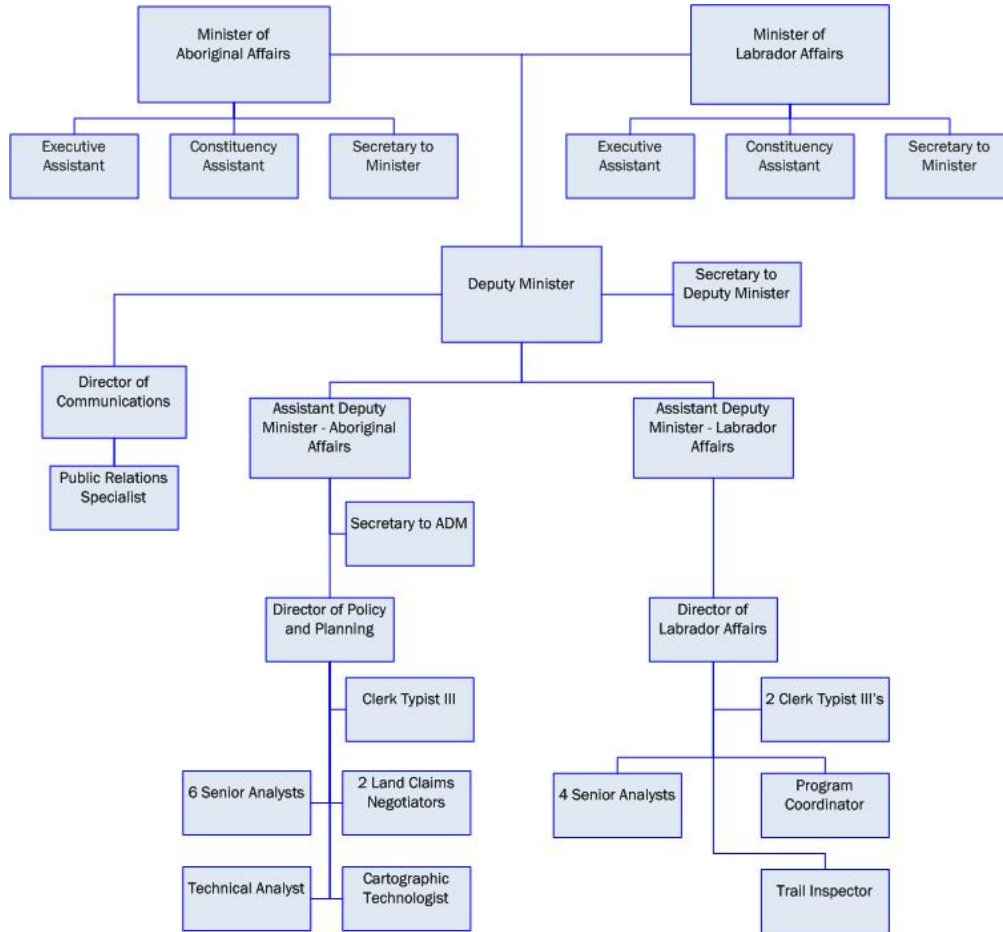
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Organizational Structure and Location

The Department of Labrador and Aboriginal Affairs has two branches – Labrador Affairs and Aboriginal Affairs. Labrador Affairs focuses on economic and social development initiatives that impact the whole of Labrador while Aboriginal Affairs focuses on the negotiations and implementation of Aboriginal land claims and self-government agreements and on policy and planning related to Aboriginal issues.



Each branch of the department has its own Minister: Labrador Affairs in Happy Valley-Goose Bay and Aboriginal Affairs in St John's. As of April 01, 2011, the department consists of 31 employees (12 male and 19 female) with 15 based in St John's and 16 based in Happy Valley-Goose Bay.

The department leads Aboriginal land claims and self-government negotiations for the Provincial Government, administers designated Labrador-specific programming, and provides analysis and policy advice to other departments on Aboriginal matters and key issues impacting Labrador residents. The budget for the department as provided in government's 2011-2012 estimates is \$6,283,300.

Mandate

The mandate of the Department of Labrador and Aboriginal Affairs, outlined in the Departmental Notice under the *Executive Council Act*, and building on that is to:

- a) negotiate and ensure the effective implementation of land claims, self-government and other agreements related to:
 - i. the development of Labrador and
 - ii. Aboriginal organizations / governments;
- b) co-ordinate and develop policies and programs relating to:
 - i. Aboriginal issues in the province and
 - ii. significant issues of government interest in Labrador;
- c) advance social and economic development in Labrador and the social and economic well being of Aboriginal people in the province;
- d) manage intergovernmental relations respecting Labrador and Aboriginal issues;
- e) monitor and evaluate government programs and services in Labrador;
- f) provide public information and education in matters related to land claims; and,
- g) administer Labrador-specific programs as delegated by the Provincial Government.

Lines of Business

Policy and Planning

The Department of Labrador and Aboriginal Affairs is responsible for the development, implementation and administration of provincial policies and associated agreements respecting Labrador and Aboriginal issues.

The department, in collaboration with other provincial public entities, negotiates and/or implements agreements with Federal Government and/or Aboriginal organizations / governments; liaises with other jurisdictions and national Aboriginal organizations; and manages intergovernmental relations with respect to Aboriginal and Labrador issues. In doing so, the department aims to ensure that provincial policies, programs and services consider the cultural concerns of the Aboriginal organizations/governments in the province, mainly via the provision of advice to provincial departments and agencies and participation in provincial horizontal initiatives. It also participates in inter-jurisdictional working groups and committees,

including with National Aboriginal Organizations, to advance Aboriginal interests, and advocates for the Federal Government to discharge its Constitutional responsibility to all Aboriginal people in the province, in particular by providing all Aboriginal people access to the full suite of federal programs and services for people of Aboriginal descent. The department strives to develop a focused approach to government's service delivery in Labrador and demonstrate government's commitment to support Labrador issues through programs and policies.

Land Claims, Self-Government and Other Agreements

The Department of Labrador and Aboriginal Affairs represents the province in tripartite negotiations among the Provincial Government, Canada and Aboriginal organizations / governments towards land claims, self-government, devolution and other agreements. The department is responsible for ensuring the implementation and management of these agreements, and providing leadership and advice with respect to any duty to consult Aboriginal organizations that may be owed by the Provincial Government.

Program Administration and Coordination

The department is responsible for the administration of a number of grants and subsidies such as:

- Air Foodlift Subsidy;
- Labrador Transportation Grooming Subsidy;
- YC Grant (Youth Conference); and,
- Combined Councils of Labrador funding.

The department assists and co-ordinates other interdepartmental and regional initiatives. The Department of Labrador and Aboriginal Affairs liaises with other northern ministries and assists in the management of intergovernmental relations on Labrador/northern issues.



Trans Labrador Highway, Phase I

Values

The Department of Labrador and Aboriginal Affairs will focus on five core values while carrying out its business plan over the next three years. Employees should focus their efforts on these fundamental standards during this planning cycle.

Each Employee...	
Professionalism	... will use all their knowledge, experience and expertise to provide the highest quality advice, analysis and service in a courteous and timely manner.
Diversity and Inclusiveness	... will treat people with respect, dignity and sensitivity, and will recognize the importance of diversity; encourage inclusiveness in the workplace; and respect the characteristics that make individuals unique.
Innovation and Initiative	... will endeavour to be proactive in addressing issues and developing innovative solutions to address existing and future interests and concerns of those we serve.

<p>Collaboration and Consultation</p>	<p>... will be supportive to those whom we serve and each other, and will seek knowledge and opinions of others, including Aboriginal governments and organizations, regional organizations, municipal governments, other interested organizations, stakeholders, experts and other relevant people, entities, and sources, when developing advice, policy and positions.</p>
<p>Accountability</p>	<p>... is committed to reviewing their performance to continuously improve quality of service, is committed to the responsible engagement of others in the public service of the government and is cognizant of responsible use of fiscal resources.</p>

Primary Clients

The clients of the Department of Labrador and Aboriginal Affairs include:

- The people of Newfoundland and Labrador, whose interests the department must represent in negotiating land claims and other agreements that are fair and balanced;
- Labrador residents, communities and groups, who expect leadership in facilitating economic and social development in Labrador;
- Inuit, Innu, Mi'kmaq, and members of the NunatuKavut Community Council, and their representative organizations, who may need support to advocate the Federal Government, an avenue to have input into provincial policies, and co-operation to negotiate and implement Aboriginal land claims and other agreements;
- The Provincial Government and its departments /agencies /boards /commissions, which need policy advice on Aboriginal and Labrador issues; and,
- The Federal Government (e.g. Aboriginal Affairs and Northern Development Canada), which needs co-operation to negotiate and implement Aboriginal land claims and other agreements.

Vision

The Department of Labrador and Aboriginal Affairs' vision is of strong and vibrant Labrador and Aboriginal communities, and a diverse, inclusive, prosperous province, where people have the opportunity to achieve their hopes, and contribute to their communities, regions, and the province.

Mission

The mission statement identifies the priority focus area of the Ministers. It represents the key longer-term result that the Ministers and the department will be working towards as they move forward on the strategic directions of government. The statement also identifies the measures and indicators that will assist both the entity and the public in monitoring and evaluating success.

Resolution of issues related to Aboriginal rights and title is central to the progressive development of Aboriginal people and organizations and the province as a whole. Labrador's future will be marked by significant change in its social landscape and strong opportunity for economic growth. With changes in governance in Labrador's Aboriginal communities, and the expansion of infrastructure and resources development, attention needs to be focused on social and economic development in Labrador and Aboriginal communities to ensure advancement. Promoting the development and maintenance of effective intergovernmental relationships that advance the interests and perspectives of Labrador and the Aboriginal people of the province is vital to the progression of social and economic development of the province and its people.

Mission Statement

By March 31, 2017, the Department of Labrador and Aboriginal Affairs will have advocated for the progression of the social and economic development of Labrador and Aboriginal communities in the province.

Measure 1: Advocated the progression of the social and economic development of Labrador and Aboriginal communities in the province

Indicators

- Provided input into horizontal policy initiatives (e.g. Poverty Reduction Strategy);
- Facilitated and coordinated stakeholder group meetings;

- Lobbied for federal investment and policies that are reflective of the needs and opportunities in Labrador and Aboriginal communities;
- Contributed to progress in the development of other agreements;
- Coordinated implementation of the Northern Strategic Plan; and,
- Advocated Labrador concerns including those identified through monitoring Provincial Government commitments.

Measure 2: Progressed negotiated agreements

Indicators

- Progressed the implementation of the Labrador Inuit Land Claims Agreement measured against obligations in the treaty, implementation plan and subsidiary agreements; and,
- Progressed other land claims agreements and devolution service agreements through active negotiations, with progression shown through key benchmarks being achieved.



Traditional Mi'kmaq Regalia, Conne River Pow Wow

Issues

In consideration of government's strategic directions to enhance economic and social development of Aboriginal communities and the Labrador region and the mandate and financial resources of the department, the following issues have been identified as the key priorities of the Ministers for the next three years (see Appendix A). The goals identified for each issue reflect the results expected in the three-year timeframe, while the objectives provide an annual focus. Measures and indicators are provided for both the goal and the first year's objective to assist both the department and the public in monitoring and evaluating success. Measures and indicators for subsequent years will be identified in the department's annual reports.

Advancing the social and economic development of Labrador and the Aboriginal communities of the province requires effective relationships with the residents of Labrador and their organizations, Aboriginal persons and their governments and organizations, and the Federal Government. These relationships are enhanced by effective communications and consultations. As a result, Provincial Government policy will more effectively reflect the interests of Labrador and the Aboriginal communities of the province in areas such as enhanced accessibility for residents of Labrador, and the advancement of the interests of Aboriginal women.

Crucial to unlocking the resource rich potential of Labrador and advancing the interests of Aboriginal persons is provincial engagement in appropriate consultations with Aboriginal and other organizations regarding resource development in Labrador; and, in appropriate circumstances, negotiating, concluding, and implementing self government, land claims, and other agreements with the Federal Government and/or Aboriginal governments/ organizations. This is particularly important, where the resource potential of Labrador overlaps with areas of asserted Aboriginal claims, since such overlaps may engage Aboriginal consultation duties in relation to resource developments.

Therefore the issues addressed in this plan are:

- 1) Labrador and Aboriginal Interests Reflected in Government Policy and Programs; and,
- 2) Effective Relationships with People of Aboriginal Descent.

Issue 1: Labrador and Aboriginal Interests Reflected in Government Policy and Programs

Residents of Labrador and people of Aboriginal descent have unique social and economic needs, resulting from historic, social, cultural, and geographic factors. Government policy and programs that do not reflect these unique needs that arise from the noted factors are less likely to advance the social and economic development of Labrador and the Aboriginal communities of the province. The vision and mission of the Department of Labrador and Aboriginal Affairs is to ensure that provincial government policies and programs are appropriately adapted or modified to account for these unique needs in order to promote the effective social and economic development of Labrador and the Aboriginal communities of the province. In Labrador and the Aboriginal communities “one size does not fit all,” and in many cases a single size may only serve to diminish instead of developing the noted interests. Therefore, it is the ongoing mission of The Department of Labrador and Aboriginal Affairs to advocate for the appropriate consideration and integration of these unique needs into provincial programs and services.

The Department of Labrador and Aboriginal Affairs will play a key role in ensuring that information and advice regarding these factors informs Provincial Government policy and programs.

This can be achieved by:

- Supporting equitable programs and services and improving infrastructure to facilitate enhanced accessibility for the residents of Labrador;
- Fostering the progression of social development in Labrador;
- Providing leadership and supporting maximization of economic development opportunities; and,
- Encouraging communications and partnerships with governments, Aboriginal people, communities, organizations and other stakeholders.

This will lead to enhanced social and economic development as identified in the Strategic Directions.

Goal 1: By March 31, 2014, the Department of Labrador and Aboriginal Affairs will have advanced the provision of input to support the consideration of Labrador and Aboriginal interests in government policy and programs.

Measure: Provided input

Indicators:

- Provided input on Labrador and Aboriginal perspectives in the development of government policy and programs;
- Government consultations are supported to enable Labrador and Aboriginal perspectives to be considered;
- Updated provincial Aboriginal consultation policy; and,
- Advised departments on consultation with Aboriginal organizations / governments on resource management and development in Labrador.

Objectives

- 1.1 By March 31, 2012, the Department of Labrador and Aboriginal Affairs will have provided input to support the consideration of Labrador and Aboriginal interests in government policy and programs

Measure: Provided input

Indicators:

- Facilitated and supported the consideration of Labrador and Aboriginal perspectives in the development of government policy and programs;
- Developed a final public report and assessed results of the Northern Strategic Plan;
- Facilitated Aboriginal women's input on public policy, programs and legislation;
- Developed a comprehensive Aboriginal consultation policy;
- Provided advice to departments regarding consultations with Aboriginal organizations/governments and residents of Labrador on resource management and development in Labrador;
- Lobbied for federal investment and policies that are reflective of the needs and opportunities in Labrador and Aboriginal communities; and,
- Supported Government's efforts to increase public infrastructure and industrial developments in Labrador.

- 1.2 By March 31, 2013, the Department of Labrador and Aboriginal Affairs will have provided input to support the consideration of Labrador and Aboriginal interests in government policy and programs
- 1.3 By March 31, 2014, the Department of Labrador and Aboriginal Affairs will have provided input to support the consideration of Labrador and Aboriginal interests in government policy and programs



Pinware River, Labrador

Issue 2: Effective Relationships with people of Aboriginal Descent

People of Aboriginal descent in the province have aspirations influenced by their history, culture, and social and economic circumstances. The department plays a lead role in negotiating land claims and self-government agreements as well as building and maintaining cooperative relationships with Aboriginal organizations/governments. The department will also work with the Federal Government and Aboriginal organizations / governments to ensure they benefit from federal programs and services available to people of Aboriginal descent.

The Department of Labrador and Aboriginal Affairs promotes sustainable social and economic development that strengthens Aboriginal communities by addressing, among other things, asserted Aboriginal rights, Aboriginal governance and effective intergovernmental relationships. Building on its historic first joint Cabinet meeting, the Provincial Government will strive to further improve the government to government relationship between the Provincial Government and the Nunatsiavut Government.

Goal 2: By March 31, 2014, the Department of Labrador and Aboriginal Affairs will have advanced the promotion of sustainable social and economic development that strengthens Aboriginal communities.

Measure: Promoted sustainable social and economic development

Indicators

- Strived to achieve a trilateral land claim agreement-in-principle with Innu Nation and made progress towards a final land claim agreement with the Innu Nation;
- Strived to achieve devolution agreements with the Innu Nation and the Federal Government on income support and child youth and family services pursuant to the successor to the Labrador Innu Comprehensive Healing Strategy;
- Negotiated with the Nunatsiavut Government and the Federal Government devolution agreements in areas of provincial jurisdiction pursuant to the Labrador Inuit Land Claims Agreement (LILCA) and its associated Fiscal Financing Agreement, upon the request of the Nunatsiavut Government;
- Finalized Land Use Plan with the Nunatsiavut Government;
- Strived to achieve a self-government agreement in principle with the Miawpukek First Nation and the Federal Government;

- Continued progress in the implementation of the LILCA;
- Continued to urge the Federal Government to fully discharge its constitutional responsibility towards the Aboriginal people of the province, in particular by providing Aboriginal programs and services to all eligible people of Aboriginal descent in the province;
- Continued to work with the Aboriginal Affairs Working Group to promote a First Ministers' Meeting on Aboriginal education and to identify best practices with respect to education, economic development and the prevention of violence against Aboriginal women and girls and;
- Advocated for the Federal Government to make a decision regarding the land claim of the NunatuKavut Community Council and continued to encourage the Federal Government to provide access to members of NunatuKavut Community Council to federal programs and services.

Objectives:

- 2.1** By March 31, 2012, the Department of Labrador and Aboriginal Affairs will have further promoted sustainable social and economic development that strengthens Aboriginal communities by addressing asserted Aboriginal rights, Aboriginal governance and effective intergovernmental relationships.

Measure 1: Made all reasonable efforts to address asserted Aboriginal rights, Aboriginal governance and effective intergovernmental relationships

Indicators:

- Concluded a tripartite land claim agreement-in-principle with Innu Nation;
- Advanced discussions with respect to devolution agreements with the Innu Nation and the Federal Government on income support and child youth and family services pursuant to the successor to the Labrador Innu Comprehensive Healing Strategy;
- Worked to finalize the Land Use Plan with the Nunatsiavut Government;
- Continued to negotiate, with the Nunatsiavut Government and the Federal Government, devolution agreements in areas of provincial jurisdiction

- pursuant to the LILCA and its associated Fiscal Financing Agreement, upon the request of the Nunatsiavut Government;
- Worked to conclude a self-government agreement in principle with the Miawpukek First Nation and the Federal Government;
 - Continued progress in the implementation of the LILCA, including the establishment of the Dispute Resolution Board;
 - Continued to urge the Federal Government to fully discharge its constitutional responsibility towards the Aboriginal people of the province, in particular by providing Aboriginal programs and services to all eligible people of Aboriginal descent in the province;
 - Advocated for the Federal Government to make a decision regarding the land claim of the NunatuKavut Community Council and continue to encourage the Federal Government to provide access to members of NunatuKavut Community Council to federal programs and services;
 - Continued to work with the Aboriginal Affairs Working Group to promote a First Ministers' Meeting on Aboriginal education and to identify best practices with respect to education, economic development and the prevention of violence against Aboriginal women and girls; and,
 - Addressed the recommendations of the 2007 National Aboriginal Women's Summit held in Corner Brook including considering the view of Aboriginal women respecting legislation, policy, programs and services.

2.2 By March 31, 2013, the Department of Labrador and Aboriginal Affairs will have further promoted sustainable social and economic development that strengthens Aboriginal communities by addressing asserted Aboriginal rights, Aboriginal governance and effective intergovernmental relationships.

2.3 By March 31, 2014, the Department of Labrador and Aboriginal Affairs will have further promoted sustainable social and economic development that strengthens Aboriginal communities by addressing asserted Aboriginal rights, Aboriginal governance and effective intergovernmental relationships.

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 the Department of Labrador and Aboriginal Affairs are provided below. Each strategic direction is comprised of a number of components, or focus areas. These focus areas will be addressed through the various planning processes of the department. As indicated in the table below, some have been addressed in this business plan while others are addressed in the operational planning processes.

Strategic Direction of Labrador Affairs

Title: Economic and social development in Labrador and Labrador Interests

Outcome: Enhanced economic and social development in Labrador

This outcome supports policy direction of the Provincial Government as outlined in such documents as the Department's Mandate, *Northern Strategic Plan* for Labrador (NSP), the Speeches from the Throne and the *Proud, Strong, Determined, The Future is Ours* platform.

The Department of Labrador and Aboriginal Affairs is responsible for ensuring that the goals and objectives set forth in the NSP are monitored and completed. The department is responsible for monitoring and evaluating the status of each NSP commitment, the progress made and the future of the commitment. This responsibility requires systematic intervention by the department in the areas of:

- Enhanced accessibility for the residents of Labrador;
- Enhanced communications;
- Economic and social development; and,
- Provincial Government policy reflecting Labrador interests.

Components of Strategic Direction	This Direction is addressed in the Department's:		
	Business Plan	Operational Plan	Branch/ Divisional work plans
Enhanced accessibility for the residents of Labrador	X		
Enhanced communications	X		
Economic and social development	X		
Provincial Government policy reflecting Labrador interests	X		

Strategic Direction of Aboriginal Affairs

Title: Social and economic development of Aboriginal people in the province

Outcome: Enhanced social and economic well-being of Aboriginal people in the province.

These outcomes support policy direction of the Provincial Government as outlined in such documents as the Department's Mandate, Speeches from the Throne, and the *Proud, Strong, Determined, The Future is Ours* platform.

Using the vision of the Department of Labrador and Aboriginal Affairs, the department aims to address questions of asserted Aboriginal rights in the province, establish effective relationships with the Aboriginal people and organizations / governments of the province, and improve the social and economic well-being of Aboriginal people in the province, giving rise to the Department's Strategic Direction.

Fulfillment of the Strategic Direction requires systematic intervention by the department through the following components:

- o Effective relationships with Aboriginal people and organizations/governments;
- o Land claims agreements and agreements-in-principle;
- o Aboriginal consultation;
- o Labrador Innu Comprehensive Healing Strategy;
- o Advancing interests of Aboriginal women; and,
- o Advocating for the full provision of federal Aboriginal programs and services to all Aboriginal people in the province.

Components of Strategic Direction	This Direction is addressed in the Department's:		
	Business Plan	Operational Plan	Branch/ Divisional Work Plans
Effective relationships with Aboriginal people and organizations/governments	X		
Land Claims Agreements and agreements-in-principle	X		
Aboriginal Consultation	X		
Labrador Innu Comprehensive Healing Strategy	X		
Advancing interests of Aboriginal women	X		
Advocating for the full provision of federal Aboriginal programs and services to all Aboriginal people in the province		X	

Back cover photo;
Cartwright, Labrador

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