

Newfoundland and Labrador Geographical Names Board

Department of Municipal and Intergovernmental Affairs
Government of Newfoundland and Labrador

2014-15 Annual Activity Report



DOC/2015/04464

Ms. Sandra Barnes
Clerk of the House of Assembly
East Block, Confederation Building

Dear Ms. Barnes:

On behalf of Minister Hutchings, I am pleased to submit the 2014-15 Annual Report for the Newfoundland and Labrador Geographical Names Board in accordance with section 9 of the *Transparency and Accountability Act*. Ten copies of the report are enclosed.

Please feel free to contact me at 729-3052 if you have any questions.

Sincerely,



COLLEEN JANES
Deputy Minister for Municipal Affairs

Enclosures

MESSAGE FROM THE MINISTER

As Minister responsible for the Newfoundland and Labrador Geographical Names Board (NLGNB), I am tabling the 2014-15 Annual Report on behalf of the previous board. The NLGNB is mandated under the *Newfoundland and Labrador Geographical Names Board Act*. There is no legislated mandate to collect revenue and submit financial statements. In September 2014, responsibility for the NLGNB transferred from the Minister of Environment and Conservation to the Minister of Municipal and Intergovernmental Affairs (MIGA).

I am pleased to report excellent progress again this year in improving the toponymy (the study of place-naming) of our province. The NLGNB recommended 785 names for ministerial review and endorsement. These recommendations were adopted on January 27, 2015. The backlog of geographical names has been eliminated. Much success was achieved particularly in Aboriginal naming, the processing of names from former field surveys, and the identification, review and recommendation of geographical names in the more remote and natural resource regions, notably names of forest access roads. The latter will help promote economic and cultural development, safe travelling by the general public, and improved search and rescue.

Positive steps were also taken to promote public awareness of the geographical names program through public media, education, and the establishment of a formal naming protocol. This is of particular importance over the next four years, for commemorative naming related to the participation of Newfoundlanders and Labradorians in the Great War (World War I). The NLGNB continued to have active and productive consultations and liaisons with members of the general public, academics, writers, researchers, municipalities, government departments and agencies, and Aboriginal governments and organizations having a vested interest in geographical names.

The tenure of the NLGNB expired on December 31, 2014. MIGA intends to appoint/reappoint members to the board in 2015-16. I would like to take this opportunity to express gratitude to the Chair and members who volunteered their services, worked together collegially and professionally, and contributed immensely to the success achieved over the last three years.

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As Minister responsible for the NLGNB, I can attest that this report has been prepared in accordance with the *Transparency and Accountability Act* requirements for a category three entity and my signature below is confirmation that I accept accountability for the results reported in this document.

Sincerely yours,



Keith Hutchings

Minister of Municipal
and Intergovernmental Affairs

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1.0 BOARD OVERVIEW

The NLGNB is the main authority for recommending to Government, through the Minister of Municipal and Intergovernmental Affairs, the proper status of, and all changes related to names of places and geographical features in the province.

The NLGNB consists of the provincial secretary, a permanent Administrative Officer assigned by the Department, and five other members appointed by the Minister. Members are appointed for a term of three years. The NLGNB operates under the departmental budget. The current NLGNB was appointed May 12, 2011. The NLGNB appointments and reappointments are now under consideration.

The following table identifies 2014-15 expenditures and projected 2015-16 expenditures:

Statement of Expenditures		
NLGNB Expenditures	Total 2014-15 Expenditures	Projected 2015-16 Expenditures
Professional Services (Chairperson)	\$3015.00	\$2,010.00
Travel Expenses	\$571.30	\$500.00
Meeting Expenses	\$616.81	\$400.00
Totals	\$4,203.11	\$2,910.00

Funding to support the work of the NLGNB was provided by the Survey and Mapping Division of the Department of Municipal and Intergovernmental Affairs.

Discussion of Results: Given that the backlog of geographical names has recently been eliminated, the projected number of meetings for 2015-16 will be reduced from three to two. The projected expenditure has therefore been reduced accordingly.

Mandate and Lines of Business

The main responsibility of the NLGNB is to administer the *Geographical Names Board Act*. The Act empowers the NLGNB with the following duties:

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- Gather, collate and record information respecting names of places and geographical features in the province;
- Consult with and advise Government departments and agencies, municipalities, Aboriginal governments and organizations and other bodies or persons concerned with the selection of place names or the renaming of places and features regarding the suitability and spelling of the names;
- Consider and make recommendations respecting a proposed change in the name of a place or geographical feature already in use that may be considered or be represented to be inappropriate to the place or geographical feature to which it is applied;
- Collaborate with the Canadian Permanent Committee on Geographical Names (now known as the Geographical Names Board of Canada) respecting the selection of new geographical names, the elimination of alternative or duplicated names, the correct or preferred spelling of established names and other matters that may be of concern to the NLGNB or the Canadian Permanent Committee on Geographical Names;
- Hold public meetings or invite submissions to NLGNB meetings where dispute arises or may arise with respect to the naming or renaming of a place or geographical feature; and
- Recommend to the Minister for approval the names of places or geographical features.

Section 9 of the Act states “Notwithstanding sections 5 to 8, this Act shall be read and applied in conjunction with the *Labrador Inuit Land Claims Agreement Act* and, where a provision of this Act is inconsistent or conflicts with a provision, term or condition of the *Labrador Inuit Land Claims Agreement Act*, the provision, term or condition of the *Labrador Inuit Land Claims Agreement Act* shall have precedence over the provision of this Act.”

Representation

The table below lists all former members of the NLGNB. A full complement of NLGNB is actively being sought.

Name	Role	Residence(s)
Dr. Gordon Handcock	Chair	St. John's and Salvage
Mr. Gary N. Smith	Vice-Chair	Bishop's Cove
Mr. Randy Hawkins	Secretary	St. John's
Ms. Margarita (Rita) Andersen	Member	Nain
Ms. Franca Smith	Member	Happy Valley-Goose Bay
Ms. Cheryl Brown-McLean	Member	St. John's

Vision

The vision of the NLGNB is to record and preserve geographical names for functional use and as an important part of the province's cultural heritage. These names are made official for use in all Government correspondence and documents, published literature, research reports, newspapers and magazines, road signs, public buildings, and maps and charts throughout the province.

Mission

By March 31, 2017, the NLGNB will have made recommendations to the Government of Newfoundland and Labrador in relation to any new geographical names.

Performance Measure: Made recommendations to Government.

Indicators	Accomplishments
<ul style="list-style-type: none"> Processed naming recommendations from the general public and other stakeholders. 	<ul style="list-style-type: none"> The NLGNB reviewed and recommended for Ministerial approval a total of 785 new names and/or name changes. This total represents recommendations made throughout the planning cycle and therefore represents progress towards the mission.

2.0 SHARED COMMITMENTS

As previously indicated, the success of the Newfoundland and Labrador Geographical Names Program in 2014-15 was largely due to cooperative working partnerships between provincial and federal government agencies and Aboriginal governments and organizations. The following partners played an active role in operational procedures this year:

- The Earth Sciences Sector of Natural Resources Canada and the Geographical Names Board of Canada Secretariat, in providing direct access to the federal database.
- The Department of Fisheries and Oceans, with respect to names of coastal and underwater features and fishing grounds around Newfoundland and Labrador.
- The Forestry and Agrifoods Agency with respect to names of forest access roads in the province.
- The Innu Nation with respect to geographical place names in the asserted Innu Land Claim areas of Labrador.
- The Nunatsiavut Government with respect to geographical place names in Labrador Inuit Lands (LIL) and the Labrador Inuit Settlement Area (LISA) outside LIL.
- The Geological Surveys of Newfoundland and Labrador with respect to the collection of geographical names on geological survey reports.
- Parks Canada, with respect to geographical place names within L'Anse aux Meadows National Historic Site.

Additionally, the success of the NLGNB's program is also due to the cooperation and assistance of the local residents within the Province of Newfoundland and Labrador.

3.0 HIGHLIGHTS AND ACCOMPLISHMENTS

- Three NLGNB meetings were held in the 2014-15 report period. A total of 785 geographical names were recommended. These recommendations were adopted January 27, 2015.
- During the reporting period, the NLGNB received a large place name submission from the Innu Nation. This submission was the second instalment of place names from the Innu Nation.

- The initial instalment of Innu place names was submitted on December 3, 2009. In order to preserve Aboriginal names as an integral part of the cultural landscape of Newfoundland and Labrador, the NLGNB introduced a dual naming policy which accommodates the use of two official names for a single geographical feature. (If it becomes necessary to use more than two official names for a single geographical feature a multiple naming policy will be implemented). This progressive naming policy permits the preservation of the Aboriginal cultural name and simultaneously preserves the pre-existing, well-established name. This dual naming policy was first introduced by the NLGNB in response to a need to name prominent features along Phase Three of the Trans-Labrador Highway. As a result of the December 3, 2009 NLGNB meeting two (2) dual names and two (2) name changes were recommended for adoption. These recommendations were adopted on May 5, 2010.
- The NLGNB received the second place name submission from the Innu Nation on February 25, 2014 originating in December 2009. This submission, totaling 573 place names included names for features located in the proposed Labrador Innu Settlement Area, LIL and LISA outside of LIL. Four hundred forty-eight of these place names were located in the proposed Labrador Innu Settlement area. These place names were addressed and recommended to the Minister following the June 5-6, 2014 NLGNB meeting.
- Resolution of the Innu place name proposals that are located within LIL and the LISA outside LIL requires consultation with the Nunatsiavut Government for the names within the LISA and consent of the Nunatsiavut Government for names within the LIL as the Nunatsiavut Government has the exclusive power to select place names within their lands as per Part 16.3 of the Labrador Inuit Land Claims Agreement. Under the terms of the Labrador Inuit Lands Claims Agreement, the NLGNB is required to consult with the Nunatsiavut Government in order to resolve the remaining 125 Innu place-name proposals that are located within LIL and the LISA outside LIL.
- Forty-one of these 125 Innu place name proposals are located in LIL. The Nunatsiavut Government has sole authority on the recommendation of place naming proposals inside LIL. These proposals cannot be brought forward without the endorsement of the

Nunatsiavut Government. The NLGNB notified the Nunatsiavut Government of the Innu Nation place name proposals in August 2014.

- The attention to detail in this submission was particularly noteworthy. The dual/multiple naming approach was preferred over changing the name of long-standing, well-established names. The preservation of the Innu culture is particularly significant to the Innu Nation. For this reason, a considerable amount of research, time, effort and diligence was given to ensure that the Innu Nation place-name submissions met the provincial and national standards for official adoption. Digital feature extents or boundaries were provided for most of the place name proposals. Innu translations and explanations were also added where possible. All of this information has been added to the federal/provincial dataset. This data verification process took approximately four months to complete. As part of their commitment to the preservation of the Innu culture, all of the names in this submission can also be found on the www.innuplaces.ca website. This website has been in the public domain since November 2004. The addition of these names will set national standards for the collection of Aboriginal place names in Canada.
- In June 2014, Randy Hawkins received a letter of appreciation from the Innu Nation. This letter highlighted a very important and successful historical event in the partnership between an Aboriginal group and the Province of Newfoundland and Labrador on geographical names.
- The NLGNB has reached an important milestone in its history. The completion of the Innu place names submission represents the first time that the NLGNB had been approached by any Aboriginal group within a lands claim area of Labrador.
- The remaining 84 of these 125 Innu place name proposals are located in the LISA. Pursuant to the Labrador Inuit Land Claim Agreement, the Minister must consult the Nunatsiavut Government with respect to these proposed names, and provide full and fair consideration to any comments received from the Nunatsiavut Government.
- With the exception of the names in the areas of asserted Land Claims, or the LISA, all of the large inventory of geographical names collected from various field surveys since the 1980s were reviewed and received Ministerial approval.
- The NLGNB has collaborated with the Innu Nation in approving names in their respective language as well as other government agencies to record names of features in

more remote regions for purposes of economic and cultural development and essential services. The utilization of a dual naming policy for well-known geographical features will enhance safe travelling and search and rescue efforts. The addition, these Aboriginal names will ensure cultural identities are maintained as manifestations of cultural footprints on the landscape of this province.

4.0 REPORT ON PERFORMANCE

Issue 1: Data Integrity and Management

With the advent of improved mapping and computer technologies, standards for data management are continually changing. The NLGNB strives to keep pace with national standards of data management. This leads toward the enhancement of natural heritage.

All geographical names are obtained on a voluntary basis. The data collection process is reactive to the names obtained in the report period. The total number of names processed in this report period may include names that have been collected over previous years.

Objective 1: By March 31, 2015 the NLGNB will have maintained the provincial geographical names dataset to ensure that it meets with existing Canadian national standards.

Performance Measure: Maintained provincial geographical names dataset.

Indicators	Accomplishments
<ul style="list-style-type: none"> Collected and entered geographical names in the dataset. 	<ul style="list-style-type: none"> A total of 671 new geographical names were entered in the dataset during the report period.
<ul style="list-style-type: none"> Made revisions to current names in the dataset. 	<ul style="list-style-type: none"> A total of 951 geographical name records were modified in the dataset during the report period.
<ul style="list-style-type: none"> Ensured that data integrity was in accordance with provincial guidelines and principles. 	<ul style="list-style-type: none"> The following items were completed in accordance with provincial guidelines and principles: <ul style="list-style-type: none"> The geographical names process has expanded from the identification of point data to the identification of feature geometries. The use of feature geometries proved to be invaluable in identifying approximately 500 Innu place name recommendations during the report period.

	<ul style="list-style-type: none">• Verification of coastline and inland contoured features was also conducted during the report period.• The creation of a forest resource road classification was generated in order to accommodate prominent forest resource roads in the province. A total of 125 roads were reviewed by the NLGNB and recommended for Ministerial adoption.• The addition of these new road geometries and the forest resource roads classification has enhanced the federal and provincial datasets.• All of the above-referenced quality control was also completed in accordance with the wishes of local residents of the Province of Newfoundland and Labrador. Aside from statutory names, the principle of local usage was used in determining the geographical names. In keeping with this principle, all names processed in the report period have been verified by local residents.
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Discussion of Results: All geographical names in the Province of Newfoundland and Labrador are maintained in the federal database. As such the federal and provincial datasets are synonymous. Accordingly, the provincial and federal database maintenance structures are also identical.

Issue 2: Natural Wilderness Areas and Lands of Aboriginal Occupancy

Two main concerns of this report are the recording and processing (and hence preservation) of the well-established orally-used names of geographical features in remote and natural wilderness areas. All names, including traditional Aboriginal names of features and places have been provided by knowledgeable citizens.

Objective 2: By March 31, 2015 the NLGNB collected and processed traditional Aboriginal geographic names.

Performance Measure: Implementation of Aboriginal names collection process.

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Indicators	Accomplishments
<ul style="list-style-type: none"> Communicated with persons with good knowledge of remote and natural wilderness areas and Aboriginal groups. 	<ul style="list-style-type: none"> Innu Nation researcher, Mr. Peter Armitage was contacted for Innu place-name spelling verification and location. Mr. Armitage was one of the primary researchers involved in Innu place name research. Mr. Armitage also provided digital feature boundaries for most names in the submission, greatly facilitating their review and recommendation. These place names were submitted by the Innu Nation on February 25, 2014. Upon submission, all names were processed and sent back to the Innu Nation for verification. The Innu Nation then responded with a letter of appreciation. Innu translations and explanations were also added where possible. All of this information has been added to the federal/provincial dataset. This data verification process took approximately four months to complete. As part of their commitment to the preservation of the Innu culture, all of the names in this submission can also be found on the www.innuplaces.ca website. This website has been in the public domain since November 2004. The addition of these names will set national standards for the collection of Aboriginal names in Canada. The NLGNB also notified the Nunatsiavut Government of the Innu Nation place name proposals in August 2014. The Nunatsiavut Government have not commented on the Innu Nation place name proposals.
<ul style="list-style-type: none"> Collected and recorded Aboriginal names and geographical names from remote and wilderness areas. 	<ul style="list-style-type: none"> A total of 573 Aboriginal place names in the Labrador Innu land claim area were recorded in remote and wilderness areas of Labrador. As a means of preserving Aboriginal cultures, dual names were also recommended for well-established features. These names were adopted January 27, 2015.
<ul style="list-style-type: none"> Reported on issues/challenges with the collection and processing of Aboriginal names and new names from remote and wilderness areas. 	<ul style="list-style-type: none"> When names are provided for places that are located in LIL or the LISA outside LIL, the Minister must consult the Nunatsiavut Government prior to approving any such proposed names. A total of 84 current proposals are located within the LISA outside LIL. The NLGNB is consulting the Nunatsiavut Government with respect to these proposals, and awaits a reply. However, 41 current proposals are located within LIL. The Nunatsiavut Government is the final authority on any place names in this area and has the exclusive power to select or alter place names within LIL.

Discussion of Results: The implementation of Aboriginal place names in Newfoundland and Labrador has made tremendous advances in 2014-15. The adoption of the Innu Nation place names will set national standards with respect to Newfoundland and Labrador’s dual naming policy. The adoption of the associated feature geometries will place Newfoundland and Labrador as one of the nation’s forerunners in Aboriginal policy development.

Issue 3: Public Outreach and Awareness

The geographical names program and its value in preserving our cultural heritage needs to be better understood and appreciated by all citizens throughout the province. The NLGNB has actively tried to engage interest groups in the program and the naming process.

Objective 3: By March 31, 2015 the NLGNB engaged the public in the geographical naming process.

Performance Measure: Work progressed on development of strategies.

Indicators	Accomplishments
<ul style="list-style-type: none"> • Contacted municipalities. 	<ul style="list-style-type: none"> • The Towns of Buchans and Eastport were contacted to verify local usage for place-name proposals in their respective jurisdictions. Additional submissions from these municipalities are anticipated. The council of Labrador City was also consulted on a naming application in its area but outside its boundaries.
<ul style="list-style-type: none"> • Contacted researchers and special interest groups. 	<ul style="list-style-type: none"> • Special interest groups often have valuable information to offer with respect to the geographical names process. During the past year the NLGNB provided topographic maps to special interest groups such as trappers, conservation officers, forestry officials, and outfitters to collect and record new feature names. Responses to such requests are voluntary so there is no guarantee that these requests for information will be answered. • The generation of lists of contacts is the initial strategy for the collection of new geographical names. A list of contacts for the Coast Guard Auxiliary and a similar list of Harbour Authorities is available. Both of these groups consist of extremely knowledgeable volunteers who play a vital role in the search and rescue activities in the province.

<ul style="list-style-type: none"> • Contacted members of the general public. 	<ul style="list-style-type: none"> • Residents of Rigolet and Labrador City submitted geographical naming proposals which require consent of the Nunatsiavut Government for names within the LIL as the Nunatsiavut Government has the exclusive power to select place names within their lands as per Part 16.3 of the Labrador Inuit Land Claims Agreement. As a means of investigating geographical names inquiries, the NLGNB contacted additional local residents in order to verify naming proposals. This process is normally conducted through a series of telephone conversations and emails.
<ul style="list-style-type: none"> • Collaborated with other Provincial/Federal Government agencies. 	<ul style="list-style-type: none"> • Collaborated with the Forestry and Agrifoods Agency with respect to the collection of 125 geographical names for forest resource roads. These forest resource road names received Ministerial adoption in the report period. • Collaborated with the Geological Survey of Newfoundland and Labrador with respect to the collection of geographical names on geological survey reports. These reports will be examined for potential geographical place name sources. At present there are over 20,000 on-line documents to be reviewed. This project will proceed as time permits. • Collaborated with Parks Canada, with respect to geographical place names within L'Anse aux Meadows National Historic Site. Based on information from local residents of Ship Cove, the NLGNB has requested that Parks Canada consider the adoption of nine geographical names which are located within L'Anse aux Meadows National Historic Site. Parks Canada is currently evaluating the proposals.

Discussion of Results: Public engagement is critical to the success of the geographical names program in the Province of Newfoundland and Labrador. The NLGNB welcomes the opportunity to actively encourage residents of this province in this process.

The NLGNB will report on the same objectives, measures and indicators in 2015-16.

5.0 OPPORTUNITIES AND CHALLENGES

The development of relationships with Aboriginal governments and organizations has revealed opportunities for improvements in the province's place naming, one example of which is the dual-naming policy, which allows the NLGNB to fulfill its joint objectives of reflecting the province's cultural heritage whilst also promoting economic development, safe travelling by the general public, and improved search and rescue. Meaningful and appropriate consultation takes time and resources. Although critical to the proper functioning of the NLGNB, Aboriginal consultation does require additional time in the proposal review process, which can be a challenge for applicants and for the NLGNB itself.