

Developing a Framework for Integrated Resource Planning in Newfoundland

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EXECUTIVE SUMMARY

Under **the guidance of a Steering Committee** comprising representation from the Canadian Environmental **Assessments** Research Council (CEARC), the federal Department of Fisheries and Oceans, and the Newfoundland and Labrador Department of Environment and Lands (Land Management Division and Environmental Assessment Division), a one and a half day workshop was convened to discuss the development and implementation of a framework for Integrated Resource Planning (**IRP**) in the Province of Newfoundland and **Labrador**. A background paper had been produced and distributed in advance to provide a basis for consideration by the 20 participants, each of whom was invited as a representative of a government agency with responsibility for the management of a natural resource. This group of resource planners/managers were augmented by ten observers. The **convenor** was Dr. Gordon Beanlands, Director of the School for Resource and Environmental Studies (SRES) at Dalhousie University.

The workshop was **organized** into plenary and discussion sessions **with the overall** objective of reaching a consensus on developing an **institutional** framework for **IRP** in Newfoundland and Labrador.

Consultation Process

Several weeks prior to the workshop, the invited participants were involved in a consultation process. This served two purposes: it allowed information and data to be obtained in a **standardized** fashion; and it **familiarized** the individuals with the scope and purpose of the upcoming workshop.

The consultation process centred around a series of open-ended interviews with a representative from each agency. To **standardize** the information **from** these interviews, and to guide discussion, a questionnaire was developed and distributed **previous** to each interview. The questionnaire was intended to define the mandate of each agency, describe its planning process and document the means used to address and resolve potential resource

conflicts with other agencies. As well, thoughts were solicited on the need for, and meaning of **IRP**. The **definition proposed** for IRP was: A process whereby resource management agencies consult each other and private sector interests to plan for the future use of natural resources.

The results from these interviews were used to develop a **background** paper (**included** as Appendix 6 of this report) to focus discussion at the workshop. The information gathered revealed a very uneven picture. Many agencies were **hampered** by a lack of basic resource inventory information. Few had any **formalized** consultation program integrated into their planning process; even fewer involved the public at the planning stage. Many agencies **characterized** themselves as reactive, rather than proactive in planning and conflict resolution. There appeared to be a consensus on the de&ability of and need for some from of IRP. Most comments on the definition sought to broaden its scope, or to flesh out the means for its implementation.

Discussion Paper

The background paper provided a framework for discussion at the workshop. It provided a description of such existing processes as the **Interdepartmental** Land Use Committee (**ILUC**), Environmental Impact Assessment (**EIA**), and Municipal Plans. A problem statement was proposed:

resource planning is under **fragmented** control;
demand on the **resources** and on resource management agencies has grown and in some cases is at or above capacity;
awareness of the complexities of resource exploitation side-effects has grown;
information and knowledge are incomplete; and
resources (time and money) available for resource planning are limited

The paper asserted that the existing process **are not** adequate to **address** the situation present in the pmvince.

Resource management is **characterized** by overlapping and fragmented jurisdictions, as illustrated by the myriad of permits required for any project **approval**.

Resource management agencies have been faced with increased intensity of resource use, and stagnant or even diminished budgets, in some cases to the point where bureaucratic limits are being placed on economic **development**.

There is an increasing awareness of the complexities of resource problems, and of the incomplete knowledge base concerning environmental phenomena.

There is an ever **increasing** demand and expectation that planning and approval periods be reduced so that sound decisions be made **more** quickly.

Public participation in resource management and planning is low. There is a perception that public consultation programs consume scarce resources and produce minimal benefits.

The paper proposed **that**, based on the response received through the consultation process, there was general agreement on the need for Integrated Resource Planning. The focus of attention at the workshop was **therefore** proposed to be on finding ways to fit the concept into the existing framework of **government**; whether a new process was **needed**, or existing ones could be altered.

To assist in the process of developing a mechanism for implementation of **IRP**, a series of options were presented for discussion:

1. Authority
 - (a) Provincial
 - (b) Regional
2. Comprehensive Policy
3. Coordination
4. Information Management

The options represented a range of mechanisms from rigidly authoritarian (Provincial Authority; Regional authorities) through to **consultative (information management)**. The paper described in broad terms: the scope of each option; the extent to which it had been applied either in the province or other **Canadian** jurisdictions; and the factors to consider in evaluation. The participants were challenged to consider the merits of each option on the basis of suggested evaluation criteria.

Workshop

The workshop participants had been individually interviewed as part of the consultation **process**, and each was provided a copy of the Discussion Paper in advance of the workshop.

During the opening plenary, in addition to a brief presentation on the discussion paper, the need for a process such as IRP was reinforced by a presentation from Mr. John Scott, **Director** of Resource **Policy** Analysis and Planning, Executive **Council**. In describing the process of decision making at Cabinet level, he provided an indication of the **volume** of **material** handled and **emphasized** the **perception** that this burden is unnecessarily added to by resource conflict issues which should be settled without need for reference to Cabinet.

The participants and observers were **organized** into three working groups, each under **an** invited **chairperson**. These small units (six participants, **2-4** observers) spent five hours in concurrent sessions discussing the material which had been presented, and endeavouring to complete a **structured** review of the suggested options, for the purpose of recommending a preferred choice.

On the second day the workshop participants were joined by senior managers **from** a number of federal and provincial agencies. Dr. Beanlands, the workshop **convenor**, **summarized** the events of the previous day and presented in overlay fashion the items on which consensus **appeared** to have been achieved.

Workshop Recommendations

It was agreed that there was a need for a **comprehensive Province-wide policy on Integrated Resource Planning** and that the approach should be a two-stage Cabinet submission. First, a brief would be prepared by the Director, Land Management Division and submitted to Cabinet for approval in principle to develop the comprehensive policy. Then with Cabinet approval, an Integrated Resource Planning Policy would be developed and implemented. It was also agreed that **ILUC** would be **used to develop the Cabinet Submission on IRP**.

It was suggested that the IRP Policy should address a number of items:

Mandate - define the geographical area and resources covered by the policy;

Technical Aspects - **address specific** issues such as planning boundaries (areas, time span, scale);

Information - provide for the access, distribution, and multiple use of resource **information**;

Public Involvement - provide opportunities for public consultation and **involvement**;

Dispute Resolution - a mechanism is required to resolve **specific** disputes at an appropriate level,

It was pointed out that the Government has made a commitment to develop a provincial Conservation Strategy, and that a **Cabinet** Submission would probably be quite timely provided that the relationship between the **IRP** concept and Conservation Strategy was explained. Given that the same Minister would be responsible for both, it was agreed that the two could be developed in a complementary manner.

BACKGROUND

One of the single greatest challenges faced **by** governments throughout the **globe** is to plan and implement strategies for natural resource development in a manner which produces optimum benefits to society, and which does not result in environmental degradation. A depressingly long list of environmental catastrophes bear witness to the **need** for **wise** planning and effective **implementation**; they also serve to document the many failures. The decade of the **seventies** **provided major** advancements in the institutional and legal approaches to environmental protection and resource use planning. Nonetheless, with experience many of these approaches have proven to be inadequate in addressing the complexities of the problems presented by a “modern” industrial society.

There have been two broad **international efforts aimed** at addressing this dilemma. The World Conservation Strategy **was produced in** 1980 by the **International Union of Nature and Natural Resources**, with the support of the **United Nations Environment Program** and the World Wildlife Fund. It represents a global concern on the role of conservation in development and has three objectives: the maintenance of essential ecological processes and life support systems; preservation of genetic **diversity**; and sustainable **utilization** of species and ecosystems.

Conservation Strategies are based on the underlying principle of sustainable development. This principle was enunciated in the Report of the World Commission on Environment and Development (the Brundtland Commission) which addressed the issue of the apparent incompatibility of economic development and environmental protection. The Commission asserted that, with proper and integrated economic and environmental planning, it is possible for nations to achieve and continue economic growth without compromising the environmental heritage of future generations.

At the national level, in 1986 the Canadian Council of Resource and Environment Ministers established the National Task Force on Environment and Economy as a follow-up to both the Brundtland Commission Report and the World Conservation Strategy

Conference. In September 1987, the National Task Force produced a report, which addressed a broad range of actions to be taken in order to bring Canada's environment and economic development into harmony. The Task Force addressed the development, at the provincial and federal level, of "Round Tables". Such bodies would provide an opportunity for decision makers representing cross-sections of society to debate policy issues and to provide advice to the political leadership. The Task Force also gave impetus to the need for **Conservation** Strategies. These were proposed to be developed with maximum public input, and to serve as mechanisms to guide public policy in defined geographic areas.

In addition to these new initiatives, some of the institutional mechanisms developed in the 1970's are undergoing extensive review as they are challenged by new or newly discovered environmental issues. In particular, the environmental impact assessment processes in Canada have found it difficult to adapt to some of the temporal and spatial **boundaries** which characterise major sources of environmental degradation. These "non-proponent" phenomena include incremental impacts, class activities and policy issues.

In 1987, the federal Department of Fisheries and Oceans, in seeking to expand on the key strategies of its Policy for the Management of Fish **Habitat**, decided to address the issue of Integrated Resource Planning. This concept deals with the identification and resolution of potential resource/environmental conflicts at the planning stage of resource management. In the application of its Policy, DFO asserted that flexibility would be exercised where integrated **resource** planning was in place.

Over the last number of years it has become increasingly clear that there are important overlaps and uncertainties between environmental impact assessment (**EIA**) and land use planning. The two processes have much the same ultimate purpose: to protect the quality of the environment in which people live. There are however, important differences between them, both in concept and in application.

Land use planning is intended to be anticipatory and comprehensive, attempting to establish ahead of time, guidelines for all land use and development throughout the area to which it

applies. **Environmental Impact** Assessment, on the other hand, is intended to be reactive and focused: it responds to a **specific** proposal for a specific action. In Canada, EIA is normally administered by provincial or **federal** governments, whereas land use planning is most common at the municipal level.

Since the purposes of the two processes **are** very **similar**, the two should **be** complementary. The planning process should provide some of the policy **framework** for assessment of individual undertakings, and the assessment process should reinforce the plan by ensuring that undertakings are consistent with its policies. This is usually not the case, since the application of the two processes is often uncoordinated.

Integrated resource planning (**IRP**) has been proposed as a means to resolve conflicts between competing demands for the use of natural resources. As such, the concept has **similarities** in scope to the EIA and land use planning. **In** application, **IRP** would complement **EIA** in that environmental issues could be addressed at the planning stage in a non-adversarial fashion. By providing far planning in the use of natural resources in a manner that incorporates the protection of environmental quality, IRP is very much an expansion of the scope of land use planning.

In an attempt to develop and test the concept of **IRP**, a workshop sponsored by the Canadian Environmental Assessment Research Council (CEARC) and the Department of Fisheries and Oceans (**DFO**) was held in Comer Brook, Newfoundland during February 1988. The workshop participants changed the focus of discussion **from** the intended “mock negotiation” session for a specific watershed, to deal with some of the broader issues which needed to be addressed as impediments to resource planning integration in the province. The report on that workshop (**LeDrew**, B.R. and E. Norris 1988, Integrated Resource Planning Feasibility Study, submitted to Canadian Environmental Assessment Research Council. 29 pp +app.) included a series of recommendations. These are included in Appendix 1 for reference. They were based on the recognition by the workshop of the need for broad based consultation and planning; coordination of data and of planning

boundaries; and the development of valuation **processes** which **can apply to the full range** of resources.

What **was** now needed was some mechanism to implement these recommendations. Fortunately, the level of interest **engendered** by the February 1988 workshop **led** to the continuation and expansion of the original Steering Committee to include participation by the Province of Newfoundland and Labrador. The report which follows documents this second stage in the development and implementation of Integrated Resource **Planning** in the Province of Newfoundland and Labrador.

· 1.0 **INTRODUCTION**

This document reports on a Workshop held May 31 - **June** 1, 1989 in St. John's Newfoundland and the preparatory work associated with it. This Workshop was a continuation of an earlier effort, and was aimed at developing a framework for Integrated Resource Planning (**IRP**) in the Province of Newfoundland and Labrador. The exercise was **carried** out under the guidance of a Steering Committee comprising representation **from:** the **Canadian** Environmental Assessment Research Council (Patrice **LeBlanc**, chairman); Department of **Environment** and Lands, Government of Newfoundland and **Labrador** (Robert **Warren**, Co-Chairman and David Taylor); and the Department of Fisheries and Oceans (Rick **McCubbin**, and Tim Anderson).

The strategy followed by the committee was to conduct extensive consultation and information gathering prior to holding the Workshop. Support for this effort was provided by the consulting firm **LeDrew** Environmental Management Ltd. (now **LeDrew**, Fudge and Associates Ltd.). The objective was to contact those individuals with direct responsibility for resource planning in every resource management or protection agency having responsibilities within the Province of Newfoundland and Labrador. To aid in this consultation process, a questionnaire was developed and delivered through **direct** meetings. The resulting information was compiled and **summarized** as input to a discussion paper which addressed the extent to which **resource** planning integration now occurs, and which proposed a range of options for establishing improvements where needed.

The consultation process became far more protracted and detailed than had been originally envisioned- In fact, the compilation of information extended well after the Workshop had been completed. The enthusiastic response of resource planners is the main reason that a large part of this report comprises a comprehensive inventory of on resource planning processes in the province.

This inventory has been reported **fully** as an appendix to the main report, in **the belief that it will be a useful reference** to those responsible for acting on **the recommendations** which were **produced** by the Workshop. **It** should also be of broader interest to those concerned about addressing the challenges of **achieving** sustainable development.

This report is presented generally in chronological order with the first section **describing** the consultation process which initiated the exercise. The next section **summarizes** the discussion paper which was distributed to participants. This is followed by a report on the Workshop and supplemental discussion of the relationship of **IRP** with the various environmental initiatives which are either in place or under consideration in the province. Finally, the workshop **recommendations** are presented together with a report on the actions which have been taken on these **to date**.

2.0 CONSULTATION PROCESS

The **purpose of the consultation** process was **to** make contact with the various **resource** agencies in the province and obtain information on their mandate/objectives, approach to planning, their perspective on the present level of integration, and their views on a process of Integrated Resource Planning for Newfoundland and Labrador. It allowed **information** and data to be obtained in a **standardized** fashion. It **familiarized** the individuals with the topic **for** the upcoming workshop in which their agency would be participating, and most importantly, the information **from** these questionnaires and interviews was used to prepare a background paper to focus discussion at the workshop.

The Steering Committee felt strongly that it was essential to gather **information** on the present state of resource planning and integration in the province. The approach decided upon was to develop a questionnaire as illustrated in **Figure 2.1** (the complete Questionnaire is provided as Appendix 2). The questions were **directed** to planners with responsibilities for resource management or environmental protection within Newfoundland and **Labrador**.

The questions were intended to gather baseline information on the present state of resource management and the extent of integration amongst resource planners. As well, an opportunity was presented for the expression of opinion on the need for, and possible form of any IRP process.

Each contact was provided with the questionnaire in advance of a scheduled meeting. A total of 21 interviews were held with 26 resource planners (see list in Appendix 3). The format of the interview was informal and open-ended. Many respondents filled out the questionnaire in advance and used the interview to augment their written comments. In several cases, supplementary meetings were held to review material or to complete the full set of questions.

Initial interviews took an average of two hours to complete, however some took considerably longer and involved more than one individual from the subject agency. As well, in most cases, an extensive review of the resulting documentation was carried out. The detailed results of the consultation process **are** presented in Appendix 4. Also included (as Appendix 5) is a compilation of the legislation and mandates of the resource agencies which were included in the survey.

Overall, both for **the** consultant and the resource agencies, the consultation process **was** far more time consuming than had been **expected**, however the **final** product presents a comprehensive overview of the state of natural resource planning in the **province** as of 1988. While much of the resulting information is **summarized in the** chapter following, some salient points can be made here.

The **definition** of Integrated Resource Planning (a process whereby resource management agencies consult each other and private sector interests to plan the future use of natural **resources**) received considerable comment and criticism. In almost all cases, the respondents felt that the definition needed to be expanded and some mechanism identified for its implementation. None questioned the need for IRP as an institutional tool in resource management. Neither did there seem to be any confusion among respondents between the meaning or role of **IRP** and other processes or concepts (e.g. Conservation Strategies, Round Tables, Environmental Impact Assessment, Land Use Planning).

Many respondents noted the absence of a mandate for consultation in their planning process, either with other agencies or with the public. The limitations of time and budget have often resulted in the omission of desirable but non-essential components of effective resource management, such as broad consultation at the planning stage. Few agencies incorporated public consultation into their planning process.

Figure 2.1 SIMPLIFIED OUTLINE OF IRP QUESTIONNAIRE

MANDATE/OBJECTIVES*Authority*

- Under what authority does your agency function?
- What resource(s) is your agency responsible for?
- What is the scope (limitations of your mandate)?
- Are there changes pending in your mandate (new legislation, regulations, policies)?
- What are the formal objectives of your agency with respect to resource management; with respect to resource development?

Overlaps

- Are there overlaps between the mandate of your agency and that of other agencies.

Provision for IRP

- Does your mandate provide for integration of resource planning?

Stakeholders and Clients

- Identify stakeholder and clients affected by the decisions and actions of your agency.

PLANNING*Inventory*

- Do you have a resource inventory?
- What resources do you inventory?
- How is your resource inventory created?
- How is inventory data stored/portrayed?

Planning Boundaries

- What dictates your planning boundaries (e.g. life cycle, legislated period or area, external factors)?
- What are the principal limiting factors to management of your resource? (e.g. natural productivity, land base, economics, user demand, access).

Planning Framework

- Describe your planning framework: i.e. What are the physical and temporal (short, medium and large range) boundaries of your planning; what is the planning horizon, review rate/cycle of planning?

Environmental and Social Concerns

- How are environmental and social concerns factored into your planning?
- How do stakeholders, clients and the public contribute to (obtain access to) your resource planning/allocation process?

- Are approaches such as Sustainable Development and Conservation Strategies in use or under consideration by your agency?

Strengths and Weakness

- What are the principal strengths and weaknesses of your planning process? (With respect to conflict resolution, allocative equity, public involvement, and in general).
- Would you characterize your planning process as pro-active or reactive? Why?

INTEGRATION*Environmental Perturbation*

- What forms of environmental perturbation are generated by utilization of the resource for which your agency is responsible?

Conflict Resolution

- What mechanisms of conflict resolution are in place within your agency?
- What external mechanisms of conflict resolution does your agency participate in?

Consideration of Other Resource Uses

- What are the practical limitations to considering other resource uses in your planning process?

GENERAL*Effect of Plans on the Process of IRP*

- What plans or initiatives are under consideration by your agency which could affect the process of Integrated Resource planning?

IRP Definition

- Integrated Resource Planning is defined as a process whereby resource management agencies consult each other and private sector interests to plan for the future use of natural resources. Comment.

Availability of Funding and Resources

- Comment on the adequacy of funding/personnel resources available to your agency for resource planning inventory and integration.

Many agencies reported a paucity of resource inventory data; however the overall picture is uneven. Some agencies have relatively adequate funding and well documented inventories, while others have essentially no inventory. For many agencies, their inventory is incomplete and poorly documented. All too often these agencies describe themselves as reactive rather than pro-active planners. Often it is clear that the nature of the resource acts as a practical limitation on the compilation of an adequate or complete inventory.

Finally, it bears emphasizing that practically all those interviewed had a positive, professional approach to their work. The enthusiasm which these people have was **reflected in the** amount of time made available to the interview team, and the thoroughness of the reviews undertaken. This high calibre group represents a major reason to be optimistic with respect to implementation of the recommendations from the workshop.

3.0 DISCUSSION PAPER

The preliminary results from the interview process, supplemented with information gathered by the study team, provided the basis for a background paper which was distributed in advance to workshop participants. The paper is included, as presented, in Appendix 6.

The paper was structured to place IRP in context with respect to other related initiatives and conflict resolution processes in the province:

- the Interdepartmental Land Use Committee (**ILUC**);
- provincial and federal Environmental Impact Assessment processes;
- Municipal Planning;
- the Sustainable Development principle; and
- Conservation Strategies.

Each was briefly described **in the provincial context**, and discussed with respect to its scope and effectiveness.

ILUC has evolved from a committee strictly concerned with **processing** individual applications for Crown Land, to a body with a mandate from Cabinet to address broad issues of governmental land use and resource management policies. **ILUC** carries out **three** major activities:

- it acts as a “clearing house” for proposals;
- it recommends land use policies; and
- it assists in the planning of Crown Land.

It has no public participation component; nor has it the power to require all agencies to subscribe to its referral process. Agreements and decisions made by

ILUC do not carry binding authority and, as such serve as guidelines as opposed to government policy.

Both the Federal Environmental Assessment Review **Process (EARP)** and a provincial system (under the Environmental Assessment Act) are **in** effect in the province. Both processes are undergoing review, reassessment, and renewal. However, the basic principle underlying each is firmly entrenched; projects or actions which have the potential to degrade environmental quality should be closely examined (technically and publically) to determine means to reduce or moderate impacts, and, ultimately, to decide whether the project is environmentally acceptable.

Environmental Impact Assessment processes are proponent-driven and are not yet capable of dealing with issues for which no obvious proponent can be **identified**, such as cumulative impacts, area-wide assessments, or classes of actions.

Environmental Impact Assessment constitutes a planning process only in the sense of responding to specific proposals and endeavouring to anticipate undesirable consequences so that they can be addressed **before**, rather than after the fact,

Municipal planning is well developed in Newfoundland and Labrador, and includes public hearings as part of the formal process. **Planning** areas extend somewhat beyond municipal boundaries, and impose zoning to prescribe categories of usage. Provision also exists under provincial legislation for the development of regional plans. This has been done for the St. John's urban region and is proposed for the Avalon Isthmus (with respect to development of the Hibernia Project). While there are over **300** incorporated communities in the province, the total area over which municipal plans have jurisdiction comprises a very small percentage of the total area of Newfoundland and Labrador.

Based on the review of existing processes, the paper proposed a problem statement to the effect that resource planning in the province is inadequate. It is characterized

by **fragmented** and overlapping jurisdictions, most of which are supported by legislation. This is manifested in a confusing and uncoordinated array of permits and licences covering a broad range of activities. Resource agencies are under pressure from increased levels of resource use activities, but are faced with stagnant or diminished budget allocations. At the same time, awareness is growing of the complexities of resource problems and of the incomplete knowledge of environmental phenomena. Finally, **there** is an increased demand to reduce planning and approval periods to make better decisions, and to make them more quickly.

The concept of IRP is broadly defined, and, as a means to put flesh to the bones of this definition, a set of options was proposed. The establishment of an Authority is one extreme. This option would involve legislation to vest in one agency the responsibility and authority to impose **IRP** throughout the province; or alternatively, in specified regions where resource conflicts are acute.

A second option is the development of a comprehensive policy on **IRP**. Such a policy would be binding on individual agencies through Cabinet directive. The third option was described as essentially the status quo, **i.e.** a coordinating agency assigned to address resource plans with the aim of reducing conflict through consultation. The fourth **option**, information management involves a focus on the generation and exchange of resource planning information, including resource inventories. It would address such issues as incompatibilities of planning boundaries and valuation methods, as well as the development of networks and other approaches to the accessing and sharing of data.

The description of each option included a brief discussion of its implications based on previous experience in other jurisdictions. However, no recommendation or judgement was made by the author with respect to the options.

The range of options were intended to reflect different levels of control and degrees of change from the present state. The paper suggested that each option be

evaluated on the basis of criteria which could **allow** for consistent and comparable evaluation, and which would in turn support reasonable conclusions on the final advice given to government.

Finally, the paper suggested that the workshop participants consider early actions which could be taken to maintain the impetus for change and improvement. Such first step initiatives would need to be relatively easy to implement, could be put in place quickly, and likely to produce early results.

4.0 WORKSHOP REPORT

The one and a half day workshop was held at the **Bowring** Park Bungalow, St. John's, May 31 and June 1, 1989.

The background discussion paper (Appendix 6) had been distributed to the participants in advance to provide a basis for their consideration. In addition to the 23 participants, who included chairpersons and members of the Steering Committee, seven individuals with knowledge of **IRP** were invited to attend as observers for both **days**; and fifteen senior managers were invited guests for day two (note Appendix 3).

4.1 OPENING SESSION

The co-chairs of the Steering Committee, Mr. Patrice **LeBlanc**, Executive Secretary **CEARC**, and Mr. Bob Warren, Director, Lands Branch, Department of Environment and Lands opened the workshop on behalf of the Steering Committee and then turned **proceedings** over to the Workshop Convenor, Dr. Gordon Beanlands, Director of the School for **Research** and Environmental Studies at **Dalhousie** University. Participants introduced themselves and explained their roles as resource managers. Following a summary of the workshop agenda, Bevin **LeDrew (LEM Ltd.)** presented an overview of the discussion paper which defined the present status of **resource** planning integration and outlined a range of options (including status quo) for institutional approaches to **IRP**.

The workshop participants were challenged to discuss and evaluate these options on the basis of assessment criteria:

- A. Equity - Equity concerns relate to actual as well as perceived **fairness** or **justness** in public policy.

- B. **Accessibility** - **This criterion addresses the extent to which all those** who are concerned about or affected by **policy** have a fair and reasonable opportunity to be heard and to be made aware of issues under consideration.
- C. **Acceptability** - **The acceptability or political feasibility of a change in policy depends on who *wins or loses* and by how much. A policy will be most feasible if it can achieve a net increase in benefits overall without taking too much from any one group.**
- D. **Practicality** - **This issue is concerned with how practical the new policy will be from *operational and administrative points of view*.**
- E. **Flexibility** - **Will the policy provide the latitude to make allowance for *changing circumstances*?**
- F. **Effectiveness** - **Will the policy be effective in *achieving the goals and objectives* that it is *signed to achieve*?**
- G. **Monitoring and Evaluation** - Will the policy provide **criteria and mechanisms to enable ongoing monitoring and evaluation to determine its relevancy and effectiveness over time?**

Mr. John Scott, Director of Resource **Policy** Analysis and Planning, Executive Council **then** gave a presentation to describe the process of decision making at **Cabinet** level. The large number of issues (approximately 1500 per year) which flow through the committees of Cabinet create a massive quantity of written material, with the net effect of reducing the time available for Cabinet to consider individual items, so that most decisions are reached on the basis of brief summaries. He emphasized the perception that this burden is unnecessarily added to **by resource** conflict issues between departments which should be settled without need for reference to Cabinet. Such issues **are** not well received as they **are** seen as a result

of inadequate consultation. Where such conflicts cannot be resolved, the best approach, but one rarely used is a joint **referral**.

There appears to be a lack of policy with respect to comprehensive land (resource) use, and this is evidenced with each major new resource initiative. On a more daily basis, it is evidenced in the proliferation of the permit system.

The issue of conflicts between resource management agencies has been evident for a long time. It was addressed by a Planning Task Force on Land Use in 1973, however, as is obvious, no perfect resolution mechanism has yet been found. Nonetheless, Mr. Scott stated that it is now quite timely now to consider this issue and to develop recommendations for early consideration by Cabinet. The achievement of consensus among resource management agencies will lend considerable strength to any submission which develops.

4.2 WORKING GROUP SESSIONS

The membership of the **three working** groups had been selected to provide a mix of professional backgrounds and resource types so as to encourage **discussion** and debate. The chairpersons **were** selected on the basis of their **familiarity** with the issues under discussion, but were taken **from** outside the ranks of the government resource planners and managers who comprised the working groups. Each of the three **groups** was also supported by observers who were invited to participate by contributing comments and observations based on their experience **with** resource planning and conflict resolution. The observers shared their time among the three working groups so that each received the benefit of input from all seven individuals.

The working groups spent five hours in concurrent sessions (from **10:00** am through lunch to **3:30** pm) discussing the material which had been presented, and endeavouring to evaluate the options based on the criteria set out in the evaluation **frame work**.

Each group spent some time struggling with the definitions of the options and **trying to** envision how each would work. Other discussion centred on the meaning and validity of the evaluation criteria. In general, each group came to grips with their assignment, and all reached a consensus on what to report back to the full Workshop.

4.3 **PLENARY DAY ONE**

Following the afternoon coffee break, the workshop reassembled in a plenary session. Chairpersons from each group presented **summaries** of their consensus and each identified how, in their opinion, **IRP** could be **administered**. **A limited** discussion was held to clarify points and give the full session an appreciation of the dynamics of all three working groups.

43.1 Working Group One - Dr. Keith Storey

A key need was for flexibility **in the** direction of efforts towards the eventual development of a comprehensive **coordinated** policy. A number of initiatives were suggested:

A statement of support in principle for **IRP** should be sought via Cabinet directive or enabling legislation.

Resource agencies should each be required to develop general resource management objectives. These should be reviewed by a coordinating group and endorsed by Cabinet.

A review of the planning capabilities of resource agencies should be carried out, so that they can become pro-active.

A review of resource inventory **data** needs and networks is required.

IRP should be promoted through existing structures such as **ILUC**.

ILUC should be provided with a support group with improved planning capabilities.

Improved linkages should be developed between the Environmental Impact Assessment Process and **ILUC**.

A provincial Conservation Strategy is required. **IRP** should be consistent with provincial and federal Conservation Strategies.

With reference to the choices presented in the discussion paper, the group selected the coordination approach (option 2) with **ILUC** given a mandate to coordinate policy development. It was also observed that public involvement could work at any level of planning; it only required the will to implement such a feature.

4.3.2. Working Group Two - Mr. Don Hurd

This group established that there is a perception of a vacuum between the Director level of government and the political decision-making level (Cabinet). Increased involvement at the **ADM/DM** level is required in resolving inter-agency conflicts.

The group had difficulty in discussing the options presented, and felt that discussion would have been aided by more precise definitions. There was a consensus that public input should be incorporated into **IRP**.

Generally, the group was inclined to support the Provincial Authority option (**DM** level group with the mandate to make decisions), however some felt that the implementation of a comprehensive policy would suffice, provided an overseeing body was put in place at a higher level than **ILUC**, and other improvements were made to the existing system.

There was general agreement on the need **to gain political support** for IRP, prior to making needed changes.

Fiially, some rational approach is needed to resolve existing conflicts, and replace the current approach of trade-offs and compromise in which dominance and persistence are rewarded. One possible approach would be an enlightened “cost/benefit” analysis.

4.3.3. **Working Group Three - Ms. Leslie Grattan**

The participants felt that the status quo is unsatisfactory; but that the central authority option would represent a backward step for IRP. Conversely, the approaches of Information Management or Coordination alone are not strong enough; **IRP** needs the backing of strong policy.

The Comprehensive Policy option should provide accessibility to the **IRP** process both by resource managers and the public. As well, it should include a mechanism for review and amendment.

To be most effective, the Policy approach should designate a lead agency, and a method for monitoring and evaluation should be built into the process. This latter item is easily lost with the present approach to resource planning.

The level of coordination needs focus and strengthening.

Whatever vehicle is used for development of IRP, it should provide for public input in policy formation.

Two First Step Initiatives were proposed. An early Cabinet Submission should be prepared to "**legitimize**" IRP. The present **ILUC** structure could be suggested as the

means to develop Comprehensive Policy, given that **this** committee has participation by most of the involved agencies.

Secondly, individual departments/agencies should work toward Integrated Resource Planning. Many possible action items (e.g. information sharing) do not require the approval of senior levels.

4.3.4 General Discussion

The discussion of possible delivery mechanisms **for IRP** tended to centre on **ILUC**. The general consensus was that **ILUC** in its present form needs to be changed significantly and oriented towards developing a definite proactive policy that would avoid conflicts. This “new agency” would accept a plan if it is in accordance with policy, and then the EIA process would **decide** if **specific** projects should be **approved**.

To a lesser extent, the Regional Planning **process** under the Municipal **Planning** Act, and the Environmental Impact Assessment process were discussed and considered. **There** is limited experience with regional plans. The **EIA** process in theory can address plans and policies, but in practice it is project and proponent **oriented**. The limited experience with submitting resource plans to the EIA process has been unsatisfactory.

Toward the end of the session, the pattern of discussion appeared to be moving toward a general consensus on several findings (Table 1).

Table 1
IRP WORKSHOP FINDINGS

- 1) There appears to be a vacuum between the Director level of government and the political decision - making level (Cabinet).
 - 2) There needs to be political support of IRP prior to making any changes.
 - 3) The current approach of trade-offs and compromise tends to reward dominance and persistence. A more enlightened approach to conflict resolution should be found
 - 4) Changes should be relatively simple to implement and realistic given our economic situation.
 - 5) Greater public input is needed.
-

Comprehensive Policy

A Comprehensive Resource Planning Policy is essential to remove the vacuum in which many agencies find themselves. Resource agencies are legislated and mandated to manage specific resources. It is unreasonable and impractical to expect a line manager to take a holistic view of the economic, social and political realities occurring at global, national, provincial, regional and local level each time a resource plan is formulated. Government as a whole must establish its priorities, and determine its resource management goals. Fundamental to **any** comprehensive policy is an implementation strategy explaining how processes are to be integrated and decisions made. A comprehensive resource planning policy should: promote efficiency in usage of resources; protect natural resources, **and** features of special value; reconcile competing demands for resources; encourage and facilitate environmentally sustainable economic development; and resolve emerging **conflicts**.

IRP

Integrated Resource Planning (**IRP**) is a fundamental tool to improving government's ability to manage its resources wisely and efficiently. **IRP** means the establishment of a process that ensures agencies consult one another to the extent that no one resource is developed to the exclusion of other resource opportunities. This process is based on the management philosophy that there should be shared decision-making, a high degree of coordination and cooperation, and a recognition and legitimacy of other interests, with the **ultimate** aim to resolve any anticipated conflict,

Managing Resource Information

Information Management means the generation and exchange of resource planning information. There is a large disparity among agencies in terms of their capabilities to assemble information necessary for proper **resource** management. To manage resources on a sustainable level requires better information, better integration and better **correlation**.

Nature of Change

The workshop participants accepted that **there** should be an incremental approach to achieving objectives. It is unrealistic to think that government is going to solve all the current problems overnight; and equally unrealistic to expect dramatic increases in budget allocations.

To end day one, Mr. Neil Anderson of the Department of Fisheries and Oceans, Canadian Hydrographic Service provided a brief overview of the **ICOIN** (Inland Waters and Coastal Ocean Information Network) project. He explained that the effort is directed at the development of an infrastructure to enable the networking of data bases so that information can be easily shared among agencies involved in various activities such as EIA and **IRP**. He suggested that Geographic Information

Systems (GIS) provide an effective tool to facilitate the sharing of information among agencies. To achieve this, agencies in this province should build upon the systems already in place (e.g. Forestry information system).

4.4 PLENARY, DAY TWO

The workshop participants were joined on the second day by **fifteen** senior managers from the resource agencies taking part in the exercise. The Workshop Convenor, Dr. Gordon Beanlands made a presentation **summarizing** the events of the previous day. Using overlays, he developed in incremental fashion an approach to **organize** and interconnect the areas on which **he' felt** consensus had been achieved. The **final** product is illustrated in Figure 4.1. The approach was to confirm each overlay with the group. At each stage, he asserted that there was consensus unless the group reaction clearly indicated that such was not the case. In general, however there was concurrence at each stage, with the focus of discussion placed on points of detail, and method of implementation.

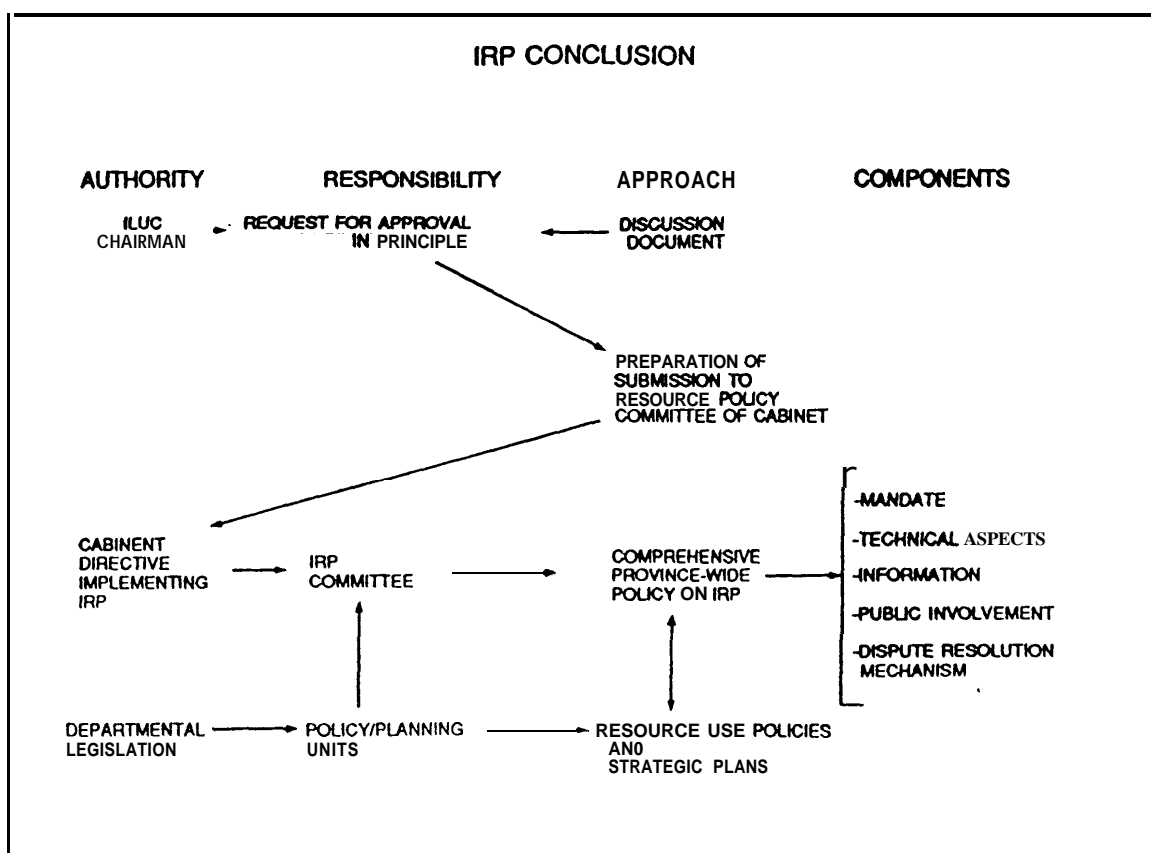


FIGURE 4.1 DEVELOPING A FRAMEWORK FOR IRP IN NEWFOUNDLAND: PROPOSED APPROACH

It was proposed that there was consensus on the need for:

Comprehensive Province-wide Policy on Integrated Resource Planning

The Interdepartmental Land Use Committee presently operates under a Cabinet Directive to influence resource use plans through “review and persuasion”. As an existing **forum** for discussion it includes representation from most of the involved agencies. Hence it was proposed that:

ILUC be used to develop a Cabinet Submission on IRP

It was suggested that the **IRP** Policy should be developed to address a number of issues:

Mandate - Define the geographic area and resources covered by the policy.

Technical Aspects - Address specific issues such as planning boundaries (areas, time span, scale).

Information - Provide for the distribution and multiple use of resource information.

Public Involvement - Provide opportunities for public consultation and involvement.

Dispute Resolution - Develop a mechanism to resolve specific disputes at an appropriate level.

The subsequent lively discussion involved participants, observers and invited guests. It served to reassure the Convenor that the degree of consensus proposed was in fact real, and that early action should be taken to continue the momentum achieved at the Workshop.

It was pointed out that the recent Throne speech included a commitment to develop **a provincial** Conservation Strategy, and that a Cabinet Submission would probably be **quite timely, provided the** relationship between the **IRP** concept and Conservation Strategy was **explained**. **Given that the same Minister** would be responsible for both, it was agreed that the two could be developed in a complementary manner.

There was general agreement on a two-staged approach with an initial early approach to Cabinet seeking approval to develop the proposed comprehensive policy. Discussion then centred on how to **prepare** the submission. The possibilities considered included:

ILUC (in total or a sub-committee);
an ad hoc **Committee** of Deputy Ministers; or
a two-tiered Steering Committee and Technical Committee.

Also considered was the routing of the submission; whether it should be jointly **from** all the involved Ministers **or** through a designated lead Minister.

The group agreed that early action would be timely, and that the initial paper should **be** prepared within weeks.

The specific action items which were identified and agreed upon were **summarized** by Dr. Beanlands as:

1. A two-stage approach to Cabinet will be adopted, with the initial stage intended to provide Approval-In-Principle for the development of a comprehensive policy on IRP.
2. The Chairman of ILUC will develop a discussion paper on **IRP**.
3. This will be submitted for review by Deputy Ministers.

4. **F&wing this** consultation, the Minister responsible for **ILUC** will **prepare** a Cabinet Submission.
5. The target for the completion of Stage One (Approval in **Principle** of **IRP** by Cabinet) is July 01, 1989.

5.0 LINKAGES

One of the important questions to be addressed in advocating a new process such as **IRP**, and one which will **undoubtedly be** asked by politicians is how does it relate to the complex array of existing **and** proposed mechanisms, all of which appear to sham similar objectives and employ identical jargon?

Sustainable development is a fundamental principle which asserts that economic development can and should proceed without harm to the natural environment. It has become widely accepted as **a** way of thinking, or a suggested approach to problem solving. It is not a **specific process** for making decisions.

Conservation strategies represent an effort to put plans and priorities in place which ensure the protection of natural ecosystems and, the maintenance of genetic diversity. Thus, the development of a conservation strategy can be seen as a means whereby conservationists gain a place in the planning process for resource development.

Round Tables represent a **grand gesture, at the senior** level of government. A group representing the **full range of views and interests on** environmental issues is called upon periodically to provide the first minister with their best advise, hopefully as a consensus view. Essentially, the various interest groups represented are given a formal conduit to the political **level**. As such, this initiative represents an effort at public consultation. It is not, however a planning process, and it can be expected to provide conflict resolution only in the broadest terms.

Environmental impact assessments as presently constituted represent an effort to predict the consequences on the natural and social environment of certain specified categories of actions or projects. The process requires a proponent and a “project description”. Its product is a decision on the acceptability of the project or action; usually a set of conditions are imposed on any approval given. In approximate

terms, environmental impact assessments **are** to' IRP what a 'building permit application is to a Municipal plan.

Land use planning as currently carried out in Newfoundland and Labrador is focussed on the real estate commodity represented by the land mass of the province. It endeavours to identify the "best use" for areas of land, and to make choices **where** uses **are** in conflict. IRP represents an expansion in scope of land use planning. It would apply to the full range of resources, and through the development of policies, information networks and conflict resolution mechanisms it would endeavour to achieve integrated use, rather than zoning as for a municipal plan.

Essentially **IRP** can be considered as the next stage in evolution of the Land Use Planning **process**.

IRP would apply the principle of sustainable development; it would draw on initiatives such **as** conservation strategies in making decisions on levels of interpretation. It would be a source of information to government from within as contrasted with the high level input received from Round Tables. It would deliver proposed resolutions to resource conflicts at the planning stage, and would provide policy direction to the Environmental Impact Assessment process on the acceptability/compatibility of categories of activities in given ecological areas.

IRP would breathe new life into the existing ILUC process and expand its mandate to address a pressing need seen both by resource managers as well as their clients and political masters.

6.0 CONCLUSIONS

Newfoundland has no overall policy to address **comprehensive** resource use. Planning **by the various resource** agencies in the province is done from the perspective of each resource agency **maximizing** control over and benefit **from** their own resource, thus fostering protective attitudes which have resulted in conflicts. While there have been attempts made to resolve these conflicts through mechanisms such as ILUC, the Environmental Impact Assessment Process or Crown Land Plans, each has been limited in its ability to approach the problem in a comprehensive manner. There is a lack of communication between the resource agencies and an absence of planning for resource use that would be in the best interest of the province as a whole. Further, there is no over-riding policy or directive which requires that integration in planning take place. This was confirmed by representatives from the resource agencies who participated in a workshop on Integrated Resource Planning held in Corner Brook, February **10-12**, 1988.

Participants at that workshop agreed on the need for: broadly based consultation and planning; coordination of data and planning boundaries; and a valuation process which could apply to the full range of resources.

Out of this initial **effort**, the consultant produced four broad recommendations (the discussion on these is presented in Appendix 1).

1. Provincial (and Territorial) governments should be encouraged and supported in establishing mechanisms whereby long-range strategic resource-use plans **can** be developed in a complementary manner and integrated during implementation.
2. In the context of the workshop exercise completed as part of this evaluation, the initiative of the Newfoundland Department of Environment and Lands

toward establishing a planning committee should be supported by DFO and **CEARC** through participation, and other appropriate means.

3. A working definition of **IRP** should be developed in consultation with agencies responsible for related processes.
4. **CEARC**, with support from resource and environment agencies continue to encourage the implementation of IRP processes throughout Canada

In acting on these recommendations, a revised steering committee was established with broadened representation to include in addition to **CEARC** and DFO, the Land Management Division and the Environmental Assessment Division of the provincial Department of Environment and Lands. **This** group set out to address the consultants recommendations from the initial workshop. They set as their objectives **to:**

1. **define IRP** as a functional tool for integration of resource management plans and objectives;
2. develop a discussion paper that will outline a **framework** for the implementation of **IRP** in the province; and
3. propose a means by which IRP can be integrated into existing **and proposed** provincial processes and initiatives for ensuring sustainable development.

6.1 RECOMMENDATIONS

Participants at the St. John's Workshop accepted the challenge of evaluating various institutional options for implementing IRP and identifying some first step initiatives. The conclusions of the Workshop outlined in Section 4.0, together with the **first**

step initiatives that **were** identified provide the **basis** for the recommendations presented here.

The Land Management Division of the Department of Environment and Lands was identified by participants at the Workshop as the agency that would prepare a document seeking the approval of Cabinet to develop a comprehensive policy for the **Province**. **This was** the most important outcome of the Workshop. The recommended document has already been submitted for Cabinet consideration.

Recommendation 1

The Land Management Division of the Department of Environment and Lands be the agency responsible for establishing a Province-wide policy on Integrated Resource Planning

It was **recognised** by participants, observers and invited guests that a formal statement of Province-wide policy on Integrated Resource Planning is necessary.

A Cabinet Document has been submitted by the Director of the Land Management Division of the **Department of Environment** and Lands outlining the various problems that have resulted **from** an absence of an integration of **resource** planning processes for the province as a whole. It was proposed that the Department of Environment and Lands be **responsible** for establishing a province-wide policy to be considered for Cabinet approval. **Also**, it proposed that all **government resource** planning and management agencies should provide the Minister of Environment and Lands with a description of their legislated mandate, how they carry it out, and suggestions for integrating their activities with overlapping activities of other agencies. Finally, the Department of Environment and Lands proposed that they be made responsible for developing and maintaining a resource information directory which would describe the type of data management information that is available within government and how it can be accessed.

Clearly, actions have already been taken on the following recommendation, and hence its statement here is meant to reinforce these initiatives.

Recommendation 2

A policy for Integrated Resource Planning should be developed and issued by Cabinet

The **first** step initiatives suggested by the working groups covered a broad range of concerns, some of which were first noted during the consultation process of this exercise. For example, all agencies were aware that information contained in other inventories would be of value to them for planning in a more cooperative manner. As well, the variation in planning boundaries and frameworks often make it **difficult** to consider other resource uses when planning. All agencies recognised the need for an overall resource planning policy.

Implementing these first step initiatives would be a way in which all resource agencies could contribute to the development of Integrated Resource Planning in the province. The onus, however, is on the individual agencies to implement these initiatives as soon as possible in their day to day activities.

Recommendation 3

All agencies embrace the first step initiatives recommended at the Workshop and, thus, work toward achieving Integrating Resource Planning in Newfoundland

6.2 FIRST STEP INITIATIVES

The participants of the workshop all agreed on the need for an overall provincial resources policy or plan, and while consensus was reached on a number of important objectives, these alone would not result in a readily identifiable change in the day to day activities of the resource agencies. Therefore, to enhance the spirit of cooperation evident at the workshop the participants were asked to consider early

actions, or **first step initiatives**, that could be implemented by themselves, or in conjunction with other agencies, immediately to produce early results.

A number of these first step initiatives were identified by two of the **three** groups. In summary they were:

a. Individual agencies should work toward IRP by initiating action items that need not require the approval of senior levels of management (for example, the sharing of information).

All agencies can participate in this initiative by identifying within their own departments ways in which other resource uses can be considered in their planning, or making available to the appropriate agencies information they may have that could be added to the other agency's inventory.

b. Resource agencies should each be required to develop general resource management objectives. These should be reviewed by a coordinating group and endorsed by Cabinet.

The mandate and objectives of each agency have been outlined in Appendix 4 of this report, ILUC should take the lead in reviewing these and possibly coordinating them in line with the proposal they have already submitted to Cabinet for approval.

c. A review of the planning capabilities of resource agencies should be carried out, so that they can become more pro-active.

In the questionnaire distributed as part of the consultation process, each agency was asked to provide a description of their planning process. Most described their processes as being reactive. Here again, ILUC in accordance with their recent proposal to cabinet could review the planning capabilities of each agency and evaluate the means by which these agencies could become more pro-active.

d. A review of resource inventory data needs and networks is required.

An initial review of data inventory was addressed during the consultation process. All agencies can participate by taking the initiative to indicate the status of their inventory and identifying where it is inefficient or inadequate. A central coordinating group, such as ILUC, could be responsible for assessing these needs and identifying common concerns that could be addressed in a coordinated fashion.

e. IRP should be promoted through existing structures such as ILUC.

The concept of Integrated Resource Planning has been embraced by The Interdepartmental Land Use Committee (which exists within the Land Management Division of the Department of Environment and Lands). However, to date this committee has primarily acted as a conflict resolution mechanism and has, therefore, been reactive. It has had the chance to be more pro-active in the past by becoming involved, at the sub-committee level, in preparing Crown Land Plans. This sub-committee is comprised of the ma. resource agencies that have a vested interest in the planning area,

To date, however, only four plans covering a relatively small percentage of the province have been completed. ILUC, or the agencies that comprise ILUC should adopt this initiative by agreeing as a group to promote the concept of IRP and incorporate it into planning their proposals.

f. ILUC should be provided with a support group with improved planning capabilities.

The Chairman of ILUC could take the lead in seeking approval for such a group through a Treasury Board submission.

- g. Improved linkages should be developed between the Environmental Impact Assessment Process and ILUC.***

Both the Chairman of ILUC and the Director of the Environmental Assessment Division should initiate discussion on how the linkages between **ILUC** and the Environmental Impact Assessment process could be more complementary.

- h. A provincial Conservation Strategy is required. IRP should be consistent with provincial and federal Conservation Strategies.***

The Environmental Assessment Division of the Department of Environment under the direction of the Assistant Deputy Minister has recently submitted a proposal to Cabinet on a provincial Conservation Strategy. This proposal clearly identifies the need for **IRP** as a resource **planning** process that will achieve conservation goals and in a manner consistent with the principle of sustainable development.

APPENDICES

APPENDIX I

**Recommendations from IRP Workshop
February 10 - 12, 1988
Comer Brook, Newfoundland**

CONSULTANTS RECOMMENDATIONS (from the initial February, 1988 IRP Workshop)

Overview

While the workshop itself did not **produce** a precise set of recommendations, the discussions conducted and the consensus reached on a number of issues are helpful in drawing some conclusions on the feasibility of the **IRP** concept, and in making recommendations to CEARC and DFO concerning the future implementation of IRP as defined under the Policy for the Management of Fish **Habitat**. Consequently, the following section draws heavily on the workshop discussion, however it is emphasized that the evaluation and recommendations presented are solely those of the consultant (**LEM Ltd.**).

While many participants expressed frustration at different times during the Workshop, it is clear that a number of major achievements were **realized**. There was recognition of the need for broad based consultation and planning for coordination of data and of planning boundaries; and for the development of valuation processes which can apply to the full range of resources. As well, a commitment was made by a lead agency to start the process of developing a mechanism to address these items.

Level of Integration

It is evident that the development of an integrated resource planning process cannot start at the project level, or with a relatively small area and presumably expand **from the specifics** of a given situation to produce general principles; rather, general principles and broader issues must 'first be addressed and resolved. It is not surprising, therefore that the "mock" negotiation approach failed. However in so doing it served to provide a focus on the weaknesses in the present approaches to integration of resource planning. While the more general discussion on process was not often focused, it produced general agreement on gaps in the present system and on the need for a broad-based planning process.

Recommendation 1

Provincial (and territorial) governments should be encouraged and supported in establishing mechanisms whereby long-range strategic resource use plans can be developed in a complementary manner and integrated during implementation.

IRP Structure

The present capability to plan and integrate resource utilization is characterized by a number of weaknesses which were identified during the Workshop:

Resource Inventory. While the data base for most resources is satisfactory to support an integrated planning process, some gaps in information remain. These gaps are not so severe as to impede planning, but should be filled so that an equivalent level of information is available on all resources.

Resource Planning. For each resource, the geographic boundaries (and to a lesser extent, time frames) used in planning are a function of the nature of the resource. These different time frames and boundaries impede consultation and integration of plans.

There is a significant disparity in planning ability between **agencies. Those with the** least developed capability are at a disadvantage in negotiations over conflicting resource use, and would be similarly disadvantaged in efforts to integrate resource use.

Resource agencies are advised too late of the plans of **other agencies. As** a result, it is difficult to achieve integration of plans.

Resource Valuation. Mitigation measures to resolve conflicts need to be based upon some equitable standard whereby the relative value of **different** resources can be compared. Yet no means **presently** exist to provide fair valuation between different resources.

The workshop identified as an approach to addressing these gaps, the **establishment** of a planning body which would act as a **forum** for information exchange **on resource** plans, provide advice to senior levels of government, and work toward **integration of resource** inventories and resolution of **differences** in planning boundaries and time frames.

This body **was** seen as **providing** an "early warning system" so that **each agency would be** apprised of potential conflicts and could work toward their resolution at an early stage. The body would include **representatives** of all resource agencies in the jurisdiction (both federal and provincial), plus selected social agencies. The body would function at the provincial level, rather than by project or within a smaller geographic **zone**.

There was a strong aversion to vesting this body with the authority to allocate resource uses or to supersede any authority now vested in individual resource agencies.

Mr. David Jeans, on behalf of the Department of Environment volunteered to take the lead in establishment of such a committee. The involvement of the Department of Environment in implementing recommendations of the National Task Force on Environment and Economy make it logical choice to function in this lead role. The support offered by senior staff from other provincial government departments, as well as the Department of Fisheries and Oceans and CEARC should provide a helpful impetus to this exercise.

Recommendation 2

In the context of the workshop exercise completed as part of this evaluation, the initiative of the Newfoundland Department of Environment and Lands toward establishing a planning committee should be supported by DFO and CEARC through participation, and other appropriate means.

The province of Newfoundland has an Interdepartmental Land Use Committee (ILUC) which has a mandate to evaluate land use proposals. Limited discussions of ILUC took place during the Workshop, and we are not familiar with its operations. A common complaint is the absence of any conflict resolution process for the Committee. Of all the processes considered, however it appears that ILUC comes closest to **IRP**. Possibly, an amended or strengthened ILUC could provide an appropriate mechanism for integrated resource planning as envisioned by the workshop.

Given the existing processes which **are** in place and the new initiatives under way, it is clear that care must be taken in defining boundaries and scope of the **IRP** process so that **is** complements other processes and fills a **specific** need. Thus, it is important **that** the scope of **IRP** be clearly defined and a common understanding reached of its role.

Recommendation 3

A working definition of IRP should be developed in consultation with agencies responsible for related processes.

The Roles of DFO and CEARC in Integrated Resource Planning

The workshop was provided with some insight into the experience of provinces other than Newfoundland and the approaches developed. PEI has employed a federal - provincial Memorandum of Understanding to put in place a process for implementing its Conservation **Strategy**. Alberta developed a valuation system for assigning resource use priorities. Although some would **criticize** this latter approach as falling short of true integration, (especially in areas where several high value resource uses are proposed), nevertheless these represent efforts to resolve or pre-empt resource use conflicts at the planning stage.

The DFO Policy on the Management of Fish Habitat expresses a willingness to “participate” in integrated resource planning exercises. The funding of this evaluation and the co-hosting of the IRP Workshop represent active, positive efforts toward implementing **IRP**, but could be seen as somewhat bold, in light of DFO’s role as a single resource management agency. As one of the potential participants in any **IRP** exercise, DFO may not be perceived as an even-handed broker. It may, therefore be appropriate for DFO to adopt a support role to other agencies in the future development of IRE?

As an agency with a broad interest in environmental issues, CEARC (possibly in co-operation with Environment Canada and provincial Environment departments) is in an

excellent position to continue these efforts by encouraging all the provinces (and territories) to **develop or improve IRP processes** so that they meet the definition which would result **from** implementation of Recommendation 3.

Recommendation 4

CEARC, with support from resource and environment agencies continue to encourage the implementation of IRP processes throughout Canada.

IRP Interrelationships

There are a number of existing processes and ongoing initiatives which address the broad issues of wise resource use and maintenance of environmental quality. Several of these deserve comment on the degree to which they address the issue of integrated resource planning.

There **are** many common elements between IRP as developed by the Workshop, and the Conservation Strategy/Round Table concept as recommended by the National Task Force. "Conservation Strategies" are described as a multi-sectoral approach to defining and implementing sustainable economic development, i.e. development which ensures that the utilization of resources and the environment today does not damage prospects for their use by future generation.

The Conservation Strategy initiative is a broad public policy orientation toward achieving sustainable development. As such, it involves a wide range of participation **from** government and non-government representatives. To quote the Task Force Report: "the process of conservation strategy development is itself a mechanism for building a consensus to support integrated management of our resources". Thus, it can be concluded that the development of Conservation Strategies form an important impetus to, but do not replace ongoing efforts such as are envisioned by IRP.

The "Round Table" is intended to comprise a diverse group of senior decision makers **from** government (Cabinet Ministers), private sector (Chief Executive Officers), aboriginal groups and public interest groups (labour, academia, environmental **organizations**). This process is intended to recommend to First Ministers (i.e. the Premier at the provincial level) and would report its conclusions to the public. As described, it appears that the focus is on finding ways to address and consider environmental concerns when making economic decisions.

Round Tables will function to sensitize leaders to the concerns of other sectors, especially with respect to environmental issues. it is not a decision - making process, per se, and would function more to facilitate or encourage specific measures such a IRP processes.

The Environmental Impact Assessment (**EIA**) process is well established in Canada with federal, provincial and (increasingly) municipal levels of government having formalized EIA

requirements. It responds to applications for specific projects and addresses their environmental acceptability. Other resource users and resource protection agencies are given an **opportunity** to react to the proposed action. Projects are then approved as proposed, approved with amendments, or rejected by the **authorized** agency.

An **IRP** process should be designed to complement, rather than complete or conflict with EIA processes, and this appears to be achievable. Since IRP is a planning exercise, it would apply prior to the development of specific projects, and since it is not oriented to a single proponent or a specific project, it could function to assist individual projects by providing a framework within which they could accommodate other resource use plans. In this way individual approvals under the EIA process would be facilitated and the scope of EIS exercises could be more focused on specific environmental concerns.

APPENDIX 2

IRP Questionnaire

INTEGRATED RESOURCE PLANNING QUESTIONNAIRE

IDENTIFICATION

Name

Title/Position

Department

Phone #

MANDATE/OBJECTIVES

What resource(s) is your agency responsible for?

Under what authority does your agency function (legislation, policy)?

What is the scope (limitations) of your mandate?

Are there overlaps between the mandate of your agency and that of other agencies?

Does your mandate provide for integration of resource planning?

Are there changes pending in your mandate (new legislation, regulations, policies)?

What are the formal objectives of your agency with respect to resource management; with respect to resource development?

Identify the stakeholders and clients affected by the decisions and actions of your agency. (**Stakeholders** have an interest in or are affected by decisions of the agency; clients are resource users).

PLANNING

This section is intended to provide a description of the planning process **in place with** each agency to address the demands for resource management.

What principles apply in resource planning, allocation of use, and conflict resolution?

Describe your planning framework: i.e. what are the physical and temporal (short medium and long range) boundaries of your planning; what is the planning horizon, review rate/cycle of planning?

Describe the nature and levels of decision making for resource planning and resource allocation.

What dictates your planning boundaries? (e.g. life cycle, legislated period or area, external factors).

What are the principal limiting factors to management of your resource? (e.g. natural productivity, land base, economics, user demand, access).

How are these factors considered in the planning process? (always, often, sometimes, rarely, never).

How are environmental and social concerns factored into your planning process?

Are approaches such as sustainable development and Conservation Strategies in use or under consideration by your agency?

Do you have a resource inventory?

What resources do you inventory?

How is your resource inventory created?

How is inventory &ta stored/portrayed?

How do stakeholders, clients and the public contribute to (obtain access to) your resource **planning/allocation** process?

What are the principal strengths and weaknesses of your planning process? (with respect to conflict resolution, allocative equity, public involvement, and in general).

Would you **characterize** your planning process as pro-active or reactive? Why?

INTEGRATION

This section addresses the extent of and means used to address conflicts with other resources and resource planning processes.

What other resources use intrude upon (impact) or conflict with (i.e. are impacted by) the resource for which your agency is responsible? (always, often, rarely).

What mechanisms of conflict resolution **are** in place within your agency?

What tools/devices (e.g. modelling) are used in reconciling your objectives with those of other agencies? Comment on their adequacy.

What external mechanisms of conflict resolution does your agency participate in?

What forms of environmental perturbation are generated by utilization of the **resource** for which your agency is responsible?

What are the practical limitations to considering other resource uses in your planning process?

GENERAL

Integrated Resource Planning is defined as a process whereby resource management agencies consult each other and private sector interests to plan for the future use of natural resources.

How adequate is this definition?

What plans or initiatives are under consideration by your agency which could affect the process of Integrated Resource Planning?

Comment on the adequacy of funding/personnel resources available to your agency for resource planning inventory and integration.

APPENDIX 3

List of Individuals
Contacted and Interviewed

LIST OF CONTACTS

Mr. Dale Sudom
Newfoundland Department of
Forestry and Agriculture
Soil and Land Management
Division, Agriculture

Mr. Albert Mead
Newfoundland Department of
Fisheries
Aquaculture Division

Mr. David Taylor
Newfoundland Department of
Environment and Lands
Environmental Assessment Division

Mr. Brian Power
Environment Canada
Conservation and Protection Service

Mr. Robert **Mercer**
Newfoundland Department of
Forestry and Agriculture
Forestry Division

Mr. Marvin Barnes,
Mr. Tim Anderson
Department of Fisheries and Oceans
Habitat Management Branch

Mr. Rick **McCubbin**
Department of Fisheries and Oceans
Science Branch

Mr. Bernard Ransom,
Ms. Linda Jefferson
Newfoundland Department of
Provincial and Municipal Affairs
Historic Resources Division

Mr. Robert Warren
Newfoundland Department of
Environment and Lands
Lands Division

Ms. Nancy Creighton
Newfoundland Department of
Development
Shore Zone Management

Mr. Paul Dean,
Ms. Beverly **Wareham**
Newfoundland Department of Mines
and Energy
Mines Division

Mr. Ed Hill,
Mr. Dave Kiell
Newfoundland and Labrador **Hydro**
Environmental Services Department

Mr. Don Hustins
Newfoundland Department of
Environment and Lands
Parks Division

Mr. Stan Clinton,
Mr. Don Hurd
Newfoundland Department
of Municipal **Affairs**
Planning Division

Dr. **Wasi Ullah**
Newfoundland Department of
Environment and Lands
Water Resources Division

Mr. Ian Goudie
Environment Canada
Canadian Wildlife Service

Mr. Ken Curnew
Newfoundland Department of
Environment and Lands
Wildlife Division

Mr. Michael Joy
Newfoundland Department of
Development
Tourism Division

Ms. Adele Poynter
President,
The Wilderness Society

Mr. J. E. McComisky
Canada-Newfoundland Offshore
Petroleum Board
Environmental Affairs

Dr. Grant Milne
Department of Forestry

APPENDIX 4

Responses to IRP Questionnaire

4.1 **AGRICULTURE (SOIL AND MANAGEMENT DIVISION)
DEPARTMENT OF FORESTRY AND AGRICULTURE**

4.1.1 **Mandate/Objectives**

Authority

The Soil and Land Management Division of the Department of Forestry and Agriculture operates under the authority of the **Rural Agriculture and Northern Development Act, 1973; the Development Areas Lands Act, 1973;** and the **Crown Lands Act, 1973. They are** responsible for the land base that is used or has potential for agriculture production. Their objective is “to provide programs and policies that will encourage sound management of the farmland on which the agriculture industry is based”. (Department of Rural Agriculture and Northern Development, 1986).

The main limitation on the mandate of this agency is that they don't directly control the land that they are responsible for with the exception of about 40,000 acres of land at **Woodale** and in **Kilbride**. This may change since there are plans to enact a Right to Farm Act within the next few years.

There are seven main objectives outlined by the Soil and Land Management Division. They are:

1. Mapping and **characterizing** the soils of the province and on farms and assessing their agriculture potential.
2. Expanding and protecting the provinces limited agricultural land base.
3. Constructing and maintaining public access roads to improve farmland utilization, farm management, farm efficiency, blueberry management and blueberry harvesting.
4. Increasing and improving sustainable soil and crop productivity through sound soil management.
5. Improving farm production by proper drainage of farmlands.
6. Improving soil and water conservation for farmlands.
7. Developing environmental standards and monitoring environmental risks related to agriculture. (From Agriculture Branch Objective Statement, Soil and Land Management Division, Dept. of Forestry and Agriculture).

Overlaps

In terms of responsibility there is no overlap between the mandate of this agency and that of other agencies. However, in terms of land use there is overlap with just about every other agency that uses **land**.

Provision for IRP

The soil and Land Management Division tries to include the concerns of other resource agencies although this is not formally stated anywhere.

Stakeholders and Clients

Farmers are the principal resource users or clients and the main group of people who are **directly affected** by the decisions of this agencies. Land owners, municipalities and other resource agencies, such as Wildlife, Forestry & Crown Lands also have a stake in the decisions that are made by this agency.

4.1.2

Planning

Inventory

The resource inventory of the Soil and Land Management Division is fairly complete and includes soil capability mapping and information on farmlands and farms, both existing and potential. Contributions to the inventory started in the late 1960's and early 1970's through cost shared programs. All of the information is stored on hard copy maps. Archival information will be **digitized** for farm mapping as a planning tool for the farmer.

Planning Boundaries

Planning boundaries are primarily determined by the farmers and can be influenced by plans of other agencies for the same land base.

Management of this resource is limited by the fact that less than 1% of the land in Newfoundland and Labrador is suitable due to limiting soil factors and that a significant proportion of this land is unavailable.

Planning Framework

The thrust for agricultural development comes **from** the private individual and this agency endeavors to ensure that the land will be available in the long term, even up to 50 years. Plans are prepared for 5 years with review every year.

A couple of main constraints placed on the planning process is pressure from residential development and from Forestry silvicultural programs, which preclude any agricultural development,

Environmental and Social Concerns

Environmental and social concerns are not directly considered into the planning process, however, they adhere to other departmental regulations such as, “Environmental Livestock Guidelines” with the Department of Environment and Lands and the “Livestock Waste Management Guidelines”.

For capability studies, stakeholders and clients do not contribute to the resource planning and allocation process. Farmers and Department of Environment and Lands (Lands Division) do, however, have input by contributing to the inventory.

The Soil and Land Management Division does consider approaches such as sustainable development and conservation strategies in their planning process. These are outlined in planning documents and reports on agricultural development areas.

Strengths and Weaknesses

This agency, because of its relatively complete inventory, has a good understanding and appreciation of what is needed for the development of the agricultural base in Newfoundland.

The weaknesses are multiple. There is no integrated planning process; planning is done by each agency in isolation. There is no provincial land use policy framework within which to work and no agency is taking the lead for overall planning in the province. Also, this agency sees the lack of public involvement (even under ILUC) as a weakness in the **planning** process.

The planning process of this agency is both pro-active and reactive. In recent years it has become more reactive due to pressure from proposals seeking to use agricultural land.

4.1.3 **Integration**

Environmental Perturbation

Pesticides, manure disposal, animal waste disposal, disruption of soil (erosion potential), smells, **odours** and noises are some forms of environmental perturbation that result of the use of land for agricultural purposes.

Conflict Resolution

The primary mechanism of conflict resolution within this agency is bilateral consultation. For example, if there is damage to agriculture by moose populations then there is consultation with The **Wildlife** Division. Where land is controlled under the **Development Areas Lands Act, 1973**, for agricultural uses, an independent Appeal Board reviews decisions that are contested.

External mechanisms of conflict resolution include the Environmental Assessment process and the Interdepartmental Land Use Committee.

Consideration of Other Resource Uses.

Funds and the availability of staff to determine whether other uses can coincide with agricultural uses are some of the limitations experienced by this agency in considering other resource uses in their planning process.

4.1.4 **General**

Effect of Plans on the Process on IRP

This agency has no plans or initiatives presently under consideration that could affect the process of Integrated Resource Planning. The Soil and Land Management Division would, however, prefer to see ILUC become more proactive and a lead agency.

IRP Definition

A prioritized list of each agency's needs and objectives from a provincial land use policy point of view, should be included in a definition of Integrated Resource Planning.

While the Soil and Land Management Division has an adequate inventory base for present use there are gaps or needs that they cannot attend to. They feel more staff is needed so that policies can be updated and digitization of information can take place.

4.2 **AQUACULTURE
DEPARTMENT OF FISHERIES**

4.2.1 **Mandate/Objectives**

Authority

The Aquaculture Division of the Provincial Department of Fisheries operates under the authority of the *Aquaculture Act, 1987* and a Memorandum of Understanding on Aquaculture Development between the Provincial Department of Fisheries and the Federal Department of Fisheries and Oceans, 1988.

The resource they are **responsible** for is aquaculture which is defined in section 2 (a) of the *Act as* "..... *the cultivation of aquatic plants or animals and includes sea ranching up to the point of release of the aquatic animals...."*

Aquaculture's mandate is to prepare, in consultation with the **Federal** Department of Fisheries and Oceans, an aquaculture plan for Newfoundland. In doing so they will invite the participation of all appropriate federal and-provincial agencies. They will also guide the development of the **aquaculture** industry in Newfoundland including; the developing of a summary of all relevant regulatory areas which meet the regulatory requirements and concerns of regulatory agencies **and**; institute a formal referral process to provide for consultation with appropriate provincial and federal agencies.

The Aquaculture Division in consultation with the Federal Department of Fisheries and Oceans will share responsibility for applied research and development. This division will also be responsible for compliance and inspection of aquaculture facilities within the province.

The concept of Aquaculture is relatively new to Newfoundland and as such there are changes occurring in the mandate of the Aquaculture Division as it is being developed.

The formal objectives of this agency with respect to resource management and resource development, as outlined in section 3 of the Act are:

"... **to** govern the conduct of aquaculture in the province in such a manner as to:

- a. promote, in consultation with the private sector, the prudent and orderly development of an aquaculture industry;
- b. secure the property rights of those carrying on aquaculture;

- c. **minimize conflicts with** competing interests and uses; and
- d. **assist in consultative** and co-operative decision making within the province and between the government of the province and the government of Canada.

Overlaps

Overlaps exist between the mandate of this agency and that of the Department of Fisheries and Oceans, with respect to fish health and habitat and cases of shared **federal/provincial** responsibility. There is overlap as well, with the Lands Division of the Department of Environment and Lands regarding the use of crown lands.

Provision of IRP

To some extent, this agency's mandate does provide for integration of resource planning. This would depend on the nature of the other activities since an **aquaculture** facility is given an exclusive right to occupy a given site and it requires clean water for cultivation.

In preparing an aquaculture plan there is provision made for the participation of all appropriate federal and provincial agencies.

Stakeholders and Clients

Stakeholders **affected** by decision and actions of this agency include other water uses such as the fishing industry and the tourism and recreation industry.

The clients, or resource users, **are** the aquaculturists which include fishermen, investors and business people.

4.2.2

Planning

Inventory

There is presently no resource inventory except for some figures on salmon stock and scallops under rearing. In the future there will be inspections done and reports on production will be available. Given this is a new division, Aquaculture is not even sure how much culture gear is in the water. They can, however, provide information on the number of "licences to produce" that have been issued.

When an inventory is created it will be stored on computer **and**, as per the Memorandum of Understanding, the Federal Department of Fisheries and Oceans will be responsible for publishing technical reports.

Planning Boundaries/Framework

Aquaculture is currently undergoing a large planning exercise and as yet there are no **formal** policies in place.

Environmental and Social Concerns

Environmental concerns are factored into this agency's planning process through applications for licences and through an advisory committee. Social/economic needs are addressed through other means.

Stakeholders, clients and the public can contribute, or obtain access to Aquaculture's planning and allocation process by responding to a public notice of application, which is published in the media. There is also a circulation system to other government agencies.

Strengths and Weaknesses

The planning process of this agency is considered to be both pro-active and reactive. The development of the Aquaculture Act was a pro-active initiative as was the implementation of mussel farming. On the other hand, salmon rearing was a reactive initiative.

4.2.3

Integration

Environmental Perturbation

Forms of environmental perturbation generated by utilization of the aquaculture resource result primarily from **finfish** production. Potential degradation of water quality can occur **from** excess food, **feces**, drugs administered in the water, and from the preservative material used for cages and nets. Disease can also cause problems if wild fish become infected.

Conflict Resolution

Mechanisms of conflict resolution in place within this agency include the referral system, committees, hearings and ministerial decisions.

External mechanisms of conflict resolution include participation in the Interdepartmental Land Use Committee and the Environmental Assessment Process.

Consideration of Other Resource Uses

Considering other resource uses in this agency's planning process is limited by the response time required for making decisions on applications, and by the level of funding, or people, needed to consider the **resources** as well as the level of knowledge of impacts.

4.3 ENVIRONMENTAL ASSESSMENT DIVISION
DEPARTMENT OF ENVIRONMENT AND LANDS

4.3.1 Mandate/Objectives

Authority

The Environmental Assessment Division of the Department of Environment and Lands operates under the authority of the *Environmental Assessment Act, 1980*. The **only** limitations on its mandate are projects predating the *Act* and noted exemptions within the *Act*. Changes pending in the mandate **are** new regulations and policies that have been in preparation 1-2 years.

The formal objectives of this agency with respect to resource management and resource development are "..... to facilitate the wise management of the natural resources of the province; and to protect the environment and quality of life of the people of the province, through the institution of environmental assessment procedures prior to the commencement of any undertaking that may be potentially damaging to the environment".

Overlaps

Overlaps occur between the mandate of this agency and the Interdepartmental Land Use Committee, the Federal Environmental Assessment Review Office (FEARO) and all **permitting** agencies (federal, provincial and municipal).

Provision of IRP

Integrated Resource Planning is provided for in the context of the requirements for information imposed on each proponent or project.

Stakeholders and Clients

Stakeholders affected by the decisions and actions of this agency include all other provincial agencies, federal environmental agencies and the general public. The clients are the proponents of undertakings.

4.3.2 Planning

Inventory

The inventory of this agency is limited to hard copies of Environmental Assessment documents.

Planning Boundaries

The planning boundaries of the Environmental Assessment Division are usually defined by a given project.

Planning Framework

This agency has no composite planning function; it deals mainly with mandated schedules for reaction to registrations.

Environmental and Social Concerns

Environmental and social concerns are factored into the planning process; through stakeholders input with respect to projects; formal and informal input is invited from other departments on the process; from the public through formal public consultations; and indirectly through receiving comments regarding project registration.

Stakeholders, clients and the public can contribute or obtain access to the environmental assessment process by; being reactive; through the public notice process; or through review of all, but confidential, material provided.

The principles of sustainable development are applied to individual projects, thus keeping options open for future uses.

Strengths and Weaknesses

A weakness in this planning process is that the environmental assessment process is reactive in nature.

43.3 Integration

Conflict Resolution

The primary mechanism of conflict resolution in place within this agency is the Environmental Assessment Process.

External mechanisms of conflict resolution are participation in the Interdepartmental Land Use Committee and consultation.

Consideration of Other Resource Uses

The practical limitations to considering the resource uses of other agencies in this agency's planning process is the level of participation and technical competence of other resource agencies and the general public. As well, the mandated schedules and available resources of other agencies can limit participation.

43.4 General

Effect of Plans on the Process of IRP

Participation in this project is one initiative by this agency which can affect a process of Integrated Resource Planning.

IRP Definition

The definition should include reference to the general public.

Availability of Funding and Resources

Activities of this agency are mainly reactive and so there is little control over demand.

4.4 ENVIRONMENTAL PROTECTION
CONSERVATION AND PROTECTION SERVICE
ENVIRONMENT CANADA

4.4.1 Mandate/Objectives

Authority

Environmental Protection operates under the authority of the Canadian ***Environmental Protection Act, 1988 (CEPA); the Fisheries Act, 1970; and Department of Environment Act, 1979.***

It is responsible for protecting the quality of the environment, nationally and within federal programs, through the prevention, reduction or elimination of harmful effects of pollutants on health and the environment.

Their primary **responsibilities** include: enforcement of the ***Fisheries Act, 1970***, Section 36; enforcement of CEPA; response to environmental emergencies; and assistance in environmental assessment reviews.

Changes pending in their mandate include new policies with respect to enforcement and compliance, new regulations, and the implementation of concepts of sustainable development and conservation strategies.

The formal objectives of this agency with respect to resource management and resource development as outlined in Environment Canada's mandate are:

“To conserve and enhance Canada's renewable resources for **sustained** economic and social benefit;

To protect the environment from the adverse impact of human activities;

To facilitate the adaption of human activities to the environment; and

To safeguard and foster public understanding and enjoyment of Canada's natural and historic heritage.”

Overlaps

Overlaps exist between the mandate of this agency and the Environmental Investigations Division, Department of Environment and Lands regarding hazardous wastes; and the Department of Fisheries and Oceans regarding Section 36 of the Fisheries Act, 1970.

Provision for IRP

As an agency responsible for Marine Environmental Quality (**MEQ**) there is provision in the mandate for integration of resource planning since the goal here is to protect a range of resources in the marine environment. There is also an integration of planning as part of Environmental Assessment.

Stakeholders and Clients

The stakeholders affected by the decisions and actions of this agency are government resource agencies, the general public and industries. There are no clients.

4.4.2 **Planning**

Inventory

This agency inventories water and air quality (end of pipe; end of stack). There is very little information in terms of land. As well there is information **from** monitoring programs, "Coastal Zone Sensitivity Mapping", and the document "State of the Environment".

This inventory is created through government and industry monitoring programs, through contracted work, and through research done, for example, by universities.

The data is stored in hard copy reports, however this agency would like to access a GIS system.

Planning Boundaries

The planning boundaries are dictated by legislation and administrative factors, such as area or region. The nature of specific contaminants and their breakdown are also key considerations.

The principal limiting factors to management of Environmental Quality are budgeted resources and priorities that have been established nationally.

Planning Framework

The overall temporal boundary of this agency's planning framework is 5 years with annual reviews. For field operations, however, planning could be as short term as monthly or up to two years. Then there are also long term plans for specific issues such as laboratory work.

Environmental and Social Concerns

Environmental and social concerns **are** factored into the planning process at the national level and are considered implicit in all activities.

Stakeholders can contribute or obtain access to the planning process through ongoing discussions and negotiations with industry. The public, however, is relatively uninvolved on a day to day basis but there is some consultation on legislation.

Approaches such as sustainable development and conservation strategies are encouraged by Environment Canada. At present they are involved in a major effort with ACOA regarding recycling.

Strengths and Weaknesses

The main strength of this agency's planning process is in the dealing with local issues. There is a good knowledge of industry here as well as informed plans and capable support services to deal with pollution control. The major weakness is that reactive decisions are made outside the area

Ideally this agency is pro-active. In practice, however, they are reactive to a large extent.

4.4.3 Integration

Conflict Resolution

Mechanisms of conflict resolution in place within this agency is the Initial Environmental Evaluation process of self-evaluation, the Regional Screening Coordinating Committee, and on an ongoing basis there is the application of regulations.

External mechanisms of conflict resolution include the provincial Environmental Assessment Process, the court system and Memorandum of Understanding with the Canada-Newfoundland Offshore Petroleum Board.

Consideration of Other Resource Uses

The practical limitations to considering other resource uses in the planning process of this agency are lack of time, level of funding, political factors and limitations of the court system.

4.4.4 General

Effect of Plans on the Process of IRP

This agency is not considering any plans or initiatives that could **affect** a process of Integrated Resource Planning.

IRP Definition

The definition of **IRP** lacks a mechanism for implementation; it focuses less on strategic planning than it should; and it should have been noted that IRP could be applied to present uses.

Availability Of Funding and Resources

The level of funding and personnel available for resource planning inventory and integration is stagnant.

4.5

FORESTRY
DEPARTMENT OF FORESTRY AND AGRICULTURE

4.5.1 Mandate/Objectives

Authority

The Forestry Division of the Department of Forestry and Agriculture operates under the authority of the ***Department of Forestry Act, 1973; the Crown Lands Act, 1973; the Forest Land (Management and Taxation) Act, 1974;*** and various other pieces of legislation dealing with sawmills, forest travel and forest protection.

This agency is **primarily** responsible for the management of the private and crown forest resources of the province, and there are no specific limitations placed on the Minister's authority to carry out this management.

New legislation governing forestry will be introduced in the next session of the House of Assembly and is expected to have a **significant** impact on the departments' mandate.

The formal objective of this agency is to provide for a continuous flow of timber to meet domestic and commercial use requirements. This flow of timber is to be achieved in such a manner as to be in harmony with other resource management objectives.

Overlaps

Due to the pervasive nature of the forest resource, overlaps occur with other agencies having a **resource** management mandate. These include agencies involved with management for wildlife, recreation and other commercial and non-commercial uses of the forest land base.

Provision for IRP

Forestry's mandate does not provide for integration of **resource** planning, however, due to its interaction with other resource users, a consultation process does occur which could be considered as integrated planning. This occurs, however, on an adhoc basis.

Stakeholders and Clients

The major **clients in the** forestry industry are three pulp and paper **mills**, the 1500 **domestic and** commercial sawmills, logging contractors and the approximate **25,000** individuals who obtain domestic cutting permits annually. The stakeholders are agencies having a resource management mandate that utilizes what forestry considers the forest land base.

4.5.2 Planning

Inventory

Forestry maintains a complete inventory of the province's forest **resource** on maps at a scale of 1: 12,500. All forest inventory information is stored on computer files. This agency has also begun a program of digital forest mapping which will eventually result in forest maps being in a computer readable format.

The forestry inventory concerns itself exclusively with timber. It also classifies forest land and assigns productivity ratings to forest land

The resource inventory is created through the interpretation of **1:12,500** colour photography with ground sampling to arrive at an estimate of timber volume. The inventory is updated annually through **the use** of black and white aerial photography and more recently **LANDSAT** and SPOT Satellite **Imagery**.

Planning Boundaries

Planning boundaries were defined in the 1970's when forest management districts were gazetted. These districts were defined with respect to homogeneity of forest as well as taking into account certain administrative requirements for management.

The principal factors limiting forest management are land base and access. Forestry feels that as management of the forest resource moves further and further away from the exploitive stage to the intensive management stage, it becomes imperative that areas which have been silvicultural treated be maintained over the period required for the crop to mature. Also, once it has been determined that an area is suitable for planting or some other silviculture treatment and there is a consensus that this is a legitimate land use it is considered imperative by forestry that this decision not be easily revoked in favour of a competing land use. In order to manage a forest area, one must have access to that area. Also a lack of a well developed

public roads system within Newfoundland is an impediment to effective management.

Planning Framework

Forestry prepares plans in a hierarchical fashion. First, there is a provincial twenty year plan which deals with the broad overview of the departments management strategies and the actions which it feels are necessary to remedy identified problems. Secondly, twenty year management plans are prepared for each of the 19 forest management districts within the province. These are **prepared in conformity** with the provincial twenty year plan and address specific management problems within each management district. It outlines general policies and plans of action. Thirdly, the five year management planning process, which operates within the context of the twenty year plan, identifies areas in need of harvest or silvicultural treatment. The road locations are also determined in a general sense.

Environmental and Social Concerns

While it is the primary mandate of the Forest Management Division to manage the forest for timber production, they feel they **are not unmindful** of other resource uses. Forest management plans are reviewed and there is input **from** the Environmental Forestry and Land Use Planning Section of the Forest Management Division. Once these plans are completed they are subject to registration under the Environmental Assessment Act. Forestry feels, then, that it is in their best interest to take into account a wide variety of matters which could impact upon the plan being approved or being made subject to an Environmental Impact Statement.

All forest management plans are considered to be public documents and are available for review by the public upon request. Also, Forestry holds meetings throughout each management district at various times outlining the particular management strategy which is being employed and to solicit input.

As well, principles of sustainable developments and conservation strategies permeate the entire forest management planning process.

Strengths and Weaknesses

Forestry's planning process is proactive, occurring on a regularly scheduled basis with or without prompting from either the public or other sources.

The primary weakness of the planning process is the fact that it is nearly always conducted in the absence of an overall provincial resource

management strategy. Recently, Forestry has attempted to involve other resource managers in the production of timber management plans.

4.5.3

Integration

Environmental Perturbation

Forms of environmental perturbation generated by **utilization** of the forestry resource are loss of habitat for wildlife and loss of land that could be suitable for agricultural purposes or recreational use. **Utilization** of the forest resource creates site degradation during harvesting and air and water pollution during processing.

Conflict Resolution

Almost all planned forestry activities conflict with one or more of the following agencies; wildlife, recreation, historic resources, mining and agriculture.

Mechanisms of conflict resolution appear to be mainly external. All silvicultural and road building projects are submitted to the Interdepartmental Land Use Committee for clearance and all five year timber management plans are registered under the Environmental Assessment Act. Both of which are felt by Forestry to be inadequate in resolving conflicts. Other **forms** of external mechanisms are public consultations and Royal commissions of Inquiry. The latter is used only in situations of wide public concern, such as the spraying of the forest to control insects. Through the environmental review process, public forums have been held to assess public reaction to such matters as clear cutting and the spraying of herbicides.

The main internal mechanism of conflict resolution is the public meetings Forestry holds throughout each of its management districts. As well, there is consultation with their Environmental Forestry and Lands Use Planning Section about other possible resource uses.

Consideration of other Resource Uses

Forestry feels there are no practical limitations to considerations which could be made for other resource uses in the forestry planning process. However, the timber management process has as its primary function the maximizing of the sustainable flow of timber products. Forestry is concerned that a consideration of other values may result in a flow of products that is less than required to meet domestic and commercial needs. It is then they feel hard decisions have to be made.

4.5.4 General

Effect of Plans on the Process of IRP

Forestry is planning several initiatives which could affect integrated resource planning. Much of this information is contained in **draft** forestry legislation and not **available** at the present time.

IRP Definition

This agency feels that the definition of integrated resource planning as stated is meaningless. Forestry would prefer, instead of consultation, to have a decision making authority.

Availability of Funding and Resource

Since 1974, Forestry has been successful in negotiating Federal/Provincial Agreements to provide funding for the Management of the province's timber resource. As a result of this, the amount of funding and personnel has been considered adequate for the development of a timber inventory or for the planning of timber **utilization** within an integrated resource planning context.

4.6 HABITAT MANAGEMENT DIVISION
FISHERIES HABITAT MANAGEMENT BRANCH
HABITAT RESEARCH AND ASSESSMENT SECTION
SCIENCE BRANCH
FISHERIES AND OCEANS CANADA

4.6.1 Mandate/Objectives

Authority

The mandate of the Department of Fisheries and Oceans is derived from the ***Constitution Act, 1867*** and the ***Department of Fisheries and Oceans Act, 1979***, with a part of its ocean science mandate being derived from the ***Resources and Technical Surveys Act (Government Organization Act), 1966***.

The Department's major legislative responsibility is the ***Fisheries Act, 1970***. Section 32 prohibits the destruction of fish by any means other than fishing, except as **authorized** by the Minister or pursuant to regulations under the Act. Section 35 prohibits the conduct of any work or undertaking which results in harmful alteration, disruption or destrucion of fish habitat. Section 36 is designed to control the deposit of deleterious substances into waters

frequented by fish. Fish habitat includes most of the marine and fresh waters of Canada. Under the **Department of Fisheries and Oceans Act, 1979**, DFO is assigned responsibilities for marine science.

In the Province, **DFO** is responsible for fisheries and fish habitat management, protection and research in all the fresh waters **flowing** to its coastline, and in all marine waters off its coast, out to Canada's **200-mile** limit, from and including NAFO division **3Ps**, east to 3N and north to 2G and on into Davis Strait and **Baffin Bay**.

In 1986 "A Policy for the Management of Fish Habitat" was **formally** announced by DFO. The formal objective of this policy is the net gain of habitat for Canada's Fisheries Resources. Guided by a "No Net Loss" principle, the main goals of the policy are:

- i) Fish habitat conservation
- ii) Fish habitat restoration
- iii) Fish habitat development

The department is supportive of resource development activities that are sustainable and are compatible with fisheries management objectives.

Overlaps

Certain **federal** and provincial regulatory agencies have mandates which involve protection of the aquatic environment (e.g. DIAND, COGLA, DOT, DOE, DEL). DFO provides ongoing advice to these agencies in accordance with its mandate and in **order** to ensure that the requirements of the Fisheries Act are met. The administrative authority or Section **36** of the Fisheries Act has been delegated to Environment Canada, which takes the lead in enforcing provisions of this Section. The division of responsibilities with respect to Section 36 is based upon the Lucas-Weir memorandum of 1971, prepared when the Environmental Protection Service was first established, which made EPS responsible for the management of discharge levels and for monitoring within a defined "zone of influence" around the discharge pipe. Then the Fisheries and Marine Service was made responsible for monitoring and research outside the zone of influence i.e in the broader receiving waters. That sharing of responsibilities was confirmed and redefined in 1985 in a **DOE/DFO** Memorandum of Understanding concerning Section **36** and subsequently in a 1988 Regional Working Agreement covering the four Atlantic Provinces.

Provision for IRP

The policy for the Management of Fish Habitat advocates integration of resource planning with other federal and provincial agencies and the public and private sectors.

Stakeholders and Clients

From a fish habitat perspective, the potential stakeholders and clients of DFO consist of a wide array of government agencies, private developers, and user groups.

Government agencies include both federal, **provincial** and municipal governments that have a **regulatory** and/or development **funcion**. Such agencies include:

- Environment Canda
- Environment and Lands
- Agriculture
- Transportation
- Forestry
- City, town and community councils

private developers include all companies involved in developments that may impact upon fish habitat, Examples would include developers involved in:

- Road construction
- Forestry
- Mining
- Urban development
- Industrial development

User groups include those involved in both commercial and recreational fisheries. **comercial** interests include licensed fishermen, fish plant owners, operators and workers and all others with a stake in the commercial fishery. Recreational interests include both organized conservaiton clubs such as:

- Salmon Association of Eastern newfoundland (SAEN)
- Environmental Resources Management Association (**ERMA**)
- Salmon Preservation Association for the Waters of Newfoundland (SPAWN)
- Local Road and Gun Clubs

and the large number of individual recreational fishermen.

4.6.2 Planning

Inventory

Within DFO there is extensive information on fish habitats in Newfoundland. However, at present, this information tends to be located in various branches and divisions within the department and there is no “one central” inventory where information on freshwater or marine habitat can be extracted.

In the 1960’s and 1970’s considerable effort and expense was expended conducting aerial surveys of all major watersheds in the Province. In the 1980’s information collected has been more project specific (i.e. Environment Impact Assessment Studies).

The data that is inventoried is stored in various ways. In some cases it exists as paper records stored in filing cabinets; in other **cases** it has been published in **recognized** DFO report series while other data are stored on computer systems.

Planning Boundaries

Planning boundaries within DFO are limited by:

1. Legislation (ie. fish and fish habitat only)
2. Physical area (land use is provincial mandate)
3. Nature of the planning process (i.e. **ILUC**, Municipal Planning Process, etc.)

The principal limiting factors to management of fish habitat are the lack of accurate baseline environmental information against which predictions of change can be made and the lack of an accessible inventory of fish habitat.

Planning Framework

Discussion is not relevant at this time

Environmental and Social Concerns

Environmental concerns are factored into planning as far as the mandate of the Department is to protect fish and fish habitat. Social concerns are considered through interactions and consultations with the public, which is part of three of the eight implementation strategies for the policy for management of fish habitat,

Within Science Branch of DFO the public can influence scientific direction by input at the annual Program Review and Evaluation meetings. Stakeholders, clients and the public have input into fish habitat management through ongoing consultation with habitat management **staff**.

The policy for fish habitat management reflects the idea of sustainable development, and habitat staff have contributed to the development of a provincial conservation strategy.

Strengths and weaknesses

The major strength of the planning process is that it is supported by strong legislation. It is seen to be important that DFO become involved in integrated resource management in order to demonstrate concern for all environmental quality issues that may potentially affect our fisheries. The present planning system is evolving from a reactive to a pro-active process.

4.6.3 Integration

Environmental Perturbation

Some examples of potential perturbation **are** as follows:

1. The development of small craft harbours (a DFO responsibility) can result in maintenance requirements such as dredging. Unless such activities are adequately mitigated, there is potential for negative impacts on marine environmental quality, resulting in adverse affects on wild fisheries and aquaculture operations.
2. the development of salmon stocks in the new areas can affect the manner in which other watershed users operate.

Conflict Resolution

The primary means of conflict resolution is consultative. For smaller projects, bilateral negotiations between the proponent and DFO are used to resolve conflicts. The habitat policy does, however, outline explicit procedural steps to ensure no net loss which includes a formal appeal mechanism to the Director-General or, if necessary, the Deputy Minister or Minister.

External conflict resolution mechanisms available to DFO include membership and participation in such bodies as the Federal Environmental Assessment and Review Process, the Provincial Environmental Assessment Process, ILUC, the Pesticide Advisory Board, and **the** Regional Ocean Dumping Advisory Committee.

Consideration of Other Resource Users

To the extent that its planning resources allow, DFO considers other resource users in its planning process. The Department actively participates in **multi-**agency committees such as ILUC and has supported efforts to develop a formalized integrated resource planning process. However, along with the lack of planning resources, the following factors limit consideration of other resources users:

1. The lack of geographically based or stock specific habitat management plans that outline goals and objectives; and
2. The lack of readily-accessible habitat inventory data on freshwater, estuarine, foreshore and marine areas.

4.6.4

General

Effect of Plans on the Process of IRP

DFO has recently created a new group known as the Habitat Management Division. Within this division there is a focus on habitat planning and inventory.

IRP Definition

The definition presented reflects the broad definition of **IRP** presented in the Department's habitat policy.

Availability of Funding and Resources

Recently, DFO has placed increased emphasis on planning and has provided manpower and money dedicated to planning efforts. However, in order to develop a comprehensive and accessible fish habitat inventory, there will be a requirement for money and manpower.

4.7 **HISTORIC RESOURCES DIVISION
DEPARTMENT OF MUNICIPAL AND PROVINCIAL AFFAIRS**

4.7.1 **Mandate/Objectives**

Authority

The Historic Resources Division operates under the authority of the *Historic Resources Act 1985* and the resource they are responsible for as outlined in the *Historic Resources Act* is "..... and work of nature or of humans that is primarily of value for its archaeological, prehistoric, historic, cultural, natural, scientific, or aesthetic interest, including, but not limited to an archaeological, prehistoric, historic, or natural site, structure or object."

The scope of their mandate includes all the territory of the province and 12 miles offshore, headland to headland, except federal lands, and the only changes pending in this agency's mandate are of an operational nature.

The formal objectives of the Historic Resources Division is with respect to resource management and resource development are conservation, protection, study and interpretation of historic and prehistoric materials and sites.

Overlaps

The only possible overlap between the mandate of this agency with that of other agencies would be potential land claims.

Provision for IRP

The mandate of this agency neither provides for nor precludes the integration of resource planning.

Stakeholders and Clients

Stakeholders affected by the decisions of this agency include any form of developer or land user causing a disturbance, ie. quarries, agriculture, hydro, roads.

Since the resource is considered "common" property the clients, or resource users are the general public and academics.

4.7.2 Planning

Inventory

There is a resource inventory but it is considered inadequate. It contains information on historic/prehistoric structures and remains.

Currently the inventory is created by aggregate site files/reports which are based on spot or area surveys often through the environmental assessment process. At present data is stored in conventional files or reports.

Planning Boundaries

The planning boundaries are dictated by area or provincial jurisdiction, and the principal limiting factors to management of this resource is the lack of property rights and of inventory of sites.

Planning Framework

The planning framework is generally a reflection of proposals which relate to funding, however, there is a move toward planning for research exercises. Presently there seems to be no need to plan resource development since there is no pressure from potential users.

Environmental and Social Concerns

The nature of this agency's resource does include environmental and social concerns as well as cultural concerns. As well, archaeological surveys, in general, have little or no negative impacts on the environment.

Stakeholders, clients and the public can contribute, or obtain access to Historic Resource Division planning and allocation process through direct involvement in a specific development.

Approaches such as sustainable development and conservation strategies are being considered by this agency in future plans.

Strengths and weaknesses

The agency's planning process generally depends on co-operative monitoring and enforcement.

The planning process is generally reactive.

4.7.3 Integration

Environmental Perturbation

The forms of environmental perturbation generated by the utilization of this resource are minimal. During exploration and development of a site there is some surface disturbance by manual labour through the use of hand tools.

Conflict Resolution

Mechanisms of conflict resolution in place within this agency include the provision for impact assessment under Section 13 of the Historic Resources Act, as well as project reference by other permitting agencies.

External mechanisms of conflict resolution include the Interdepartmental Land Use Committee (**ILUC**), Crown Land Plans, Municipal Plans, the Environmental Assessment Process and referrals ranging **from** quarry permits to agriculture licences.

Consideration of Other Resource Uses

The practical limitations to considering other resource uses in this agency's planning process include the scale of projects, scheduling of reference checks, the quality of this agency's present inventory, **staffing** limitations and mandatory compliance.

4.7.4 General

Effect of Plans on the Process of IRP

Plans or initiatives under consideration by this agency which could **affect** the process of Integrated Resource Planning include more directed research. There are serious plans as well for the commencement of provincial inventories of the archaeological and built heritage aspect of the resource.

IRP Definition

Historic Resources felt that the given definition of Integrated Resource Planning should include that Provincial Government be the ultimate responsible authority for enforcement and compliance monitoring. Also, instead of "...**future** use....", they recommend using the term "... orderly utilization and conservation . . .". As well, it was suggested that "natural resources" should include reference to historic resources.

Availability of Funding and Resources

Historic Resources considers the funding and personnel resources available to them for resource planning inventory and integration to be minimal.

4.8 LAND MANAGEMENT DIVISION
DEPARTMENT OF ENVIRONMENT AND LANDS

4.8.1 Mandate/Objectives

Authority

The Land Management Division of the Department of Environment and Lands is responsible for all the Crown Lands in the province including land that is under water and up to three miles offshore. It functions under the authority of the ***Crown Lands Act, 1973; the Department of Environment and Lands Act, 1981;*** and the ***Development Areas Lands Act, 1973.***

The Land Management Division functions as land owners with the power, under the Development Areas Act, to govern all land use. They also manage leased land, control granted land and they have the power to expropriate land

With respect to resource management and resource development the following formal objectives **are** employed and reflected in the objectives of Regional Crown Land Plans.

1. The plans are to provide flexibility for both existing and future resource uses.
2. **The** plans should identify existing and potential conflicts among competing users and where possible suggest steps for managing these conflicts.
3. **The** policies should outline when interdepartmental coordination may be required during the development of a selected resource.
4. The plans should designate and provide protection for sensitive and critical resource areas.
5. The plans, where possible, should provide a graphic representation of the major resources of the region.

6. The plans should provide a strategy for how the regions' resources should be developed.
7. By indicating resource interest and designating sensitive and/or critical resource areas it will be possible to reduce the length of time to process applications for Crown Land.

Overlaps

Overlaps exist between the mandate of the Land Management Division and other agencies such as the Provincial Planning Office, Development Control Division; the Department of Mines and Energy, Mines Division; the Department of Forestry and Agriculture, Forestry and Agriculture Divisions; Department of Fisheries (re aquaculture); the Department of Environment and Lands, Water Resources Division and Environmental Assessment Division; and the Department of Municipal and Provincial Affairs, Historic Resources Division; and the Department of Works Services and Transportation, Public Works Division.

Provision for IRP

The mandate of the Land Management Division does provide for the integration of resource planning through the Interdepartmental Land Use committee.

Stakeholders and Clients

Those affected by decisions and actions of this agency are primarily clients, or resource users. They consist of the public, industry, private individuals and other resource agencies.

4.8.2

Planning

Inventory

The Land Management Division has a resource inventory. They monitor existing land use and boundaries. Land Ownership is also inventoried as well as surface rights, timber rights, licences (permits to occupy) and land grants.

The inventory is stored on hard copy, micro-film and computer data base. There is a Resource Inventory Index (Source book); an Air Photo Library (infrared, colour and black and white); a Land Use Atlas (which is referred to in the Environment Assessment Act); and an Inventory of Domestic, Industrial and Fish Plant Water Supplies Watersheds.

Planning Boundaries

There are no systematic planning boundaries, they are dictated by natural resources and jurisdictions. Attempts are usually made to match with other agency boundaries on demand

The principal limiting factors to management land use is user demand and nature of use; economics depending on use; and access depending on nature of use.

Planning Framework

Planning is done on a general level. The physical boundary for a planning framework is the entire province of Newfoundland up to **3 miles** offshore. Authority is less where private land is concerned.

Environmental and Social Concerns

In terms of the planning and allocation process all government agencies who have a vested interest in lands are consulted before a decision is made.

The Land Management Division sees the absence of public input into the land allocation process as a major weakness.

There are no formal policies guiding sustainable development or conservation strategies. **The** Land Management Division relies on the policies of other agencies who may or may not embrace these approaches.

Strengths and Weaknesses

The main strength in the planning process is the procedure in place to deal with allocative equity. It is open by way of the referral process.

In general it is felt that there is a major weakness in the planning process in that the Act does not give a planning mandate. With respect to conflict resolution the principal strength lies in the informal nature and flexibility of ILUC. It is non-binding and therefore provides freedom to reach mutual agreements. The weakness in this process lies in the fact that there is no formal follow up or monitoring. Compliance to the agreement is made by the members and is not perceived to be a major problem.

The planning process is **characterized** as being both pro-active and reactive. While they are generally called upon to react they do anticipate situations and plan ahead.

4.8.3 Integration

Environmental Perturbation

The forms of environmental perturbation which are generated by the **utilization** of Crown Land **is the** building of access roads and layouts for development (ie. cottages and residential) as well as the impacts of water and sewer development.

Conflict Resolution

Within the Land Management Division the mechanisms for conflict resolution are the Interdepartmental Land Use Committee (ILUC) which is seen as a resource evaluation and policy integration unit. This division also has an elaborate referral system for Crown Land Application. As well, there is the Regional Application Land Committee. Finally, there is an informal appeals process in which any decision can be appealed and they **are** willing to listen to people.

Consideration of Other Resource Uses

There are no practical limitations to considering other resource uses in this agency's planning process.

4.8.4 General

Effect of Plans on the Process of IRP

Recently, there has been a reorganization of the Land Management Division (See Figure 2-1) and there is a commitment of resources to integrated resource planning. Most important of all will be a submission to cabinet to seek formal identification of IRP.

IRP Definition

As an alternative to the given definition, the Land Management Division prefers to use the following definition:

“Integrated Resource Management: The coordination of resource management programs to ensure that conflicts are **minimized** and as many users as reasonable possible are encouraged to utilize the resource base. It is based on the management philosophy that there should be shared decision-making a high coordination and cooperation with the ultimate aim to manage any anticipated conflicts.

Compatible uses are encouraged to utilize a common resource base in either a concurrent or sequential fashion. Where an area, because of inherent or attached characteristics is limited in its ability to support more than one use, it may be managed for a single purpose.

In addition, multi-purpose lands may have “dominate uses” established within certain areas. In these units, secondary uses are integrated in so far as they are compatible with the domestic use and all uses are consistent with major polices of the plan.”

(Fugate, 1985, p.8)

Availability of Funding and Resources

The Land Management Division is reasonably satisfied with the present level of funding/personnel resources, given the new **reorganization**. However, this is considered to be more adequate for achieving present objectives but not future ones.

4.9 **MARINE/COSTAL ZONE DEVELOPMENT** DEPARTMENT OF DEVELOPMENT

4.9.1 **Mandate/Objectives**

Authority

Marine/Costal Zone Development operates under a Cabinet Directive as well as the ***Development Area Lands Act, 1973***. It is responsible for land in the Coastal Zone Area.

The mandate of this agency is limited by the lack of legislation, as it relies on the existing “network” of legislation that is available. There is, however, no changes pending in this agency’s mandate.

The formal objective of this agency with respect to resource management and resource development is to optimize the use of the coastal zone of this province and to ensure that development takes place in an environmentally safe manner.

0 verlaps

Overlaps exist between the mandate of this agency and that of: **Provincial Environment** regarding new developments and their impact on the environment; **Provincial Fisheries** regarding Aquaculture development;

Fisheries and **Oceans** Canada, Provincial Parks Division and; The Urban and Rural Planning Division.

Provision for IRP

The agency's mandate does provide for the integration of resource planning. For example in selecting a site for constructing the Gravity Base Platform for the Hibernia Development a number of concerns were looked at such as traditional fishing harbours, whether the area was sensitive to development, and whether the area was suitable for development.

Stakeholders and Clients

The stakeholders who are affected by the actions and decisions of this agency are municipalities, oil companies (ie. Mobil). and other government departments.

The clients, or resource users, include developers, aquaculture industry and the tourist industry.

4.9.2

Planning

Inventory

The Marine/Coastal Zone Development Agency has a resource inventory that includes information on tourism developments, onshore petroleum sites and lands freeze areas. The inventory is created using hard copy base maps from Lands Division, and is stored in a GIS system and on maps.

Planning Boundaries

The planning boundaries of this agency are dictated by its own mandate as well as client use.

The principal limiting factors to management of this agency's resource is the lack of information on present and potential land/coastal zone use.

Planning Framework

The planning framework of this agency is project driven and generally reactive to developments, except for designation of onshore sites for petroleum development.

Environmental and Social Concerns

The Department of Development is becoming more aware of environmental issues, although they are more concerned with the economic aspects of developments. When this agency is funding activities environmental concerns are noted.

Stakeholders, clients and the public can contribute, or obtain access to this agency's resource planning or allocation process through a written enquiry regarding a specific site. The request will usually come from the municipality involved.

Other ways of gaining access or contributing include the Environmental Assessment Process and through the ILUC process.

Approaches such as sustainable development and conservation strategies are presently being considered by this agency. They **endeavour** to work together with other resource agencies to ensure the resource base can replace itself.

Strengths and Weaknesses

At present it is felt there is a weakness in that they go through both the Environmental Assessment Process and the ILUC process. This agency felt these processes should be combined. It also felt that a Geographic Information System was needed expressing present and potential uses.

The planning process of this agency is primarily reactive since they haven't yet got a knowledge base in place to be pro-active.

4.9.3 Integration

Environmental Perturbation

The forms of environmental perturbation generated by utilization of the shore zone area include economic and social pressures. The aim is to optimize use of the resource and as a result there can be a multitude of users and uses.

Conflict Resolution

Mechanisms of conflict resolution in place within this agency are internal consultations and with other departments and committees such as the Hibemia Construction Site Environmental Management committee, the climate committee and the remote sensing committee.

External mechanisms of conflict resolution include the Environmental Assessment Process and the ILUC process.

Consideration of Other Resource Uses

The practical limitations to considering other resource uses in this agency's planning process is lack of time, resources and information. As well, each project is evaluated on its own not looking at cumulative effects.

4.9.4 General

Effect of Plans on the Process of IRP

Some plans being considered by Marine/Coastal Zone Development is the joint use of GIS with private sector groups, Department of Environment and Lands and Other government departments.

IRP Definition

This agency felt that the given definition was not adequate in that it thought that IRP should be integrated in all directions and include the private sector, internal groups also interested in IRP. They would also delete the word "future".

Availability of Funding and Resources

The resources available to this agency for resource planning inventory and integration is considered inadequate.

4.10 MINES DIVISION
DEPARTMENT OF MINES AND ENERGY

4.10.1 Mandate

Authority

The Mines division of the Department of Mines and Energy operates under the authority of the ***Department of Mines Act, 1973; Mineral Act, 1975; the Quarry Materials Act, 1975*** and associated regulations.

This agency is responsible for minerals (mining and mineral development) and quarry materials (quarry resource inventory, quarry resource planning, licensing and inspection).

The mandate of this agency is the orderly development of mineral resources in the province. The scope of this mandate is province wide and while there are no real limitations on their mandate, they have no jurisdiction in national parks and areas such as provincial parks reserves.

There are some changes pending in their mandate with respect to policy and legislation. Mines has recently undergone a restructuring, and in October, 1988, a Mineral Resource Management Branch was developed.

The formal objectives of this agency with respect to resource management is the protection of resources for future development and to continue scientific research to identify new resources. With respect to resource development the formal objective is to proceed with what is in the best interest of the province at the time.

Overlaps

There are overlaps between the mandate of this agency and other agencies. In some cases the degree of overlap is greater than in others. Overlaps exist with Forestry, Environment, Water Resources and any areas where exploration can take place.

Provision for IRP

The mandate of this agency does provide for the integration of resource planning since planning is always done in the best interest of the province and if not it should not proceed.

Stakeholders and Clients

The stakeholders affected by the decisions and actions of this agency are most often land use agencies, (i.e., agriculture, forestry, recreation). The clients are the mineral industry and the construction industry.

4.10.2 Planning

Inventory

Mines considers its inventory to be comprehensive. It contains information on minerals, quarry materials and mineral potential. This inventory was created by fieldwork and exploration by industry. The mineral information is stored on manual files, computer and maps. Information on quarries is not in a single file, rather on maps and computer files on soil samples of aggregate deposits. Mineral potential is illustrated on maps, which are not complete.

Planning Boundaries

Planning boundaries for this agency are dictated by physical areas and legislation since they have no control over Crown Land. As well, they work with the federal governments five-year renewal of development agreements, which is included in their five year plan.

The principal limiting factors to management of this resource is land base, economics and conflicts with other resource users.

Planning Framework

Planning for this agency is an ongoing process, involving the constant reinventorying of resources or resource potential. The physical boundaries of the planning **framework** are not much unless the minerals are alienated. There are no fixed temporal boundaries unless there is for example a special land use issue such as parks wanting to alienate land, then Mines are given a deadline.

Plans are done every five years with some flexibility.

Environmental and Social Concerns

Environmental and social concerns are not really incorporated into the agency's planning process except in areas where mines will close. A priority is then given to these areas for future research and exploration.

In terms of environmental concerns they make use of the environmental assessment process and support it strongly. They also have input when, for example, municipal affairs is preparing a plan. In this case they will do some inventory work and address social concerns.

Mines also issue Guidelines for Good Environmental **Practice** for Mineral Exploration which were drawn up in consultation with the Department of Environment and Lands.

There is a continuous feedback from clients as to where Mines should be committing their resources. A technical Liaison Committee will advise and comment on the agency's field programs. Stakeholders such as Agriculture, Municipal Affairs and Forestry contribute to the resource planning process by virtue of their planning. The public can gain access to any information except in the case of confidential company reports.

Approaches such as sustainable development and conservation strategies are used by Mines. There are some limitations to sustainable development,

however, since that while some mines have a very long life the durations of others are very finite. With respect to conservation strategies the principal objective is to preserve minerals for future development. **They also** work with Environment for rehabilitation of mine and quarry sites.

Strengths and Weaknesses

The strength of this planning process is that there is a good inventory. As a result of this Mines has a clear picture of what is going on at present as well as with potential resources. They also feel that through the Environmental Assessment Process there is good public input.

The weakness lies mainly in conflict resolution in that it may take a long time to arrive at a final answer to a problem. Even when a resolution is reached it could possibly change in the future.

The planning process is both pro-active and reactive. It is pro-active in that there are five-year plans and reactive since other agencies require decisions from them.

4.10.3 Integration

Environmental Perturbation

There **are** various forms of impacts associated with utilization of this agency's resource. Generally, there is the physical land disturbance and specifically with quarries there is the removal of vegetation, and this has the potential to negatively impact on water resources as well as fish/fish habitat; with mining there is also the concern of vegetation removal, but if the mining is underground the impact can be relatively less; and the more advanced stages of mineral exploration can have a negative impact on forests, water resources, **fish** and fish habitat.

Conflict Resolution

Within this agency conflicts can be resolved through an internal referral process. Applications are circulated internally to various divisions to see if there is a conflict and to see what the extent of the conflict is. If there is no conflict it gets sent back. However, if there is a conflict it is forwarded to the Assistant Deputy Minister at the Mineral Resource Management Branch for his recommendations or approval. Even if approved there is still the potential for conflict with one or more agencies.

External mechanisms of conflict resolution include the Interdepartmental Land Use Committee (**ILUC**) and the Environmental Assessment Process. Dealing with another agency directly may be the result of a referral from **ILUC**.

Consideration of Other Resource Uses

Consideration of other resource uses depends on how active a particular area is in terms of mineral exploration or development. For example, if another agency has a valid request Mines will attempt to accommodate them unless the area is very active, in which case they feel they may not be able to comply.

4.10.4

General

Effect of Plans on the Process of IRP

There are no additional plans or initiatives being considered by Mines that could affect the process of Integrated Resource Planning. Land Use and Mineral Planning have been given priority and part of its mandate is integrated planning.

IRP Definition

Mines felt that the definition given of Integrated Resource Planning was not terribly adequate. They would see adding to the definition by indicating that differences be resolved **and** that agencies come together with a functional and flexible plan.

Availability of Funding and Resources

The funding and personnel resources available to Mines for resource planning inventory and integrated is considered by Mines to be adequate. **They** depend, however, on mineral development agreements with the federal government and it is important to keep this up to date.

4.11 ENVIRONMENTAL SERVICES DEPARTMENT
NEWFOUNDLAND AND LABRADOR HYDRO

4.11.1 Mandate/Objectives

Authority

The Environmental Services Department of Newfoundland and Labrador Hydro operate under the authority of the **Newfoundland and Labrador Hydro Act, 1975**.

The resource for which they are responsible is water as a potential electric energy source.

Their mandate is to produce electricity in a cost effective manner with due consideration to reliability, environmental protection and safety.

Overlaps

Overlaps exist between the mandate of this agency and that of Newfoundland Light and Power who also generate electricity by means of hydro generation. However, their plants are existing and they have no development mandate. Overlaps also exist with the Water Resources Division.

Provision for IRP

Hydro's mandate provides for the integration of resource planning as is inferred from their policy statement and through the environmental assessment process.

Stakeholders and Clients

The stakeholders who are affected by the decisions and actions of this agency are all other resource agencies in the province. The clients, or resource users, include all those who use electric power in Newfoundland.

4.11.2 Planning

Inventory

Hydro's resource inventory consists of the hydroelectric potential of rivers on the island of Newfoundland and in Labrador. The inventory was created through engineering consultants studies of rivers to determine potential. As a result the data is contained within hand copy reports.

Planning Boundaries

The planning boundaries of this agency are dictated by the electrical transmission distribution grid

The principal limiting factors to management of the resource is the availability of water sources and the length of the transmission line, and the **economics** or cost effectiveness of developing a new hydroelectric site.

Planning Framework

The planning framework of Newfoundland and Labrador Hydro is usually outlined in a five year plan with annual revisions. Planning for the generation of electricity from a potential site would be done in a twenty year plan.

The physical planning framework would be the limits of the user group distribution system.

Environmental and Social Concerns

Environmental and social concerns are factored into the planning process through the environmental assessment process and through Hydro's policy on environmental behaviour **as** well as through the local preference policy in their hiring procedures.

In the early stages of planning stakeholders, clients and the public are not involved to any great degree in the resource planning and allocation process. However, when the project reaches the **prefeasibility** stage other resource agencies **are** consulted, and there is opportunity to contribute or gain access through the environmental assessment process. As well, clients can contribute by responding to surveys.

Approaches such as sustainable development and conservation strategies are not presently being used or considered by Hydro. They are, however, aware of these concepts and support the notions in principle.

Strengths and Weaknesses

The principle strength in this agency's planning process is that the resources are known and the inventory is good. The primary weakness is that the projects are not screened for environmental concerns early enough.

The planning process of Hydro is pro-active. The resource requirements of the next generation makes it essential that planning be in place in plenty of time.

4.11.3 Integration

Environmental Perturbation

Forms of environmental perturbation generated by utilization of water for hydroelectric power generation.

Conflict Resolution

Mechanisms of conflict resolution in place within this agency are informal discussions and consultations on an individual level.

External mechanisms of conflict resolution include the Environmental Assessment Process and through the Interdepartmental Land Use Committee who reviews submissions put forth by Hydro.

Consideration of Other Uses

The practical limitations to considering other resource uses in this agency's planning process includes funding, as it relates to the **cost** of mitigation; the effect it would have on scheduling resource development to serve the next generation and; the possible unavailability of information from other resources.

4.11.4 General

Effect of Plans on a Process of IRP

Currently there are no plans or initiatives being considered by this agency which could **affect** a process of IRP.

IRP Definition

Hydro felt that the given definition of **IRP** was adequate with only one comment, that it must not be project oriented, rather it should be geographic oriented.

Availability of Funding and Resources for IRP

Since the need for electricity is not questioned, the funding and personnel available to this agency is considered adequate.

4.12 **PARKS DIVISION
DEPARTMENT OF ENVIRONMENT AND LANDS**

4.12.1 **Mandate/Objectives**

Authority

This agency operates under the authority of the ***Provincial Parks Act, 1972*** and the ***Wilderness and Ecological Reserves Act, 1980***. ***The resource*** it is responsible for is the park system, including a 1 km buffer zone around each park. This includes the land and water within the parks as well as vegetation and animal life.

The scope of their mandate is broad and exclusive. More specifically the mandate is “to provide a wide variety of high quality outdoor recreation opportunities for residents and visitors, and to preserve and protect in perpetuity provincially significant representative and special natural landscapes and features, and outstanding recreational environments, in a system of Provincial Parks.” (Provincial Park Policy and Park Classification and Zoning System, 1988).

The formal objectives of the Parks Division with respect to resource management and resource development are:

1. Preservation and Protection
2. Outdoor Recreation
3. Heritage Appreciation and Environmental Awareness
4. Tourism

Overlaps

Overlaps occur between the mandate of Provincial Parks and Municipal Parks and National Parks (where there is an interaction over agreements). Also where an area is designated as a park it can take precedence in terms of land use and can exclude other uses. This is done to ensure that outside activities have no negative impact on the resource.

Provision for IRP

The mandate of this agency does not allow for the integration of resource planning. Plans for a proposed park will go through the Interdepartmental

Land Use **Committee** Process but once a site is designated as a park there is no **integration with** other uses.

Stakeholders and Clients

Special interest groups, other resource agencies and industry are **the** stakeholders that could be affected by the actions and decisions of this agency. The clients, or resource users, are the public who visit and make use of the various parks.

4.12.2 Planning

Inventory

Beyond the actual locations of the various Provincial Parks there is little in the way of a resource inventory available on what is contained within the boundaries of each park.

Planning Boundaries

The planning boundaries **are** dictated by the park boundaries themselves as well as this agency's mandate.

The principal limiting factors to this management is the minimal amount of protected land base, little public support and funding.

Planning Framework

Planning is relatively internal, being done for the **area** within the physical boundaries of the park.

Environmental and Social Concerns

Environmental and social concerns are reflected in the agency's mandate. The various parks in the province exist in response to perceived needs and desires of potential visitors, whether they are resident or non-resident.

There is also a public consultation process in which these concerns can be presented for consideration in the planning process.

Stakeholders and clients can make use of this public consultation process to contribute to or obtain access to the planning and allocation process. Also, they can advocate area for designation as a park or provide inventory information.

Approaches such as sustainable development and conservation strategies are endorsed by Parks although they are not specifically stated in their mandate.

Strengths and Weaknesses

The principal strength of **Parks** planning process lies in its legislation. There is a good planning and public hearing process in place.

The main weakness is the lack of inventory and resource.

The development of a botany index for Wilderness and Ecological Reserves is an example of how this agency is attempting to become more pro-active. Generally, though, they are reactive.

4.12.3 Integration

Environmental Perturbation

Forms of environmental perturbation generated by **utilization** of the provinces parks are bank erosion, littering, water contamination and the creation of paths in natural areas.

Conflict Resolution

Mechanisms of **conflict** resolution in place within this agency are public hearing (required under section 16 of the Wilderness and Ecological Reserves Act, 1980), and public consultations concerning other types of parks.

External mechanisms of conflict resolution include participation in the Interdepartmental Land Use Committee and the Environmental Assessment Process, although to date no parks have gone through an EIS.

Consideration of Other Resource Uses

To consider other resource uses in this agency's planning process, it would mean that this agency would need a greater planning time scale and people to address these added concerns.

4.12.4 General

Effect of Plans on the Process of IRP

The department of Waterways Parks such as Main River and Bay Du Nord could affect the process of Integrated Resource Planning since those areas will be considered preservation areas exclusive of other uses.

I. Definition

Parks Division felt that only one element, planning had been addressed in this definition and that integration and management should have been discussed as well. They were also concerned that public input was not mentioned as well.

4.13 URBAN AND RURAL PLANNING DIVISION
DEPARTMENT OF MUNICIPAL AND PROVINCIAL
AFFAIRS

4.13.1 Mandate

Authority

The Urban and Rural Planning Division of the Department of Municipal and Provincial Affairs operates under the authority of the **Urban and Rural Planning Act, 1974**; and the **Municipalities Act, 1979**.

The resource this agency is responsible for is land and the scope of their mandate is to operate in an advisory role with the perspective being on the communities and municipalities.

There are only minor changes expected in the mandate of this agency.

The formal objectives of this agency with respect to resource management and resource development is to provide adequate plans and regulations in all municipalities of over 1000 population and for areas of development pressure. More specifically the objectives are divided into Provincial Planning Administration and Urban and Rural Planning and are as follows:

Provincial Planning Administration

1. To develop long-range policy plans to guide urban and rural development in Newfoundland and to promote and co-ordinate development planning between Provincial and Municipal authorities and private undertakings.
2. To co-ordinate interdepartmental and inter governmental interests in regional planning.
3. To provide the administrative, statutory, and technical support necessary to enable studies into the physical, social and economic

aspects of development to be conducted, and Plans to be prepared for regions, municipalities and other community and resource areas.

4. To **provide** and maintain an up-to-date **resource**, research and information centre to assist Provincial, and Municipal authorities and the private sector and to plan for orderly and efficient development within the Province.
5. To administer an effective and efficient Planning Appeal process in accordance with the requirements of the Urban and Rural Planning Act and The Municipalities Act.
6. To co-ordinate the rationalization of municipal boundaries and structures.

Urban and Rural Planning

1. To prepare, complete, update and adopt Municipal Plans and Standard Development Regulations for all municipalities
 - a) with a population of 2,000 or over,
 - b) that already have a Municipal Plan in effect or in course or preparation;
 - c) that are in regions of exceptional urban growth, eg., St. John's Urban Region;
 - d) that are likely to be affected by major industrial or resource development, including offshore oil and fisheries;
2. To **standardize** and improve the level of Municipal Plan implementation and administration, and building control in all municipalities.
3. To prepare Regional Plans for regions in which development pressures, resource conflicts, overlapping municipal service problems or fragmented municipal structure indicate the need for such work.
4. To advise and assist departments and agencies of Government and municipalities in matters relating to community development and planning.

5. To investigate proposed changes to municipal boundaries and structures, and co-ordinate the preparation of Feasibility **Studies**.

Provision for IRP

Sections 15 and 59 of the Urban and Rural Planning Act state how the mandate of this agency provides for the integration of resource planning.

Stakeholders and Clients

The stakeholders affected by the decisions and actions of this agency are other government departments and the general public. The clients are the municipal councils.

4.13.2 Planning

Inventory

The Urban and Rural Planning section does have a **resource** inventory. It contains information on land use in communities which is compiled through on site surveys and portrayed on maps.

Planning Boundaries

Planning boundaries are limited to the municipal boundaries. The principal limiting factors to management of this agency's resource is municipal servicing costs and public and political acceptability.

Planning Framework

Municipal plans are prepared for a ten year period with a five year review. After a plan is prepared it is given to the town for approval after which it has to be approved by the minister. The plan then goes to a public hearing process and objectives, if any, are noted. Finally, the plan is:

1. Approved
2. Approved with amendment or,
3. Rejected

Environmental and Social Concerns

The Urban and Rural Planning Section sees environmental and social concerns as being basic to community planning. Through a regular consultation process with other government departments, public information processes and statutory public hearings stakeholders and clients can contribute to this agency's resource planning and allocation process as well obtain access to it.

Approaches to planning such as sustainable development and conservation strategies are not being used by this agency.

Strengths and Weaknesses

The principal strengths of this planning process is that it is a well tried process, with a wide scope of community planning. The weaknesses of this process deal with private rights, servicing costs and the municipal system itself.

As well, this agency's planning process is reactive since there are **limited** resources or means to do basic research.

4.13.3 Integration

Traffic generation, municipal servicing, disturbance of the land surface, effect on land values and land use impacts are some of the kinds of environmental perturbation that is caused by this agency's utilization of land.

Conflict Resolution

The process by which a municipal plan is finally approved is one way in which conflicts can be resolved within this agency. Through the public hearing stage of the municipal plan objectives, if any, are recorded and resolved (through not necessarily incorporated) before the plan is **finalized**. If there is a particular problem with one or more agencies, Urban and Rural Planning will tend to deal with the appropriate agency(s) directly to resolve the conflict.

As well, there is an appeal process in place. This Appeal Board is set up for four regions, East, Central, West and Labrador, and each appeal is seen by a planner and the board reports back to the councils.

Another internal mechanism is a Public Complaint Process which is handled by this division.

Finally, Urban and Rural Planning is asked to advise councils on development applications they receive.

External mechanisms of conflict resolution consists of the Interdepartmental Land Use Committee (**ILUC**) and the Environmental Assessment Process. They see **ILUC** as being redundant but useful in giving all participants an opportunity to understand what everyone else thinks.

Consideration of Other Resource Uses

The practical limitations to considering other resource uses in the planning process is time (since developers usually **require** speedy decisions); information gaps and the municipal structure itself.

4.13.4 General

Effects of Plans on the Process of IRP

There are no plans or initiatives under consideration by this agency which could affect the process of Integrated Resource Planning.

This agency feels that the **definition** given for Integrated Resource Planning is somewhat inadequate, and that consultation is not enough. **A rationale** for decisions is needed perhaps in the form of provincial policy statements.

Availability of Funding and Resources

Funding is generally a problem, it limits the hiring of personnel and consultants which in turn limits the amount of work that can be accomplished For example, developing regional plans have been put off to tend to more immediate needs such as municipal plans.

4.14 WATER RESOURCES DIVISION DEPARTMENT OF ENVIRONMENT AND LANDS

4.14.1 Mandate/Objectives

Authority

The Water Resource Division of the Department of Environment and Lands operates under the authority of the ***Department of Environment and Lands Act, 1981; The Waters Protection Act, 1973; The Well Drilling Act and Regulations, 1981***, and ***Draft Water Resources Act*** (due to pass in 1989).

Under Section 20 of the **Department of Environment and Lands Act, 1981**, surface, ground and shore waters are designated as the resource for which this agency is responsible.

The mandate of the Water Resources Division is to carry out the water related aspects of the Department of Environment and Lands Act. This includes. the allocation of water use; water **quality**; protection of water supply areas; approval of undertakings required **stream** alterations such as dams, river diversions, **hydro** electric projects, etc.; licensing of well drillers; conservation of groundwater, and protection of **groundwater** quality.

A draft Water Resources Act is in the final stages of review by the Department of Justice and the Executive Council and is expected to pass in 1989. As well, a set of regulations prepared under Section 25 of the Department of Environment and Lands Act dealing with watershed protection is presently under consideration by Cabinet.

This agency is relatively new and does not have any formal objectives **with** respect to resource management and resource development.

Overlaps

Overlaps in mandate exist between this agency and Crown Lands (eg. regarding water body Lands definition; with Newfoundland and Labrador Hydro (until the Water Resources Act is proclaimed); with Federal Fisheries regarding water body vs fish habitat; and with Federal Environment with respect to pollution of fresh water bodies.

Provision for IRP

The mandate of this agency does provide for the integration of resource planning with respect to water supplies. It was noted that it could for other aspects as well.

Stakeholders and Clients

Clients are considered to be anyone who consumes waters or anyone that has the potential to be flooded. The stakeholders would include municipalities, Agriculture, Mines, Hydro and Transportation.

4.14.2

Planning

Inventory

The Water Resources Division has a resource inventory consisting of 90 hydrometric stations gathering data, 80 water quality monitoring stations, 25 data collection platforms and 70 climate stations to be deployed.

Information on water quality/quantity, and climate (precipitation, temperature, and in some cases wind velocity) are collected and stored on computer and in some cases presented in technical reports. The inventory is created from data collection in the field.

Planning Boundaries

The planning boundaries of this agency are dictated by the physical nature of the environment, its natural boundaries and uses. Time is also a factor in that the boundaries will be dictated by the nature of the planned use of the resource or the objective for use.

The principal limiting factors to management of this resource is lack of data and lack of **resources** to needed to obtain more data.

Planning Framework

The watershed is the basic unit which is considered in the overall planning framework. Planning for them is done on a 25 year basis. This could change in an urban situation where a lease term would reflect the planning horizon.

Environmental and Social Concerns

Environmental and social concerns are factored into the planning process in that this agency is mandated to consider environmental issues.

Stakeholders, clients and the public can contribute to (or obtain access) to this agency's resource planning/allocation process in the following ways: consultations are carried out with companies: and the general public has access to inventory information. There is, however, no provision for public hearings, since a formal requirement is lacking.

Approaches such as sustainable development and conservation strategies are not presently used, by this agency.

Strengths and Weaknesses

The basic weakness in the planning process is a lack of funding and staff, and the planning process of this agency is best described as being reactive.

4.14.3

Integration

Conflict Resolution

The only mechanism of conflict resolution, within this agency, is consultation. External mechanisms of conflict resolution include the Interdepartmental Land Use Committee (ILUC) and the Environmental Assessment Act. Both processes are not well perceived by this agency who also feels that there is too much abuse of these processes.

Consideration of other Resource Uses

The practical limitations to considering other resources uses in this agency's planning process is economics and the difficulties with maintaining the close consultation required because of the relationship between land and water. In the case of water supply areas this agency feels that no compromise can be made on water quality protection.

4.14.4

General

Effect of Plans on the Process of IRP

Approval of the Protected Water Supply Areas Regulations could affect the process of Integrated Resource Planning.

IRP Definition

The main comment made about the given definition of Integrated Resource Planning was that there was no mention of existing uses. As well, it was felt that this definition must be linked to objectives, and that it needed to be elaborated or related to intended uses.

Availability of Funding and Resources

The Water Resources Division feels that it has only 25% of what is needed in terms of funding and resources.

4.15 CANADIAN WILDLIFE SERVICE
ENVIRONMENT CANADA

4.15.1 Mandate/Objectives

Authority

The Canadian Wildlife Service operates under the authority of ***The Migratory Bird Convention Act, 1917***; and ***The Canadian Wildlife Act***. ***They are*** responsible for migratory birds, i.e. birds that cross provincial, national and international boundaries and their habitats.

The mandate is limited to the management of migratory birds and their habitats. The bird resource is clearly federal jurisdiction while the habitat resource is more complicated since it may be either provincial ownership or private.

The only changes pending in their mandate is an anticipated increase in fine scales for offenses under the Migratory Bird Convention Act.

The formal objective of this agency with respect to resource management and resource development is to influence resource development so as to assure no net loss of migratory habitat. This approach would be consistent with the concept of sustainable development.

Overlaps

Provision for IRP

The mandate of the Canadian Wildlife Service does not specifically provide for the integration of resource planning. There is some integration through involvement and input in the environmental assessment process but these are not adequate. There is also some limited involvement through the Interdepartmental Land Use Committee (ILUC).

Stakeholders and Clients

Stakeholders affected by the decisions and actions of this agency are private industry and other government agencies. Clients include the general public, particularly hunters and bird watchers.

4.15.2 Planning

Inventory

The Canadian Wildlife **Service** in Newfoundland is presently initiating a wetland inventory which would include game birds and **sea** birds and would be of interest to the hunting and tourism industries. There is limited data on passerine birds as well as habitat. Information on population trends is where the inventory is weakest and it is also becoming very important.

The habitat inventory was created **from** retrieving information off 150000 maps **utilizing** a form of relative scoring. The inventory on sea **birds** is presented on extrapolated population maps. An ecological map illustrates bird densities which are similar to sea birds specific colony sites.

Planning Boundaries

The planning boundaries are dictated by political area, there is more of an emphasis on insular Newfoundland because of population.

The principal limiting factors to management of this resource is natural productivity, land base and manpower.

Planning Framework

The physical boundaries of planning **are** insular Newfoundland and Labrador. Most of the planning is done in five and ten year blocks. **Within** the province there is significant subdivision of planning based on regions, i.e. climatic or ecological.

Environmental and Social Concerns

Stakeholders and clients can gain access to the resource planning and allocation process through public information literature. The policy of the Canadian Wildlife Service is to provide information even if it is not published. They can contribute to the process through the Environmental Assessment Process.

Approaches such as sustainable development and conservation strategies are definitely considered by this agency in its planning process, by trying to influence developers to mitigate impacts on migratory birds. This means that there is room for improvement trying to maintain a no net loss policy.

Strengths and Weakness

The main strength of this agency's planning process is that its mandate is broad scale and they **are** able to apply their objectives in a general way to other agencies or industry. The principal weakness reflect more on conflict resolution. They are not tied into a land use planning process. While they do have representation on the Interdepartmental Land Use Committee they feel principals and guidelines **are** necessary. There is also a perceived lack of direction within this agency where the emphasis is on migratory birds, bag limits and quotas. There is not a lot of involvement in IRP and developing guidelines.

The planning process of this agency is reactive.

4.1s.3

Integration

Environmental Perturbation

The only relative perturbations might be the over - exploitation of birds by hunters. This could lead to habitat destruction related to A.T.V. use and disturbance (loss of quality).

Conflict Resolution

Within the agency **there** is little mitigation/resolution procedures in place. They have prepared some interim guidelines for the forest management agency but these are not formal policy.

External mechanisms of conflict resolution include the Environmental Assessment Process and participation on the Interdepartmental Land Use committee.

Consideration of Other Resource Uses

Practical limitations to considering other **resource** uses in their planning process include lack of manpower and the fact that they have limited input in some other planning processes.

4.15.4

General

Effect of Plans on the Process of IRP

At present the Canadian Wildlife Service is developing specific plans related to species of special interest and habitat in an attempt to focus priorities and guidelines for other agency consideration. While this is considered by CWS

to be less than satisfactory it may effect the process of Integrated Resource Planning.

IRP Definition

It was felt that the given definition of **IRP** was not sufficient in that it was seen that this was presently taking place but no conflicts were being resolved. It was suggested that a better definition would incorporate **specific** policy guidelines for each agency that would be applied in a generic manner in land use planning since at present each agency can (and do) ignore the suggestions presented by other agencies.

Availability of Funding and Resource

The **funding/personnel resources** available for resource planning and integration is considered inadequate by this agency.

4.16 WILDLIFE DIVISION
DEPARTMENT OF ENVIRONMENT AND LANDS

4.16.1 Mandate/Objectives

Authority

The Wildlife Division of the Department of Environment and Lands operates under the authority of *The Wildlife Act and revised statutes 1970*. It also has some jurisdiction under the *Migratory Birds Convention Act, 1917; as well as the Motorized Snowmobile and All Terrain Vehicle Act, 1973*. The resource for which they are responsible includes all wildlife (except migratory birds) and their habitats.

The scope of their mandate is very broad and subject to interpretation. There is a policy statement prepared in draft form, however, it is unavailable. This policy statement may compensate for the limitations imposed by the Act itself. At present it appears to be ineffective when it comes to management of the habitat component of the resource.

In response to these limitations, wildlife is in the process of **reorganizing** the acts and associated regulations.

The formal objectives of this agency with respect to resource management are:

1. To maintain all wildlife species and the ecosystems upon which they depend in perpetuity.
2. To maintain all species in the greatest numbers possible consistent with their habitat needs and thus ensuring the sustained use (both consumptive and non-consumptive) of these species for the benefit of man.
3. To generate and promote, the use of humane methodologies for all activities dealing with wildlife.
4. To foster a social environment that is conducive to effective and balanced wildlife conservation.

Overlaps

Overlaps occur between the mandate of **this** agency and **any** other involved in land use, that could **affect wildlife habitat such as** Land Management Division, Forestry and Agriculture.

Provision for IRP

The mandate of this agency does not provide for integration of resource planning.

Stakeholders and Clients

The stakeholders affected by the decisions of this agency include all other resource agencies. The clients, or resource users, are the tourist industry outfitters and the general public.

4.16.2 Planning

Inventory

The resource inventory is primarily focused on game species. There was a plan to do an inventory of all species, however, funding was discontinued. The inventory was created from surveys and through soliciting the public, and the data is stored in files, reports and on maps.

Planning Boundaries

Wildlife's planning boundaries are dictated by their legislation.

Natural productivity of **the** wildlife resource, the need to control land base, lack of funding, user demand, and access to the resource are all limiting factors to management of the resource.

Planning Framework

Planning is done on a five year basis with no review periods in between.

Environmental and Social Concerns

Environmental and social concerns are factored into planning. The environmental concerns are addressed through the environmental assessment process. Questioning the public at large and questionnaires to user groups are ways in which social concerns can be addressed, and thus be considered into management decisions. **As** well, in this way both stakeholders and clients can contribute or obtain access to the resource planning and allocation process.

Approaches such as sustainable development and conservation strategies are considered by this agency.

Strengths and Weaknesses

The opportunity for public involvement is considered the strength in the planning process. The absence of a formal **planning** process is considered a **weakness**, as is allocative equity which is considered to be too political.

The planning process is reactive because there is a lack the funding and personnel to be pm-active.

4.163

Integration

Environmental Perturbation

Poaching and the possible destruction of habitat by the use of **A.T.V's** are forms of environmental perturbation that can result from the **utilization** of the wildlife resource.

Conflict Resolution

There are no mechanisms of conflict resolution in place within this agency. The external mechanisms of conflict resolution include participation in the Interdepartmental Land Use Committee, Crown Lands Planning Process and the Environmental Assessment Process.

Consideration of Other Resource Uses

Wildlife has no process in place that could allow them to consider other resource uses in their planning process. Also, they don't have the funding, mandate or basic inventory to implement it.

4.16.4

General

Effect of Plans on the Process of IRP

An agreement in principle between Wildlife and Forestry on guidelines set up by Wildlife addressing road development and **cutting** practices could affect a process of Integrated Resource Planning.

IRP Definition

The given definition of **IRP** was considered inadequate by the **Wildlife** Division. They felt that besides consulting **there** should be a mechanism in place to **ensure** information is **shared**.

Availability of Funding and Resource for IRP

There are no funds or personnel available to **Wildlife** for resource planning inventory and integration.

APPENDIX 5

List of Legislation and Mandates for Resource Agencies

Resource Agency

Agriculture (Soil and Land Management Division),
Department of Forestry and Agriculture

Aquaculture,
Department of Fisheries

Environmental Assessment Division,
Department of Environment and Lands

Environmental Protection,
Conservation and Protection,
Environment Canada

Federal Environmental Assessment Review Office (FEARO)

Forestry,
Department of Forestry and Agriculture

- **Habitat Management Division**
Fisheries and Habitat Management Branch
Habitat Research and Assessment Section
Science Branch

Historic Resources Division,
Department of Municipal
and Provincial Affairs

Land Management Division,
Department of Environment and Lands

Marine/Coastal Zone Development,
Department of Development

Mines Division,
Department of Mines and Energy

- Newfoundland and Labrador Hydro,
Environmental Services Department

Parks Division,
Department of Environment and Lands
Resource Agency

Urban and Rural Planning Division,
Department of Municipal and Provincial Affairs

Water Resources Division,
Department of Environment and Lands

Legislation/Mandate

- *Department of Rural, Agricultural, and Northern Development Act, 1973*

- *The Aquaculture Act, 1987*
- *Canada/Newfoundland Memorandum of Understanding on Aquaculture Development*

- *Environmental Assessment Act, 1980*

- *Canadian Environmental Protection Act 1988*
- *Fisheries Act, 1970*
- *Department of Environment Act, 1979*
- *Government Organization Act, 1966*

- *Environmental Assessment Review Process (EARP) Order-in-Council, 1984*

- *Department of Forestry Act, 1973*
- *Crown Lands Act, 1973*
- *Forest Land (Management and Taxation) Act, 1974*
- *Others involving sawmills, forest travel, and forest protection*

- *Fisheries Act, 1970*
- *Constitution Act, 1887*
- *Department of Fisheries and Oceans Act, 1979*
- *Government Organization Act, 1966*

- *Historic Resources Act, 1995*

- *Crown Lands Act, 1973*
- *Department of Environment and Lands Act, 1981*
- *Development Areas Lands Act, 1973*

- *Development Areas Lands Act, 1973*
- *Cabinet Directive*

- *Department of Mines Act, 1073*
- *Mineral Act, 1075*
- *Quarry Minerals Act, 1075*
- *associated regulations*

- *Newfoundland and Labrador Hydro Act, 1075*

- *Provincial Parks Act, 1072*
- *Wilderness and Ecological Reserves Act, 1080*

- *Urban and Rural Planning Act, 1074*
- *Municipalities Act, 1070*

- *Department of Environment and Lands Act, 1981*
- *Water Protection Act, 1073*
- *Well Drilling Act and Regulation, 1981*
- *Draft Water Resources Act (due to pass in 1089)*

- **Canadian Wildlife Service,**
Environment Canada
- **Wildlife Division,**
Department of Environment and Lands'

- **Migratory Bird Convention Act, 1917**
- **Canadian wildlife Act, 1973**
- **Wildlife Act, 1970**
- **Migratory bird convention Act, 1917**
- **Motorized Snowmobile and All-terrain Vehicle Act,**
1973

APPENDIX 6

**Discussion Paper on Integrated Resource
Planning in Newfoundland**

By: Bevin LeDrew

May 29, 1989

INTRODUCTION

In February 1988 a workshop sponsored by the Canadian Environmental Assessment Research Council (CEARC) and the Department of Fisheries and Oceans (DFO) was held in Comer Brook, Newfoundland. The workshop was designed to develop and test a process to resolve conflicting resource use priorities. The term "Integrated Resource Planning" as referred to in the DFO Policy for the Management of Fish Habitat, was the subject of sometimes heated discussion among the 36 participants and observers over the two and a half day exercise.

The participants did reach a degree of consensus on the need for:

- broad based consultation and planning
- coordination of data and planning boundaries
- the development of evaluation processes which can apply to the full range of resources.

Four recommendations were made by the conference organizer (LEM Ltd.):

1. Provincial (and Territorial) governments should be encouraged and supportive in establishing mechanisms whereby long-range strategic resource - use plans can be developed in a complementary manner and integrated during implementation.
2. In the context of the workshop exercise completed as part of this evaluation, the initiative of the Newfoundland Department of Environment and Lands toward establishing a planning committee should be supported by DFO and CEARC through participation, and other appropriate means.
3. A working definition of IRP should be developed in consultation with agencies responsible for related processes.
4. CEARC, with support from resource and environment agencies continue to encourage the implementation of IRP processes throughout Canada..

Action has been taken on these recommendations, and a Steering Committee established to develop a Framework for IRP in Newfoundland and Labrador. The Steering Committee includes participation by CEARC, DFO the Department of Environment and Lands (Environmental Assessments Division and Lands Division) and has established a set of objectives intended to address the recommendations of the 1988 exercise:

1. Define IRP as a functional tool for integration of resource management plans and objectives;
2. Develop a discussion paper that will outline a framework for the implementation of IRP in the province; and

3. Propose **a means** by which **IRP can** be integrated into existing and proposed provincial **processes** and initiatives for ensuring sustainable development.

With funding and support-in-kind provided by the member **organizations**, a consultant was retained to assist in the achievement of these objectives.

Coincidentally to the establishment of this initiative, the Lands Division had been requested by their Minister to produce a cabinet submission on land use planning in the province. Thus, a vehicle was provided whereby the work of the committee could receive consideration at the most senior level. It is intended therefore, that the report of the committee will be a major contribute to that cabinet submission.

The approach by the committee to its work has three components; a series of discussions with resource managers on their planning processes and the need for integration; the preparation of a comprehensive description of resource management within the province; and the holding of a workshop to reach some degree of consensus on recommendations.

This paper is intended to provide a **framework** for discussion at the workshop. It is structured to place this **IRP** exercise in context with respect to related initiatives, to provide evaluation criteria, and to suggest a set of choices for action.

RESOURCE PLANNING INTEGRATION PROCESSES

There are a number of conflict resolution and related processes which **are** in place or under consideration in Newfoundland and Labrador to deal with resource use conflicts. The most directly relevant are the Interdepartmental Land Use **Committee (ILUC)**, the Environmental Assessment Process, and Municipal Planning.

- Interdepartmental Land Use Committee

Fugate (1986) provides a history of ILUC and its role in integrated resource management **planning**. ILUC has evolved **from** a committee strictly **concerned** with processing individual applications for Crown Land to a body whose scope includes broad issues of governmental land use and resource management policies. Figure 1 shows the present constitution of ILUC. In its early days the committee produced a land use atlas which it still maintains to define permitted usages and individual agency areas of interest. ILUC is a creation of Cabinet and functions as a “quasi-decision making body”, ie. it may approve proposals but it cannot prevent a department **from** presenting a “contentious proposal” to Cabinet.

ILUC has no public participation component. As described by **Fugate**, (1984) “Public input currently occurs through the elected representatives which are there to ensure that people’s concerns are addressed”.

The committee has carried out three major activities:

- It acts as a “clearing house” for proposals such as : development programs;

municipal and regional plans; waste disposal sites; establishment of reserves; access roads; and legislation, regulations or guidelines affecting crown or public lands.

- It develops land use policies.

- It develops Regional Crown **Land Plans**.

In its function as a clearing house, all proposals received by the committee must be approved prior to implementation. Where conflict cannot be resolved, approval is required either by the Minister (of Environment and Lands) or Cabinet. A sample of the types and proportion of projects reviewed by the Committee is illustrated in Figure 2. Less than 1 % of the over **700** proposals received by the Committee could not be satisfactorily resolved and required political settlement (**R. Warren, 1988**). There have nonetheless been some problems. Not all agencies have been committed to the process and it appears that the range of issues dealt with is considerably more narrow than envisioned by the Cabinet Directive.

In addressing policy issues, there has been little progress made by ILUC toward a provincial land use policy.

The generation of Regional Crown Land Plans was a proactive attempt to deal with resource conflicts. In total three plans were completed (Random Island, Southern Shore, and West Coast); one remains in draft (Central **Avalon**). This process appears to have stalled. No further plans are under development; nor is any process of revision and update in place. The existing plans appear to be little used. This may be **because** they were developed in the absence of a comprehensive policy **framework**; or because they lack authority in legislation,

The Land Use Planning Process in the province has been the subject of a broad **critical** review (Draper and Storey **1984**), however, the report and its recommendations appear not to have been influential in the development of the process in the province.

ILUC as presently constituted appears to fall short of its complete mandate, however, a recent restructuring within the Division and a modest increase in personnel (including two planners) may enable a broadening of capabilities.

- Environmental Assessment

Both the Federal Environmental Assessment Review Process (**EARP**) and a provincial system are functional in Newfoundland and Labrador.

Two projects have gone through the federal process (Lower Churchill Hydro Development; in part, the Hibernia Project); one is in progress (Goose Bay Low Level Flying/NATO **Airbase**). The provincial process is more pervasive. From its formal establishment in 1981 under the Environmental Assessment Act, up to 1988, there have been 219 registrations of which 18 required an Environment Preview Report and 31 required an Environmental Impact Statement.

The legislation establishing the provincial process prescribes categories of activities which must be registered, and imposes a rigid schedule on government and public review. phases. As designed, public hearings are held only in exceptional cases. To date only one set of hearings on a project have been held. A project specific committee comprising exclusively government officials functions to direct the process under the chair of a member of the Environmental Assessments Division, Department of Environment and Lands.

At both the federal and provincial level, environmental assessment processes have reached a stage of review, reassessment and renewal. The basic principle is firmly entrenched, **ie.** projects or actions which have the potential to degrade environmental quality should be closely examined (technically and publicly) to determine whether means can be identified and implemented to reduce or moderate impacts and, ultimately, whether the project is acceptable.

The federal **process** has often been **criticized** for its weak screening method on the one **hand**, and for its protracted time frame for the relatively few projects which **are** assessed.

The provincial process has been **criticized** as being too closed and rigid, and sometimes resulting in the imposition of an inappropriate cost burden on relatively small scale or routine activities. On the other hand, it has made considerable advances in the “downstream” end of the process with respect to the evolution of Environmental Protection Plans as a common requirement. At the “upstream” end of the process (policy **development**, planning) much remains to be done.

Environmental Assessment processes **are** not yet able to deal with issues for which a single proponent is lacking. The **proponent** provides the proposed action and seeks approvals. As well, he is the source of funding for required documentation. In the **absence** of such a driving force, the process is generally unable as **presently** constituted to deal with cumulative impacts, area wide assessments or classes of activities.

As they have become more standard and **institutionalized**, there has evolved a concern that environmental assessment processes will lose their effectiveness. “The fundamental worry is that impact assessment is a per se exercise which occupies a marginal place and is of peripheral influence within the development process. In the final analysis **EIA** (Environmental Impact Assessment) is often characterized more by a capacity to delay and frustrate (and increase costs) than to shape positively the course of proposed actions”. (Sadler 1986).

Because they are a time and site specific response to a specific proposed action, environmental assessments generally proceed separately **from** a general regime of land use regulation. All too often the specific information and analysis brought together in an impact assessment document is used solely as an approval tool. It appears little use is made of this material for broader planning exercises.

The Environmental Assessment Process constitutes planning then, only in the sense of trying to anticipate and prevent or moderate undesirable consequences in preference to dealing with them after the fact.

- Municipal Planning

There is no system of **regional** government between the provincial and municipal levels in Newfoundland and Labrador. Planning at the municipal level is, however, well established with over 300 **incorporated** communities in 'place. Under guidance of the provincial government, municipalities will normally develop a municipal plan, although it is not **mandatory**. These plans cover an area somewhat larger than the municipal boundary. When the plan becomes accepted by the minister, the municipality then gains authority over the **area** only within the municipal boundaries as well as any waters that may be required for the purpose of providing a **sufficient** supply for the town.

The plans are prepared for a period of ten years **with** a five year review. Zoning in the plan is used to define various categories of usage.

Public hearings are used in the development of plans **and**, through municipal councils, public appeals can be heard on decisions over specific applications and exceptions to zoning.

Provisions also exist under the Municipal Planning Act for the development of plans **for** regions such as the St. John's **Urban** Region Plan, which has been completed, and the proposed Avalon Isthmus (site of onshore development for the Hibernia project).

- Sustainable Development and Conservation Strategies

The Brundtland Commission (World Commission on Environment and **Development**, 1987) developed the concept of sustainable development as **a means to reconcile the need for economic** development with the concern for **safeguarding** the natural environment. Briefly stated, it is defined as development which **ensures** that the **utilization** of resources and the environment today does not damage prospects for their use by **future** generations. This concept has been adopted in Canada (National Task **Force** on Environment and Economy, 1987) through the Canadian Council of Resource and Environment Ministers.' The concept has quickly gained acceptance and incorporation into the language of the day, **perhaps** because of the underlying assertion that two "motherhood" objectives (environmental protection, economic development) are not in conflict.

The concept of sustainable development draws together economic development planning with environmental planning; the latter in the form of conservation strategies, which are intended to identify and address conservation and environmental protection issues in a comprehensive integrated fashion, rather than piecemeal. As pointed out by Richardson (1989), there is a great deal of overlap in subject matter between a land use plan and a conservation strategy.

There is limited experience in Canada with the development and application of conservation strategies. **In** this province, the early efforts appear to have withered in the absence of government or industry support.

A related concept encouraged by the Canadian Council of Resource and environment

Ministers was the establishment of Round Tables, diverse groups of senior decision makers from government (Cabinet Ministers), private sector (Chief Executive Officers), aboriginal groups **and** public interest groups (labour, academics, environmental **organizations**). The groups would provide advice to First Ministers (ie. the Premier at the Provincial level) and would **report** its conclusions to the public. The presumed focus would be on **finding** ways to address and consider environmental concerns when making economic decisions. To date, the provincial government has not acted to put a Round Table in place.

THE PROBLEM

This section addresses the present state of resource planning from the perspective of problem definition, ie., is there a need for integrated resource planning? In summary, the problem can be stated as:

Resource planning is under fragmented control; demand on the resource and on resource management agencies has grown and in some cases is at or **near capacity**; the awareness of the complexities of resource exploitation side effects has grown; information and knowledge are incomplete; and the time **and funds available for resource planning** are limited.

The following discussion expands on this statement.

- Fragmentation

Resource management in Newfoundland and Labrador as with all regions **of Canada is character&d** by overlapping and fragmented **jurisdictions**. **As illustrated in Table 1, fifteen** agencies have some jurisdiction, and most are supported by legislation. **Overlaps** are common. For any given component of the ecosystem, many of the agencies can claim direct or indirect responsibility.

Water and water resources **are** the responsibility of Water Resource Division, Department of Environment and Lands; fish and fish habitat (which presumably includes water) is the responsibility of the Department of Fisheries and Oceans; Environment Canada has responsibilities for water quality; Municipal **Affairs** is responsible for designated water supply watersheds; Lands Division is responsible for land above and below water. Indeed., the ecosystem with its complex inter- relationships, is overlain with a jigsaw of political and administrative divisions which bear no relationship to the natural system

For the individual or agency contemplating a project, this jigsaw is **materialized** in an uncoordinated myriad to permits - as illustrated in Table 2. As no single source of information on permits is to be found in government, this list is probably incomplete.

Richardson (1989) calls this fragmentation of areas of jurisdiction both between and within levels of government in Canada the "recurrent obstacle to integrated land use planning".

The trend in this province appears to be toward continued and possibly increased fragmentation as, for example, may be **perceived** with the drafting of Water Resources legislation.

- Supply and Demand

In recent years all these agencies have been under the double pressure of increased intensity of resource use (as illustrated for example in Figure 3 which shows referrals to DFO over the past 5 years) and stagnant or even diminished budget allocations.

For many resources, their capacity for exploitation is being reached and scarcities are imposing **limits** on economic development. The two most obvious examples are the timber resource on the island, and the cod stocks offshore.

- Complexity

At the same time, there is an increasing awareness of the complexities of resource problems, as side effects are being continuously discovered by those responsible for addressing environmental quality issues.

These discoveries reinforce the **frustrating realization** that information and knowledge on resources and environmental phenomena are quite incomplete.

- Speed and Efficiency

As economic pressure became more imperative, and as time saving **technologies** develop, there is increased demand to reduce planning and approval **periods** - to make **sound** decisions more quickly.

- Public Involvement

There are many indications across Canada of a deepening public concern over the impacts of resource exploitation and associated development projects. This might be expected to be expressed in pressure for increased involvement in decision making process. In Newfoundland and Labrador there often appears to be a diminished environmental sensitivity and **little** public pressure for such participation. Few processes provide for public input. For example, the provincial Environmental Assessment Process requires a relatively low level of public involvement by the proponent. While a few, dramatic exceptions exist, most projects go through the process with ml public comment.

While many resource managers **recognize** that, in principal it is desirable to accommodate public participants in resource management at the planning and policy development stages, it is pointed out that limits of money, timing and mandate prevent such involvement.

Politically, there appears to be little pressure for increased public involvement. For example, the concept of Round Table as recommended by the Canadian Council of Resource and Environment Ministries, and the effort to involve the public in the development of a Conservation Strategy for the province appear to have faded, in part due to a perceived lack of public pressure.

The level of public participation in resource management (and planning) is low and is diminished by the three related factors noted above: the pressure from the public is low, and hence so is the political will; there is a paucity of formal public consultation programs in the various planning processes in the province; and there is a perception that public consultation programs consume scarce resources and produce minimal benefits.

IRP DEFINITION

The consultation process undertaken with resource managers, as part of the information gathering exercise, included the presentation for comment of a definition of Integrated Resource Planning:

A process whereby resource management agencies consult each other and private sector interests to plan for the future use of natural resources.

The review comments included few which found the definition to be adequate. Many **criticized** it as being too broad and general, while others suggested changes which would make the definition even more all-encompassing (eg. - Integration in "**all** directions"; delete reference to "natural" and "**future**" use; include implementation as well as planning).

Those who considered the definition to be too broad suggested it focus on strategic planning, on use "by humans", or that specific boundaries be defined.

Two respondents felt there should be explicit reference to the public as part of the process.

The most common comment was that the definition as it stood was incomplete. It **required**: a mechanism for implementation; a **defined** process for decision making, a system to settle grievances and resolve incompatibilities; reference to development of a functional and flexible plan; and a methodology.

Rather than present a new definition, the workshop is challenged to put flesh to the bones of the proposed definition, and specifically to address the necessary mechanism for implementation which is needed to breathe life into **IRP**.

OPTIONS

There are a number of specific and general measures which could be taken to address the objective of improved integration of resource planning. The challenge is to **organize** and present these into a logical grouping of options for consideration, evaluation and selection. We propose the following options:

1 (a). provincial Authority

(b). Regional Authorities

2. Comprehensive Policy
3. Coordination
4. Information Management

These are essentially **organized** into a hierarchy, ie. the higher ranked option can encompass those which fall below it,

1a, **Provincial Authority**

This option would see the implementation of legislation which **would** vest in one agency the responsibility and authority to impose integrated resource planning throughout the province.

By so doing, the fragmentation of jurisdiction which acts to impede integration would be eliminated. A powerful coordinating mechanism with the authority to make decisions between conflicting resource uses would avoid protracted debate on issues. The authority would be able to develop province-wide policy to guide decisions on resource use **allocation**.

The factors to consider in evaluating this option include:

- The division of jurisdiction between federal and provincial levels of government **could** limit the authority of the agency.
- There **is** a general aversion in Canada among politicians and the public **to central planning**.
- The absence of provision for **IRP** in existing resource legislation could be addressed.
- The authority of the Minister of Environment and Lands with respect to the Environmental Assessment Act may serve as a model which appears to work.
- Efficiencies could be expected with respect to time frames for decision making.
- The authority would be in position to develop quickly and implement thoroughly a comprehensive policy on **IRP**
- The authority could incorporate economic development
- No province in Canada has such a mechanism in place

- The concentration of power could lend to the exclusion of legitimate interests, ie. resource planning without integration.

1 b. **Regional Authorities**

For selected regions where resource conflicts are acute, an agency would be established with responsibility for resource planning and with the authority to resolve conflicts between resource uses.

Such authorities have been established in a number of regions and watersheds throughout Canada to respond to actual or anticipated resource use conflicts. Where they have the responsibility and ability to coordinate the effects of different agencies at all levels of government, effective and successful integrated resource planning often results.

The factors to consider in evaluating this option include:

- Establishment of such authorities has in the past been reactive , ie. in response to pressing problems needing redress.
- Special legislation and funding are required.
- Effective leadership is essential.
- Existing Regional Land Use Plans could be incorporated and vested with authority.
- This approach could lead to development of regional policies and, hence regional inconsistencies.
- Regional policies could be developed in the form of conservation strategies which incorporate economic development initiatives along with resource management approaches.
- The establishment of regional authorities could facilitate area-wide environmental assessments.
- Public participation could be modelled after municipal planning procedures.

2. **Comprehensive Policy**

The government would **authorize** the development of a comprehensive policy on integrated resource planning (management). Such policy would be binding on individual resource agencies through Cabinet directive.

An exercise to develop such a policy would include consideration of such factors as follows:

- The Lands Division may already have a mandate to develop such a policy
- It could be developed along the lines of a conservation strategy using the principles of sustainable development.

- **Public participation** could be an element of policy development, and an element of policy implementation.
- **This option is an incremental** step which requires no major legislative **initiative**,
- The absence of IRP provisions in existing resource management legislation could **serve** to weaken the policy.
- The policy could breath life into the apparently moribund regional land use planning exercise.
- The linkage between Environmental Assessment processes and land use planning could be **recognized** and **formalized**, eg. by providing for class or area-wide assessments.

3. Coordination

A **coordinating** agency would endeavour to address resource plans with the aim of reducing conflicts through consultation (Status quo).

This is essentially the present role of the Interdepartment Land Use Committee. The following **lists** some changes which could be contemplated and accommodated These are presented **as** evaluation factors:

- ILUC would need to broaden the de facto scope of activities considered (eg. to include aquatic concerns such as **aquaculture**)
- The potential for diminished authority within the committee (eg. lower level alternates or nominees) would need to be resisted strongly.
- A concerted effort would be required to develop comprehensive policies on resource planning integration.
- Environmental Assessment considerations could be incorporated into evaluations.
- Economic development planning could be factored into considerations so as to apply the principles of sustainable development.
- Consideration could be given to coordination of permitting activities.
- New resources may be required..
- Public participation in planning is not provided for.

4. Information Management

This option would see a focus placed on the generation and exchange of resource planning information. Ongoing exercises would be initiated to reconcile resource inventory discrepancies and thereby improve compatibility with respect to planning boundaries (temporal and spatial), scales, methods of display and valuation techniques. It would see the development of networks to access and share data.

Some of the factors to consider in evaluating this option include the following listing:

- Some source of funding would be required to cover costs of making changes purely to accommodate uses external to each agency.
- Few inventories are complete: many agencies lack basic data.
- Many incompatibilities are irreconcilable.
- Integration of resource data falls short of integration of resource planning.
- In the absence of a central authority or an applicable policy **framework**, the required effort would be given a low priority by participating **agencies**.

AN EVALUATION FRAMEWORK

In considering both the **broad** options presented as well as in dealing with the number of **specific** questions raised by the factors listed (and **recognizing** that these will be added to during discussions) it is helpful to be guided **by criteria which can allow for consistent and comparable evaluation, and which will in turn support reasonable conclusions on the final advice given to government,**

To this end a set of such assessment criteria has been developed to provide an evaluation framework:

A. **Equity**

Equity concerns relate to actual as well as perceived fairness or justness in public policy. Fairness is concerned with the policy formulation process **itself**; whether all parties who will be affected by a policy are given an equal opportunity to contribute to the **decision-making** process. Justness, or allocative equity, is concerned with the outcome of policy and how benefits and costs will be shared among groups or regions.

B. **Accessibility**

This criterion addresses the extent to which all those who are concerned about or affected by policy have a fair and reasonable opportunity to be heard and to be made aware of issues under **consideration**.

C. **Acceptability**

The acceptability or **political** feasibility of a change in **policy** depends on who wins and loses and by how much. A **policy** will be most feasible if it can achieve a net increase **in** benefits overall without taking too much from **any** one group. This implies the need for incremental rather than radical changes.

D. Practicality

This issue is concerned with how practical the new policy will be **from operational** and administrative points of view. Can the policy realistically be achieved and at a reasonable cost?

E. Flexibility

Will the policy provide the latitude to make allowance for changing circumstances?

F. Effectiveness

Will the policy be effective in achieving the goals and objectives that it is designed to achieve?

G. Monitoring and Evaluation

Will the policy provide **criteria** and mechanisms to **enable ongoing monitoring and evaluation to determine its relevancy and effectiveness over time**?

In the discussion of options, these criteria will need to be kept in **mind**.

Table 3 provides a means to document the evaluation **and to summarize discussion**.

FIRST STEP INITIATIVES

" There is no absolute truth waiting to be **discovered through** application of some right method" (Lang, 1986)

The achieving of consensus, if indeed this stage is reached by the workshop, will result in the identification of a broadly defined policy option which encompasses a large set of individual action items. The complete package **will**, in all likelihood, represent an intimidating challenge to implement, given the day-to-day demands which occupy resource managers' time. Thus, the major impediment to change could in fact be the appreciation by participants of the full scope of action required.

The participants are challenged, therefore to consider early actions could be taken to maintain the impetus for change and improvement in resource planning which has developed. Such first step initiatives would be relatively easy to implement, could be put in place quickly and produce early results. By selecting from the general policy option a

group of such initiatives with early payback times, the challenge for change can be addressed in a manageable fashion.

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Figure I: Organization Chart, Interdepartmental Land Use Committee

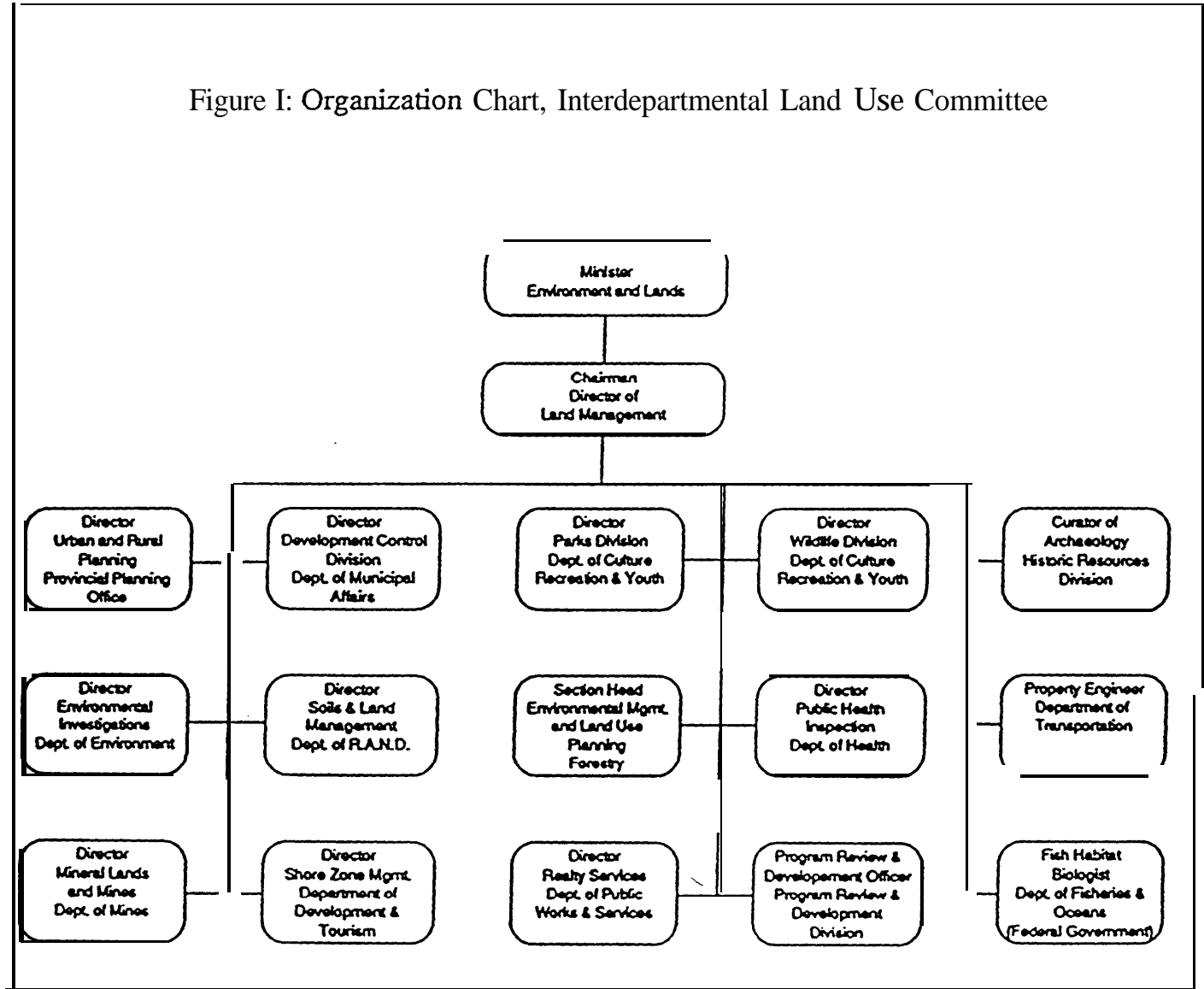


TABLE 1

RESOURCE PLANNING IN NEWFOUNDLAND AND LABRADOR

AGENCY	AUTHORITY	RESOURCE	INVENTORY	RESOURCE MANAGEMENT OBJECTIVES	PLANNING POSTURE	INTEGRATION	CONFLICT RESOLUTION PROCESS		PUBLIC INPUT
							INTERNAL	EXTERNAL	
Water Resource	Act (Draft)	Water	<Yes	No	Reactive	Yes	No	EA, ILUC	(No)
EPS	Act	Environment Quality	<Yes	Yes	Reactive	(No)	No	EA	(>No)
Wildlife	Act	Wildlife	>No	Yes	Reactive	No	No	EA, ILUC	<Yes
Forestry	Act	Forests (Timber)	Yes	Yes	Proactive	No	No	EA, ILUC	<Yes
Fisheries	Act	Fish & Fish Habitat	<Yes	Yes	Proactive	Yes	No	EA, ILUC	Yes
Development	Cabinet Directive	Coastal Zone	<Yes	Yes	Reactive	Yes	HCSEMC	EA, ILUC	(No)
Environmental Assessment	Act	None	No	No	Reactive	Yes	EA	Yes
Mines	Acts	Minerals	Yes	Yes	Reactive, Proactive	Yes	----	EA, ILUC	No
Historic Resources	Act	Artifacts	<Yes	Yes	n/a	(No)	----	EA	No
Aquaculture	Act, MOU	Aquaculture	No	<Yes	Reactive, Proactive	<Yes	----	EA, ILUC	Yes, Passive
Agriculture	Act	Agriculture (Land)	Yes	Yes	Reactive, Proactive	Yes	No	EA, ILUC	(No)
Municipal Affairs	Act	Land	Yes	Yes	Reactive	Yes	Yes	EA, ILUC	Yes
Parks	Act	Land	No	Yes	Reactive (>)	<Yes	Public Hearings & Consultations	ILUC, (EA)	No
Hydro	Act	Hydraulic Electric	Yes	Yes	Proactive	<Yes	---	EA, (ILUC)	No
CWS	Acts	Migratory Birds	Yes	Yes	Reactive	No	---	EA, ILUC	>No
Lands	Acts	Land	Yes	Yes	Proactive, Reactive	Yes	ILUC	EA	No

. TABLE 2

ACTIVITIES REQUIRING PERMITS

- Agriculture Development
- Archaeological Investigations
- Nuisance Animals Control
- Wilderness Areas and Ecological Reserves access
- Provincial Parks Access
- Wild Animal Import - Export
- Development Areas Access
- Tourist Accommodation
- Water **Crossings**
- Water Use
- Watershed Protection
- Sewage Systems
- Industrial Process
- Waste Material Management/Disposal
- Storage & Handling of Gasoline
- Waste Management
- PCB Transport and Storage
- Crown Lands Access/Use
- Pesticide Use
- Crown Lands - Under Water
- Petroleum Exploration
- Aquaculture
- Environmental Contaminants manufacture, storage, use
- Fire Burning
- Forest Travel
- Sawmill Operation
- Blasting
- **Quarrying**
- Protected Road Development
- Residential Lot Development
- Municipal Planning Area
- Dangerous Goods Transport
- Highway Use
- Discharge of Deleterious Material
- Waste Material Transport
- Crown Lands - Wood Cutting
- Fish Habitat Alteration
- Navigable Waters

TABLE 3
EVALUATION FRAMEWORK

OPTION	EVALUATION CRITERIA							
	EQUITY	ACCESSIBILITY	ACCEPTABILITY	PRACTICALITY	FLEXIBILITY	EFFECTIVENESS	MONITORING AND EVALUATION	OVERALL
1 a. Provincial Authority								
1 b. Regional Authorities								
2. Comprehensive Policy								
3. Co-ordination								
4. Information								

Valuation:

- 3 -entirely negative
- 2 — mostly negadve
- 1 — somowhat nogative
- 0 — neutral
- +1 — somewhat positive
- +2 — mostly positive
- +3 — entirely positive

Figure 2

Examples of Projects Reviewed by the Interdepartmental Land Use Committee

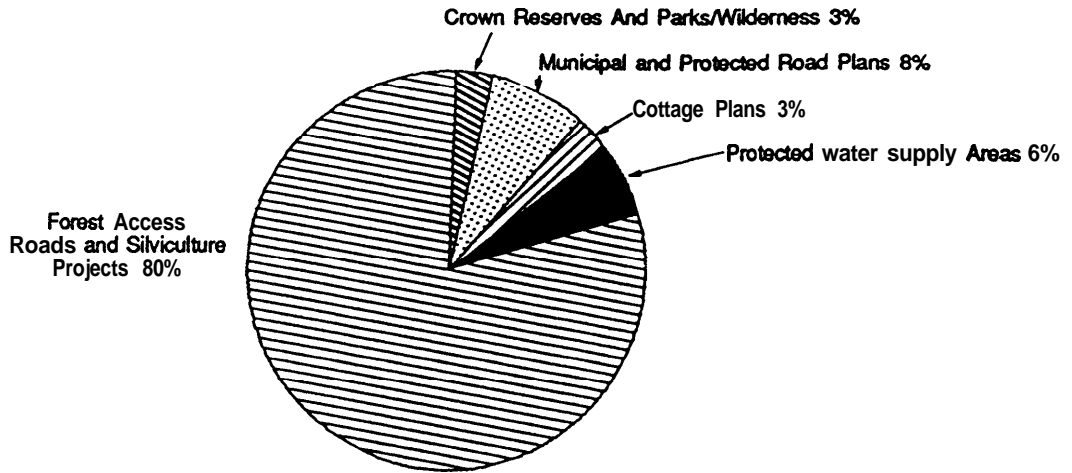
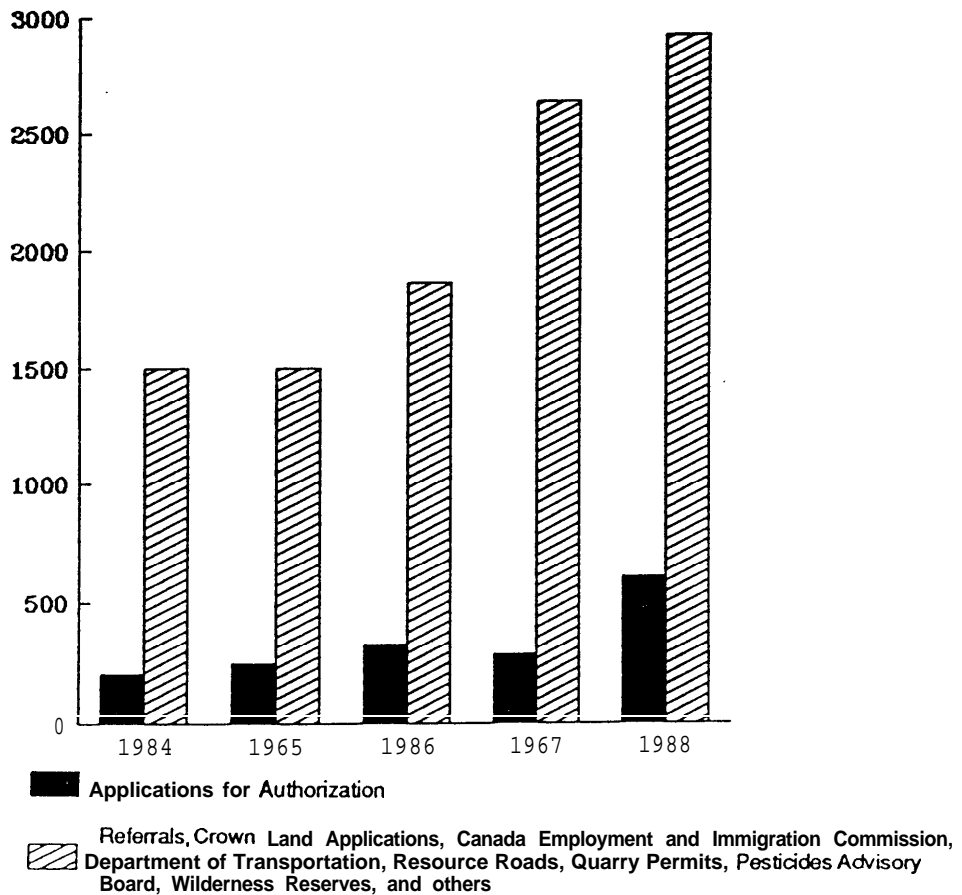


Figure 3

Applications and Referrals to Department of Fisheries and Oceans, Newfoundland Region 1984 - 1988



APPENDIX 7

Workshop Agenda

**DEVELOPING A FRAMEWORK FOR
INTEGRATED RESOURCE PLANNING**

WORKSHOP AGENDA (MAY 31 - JUNE 1)

Location: Bowring Park Bungalow, Bowring Park, St. John's, Nfld.

Day 1	Wednesday May 31, 1989
0800 - 0900	"Registration"
0900	Introductions -Participants -Leaders/Roles -Agenda
0915 - 0945	Discussion Paper Overview (LEM) -Problem Statement -Options -Evaluation Framework
0945 - 1000	Context Setting Cabinet Decision Process (John Scott)
1000 - 1030	General Discussion
1030	Workshop Organization
1030 - 1045	Coffee
1045 - 1230	Workshop Sessions. 5-8 persons and chair 1 2 3 Keith storey Don Hurd Leslie Gratton
1230 - 1300	Lunch Break
1300 - 1530	Workshop Session
1530 - 1545	Break

1545 - 1715 **Plenary**
-Chairman presentations
-Overhead of Evaluation Reports

30 minutes per presentation
 -20 minute presentation
 -10 minute questions of clarification

1715 - 1800 **General discussion, 30 - 60 minutes**
(Focus of differences in conclusion/evaluations).

1800-1900 ***Social Hour***

1900-2000 ***Dinner (Provided at Bungalow)***

Day 2 **Thursday, June 1, 1989**

(Invite Senior Managers - ADM's etc.)

0830 - 0845 **Information Infrastructure Discussion - Neil Anderson**

0845 - 1030 **Consensus Building - Dr. G. Beanlands**

1030 - 1045 ***Coffee***

1045 - 1230 **Concluding Session**

Where **to from here:**
 -Cabinet Submission
 -Workshop Report to participants

Closing Round Table

1230-1300 ***ADJOURNMENT***

APPENDIX 8

Workshop Participants

INTEGRATED RESOURCE PLANNING WORKSHOP

LIST OF PARTICIPANTS AND OBSERVERS

Participants

Bob Warren, Lands Branch*
Pat **LeBlanc, CEARC***
Rick **McCubbin, DFO***
Tim Anderson, DFO*
Dave Taylor, Environment*
Stan Clinton, Municipal **Affairs**
Dale **Sudom, Agriculture**
Bob **Mercer, Forestry**
Jim Hancock **Wildlife**
Don Hustins, Parks
Beverly **Wareham, Mines**
Liida Jefferson, Historic Resources
Ed Hill, Hydro
Ian Goudie, CWS
Garry Norris, Executive Council
Carl Strong, Environment
Wasi Ullah, Environment
Brain Power, EPS
Nancy Creighton, Development

Convener

Dr. Gordon Beanlands, Director, School for Resource and Environmental Studies

Session Chairpersons

1. Don Hurd, Former Director of Urban and Rural Planning - retired and a member of CIP
2. Keith **Storey**, Professor of Geography, Memorial University of Newfoundland
3. **Leslie Grattan**, Senior Staff Environmentalists, Mobil Oil

* *Steering Committee Members*

Observers

Les Dominy, Department of Fisheries and Oceans

Bob Baker, Environment Canada

Nigel **Richardson, Consultant**

Fred **Earle, Lands Branch, Department of Environment and Lands**

Liz Snider, **Department of Fisheries and Oceans**

Michael Roy, **Forestry Instructor, Fisher Institute**

Len **Moore**s, Forestry

Invited Guests

Leo Cole, Vice-President Engineering, Newfoundland and Labrador Hydro

Hugh Cumming, ADM, Policy and Planning, Department of Works, Services and Transportation

Paul Dean, ADM, Mineral Resources, Department of Mines and Energy

William Frost, **ADM, Historic Resources, Department of Municipal and Provincial Affairs**

George Greenland, ADM, Small Business, Technology and Marine Industries,
Department of Development

Eric H&cock, Chief of Migratory Birds Research, Canadian Wildlife Service,
Department of Environment

Martin Howlett, ADM, Agriculture, Department of Forestry and Agriculture

James Inder, ADM, Parks and Wildlife, Department of Environment and Lands

David Jeans, ADM, Environment, Department of Environment and Lands

Muhammad Nazir, ADM, Forestry, Department of Forestry and Agriculture

Donald **Peckham, ADM, Policy and Planning, Department of Municipal and Provincial Affairs**

Brian Power, **District Director, Environmental Protection Service**

John Scott, **Director of Resource Policy Analysis and Planning, Executive Council**

Ray Finn, Chief Habitat Management, Department of **Fisheries and Oceans**

Robert **Winsor, ADM, Lands, Department of Environment and Lands**