

May 30, 2017

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Re: DNLUP Public Hearings and Process Forward

The Nunavut Planning Commission recently announced that it has suspended the remaining regional public hearings intended to examine the Draft Nunavut Land Use Plan, pending the resolution of several key process issues. These issues are described in more detail below, and include agreement on the process to move the Plan forward and the funding necessary to support that process. These two issues have been impeding the development of the firstgeneration Nunavut Land Use Plan for almost a decade. I think we can all agree that it is time to put an end to the delays and uncertainties plaguing the planning process.

Since 2007, the Nunavut Planning Commission has been working steadily with communities, regional Inuit organizations, government agencies and non-government organizations and industry to develop a Nunavut-wide land use plan. The Plan, pursuant to section 11.3.2 of the Nunavut Land Claims Agreement, is intended to:

".... protect and promote the existing and future well-being of the residents and communities of the Nunavut Settlement Area, taking into account the interests of all Canadians, and to protect, and where necessary, to restore the environmental integrity of the Nunavut Settlement Area."

Despite efforts by all parties involved, progress between 2007 and 2011 was so limited and so fraught with challenges that an independent third party review was initiated to examine the thendraft plan, including the relationships among the approving Parties (Government of Canada, Government of Nunavut and Nunavut Tunngavik Incorporated) and the Nunavut Planning Commission, and the planning process itself.

On June 5, 2012 Dillon Consulting Limited tabled the report entitled "Independent Review Nunavut Draft Land Use Plan". The approving Parties and NPC agreed to implement the recommendations and to be guided in their future relationships by the observations and considerations contained in the report.

Since the release of the Dillon report, substantive progress has been made toward the final Draft Nunavut Land Use Plan. The planning process has reached the public hearing stage. Relationships among the parties have, in relative terms, improved, and there is considerable agreement with respect to many aspects of the current draft plan. Based on the comments that NPC has received to date, I strongly believe that acceptable solutions to the remaining contentious issues are within reach.

However, there remains a substantial amount of work, including an agreement on the nature of the remaining regional hearings, timing of the remaining regional hearings, the process that will follow the final regional hearing, the content of the Plan, and funding. Many of these challenges are evocative of the Dillon report, of which the following are most notable (emphasis added):

- The eight steps of the process, identified in the 11.4.1(a) document and elsewhere, have not been adequately refined and explained to provide an effective and well accepted procedural roadmap for the Parties.
- Difficulties relating to *continuity and issue resolution* have been evident throughout the process and have contributed to a range of other problems for the Parties.
- Information exchange rather than decision making has too often been a driver of the planning process.
- Documentation and transparency have both been inadequate.
- The Parties have not developed *common expectations on the time frame for the planning process* and expectations of what can and should be accomplished.
- The working relationships among the Parties are clearly not satisfactory.
- Capacity and resources need to be realistically assessed and expectations adjusted accordingly.
- The Parties' inability to build a common understanding of what is both necessary and feasible is a major weakness.

Clearly, many of these points remain wholly or partially unresolved despite genuine efforts by all to not only improve working relationships with solid lines of communication, but to clarify expectations with respect to the planning process and the content of the Plan. Part of the problem stems from differing expectations of the planning process and what the first-generation Nunavut Land Use Plan can reasonably accomplish. The many workshops sponsored by the NPC over the past three years, the numerous public meetings since 2012 and the recent Qiqikitani Public Hearing have highlighted the broad range of views that the NPC must address if it is to prepare an approvable first-generation Nunavut Land Use Plan.

Recently, NPC announced the postponement of the planned Kivalliq and Kitikmeot public hearings. In large part the postponement is a direct result of the lack of collective agreement on the following outstanding issues:

- Assurance that there will be adequate funding for the remaining hearings and the posthearing process.
- The timing and nature of the remaining public hearings;
- The post-hearing process leading to the submission of the final Draft Nunavut Land Use Plan for approval by the Parties; and

Without agreement on the above points, continuation of the Nunavut-wide planning process is put at risk. Our collective failure to move forward puts in jeopardy the years of planning and hard work on the part of all involved and the millions of dollars that have been spent. Public and stakeholder engagement, good will, and good faith expectations would be dissipated and we would lose the credible progress that has been made to date.

We need to collectively find a way forward. I am proposing a structured and purpose-driven meeting of the Parties and NPC to resolve the above points, through a binding agreement which will set out the process by which planning will move forward, including the necessary funding commitments.

Further, I am proposing that the meeting be facilitated by a mutually acceptable, neutral and highly qualified facilitator; that each Party and NPC send no more than four representatives (including legal counsel) to the meeting; and that each Party and the NPC be represented by individuals who are mandated to make binding decisions on behalf of their respective organizations at the meeting. The meeting would last as long as it takes to reach agreement on the key issues.

I am making this proposal to reflect what I believe is a shared sense of urgency to put the planning process on a track that will produce an approvable and approved plan within a reasonable, and clearly defined, time frame. It is evident that a renewed collaborative effort by NPC and the three approving Parties is essential to achieve this objective. I look forward to your careful consideration of this proposal and respectfully request that you indicate to me and the other Parties whether you agree in principle with this path forward. If we can secure agreement in principle, ideally by June 15, 2017, I expect that we could work together over the following weeks to finalize more precise terms of reference for the meeting, agree on an acceptable facilitator, and set a time for the meeting that works for all four parties.

In conclusion, I offer the following final statement from the Dillon report:

"There is no silver bullet for resolving the multitude of interrelated issues that currently affect the planning process and the relationships among the Parties. We are convinced, however, that significant progress has in fact been made by the Parties and that pragmatism and a renewed focus on the common goal of completing and approving a first generation Nunavut-wide land use plan can lead to success".

Failing to do so is a failure by all of us, and more importantly, a failure to address the needs and aspirations of Nunavummiut. However, and despite the challenges ahead, I remain very optimistic about the prospects for land use planning in Nunavut. I look forward to working closely with each of you to develop a roadmap for the final stages of this process.

Respectfully,

Andrew Nakashuk

Chair, Nunavut Planning Commission

CC: NPC Commissioners

Sharon Ehaloak, Executive Director, James Eetoolook, Vice President, NTI

And hall

Mr. PJ Akeeagok, President, Qikiqtani Inuit Association

Mr. David Ningeongan, President, Kivalliq Inuit Association

Mr. Stanley Anablak, President, Kitikmeot Inuit Association

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Joe Savikataaq, Minister of Environment, GN

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