



Understanding Regional Governance in Newfoundland and Labrador

A Survey of Regional Development Organizations

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and the Research Team

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EXECUTIVE SUMMARY

PROJECT OVERVIEW

In May 2007, the Canadian Rural Revitalization Foundation (CRRF), Municipalities Newfoundland and Labrador (MNL), and researchers at Memorial University and the University of Kentucky started an extensive research project with assistance from the Canada-Newfoundland and Labrador Labour Market Development Agreement to assist stakeholders to better understand the interdependencies between urban and rural communities and labour markets. The project objectives included:

- The development of an innovative and dynamic regional economic capacity index (RECI) that stakeholders can use at the community and regional level to help address their labour supply and demand imbalances;
- An assessment of existing information and data from current initiatives and programs to examine the impacts of, and the strength of relationships among traditional and non-traditional indicators that impact local labour market outcomes, including local labour supply skills, commuting workflows, relative proximities among rural and urban communities, economic dependencies, development initiatives and local governance structures; and
- Engagement of local partners and other stakeholders through the identification of three pilot regions in which the researchers would focus their efforts and the establishment of an overall project advisory committee and a knowledge mobilization component to facilitate input from stakeholders and share key findings.

The research presented in this report represents one of the most extensive assessments and inventories of regional governance activities and regional organizations (e.g. committees, organized interests, and divisions of various government departments) undertaken in the province of Newfoundland and Labrador.

CHAPTER OVERVIEW

This report is organized into eleven chapters. In the first chapter we discuss the project background. We then turn to a discussion of regional governance in Chapter Two and the research methodology in Chapter Three. In Chapters Four through Ten we detail the broad range of regional organizations engaged in planning and delivering services on a regional basis in Newfoundland and Labrador along with their corresponding regional governance structures and processes. All efforts were made to provide information on the following themes for each regional organization discussed in this report:

- *Historical development* (year started, year formalized if different/applicable, actors responsible for initiation and design, reasons for formation);

- ***Mandate and activities*** (both formal and informal rules and program activities);
- ***Definition of the region*** (number of regions per province, region size by population and geography, rural/urban mix, reasons for choice of region scale/boundary definition – communities of interest, place);
- ***Finance and administration*** (number of staff, budget, sources of funds);
- ***Organizational structure*** (formal/informal, authority – legislative/regulatory, actors involved in planning and decision-making e.g. if governed by a board who is represented on it and how many members, decision-making model, number and formality of rules, procedures and exchanges/relationships among those involved, accountability – to who and how, planning, evaluation and reporting mechanisms);
- ***Communication and collaboration*** (volunteers, members, public – diversity, methods of information sharing/communication and involvement/representation, sense of equality/shared power, trust, mutual respect among those involved);
- Involvement in ***regional sustainability and labour market development***; and
- ***Achievements, challenges and lessons learned*** from working as a region

The following is a detailed breakdown of the broad chapter categories and the regional organizations discussed in each:

Chapter Four – Economic and Labour Market Development: REDBs, CBDCs, Chambers of Commerce, Regional Tourism Organizations, EAS Offices, Other NGOs, IBRD, ACOA, Service Canada and HRSDC, AES, TCR

Chapter Five – Health and Social Services Development: Regional Health Authorities, Primary Health Care Initiative, Wellness Coalitions, Family Resource Centres, School District Boards, School Councils, RNC and RCMP, Crime Prevention Committees, SAR Teams, Youth Organizations, Seniors Groups, Women’s Groups and Centres, Service Clubs, Recreation Organizations, Volunteer Resource Centres, and Faith-based Organizations

Chapter Six – Environment and Natural Resources: Model Forest NL, Newfoundland Forestry Services Branch and District Planning Teams, Regional Agricultural Organizations, Land Use Planning (NEAR Plan, CB-HV Regional Land Use Plan, LISA Regional Land Use Plan), DFO, DFA, Other Fisheries Management Related Organizations, Watershed Management, Coastal Zone Planning and Management, Department of Environment and Conservation

Chapter Seven – Community Development and Multi-objective: Rural/Regional Development Associations, Regional Heritage, Arts and Culture Organizations, Rural Secretariat Regions

Chapter Eight – Local Government and Regional Services: MNL, Joint Councils, Service Sharing Agreements, Regional Waste Management Operations, Harbour Authorities, Department of Municipal Affairs, Department of Transportation and Works, Department of Government Services

Chapter Nine – Aboriginal Governance: Nunatsiavut Government, Innu Nation, NunatuKavut, Qalipu Mi'kmaq First Nation Band

Chapter Ten – Federal and Provincial Political Districts: Federal and Provincial Electoral Districts

SUMMARY AND CONCLUSIONS

In the final chapter we provide a comparative summary of the major findings from each of the key themes. We then turn to a discussion of the lessons and challenges for regional governance in Newfoundland and Labrador. This is followed by a brief post-script of several significant changes to the regional governance landscape that occurred during the final writing stages of this report.

Overall, the findings of this research suggest that organizing at the regional scale has been an important strategy for rural communities in coastal Newfoundland and Labrador in times of social, economic and ecological change. While settlements have long been organized at a sub-provincial scale, this report suggests an increasing intensity in regional efforts in the latter half of the twentieth century and particularly since the 1980s and 90s. This increasing attention to the region has come from above – as governments respond to political and economic tensions – and below – as communities struggle to respond to declines in their populations and economies. Regions are formed and mobilized as both a response to and a form of restructuring. As suggested by the governance and ‘New Regionalism’ literature this new regional governance landscape in Newfoundland and Labrador includes a wide range of formal institutions and more informal social arrangements built on collaborative relationships.

A number of organizations included in this report emphasized the importance of cooperation, collaboration, and acting regionally for local development. For example, a number of advantages were cited including economic benefits (reduced costs and/or increased revenues and pooling of resources), new ideas, mutual support, improved environmental management, and a host of other benefits. In addition, a number of organizations indicated that the regional nature of their organization has enabled them to address labour market development issues more effectively. For example, some REDB respondents argued that labour market issues are regional in nature and that their organization could take a regional “big picture” view of the issues. The EAS offices, often located in smaller communities, were also perceived to have a better understanding of local needs and as being more responsive to particular circumstances than centralized agencies.

There will always be debate about what constitutes a region. In fact, the term region is considered a ‘fuzzy’ concept in academic literature with a variety of meanings and definitions.¹ In Canada, regions are often seen as synonymous with provinces or groupings of provinces like Atlantic Canada. However, we know that there are many sub-provincial regions across the country.² More than seventy types of regional agencies and organizations were identified in this report, each with their own way of dividing up the province. As a result there is a lack of consistency in terms of regional boundaries in Newfoundland and Labrador. Furthermore, when new organizations are formed, those they were intended to replace often survive at the very least in the minds and memories of those who were involved. Complicating matters even more, sub-regions often exist and are nested within larger regions. This creates a complex layering of regions across the province, each formed because of a need to organize a group of communities for a particular reason.

In terms of provincially defined regions or regionalization, however, we have seen a trend towards geographically bigger regions that are fewer in number. It was repeatedly cited that these large regions are extremely difficult to serve and not necessarily optimal for sharing services or planning for economic development. More importantly, large regions often don’t reflect an individual’s day-to-day activities and interactions. This is made even more challenging by transportation issues in many rural and remote regions. For example, Labrador is often treated as one region with vast internal differences and limited connectivity. Instead, functional regions – which are usually smaller and based on labour flows and service areas, but also influenced by natural resources and amenities, residents’ sense of place and other factors – may be more appropriate as spatial units for governance. It should be noted that these regions are dynamic and therefore require ongoing analysis, reflection and re-evaluation. The functional regions analysis and the RECI tool created in the overall project can assist in this regard.

We also discussed a number of factors that influence how boundary decisions are made, including: political, strategic, demographic, traditional trading and commercial patterns, geographical proximity, common needs, location of members and accessibility for clients, ecological criteria and physical geography. It should also be noted, that boundaries matter. They can help establish and build relationships, regional identities, and institutional capacity. Thus, top-down regionalization can influence what residents identify with as their region and therefore influence bottom-up regionalism, a distinction referred to at the beginning of this report. Changes in bottom-up regionalism in turn may call for corresponding administrative boundary changes, yet dialogue about these issues has not been common in the province. Region is a changing, socially constructed and contested concept that warrants ongoing interrogation and discussion. We hope that this report contributes to this dialogue.

¹ J. Harrison. 2008a. The Region in Political Economy. *Geography Compass*, 2(3): 814-830; A. Paasi. 2009. Regional Geography I. In N. Thrift and R. Kitchin (eds.), *International Encyclopedia of Human Geography* (pp.214-227). London: Elsevier; D. MacKinnon. 2009. Regional Geography II. In N. Thrift and R. Kitchin (eds.), *International Encyclopedia of Human Geography* (pp.228-235). London: Elsevier.

² H.M. Hall. 2012. *Stuck Between a Rock and a Hard Place: The Politics of Regional Development Initiatives in Northern Ontario*. A PhD Dissertation Submitted to the Department of Geography. Kingston: Queen’s University.

In terms of governance, we identified a number of trends. Many of the organizations we discussed are considered QUANGOs or Quasi-Autonomous Non-Government Organizations. These are organizations that receive funding from the government but act “independently”. Often these organizations receive year-by-year funding which does not facilitate good planning, good governance, or the attraction and retention of highly qualified staff. For example, we noted in the Primary Health Care section that individuals were aware of the ‘end date’ and ‘limited life’ of a pilot project. This impacted buy-in and momentum. The QUANGOs (like REDBs) we discussed in this report, receive core funding from senior levels of government and this opens these organizations up to the whims of government. For example, a change in politics can result in the demise of these organizations. More importantly, the senior levels of government also influence the direction of these QUANGOs. Simply put, this approach breeds insecurity and uncertainty and can disempower rather than empower critical local volunteers. However, good regional governance requires the genuine sharing of responsibility *and* resources. The term governance suggests that government together with non-government actors are collectively steering policy and decision-making. Thus, governance is more than simply downloading responsibilities without fiscal and other resources. Many regional development organizations are dependent on volunteers. These organizations are constantly at risk of volunteer fatigue or burnout especially in more rural communities with smaller populations. In addition, many of these organizations are dependent on key individuals and if they leave the whole organization is impacted and at risk. We also noted throughout this report that individual personalities matter for collaboration, cooperation, and success.

Finally, regional approaches have been used in a host of specific areas, such as economic development and business financing, watershed, forestry and coastal planning, health, fire and waste management services. We began by noting that ‘New Regionalism’ has been defined as “a multidimensional process of regional integration which includes economic, political, social and cultural aspects”.³ However, most regional initiatives in Newfoundland and Labrador have yet to take an integrated approach to development. This lack of integration not only creates siloes but also contributes to the complex layering and maze of regions and organizational structures and processes across the province. Based on the findings from this report, we argue that while collaboration is occurring between government and non-government organizations there is limited evidence of a real shift from government to governance in Newfoundland and Labrador.

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³ H. Bjorn, I. Andras, and S. Osvaldo. 1999. “Introduction.” In H. Bjorn, I. Andras, and S. Osvaldo (eds), *Globalism and the New Regionalism*. Palgrave Macmillan, 1999: 17.

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ACRONYMS

ACAP	Atlantic Coastal Action Program
ACOA	Atlantic Canada Opportunities Agency
ACVB	Avalon Convention and Visitors Bureau
AES	Department of Advanced Education and Skills
AIF	Atlantic Innovation Fund
ASP	Association of Seafood Producers
BDC	Business Development Corporation
BPERC	Burin Peninsula Environmental Reform Committee Inc.
CAC	Community Advisory Committee
CBDC	Community Business Development Corporation
CB-HV	Corner Brook- Humber Valley (regional land use plan)
CCPANL	Citizens' Crime Prevention Association of Newfoundland & Labrador
CEN	Community Education Network
CF	Community Futures
CFIA	Canadian Food Inspection Agency
CMA's	Coastal Management Areas
CoC	Chamber of Commerce
CRRF	Canadian Rural Revitalization Foundation
CSC	Community Services Council
DDRR	Department of Development and Rural Renewal
DFA	Department of Fisheries and Aquaculture
DFO	Department of Fisheries and Oceans
DITT	Department of Industry, Trade and Technology
DMO	Destination Marketing Organization
DNR	Department of Natural Resources
DRIE	Department of Regional Industrial Expansion
EAS	Employment Assistance Service
EEZ	Exclusive Economic Zone
EI	Employment Insurance
EMO	Emergency Measures Organization
ENL	Enterprise Newfoundland and Labrador
ERC	Economic Recovery Commission
FAP	Fisheries Alternative Program
FFAW	Fish, Food and Allied Workers
FNI	Federation of Newfoundland Indians
FPU	Fishermen's Protective Union
GADCo	Gander and Area Development Corporation
HR	Human Resources
HRDC	Human Resources Development Canada
HRLE	Department of Human Resources Labour and Employment
HRSDC	Human Resources and Skills Development Canada
IC	Industry Canada
ICF	Innovative Communities Fund
ICNAF	International Commission for the Northwest Atlantic Fisheries

ICZM	Integrated Coastal Zone Management
ILUC	Interdepartmental Land Use Committee
INTRD	Department of Innovation, Trade and Rural Development
JCP	Job Creation Partnership
LCN	Local Community Network
LIA	Labrador Inuit Association
LILCA	Labrador Inuit Land Claims Agreement
LISA	Labrador Inuit Settlement Area
LMDA	Canada-Newfoundland and Labrador Labour Market Development Agreement
LMP	Labour Market Partnership program
LOMA	Large Ocean Management Area
LSD	Local Service Districts
MA	Department of Municipal Affairs
MFNL	Model Forest of Newfoundland and Labrador
MMSB	Multi-Materials Stewardship Board
MNL	Municipalities Newfoundland and Labrador
NAACAP	Northeast Avalon - Atlantic Coastal Action Program
NACFI	North American Council on Fishery Investigations
NAFO	Northwest Atlantic Fisheries Organization
NAIA	Newfoundland Aquaculture Industry Association
NANL	Native Association of Newfoundland and Labrador
NEAR	Northeast Avalon Regional (land use plan)
NGO	Non-governmental Organization
NL	Newfoundland and Labrador
NLEN	Newfoundland and Labrador Environment Network
NLFM	Newfoundland and Labrador Federation of Municipalities (now known as MNL)
NLHBA	Newfoundland and Labrador Health Boards Association
NLOWE	Newfoundland and Labrador Organization of Women Entrepreneurs
NLRDC	Newfoundland and Labrador Rural Development Council
NLREDA	Newfoundland and Labrador Regional Economic Development Association
NLSA	Newfoundland and Labrador Soccer Association
NLSARA	Newfoundland and Labrador Search and Rescue Association
NLSF	Newfoundland and Labrador Snowmobile Federation
NLVA	Newfoundland and Labrador Volleyball Association
NLWI	Newfoundland and Labrador Women's Institute
NRC	National Research Council
LMN	Labrador Métis Nation
PACSW	Provincial Advisory Council on the Status of Women Newfoundland and Labrador
PHC	Primary Health Care
PWMS	Provincial Waste Management Strategy
RAND	Department of Rural and Northern Development
RDA	Rural/Regional Development Association

RDÉE TNL	Réseau de développement économique et d'employabilité Terre-Neuve-et-Labrador (Economic Development and Employability Network of Newfoundland and Labrador)
RED	Regional Economic Development
REDB	Regional Economic Development Board
REDO	Regional Economic Development Organization
RHA	Regional Health Authority
RNC	Royal Newfoundland Constabulary
RNL	Recreation Newfoundland and Labrador
RSDF	Regional/Sectoral Diversification Fund
RTA	Regional Tourism Association
RWMA	Regional Waste Management Authorities
SAM	Stewardship Association of Municipalities
SAR	Search and Rescue Team
SC	Service Canada
SCH	Small Craft Harbour Program, DFO
SCIF	Strategic Communities Investment Fund
SDS	Sustainable Development Strategy
SEA	Self-Employment Assistance
SFM	Sustainable Forest Management
SME	Small and Medium Enterprise
TCR	Department of Tourism, Culture and Recreation
TWS	Targeted Wage Subsidies
VIC	Visitor Information Center
WEB	Women's Enterprise Bureau
YES	Youth Employment Strategy
XCNL	Cross Country Newfoundland and Labrador

CHAPTER ONE

PROJECT BACKGROUND

In May 2007, the Canadian Rural Revitalization Foundation (CRRF), Municipalities Newfoundland and Labrador (MNL), and researchers at Memorial University and the University of Kentucky started an extensive research project with assistance from the Canada-Newfoundland and Labrador Labour Market Development Agreement to assist stakeholders to better understand the interdependencies between urban and rural communities and labour markets. The project objectives included:

- The development of an innovative and dynamic regional economic capacity index (RECI) that stakeholders can use at the community and regional level to help address their labour supply and demand imbalances;
- An assessment of existing information and data from current initiatives and programs to examine the impacts of, and the strength of relationships among traditional and non-traditional indicators that impact local labour market outcomes, including local labour supply skills, commuting workflows, relative proximities among rural and urban communities, economic dependencies, development initiatives and local governance structures; and
- Engagement of local partners and other stakeholders through the identification of three pilot regions in which the researchers would focus their efforts and the establishment of an overall project advisory committee and a knowledge mobilization component to facilitate input from stakeholders and share key findings.

CHAPTER TWO

REGIONAL GOVERNANCE IN NEWFOUNDLAND AND LABRADOR

2.1 GOVERNANCE DEFINED

Governance is the process by which a group of people guide and control their collective activities, organize to resolve conflicts, establish and enforce rules, agree on visions, goals and objectives for the future, set out strategies for achieving these goals, allocate rights and resources accordingly, and monitor and report on their progress. Governance can be done at the organizational level (organizational or corporate governance, for example) but, today, the term governance is often used to refer to “steering” societies as a whole – and for the purposes of this report, governing regions and development within regions.⁴

In the past, governance has been considered the task of formal institutional structures, particularly national and provincial governments and the legal system. Increasingly, however, governance is seen in a much broader light, encompassing a wide range of formal institutions *and* more informal social arrangements, including groups that may be short-term or without elected officers or legal incorporation. Today governance typically involves networks of interdependent public, private and non-government interests engaged in planning and making decisions collectively at scales ranging from the local to the global. Understanding governance requires examination of the evolving ways that citizens relate to government, and decisions about what they can rely on their governments to do and what can/should be done collectively outside or in partnership with government.⁵

2.2 GOVERNANCE AND REGIONS

Our interest in this project was to determine how governance is applied in the context of regional development in Newfoundland and Labrador. Approaching the task from a broad view, we defined a region as an area comprising two or more communities across which a service is delivered or collaborative development work is taking place. This in turn led us

⁴ See for example: R.A.W. Rhodes. 1996. “New governance: Governing without government.” *Political Studies*, 44(4): 652-667; G. Stoker. 1998. “Governance as theory: Five propositions.” *International Social Science Journal*, 50(155): 17-28; Stoker, G. 2000. “Urban political science and the challenge of urban governance.” In *Debating governance*, ed. J. Pierre. Oxford: Oxford University Press; K. Vodden. 2009. “Experiments in Collaborative Governance on Canada’s Coasts: Challenges and Opportunities in Governance Capacity.” In L. Felt, R. Greenwood and G. Baldacchino (Eds.), *Remote Control: Lessons in Governance from Small Places* (Chapter 13, pp. 259-279). St. John’s, NL: Institute of Social and Economic Research.

⁵ Ibid; Commission on Global Governance. 1995. *Our global neighbourhood: the report of the Commission on Global Governance*. Oxford: Oxford University Press

to identify a series of planning, programs and service delivery arrangements that met this definition. Following this, the research team classified these arrangements within several categories. The rationale and approach to each of these categories are outlined more fully in the sections that follow.

A renewed interest in regionalism and the role of the regional scale in development in Newfoundland and Labrador and beyond has been referred to as the ‘New Regionalism’. Governance is a core aspect of this re-emergence of the region, to the point where Scott⁶ refers to ‘New Regionalism’ as a governance paradigm while Davidson and Lockwood⁷ describe it as a phenomenon of decentralized and devolved governance, with an emphasis on policy networks, ‘joined-up’ arrangements, partnerships and collaboration at the regional scale.⁸

But are these partnerships a tool of government control or shared power (a requirement for true governance)? To explore this question, this report documents the rise of regional organizations involved in local development in Newfoundland and Labrador and the relationships of these organizations with governments and other partners. In response to concerns about downloading responsibilities without resources, we also investigate the resources available to these organizations along with their challenges, accomplishments and lessons learned.

Beyond these characteristics of increased local control and self-organization ‘New Regionalism’ has been defined as “a multidimensional process of regional integration which includes economic, political, social and cultural aspects”.⁹ Labour markets are a critical element of this development context and are increasingly recognized as regional in scale, with calls for locally oriented approaches to labour market development as a component of regional development strategies.¹⁰

In this report we provide an inventory of regional organizations (e.g. committees, organized interests, and divisions of various government departments) in the province and the partnerships and governance processes they are engaged in. We conclude with a reflection on what the description of these regional organizations tells us about ‘New Regionalism’ in the province and the extent to which these organizations and their efforts reflect a shift from **government** to **governance** of sub-provincial regions.

⁶ J.W. Scott. Introduction. 2009. In J.W. Scott (ed.), *De-Coding New Regionalism: Shifting Socio-Political Context in Central Europe and Latin America* (pp.3-18). London: Ashgate Publishing Limited

⁷ J. Davidson, and M. Lockwood. 2008. “Partnerships as Instruments of Good Regional Governance: Innovation for Sustainability in Tasmania?” *Regional Studies*, 42 (May): 641-656.

⁸ S. Wetzstein. 2008. “Relaunching Regional Economic-Development Policy and Planning for Auckland: Remaking the State and Contingent Governance Under Neoliberalism.” *Environment and Planning C: Government and Policy* 26 (June): 1093 – 1112.

⁹ H. Bjorn, I. Andras, and S. Osvaldo. 1999. “Introduction.” In H. Bjorn, I. Andras, and S. Osvaldo (eds), *Globalism and the New Regionalism*. Palgrave Macmillan, 1999: 17.

¹⁰ D. Freshwater. 2008. *Active Labor Market Policy: Implications for Local Labor Markets and Regional Development*. Working Paper Prepared for the Understanding Rural-Urban Interactions in NL Project.

2.3 CLASSIFICATIONS OF REGIONAL GOVERNANCE AND PARTICIPATING REGIONAL ORGANIZATIONS

There are a broad range of regional organizations (e.g. committees, organized interests, and divisions of various government departments) engaged in planning and delivering services on a regional basis in Newfoundland and Labrador along with their corresponding regional governance structures and processes. In this report, we have classified the province's numerous regional organizations into the following general categories:

- ***Economic and Labour Market Development;***
- ***Health and Social Services Development;***
- ***Environment and Natural Resources;***
- ***Community Development and Multi-objective;***
- ***Local Government and Regional Services;***
- ***Aboriginal Governance; and***
- ***Federal and Provincial Political Districts***

These categories have been used for organizational purposes but with the acknowledgement that they are not mutually exclusive. Many regional organizations may be primarily economic in their focus, for example, but also be engaged in social and/or natural resources development activities.

Within these categories over 1,000 regional organizations have been identified (see Table 2.1 for more detail and Appendix A for more detail). Most of these are involved in numerous governance processes and activities. We acknowledge that these 1,000 plus organizations are not all encompassing. Regional efforts continued to emerge as this research progressed. It is our hope that responses to this report will result in the identification of additional regional organizations operating in the province that are not included below and in a dialogue about regionalism in the province – current and future.

Table 2.1: Regional organizations identified

Category	Organizations and regional offices identified¹¹ (number in brackets)
Economic and labour market development (265)	Region-specific (sub-provincial) organizations (120) Regional branches, offices and/or divisions of government agencies and provincial organizations (145)
Health and social services Development (496)	Region-specific organizations (299) Regional branches, offices and/or divisions of government agencies and provincial organizations (197)
Environment and natural resources (147)	Region-specific organizations (81) Regional branches, offices and/or divisions of government agencies and provincial organizations (66)
Community development – multi-objective (39)	Region-specific organizations (39)
Local government and other regional services (184)	Region-specific organizations (83) Regional branches, offices and/or divisions of government agencies and provincial organizations (101)
Aboriginal governance (6)	Region (territory) and membership-specific organizations (6)
Federal and provincial political districts/member offices (53)	Region-specific organizations (53)

*See Appendix A for more detail

¹¹¹¹ Excludes organizations for which the total number is unknown. For example, while seven Girl Guide Districts and seven Fifty Plus Club regions were identified, it is unknown how many individual Girl Guide or Fifty Plus groups serve multiple communities.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 DATA COLLECTION

The information presented in this report is based on three primary data sources: literature and web site review, interviews, and a province-wide survey of regional development organizations. The research builds on previous work in Newfoundland and Labrador by Tomblin and Braun-Jackson¹², Kearley¹³ and others regarding health, education, economic development and municipal government. It also builds on evaluations of various programs, municipal censuses, self-assessment and regional cooperation case studies, web sites, and “grey literature”.

The types of organizations involved in regional governance in NL were identified through a literature review, consultation, and the expertise of the research team and the project Advisory Committee. A contact list for these organizations was then compiled and a questionnaire drafted and reviewed by team members. The questionnaire was piloted with the Regional Economic Development Boards (REDBs) in December 2007, which resulted in some changes made to the final questionnaire. In total 164 questionnaires were distributed by mail, fax or email throughout 2008. Follow-up continued until the spring of 2009 with at least three attempts made to contact every regional organization that had not responded. Researchers involved in an associated project led by Mount Allison University also contributed to survey data collection, particularly with REDBs and Community Business Development Corporations (CBDCs). Together these efforts resulted in the return of 72 questionnaires from regional organizations (44% response rate). Response rates varied within each category, from 64% within the relatively small category of Environment and Natural Resources to 29% in the social development category.

Finally, structured interviews were conducted with 19 government officials from provincial and federal departments engaged in regional development and with 25 senior representatives of relevant regional non-government organizations. These senior representatives were identified as the research proceeded (after questionnaire distribution), particularly within the social and environment and natural resources categories. Interviews, personal communications, websites and a review of relevant literature were the key sources of information for the regional organizations where questionnaires were not distributed. In addition, questionnaires were distributed in the three pilot regions (Twillingate-New World Island, Irish Loop, and Labrador Straits), which resulted in the identification and participation of additional regional organizations.

¹² S.G. Tomblin and J. Braun-Jackson. 2006. *Managing Change Through Regionalization: Lessons from Newfoundland and Labrador*. Working Paper for the Leslie Harris Centre of Regional Policy and Development, Memorial University of Newfoundland.

¹³ W. Kearley. 2008. *Where do You Draw the Line? Regionalization in Newfoundland and Labrador*. Working Paper for the Leslie Harris Centre of Regional Policy and Development, Memorial University of Newfoundland.

This research represents one of the most extensive assessments of regional governance activities and related organizations undertaken in the province of Newfoundland and Labrador. This report will increase our understanding of the ongoing processes of regionalism and regionalization¹⁴ that are underway.

3.2 TOPICS COVERED

All efforts were made to provide information on the following themes for each regional organization:

- ***Historical development*** (year started, year formalized if different/applicable, actors responsible for initiation and design, reasons for formation);
- ***Mandate and activities*** (both formal and informal rules and program activities);
- ***Definition of the region*** (number of regions per province, region size by population and geography, rural/urban mix, reasons for choice of region scale/boundary definition – communities of interest, place);
- ***Finance and administration*** (number of staff, budget, sources of funds);
- ***Organizational structure*** (formal/informal, authority – legislative/regulatory, actors involved in planning and decision-making e.g. if governed by a board who is represented on it and how many members, decision-making model, number and formality of rules, procedures and exchanges/relationships among those involved, accountability – to who and how, planning, evaluation and reporting mechanisms);
- ***Communication and collaboration*** (volunteers, members, public – diversity, methods of information sharing/communication and involvement/representation, sense of equality/shared power, trust, mutual respect among those involved);
- Involvement in ***regional sustainability and labour market development***; and
- ***Achievements, challenges and lessons learned*** from working as a region

In some instances complete information was unavailable and some themes were integrated to provide a broader overview on the organization's activities.

¹⁴ Regionalization is a government-driven or imposed approach towards regions, while regionalism encompasses a diversity of bottom-up or locally driven approaches.

CHAPTER FOUR

ECONOMIC AND LABOUR MARKET DEVELOPMENT

As of 2012 there are more than 265 organizations and agency offices (see Table 2.1) that deliver economic and labour market development programs and services on a regional basis in Newfoundland and Labrador. These include: regional economic development boards (REDBs), community business development corporations (CBDCs), other community-based development organizations serving multiple communities, chambers of commerce (CoCs), regional tourism associations (RTAs), third party delivery agencies for labour market development/labour force adjustment programs such as Employment Assistance Services offices (EAS), and regional offices and programs of several provincial and federal departments, including the Department of Innovation, Business and Rural Development, the Atlantic Canada Opportunities Agency (ACOA), Service Canada, and the Department of Advanced Education and Skills (AES - formerly Human Resources, Labour and Employment) regions. Each of these is discussed further below.

Questionnaires were distributed to nineteen REDB organizations. We received responses from sixteen of these. We also identified and distributed questionnaires to fifteen CBDCs with nine responses returned. Questionnaires were also received from four of twenty-three identified Chambers of Commerce and from five of twenty-two RTAs that received questionnaires. Finally, five interviews were conducted with senior representatives at the Department of Innovation, Business and Rural Development (IBRD), Department of Tourism, Culture and Recreation (TCR), ACOA, Service Canada/Human Resources and Skills Development Canada (HRSDC), and AES. Information was also obtained through online resources and document review.

4.1 REGIONAL ECONOMIC DEVELOPMENT BOARDS (REDBS)

Historical Development

In February 1995, the Task Force on Community Economic Development released, *Community Matters: The New Regional Economic Development*. The intent of this report was to fundamentally change regional development policy on the part of both the federal and provincial governments in the province. It followed an extensive consultation by the Task Force, which was co-chaired by Dr. Doug House of the Provincial Economic Recovery Commission and Gordon Slade, Vice-president of ACOA for Newfoundland and Labrador. It included representation from key federal and provincial departments, and other development stakeholders including the Newfoundland and Labrador Rural Development Council (NLRDC) and the Newfoundland and Labrador Federation of Municipalities (NLFM – now Municipalities Newfoundland and Labrador or MNL).

The Task Force offered a series of recommendations to guide future regional economic development in the province. This included, creating REDBs tasked with delivering regional economic development that was focused on renewed partnership among both local groups and government. The REDBs would provide coordinated support for

business development from both levels of government at the regional level. More importantly, priorities from regional strategic economic plans would guide government investments.¹⁵

Initially, the REDBs were to have representatives from key regional development stakeholders including business, communities, education, labour and existing development organizations. All were to operate within a performance contract toward five core functions (see Table 4.1 below).

In 2004, the provincial government announced it was undertaking a review of regional economic development. A Ministerial Committee was appointed with representation from: both levels of government, the REDBs – through their new provincial association the Newfoundland and Labrador Regional Economic Development Association (NLREDA), and the NLFM. The *Report of the Ministerial Committee to Renew Regional Economic Development*, recommended several important changes to the REDBs. This included, a greater emphasis on municipalities and business in the composition of the REDBs and a shift in the core functions to heighten these key relationships. These revised core functions are outlined in Table 4.1.

Table 4.1: Change in REDB core functions¹⁶

Initial Core Functions (1995)	Revised Core Functions (2005)
Develop and implement the strategic economic plan (SEP) for the region	Develop and coordinate the implementation of a strategic economic plan (SEP) supported by an integrated business plan (IBP);
Coordinate business development support in each region	Develop a strong partnership with municipalities in each zone that incorporates the strategies and priorities of municipalities in the planning process;
Provide support to organizations and communities within the region for specific development activities consistent with the region's strategic economic plan	Develop partnerships in planning and implementation with Chambers of Commerce, Industry Associations, labour organizations, post-secondary institutions, CBDCs, and others that advance and support the economic and entrepreneurial environment of a zone;
Coordinate social and economic initiatives relating to regional economic development in each region	Undertake capacity building and provide support to stakeholders to strengthen the economic environment of the zone;
Promote public participation and community education related to RED	Coordinate and facilitate linkages with federal/provincial/municipal government departments and agencies in support of the strategic economic plan.

¹⁵ Report of the Task Force on Community Economic Development in Newfoundland and Labrador. 1995. *Community Matters: The New Regional Economic Development*. St. John's: ACOA.

¹⁶ K. Vodden. 2009. *New Spaces, Ancient Places: Collaborative Governance and Sustainable Development in Canada's Coastal Regions*. PhD thesis, Simon Fraser University.

Sixteen boards completed questionnaires or participated in a complementary Atlantic Canada research project led by David Bruce of the Rural and Small Town Programme at Mount Allison University (see section 3.1).

Mandate and Activities

All organizations indicated that their mandate related to facilitating, coordinating and supporting economic development. A slight majority (56%) specifically referenced the Board's present core functions as representing, or being within, their mandate. Consistent with the changes arising from the Ministerial Review of 2004-2005 outlined above, 73% of respondents indicated that their mandate had changed over the past ten years. In determining how the mandate changed, five of the respondents pointed to the new core functions arising from the Ministerial Review process while four of the respondents cited a shift in focus away from social development activities towards those more closely linked to economic and industry sector development (as shown in Table 4.1). In relation to their specific functions and activities, respondents most often cited planning and coordination/facilitation. This was followed by advice/counselling, capacity building, government liaison/broker, and proposal writing. Other functions and activities included: research, sectoral development, partnership coordination, lobbying/advocacy/policy, project management, administration and communications.

Definition of the Region

In relation to how the region was defined, all fourteen respondents who answered this question indicated that government established the initial zone boundaries. Interestingly, given that economic zones were established following the recommendation of a joint Federal-Provincial Taskforce, six of the respondents attributed the responsibility for defining zone boundaries to the provincial government alone. Only two respondents cited local input in defining the zone boundaries.

Initially, 18 REDBs and provincial economic zones were created. This number later increased to 20. By 2008, nineteen of the twenty boards initially established were still in operation, with the functions performed by the Inukshuk Board in Zone 1 being assumed within the responsibilities of the newly formed Nunatsiavut government.

In response to why these boundaries were chosen, the majority (71%) of respondents indicated a rationale of some sort, while the remainder had no idea why the boundaries were set. In terms of the rationale behind the boundaries that were set, most respondents referenced historical geographic and economic factors in relation to obvious clustering of communities. Several cited trade patterns while others referenced existing administrative boundaries for other services that were adopted as eventual zone boundaries.

Twelve zones responded that their regions were comprised of distinct sub-regions ranging from as low as two sub-regions to as high as seven. The REDBs also group themselves into larger regions, forming REDB regional caucus areas through their

provincial association (Newfoundland and Labrador Regional Economic Development Association) that include: Avalon, Central, Labrador, and Western.

Finance and Administration

When initially established, the REDBs were provided with multi-year contracts with resources from Federal-Provincial Cooperation Agreements to support core operations. Over time, the duration of these arrangements diminished to one year contracts held separately with provincial (through IBRD) and federal (through ACOA) governments. Until 2012 all REDBs had an annual operating budget provided on a cost-shared basis between the federal and provincial governments with ACOA providing 75% of the funds and IBRD providing the remaining 25%.¹⁷

All those responding to the Regional Governance and Regional Organization questionnaires indicated that they maintain a combination of full and part-time staff positions. Staff sizes ranged from a high of eighteen to a low of three. Most indicated that these positions include an Executive Director, a Development Officer and an administrative resource person.

All questionnaire respondents indicated that they utilize volunteers. Volunteers engaged with each organization ranged from a high of sixty to a low of eleven. Volunteer activities ranged from representation on boards of directors and sub-committees of the board to engagement in various external task forces and committees.

Organizational Structure

All respondents indicated that they are an incorporated organization with a board of directors. The size of each board varied from a high of eighteen to a low of eleven. Stakeholders represented at the board include business, local government, community economic development organizations, tourism, education, youth, labour, heritage/arts, aboriginal groups, persons with disabilities, women, seniors and other sector representative, such as forestry and agriculture. All respondents indicated that their organization has a set of by-laws, policies and procedures. In decision-making, 77% of respondents utilized formal motions while the rest used a consensus approach. All organizations prepared an agenda for meetings and all maintained a record of the meeting and decision made. All indicated that they undertake strategic planning and periodically evaluate goals and objectives.

¹⁷ In May 2012, ACOA announced its decision to eliminating its funding to regional economic development groups in the Atlantic provinces, including the REDBs, effective next year. In June 2012, the NL REDBs reported that IBRD had also eliminated its funding. See “ACOA Cuts Regional Development Funding,” *CBC News*, accessed May 22, 2012, accessed May 23, 2012, <http://www.cbc.ca/news/politics/story/2012/05/22/nb-acoa-funding-regional-economic.html>; “Loss of IBRD Funding”, HEDB Inc., June 18th, 2012, accessed September 24, 2012, <http://www.humber.nf.ca/>

Communication and Collaboration

Nearly all of the REDB respondents identified local government and business as key stakeholders in their organizations. Education organizations, development associations, government, regional tourism associations (RTAs), labour, CBDCs, general public, youth and women were also identified as key stakeholders along with other not-for-profit organizations (i.e. cultural/heritage groups) and sectors (i.e. agriculture/fisheries groups).

With respect to collaboration with other organizations in similar areas of services and functions, most regional economic development boards responded that they collaborate with other groups and organizations. One organization cited capacity and zone size as impediments to effective collaboration. However, other respondents identified that they share services and support arrangements with other stakeholders. This ranged from having representatives of other organizations serving on committees and acting as resource people, to sharing office space and equipment.

Nearly all respondents indicated that mutual trust and respect among members was somewhat or very important in accomplishing the organization's goals. All but one respondent also indicated that interaction among communities and community organizations was very important to advancing the organization's mission and goals. All respondents further indicated that the level of cooperation and collaboration within their region was either somewhat or very collaborative.

Respondents identified a number of mechanisms and processes to provide information and gather input on their activities. In relation to providing information and reporting on their activities, the processes most often used included: newsletters, media/news releases, public and other meetings, annual general meetings, web sites and e-mail. Bruce notes that in comparison with other Atlantic regional economic development organizations, REDBs in Newfoundland and Labrador engage in these processes more than their counterparts in other areas and utilize a broader range of communication tools.¹⁸ In gathering input, meetings and consultations were most often cited, followed by ongoing consultation with other groups and input from sector representatives (directors) on each board.

Regional Sustainability and Labour Market Development

Not surprisingly, most respondents had a positive view of the contribution their organization has made to regional and community sustainability. Most respondents cited their engagement in planning, research and sectoral development activities to support their conclusion. Twelve of the fifteen respondents indicated that their organization has a mandate to support labour market development or address labour market issues within their regions, while two respondents indicated that while they do not have a mandate,

¹⁸ D. Bruce. 2009. *Rural-Urban Interaction in Atlantic Canada: Toward New Opportunities and Greater Synergies*. Mount Allison University: The Rural and Small Town Programme.

they are involved. Fourteen respondents indicated that they have engaged in some aspects of labour market activity in the past.

A review of REDB strategic economic plans in 2010 demonstrates that all REDBs had given consideration to demographic and labour market issues in their regions as part of their most recent strategic planning process. Of the 19 Boards, 14 plans included activities that are explicitly related to labour market development (along with two others that make limited mention of possible related activities). These activities include: workforce inventories and labour market assessments, education and training in an attempt to match skills with jobs in the zone, and workshops for local employers on employee recruitment and retention. Some REDBs also provide direct labour market services under contract from government. Mariner Resource Opportunities Network Inc., for example, offers employment services for youth as an Employment Assistance Service.

Eleven respondents indicated that the regional nature of their organization has enabled them to address labour market development issues more effectively while another two respondents indicated that it was somewhat of a contributing factor in their success. Respondents felt that labour market issues were regional in nature and that their organization could take a regional “big picture” view of the issues.

Achievements, Challenges and Lessons Learned

In terms of accomplishments, many respondents cited examples of specific sector or industry development initiatives while others spoke of organizational initiatives and strengths. Several examples of development achievements include: partnership and facilitation of significant public and private developments such as the Excite Corporation, White Hills, and sector activities in agriculture and aquaculture. Investments in innovation and regional infrastructure, such as high speed Internet, were also identified. Five organizations cited labour market development initiatives such as planning and career development programs as accomplishments. From an organizational perspective, the majority pointed to success in capacity building, regional collaboration and partnership as their primary accomplishments.

In terms of challenges, the majority of respondents indicated that funding and limited resources were a primary concern. The capacity of partners to understand and engage on a regional basis was cited along with the recruitment of volunteers. Access to capital and an emerging labour market shortage were also cited as concerns. In several instances, the size of the region was defined as a challenge along with the government “silo mentality”. Ongoing and effective communication was also identified as an issue.

As for lessons learned, the responses were diverse. Many respondents indicated that partnership development and cooperation requires a significant investment of time and effort. To be successful, respondents suggested that the needs of all partners must be considered and cooperation cannot be forced. The ability to recognize the impact of local politics on decision-making was also cited as an important lesson learned. Open

communications, inclusivity and an “open door” policy were further cited. One board equated action with building interest and success with engagement in explaining why you should not wait too long for consensus on development to emerge. Others suggested focusing on the long term and being positive in communications.

In terms of best practices, there was a range of responses. Several referenced their planning and ongoing consultative processes. Others focused on the effectiveness of their board meetings that were enhanced by early distribution of meeting materials and time for open discussion on key development issues. Others saw their director recruitment as a best practice, particularly the recruitment of strong advocates who represent their own organization or stakeholder group at the board while also representing the board within their own stakeholder group. Decision-making was cited as best practice by two respondents with one identifying regional thinking as opposed to community or organizational interests as a motivating factor. Others offered their organizations’ policies and procedures or their approach to financial administration as examples of best practices, while several others considered their communications strategy and activities as being valuable. One respondent referenced their board’s restructuring process as a best practice. Finally, strong partnerships, including partnerships with government agencies, were identified by several organizations as key.

4.2 COMMUNITY BUSINESS DEVELOPMENT CORPORATIONS (CBDCS)

Historical Development

In 1986, the Community Futures program was created under the federal Department of Employment and Immigration. The program featured a broad regional focus with a mandate to generate economic development and enable labour force adjustment. Business Development Corporations (BDCs) were also created to provide business financing and counselling to support entrepreneurship. The Task Force on CED report suggests that as of 1994 a process had been put in place to merge CF committees and BDCs to “reduce costs and enhance community-business linkages.”¹⁹ However, as Vodden explains, according to one former senior provincial staff member, by 1996 the CFs had been dissolved and their funding reallocated to the REDBs while the BDCs continued to operate independently as CBDCs.²⁰ Today, CBDCs have their own community-based boards of directors but serve as a regional extension of ACOA’s business support service.

¹⁹ Report of the Task Force on Community Economic Development in Newfoundland and Labrador. 1995. *Community Matters: The New Regional Economic Development*. St. John’s: ACOA: 36; see also A. Fuller, L. Larsson, and C. Pletsch. 2010. *Insights from Comparing the Community Futures Program in Ontario with Leader in Sweden: A Qualitative Assessment of Policy and Practice in Two Government-Sponsored Rural Development Programs*. Prepared for Industry Canada/FedNor.

²⁰ K. Vodden, 2007. “Description of Economic Development Actors in the Kittiwake Zone,” Unpublished paper.

Mandate and Activities

All respondents indicated that their mission and mandate relate in general to supporting new economic growth while several cited economic diversification, job creation and a focus on small business as specific priorities. None of the respondents indicated any changes to their mandate in the last ten years. In relation to specific activities, all identified business development supports, specifically: financial assistance, business counseling and advisory services, professional and technical services and support for business planning. One respondent mentioned that they provide training to entrepreneurs while several organizations indicated that they deliver employment services, specifically the Self-Employment Benefit (SEB) program. In the case of two organizations, they sponsor the Employment Assistance Service (EAS) Program within their area (see section 4.5 for more information on EAS).

Definition of the Region

Fifteen CBDCs operate in the province covering all geographic areas except St. John's metro (see Table 4.2). Of the nine responding CBDCs, only one defines sub-regions within the broader region served and this was in the context of delivery of EAS services. In relation to who established the regional boundaries and why, most attributed the definition of the regions to government, often in relation to the establishment of the economic zones. In most instances the CBDC boundaries were identified as being congruent to the REDB boundaries. In terms of stakeholders, the most frequent identified included government (ACOA), local governments, business, community leaders, education, and sector representatives.

Table 4.2: Newfoundland and Labrador CBDC Associations²¹

CBDC Gateway (Port Aux Basques)	CBDC Long Range (Stephenville)
CBDC Humber (Corner Brook)	CBDC Central (Grand Falls Windsor)
CBDC Nortip (Plum Point)	CBDC Labrador (Goose Bay)
CBDC Emerald (Baie Verte)	CBDC Gander (Gander)
CBDC Eastern Initiatives (Clarenville)	CBDC South Coast (St. Alban's)
CBDC Burin Peninsula (Marystown)	CBDC Celtic (Ferryland)
CBDC Avalon West (Placentia)	CBDC Cabot (Manuels)
CBDC Trinity Conception (Carbonear)	

Organizational Structure and Resources

All organizations indicated that they are incorporated bodies with volunteer boards of directors. The board size ranged from a low of seven to a high of thirteen. All have full and part time staff ranging from a high of twenty-one to a low of four. The CBDCs are funded by ACOA and some also generate revenue through service contracts such as

²¹ CBDC, "Contact Us. Find a CBDC", accessed November 2011, http://www.cbdc.ca/find_a_cbdc

Employment Assistance Services (see section 4.5). Three of the CBDC respondents provided information on their budgets which ranged from \$250,000 to \$500,000. All operate within a set of bylaws and have a policies and procedures manual in place. In terms of decision-making, all who responded to that question indicated that they utilize formal motions/votes. No instances of consensus decision-making were identified.

Seven of nine respondents indicated that they undertake strategic planning in relation to their goals and objectives – one on a yearly basis, one every three years and three indicated that they do this every five years. In terms of internal and external engagement in the strategic planning process, most indicated that they do engage external interests with government, regional economic development boards and business organizations (i.e. chambers of commerce).

Communication and Collaboration

Most respondents indicated that they undertake activities to provide information and gather input on programs and services. Activities in relation to information sharing most often cited include: annual meetings, staff meetings, workshops, information sessions, newsletters, press releases, websites, posters, and Small Business Week activities. To gather input from key stakeholders (e.g. REDBs and government partners), several respondents utilize follow-up questionnaires, market surveys, research and meetings.

All respondents indicated that they collaborate with other organizations while eight indicated that interaction among communities and community organizations is somewhat or very important to advancing their mission and goals. A similar number responded that groups and organizations are very or somewhat collaborative within their regions.

Regional Sustainability and Labour Market Development

Six of nine respondents indicated that their organization has a mandate to address labour market development issues while four of nine indicated that their organization has undertaken activities to support labour market development or address labour market issues within their area. Activities undertaken by those engaged included: active engagement on local Labour Market Development Agreement Committees, employment services, and workshops and training. Of those engaged in labour market activities, all expressed the view that the regional nature of their organizations enabled them to address labour market issues more effectively.

Achievements, Challenges and Lessons Learned

In terms of achievements, most respondents cited the increased numbers of businesses starting and expanding in the region. Others also identified the training and skills development of clients, a boosting of local economies, increased employment, reduced unemployment, partnerships, and allowing people to remain at home. In relation to challenges, out-migration was cited along with demographics, emerging labour shortages, and limited programs and resources.

4.3 CHAMBERS OF COMMERCE (CoCs)

Historical Development

In 1955, the Stephenville Chamber of Commerce (later changed to the Bay St. George Chamber of Commerce) was formed. It was the first chamber created in NL to represent broad interests in business development.²² Over the years, this was followed by the transition of formal and informal business associations into chambers of commerce (CoCs) or boards of trade in many areas. By 2008, there were 23 CoCs identified in NL, most affiliated with provincial, Atlantic and national chambers of commerce and many serving multiple communities (see Table 4.3). Four of the 23 chambers in the province completed the questionnaire for this study.

Table 4.3: Chambers of Commerce/Boards of Trade²³

Argentia Area Chamber of Commerce	Labrador North Chamber of Commerce (Happy Valley-Goose Bay)
Arnold's Cove Chamber of Commerce	Labrador South East Chamber of Commerce
Baie Verte & Area Chamber of Commerce	Labrador Straits Chamber of Commerce (Forteau)
Bay St. George Chamber of Commerce	Labrador West Chamber of Commerce (Labrador City)
Bonavista Area Chamber of Commerce	Lewisporte & Area Chamber of Commerce
Clarenville Area Chamber of Commerce	Marystown Burin Area Chamber of Commerce
Conception Bay Area Chamber of Commerce	Mount Pearl Paradise Chamber of Commerce
Deer Lake Chamber of Commerce	Port-aux-Basques & Area Chamber of Commerce
Exploits Regional (Grand Falls- Windsor)	Springdale & Area Chamber of Commerce
Gander and Area Chamber of Commerce	St. Anthony and Area Chamber of Commerce
Greater Corner Brook Board of Trade	St. John's Board of Trade
Irish Loop Chamber of Commerce (Trepassey)	

Mandate and Activities

All respondents indicated that their mission and mandate relate in general to supporting businesses, providing a unified voice, networking and promotion for business. In relation to specific activities, advocacy/lobbying were most often cited as important, followed by

²² Bay St. George Chamber of Commerce. "Chamber History", accessed October 2012, http://www.bsgcc.org/chamber_history.html

²³ Atlantic Provinces Chambers of Commerce. "Member Chambers", accessed October 2012, <http://www.apcc.ca/index.php?s=Member%20Chambers>

networking and ‘business development’. Other activities included providing members’ discounts, newsletters, information and advice. Only one respondent indicated that their mandate has changed in the last ten years to include working with rural businesses in their region.

Definition of the Region

The majority of CoCs in Newfoundland and Labrador serve multiple communities. Of the four survey respondents, three provided a rationale for the formation of their organization and the region defined. In relation to the size and scope of the region chosen, one referenced the traditional trading and commercial patterns within the area they serve. Another indicated that the impetus behind the formation of the chamber was based on the power of numbers and a collective voice for business. A third respondent simply indicated that the initial board of directors determined the region and that the region had later changed to include a broader area.

Organizational Structure and Resources

All CoCs indicated that they are incorporated bodies with volunteer boards of directors. The board size ranged from a low of eight to a high of twelve. Two of the four CoCs who responded have an annual operating budget and most CoCs have full and/or part time staff. The CoCs revenue sources include: membership fees, membership luncheons, business awards galas, golf tournaments, and community breakfasts. All operate within a set of by-laws, however only two indicated that they use a policies and procedures manual.

In terms of planning, those who responded indicated that they undertake strategic planning and that they engage others in this process. One suggested its planning process was ongoing, another indicated that they undertake planning annually while the third stated that their plan is updated every five years. Others engaged in the planning process include their membership and various government agencies.

Communication and Collaboration

Most respondents indicated that they undertake activities to provide information and gather input on programs and services. Activities in relation to information sharing most often include annual and other meetings, e-mails/Internet, newsletters, web sites, guest speakers and special events. In terms of gathering input, several utilized follow-up questionnaires, market surveys, research and meetings.

All respondents indicated that they collaborate with other organizations to some degree. Of the three who responded to questions on collaboration and planning, all felt that interaction among communities and organizations was very important. However, they also indicated that the level of cooperation within their regions/areas was only somewhat collaborative.

Three CoCs responded to questions about the engagement of local stakeholders in the formation of the chamber. All cited business while the two indicated that municipalities were involved in forming their organizations. One respondent identified other community representatives as being involved. In relation to key stakeholders involved today, all mentioned business, while three mentioned local, provincial and federal governments. Two respondents mentioned regional economic development boards and other community groups and organizations.

Regional Sustainability and Labour Market Development

Three of the four respondents indicated that their organization has a mandate to address labour market development issues. A similar number have undertaken activities to support labour market development or address labour market issues within their areas. Activities include lobbying, working with community partners and special events such as job fairs. Of those engaged in labour market activities, just one expressed the view that the regional nature of their organizations enabled them to address labour market issues more effectively although no explanation was provided.

Achievements, Challenges and Lessons Learned

In terms of achievements, most cited organizational achievements such as expanding the chamber's membership or reviving the organization. In terms of development, two respondents cited special development activities that they had been engaged in – one in relation to the location of a federal penitentiary in the area and the other in relation to visa requirements at the international airport.

In relation to challenges, emerging labour shortages were cited as a difficulty in sustaining businesses, particularly in rural areas. Lack of buy-in and input by local businesses was also identified as a challenge. From an organizational perspective, maintaining membership, funding and sustainability were cited as challenges.

As for lessons learned, two respondents identified the importance of cooperation, working together and speaking with a unified voice. One respondent also cited commonality of issues among businesses as a lesson learned. In terms of best practices, most respondents indicated ongoing and open communication. One chamber indicated that they have established local chapters within their organization, enabling them to reach a broader area.

4.4 REGIONAL TOURISM ORGANIZATIONS (RTOS)

Historical Development

The creation of thematic touring routes within the provincial highway network in the late 1980s and early 1990s provided the impetus for the development of regional tourism associations (RTAs). By 2000, there were over 20 RTAs across Newfoundland and Labrador extending to virtually every touring route within the province.

In the late 1990s, a new structure emerged modeled after the successful Destination Marketing Organizations (DMOs) seen in other locations across Canada and internationally.²⁴ In 1998, the first DMO in the province – the Avalon Convention Visitors Bureau or ACVB (later Destination St. John's) – was developed in the Avalon Peninsula with leadership from St. John's-based hoteliers. In 2007, Western DMO was formed to promote Western Newfoundland as a tourist destination. Since then, three new DMOs have been established in the Central, Eastern and Labrador regions. Likewise, in 2006 the Nunatsiavut Government developed a program aimed at developing and promoting Nunatsiavut and the Torngat Mountains as a tourist destination. One interview respondent also mentioned that there is a Francophone West Coast Regional Tourism Strategy.

Since 2000, there has been a relative decline in the number of RTAs through closures and mergers. Five RTOs responded to the regional organization questionnaire out of twenty-six identified organizations (Table 4.4).

Table 4.4: Regional tourism organizations in Newfoundland and Labrador in 2011²⁵

Baccalieu Trail Tourism Association	Labrador Coastal Drive
Coast of Bays Tourism Association	Labrador Lake Melville Tourism Assoc.
Discovery Trail Tourism Association	Labrador Straits Historical Dev. Corp.
Dorset Trail Tourism Association	Labrador West Tourism Corporation
East Coast Trail Association	Road to the Beaches Tourism
Exploits Valley Tourism Association	Viking Trail Tourism Association
Garnish Point Rosie Trail Association	Destination St. John's DMO
Gateway Tourism Association	Destination Labrador DMO
Green Bay Tourism Association	Adventure Central Newfoundland DMO
Gros Morne Gathering	Western Region DMO
Heritage Run Tourism Association	Eastern Region DMO
Festival Coast Tourism Association	RDÉE TNL
Kittiwake Coast Tourism Association	International Appalachian Trail Newfoundland

²⁴ S. Naipaul, Y. Wang, and F. Okumus. 2009. "Regional Destination Marketing: A Collaborative Approach" *Journal of Travel & Tourism Marketing* 26 (May): 462-481.

²⁵ Government of Newfoundland and Labrador, "Tourism Operators", Department of Tourism, Culture and Recreation, accessed November 2011, <http://www.tcr.gov.nl.ca/tcr/links/index.html>; Hospitality Newfoundland and Labrador, "Directory", accessed October 2011, <http://hnl.ca/membership/directory/>.

Mandate and Activities

All respondents from the RTOs indicated that their mission and mandate relate in general to marketing the local region to tourism markets and coordinating regional efforts. Destination St. John's emphasized its membership-driven focus in selling and marketing Eastern Newfoundland to specific tourism markets including convention, leisure and incentive travel. None of the respondents indicated that their mandate had changed in recent years.

In terms of specific activities, responses included: operating visitor information centers or providing visitor information, marketing, product development, tours, packaging and professional development.

Definition of the Region

All of the respondents provided a rationale for the formation of their organization and the region. In the case of the DMO, the decision on geographic area reflected an agreement between the DMO board and RTAs within the region covered. In the case of RTAs, the rationale for boundaries related to existing REDB boundaries in one instance while the rest cited clusters of communities within a geographic area as the basis for their boundaries. Western DMO, for example, covers communities from REDB zones five to ten. In terms of who was responsible for setting these boundaries, two cited the board of directors of the organization while one cited the REDB. However, one RTA conducted a study to determine their regional boundaries and communities served.

The Irish Loop region provides an example of the merger of RTAs at a smaller scale than the DMOs. In 2007, the Irish Loop Tourism Association and Avalon Gateway Tourism Association merged to create the Southern Avalon Tourism Association. The intent of this merger was to better serve visitors and benefit from economies of scale, thus making the region more effective in tourism development and promotion.²⁶

Tourism and other economic development efforts for Francophone populations have been spearheaded by the Réseau de développement économique et d'employabilité Terre-Neuve-et-Labrador (RDÉE TNL). This organization has offices and initiatives in three identified regions of the province with Francophone populations: the Avalon Peninsula, Port au Port Peninsula, and Labrador West.²⁷

Two respondents indicated that the regional nature of their organization enables them to meet their mandate more effectively. They cited a larger region and the potential for greater partnerships and collaboration as positive attributes. According to one interview respondent, they are able to learn and promote things in the region that provincially run tourist campaigns may be unaware of.

²⁶ Avalon Gateway Regional Economic Development Inc, "News", accessed May 25 2011, http://www.avalongateway.ca/index.php?page_id49start=20&news_id=22

²⁷ RDEE Terre-Neuve-et-Labrador, "Home", accessed November 29 2011, <http://www.rdee.ca/en/map/terre-neuve-et-labrador.php>

Organizational Structure and Resources

All organizations indicated that they are established as incorporated bodies and have volunteer boards of directors. Board size ranged from a low of eleven to a high of fourteen members. Representation on the board of directors is comprised of membership with all respondents indicating that they maintain a formal membership within their organizations. Roles of volunteers include membership on the board of directors. All organizations have a formal set of by-laws although only two indicated that they have a policy and procedures manual in place.

Four of five respondents indicated that they have an annual operating budget while all specified that they have full and/or part time staff. Sources of revenue include grants from the provincial government (Department of Tourism, Culture and Tourism and IBRD) and ACOA, membership fees, sales of products or services including souvenirs, advertising, events and tours, and levies on accommodations. One tourism organization indicated that their budget ranged between \$50,000 and \$100,000 while another indicated that their budget was over \$500,000.

In terms of planning, all five who responded to this question indicated that they undertake strategic planning while four stated that they engage external partners in the process. External interests for engagement include all levels of government and consultants. Three suggested that planning was undertaken when needed while two others identified specific planning processes and timelines (every two years and every five years).

Communication and Collaboration

All respondents indicated that they undertake activities to provide information and gather input on programs and services. The most common activity in relation to information sharing were annual and other meetings, followed by e-mails/Internet, newsletters, correspondence, web sites, the media, newspapers, teleconferences and advertising.

All five respondents stated that they collaborate with other organizations to some degree. Western DMO, for example, has an agreement with the city of Corner Brook to run its tourist chalet and to assist with a variety of other tourist initiatives. Four respondents felt that collaboration was very important in advancing the organizations' mission and goals while the fifth respondent indicated that it was somewhat important. Three respondents characterized the level of collaboration with other communities and organizations as somewhat collaborative while two responded that it was very collaborative. In terms of collaborative activities, most cited partnerships and activities with government, DMOs, and tourism operators within the region.

All respondents emphasized tourism businesses while two others identified local governments as key local stakeholders engaged in the formation of their organization. Other stakeholders included development organizations and other individual and not-for-profit tourism interests.

Regional Sustainability and Labour Market Development

Only two respondents indicated that their organization has a mandate to address labour market development issues and that they have undertaken activities in support of this mandate. Activities include promotion of hiring older workers, training younger entrants to the tourism industry, attending professional development seminars, and collaborating with government departments.

Achievements, Challenges and Lessons Learned

In terms of achievements, most cited greater promotion of the region as their most significant accomplishment. Other responses included investments and activities in support of new tourism product development, overall sustainability, an increase in overnight stays within the area, and production of a travel guide.

A number of challenges were also cited including, emerging labour shortages and the difficulty arising from staff turnover. Access to capital for additional tourism investment was also mentioned. From an organizational perspective, sustainable funding and volunteer recruitment were identified.

As for lessons learned, two respondents identified the value of partnerships and cooperation. One other respondent cited the need to think regionally while another identified more utilization of board members. In terms of product development, avoiding duplication was suggested.

For best practices, responses included working with seniors, regional activities, communicating with members through newsletters, one on one meetings, and affordable membership fees and partnerships.

4.5 EMPLOYMENT ASSISTANCE SERVICES (EAS) OFFICES

Employment Assistance Services (EAS) is a funding support program through which the Department of Advanced Education and Skills (AES) provides funding to non-profit organizations, businesses, municipalities, band councils, public health and educational institutions that act as sponsors/coordinators and assist unemployed individuals in preparing for and finding employment. EAS offices provide support such as assistance with resume writing, counselling and job search clubs and workshops.²⁸ EAS are one of five main components of the Employment Benefit and Support Measures funded through Employment Insurance benefits under Part II of the *Employment Insurance Act* (active adjustment assistance programs)²⁹ and delivered through provincial-federal Labour Market Agreements.

²⁸ Department of Advanced Education and Skills. "Employment Assistance Services," Government of Newfoundland and Labrador, accessed October 2012, <http://www.aes.gov.nl.ca/lmda/eas.html>

²⁹ M. Gunderson. 2003. *Active labour market adjustment policies: what we know and don't know*. Report prepared for the Role of Government panel. Toronto: Government of Ontario.

Many of the community organizations now delivering Employment Assistance Services (EAS) had been involved in delivering the federal government's cod crisis adjustment programs, such as NCARP and TAGS in the early 1990s. When these programs ended, the Department of Human Resources and Skills Development Canada (HRSDC) contracted out the delivery of EAS to these community organizations. Often located in smaller communities, these organizations were perceived to have a better understanding of local needs and as being more responsive to particular circumstances than centralized agencies. Since 2009, the provincial Department of Human Resources, Labour and Employment (HRLE) [now known as the Department of Advanced Education and Skills (AES)] has been responsible for contracting out the delivery of EASs to these community organizations. This shift was driven by the full devolution of responsibilities for the Canada-Newfoundland and Labrador Labour Market Development Agreement (LMDA) from the federal government to the provincial government.³⁰

This study identified 53 regional NGOs that are contracted to deliver EAS in the province (52 organizations serving specific communities or sub-regions within the larger regions noted in Table 4.5 as well as one – SEDLER Community Employment Corp. - serving the communities of Deer Lake in Western region and Baie Verte in Central). There are also four organizations that are provincial in scope and contracted to deliver EAS to specific client groups through offices in multiple regions across the province. These include Women in Resource Development (four EAS offices), the John Howard Society (two offices), Canadian Paraplegic Association (eight offices) and Women in Successful Employment (three offices). In the Kittiwake economic region (Zone 14) within AES's Central service region (see p. 37-38 below), for example, there are EAS offices located at Lewisporte, Fogo Island Central, Newville (New World Island), New-Wes-Valley, Gambo, Glovertown and Gander (four offices). Delivery partners are varied and include for instance three rural development associations (RDAs), a non-profit employment corporation, Lewisporte Area and Gander and Area Chambers of Commerce, the Fogo Island Co-operative Society and offices of Women Interested in Successful Employment and the Canadian Paraplegic Association in Gander. On the Burin Peninsula, the Marystown-Burin Area Chamber of Commerce Economic Development committee was put in place to guide the administration of Marystown-Burin Employment Services, which opened in May 2005 to enhance employment opportunities for local individuals and businesses.³¹

³⁰ E. Lysenko. 2012. *Labour Market Development in Newfoundland and Labrador: Regional Challenges and Active Solutions*. M.A. thesis, Department of Geography, Memorial University of Newfoundland.

³¹ *Marystown-Burin Area Chamber of Commerce*, "Our Sub-Committees," accessed May 25 2011, <http://www.marystownburinchamber.com/7.html>.

Table 4.5: Number of identified regional EAS offices³²

Region	Number of Contracted Organizations	Number of EAS offices
Labrador Region	8 (6 region-specific)	12
Western Region	16 (12 region-specific)	23
Central Region	24 (20 region-specific)	31
Avalon Region	18 (14 region-specific)	32
Total	53 regional organizations ³³ , four provincial	98

*For a full listing of EAS offices see Appendix B

Most EAS offices have three to six personnel (some part-time or seasonal), including Employment Councillor and Community Facilitator positions. An EAS interview respondent explained that Community Facilitators were hired in 2000 to supplement, or in some cases replace, the existing employment counsellor positions. Community Facilitators give presentations to make people aware of available programs and services and work mainly with non-profit groups or employers to locate funding for projects, business start-ups, or expansions. EAS Officers or Employment Councillors, on the other hand, help people identify and reach their employment goals through assessments, development of personal action plans, job search assistance, making people aware of programs such as targeted wage subsidies, and referrals to funding or small business assistance.

4.6 OTHER NON-GOVERNMENT ORGANIZATIONS

Several other economic development-related organizations operate across the province. Some are unique to their region, such as the St. Anthony Basin Resources Inc.³⁴, while others operate across the province. Newfoundland and Labrador Organization for Women Entrepreneurs (NLOWE), for example, is a not-for-profit organization with a mandate to provide entrepreneurship and business development services for women throughout Newfoundland and Labrador.³⁵

³² Department of Human Resources, Labour and Employment, “EAS Listing”, Government of Newfoundland and Labrador, accessed October 2012, http://www.aes.gov.nl.ca/lmda/pdf/EAS_Listing.pdf

³³ This total includes SEDLER, which is regional in nature but includes offices in two of AES’s service regions – Central and Western.

³⁴ St. Anthony Basin Resources Inc. “Welcome,” accessed 25 May 2011, <http://www.sabrinl.com/>

³⁵ NLOWE. “About,” accessed 13 November 2011, <http://www.nlowe.org>

4.6.1 NEWFOUNDLAND AND LABRADOR ORGANIZATION FOR WOMEN ENTREPRENEURS (NLOWE)

NLOWE was established as a successor to the former Women's Enterprise Bureau (WEB). Established in 1989, it was the first organization of its kind in Canada. WEB assisted more than 6,000 women and helped create an estimated 700 full-time jobs in small businesses throughout the province. NLOWE has an expanded mandate of assisting not just potential entrepreneurs, but also existing small and medium sized businesses owned by women, who are creating jobs at four times the average rate across Canada.

NLOWE is operated largely through five regional facilitators, who travel throughout their regions assisting women entrepreneurs from their home-based offices. They provide counselling and support through a network of private business consultants, facilitate the transfer of business information to their clients, assist women business owners and managers to identify the skills and knowledge they need to succeed, and identify sources of training and financial support.

ACOA as well as the provincial government and Status of Women Canada provide funding for NLOWE.³⁶ A volunteer Board of Directors comprised of women-entrepreneurs representing each region of the province governs NLOWE. There are ten Directors on the board.³⁷

4.6.2 NEWFOUNDLAND AND LABRADOR FEDERATION OF LABOUR (NLFL) AND ORGANIZED LABOUR

There are also a number of union organizations representing various industry sectors. The Newfoundland and Labrador Federation of Labour (NLFL) was founded in 1936 and represents interests of nearly 30 union members and workers in the province. NLFL advocates for improved workplace rights and stronger laws including occupational, health and safety laws as well as workers' compensation and Employment Insurance programs that are fair and there when people need them. The federation has six District Labour Councils across the province.³⁸

³⁶ NLOWE. "NLOWE names new Executive Director", News Release, 7 March 2011, accessed May 2011, <http://www.nlowe.org/Resources/Documents/2011MediaRelease-March%207-2011-Web.pdf>

³⁷ NLOWE. "Board of Directors", accessed 7 June 2012, <http://www.nlowe.org>

³⁸ Newfoundland and Labrador Federation of Labour, "About Us", Newfoundland and Labrador Federation of Labour, accessed November, 2011, <http://www.nlfl.nf.ca/about/who-we-are>

4.7 DEPARTMENT OF INNOVATION, BUSINESS AND RURAL DEVELOPMENT (IBRD)

Historical Development

The current Department of Innovation, Business and Rural Development has its roots in the former Department of Rural Renewal (formed early 1970s). The Department of Rural Renewal was followed by the Department of Rural, Agricultural and Northern Development (RAND) and later the Department of Development. In 1992, the *Change and Challenge* strategic economic plan recommended creating the Department of Industry, Trade and Technology (DITT). It was later merged with the Department of Development and Rural Renewal in 2002 to become the Department of Industry, Trade and Rural Development (ITRD). In 2011 most of the programs of the former Department of Business were transferred to the Department and it received its current name – the Department of Innovation, Business and Rural Development (IBRD).³⁹

Mandate and Activities

The Department of Innovation, Business and Rural Development (IBRD) has a mandate to develop competitive economic environments, promote economic diversification, exports, and innovation, and provide information and support to businesses. The Department operates on the basis of four core lines of business, including: small and medium-sized enterprise (SME) development; regional development; innovation; and trade and export development. IBRD supports business development through business financing and grants for business services and market development activities. The Department also has a seed equity program for new business start-ups.⁴⁰

IBRD field staff also provide non-financial support to businesses, REDBs, and community development organizations. The objective is to work as closely as possible with community and regional organizations to support development. This role is defined as one of monitoring, coaching, training and facilitation.

According to one senior official there has been limited changes to the mandate over the past five to ten years. Any changes that did occur were attributed to departmental mergers and reorganizations over that time.

³⁹ K. Vodden. 2007. "Description of Economic Development Actors in the Kittiwake Zone," Unpublished paper; Government of Newfoundland and Labrador, "Premier Dunderdale Appoints New Cabinet, Announces Departmental Restructuring", Executive Council News Release, 28 October 2011, accessed October 2011, <http://www.releases.gov.nl.ca/releases/2011/exec/1028n01.htm>

⁴⁰ Department of Innovation, Trade and Rural Development. 2011. "2010-2011 Annual Report", Government of Newfoundland and Labrador, accessed October 2012, http://www.intrd.gov.nl.ca/intrd/publications/ITRD_Strategic_Plan_2008-2011.pdf; Department of Innovation, Trade and Rural Development. "Strategic Plan 2008-2011", Government of Newfoundland and Labrador, accessed 11 August 2011, http://www.intrd.gov.nl.ca/intrd/publications/ITRD_Strategic_Plan_2008-2011.pdf

Definition of the Region

IBRD is organized on a regional basis, including a head office in St. John's. An additional corporate office is located in Marystown with five regional offices located in the Avalon, Eastern, Central, Western and Labrador, and seventeen local field offices.⁴¹

The current structure follows the economic zone or REDB boundaries. For example, the five regional offices correspond with Zones 1 to 5 (Labrador), Zones 6 to 10 (Western), 11 to 14 (Central), 15 and 16 (Eastern) and 17 to 20 (Avalon). The capacity in each of the regional offices includes a regional director along with policy and analyst supports. The economic development and business development programs are delivered through Economic Development Officers at a zonal level with the exception of trade and investment, which remains based out of the head office in St. John's. Approximately 40 percent of employees operate from offices located outside of St. John's.⁴²

Organizational Structure and Resources

According to one senior official, the department's budget for 2008-2009 rose to \$54.3 million. This includes, "\$11.7 million for small and medium-sized enterprise financing, \$11.3 million for regional economic development including the regional/sectoral diversification fund, and \$12.5 million for innovation investment and infrastructure support to businesses and organizations."⁴³ Budget funding combined with a Small and Medium-sized Enterprise Revolving Fund resulted in over \$20 million dollars available to support business development. The Department has full time staff, however, the number of employees is reportedly declining due to the end of the federal-provincial cooperation and co-managed agreements.

IBRD prepares strategic plans every three-four years with the most recent plan covering 2011-2014.⁴⁴

Communication and Collaboration

As one senior official explained, IBRD does collaborate in planning and service delivery with a variety of partners. This includes, ACOA, the regional economic development boards, rural development associations, and labour. The Strategic Partnership Initiative between government, labour and business at the provincial level was highlighted as a key mechanism for collaboration.

⁴¹ Department of Innovation, Trade and Rural Development. "Strategic Plan 2008-2011", Government of Newfoundland and Labrador, accessed 11 August 2011,

http://www.intrd.gov.nl.ca/intrd/publications/ITRD_Strategic_Plan_2008-2011.pdf

⁴² Ibid.

⁴³ Department of Innovation, Trade and Rural Development. "Strategic Plan 2008-2011", Government of Newfoundland and Labrador (page 6), accessed 11 August 2011,

http://www.intrd.gov.nl.ca/intrd/publications/ITRD_Strategic_Plan_2008-2011.pdf

⁴⁴ Ibid.

The interview respondent also indicated that trust and collaboration between the Department and community partners is very important, however they felt that these relationships were only somewhat collaborative. They did acknowledge that some improvements had been made due to the work of the REDBs.

Regional Sustainability/Labour Market Development

In March 2006, IBRD created an innovation strategy entitled *Innovation Newfoundland and Labrador: A Blueprint for Prosperity*. This strategy is designed to increase Newfoundland and Labrador's capacity for innovation to compete in the global marketplace by building and strengthening its "innovation fundamentals". As highlighted in the strategy, these fundamentals include: "fostering a culture of innovation that encourages new ideas and collaboration among business, labour, government, educational institutions and other stakeholders throughout the province" and "broadening education and skills development, and aligning them with the future economic direction and labour market development needs of the province."⁴⁵

Achievements, Challenges and Lessons Learned

In terms of challenges, the senior official identified limited resources to support regional economic development. For example, the total budget of IBRD is less than the miscellaneous line in other departmental budgets like education and health. There has been some improvement in funding since the election of the Progressive Conservative Government including an additional \$5 million/year under the Regional/Sectoral Diversification Fund (RSDF).

The travel distances in rural areas were also cited as a challenge and barrier to collaboration. Another challenge included a lack of knowledge about the role of the Department as a liaison between regional economic development boards and other departments and agencies.

4.8 ATLANTIC CANADA OPPORTUNITIES AGENCY (ACOA)

Historical Development

Atlantic Canada Opportunities Agency (ACOA) was established in 1987 to develop and implement programs fostering economic development in Atlantic Canada. It was created after the demise of the Department of Regional Industrial Expansion (DRIE) to provide a more decentralized approach to regional economic development. Originally, ACOA was represented in Newfoundland and Labrador through only three regional offices. However, during the cod moratorium, as one representative explained, twelve additional offices were opened to facilitate the Fisheries Alternative Program (FAP) for people

⁴⁵ Department of Innovation, Trade and Rural Development. "Innovation Strategy," Government of Newfoundland and Labrador, accessed 11 August 2011, http://www.intrd.gov.nl.ca/intrd/innovation/innovation_strategy.html

impacted by the collapse of the fishery. These offices included those that are still operating (see Table 4.6) as well as offices in Lewisporte, St. Anthony and Port Aux Basques. The number of offices in NL has been gradually reduced with the shift of ACOA's focus from community adjustment toward innovation and demographic changes

Mandate and Activities

The mandate of ACOA is to increase the number of jobs and the earned income of Atlantic Canadians through economic development. ACOA plays a strong role in stimulating business growth, particularly among small and medium-sized enterprises (SMEs), by helping to improve the business climate and providing support to individual enterprises. It works with communities in Atlantic Canada to improve local infrastructure and develop opportunities in the local economy. From a regional development perspective one of ACOA's most important roles is to provide funding for both profit and not-for-profit organizations (businesses, business associations, communities and community groups) and educational institutions.⁴⁶

ACOA additionally represents the interests of Atlantic Canada at the national level in areas such as policy development, research and analysis. As well, the agency facilitates the coordination of policies and programs with other departments.

Definition of the Region

The overall regional focus for ACOA is Atlantic Canada with offices in New Brunswick, Nova Scotia, Prince Edward Island, and Newfoundland and Labrador. In NL, ACOA has seven regional offices: one in Labrador (Happy-Valley-Goose Bay) and six in Newfoundland (Corner Brook, Grand Falls, Gander, Clarenville, Grand Bank and St. John's). It also partners with the 20 regional economic development boards (REDBs) in the province.

Table 4.6: ACOA regional offices locations in Newfoundland and Labrador⁴⁷

Regional Office – St. John's
Clarenville Office
Gander Office
Grand Falls-Windsor Office
Corner Brook Office
Grand Bank Office
Labrador Office – Happy-Valley-Goose Bay

⁴⁶ ACOA. "About Us – Legislative", Government of Canada, accessed 11 August 2011, <http://www.acoa.ca/e/about/legislative.shtml>

⁴⁷ ACOA, "Contact Us. Newfoundland and Labrador", Government of Canada, accessed October 2011, <http://www.acoa-apeca.gc.ca/eng/Pages/contactus.aspx#newfoundland>

Organizational Structure and Resources

According to an NL based ACOA official, there are one hundred and fifteen full-time employees in Newfoundland and Labrador with 11 percent of these employees (thirteen people) working outside of St John's. They also explained how ACOA's personnel in Newfoundland and Labrador are focused on partnerships and working with communities to help them become self-sufficient versus a more business-focused head office in Moncton.

The ACOA interview respondent noted that after the closure of the cod fishery the focus of the regional staff shifted towards community development. Regional development officers now split their workload between community development and business development with community development sometimes demanding more of their time. Regional development officers work with various community groups to assist them with their goals while assistance to businesses primarily includes pre-financing and business and market planning. More specifically, regional staff assist businesses with project development while the St John's office carries out project assessment, management and monitoring.

They also indicated that ACOA undertakes strategic planning every two years. Everyone within the organization has the opportunity to get involved through smaller plans such as the operational plan for field officers or sub-programs that ultimately influence the corporate strategic plan.

Communication and Collaboration

The ACOA official also noted that the agency communicates with its local stakeholders, primarily through staff outreach. For example, account managers assigned to a particular sector, field staff, and/or community economic development officers all provide a direct line for stakeholders to community with ACOA. ACOA also uses its website, internal web news and speaking engagements with partners to connect with stakeholders. Feedback is further gathered from stakeholders through program and project evaluations.

ACOA works together with other federal government departments like the Department of Fisheries and Ocean on fisheries related projects as well as Industry Canada (IC) and National Research Council (NRC) on high tech related projects. It also collaborates with various departments of the provincial Newfoundland and Labrador government, including resource departments and sector departments like tourism. On the community level, ACOA co-funds projects with the private sector in addition to working with Municipalities of Newfoundland and Labrador to deliver training for municipal councilors. ACOA also provides funding to REDBs for strategic economic development planning and to CBDCs to deliver services to their clients.

As the ACOA interview respondent indicated, interaction between communities and community organizations is considered to be very important for ACOA to advance its mission and goals. They also noted that the level of cooperation is somewhat

collaborative and dramatically varies from one region to another often depending on individual personalities.

Regional Sustainability and Labour Market Development

As one ACOA official explained, many of their programs are focussed on long-term job-creation on the demand side of labour market. They also noted that in the past ACOA has been involved with population and immigration strategies. However, most of their efforts are focussed on job creation including short-term labour adjustment programs like a project on the west coast of Newfoundland designed to help the region when fish quotas were cut.

They also indicated that in the past ACOA's staff was more involved in regional labour market development through the LMDA. ACOA is still represented on the LMDA management committee, however its involvement has declined over the last several years due to HRDC policy shifts that separated labour market development and economic development. More specifically, HRDC Minister Jane Stewart announced in June 2000, after a critical internal audit, that the Department would begin to "focus more squarely on developing, implementing and administering programs to assist individuals. It will leave economic development programming to economic development departments".⁴⁸

Achievements, Challenges and Lessons Learned

Over the last 20 years, ACOA has funded a number of regional economic development initiatives in Atlantic Canada. For example, through the Innovative Communities Fund (ICF), formerly the Strategic Community Investment Fund (SCIF), ACOA has invested in excess of \$316 million in over 900 community-based projects. The CBDCs, funded by ACOA, have also provided over 9,000 loans equalling \$257 million to businesses across Atlantic Canada. Between 2003 and 2008, ACOA has invested \$375 million in 144 projects through the Atlantic Innovation Fund (AIF). This includes over 200 partnerships between the private sector and university/research institutions to jointly pursue R&D projects. ACOA has also led a number of Team Canada Atlantic trade and investment missions to promote and develop export capacity. These missions have engaged more than 230 small-and-medium-sized enterprises and generated over \$10 million in immediate export sales.⁴⁹

The official from ACOA also explained that the agency is confronted with a number of challenges including budget cuts and criticism over spending and accountability. Provincial staff are further confronted with operating between community interests and the interests of the federal government and the head office in Moncton.

⁴⁸ Human Resources and Skills Development Canada, "Jane Stewart Closes Down the Canada Jobs Fund", Government of Canada News Release, 22 June 2000.

⁴⁹ ACOA. 2009, "Five Year Report to Parliament, 2003-2008", Government of Canada, accessed November 2012, http://www.acoa-apeca.gc.ca/eng/publications/ParliamentaryReports/Pages/5YearReport_TOC.aspx

4.9 SERVICE CANADA AND THE DEPARTMENT OF HUMAN RESOURCES AND SKILLS DEVELOPMENT CANADA (HRSDC)

Historical Development

Service Canada was created in 2005 as a single access point for citizens to obtain services from the federal government. According to one interview respondent, its current form “is just another evolution” that grew out previous agencies such as Canada Manpower and later Canada Employment and Immigration and Human Resources Development Canada (HRDC). Service Canada is now part of the Department of Human Resources and Skills Development Canada (HRSDC), which was created in 2006 through the merger of the Departments of Human Resources and Skills Development and Social Development.

Mandate and Activities

As one Service Canada respondent described, their goal is to “provide Canadians with one-stop, easy-to-access, personalized service” by bringing “Government of Canada services and benefits together in a single service delivery network.”⁵⁰ Service Canada is accessible in-person, on the internet, by mail, and by telephone. The Service Canada respondent also noted that the mandate has changed over time with an increasing focus on client needs and services. In terms of activities, as of 2008 HRSDC and Service Canada supported the Labour Market Development Agreement while delivering Canada Pension Plan, EAS, Employment Insurance, Labour Programs, Youth Employment Strategy, Aboriginal Human Resources Development Agreements, Sector Councils, Canada Student Loans Program and other programs. However, changes were introduced in 2008-2009 that devolved a number of these programs to the provincial government (see section 4.10).

Definition of the Region

As of 2011, Service Canada had 30 offices in Newfoundland and Labrador, including 15 regional offices, four scheduled outreach sites in remote communities and 11 community offices.⁵¹ It also contracted out provision of Employment Assistance Services (EAS) EAS offices throughout the province (see section 4.5). According to one Service Canada respondent, offices were designated based on a practical service area for clients. More specifically, their policy is that clients should be within 50 km of an actual Service Canada building. They also noted that previously there were four districts (Avalon, Central, West Coast, and Labrador). These districts have since been eliminated but the offices were kept open.

⁵⁰ Service Canada. “Service Charter”, Government of Canada, accessed October 2012, <http://www.servicecanada.gc.ca/eng/about/charter/charter.shtml>

⁵¹ Service Canada, “Find a Service Canada Office”, Government of Canada, accessed 29 October 2011, <http://www.servicecanada.gc.ca/cgi-bin/hr-search.cgi?app=lst&pv=nl&ot=&ln=eng>.

Table 4.7: Service Canada regional offices and offices serving multiple communities⁵²

Service Canada Centres	
Clarenville Service Canada Centre	Placentia Service Canada Centre
Corner Brook Service Canada Centre	Port Aux Basques Service Canada Centre
Gander Service Canada Centre	Rocky Harbour Service Canada Centre
Grand Falls-Windsor Service Canada Centre	Springdale Service Canada Centre
Happy Valley Service Canada Centre	St. Anthony Service Canada Centre
Harbour Grace Service Canada Centre	St. John's Service Canada Centre
Labrador City Service Canada Centre	Stephenville Service Canada Centre
Marystown Service Canada Centre	
Scheduled Outreach Site	
Old Perlican Scheduled Outreach Site	
Port au Port Outreach Site-Centre Scolaire et Communautaire Ste. Anne	
Sheshatshiu Scheduled Outreach Site	
Trepassey Scheduled Outreach Site, Southern Avalon Dev Assn	
Service Canada Community Office	
Baie Verte Service Canada Community Office	Pollard's Point Service Canada Community Office
Bonavista Service Canada Community Office	Port Saunders Service Canada Community Office
Burgeo Service Canada Community Office	Ramea Service Canada Community Office
Forteau Service Canada Community Office	St. Alban's Service Canada Community Office
Harbour Breton Service Canada Community Office	Twillingate Service Canada Community Office
New-Wes-Valley Service Canada Community Office	

Finance and Administration

In 2006, Service Canada/HRSDC had about 800 staff in Newfoundland and Labrador.⁵³ According to one senior official roughly 95% are full time and approximately 75% work in the regions.

The Service Canada respondent also explained that the Department undertakes strategic planning and does so on an annual basis. This is consistent with its mandate and the requirement to prepare an Annual Business Plan.

⁵² Service Canada, "Find a Service Canada Office", Government of Canada, accessed 29 October 2011, <http://www.servicecanada.gc.ca/cgi-bin/hr-search.cgi?app=lst&pv=nl&ot=&ln=eng>.

⁵³ J. Feehan and A. Coffin, 2006. *Federal Government Presence in Newfoundland and Labrador*. Final Report to the Harris Center Memorial University (August).

Communication and Collaboration

The Department maintains formal partnerships, through funding and associated contracts, with over 70 organizations. In addition, they work with numerous organizations on a project-by-project basis. The Service Canada respondent noted that these are all defined as stakeholders along with targeted groups from a program service focus including the disabled and unemployed. Operating in a co-managed environment, the provincial government is defined as a partner along with post-secondary institutions, other federal departments and local governments.

Instances of communications, identified by the Service Canada respondent, include: information sessions, mailing lists and distributions, e-mails, a website, meetings, attendance at trade shows and conferences, presentations and inter-departmental and governmental committees. In relation to gathering input a number of mechanisms were cited, including: research-labour market information analysis, statistics Canada information, sharing information with the provincial government, and using report produced by groups.

The interview respondent explained that Service Canada does collaborate mostly with other federal departments and agencies in planning and service delivery as well as provincial departments. The importance of collaboration among communities and communities organizations in meeting their mission and goals is considered somewhat to very important while the overall level of cooperation is defined as being very collaborative. They also noted certain instances in regions where collaboration is working more effectively than others with the difference based primarily on the personalities of community leaders.

Regional Sustainability and Labour Market Development

Service Canada has a mandate to support labour market development with a particular focus on individual client needs. Instances cited include working with older workers and skills development. The emphasis is on enhancing employability. In the past, the agency was a significant player in local development through the Labour Market Development Agreement that was co-managed with the province. However, programs such as Employment Assistance Services (EAS), Self-Employment Assistance (SEA), Job Creation Partnerships (JCP), Labour Market Partnerships (LMP), and Targeted Wage Subsidies (TWS) were devolved to the province in 2008-2009.

The regional nature of the organization was cited as facilitating Service Canada's engagement on labour market development more effectively. This regional capacity provides flexibility for the delivery of national programs enabling Service Canada to respond more effectively to local requirements. Additionally, the regional capacity through local staff provides ongoing contact with local stakeholders that in turn make the Department more responsive to local needs.

4.10 DEPARTMENT OF ADVANCED EDUCATION AND SKILLS (AES)

Historical Development

In October 2011, the new provincial Department of Advanced Education and Skills (AES) assumed many of the responsibilities of the former Department of Human Resources, Labour and Employment. The Department has evolved considerably since 1997 when the former Department of Social Services became the Department of Human Resources and Employment. In 2004, the Labour Relations Agency was added and the department was subsequently renamed the Department of Human Resources, Labour and Employment (HRLE). The Department also created a strong foundation to support labour market development with the creation of the Labour Market Division in 2006. In 2004, HRLE became responsible for youth services and in 2005 the Department took the lead role in the cross-departmental Poverty Reduction Strategy. In 2009, the Department established the Disability Policy Office and took the lead role in generating a cross-departmental inclusion strategy for people with disabilities. Following the devolution of the previously co-managed Federal – Provincial Labour Market Development Agreement (LMDA) in 2008-2009, the Department assumed full responsibility for the LMDA.⁵⁴ Under the most recent restructuring, most of HRLE's former programs were transferred to the new Department of AES along with the Advanced Studies portion of the Department of Education.⁵⁵

Mandate and Activities

The mandate of the Department is “to support human resource and labour market development by providing leadership, coordination, programs and services in the following areas: employment and career services; immigration and multiculturalism; poverty reduction; youth engagement; inclusion of persons with disabilities; income support services; emergency social services; supportive living; and labour market development.”⁵⁶

Definition of the Region

The Department is divided into four service regions, including: the Avalon; Labrador; Western – which includes all of the west coast as far east as Deer Lake; and Central –

⁵⁴ Department of Human Resources, Labour and Employment. 2011. “2011-2014 Strategic Plan”, Government of Newfoundland and Labrador, accessed 19 October 2011, http://www.hrle.gov.nl.ca/hrle/publications/strategicplans/strategic_plan11-14.pdf

⁵⁵ Government of Newfoundland and Labrador, “Premier Dunderdale Appoints new Cabinet, Announces Departmental Restructuring,” Executive Council News Release, 28 October 2011, accessed October 2011, <http://www.releases.gov.nl.ca/releases/2011/exec/1028n01.htm>

⁵⁶ Department of Human Resources, Labour and Employment. 2008. “Strategic Plan Fiscal Years 2008-2011”, Government of Newfoundland and Labrador (page 4), accessed 19 October 2011, <http://www.aes.gov.nl.ca/publications/strategicplans/StrategicPlan08-11.pdf>

which includes Baie Verte and as far east as the Avalon and the Burin Peninsula, Bonavista Peninsula, the South Coast, Harbour Breton and St. Albans. AES has a head office in St. John's and twenty-six sub-regional offices (up from 20 in 2001).⁵⁷ The Department also has four regional offices that manage client services in their respective regions.⁵⁸ The Department also operates 13 Career Work Centers in various locations throughout the province, connecting job seekers and employers.⁵⁹ In terms of defining the region and areas covered, the decision seems to have rested with the Department Executive while the rationale for office locations was based on accessibility and client service. More specifically, the AES interview respondent noted that the regional offices were aligned with the 'natural service destinations of people'.

According to the senior official, the number of regions has changed with departmental shifts from nine regions to seven regions to five regions and now to four regions. These four regions (Avalon, Central, Western, and Labrador) have been in place for over a decade. For the most part, the Department's services are delivered at a regional level.

Finance and Administration

AES has approximately 724 employees, with about half (49%) working in the provincial capital region (St. John's Census Metropolitan Area). The remaining 51% are working in the regional offices throughout the province. However, the share of staff working outside the capital region has been reduced significantly.⁶⁰ For example, in the 2009-2010 fiscal year a clear majority (71%) worked outside the St. John's CMA.⁶¹

The Department has an 2011-2012 annual budget of \$473 million making it one of the largest departments in the provincial government.⁶² Funding for the programs and services administered by AES comes from both the provincial and federal governments.

⁵⁷ Department of Human Resources and Employment, "Annual Plan 2001-2002", Government of Newfoundland and Labrador, accessed November 2011,

<http://www.hrle.gov.nl.ca/hrle/publications/index.html#annualreports>.

⁵⁸ Department of Human Resources, Labour and Employment. 2011. "2011-2014 Strategic Plan", Government of Newfoundland and Labrador, accessed 19 October 2011,

http://www.hrle.gov.nl.ca/hrle/publications/strategicplans/strategic_plan11-14.pdf.

⁵⁹ Department of Advanced Education and Skills, "Contact", Government of Newfoundland and Labrador, accessed November 2011, <http://www.hrle.gov.nl.ca/hrle/department/contact.html#avalon>.

⁶⁰ Department of Human Resources, Labour and Employment. 2011. "2011-2014 Strategic Plan", Government of Newfoundland and Labrador, accessed 19 October 2011,

http://www.hrle.gov.nl.ca/hrle/publications/strategicplans/strategic_plan11-14.pdf.

⁶¹ Department of Human Resources, Labour and Employment. 2010. Annual Plan 2009-2010", Government of Newfoundland and Labrador, accessed on 18 October 2011,

http://www.aes.gov.nl.ca/publications/annualreport/HRLE2009_10annrep.pdf

⁶² Department of Human Resources, Labour and Employment. 2011, "2011-2014 Strategic Plan", , Government of Newfoundland and Labrador, accessed 19 October 2011,

http://www.hrle.gov.nl.ca/hrle/publications/strategicplans/strategic_plan11-14.pdf.

Communication and Collaboration

An official from AES indicated that employer organizations are key partners or stakeholders followed by various sector councils. They also noted that target clients and their representative organizations are significant stakeholders including persons with disabilities, youth, and anti-poverty organizations. Citing its broad mandate and portfolio, the AES official further explained that the Department works with nearly every organization in NL.

In terms of communication, the Department uses its web site, the Strategic Partnership Initiative Labour Market Committee, attendance at annual meetings of organizations and client interaction. In terms of input on programs and services, the AES official explained that the Labour Market Committee plays a “very valuable role”. This, and ongoing consultations in relation to strategy development, contributes to a culture of consultation with stakeholders.

The AES respondent also indicated that collaboration is very important in meeting the department’s mission and goals. The overall level of collaboration with partners was described as being somewhat collaborative but improving. The AES official identified certain regions where regional collaboration is working more effectively than others impacted by community rivalries. However, they acknowledged that this situation is changing out of necessity. More specifically, AES respondent argued that more collaboration needs to happen and ‘more quickly than people realize’.

Regional Sustainability and Labour Market Development

After the devolution of the LMDA in 2008-2009, the department became fully responsible for the design and delivery of the Newfoundland and Labrador Benefits and Measures program. In theory, this allows the Department to tailor its employment programs and services for the unemployed to local and provincial labour market needs. In addition to employment insurance recipients, AES also designs and delivers employment programs for income support recipients, immigrants, and persons with disabilities. It is also responsible for the provision of social assistance (Income Support program).⁶³ The AES respondent indicated that the Department undertakes strategic planning and does this on a semi-annual basis every three years engaging key stakeholders and staff in the process.

The Department has a mandate to support labour market development and undertakes activities in support of this mandate. The development of the Labour Market Division in 2006 and the creation of a Labour Market Committee, within the Strategic Partnership Initiative, which includes representative from business, government and labour. The AES official also highlighted a 2006 labour market planning initiative (including a labour market symposium and regional sessions) that engaged a significant number of provincial and regional stakeholders. The Department has also developed a Labour Market

⁶³ E. Lysenko. 2012. *Labour Market Development in Newfoundland and Labrador: Regional Challenges and Active Solutions*. M.A. thesis, Department of Geography, Memorial University of Newfoundland.

Development website and more emphasis is being placed on labour market research. The AES respondent further noted that the regional nature of the department enables them to address labour market issues more effectively. This capacity is expected to improve as the Department expands into new regional and sub-regional offices.

Achievements, Challenges and Lessons Learned

Over the years, the Department has expanded its services to include financial support, career counseling, training allowances, wage subsidies and disaster relief. AES also assists employers with attracting and retaining workers as well as provides support to community organizations involved in employment services.⁶⁴ To improve access to employment services and connect employers with job seekers, the department opened 13 Career Work Centers throughout the province. The Department also leads four cross-government strategies: Youth Attraction and Retention Strategy, Poverty Reduction Strategy, Immigration Strategy and Strategy for the Inclusion of Persons with Disabilities.⁶⁵

Major challenges faced by AES, include: high unemployment rates; skills shortages; population aging and youth out-migration; assisting people living in or vulnerable to poverty; and assisting individuals with housing and homelessness.⁶⁶

4.11 DEPARTMENT OF TOURISM, CULTURE AND RECREATION (TCR)

Historical Development

According to one Department of Tourism, Culture, and Recreation (TCR) official, the only significant change to the Department has been the transfer of responsibility for wildlife and parks to the Department of Environment and Conservation. They noted that the Department has existed, more or less, in its current configuration since at least 1995.

⁶⁴ Department of Human Resources, Labour and Employment. 2011. "2011-2014 Strategic Plan", Government of Newfoundland and Labrador, accessed 19 October 2011, http://www.hrle.gov.nl.ca/hrle/publications/strategicplans/strategic_plan11-14.pdf.

⁶⁵ Department of Human Resources, Labour and Employment. 2010, "2009-2010 Annual Report", Government of Newfoundland and Labrador, accessed on 19 October 2011, <http://www.hrle.gov.nl.ca/hrle/publications/index.html#annualreports>.

⁶⁶ Ibid.

Mandate and Activities

The mandate of the Department is to “support the development of sustainable economic growth in the tourism and cultural industries; support the arts and foster creativity; preserve the province’s cultural heritage and historic resources and recognize their importance; and promote participation in recreation and sport and support sport development”.⁶⁷ The official from TCR also noted that the mandate and mission of the department has not changed substantially over the last decade.

In terms of services, the Department offers programs in support of its core mandate through various programs such as tourism marketing, support for product development, cultural activities in support of the arts, and film and heritage preservation along with a legislative mandate in certain instances such as the Historic Resources Act. In support of sport and recreation, other programs are provided.

Definition of the Region

The Department has five regional tourism offices, including: St. John’s, Gander, Corner Brook, Labrador West-Wabush, and Happy Valley-Goose Bay. There are also seven provincial visitor information centres located throughout Newfoundland and one in Nova Scotia.⁶⁸ According to one senior TCR official, on the culture side, there are no field staff per se but there are six Arts and Culture Centers around the province that serve a regional population. In terms of recreation, there is one regional consultant in Labrador and one in St. John’s.⁶⁹ The Department is also one of the largest operators of public facilities serving regional areas in the province, including swimming pools, and historic sites and attractions, often in partnership with local community groups and organizations.

The TCR interview respondent indicated that there are a number of ways boundary decisions are made – political, strategic, and population. For example, the communities selected as TCR regional offices are the service centres for those regions. They also explained that in determining the size of the region, they look at what is practical and what makes sense in terms of how a region functions. For example, the TCR interview respondent noted that on the tourism side, having regions in Central, Western, Eastern and the Avalon makes sense because of how the tourism industry is developed in terms of partnerships, private development, and marketing. However, they also indicated that sometimes decisions are made within the context of broader government objectives.

⁶⁷ Department of Tourism, Culture and Recreation. “About the Department – Mandate.” Government of Newfoundland and Labrador, accessed October 2012, <http://www.tcr.gov.nl.ca/tcr/department/index.html>

⁶⁸ Department of Tourism, Culture and Recreation. 2010, “Annual Performance Report for Fiscal Year 2009-2010.” Government of Newfoundland and Labrador, accessed October 2012, http://www.tcr.gov.nl.ca/tcr/publications/2010/TCRAnnualReport2009_10.pdf

⁶⁹ Ibid.

Finance and Administration

TCR has 529 employees, including one hundred and forty seven permanent employees, two hundred and eighty three temporary staff, fifty seasonal employees, nineteen working on special projects, and thirty contractual employees. Fifty-one percent of the Department staff is located outside the Avalon Peninsula. In 2010-2011, the budget of TCR was \$59,337,000.⁷⁰

The official from TCR noted that the Department undertakes strategic planning every three years. They do not do explicit consultations with key stakeholders in the strategic planning process, however, the Department does use information gained from ongoing dialogue and stakeholder reports.

Organizational Structure

The Department is organized along two branches: tourism and culture and recreation. The tourism branch includes tourism marketing, tourism product development, visitor information centres, and tourism research. The culture and recreation branch includes separate divisions for arts, cultural heritage, arts and culture centres, and recreation and sport. This branch is also in charge of the provincial historic sites and the archaeology office.⁷¹

The TCR senior official also explained that up until the mid-2000s there were regional offices that offered a number of services and included a regional director. However, this regional approach was, according to the TCR official, dismantled because it was deemed too costly. It was eliminated in favour of field staff reporting into the divisions within the department. This meant that a senior position in the region was lost but from their perspective ‘better integration into the department across the lines of business’ was gained. The senior official did note that in some instances this change did not properly address the capacity needed on the ground. This was especially the case in Labrador with tourism in particular where support needed to be strengthened after the restructuring.

Communication and Collaboration

The senior official with TCR identified a number of stakeholders as being important especially municipalities and community groups. Depending on the line of business (Tourism, Culture, or Recreation), the Department identifies particular stakeholders that they need to work with as well. For example, on the tourism side, a key stakeholder is Hospitality Newfoundland and Labrador. On the Recreation side, Sport Newfoundland and Labrador plays a key role while the Association of Cultural Industries is an important

⁷⁰ Department of Tourism, Culture and Recreation. 2011. “Strategic Plan 2011-12 to 2013-14”, Government of Newfoundland and Labrador, accessed October 20, 2011, http://www.tcr.gov.nl.ca/tcr/publications/2011/tcr_strategic_plan2011_14.pdf.

⁷¹ Department of Tourism, Culture and Recreation. 2010. “Annual Performance Report for Fiscal Year 2009-10.” Government of Newfoundland and Labrador, accessed October 2012, http://www.tcr.gov.nl.ca/tcr/publications/2010/TCRAnnualReport2009_10.pdf

stakeholder on the culture side. In terms of tourism product development, business organizations, community groups and local governments are key partners. Industry associations were identified as key stakeholders along with provincial organizations representing various aspects of the industry from culture to heritage. Other stakeholders include government-owned crown corporations including the Rooms, the Marble Mountain Development Corporation and the Newfoundland and Labrador Film Development Corporation. From a more local perspective, community and regional organizations such as municipalities, NGOs, regional economic development boards, and RTAs were identified as being important partners and stakeholders.

Examples of communication mechanisms include, attendance at meetings and functions, newsletters, and the website. In terms of input on programs, the same approach is utilized however there are often consultative processes established around a specific government priority. For example, consultation on the new highway signage policy.

Regarding collaboration, the department works together with many partners. The TCR respondent cited its relationship with Hospitality Newfoundland and Labrador as its most significant collaboration followed by those with numerous community and regional groups and organizations. They also referenced collaboration as being significant in terms of possible third party delivery of programs and services. While collaboration was identified as being very important, the overall level of collaboration and cooperation in the province was cited as being somewhat to very collaborative. This suggests room for greater improvement.

Regional Sustainability and Labour Market Development

TCR has a mandate to support labour market development and professionalization in the tourism industry. Specifically, the development of a HR Strategy for the provincial Historic Sites was cited along with other internal HR initiatives. In terms of the regional capacity of the department, one respondent concluded that the regional nature of the department has enabled it to address its labour market development issues more effectively. Most of the department facilities are located in rural areas of the province and are an important source of employment, tourism attraction and community engagement and development.⁷²

In terms of regional capacity within the department, one respondent noted that the answer may not necessarily be putting more staff resources in the field. Instead the answer may be working more cooperatively with community and regional organizations and other departments in meeting local needs.

⁷² Department of Tourism, Culture and Recreation. 2011. "Strategic Plan 2011-12 to 2013-14", Government of Newfoundland and Labrador, accessed 20 October 2011, http://www.tcr.gov.nl.ca/tcr/publications/2011/tcr_strategic_plan2011_14.pdf.

Achievements, Challenges and Lessons Learned

The department provides direct support to local community recreation projects, supports regional games across the province, and supports the participation of provincial athletes in sporting competitions outside NL. The department provides grants to heritage organizations, policy development, research, special events and partnerships in order to preserve and protect provincial cultural heritage. Through the implementation of the *Creative Newfoundland and Labrador: the Blueprint for Development and Investment in Culture* (2006), TCR also supports provincial cultural industries.⁷³

In 2009, TCR launched *Uncommon Potential - A Tourism Vision for Newfoundland and Labrador*. The creation of a joint industry-government tourism board under this initiative has improved cooperation within the tourism industry and aims to increase provincial tourism. The department also organizes and implements promotional campaigns to attract tourists and showcase Newfoundland and Labrador as a year-round tourism destination. Its campaigns have won a number of national and international awards.⁷⁴ One challenge identified by the senior official with TCR is the ‘lack of capacity’ in Labrador where there is only one tourism officer for the entire region.

⁷³ Department of Tourism, Culture and Recreation. 2006. “Creative Newfoundland and Labrador: The Blueprint for Development and Investment in Culture.” Government of Newfoundland and Labrador, accessed October 2012, <http://www.tcr.gov.nl.ca/tcr/publications/2006/culturalplan2006.pdf>

⁷⁴ Department of Tourism, Culture and Recreation. 2010. “Department of Tourism, Culture and Recreation Annual Report 2009-2010”, Government of Newfoundland and Labrador, accessed 20 October 2011, http://www.tcr.gov.nl.ca/tcr/publications/2010/TCRAnnualReport2009_10.pdf.

CHAPTER FIVE

HEALTH AND SOCIAL SERVICES DEVELOPMENT

We identified over 496 organizations and agency offices that deliver health and social services development programs and services on a regional basis in Newfoundland and Labrador (see Table 2.1). This chapter is divided into nine broad categories, including: health; education; policing and safety; youth; seniors; women's groups and centres; service clubs; recreation; and volunteer resource centres. Each of these is discussed further below. In some instances, information was obtained through surveys and interviews and in other cases document review and online resources.

Forty-eight health-related organizations fit the criteria for this research and questionnaires were sent to six Regional Health Authorities and three of these participated in this research. Over 100 education-related organizations were identified, and questionnaires were distributed to four regional School Districts and three of these participated in this research. In addition, three search and rescue and three crime prevention organizations completed questionnaires for this research. We also conducted twenty-one interviews with various representatives that deliver health and social services development programs. Information was also gathered through document review and online resources.

5.1 HEALTH RELATED INITIATIVES

5.1.1 REGIONAL HEALTH AUTHORITIES

Historical Development

Responsibility for the delivery of health and community services (such as child, youth, and family) in Newfoundland and Labrador belongs to four Regional Health Authorities (RHAs): Eastern, Central, Western, and Labrador-Grenfell. Historically, health and community services in Newfoundland and Labrador were delivered through approximately 50 health boards. The Authorities took this responsibility over from the former health boards on April 1st, 2005⁷⁵ and are unified as members of the Newfoundland and Labrador Health Boards Association (NLHBA). The NLHBA provides services to meet the needs of members, liaisons with the provincial Department of Health and Community Services, and is governed by a voluntary board of directors. According to stakeholders in a report on regionalization in NL, the provincial government created the health care regions to reduce the operating costs of health care delivery.⁷⁶

⁷⁵ Newfoundland and Labrador Health Boards Association, "What's New", Newfoundland and Labrador Health Boards Association, accessed 25 May 2011, http://www.nlhba.nl.ca/Web_Site_Files/NLHBA/NLHBA.htm

⁷⁶ W. Kearley. 2008. *Where do you draw the line? Regionalization in Newfoundland and Labrador: A comparative synopsis of selected stakeholders*. Paper for the Leslie Harris Centre of Regional Policy and Development, Memorial University of Newfoundland.

Mandate and Activities

The mandate of the RHAs is to direct and oversee the delivery of health and community services in the assigned region under the Regional Health Authority Act.⁷⁷ Two out of the four RHAs participated in this research. Information about the other two RHAs was collected from their webpages. Both of the responding RHAs stated that their mandate has changed over the last five to ten years due to changes in their structure (i.e. amalgamating the health boards into health authorities). The RHAs' mandate now incorporates both health and community responsibilities, such as child, youth and family services.

Definition of the Region

According to one survey respondent, the provincial government determined the four RHA boundaries from a number of pre-existing health boards and health organizations, including: Eastern Health from seven former health organizations; Central Health from three former health boards; Western Health from the former Health and Community Services and Western Health Care Corporation; and Labrador-Grenfell Health with the merger of Grenfell Regional Health Service and Health Labrador Corporation. The survey respondents also noted that a number of factors contributed to the size and scope of the region, including: politics, pre-existing boundaries of health boards and other government departments, pre-existing referral patterns, and transportation linkages.

Regions vary in population size and density. Among the four RHAs in Newfoundland and Labrador, Eastern Health serves the largest number of residents with over 290,000 people. This is over half (58%) of the total population of Newfoundland and Labrador.⁷⁸ The Eastern Health Region includes the City of St. John's, the only CMA in the province, and serves approximately 250 communities.⁵ Labrador-Grenfell Health region covers the largest area, but serves the smallest population (36,731 people). It is the most remote region, with mostly rural communities (81 communities in total).⁷⁹ Central Health is the second largest health region in the province, serving over 50 communities and a population of 94,000 people.⁸⁰ Finally, Western Health serves 79,491 residents in 150 communities. All authorities serve a mix of rural and urban communities.

Finance and Administration

⁷⁷ Statutes of Newfoundland and Labrador. "The Regional Health Authorities Act 2006". Government of Newfoundland and Labrador, accessed October 2012,

<http://www.assembly.nl.ca/legislation/sr/annualstatutes/2006/r07-1.c06.htm>

⁷⁸ Eastern Health. 2008. "Moving Forward Together Strategic Plan/2008-11", accessed 25 May 2011, <http://www.easternhealth.ca/viewNewsPDF.aspx?d=&id=&p=&nid=111>

⁷⁹ Labrador-Grenfell Regional Health Authority. 2008. "Strategic Plan: 2008-2011," accessed 25 May 2011, http://www.lghealth.ca/docs/LGHealth_Strategic%20Plan_2008-11_June27.pdf

⁸⁰ Central Health. 2011. "Central Regional Health Authority Strategic Plan 2011-2014", accessed 14 November 2011, <http://www.centralhealth.nl.ca/assets/Publications/Strategic-Plans/2011-14-Central-Health-Strategic-Plan-FINAL.pdf>

The Central and Western RHAs each have approximately 3,000 paid employees. Eastern Health has 13,000 staff members⁸¹ and Labrador-Grenfell has approximately 1,661 employees.⁸² The size of their budgets is distributed in a similar way: \$313-317 million for 2011/2012 in the Central⁸³ and Western⁸⁴ regions; \$1.27 billion for 2011/2012 for Eastern Health⁸⁵; and \$166 million in 2010/2011 for Labrador-Grenfell.⁸⁶ The RHAs are majority funded by the provincial Department of Health and Community Service and in some instance receive funding from the federal government.

Organizational Structure

The RHAs have the authority to: develop objectives and priorities related to their mandate which address the needs of their region and are consistent with provincial objectives and priorities; manage and allocate resources; and collaborate with other regional stakeholders in order to better coordinate health and community services.⁸⁷ RHAs govern hospitals, community health centers, mercy homes, nursing homes, and child, youth and family services within their boundaries.⁸⁸

The RHAs operate under the Regional Health Authority Act and are governed by a Board of Trustees consisting of between eight and 18 persons.⁸⁹ According to the survey respondents, the Board represents communities and local residents. The list of candidates to sit on the Board is submitted by the RHAs and then appointed by the government. All organizations have policies and by-laws in place and conduct strategic planning every three years. The Chair of each RHA Board of Trustees sits on the NL Health Board Association (NLHBA) Board of Directors.⁹⁰ Volunteers are an important part of the RHAs in Newfoundland and Labrador. Each RHA also has a Chief Executive Officer.

⁸¹ Eastern Regional Health Authority. "About Us", accessed 25 October 2011, <http://www.easternhealth.ca/AboutEH.aspx>

⁸² Labrador-Grenfell Regional Health Authority. "About Us", accessed 25 October 2011, <http://www.lghealth.ca/index.php?pageid=9>

⁸³ "Central Regional Health Authority. 2011. "Strategic Plan 2011-2014," accessed 14 November 2011, http://westernhealth.nl.ca/uploads/PDFs/Western_Health_Strategic_Plan_2011-2014.pdf

⁸⁴ Ibid.

⁸⁵ Eastern Regional Health Authority. 2011. "Strategic Plan 2011-2014", accessed 14 November 2011, <http://www.easternhealth.ca/publicreports.aspx>

⁸⁶ Labrador-Grenfell Regional Health Authority. 2010. "Annual Performance Report 2009-2010", accessed 14 November 2011, <http://www.lghealth.ca/index.php?pageid=75>

⁸⁷ Eastern Regional Health Authority. 2009. "Eastern health Annual Report 2008-2009", accessed 21 October 2011, <http://www.easternhealth.ca/publicreports.aspx>

⁸⁸ Newfoundland and Labrador Health Boards Association. "Regional Health Authorities (RHAs)", accessed October 2011, http://www.nlhba.nl.ca/Web_Site_Files/Members/RHAs%20Jan%202010.pdf

⁸⁹ Statutes of Newfoundland and Labrador. "The Regional Health Authorities Act 2006". Government of Newfoundland and Labrador, accessed October 2012, <http://www.assembly.nl.ca/legislation/sr/annualstatutes/2006/r07-1.c06.htm>

⁹⁰ Newfoundland and Labrador Health Boards Association, "NLHBA Programs and Services", accessed 9 November 2011, http://www.nlhba.nl.ca/Web_Site_Files/NLHBA/Services%20Review%20August%2031%20%202006.pdf

Communication and Collaboration

The two survey respondents also mentioned a number of organizations they considered to be stakeholders, including: Aboriginal groups, municipalities, the federal and provincial governments, the medical school, the nursing school, and various other organizations and associations. They also indicated that their RHAs exchange information with these stakeholders through newsletters, annual general meetings and community partner information sessions, as well as through media releases, media events and the RHA websites. The RHAs collaborate with other organizations by forming local, regional and provincial working groups and committees and through formal memberships. The RHA respondents noted that the level of this collaboration ranged from somewhat collaborative to very collaborative. The respondents also considered the interaction between communities and community organizations as a very important to advancing the RHAs mission and goals.

Regional Sustainability and Labour Market Development

One respondent indicated that their RHA has a mandate and undertakes actions to support labour market development in its region. These actions include development of an Employee Wellness Framework, human resources indicator monitoring and planning, and completion of a wellness survey and action plan to address areas for improvement, and participation in provincial health human resource planning.

Achievements/Challenges

The two respondents indicated a number of achievements, including: improved access to health services, enhanced budget planning and financial sustainability, and improved programs and enhanced client services. The recruitment and retention of human resources was cited as one of the greatest challenges facing the RHAs along with managing expectations for health services.

5.1.2 PRIMARY HEALTH CARE INITIATIVE

Historical Development, Mandate and Activities

In 2002-2003, the Department of Health and Community Services launched the *NL Primary Health Care Renewal Initiative and Primary Health Care Framework*. This resulted in the establishment of the Office of Primary Health Care (PHC) within the Department of Health and Community Services and a Provincial PHC Advisory Council. The Office of PHC was in charge of developing and implementing health care pilot initiatives across NL.⁹¹ The PHC Framework was identified as a priority for NL in 2002-

⁹¹ S.G. Tomblin and J. Braun-Jackson. 2006. *Managing Change Through Regionalization: Lessons from Newfoundland and Labrador*. Working Paper for the Leslie Harris Centre of Regional Policy and Development, Memorial University of Newfoundland.

2003, with financial support provided for the Office and Council until 2006. Since this time the PHC model has become the responsibility of the Regional Health Authorities (RHAs).⁹²

Local PHC initiatives led to the establishment of PHC teams, physician and PHC networks, and enhanced access to PHC services determined by needs assessments and available resources.⁹³ The PHC model emphasizes a team-based, interdisciplinary approach to providing health services, where physicians work closely with other health care professionals and with the communities they serve.⁹⁴ Health promotion, illness prevention and wellness promotion are fostered through enhanced community involvement, voluntary participation of stakeholders and capacity building. The PHC Framework also aimed to decrease health inequities among population groups, recognizing the role of factors such as employment, income, education, and culture in health outcomes. The Framework also sought to enhance the role of information and communications technology in the health care system.⁹⁵

Initially eight regional projects were established in: 1) Labrador East, and 2) Grenfell (Labrador-Grenfell Health region), 3) Bonne Bay (Western Health), 4) Connaigre/Coast of Bays, and 5) Twillingate/New World Island (Central Health), 6) Bonavista, 7) Placentia-Cape Shore and 8) St. John's (Eastern Health).⁹⁶ According to one interview respondent, since 2006 some regions have continued to support the PHC approach while others have not. LeDrew and Osmond report that as of November 2010, Central Health had "committed to a phased in approach to PHC as a service delivery model" and six of ten health service areas within the region were utilizing the PHC model.⁹⁷ Four additional initiatives had been established in the region in Green Bay, New-Wes-Valley (Carmenville to Hare Bay-Kittiwake Coast), Fogo Island/Change Island and Exploits/Botwood.⁹⁸ In the Eastern Region, according to one representative, three PHC initiatives remain active: Rural Avalon, St. John's and Bonavista Peninsula.

⁹² Conference Board of Canada. 2012. *Improving Primary Health Care Through Collaboration Briefing 1—Current Knowledge About Interprofessional Teams in Canada*. Ottawa: Conference Board of Canada, accessed 20 October 2012,

<http://www.wrha.mb.ca/professionals/collaborativecare/files/CBCBriefing12012.pdf>

⁹³ Med-Emerg, Inc. 2006. *Newfoundland and Labrador Primary Health Care Renewal Initiative Final Evaluation Report*. Department of Health and Community Services, St. Johns: NL.

⁹⁴ Government of Newfoundland and Labrador. "Primary Health Care", Centre for Health Information, accessed May 2011, http://www.nlchi.nf.ca/health_primary.php.

⁹⁵ Med-Emerg, Inc. 2006. *Newfoundland and Labrador Primary Health Care Renewal Initiative Final Evaluation Report*. Department of Health and Community Services, St. Johns: NL (page 1).

⁹⁶ Ibid.

⁹⁷ L. LeDrew and K. Osmond. 2010. *Enhancing Team Effectiveness amongst Primary Health Care Providers in Central Health*. Presentation to the Primary Healthcare Partnership Forum (PriFor 2010), 2nd annual conference of the Primary Healthcare Research Unit (PHRU), Discipline of Family Medicine of the Faculty of Medicine, Memorial University, Nov. 25, 2010, accessed 12 October 2012, <http://www.med.mun.ca/getdoc/de13197e-ea22-4a11-8885-553c4aac0f7c/PriFor-2010-Conference-Guide.aspx>.

⁹⁸ Central Regional Health Authority. 2009. "Central Health Annual Report 2008-2009", accessed 27 October 2011, <http://www.centralhealth.nl.ca/assets/Publications/Annual-Performance-Reports/Central-Health-Annual-Performance-Report-part-1.pdf>

Each PHC group in the Eastern Region is involved in Chronic Disease Management, according to one interview respondent, while individual PHC teams and their Community Advisory Committees (CACs) (see below) have also identified priority issues and related activities for their areas. Examples include grief and bereavement dialogues in St. Mary's Bay and a forum to discuss mental health support networks in the Placentia area.⁹⁹ The Placentia area PHC Renewal Initiative also identified food security as an important issue and worked with the local food bank to raise awareness in the community and improve food bank services.¹⁰⁰ PHC managers in the region are working with CACs “using a strengths-based approach to explore resources and challenges that are key to healthy community development.”¹⁰¹

Definition of the Region

PHC regions are smaller in size and population when compared to those of the RHAs. According to 2001 Census data, the population base served by PHC initiatives was between 5,000 (Bonne Bay/Daniel's Harbour and Connaigre Peninsula areas) and 25,000 people (St. John's downtown east end). Twillingate/New World Island PHC served almost 7,000 people in more than 20 communities while the Grenfell region included 70 communities and a total population of approximately 16,000.¹⁰² An interview respondent explained that factors such as drive time and distance to a hospital were taken into account when establishing boundaries for the initiatives. More specifically, the population base must be low enough to minimize challenges around continuity of service/care and communication that can occur when serving large populations, yet allow for a sufficiently large population to support the provision of a broad range of services.

⁹⁹ Eastern Health Authority. 2009. *Southern Avalon Community Health Needs Assessment - 2 year update*, accessed 20 October 2012, www.easternhealth.ca/DownFile.aspx?fileid=1869

¹⁰⁰ Eastern Health Authority. 2007. *On the Path to Health and Wellness: Southern Avalon Community Health Needs Assessment*. Eastern Health Newfoundland and Labrador.

¹⁰¹ P. Corcoran Moody. 2010. *Community Advisory Committees – Bringing the Community Perspective to Primary Health Care*. Presentation to Primary Healthcare Partnership Forum (PriFor 2010), 2nd annual conference of the Primary Healthcare Research Unit (PHRU), Discipline of Family Medicine of the Faculty of Medicine, Memorial University, Nov. 25, 2010, accessed 25 October 2012, <http://www.med.mun.ca/getdoc/de13197e-ea22-4a11-8885-553c4aac0f7c/PriFor-2010-Conference-Guide.aspx>

¹⁰² Med-Emerg, Inc. 2006. *Newfoundland and Labrador Primary Health Care Renewal Initiative Final Evaluation Report*. Department of Health and Community Services, St. Johns: NL.

Finance and Administration

From 2002 until 2006 the PHC initiative received \$9.7 million from the federal government's PHC Transition Fund.¹⁰³ Since 2006 local PHC initiatives have been funded through the RHAs.¹⁰⁴ According to survey and interview respondents, the budgets of the PHC teams are relatively small. Their budgets cover a small staff, meetings, conference and travel expenses.

Organizational Structure

The RHA Boards together with senior executives and Project Coordinators in each team area govern PHC initiatives.¹⁰⁵ PHC teams may include “physicians, facilitators, coordinators, nurses, community health staff, social workers, occupational therapists, pharmacists, physiotherapists, and psychologists” depending on the staffing needs of the area and availability of human resources.¹⁰⁶ PHC team areas also formed Community Advisory Committees (CAC) to provide input to the initiative and the PHC team. Local participation in the CACs reflects the PHC goal of increasing public participation in health care services.¹⁰⁷ One survey respondent explained that CACs “Community act as the eyes and ears of communities. CACs facilitate discussion of communities’ strengths and needs.”

CACs represent municipalities, regional and local organizations, as well as local residents and federal and provincial government agencies. In the Central region, community groups are invited to nominate citizens to the CAC, but the final selection is made by the RHA Board “to ensure that there is diverse representation with respect to geography, age and gender demographic, community connections and experience related to health issues in the community.”¹⁰⁸ According to one representative, the Twillingate/New-World Island CAC, for example, has about 22 volunteers. Volunteers play numerous roles, such as fundraisers and providers of support to patients and clients as well as participation in the CACs. One interview respondent explained that the committees have played different roles in different regions, providing advice to the RHA boards in Central region for

¹⁰³ Med-Emerg, Inc. 2006. *Newfoundland and Labrador Primary Health Care Renewal Initiative Final Evaluation Report*. Department of Health and Community Services, St. Johns: NL (page 9).

¹⁰⁴ Conference Board of Canada. 2012. *Improving Primary Health Care Through Collaboration Briefing 1—Current Knowledge About Interprofessional Teams in Canada*. Ottawa: Conference Board of Canada, accessed 20 October 2012, <http://www.wrha.mb.ca/professionals/collaborativecare/files/CBCBriefing12012.pdf>

¹⁰⁵ Med-Emerg, Inc. 2006. *Newfoundland and Labrador Primary Health Care Renewal Initiative Final Evaluation Report*. Department of Health and Community Services, St. Johns: NL (page 2)

¹⁰⁶ Conference Board of Canada. 2012. *Improving Primary Health Care Through Collaboration Briefing 1—Current Knowledge About Interprofessional Teams in Canada*. Ottawa: Conference Board of Canada, accessed 20 October 2012, <http://www.wrha.mb.ca/professionals/collaborativecare/files/CBCBriefing12012.pdf>

¹⁰⁷ Med-Emerg, Inc. 2006. *Newfoundland and Labrador Primary Health Care Renewal Initiative Final Evaluation Report*. Department of Health and Community Services, St. Johns: NL

¹⁰⁸ Central Regional Health Authority. 2009. “Central Health Annual Report 2008-2009”, accessed 27 October 2011 (page 9), <http://www.centralhealth.nl.ca/assets/Publications/Annual-Performance-Reports/Central-Health-Annual-Performance-Report-part-1.pdf>

example while focusing on playing an active role as volunteers in activities to improve health and health care services in the Rural Avalon.

According to one representative, just two CACs are still active in the Eastern region, with the assistance of a Rural Avalon Primary Health Care Manager. Both of these are in the Rural Avalon area, including St. Mary's Bay and Placentia area-Cape Shore CACs. Other community-based health groups have since been formed, however, including six "Moving for Health" groups.¹⁰⁹ The Placentia area CAC has evolved into Placentia Area-Cape Shore Community Connections.

One respondent from Central region reported that the PHC Renewal Initiatives have policies and by-laws and prepare strategic plans, albeit in an informal way. Team members, sometimes with the help of one or more CACs, prepare the plans.

Regional Sustainability and Labour Market Development

In terms of the PHC mandate to address labour market issues and perform related actions, one respondent explained that their PHC team developed a program to support families whose members travel for work to distant locations (to Alberta for example) and also helps with recruitment and retention of health care workers along with many other labour-related activities.

Achievements, Challenges and Lessons Learned

According to survey respondents the PHC team emphasis is on a smaller area and, therefore, is able to address more locally oriented issues. Noted achievements include establishing greater communication within the area, providing support for unpaid caregivers, initiatives for supporting families with members that migrate for work, and increased attention towards gambling awareness.

A 2006 evaluation of the NL PHC Renewal Initiative stated, "the establishment of CACs was widely viewed by health service providers and community members in all team areas as an important achievement as they promoted public participation and strengthened community involvement and ownership of the PHC Renewal Initiative."¹¹⁰ Other achievements cited were increased team development, support for wellness initiatives, enhanced sharing of information, partnerships established with academic institutions for professional education and development, and increased awareness of the multiple determinants of health, a concept that the CACs were "quick to understand"¹¹¹, and of ways to support wellness of individuals and communities. The evaluation also suggested

¹⁰⁹ Eastern Health Authority. 2007. *On the Path to Health and Wellness: Southern Avalon Community Health Needs Assessment*. Eastern Health Newfoundland and Labrador.

¹¹⁰ Med-Emerg, Inc. 2006. *Newfoundland and Labrador Primary Health Care Renewal Initiative Final Evaluation Report*. Department of Health and Community Services, St. Johns: NL (page 5).

¹¹¹ Ibid page 161.

that the PHC system had improved access to services, and reduced wait times and emergency room visits.¹¹²

The evaluation also revealed numerous challenges, particularly in remote areas such as the Grenfell and Labrador East regions where road, air and winter trail conditions can make travel hazardous for health care staff and/or patients. Challenges related to the multi-cultural nature of these regions were also noted. Further, “quite often, remote areas such as Labrador are the last to recruit staff and the first to experience staff departures.”¹¹³ Yet another challenge cited during the evaluation was skepticism about the sustainability of the Initiative. As one participant explained: “We worked so diligently and creatively towards meeting our goals as espoused by PHC and the community. Yet we knew an end date would arrive and our momentum would be stalled.” Further, “the team said “not another pilot project!” ... [It] was viewed as a project that would have limited life, thus difficult to get buy-in.”¹¹⁴ Restructuring of the health boards added strain on health care professionals, and was combined with limited support from physicians and senior administration in some areas, challenges associated with large geographic regions in some cases and a “lack of understanding of each other’s roles” and of the purpose of the Initiative.¹¹⁵ Survey respondents add that it is a challenge to ensure inclusion of the interests of marginalized groups within CACs and the health care system, and to see things changing at a very slow pace.

One solution to the challenges of ensuring broad representation from community agencies/organizations and service providers from across each team area, especially in large geographic areas was the use of teleconferencing to bring individuals from distant areas together to identify and discuss initiatives.¹¹⁶

5.1.3 OTHER HEALTH-RELATED ORGANIZATIONS

Wellness Coalitions

There are six Regional Wellness Coalitions in Newfoundland and Labrador, including: Wellness Coalition-Avalon East; Eastern Regional Wellness Coalition; Central Regional Wellness Coalition; Western Regional Wellness Coalition; Northern Regional Wellness Coalition; and Labrador Regional Wellness Coalition. The Wellness Coalitions were previously known as Heart Health Coalitions, which were established in 1990. In 2003,

¹¹² Conference Board of Canada. 2012. *Improving Primary Health Care Through Collaboration Briefing 1—Current Knowledge About Interprofessional Teams in Canada*. Ottawa: Conference Board of Canada, accessed 20 October 2012,

<http://www.wrha.mb.ca/professionals/collaborativecare/files/CBCBriefing12012.pdf>

¹¹³ Conference Board of Canada. 2012. *Improving Primary Health Care Through Collaboration Briefing 1—Current Knowledge About Interprofessional Teams in Canada*. Ottawa: Conference Board of Canada, accessed 20 October 2012 (page 25),

<http://www.wrha.mb.ca/professionals/collaborativecare/files/CBCBriefing12012.pdf>

¹¹⁴ Ibid, page 108.

¹¹⁵ Ibid, page 108.

¹¹⁶ Ibid, page 161.

the provincial Heart Health Coalitions were asked by the Department of Health and Community Services to include and promote other aspects of wellness. In 2004, in response to this request, the Heart Health Coalitions became Regional Wellness Coalitions.¹¹⁷

The Department of Health and Community Services financially supports the Wellness Coalitions, while the RHAs provide staff and infrastructure support.¹¹⁸ Their activities include advocacy for healthy public policy, developing and delivering community wellness programs, and administering community grants that support local wellness projects.¹¹⁹ The Wellness Coalitions are managed by steering committee's that include community, government and non-government agencies and individuals who are interested in improving the health and wellness of people in their regions.¹²⁰

Family Resource Centres

There are 22 Family Resource Centres in Newfoundland and seven in Labrador.¹²¹ Many of the resource centres serve multiple communities. The aim of these Family Resource Centres is to provide community-based activities and resources that support parenting and early childhood development. These centres offer a wide range of programs including drop-in playgroups, Baby and Me groups, parenting workshops, clothing exchanges and toy-lending libraries. Programs also exist for expectant mothers including prenatal nutritional support and car seat clinics.¹²²

According to one Family Resource representative, the Family Resource Centres were formerly under the RHAs but they are now under the Department of Child, Youth, and Family Services. They also explained that they are funded through a mix of provincial and federal funding while many also receive charitable donations.¹²³

The Family Resource Centres include staff and a board of directors. The Military Family Resource Centre in Happy Valley-Goose Bay, for example, has a typical council structure with a chairperson, vice chairperson, treasurer, secretary and members at large. There is

¹¹⁷ Western Regional Wellness Coalition. "About Us", accessed October 2012, <http://www.westernwellnesscoalition.com/page/About.aspx>

¹¹⁸ Wellness Coalition Avalon East, "Welcome", accessed 29 November 2011, <http://www.wellnesscoalition-avaleast.ca/>.

¹¹⁹ Department of Health and Community Services. "Achieving Health and Wellness: Provincial Wellness Plan for Newfoundland and Labrador", accessed October 2012, <http://www.health.gov.nl.ca/health/wellnesshealthyliving/nlprovincialwellnessplan.pdf>

¹²⁰ Department of Health and Community Services. 2006 "Achieving Health and Wellness: Provincial Wellness Plan for Newfoundland and Labrador", Government of Newfoundland and Labrador, accessed October 2012, <http://www.health.gov.nl.ca/health/wellnesshealthyliving/nlprovincialwellnessplan.pdf>

¹²¹ Department of Child, Youth and Family Services, "Family Resource Centres", Government of Newfoundland and Labrador, accessed 26 April 2010, <http://www.gov.nl.ca/cyfs/familyresource.html>.

¹²² Ibid; The Tree House Family Resource Centre, "The Tree House Family Resource Centre: Where Families Learn and Play Together", accessed May 2011, <http://www.envision.ca/webs/treehouse/>.

¹²³ Daybreak Parent Child Centre, "Who We Are", accessed May 2011, <http://www.daybreakcentre.com/whoweare.htm>.

also a military representative on this specific Board.¹²⁴

5.2 EDUCATION INITIATIVES

5.2.1 SCHOOL DISTRICT BOARDS

Historical Development and Mandate

School district regions have had a long history in Newfoundland. More specifically, in 1836 the Newfoundland representative government passed the first *Education Act*, which divided the Island into nine educational districts with appointed school boards.¹²⁵ Today, the schools district boards are responsible for the daily operations of K-12 schools within their districts.¹²⁶ The school district boards each identify their own goals, missions, and visions. For example, the vision for the Nova Central School District is to create “a community of learners achieving their highest potential in a safe and caring environment.”¹²⁷ Questionnaires were received from three of the five school board districts.

Definition of the Region

The number of provincial school districts has changed significantly since the 1960s. For example, in the early 1960s there were 270 denominational school districts but by 1969 with the implementation of the Schools Act this number was reduced to 37. In 1997, the number of school districts was cut to ten and one separate French-language school district after a referendum on educational reform that abolished denominational education. This educational reform also took into account the increasing costs of schools and the significant decline in enrolment across the province. In 2004, continued enrolment declines led to another reduction in schools districts from 11 to five.¹²⁸ However, one respondent described this reduction and the redefinition of the districts as a political decision.

These school district reductions have also brought changes to the district boundaries. For example, the Western School Board District now incorporates the former Northern Peninsula/Labrador South Board (District 2), former Corner Brook/Deer Lake/St. Barbe

¹²⁴ Goose Bay Military Family Resource Centre, “Contact Us: New Board of Directors 2010/2011”, accessed May 2011, <http://www.goosebaymfrfc.ca/contact/directors.asp>.

¹²⁵ S.P. Whiteway. 1949. “Education”, in W.S. Wallace, *The Encyclopedia of Canada. Newfoundland Supplement*. Toronto, University Associates of Canada: 17-21, accessed from Newfoundland History October 2012, <http://faculty.marianopolis.edu/c.belanger/nfldhistory/NewfoundlandEducation.htm>

¹²⁶ Department of Education. “Schools and Districts”, Government of Newfoundland and Labrador, accessed October 2012, <http://www.ed.gov.nl.ca/edu/k12/schoolsdistricts/districts.html>;

¹²⁷ Nova Central School District. 2008. “Strategic Plan 2008-2011”, accessed August 7 2011: page 4, http://www.ncsd.ca/novacentral/docs/strategic_plans/StrategicPlan_2008-11.pdf.

¹²⁸ S. Halfyard. 2012. *Bricks and Mortar of Our Fortress Educational Governance In Newfoundland and Labrador*. Research Paper, Memorial University of Newfoundland.

Board (District 3), and the former Cormack Trail Board (District 4). The Central School Board District now includes the former Baie Verte/Central/Connaigre School Board (District 5) and the Lewisporte/Gander Board (District 6). Finally, the Eastern Board now includes the former Burin, Vista, Avalon West and Avalon East Boards (Districts 7-10).¹²⁹

School Districts currently serve four regions and one population group within Newfoundland and Labrador. These include: District 1 – Labrador which serves a population of 22,740; District 2 – Western, which serves a population of 93,475; District 3 – Nova Central, which serves a population of 95,835; District 4 – Eastern serving a population of 293,410; and District 5 – Conseil Scolaire Francophone, which serves the Francophone population of the province.¹³⁰ Questionnaire respondents reported that they serve between 13 and 375 communities.

Finance and Administration

Funding is provided to the School Districts by the Department of Education. The budget for each district covers administration, instructional, operation and maintenance, pupil transportation, ancillary services, interest services, and human resources expenditures. The breakdown of budgets by districts is as follows: the Western District's total budget was approximately \$135 million¹³¹ in 2008-2009; the Eastern District's budget for 2009-2010 was approximately \$400 million¹³²; the Nova Central's budget for the same time period was \$114 million¹³³; and finally the Labrador District's budget for 2008-2009 was approximately \$12.5 million.¹³⁴

Organizational Structure

Each of the five school districts are governed by a Board of Trustees who are responsible for guiding the daily operations of primary, middle and high schools within their district. There are 15 trustee seats on each of the boards and elections are held every four years to fill these positions. The makeup of the board includes one chair and 14 board members

¹²⁹ Department of Education, "School Board Consolidation", Government of Newfoundland and Labrador, News Release, 30 March 2004, accessed October 2011, <http://www.releases.gov.nl.ca/releases/2004/edu/0330n20.htm>

¹³⁰ Ibid; Department of Education. "Schools and Districts". Government of Newfoundland and Labrador, accessed October 2012, <http://www.ed.gov.nl.ca/edu/k12/schoolsdistricts/districts.html>

¹³¹ Western School District. 2008. "Strategic Plan 2008-2011", accessed 14 November 2011, <http://www.wnlsd.ca/Strategic%20plan%20-%20September%2026,%202008%202.pdf>

¹³² Eastern School District. 2010. "Annual Report 2009-10", accessed 14 November 2011, <http://www.esdnl.ca/news/publications/annualreports/pdf/ar2009-10.pdf>

¹³³ Nova Central School District. 2008. "Strategic Plan 2008-2011", accessed 14 November 2011, http://www.ncsd.ca/novacentral/docs/strategic_plans/StrategicPlan_2008-11.pdf

¹³⁴ Labrador School Board. 2008. "Strategic Plan 2008-2011", accessed 14 November 2011, <http://www.lsb.ca/DOCS/STRATEGIC%20PLAN/StrategicPlan%202008-11.pdf>

(or trustees). Adult Canadian citizens residing within the district are eligible to run for a seat while the general public votes for trustees on municipal polling day.¹³⁵

Communication and Collaboration

The questionnaire responses from the three school district representatives highlighted the importance of community engagement. In particular, all three participating districts answered “very important” when asked how important is interaction among communities and community organizations to advancing their mission and goals. All three also characterized the level of cooperation and collaboration among communities and organizations in their region as very collaborative. More importantly, they listed a number of stakeholders currently involved in their organization, including: ‘anyone interested in education’; ‘children, parents, education, health, law enforcement, communities, employees’; and a ‘broad range of partnerships both government and non-government’.

Two of the school district representatives listed multiple ways of reaching out to and communicating with stakeholders including: annual reports, website communication, AGM, newsletters, electronic communication, parent teacher interviews, and monthly public board meetings. They also described a number of mechanisms used to gather input from stakeholders, including: websites, email, parent teacher interviews, board meetings, input from administrators, and consultations.

Labour Market Development Activities

In terms of labour-market development, one district representative indicated that they have no mandate to address labour market development issues and that no activities were directly undertaken to support or address labour market issues. However, the other two district representatives indicated that their boards do have a mandate in place to address labour market issues and activities are undertaken to address such issues. These activities include work placement and skilled trades training and for one board labour market issues are part of their strategic plan.

Two representatives also noted that the regional nature of the organization allowed them to address labour market issues more effectively.

Achievements, Challenges and Lessons Learned

The school board district representatives indicated a number of achievements and challenges related to changes in managerial and operational structures, service provision, personnel, strategy, and resources like technology.

¹³⁵ Department of Education, “School Districts,” Government of Newfoundland and Labrador, accessed November 2011, <http://www.ed.gov.nl.ca/edu/k12/schoolsdistricts/districts.html>

For example, one district representative highlighted the ability to amalgamate previous districts into the current district while constrained by time as an achievement. Other achievements included creating a safe and caring atmosphere in the schools, significant gains in student achievement, maintaining the provision of services, and enhancing service provision through quality personnel and improved results. The successful adoption of a good strategic plan was also listed as an achievement. Related to technology, two achievements were cited, including: becoming more adept at using available technology and combining technology with an improved structure to allow for improved communication with parents. Efficient use and management of resources without incurring a deficit, as well as increased efficiency in staff recruitment and retention were also stated as achievements.

The district respondents also listed a number of challenges including declining enrolment and difficulty retaining highly qualified personnel, especially in rural areas. The huge geography of some districts and the equitable distribution of resources were also noted as challenges. Another issue listed was the standardization of practices, procedures, policies and approaches.

5.2.2 SCHOOL COUNCILS

Historical Development, Mandate and Activities

In 1997, School Councils were created in accordance with the Newfoundland and Labrador Schools Act. School Councils act as an advisory body to the principal and focus on enhancing the quality of school programs and increasing the level of student achievement. They play a similar advisory role to the former Home and School Associations. Under the act, each school administrator is required to establish a school council through an election or by appointment. The School Councils are designed to “develop, encourage and promote policies, practices and activities to enhance the quality of school programs and the levels of student achievement in the school.”¹³⁶ The School Councils can also get involved with the development and implementation of policies and activities to improve the teaching and learning environment; community relations; fundraising; and assessment and planning.¹³⁷

Definition of the Region

Many schools, especially rural high schools, in NL serve multiple communities. In some cases, one school might have students from anywhere between two to twenty-three communities. In many instances, this has been the result of school closures in rural communities due to declining enrolment and financial pressures. For example, in 1995, as

¹³⁶ Department of Education. 2008. *Building Learning Communities A Handbook for School Councils* 2nd Edition. Government of Newfoundland and Labrador: 33.

¹³⁷ Ibid; S. Halfyard. 2012. *Bricks and Mortar of Our Fortress Educational Governance In Newfoundland and Labrador*. Research Paper, Memorial University of Newfoundland.

per the Royal Commission report, the first phase of controlling and saving fiscal resources came from regulations on class size. If enrolment fell below 20 students for primary schools, the school would be closed and the children bussed to the next closest school. Similarly, a school offering Kindergarten to Grade Six requires a 140-student enrolment.¹³⁸

The research team conducted a review of 144 secondary schools from the district websites. We found that 89 of these schools serve multiple communities including 21 secondary schools that serve ten or more. For example, in the Eastern District the Discovery Collegiate High School serves 18 communities including: Salmon Cove, Victoria, Freshwater, Perry's Cove, Bristol's Hope, Harbour Grace, Harbour Grace South, Riverhead, Heart's Content, Winterton, New Perlican, Western Bay, Kingston, Adam's Cove, Blackhead, Broad Cove, Small Point, and Turk's Cove. In terms of a regional breakdown, 62% in Western School District, 73% in Nova Central and 83% in Eastern serve two or more communities. At least one high school in the Labrador District serves multiple communities.

Organizational Structure

Each school has its own school council. Councils are elected or appointed for terms of up to three years and have eight to fifteen members. A school council is created by parents, teachers and community members who want to be involved with their local school and also includes the principal and high school students (where appropriate).¹³⁹ The members of the council elect the chair who is responsible for chairing council meetings and preparing annual activity reports.¹⁴⁰ The Federation of School Councils oversees all school councils.

Communication and Collaboration

The importance of community engagement and collaboration in the school system was emphasized in Tomblin and Braun-Jackson's report on regionalization. In particular, one of their research respondents describes the school as the "heart" of a community in which it serves as a "social and cultural anchor." Schools have the potential to unite a community, which can be facilitated through school councils.¹⁴¹

There is also increasing interest in the idea of schools as community facilities. When New World Island Academy was created, for example, the vision was for the K-12 school

¹³⁸ S.G. Tomblin and J. Braun-Jackson. 2006. *Managing Change Through Regionalization: Lessons from Newfoundland and Labrador*. Working Paper for the Leslie Harris Centre of Regional Policy and Development, Memorial University of Newfoundland.

¹³⁹ S. Halfyard. 2012. *Bricks and Mortar of Our Fortress Educational Governance In Newfoundland and Labrador*. Research Paper, Memorial University of Newfoundland; Department of Education. 2008. *Building Learning Communities A Handbook for School Councils* 2nd Edition.

¹⁴⁰ Ibid.

¹⁴¹ S.G. Tomblin and J. Braun-Jackson. 2006. *Managing Change Through Regionalization: Lessons from Newfoundland and Labrador*. Working Paper for the Leslie Harris Centre of Regional Policy and Development, Memorial University of Newfoundland.

to be closely integrated with the community, with the school also serving as a community centre. The school is a pilot project for community schools and seeking to ensure programs that existed at former NWI schools such as a breakfast and health programs continue to be offered. A Community Liaison Committee was established and a Partnerships Coordinator was hired in 2004 through the local development association to work on establishing the breakfast program, a Family Resource Centre, childcare facility and funding for further initiatives.¹⁴²

5.2.3 OTHER EDUCATION-RELATED ORGANIZATIONS

Additional education-related groups include Literary Councils, which are not-for-profit organizations focused on increasing literacy levels in their respective regions. Literacy Councils are regionally governed, with nine councils across the province including: Bayshore Literacy Council (Carbonear/Harbour Grace and Area), Bay St. George Literacy Council (Bay St. George and area), Burin Peninsula Literacy Council, Exploits Literacy Council (Grand Falls-Windsor and Area), Hope Literacy Council (St. Albans/Bay D'Espoir Area), Labrador White Bear Literacy Council (Port Hope Simpson and area), Partners in Learning (West St. Modeste and area), Reading - Writing Literacy Council (Sops Arm/Jacksons Arm area), and the Learner Unlimited Literacy Council (Springdale area).¹⁴³ In terms of regional governance, each council serves various communities in their designated regions.

Another example of a regional education-related organization includes the Community Education Network (CEN) in the Bay St. George area. The CEN includes the Royal Canadian Mounted Police, Western Regional Health Authority, College of the North Atlantic, Provincial Information and Library Services Board, Long Range Regional Economic Development Board, Service Canada, Innovation, Trade and Rural Development, the Bay St. George Status of Women Council, Human Resources, Labour and Employment and the Western Newfoundland and Labrador School District. The CEN's mandate is "to create a learning culture through a lifelong learning process which promotes personal enrichment and healthy, sustainable communities."¹⁴⁴

The College of the North Atlantic also serves as a multi-community educational institution within Newfoundland and Labrador with campuses in 17 communities across the province. At the post-secondary level the College of the North Atlantic is divided into five different districts under a one-college system. These five districts are aligned with the Regional Economic Development Zone Board caucus areas.¹⁴⁵

¹⁴² K. Vodden. 2005. "Case Studies in Municipal Service Sharing in Newfoundland and Labrador", Prepared for the Newfoundland and Labrador Federation of Municipalities Community Cooperation Resource Centre (now MNL), accessed 9 August 2011, http://www.municipalitiesnl.com/?Content=CCRC/Resources/Case_Studies

¹⁴³ Newfoundland and Labrador Laubach Literary Council, "Literacy Council", accessed October 2012, http://www.nllc.ca/executive.htm#council_list

¹⁴⁴ Southwestern Newfoundland Inc, "CEN Networking Group," Community Education Network, accessed May 2011, <http://cen.awardspace.com/network.html>

¹⁴⁵ College of the North Atlantic, "Employees," accessed May 2011, <http://www.cna.nl.ca/employees/>

One final example includes the Provincial Information & Library Resources Board. This independent board, established by the provincial government, operates 96 public libraries in four administrative divisions, including: West Newfoundland and Labrador Division (31 libraries), Central Division (33 libraries), Eastern Division (29 libraries), and St. John's City Libraries (3 libraries). Each region has a Divisional Board made up of representatives from local libraries. The Provincial Board consists of one representative from each of the regions and provincial government representatives.¹⁴⁶

5.3 POLICING AND SAFETY

5.3.1 RNC AND RCMP

The RNC began in 1729 and it is known as the oldest civil police force in North America.¹⁴⁷ At the time Newfoundland's first Governor created six judicial districts including: Bonavista, Trinity, Harbour Grace, St. John's, Ferryland, and Placentia. These judicial districts had 31 constables assigned to maintain law and order. The RNC, as we know it today, was formally established in 1871 and was headquartered in St. John's.¹⁴⁸ RNC Constables were stationed in every major town across Newfoundland and Labrador until Confederation. However in 1949, with Confederation, the RCMP were contracted to provide policing services throughout the province. The RCMP took over the responsibilities of the former Newfoundland Rangers and the RNC in all areas of the province outside of St. John's.¹⁴⁹

In the early 1980s, the RNC re-extended its jurisdiction back into some regions outside of St. John's.¹⁵⁰ The RNC is currently made up of four detachments located in Churchill Falls, Labrador West, Corner Brook and the Northeast Avalon Region.¹⁵¹

The RCMP has 44 detachments in 11 districts and serves 60% of the provincial population covering 82% of the provincial landmass.¹⁵²

¹⁴⁶ Newfoundland & Labrador Public Libraries, "Structure of Public Library Services", accessed May 2011, http://www.nlpl.ca/index.php?option=com_content&view=article&id=125&Itemid=144

¹⁴⁷ Royal Newfoundland Constabulary. "Royal Newfoundland Constabulary: Newfoundland and Labrador's Provincial Policy Service Home", accessed October 2011 <http://rnc.gov.nl.ca/>

¹⁴⁸ The Royal Newfoundland Constabulary Historical Society. "The RNC History", accessed October 2012, <http://www.rnchs.ca/history.html>

¹⁴⁹ Royal Canadian Mounted Police. "The History of the RCMP in Newfoundland and Labrador", accessed October 2012, <http://www.rcmp-grc.gc.ca/nl/about-apropos/history-histoire-eng.htm>

¹⁵⁰ The Royal Newfoundland Constabulary Historical Society. "The RNC History", accessed October 2012, <http://www.rnchs.ca/history.html>

¹⁵¹ Department of Justice. "RNC," Government of Newfoundland and Labrador, accessed May 2011, http://www.justice.gov.nl.ca/just/departement/branches/division/division_rnc.html

¹⁵² Ibid.

5.3.2 CRIME PREVENTION COMMITTEES

Historical Development

In 1988, the Citizen's Crime Prevention Association of Newfoundland and Labrador (CCPANL) was formed in partnership with the two major police forces in the province (the RCMP and RNC) and concerned citizens.¹⁵³ The reason behind its formation was the need for an alternative response to crime in provincial communities. Through police cooperation CCPANL is able to create crime prevention committees across the entire province. According to one questionnaire respondent, the association is renowned across Canada for its excellent system and achievements, serving as a model for other crime prevention organizations. As of 2009, there are 28 local Crime Prevention Committees in NL.¹⁵⁴ Only two of these committees completed questionnaires for this research. Additional information was gathered through document and website review.

Mandate and Activities

The mandate of CCPANL is to promote safer homes and communities through the following strategies: "crime prevention through social development; crime prevention through community-based policing; and crime prevention through opportunity reduction."¹⁵⁵ Both respondents from the local crime prevention committee's stated community sustainability/development is in their mandate. One respondent also added promoting partnerships, sharing information among community's organizations, and providing public education and awareness on community crime prevention strategies. Both Crime Prevention Committee respondents indicated that the mandate of local committees has not changed over the past five-ten years.

Definition of the Region

The Crime Committee respondents noted that the regional boundaries were determined in some instances by the committees themselves or by the provincial government. Factors cited for determining boundaries include: common needs, geographical proximity, and pre-existing boundaries.

Finance and Administration

One of the committee respondents indicated that they have an annual operating budget of only \$500.00. Respondents indicated that local committees self-generate funding through various fund raising events. These committees are dependent on volunteers.

¹⁵³ Atlantic Coordinating Committee on Crime Prevention and Community Safety, "ACC-CCA Newfoundland and Labrador," accessed May 2011, http://www.acc-cca.org/en/index.php/en/province/newfoundland_labrador.

¹⁵⁴ Our survey indicates one more local committee – Mount Pearl citizen's crime prevention committee.

¹⁵⁵ Citizens' Crime Prevention Association of Newfoundland and Labrador. "About Us", accessed October 2012, <http://ccpanl.ca/AboutUs.html>

Organizational Structure

The CCPANL includes members from the following organizations: 1) police members - the Royal Canadian Mounted Police and the Royal Newfoundland Constabulary; 2) associate members - Boys and Girls Club of NL, NL Parks & Recreation, Public Legal Information Assoc. of NL, Block Parents, Canadian Red Cross, and 3) corporate members - VOCM Cares Foundation and Operation ID.¹⁵⁶

One respondent described their committee as an unincorporated non-government organization while the other suggested that they were an incorporated non-government organization. One of the committees indicated that they have a Boards of Directors made up of four members. This Board represent local organizations, municipalities, and regional organizations. Members of the boards are mostly chosen from volunteers or they are sometimes appointed by a local organization. Only one local committee operates under the specific legislation - non-profit Incorporation Act. Some of the local committees have by-laws and policies in place. One of the respondents noted that their committees undertake strategic planning on annual basis. Involved in the planning process are local organizations, local municipalities and regional organizations.

Both respondents indicated that their crime prevention local committee depends on volunteers. Volunteer numbers varied from 11 to 20 per committee. Volunteers sit on the Board of Directors, participate as community liaisons, and some deliver the committee's programs. All three committees maintain formal memberships of about 20 members. Stakeholders include: local organizations such as schools and youth associations; local municipalities; regional organizations, including Regional Health Authorities and CCPANL; provincial and federal departments such as the Royal Canadian Mounted Police and the Royal Newfoundland Constabulary; and local residents.

Communication and Collaboration

Information is provided to stakeholders through public meetings, newsletters or church brochures, websites, special events like booth fair events, and representation in other committees. Information is gathered from local organizations and residents through public and internal meetings.

Both local committee respondents indicated that they collaborate with other organizations, including regional and local organizations, and the RNC. Some also noted that they collaborate with local municipalities and local residents. One of the respondents considered this collaboration very important and one considered it somewhat important.

¹⁵⁶ Crime Prevention Committee, "Citizens Crime Prevention Association of Newfoundland and Labrador, Membership Committees", accessed October 2011, http://www.geocities.ws/harbour_grace/members.htm

Labour Market Development Activities

Only one respondent indicated that their mandate includes labour market development. This committee, in partnership with local youth organizations, organizes skills and pre-employment training for youth at risk.

Achievements, Challenges and Lessons Learned

Some of the top achievements cited by respondents included: increasing the awareness of crime and violence issues within communities; creating and maintaining a number of successful educational programs and fund raising events; and developing effective partnerships among stakeholders across the region. Challenges cited by respondents included, a lack of support and financial assistance, difficulties associated with serving large regions, and maintaining memberships. Some of the key lessons local committees have learned by working as a “region” included: the importance of establishing strong partnerships and communication among stakeholders and partners in the region; and retaining and valuing volunteers. The local crime committee respondents cited a number of best practices, including: creating an organized structure where all voices are heard; creating communication protocols; and respecting committee members and volunteers.

According to one respondent, the CCPANL and its local committees are recognized across Canada as being one of the most active crime prevention groups and an example for other similar structures.

5.3.3 SEARCH AND RESCUE TEAMS

Historical Development, Mandate and Activities

In 1972, the Emergency Measures Organization created a number of volunteer-based search and rescue teams across Newfoundland and Labrador. In 1996, the teams were united under the Newfoundland and Labrador Search and Rescue Association (NLSARA) to provide better provincial coordination. It was later incorporated as a non-profit organization and granted charitable status. SAR teams are now affiliated with the National Search and Rescue Secretariat and the Search and Rescue Volunteers of Canada.¹⁵⁷

According to NLSARA data, there are currently 27 SAR teams with over 1000 volunteers across the province. SAR teams are responsible for ground and inland water searches and for other emergency responses within their communities like fires or floods. In partnership with the Transport Canada Office of Boating Safety, SAR teams provide safe

¹⁵⁷ Newfoundland and Labrador Search and Rescue Association, “About Us,” accessed November 2011, <http://www.nlsara.org/about.html>

boating training in schools; perform boat inspections; and set up safe boating displays across the province. In addition to their search and rescue activities, the teams are also involved in communications and evacuations during the forest fire season. SAR teams also provide security during community events and provide training in schools and to youth and scouting groups on ice safety. They also operate the Hug-A-Tree program.¹⁵⁸

Six search and rescue teams participated in this study. Two respondents stated that their mandate has slightly changed in the past five to ten years to include new responsibilities.

Definition of the Region

The NLSARA has divided the province into five districts: Eastern, Central, Western, Labrador, and the North Coast. These regions vary in size from one community to 50 communities. The SAR teams serve regions that are either a mix of rural and urban communities or groups of rural communities. The population size of these regions varies from 400 residents to more than 175,000. Five of the questionnaire respondents indicated that the RCMP determined the regional boundaries based on the pre-existing RCMP district boundaries while another cited this was in conjunction with the NLSARA. The sixth respondent indicated that the police determined the boundaries based on the RNC area. Local residents, RCMP, and the RNC, were cited as being involved in the initial development of the organizations.

Organizational Structure

The NLSARA is an incorporated non-profit organization that has charitable status from Revenue Canada.¹⁵⁹ The association is also part of the national Search and Rescue Volunteers of Canada and uses the guidance and support of the National Search and Rescue Secretariat. Some SAR teams reported that they are incorporated non-government organizations while others indicated that they are unincorporated non-government organizations. Two of the teams indicated that they have a volunteer Board of Directors with Board size ranging from four to six Directors. All of the teams have by-laws or terms of reference. Decisions are made by consensus (in most cases) or by voting (used by one-third of respondents). Half of the SAR teams who participated conduct strategic planning, either every two years, yearly, or after each rescue action. One SAR team respondent indicated that the RCMP and Transport Canada are involved in the planning process.

Finance and Administration

All teams have standard equipment, which is the property and responsibility of the NLSARA. However, some teams have purchased additional equipment through fund raising campaigns. In 2008, SAR teams completed more than 100 missions and provided

¹⁵⁸ Newfoundland and Labrador Search and Rescue Association, "About Us," accessed November 2011, <http://www.nlsara.org/about.html>

¹⁵⁹ Ibid.

over 25,000 volunteer-hours.¹⁶⁰ Only two of the six organizations that responded stated that they have annual operating budgets (one less than \$25,000 and the other varies). These budgets are formed from self-generated revenues, such as boating courses, security work and fund raising. None of the organizations involved in this research have paid staff.

Communication and Collaboration

According to the survey respondents and NLSARA¹⁶¹, search and rescue teams are highly dependent on volunteers. Most of the SAR Team respondents indicated that they have between 25 and 50 volunteers, while one has over 50 volunteers. Volunteers sit on the Board of Directors as well as conduct SAR missions and trainings. Five of the SAR Team respondents indicated that they maintain formal membership, ranging from 21-50 members. Local residents, municipalities, NLSARA, Transport Canada, and the RCMP were all cited as current stakeholders. Respondents indicated that they provide information to stakeholders through newsletters or newsstands, public meetings, the radio, and open houses. Feedback is gathered through websites and annual meetings.

Achievements, Challenges, and Lessons Learned

SAR Team respondents cited a number of achievements, giving priority to performing quality search and rescue actions, generating funding for equipment purchase and maintenance, and partnerships with communities and government. On the other hand, the recruitment and retention of new members and volunteers as well as meeting operating costs were cited as major challenges. Some of the lessons learned from operating in such tough conditions were the importance of working together and maintaining a strong community liaison. Cooperation with other organizations and communities, training as well as keeping member moral high were considered best practices. Respondents indicated that NLSARA is nationally recognized for its “high level of training expertise, interoperability with local policing agencies, and its level of professional services.”¹⁶²

5.4 YOUTH ORGANIZATIONS

5.4.1 SCOUTS

The first Boy Scouts (later changed to Scouts) group in Newfoundland was formed in St. John's around 1908-1909.¹⁶³ Their mandate is to encourage personal development, a healthy lifestyle, and leadership amongst youth, which is evident through their outdoor-

¹⁶⁰ Newfoundland and Labrador Search and Rescue Association, “About Us,” accessed November 2011, <http://www.nlsara.org/about.html>

¹⁶¹ Ibid.

¹⁶² Ibid.

¹⁶³ Scouts Canada, “History of Scouting in Newfoundland and Labrador,” accessed November 2011, <http://www2.scouts.ca/dnn/nfld/Home/AboutUs/tabid/1184/Default.aspx>

oriented activities such as camping and hiking.¹⁶⁴ At the time of writing, one representative noted that there are five Scouts districts across NL: Eastern Avalon (18 groups), Avalon (eight groups), Central (nine groups), Western (12 groups) and Labrador (two groups). There are about 50 Scouts groups, encompassing approximately 150 sections (age-specific groupings) province-wide. There is a provincial council leadership composed of the council commissioner and five area commissioners (one per area).

Funding for Scouts is provided through annual membership fees, fundraisers, and some contributions from groups like churches and the Lions Clubs. Scouts organizations are volunteer-driven with only three paid staff across the province.

The distribution of Scouts groups across the province is dependent on both geography and the locations of clusters of members. Some service only one community while others like Straits Scouting (Western), Conception Bay North (Avalon), and 1st Fogo Island Lions (Central) encompass multiple towns. The Scouts representative noted a number of challenges including designating a central meeting place in areas with low population densities and transportation issues.

5.4.2 GIRL GUIDES

Guiding in Canada began in 1910 and the first Girl Guide group in Newfoundland and Labrador was formed in 1918.¹⁶⁵ The Girl Guide's mandate is to provide a safe, all-girl environment to give young women an opportunity to challenge themselves in their personal development and empower them to become responsible citizens.¹⁶⁶ As one Girl Guide representative explained, girls involved in guiding are involved in activities like hiking, camping, photography and cooking.

They also noted that there are approximately 300 Girl Guide groups across the province, which were divided into 11 Girl Guide districts, based on geography and the location of members. However, by 2011 these eleven districts were restructured into seven administrative areas. This includes: Northern Mosaic (Labrador and the top of the Northern Peninsula); Long Range Trails (West Coast from Port aux Choix to Port aux Basques and along the south coast to Francois); Trefoil Central (Central from Francois to Recontre East and from Baie Verte Peninsula to the west side of Terra Nova); Eastern Bays (Burin Peninsula, Bonavista Peninsula and the west side of the Avalon Peninsula); Con Ba Su (Avalon Peninsula from Paradise to Marysvale and Harricott to St. Vincent's); Tuckamore (metro St. John's area to Pouch Cove and including Bell Island); and Ocean's Edge (Eastern side of the Avalon Peninsula from Mount Pearl to Trepassey).¹⁶⁷

¹⁶⁴ Scouts Canada, "History of Scouting in Newfoundland and Labrador," accessed November 2011, <http://www2.scouts.ca/dnn/nfld/Home/AboutUs/tabid/1184/Default.aspx>

¹⁶⁵ Girl Guides of Canada. "Our History", accessed June 2011, http://www.girlguides.ca/our_history

¹⁶⁶ Ibid.

¹⁶⁷ Girl Guides of Canada, Newfoundland and Labrador Council. "Area Map", accessed October 2012, <http://www.ggcnf.org/map.html>

There are several levels of governance within the Girl Guides organization structure. This includes a National Council, Provincial Council with area commissioners, a provincial executive committee, and advisory/coordinators/committee chairs.¹⁶⁸ Each of these levels has a council that is assigned specific activities. For example, the provincial council makes local decisions while policy decisions are made at the national level. According to one representative, funding for the organization is provided through annual membership fees and fundraisers like the sale of Girl Guide cookies. They also noted that Girl Guides is volunteer-driven with only four paid staff across the province.

5.4.3 4-H CLUBS

A 4-H Club in Newfoundland emerged in 1937.¹⁶⁹ Their mandate is to help the youth of the province acquire knowledge, leadership, citizenship and personal development. Activities of 4-H clubs include outdoor-living, quilting, cooking, photography, painting and public speaking.¹⁷⁰

There are nine clubs province-wide with some servicing only one community and others encompassing several small communities.¹⁷¹ As one representative noted, membership is not exclusive to one community. For instance, one 4-H club includes members from Irishtown, Summerside, Hughes Brook, Gillams and Meadows. The 4-H Provincial Council includes representatives from four regions: Avalon South, Southern Tip, Trinity-Bonavista South, and Humber-Bonne Bay.¹⁷²

The 4-H representative also explained that volunteers and youth provide funding through a \$10.00 membership fee. Fundraisers are also used to raise funds for trips and an end-of-year youth outing.

5.4.4 COMMUNITY YOUTH NETWORKS

The Community Youth Network (CYN) is a provincial initiative with a mandate to provide a wide range of services to youth living in or at risk of living in poverty.¹⁷³ More specifically, CYN assists youth in finding future employment, offers support services and opportunities for capacity building, and provides spaces for recreation. The program was developed out of the necessity to remove employment and education barriers. The

¹⁶⁸ Girl Guides of Canada, Newfoundland and Labrador Council. "Provincial Council and Executive Committee", accessed October 2012, <http://www.ggcnf.org/councilMembers.html>

¹⁶⁹ Newfoundland and Labrador. "History of 4-H in Newfoundland," accessed November 2011, <http://4hnl.ca/index.php/innl/historynl>

¹⁷⁰ Ibid.

¹⁷¹ 4H Newfoundland and Labrador. "Our Clubs," accessed November 2011, <http://4hnl.ca/index.php/our-clubs>.

¹⁷² 4H Newfoundland and Labrador. "Allied Youth International", accessed May 2011, http://4hnl.ca/escape/index.php?option=com_content&task=view&id=22&Itemid=36.

¹⁷³ Community Youth Network. "Welcome to the Community Youth Network of Newfoundland and Labrador", accessed May 2011, <http://www.communityyouthnetwork.ca>

provincial Department of Advanced Education and Skills funds the Network.¹⁷⁴ There are 24 hubs and ten satellites centres in five regions: Avalon, Eastern, Central, Western, and Labrador/Grenfell.¹⁷⁵

A representative noted that there is no provincial committee or board, however independent sites do establish their own boards. Twice a year, all coordinators from across the province come together to receive training.

5.5 SENIORS ORGANIZATIONS

As one representative explained, the Newfoundland and Labrador Pensioners and Senior Citizens Fifty Plus Club was established in 1975 and officially became a not-for-profit organization in 1978. It was created to allow senior citizens to take part in activities and interact with other people. This mandate is promoted through the establishment of local seniors clubs that host activities such as socials, card games, darts, bingo and exercise groups. The organization promotes healthy living as well as active living to senior citizens throughout various communities.

The representative also noted that the organization divides Newfoundland and Labrador into seven regions. Each region has a “link director” or an individual who is elected in their region to represent the various clubs in their region on the provincial board of directors. The provincial board consists of the seven regional link directors as well as an executive committee. There are approximately 120 clubs across the province and many serve multiple communities. For example, the Irish Loop 50+ Association located in Trepassey services a number of communities in that region.

Funding is provided through wellness grants from the government as well as a small membership fee (approximately \$10.00 per person). A major challenge for regional clubs is transportation. For example, some of the senior citizens are unable to comfortably travel long distances to attend district or provincial meetings. The representative indicated that a notable achievement is the amount of interaction and socializing that the seniors are able to acquire.

5.6 WOMEN’S GROUPS AND CENTRES

5.6.1 WOMEN’S COUNCILS AND CENTRES

In 1972, the Newfoundland Status of Women Council was created to promote change for the status of women in the province. In 1973 they received funding to establish the first

¹⁷⁴ Department of Advanced Education and Skills, “Community Youth Network”, Government of Newfoundland and Labrador, accessed October 2012, <http://www.aes.gov.nl.ca/students/cyn.html>

¹⁷⁵ Department of Advanced Education and Skills, “Community Youth Networks of Newfoundland and Labrador Contact List”. Government of Newfoundland and Labrador. Supplied by AES.

women's centre in Newfoundland located in St. John's.¹⁷⁶ The mandate of the St. John's Women's Council includes promoting the social, economic and personal equality of women while the women's centres provide a safe, friendly and supportive environment for women.¹⁷⁷ In addition, the provincial government, through the Women's Policy Office, funds eight regional councils to advance the status of women and operate regional women's centres across the province.¹⁷⁸

These councils and centres are located in Happy Valley-Goose Bay, Labrador City, Stephenville, Corner Brook, Gander, Grand Falls-Windsor, and St. John's.¹⁷⁹ These centres often service the surrounding region. For example, the St. John's centre services St. John's, Torbay, Conception Bay South, Mount Pearl, Paradise and Portugal Cove-St. Philips. Seven of these women's centres are acknowledged under the Canadian Association of Sexual Assault Centres.¹⁸⁰

As one representative explained, funding for Women's Centres comes from both the provincial government and fundraisers. In each centre, there are both paid staff and volunteers. For example, the Women's Centre in St. John's employs 3 paid staff members and receives between 5-15 volunteers on a weekly basis. Transportation issues like the absence of public transit were cited as common challenges. More specifically, the absence of public transit acts as a barrier between women and the centre. However, volunteers and staff have recently implemented "Outreach Programs" to provide skills and services within surrounding communities. The representative also noted that working regionally is an achievement because it brings several communities together for a common goal.

5.6.2 NEWFOUNDLAND AND LABRADOR WOMEN'S INSTITUTES (NLWI)

The Newfoundland and Labrador Women's Institute (NLWI), initially named the Jubilee Guilds, was established in 1935 following the tidal wave that struck the South Coast in 1929. In 1968, the name was officially changed to the NLWI with more emphasis placed on providing educational programs to both rural and urban women. The mandate of the NLWI is to allow women to work together to expand their skills, broaden their interests, organize meetings, and improve the quality of life for themselves, their families, and their communities.

The governance structure for NLWI is divided into four levels: branch, district, and

¹⁷⁶ St. John's Status of Women Council (formerly known as the Newfoundland Status of Women Council). "Let's Teach About Women," accessed October 2012, <http://www.teachaboutwomen.ca/womencouncil/stjohns.php>

¹⁷⁷ Marguerite's Place, "About the St. John's Status of Women Council", accessed October 2012, <http://www.margueritesplace.ca/home/sjswc/>

¹⁷⁸ Women's Policy Office, "Regional Status of Women Councils", Government of Newfoundland and Labrador, accessed October 2012, <http://www.exec.gov.nl.ca/exec/wpo/regionalstatus/index.html>

¹⁷⁹ Women's Policy Office, "Regional Status of Women Councils", Government of Newfoundland and Labrador, accessed October 2012, <http://www.exec.gov.nl.ca/exec/wpo/regionalstatus/index.html>

¹⁸⁰ Canadian Association of Sexual Assault Centres, "Women Centres in Newfoundland and Labrador", accessed May 2011, <http://www.casac.ca/content/women-centres-newfoundland-and-labrador>

provincial. There are 38 NLWI branches with their own executive offices in Newfoundland and Labrador. Seven branches cover multiple communities, including Cavendish/Whiteway/Greens Harbour and Open Hall/Red Cliffe/Tickle Cove. The province is also divided into ten districts encompassing the 38 branches. Each district also has its own board. At the provincial level there is a volunteer board composed of 23 elected women and two paid staff. There is also a national organization encompassing all provinces and an international women's institute.

Funding for NLWI is provided through the Department of Education and also membership fees. The NLWI is volunteer-driven with only two paid staff members.

An NLWI representative cited time, logistics, and financial issues with getting members together for meetings as challenges associated with working as a region.

5.6.3 VIOLENCE PREVENTION INITIATIVE

The Violence Prevention Initiative was established in 2000 by the provincial government. The Initiative was designed to address and reduce violence against those most at risk including: “women, children, youth, older persons, persons with disabilities, Aboriginal women and children and other people who are vulnerable to violence because of their ethnicity, sexual orientation or economic status.”¹⁸¹ The Women's Policy Office leads this initiative in partnership with various provincial departments and agencies, community stakeholders, and Aboriginal governments and organizations. Ten Regional Coordinating Committees play a key role (see table 5.1), with a representative from each sitting on the Community Advisory Committee (CAC). The CAC advises Ministers and Deputy Ministers on violence prevention issues and needs. In 2006, the initiative was renewed. The initiative has a number of accomplishments including the development of a Violence Awareness and Action Training program, a public awareness and information strategy, support for research, the implementation of the Safe and Caring Schools Initiative, and the expansion of victim services and inclusion of children in victim services to name a few.¹⁸²

¹⁸¹ Government of Newfoundland and Labrador. “About the Initiative”, Violence Prevention Initiative, accessed May 2011, <http://www.gov.nl.ca/VPI/initiative/index.html>.

¹⁸² Government of Newfoundland and Labrador. “Taking Action Against Violence 2006-2012”, accessed January 2013, http://www.gov.nl.ca/VPI/initiative/actionplan2006_2012.pdf

Table 5.1: Violence Prevention Initiative’s Regional Coordinating Committees¹⁸³

Violence Prevention Labrador, Forteau
Northern Committee Against Violence, St. Anthony
Western Regional Coalition to End Violence, Corner Brook
Central West Committee Against Violence Inc., Grand Falls-Windsor
Eastern Region Committee Against Violence, Clarenville
Coalition Against Violence-Eastern Avalon, St. John’s
Southwestern Coalition to End Violence, Bay St. George
Communities Against Violence, Bay Roberts
Roads to End Violence, Gander
Burin Voice Against Violence, Marystown

5.7 SERVICE CLUBS

5.7.1 LIONS CLUB

According to one representative, the Lions Club first originated in 1917 in the United States and has since become an internationally widespread non-profit organization. The first Lions Club in Newfoundland was formed in 1947 in Corner Brook. The mandate of the Lions Club is to enhance community awareness and partake in voluntary actions that promote goodwill and enrich the overall state of the community. They also noted that some of the major projects undertaken by the Lions Clubs in Newfoundland include the establishment of the Lion Max Simms Camp and the collection of used eyeglasses to send to third world countries.

There are two provincial districts for the Lions Clubs: District N3, which services Labrador and Newfoundland west of Gander; and District N4 which encompasses the island portion of Newfoundland east of and including Gander.¹⁸⁴ District N3 has 38 Lions Clubs while district N4 is home to 53 Lions Clubs. The Lions Club representative also explained that each district is further broken down into “zones”, with each zone containing about 5 clubs and an official chairperson. Each zone contains its own committee comprised of the zone chair, secretary, treasurer, public relations and any committees that are active. Decisions at the district level look at which programs are supported such as the diabetes cavalcade or the medic alert program. Individual Clubs bring ideas to the zone committee while the zone committees bring these ideas to the district level for approval and implementation.

Lions Clubs are volunteer-driven with no paid staff members in the province. There is a formal governance structure consisting of a board and chairpersons. Each district has a Budget and Audit Committee that oversees the use of funds, provides advice on the use of

¹⁸³ Violence Prevention Initiative. “*Partners and Stakeholders*,” Government of Newfoundland and Labrador, accessed November 2010, <http://www.gov.nl.ca/VPI/initiative/partnerships.html#regional>

¹⁸⁴ Lions Club of Newfoundland and Labrador. “Welcome to Lions Club of Newfoundland and Labrador”, accessed May 2011, <http://www.lionsnl.ca/index.php>

funds, and supervises which charities or groups receive assistance.

Approximately 25%-30% of Lions Clubs (approximately 25 clubs) across the province include members from multiple communities. According to one representative, there is a tendency to provide greater aid to the community in which the club is located.

5.7.2 ROTARY CLUB

The first Rotary Club in Newfoundland and Labrador was founded in 1921.¹⁸⁵ The mandate of the Rotary Club is to provide humanitarian services and promote high ethical standards while building goodwill and peace in the world. Rotary Clubs fulfill this mandate through international efforts to diminish polio and local efforts focused on building playgrounds and parks and hosting student speak-offs.¹⁸⁶

There are ten local Rotary Clubs in the province of Newfoundland and Labrador. The province is located in District 7820, which encompasses Newfoundland and Labrador, Nova Scotia, Prince Edward Island and St. Pierre and Miquelon.¹⁸⁷ The efforts of clubs generally extend beyond their individual locations. For instance, in the Clarenville Rotary Club, one representative said that there are two members from outside the town. Transportation and distance were cited as challenges to working regionally.

The Rotary Club has an executive board. Each club makes decisions as long as they are within guidelines and are made to service community needs. Funding for the Rotary Club is provided primarily through fundraisers. The Rotary Clubs are volunteer-driven with no paid staff in NL.

5.7.3 KIN CANADA

Kin Canada was established in 1920 in Hamilton, Ontario. To date, there are approximately 500 Kinsmen and Kinette groups all over Canada with over 7,000 members. The first Kin Club in Newfoundland and Labrador was established in 1939.¹⁸⁸ The mandate of Kin Canada is to change lives and make Canadian communities better places to live. Kin Canada is heavily involved in raising money for the Canadian Cystic Fibrosis Foundation.¹⁸⁹

¹⁸⁵ RGHF. “First Rotary Club of Each Country”, accessed May 2011, <http://www.rotaryfirst100.org/global/countries/newfoundland/index.htm>.

¹⁸⁶ Rotary Newfoundland and Labrador. “Welcome to Rotary Newfoundland and Labrador”, accessed October 2012, <http://www.rotarynl.org/default.asp>; Rotary International and the Rotary Foundation. “About Us”, accessed October 2012, <http://www.rotary.org/en/AboutUs/Pages/ridefault.aspx>

¹⁸⁷ Rotary Newfoundland and Labrador. “List of Clubs”, accessed October 2012, <http://www.rotarynl.org/default.asp?com=Projects&m=10>

¹⁸⁸ St. John’s Kinsmen Club. “Home”, accessed October 2012, <http://stjohnskinsmen.com/>

¹⁸⁹ Kin Canada. “Kin Canada Fast Facts”, accessed October 2012, <http://www.kincanada.ca/kinsmen-pages/en/content/11/Fast-Facts>

Kin Canada is divided into eight districts across the country with District Seven encompassing the Atlantic provinces, including: Nova Scotia, New Brunswick, Prince Edward Island, and Newfoundland and Labrador.¹⁹⁰ According to one representative, Newfoundland and Labrador has 29 Kinsmen and Kinette Clubs divided into two zones: Zone D (which contains clubs from St. John's, Mount Pearl, Conception Bay South, Paradise, Grand Bank, Marystown, and Witless Bay) and Zone E (which contains all clubs West of, and including Botwood, North to St. Anthony, as well as Labrador).

According to one Kin representative, at the national level, there is a board of directors composed of a national president, vice president and a director from each of the eight districts across the country. At the district level there is a district executive team led by an elected governor. At the zone level, there are two deputy governors in each zone. For example, there are four in Newfoundland and Labrador. At the club level, each club elects a president that is responsible for the functioning of that club. The president deals directly with the deputy governor of the zone, who presents issues or ideas to the district governor, who then represents the district at the national level.¹⁹¹

The Kin representative also noted that funding for Kin Canada is acquired through membership fees and fund-raising endeavours. Every club supports the Canadian Cystic Fibrosis Foundation, while Atlantic Canada (district seven) is also heavily involved with the Multiple Sclerosis Foundation. Membership is not exclusive to a single community. The amount of members from different communities is often dependent on the convenience of attending meetings in a particular community. Challenges of working as such a large region include transportation issues and costs associated with getting all representatives together for meetings.

5.8 RECREATION ORGANIZATIONS

5.8.1 RECREATION NEWFOUNDLAND AND LABRADOR

Recreation Newfoundland and Labrador (RNL) is a not for profit organization working to promote, foster and develop recreation in the province. It was established in 1971. RNL operates on a province-wide scale with regional input from seven regional directors in the Avalon, Burin, Central, Clarenville, Labrador, Northern, West/Southwest regions.¹⁹² RNL also provides a collective voice to government and other stakeholders on behalf of its members. The organization works in partnership with volunteers and various recreational professionals.¹⁹³

¹⁹⁰ Kin Canada. "Find a Club", accessed October 2012, <http://www.kincanada.ca/kinsmen-pages/en/content/28/Find-a-Club>

¹⁹¹ Kin Canada Atlantic District 7. "District Executive Team 2012 – 2013", accessed October 2012, http://www.district7kin.com/index.php?option=com_content&view=article&id=212&Itemid=55

¹⁹² Recreation Newfoundland and Labrador. "Board members", accessed 23 May 2012, <http://www.recreationnl.com/pages.aspx?id=10>

¹⁹³ Recreation Newfoundland and Labrador. "Who we are", accessed 23 May 2012, <http://www.recreationnl.com/pages.aspx?id=30>

RNL hosts annual general meetings, a conference, and training workshops. RNL also developed the Physical Activity Website that supports the federal-provincial “Small Steps...Big Results Physical Activity” campaign, and delivers several other programs.¹⁹⁴

5.8.2 HOCKEY NEWFOUNDLAND AND LABRADOR

In 1935, the first organized hockey league in Newfoundland and Labrador was created to provide a governing body for an otherwise unorganized recreational activity.¹⁹⁵ The mission statement of Hockey Newfoundland and Labrador is to foster and promote amateur hockey in the province.

There are four provincial recreational hockey regions in NL, including: Western, Central, Eastern, and Northern. There are four hockey leagues: minor, junior, senior, and female. In each of the leagues, there is a representative from each region. For example, in the Central region, there is a representative for female hockey, one representative for minor hockey, another representative for junior hockey and finally a representative for senior hockey. All representatives come together on the provincial board of directors. Each league is also subdivided into associations. For example, there are 45 minor hockey associations across the province.¹⁹⁶

5.8.3 NEWFOUNDLAND AND LABRADOR SOCCER ASSOCIATION (NLSA)

The first soccer association in Newfoundland was established in 1950 known as the Newfoundland Amateur Football Association. However, the history of playing soccer in Newfoundland can be traced back to at least the late 1800s.¹⁹⁷ The NLSA is the current governing body for recreational soccer in Newfoundland and Labrador. The mandate of the NLSA is to provide an authoritative body for recreational soccer and to promote social interaction and wellbeing through soccer. Activities of the NLSA include organizing tournaments and promoting recreational soccer.¹⁹⁸

The NLSA divides the province into ten regions: St. John's, Mount Pearl, Conception Bay South, Avalon (from Bauline to Placentia), Central (from Springdale to Clarenville), Western (West of and excluding Springdale), Burin (covering the entire Burin Peninsula), Labrador West, Labrador East and St. Pierre. Of these ten regions, three service single communities (St. John's, Mount Pearl and C.B.S), while the others encompass multiple

¹⁹⁴ Recreation Newfoundland and Labrador. “Programs & Initiatives”, accessed 23 May 2012, <http://www.recreationnl.com/programs-initiatives.aspx>

¹⁹⁵ Hockey NL. “NLA/NLHA History”, accessed October 2012, <http://www.hockeynl.ca/hockey-hall-of-fame/naha-nlha/history/>

¹⁹⁶ Hockey NL. “2012-2013 Minor Hockey Directory,” accessed October 2012, <http://www.hockeynl.ca/about/2013-minor-hockey-booklet-3/>; Hocket NL. “Board of Directors, 2012-2013”, <http://www.hockeynl.ca/about/board-of-directors-2012-2013/>

¹⁹⁷ The Soccer Hall of Fame and Museum. “Our history, Newfoundland and Labrador”, accessed October 2012, <http://thesoccerhalloffame.ca/en-us/oursoccerhistory/newfoundlandandlabrador.aspx>

¹⁹⁸ NLSA. “About”, accessed October 2012, http://nlsa.ehosting.ca/?page_id=2

communities. For instance, the Central region includes Springdale, Grand Falls-Windsor, Gander and Clarenville. Regions are based primarily on geographic location.¹⁹⁹

The governance structure consists of a volunteer board made up of six executives (including a president, vice presidents, treasurer, and secretary) along with ten regional directors.²⁰⁰ As one NLSA representative noted, NLSA is volunteer-driven with only three paid staff members across the province. Funding is provided through both an operating grant from the provincial government and membership fees.

5.8.4 SKATE CANADA NEWFOUNDLAND AND LABRADOR

Established in 1970, Skate Canada Newfoundland and Labrador was created to provide a governing body to oversee competitive and recreational skating endeavours in the province and provide skating programs that corresponded with the national Skate Canada. The mandate of Skate Canada NL is to enable Canadians of all ages to participate in skating for fun, fitness, or achievement.²⁰¹ Common activities include developing skating programs as well as organizing competitions.

Skate Canada NL divides the province into five regions based on geography and the population of members. The 5 regions include: Avalon (St. John's, Mount Pearl, Conception Bay South, Portugal Cove-St. Philips), Eastern (Bay Roberts to Clarenville), Central (Glovertown to Grand Falls-Windsor), Western (Deer Lake to Northern Peninsula), and Labrador.²⁰² Every region services multiple communities, ranging from three to nine.

Skate Canada NL is volunteer-driven with only one paid staff member in the entire province. Funding is provided through annual grants from the provincial government as well as through the national organization and membership fees. The governance structure includes a board of directors and an executive. The board also includes one representative from each region and a number of specialized directors and chairs.²⁰³

One Skate Canada representative noted that there is a high level of involvement and willingness to volunteer. Thus, positions on these boards are often filled without hassle. Problems associated with working as a region include trouble communicating between regions. However, the representative also explained that working regionally offers a number of benefits including bringing different communities closer together through a common goal.

¹⁹⁹ NLSA. "Directors", accessed October 2012, http://nlsa.ehosting.ca/?page_id=6

²⁰⁰ Ibid; NLSA. "About", accessed October 2012, http://nlsa.ehosting.ca/?page_id=2

²⁰¹ Skate Canada Newfoundland and Labrador. "Mission Statement", accessed August 2011, http://www.skating.nf.ca/?page_id=1941

²⁰² Skate Canada Newfoundland and Labrador. "Clubs", accessed October 2012, http://www.skating.nf.ca/?page_id=15

²⁰³ Skate Canada Newfoundland and Labrador. "Directors", accessed October 2012, http://www.skating.nf.ca/?page_id=11

5.8.5 NEWFOUNDLAND AND LABRADOR SNOWMOBILE FEDERATION

The Newfoundland and Labrador Snowmobile Federation (NLSF) was established in 1994 under the name of the Newfoundland Federation of Snowmobile Clubs Inc. The name was later changed in 1997. The NLSF provides a governing body to the 16 volunteer-led snowmobile clubs across the province located in four regions (Central, East, North, West) (see Table 5.2). Each local club serves multiple communities. The Labrador portion of the province contains its own governing body as well as trail networks (Labrador Winter Trails).²⁰⁴ The mandate of the NLSF is to ensure that the interests of all members are heard while an emphasis is placed on maintaining the freedom of snowmobiling across the province.²⁰⁵

As one NLSF representative explained, the NLSF is a volunteer-driven, non-profit organization. Their governance structure consists of a Board of Directors composed of members selected from the general membership. NLSF own 21 trail groomers and are responsible for the upkeep of snowmobiling trails across the province including grooming and repairs. Funding is provided primarily through the purchase of trail stickers but local clubs are also engaged in additional fundraising.

Table 5.2: Snowmobile clubs in Newfoundland and Labrador²⁰⁶

Name of Club	Location of Club
Northern Drifters	St. Anthony
Terra Nova Trail Riders	Glovertown
Western Sno-Riders	Corner Brook
Bay St. George Snowmobile Association	Stephenville
Dorset Snowmobile Club	Green Bay Snowmobile Association
East Coast Snowmobile Club	Clareville
Gander & Area	Gander
Kittiwake Snowmobile Club	Badger's Quay
Tableland Sno Riders	Woody Point
The Rivers	McKays
Exploits Snowmobile Association	Grand Falls/Windsor
Northwest Trackers	Port Saunders
Junction Trail Blazers	Deer Lake
Notre Dame Snowmobile Association	Lewisporte
Long Range Riders	Plum Point

²⁰⁴ Newfoundland and Labrador Snowmobile Federation. "Home", accessed August 2011, <http://www.nlsf.org/index.html>.

²⁰⁵ Newfoundland and Labrador Snowmobile Federation, "Mandate", accessed August 2011, <http://www.nlsf.org/mandate.html>.

²⁰⁶ Newfoundland and Labrador Snowmobile Federation. "Local Clubs," accessed 23 May 2012, <http://www.nlsf.org/clubs.html>.

5.8.6 YMCA/YWCA OF NEWFOUNDLAND AND LABRADOR

The first YMCA opened in St. John's in 1854. Currently, there are 40 locations in 12 communities across the province. The mandate of the YMCA-YWCA is to support the growth of an individual in “spirit, mind and body.”²⁰⁷ The YMCA-YWCA offers programs that promote healthy living such as exercise groups and swimming, employment and enterprise as well as children’s services such as camps, and voluntarism and philanthropy.²⁰⁸

There are three regions for the YMCA-YWCA in Newfoundland and Labrador: YMCA of Exploits Valley (Central Newfoundland), YMCA of Humber Community (Western Newfoundland), and YMCA-YWCA of Northeast Avalon (Eastern Newfoundland). Each region services multiple communities. For example, the Exploits Valley region services Badger, Bishop’s Falls, and Buchans.²⁰⁹

5.8.7 CROSS COUNTRY NEWFOUNDLAND AND LABRADOR (XCNL)

Cross Country Newfoundland and Labrador (XCNL) is a recreational cross country skiing organization that fosters and encourages cross country skiing in Newfoundland and Labrador. The goal of the organization is to promote cross-country skiing as a lifelong activity for health and fun.²¹⁰

There are 18 listed XCNL ski-clubs serving multiple communities including two in Labrador and 16 in the island portion of the province (see Table 5.3).²¹¹

²⁰⁷ YMCA Canada. “Our Purpose”, accessed October 2011, <http://www.ymca.ca/en/who-we-are/our-purpose.aspx>

²⁰⁸ YMCA Newfoundland and Labrador. “YMCA Newfoundland and Labrador”, accessed August 2011, <http://ynewfoundland.com/aboutUs.html>

²⁰⁹ Humber Community YMCA. “Humber Community YMCA”, accessed August 2011, <http://www.humbercommunityymca.ca>

²¹⁰ CCNL. “Cross Country Newfoundland and Labrador”, CCNL, accessed 30 July 2011, <http://www.crosscountrynl.com>

²¹¹ Ibid.

Table 5.3: Newfoundland and Labrador Cross Country ski clubs²¹²

Airport Nordic Ski Club, Gander	Spruce Grove, Gambo
Aurora Nordic Ski Club, St. Anthony	Makkovik Nordic Ski Club, Makkovik
Avalon Nordic Ski Club, St. John's Area	Menihek Nordic Ski Club, Labrador City - Wabush
Birch Brook Ski Club, Happy Valley - Goose Bay	Mount Nascopi Ski Club, Forteau
Blow Me Down Trails, Corner Brook	Mount St. Margaret Ski Club, Plum Point
Clarenville Ski Club	New World Island Ski Club
Deep Cove Ski Club, Flower's Cove	Pasadena Ski and Nature Park
Exploits Valley Cross Country Ski Club, Grand Falls-Windsor	Viking Trail Ski Club, Saint. Lunaire - Griquet
Holy Cross Country Ski Club, Eastport – Glovertown	Whaleback Nordic Ski Club, Stephenville

5.8.8 NEWFOUNDLAND AND LABRADOR VOLLEYBALL ASSOCIATION (NLVA)

The Newfoundland and Labrador Volleyball Association (NLVA) was established in 1986 to act as a governing body for volleyball in the province. The NLVA is a non-profit organization and is managed by an elected executive committee of seven members. The mandate of the NLVA is to provide programs to all persons interested in volleyball and assist in the growth and development of the sport in the province.²¹³

There are six regions for the NLVA: Western, Northern, Central, Eastern, Eastern Avalon, and Labrador.²¹⁴ According to one NLVA representative, there is a regional director in each district and there is an attempt to have a member from each region on the provincial board.

They also explained that NLVA receives funding through provincial grants as well as camps, clinics, and fundraising. There is an annual budget of \$780,000-\$800,000 and approximately 10% of the budget is funded through provincial grants. The NLVA representation also noted that approximately \$50,000 from the government funding is given to the NLVA to hire staff. The NLVA is volunteer-driven with only two full-time paid staff members.

²¹² CCNL. "Ski Clubs," *Cross Country Newfoundland and Labrador*, accessed 23 May 2012, <http://www.crosscountrynl.com/p/ski-clubs.html>

²¹³ Newfoundland and Labrador Volleyball Association. "About the NLVA", accessed October 2012, <http://www.nlva.net/about.asp>

²¹⁴ Newfoundland and Labrador Volleyball Association. "NLVA Committees", accessed August 2011, <http://www.nlva.net/committees.asp>

5.9 VOLUNTEER RESOURCE CENTRES

The Community Services Council (CSC) was founded in 1976 in an effort to build opportunities for leadership and cooperation within the voluntary sector. The mandate of the CSC is to encourage citizen engagement and enhance social and economic development and to offer leadership opportunities. Common services provided by the CSC include convening meetings for information-sharing and networking, offering workshops, training and learning opportunities, operating a telephone help line, undertaking research and planning, and providing consultative services.²¹⁵

The CSC has three provincial locations: St. John's, Bonavista, Gander. These offices service any volunteer group province-wide requiring resources.²¹⁶ For example, on the Bonavista Peninsula, the CSC services the region in their “clusters project”.²¹⁷ This project explores the potential for clusters development in the voluntary sector to provide support to a variety of organizations within an area-based context.²¹⁸ According to one representative, a “Cluster Project” is also underway on the Burin Peninsula.

A CSC representative also indicated that the CSC receives funding from government grants. It is an independent organization and is a registered charity that has a formal governance structure consisting of an eighteen-member board of directors.²¹⁹

Challenges cited by on CSC representative include transportation and finding an ideal location for meetings. An achievement from working regionally is preventing the duplication of services by similar groups.

5.10 FAITH-BASED ORGANIZATIONS

An in-depth analysis of the number of churches in Newfoundland and Labrador that serve regional populations was not conducted for this research but represents an area for future research. However, church groups and other faith-based organizations play an important role in many communities. The United Church Women (UCW), for example, is a church-based group consisting of women that volunteer to support the United Church and takes part in charitable work such as fundraisers and visiting the sick and shut-in members of

²¹⁵ Community Sector Council Newfoundland and Labrador. “About CSC”, accessed August 2011, <http://communitysector.nl.ca/about>

²¹⁶ Community Sector Council Newfoundland and Labrador. “Staff/Contact Us”, accessed October 2012, <http://communitysector.nl.ca/about-csc/contact>

²¹⁷ Community Sector Council Newfoundland and Labrador. “Learn More”, accessed October 2012, <http://communitysector.nl.ca/csc-programs/clusters-development/cabot-loop-voluntary-sector-clusters-project/about>

²¹⁸ Community Sector Council Newfoundland and Labrador. “Background Information on the Cluster Project”, accessed August 2011, http://www.envision.ca/pdf/employment/Background_Information_on_Cluster_Project.pdf

²¹⁹ Community Sector Council Newfoundland and Labrador. “Community Sector Council”, accessed August 2011, <http://communitysector.nl.ca>

the community. In Newfoundland and Labrador, there is an Eastern district and Western district of UCW groups in the province.²²⁰

There are also a number of challenges now facing many churches in small rural communities, including: an aging population, declining resources, and rising costs associated with providing services. These challenges require regional cooperation in order for churches to sustain themselves. For example, in the Twillingate-New World Island region²²¹, seven United Churches combined to build one for the whole region. Likewise, in Centreville-Wareham-Trinity and Indian Bay, one Minister now serves four Anglican churches operating under one Parish in Indian Bay. In the case of Twillingate-New World Island, the United Church of Canada reports that “today, New World Island East has sufficient size and volunteer and other resources to carry on programs that were previously impossible.”²²² Regional approaches among churches are, therefore, likely to become more common throughout NL.

²²⁰ The United Church of Canada. “Contact Us”, accessed May 2011, <http://www.united-church.ca/contact/ucw>

²²¹ K. Vodden. 2005. *New World Island Municipal Service Sharing Case Study*. Series of Service Sharing Case Studies on Behalf of the Community Cooperation Resource Centre, Newfoundland and Labrador Federation of Municipalities, accessed May 2011, <http://www.municipalitiesnl.com/userfiles/files/Municipal%20Service%20Sharing%20Case%20Studies%20on%20Economic%20Development%202006%20reduced.pdf>

²²² United Church of Canada. “Amalgamation: Seven Points to the Wind”, accessed 24 September 2012, <http://www.united-church.ca/resources/0886223725/story1.shtm>

CHAPTER SIX

ENVIRONMENT AND NATURAL RESOURCES

In this chapter, we review a number of environment and natural resources organizations in NL, which fall under the following categories: Forestry Planning and Management; Agriculture; Land Use Planning; Fisheries Management; Watershed Management; Coastal Zone Planning; and Environmental Protection and Stewardship. In identifying organizations within these categories, a recurring obstacle was the absence of information and well as the prevalence of out-dated or inaccurate contact information where information was available.

Fourteen agricultural organizations were identified that fit the criteria for this research, however we were unable to access contact information for four of these. Of the remaining ten organizations, four participated in interviews. More than seventeen regional fisheries and coastal management organizations were identified and six participated in this research through interviews (four) and questionnaires (two). This included provincial and federal agencies, industry organizations, and community organizations. Finally, six additional environment or natural resources organizations responded to questionnaires, including: one forestry, one land use planning, three watershed groups, and one general stewardship group. Information was also gathered through document review and online resources.

6.1 FORESTRY PLANNING AND MANAGEMENT

Over the last 100 years, forest planning and management has evolved through a number of stages, including: forest protection, timber management, multiple use management, and the current sustainable forest management (SFM). Griffin²²³ describes the history of forest policy in the province using the following categories: i) destruction: 1497-1880; ii) exploitation and protection: 1880-1934; iii) the foundation of an administrative framework: 1934-1949; and iv) the beginning of extensive forestry: 1942-1972. We can now add two additional periods in forest: v) integrated management: 1972-1990 and vi) sustainable forest management: 1990 to present.²²⁴

Although governance practices in forestry are changing, citizens and NGOs still have limited involvement in forestry management in Newfoundland and Labrador. Therefore, this section will focus primarily on government initiated planning processes together with the efforts of the Model Forest of Newfoundland and Labrador (MFNL).

It is also important to acknowledge that Aboriginal peoples have participated in and taken a lead role in a number of forestry initiatives in NL. For example, in 2001 the Forestry Guardian Program was created under the Forestry Process Agreement between the Innu

²²³ G. Griffin. 1979. *The Development and Present Status of Forest Policy in Newfoundland*. M.A. dissertation, University of New Brunswick.

²²⁴ M. Nazir and L. Moores. 2001. "Forest Policy in Newfoundland and Labrador," *The Forestry Chronicle*, 77: 61-63.

Nation and the Government of Newfoundland and Labrador. This program enables the Innu to voice forestry-related concerns and manage the forest using eco-system based principles, such that “[governance] is applied on the ground, instead of simply voicing concern after environmental degradation has taken place”.²²⁵ In 2004, the Labrador Metis Nation (LMN) and the provincial government reached an agreement outlining LMN’s role as an active participant in forest ecosystem management in Labrador.²²⁶ This agreement was tailored to better suit the needs of the LMN. It incorporates their values into forest planning, ensuring that wildlife and the natural environment as well as the traditions and cultural practices of LMN are sustained for future generations.²²⁷ The Miawpukek First Nation, a Mi’kmaq band located in Conne River, has also undertaken forestry related educational projects.

6.1.1 MODEL FOREST OF NEWFOUNDLAND AND LABRADOR

Historical Development

The Model Forest of Newfoundland and Labrador (MFNL) is a not-for-profit corporation representing a partnership of organizations and individuals.²²⁸ Western Newfoundland Model Forest (MFNL’s original name) was formed in 1992 as part of a national model forest network. The organization provided a new avenue for stakeholder participation in forestry management in the province. A Model Forest is “a broad-based voluntary partnership established within a forested landscape that strives to translate ideas and beliefs about sustainable forest management into practice”.²²⁹ The Model Forest was primarily initiated by Natural Resources Canada, the forestry industry and non-government environmental organizations. The College of the North Atlantic also played a part in the initial development of the organization. In 2007-2008, the Canadian Model Forest Program was replaced with the Forest Communities Program (FCP). The new program has a strong focus on the sustainability of forest-based communities but continues to provide support for Model Forest initiatives.²³⁰ Under this new program, the Western Newfoundland Model Forest took on new provincial responsibilities and was renamed the Model Forest of Newfoundland and Labrador (MFNL).

²²⁵ Centre for Aboriginal Forestry Issues in Canada. “Capacity-What Capacity-Building Initiatives Exist?”, accessed August 2011, http://www.nafaforestry.org/forest_home/capacity_Whatinitiatives.html#nl

²²⁶ Department of Natural Resources. “Province and Labrador Metis Nation Reach Forestry Agreement,” Government of Newfoundland and Labrador, News Release, 31 May 2004.

²²⁷ Ibid.

²²⁸ Model Forest of Newfoundland and Labrador. “About”, accessed November 2011, <http://www.wnmf.com/what.html>

²²⁹ B. Gilbert. 2007. *Collaborative Synergy in Resource and Environmental Management*. PhD dissertation, Dalhousie University.

²³⁰ Natural Resources Canada. “Forest Communities Program. Background on the Forest Communities Program”, accessed November 2011, <http://cfs.nrcan.gc.ca/pages/233/2#cn-tphp>

Mandate and Activities

MFNL has a mandate to sustain and empower forest-dependent communities affected by a decline in the forest industry. MFNL assists affected communities to develop local solutions for stable local economies through research and education activities, Sustainable Forest Management tools and various projects.²³¹ According to one respondent, MFNL's original mandate was based on identifying short-term (one-five years) forest management options. Subsequent decisions were rationalized based on long-term (50-100 year) goals of biodiversity protection and providing other social benefits such as employment and recreation. A primary focus of MFNL has been to support planning teams through the development of forest management tools. For instance, Western Newfoundland Model Forest, prior to becoming MFNL, developed a set of criteria and indicators that could measure the region's progress toward sustainable forest management (SFM). As noted by one MFNL representative, the new mandate has changed slightly, including a greater focus on lessons learned about sustainable forest management, building capacity in rural communities and working with communities "to rethink how their forest resources can be valued and managed."

Definition of the Region

The region served by MFNL is self-designated by the organization based on ecological criteria, including: the forest eco-region, the physical geography as well as cultural ties and the forest industry and activities. Prior to 2008, the organization included the Great Northern Peninsula to White Bay, and the forest lands bordered by the Buchans Plateau and Lloyds River, the Burgeo Highway, and the Gulf of St. Lawrence.²³²

Since the 2008 introduction of the 'Forest Communities' program MFNL has targeted five networks of 'forest' communities to create Local Community Networks (LCNs) under this program. Three sites are located within western Newfoundland. The fourth is located in eastern Newfoundland along the Eastport Peninsula. The final LCN is in Labrador and encompasses the provincial Forestry Services Branch's Management District 19A.²³³

Finance and Administration

As of 2008, the MFNL had eleven full time employees and numerous volunteers. Volunteers assist in facilitating workshops and support the delivery of some programs. The organization is funded primarily through the Natural Resources Canada Forest Communities Program (FCP) and the provincial Forestry Services Branch in the

²³¹ Model Forest of Newfoundland and Labrador. "News from the Model Forest of Newfoundland and Labrador", Model Forest of Newfoundland and Labrador Newsletter, Summer 2008.

²³² Model Forest of Newfoundland and Labrador. "About", accessed November, 2011, <http://www.wnmf.com/where.html>.

²³³ Model Forest of Newfoundland and Labrador. 2007. "Rural Newfoundland and Labrador's Future, 2007 – 2012 Strategic Plan for Newfoundland and Labrador", accessed 1 November 1 2011, <http://www.wnmf.com/files/MFNL%20Strategic%20Plan%202007-2012.pdf>.

Department of Natural Resources.²³⁴ Two of the LCN sites (White Bay South and on the Great Northern Peninsula) have Community Network Coordinators. These positions are funded through both federal FCP and the REDBs.²³⁵ MFNL also has contractual agreements with the provincial Forestry Services Branch to work with two other LCNs: the Forest Management Committee (FMC), Labrador LCN and the Eastport Peninsula-Bonavista South LCN.

Organizational Structure

The strategic management of MFNL consists of the two components: the Management Group and LCNs. There is a strategic plan for the entire MFNL area while specific LCN community development needs are integrated into the Management Group's overall program delivery. The MFNL Management Group and the LCNs are primarily focused on sustainable forest management along with strategic economic development issues. They provide guidance to the General Manager and support staff. The Management Group reviews, develops and recommends to the Board protocols for the MFNL, such as guidelines for communication and conflict resolution. It can also establish working groups.²³⁶

The MFNL Management Group is based on the general membership in MFNL. Individual LCNs are also encouraged to develop their own Management Groups representing community members. The first two LCN sites in White Bay South and on the Great Northern Peninsula were established in close collaboration with three local REDBs (zones six, seven and eight), government departments, local stakeholders and residents. A number of objectives from the LCN have been integrated into the Zones' strategic Economic Plans.²³⁷

Communication and Collaboration

The MFNL respondent noted that the management approach of the MFNL includes extensive consultations with stakeholders. MFNL communicates with a wide range of stakeholders that represent municipal, provincial and federal government, industry, educational institutions, the REDBs, and other non-government organizations. Information is provided through meetings, newsletters, press releases, presentations, workshops and email correspondence. The MFNL respondent also explained how the collaboration process involves facilitation of the planning process with all stakeholders, support for course and curriculum development with educational agencies and primarily administrative support from NGOs. The Labrador strategic direction addresses the unique

²³⁴ Model Forest of Newfoundland and Labrador. 2007. "Rural Newfoundland and Labrador's Future, 2007 – 2012 Strategic Plan for Newfoundland and Labrador", accessed 1 November 2011, <http://www.wnmf.com/files/MFNL%20Strategic%20Plan%202007-2012.pdf>.

²³⁵ Ibid.

²³⁶ Model Forest of Newfoundland and Labrador. "About. Management Team", accessed 1 November 2011, <http://www.wnmf.com/management.html>.

²³⁷ Model Forest of Newfoundland and Labrador. "FCP Forest Community Program", accessed 1 November 2011, <http://www.wnmf.com/lcn.html>.

development issues faced in the region, including strengthening relationships with the Innu Nation and Labrador Metis Nation. Finally, marketing plans have been developed to promote the Forest Communities concept.

Regional Sustainability and Labour Market Development

An MFNL representative indicated that the organization has no specific strategy for labour market development. However, the MFNL has led to the creation of numerous employment opportunities particularly for well-trained biologists and foresters. MFNL has also hired LCN coordinators in the White Bay South region and on the Great Northern Peninsula.²³⁸ One of the roles of these coordinators is to provide community members with technical assistance (e.g. writing business plans) and to conduct training workshops that focus on a more holistic-model of forest use (i.e. incorporating economic, environmental and aesthetic values).²³⁹ MFNL is also active in promoting local participation in forestry related initiatives. For example, MFNL created the “Future from Forests” educational package, which is used to dispel misconceptions about the forestry industry. This program falls under MFNL’s broader mandate of promoting the professional development of the forest sector and is headed by MFNL in partnership with the Department of Natural Resources. Its purpose is to educate high school students about the forestry sector, particularly in terms of sustainable economic development.²⁴⁰ Additional goals include: increased “accessibility and utilization of program(s) for the skill enhancement and certification of the professional forest sector [and to] create awareness of the knowledge, competency and skills of the forest sector with the general public”.²⁴¹

Achievements, Challenges and Lessons Learned

A MFNL representative noted that the organization’s greatest challenges in forestry management include: the difficulties associated with integrating rural communities in forest-related development and economic diversification; testing governance models for community forestry; and evaluating the relative success of various management programs compared to community members’ expectations. Their greatest accomplishments include: their influence on the provincial forestry management process, successful collaboration efforts between inter-governmental, non-government and industry representatives, and the establishment of pine martin baseline information and management protocols.

²³⁸ Model Forest of Newfoundland and Labrador. “Coordinators hired for Local Community Networks”, News from Model Forest of Newfoundland and Labrador, accessed 8 August 2011, <http://www.wnmf.com/newsletters/Spring2009Newsletter.pdf>.

²³⁹ Ibid.

²⁴⁰ Model Forest of Newfoundland and Labrador. “New efforts to promote the forest sector within high schools”, News from Model Forest of Newfoundland and Labrador, accessed 8 August 2011, <http://www.wnmf.com/newsletters/Spring2009Newsletter.pdf>.

²⁴¹ Model Forest of Newfoundland and Labrador. 2007. “Rural Newfoundland and Labrador’s Future, 2007 – 2012 Strategic Plan for Newfoundland and Labrador”, accessed 1 November 2011, <http://www.wnmf.com/files/MFNL%20Strategic%20Plan%202007-2012.pdf>.

The MFNL respondent noted that their greatest lesson learned working as a regional organization is that ‘one size does *not* fit all’. In other words, different communities require different approaches and management strategies, and management models need to be flexible in order to incorporate a diverse range of values. Transparency and public involvement “from the ground up” are key strategies, noted by the respondent, to ensure that communities are more engaged in forestry management. Another strategy is to work with key decision makers, so that non-government organizations can gain greater political and public legitimacy.

6.1.2 NEWFOUNDLAND FORESTRY SERVICES BRANCH AND DISTRICT PLANNING TEAMS

Historical Development and Mandate

The provincial Forestry Services Branch is part of a Forestry and Agrifoods Agency within the Department of Natural Resources. The Forestry Services Branch oversees the management and regulation of the provincial forest resources through the *Forestry Act* of 1990. More specifically, the Branch is responsible for the construction and maintenance of access roads, protecting forests from insects, disease and fire, planning timber management plans for different areas, and the development and maintenance of current inventories for timber resources in NL.²⁴² A 1995 environmental assessment process resulted in the release of an Environmental Preview Report that required the formation of Local Planning Teams to assist district managers in preparing sustainable forest management plans. By 2001 Planning Teams had been established and helped to develop strategy documents and five-year operating plans for most management districts. The Teams foster public participation and bring a range of timber and non-timber values into the planning process.²⁴³

Definition of the Region

The Newfoundland Forestry Services Branch has three regions: Eastern, Western and Labrador. Each of these regions is sub-divided into 24 smaller districts (18 in Newfoundland and six in Labrador). The regions carry out administrative, planning, management and enforcement responsibilities, while the districts are responsible for operational planning, program implementation, monitoring and also enforcement.²⁴⁴

²⁴² Department of Natural Resources. “Forestry”, Government of Newfoundland and Labrador, accessed October 2012, <http://www.nr.gov.nl.ca/nr/forestry/index.html>; Department of Natural Resources. 2010. “Annual Performance Report 2009-2010”, Government of Newfoundland and Labrador, accessed October 2012, http://www.nr.gov.nl.ca/nr/publications/ar_2009_10.pdf

²⁴³ Department of Forest Resources and Agrifoods. 2003. “Provincial Sustainable Forest Management Strategy,” Government of Newfoundland and Labrador, accessed October 2012, <http://www.nr.gov.nl.ca/nr/forestry/manage/sfm.pdf>

²⁴⁴ Department of Natural Resources, Forestry Services. “Regional & District Boundaries”, Government of Newfoundland and Labrador, accessed October 2011, http://www.nr.gov.nl.ca/nr/forestry/maps/reg_bound.html

The district boundaries are determined according to forest ecosystem boundaries. A forest management district is any area of Crown lands, public land or land owned by one or more persons to which Part III of the Forestry Act applies or where one or more persons have rights to the timber. Some individual districts have been combined to form planning zones and share planning teams. For example, Districts 4, 5, 6, and 8 in central Newfoundland have one plan and planning team while Districts 14 and 15 in western Newfoundland also share one plan and one planning team.²⁴⁵

Organizational Structure

The Forestry Services Branch is divided into four divisions: the Ecosystem Management and Division, the Engineering and Industry Services Division, the Legislation and Compliance Division, and the Regional Services Division. The branch also has a number of centres, including: the Centre for Forest Science and Innovation; the Forest Protection Center, and the Forest Ecology Center.²⁴⁶ A variety of stakeholders are involved with forestry planning including resource managers, local organizations, and the public.²⁴⁷ As discussed above, Local Planning Teams provide a structure for input into five-year operating plans for each district.

Communication and Collaboration

Communication and collaboration with stakeholders are important components of the forest management planning process. Each district requires extensive consultation with the multi-stakeholder planning team while developing its five-year operating plan.²⁴⁸ For instance, the Forests Management Districts 4, 5, 6 and 8 SFM Crown Plan team includes representatives from the forestry industry, environmental organizations, outfitters, REDBs, professional planners and members from various federal and provincial agencies.²⁴⁹ Stakeholders are invited to join the planning team by letter (e.g. for government representatives or relevant organizations) and through public notices. The majority of the districts have information about their completed operational plans available for the general public on the Forestry Services Branch website.²⁵⁰ Some district

²⁴⁵ Department of Natural Resources. "District Planning Information", Government of Newfoundland and Labrador, accessed October 2012, <http://www.nr.gov.nl.ca/nr/forestry/manage/district.html>

²⁴⁶ Department of Natural Resources. "Forestry Services Branch", Government of Newfoundland and Labrador, accessed October 2012, <http://www.nr.gov.nl.ca/nr/departement/contact/forestry/forestry.html#east>

²⁴⁷ Department of Natural Resources. "How We Manage Our Forests", Government of Newfoundland and Labrador, accessed October 2012, <http://www.nr.gov.nl.ca/nr/forestry/manage/manage.html>

²⁴⁸ Forestry Services Branch, Department of Natural Resources. "Provincial Forest Management Strategy Draft," Government of Newfoundland and Labrador, accessed May 2011, www.nr.gov.nl.ca/forestry/strategy/chapter1.pdf

²⁴⁹ Forestry Services Branch. 2011. "Forest Management Districts 4, 5, 6, & 8 (Planning Zone 3) Sustainable Forest Management Plan- Crown (2007- 2011)", Government of Newfoundland and Labrador.

²⁵⁰ Forestry Services Branch, "District Planning Information", Government of Newfoundland and Labrador, accessed November 2011, <http://www.nr.gov.nl.ca/forestry/management/district.asp>.

planning information is only available to specific members, however and is not accessible to the general public.²⁵¹

Regional Sustainability and Labour Market Development

The forest industry is concentrated in the Newfoundland interior and contributes up to \$800 million towards the provincial economy. It employs approximately 10,000 people and is the economic driver in over 80 communities.²⁵² Since 2001, the demand in North America for newsprint has declined considerably. This represents a major challenge for the pulp and paper industry, especially in the face of the 2009 mill closure in Grand Falls.²⁵³ A number of initiatives funded under the \$14-million 2008 Forest Industry Diversification Program aimed to help the industry compete in the global economy as well as identify and develop new products and market opportunities.²⁵⁴

6.2 AGRICULTURE

6.2.1 REGIONAL AGRICULTURAL ORGANIZATIONS

Historical Development

Prior to 1949, Newfoundland had a relatively industrious agricultural sector.²⁵⁵ In 1889, the General Assembly of Newfoundland passed an act for the Promotion of Agriculture, which encouraged the establishment of Agricultural Societies for each district in the colony.²⁵⁶ According to one Agriculture and Agri-Food Canada representative, these groups enabled the government to be in contact with the farming population in order to better assess their needs, circulate information, and distribute quality seed and animals. Commercial farming was most successful close to the markets of the colonial and military centre of St. John's.

²⁵¹ Forestry Services Branch, "District Planning Information", Government of Newfoundland and Labrador, accessed November 2011, <http://www.nr.gov.nl.ca/forestry/management/district.asp>.

²⁵² Forestry Service of Newfoundland and Labrador, Department of Forest Resources and Agrifoods. 2003. "Provincial Sustainable Forestry Management Strategy 2003", Government of Newfoundland and Labrador, accessed 2 November 2011, <http://www.nr.gov.nl.ca/nr/forestry/manage/sfm.pdf>.

²⁵³ Halifax Global Management Consultants. 2008. "Newfoundland Forest Sector Strategy: Final report," Forestry Services Branch, Department of Natural Resources, accessed November 2011, <http://www.nr.gov.nl.ca/forestry/publications/ForestSectorStrategyFinalReport.pdf>

²⁵⁴ Ibid.

²⁵⁵ Agriculture Canada and Department of Rural, Agricultural and Northern Development. 1988. "Canada/Newfoundland and Agri-food subsidiary agreement", Government of Newfoundland and Labrador and Government of Canada.

²⁵⁶ Agricultural History Society of Newfoundland and Labrador. 1993. "The Encouragement of Agriculture", Government of Newfoundland and Labrador and Government of Canada.

When Newfoundland entered confederation, import quotas and tariffs were removed which significantly impacted farmers across the province.²⁵⁷ Confederation also introduced better access to the wage economy, which resulted in a marked decline of the traditional “supplementary farming”.²⁵⁸ In 1953, a provincial commission recommended that supplementary farming be discouraged in favour of larger, more concentrated commercial farms. By the mid-1960s, the commercial agricultural industry started to revitalize in response to increased government funding and government led initiatives.²⁵⁹

By the late 1960s, Regional/Rural Development Associations (RDAs) started to emerge and they would play a major part in the development and management of regional agricultural initiatives.²⁶⁰ These agricultural projects ranged from the establishment of regional greenhouses to garden plots for senior citizens. The RDAs were also instrumental in managing regional pastureland and at one point virtually every provincial political riding had a pasture.²⁶¹ In 1999, 30 regional or community pastures were still in operation according to the Department of Forest Resources and Agrifoods.²⁶² In some cases municipalities play a key role. For example, as of 2004 the Towns of Cow Head and St. Paul’s shared a pasture and jointly operated a Pasture Committee.²⁶³ Many of the Regional Economic Development Boards (REDBs) also undertook regional agricultural initiatives.²⁶⁴

Another trend in the regional management of agricultural resources is the emergence of urban-based farmers’ markets. These markets rely on decision-making from vendors and organizers who live beyond a single municipality. The St. John’s Farmers’ Market and the West Coast Farmers’ Market are examples of more regionally based farmer’s markets. These markets draw in consumers and farmers from surrounding communities.

Much of the information on active regional agricultural organizations is not up-to-date and contact information is incorrect or missing. This made it difficult to determine which organizations are currently operating as well as how long others have been inactive. Table 6.1 illustrates 14 regional agriculture-related organizations we identified in the

²⁵⁷ Agriculture Canada and Department of Rural, Agricultural and Northern Development. 1988. “Canada/Newfoundland and Agri-food subsidiary agreement”, Government of Newfoundland and Labrador and Government of Canada.

²⁵⁸ Agricultural History Society of Newfoundland and Labrador. 1993. “The Encouragement of Agriculture”, Government of Newfoundland and Labrador and Government of Canada

²⁵⁹ Ibid.

²⁶⁰ Newfoundland and Labrador Rural Development Council. 1983. “Rural, Agricultural and Northern Development and Regional Economic Expansion”, Regional Development Associations in Newfoundland and Labrador: A project inventory.

²⁶¹ Ibid.

²⁶² Department of Forest Resources and AgriFoods. 1999. “Newfoundland Regional Pasture Locations”, Government of Newfoundland and Labrador, accessed 8 August 2011, http://www.nr.gov.nl.ca/nr/agrifoods/land_resources/land_use/regionalpastures.pdf

²⁶³ K. Vodden. 2005. “St. Pauls to Bellburns - Great Northern Peninsula Municipal Service Sharing Case Study”, accessed November 2011, <http://www.capitalcoast.nf.ca/ccassets/documents/ccda%20news%20april%2009.pdf>

²⁶⁴ Newfoundland and Labrador Regional Economic Development Association, “Strategic Economic Plans 2008-2011”, accessed 8 August 2011, <http://www.nlreda.ca/content.php?cid=78&nav=89>

province. This list has been compiled from information provided by the Farm Focus' Atlantic Directory for Newfoundland and Labrador, the Newfoundland and Labrador Federation of Co-operatives, and a website literature search.

Table 6.1: Active Regional Agricultural and Related Organizations*²⁶⁵

Regional Organization	Status
Avalon Farm Women's Association	Information on current status not available
Baccalieu Trail Producers' Co-operative Ltd.	Information on current status not available
The Blueberry Industry Cooperative	Active
Carbonear Cattlemen's Association Inc.	Active
The Central Newfoundland Berry Association	Information on current status not available
Codroy Valley Farmers Co-operative	Reduced activity since 2008
Humber Valley Agriculture Association	Information on current status not available
Humber Valley Farm Women's Association	Information on current status not available
Labrador Farms Co-op	Active ²⁶⁶
Lethbridge & Area Horticultural Co-op	Information on current status not available
Quality Agricultural Producers Co-op	Active ²⁶⁷
Western Environmental Centre (West Coast Farmers' Market)	Active
Fogo/Change Islands Farmers Co-op Market	Active
St. John's Farmers' Market Coop	Active

*This list does not include consumers' groups (e.g. consumers' co-operatives)

Mandate and Activities

Although the specific mandates and activities of those organizations contacted were varied, their general goals are to promote and facilitate agricultural related activities in Newfoundland and Labrador. For example, some regional agricultural organizations provide a place for farmers to pasture their animals or promote local food and locally made products, while others are focused on educating the public on environmental issues and sustainability.

²⁶⁵ Newfoundland and Labrador Cooperatives Association. "Co-op Sector in NL", accessed October 2012, <http://www.nlfc.coop/userfiles/files/Type-coop-Sept15-2010.pdf>; Newfoundland and Labrador Federation of Agriculture, and literature and website search. Unless otherwise stated, status of these organizations is based on telephone responses.

²⁶⁶ Canadian Worker Co-op Federation. "CDI Advisory Services Success Stories," Canadian Worker Co-op Federation, accessed 8 August 2011, http://www.coopscanada.coop/assets/firefly/files/files/pdfs/CDI/AS_success.pdf

²⁶⁷ Ibid.

Definition of the Region

Three out of the four respondents stated that the region that their respective organization serves is defined by the organization itself while the other indicated that the provincial government determined the region. Some factors involved in the definition of the regional boundaries include: lack of other regional agricultural organizations; the vendor and consumer base; and practical considerations of how far people are willing to commute. One respondent also explained how their organization does not set definitive regional boundaries but allows them to come about naturally.

Organizational Structure and Resources

Three out of four of the organizations interviewed indicated that they are incorporated NGOs, while one indicated that they are a registered as a charity. All of the responding organizations have volunteer boards of directors, ranging from five to 12 people in size. The members on the board are chosen either through a voting process or nomination at the AGM. Fifty percent of the organizations maintain formal membership and the duties of volunteers include: sitting on sub-committees, treasury responsibilities, advertising, web design, general upkeep and maintenance of the pastures, running the markets, and clean up. Three of these organizations operate under a set of by-laws, while only one has a policies and procedures manual in place.

None of the organizations have an annual operating budget, although one organization is in the process of developing a seasonal budget. All of the organizations have year round part-time staff and two have seasonal full-time staff. The revenue and funding sources for the organizations are varied, including funding through grants from the government (e.g. from the Department of Natural Resources-Agrifoods), student grants (for apprentice work), monies received for animals put to pasture, charitable donations and fundraisers, membership fees and funds, vendor fees, and coffee sales at markets.

Historically, co-operatives have been another form of organizational structure adopted by agricultural organizations operating on a regional scale. For example, the Eastern Farmers' Co-op was registered in 1959, the Central Farm Co-op and the Western Farmers' Co-op in the 1960s and the Mid-Island Egg Co-op in 1971.²⁶⁸ Several more recently formed operations are listed in table 6.1. Further research is necessary to understand their current status, scope and potential influence on regional agricultural development.

Communication and Collaboration

Three out of the four respondents indicated that they undertake activities both to gather input and provide information regarding their services. For example, one organization indicated that Agrifoods is a member and that they relay information for them. However,

²⁶⁸ Department of Rural, Agricultural and Northern Development. 1984. *Cooperative Societies in Newfoundland and Labrador: A Statistical Study*. Government of Newfoundland and Labrador.

they also noted that their organization does not actively gather input from any other organizations. The other regional agricultural organizations use various mediums to gather input including: email, print media, consulting firms, Agrifoods, public/vendor surveys, and word of mouth. They also provide information on their goals and activities through email, websites, Facebook, AGMs, posters and print media.

All of the respondents stated that they collaborate with other organizations. All the respondents also indicated that collaboration is very important in advancing the missions of their organizations. However, there were mixed responses to the level of collaboration that currently exists. One organization occasionally collaborates with the NL Federation of Agriculture and other associations through annual general meetings. Another representative indicated that tradeshow and conferences provide an opportunity for collaboration, although the level of cooperation was said to be only somewhat collaborative. Two others described their relationships with other organizations as very collaborative.

Regional Sustainability and Labour Market Development

None of the organizations interviewed have a mandate to address labour market development issues on a regional level, although two of the organizations have developed seasonal positions.

At least two REDBs have addressed the issue of human resource needs in the agriculture sector - the Exploits and Northeast Avalon. In 2009 the Northeast Avalon (formerly Capital Coast, Zone 19) REDB completed research on the human resources and training needs of the agriculture sector in their region. This was accomplished in partnership with the NL Federation of Agriculture and through the assistance of agriculture commodity groups, government representatives and farmers.²⁶⁹ The Marine and Mountain Zone Corporation (MMZC- zone 10) collaborated with Long Range Economic Development Board (zone 9) to form a solidified and formalized Agricultural Working Committee. The purpose of this committee is to assess the agri-foods sector in the region and collectively identify issues and opportunities in the agricultural sector.²⁷⁰

Achievements, Challenges, and Lessons Learned

The regional agricultural organization respondents cited a number of challenges. This ranged from a decrease in livestock ranching in the province leading to a reduced need for pasturelands to fewer student grants and a lack of willing apprentices. Coyotes are also problematic, particularly to the mortality of sheep. Lack of equity in terms of agriculture in Labrador was also noted. More specifically, some respondents indicated that Labrador farmers are not being heard by government agencies on the island and their

²⁶⁹ L. Hewitt. 2009. "A Demographic Profiling and Skill Gap Analysis of the Northeast Avalon Agriculture Industry", access October 2012,

<http://www.northeastavalonredb.ca/PDFs/BLBF/AgricultureFinalReport2009.pdf>

²⁷⁰ Marine and Mountain Zone Corporation. "Strategic Economic Plan, 2008-2011", accessed 8 August 2011, <http://www.mmzc.com/Main.asp?SubCatID=67>.

needs are not being considered. Other challenges that arise are lack of funding and community participation especially at farmers markets.

Generally speaking, agricultural challenges in NL include short and cool summers, which inhibit plant development.²⁷¹ In addition to the short growing season, the soil in much of the province is stony and acidic, which also restricts plant growth. Farming activity tends to be concentrated in pockets of fertile agricultural land in the Codroy Valley, Cormack, the Clarenville area, parts of the Avalon Peninsula as well the shores of the Lake Melville Area.²⁷² These areas coincide with the Province's Agricultural Development Areas (discussed below). As noted, livestock mortalities associated with coyotes has also been a concern for pasture operations in recent years.²⁷³

Other constraints that affect agriculture on a provincial scale include market changes (i.e. Confederation and more recently globalization) as well as the relative geographic isolation of many communities from one another and from the rest of Canada.²⁷⁴ Historically, the diversification of agricultural projects has been constrained by geographic distances between communities, restricted technology/education flow, inadequate market information, and limited financial resources.²⁷⁵

Despite these challenges, the regional agricultural organizations expressed a number of achievements. The farmers' markets that have been established in this province are seen as a big success. Vendors are getting increasingly involved with these projects and new and alternative economic outlets are being provided for food producers. This also provides consumers with better access to locally produced goods. Another success is the increase in public knowledge about environmental issues, especially as they relate to food and agriculture more generally. One respondent also cited a proposal to the provincial government to establish Labrador as 'special needs' region in terms of agricultural infrastructure. They were also pleased with the development of a homestead policy in Labrador where provincial subsidies will be provided for agricultural development.

General lessons cited from respondents related to working on a regional scale include the importance of networking. One organization stated that when smaller, community-based organizations operate in isolation it requires significantly more work (typically by volunteers) than if groups collaborated and communicated with one another. In particular, communication is needed about the ongoing interactions among community members, board members and/or individuals of other organizations including the NL Federation of Agriculture and the Department of Natural Resources.

²⁷¹ P. J. Scott. 2008. *Wildflowers of Newfoundland and Labrador*. Portugal Cove NL: Boulder Publications.

²⁷² Ibid.

²⁷³ K. Vodden. 2005. "St. Pauls to Bellburns - Great Northern Peninsula Municipal Service Sharing Case Study", accessed November 2011,

<http://www.capitalcoast.nf.ca/ccassets/documents/ccda%20news%20april%202009.pdf>

²⁷⁴ Agriculture Canada and Department of Rural, Agricultural and Northern Development. 1988.

"Canada/Newfoundland and Agri-food subsidiary agreement", Government of Newfoundland and Labrador and Government of Canada.

²⁷⁵ Ibid.

6.2.2 GOVERNMENT INITIATIVES

According to one Agriculture Canada representative, the government established a number of Agricultural Development Areas (ADAs) across the province in the 1970s with the intention to create provincial legislation to protect land for agricultural use.²⁷⁶ The respondent further indicated that the ADAs were determined based on soil testing that indicated the presence of productive agricultural land. Two of these areas were protected for agricultural activities under specific legislation related to land use zoning: the St. John's ADA and the Wooddale ADA. Both areas are protected and governed under the *Lands Act*. The St. John's Agricultural Development Area was established in 1973 and, like Wooddale, was legislated under the *Lands Act* in 1978. The Area is governed by the Minister responsible for Forestry and Agrifoods according to the St. John's Urban Region (Agriculture) Development Area Regulations. The regulations for both areas are administered by a Land Development Advisory Authority and an Appeal Board, both appointed by the Minister.²⁷⁷

As a Special Management Area the *St. John's Agriculture Development Area Order* protected approximately 60,600 acres of land from being converted for other land uses.²⁷⁸ However by 1993, the number of acres set aside for the St John's ADA had been reduced to 30,000.²⁷⁹ While legal clout for agricultural land protection has not materialized to extent envisioned and remains under threat, particularly in the St. John's area, ADAs are still taken into account for land use and agricultural planning purposes. For example, the Draft Humber Valley Regional Land Use Plan 2011-2021 sets out as an objective to "recognize and protect valuable farm lands as important for the food security and economy of the region by identifying lands for future expansion and preventing the loss of agricultural lands to urban or other uses." The plan further calls for a review of the Humber Valley Agricultural Development Area (ADA) to "better reflect key agricultural lands, existing farms and lands suitable for agricultural production."²⁸⁰

The Forestry and Agrifoods Agency within the provincial Department of Natural Resources, and within that the Agrifoods Development Branch includes eight provincial Agricultural Business Development Division offices across the province.²⁸¹ These include a head office in Corner Brook and offices in Bishop's Falls, Carbonear, Clarenville, Gander, Goose Bay, Pynn's Brook and St. John's.

²⁷⁶ Ramsey identifies 17 Agricultural Development Areas. In R. D. Ramsey. 1998. *Issues Affecting the Development of Agriculture in Newfoundland: A Case Study of the Lethbridge-Musgravetown ADA*. Research Paper No. 30. Truro Rural Research Centre. Nova Scotia Agricultural College.

²⁷⁷ Agriculture Development Area Review Commission. 2008. "The Report of the St. John's Urban Region (Agriculture) Development Area Review Commission", accessed October 2012, http://www.nr.gov.nl.ca/nr/publications/agrifoods/report_development_area_review_commission.pdf

²⁷⁸ Ibid.

²⁷⁹ Ibid.

²⁸⁰ CBCL Limited. 2011. "Draft Humber Valley Regional Land Use Plan 2011-2021." Prepared for the Newfoundland and Labrador Department of Municipal Affairs. Humber Valley Regional Planning Advisory Authority and Humber Valley Region Municipalities. (page 28-29).

²⁸¹ http://www.nr.gov.nl.ca/nr/departement/contact/agrifoods/abdd_contacts.html

There are multiple agricultural initiatives implemented by the provincial government. For instance, the Department of Natural Resources has several initiatives to improve farming including the Agriculture Framework Agreement and the Vegetable Storage Assistance Program. The Natural Resources' Forestry and Agrifoods Agency is also promoting "Growing Forward" which allocates funding for programs that are offered province wide, including: the Agriculture Innovation Program, the Agriculture Land Development Program, the Agriculture Opportunities Program, the Agriculture Sustainability Program, the New Farm Investment Program and, the Mitigating Agriculture Risks Program.²⁸²

6.3 LAND USE PLANNING

Despite a number of task force studies and planning recommendations, land use planning in Newfoundland and Labrador has lacked a coherent overarching policy and systematic approach.²⁸³ *The Lands Act* (revised in 1991 from the former *Crown Lands Act* of 1844²⁸⁴) provides the guiding legislation which governs all Crown Land in province and authority to the Province to issue property. Three provincial organizations play key roles in land use planning in NL, along with individual municipalities.

The first of these provincial agencies is the Interdepartmental Land Use Committee (ILUC), created in 1983 by the provincial cabinet. The ILUC advises all government departments "that any legislation, regulation, policy, plan, etc. involving the use of Crown or public lands, must be referred to ILUC prior to approval and implementation or, where conflict cannot be resolved, approved by either the Minister of Government Services or Cabinet".²⁸⁵ At present, the ILUC deals with all proposals involving the use of Crown or public lands, including: municipal or regional plans; community or regional watersheds and municipal boundary changes; agriculture, forestry, wildlife, park, mineral aggregate, ecological and wilderness reserves; cultural, historic and recreational sites; major road, hydro, forestry and other service roads, and; legislation, regulations or guidelines affecting the use of Crown or public lands.²⁸⁶ The goal of the ILUC is to ensure that public sector policy and decisions related to land use and natural resource planning and management are consistent and complementary.²⁸⁷

²⁸² Department of Natural Resources, "Growing Forward in Newfoundland and Labrador Background Information", accessed October 2012,

http://www.nr.gov.nl.ca/nr/funding/growingforward/growing_forward_agreement_summary.pdf

²⁸³ V. Cranmer. 1974. *Land Use Programs in Canada: Newfoundland and Labrador*. Ottawa: Environment Canada, Lands Directorate, 2; R. Byron (ed.). 2003. *Retrenchment and Regeneration in Rural Newfoundland*. Toronto: University of Toronto Press, 117; Gander-New-Wes-Valley Rural Secretariat Regional Council. 2009. "Integrated Land Use Planning: Background Paper", Unpublished Report, 2.

²⁸⁴ Newfoundland and Labrador Department of Environment and Conservation [NLDEC]., "History" <http://www.env.gov.nl.ca/env/lands/ownership/history.html> (accessed March 14, 2013)

²⁸⁵ Department of Environment and Conservation. "Interdepartmental Land Use Committee (ILUC)", Government of Newfoundland and Labrador, accessed 8 August 2011,

http://www.env.gov.nl.ca/env/wildlife/environmental_review/land_use_committee.html

²⁸⁶ Ibid.

²⁸⁷ Ibid.

The second is the Department of Municipal Affairs, which promotes “the growth of sustainable and attractive communities” through the *Urban and Rural Planning Act*.²⁸⁸ The first Act was created in 1970 to guide planning across the province and was recently updated in 2000.²⁸⁹ In 2005, the Engineering and Land Use Planning Division was formed through the merger of the Urban and Rural Planning Division and the Engineering Division. The aim of the Land Use Planning Section is “the growth of sustainable and attractive communities through its administration of provision of the *Urban and Rural Planning Act, 2000*.”²⁹⁰ Municipal Affairs (MA) also includes four appeal boards in the Eastern, Central, Western and Labrador regions. Each region also includes one planner who is responsible for managing provincial interests (e.g. flood risk), regulatory items, and reviewing appeals. The planners are not directly involved in municipal planning or monitoring implementation.²⁹¹

Currently, roughly 50 percent or 142 municipalities in the province have land use plans. However, many of these plans are out-dated.²⁹² As of 2012, only six municipalities had planning staff while the 170 local service districts (LSD) have no authority for planning or local development controls.²⁹³ Given the lack of local municipal planning staff, one option would be for municipalities to turn to private consulting firms. However, planning firms are usually quite costly and outside the financial capacity of many municipalities.²⁹⁴ Thus, many of the municipalities across the province are unable to effectively develop and implement integrated land use plans.

A third important provincial player is the Department of Environment and Conservation and particularly the Crown Lands Branch, which processes applications for development of Crown lands for personal or commercial-industrial use. In addition to its responsibilities for Crown Lands the Department of Environment and Conservation is charged with the environmental protection and enhancement and with management of wildlife, inland fish, water, parks, and climate change mitigation and adaptation efforts.²⁹⁵ Other provincial departments are also involved in planning and/or commenting on development applications related to specific sectors.

²⁸⁸ Department of Municipal Affairs. 2006. “Annual Report 2005-06”, Government of Newfoundland and Labrador, accessed 8 August 2011,

http://www.ma.gov.nl.ca/ma/publications/annual_reports/annualreport2005_06revisedapril202007.pdf

²⁸⁹ S. B. Jewczyk. 2012, “Regional Planning in Canada”, Presentation to the Municipalities Newfoundland and Labrador Symposium, accessed October 2012,

<http://www.municipalitiesnl.com/userfiles/files/Mount%20Pearl%20Regional%20Planning.pdf>

²⁹⁰ Department of Municipal Affairs. 2006. “Annual Report 2005-06”, Government of Newfoundland and Labrador (page 17), accessed 8 August 2011,

http://www.ma.gov.nl.ca/ma/publications/annual_reports/annualreport2005_06revisedapril202007.pdf

²⁹¹ C. Davis. 2008. “Presentation on Planning in Newfoundland and Labrador.” St. John’s: Newfoundland and Labrador.

²⁹² R. Keenan and P. Whalen. 2010. *Searching for a Purpose: A Current Assessment of Municipal Government and Regional Governance in Newfoundland and Labrador*. Community Cooperation Regional Government Papers. St. John’s: Municipalities Newfoundland and Labrador, 14, accessed 8 August 2011, <http://www.municipalitiesnl.com/userfiles/files/CCRC%20Searching%20for%20a%20Purpose.pdf>

²⁹³ Ibid.

²⁹⁴ Ibid.

²⁹⁵ Newfoundland and Labrador Department of Environment and Conservation, The official website of the NLDEC, accessed 14 March, 2012, <http://www.env.gov.nl.ca/env/>

This remainder of this section will outline and describe three regional land use planning initiatives in Newfoundland and Labrador: the Northeast Avalon Peninsula Regional (NEAR) Plan, the Corner Brook-Humber Valley (CB-HV) Regional Land Use Plan, and the Labrador Inuit Settlement Area (LISA) Regional Land Use Plan. As of 2011, none of these regional land use plans were completed. The following is, therefore, based on a preliminary investigation of their initial development.

6.3.1 THE NORTHEAST AVALON PENINSULA REGIONAL (NEAR) PLAN

Historical Development

In 2005, the Minister of Municipal Affairs asked the Northeast Avalon communities for input on the existing St. John's Urban Regional Plan.²⁹⁶ Initially developed by the St. John's Metropolitan Area Board, the St. John's Urban Regional Plan received approval in 1976. Since then, the plan had received amendments but had not been comprehensively reviewed.²⁹⁷ The Northeast Avalon Regional (NEAR) Plan is, thus, an attempt to “ensure it reflects the current realities of today and plan for a sustainable future”.²⁹⁸

Mandate and Activities

The mandate of the NEAR plan is to collectively “provide a fresh vision that responds to current issues including population growth, development demand, the need for new economic opportunities and regional services”.²⁹⁹ The goals of the NEAR Plan are structured around the following themes: population estimates, demographic changes, housing demand in the region, and how these factors will affect the economy and the natural environment in the region. Planning for new housing and expansion of residential areas is a fundamental component of the NEAR Plan, based on population projections that suggests continued growth in the urbanizing areas surrounding St. John's (such as Torbay, Paradise, and Conception Bay South).³⁰⁰

²⁹⁶ Department of Municipal Affairs, “Minister Seeks Interest in Review of St. John's Urban Region Regional Plan”, News Release, Government of Newfoundland and Labrador, 11 January 2005, accessed 8 August 2011, <http://www.releases.gov.nl.ca/releases/2005/mpa/0111n01.htm>

²⁹⁷ Department of Municipal Affairs. 2006. “Annual Report 2005-06”, Government of Newfoundland and Labrador, accessed 8 August 2011, http://www.ma.gov.nl.ca/ma/publications/annual_reports/annualreport2005_06revisedapril202007.pdf; M. Baker. “Local Government in Newfoundland and Labrador before 1982”, accessed 8 August 2011, <http://www.ucs.mun.ca/~melbaker/LocalGovtNLpre1982.pdf>.

²⁹⁸ CBCL Ltd. and Government of Newfoundland and Labrador. 2009. “Northeast Avalon Regional Plan: Background”, accessed November 2011, <http://www.nearplan.ca/background.htm>.

²⁹⁹ CBCL Ltd. and Government of Newfoundland & Labrador. 2009. “Northeast Avalon Regional Plan Poster Boards”, accessed November 2011, http://www.nearplan.ca/postersboards_may09.pdf

³⁰⁰ Ibid.

Definition of the Region

The NEAR Plan includes 15 municipalities on the Northeast Avalon Peninsula, namely: Bauline, Bay Bulls, Conception Bay South, Flatrock, Holyrood, Logy Bay-Middle Cove-Outer Cove, Mount Pearl, Paradise, Petty Harbour-Maddox Cove, Portugal Cove- St. Philip's, Pouch Cove, St. John's, Torbay, Wabana, Witless Bay and an unincorporated area called the Butterpot-Witless Bay Line Environs.³⁰¹ The region was determined on the basis of historical precedence (i.e. areal parameters set by the St. John's Metropolitan Area Plan). Currently, the communities in this region are also experiencing somewhat similar issues like population growth and development demands as well as the need for new economic opportunities and shared regional services.³⁰²

Organization Structure and Resources

The NEAR Plan is being developed in conjunction with CBCL Limited, a private consulting firm, the Department of Municipal Affairs, and municipal planning staff and councillors. The NEAR Plan will cost an estimated \$500,000 split by the 15 municipalities and the Department of Municipal Affairs on a 50-50 cost sharing basis.³⁰³

The governance structure of the NEAR Plan includes two committees, a leadership committee and a technical committee, who report back to the Land Use Planning Section of MA. The NEAR leadership committee guides the planning process and consists of councillors appointed by the partnering municipalities and MA. The technical team consists of planning representatives from MA and the municipalities to undertake the technical aspects of the process. The Land Use Planning Section of MA is the coordinator for the leadership committee and technical team.³⁰⁴

Communication and Collaboration

The Minister of Municipal Affairs invited municipal representatives in the Northeast Avalon region to engage in the planning process.³⁰⁵ The planning process has attempted to engage and involve residents and the general public. For example, the NEAR plan created a "public engagement plan", which outlines dates and locations of public forums and workshops, newsletters and press releases, as well as visioning sessions for the plan as part of a multi-phase process.³⁰⁶ The public was also invited to provide input through

³⁰¹ CBCL Ltd. and Government of Newfoundland & Labrador. 2009. "Northeast Avalon Regional Plan Poster Boards", accessed November 2011, http://www.nearplan.ca/postersboards_may09.pdf

³⁰² Ibid.

³⁰³ Department of Municipal Affairs. "Development of the NEAR Plan Now Underway," News Release, Government of Newfoundland and Labrador, 4 February 2009, accessed November 2011, <http://www.releases.gov.nl.ca/releases/2009/ma/0204n01.htm>

³⁰⁴ Department of Municipal Affairs. 2006. "Annual Report 2005-06", Government of Newfoundland and Labrador, accessed 8 August 2011, http://www.ma.gov.nl.ca/ma/publications/annual_reports/annualreport2005_06revisedapril202007.pdf

³⁰⁵ Ibid.

³⁰⁶ CBCL Ltd. and Government of Newfoundland & Labrador. "NEAR Plan Get Involved", accessed November 2011, <http://www.nearplan.ca/get-involved.htm>

an online survey during June and July 2009.³⁰⁷ Residents were also able to receive information from the NEAR Plan Website.

Challenges and Opportunities

In light of large energy and resource-based investments in the area (e.g. Hebron, White Rose, Hibernian South, Terra Nova, and the Vale Inco nickel processing plant), the NEAR region is confronted with a number of planning challenges. This includes: the volatile nature of resource based economies; the availability of land for industrial development; the impact of such industries on the natural environment; and the appropriate location of household growth and related infrastructure.³⁰⁸ The NEAR plan presents the opportunity for a more regional planning approach to confront these land use challenges.

However, it should be noted that the efforts to create the NEAR plan have slowed significantly. At the time of writing this section, a number of visioning sessions were postponed indefinitely, there are no new available newsletters, and the website is no longer active.

6.3.2 THE CORNER BROOK- HUMBER VALLEY (CB-HV) REGIONAL LAND USE PLAN

Historical Development

Also in 2005, the Minister of Municipal Affairs initiated a discussion on the desire for a comprehensive framework for the management of land in Corner Brook-Humber Valley region.³⁰⁹ After a number of consultation sessions with the Minister, the Land Use Planning Division, and municipalities, it was agreed that a plan would be created for the region.³¹⁰

Mandate and Activities

The mandate of the Corner Brook-Humber Valley Regional Planning Authority is to prepare a regional land use plan for the entire area. The Authority, which formed in 2006, initiated the planning process in Corner Brook-Humber Valley (CB-HV) region in partnership with the Department of Municipal Affairs. One of the anticipated outcomes is

³⁰⁷ CBCL Ltd. and Government of Newfoundland & Labrador. "NEAR Plan Get Involved", accessed November 2011, <http://www.nearplan.ca/get-involved.htm>

³⁰⁸ Ibid.

³⁰⁹ Department of Municipal Affairs. 2006. "Annual Report 2005-06", Government of Newfoundland and Labrador, accessed 8 August 2011, http://www.ma.gov.nl.ca/ma/publications/annual_reports/annualreport2005_06revisedapril202007.pdf

³¹⁰ Ibid.

that the regional plan will provide an overarching vision and objectives for the region.³¹¹ The CB-HV region is experiencing complex land use conflicts between natural resource development, tourism development and residential development.³¹² Some themes under consideration in the CB-HV Regional Land Use Plan include: determining where development occurs based on multiple characteristics (environmental, social, economic, cultural); ensuring that planning takes climate change into account; and establishing policies to ensure the integrity and continuity of the protected areas that are identified within the regional land use planning area.³¹³

Definition of the Region

The CB-HV Regional Land Use Plan area is located on the west coast and includes seven municipalities: Corner Brook, Cormack, Pasadena, Steady Brook, Deer Lake, and Massey Drive and the surrounding unincorporated area.³¹⁴ A representative from Municipal Affairs indicated that the Minister of MA determined the regional boundaries for this plan. The factors used to determine size and scope of the region included the desire from local councils to be included and those areas that were considered to be under high development pressures.³¹⁵

Organizational Structure and Resources

Like the NEAR Plan, the CB-HV Regional Land Use Plan is being developed in conjunction with CBCL limited, a private consultant firm, the Department of Municipal Affairs, and municipal planning staff and councillors. The plan will cost an estimated \$500,000, which has been committed to the CB-HV Regional Land Use Plan split between the seven municipalities and the Department of Municipal Affairs on a 20-80 cost sharing basis.³¹⁶

The governance structure for the CB-HV Regional Land Use Plan is similar to the NEAR plan with two committees, a leadership committee and a technical committee, who report back to the Land Use Planning Section of MA. In the CB-HV plan, the leadership committee is referred to as the CB-HV Regional Planning Advisory Authority. The Advisory Authority includes an elected representative and an employee from each of the

³¹¹ CBCL Ltd. and Government of Newfoundland and Labrador. "Corner Brook Humber Valley Regional Plan: Project Objective", accessed 8 August 2011, <http://www.cbhvregionalplan.ca/project.html#>.

³¹² Ibid.

³¹³ Ibid.

³¹⁴ CBCL Ltd. and Government of Newfoundland & Labrador. "Corner Brook Humber Valley Regional Plan: Home Page", accessed 8 August 2011, <http://www.cbhvregionalplan.ca/>

³¹⁵ CBCL Ltd. and Government of Newfoundland & Labrador. "Corner Brook Humber Valley Regional Plan: Project Background", accessed 8 August 2011, <http://www.cbhvregionalplan.ca/project%20background.html>

³¹⁶ Department of Municipal Affairs. "Contract Awarded to Guide Development of Corner Brook-Humber Valley Regional Plan", News Release, Government of Newfoundland and Labrador, 30 October 2009, accessed 8 August, 2011, <http://www.releases.gov.nl.ca/releases/2009/ma/1030n09.htm>

seven municipalities in the region as well as representatives from five government departments.³¹⁷

Communication and Collaboration

The Minister of Municipal Affairs invited municipal representatives from the Corner Brook-Humber Valley region to engage in the planning process.³¹⁸ The planning process has attempted to engage and involve residents and the general public. For example, the CB-HV Regional Land Use Planning Authority, MA, and CBCL Ltd. have developed a public engagement plan to engage stakeholders and the general public in a number of ways. This includes: stakeholder/public consultations, presentations, workshops, media releases, newsletters as well as through online mediums. The website, in particular, is one of the primary methods of delivering information to the public. For example, on the website residents can provide input through an online video contest, an online survey and they can link to Facebook and Twitter to discuss the plan and issues in their region more broadly.³¹⁹

6.3.3 LABRADOR INUIT SETTLEMENT AREA (LISA) REGIONAL LAND USE PLAN

Historical Development

In 2005, representatives from the Labrador Inuit Association (LIA), the Government of Canada, and the Government of Newfoundland and Labrador signed the Labrador Inuit Land Claims Agreement (LILCA).³²⁰ This land claim was first filed by the LIA in 1977 and the agreement provides the Labrador Inuit with greater autonomy (via defined rights) to the governance of land and resources in northern Labrador.³²¹ One of the recommendations from the LILCA was to develop a Regional Planning Authority for the Labrador Inuit Settlement Area (LISA) and prepare a Regional Land Use Plan.³²²

³¹⁷ Humber Valley Regional Planning Advisory Authority. 2011. "Humber Valley Regional Planning Advisory Authority, Annual Report 2010-2011," accessed October 2012, http://www.ma.gov.nl.ca/ma/publications/annual_reports/humber_valley_regional_planning_201011_annual_report.pdf

³¹⁸ Department of Municipal Affairs. 2006. "Annual Report 2005-06", Government of Newfoundland and Labrador, accessed 8 August 2011, http://www.ma.gov.nl.ca/ma/publications/annual_reports/annualreport2005_06revisedapril202007.pdf

³¹⁹ CBCL Ltd. and Government of Newfoundland & Labrador, "How to get Involved", accessed 8 August 2011, <http://www.cbhvregionalplan.ca/get%20involved.html>

³²⁰ Department of Labrador and Aboriginal Affairs. "Labrador Inuit Land Claims Agreement Signed", Government of Newfoundland and Labrador, News Release, 22 January 2005.

³²¹ Ibid.

³²² Labrador Inuit Settlement Area Regional Planning Authority. "Regional Land Use Plan for the Labrador Inuit Settlement Area", accessed 8 August 2011, http://www.lisaplan.ca/uploads/documents/2-overview_of_regional_land_use_plan.pdf

Mandate and Activities

The mission statement of the LISA Regional Land Use Plan is to respect the rights of the Labrador Inuit. It also aims to “guide the use of land, water and natural resources” in the region and “optimize social, cultural and economic benefits for the Labrador Inuit and other residents of LISA”.³²³ The LISA Regional Land Use Plan seeks to balance environment, economic development, and social, cultural and quality of life goals.³²⁴

Definition of the Region

The LISA is based on the area established by the Labrador Inuit Land Claims Agreement. The region encompasses five Inuit Communities, including: Hopedale, Makkovik, Nain, Postville and Rigolet, along with North West River and Happy Valley-Goose Bay which were also built into the planning process.³²⁵ The region was determined based on the Inuit governance of the region and the plan sets out to regulate the use of the land, water, and natural resources through guidelines that honour the rights of the Labrador Inuit who live in the region.³²⁶

Organizational Structure and Resources

As previously mentioned, the Regional Planning Authority for LISA was appointed by the Government of Newfoundland and Labrador and the Nunatsiavut Government and is comprised of two representatives from each.³²⁷ In the LISA Regional Land Use Plan the Nunatsiavut Government is responsible for the approval of the plan as it applies to LILs and the Government of Newfoundland and Labrador is responsible for the approval of the plan as it applies to all land within the LISA outside of LIL.³²⁸ The Nunatsiavut Government is also required to consult with the appropriate Inuit Community

³²³ Labrador Inuit Settlement Area Regional Planning Authority. “Regional Land Use Plan for the Labrador Inuit Settlement Area”, accessed 8 August 2011, http://www.lisaplan.ca/uploads/documents/2-overview_of_regional_land_use_plan.pdf

³²⁴ Labrador Inuit Settlement Area Regional Planning Authority, “Draft Regional Land Use Plan for the Labrador Inuit Settlement Area: Vision, Core Values and Goals and Objectives”, accessed 29 November 2011, http://www.lisaplan.ca/uploads/documents/86-draft_land_use_plan_-_h_-_vision_goals_and_objectives_pages_39-43.pdf

³²⁵ Labrador Inuit Settlement Area Regional Planning Authority, “Draft Land Use Plan: Background”, accessed November 2011, http://www.lisaplan.ca/uploads/documents/23-draft_land_use_plan_-_c_section_2_-_background.pdf

³²⁶ Labrador Inuit Settlement Area Regional Planning Authority. “Regional Land Use Plan for the Labrador Inuit Settlement Area”, accessed 8 August 2011, http://www.lisaplan.ca/uploads/documents/2-overview_of_regional_land_use_plan.pdf.

³²⁷ Ibid.

³²⁸ Labrador Inuit Settlement Area Regional Planning Authority, “Draft Land Use Plan: Background”, accessed November 2011, http://www.lisaplan.ca/uploads/documents/23-draft_land_use_plan_-_c_section_2_-_background.pdf

Government prior to establishing a use on LIL.³²⁹ Following public hearings regarding the draft plan, the appointed Commissioner will present the revised plan to the Authority, who will in turn finalize the plan and submit it to the two governments for approval.³³⁰

Communication and Collaboration

The draft LISA Regional Land Use Plan is based on input from the Nunatsiavut Government, the Government of Newfoundland and Labrador, the Inuit people, and other residents living in Inuit Communities within the LISA.³³¹ Public engagement strategies during the development of the plan included public consultations, meetings and information sessions.³³² Public hearings were also held in select communities to discuss the draft plan with a Regional Planning Authority appointed³³³ Residents of the LISA can also access information about the plan on a website, which is accessible in two languages, Inuktitut and English. Residents are encouraged to reflect upon, investigate and envision the changes they see as most pertinent to their region and communicate these to the Planning Authority.

6.4 FISHERIES MANAGEMENT

In the 1600s, European settlers were attracted to the rich fishery resources in Newfoundland and Labrador.³³⁴ Seasonal access to fisheries resources had a critical influence on shaping early settlement patterns. The 1713 Treaty of Utrecht, for example, required the French to abandon their communities but allowed them to continue fishing seasonally along the coast from Cape Bonavista to Point Riche at Port aux Choix - a region on the island of Newfoundland referred to as “the French Shore”. The boundaries of the French Shore were changed to Cape St. John and Cape Ray, encompassing the island’s entire west coast, from 1783-1904 by the Treaty of Versailles. Resulting restrictions on British occupation would delay settlement and the establishment of

³²⁹ Labrador Inuit Settlement Area Regional Planning Authority, “Draft Regional Land Use Plan for the Labrador Inuit Settlement Area: General Policies”, Labrador Inuit Settlement Area Regional Planning Authority, accessed 29 November 2011, http://www.lisaplan.ca/uploads/documents/20-draft_land_use_plan_-_f_sections_5_6_-_general_policies_&_land_use_designations.pdf.

³³⁰ Labrador Inuit Settlement Area Regional Planning Authority, “Draft Land Use Plan: Background”, accessed November 2011, http://www.lisaplan.ca/uploads/documents/23-draft_land_use_plan_-_c_section_2_-_background.pdf

³³¹ Labrador Inuit Settlement Area Regional Planning Authority. “Regional Land Use Plan for the Labrador Inuit Settlement Area”, accessed 8 August 2011, http://www.lisaplan.ca/uploads/documents/2-overview_of_regional_land_use_plan.pdf

³³² Labrador Inuit Settlement Area Regional Planning Authority. “Regional Land Use Plan for the Labrador Inuit Settlement Area”, accessed 8 August 2011, http://www.lisaplan.ca/uploads/documents/2-overview_of_regional_land_use_plan.pdf

³³³ Labrador Inuit Settlement Area Regional Planning Authority, “Update on the draft Regional Land Use Plan”, accessed November 2011, http://www.lisaplan.ca/uploads/documents/50-rpa_update_-_april_27_2010.pdf

³³⁴ H.A. Innis. 1978. *The Cod Fisheries: The History of an International Economy*. Toronto: University of Toronto Press.

government services on the island's west coast and northern peninsula until the late 1800s.³³⁵

Until the early 1900s, the fishery was a local inshore family-based industry supported by a system of merchant controlled production chains known as the “truck” system. During this period, there were few local fisheries movements. William Coaker, who started the Fishermen's Protective Union (FPU) in 1908, led one example of a local movement towards fish harvesters' unionization. The intent of this social and political movement was to break the old “truck” system that kept fishers in a condition of “semi-serfdom”.³³⁶ Coaker and his party wanted to achieve their objectives by winning enough seats to hold the balance of power in the legislature. The FPU became the official opposition in the 1913 election, however their efforts were halted by the start of WWI.³³⁷

Much of rural NL relied on this system of mercantile control with very little input beyond the magistrate and church leaders (Protestant and Catholic). In the absence of local governance in rural communities, the Commission of Government during the 1930s encouraged the creation of fisheries cooperatives while also promoting the concept of a new modern fishery. For example, the Commission attempted to provide the basis for industrial fisheries development and introduced principles of efficiency and centralization for the first time.³³⁸ This was the beginning of the modernization of the fishing industry that would become the focus of fisheries governance for the next generation.

By the mid 20th century, Newfoundland fisheries development and management had changed from one of individual enterprises and domestic commodity production to one focused on an industrial model of harvesting and processing that catered to the demands of growing international markets.³³⁹ A number of factors led to these changes in the industry, including: new technological developments, changing markets, and an intrusion of offshore foreign fleets. For example, the Law of the Sea introduced jurisdictional rights to coastal states and Canada responded by enhancing its national trawler fleets to compete with the growing number of foreign fleets. Offshore processors received support including subsidies and inducements from both levels of government.³⁴⁰ Finally, policies toward inshore fisheries focused on encouraging use of new dragger technology and subsidies for mobile fleets.³⁴¹ These policies allowed the inshore industry to move beyond one-day trips to long distance, multi-day offshore trips.³⁴²

³³⁵ J.K. Hiller. 2001. “The French Treaty Shore”. Newfoundland and Labrador Heritage, accessed November 2012, http://www.heritage.nf.ca/exploration/french_shore.html

³³⁶ The Canadian Encyclopedia. “Role of the Union, Fisheries Policy”, accessed 9 August 2011, <http://www.thecanadianencyclopedia.com>

³³⁷ J.A. Webb. “The Fisheries' Protective Union and Politics,” Newfoundland and Labrador Heritage, accessed November 2011, http://www.heritage.nf.ca/law/fpu_politics.html

³³⁸ M.A. Wright. 2001. *Fishery for Modern Times: The State and the Industrialization of the Newfoundland Fishery, 1934–1968*. Oxford: Oxford University Press.

³³⁹ P. Sinclair. 1985. *From Traps to Draggers: Domestic Commodity Production in Northwest Newfoundland, 1850-1982*. St. John's: ISER Books.

³⁴⁰ Ibid.

³⁴¹ R.D.S. Macdonald. 1979. “Inshore fishing interests on the Atlantic coast: Their response to extended jurisdiction by Canada”, *Marine Policy*, 3 (July): 171-189.

³⁴² Ibid.

Fisheries management changed significantly throughout the 1990s because of the collapse of the ground fisheries and several moratoria. Fisheries management now includes more consultation with the industry through the sentinel fisheries and the inclusion of fisheries local ecological knowledge, for example. It is also now generally understood that the resources of the ocean need to be managed along with other coastal activities to ensure a sustainable environment through legislations such as the Ocean's Act and Integrated Management approach (see section 6.6).

In the remainder of this section, we discuss the federal Department of Fisheries and Oceans, the provincial Department of Fisheries and Aquaculture, and several other fisheries related organizations. This section draws heavily on research by Ahmed Khan and Victoria Belbin.³⁴³

6.4.1 DEPARTMENT OF FISHERIES AND OCEANS (DFO)

Historical Development

The precursor to DFO was the Department of Marine and Fisheries, which was created in 1867 and tasked with legal responsibility for the seacoast and inland fisheries. The Department of Fisheries and Oceans was created in 1979 to coordinate fisheries management and ocean science programs. In 1982, the Department was granted jurisdiction over fisheries, public harbours, and navigation.³⁴⁴

Prior to Newfoundland's confederation with Canada, the federal government did not have any direct management or regulatory role for fisheries in NL. After joining Confederation, the Canadian government took over the management of the fisheries and assumed more responsibility following the extension of the 200-mile limit Exclusive Economic Zone (EEZ). The federal Department of Fisheries and Oceans (DFO) administers the EEZ.

Mandate and Activities

The mandate of DFO is to develop and deliver policies and programs to support Canada's "economic, ecological, and scientific interests in oceans and inland waters." It is also responsible for the conservation and sustainable use of the fisheries resources.³⁴⁵

³⁴³ Khan, A.S. 2011. *Is rebuilding collapsed fisheries a wicked problem? Lessons from a fish chain analysis of Northern Gulf cod fisheries*. PhD thesis submitted to the Department of Geography. St. John's: Memorial University; V. Belbin. 2010. *Regional Governance and the Newfoundland Fishery*. A major report submitted to the School of Graduate Studies in partial fulfillment of the requirements for the degree of Masters Marine Studies (Fisheries Resource Management). Marine Institute: Memorial University of Newfoundland.

³⁴⁴ Library and Archives Canada, "Archived – The Canadian States, Fisheries and Oceans", accessed October 2012, <http://www.collectionscanada.gc.ca/canadian-state/023012-1615-e.html>

³⁴⁵ Great Lakes St. Lawrence Seaway System, "Commercial Shipping", accessed October 2012, <http://www.greatlakes-seaway.com/en/commercial/regulations-and-laws/index.html>

Guiding legislation includes the 1867 Fisheries Act, the 1997 Oceans Act as well as the 2003 Species at Risk Act. DFO's activities include: marine safety, scientific research, conservation and sustainable resource use, protection of oceans environment and fish habitat, marine trade, commerce and ocean development.³⁴⁶ Federal responsibilities with respect to fisheries and ocean resources are outlined in Table 6.2 below.

Table 6.2: Federal and Provincial Responsibilities (Reproduced from DFA)³⁴⁷

Department of Fisheries and Aquaculture (DFA)	Department of Fisheries and Oceans (DFO)	Common Responsibilities Between Governments
Fisheries diversification	Oceans, including fisheries, science and management	Research and development
Licensing, administration of fish plants	Licensing and administration of fish harvesters	Professionalization of fish harvesters
Establishing and enforcing standards for fish quality	Harvesting statistics	Seafood marketing (Agriculture Canada)
Processing and aquaculture statistics	Habitat protection	Environmental protection
Aquaculture licensing and registry	Aquaculture statistics for Canada	Statistics and information services
Aquaculture inspections and enforcement	International relations	Infrastructure support
Aquaculture development and extension services	Certification of plants exporting fish	Aquaculture science, site inspections and fish health
Note: DFO also conducts its activities with other federal departments and agencies, including the Canadian Food Inspection Agency (CFIA), Agriculture Canada, Atlantic Canada Opportunities Agency (ACOA), and Service Canada on matters such as: fish inspection, seafood marketing and workforce issues.		

Definition of the Region

DFO is divided into six administrative regions across Canada including: Pacific, Central and Arctic, Quebec, Gulf, Maritimes, and Newfoundland and Labrador.³⁴⁸ There are three administrative DFO areas in NL consisting of Eastern, Southern/Central, and

³⁴⁶ Khan, A.S. 2011. *Is rebuilding collapsed fisheries a wicked problem? Lessons from a fish chain analysis of Northern Gulf cod fisheries*. PhD thesis submitted to the Department of Geography. St. John's: Memorial University; Fisheries and Oceans Canada, "Department of Fisheries and Oceans Maritime Region Overview", Government of Canada, accessed October 2012, <http://www.mar.dfo-mpo.gc.ca/e0006098>

³⁴⁷ Department of Fisheries and Aquaculture. "About the Department", Government of Canada, accessed May 23rd, 2012 <http://www.fishaq.gov.nl.ca/departement/index.html>

³⁴⁸ Department of Fisheries and Oceans. "Regions", Government of Canada, accessed October 2012, <http://www.dfo-mpo.gc.ca/regions-eng.htm>

Labrador/Western.³⁴⁹ Through DFO, Canada is also one of twelve countries that participate in the Northwest Atlantic Fisheries Organization (NAFO) and utilize their fisheries regions for management purposes.³⁵⁰ In the 1930s, the North American Council on Fishery Investigations (NACFI) used these regions and divisions for collecting statistical information on fish stocks along with their biology and migration patterns. In the 1950s, the International Commission for the Northwest Atlantic Fisheries (ICNAF) modified these divisions based upon fishing zones and management measures. When NAFO was established in 1979, it adopted the pre-existing ICNAF divisions. There are three NAFO subareas adjacent to Newfoundland and Labrador's coastline and seven divisions within these subareas and one with two subdivisions.³⁵¹ According to Halliday and Pinhorn, a number of factors determined the size and scope of these fisheries regions, including: the migratory patterns and behaviour of the stocks, the allocation of fish quotas, and large marine ecosystem considerations.³⁵²

Organization Structure and Resources

The organizational structure of DFO includes a Minister, Deputy Minister, Associate Deputy Minister, six regional directors, eleven sector heads, a Canadian Coast Guard Commissioner, two Deputy Commissioners, three Assistant Commissioners, and five Director Generals.³⁵³

Communication and Collaboration

One example of collaboration between the federal and provincial governments is the Canada/Newfoundland Fishing Industry Renewal Strategy announced on April 12, 2007.³⁵⁴ The intention of the Strategy is to work together to make the industry more economically viable and internationally competitive. This initiative is led by the Department of Fisheries and Aquaculture in partnership with the Department of Fisheries and Oceans. Cod Action Teams were also formed through partnership between the federal and provincial governments for cod recovery initiatives.³⁵⁵

³⁴⁹ Fisheries and Oceans Canada, "About Us", Government of Canada, accessed October 2012, <http://www.nfl.dfo-mpo.gc.ca/e0012545>; V. Belbin. 2010. *Regional Governance and the Newfoundland Fishery*. A major report submitted to the School of Graduate Studies in partial fulfillment of the requirements for the degree of Masters Marine Studies (Fisheries Resource Management). Marine Institute: Memorial University of Newfoundland.

³⁵⁰ Department of Fisheries and Oceans, "Northwest Atlantic Fisheries Organization", Government of Canada, accessed October 2012, http://www.dfo-mpo.gc.ca/international/media/bk_nafo-opano-eng.htm

³⁵¹ Department of Fisheries and Oceans, "Northwest Atlantic Fisheries Organization", Government of Canada, accessed October 2012, http://www.dfo-mpo.gc.ca/international/media/bk_nafo-opano-eng.htm

³⁵² R.G. Halliday, and A.T. Pinhorn. 1990. "The delimitation of fishing areas in the Northwest Atlantic." *Journal of Northwest Atlantic Fisheries science*, 10: 1-30.

³⁵³ Fisheries and Oceans Canada, "Organizational Structure", Government of Canada, accessed October 2012, <http://www.dfo-mpo.gc.ca/us-nous/organisation-eng.htm#1>

³⁵⁴ Canada-Newfoundland and Labrador. 2006. "Fishing Industry Renewal Initiative: A Discussion Paper", Department of Fisheries and Oceans, Department of Fisheries and Aquaculture, St. John's.

³⁵⁵ Canada-Newfoundland and Labrador. 2005. "A Strategy for the Recovery and Management of Cod Stocks in Newfoundland and Labrador", Action Team for Cod Recovery Report, Department of Fisheries and Oceans, Department of Fisheries and Aquaculture, St. John's.

Achievements, Challenges and Lessons Learned

One challenge in fisheries management is the duplication of efforts and conflicting approaches between DFO and DFA (see Table 6.2). However, the DFA and DFO are trying to address these concerns on an ad hoc basis by aligning their efforts as well as through the Integrated Management Approach. DFO also identified staff retention as a significant challenge along with stability of the resource.

6.4.2 DEPARTMENT OF FISHERIES AND AQUACULTURE (DFA)

Historical Development, Mandate and Activities

The Department of Fisheries and Aquaculture (DFA) has existed in various forms for over 115 years.³⁵⁶ The role of the DFA has evolved to promote, develop, encourage, protect, conserve and regulate provincial fisheries and aquaculture, as well as enforce those acts and regulations, which uphold this mandate.³⁵⁷ It also manages the fish-processing sector (e.g. licensing of facilities). The DFA operates under four main structures: policy development and planning services, seafood diversification and development, licensing and quality assurance inspection, and compliance and regulatory enforcement.³⁵⁸

Definition of the Region

DFA divides fisheries activities into four regions using grouping of the government's Economic Zones (EZ). This includes: the Labrador Region (EZ 1-5), the Eastern/Avalon Region (EZ 15-20), the Central Region (EZ 11-14), and the Western Region (EZ 6-10). There are also three regions for aquaculture activities: Western (EZ 1-10); Central (EZ 11-13); and Eastern (EZ 14-20).³⁵⁹

Organization Structure and Resources

The department is comprised of four branches: Fisheries, Aquaculture, Marketing and Development, and Policy and Planning. DFA employs 127 people including 62 employees in St. John's, 17 people in the Aquaculture Branch, and 48 people working in the four regional offices.³⁶⁰

³⁵⁶ Department of Fisheries and Aquaculture. "Strategic Plan 2008-2011", Government of Canada, accessed October 2012, http://www.fishaq.gov.nl.ca/publications/archives/dfa_strategic_plan_2008_11.pdf

³⁵⁷ Department of Fisheries and Aquaculture. "About the Department", Government of Canada, accessed October 2012, <http://www.fishaq.gov.nl.ca/department/index.html>

³⁵⁸ Department of Fisheries and Aquaculture. "About the Department", Government of Canada, accessed October 2012, <http://www.fishaq.gov.nl.ca/department/index.html>

³⁵⁹ Department of Fisheries and Aquaculture. 2008. "Strategic Plan 2008-2011", Government of Newfoundland and Labrador, accessed October 2012, http://www.fishaq.gov.nl.ca/publications/archives/dfa_strategic_plan_2008_11.pdf

³⁶⁰ Ibid.

Communication and Collaboration

A senior official with DFA indicated that the department uses a number of mechanisms and processes to provide information on their goals and activities to stakeholders. This includes, information available on the DFA website, media releases, year in review, strategic plans, annual reports and backgrounders. During the recent Fishing Industry Renewal Process, the Department also built a relationship with Municipalities Newfoundland and Labrador (MNL) and NLREDA to gain a broader perspective. The senior official also explained that the regional offices are in constant contact with local stakeholders via public meetings, local FFAW meetings, and fishery conferences. In terms of gathering input from stakeholders the DFA official noted that regular meetings take place as required with harvesters, processors, FFAW and industry associations. They also use consultations to gather input and often seek out input from other departments like the Rural Secretariat.

The DFA official noted that the level of cooperation and collaboration among communities and organizations is somewhat collaborative. They also explained that they have a good working relationship with DFO and FFAW with open lines of communication.

Achievements, Challenges and Lessons

The senior official noted that one of the biggest challenges is ‘synchronicity’. They further explained that on the one hand there are forces within the constantly changing global marketplace that are driving costs while the industry is also facing upcoming demographic challenges. The senior official raised a number of concerns: How is the industry and activity going to be sustained? How do you create a sustainable industry under these circumstances? Is this done through competitiveness or should there be movements to encourage stronger rationalization to reduce the industry numbers to historical levels? They also noted that the greatest threat is to the processing industry, which in their opinion needs to restructure and “create a new profile”. The senior official advocated for strategic regional centres, noting that the state of regional governance in NL is still in an ‘embryonic state’. They also noted that the Department has a significant role to play in influencing rural development but their capacity is limited.

Regional Sustainability and Labour Market Development

The senior DFA official indicated that the Department does address labour market development issues. For example, DFA in conjunction with the Department of Municipal Affairs is involved in labour market development programs through short-term employment opportunities in communities that have experienced downturns in the fisheries. However, they also noted that the province has a department (Human Resources, Labour and Employment) with an overall responsibility for labour market issues.

6.4.3 OTHER FISHERIES MANAGEMENT RELATED ORGANIZATIONS

Fishermen, Food and Allied Workers Union (FFAW)

Province-wide unionization efforts emerged again (see earlier discussion in 6.4) in the 1960s related to disputes between merchants and fish harvesters. This led to the establishment of the Newfoundland Fishermen, Food and Allied Workers Union in the 1970s.³⁶¹ It later became the Fish, Food and Allied Workers Union (FFAW) in the 1980s.³⁶² Today, the FFAW remains the only bargaining unit for harvesters and fish plant workers. It also works to gain social welfare benefits for union members.³⁶³

The Fish, Food and Allied Workers Union (FFAW), which represents over 20,000 working women and men throughout Newfoundland and Labrador bargains for fish harvesters in negotiating fish prices. As the only fisheries union in Newfoundland and Labrador, the FFAW represents a very broad combination of groups comprising of fish plant workers, offshore trawler workers, and onshore fishers.³⁶⁴ The FFAW includes regional fish harvesters' committees as well as inshore and industrial/retail/offshore board representatives from four regions of the province: Northeast Coast, Avalon, Northern Peninsula and Labrador, and the West and Southwest Coast.³⁶⁵

Of the FFAW members, 10,000 are fish harvesters and 10,000 are fish plant workers, with elected committees in more than 50 fish plants. Approximately 300 inshore fishers' committees represent the union membership throughout the province. The FFAW represents both boat owners and crewmembers in the inshore fishing sector. An 18-member Executive Board, including the President, Secretary Treasurer, Vice President Inshore, Vice President Offshore, and Vice President Industrial/Retail as well as two affirmative action positions and a retiree position are elected by province-wide mail-out ballot. Policy-making councils are elected in each of the Union's three divisions: inshore (34 members), offshore (six members), and industrial/retail (32 members). This includes affirmative action seats on the industrial (two) and inshore (one) councils. The union employs about 20 full-time staff in St. John's and regional field representatives are found in the following areas: Marystown; Grand Falls (Windsor, Burin, Straitsville); and Corner Brook.³⁶⁶

³⁶¹ D. Macdonald. 1985. *Power Begins at the Cod End: The Newfoundland Trawlermen's Strike, 1974-1975*. St. John's: ISER Books.

³⁶² G. Inglis. 1985. *More than Just a Union: The Story of the NFFAWU*. St. John's: Jespersen Press.

³⁶³ The Canadian Encyclopedia, "Fisheries Policy, Role of Unions", accessed 9 August 2011, <http://www.thecanadianencyclopedia.com/articles/fisheries-policy>

³⁶⁴ S. Hart, and D.C. Francis. 2007. *A Unique Pattern of Collective Bargaining: Fish Food and Allied Workers Union and Fishery Products International Limited in Newfoundland and Labrador*. Faculty of Business Administration, Memorial University of Newfoundland and ASB Wolfville, NS.

³⁶⁵ FFAW, "Executive Board", accessed May 2009, <http://www.ffaw.nf.ca/?Content=Executive>

³⁶⁶ FFAW, "Structure", accessed May 2009, www.ffaw.nf.ca/Structure.asp

Industry Associations

There are a number of industry associations representing the fish processors and buyers in NL. However, they are organized on a provincial basis. These include: the Association of Seafood Producers (ASP), and the Seafood Producers of Newfoundland and Labrador (SPNL). There is also a provincial association in the aquaculture industry called the Newfoundland Aquaculture Industry Association (NAIA).³⁶⁷

Community and Regional Organizations

Traditionally, there has been little opportunity for involvement in fisheries governance from local communities and regional development organizations. However, the Northern Peninsula Fisheries Task Force represents a unique example of bottom-up participation to deal with restructuring, regional development, and labour market issues.³⁶⁸ Through this initiative Zones 6 and 7 were involved in creating 44 recommendations focused on economic development and the fishing industry of which 13 recommendations were acted on. As one local representative indicated: “This process has allowed us to provide valuable input into policy review and which policies are evolving and developing” and “...additionally the Integrated Coastal Zone Management (ICZM) is enabling our region to have input into the research and development of the future fishing industry.”³⁶⁹ The ICZM process is explained in more detail in section 6.6.

The REDBs are optimistic that they can act as vehicles for change due to their relationships with many stakeholder groups including provincial departments such as IBRD and the Rural Secretariat. However, fisheries issues are not considered to be within the mandates of the REDBs and this challenges their involvement in fisheries governance.³⁷⁰

6.5 WATERSHED MANAGEMENT

In 1991, the Economic Recovery Commission (ERC), which formed in 1989, released a paper suggesting that some areas (pools) of salmon rivers be leased to outfitters. They also advocated for community watershed management pilot projects. As a result, several existing community-based watershed management organizations received funding

³⁶⁷ V. Belbin. 2010. *Regional Governance and the Newfoundland Fishery*. A major report submitted to the School of Graduate Studies in partial fulfillment of the requirements for the degree of Masters Marine Studies (Fisheries Resource Management). Marine Institute: Memorial University of Newfoundland.

³⁶⁸ Great Northern Peninsula Fisheries Taskforce. 2006. “Forum Recommendations and Status Report.” St. Barbe, Parsons Pond: Nordic Economic Development Corporation and Red Ochre Regional Board Inc.

³⁶⁹ V. Belbin. 2010. *Regional Governance and the Newfoundland Fishery*. A major report submitted to the School of Graduate Studies in partial fulfillment of the requirements for the degree of Masters Marine Studies (Fisheries Resource Management). Marine Institute: Memorial University of Newfoundland: 62-63.

³⁷⁰ Ibid.

support. The first included Indian Bay and Bay St. George in 1994, followed by Sandwich Bay in Labrador, Humber, Exploits, and Gander.³⁷¹

One of the first watershed management organizations in NL was the Environment Resources Management Association on the Exploits River. It was developed in 1984 by the Grand Falls Chamber of Commerce to undertake activities to protect and foster economic development related to the Atlantic salmon resources.³⁷² Another example of a community-based watershed management organization is the Indian Bay Ecosystem Corporation (NL-W). Community members created this organization in 1988 to address the pollution, habitat degradation, and depletion of the recreational fisheries in the Indian Bay watershed. At the time, this kind of community-based management of natural resources was uncommon in NL. Both groups were included under the provincial watershed management pilot program.³⁷³

Another example is the Atlantic Coastal Action Program, which is a community-based watershed program created in 1992 by Environment Canada. In NL there are four Atlantic Coastal Action Program initiatives including the Northeast Avalon ACAP, the Humber Arm Environmental Association Inc., Labrador Southeast Coastal Action Program, and the Central Labrador ACAP. They were created to “restore and sustain local watersheds and adjacent coastlines.”³⁷⁴

Another important event occurred in 2001 when Main River, which is located on the Northern Peninsula, became Newfoundland and Labrador’s first Canadian Heritage River. Chosen for its many natural and recreational values, Main River is cared for by the National River Conservation program. This program ensures that Canada’s rivers are protected and managed in a sustainable manner while promoting and enhancing its heritage.³⁷⁵

Today, there are at least 13 watershed management groups across the province. Watershed management regions are divided differently depending on their specific watershed boundaries. The overall goal of watershed management groups is to protect and maintain the health of the watershed. While this is the primary concern, individual groups have individual mandates that differ slightly.

³⁷¹ K. Vodden. 2009. *New Spaces, Ancient Places: Collaborative Governance and Sustainable Development in Canada’s Coastal Regions*. PhD thesis Simon Fraser University.

³⁷² Environment Resources Management Association, Salmonid Interpretation Centre, “Environment Resources Management Association,” accessed October 2012, <http://www.exploitsriver.ca/association.php>

³⁷³ Environment Resources Management Association, Salmonid Interpretation Centre, “Environment Resources Management Association,” accessed October 2012, <http://www.exploitsriver.ca/association.php>

³⁷⁴ Environment Canada, “Atlantic Coastal Action Program: Year in Review 2006/07, Advancing Environment Canada’s Strategic Outcomes (p.2)”, accessed October 2012 http://www.ec.gc.ca/Publications/CA7454FA-DDF2-42E6-9DF3-80701A32ACB5%5Cacap_annual_0607_e.pdf; Miramichi River Environmental Assessment Committee, “History”, accessed October 2012, <http://www.mreac.org/history.html>

³⁷⁵ Environment Canada, “Old Growth Forests and White-Water Canyon Part of Province’s Newest Provincial Park”, (Press release) 28 August 2009.

The watershed management groups also have different governance structures. Mainly community groups and local support manage some, while others have a more formal structure and are managed by the government. Committees are in place for many watershed management groups within the province. For example, the Main River Management Advisory Committee is comprised of various stakeholders including local groups, municipal councils, tourism operators and conservation organizations.³⁷⁶ Another example is the Indian Bay Ecosystem Corporation, which is governed by a grassroots community board. They also collaborate with businesses and government departments such as ACOA and DFO.³⁷⁷

Funding for watershed management groups come from a variety of sources including government agencies such as Environment Canada, ACOA, HRSDC/Service Canada, DFO, and provincial economic development departments. Revenue is also obtained through research, fundraising and user fees. Stakeholders also contribute to watershed management revenues through in-kind contributions.³⁷⁸

6.6 COASTAL ZONE PLANNING AND MANAGEMENT

Historical Development

Over the past decade, the federal, provincial, and municipal governments along with industry groups have started engaging in collaborative partnerships and exploring opportunities for future diversification and integrated coastal zone planning. It was not until the introduction of Canada's Oceans Act in 1997 that the federal government established a legislative framework and parameters for ocean zone planning and integrated management. The Oceans Strategy, which was formulated in 2002, is the guiding document and governance framework to encourage local community, regional, provincial, and federal stakeholders to enter into coastal planning via integrated management.³⁷⁹

The federal government, through DFO, is committed to developing large-scale and local management plans for all of Canada's oceans through an Integrated Management (IM) approach. As outlined in the 2002 Oceans Strategy, the goal of the IM approach is to ensure that development occurs in a sustainable manner while creating opportunities for

³⁷⁶ Environment Canada, "Old Growth Forests and White-Water Canyon Part of Province's Newest Provincial Park", (Press release) 28 August 2009.

³⁷⁷ K. Vodden. 2009. *New Spaces, Ancient Places: Collaborative Governance and Sustainable Development in Canada's Coastal Regions*. PhD thesis Simon Fraser University

³⁷⁸ Ibid.

³⁷⁹ Department of Fisheries and Oceans, 2002, "Canada's Oceans Strategy: Our Oceans, Our Future. Policy for Operational Framework for Integrated Management for Estuarine, Coastal and Marine Environments in Canada", accessed October 2011, <http://www.dfo-mpo.gc.ca/oceans/publications/cosframework-cadresoc/pdf/im-gi-eng.pdf>; V. Belbin. 2010. *Regional Governance and the Newfoundland Fishery*. A major report submitted to the School of Graduate Studies in partial fulfillment of the requirements for the degree of Masters Marine Studies (Fisheries Resource Management). Marine Institute: Memorial University of Newfoundland.

wealth generation through protecting critical marine environments and promoting sustainability of coastal and marine ecosystems.³⁸⁰ This type of management draws upon the collective views, experience, and knowledge of participants to solve problems that may extend beyond their traditional roles and responsibilities. It also integrates social, economic, technical, and scientific information to help resource management agencies, like the DFO and DFA, make informed decisions and to engage local communities for active involvement.

Mandate and Activities

The Oceans Act expands the role of DFO to include conservation and protection of marine resources and lays the foundation for ocean policy, an area not covered in the Fisheries Act. It lays out fundamental principles that include integrated management, sustainable development, and the precautionary approach.³⁸¹ The Oceans Act takes multiple approaches in coordinating existing policies to form a vision by establishing guiding principles in ocean management through the Oceans Strategy. The Oceans Strategy defines the framework for modern ocean management and provides the vision to include stakeholders into an integrated management process to allow for conservation and development. DFO is tasked with implementing these mandates and to provide guidance and technical support to stakeholders for public engagement. The IM approach recognizes that there are many commercial and non-commercial interests in the coastal and marine environment and aims to equitably balance these to realize suitable benefits to all Canadians, especially coastal communities.

The intention of the IM process is to help balance coastal and ocean uses in a manner that maximizes protection, maintains conservation efforts, and rehabilitates marine ecosystems and their resources while providing opportunities for social, cultural, and economic benefits. As the process develops, the function of IM is to provide advice on the development of the management plans.³⁸² Once mandated by federal authorities, the IM Committee may shift to an overseer function as the plan is implemented, in addition to monitoring and program evaluation.³⁸³

Definition of the Region

The Gulf of St. Lawrence and Placentia Bay-Grand Banks are two of five Canadian Large Ocean Management Areas (LOMAs). Within these LOMAs five integrated Coastal Management Areas (CMAs) have been identified in Newfoundland and Labrador, which include the Northern Peninsula, the Coast of Bays, Bay St. George, Placentia Bay, and

³⁸⁰ Department of Fisheries and Oceans, 2002, “Canada’s Oceans Strategy: Our Oceans, Our Future. Policy for Operational Framework for Integrated Management for Estuarine, Coastal and Marine Environments in Canada”, accessed October 2011, <http://www.dfo-mpo.gc.ca/oceans/publications/cosframework-cadresoc/pdf/im-gi-eng.pdf>

³⁸¹ Ibid.

³⁸² Ibid.

³⁸³ J. Simms, “Progress on Large Ocean Management Areas in NL, St. John’s”, accessed November 25, 2011, <http://aczisc.dal.ca/50LOMAs.pdf>

the Bay of Islands. Additional details of how the LOMAs and CMAs are linked to regional governance are provided below. These regional initiatives have brought together representatives from key stakeholders including industry, the REDBs, non-governmental organizations, and Aboriginal groups with assistance from DFO and DFA.

Organizational Structure and Resources

The Minister of DFO is mandated under the Oceans Act to collaborate with other ministers, boards and agencies of the Government of Canada, and with provincial and territorial governments, along with affected aboriginal organizations, coastal communities and other persons and bodies.

Planning is done through an IM body, which is composed of both state and non-state actors and stakeholders. The planning process involves a six phase process: i) to define and assess management areas, ii) to engage stakeholder and interest groups, iii) to develop integrated management plans in collaboration with stakeholders, iv) to endorse the plan by decision makers, v) to implement the plan, and vi) to monitor and evaluate outcomes.³⁸⁴

The management plans are undertaken within geographic frameworks that recognize both LOMAs and Coastal Management Areas. Several Coastal Management Area steering committees have been set up in the province to promote stakeholder engagement and to coordinate programs and initiatives at the community level. For example, the Great Northern Peninsula Integrated Coastal Zone Management (ICZM) Steering Committee was set up in 1999, in collaboration with zone boards 6 and 7 (Nordic Economic Development Corporation and the Red Ochre Regional Economic Development Board Inc). To date, the steering committee has produced a community-based resource inventory, two pilot projects for IM planning for Cow Head and St. John's Bay, and several stakeholder community workshops.³⁸⁵ Another coastal management initiative is the Coast of Bays Coastal Planning Committee which is comprised of ten individuals, several ex-officio members representing various regional stakeholder groups such as fisheries (FFAW fishers and processors), aquaculture, tourism (Coast of Bays Arts and Exploration Centre), recreational boaters and cabin owners, harbour authorities, municipalities, Aboriginal (Miawpukek First Nation) and other levels of government, and the Coast of Bays Corporation.³⁸⁶

The Gulf of St. Lawrence Integrated Management (GOSLIM) LOMA was established in 2000 by DFO. It is an inter-regional initiative to promote conservation and stewardship,

³⁸⁴ Department of Fisheries and Oceans. 2002. "Canada's Oceans Strategy: Our Oceans, Our Future. Policy for Operational Framework for Integrated Management for Estuarine, Coastal and Marine Environments in Canada", Government of Canada, accessed October 2011, <http://www.dfo-mpo.gc.ca/oceans/publications/cosframework-cadresoc/pdf/im-gi-eng.pdf>

³⁸⁵ K.A. Blanchard, and R.J. Wall. 2009. "Social, economic, and cultural overview of Western and Southern Labrador", Prepared for Oceans Division, DFO, Intervale Associates, Inc. May.

³⁸⁶ V. Belbin. 2010. *Regional Governance and the Newfoundland Fishery*. A major report submitted to the School of Graduate Studies in partial fulfillment of the requirements for the degree of Masters Marine Studies (Fisheries Resource Management). Marine Institute: Memorial University of Newfoundland.

in addition to the integration of socioeconomic and cultural components into the IM plans. A similar initiative was established for the Placentia Bay-Grand Banks LOMA, including several stakeholder workshops to produce a management plan. Research by Tucker identified six groups involved in the Placentia Bay-Grand Banks LOMA program committee, including: academic institutions, fisheries and aquaculture government agencies, marine conservation groups, industry groups, allied bodies between federal and provincial governments, and community organizations such as the REDBs.³⁸⁷ Since their inaugural meeting in 2007, the program committee has finalized its first phase of identifying conservation, economic, socio-cultural, and governance objectives. It has also created an IM working group. The next four phases of the IM process include: developing an IM plan, endorsing the IM plan by decision-makers, implementing the IM plan, and monitoring and evaluation of outcomes.

Communication and Collaboration

Collaboration amongst government agencies and effective stakeholder involvement is the guiding principle and governance model for IM. For this to be achieved, an integrated management body is proposed that involves both government and non-government interest groups. Both of the REDBs interviewed in relation to coastal management indicated that they will be working closely with the ICZM Steering Committee and other coastal stakeholders to finalize the three-year work plan and continue to identify proponents to assist in the implementation of the coastal management plan.³⁸⁸

The REDBs (see Chapter Four) have successfully led the creation of local management committees primarily due to the flexibility outlined in the IM framework. This flexibility allowed the REDBs to lead a process based on local interests and issues. This was evident in the feedback during the February 2007 planning session of the Greater Northern Peninsula ICZM Steering Committee.³⁸⁹ The process was viewed as a way to “better address issues/needs of stakeholders, bring government agencies and stakeholders together on issues and interests as they arise as well as having mechanisms in place to reach out to all stakeholders...”³⁹⁰ The Boards noted above have incorporated activities and initiatives of the IM process in their three year SEPs.

For LOMA programs, such as the Placentia Bay-Grand Banks LOMA, Tucker identified emails, telephone conversations and meetings, press releases, workshops and social media as methods of communication. She also identified certain groups as being central for collaboration because of their diversity of stakeholder interests. For example, the

³⁸⁷ A. Tucker. 2011. *Stakeholder participation and communication in the Placentia Bay - Grand Banks Large Marine Ecosystem Area*. MA thesis submitted to the Department of Geography, Memorial University.

³⁸⁸ V. Belbin. 2010. *Regional Governance and the Newfoundland Fishery*. A major report submitted to the School of Graduate Studies in partial fulfillment of the requirements for the degree of Masters Marine Studies (Fisheries Resource Management). Marine Institute: Memorial University of Newfoundland

³⁸⁹ Ibid.

³⁹⁰ Integrated Coastal Zone Management Great Northern Peninsula. “ICZM Steering Committee Planning Session”, February 2007, accessed May 2009, www.coastalplanninggnp.ca/minutes/planningsession_feb14_2007

DFO, Environment Canada, academic institutions such as Memorial University, and trade unions such as FFAW were seen as central to the collaborative network within the group and with the public.³⁹¹

Achievements, Challenges and Lessons Learned

The main achievement identified by survey and interview respondents is that the general public and stakeholder groups are now involved in an integrated and participatory approach to decision-making, as opposed to a strictly top-down approach.

One of the biggest challenges faced by coastal regions is how to facilitate new businesses and economic activities (e.g. oil and gas) without compromising traditional industry sectors such as fishing. Multiple ocean uses that are not properly managed often lead to decreasing stocks, environmental destruction, and lack of resource planning with no mechanism to facilitate change and resolve user conflicts. With the introduction of the Oceans Strategy, REDBs were provided with a framework for addressing ocean-related issues dealing with conservation and sustainable development before they reach a conflict stage. In their capacity as regional facilitators of change, REDBs were identified as an ideal governance body to lead the process locally as demonstrated with the zonal boards in regions 6 and 7.

According to Tucker, for most LOMA programs effective communication and collective inputs into decision-making have proven to be the best lesson learned in order to develop integrated management plans. Concerns and challenges range from technical issues that relate to appropriate methods of engagement, bureaucracy, and funding costs to philosophical issues of private versus collective interest, trust building, and short term versus long term cost and benefits.³⁹²

6.7 GENERAL ENVIRONMENTAL PROTECTION AND STEWARDSHIP

According to the Newfoundland and Labrador Environmental Network (NLEN), the province's first environmental group called Ecowatch was formed on the west coast of Newfoundland in 1976 to fight against spraying forests with lethal pesticides. However, the more organized movement began in the early 1990s aimed at forestry, mineral development, climate change, recycling, and the consequences of the northern cod stocks collapse.³⁹³ This included the NLEN, which was established in 1990. NLEN is an umbrella organization for more than 30 non-profit local, regional and international

³⁹¹ A. Tucker. 2011. *Stakeholder participation and communication in the Placentia Bay - Grand Banks Large Marine Ecosystem Area*. MA thesis submitted to the Department of Geography, Memorial University.

³⁹² Ibid.

³⁹³ NLEN. 2011. "2010 Year in Review", accessed 24 May 2012, at <http://www.nlen.ca/wp-content/uploads/NLEN-Year-in-Review-2010.pdf>

organizations or associations based in Newfoundland and Labrador working to promote environmental conservation and protection.³⁹⁴

Some of the organizations working towards environmental protection or stewardship in Newfoundland and Labrador are affiliated with nation-wide or even international organizations. Some work at a provincial scale, such as the Sierra Club, while others have regional committees, such as Ducks Unlimited (which has seventeen local fundraising chapters).³⁹⁵

The Gros Morne Co-operating Association is a non-profit group of volunteers who support Gros Morne National Park through environmental education, conservation programs, recreational activities, and community-based initiatives. This Association is affiliated with the Canadian Parks Partnership, a national association of 65 “Friends of the Parks” groups that are active in Canada’s national parks, provincial parks, and historic sites.³⁹⁶ The Association was formed in March 1993 and the membership consists of individuals from in and around Gros Morne.³⁹⁷

As more residents of the province become concerned about preserving the environment, new organizations have formed. One of the more recent examples is the Burin Peninsula Environmental Reform Committee Inc. (BPERC) that was created in 2008. The goal of this regional non-profit organization is to raise awareness of environmental issues in the region. BPERC works together with businesses, government, citizens and other stakeholder groups to promote environmental sustainability through environmental education and action.³⁹⁸ The Bay St. George Sustainability Network was launched in 2009 and has since helped to launch a community garden and community market. The organization has also worked to encourage recycling and composting, healthy lifestyles, greener institutions and other aspects of a sustainable community and region.³⁹⁹

6.7.1 DEPARTMENT OF ENVIRONMENT AND CONSERVATION

Historical Development and Mandate

According to one senior official, the Department of Environment and Conservation was reconfigured in 2004. This new configuration combined water resources, pollution

³⁹⁴ NLEN. “Our Network”, accessed 16 April 2012, <http://www.nlen.ca/our-network/>

³⁹⁵ Ducks Unlimited Canada, “Atlantic Canada Chapters,” accessed 24 May 2012, <http://www.ducks.ca/province/atlantic/staff/volunteers/chapters/index.html>

³⁹⁶ Parks Canada. “Gros Morne Co-op Association. Gros Morne National Park”, Government of Canada, accessed on 17 April 2012, <http://www.pc.gc.ca/eng/pn-np/nl/grosmorne/visit/visit3/a.aspx>.

³⁹⁷ Gros Morne Travel, “Gros Morne Co Op”, accessed October 2012, <http://www.grosmornetravel.com/gros-morne-co-op/>

³⁹⁸ The Burin Peninsula Environmental Reform Committee, “About Use”, accessed 17 April 2012, <http://www.greenburin.ca/moreaboutus>

³⁹⁹ The 4 O’Clock Whistle, “The Bay St. George Sustainability Network is back for another year, and is calling for concerned citizens to take part!”, accessed December 2012, <http://www.facebook.com/The4OClockWhistle/posts/17920998222425>

prevention and environmental assessment with parks, natural areas and wildlife (previously with tourism) and lands (previously with government services). Prior to the Department of Environment and Conservation, it was called the Department of Environment and Labour. It was also previously known as the Department of Environment and Lands.

The mandate for the Department of Environment and Conservation is focused on the protection and conservation of the environment, the proper utilization of water, wildlife and inland fish resources, and the management, protection and development of parks, wilderness and ecological reserves. They are also responsible for environmental and sustainability assessments and protection of endangered species.⁴⁰⁰ The interview respondent also noted that there have been no major changes to the mandate over the last five to ten years. However, new responsibilities for the Sustainability Act may introduce changes to the mandate.

Definition of the Region

The Department is divided into the following regions: Avalon Peninsula, Central East, Central West, Labrador, and West Coast/Northern Peninsula.⁴⁰¹

Organizational Structure and Resources

The Department of Environment and Conservation is made up of three branches: Lands, Environment and Natural Heritage. More specifically, the Lands Branch is responsible for Crown lands administration, land management, and surveys and mapping while the Environment Branch is responsible for environmental assessment, pollution prevention, and water resources management. The Natural Heritage Branch is concerned with parks, natural areas, and wildlife. The main offices are located in St. John's, Deer Lake, and Corner Brook with regional offices are located in St. John's, Grand Falls-Windsor, Clarendville, Gander, and Happy Valley-Goose Bay. The Department is also responsible for the Salmonier Nature Park along with a number of provincial parks and reserves.⁴⁰²

Communication and Collaboration

A senior official for the Department of Environment and Conservation indicated that the Department has a wide variety of stakeholders. This includes, environmental groups, individuals, municipalities, industry, and developers. The interview respondent explained that the Department has a number of mechanisms and processes in place to provide information to stakeholders. These include: annual reports and strategic plans; brochures; environmental week, public consultation; and participation on committees. They also

⁴⁰⁰ Department of Environment and Conservation, "About the Department", Government of Newfoundland and Labrador, accessed October 2012, <http://www.env.gov.nl.ca/env/department/index.html#mandate>

⁴⁰¹ Department of Environment and Conservation. 2011. "Annual Report 2010-2011", Government of Newfoundland and Labrador, accessed October 2012, http://www.env.gov.nl.ca/env/publications/departmental_pubs/annual_report_2010_11.pdf

⁴⁰² Ibid.

indicated that there are various ways the Department gathers input from stakeholders including receiving online feedback and planning activity with municipalities.

The senior official further noted that collaboration with communities and community organizations is very important to advancing the Department's mission and goals.

Regional Sustainability and Labour Market Development

The Department does have a mandate to address labour market development issues. This includes retention and succession planning through their Human Resources Plan. According to the senior official, in some instances hiring and retention strategies have been modified in consideration of regional market issues and availability. However, there are increasing concerns with succession planning and attracting qualified individuals.

CHAPTER SEVEN

COMMUNITY DEVELOPMENT AND MULTI-OBJECTIVE

There are approximately 39 community and multi-objective development organizations in Newfoundland and Labrador that fit the research criteria but do not fit neatly within one of the previous categories (see Table 2.1). In this chapter we focus on three types of organizations, namely: Rural/Regional⁴⁰³ Development Associations (RDAs), regional heritage, arts and culture organizations, and Rural Secretariat Regional Councils.

We identified and sent questionnaires to twenty-nine RDAs and received responses from sixteen. We also received one questionnaire response from the Rural Secretariat and conducted an interview with one heritage/cultural organization. Information was also gathered through document review and online resources.

7.1 RURAL/REGIONAL DEVELOPMENT ASSOCIATIONS (RDAS)

Historical Development

The rural development movement began in the mid-1960s by local residents concerned with stagnation in the fishery, the resettlement program and other threats to rural communities. According to respondents, some of the oldest existing Rural Development Associations (RDAs) were established on Fogo Island, in St. Barbe, and on the Port au Port Peninsula.⁴⁰⁴ Soon after a system of RDAs evolved with government funding for rural-based programs, projects, and services. Operating funds were provided through three successive five-year federal-provincial funding agreements between 1978 and 1994, with additional federal funding for employment and infrastructure projects.⁴⁰⁵ The number of RDAs increased from 15 in 1974 to 59 in 1994 covering most of the province.⁴⁰⁶ The RDAs formed the Newfoundland and Labrador Rural Development Council and were organized into six regional groupings: East, South, Central, West, North and Labrador.⁴⁰⁷

⁴⁰³ RDAs are variously referred to as regional or rural development associations. While much of the official government and academic literature refers to the organizations as regional development associations their provincial organization is the NL Rural Development Council. Further, early publications such as *Decks Awash* and popular media often use the latter term.

⁴⁰⁴ Connections Research and Central Consulting Services. 2003. "Out of Sight, Out of Mind – Community Does Matter!" A study of the mandate and roles of the Rural Development Associations and the Newfoundland and Labrador Rural Development Council. Prepared for the Newfoundland and Labrador Rural Development Council.

⁴⁰⁵ D. House. 2001. "The New Regional Development: Is Rural Development A Viable Option in Newfoundland and Labrador?" *Newfoundland Studies*: 17(1): 11-31.

⁴⁰⁶ Connections Research and Central Consulting Services. 2003. "Out of Sight, Out of Mind – Community Does Matter!" A study of the mandate and roles of the Rural Development Associations and the Newfoundland and Labrador Rural Development Council. Prepared for the Newfoundland and Labrador Rural Development Council.

⁴⁰⁷ K. Vodden. 2006. "History of Regional Economic Development in Newfoundland and Labrador." Unpublished paper. Memorial University of Newfoundland.

Until 1994, RDAs played a key role in regional and community development throughout rural Newfoundland and Labrador. For example, the 1986 Royal Commission on Employment and Unemployment in Newfoundland and Labrador (RCEU) recognized the importance of RDAs for rural development and recommended increased funding and legislative authority.⁴⁰⁸ Another report prepared by the Newfoundland and Labrador Rural Development Council in 1993 argued that by 1992 the RDAs had raised \$184.4 million in funding and created over 40,000 jobs.⁴⁰⁹

Despite these achievements the RDAs were criticized for a lack of long-term planning and focusing on short-term job creation programs.⁴¹⁰ The Royal Commission and subsequent Task Force on CED recommended forming Regional Economic Development Boards (REDBs) for a broader regional approach.⁴¹¹ As discussed earlier (see Chapter Four), 18 REDBs were formed between 1995 and 1996. The RDAs and the Newfoundland and Labrador Rural Development Council played an important role in supporting the formation of the REDBs and as representatives on early provisional Boards. However, the original intent of funding flowing through the REDBs to RDAs did not occur and the level of collaboration between RDAs and REDBs has been mixed.⁴¹² By the late 1990s, the number of RDAs declined when their core funding was eliminated. While 45 RDAs were still operating in 2003⁴¹³, we only identified 28 active RDAs in 2008. Of these, 15 RDAs completed the Regional Governance in Newfoundland and Labrador questionnaire.

Mandate and Activities

All active RDAs that responded to the survey have a community economic development mandate, while two-thirds also address social development. Only one respondent reported that their mandate was slightly changed to focus more on social issues. Approximately half have a mandate to address labour market issues, although two-thirds of the RDAs report activities undertaken to support labour market development. These activities include job matching/search assistance as well as business creation, retention and/or expansion.

⁴⁰⁸ Royal Commission on Employment and Unemployment in Newfoundland and Labrador. 1986. *Building on our Strengths: Final Report of the Royal Commission on Employment and Unemployment*. St John's, Newfoundland and Labrador.

⁴⁰⁹ T. Morrison. 1993. *25 Years of Regional Development in Newfoundland and Labrador: A Project Inventory - 1992*. Newfoundland and Labrador Rural Development Council.

⁴¹⁰ Royal Commission on Employment and Unemployment in Newfoundland and Labrador. 1986. *Building on our Strengths: Final Report of the Royal Commission on Employment and Unemployment*. St John's, Newfoundland and Labrador.

⁴¹¹ Report of the Task Force on Community Economic Development in Newfoundland and Labrador. 1995. *Community Matters: The New Regional Economic Development*. St. John's: ACOA.

⁴¹² K. Vodden. 2006. "History of Regional Economic Development in Newfoundland and Labrador." Unpublished paper. Memorial University of Newfoundland.

⁴¹³ Connections Research and Central Consulting Services. 2003. "Out of Sight, Out of Mind – Community Does Matter!" A study of the mandate and roles of the Rural Development Associations and the Newfoundland and Labrador Rural Development Council. Prepared for the Newfoundland and Labrador Rural Development Council.

Definition of the Region

Approximately half of the responding RDAs serve regions that range in size from 11 to 25 communities, and the other half serve regions with ten or fewer communities. The distribution by population varies as outlined in Table 7.1.

Table 7.1: Number of communities served by each RDA

Population (people) in the region	Number of responding RDAs serving this population size
5000 – 10000	2 (18%)
2001 – 5000	5 (45%)
< 2000	4 (29%)

Note: based on 11 responses to this question

More than half of the RDA respondents noted that local groups and residents determined their regional boundaries while the provincial government determined the boundaries for the remaining RDAs. Regional boundaries were often established based on geographic proximity and transportation linkages and the common needs of the communities within the region.

Finance and Administration

Two-thirds of responding RDAs indicated that they do not have an annual operating budget. However, many generate revenues through renting building space and/or project administration fees. Other revenue sources include grant from federal or provincial governments (43%), and special events or merchandise sales (14%). Those RDAs that provided budget information stated that their annual budget is, on average, \$29,800 per year with a range of \$12,000 to \$60,000 per year. Most RDAs have paid full or part time employees, usually no more than three.

Organizational Structure

All RDAs, except for one, are incorporated non-governmental organizations. Only three RDAs reported that they operate under specific legislation namely, the Corporations Act and the Companies Act. The majority of RDAs have a set of by-laws and/or operate under a terms of reference, and over half have policies and procedures manuals in place.

Every RDA has a Board of Directors, trustees or a management committee. The size of their boards varies considerably from one to five members (in five cases) and 31-50 (in two instances). One Association has a Board made up of more than 50 people. Members of the Board of Directors are usually elected but in some instances positions are appointed by local groups and/or governments, while others call for nominations or volunteers. Local organizations and municipalities are formally represented on the Boards in slightly over half of the cases, while the general public plays a smaller role

(18% responded that the general public is represented on the Board). All responding RDAs utilize formal motion decision-making or votes. Only three combine formal motions and consensus.

All RDAs have undertaken strategic planning in relation to their goals and objectives, except for one. This Rural Development Association intends to initiate a plan in the near future. Strategic plans are developed yearly for some RDAs (39%), and every five years for others (31%). Half of the RDAs involve local organizations in strategic planning. Slightly less than half involve municipalities, town councils and Local Service Districts, and one quarter involve regional organizations such as Regional Economic Development Boards and their own RDA staff in planning. Two RDAs reported that they involve local businesses in their strategic planning efforts.

Due to a funding shortage, RDAs are heavily reliant on volunteers. All RDAs (except for Bay St. George) have volunteers, ranging from 11 to 50 volunteers. Most have formal memberships, with the number of members usually between 21 to 50 members. Volunteers are involved in a number of activities like serving as committee members, acting as community liaisons and sitting on the Board of Directors, and, less frequently (14%) in program delivery.

Half of the RDAs indicated regional organizations and local residents as their current stakeholders. A number of respondents also considered local governments (municipalities and Local Service Districts) to be stakeholders in their organizations. Federal and provincial governments as well as local organizations and local businesses were also mentioned. Most RDAs collaborate with other organizations, including: regional organizations like the REDBs (noted by 50%), local organizations (42%), the federal government (21%), and local businesses (14%). RDA respondents also noted that they collaborate with other groups through information sharing and coordination of activities or through joint projects and program partnerships.

Public meetings were also cited as playing an important role in collaborating between RDAs and local communities. Almost all RDA respondents indicated that they use public meetings to provide information on their goals and activities. Many RDAs also gather input from these meetings. Participation in internal meetings with partner organizations were also cited by more than a half of the RDAs for providing information, however only a few of them consider these meetings as a source of incoming information. Internet resources, newsletters, and other publications were mentioned as other methods to announce activities to stakeholders. To gather input some RDAs also use special events such as Small Business Weeks, workshops, and conferences.

Most RDA respondents indicated that collaboration with other organizations is very important for advancing their mission. However only one third considered communities and organizations within their region as being very collaborative while half described them as somewhat collaborative. Collaboration between REDBs and RDAs is varied across the province.

Achievements, Challenges, and Lessons

Among the top accomplishments of the RDAs (noted by 73% of respondents) are the creation of economic opportunities through infrastructure construction and the establishment of businesses. Examples provided include a fish plant, fire training centre, and community museum/craft shop. Over half of the RDAs mentioned labour market development in their communities and improvement in social conditions. Other achievements include: establishing strong partnerships with other organizations in their regions; developing the tourism sector; and simply ensuring the survival of their organization.

The greatest challenges RDAs face are the lack of core funding, mentioned by the majority of RDAs (80%) and lack of volunteers (33%). One of the most important lessons RDAs have learned by working as a region is, the necessity of collaboration with other organizations as well as preparing a strong strategic plan and following it through. Some RDA respondents also noted understanding differences between communities and the necessity of utilizing different approaches. Some of the practices that RDAs have developed to achieve their goals include staying open to community needs and maintaining strong partnerships with other organizations.

7.2 REGIONAL HERITAGE, ARTS AND CULTURE ORGANIZATIONS

There are a variety of regional heritage and cultural organizations throughout Newfoundland and Labrador. For example, the Heritage Foundation for Terra Nova National Park is committed to supporting the Parks Canada mandate through programs such as environmental stewardship, climate change, and waste management.⁴¹⁴ Another example is the Southern Shore Folk Arts Council (SSFAC), which was incorporated in 1995 as a non-profit organization and operates year round to promote and preserve the culture and heritage of the Irish Loop Region. Steeped in colourful history, the Southern Shore holds fast to its ancestry and the keeping of its rich wildlife and scenic beauty. After successfully revitalizing the Southern Shore Folk Festival (known today as the annual Shamrock Festival) and erecting a new theatre for summer programs and dinners, SSFAC continues to enhance and celebrate the region's heritage.⁴¹⁵

Gros Morne Co-operating Association is another heritage organization that plays a regional role in Newfoundland and Labrador. The association (discussed above) works with Gros Morne National Park to support and enhance the protection, preservation and interpretation of the park's heritage resources. Another regional cultural organization is the French Shore Historical Society, which includes the communities of Conche, Croque, Grandois/St. Julien's and Main Brook. The Society is interested in studying and promoting the French Shore's heritage by supporting the area's various artists, cultural

⁴¹⁴ Southern Shore Folk Arts Council. "Southern Shore Folk Arts Council", accessed 9 August 2011, <http://www.ssfac.com/>.

⁴¹⁵ Ibid.

activities and events.⁴¹⁶ Another example from Newfoundland's west coast is the League of Artists of Western Newfoundland (LAWN). It was formed in 2004 in response to a perceived lack of provincial support for the visual arts. Its mandate is to advocate for West Coast artists and disseminate information on the visual arts through workshops, public exhibitions, and forums.⁴¹⁷

There are other non-region specific cultural and heritage organizations in the province that play a significant role in cultural development. These include the Association of Cultural Industries and the Association of Heritage Industries of Newfoundland and Labrador.⁴¹⁸ Further research is needed to fully explore the heritage and cultural segments of local development governance in NL.

7.3 RURAL SECRETARIAT REGIONS

Historical Development

In 1998, the Government of Newfoundland and Labrador released a five year Strategic Social Plan (SSP) for the Province entitled, *People Partners and Prosperity*. This plan represented an umbrella policy for social development initiatives. Initially, responsibility for the implementation of this plan belonged to the SSP Regional Steering Committees.⁴¹⁹ During the next four years, the SSP developed strong local partnerships, partly through a number of regional projects it implemented. Building on this partnership, the provincial government decided to create a new body with a more integrated approach to utilizing resources from government departments and regional partners.⁴²⁰ In February 2004 the Rural Secretariat was established by the newly elected Williams government and took over the responsibility of the SSP Committees. It became the focal point for the provincial government to work with local and regional partners to achieve sustainable development through the integration of various aspects of regional development.⁴²¹ While located within the Executive Council, the newly established Rural Secretariat was to report to the Minister of Innovation, Trade and Rural Development.⁴²²

⁴¹⁶ French Shore Historical Society. "Arts and Culture", accessed 9 August 2011, <http://www.frenchshore.com/en/attractionsartsandculture.htm>.

⁴¹⁷ Visual Arts, "Alumni", Grenfell Campus, Memorial University of Newfoundland, accessed November 2012, <http://www2.swgc.mun.ca/visual/alumni.htm>

⁴¹⁸ Association of Heritage Industries. "AHI Mission Statement", accessed 9 August 2011, <http://www.ahinl.ca/missionstatement.html>.

⁴¹⁹ Rural Secretariat and Strategic Social Plan. 2004. "Annual Report April, 2003 - March, 2004", accessed 9 August 2011, <http://www.exec.gov.nl.ca/rural/publications/annualreport03-04.pdf>

⁴²⁰ Executive Council, Government of Newfoundland and Labrador. "\$1.7 Million Allocated to Rural Secretariat", News Release 30 March 2004, accessed 9 August 2011, <http://www.releases.gov.nl.ca/releases/2004/exec/0330n15.htm>

⁴²¹ Rural Secretariat Executive Council. 2005. "Annual Report April, 2004 - March, 2005", accessed 9 August 2011, <http://www.exec.gov.nl.ca/rural/publications/>

⁴²² Executive Council, Government of Newfoundland and Labrador. "\$1.7 Million Allocated to Rural Secretariat", News Release 30 March 2004, accessed 9 August 2011, <http://www.releases.gov.nl.ca/releases/2004/exec/0330n15.htm>

Mandate and Activities

The mandate and direction of the Rural Secretariat was developed through a series of face-to-face dialogue sessions between community representatives, other stakeholders and government officials, including the Premier.⁴²³ Strengthening the partnership between and among rural stakeholders continues to be one of the main priorities of the Secretariat. Rural Secretariat Regional Councils and staff have a mandate that includes: working towards an integrated approach to social, economic, cultural and ecological well-being in the Province; being a focal point for government to work with local and regional partners; ensuring rural concerns are heard and residents are aware of programs and services; conducting community-based research and analysis; and assisting communities and regions to pursue opportunities.⁴²⁴

Definition of the Region

The Rural Secretariat evolved from the six Strategic Social Plan (SSP) regions. These regions have since been restructured into nine Rural Secretariat regions with some SSP regions being divided and others combined.⁴²⁵ The Rural Secretariat regional boundaries have been drawn according to existing patterns of economic, social and community activity. Each region includes larger and smaller communities with shared infrastructure.⁴²⁶ The same nine Rural Secretariat regions were also used by INTRD in developing the Province's Regional Diversification Strategy, with economic strategies developed for each region.

Table 7.2: List of the Rural Secretariat Regions⁴²⁷

Labrador
St. Anthony – Port au Choix
Corner Brook – Rocky Harbour
Stephenville – Port aux Basques
Grand Falls – Windsor – Baie Verte – Harbour Breton
Gander – New – Wes – Valley
Clareville – Bonavista
Burin Peninsula
Avalon Peninsula

⁴²³ Rural Secretariat Executive Council. 2005. "Annual Report April, 2004 - March, 2005", Government of Newfoundland and Labrador, accessed April 2012, <http://www.exec.gov.nl.ca/rural/publications/>

⁴²⁴ Rural Secretariat. "About the Secretariat", Government of Newfoundland and Labrador, accessed 12 April 2012, <http://www.exec.gov.nl.ca/rural/departement/index.html>

⁴²⁵ Rural Secretariat and Strategic Social Plan. 2004. "Annual Report April, 2003 - March, 2004", Government of Newfoundland and Labrador, accessed 12 April 2012, <http://www.exec.gov.nl.ca/rural/publications/annualreport03-04.pdf>

⁴²⁶ Rural Secretariat Executive Council. 2005. "Annual Report April, 2004 - March, 2005", Government of Newfoundland and Labrador, accessed 12 April 2012, <http://www.exec.gov.nl.ca/rural/publications/>

⁴²⁷ Rural Secretariat. "What's My Region?", Government of Newfoundland and Labrador accessed on 11 April 2012 http://www.exec.gov.nl.ca/rural/regional_councils/whats_my_region.html

Finance and Administration

There are 16 permanent staff who work for the Rural Secretariat. Ten positions are based in regional offices. The budget of the Secretariat in 2010-2011 was \$1.63 million.⁴²⁸

Organizational Structure

Regional Councils consist of representatives from larger and smaller communities within each region who have experience in social, business, labour, cultural and environmental development within their respective regions.⁴²⁹ The Province, following an open nomination process from communities within each region, appoints these representatives. Regional Council members do not participate on the behalf of any organization (e.g. REDBs). Each council is supported by a small budget and by a Regional Partnership Planner (two on the Avalon). Staff members answer directly to Executive Council rather than to any line department.

⁴²⁸Rural Secretariat Executive Council. 2011. "Activity Report 2010-11", Government of Newfoundland and Labrador, accessed 12 April 2012,

http://www.exec.gov.nl.ca/rural/publications/rural_secretariat_201011_report.pdf.

⁴²⁹Rural Secretariat Executive Council. 2005. "Annual Report April, 2004 - March, 2005", Government of Newfoundland and Labrador, accessed 12 April 2012, <http://www.exec.gov.nl.ca/rural/publications/>

CHAPTER EIGHT

LOCAL GOVERNMENT AND REGIONAL SERVICES

When Newfoundland and Labrador joined Confederation in 1949 there were an estimated 20 incorporated municipalities in the new province. This was a small portion of its approximately 1,300 mostly outport fishing villages.⁴³⁰ Encouraged by financial incentives, the number of local government authorities grew to 468. As of 2005, this included 282 municipalities and 182 local service districts, elected committees with more limited authority and financial capacity than towns and cities as of 2005.⁴³¹ By 2010, there were 276 municipalities in NL and of these communities 85% had fewer than 1,000 residents. Furthermore, roughly four percent of the provincial population is living in 136 unincorporated areas with no local governance structure in Newfoundland and Labrador.⁴³² Across Canada, municipalities are “creatures of the provinces”. However, as Greenwood argues, “local government was very slow to develop in NL, and while Canada has the weakest local government in the OECD, NL has the weakest local government in Canada.”⁴³³

Multi-community or regional groups made up of municipalities include regional caucuses within the structure of Municipalities Newfoundland and Labrador (MNL), joint councils, and service sharing arrangements, including regional service boards. There are only two legislated types of regional government bodies that exist in the province: regional councils and regional services boards.⁴³⁴ The Newfoundland and Labrador model of regional councils brings multiple municipalities together to establish a regional council. The new regional council assumes responsibilities that were once divided between municipalities. What responsibilities are shared is typically the choice of the new council and its member municipalities, although the provincial government can grant a regional council the authority to require municipalities to use regional services and to assess a charge for those services.⁴³⁵ Regional councils are created under the *Municipalities Act*, which empowers the provincial government to establish or disestablish an area as a

⁴³⁰ M. Baker and J.M. Pitt. 1988. “The Third Tier: A Historical Development of Local Government in Newfoundland and Labrador.” Programme of the 38th Annual Convention of the Newfoundland and Labrador Federation of Municipalities. St. John’s: October 7-9; E. Dunne. 2003. “Final Report: Fish Processing Policy Review”, Department of Fisheries and Aquaculture, St. John’s.

⁴³¹ President’s Task Force on Municipal Sustainability. 2005. *Strengthening Our Communities*. Discussion paper for the Newfoundland and Labrador Federation of Municipalities.

⁴³² Department of Municipal Affairs, “About the Department”, Government of Newfoundland and Labrador, accessed 9 August 2011, <http://www.ma.gov.nl.ca/ma/departments/index.html>.

⁴³³ R. Greenwood. forthcoming. “Embarrassment and Riches: Good Governance and Bad Governance in the St. John’s City Region.”

⁴³⁴ Municipalities Newfoundland and Labrador. “Moving Towards Regional Cooperation”, accessed 9 August 2011, http://www.municipalitiesnl.com/?Content=CCRC/Regional_Cooperation/Moving_Towards_Regional_Cooperation.

⁴³⁵ R. Keenan with P. Whalen. 2010. “The Umbrella of Protection: Regional Government as the protector and promotor of municipal strength and autonomy in Newfoundland and Labrador”, a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012, <http://www.municipalitiesnl.com/userfiles/files/CCRC%20Umbrella%20Protection.pdf>

region or to alter regional boundaries of a region, whether through the establishment of a regional council, through amalgamation or annexation.

The regional council option has not been well-received in the province. Only one example had ever been formed as of 2010.⁴³⁶ The Fogo Island Regional Council was created in 1996⁴³⁷ but was abolished after ten years of struggle in 2006. In 2011 the new amalgamated Town of Fogo Island was formed, merging the member municipalities of the former Regional Council into one new municipal entity.⁴³⁸ A small tax base and limited resources combined with an inability to directly tax residents of the municipalities, thus relying on timely payments by the island's municipal councils, were among the challenges faced by the Regional Council.⁴³⁹

Amalgamation has a long but rocky history in the province dating back to at least the 1970s (e.g. the formation of Happy Valley-Goose Bay). During the late 1980s and early 1990s, the provincial government pursued amalgamation as a means of either reducing costs or maintaining or improving services through the Community Consolidation Program. While a few amalgamations did occur (thirty-one municipalities were reduced to thirteen), the majority of those proposed did not proceed because of the significant negative public reaction.⁴⁴⁰ Resistance to amalgamation and to regionalization policies in the province is in part, connected to strong emotions and political backlash remaining from earlier amalgamation attempts and from the 1950s and 1960s resettlement programs. Due to these sensitivities, many consider amalgamation a “dirty word” and municipal regional approaches are often viewed with some scepticism.

The second legislated type of regional government body in the province is regional service boards. Regional service boards may operate regional water supply systems, sewage disposal systems, storm drainage systems, solid waste disposal sites, police services, ambulance services, animal and dog control, public transportation systems, recreational facilities, fire protection or other facilities or services of a regional nature.⁴⁴¹ Keenan argues that the *Regional Service Board Act* was enacted primarily to support the

⁴³⁶ R. Keenan with P. Whalen. 2010. “Continuities and Discontinuities: A Brief History of Local and Regional Government in Newfoundland and Labrador”, a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012,

<http://www.municipalitiesnl.com/userfiles/files/CCRC%20Continuities%20&%20Discontinuities.pdf>

⁴³⁷ P. Boswell, F. Faour and S. Synard. 1997. *Task Force on Municipal Regionalization Final Report*. Submitted to the Province of Newfoundland and Labrador.

⁴³⁸ Town of Fogo Island. “Home”, accessed October 2012, <http://www.townoffogoisland.ca/home/>

⁴³⁹ R. Keenan with P. Whalen. 2010. “Searching for a Purpose: A Current Assessment of Municipal Government and Regional Governance in Newfoundland and Labrador”, a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012,

<http://www.municipalitiesnl.com/userfiles/files/CCRC%20Searching%20for%20a%20Purpose.pdf>

⁴⁴⁰ P. Boswell, F. Faour and S. Synard. 1997. *Task Force on Municipal Regionalization Final Report*. Submitted to the Province of Newfoundland and Labrador; R. Keenan with P. Whalen. 2010. “Continuities and Discontinuities: A Brief History of Local and Regional Government in Newfoundland and Labrador”, a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012,

<http://www.municipalitiesnl.com/userfiles/files/CCRC%20Continuities%20&%20Discontinuities.pdf>

⁴⁴¹ Government of Newfoundland and Labrador. 2007. *Regional Service Boards Act*, R.S.N.L. 1990, c. R-8, section 3(1).

implementation of the provincial waste management strategy.⁴⁴² While regional service boards can take on the functions noted above, regional waste management (discussed later in this chapter) has been the main focus.

In the remainder of this chapter, we discuss MNL regions, joint councils, service sharing agreements, regional waste management boards, harbour authorities as well as the government services that are delivered regionally through regional offices in the Department of Municipal Affairs, the Department of Transportation and Works, and the Department of Government Services.

This chapter is based on information from the 2007 and 2011 municipal census, 2008 municipal self-assessment process and research and regional case studies conducted by staff and research associates of MNL.

8.1 MUNICIPALITIES NEWFOUNDLAND AND LABRADOR (MNL)

Municipalities Newfoundland and Labrador (MNL) was created in 1951 to represent the interests of municipalities. Since that time, the number of municipalities has grown from 50 to 276. Generally speaking, the mandate of MNL is to advocate and promote the interests of local government as well as to provide programs and services to its members.⁴⁴³

MNL is divided into seven regions based on municipal groupings, including: Labrador, Northern, Western, Central, Eastern, Avalon and St. John's. It is also divided into an urban caucus and a small town caucus.

The organizational structure includes an eleven-member Board of Directors who are elected from delegates that attend the Annual General Meeting. MNL is headquartered in St. John's and includes seven staff members. MNL is also divided into a number of standing and ad hoc committees.⁴⁴⁴ According to one representative, the organization receives its funding from membership fees, registrations for the convention and other events, projects and rental space.

In 2005, MNL launched the President's Task Force on Municipal Sustainability. This initiative identified many challenges facing the province's municipal sector including, a declining population and tax base in many rural and small town areas with concentrated growth in some regional centres. The Task Force also identified how municipalities were

⁴⁴² R. Keenan with P. Whalen. 2010. "Continuities and Discontinuities: A Brief History of Local and Regional Government in Newfoundland and Labrador", a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012, <http://www.municipalitiesnl.com/userfiles/files/CCRC%20Continuities%20&%20Discontinuities.pdf>

⁴⁴³ MNL. "Home – Our Vision", accessed October 2012, <http://www.municipalitiesnl.com/?Content=Home/Vision>

⁴⁴⁴ MNL. "Home – Background", accessed October 2012, <http://www.municipalitiesnl.com/?Content=Home/Background>; MNL. "Home – Committees", accessed October 2012, <http://www.municipalitiesnl.com/?Content=Home/Committees>

struggling with serious issues like solid waste management, water quality, and community safety due to increasing health and environmental standards, gaps in municipal data, downloaded responsibilities, and reduced resources. In 2001, less than 50% of municipalities contested elections, signalling a crisis in local democracy. The Task Force determined that the long-term sustainability of many municipalities in Newfoundland and Labrador is in question given the challenges they are facing.⁴⁴⁵

The President's Task Force also noted that regional approaches are "growing faster than any other element of municipal government, whether it be through cooperation or regional government".⁴⁴⁶ More recently, proponents of regional approaches have been highlighting the need for regional government and advocating for structural changes. In 2010, MNL launched its Regional Government Initiative designed to look beyond municipal service sharing and explore the potential for regional government.⁴⁴⁷ MNL's Regional Government Initiative builds on earlier efforts such as the Royal Commission on Municipal Government in Newfoundland and Labrador (the Whalen Commission, 1974), which was the first to formally propose the establishment of regional governments in the province, and the 1996-1997 Task Force on Municipal Regionalization, which proposed the creation of Regional County Service Boards.⁴⁴⁸

8.2 JOINT COUNCILS

Joint Councils or Mayor's Committees are increasingly common in NL. In 2010, there were 16 of these in existence representing 194 communities.⁴⁴⁹ Municipalities on the Burin Peninsula formed the first joint council in the province consisting of an informal association of mayors and councillors. While some of these groups have existed since the 1970s, many have been launched since 2004.

Joint councils provide a governing body for municipalities to work together to provide services, appoint municipal representation to regional boards such as a REDB, and discuss issues of common concern and develop a collective voice. Generally Joint Councils are unincorporated groups of municipal representatives that meet monthly. They typically consist of an executive and members, which include at least one representative from each member community.

⁴⁴⁵ President's Task Force on Municipal Sustainability. 2005. *Strengthening Our Communities*. Discussion paper for the Newfoundland and Labrador Federation of Municipalities.

⁴⁴⁶ Ibid.

⁴⁴⁷ Municipalities Newfoundland and Labrador. "The Regional Government Initiative", accessed 9 August 2011, http://municipalitiesnl.com/?Content=CCRC/The_Regional_Government_Initiative.

⁴⁴⁸ R. Keenan with P. Whalen. 2010. "Continuities and Discontinuities: A Brief History of Local and Regional Government in Newfoundland and Labrador", a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012, <http://www.municipalitiesnl.com/userfiles/files/CCRC%20Continuities%20&%20Discontinuities.pdf>

⁴⁴⁹ R. Keenan with P. Whalen. 2010. "Searching for a Purpose: A Current Assessment of Municipal Government and Regional Governance in Newfoundland and Labrador", a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012, <http://www.municipalitiesnl.com/userfiles/files/CCRC%20Searching%20for%20a%20Purpose.pdf>

Issues dealt with by Joint Councils include: natural resources, tourism, and economic development, transportation infrastructure (airstrips, roads, wharfs) and maintenance (snow clearing), communications services (mail, cell, Internet), policing and enforcement, animal control, car wrecks, waste and water management, planning, fire protection, assessment and tax collection, home-based business regulations, gas tax, provincial consultations, municipal funding cutbacks, regionalization and other changes in municipal governance, cutbacks to social programs, health issues, out-migration and a host of other common concerns.

Together member municipalities report that forming Joint Councils offers a number of opportunities. This includes a bigger political voice, improved access to funding and natural resources, the ability to attract speakers and resource people, and mutual support and interaction/relationship building with neighbouring communities and fellow council members. However, challenges for Joint Councils also exist including community rivalries and differences, leadership/participation, and balancing local and regional issues. Another challenge is bringing all members of a Joint Council together for meetings, caused by the voluntary nature of the Councils and in some instances geographic constraints. Other challenges include a lack of dispute resolution mechanisms, absence of statutory authority, and inability to levy taxes or enforce decisions.⁴⁵⁰

8.3 SERVICE SHARING ARRANGEMENTS

While formal regional government structures have yet to take hold in Newfoundland and Labrador the majority of local governments in the province are engaged in some form of service sharing, information sharing or advocacy arrangement with one or more neighbouring communities. In fact, the 2011 Census of Municipal Government in Newfoundland and Labrador indicated that 76% of municipalities were sharing services with at least one other neighbouring community and/or other partners. This was an increase from 53% in 2003 and 74% in 2007.⁴⁵¹ The vast majority of these partnerships were with other towns or cities but service sharing partnerships also exist with provincial agencies and local businesses.

In addition to economic development, through municipal involvement in REDBs and Development Associations, the most commonly shared service in the province are fire

⁴⁵⁰ K. Vodden. 2005. "Case Studies in Municipal Service Sharing in Newfoundland and Labrador", Prepared for the Newfoundland and Labrador Federation of Municipalities Community Cooperation Resource Centre (now MNL); R. Keenan with P. Whalen. 2010. "Continuities and Discontinuities: A Brief History of Local and Regional Government in Newfoundland and Labrador", a Municipalities Newfoundland and Labrador Community Cooperation Project, accessed October 2012, <http://www.municipalitiesnl.com/userfiles/files/CCRC%20Continuities%20&%20Discontinuities.pdf>

⁴⁵¹ Municipalities Newfoundland and Labrador, "Census of Municipalities", Municipalities Newfoundland and Labrador, accessed 9 August 2011, <http://www.municipalitiesnl.com/userfiles/files/2007%20Municipal%20Census.pdf>.

protection, waste disposal, and garbage collection.⁴⁵² Other shared services include recreation programs and/or facilities community pastures on the Great Northern Peninsula, a Northeast Avalon emergency/911 call centre, and health services, such as Lark Harbour and York Harbour's VON nurse.⁴⁵³

There are several different types of service sharing in the province, including: informal (verbal or unspoken) agreements to provide assistance or support; formal/written mutual aid agreements; contracts for service provision or other agreed upon purchase of service arrangements (e.g. a set rate for waste tipping fees) or; finally the formation of a joint service provider/committee, with representation from participating communities. These providers may be incorporated or unincorporated but are increasingly incorporated due to liability concerns, fundraising requirements and other factors.⁴⁵⁴

While the benefits of service sharing and regional cooperation are not universal, many communities in the province have seen significant economic, social, environmental, political and service quality gains from their cooperative efforts. Seeing the potential in collaborative solutions, regional cooperation became a theme for Municipalities Newfoundland and Labrador's member support services. For example, the organization launched the Community Cooperation Resource Centre in 2003 to gather materials and create a physical and on-line information resource centre to promote regional cooperation through workshops, articles and dedicated symposiums and convention sessions. MNL staff conducted case studies of municipal service sharing in the province and comparative research on regional cooperation in the municipal sector in other jurisdictions. Presentations were made to communities throughout the province. In 2007 the Centre also began offering hands-on assistance to communities in their cooperation initiatives. The provincial government has also encouraged collaboration through technical support and financial incentives.

Municipal service sharing arrangements can provide economic benefits (reduced costs and/or increased revenues), new ideas, mutual support, improved environmental management, and a host of other benefits. Three major challenges stand in the way of service sharing agreements in the Province, however: community rivalries, competition, and differences; geographic issues like distance; and the lack of volunteers and planning capacity. Other issues include resistance to change, conflicting personalities, financial issues, and loss of jobs and staff.⁴⁵⁵

⁴⁵² Municipalities Newfoundland and Labrador. 2007. *Census of Municipalities in Newfoundland and Labrador 2007*.

⁴⁵³ Other examples and case studies of service sharing in the province are available at http://www.municipalitiesnl.com/?Content=CCRC/About_CCRC-01/HistoryBackground

⁴⁵⁴ K. Vodden. 2005. "Case Studies in Municipal Service Sharing in Newfoundland and Labrador", Prepared for the Newfoundland and Labrador Federation of Municipalities Community Cooperation Resource Centre (now MNL)

⁴⁵⁵ Ibid; Municipalities Newfoundland and Labrador. 2010. "Program – Community Cooperation, Challenges", accessed October 2012, http://www.municipalitiesnl.com/?Content=CCRC/Regional_Cooperation/Challenges

8.4 REGIONAL WASTE MANAGEMENT ORGANIZATIONS

Historical Development

The provincial government has undertaken several important steps towards creating a better waste management system. One of the first steps was the establishment in 1996 of the Multi-Materials Stewardship Board (MMSB) to develop and implement a variety of waste diversion and recycling programs in Newfoundland and Labrador. Then in 1997, the provincial government established the Newfoundland and Labrador Waste Management Trust Fund under the administration of MMSB. The fund provides financial support for local waste management initiatives related to education and information projects, clean-ups, school recycling programs, pilot projects on waste diversion and local studies for municipalities on regional waste management systems. In 2002, the Provincial Waste Management Strategy (PWMS) was released to modernize the provincial approach to waste management emphasizing regionalization.⁴⁵⁶

Mandate and Activities

Implementation of the Waste Management Strategy on the local level is facilitated by nine regional waste management committees/authorities (RWMA). Under the Regional Services Board Act, the RWMA are comprised of local government representatives to facilitate regional service delivery. Initially, the Strategy proposed the creation of 15 waste management regions, however, at the time of writing this report only eight committees/authorities have been established (see Table 8.1).⁴⁵⁷

Table 8.1: List of the Waste Management Authorities⁴⁵⁸

Bonavista Peninsula Regional Waste Management Committee
Burin Peninsula Waste Management Corp.
Central NL Regional Service Board
Coast of Bays Waste Management Authority
Eastern Waste Management
Green Bay Waste Authority
Northern Peninsula Regional Service Board (Norpen)
Western Regional Waste Management Committee

⁴⁵⁶ Department of Environment. 2002. "Newfoundland and Labrador Waste Management Strategy", Government of Newfoundland and Labrador, accessed 10 April 2012, http://www.gov.nl.ca/publicat/wastemanagement/WasteManagementStrategy_apr2002.pdf

⁴⁵⁷ Municipalities Newfoundland and Labrador. 2010. "Provincial Waste Management. Consultation Summary Report on the Provincial Waste Management Strategy", accessed 10 April 2012, <http://www.municipalitiesnl.com/userfiles/files/MNL%20Waste%20Management%20Report.pdf>

⁴⁵⁸ MMSB. "Regional Authorities", accessed on 10 April 2012, <http://www.mmsb.nl.ca/regional-authorities.asp>

The waste management committee/authorities are responsible for designating, financing, and operating regional waste management systems across the province.⁴⁵⁹ From these eight committee/authorities, three – Eastern Waste Management, Central Newfoundland and Northern Peninsula – are Regional Service Boards. The Regional Service Boards activities can be broader than waste management. NorPen, for example, is also managing the Straits Volunteer Regional Fire Department.⁴⁶⁰ The Boards are also empowered to charge fees for service to municipalities, local service districts, unincorporated areas or any other entities for, and liaison with communities and organizations in the region, government bodies and other institutions prior significant actions.⁴⁶¹ There are also regional waste disposal committees that are not under the provincial waste management framework such as in the Labrador Straits.

Definition of the Region

Several factors were considered when the waste management regions in the province were delineated. These included: the distribution of the population; geographic distances and transportation infrastructure; capital and operating costs of waste management facilities; information on waste generation; and the experiences of other Atlantic provinces.⁴⁶² Each of the larger regions has several sub-zones or sub-regions. For example, there are eight sites/collection zone within the Central waste management region. Although, most of the province is covered by a regional waste management committee/authority, there are certain areas, particularly in Labrador, which operate without a regional body.⁴⁶³

Organizational Structure and Resources

Regional waste management authorities/committees are incorporated entities operated by a board of directors with representation from municipalities, Local Service Districts and unincorporated communities in a given waste management region.⁴⁶⁴ Each RWMA must table to the Department of Municipal Affairs, Government of Newfoundland and

⁴⁵⁹ MMSB. “Regional Authorities”, accessed on 10 April 2012, <http://www.mmsb.nl.ca/regional-authorities.asp>

⁴⁶⁰ Northern Peninsula Regional Service Board. “Fire Services,” accessed 9 August 2011, <http://norpenwaste.com/id34.html>

⁴⁶¹ Northern Peninsula Regional Service Board, “Welcome”, accessed 10 April 2012, <http://norpenwaste.com/>; Eastern Waste Management Committee, “Home”, accessed 10 April 2012 <http://www.greeteravalon.ca/aboutUs.html>; Central NF Waste Management Committee. “Central NF Waste Management Committee Activities Report”, accessed 10 April 2012, <http://www.ma.gov.nl.ca/ma/publications/>

⁴⁶² Department of Environment. 2002. “Newfoundland and Labrador Waste Management Strategy”, Government of Newfoundland and Labrador, accessed October 2011, http://www.gov.nl.ca/publicat/wastemanagement/WasteManagementStrategy_apr2002.pdf

⁴⁶³ Municipalities Newfoundland and Labrador. 2010. “Provincial Waste Management. Consultation Summary Report on the Provincial Waste Management Strategy”, accessed October 2011, <http://www.municipalitiesnl.com/userfiles/files/MNL%20Waste%20Management%20Report.pdf>

⁴⁶⁴ Department of Environment. 2002. “Newfoundland and Labrador Waste Management Strategy”, Government of Newfoundland and Labrador, accessed October 2011, http://www.gov.nl.ca/publicat/wastemanagement/WasteManagementStrategy_apr2002.pdf

Labrador, a business plan, an operations plan and environmental assessments for the regional waste management system.⁴⁶⁵ As mentioned above, three RWMA acquired the Regional Service Board status. Regional Service Boards have the ability to impose fees and levies to finance their operations and offer an alternative to existing informal and semi-formal inter-municipal service sharing agreements.⁴⁶⁶

As a Regional Service Board, the delivery of regional services is enforceable under legislation essentially providing the Board with municipal-like status. The Boards include representatives from municipal governments, Local Service Districts, and non-incorporated regions. The Minister of Municipal Affairs is responsible for appointing the Board.⁴⁶⁷

Achievements, Challenges and Lessons Learned

The development of the regional waste management system has dramatically reduced the number of waste disposal sites. Regional cooperation in waste management has also enabled communities to pool their resources. However, according to MNL there is a growing concern among local leaders regarding the inability of RWMA to influence implementation of the PWMS on a province-wide scale. In fact, the RWMA have no representatives on the provincial steering committee.⁴⁶⁸

8.5 HARBOUR AUTHORITIES

Harbours used by commercial fish harvesters and other users, are generally operated and maintained by the Small Craft Harbour (SCH) Program in the Department of Fisheries and Oceans Canada. These harbours are managed, maintained and operated by Harbour Authorities through a lease agreement with the Small Craft Harbours. Each Harbour Authority is unique and independent. The Harbour Authority Program was implemented in 1988.⁴⁶⁹ The mandate of Harbour Authorities under the SCH Program is to keep the harbours they are responsible for open and in good repair. They are generally incorporated, not-for-profit organizations with a Board of Directors and a membership representing local interests and harbour users.⁴⁷⁰

⁴⁶⁵ Department of Environment. 2002. "Newfoundland and Labrador Waste Management Strategy", Government of Newfoundland and Labrador, accessed October 2011, http://www.gov.nl.ca/publicat/wastemanagement/WasteManagementStrategy_apr2002.pdf

⁴⁶⁶ Ibid.

⁴⁶⁷ K. Vodden. 2005. "Case Studies in Municipal Service Sharing in Newfoundland and Labrador", Prepared for the Newfoundland and Labrador Federation of Municipalities Community Cooperation Resource Centre (now MNL)

⁴⁶⁸ Municipality of Newfoundland and Labrador. 2010. "Provincial Waste Management. Consultation Summary Report on the Provincial Waste Management Strategy", accessed October 2011, <http://www.municipalitiesnl.com/userfiles/files/MNL%20Waste%20Management%20Report.pdf>

⁴⁶⁹ Department of Fisheries and Oceans Canada, "About Harbour Authorities", accessed on 3 April 2012, <http://www.dfo-mpo.gc.ca/sch-ppb/about-a-propos-a-eng.htm>.

⁴⁷⁰ Ibid.

Nearly one third (206) of the 565 Harbour Authorities in Canada are located in Newfoundland and Labrador.⁴⁷¹ Several provincial Harbour Authorities (32 in total), such as the Harbour Authorities of Arnold's Cove, Bay St. George South and Fogo Island, manage multiple harbours. Harbour Authorities are usually local incorporated non-profit bodies managed by a board of directors and members, representing local interest groups and harbour users. SCH is a decentralized program where the Ottawa headquarters oversees national coordination while program operation is managed through five regional offices in the Pacific Region, Central and Arctic Region, Quebec Region, Maritimes and Gulf Regions, and Newfoundland and Labrador Region. Independent Harbour Authorities are responsible for the daily administration and operation. Each are operated differently, with some being run like complex enterprises and others being more comparable to a "community centre".⁴⁷²

As a report by the Standing Committee on Fisheries and Oceans chaired by Rodney Weston explains, Harbour Authorities operate under lease agreements with SCH whereby DFO leases harbours to the Harbour Authorities for a small sum of money. According to the Harbour Authority management model, individual communities, not governmental bodies, are in a better position to make decisions that reflect their local needs. Harbour Authorities are represented by the National Harbour Authority Advisory Committee, which works to promote dialogue as well as offer advice to the SCH Program when issues of national interest are concerned.⁴⁷³

Volunteers are critical for the successful operation of the small craft harbours.⁴⁷⁴ However, the report by Weston identifies a number of challenges. For example, a major issue is volunteer fatigue. Another issue is insufficient budgets for proper maintenance and repair of harbour structures. Related to this are concerns over the responsibilities and liability of volunteers associated with managing deteriorating facilities.⁴⁷⁵ Harbour Authorities also have limited authority and consequently an inability to operate like "business enterprises" and to engage in partnerships with other organizations. Weston further notes that some consider consolidation as one option that would allow for better management. However, there is not widespread support for this idea. Instead there is more support for partial consolidation of some activities in a region.⁴⁷⁶

Harbour Authorities are vital to the social and economic life of many fishery dependent communities. They provide employment opportunities and they also tackle environmental

⁴⁷¹ Department of Fisheries and Oceans. 2011. "Semi-Annual Report on the Formation of Harbour Authorities by Province." Government of Canada, accessed 3 April 2012, <http://www.dfo-mpo.gc.ca/sch-ppb/hareport-rapportap-eng.asp>.

⁴⁷² R. Weston. 2009. "Small Craft Harbours: An Essential Infrastructure Managed By and For Fishing Communities", Report of the Standing Committee on Fisheries and Oceans, accessed 9 August 2011, http://dsp-psd.pwgsc.gc.ca/collection_2009/parl/XC51-402-1-1-01E.pdf

⁴⁷³ Ibid.

⁴⁷⁴ Department of Fisheries and Oceans Canada, "About Harbour Authorities", accessed on 3 April 2012, <http://www.dfo-mpo.gc.ca/sch-ppb/about-ha-proposap-eng.htm>.

⁴⁷⁵ R. Weston. 2009. "Small Craft Harbours: An Essential Infrastructure Managed By and For Fishing Communities", Report of the Standing Committee on Fisheries and Oceans, accessed 9 August 2011, http://dsp-psd.pwgsc.gc.ca/collection_2009/parl/XC51-402-1-1-01E.pdf

⁴⁷⁶ Ibid.

issues and projects such as beach and harbour clean up. They also represent the needs of their users at the community level. More importantly, many Harbour Authorities act as an important link to the federal government.⁴⁷⁷

8.6 DEPARTMENT OF MUNICIPAL AFFAIRS

Historical Development, Mandate and Activities

The Head Office for the Department of Municipal Affairs is located in St. John's with an additional four regional offices located in St. John's, Gander, Corner Brook, and Happy Valley-Goose Bay. The Department also has staff located in Clarenville for the purpose of providing municipal infrastructure project assessments and project management regarding water systems projects. For the 2009-2010 period, the Department employed 115 individuals.⁴⁷⁸

The mandate of the Department of Municipal Affairs is to be directly involved in and responsible for all matters concerning municipal, as well as provincial affairs. The department focuses on four aspects regarding municipal and provincial issues, including local governance, municipal infrastructure and engineering services, employment support, and provincial affairs. Services vary by offices, for example, services offered by the head office include: municipal programs and policy development, waste management; project management for municipal infrastructure projects, industrial water supply; municipal financing support, land use planning, legislative development and interpretation, municipal training, and short-term employment creation. Services offered by the regional offices include municipal infrastructure project assessments and project management, municipal training, and legislative and administrative support.⁴⁷⁹

Definition of the Region

According to one senior official, the Department of Municipal Affairs is divided into four regions in the Province: an Eastern Region, which comprises the Avalon Peninsula; a Central Region from the Connaigre Peninsula out as far as the Baie Verte Peninsula; a Western Region which is the entire west coast of the province; and a Labrador Region. They also explained that the regional level is involved in most of the services the Department offers with the exception of land use planning because it is a specialized skill.

⁴⁷⁷ Department of Fisheries and Oceans Canada, "About Harbour Authorities", accessed on 3 April 2012, <http://www.dfo-mpo.gc.ca/sch-ppb/aboutha-aproposap-eng.htm>.

⁴⁷⁸ Department of Municipal Affairs. 2010. "Annual Report 2009-2010", Government of Newfoundland and Labrador, accessed 9 August 2011, http://www.ma.gov.nl.ca/ma/publications/annual_reports/Dept_Annual_Report_2009_10.pdf

⁴⁷⁹ Ibid.

Organizational Structure

Within the Department, services are delivered through three branches: the Municipal Engineering and Planning Branch, Municipal Support and Policy Branch, and the Employment Support Branch. The Municipal Engineering and Planning Branch is further divided into two divisions: Waste Management and Engineering and Land Use Planning while the Municipal Support and Policy Branch has five divisions: Local Governance, Policy and Strategic Planning, Municipal Finance Division, Regional Cooperation, and Regional Offices. Finally, the Employment Support Branch includes two divisions: Finance and General Operations, and Employment Support.⁴⁸⁰ In terms of departmental organization, there is a Minister, Deputy Minister, three Assistant Deputy Ministers (one allocated for each branch), and then ten Directors. In terms of Directors, there are six under the Municipal Support and Policy Branch, including Director of Local Governance, Director of Policy and Strategic Planning, Director of Municipal Finance, Director of Regional Cooperation, Regional Director - Eastern and Central, and Regional Director - Western and Labrador. In the Municipal Engineering and Planning Branch, there are two Directors: the Director of Waste Management and the Director of Engineering and Land Use Planning. Finally, the Employment Support Branch houses two directors: the Director of Finance and General Operations and the Director of Employment Support.⁴⁸¹

Finance and Administration

The Department's budget for the 2009-2010 period, excluding Fire and Emergency Services was \$216.2 million, which represented a \$23.6 million increase from the 2008-2009 period. Expenditures for 2009-2010 were \$230 million, which was \$50.1 million more than in 2008-2009.⁴⁸²

Communication and Collaboration

As one senior official indicated, the Department of Municipal Affairs does collaborate in planning and service delivery with a variety of partners. The Department works with and has strong relationships with over seventeen associations and organizations including individual municipalities, Municipalities NL, ACOA, and educational institutions. They also noted that interaction between communities and community organizations is very important to advancing the Department's mission and goals. The interview respondent also explained that the level of cooperation and collaboration is increasing between municipalities that are starting to work together as a means of addressing challenges.

They also explained that the Department undertakes activities related to providing information and gathering input on programs and services. Activities related to

⁴⁸⁰ Department of Municipal Affairs. "Branches and Divisions," Government of Newfoundland and Labrador, accessed 9 August 2011, <http://www.ma.gov.nl.ca/ma/departments/branches/index.html>.

⁴⁸¹ Department of Municipal Affairs. 2010. "Annual Report 2009-2010", Government of Newfoundland and Labrador, accessed 9 August 2011, http://www.ma.gov.nl.ca/ma/publications/annual_reports/Dept_Annual_Report_2009_10.pdf

⁴⁸² Ibid.

information sharing include: regular information circulars that go out to municipalities; regular forums; working with MNL; participating in trade shows and annual conventions; and corresponding and meetings with municipalities. To gather input from key stakeholders, they use many of the same tools and consult with stakeholders.

Regional Sustainability and Labour Market Development

The senior official noted that the Department does have a mandate to address labour market development issues and that it has undertake activities to support labour market development or to address labour market issues. For example, the Employment Support branch within the Department provides support to municipalities and address employment shortfalls. In addition, the mandate of Municipal Affairs includes providing specific employment supports to regions impacted by decline. For example, the Department provided financial aid to communities in Central Newfoundland who were affected by the closure of the AbitibiBowater mill in Grand Falls-Windsor, including Grand Falls-Windsor, Bishop's Falls, Botwood, Buchans, and Terra Nova.

The Department also delivered an employment creation program, assisting roughly 3,200 workers. The initiative was focused in rural communities and had a total cost of approximately \$10.5 million. This initiative included, a \$5.2 million expenditure that aided about 1,500 fish harvesters and plant workers to obtain Employment Insurance.⁴⁸³

The senior official also explained that the Department is focused on supporting regional approaches to municipal service delivery, local government, and leadership. They also noted that they try not to push a regional agenda on municipalities primarily because of the historical backlash to past initiatives like amalgamation. The senior official indicated that a top down approach has the tendency to “build up walls and be rejected” while a community driven approach seems to be more accepted. They further explained that the Department supports these bottom-up initiatives and is amazed by the amount of regional collaboration and service sharing taking place between municipalities across the province.

⁴⁸³ Department of Municipal Affairs. 2010. “Annual Report 2009-2010”, Government of Newfoundland and Labrador, accessed 9 August 2011, http://www.ma.gov.nl.ca/ma/publications/annual_reports/Dept_Annual_Report_2009_10.pdf

8.7 DEPARTMENT OF TRANSPORTATION AND WORKS

Historical Development, Mandate and Activities

According to one senior official, prior to 2004 the Department of Transportation and Works was known as the Department of Works, Services and Transportation. The Department of Transportation and Works is responsible for various transportation related services in the province. These services include: construction and maintenance of the provincial highways, the provision of the provincial ferry services, operation and maintenance of the provincial government air ambulances and water bombers, management of the provincial government fleet of light vehicles and heavy equipment, and the construction and management of provincial government buildings.⁴⁸⁴ The stated mandate of the department is to oversee “administration, supervision, control, regulation, management and direction of all matters relating to transportation and public works.”⁴⁸⁵

Definition of the Region

The Department of Transportation and Works is divided into five regions: the Avalon region, Eastern region, Central region, Western Region and Labrador region. Within these regions there are seven regional offices and 67 depots.⁴⁸⁶ A senior official with the Department explained that there are sub-regional divisions for both the transportation and works sides. They also noted, that the roads were the determining factor for defining the regions on the transportation side. More specifically, the regions are structured on the number of kilometres of road and not necessarily the number of communities or population.

Organizational Structure

The Department interview respondent indicated that the headquarters is located in St. John's while the Marine Services Division is headquartered in Lewisporte and the Air Services division is headquartered in Gander.

The Department is organized into four branches: Road and Air Transportation, Marine Transportation Services, Strategic and Corporate Services, and Works. There are 12 divisions within these branches, including: the Ferry Operations Division, the Maintenance and Engineering Division, the Vessel Replacement Division, the Highway Design and Construction Division, the Maintenance and Support Division, the Building design and Construction Division, the Engineering Support Services Division, the

⁴⁸⁴ Department of Transportation and Works. “About the Department”, Government of Newfoundland and Labrador, accessed 9 August 2011, <http://www.tw.gov.nl.ca/departments/index.html>

⁴⁸⁵ Department of Transportation and Works. 2008. “2008-2011 Strategic Plan (p.7)”, Government of Newfoundland and Labrador, accessed August 2011, http://www.tw.gov.nl.ca/publications/strategicplan2008_11.pdf

⁴⁸⁶ Department of Transportation and Works. 2010. “2009-2010 Annual Report”, Government of Newfoundland and Labrador, accessed August 2011, <http://www.tw.gov.nl.ca/publications/twannrep200910.pdf>

Planning and Accommodating Division, the Realty Services Division, the Strategic Human Resource Management Division, the Financial Operations Division, and the Policy, Planning and Evaluation Division. The department has a minister along with a deputy minister and an assistant deputy minister for each of the four branches.⁴⁸⁷ There are also numerous directors for many of the divisions.

There are over 1,850 people employed by the Department of Transportation and Works, the largest amount within any government department. In 2008, 1,021 of the staff were permanent, 501 were temporary and 328 employees were seasonal.⁴⁸⁸

Finance and Administration

For the 2009-2010 fiscal year, the Department received \$442.9 million from provincial funding, \$66.5 million in federal funding and \$16.7 million in provincial revenues. The breakdown of expenditures for that same time period included: \$220.2 million for the construction of roads and buildings, \$163.5 million spent on the maintenance of roads and buildings, \$90.4 million for marine services, \$44.0 million spent on air services and \$8.0 million for executive support and services.⁴⁸⁹

Communication and Collaboration

As the senior official noted, the Department of Transportation and Works does collaborate in planning and service delivery to some degree with other provincial departments and the federal government. They also indicated that interaction between communities and community organizations is very important to advancing the Department's mission and goals. The interview respondent also identified the level of cooperation and collaboration among communities and organization within their regions as very collaborative and consistent across the province.

The senior official further explained that the Department undertakes activities related to providing information and gathering input on goals and activities. Activities related to information sharing include: the annual strategic plan; the annual report; the website; and fairly regular communications with a number of communities. To gather input from key stakeholders, the department tracts media feedback, receives emails, attends community meetings if requested, and holds formal consultations on certain issues.

⁴⁸⁷ Department of Transportation and Works. "About the Department", Government of Newfoundland and Labrador, accessed 9 August 2011, <http://www.tw.gov.nl.ca/department/index.html>.

⁴⁸⁸ Department of Transportation and Works. 2010. "2009-2010 Annual Report", Government of Newfoundland and Labrador, accessed August 2011, <http://www.tw.gov.nl.ca/publications/twannrep200910.pdf>

⁴⁸⁹ Ibid.

Regional Sustainability and Labour Market Development

The interview respondent indicated that the Department does have a mandate to address labour market development issues and has undertaken activities to support and/or to address labour market issues. For example, the Department participates in the Employment Apprentices program. They also noted that the Department has undertaken a review to match job qualifications with the labour market as well as active recruitment from Memorial University and the colleges for trade positions and engineers.

The senior official also noted that transportation infrastructure is essential for the success of any regionalization strategy. For example, they explained that people living in remote areas don't mind having to travel to a larger centre for services *if* there is a good transportation system to get them there.

Achievements, Challenges and Lessons Learned

During the 2009-2010 period, the Department reportedly made record investments for provincial roads and bridges. They also purchased four new water bombers and enhanced ferry services. Another noteworthy accomplishment was the opening of Phase III of the Trans Labrador Highway connecting Labrador West to Southern Labrador.⁴⁹⁰ A significant challenge identified by the interview respondent is high community expectations in road maintenance services and snow clearing services. They also noted that investing in infrastructure is a balancing act and that infrastructure has been underfunded for many years. However, the Department is making investment to improve this but the official cautioned that it takes time to see results.

8.8 DEPARTMENT OF GOVERNMENT SERVICES

Historical Development

The Department was created in 1995 with the intention of centralizing the delivery of key services like licencing, permitting, inspections, and regulating functions within government. It also provides an array of services to both consumers and government in areas like, public health and safety, environmental protection, occupational health and safety, consumer protection, and the preservation of commercial transactions. The Department also provides the government with printing services.⁴⁹¹

⁴⁹⁰ Department of Transportation and Works. 2010. "2009-2010 Annual Report", Government of Newfoundland and Labrador, accessed August 2011, <http://www.tw.gov.nl.ca/publications/twannrep200910.pdf>

⁴⁹¹ Department of Government Services. "About the Department," Government of Newfoundland and Labrador, accessed 9 August 2011, <http://www.gs.gov.nl.ca/department/index.html>

Mandate and Activities

More specifically, the Department of Government Services delivers the following services: issuing vehicle registrations; testing for and issuing drivers licences; issuing birth and death certificates; registering companies, deeds, and lobbyists; investigating workplace incidents and accidents; acting as a mediator for landlord and tenancy issues; issuing charitable gaming licences; and protecting consumer interests. The Department outlines four lines of business that are conducted through its Branches and Divisions: enforcement of legislated requirements; licencing,⁴⁹² permitting, inspections and registrations; conflict resolution; and printing services.

A senior official with the Department of Government Services indicated that the mandate/mission has changed in the past five-ten years. More specifically, it has added the Occupational Health and Safety division and the Queen's Printer. The Department has also expanded the single window concept (i.e. inspecting playgrounds). Some divisions have also be moved from the Department including, Crown Lands (now with the Department of Environment and Conservation) and Liquor Inspections (now with NL Housing). The mandate has also shifted to make it more consistent with the role of enforcement and permitting.

Organizational Structure and Resources

The Department is organized into three branches: Government Services, Occupational Health and Safety, and Consumer and Commercial Affairs. Within these three branches, there are twelve divisions. For example, the Government Services Branch includes the following: the Government Services Centres Division, the Motor Vehicle Registration Division, the Office of the Queen's Printer, the Vital Statistics Division, the Engineering and Inspections Division, and the Program and Support Services Division. The Occupational Health and Safety Branch oversees the Occupational Health and Safety Division while the Consumer and Commercial Affairs Branch houses the Commercial Registrations Division, the Financial Services Regulation Division, and the Consumer Affairs Division.⁴⁹³ The Department also has a Policy and Strategic Planning Division as well as a Strategic Human Resources Management Division.

The Department has a Minister and Deputy Minister along with three Assistant Deputy Ministers (one each for Occupational Health and Safety, Government Services, and Consumer and Commercial Affairs). There are also four Directors, including: the Director of Information Management, the Director of Communications, the Director of Policy and Strategic Planning, and the Director of Strategic Human Resources Management. As of March 31st 2010, the Department employed 493 people including 63 management and executive employees. In 2009-2010, the Department received \$124.4

⁴⁹² Department of Government Services. 2010. "Annual Performance Report 2009-2010," Government of Newfoundland and Labrador, accessed August 2011,

http://www.servicenl.gov.nl.ca/consultation/pdf/gs_ann_rep_2009_10.pdf

⁴⁹³ Department of Government Services. "Branches and Divisions," Government of Newfoundland and Labrador, accessed 9 August 2011, <http://www.gs.gov.nl.ca/departement/branches/index.html>.

million in revenues compared to \$118.3 million in the previous year. The increase is largely attributed to an increase in vehicle registrations and drivers licences. In 2009-2010, the Department had a budget of \$39.9 million, and gross expenditures of \$38.2 million. During this period, the majority of expenditures (\$26,488,606 or 69%) were allocated to Government Services. The Department is also responsible for 12 ministerial public entities including, the Embalmers and Funeral Directors Board, the Public Accountants Licencing Board, the Public Safety Appeal Board, and the Buildings Accessibility Advisory Board.⁴⁹⁴

Definition of the Region

The Department divides the Province into five regions: the Avalon region, Central East region, Central West region, Western region, and Labrador region. The staff breakdown across the five regions includes 321 in the Avalon region, 50 in the Central East region, 36 in the Central West region, 72 in the Western region, and 14 in the Labrador region. The Departmental headquarters is located in St. John's while Government Service Centres provide services through five regional centres and eleven sub-offices. The Department has offices located across the Province in St. John's, Mount Pearl, Harbour Grace, Marystown, Grand Bank, Clarenville, Gander, Lewisporte, Grand Falls-Windsor, Springdale, Port aux Basques, Stephenville, Corner Brook, St. Anthony, Happy Valley-Goose Bay, and Labrador City.⁴⁹⁵

According to the interview respondent, the location of these regional offices was based on findings from the Economic Recovery Commission (1995), which included public consultations and various research studies. The decision also took into account the interests and concerns of key stakeholders regarding which locations would provide the best service and accessibility. The senior official also explained that in 2007 an access review determined that 80 percent of the province of Newfoundland was within ninety minutes of full service. As a result, the regional offices were deemed appropriately located with planned expansions in Gander, Happy-Valley Goose Bay, St. Anthony, Stephenville, and Burin.

Communication and Collaboration

The senior official explained that the Department of Government Services does collaborate in planning and service delivery with other provincial departments and municipalities. The Department also has a number of stakeholders including all types of business, trade, and professional organizations. They also indicated that the interaction between communities and community organizations is very important to advancing the Department's mission and goals. However, the senior official identified the level of cooperation and collaboration among communities and organization within their regions as somewhat collaborative.

⁴⁹⁴ Department of Government Services. 2010. "Annual Performance Report 2009-2010," Government of Newfoundland and Labrador, accessed August 2011,

http://www.servicenl.gov.nl.ca/consultation/pdf/gs_ann_rep_2009_10.pdf

⁴⁹⁵ Ibid.

The interview respondent further explained that the Department undertakes activities related to providing information and gathering input on goals and activities. Activities related to information sharing include: the strategic plan and annual report; annual events; special committees; standing committees; specific consultations for the public; and special requests. To gather input from key stakeholders, the department uses many of the same tools. Input is also gathered from complaints and advice from staff.

Regional Sustainability and Labour Market Development

The Department does not have a mandate to address labour market development issues, however, the senior official noted that they have undertaken activities to labour market development or address issues. More specifically, in occupational health and safety the department provides training for advancement between levels. They also provide training for staff (i.e. financial training) and an Environmental Health Bursary with a return to service policy.

The interview respondent further explained that working on a regional basis is important from a service and efficiency perspective. It is also important for maintaining contact with stakeholders and providing a place where individuals can express issues and concerns.

CHAPTER NINE

ABORIGINAL GOVERNANCE

Inuit and aboriginal peoples of modern Newfoundland and Labrador include the Inuit, Innu and Métis of Labrador and the Mi'kmaq peoples of the Island of Newfoundland. The question of aboriginal people was debated during the Constitutional Convention considering the future of Newfoundland in 1946-48. However, according to Thompkins actual reference to aboriginal people was “pencilled out” from the Terms of Union.⁴⁹⁶ Instead officials in St. John's and Ottawa negotiated conditions for federal-provincial agreements governing responsibility for native peoples addressing health, education, housing and economic development.⁴⁹⁷

First Nations in Canada have pursued diverse avenues including legal challenge, protest, business and community development to regain some measure of control over their economies, governments and territories. In the 1970s the Government of Canada started negotiating modern land claims, with support for Aboriginal organizations to research and organize their claims.⁴⁹⁸ Programs provided funds to rebuild depressed rural economies, including First Nations communities.⁴⁹⁹ During this time, many native political organizations were formed and strengthened.⁵⁰⁰ For example, the Native Association of Newfoundland and Labrador (NANL) was formed in 1973 and for a brief time included both Island Mi'kmaq and Labrador members. Soon after the Inuit and Innu formed their own independent organizations and the Federation of Newfoundland Indians (FNI) was launched to represent the Island Mi'kmaq.⁵⁰¹

⁴⁹⁶ E. Thompkins. 1988. *Pencilled Out: Newfoundland and Labrador's Native and Canadian Confederation, 1947-1954*. A Report prepared for Jack Harris, MP, Ottawa, House of Commons; K. Vodden. and J. Kennedy. 2006. “From Resignation to Renewal: First Nations Strategies for Resilience”. In Sinclair, P. and R. Ommer (eds.), *Power, Agency and Environment: Restructuring Canada's East and West Coasts*. ISER Books.

⁴⁹⁷ K. Vodden. and J. Kennedy. 2006. “From Resignation to Renewal: First Nations Strategies for Resilience”. In Sinclair, P. and R. Ommer (eds.), *Power, Agency and Environment: Restructuring Canada's East and West Coasts*. ISER Books.

⁴⁹⁸ K. Crowe. 2012. “Land Claims” The Canadian Encyclopedia. Historica-Dominion, accessed August 2012, <http://www.thecanadianencyclopedia.com/articles/land-claims#SEC961354>

⁴⁹⁹ Savoie D., 1992. *Regional Economic Development: Canada's Search for Solutions*. Toronto: University of Toronto Press.

⁵⁰⁰ P Tennant. 1990. *Aboriginal People and Politics: The Indian Land Question in British Columbia, 1849-1990*. Vancouver: University of British Columbia Press; K. Vodden. and J. Kennedy. 2006. “From Resignation to Renewal: First Nations Strategies for Resilience”. In Sinclair, P. and R. Ommer (eds.), *Power, Agency and Environment: Restructuring Canada's East and West Coasts*. ISER Books.

⁵⁰¹ J.C. Kennedy. 1975. New Ethnic Minority Organizations in Northern Labrador: Some Preliminary Observations. Unpublished paper presented to the 34th Annual Meeting of the Society for Applied Anthropology, Amsterdam: 21 March; J.C Kennedy. 1987. Aboriginal Organizations and Their Claims: The Case of Newfoundland and Labrador. *Canadian Ethnic Studies*, 19(2): 13-25; K. Vodden. and J. Kennedy. 2006. “From Resignation to Renewal: First Nations Strategies for Resilience”. In Sinclair, P. and R. Ommer (eds.), *Power, Agency and Environment: Restructuring Canada's East and West Coasts*. ISER Books.

The remainder of this chapter is divided into four sections: the Nunatsiavut Government, Innu Nation, NunatuKavut (Labrador Metis-Nation), and Mi'Kmaq. Information was gathered through document review and online resources.

9.1 NUNATSIAVUT GOVERNMENT

Established in 2005, the Nunatsiavut Government evolved from the Labrador Inuit Land Claims Agreement. It is the first Inuit region in Canada to achieve self-government and reflects over three decades of work towards self-governance.⁵⁰² In 1973, the Labrador Inuit Association (LIA) was formed for a number of reasons, including: “to promote Inuit culture; improve the health and well-being of their people; protect their constitutional, democratic and human rights; and advance Labrador Inuit claims with Canada and Newfoundland to their land and to self-government.”⁵⁰³ In 1977, the LIA filed a ‘statement of claim’ with the Government of Canada requesting rights to the ‘land and sea ice in Northern Labrador’.⁵⁰⁴

The Nunatsiavut Government has a number of core beliefs derived from the Labrador Inuit Constitution, including: democracy and equality; preservation of culture and language; pursuit of a healthy society; pursuit of a sustainable economy; and preservation of the lands, waters, animals and plants of their ancestral territory.⁵⁰⁵ The Nunatsiavut Government is divided into regional and community. The regional level of the Nunatsiavut Government is organized into seven departments, including: the Nunatsiavut Secretariat; Nunatsiavut Affairs; Health and Social Development; Education and Economic Development; Lands and Natural Resources; Culture, Recreation and Tourism; and Finance and Human Resources.⁵⁰⁶

The Nunatsiavut Government also includes five Inuit Community Governments in Nain, Hopedale, Postville, Makkovik and Rigolet. Inuit community governments include a locally elected AngajukKâk and Councillors with twenty-five percent of the council seats reserved for non-aboriginal residents. The AngajukKât are also Members of the Nunatsiavut Assembly.⁵⁰⁷ The legislative capital is located in Hopedale while the administrative capital is located in Nain.⁵⁰⁸

⁵⁰² Nunatsiavut Government. “Home”, accessed January 2013, <http://www.nunatsiavut.com/index.php/home>

⁵⁰³ Nunatsiavut Government. “Labrador Inuit”, accessed January 2013, <http://www.nunatsiavut.com/index.php/labrador-inuit>

⁵⁰⁴ Ibid.

⁵⁰⁵ Nunatsiavut Government. “About Nunatsiavut”, accessed January 2013, <http://www.nunatsiavut.com/index.php/nunatsiavut-government>

⁵⁰⁶ Ibid.

⁵⁰⁷ Nunatsiavut Government. “Inuit Community Governance”, accessed January 2013, <http://www.nunatsiavut.com/index.php/community-governance>

⁵⁰⁸ Nunatsiavut Government. “About Nunatsiavut”, accessed January 2013, <http://www.nunatsiavut.com/index.php/nunatsiavut-government>

Non-profit Inuit Community Corporations can also be established to allow Inuit living outside of the Labrador Inuit Settlement Area to participate in self-government. These Community Corporations include an elected chairperson, who represents constituents in the Nunatsiavut Assembly, and a Board of Directors. Inuit Community Corporations act as a liaison between their constituents and the Nunatsiavut Government to exchange information and facilitate the provision of programs and services to Labrador Inuit in their regions. The Nunatsiavut Government currently includes two Inuit Community Corporations: NunaKatiget Inuit Community Corporation (serving Happy Valley-Goose Bay and Mud Lake) and Sivunivut Inuit Community Corporation (serving North West River and Sheshatshiu).⁵⁰⁹

9.2 INNU NATION

The Innu people joined the Mi'kmaq and Inuit people in 1973 to form the Native Association of Newfoundland and Labrador (NANL).⁵¹⁰ However, in 1976 the Innu people formed the Naskapi Montagnais Innu Association (NMIA) in an effort to protect “their interests, their land, and their rights from outside forces.”⁵¹¹ In 1990, the NMIA changed its name to the Innu Nation and now represents the governing body for Labrador Innu. The Innu Nation mandate is “to speak with one voice to protect the interests of the Innu people and to oversee all its political and business affairs.”⁵¹² The activities of the Innu Nation include land claims and self-governance negotiations with the federal and provincial governments as well as assisting with social and economic development. In 2006, the Innu of Labrador was formally recognized under *The Indian Act* of Canada.⁵¹³

The Innu Nation formally represents approximately 2200 persons, who live predominately in the Innu communities of Sheshatshiu and Natuashish in Labrador. Some Innu also live in Labrador City, Wabush, Happy Valley-Goose Bay, St. John's, and elsewhere.⁵¹⁴ Residents of Sheshatshiu and Natuashish elect their own band council and the chiefs of both councils are members of the Innu Nation Executive Council. In 2008, the Sheshatshiu Band Council consisted of one chief and six councillors, while the Mushuau Band Council at Natuashish consisted of one chief and four councillors. The Innu Nation executive includes: the Grand Chief of the Innu Nation, the Deputy Grand Chief of the Innu Nation, the Chief of Sheshatshiu Innu First Nation, and the Chief of Mushuau Innu First Nation.⁵¹⁵

⁵⁰⁹ Nunatsiavut Government. “Inuit Community Governance”, accessed January 2013, <http://www.nunatsiavut.com/index.php/community-governance>

⁵¹⁰ Innu Nation. “Innu Rights & Government”, accessed January 2013, http://www.innu.ca/index.php?option=com_content&view=article&id=10&Itemid=7&lang=en

⁵¹¹ Innu Nation. “Home”, accessed January 2013, http://www.innu.ca/index.php?option=com_content&view=article&id=21%3Afront-page-intro&lang=en

⁵¹² Ibid.

⁵¹³ Ibid.

⁵¹⁴ Ibid.

⁵¹⁵ Innu Nation. “Innu Rights & Government”, accessed January 2013, http://www.innu.ca/index.php?option=com_content&view=article&id=10&Itemid=7&lang=en

9.3 NUNATUKAVUT

In 2010, the Labrador Métis Nation (LMN) adopted the name NunatuKavut, meaning “our ancient land” to reflect their Inuit Heritage.⁵¹⁶ The Labrador Metis Nation (LMN) was created in the early 1980s by Inuit-Métis who were concerned that their rights as Aboriginal Canadians were not being considered in land use decisions and social programs. More specifically, the LMN society formed in 1981 and was incorporated under provincial law in 1985. NunatuKavut has grown to become the largest Aboriginal group in Labrador in communities including Happy Valley-Goose Bay, Mud Lake, North West River, Cartwright, Paradise River, Black Tickle, Norman Bay, Charlottetown, Pinsent's Arm, Williams Harbour, Port Hope Simpson, St. Lewis, Mary's Harbour and Lodge Bay. While the Central/Southern portion of Labrador forms the core region of the NunatuKavut membership, the Inuit-Métis have lived, and continue to live, in other parts of Labrador.⁵¹⁷

NunatuKavut is a not-for-profit organization “committed to promoting and ensuring the basic human rights of its members as Aboriginal persons, and the collective recognition of these rights by all levels of government.”⁵¹⁸ NunatuKavut has a president who is elected by the membership for a term of four Annual General Assemblies. It is a growing organization with a diverse portfolio of departments, including: finance, natural resources, research and environment, human resources development, and health and social sector.⁵¹⁹

9.4 QALIPU MI'KMAQ FIRST NATION BAND

When Newfoundland and Labrador joined the Confederation in 1949, no agreement between the province and Canada was made granting “status” to the Mi'kmaq on the Island of Newfoundland. The Mi'kmaq people joined a nationwide movement by Aboriginal peoples in the 1970s to reclaim their Aboriginal rights and titles. Throughout the 1970s and 1980s, Mi'kmaq communities across the province incorporated their own Band Councils. In the early 1970s, Mi'kmaq bands from across the province formed the Federation of Newfoundland Indians (FNI) to attain recognition from the Government of Canada.⁵²⁰

⁵¹⁶ CBC NL. 2010. “Labrador Metis Nation adopts new name”, accessed January 2013, <http://www.cbc.ca/news/canada/newfoundland-labrador/story/2010/04/13/nl-nunatukavut-413.html>

⁵¹⁷ NunatuKavut. “About Nunatukavut”, accessed January 2013, <http://www.nunatukavut.ca/home/about.htm>; NunatuKavut. “Office of the President”, accessed January 2013, http://www.nunatukavut.ca/home/office_of_the_president.htm

⁵¹⁸ Ibid.

⁵¹⁹ NunatuKavut. “Governmentd Departments”, accessed January 2013, <http://www.nunatukavut.ca/home/departments.htm>

⁵²⁰ R.T. Pastore. 1998. The History of the Newfoundland Mi'kmaq”, Heritage Newfoundland and Labrador, accessed October 2012, http://www.heritage.nf.ca/aboriginal/mikmaq_history.html; Qalipu Mi'kmaq First Nation Band. “Formation of Qalipu”, accessed January 2013, <http://qalipu.ca/qalipus-story/formation-of-qalipu/>

In 1987, after years of negotiations and political action, the Conne River Mi'kmaq (Miawpukek First Nation) became the first band on the Island of Newfoundland to receive official status under the federal Indian Act. Miawpukek has an on-reserve membership of approximately 800 and an off-reserve membership of about 1,700.⁵²¹ After being recognized as a Band, Conne River withdrew from the Federation of Newfoundland Indians (FNI). However, the FNI continued to represent Mi'kmaq communities across the island and sought recognition for its members under the Indian Act through Federal Court Action.⁵²²

In 2003, after years of on-and-off out-of-court-negotiations, preliminary discussions were initiated between the Government of Canada, Province of Newfoundland and Labrador and the FNI toward the establishment of a Landless Band under the Indian Act. In 2011, the Qalipu Mi'kmaq First Nation Band was established after a Federal Court of Canada decision.⁵²³ The newly formed Band has created the opportunity for thousands of Mi'Kmaq to become status Indians. The new Band is a landless band, meaning that it will not have a reserve.⁵²⁴

The Qalipu Mi'kmaq First Nation Band is headquartered in Corner Brook and has offices in St. Georges and Grand Falls-Windsor.⁵²⁵ When the Band was announced it had 21,429 members, however, it is anticipated that the new Band could be the largest Aboriginal band in Canada when membership enrolment closes.⁵²⁶ The Band Council includes an elected Chief, the western region Vice-chief, the central region Vice-chief, and nine electoral ward Councillors.⁵²⁷

⁵²¹ Miawpukek First Nation. "About Miawpukek", accessed January 2013, <http://www.mfngov.ca/about-miawpukek/>

⁵²² Qalipu Mi'kmaq First Nation Band. "Formation of Qalipu", accessed January 2013, <http://qalipu.ca/qalipus-story/formation-of-qalipu/>

⁵²³ Ibid.

⁵²⁴ Qalipu Mi'kmaq First Nation Band. 2011. "Newly Created Mi'kmaq Band Welcomes Federal Government Announcement", Press Release, 26 September 2011, accessed January 2013, <http://qalipu.ca/category/news/>

⁵²⁵ Qalipu Mi'kmaq First Nation Band. "Office & E-mail Addresses", accessed January 2013, <http://qalipu.ca/office-and-e-mail-addresses/>

⁵²⁶ Qalipu Mi'kmaq First Nation Band. 2011. "Background Information: Qalipu Mi'Kmaq First Nation Band", Press Release, 26 September 2011, accessed January 2013, <http://qalipu.ca/category/news/>

⁵²⁷ Qalipu Mi'kmaq First Nation Band. "Governance", accessed January 2013, <http://qalipu.ca/chief-and-council/governance/>

CHAPTER TEN

FEDERAL AND PROVINCIAL POLITICAL DISTRICTS

In the introduction to this report it was noted that governance is about the collective steering of society by government and non-government actors, including citizens, the private sector and non-government organizations. One important set of actors from the government component of governance is political representatives. Elected politicians at federal and provincial levels serve citizens within particular regions and in turn influence federal and provincial policy directions as well as specific program-related decisions that affect these constituencies. In addition, elected representatives typically have an office in their riding or district and political parties within these regions often form riding associations.

10.1 FEDERAL ELECTORAL DISTRICTS

Federal electoral districts have existed in Newfoundland and Labrador since Confederation in 1949. There have always been seven electoral districts, although the names and boundaries have changed. Each district has one Member of Parliament that represents constituents in the House of Commons. The *Representation Act* of 1985 ensures that the province will never have fewer than seven seats.⁵²⁸ Regions or electoral districts are defined based on an electoral quotient that is determined for the province. In 2001 the provincial quota was 73,276.⁵²⁹ The electoral boundaries are then drawn to include an equal distribution of population in each district. Public consultations are also employed to get public feedback on existing and potential boundaries.⁵³⁰

10.2 PROVINCIAL ELECTORAL DISTRICTS

In 1971, there were 41 provincial electoral districts and this number grew to 52 by 1981. In 1995, the Electoral Boundaries Commission reduced the number of provincial electoral districts from 52 to 48 based on a quotient of 12,181 people.⁵³¹ Each district has one MHA that represents constituents in the House of Assembly.

The Electoral Boundaries Act lays out most of the rules for defining provincial electoral boundaries. The Act states that beginning in 2006 a boundaries commission will be

⁵²⁸ Elections Canada. "Representation in the House of Commons of Canada - Representation", accessed January 2013, http://www.elections.ca/scripts/fedrep/federal_e/red/representation_e.htm

⁵²⁹ Elections Canada. "Representation in the House of Commons of Canada - Appendices", accessed January 2013, http://www.elections.ca/scripts/fedrep/federal_e/red/appendices_e.htm

⁵³⁰ Elections Canada. "Frequently Asked Questions", accessed January 2013, http://www.elections.ca/scripts/fedrep/federal_e/questions_e.htm

⁵³¹ Honourable Nathaniel S. Noel, Commissioner. 1995. "Report of the Electoral Boundaries Commission", accessed January 2013, <http://www.justice.gov.nl.ca/ebc/boundaries.pdf>

established every 10 years to divide the province into 48 districts including four in Labrador. An electoral quotient will be devised by dividing the total population of the island by 47.⁵³²

In 2006, the Electoral Boundaries Commission reviewed the provincial electoral boundaries. The Commission recommended no changes for the four districts in Labrador and boundary changes for all 44 districts on the island. The electoral quotient was 11,024 based on dividing the total population of the province by 44. Public consultations were held after the Commission released their recommendations resulting in modifications for only 32 of the 44 island districts.⁵³³ A common theme expressed to the Commission “was that communities and community planning areas in rural areas not be placed, where practical, in more than one district.”⁵³⁴

⁵³² Electoral Boundaries Act, RSNL 1990 Chapter E-4, accessed January 2013, <http://assembly.nl.ca/legislation/sr/statutes/e04.htm#13>

⁵³³ Report of the 2006 Newfoundland and Labrador Electoral Districts Boundaries Commission. 2006. Submitted to the Honourable Thomas W. Marshall, accessed January 2013, <http://www.justice.gov.nl.ca/ebc/edbc2006.pdf>; Electoral Boundaries Act, RSNL 1990 Chapter E-4, accessed January 2013, <http://assembly.nl.ca/legislation/sr/statutes/e04.htm#13>

⁵³⁴ Report of the 2006 Newfoundland and Labrador Electoral Districts Boundaries Commission (p.4). 2006. Submitted to the Honourable Thomas W. Marshall, accessed January 2013, <http://www.justice.gov.nl.ca/ebc/edbc2006.pdf>

CHAPTER ELEVEN

SUMMARY OF LESSONS AND CHALLENGES FROM REGIONAL GOVERNANCE

In total over 1,000 entities operating in local development at the regional scale in NL have been identified in this study in 48 provincial and seven federal electoral districts. The entities include more than 265 organizations and regional offices of provincial and federal government agencies focusing on economic and labour market development, more than 496 involved in social development issues, over 147 in environment and natural resources, over 200 involved in local government and other community development programs, and six involved in aboriginal governance

In this final chapter we provide a comparative summary of the major findings from each of the key themes including: historical development; mandate and activities; definition of the region; finance and administration; organizational structure; community engagement, collaboration and communication; regional sustainability and labour market development; and achievements, challenges, and lessons learned. We then turn to a discussion of the lessons and challenges for regional government in Newfoundland and Labrador. This is followed by a brief post-script overview of several significant changes to the regional governance landscape that occurred during the final writing stages of this report.

11.1 COMPARATIVE SUMMARY

HISTORICAL DEVELOPMENT

This review has illustrated that Newfoundland and Labrador has been divided into administrative regions dating as far back as the 1700s, with the designation of Newfoundland's French Shore and formation of the Royal Newfoundland Constabulary and its six judicial districts in 1729.

Most of the regional organizations involved in economic and labour market development in Newfoundland and Labrador were founded in the late 1980s like ACOA and regional tourism associations or in the mid-1990s like the REDBs and CBDCs. However, a few have a much longer history like the Chambers of Commerce, with the first being established in 1955.

Health and social services was the largest category in terms of number of regional organizations identified but also has the longest history. The history of school districts, for example, dates back to 1836. A number of organizations were established in the first half of the 20th Century. For example, various service clubs like the Rotary Club, which was established in NL in 1921, as well as a number of sport associations like the Newfoundland and Labrador Soccer Association, which has existed in various forms

since 1950. Boy Scouts and Girls Guides groups were also created in various regions in the early 1900s (1908 and 1918 respectively). The 1970s-80s were marked with the creation of organizations for volunteers, search and research, and women's and senior's organizations. In the 1990s and 2000s, a number of regional health organizations were created including regional health authorities, the primary health initiative and their community advisory committees and primary health care teams, and wellness coalitions.

While regional agricultural societies date back to the late 1800s, many of the regional environmental and natural resources non-governmental organizations presently operating in Newfoundland and Labrador were formed since the 1980s. They developed in response to threats of degradation of environmental and natural resource features. In turn, this degradation was directly linked to vital economic industries and community livelihoods. A number of regional planning initiatives were also initiated in 2005 including in the Northeast Avalon, Corner Brook-Humber Valley and the Labrador Inuit Settlement Area.

The RDAs, as a community and multi-objective organization, were established in the mid-1960s. Local residents concerned with stagnation in the fishery, the resettlement program and other threats to their rural communities originally created the RDAs and launched the rural development movement in NL. They were key players in regional and community development until 1994 when their funding was terminated. Also included in this category was the Rural Secretariat, which was established in 2004 to foster regional and community development, stimulate collaboration and communication at the local level, and provide a rural perspective to provincial policymakers.

The history of regional efforts in local government arguably began with the resettlement program of the 1950s and 1960s. Amalgamation has also had a long but rocky history dating back to at least the 1970s. A number of Joint Councils or other forms of informal regional cooperation (like service sharing) also emerged in the 1970s and have become increasingly prevalent throughout the 2000s. Another example of regional efforts in local government and services is Harbour Authorities serving multiple communities and harbours. The Harbour Authority Program was implemented in 1988 to involve local harbour users in managing harbour facilities.

Finally, Inuit, Métis and First Nations organizations in the province are regional in the sense that they often include multiple communities and a land base extending beyond a single community. Both the Labrador Inuit Association (LIA) and the Native Association of Newfoundland and Labrador (NANL) (now known as the Innu Nation) were formed in the early 1970s due to changes in the social, political and legal landscape of this period. As a result of the LIA efforts, Labrador Inuit achieved self-government and formed the Nunatsiavut Government in 2005. Another example of an Aboriginal organization is the Labrador Métis Nation (LMN), which was originally created in the early 1980s, and recently adopted the name NunatuKavut (2010). Finally, in 2011 the Qalipu Mi'kmaq First Nation Band, representing Mi'kmaq on the Island of Newfoundland, was established after decades of negotiations and political action.

Overall, a number of social services organizations were established in the first half of the 20th Century like Women's Institutes, Kin Canada, Boy Scouts, and Girl Guides, 4-H as well as many of the recreational organizations. Early fisheries cooperatives were also launched during this period, with encouragement from the Commission of Government, and by the 1950s businesses started forming Chambers of Commerce. The majority of these were locally-initiated (although often with government support), as were many of the new regional entities created in the 1960s and 70s such as RDAs, Aboriginal and seniors organizations and the first municipal Joint Council.

Provincial and federal agencies began to increasingly rely on volunteer organizations and collaboration with citizens, businesses and local organizations to meet government mandates and provide public services. In fact, many of the regional efforts that emerged in the latter half of the 20th Century were government driven. For example, the Emergency Measures Organization formed Volunteer Search and Rescue teams in the 1970s. Then in the 1980s crime prevention committees and Community Business Development Centres were created. This was followed by a host of other initiatives in the 1990s and 2000s, from health authorities and community health care advisory committees to amalgamations in local government, employment assistance services, coastal planning, model forest initiatives and forestry planning teams.

MANDATE AND ACTIVITIES

In the first chapter, all of the regional organizations had a mandate related, in general, to supporting economic and/or labour market development. More specifically, many have a broad mandate to support economic development, particularly economic growth and/or economic diversification. Some organizations also have mandates to support businesses, create employment, and address employment/unemployment issues. Several organizations indicated that their mandates have changed over the past ten years to include in some instances a greater emphasis on economic development, taking the lead in labour market development or better addressing client needs.

The mandates of the regional organizations involved in social services delivery and development varied according to the focus of their activities. For example, many of the recreational organizations have a mandate related to providing quality services and various sports programs. We also discussed other social organizations that work with youth to encourage personal development, build leadership or assist with employment as well as a number of organizations that work with women ranging from providing education and advising government to ending violence against women. We further detailed a number of organizations with a mandate to deliver health services and promote healthy living. Representatives of some of these organizations explained that their mandates have evolved over time, including broadening the mandate of health authorities to include health and community responsibilities and increased responsibilities for search and rescue teams. Others such as crime prevention committees suggested that their role has remained consistent over more than two decades of operation

The mandates and activities of the regional organizations involved in environment protection and natural resources management also varied widely, including: sustainable resource and ecosystem management, promotion sustainable natural resource industries, watershed protection, strengthening communities and representing the interests of local stakeholders, facilitating agricultural related activities and promoting local agricultural products, strengthening stewardship, land use planning, and promoting positive environmental strategies, policies and practices. For the organizations where we had interviews or questionnaire responses, a few noted that their mandates have changed. For example, one NGO (MFNL) indicated that their mandate has changed to include a greater focus on lessons learned, building capacity in rural communities, and working with communities on sustainable forest management.

In Chapter Seven, we discussed a number of community development and multi-objectives organizations. Two types of NGOs were identified in this category including the Rural/Regional Development Associations (RDAs) and Regional Heritage/Cultural Organizations. In terms of mandates, some RDAs were focused more on community economic development while the majority also address social development and labour market issues. Respondents suggested that this mandate has remained relatively consistent over the RDAs' fifty plus year history. The cultural and heritage organizations, on the other hand, were focused on cultural development as well as the promotion and preservation of cultural and heritage resources. Government activities in this category includes the Rural Secretariat, which has a mandate to facilitate coordination and collaboration of government departments with local and regional partners, ensure rural concerns are heard and residents are aware of programs and services, and conduct community-based research and analysis.

Regional organizations within local government have mandates to provide a governing body for involved municipalities to collaborate on services provision. While regional approaches within local government continue to grow and evolve, the most commonly shared types of services include economic development, fire protection, and waste management. In this chapter, we also discussed Municipalities Newfoundland and Labrador, an NGO with a mandate to advocate and promote the interests of local government as well as to provide programs and services to its members. In terms of government departments, we identified the Departments of Municipal Affairs, Transportation and Works, and Government Services. The Department of Municipal Affairs is responsible for issues related to local government, while Transportation and Works is focused on matters related to transportation and public works, such as highways, ferries and provincial buildings. Finally, the Department of Government Services has a mandate that includes centralizing the delivery of key services like licencing, permitting, inspections, and regulating functions within government.

Aboriginal governance organizations have similar mandates and activities focused on achieving self-governance, protecting and promoting their culture, land and rights, and representing the interests of their people.

DEFINITION OF THE REGION

Regional boundaries for organizations involved in economic or labour market development have largely been government-defined. This is due in large part to the significant number of government departments involved in economic or labour market development. However, many NGOs also use government-defined regions. Representatives of all five participating government agencies in this category indicated that their regional boundaries were delineated based on various administrative reasons, however these regions do not always correspond with one another. The provincial departments often define four or five regions (including Avalon, Eastern, Central, Western and Labrador) along with a number of sub-regional offices. In the case of federal government departments, their provincial operations are often part of a larger regional approach in national program delivery. One senior provincial official explained that there are a number of factors influencing boundary decisions including political, strategic, and population. In the case of the REDBs and the CBDCs, the government defined their boundaries based on historical geographic and economic factors as well as existing administrative boundaries (like the REDB boundaries for some CBDCs). On the other hand, the Chambers of Commerce (CoCs) and the Regional Tourism Associations (RTAs) are an example of a more bottom-up approach to defining regions. For CoCs, local boards and businesses created the boundaries to take into account traditional trading and commercial patterns, while most RTAs surveyed used clusters of communities within a geographic area as the basis for their boundaries. However, one RTA did note that they used existing REDB boundaries to define their region.

Common determinants of regional boundaries for organizations providing health and social services included the provincial government, geographical proximity, common needs, location of members and accessibility for clients. A number of organizations including Regional Health Authorities (RHAs) and School Districts have changed dramatically in terms of number and size. For example, the provincial government created the four RHAs regions based on the merger of fourteen pre-existing health boards and health organizations. RHA respondents noted that a number of factors contributed to the size and scope of these regions, including: politics, pre-existing boundaries of health boards and other government departments, pre-existing referral patterns, and transportation linkages. Likewise, the number of school districts has declined from 270 in the early 1960s to five (see post-script for further reductions). The increasing costs of schools and the significant decline in enrolment across the province are often cited as the rationale. However, one respondent described these reductions and redefinitions as a political decision.

In Chapter Six, we discussed several environment and natural resources organizations. The regional boundaries of NGOs operating in environmental protection and natural resources management were mostly self-defined with input from local stakeholders. The boundary decisions were often based on ecological criteria and physical geography. For example, the Model Forest Newfoundland and Labrador (MFNL) determined the regional boundaries based the forest eco-region, the physical geography as well as cultural ties and the forest industry and activities. Some government departments, like the Forestry

Services Branch of the Forestry and Agrifoods Agency, have also based regional boundaries on ecosystem characteristics.

In the next chapter, we discussed a number of organizations involved in community development and multi-objective development. The rural/regional development association (RDA) boundaries were determined in some instances by local groups and residents, while the provincial government determined the boundaries for others. Regional boundaries were often established based on geographic proximity, transportation linkages, and common needs between communities. By the late 1990s, the core funding for the RDAs was eliminated and the number of RDAs that are still operating has dropped significantly. The Rural Secretariat evolved from the six Strategic Social Plan (SSP) regions. The SSP were restructured into nine Rural Secretariat regions with some SSP regions being divided and others combined. The Rural Secretariat regional boundaries were drawn according to existing patterns of economic, social and community activity.

In local government, during the early 1990s the provincial government pursued amalgamation as a means of either reducing costs or maintaining or improving services. While a few amalgamations did occur, the majority of those proposed did not proceed because of the significant negative public reaction. Current resistance to amalgamation and to regionalization policies in the province is in part, connected to strong emotions and political backlash remaining from earlier amalgamation attempts and the 1950s and 1960s resettlement programs. While formal regional government structures have yet to take hold in Newfoundland and Labrador, the majority of local governments in the province are engaged in some form of service sharing, information sharing or advocacy arrangement with one or more neighbouring communities. This 'regionalism' has been increasing over the last decade due to financial incentives, demographic shifts (especially population decline), and the economic costs associated with delivering services. The boundaries of these regional arrangements are based on factors like proximity and financial and technical feasibility as well as government incentives and previous relationships between communities.

Regional boundaries for Aboriginal organizations are generally based on the traditional lands inhabited by their people. For example, the Nunatsiavut Government includes the Labrador Inuit Settlement Area on the North coast of Labrador. The newly established Qalipu Mi'kmaq First Nation Band, however, is a landless band representing the Mi'kmaq people on the Island of Newfoundland.

Overall, the processes used and factors considered with defining regions varied widely across the province and in each of the categories that formed the basis of this research. For example, the geographic size of a region ranged from the entire province (for some federal government departments) to a few communities. Likewise the population size of a region varied between the province as a whole to roughly 250,000 (i.e. the Avalon) or even a few hundred people.

FINANCE AND ADMINISTRATION

In the first chapter, we discussed a number of regional economic and labour market organizations. The “non-government” organizations indicated a range of full-time staff, part-time staff, and volunteers with funding from a variety of sources. For example, regional economic development boards (REDBs) have an annual operating budget provided on a cost-sharing basis between the federal and provincial governments. The CBDCs are funded by the Atlantic Canada Opportunities Agency and also generate revenue through service contracts such as Employment Assistance Services. The Chambers of Commerce, on the other hand, have a variety of revenue sources including: membership fees, membership luncheons, business awards galas, golf tournaments, and community breakfasts. Likewise, the Regional Tourism Associations receive grants from the provincial government (Department of Tourism, Culture and Tourism and IBRD) and ACOA as well as revenue from membership fees, sales of products or services including souvenirs, advertising, events and tours, and levies on accommodations. Of those NGOs who were willing to disclose the information, budgets ranged from \$50,000 to over 500,000. The federal and provincial government departments included in this category all employed primarily full-time staff as well as some part-time. The annual operating budgets were much higher than those of NGOs, and for those who supplied the information, ranged from \$54.3 million to \$473 million.

Organizations within the health and social services category varied greatly in terms of finance and administration. For example, the Regional Health Authorities (RHAs) are largely funding by the provincial Department of Health and Community Service and in some instance receive funding from the federal government. The size of their budgets ranged from \$166 million to \$1.27 billion. The RHAs also employ a large number of paid employees. The Department of Education provides funding for the School Districts Boards and their budgets ranged from \$12.5 million to \$400 million. On the other end of the spectrum many social services organizations, like Crime Prevention Committees and youth organizations, generate their own funding and are largely dependent on volunteers. For example, the funding for Scouts is provided through annual membership fees, fundraisers, and some contributions from groups like churches and the Lions Clubs. Other organizations, like seniors groups and women’s centres receive funding from the provincial government as well as through membership fees (seniors groups) or fundraisers (women’s centres). Many of the service organizations across the province, like the Lions Club and the Rotary Club, are entirely dependent on volunteers and receive funding primarily through fundraisers. On the hand, recreation organizations across NL, receive funding from a variety of sources including the provincial government, membership fees, and support from national organizations (i.e. Skate Canada). Despite this funding, many of these organizations are volunteer-driven with few paid staff.

Many of the organizations working towards environmental protection or stewardship in Newfoundland and Labrador are volunteer-driven and sources of funding varied. For example, the Model Forest Newfoundland and Labrador (MFNL) is funded primarily through the Natural Resources Canada Forest Communities Program (FCP) and the provincial Forestry Services Branch in the Department of Natural Resources. At the time

of survey completion, the organization had eleven full-time employees and numerous volunteers. On the other hand, none of the regional agricultural organizations surveyed had an annual operating budget, although one organization was in the process of developing a seasonal budget. The revenue and funding sources include grants from the government (e.g. from the Department of Natural Resources-Agrifoods), student grants (for apprentice work), monies received for animals put to pasture, charitable donations and fundraisers, membership fees and funds, vendor fees, and coffee sales at markets. All of the organizations had at least year round part-time staff. In terms of the Northeast Avalon and Corner Brook-Humber Valley (CB-HV) Regional Plans the costs were being split by the municipalities involved and the Department of Municipal Affairs on a 50-50 cost sharing basis for the Northeast Avalon and 20-80 cost-sharing basis for CB-HV. Funding for watershed management groups comes from government agencies such as Environment Canada, ACOA, HRSDC/Service Canada, DFO, and provincial economic development departments. Revenue is also obtained through research, fundraising and user fees. Stakeholders also contribute to watershed management revenues through in-kind contributions.

Within the Community Development and Multi-Objective category, most of the rural/regional development associations (RDAs) did not have an annual operating budget; however those that provided budget information stated that their annual budget was, on average, \$30,000 per year with a range of \$12,000 to \$60,000 per year. Many RDAs generate revenues through renting building space and/or project administration fees, from federal or provincial government grants, and from holding special events or merchandise sales. Most also had a few paid full-time or part-time employees.

In Chapter Eight, we discussed a variety of local government and regional services organizations. This included several provincial departments with budgets ranging from \$39.9 million to over \$500 million. In terms of regional service boards, they have the ability to impose fees and levies to finance their operations. While many of the government departments have paid employees, volunteers are critical for the successful operation of the province's small craft harbours authorities.

ORGANIZATIONAL STRUCTURE

The majority of the non-government organizations (REDBs, CBDCs, CoCs, and RTAs) involved in economic development are governed by a volunteer board of directors. These boards may include various stakeholders such as business, local government, community economic development organizations, tourism, education, youth, labour, heritage/arts, aboriginal groups, persons with disabilities, women, seniors and other sector representative, such as forestry and agriculture. These boards varied in size from between seven and 18 members. These organizations are guided by sets of by-laws and some having policies and procedures manuals in place. All of these non-government organizations were also engaged in strategic planning, although the frequency of planning varies by organization. These strategic planning exercises include external partners like members, all levels of government, external consultants, regional economic development

boards and business organizations. The various provincial and federal government departments we discussed in this chapter also prepare strategic plans and annual reports among other documents. These departments are also divided along various branches, divisions, and offices.

With organizations involved in health and social services development there were a variety of organizational structures. For example, many are multi-level including local committees/clubs, regional districts/associations, and province-wide organizations with regional representation. The size of the boards varies from fifteen people on School District Boards to between eight and eighteen on RHAs. Among local stakeholders represented on these boards the most commonly cited stakeholders represented on boards in the third category were representatives of local communities, local residents, regional and local organizations, federal and provincial governments. In the other two categories the composition of the boards is often based on membership status. The majority of organizations in the third category have by-laws and policies in place and conduct strategic planning, while related information for most of the organizations from the other two categories was unavailable. Many of the organizations in this chapter were highly dependent on volunteers. Volunteers play numerous roles including: sitting on boards, fundraising efforts, and providing services and programs.

The organizational structure of organizations involved in the management of natural resources and/or protection of the environment has shifted towards a more integrated approach focused on sustainable management since the 1980s and 1990s. This approach requires more engagement from local or regional stakeholders and public consultations. This often takes the form of various planning teams and committees. There are also non-governmental organizations engaged in sustainable management of natural resources, such as forest and watershed management groups and agricultural associations and co-operatives. Many of these organizations are governed by volunteer boards of directors and often include a variety of local stakeholders, including: representatives of local and regional organizations, municipalities, aboriginal government and government representatives, residents, tourism operators, farmers and conservation organizations.

In Chapter Seven, we identified two groups of NGOs working in community development – RDAs and various heritage and culture organizations. The RDAs have a Board of Directors, trustees or a management committee and the size of the boards varied considerably from one to five members and 31 to 50 members. Members of the Board of Directors are usually elected, or appointed by local groups and/or governments, and from nominations or volunteers. Most of the Board members are representatives from local organizations, municipalities and the general public. We also discussed the provincial Rural Secretariat Councils, which include representatives from larger and smaller communities within each region who have experience in social, business, labour, cultural and environmental development within their respective regions. The Province, following an open nomination process from communities within each region, appoints these representatives.

A variety of organizations structures were discussed in the chapter on local government and regional services. For example, MNL is governed by an eleven-member Board of Directors who are elected from delegates that attend the Annual General Meeting. There are several different forms of regional service sharing arrangements in the province, including: informal (verbal or unspoken) agreements to provide assistance or support; formal/written mutual aid agreements; contracts for service provision or other agreed upon purchase of service arrangements (e.g. a set rate for waste tipping fees) or; finally the formation of a joint service provider/committee, with representation from participating communities. The various provincial and federal government departments we discussed in this chapter are also divided along various branches, divisions, and offices. These departments also prepare strategic plans and annual reports among other documents.

Finally, we discussed a number of Aboriginal organizations with a variety of organizational structures. For example, the Nunatsiavut Government includes five Inuit Community Governments in Nain, Hopedale, Postville, Makkovik and Rigolet. Inuit community governments include a locally elected AngajukKâk and Councillors with twenty-five percent of the council seats reserved for non-aboriginal residents. The AngajukKât are also Members of the Nunatsiavut Assembly. The Nunatsiavut Government is also divided into departments. The Innu Nation executive includes: the Grand Chief of the Innu Nation, the Deputy Grand Chief of the Innu Nation, the Chief of Sheshatshiu Innu First Nation, and the Chief of Mushuau Innu First Nation. Finally, NunatuKavut is not-for-profit organization with a president who is elected by the membership and includes a diverse portfolio of departments while the Qalipu Mi'kmaq First Nation Band Council includes an elected Chief, the western region Vice-chief, the central region Vice-chief, and nine electoral ward Councillors.

COMMUNICATION AND COLLABORATION

There was a variety of communication and collaboration methods and approaches between organizations involved in economic development and labour market development. In terms of stakeholders, most organization in this chapter listed a number of key groups, including: education, RDAs, REDBs, CBDCs, RTAs, various levels of government, a variety of government departments, labour, specific sectors (i.e. representatives from agriculture or fisheries), and NGOs. Respondents also identified a number of mechanisms and processes to provide information and gather input on their activities. In terms of providing information and reporting on their activities, the processes most often used, included: newsletters, media/news releases, public and other meetings, annual general meetings, websites and e-mail, annual reports, and advertising. On the other hand, mechanisms for gathering input, included: meetings and consultations, input from sector representatives, questionnaires, and market surveys. The REDBs, CBDCs, CoCs, and RTOs all indicated that the level of cooperation and collaboration within their regions were either somewhat or very collaborative. However, the majority of federal and provincial departments in this chapter noted that the level of cooperation is only somewhat collaborative and dramatically varies from one region to another.

Community rivalries and individual personalities were cited as challenges to collaboration. Some respondents noted that this is changing out of necessity.

There was also a wide variety of communication and collaboration between organizations involved in health and social services development. In terms of stakeholders, the RHAs mentioned a number of groups, including: Aboriginal groups, municipalities, the federal and provincial governments, the medical school, the nursing school, and various other organizations and associations. The School Boards also listed a number of stakeholders, including: listed a number of stakeholders currently involved in their organization, including: 'anyone interested in education'; 'children, parents, education, health, law enforcement, communities, employees'; and a 'broad range of partnerships both government and non-government'. For the CCPANL and SAR teams, stakeholders often included regional and local organizations, the RNC, the RCMP, NLSARA, Transport Canada, local municipalities and local residents. These organizations also listed multiple ways of reaching out to and communicating with stakeholders, including: newsletters, annual general meetings, community partner information sessions, media releases, websites and open houses/public meetings. Similar methods were used to gather information from key stakeholders. Respondents from the RHAs and School Boards indicated that the level of collaboration within their regions ranged from somewhat collaborative to very collaborative.

In Chapter Six, we discussed a number of regional organizations methods and approaches involved in the environment and natural resources. A wide range of stakeholders was cited by organizations like MFNL, the Forestry Services Branch, and some agricultural organization. This included: all levels of government, industry, educational institutions, the REDBs, outfitters, and other non-government organizations. These organizations also indicated that they provide information to stakeholders through meetings, newsletters, press releases, presentations, workshops, websites, annual general meetings, and email correspondence. In terms of land use planning initiatives, the NEAR and CB-HV plans included public engagement plans to engage and involve stakeholders and the general public in a number of ways. This includes: stakeholder/public consultations, presentations, workshops, media releases, newsletters as well as through online mediums. Likewise the LISA plan, included public consultations, meetings and information session, and online mechanisms. Government departments, like the DFA and DEC, also cited a number of stakeholders, including: environmental groups, individuals, other levels of government, and industry. These government departments also use a number of mechanisms and processes to provide information on their goals and activities to stakeholders. This includes, information available on websites, media releases, year in review, public consultation, participation on committees, strategic plans, annual reports and backgrounders. With regards to gathering information from stakeholders, they cited consultations, seeking input from other departments, regular meetings with key stakeholders, and online feedback. The level of cooperation and collaboration among communities and organizations was cited as somewhat collaborative.

We also discussed a number of government departments involved in local government and regional services including Municipal Affairs, Transportation and Works, and

Government Services. Like their counterparts, they collaborate in planning and service delivery with a variety of partners. This included: municipalities, NGOs, other levels of government, other government departments, and business, trade, and professional organizations. These departments also use a number of mechanisms for information sharing including: information circulars, forums, annual reports, strategic plans, participating in trade shows and annual conventions, and correspondence. To gather input from key stakeholders, they use methods like media feedback, emails, attending community meetings, and holding formal consultations. Responses to the level of cooperation and collaboration in their regions varied. For example, a representative from Transportation and Works identified the level of cooperation and collaboration among communities and organization within their regions as very collaborative and consistent across the province. Whereas, an interview respondent from Government Services indicated it was only somewhat collaborative. Finally, the representative from Municipal Affairs noted that the level of cooperation and collaboration is increasing between municipalities that are starting to work together as a means of addressing challenges

Overall, the organizations involved in this report use a variety of mechanisms to gather input and communicate with key stakeholders. The majority of organizations also viewed cooperation and collaboration as important but noted that within regions collaboration was difficult to achieve based on historic municipal tensions and individual personalities. As we noted earlier in this report, communication and collaboration is an important component of governance and there is ample evidence to suggest that regional organizations are communicating with key stakeholders. However, many respondents indicated that stakeholders and organizations within their regions were only “somewhat collaborative” with room for improvement.

REGIONAL SUSTAINABILITY AND LABOUR MARKET DEVELOPMENT

Many of the regional organizations throughout this report indicated that they had a mandate to support labour market development or address labour market issues within their regions. This included: in Chapter Four the REDBs, CBDCs, CoCs, RTOs, IBRD, ACOA, Service Canada, AES, and TCR; in Chapter Five an RHA, some School Boards, and one Crime Prevention Committee; in Chapter Six the MFNL, the Forestry Services Branch, DFA, and the DEC; and in Chapter Eight the Departments of Municipal Affairs, Transportation and Works, and Government Services. For example, the mandate of Municipal Affairs includes providing specific employment supports to regions impacted by decline. More specifically, the Department provided financial aid to communities in Central Newfoundland who were affected by the closure of the AbitibiBowater mill in Grand Falls-Windsor, including Grand Falls-Windsor, Bishop’s Falls, Botwood, Buchans, and Terra Nova. DFA in conjunction with the Department of Municipal Affairs also provided labour market development programs through short-term employment opportunities in communities that have experienced downturns in the fisheries. Overall, we discovered that labour market development activities extend well beyond organizations where this is their core mandate or reason for being.

Interestingly, a number of organizations indicated that the regional nature of their organization has enabled them to address labour market development issues more effectively. For example, some REDB respondents argued that labour market issues are regional in nature and that their organization could take a regional “big picture” view of the issues. The EAS offices, often located in smaller communities, were also perceived to have a better understanding of local needs and as being more responsive to particular circumstances than centralized agencies.

ACHIEVEMENTS, CHALLENGES, AND LESSONS LEARNED

Many achievements were cited by organizations involved in this research. In Chapter Four, for example, many REDB respondents cited examples of specific sector or industry development initiatives while others spoke of organizational initiatives and strengths. A number of CBDC respondents noted the increased numbers of businesses starting and expanding in the region while most CoCs cited organizational achievements such as expanding the chamber’s membership or reviving the organization. The RTOs cited greater promotion of the region as their most significant accomplishment and investments and activities in support of new tourism product development. In the chapter on health and social services development, the RHA respondents listed a number of achievements, including improved access to health services, enhanced budget planning and financial sustainability, and improved programs and enhanced client services. Respondents from the School Boards cited creating a safe and caring atmosphere in the schools, significant gains in student achievement, maintaining the provision of services, and enhancing service provision through quality personnel and improved results. Representatives from the CCPANL and the SAR teams noted that their organizations are nationally recognized and seen as an example for similar groups across the country.

In Chapter Six, we discussed several environment and natural resources organizations. For groups like MFNL, their greatest achievements include their influence on the provincial forestry management process, successful collaboration efforts between inter-governmental, non-government and industry representatives, and the establishment of pine martin baseline information and management protocols. In terms of agricultural organizations, the farmers’ markets were cited as a big success.

In recent years, a number of Aboriginal organizations have had significant achievements. This includes the Nunatsiavut Government, which is the first Inuit region in Canada to achieve self-government and reflects over three decades of work towards self-governance. A number of other Aboriginal groups in the province have also made significant progress in gaining recognition of their status and rights.

In terms of challenges, most NGOs cited a lack of core funding, limited resources, maintaining memberships and recruitment of volunteers. Region-specific challenges cited both government and non-government respondents included access to capital, emerging labour market shortages, out-migration, declining populations, and high unemployment. Many of the government departments, especially involved with regional economic

development, identified budget cuts and limited resources. A lack of capacity was also cited as a challenge in Labrador where many government departments only have a small number of people on the ground. The travel distances in rural areas were also cited as a challenge and barrier to collaboration along with community rivalries, competition and differences. Health and social services organizations shared similar challenges, including: the recruitment and retention of human resources (including volunteers), the huge geography of some school districts and the equitable distribution of resources were also noted as challenges, declining enrolment/population decline, and financial resources. A major challenge for regional clubs – including Scouts, seniors groups, women’s groups, and Kin Clubs – is transportation in rural and large geographic regions.

In Chapter Six, we discussed a variety of environment and natural resources organizations. For MFNL, the greatest challenges in forestry management include: the difficulties associated with integrating rural communities in forest-related development and economic diversification; testing governance models for community forestry; and evaluating the relative success of various management programs compared to community members’ expectations. While regional agricultural organization cites a number of challenges ranging from coyotes to fewer student grants and a lack of funding. One challenge in fisheries management is the duplication of efforts and conflicting approaches between DFO and DFA. However, the DFA and DFO are trying to address these concerns on an ad hoc basis by aligning their efforts as well as through the Integrated Management Approach.

In terms of lessons learned, respondents identified the importance of cooperation, working together and speaking with a unified voice, the value of partnerships and the need to think regionally, and avoiding duplication. This requires open communication, inclusivity and an “open door” policy, focusing on the long term and being positive in communications. Many respondents indicated that partnership development and cooperation requires a significant investment of time and effort. To be successful, respondents suggested that the needs of all partners must be considered and cooperation cannot be forced. More specifically, the local crime committee respondents cited a number of best practices, including: creating an organized structure where all voices are heard; creating communication protocols; and respecting committee members and volunteers. An MFNL respondent noted that the greatest lesson learned with working as a regional organization is that ‘one size does *not* fit all’. General lessons cited by agricultural respondents include the importance of networking. For example, one organization stated that when smaller, community-based organizations operate in isolation it requires significantly more work (typically by volunteers) than if groups collaborated and communicated with one another. Likewise, a number of advantages were provided for municipal cooperation including economic benefits (reduced costs and/or increased revenues), new ideas, mutual support, improved environmental management, and a host of other benefits.

11.2 GENERAL CONCLUSIONS

The findings of this research suggest that organizing at the regional scale has been an important strategy for rural communities in coastal Newfoundland and Labrador in times of social, economic and ecological change. While settlements have long been organized at a sub-provincial scale, this report suggests an increasing intensity in regional efforts in the latter half of the twentieth century and particularly since the 1980s and 90s. This increasing attention to the region has come from above – as governments respond to political and economic tensions – and below – as communities struggle to respond to declines in their populations and economies. Regions are formed and mobilized as both a response to and a form of restructuring. As suggested by the governance and ‘New Regionalism’ literature this new regional governance landscape in Newfoundland and Labrador includes a wide range of formal institutions and more informal social arrangements built on collaborative relationships.

A number of organizations included in this report emphasized the importance of cooperation, collaboration, and acting regionally. For example, a number of advantages were cited including economic benefits (reduced costs and/or increased revenues and pooling of resources), new ideas, mutual support, improved environmental management, and a host of other benefits. More specifically, one representative argued that when smaller, community-based organizations operate in isolation it requires significantly more work (typically by volunteers) than if groups collaborate and communicate with one another. In addition, a number of organizations indicated that the regional nature of their organization has enabled them to address labour market development issues more effectively. For example, some REDB respondents argued that labour market issues are regional in nature and that their organization could take a regional “big picture” view of the issues. The EAS offices, often located in smaller communities, were also perceived to have a better understanding of local needs and as being more responsive to particular circumstances than centralized agencies.

There will always be debate about what constitutes a region. In fact, the term region is considered a ‘fuzzy’ concept in academic literature with a variety of meanings and definitions.⁵³⁵ In Canada, regions are often seen as synonymous with provinces or groupings of provinces like Atlantic Canada. However, we know that there are many sub-provincial regions across the country.⁵³⁶ More than seventy types of regional agencies and organizations were identified in this report, each with their own way of dividing up the province. As a result there is a lack of consistency in terms of regional boundaries in Newfoundland and Labrador. Furthermore, when new organizations are formed, those they were intended to replace often survive at the very least in the minds and memories of

⁵³⁵ J. Harrison. 2008a. The Region in Political Economy. *Geography Compass*, 2(3): 814-830; A. Paasi. 2009. Regional Geography I. In N. Thrift and R. Kitchin (eds.), *International Encyclopedia of Human Geography* (pp.214-227). London: Elsevier; D. MacKinnon. 2009. Regional Geography II. In N. Thrift and R. Kitchin (eds.), *International Encyclopedia of Human Geography* (pp.228-235). London: Elsevier.

⁵³⁶ H.M. Hall. 2012. *Stuck Between a Rock and a Hard Place: The Politics of Regional Development Initiatives in Northern Ontario*. A PhD Dissertation Submitted to the Department of Geography. Kingston: Queen’s University.

those who were involved. Complicating matters even more, sub-regions often exist and are nested within larger regions. This creates a complex layering of regions across the province, each formed because of a need to organize a group of communities for a particular reason.

In terms of provincially defined regions or regionalization, however, we have seen a trend towards geographically bigger regions that are fewer in number. It was repeatedly cited that these large regions are extremely difficult to serve and not necessarily optimal for sharing services or planning for economic development. More importantly, large regions often don't reflect an individual's day-to-day activities and interactions. This is made even more challenging by transportation issues in many rural and remote regions. For example, Labrador is often treated as one region with vast internal differences and limited connectivity. Instead, functional regions – which are usually smaller and based on labour flows and service areas, but also influenced by natural resources and amenities, residents' sense of place or a combination of all of these and other factors – may be more appropriate as spatial units for governance. It should be noted that these regions are dynamic and therefore require ongoing analysis, reflection and re-evaluation. The functional regions analysis and the RECI tool created in the overall project can assist in this regard.

We also discussed a number of factors that influence how boundary decisions are made, including: political, strategic, demographic, traditional trading and commercial patterns, geographical proximity, common needs, location of members and accessibility for clients, ecological criteria and physical geography. It should also be noted, that boundaries matter. They can help establish and build relationships, regional identities, and institutional capacity. Thus, top-down regionalization can influence what residents identify with as their region and therefore influence bottom-up regionalism, a distinction referred to at the beginning of this report. Changes in bottom-up regionalism in turn may call for corresponding administrative boundary changes, yet dialogue about these issues has not been common in the province. Region is a changing, socially constructed and contested concept that warrants ongoing interrogation and discussion. We hope that this report contributes to this dialogue.

In terms of governance, we identified a number of trends. Many of the organizations we discussed are considered QUANGOs or Quasi-Autonomous Non-Government Organizations. These are organizations that receive funding from the government but act “independently”. Often these organizations receive year-by-year funding which does not facilitate good planning, good governance, or the attraction and retention of highly qualified staff. For example, we noted in the Primary Health Care section that individuals are aware of the ‘end date’ and ‘limited life’ of a pilot project. This impacted buy-in and momentum. The QUANGOs (like REDBs) we discussed in this report, receive core funding from senior levels of government and this opens these organizations up to the whims of government. For example, a change in politics can result in the demise of these organizations. More importantly, senior levels of government also often influence the direction of these QUANGOs. Simply put, this approach breeds insecurity and uncertainty and can disempower rather than empower critical local volunteers. As we

noted in Chapter Two, good regional governance requires the genuine sharing of responsibility *and* resources. The term governance suggests that government together with non-government actors are collectively steering policy and decision-making. Thus, governance is more than simply downloading responsibilities without fiscal and other resources. Many of these organizations are dependent on volunteers. These organizations are constantly at risk of volunteer fatigue or burnout especially in more rural communities with smaller populations. In addition, many of these organizations are dependent on key individuals and if they leave the whole organization is impacted and at risk. We also noted throughout this report that individual personalities matter for collaboration, cooperation, and success.

Finally, regional approaches have been used in a host of specific areas, such as economic development and business financing, watershed, forestry and coastal planning, health, fire and waste management services. We began by noting that ‘New Regionalism’ has been defined as “a multidimensional process of regional integration which includes economic, political, social and cultural aspects”.⁵³⁷ However, most regional initiatives in Newfoundland and Labrador have yet to take an integrated approach to development. This lack of integration not only creates siloes but also contributes to the complex layering and maze of regions and organizational structures and processes across the province. Based on the findings from this report, we argue that while collaboration is occurring between government and non-government organizations there is limited evidence of a real shift from government to governance in Newfoundland and Labrador.

11.3 POST-SCRIPT

In the final stages of writing this large multi-year study, a number of significant announcements were made altering the regional governance landscape in Newfoundland and Labrador. Three of the most significant are the demise of the REDBs, the reduction of School Board districts, and the cuts to EAS offices.

In May 2012, ACOA announced that it was discontinuing funding for all regional economic development organizations in Atlantic Canada, including the REDBs in NL. Shortly after the federal announcement the province government in NL followed suit and withdrew its financial support for the REDBs.⁵³⁸ This withdrawal of funding has led to the demise of nearly all the REDBs across Newfoundland and Labrador. It has also produced a large institutional void in regional economic governance across the province. Despite their shortcomings, the REDBs provided a regional voice in provincial economic

⁵³⁷ H. Bjorn, I. Andras, and S. Osvaldo. 1999. “Introduction.” In H. Bjorn, I. Andras, and S. Osvaldo (eds), *Globalism and the New Regionalism*. Palgrave Macmillan, 1999: 17.

⁵³⁸ R. Gibson. 2013. “Life Beyond the Zone Boards: Understanding the new reality of regional development in Newfoundland and Labrador”, *Newfoundland Quarterly*, 105(4): 39-42; CBC. 2012. “ACOA cuts regional development funding”, accessed March 2013, <http://www.cbc.ca/news/politics/story/2012/05/22/nb-acoa-funding-regional-economic.html>

development. Both regional actors and upper levels of government have put few alternatives forward for “life beyond the zone boards”.⁵³⁹

In the March 2013 provincial budget, it was also announced that the number of school boards will be reduced from five (including Labrador, Western, Eastern, Nova Central, and a Francophone board) to two – one for English and one for French.⁵⁴⁰ As we noted in Chapter Five, some of the challenges identified by school board representatives were the huge geography of some districts and the equitable distribution of resources. This board reduction will do little to solve these issues and will in fact serve to accentuate these concerns.

Also in early March 2013, the provincial government announced that it would stop funding third-party EAS offices across NL and instead reinvest the money in provincial employment programs and services in fourteen career centres and twelve satellite offices.⁵⁴¹ This decision might leave some rural communities across NL without access to an EAS office and with little local presence in labour market development. Throughout this report, labour market challenges were constantly cited as a challenge across the province that requires more rather than less local capacity.

⁵³⁹ R. Gibson. 2013. “Life Beyond the Zone Boards: Understanding the new reality of regional development in Newfoundland and Labrador”, *Newfoundland Quarterly*, 105(4): 39-42; CBC. 2012. “ACOA cuts regional development funding”, accessed March 2013, <http://www.cbc.ca/news/politics/story/2012/05/22/nb-acoa-funding-regional-economic.html>

⁵⁴⁰ CBC NL. 2013. “N.L. chopping 1,200 positions to rein in deficit”, accessed March 2013, <http://www.cbc.ca/news/canada/newfoundland-labrador/story/2013/03/26/nl-budget-live-coverage-326.html>

⁵⁴¹ CBC NL. 2013. “Gov’t cuts funding for employment assistance programs”, accessed March 2013, <http://www.cbc.ca/news/canada/newfoundland-labrador/story/2013/03/04/nl-government-cuts-funding-employment-assistance-304.html>; A. Robinson. 2013. “Negative reaction to employment program changes”, *The Telegraph*, 5 March, accessed March 2013, <http://www.thetelegram.com/News/Local/2013-03-05/article-3192693/Births-1847>

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APPENDIX A

A more detailed version of Table 2.1: Regional organizations identified

Category	Organizations and regional offices identified ⁵⁴² (number in brackets)
Economic and labour market development (265)	<p>Region-specific (sub-provincial) organizations (120): REDBs (19), CBDCs (15), CoC (23), RTOs (26), EAS (36⁵⁴³), Other (1)</p> <p>Regional branches, offices and/or divisions of government agencies and province-wide organizations (145): NLREDA (4), EAS (17), NLOWE (5), Labour Councils (6), IBRD (22)⁵⁴⁴, ACOA (7), Service Canada (30), AES (43)⁵⁴⁵, Tourism (11)⁵⁴⁶</p>
Health and social services Development (496)	<p>Region-specific organizations (299): RHAs (4), PHC (9), Wellness Coalitions (6), FRCs (29), School Districts (5), School Councils (89), Literacy Councils (9), CEN (1), Crime Prevention Committees (28), SAR teams (27), Fifty Plus Club regions (7), Status of Women Regional Councils (8), NLWI (17)⁵⁴⁷, VPI Regional Committees (10), Rotary clubs (10), NLSF (16), YMCA-YWCA (3), XCNL (18), CSC (3)</p> <p>Regional branches, offices and/or divisions of government agencies and province-wide organizations (197): CNA (22)⁵⁴⁸, RNC (4), RCMP (55)⁵⁴⁹, Scouts Districts (5), Girl Guides Districts (7), 4-H regions (4), CYN (39)⁵⁵⁰, Lions Club (27)⁵⁵¹, Kin zones (2), RNL (7), hockey regions (4), NLSA (10), Skate Canada (5), NLVA (6)</p>

⁵⁴² Excludes organizations for which the total number is unknown. For example, while seven Girl Guide Districts and seven Fifty Plus Club regions were identified, it is unknown how many individual Girl Guide or Fifty Plus groups serve multiple communities.

⁵⁴³ Based on an estimate of 53 total regional organizations contracted for EAS services less 17 organizations already included in other categories (including REDBs, CBDCs, RDAs, Fogo Island Co-op).

⁵⁴⁴ Includes five regional offices and 17 local field offices.

⁵⁴⁵ Includes four regional offices, 26 sub-regional offices and 13 Career Work Centres.

⁵⁴⁶ Includes five regional offices and six Arts & Culture Centres.

⁵⁴⁷ Includes ten districts and seven branches known to include multiple communities.

⁵⁴⁸ Includes 17 campuses and five districts.

⁵⁴⁹ Includes 44 detachments and 11 districts.

⁵⁵⁰ Includes 24 hubs, ten satellite centres and five regions.

⁵⁵¹ Includes two districts and an estimated 25 clubs serving multiple communities.

Environment and natural resources (147)	Region-specific organizations (81): LCNs (5), forestry planning teams (13) ⁵⁵² , agriculture development organizations (14), ADAs (4) ⁵⁵³ , land use planning (5) ⁵⁵⁴ , watershed management (13), coastal zone management (7), DU chapters (17), other stewardship groups (3) Regional branches, offices and/or divisions of government agencies and provincial organizations (66): NLFS (27) ⁵⁵⁵ , Agriculture Business Development Division (8), DFO (3), NAFO (12) ⁵⁵⁶ , DFA (7), FFAW (4), DE&C (5)
Community development – multi-objective (39)	Region-specific organizations (39): RDAs (28), regional heritage/cultural organizations (2), Rural Secretariat Councils (9)
Local government and other regional services (184)	Region-specific organizations (83): Joint Councils (16), regional services committees and/or corporations (35) ⁵⁵⁷ , Harbour Authorities (32) Regional branches, offices and/or divisions of government agencies and provincial organizations (101): MNL (7), MA (4), TW (74) ⁵⁵⁸ , Gov't Services (16) ⁵⁵⁹
Aboriginal governance (6)	Region (territory) and membership-specific organizations (6): Nunatsiavut Government (1), Innu Nation (1), NunatuKavut (1), Miawpukek First Nation (1) and Qalipu Mi'kmaq First Nation Band (2) ⁵⁶⁰
Federal and provincial political districts/ member offices (53)	Region-specific organizations (53): Federal (7), Provincial (48)

⁵⁵² Based on the number of five year plans listed. See

<http://www.nr.gov.nl.ca/nr/forestry/manage/district.html>.

⁵⁵³ Includes ADA Land Development Advisory Authorities and ADA Appeal Boards for St. John's and Wooddale ADAs.

⁵⁵⁴ Includes NEAR and CB-HV plan committees (4), LISA Planning Authority (1).

⁵⁵⁵ Includes three regions and 24 districts.

⁵⁵⁶ Includes subareas, divisions and subdivisions.

⁵⁵⁷ A 2011 municipal census suggests that 76% of municipalities share services (210 of 276). MNL research had identified, as of 2008, 189 specific service sharing arrangements. Of these, however, only 18% involve joint committees and other organizational structures according to 2007 municipal census results. Therefore the identified number of municipal service sharing organizations is estimated to be 34 (35 including Fogo Island Regional Council – now Town of Fogo Island).

⁵⁵⁸ Includes seven regional offices (in five regions) and 67 depots.

⁵⁵⁹ Includes five regional centres and eleven sub-regional offices.

⁵⁶⁰ In recognition of central and western region representation within the Nation.

APPENDIX B

List of EAS partners and offices in Newfoundland and Labrador

Name of Organization	Location(s)
<i>Labrador Region</i>	
Southern Labrador Development Association	Forteau
Central Career Circuit	Happy Valley-Goose Bay
Labrador Metis Nation/ Nunatukavut Employment Services	4 offices: Charlottetown, Cartwright, Port Hope Simpson, St. Lewis
Employment Connections Centre	Labrador City (2 locations)
Lake Melville Community Employment Corporation	Happy Valley-Goose Bay
Labrador West Employment Corp	Labrador City
<i>Western Region</i>	
Employment Preparation Centre	Corner Brook
YMCA Youth Employment Services	Corner Brook
Grand Lake Centre of Economic Development	Deer Lake
Career Assessment Centre	Pollard's Point
Community Employment Readiness Centre	6 locations: Roddickton; St. Anthony; Flower's Cove; Rocky Harbour; Port Saunders; Stephenville
Ramea Economic Development Corporation	Ramea
Burgeo Town Council	Burgeo
Humber Valley Community Employment Corporation	Corner Brook
Port aux Basques Community Employment Corporation	Port aux Basques
Gateway Status of Women Council	Port aux Basques
Bay St. George Community Employment Corporation	Stephenville
Career Information Resource Centre	Port aux Basques
Port au Port Ec Dev Assoc.	Port au Port

<i>Avalon Region</i>	
CBDC Trinity Conception (EAS)	5 locations: Bay Roberts; Green's Harbour; Old Perlican; Carbonear, CBS
Mariner Resource Opportunities Network Inc.(EAS Youth and EAS Supported Employment)	Carbonear
Genesis Employment Corporation (EAS Supported Employment)	Placentia
CIRC/Employment Services	Placentia
Celtic Business Development Corporation	4 locations/offices: Goulds, St. Mary's, Trepassey, Ferryland
Vera Perlin Society Supported Employment	St. John's
Avalon Employment Corporation Supported Employment	St. John's
Community Centre Alliance	St. John's (5 locations)
YMCA-YWCA of Northeast Avalon Community Employment Services EAS	St. John's (2 locations)
St. John's Native Friendship Centre	St. John's
Association for New Canadians EAS	St. John's
The Murphy Centre EAS	St. John's
Visions Employment Inc.	Mount Pearl
Employment Services – Chapel Arm	Chapel Arm
<i>Central Region</i>	
Emerald Business Development Corp.	Baie Verte
Ability Employment Corporation	2 offices: Bonavista, Clarenville
Twillingate New World Island Dev. Assoc.	Newville
Central Employment Services	Grand Falls-Windsor
Fortune Bay East Employment Services	St. Bernard's- St. Jacques
Fortune Community and Youth Centre	Fortune
Fogo Island Co-op Society	Fogo Island Central
Gander & Area Chamber of Commerce (EAS)	Gander
Exploits Community Employment Corporation	Grand-Falls/Windsor
Marystown-Burin Chamber of Commerce	Marystown
Burin Peninsula Supported Employment	Marystown
Alexander Bay Terra Nova Dev. Assoc.	Glovertown
Gambo and Area Employment Corporation	2 offices: Gander, Gambo
Green Bay Community Employment Corporation	Springdale
Random North Dev. Association	3 locations: Bonavista; Chapel Arm; Clarenville (Employment Insight)
Green Bay South Education Centre	Triton
Ice Cap Employment Readiness Centre	Springdale
Lewisporte Area Chamber of Commerce	Lewisporte
Cape Freels Development Association	Wesleyville
South Coast Community Development Corporation (EAS)	2 locations: Harbour Breton, St. Alban's

<i>Organizations in multiple regions</i>	
Women in Resource Development	4 offices: Clarenville; Happy Valley-Goose Bay; Corner Brook; St. John's
Women Interested in Successful Employment	3 offices: Gander; St. John's; Carbonear
Canadian Paraplegic Association	8 offices: Grand-Falls-Windsor; Gander; Marystown; Happy Valley-Goose Bay; Corner Brook; Bay Roberts; St. John's, St. Anthony
SEDLER	2 offices: Deer Lake, Baie Verte
John Howard Society	2 offices: St. John's, Stephenville

Source: Government of Newfoundland and Labrador, Department of Human Resources, Labour and Employment, Accessed October 2012 from: http://www.aes.gov.nl.ca/lmda/pdf/EAS_Listing.pdf