



Municipal

Service Sharing Case Studies

- Excerpts on

**Municipal Cooperation in Economic Development
in Newfoundland and Labrador -**

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on behalf of the Community Cooperation Resource Centre,
Newfoundland and Labrador Federation of Municipalities

With special thanks to all participating communities for sharing their stories

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Note: The following are excerpts on economic development from a series of case studies on municipal service sharing within Newfoundland and Labrador. For introductions to each case study area and the full range of services shared refer to the full case study documents at www.nlfm.nf.ca/ccrc. References and contact information are also provided.

1. St. Paul's to Bellburns - Great Northern Peninsula

Communities from St. Pauls to Bellburns collaborate on community economic development with the assistance of two key organizations: The Central Development Association (CDA) and the Red Ochre Regional Board Inc. (Red Ochre Board).

St. Pauls and Parsons Pond have their own Central Development Association Local Committees and Cow Head and Daniel's Harbour each have Committees for Fishermen, as well as Heritage and Tourism. Parsons Pond has a Retailers Association and Heritage Committee along with a Fisherman's Committee and Harbour Authority, among other community groups. The towns work directly together through their respective committees and through regional organizations. Parsons Pond Heritage Committee and Cow Head Theatre, for example, work to market one another.

The Red Ochre Board is one of twenty Regional Economic Development Boards formed by the Governments of Canada and Newfoundland and Labrador in 1995/96. The Board is responsible for Economic Zone 7, from Trout River to St. Barbe. There are 36 communities in the Zone, with a combined population of approximately 10,000. Municipal, business and rural development association representatives for Sub Zone 2 (St. Pauls to Bellburns) provide a voice for the area's seven communities on Red Ochre's Board of Directors.

The Board's office and staff are also located in Parsons Pond. As a result Parsons Pond has become a hub for community economic development in the Sub Zone and in Zone 7 as a whole. The CDA, Red Ochre Board and Tourist Information Centre are all located



Town of Parsons Pond/Red Ochre/
Central Development building

in the community and in one development building on the south end of the Town. A Parsons Pond representative lauds the Board's efforts; "they've been amazingly cooperative with developing projects." There is some jealousy because of the Board's location. One representative explains that some communities are now saying Parsons Pond "got this or that" because of their location, "but its been a lot of hard work that got us there, a lot of volunteer time and headaches". The Board,

CDA and the Town have worked very hard, suggests Parsons Pond Clerk Joan Parsons, to develop a pilot project to grow seabuck thorn, raspberries and strawberries and, in addition to developing tourism projects related to the area's fishing heritage, working with the local Harbour Authority on a breakwater improvement project and so on. The Town of St. Pauls has worked with both organizations, as well as with their fishermen's committee and local businesses to improve their wharf.

The Board has worked closely with the Sub-Zone's Central Development Association (CDA), an organization established to serve the region in the 1970s. Red Ochre and the Town of Parsons Pond rent their space from the CDA. The CDA administers projects and the Red Ochre Board provides technical and planning support. Red Ochre Board staff have worked, for example, with each municipality to develop five year plans. The plans list all initiatives proposed by the town along with expected timelines. Staff, Board members, CDA and the towns themselves then worked to identify potential funding requirements and sources. Each of the five municipalities is represented on the CDA Board.

Turning to tourism

Decades before the downturn in traditional sectors Gros Morne National Park began building the region's tourism industry but the communities "didn't need tourism to survive." A lot of fishermen got into outfitting but didn't think of looking at tourism for the future. Times have changed dramatically. "We lost the mine, the fish plant and now the woods workers are down to seven or eight people. Equipment has replaced the people who left," explains one municipal leader.

With support from CDA and The Red Ochre Board all seven communities began working to develop the area's tourism sector. They will be advertising together with signs at both ends of the region/economic sub zone. Their plan is to market together. "As one community of Parsons Pond we can't really advertise but as a region we can." Pull-off sites have been installed at all seven communities. The Towns received Atlantic Canada Opportunities Agency (ACOA) funding jointly, hired one engineer and have agreed on the same sign design. They also marketed as the St. Pauls to Bellburns region with a booth at a recent trade show in St. Pauls.



Pull-off site, Parsons Pond

The Towns have considered how attractions in one town can benefit another, adding to the area's natural amenities. St. Pauls is a fishing village working to diversify into the tourism industry, developing a boat tour and restoring a traditional fishing site with interpretation. Boat tours are also offered at Parsons Pond. The Town has been developing their waterfront, painting stores, built a retaining wall and have been advertising their fishing heritage (both Towns with help from the Heritage Foundation). Portland Creek created a sightseeing and sitting area for enjoying the area's natural

beauty. Daniel's Harbour is the home of Nurse Myra Bennett, the only medical aid on the Peninsula for 50 years. Nurse Bennett's home has been preserved for visitors. Daniel's Harbour has also developed a boardwalk and trail system and land-based whale-watching site. Cow Head is home to a Lobster Festival, sandy beaches, a campground and theatre. Bellburns is working on an ecological site. The more the area has to offer the better. "It benefits Cow Head if there is something to do in Parsons Pond." The CDA has been "the umbrella for it all," with support from the Red Ochre Board and increasing involvement from the towns themselves. One umbrella funding proposal was submitted for the region and "each community had a piece."

The towns have also begun to cooperate with Parks Canada, who is looking at filling the gap between their two parks on the Peninsula (Gros Morne and Red Bay) through a secondary sites initiative. Twelve attraction concepts have been developed, including one in Parsons Pond. The Park has established Gros Morne Coop as a community arm of the Park. The Coop and Parks Canada have also assisted with wharf improvements in St. Pauls.

Successes in launching these economic development projects have helped keep moral up in the region explains Parsons. "Everything was all doom and gloom before this. Now they're looking up. In the beginning meetings were just about listening to each other's concerns. Now every meeting, and at the regional development forum we have every year we've come a little bit further."

Town of Bellburns representatives, however, voice concerns regarding equity and outreach in regional economic development. The Town's unique circumstance as a community of less than 80 people exacerbates their challenges. With a Clerk only five hours per week, getting projects going in the small community is difficult. "We can't supervise students or put any money in." Trying to proceed even with limited resources Bellburns finds their relationship with the CDA and Red Ochre Board inconsistent. We put in with everyone else in the umbrella proposal and then didn't hear anything for years. To me, if we're associated with CDA and Red Ochre they should come out here at least once or twice a year. But if you open your mouth you're blacklisted." Cow Head mentioned similar concerns about waiting for projects to come through and not feeling they are "getting their fair share of government dollars." A representative wondered if they would have been better off approaching government directly rather than through the CDA.

Concerns were also expressed about the slow pace of getting signage and other tourism infrastructure projects off-the-ground (similar to feedback elsewhere around the province). "After creating our five year plan we're still in Year One! The signs were supposed to be up three years ago. Why are they not up?" questions a frustrated Deputy Mayor. "Someone was supposed to come and help us with proposals, but we've never seen them. We've put in three proposals to CDA and none have gone anywhere. The lookout and the pull-offs were years coming. We got funding for wood planters but the dirt never came. Tables were built but not installed. They give you enough to start but not to finish..." One Clerk adds that the

communities were in part to blame for the two years taken to get signs completed, explaining that people could not decide what pictures to put in to best represent their town.

2. Channel-Port aux Basques/Southwest Coast

The Marine and Mountain Zone Corporation of Economic Zone 10 was established to support regional economic development in 27 communities from North Branch to Channel-Port aux Basques (CPAB) and to Grand Bruit in the east. The Corporation's vision is to "promote an educated, enterprising community by exploring opportunities to diversify and enhance our quality of life, recognizing our pristine environment while celebrating our heritage" (MMZC 2005).

The Corporation (or "Zone Board") works with local Economic Development Officers (EDOs), providing organizational support and Community Capacity Building Workshops upon request. They also provide support to businesses and have developed a Strategic Economic Plan focusing on: tourism, fisheries, agrifoods, information technology (IT), small-scale manufacturing, minerals and resources, and transportation sectors. Projects the Corporation has worked on together with municipalities in the case study area include: Burnt Islands Hook & Line Museum, Grandy's River Aquatic Interpretation Centre and Waste Management Pilot Project, the Isle aux Morts Seaweed Project, and evaluation/implementation of proposals for development of Port aux Basques harbour.

Burnts Islands EDO Sheila King works "really closely with the Zone Board, and with ITRD. They've been really helpful." The Town set up an Economic Development Board in 2003, an evolution from an earlier Town Council Economic Development Committee. Expanding the Town's recycling and waste reduction program has been a major focus of the Board (see below). Despite the presence of the regional Zone Board King suggests, "each community is doing their own thing with economic development, although they call us for information so we cooperate in that way. Each community should decide what is best for their Town."

A second economic development organization in the area representing multiple communities is the South West Coast Development Association. Incorporated in 1972, Executive Director Rita Anderson explains that the Development Association has worked on projects in every community within the region. At one time all the communities were represented on the Association's Board of Directors. Over time some have become less involved as they begin to run their own development projects, in part so they can collect administration fees. "In this day and age, where dollars are so tight you cannot blame them."

The Local Service District (LSD) of Fox Roost-Margaree and the local Community Club have worked closely with the Development Association to develop the Misery Point Fishing Livyer's Station, a heritage attraction at Margaree. "It's a lot easier. They can do the hiring," says one LSD Committee member. The Association also worked with Rose

Blanche to restore their lighthouse and set up a lighthouse committee several years ago and has recently assisted with renovations to the Town Hall and building a salt shed.

The South West Coast Development Association (SWCDA) owns the Cape Ray Lighthouse. LSD representatives suggest the Association has no meetings or involvement from the LSD, even on the three-person Cape Ray Lighthouse Committee. Anderson suggests that the LSD and the Association have worked together in the past on projects including the lighthouse and the construction of the community's fire hall, but that there has been less willingness to cooperate since the last LSD Committee election. The Association creates jobs every year through projects, which the LSD applies for as well. One community representative suggests that because there is funding associated with each project (including revenue for administration) there is competition between the groups.

The Town of CPAB has been pursuing economic development by providing industrial space and support. The Town has a new 21-acre industrial park and 23,000 square foot industrial mall offering subsidized rental, on an annually declining scale, to entrepreneurs who wish to operate manufacturing, prefabrication and machine shop businesses. With lower rentals, business advisory support, and common user services, it is expected 'that the business will develop to the stage where it can leave the industrial mall and move into a building of its own' (MMZC 2005b).



Rose Blanche Town Hall

The Town works closely with both the Zone Board and the SWCDA, with Council representatives sitting on both Boards. SWCDA administered the Gateway Village Project (creating a harbour-front attraction for the Town in 2002) and currently sit on the Town's Health Care Committee. Town representatives further describe their relationship with the Zone Board. "We work hand-in-hand. We submit our priorities and they come up with a five-year plan for the region. Recently we've been working on attracting cruise ships. ACOA won't fund you unless there's collaboration. Before the Zone Board there was a whole mishmash of organizations. The Zone Board had condensed it."

One local representative suggests that the Development Association and the Zone Board "don't get along." Another suggests that while the Development Association was very involved in setting up the Zone Board, today the relationship is "not as good as it should be." A simplified version of the original vision, they suggest, is that RDAs are supposed to be the do-ers and the Zone Board the dreamers, "but it hasn't worked that way." In reality both organizations have been doing some of both tasks.

3. Corner Brook/Bay of Islands

Municipal representatives made little reference to economic development as a shared service or to the several economic development agencies that include municipalities in their list of partners. The Humber economic zone (Zone 8) encompasses 35 communities from Great Harbour Deep in White Bay South, through the Humber Valley, City of Corner Brook, and the Bay of Islands. The staff of the Humber Economic Development Board (HEDB) works closely with the local development agencies, government and the private sector to identify opportunities in the Zone, coordinate, integrate, and prioritize economic development initiatives at the regional level and link these activities to those of government departments.

A volunteer board of directors, an Executive Director and Executive Assistant operate HEDB Inc. One Bay of Islands municipality and the City of Corner Brook are represented on the Board along with representatives from other sectors. Throughout the year, additional support staff is provided through government programs and post-secondary work placements. HEDB programs include business support as well as activities in the tourism, agrifoods, forestry, fishery and IT sectors (HEDB 2005).

Rural Development Associations are in place for the North Shore and South Shore of the Humber Arm/Bay of Islands and for the Humber Valley. The City of Corner Brook established the Corner Brook Economic Development Corporation (EDC) as “the region's lead economic development agency to develop and maintain a stable economic base for the City. The EDC's mission is to support and enhance the community's plan for improving the quality of life by fostering a positive environment for entrepreneurship and business investment” (CB 2005). Their activities include promotion of the area, tax incentives such as a 100% first year tax exemption for new businesses (falling yearly over five years to follow) and connecting businesses with provincial incentives and sources of support. Town of Meadows Mayor Harley Anderson suggests that most of their residents are employed in Corner Brook and rather than engage in their own economic development activities the Town chooses to support economic development in the City. “That’s where we work and do business.”

Steady Brook representatives suggest that their economic development efforts are largely targeted at their own community rather than cooperative initiatives, as are York Harbour’s. The Town of York Harbour has been working on trail development and attracting visitors for an annual summer festival. The Development Alliance of Western Newfoundland and Western Tourism Board were also referred to but there was little discussion of municipal involvement in these initiatives. One Corner Brook manager noted the potential for developing a generic marketing program for the region, possibly supported by an accommodation levy. City Council is recommending that an accommodation levy be enacted in 2005 (Carey 2004).

4. Northeast Avalon

Northeast Avalon municipal representatives described two vehicles for collaboration in economic development: Capital Coast Development Alliance (CCDA) and sub-regional tourism associations such as Killick Coast Tourism Association (KCTA), Admirals' Coast Regional Tourism Steering Committee and Destination St. John's. Economic development issues also arise at meetings of the Northeast Avalon Joint Council.

Each municipality has a notably different approach to and level of involvement in the field of economic development. A representative from Portugal Cove-St. Philips explains, "We border St. John's and the economy here has been growing, it's not as big of an issue as in other areas. The focus here is on residential development versus industrial and commercial." The Town of Paradise pursues economic development but for the most part prefers to work on its own. The Town will cooperate when there is a need or demonstrated benefit, or sometimes just to show support. Seeking to attract more business as they grew after amalgamation with St. Thomas in 1991, the Town successfully approached ACOA for marketing dollars. They have been pursuing business attraction as an economic development strategy since this time.

The City of St. John's views their role in economic development as one of making it easier for business, streamlining the development approval process. "Provincial policy and legislation has changed to give municipalities more autonomy in development", Chief Commissioner/City Solicitor Ron Penney explains. "The City has to be sensitive and conduct consultation but at the same time be responsive to business". The City has also sold land for business development purposes.

The City of Mount Pearl launched an extensive economic development program after the early 1990s economic downturn. A Task Force on Economic Development, established in 1995, developed a five-year strategic plan. In January 1996 an Economic Development Department was established. The result was the recruitment of 211 companies, creating more than 1,000 jobs in the first 19 months (Mount Pearl 1997). Today the City's 970 businesses employ over 11,000 people, a number nearly equivalent to its labour force age population.



Scenic Petty Harbour-Maddox Cove

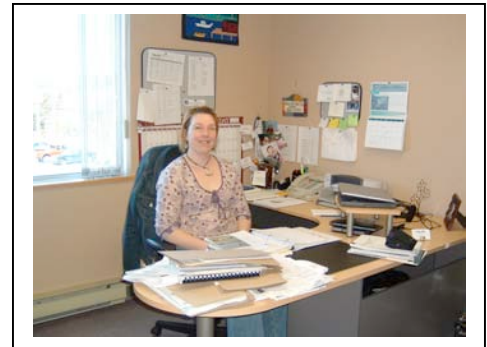
CBS has an Economic Development Coordinator who meets regularly and has a "good working relationship" with other communities and organizations such as the CCDA, Community Futures, the Newfoundland and Labrador Tourism Association and the Cruise Ship Association of Newfoundland and Labrador. Pouch Cove has a community development committee and Petty Harbour-Maddox Cove formed a Development Corporation in the mid 1990s.

Capital Coast Development Alliance

The Capital Coast Development Alliance was established in the mid-1990s as the Regional Economic Development Board for the northeast Avalon. The purpose of the Board is to plan and implement regional economic development initiatives in partnership with municipalities, rural development associations and other development groups (CCDA 2005). The CCDA Board of Directors includes appointed seats from City Councils of St. John's and Mount Pearl along with a representative each for Northeast Avalon Joint Council and small municipalities.

The organization has played an important role in regional tourism efforts such as the Admirals' Coast and Killick Coast themed tourism routes and the formation of related tourism associations. "They've been the main driver. We wouldn't have been able to do it without them." Portugal Cove-St. Philips points out that ideas for economic development and tourism projects such as signage and kiosks have come out of regional organizations such as CCDA and KCTA, both of which they participate in as members. Petty Harbour-Maddox Cove representatives suggest that the CCDA has been instrumental in assisting with implementation of their Development Corporation's Strategic Plan, accessing hundreds of thousands of dollars for projects.

"A lot of municipal human resources are maxed out. They might have a part-time Clerk or Manager... It helps to have someone to help out". "There's volunteer overload," adds a Petty Harbour-Maddox Cove Council member. "CCDA has been fantastic," suggests Torbay Deputy Mayor and CCDA small municipalities representative Peggy Roche. "They've helped us with proposals for the development of the KCTA, and with a staff coordinator for the community's 2005 Come Home Celebrations". A Pouch Cove representative adds, "They're always willing to help. Any small town can't afford an Economic Development Officer. We're 20 towns sharing one economic development office... They can get funding, they have the expertise and are well trained."



Dawn Chaplin, Capital Coast Development Alliance

CCDA Development Officer Dawn Chaplin has been working with the communities of Conception Bay Central to develop community economic development strategies for each Town and for the (sub) region as a whole. Plans include regional service sharing as a strategy for providing basic infrastructure and community services. She notes the progress. "Early meetings were all about turf protection. Avondale never used to come to a meeting. Now they're looking at putting everything on the table to see what they can share."

While small communities more readily promote the benefits of the CCDA, Northeast Avalon Joint Council Chair Walter Butt suggests that the Joint Council as a whole, representing 19 communities, are very supportive of the organization and its

accomplishments. “We have voiced our very strong opinion that Zone 19 must stay”. Programs have been launched by the organization to address issues in the urban core such as programs for youth who have dropped out of school. Research, conducted in cooperation with the Strategic Social Planner who worked out of the CCDA office, suggests that there are pockets of poverty within the urban core. The Urban Development Initiative has been launched as a result, in cooperation with the Chamber of Commerce and Board of Trade. Co-location and shared boundaries between the Province’s Strategic Social Plan (SSP) planning area and Economic Zone 19 has facilitated integration of social and economic development initiatives in the region. Representatives are uncertain what impact changes under the new Rural Secretariat will have.

Tourism organizations

In the Admirals’ Coast tourism efforts are now largely industry driven. The CBS Chamber of Commerce originally resisted the idea of a separate tourism group but a Regional Tourism Steering Committee is now up-and-running with their support. The Town of CBS was a lead partner, organizing a community meeting in 1998 where all parties agreed on the need to cooperate in tourism promotion and development. KCTA, on the other hand, is driven by representatives from seven member municipalities. Two representatives from each Town sit on the Association’s Board and meet monthly in rotating communities. CCDA has assisted with planning and funding proposals for both groups.

A third tourism organization in the region is Destination St. John’s, “an industry-driven destination marketing organization whose primary role is to represent St. John’s to key travel trade representatives” through marketing/promotional activities (Destination St. John’s 2005). The City of St. John’s has two representatives on the Board of Destination St. John’s, one for the City itself and another representing the City’s wholly owned subsidiary St. John’s Sports and Entertainment Ltd. Destination St. John’s was formed in 2004, renamed for marketing purposes from the Avalon Convention and Visitors Bureau (formed in 1997/98). Market research determined that people recognize the name of the City more than the Avalon region. The organization has members from both government and industry. The organization assisted in building a new Civic Centre (see Recreation below) and implementing a 3% room tax in 1998. Revenues from the new tax are shared between the City and the organization. The first \$500,000 was directed toward the capital debt for the new stadium and the next \$250,000 toward Destination St. John’s. Future revenues are to be equally shared. The City contributes \$20,000 per year to the organization.

Challenges

Despite successes municipal leaders, particularly those with larger populations and their own economic development resources and staff, suggest that there have been many challenges and frustrations along the way with the regional economic development approach. One City of St. John’s representative reports that they see very few benefits from CCDA with the exception of their starting the Quidi Vidi development plan. The City has taken over the finalization and implementation of the plan.

One challenge in economic development cooperation referred to by interview respondents is the diversity of the region. “It’s an interesting dynamic,” says Chaplin “we’ve got the Province’s largest urban core and the 3rd largest rural population...” “There’s 19 communities, each with their agenda, there’s competition, politics... It’s a diplomatic art to get commonality,” states one municipal representative. For Paradise tourism is not a significant economic driver while others look to tourism as a key area of potential economic growth. Through discussions at the Northeast Avalon Joint Councils it was determined that for many communities, particularly those experiencing decreasing populations and economic activity, the delivery of basic services was an increasing challenge. They called upon CCDA to assist with organizing planning sessions to discuss opportunities for shared service delivery. While organizers report that progress was made in bridging the region’s urban/rural divide through this process (both recognizing the importance of the other) one representative of a growing, economically vibrant municipality explains his frustration: “There was a meeting at the Wilds about joint issues. We were supposed to be talking about economic development and we ended up focusing on animal control”. Session evaluations were, however, positive and encouraged a continuation of the process. Three priority areas were identified (a regional economic development strategy, home-based business and communications). Sub-committees in each area are being developed.

Another common concern is that initiatives move too slowly. “It has some good coordinating functions but the process of getting things done is too slow. There are lots of committees, talk, studies, but it’s tough to get things going. It’s too slow for us... we tend to be ahead of the game on a lot of it,” remarked one community representative while another states, “There are benefits to participation but the wheels move too slow.” In several cases these comments were associated with tourism signage initiatives in which CCDA has played an important role, working with local tourism associations. The groups have encountered numerous provincial and federal regulations and funding challenges along the way that have slowed the process. “We spearheaded a group, with the CCDA, to get our area designated as a themed route. It took three years but now we have it, the Admiral’s Coast. The decision about the name was made. You’d think it would take maximum six months to get signage. It took one year.” Work on the designation of a theme route for the Admirals’ Coast began in the 1980s and was not achieved until 2002. Members contributed to the costs of publishing a guidebook for the area after a proposal for funding was turned down. Similarly the KCTA began to organize in 1999 and identified signage as a need early on. They were turned down for funding because they weren’t a recognized tourism organization and because they hadn’t hired a consultant. The group worked with CCDA to develop a new proposal, hire a consultant and rewrite their materials. “It delayed us two years.” Portugal Cove-St. Philips adds that the ongoing challenge of getting funding is the key challenge they’ve seen in economic development.

5. Trinity Bay North, Little Catalina and the Cabot Loop

One Trinity Bay North (TBN) representative suggests that there has been very little cooperation in tourism or economic development between the four towns. Each town has its own group working on preservation of historic sites, such as the Coaker Foundation in Port Union and Catalina Historic Society. The Town of Little Catalina, however, has worked together since 1993 with the Town of Elliston and the area's Discovery Trail Tourism Association (DTTA) to develop a 16.5 km historic trail between Little Catalina and Elliston (Maberly). Initial funding came through "moratorium projects." Elliston Clerk Wendy Baker explains: "The trail was there originally 100 years ago to get from one community to the other. The Discovery Trail (DTTA) a few years ago approached us to do it. They paid for it and then both towns put \$200 into a bank account every year. Our tourism committee puts \$100 in (\$500 total) for years down the road when the bridges and woodwork and everything start giving out. If we need repairs done the two communities get together and get it done (with students from each). The two of us are involved with the DTTA and they do the marketing. The minutes are about all that is in writing. We're a pretty informal bunch". Little Catalina Councillor Ambrose Butt adds, "We've always had a good relationship with Elliston."



The Cabot Loop is home to many significant heritage sites and properties

Several organizations, including DTTA and heritage associations, have some involvement in tourism and economic development in the region. Unlike other parts of the province, there is no rural development association for the area. The Bonavista Area Regional Development Association is not seen to be active in the area, lacking representation from all of the towns.

The six towns at the tip of the Bonavista Peninsula set up Cabot Resources Inc. in the 1992 to share ideas, facilitate economic

development through business ventures and address harmful competition between the towns. One community leader recalls one example where a company "came to put a strip mall in and the towns were competing with one another. As a result it never got done." As for Cabot Resources, he adds, "it worked well for a while until the company started getting into things the private sector and government were doing and they didn't want us there". Another TBN Councillor suggests two additional factors: funding dried up in the late 1990s, after the moratorium money was gone, and volunteers got burnt out. "It's a job to have economic development in an area that's on the decline, with no dollars. Then when you lose 75 of your businesses ...". One venture attempted was to form a blueberry coop and train social assistance recipients to set up blueberry farms. A feasibility study in Phase 2 of the project suggested it wasn't viable to continue, particularly since productive farms take seven to eight years to develop. The initiative was a precursor to blueberry initiatives ongoing in the province today. One individual in the area later started a 25-acre blueberry farm when he lost his job at FPI. The farm is still in operation today. By 2002 Cabot Resources could not cover its expenses and the towns sold off its assets.

TBN and Little Catalina are also part of the Discovery Regional Development Board (DRDB). TBN Town Manager Darryl Johnson is a Director on the DRDB representing small communities. The Discovery Regional Development Board (DRDB, Zone 15) has been pursuing projects in information technology, tourism, fisheries and aquaculture, and agriculture sectors and in business development (DRDB 2004). The challenge is that “the Zone Boards have to look regionally but as a Councillor you have to keep it local. The issues are not the same.” Another Councillor suggests, “they haven’t done anything.”

Today each of the towns, along with area businesses, is part of The Bonavista Area Chamber of Commerce. The Chamber was formed in 2002 and has been working on an economic development plan for the tip of the Peninsula. TBN Town Manager and former Port Union Mayor Darryl Johnson is the Chamber President. The group has found it very difficult with only a limited number of businesses remaining in the area, and therefore minimal membership revenues. “You can’t do everything as volunteers, you need core staff to keep things moving in between meetings.” But the Chamber has been told that the DRDB is doing economic development planning and that Industry Trade and Rural Development can provide staff assistance but not funding. Despite funding challenges the group has tried to carry on, holding workshops and forums and looking at agriculture potential for the area. They have invited the DRDB to participate. Funding for the Chamber’s staff person runs out in June 2005 and municipal members worry the organization “will fall to the wayside like everything else.”

The DTTA, in collaboration with DRDB and the towns of the Bonavista Peninsula, undertook a project in from 1999 to 2001 to develop six rest stops/lookouts with interpretive signage along the Peninsula. The lookouts included the Farm Hill Site near Melrose and Maberly Lookout Site at the eastern end of the Little Catalina-Maberly trail. The Town of Melrose administered the construction of the Melrose site and, under a written agreement, all four towns cost-share its yearly maintenance on an equal basis (1/4 of the costs each).

The towns also participate in the new Bonavista-based Action Committee for Tourism. The Committee was established in 2002 to plan for the development of sustainable tourism on the northern half of the Bonavista Peninsula from Melrose to Elliston, to Bonavista and the Five Coves (ACT 2005). Johnson suggests that while several projects have been attempted, “We’re not as advanced in economic development as Councils should be.” The towns of TBN had an economic development officer for six months and then the funding ended. “Towns just don’t have the dollars to do it. Try telling someone who’s barely making ends meet that their taxes are going up for economic development.”



Farm Hill rest stop/lookout

6. New World Island

Twillingate-New World Island Rural Development Association

Communities of New World Island have been cooperating on economic and community development since the 1970s through the Twillingate-New World Island-Change Islands Rural Development Association (as of 2003 Twillingate-New World Island only). The Association, remarks one municipal representative, is also “the only tie to Twillingate as far as groups go”, although long-time volunteer Kathy Sheldon suggests that cooperation is also taking place within the health care field (e.g. the former Hospital Board and more recently the Primary Health Care initiative).

The Association (RDA) was formed in 1969 and incorporated in 1974. All residents over the age of eighteen are eligible for membership. Each of the 27 communities in the area is asked to appoint two directors to the Board of Directors. Community groups are also represented on the Board, which attempts to meet monthly. Annual General Meetings typically have over 40 attendees. “The New World Island Association has brought us together,” says one community leader. Even Summerford, previously seen as “too



Long-time RDA chair Malcolm Anstey in front of RDA building

independent” is now “more connected to the RDA.” Long-time RDA volunteer and Chair for 20 years Malcolm Anstey explains that the perception was that the RDA’s regional approach was focused on the smaller communities. “When the Councils were formed, also in the 70s, they focused on their own affairs.” Today this is changing. “We’re realizing that the demographics are such that New World Island must work together to survive. That awareness is not yet widespread but it’s coming.” Changes in funding availability have encouraged cooperation. “There has been much more cooperation after TAGS (The Atlantic Groundfish Strategy) ran out. The dollars ran out and we weren’t getting anywhere. We had to join together out of necessity. It was still cut throat during TAGS”.

The Association's Constitution was re-visited and re-written in 1997, after more than twenty years. It sets out the following objectives:

- To assist people in helping themselves,
- To help local residents work together for economic and social programs,
- To evaluate areas for economic development, and
- To deliver programs and services based on equity in participation.

The Association has also lobbied on behalf of the two Islands in matters of concern such as cutbacks to health care facilities.

The RDA approached HRDC for funding support for an economic development officer in the mid 1990s but was unsuccessful. The Kittiwake Economic Development Board (see below) did not support their application. At the time, however, the federal agency was looking for an approach to regional delivery of funding programs related to the cod

closure. One officer, Dave King, was placed at the RDA in 1998 to serve Twillingate-NWI as a result (with others in Fogo, Glovertown, New Wes Valley and Lewisporte). Their job title was initially Employment Counsellor. After representatives from Cottlesville put together an application to HRDC for an Economic Development Officer there was some indication of potential through the LMDA program (Labour Market Development Agreement) but federal representatives “said it doesn’t make sense just to give an officer to Cottlesville, so they decided to give five to the whole area”. Five community facilitators were placed throughout the Zone 14 area in October 2000 with funding provided by HRSD to the sponsor agency (in this case the RDA). In Twillingate-New World Island and elsewhere individuals already serving as Employment Counsellors filled the position. Community representatives suggest that King has been helpful in assisting them to obtain grants, although they are frustrated that, under the conditions of the funding for his position, he can “only assist not do,” initiate or lead projects. “We need a strong individual hired and paid to find economic opportunities. Dave is not allowed to do it,” explains one municipal representative.

In addition to King and five others who work with him at the Employment Assistance Office, some part-time or seasonal, the RDA employed five staff in 2004. Two worked on special projects related to the New World Island Academy (see below). The Tourism Information Centre, also located in the building, employs an additional five people in the summer months. The RDA administers projects on behalf of member communities and in doing so raises administration dollars. A series of trail projects, for example, were undertaken in the days of TAGs and through subsequent programs.

The RDA sponsored a New World Island Round Table Discussion in February 2003 entitled “Lets Grow Together in the Future.” More than 50 community, youth, business and government representatives attended the event. The Mayor of Gander was asked to attend as a guest speaker. He stressed the interdependence of Gander with outlying areas and the need for communities to come together in the region and the province. The discussion was structured in a way that would lead towards an action plan for the Island, covering strengths, weaknesses, opportunities and threats. Four areas emerged as action priorities for the Island: fishery opportunities, activities/ facilities for seniors and youth, developing the Island’s new school as a community resource and developing tourism as a major economic generator.

There is some jealousy among the communities belonging to the RDA, particularly between New World Island and Twillingate. “The RDA held a meeting on tourism in the 1980s and 20 people came, only one was from New World Island. Now they say why is it all in Twillingate? They’re a community. We need to be too”, remarks a Cottlesville representative. Another from the nearby LSD of Hillgrade adds, “Twillingate has worked hard at tourism.” “We’re reactive instead of proactive. After we lose our chance we say why did they get it?” Participants in the 2003 Round Table acknowledged the need for New World Island to work together with Twillingate Island Tourism Association to build on their efforts, which bring tourists through New World Island en route to Twillingate, thereby creating opportunities.

The RDA's 1980s tourism meeting led to an application for a \$90,000 tourism opportunities study for the region completed in 1990. The government replied that they would not fund a study for the area on its own but would sponsor one encompassing the six RDAs and Town of Gander within the northeast coast, an area that would later become Zone 14 and be served by the Kittiwake Economic Development Corporation (KEDC). The study identified several sub-regions within the northeast coast area that would later become designated as touring routes (Road to the Beaches, Road to the Isles, Road to the Shore).

Kittiwake Economic Development Corporation

Representatives from New World Island also participate in the Kittiwake Economic Development Corporation (KEDC). The Kittiwake Zone is one of the largest in the Province, covering from Terra Nova Park in the south to Lewisporte in the west and Fogo Island to the northeast. The Zone includes 102 communities and 48,000 people. Only six of these communities have more than 2000 residents, one being Twillingate (KEDC 2003). Twillingate-NWI is considered one of seven sub-zones in the Kittiwake. Among other initiatives the 2003 NWI Round Table led to the submission by the KEDC of a broadband proposal for the area. The proposal was developed by the KEDC in cooperation with the RDA. Initially turned down the Corporation continues to seek funding for the broadband initiative.

Cottlesville's Victor Cassell was elected to the KEDC Board and "realized no towns were involved in anything. I made it my mission to try to involve the towns." Together the Town of Cottlesville, KEDC and NLFM got 20 people together to develop a strategy for tourism for Cottlesville as an example of what could be done. Victor reports that attendance at KEDC annual election meetings on the Islands (NWI and Twillingate) is very low. For Cassell election to the Zone Board led to his involvement in the RDA as well. He saw the need for greater connection between the Zone Board and both the municipalities and the RDA. "I went to every RDA meeting to try to connect. I went to my first RDA meeting after I heard they were asking what the Zone Board was doing. They weren't making the connections."

One RDA representative expressed his believe that the Zone Board is not benefiting NWI. Another suggested that relations were better when the Board had more active field staff, noting two in particular that once worked with the KEDC and were in frequent contact with their communities. "It has to do with the employees. Reg Wright and Dawn Williams were very good." Funding cutbacks have impacted the KEDC's local presence.

Municipal Economic Development Committees

Following earlier work, including tourism and business incubator proposals in the 1980s and subsequent successful efforts to entice a buyer for the local fish plant, Cottlesville formed its own Economic Development Committee in 2000. "Now that much of the infrastructure is in place in our community our town had more time to think economic development." Together with the RDA and KEDC the Committee hosted a public meeting to develop a Strategic Plan for Tourism for Cottlesville in March 2001. The Town is pursuing the concept of developing Cottlesville as a tourism service center,

building on existing town and tourism infrastructure such as water and sewer, tennis courts, a ball field, playground and extensive walking trail system. The next step envisioned is the completion of a study that would include an inventory of existing assets, existing and potential use of community assets, potential opportunities, infrastructure requirements, physical design and layout along with cost estimates and operational and administrative requirements. Terms of reference for the study were developed but the Committee could not find funding for the project. Nevertheless the Town continues to pursue the concept.

The Town also formed a fishermen' committee when they were going to lose their wharf shed. One representative credits local champion, former Mayor and long-time volunteer Victor Cassell. "Victor got a crowd together. It only works if Victor is there." Others suggest that Cottlesville's active involvement in economic and community development relates to the characteristics of the Town's population. "They're unique. They're mostly professional sea captains. There's a pride that doesn't exist elsewhere." Another describes the Town's residents as "energetic and industrious." Cottlesville is also fortunate to still have a fish plant in operation. The plant was more involved in crab than cod when the moratoria hit. Today representatives worry about the future of the crab sector. "They are the Town's largest taxpayer, maybe the whole Island's," says Clerk Shelly Abbott. Breakwater Fisheries continues to operate nine months a year and employ

350 people from Cottlesville and other Island communities, down from 500-600 due to the introduction of new technology.



Closed elementary schools, Summerford

In January 2004, Summerford and Cottlesville came together to form the Summerford-Cottlesville Economic Development Committee. After a series of school closures on the Island, including two in Summerford, Cottlesville representatives decided to approach Summerford to form a joint committee. The objective was to see what could be done to utilize the now empty



buildings for the benefit of the Island. Inter-Island Academy in particular they felt had potential. "It started when the School Boards eliminated the denominational system and there were a lot of schools closed, including three in this area in the last two to three years. One was in the middle of Summerford. We thought we might be able to benefit from the building if the residents of the area were willing to pay a fee for something like a YMCA. So they've been

looking to see if it is feasible to purchase the school for something like one dollar from the PAON" (Pentecostal Assemblies of Newfoundland).

The seven-member Committee includes one Council representative from each Town, representatives from each town's recreation committee, residents and Dave King of Employment Assistance Services. "They've been meeting every one or two weeks the last two to three months to talk about how to "spruce up the area", reports one Town Clerk. Council representatives report back to each of the Towns on Committee activities and plans, providing verbal reports and copies of minutes. To date the Councils have contributed \$500 to help cover Committee expenses (amounts given are proportionate to their populations). One RDA representative described the Committee as a major step, engaging the Town of Summerford in cooperative economic development efforts, allowing others access to their Council chambers to discuss projects of potential for the whole Island with the Town even sponsoring a lunch, a level of cooperation previously not seen.

In July 2004 the Committee sought assistance from King to obtain funding through HRSD's Job Creation Partnership (JCP) Program to hire a researcher to investigate possible uses of the vacant infrastructure. Unincorporated and still an ad hoc committee the group applied for funding under the RDA and was successful. Researcher Monica Regular conducted a survey of local residents to determine potential uses and community acceptance of three ideas: a YMCA, a Senior's Home and a Pleasure Craft Marina. While the former two options received considerable support, most respondents strongly disagreed with the idea of a Pleasure Craft Marina. The YMCA was seen as the most beneficial option for the community, although the Senior's Home was seen to have greater potential for job creation. The survey went on to ask what kinds of activities community members would want at a YMCA type facility and how much they would be willing to pay for an annual membership. Thirteen other suggestions for use of the building were also made, ranging from a call centre to a recycling depot, manufacturing facility or fishing gear repair facility.

In addition to the survey the researcher was asked to organize a day-long Think Tank session. The brainstorming session was held in November 2004 at the Summerford Town Hall. Representatives report that a presentation by Memorial University's Dr. Rob Greenwood was a highlight of the session, highlighting the need for urban-rural links, planning, research, infrastructure development and community involvement and education. The message that hit home most was the need for a local champion for any idea to be a success, and also that not everything comes quickly. "Every community should have him speak in their town. We need to hear him. Sometimes we don't know where to go and how to do it," exclaims one municipal leader. "He was encouraging but realistic," adds another.

In the end it was decided that the old school would best be used by a local manufacturing facility and that the New World Island Academy could be utilized after hours for a YMCA-type facility and other community uses. The Committee has held a series of meetings with Grand Falls-Windsor YMCA champion Brenda Curtis Dean and with school representatives to develop the concept further and hire a regional recreation director to implement the project (see Recreation in New World Island Case Study).

With projects to achieve their initial objective of utilizing an empty school for community benefit well underway the Committee has now turned its attention to other opportunities. They have written to Council for endorsement to continue as an official committee of the two Towns. Once they receive approval they plan to pursue other ideas they have suggested to their Councils. "If they say go ahead we'll draw up the Terms of Reference for the Committee. But we won't do anything without permission." Fishermen proposed a shrimp gear repair facility. Meetings have also been held with representatives in Lewisporte about plans for developing the yachting sector in Notre Dame Bay with help from a cruising guidebook. Among other benefits it is hoped that yachting cruisers will contribute to keeping wharves and other marine infrastructure "in shape". Cottlesville representatives have sought support from Lewisporte Marina and Cruising Guide Committee for their marine service center concept. Cold ocean research is yet another identified opportunity. "We have some of the deepest water in the world. It's never been explored and it's close to shore." The group has also lobbied for improved cell phone coverage on the Island, with a resulting promise of a new Aliant Mobility site by June 2005.

Chair Marvin Ralph wants to join and reconnect with the RDA, the Committee serving as a liaison between the RDA and the two Towns. The Committee met with the RDA executive and the two groups have agreed to work cooperatively to develop a strategic plan "to pull all this together, give a sense of direction and motivate each Town with its own individual Plans to plug in." Cottlesville, for example, plans to keep its own economic development committee active to implement its tourism strategy. A three to four person strategic planning committee has been struck and a one-day planning session is being organized, building on earlier sessions in 2003 and 2004. "Government expects us to plug into its plan. Having our own plan will make a difference".

Twillingate will also be asked to participate in the planning process. "We can't do it in isolation. We have been doing things too much with exclusion." There is a feeling for some that the current Twillingate Mayor is not interested in cooperation, but one representative points out that progress has been made in discussions on Primary Health. "The Mayor reacted at first, but then came on side. The 'us versus them' has gone as far as it can with shrinking numbers. Years ago we were fighting like that here with communities side by side. Government uses it against us if we're not cooperating." "Tourism has become an interest of Cottlesville. However, there must be a broader approach. We must connect with all of New World Island, Twillingate Island, Road to the Isles, Kittiwake Zone, Central, provincial, country, North America and the world," Cassell suggested at the Nov. 2004 Think Tank.

All economic development efforts are challenged, several representatives suggest, by low business participation. The Island does not have much of a business base and "the two to three large businesses that were here are not putting much into the Town, not participating..." "When a town is small it is easier for the politicians to say 'no'. When private industry commits to development it is a lot easier to get government to help," suggest NWI municipal leaders, pointing to the example of the Cottlesville fish plant and

funds received for water supply (see Water Supply in New World Island Case Study). Funding, says one representative, for economic development tends to be channeled to larger communities while small towns do not qualify for support because they do not have money to contribute.

Despite these challenges the Committee's work has renewed a sense of optimism in the area. One Town Clerk expresses her appreciation. "The economic development work they're doing, Victor, Marvin and the others, is phenomenal".

7. Labrador North Coast

The early 1970s was a period of political organizing for Labradorians. Communities incorporated, aboriginal organizations were formed along with development associations, heritage societies and fisheries committees - the beginnings of today's economic development organizations. Governments and missionaries had attempted to set up development committees in the past but community decisions were never listened to, says former Mayor and founding Town Council member Ted Anderson, adding that the development committees of the 60s did lead to the Towns Councils of the 70s. The Makkovik fish plant opened in 1972, followed by a shipyard in Postville in 1974. The Royal Commission on Labrador was conducted in 1973, the Labrador Craft Producer's Association was formed along with the Labrador Inuit Association (LIA), Naskapi-Montagnais Innu Association (later the Innu Nation), Combined Councils and, in 1976, the Labrador Resources Advisory Council. "We started to run our own affairs," says Postville Deputy Mayor Wilfred Lane.

The Resources Advisory Council brought different interests together to address issues of a natural, as well as human and cultural character. In 1981 its membership expanded to take in Chambers of Commerce, Rural Development Associations, labour and regional fishers associations. The Council faced many challenges similar to those faced by other attempts to collaborate across Labrador. It was seen to compound regional differences at a time when aboriginal organizations were gaining strength and focusing on their own affairs. Funded by government yet often making policy recommendations contrary to government they were seen as separatists. Interests such as oil and gas competed with fish and transport and by 1982 it was discontinued (Rompkey 2003).

The creation of twenty Regional Economic Development Boards ('Zone Boards') included Nanuk in Labrador's North Coast Economic Zone 01). Based in Nain, Nanuk Development Corporation was officially launched in 1996 to work with community-based development proposals and integrate them into an overall strategic plan for the region. Community opportunities were identified in mining, tourism, fisheries, handicraft, forestry and shipping. One Town representative suggests that, "the LIA looked at the new association as a sore thumb. They saw they were getting dollars and it was dissolved."



Sign, Inukshuk Development Corp. head office, Makkovik

The Inukshuk Development Corporation (IDC) was later formed to replace Nanuk, its head office in Makkovik. In 2002, after the loss of their Executive Director, the Corporation was restructured with the intent of creating a greater partnership with the five town councils. Unlike other Zones in the province each community (with the exception of Makkovik) is provided with funds under the new structure to hire Community Development Officers (CDOs) who work directly with each town council. Funds are transferred from IDC to the four towns of Rigolet, Postville, Hopedale and Nain to cover costs associated with salaries and office expenses. Most towns already had a Canada Business Service Network business center located in their town office. The positions served as an expansion of this program. Denise Lane of Makkovik, in the position of Regional Economic Development Officer works as the CDO for the community of Makkovik, as well as overseeing the other four other Development Officers. Each of the five Councils is represented on the IDC Board along with the Labrador Inuit Development Corporation. Finally, each of the CDOs has completed integrated work plans, developed in conjunction with the IDC, their respective council and community stakeholder groups

Today only Hopedale and Postville CDOs work in their Town Office. Postville Town Council has a contract with Inukshuk. The Town pays for the EDO salary, phone, supplies and administration and is then reimbursed for these costs as well as rent for space. "There was supposed to be a joint agreement that the Town and IDC would work together, spelling out who did what. We had a one-year agreement but it was never renewed... We've had no contract for the last year. The IDC has to buckle down and get a new MOU with the Town," says a Postville representative. An MOU has been developed but awaits approval by the IDC Board before being sent to the Councils. All agree on the need to formalize the partnership between the Zone Board and councils.

Another challenge is that CDOs answer to two, or more, bosses. "Sometimes it feels like 100 bosses. Whose rules, whose policies do you follow? If Inukshuk wants us to go to a meeting or training we're obligated" says one CDO. A Town Manager points out, "we may want her to work on something else. Like the SSP, that's Inukshuk's project". Others suggest that local priorities are sometimes not addressed. Establishing banking services has been a priority in Makkovik, for example, reports one local representative but the IDC has focused on a craft coop "even though there is little financing or cooperative spirit for such a venture". IDC (2005) suggests that Makkovik initiatives are not developed to the same degree as in other communities because it does not have its own CDO. Nevertheless Lane has helped develop and pursue funding for historical projects for the community, created a community pamphlet, and assisted residents with business plan development among other initiatives.

Makkovik had a local development committee to work with the Zone Board but one representative reports that the committee has not been active in recent years, suggesting that local committees are essential to the effectiveness of this model. "Before having an umbrella organization we needed to start with rural development in our own communities. There are no RDAs on the coast. We only have one employer. All our eggs

are in the fisheries basket. The zones elsewhere had development experience.” Deputy Mayor Chesley Anderson reports that the current Town Council of Makkovik, with all of the other organizations in place, does not see it as their business to get involved in economic development, other than making commercial space available and making it easier for business by having the necessary infrastructure in place.

Reimbursements from IDC, one Town representative suggests, are typically late. “Council has limited funds. We’ve been bending over backwards two to three years, waiting for dollars. Council has said there has to be a limit. We have to do a report to HRDC on expenses each quarter. It’s almost the end of the third quarter and we’re still waiting for our payment from the second.” “Funding sometimes takes one to two years to come through and then they wonder why the project’s not done”.

North coast communities demonstrate that there are different levels of cooperation within the Zone Board/CDO structure. “We don’t partner with anybody else in other communities,” says Dasi Ikkusek, Nain Town Manager. The Town of Nain was at first reluctant to participate in the new IDC structure. Postville CDO Cora Edmunds explains, on the other hand, that they try to help others as best they can. “We’re starting to share information on some things. We’re supposed to be sharing resources, helping each other with business plans”. One representative suggests, “It’s only starting because ITRD is coming and doing a review. It can be dangerous sharing ideas. People may beat you to it. There’s a risk that funding will go to whoever gets the proposal in first or that no one will tell you about a program until the funding is gone... Postville is always left out”. Postville’s Cora Edmunds and Makkovik-based Denise Lane are reported to be in daily contact, also calling on the other CDOs about once per week or receiving calls from them with questions. “The staff gets along pretty well, they’ll help when they can. Sometimes there’s cooperation, sometimes not but it’s getting better. There has been some turnover but we’re getting to know our jobs and each other. Nain was slower to come on. They weren’t sure if they were going to participate.” The Towns are being encouraged to develop one plan for tourism in the region and all five Labrador Boards hold an annual meeting/conference.

One local leader suggested that Inukshuk “has a lot of money but nothing’s happening” while another suggests that lack of funding is one of the organization’s key problems. “The problem with IDC is that they don’t have any money to develop. They can do proposals, but they’re not functioning particularly well. You don’t need staff if you don’t have anything to develop.” One CDO would like to see more funding for training and for the CDOs to meet more frequently. For now regular conference calls are planned for CDOs to share ideas and work on regional initiatives.

Relations with the LIA have not improved significantly since the early days of Nanuk according to one Town representative. “LIDC (Labrador Inuit Development Corporation) has its own development officers, ignoring Inukshuk. For some IDC is seen as set up and controlled by governments to keep a handle on the north coast.” The 2004-2005 IDC Annual Report reports that the Corporation is working to build their relationship with the LIA. All CDOs attended an LIA Economic Development Conference held in Goose Bay

in spring 2005, with costs covered by the LIA.

Despite these challenges IDC has received positive feedback about the new structure. Communities such as Postville have seen benefits from having a CDO to work on proposals that previously had to be done by town staff, for whom it is “a handful to run the town itself” “There are a lot of different groups she’s been able to contact and talk to” says one Town representative of Postville’s CDO Cora Edmunds. Edmunds has helped raise funds for a boardwalk, recreation and school reading program among other initiatives. She cautions that there has to be community groups who are able to implement the project if funding proposals are successful. “They have to take it over. The whole idea is to help with proposals. You can’t get too deep into the administration of the projects.” Cora also provides assistance to people starting their own business. These types of services have come over time. “We started with social issues first.”

CDOs are working on a variety of initiatives in the other four communities as well. In Rigolet, for example, CDO Georgina Allen has been involved over the past year in a seal processing plant feasibility study, increasing airline service to the community and completion of the Rigolet-Mulligan portion of the Labrador Winter Trails as well as developing the local craft and tourism sectors and establishing an Inuit language program. In Hopedale Juliana Flowers has been working on initiatives in community banking, recycling, oil spills clean-up, crafts, language, local firewood, historical preservation, Voisey Bay, Search and Rescue and community festivals (IDC 2005).

A benefit of the IDC is that it serves everyone in the region and will assist small-scale projects. Previously some representatives suggest, “our dollars went to LIDC and they wouldn’t distribute it. They knew what was best – big projects.”

The Town of Happy Valley-Goose Bay has a Director of Economic Development and the Innu and Inuit both have their own Development Corporations. Some representatives identify lack of coordination and cooperation between these various agencies as a barrier to development. The Innu Development Limited Partnership, based in Happy Valley-Goose Bay, has invested in a number of ventures including an airline, construction, catering, fisheries and shipping firms to name a few. The LIDC, headquartered in Nain, is the economic development arm of the LIA. The LIDC was incorporated in 1982 and has ownership interests in seven business units – PiKalujuk Fisheries Limited (offshore shrimp); Nasittuq Corporation (operations and maintenance of the North Warning Radar System); Torngait Services Inc. (support services to mining and exploration companies); Nunak Inc. (real estate); Torngait Ujaganniavingit Corporation (production of dimension stone); Tunnit Inc. (dimension stone marketing company); Post Mill Lumber Inc. (supply of rough lumber). LIA’s Torngasok Cultural Centre has also been working on enhancement of a Moravian historic site at Hebron, creating an historical and adventure tourism attraction. Cruise ships are already stopping in the settlement.

Finally, the Nunatsiavut Business Centre Incorporated opened in Nain in August 2003. Its role is to provide training, loan funding, and advice to LIA members who wish to start or expand a business. LIA established the organization to promote and facilitate the creation

and growth of Inuit businesses. The Business Centre administers a \$5 million repayable loan fund for Inuit businesses seeking work related to Voisey's Bay, provides information and technology to Inuit entrepreneurs and helps them access other agencies and programs, a service they claim did not previously exist in northern Labrador (LIA 2004). For those who criticize LIDC's focus on large-scale economic development, the Centre, if it reaches out to communities south of Nain, will be a welcome development. Nain CDO Molly Shiwak works from Nain's Business Service Network site in a partnership with the LIA, Business Service Network and Nunatsiavut Business Centre (IDC 2005).

Acronyms Guide

ACOA	Atlantic Canada Opportunities Agency
CBS	Conception Bay South
CCDA	Capital Coast Development Alliance
CDA	Central Development Association
CDO	Community Development Officer
CPAB	Channel-Port aux Basques
DRDB	Discovery Regional Development Board
DTTA	Discovery Trail Tourism Association
EDC	Economic Development Corporation
EDO	Economic Development Officer
HEDB	Humber Economic Development Board
HRDC	Human Resources Development Canada
IDC	Inukshuk Development Corporation
IT	Information Technology
JCP	Job Creation Partnership
KCTA	Kittiwake Coast Tourism Association
KEDC	Kittiwake Economic Development Corporation
LIA	Labrador Inuit Association
LIDC	Labrador Inuit Development Corporation
LMDA	Labour Market Development Agreement
LSD	Local Service District
MMZC	Marine and Mountain Zone Corporation
MOU	Memorandum of Understanding
NWI	New World Island
PAON	Pentecostal Assemblies of Newfoundland
RDA	Rural Development Association
SSP	Strategic Social Plan
SWCDA	South West Coast Development Association
TAGS	The Atlantic Groundfish Strategy
TBN	Trinity Bay North
YMCA	Young Men's Christian Association