

Beyond the Document

Economic and Socio-economic Planning Processes



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Gander-New-Wes-Valley Community-based
Research Project Steering Committee

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Executive Summary

Over the past decade, several local socio-economic planning processes have been initiated within the Gander–New-Wes-Valley area, Newfoundland and Labrador. Community representatives indicate that these processes have been worthwhile, but have also faced challenges and had varying degrees of implementation and success. This report presents the results of a research project to better understand the socio-economic planning processes undertaken by communities and clusters of communities or ‚regions’ in the greater Gander–New-Wes-Valley region. These plans have primarily been community led, but with significant involvement of outside support agencies. This project has three key objectives: identification of the critical success factors and barriers for small communities in moving from planning to plan implementation, especially those unique to multi-community planning; to recommend steps that can be taken to maximize benefits and minimize challenges associated with these processes; and to communicate lessons on effective community and multi-community socio-economic planning processes regionally and provincially.

This report is based on research conducted by Memorial University students in the 2009 fall semester of the Community and Regional Planning and Development course in the Department of Geography. Phase I (fall 2009) involved interviews and focus group discussions with community and government representatives engaged in seven planning processes. The class-project represented the first of a two phased, collaborative, community-based research project initiated by the Gander–New-Wes-Valley Rural Secretariat Regional Council. Beyond the Document represents the findings from Phase II of the project, which provides a comparison of the planning approaches used in each of the seven cases.

Regional, that is, multi-community, planning was a prominent feature in six of the seven planning processes observed. Their experiences suggest that there are unique benefits and challenges associated with regional planning processes. Planning participants suggested there is greater potential to access financial and human resources from provincial and federal governments by cooperating as a region. Regional planning also provides a crucial opportunity for communities to come together and work through common problems while sharing and building on an appreciation of their unique and collective assets. This appreciation is fundamental in creating community engagement and participation in the planning process. The major challenges associated with multi-community planning are that it requires a great deal of inter-community communication, and at times, smaller communities are under-represented in the process. Lack of representation and inclusivity is a fundamental problem, which negatively affects participation and, thus, undermines the implementation and effectiveness of a plan.

Visioning is an important and often overlooked feature of the planning process. It allows communities to imagine and create dialogue about desirable future outcomes for their area and then to set goals that can provide avenues for pursuing these outcomes. The results of this project suggest that to reach their goals, communities and regions must not only set specific objectives but also prioritize their ideas for initiatives and projects in terms of their importance. By collectively prioritizing objectives and initiatives, community members can gain a greater sense of ownership of the plan, which was identified as a key factor in moving

a plan forward. Ideally, prioritization will include consideration of the importance, or potential impact, and feasibility of proposed initiatives. This step was present in only four of seven cases reviewed. Along with project prioritization, it is essential that there is an implementation, or action, strategy put in place at the time of plan development. Without an implementation plan including project timelines, budgets, and assignment of responsibilities implementation is less likely to occur. Implementation planning was present in only four of seven cases and only one case included all three of these aspects of implementation planning, indicating a need for further attention and enhanced support related to this element of the planning process.

Communities and regions in Gander-New-Wes-Valley have experienced multiple benefits and challenges while engaging in socio-economic planning, and there are a number of good practices that emerged from the process. Planning processes are reported to have improved relations among those involved and engaged more people in trying to bring about positive changes in each region. Community participation was particularly strong in the early stages of the planning process, facilitating relationship building, increased communication and problem solving. Challenges encountered include externally generated changes such as those related to the global economy, as well as youth retention issues and aging populations, which contribute to a declining labour force and volunteer base. All of the plans reviewed have been implemented to some degree, but lack of clear and agreed upon initiative prioritization has meant that high priority initiatives have not always been undertaken. Other challenges include: lack of financial resources, volunteer burnout and, in some cases, a lack of community participation, especially in the implementation stage. Good planning practices include: prioritization of initiatives, division of tasks and responsibilities such as through a committee structure, an appreciation of community strengths, focus and flexibility, fostering and supporting determined and committed stakeholders and volunteers, and a collective focus on common goals for the entire region.

The recommendations presented in Beyond the Document come from a diverse set of participants engaged in planning in the Gander-New-Wes-Valley region as well as insights derived from planning literature. To maximize the benefits of planning communities must take greater responsibility for socio-economic planning in their regions, through: creating greater interest and engagement in planning for their futures; monitoring and evaluating their progress; and being focussed and persistent yet adaptable to an ever-changing environment. To maximize return on investments, provincial and federal governments should encourage and support effective and inclusive planning processes that are likely to lead to implementation. Priority should be given to planning efforts that demonstrate a commitment not only to planning but also to implementation, through implementation planning for example. Enhanced programs to ensure that community members involved in planning have adequate training opportunities and that women, youth and minority populations are encouraged to become more involved in community development are needed. Support for plan implementation is also critical. It is recommended that planning practitioners be mandated to incorporate action strategies within socio-economic plans and to incorporate local knowledge and unique local assets into these strategies. Finally, human resources assessments should be conducted prior to and/or in conjunction with plan development to better understand and work with communities' skill and knowledge bases.

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List of Abbreviations

ACOA - Atlantic Canadian Opportunities Agency

EDC - Economic Development Consultant

EDO - Economic Development Officer

FIDA – Fogo Island Development Association

GBIBC- Gander Bay Indian Band Council

IBP - Ireland Business Partnership

ICSP – Integrated Community Sustainability Plan

INP - Ireland Newfoundland Partnership

INTRD - Innovation, Trade and Rural Development

JCP - Job Creation Partnership

KEDC - Kittiwake Economic Development Corporation

LSD - Local Service District

RDA - Rural Development Association

REBD - Regional Economic Development Board

SWOT - Strengths, Weaknesses, Opportunities, Threats analysis

TITA – Twillingate Islands Tourism Association

TNWI – Twillingate-New World Islands

See Appendix A for a brief description of these individuals, organizations and programs.

Introduction

Since 1996 economic planning in Newfoundland and Labrador has largely been carried out by regional economic development boards (REDBs), which operate on a regional scale. REDBs have developed strategic economic plans, which are intended to develop more prosperous regional economies across the province. The Rural Secretariat is an agency within the provincial government that has taken a more holistic approach to planning, incorporating economic, social, cultural and environmental considerations of development. They are engaged in regional and sub-regional planning, through visioning processes, collaborative partnerships, citizen engagement strategies, and community-based research. Economic and socio-economic planning on the more localized (community) level has been far more sporadic than at the larger REDB and Rural Secretariat scale. In a 2008 self-assessment conducted by 250 municipalities across the province only 36 municipalities (14%) indicated that they had an economic development plan in place and only eight communities had a comprehensive community sustainability plan.¹

Over the span of the past three to four years several local socio-economic planning processes have been initiated within the Gander–New-Wes-Valley Rural Secretariat region (Figure 1), also known as the Kittiwake Economic Development Corporation economic zone.

Figure 1. Gander-New-Wes-Valley Region, Insular Newfoundland²



Local planning processes have been initiated mainly by the communities themselves - whether single municipalities, local industry associations or groups of neighbouring communities. For the purposes of this project plans created for a cluster of interconnected communities are referred to as multi-community or regional plans (sub-regions of the larger Gander–New-Wes-Valley

¹ Stephen Quinton and Ryan Lane. *Municipal Sustainability Self-Assessment Project Final Report* (St. John's NL: Municipalities Newfoundland and Labrador 2009)

² Rural Secretariat, Government of Newfoundland Labrador. *Gander – New-Wes-Valley Regional Council Vision Development*, 4. http://www.exec.gov.nl.ca/rural/publications/Vision-GanderNWVFeb15_2008.pdf

region). The varying approaches taken to planning throughout the region, challenges faced and successes achieved are discussed in the report to follow.

This report is based on research conducted by Memorial University students in the 2009 fall semester of the Community and Regional Planning and Development course in the Department of Geography. The project represented the first of a two phased, collaborative, community-based research project initiated by the Gander–New-Wes-Valley Rural Secretariat Regional Council. The project has been led by a steering committee of government and non-government representatives from the region working with community and university partners.

This community-based research process has three key objectives:

- 1) To identify critical success factors and barriers for small communities in moving from planning to plan implementation, including consideration of the unique requirements and challenges in multi-community planning processes;
- 2) To recommend steps that can be taken by local and government actors to maximize benefits and minimize challenges associated with these processes; and
- 3) To share lessons on effective community and multi-community socio-economic planning processes regionally and provincially.

Seven local planning processes in the region were identified by the project steering committee for inclusion in the research project. They included: Fogo Island–Change Islands Socio-Economic Strategic Plan 2008, Gander Bay Labour Market Partnership Report 2008, New-Wes-Valley Labour Market Study 2007/08, Town of Lewisporte Strategic Development and Action Plan 2007, Town of Tilting Economic Development Plan 2006, Twillingate Islands Tourism Association (TITA) Master Plan 2003 and Twillingate-New World Island Strategic Plan 2008.

Interviews with various participants involved in the planning process were conducted by telephone and in focus group sessions held as part of a workshop held in Gander in October 2009. The findings and analysis in this report have been derived from the information provided by individuals interviewed, presentations made by community representatives at the Gander workshop, the planning documents and website review, consultations with the project steering committee and community and regional planning literature.

During Phase I of the research project students prepared case study reviews of the seven planning processes presented in individual written reports. These reports were circulated to the lead organizations involved in each planning process in January 2010. This report represents the findings from Phase II of the project, providing a comparison of the planning approaches used in each of the seven case study processes. This involves a description of the different elements of planning process adapted, the resources used and varying degrees of implementation that have occurred. A cross-case analysis of the relative successes, challenges and good practices in each area will provide readers with a greater sense of the ‘requirements’ for success, although it should be noted that there are varying opinions of what constitutes success in planning for community and regional development. The report concludes with recommendations for policy makers, planning practitioners and communities and regions themselves.

Background on the Planning Process

Purpose

This section will deal with the purpose of the seven planning reports reviewed (including the two labour market studies). Purpose is often used interchangeably with vision, goals, mandate, and aims in planning literature and practice. However, it is important to distinguish purpose from vision, as these concepts have different implications for the overall plan and planning process.³ Here, the purpose(s) of these planning processes took into account the overall scope and objectives of the process, including the general direction and outcomes that those involved wished to see. Vision, on the other hand, is a more specific idea that community members share of a desirable future, i.e. what specifically a community or region envisions for their home in the future.⁴

All seven planning reports had a purpose; six of which were explicitly stated in the planning documents and one (Twillingate-New World Island) was implied. The scope of the five development plans was similar, mainly to support the development of economic and social initiatives that would enhance the viability of these communities and regions, although the Lewisporte and TITA plans were focused on developing a particular aspect of the community economy, in particular tourism and port development. The Fogo Islands-Change Islands' plan explicitly stated an ecological dimension in their definition of desired development "that is economically, socially and ecologically sustainable, affordable, realistic, and achievable".⁵ The ecological dimension was not represented in the other plans and labour market studies. The purpose of the two labour market studies was to investigate and report on the demographics, local skill sets and overall strengths and weaknesses of the local labour market in their respective regions. Additionally, the New-Wes-Valley labour market study proposed to include recommendations for a future development plan and the Gander Bay report states that the intent of the information provided was "to assist in the development of a social and economic plan for the three local service districts".⁶ Both studies, therefore, were viewed as an information-gathering component of an ongoing planning process.

Initiators

Initiators are broken down into two categories: those organizations and individuals who determined that planning was necessary and those who were actively involved in the initial development of the planning process. In most of the regions the same groups were involved in both of these processes. All of the development plans and the New-Wes-Valley labour market report were deemed necessary by local actors and initiated locally (i.e. internal to the region). In

³ Bruce Mitchell, *Resource and Environmental Management 2nd Edition* (Harlow, UK: Prentice Hall 2002), 133.

⁴ Ibid.

⁵ D.W. Knight Associates. *Fogo Island-Change Islands Socio-Economic Strategic Plan* (Gander, NL: Kittiwake Economic Development Corporation 2008), 5.

⁶ William Hardiman. *Labour Market Partnership Gander Bay Final Report*. (Gander, NL: Kittiwake Economic Development Corporation, 2008), 4.

five cases, provincial (INTRD) and federal (ACOA, Service Canada) organizations and the regional economic development board for the larger Gander-New-Wes-Valley or Kittiwake region (KEDC) were also involved in initiation. RDAs played a major role in plan initiation and development in those regions in which they are still active, in particular Twillingate-New World Islands, Lewisporte and Fogo Island. In New-Wes-Valley, the labour market study was initiated by the Town Council and a representative of Service Canada. The Town Council has continued to work towards an Integrated Community Sustainability Plan (ICSP), which was released in March 2010. Lewisporte and Tilting local town councils also played a lead role. On Fogo Island, the Shorefast Foundation played a large role in plan initiation and on Change Islands local individuals and Town Council were highly involved. TITA’s plan was driven by its members, consisting of local tourism-related businesses. In Gander Bay, the labour market study was deemed necessary by Service Canada after noting a lack of projects in the area and was then initiated by KEDC. In summary of the seven planning processes, the lead role in initiating planning was taken by the municipal council in three cases, an RDA in two cases (together with a community foundation and KEDC in Fogo Island-Change Islands), by a business organization in one case and Service Canada together with KEDC in another (Table 1).

Table 1. Initiating Organizations

Initiating Organizations	Frequency
Town Council	3
Rural Development Associations	2
Industry	1
Service Canada with KEDC	1

Community vs. Regional Planning

Regions are defined here as those areas that involve multiple communities in the planning process. Communities are smaller in scale than regions and include single municipalities, local service districts and other small, dispersed settlements. As previously mentioned, there are multiple scales at which planning occurs in this paper: the ‘large’ region, broadly defined as the area served by KEDC and Rural Secretariat, smaller regions, such as Fogo Island-Change Islands, Twillingate-New World Islands and Gander Bay, and single municipalities, including New-Wes-Valley, Lewisporte and Tilting. Each of the plans, however, contain some degree of regional planning, thus, there is a spectrum of ‘multi-community’ relations present, including: a) regionally developed plans, b) single community plans with the involvement of other communities, and c) community plans with limited regional participation. Of the plans reviewed, Fogo Island-Change Islands, Gander Bay, TITA and Twillingate-New World Islands are regional or multi-community plans, New-Wes-Valley and Lewisporte are single community-focused processes with some involvement from outside communities, and Tilting’s plan is a single community plan with limited regional participation.

Another important consideration in this study is amalgamation of small municipalities, or communities joining to form individual municipalities. A single municipality composed of

multiple communities, e.g. New-Wes-Valley, was not considered to be a region in this study, although it is important to note that residents continue to recognize the original, distinct communities that make up the amalgamated municipality. Amalgamation also has practical ramifications for planning, including more solidified and cohesive governance of small communities within a region through a single municipal government that can undertake projects such as the New-Wes-Valley Labour Market Study. This situation can be contrasted with Gander Bay, where there is no single local government body to undertake planning or oversee and monitor plan implementation for the area.

Planning Resources

Within a planning process, the resources available affect how a region plans and their ability to implement the plan. Four key types of resources are considered: Human Resources, Financial Resources, Technical Capacity and Mandate (Table 2). Hodge and Robinson (2001) and Tracey (2004) point out that these four resources are very important in regional planning. The analysis of the seven planning processes reviewed further demonstrates their importance.

Human resources are “the people that staff and operate an organization”.⁷ Without these resources, no plan would ever be created and no change would occur in the area. In rural Newfoundland and Labrador (NL), many of the human resources devoted to community development come from the volunteers that reside in the area. In the seven cases reviewed, volunteers have been the leading force behind the planning process. None of the community/regional representatives specified how many volunteers were involved in the process, but they emphasized how important it was for volunteers to be a part of the process. Volunteers were members of various committees throughout the regions, such as the RDAs in Twillingate-New World Islands and Fogo Island.

While volunteers provide important guidance and support additional human resources were typically hired to be responsible for writing the plan and collecting the information needed to complete the plan. In some cases, both the research and the writing of the plan were completed by the same person. These roles are often fulfilled by either contracted staff or consultants. In the cases examined three out of the seven hired private consultants to write the plan: Fogo Island-Change Islands, Lewisporte and TITA. Three of the plans were written by the staff that resided in the area. New-Wes-Valley hired an Economic Development Officer (EDO) and Tilting had hired a Junior Development Officer. In both cases the individuals in these positions were hired by municipal council. In Gander Bay, a coordinator was hired by KEDC to live in the area temporarily while conducting research and writing the labour market report. The Twillingate-New World Island plan was written by the Strategic Planning Committee volunteers together with RDA staff.

⁷ William Tracey. *The Human Resources Glossary*. (Boca Raton: CRC Press LLC, 2004), 322.

Table 2. Gander-New-Wes-Valley Socio-Economic Planning Resources

Region	Human Resources	Financial Resources	Technical and Organizational Capacity	Mandate
Fogo Island-Change Islands	Volunteers, Community Strategist (D.W Knight Associates	ACOA (33%), INTRD (33%), Shorefast (33%), Total cost=\$120,000-150,000	KEDC, FIDA, Fogo Island Regional Council, Islands Chapter of the Gander and Area Chamber of Commerce, ACOA, INTRD, Community Strategist	Yes - from members (RDA)
Gander Bay	Volunteers, Coordinator (hired by KEDC)	Service Canada (\$65,000), KEDC (\$11,000 - in kind)	Coordinator, KEDC, INTRD	No
Lewisporte	Volunteers (municipal Council, RDA, Chamber), Consultant (Young Consulting)	INTRD, ACOA, Town of Lewisporte Total Cost-\$80,000 (estimate)	Lewisporte Town Council, Lewisporte and Area Chamber of Commerce, Lewisporte Area Development Association, Town of Lewisporte Economic Development Committee	Yes - municipal government and from members
New-Wes-Valley	Volunteers (Council), EDO (hired by Council)	Service Canada (\$57,000), KEDC (\$11,000 - in kind)	EDO, Town of New-Wes- Valley	Yes - municipal government
Tilting	Volunteers, Jr. Development Researcher (hired by Council)	IBP, ACOA, INTRD, INP Total Cost-\$80,000 (estimate)	Jr. Development Officer, KEDC, ACOA, INTRD, EDC, Town Council	Yes - municipal government
TITA	Volunteers, Consultant (AMEC Ltd.)	ACOA, INTRD Cost- \$80,000 (estimate) Lighthouse plan =\$29,000	TITA, ACOA, INTRD	Yes - from members (TITA)
T-NWI	Volunteers (RDA, community members), JCP	Service Canada, RDA, LSD's, JCP (limited)	RDA (retired teachers), JCP staff, Strategic Planning Committee (within RDA), KEDC	Yes – from members (RDA)

Financial resources are the “funds received to conduct activities through taxes, borrowing, grants, or any combination of the three”.⁸ As shown above, the average planning cost, with the exception of Fogo Island- Change Islands (\$120,000), was approximately \$80,000. Based on this estimate, if all of the municipalities in NL were to write a socio-economic plan individually, the total cost would be over \$20,000,000.⁹ In the case of Gander-New-Wes-Valley, the financial resources came in the form of provincial and federal grants. These resources were used by the regions to hire human resources to conduct research in the region and then to write the plan.

⁸ Gerald Hodge and Ira Robinson. *Planning Canadian Regions*. (Vancouver: UBC Press, 2001), 120-121.

⁹ It should be noted that many of the recently completed Integrated Community Sustainability Plans did not entail the same amount of detailed research or level of consultation and have been completed for a significantly lower cost (many ranging from \$15-20,000 each).

Technical capacity, combined here with organizational capacity, within a region “refers not just to the staff skills and talents in the [region], but also to the political commitment of the [region] and the province to accomplish [their] mandate”.¹⁰ This combination of skills, authority and legitimacy is necessary for a given area to fulfill the intended purpose in planning.¹¹ The people involved in the planning process who had the actual skills to complete the planning process were usually from provincial and municipal groups involved. For example, Jill Bennett from KEDC was involved in the Gander Bay process and was an important resource in the initiation of the Gander Bay study who contributed necessary technical capacity. The organizations involved (Table 2) bring organizational resources that often include some level of technical or advisory capacity as well as local political commitment to the process. The notion of political commitment overlaps with the fourth and final type of resource identified - mandate.¹²

Mandate is defined as “the authorization the province, the federal government, or both levels of government provide in order to conduct regional planning activities”.¹³ This may or may not include legal planning authority, which may also create limitations on planning actions. A planning mandate provides direction to regional planners so that they know what they can and cannot plan.¹⁴ In many of the cases reviewed, the mandate to plan came not from government but rather from community members, in particular members of organizations such as TITA or RDAs. If the planning mandate comes from an organization’s membership, then it shows that members of the community recognize that something needs to be done in the region. Twillingate-New World Island is an excellent example of authorization coming from membership. Challenges may arise, however, when the organization’s membership is not broadly representative of the community and therefore local buy-in may be limited to a particular segment of the population. With the exception of Gander Bay, every other community/region had a planning mandate from local members or because the initiators were municipalities, which have legal planning authority under the *Municipalities Act, 1999*. Gander Bay created a labour market study after being approached by KEDC, which also has recognized planning responsibilities within the greater Gander-New-Wes-Valley region. In the absence of a municipal government or an RDA, it was in response to this outside intervention that community members got together to assess the changes they wanted to see in their region.

Community Engagement and Buy-In

According to public participation literature, without public involvement there will be little citizen buy in and very little will come out of the planning process.¹⁵ All of the planning processes examined have some level of community engagement and buy-in. However, after assessing all of the seven cases, there are two identifiable different types of involvement: organizational involvement and general public involvement.

In terms of organizational involvement, Lewisporte has a great deal of support and resources coming from the municipal government and local organizations. Some of these groups included

¹⁰ Ibid.

¹¹ Ibid.

¹² Ibid.

¹³ Ibid.

¹⁴ Ibid.

¹⁵ Ibid.

Lewisporte Town Council and the Lewisporte and Area Chamber of Commerce. Similarly, the Fogo Island-Change Islands plan acknowledges 38 different organizations that contributed to the planning process in some way. In both of these areas, this has included involvement from local businesses.

General public involvement, however, reflects another level of community engagement, which may involve a more diversified range of opinions and values being represented in the planning process than organizational involvement. Multiple stakeholders within an area certainly help to get implementation started, but it does not necessarily reflect the amount of general public participation. If the level of public involvement was based on the proportion of citizens or community members involved in the planning process, Gander Bay would have one of the highest levels of public involvement among the regions. Lewisporte has relied on municipal government, although working in partnership with groups such as the RDA and Chamber, to make decisions and take the lead on plan implementation. Gander Bay on the other hand, has provided opportunities to the public to become involved. They held multiple workshops in the region to give the public the opportunity to have their opinions heard and to be involved in the planning process. An opportunities identification session was held to give residents the opportunity to give suggestions for and also to prioritize social and economic opportunities.

Each planning process, therefore, did have some degree of community engagement; it just exists on different levels. In most cases, participation is based on volunteer involvement, particularly volunteer members of the various committees existing within each region that are engaged in the process. As such, citizen involvement is dependent on an active and engaged volunteer sector. These volunteers are involved in making decisions that will affect their lives because they value the relationship between self and society.¹⁶ Some people identify themselves with the area in which they live and realize if the region changes, so do their lives. This leads to a desire to get involved.¹⁷ In other cases, people are disengaged with planning and development because they are fine with the present situation. This latter situation was described as a barrier to greater public engagement and the development of organizations, such as an implementation steering committee in Gander Bay.

Finally, even though the public may have been involved in the process, it is the consultant or the person responsible for writing the plan whose voice is heard most because they are responsible for how the plan or document is framed and constructed. It must be acknowledged that every region's plan is biased in some way depending on an author's background/opinions. This was addressed as an issue by one representative from Fogo Island-Change Islands.

Elements of the Planning Process

While various approaches can be taken in completing a socio-economic plan, the planning literature identifies a number of similar steps that should be undertaken in moving from plan initiation to completion, implementation, monitoring and evaluation (see for example Curran *et al.*, 2009, Markey *et al.*, 2005, Hodge and Robinson, 2001). For the purposes of this report nine key steps have been identified (Table 3).

¹⁶ Keith Smith. "Citizen Participation in Community Development." Columbus, OH: Ohio State University, n.d. <http://ohioline.osu.edu/cd-fact/1700.html>

¹⁷ Ibid.

Table 3. Elements of the Planning Process

Region	Pre-Planning	Regional Assessment	Vision	Goals and Objectives	Initiatives Identified	Initiatives Prioritized	Implementation Plan*	Implementation	Monitoring and Evaluation
Fogo Island-Change Islands	Yes	Yes	Yes	Yes	Yes	No	No	Yes	Yes
Gander Bay	Yes	Yes	No	No	Yes	No	No	To some degree	No
Lewisporte	Yes	Yes	No**	Yes	Yes	Yes	Yes	Yes	Yes
New-Wes Valley	Yes	Yes	No	Yes	Yes	No	No	Yes	No
Tilting	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
TITA	Yes	Yes	No	Yes	To some degree	To some degree	To some degree	Yes	Yes
T-NWI	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

* see Table 4

** See summary description, section 1.6.2

Assessment

Assessing the assets a community or region has to build upon, and the challenges it has to overcome, is an important element in a planning process. This environmental scan often includes a strengths, weaknesses, opportunities, threats or “SWOT” analysis. SWOT is an analysis of the environment in which planning and implementation is to take place. Strengths and weaknesses are most commonly internal to the planning area while opportunities and threats are usually external.¹⁸ This is a critical stage of the planning process. Lack of understanding of local circumstances limits the analysis of viable strategies and initiatives and results in actions plans that are not feasible.¹⁹ All seven of the Gander-New-Wes-Valley plans conducted a SWOT exercise with both internal and external factors being considered. Most common among the

¹⁸ David Curran Associates. *Municipal Economic Crisis Response Program: A Municipal Guide for Economic Recovery*. (St. John’s, NL: Municipalities Newfoundland and Labrador, 2009), 67.

¹⁹ Markey, Sean, Greg Halseth and Don Manson. “Closing the implementation gap: a framework for incorporating the context of place in economic development planning” *Local Environment*, Volume 13, Issue 4 (2008, pp. 337 – 351).

strengths identified were cultural resources derived from the history of each area as well as their people. The region's cultural and social strengths are reflected in people's dedication to make a difference in their communities or regions. The weakness that was identified most, however, was volunteer burnout and problems attracting new volunteers to help accomplish identified goals. A lack of specific services, such as restaurants and craft stores, was also a weakness commonly noted.

Looking ahead, the opportunities that were most commonly identified were potential for increased tourism linked to increased amenities, and commercial business enhancement, which was often linked to improvements in the fishery, ecotourism, technology and infrastructure.

The most common threats identified were a decrease in residents living in a town or region, an aging population, lack of community involvement and poor economic conditions such as a strong Canadian dollar, making tourist services less appealing for international travellers, and the high price of oil.

Vision

A vision is a statement that reflects community values, beliefs, aspirations, and desired quality of life. As previously mentioned, it differs from purpose in that it identifies what is important for the future of a community in terms of desired social, economic, cultural and environmental conditions²⁰. Most of the plans did not have a vision statement as described above. Only two of the plans included a vision statement: Fogo Island-Change Islands and Tilting (Table 3). The Fogo Island-Change Islands vision statement aims at encouraging the growth of their economy with creativity and cooperation through developing their fishery and valuing culture and the natural environment, as well as becoming a global travel destination. Tilting's vision statement is directed at preserving their Irish culture, cultural landscape and traditional values while enhancing economic growth. In both areas their vision reflects a desire to honour and maintain their local values and culture while growing their economies. Lewisporte Chamber of Commerce had developed a vision for the business community in a session in September 2003 but this vision was not referred in the 2007 Strategic Action Plan.

Goals

Goals are a statement of the long-term desired outcomes, typically for specific sectors or issues. They are building blocks towards creating a vision and, while they may not be directly measurable, there should be some ability to track observable evidence of progress by breaking down larger goals into objectives. Goals set the focus for the remainder of the planning process by providing the areas of concentration. Objectives are defined as the specific, tangible outcomes (or targets) that will move the community or region towards its goals. Each goal can have a number of objectives. Objectives can be measured qualitatively and quantitatively.²¹ All of the community and regional planning documents reviewed identified goals and objectives with the exception of Gander Bay (Table 3). The most common goals listed in the plans were related to regional cooperation and tourism development, followed by promoting heritage and job retention. The Fogo Island-Change Islands listed the specific goal of practicing an "Islands as a

²⁰ Ibid.

²¹ Ibid.

Whole”²² approach, bringing the communities of Fogo Island together, and listed tourism marketing and business promotion as their main focus, for example. Lewisporte focused on promoting their port as a main goal, which was connected to garnering tourist and business growth. Tilting’s goals were to expand the tourism industry and make improvements to its existing transportation infrastructure. New-Wes-Valley listed goals of regional cooperation along with tourism and job retention. Twillingate-New World Islands Development Association listed regional cooperation and accountability as important goals, while Twillingate Islands Tourism Association’s goals are focused on regional cooperation, tourism development and the promotion of heritage.

Initiatives Identified

Initiatives are defined as specific projects in support of the targets set in a plan. While not all planning documents have set targets all seven do make recommendations for specific future actions. The initiatives identified varied in each community/regional plan (Appendix B). Initiatives were most commonly aimed at improving economic conditions and social well being for residents living in the planning areas. Economic development was proposed through strategies such as increasing port infrastructure and alternative fish harvesting methods as well as through enhancing tourists’ experiences by restoring cultural infrastructure and making improvements of walking trails, which were suggested in most regions. Initiatives included a strong focus on tourism and communications; such was the case for Tilting, Fogo Island-Change Islands, Twillingate-New World Islands and TITA. Infrastructure development initiatives were also included, such as the lighthouse refurbishment in the TITA plan and the dockside development which is a complete initiative in the Lewisporte plan. Despite these similarities initiatives also differed in type and scope (see Appendix B for a listing).

Initiative Prioritization

Without some analysis of the feasibility of proposed initiatives given: local conditions, a process of prioritization, and available resources, planning documents often create “shopping lists” of suggestions²³, many of which cannot be implemented. Initiative prioritization occurred in most of the plans, while Gander Bay and Fogo Island-Change Islands did not have their initiatives prioritized. It should be noted that Gander Bay did have a vote of initiatives during an opportunities identification session. During this session their top three initiatives were voted on. There was extensive analysis in assessing opportunities in the case of Twillingate Islands Tourism Association, listing by high, medium and low priority. The Tilting plan prioritized the completion of their initiatives by using a timeline approach. The Gander Bay “dot-mocracy” voting exercise was comparatively a less complex procedure. Lewisporte had a thorough approach to prioritizing their initiatives, which included impact assessment, success probability and a timeline approach. Twillingate-New World Islands also had initiatives prioritized using a timeline approach.

²² D.W. Knight Associates. *Fogo Island-Change Islands Socio-Economic Strategic Plan*. (Kittiwake Economic Development Corporation, 2008), 23.

²³ Markey, Sean, Greg Halseth and Don Manson. “Closing the implementation gap: a framework for incorporating the context of place in economic development planning” *Local Environment*, Volume 13, Issue 4 (2008, pp. 337 – 351).

Implementation Plan

Three elements were considered when determining if an implementation plan had been put in place within the case study planning processes: budget, timeline and responsibilities for initiative implementation (Table 4). A budget for implementation was established in the Lewisporte and Tilting community plans, but the remaining five plans did not budget costs for plan implementation. Three of the seven community/regional plans had a timeline set for implementing their plan (T-NWI, Tilting, and Lewisporte). While a specific timeline was not provided, the TITA plan indicates whether initiatives are high, medium or low priority. The remaining plans (Fogo Island-Change Islands, Gander Bay and New-Wes-Valley) had no timeline for implementation set. Responsibilities refer to who is going to implement the plan. Of the seven plans, only T-NWI and Lewisporte identified parties responsible for plan implementation in their respective planning documents.

Table 4. Presence of Implementation Plans

Community/Region	Implementation Plan		
	Budget	Timelines	Responsibilities
Fogo-Change Islands	No	No	No
Gander Bay	No	No	No
Lewisporte	Yes	Yes	Yes
New-Wes Valley	No	No	No
Tilting	Yes	Yes	No
TITA	No	To some degree	To some degree (TITA implicit, some municipal)
T-NWI	No	Yes	Yes

Monitoring and Evaluation

Monitoring and evaluation provides important opportunities for learning, adaptation and improvement throughout the planning and implementation process. A strategy for monitoring and evaluation is recommended that addresses each step of the planning process with benchmarks to ensure that progress can be charted.²⁴ Gander Bay and New-Wes-Valley are the exception with the absence of a monitoring and evaluation component of these community reports, reflecting again the fact that they are labour market studies rather than planning documents. All five plans have some elements of a monitoring and evaluation strategy in place. Fogo Island-Change Islands, for example, have ongoing monitoring and evaluation strategies related to each of their planning goals identified in their 2008 Strategic Plan. Lewisporte meets monthly with Town Council and during this time plan monitoring and evaluation progress is addressed. TITA meet with members of ACOA and INTRD periodically to discuss their progress

²⁴ David Curran Associates. *Municipal Economic Crisis Response Program: A Municipal Guide for Economic Recovery*. (St. John's, NL: Municipalities Newfoundland and Labrador, 2009), 68.

in plan implementation. The TITA Master Plan document also includes measurement indicators for each identified strategy.

Plan revision refers to setting a point in time to reflect and make changes to a community/regional plan. This component of the planning process is dependent on the monitoring and evaluation process, including both formal and informal evaluation.²⁵ Twillingate-New World Islands Strategic Planning Committee is the only group that has undertaken a review and revision of its 2006 plan. This revision was completed in 2008, resulting in a new Strategic Plan document.

State of Implementation

There have been a range of implementation successes (or lack thereof) resulting from the planning processes in the areas surveyed. Implementation is also an active and ongoing process in many of these areas. Although initiative implementation can be measured quantitatively (Table 5), the degree to which implementation is occurring seems to be a matter of opinion. That is, there is a perceived state of implementation as well as quantifiable degree of implementation. The former may not be based on complete information and is likely to reflect attitudes towards the plan and planning process, particularly how initiatives were prioritized and the general „representativeness’ of the plan, i.e. the extent to which stakeholders’ interests have been incorporated into both the plan and its implementation.

There are also challenges associated with quantifying initiatives because they can be difficult to objectively measure. For instance, it is difficult to measure the difference between an initiative that is nearly done versus something that is only „midway’, especially when comparing projects that are highly varied in size and scope. It is also a challenge to compare projects that require continual efforts, and thus, are never complete with those that can be assigned a target completion date. It is important to acknowledge that the initiatives identified varied in terms of their difficulty, complexity, and the amount and types of resources that are required to implement them. For example, identification of stakeholders and ensuring that minutes from meetings be brought to the attention of stakeholders in the Twillingate-New World Island plan were weighted the same as the expansion of the community water system in Tilting in Table 5 below. This analysis has not attempted to rate the degree of complexity or impact of these various initiatives. So while it may appear that some regions have a significantly higher percentage of initiatives that have been implemented, these results are for illustrative purposes and must not be extrapolated as being the sole measurements for implementation success. These issues will be discussed in greater detail in Section 2.0.

The region with the least success to date in moving from planning to implementation is Gander Bay. As a labour market study, the primary purpose of the Gander Bay report was not explicitly to develop initiatives (or ways of implementing them) and, as a result, there has been little attention paid to implementation. Likewise, implementation has been limited in New-Wes-Valley. Again because of the labour-market focus of the report there was limited identification and analysis of specific initiatives, although a series of recommendations were made that included a continuation of the planning process. Implementation of this recommendation is underway along with initiatives in regional cooperation. There are also projects being completed,

²⁵ Ibid., 68.

such as increased signage, which were not specifically recommended in the labour market study, but do address the identified need for tourism related initiatives.

There is some disagreement between interviewees in Fogo Island-Change Islands and TITA about the degree to which implementation is occurring. In Fogo Island-Change Islands, some individuals stated that implementation has been very limited, suggesting that initiatives have not been prioritized in an organized manner or that the process of planning for implementation is still underway. Many of the initiatives that have been implemented have been carried out through, or with assistance from, the Shorefast Foundation, a local organization on Fogo Island. Similarly, in the TITA case, representatives have suggested that implementation of their highest priority project, the Long Point Lighthouse, was delayed for a period of over five years while “less important” projects to enhance tourism, some taken on by private sector groups, moved ahead. To date, a design plan for the lighthouse has been completed and the renovations are expected to be completed by 2011. In both of these plans there is some animosity over which groups and organizations should be doing the implementation and the idea of what constitutes appropriate development is contested.

In the remaining areas: Lewisporte, Tilting and Twillingate-New World Islands, initiative implementation has been described as fairly successful and continual process. Infrastructural development of the harbours, tourism development and other economic development initiatives have been undertaken in all three areas. Research in socio-cultural initiatives, such as health and education facilities have also been completed in Tilting and Twillingate-New World Islands, with some similar efforts underway on Fogo Island through a Community Health Advisory Committee.

An analysis of the extent to which implementation has occurred was conducted, based on available data, utilizing eight categories (Table 5). These include:

1. Completed - initiatives that have been finished according to the criteria set out by the respective community/region
2. Early stages - initiatives either recently started or at the initial stage of development
3. Midway - in the middle point of development
4. Nearly complete - requires minimal action to be entirely complete
5. Ongoing - initiatives that are continuous in nature, so there is no theoretical endpoint
6. Postponed - initiatives that have been started followed by a period of indefinite delay
7. No evidence of implementation – no reference to implementation was made in interviews, documentation or subsequent consultations
8. No action - projects confirmed to have no implementation, nor are these initiatives expected to be pursued in the near future

Table 5 illustrates that the most common category is no evidence of implementation (41%), followed by ongoing initiatives (30%) and those in their early stages (22%). After a period ranging from 2 (Fogo Island-Change Islands) to 7 years (TITA), 11 (6%) of the nearly 200 identified initiatives were reported to be completed or nearly completed as of the date of this report.

Table 5. Status of implementation

See Appendix B for details.

Community/Region	# of Initiatives Identified	Status	Percentage of Identified Initiatives with Evidence of Some Level of Initiative Implementation
Fogo Island-Change Islands (2008)	49	1 completed; 1 Nearly complete; 14 Early Stages; 14 Ongoing	61%* ²⁶
Gander Bay (2008)	15	3 Early Stages	20%
Lewisporte (2007)	14	5 Early Stages; 2 Ongoing	50%
New-Wes-Valley (2007/2008)	10	1 Early Stages; 3 Ongoing	40%
Tilting (2006)	37	9 Early Stages; 1 Midway; 2 Nearly complete; 8 Ongoing; 1 Postponed	57%
TITA (2003)	27	1 Completed; 1 Mid-way with no action; 8 Early Stages; 5 Ongoing	56%
T-NWI (2008)	47	6 Completed; 1 Midway; 3 Early Stages; 27 Ongoing	79%
Total	199	8 Completed; 3 Nearly complete; 3 Mid-way; 43 Early stages; 59 Ongoing; 1 Postponed (117 underway; 1 no action; 81 no evidence of implementation)	59%

It should be noted that some of these initiatives have been undertaken outside of the planning process itself (i.e. by organizations other than those involved in planning). As a result some of these initiatives may have been undertaken with or without the planning process, such as new tourism services being offered by the private sector or municipally-led harbour improvements in Twillingate. Also, as new priorities have arisen within the regions, some projects have been accomplished that were not originally part of the plan and are therefore not included in this analysis of community accomplishments. Finally, to reiterate, initiatives vary in scope, cost, difficulty and potential impact and are therefore not directly comparable.

²⁶ Tempering the apparent success of this process based on the percentage of identified initiatives being implemented, respondents noted that several of these initiatives are being (and would have been) undertaken regardless of the planning process. Concerns exist that some initiatives are not being undertaken island-wide or to the extent envisioned and that planning process has not yet fulfilled the intended function of coordinating island-wide initiatives.

Analysis of the Planning Process

Successes to Date

When people think about success they tend to think about tangible, often physical or economic success factors. For instance, in the case of the Twillingate area, hiking trails have been partially upgraded, gazebos and information kiosks have been created, and major upgrades to the Long Point Lighthouse are set to occur in summer 2010. One outcome that is typically sought is job creation. Temporary employment and planning skills were developed in the Gander-New-Wes-Valley region through these planning processes; however, there were few cases where respondents noted that long-term jobs had been created. In most cases initiatives have been identified to support the development of industries such as tourism or agriculture but attempts have not been made to track increases in employment that may have been created, at least in part, as a result of these improvements. One example of job creation is the Recreation Coordinator, and more recently Community Youth Network Coordinator and Adult Basic Education instructor positions created within the Twillingate-New World Islands. These positions have created jobs but also enhance services and educational and recreational opportunities within the region.

In the seven cases reviewed, each has had some implementation success. Although Gander Bay's has been the most limited, residents and organizations in Gander Bay are in the early stages of developing a public library, childcare services and camping facilities along the Gander River. In six of the regions, there have been upgrades to infrastructure completed. Within New-Wes-Valley, there have been street signs distributed across the region. Twillingate has upgraded its harbour infrastructure and Lewisporte has improved its marina. Fogo and Change Islands have had success in completing fisheries roundtables, establishing a small business loan fund, a farmers market and an agricultural co-operative. Although development of the latter initiatives was underway before the plan was put in place they are included within and supported by the islands' socio-economic development plan.

Based on Table 5, the two regions that have had the most implementation success appear to be Twillingate-New World Islands, including TITA, and Fogo Island-Change Islands, including the Town of Tilting. While Lewisporte is pursuing a smaller proportion of identified initiatives, they have also made significant strides on major projects. Lewisporte's implementation has involved the construction of docks, the addition of 38 electrical sites to their harbour-front park and the start of the Downtown Revitalization Project. The Town of New-Wes-Valley has taken a lead role in establishing the Bonavista North Joint Council, recognizing the need for enhanced regional collaboration and there have been advancements in water and sewage infrastructure, a food service co-op and artist-in-residence program created in Tilting.

In addition to these 'hard benefits', there have been other successes that have come out of the overall planning process. These include the sometimes unexpected and "intangible" outcomes of improved social capacity in the communities/regions, such as relationship building, increased communication and problem solving abilities.²⁷ It is fair to say that all regions within Gander-New-Wes-Valley have had significant "intangible" successes resulting from the planning process. All of the regions agreed that the planning process has improved relations among the

²⁷ J.E. Innes and D.E. Booher. "Consensus Building and Complex Adaptive Systems: A Framework for Evaluating Collaborative Planning," *Journal of the American Planning Association* 65, no. 14 (1999): 3.

people involved and has enhanced their communities by getting more people involved in trying to bring about changes to each region. In three of the areas, representatives stated that this process has finally received attention from government, which is important for garnering both human and financial resources. In cases of multi-community planning, respondents emphasized that this process has finally brought the communities together and enabled multi-community collaboration, forming a more cohesive region. The planning process had more people and volunteers engaged than ever before. People were willing to put their time into this process to hopefully see some change in their respective regions. Representatives from all regions stated that community engagement has improved.

Multi-community plans have additional benefits that come from when there is more than one community involved in a planning process. There are usually more people involved, through committees and participation from multiple municipal governments. Multiple partners allow for more resources to be put into the plan, including human and financial, and can help to improve the success of implementation. The more people get involved the more that opinions get heard and more possible initiatives get identified that people want to complete in the area.

Barriers and Challenges to Implementation

When dealing with multiple communities additional or heightened challenges are also faced. Some respondents suggested that there were conflicts that arose within various regions (i.e. amongst individual communities) in the process. Sometimes not everyone's ideas and opinions are being heard or getting the attention that some people think that they should. This also occurs in single community processes but is heightened when multiple communities are involved. Community engagement in these plans is a complicated process and can lead to real or perceived conflicts of interest. Some people or certain communities may see one initiative as more important than another, particularly those in another community. All of the communities within each region need to see where their interests may be similar and that the goal of the process is to create a positive change in the region as a whole. When they realize this, it will allow more success to occur because of the agreement that all regional initiatives have importance. At the same time individual communities can and should pursue initiatives that benefit their communities while supporting a broader regional vision. This will be discussed further in section 3.1.

Three major problems were identified by planning representatives that are associated with multi-community planning. The first involves the disagreements on priorities in varying communities discussed above. This was cited as a particular problem in three cases. A second problem identified was a lack of communication among communities. Finally, respondents from two regions stated that smaller communities in these regions feel as if they are underrepresented within the planning process. This final point is crucial to acknowledge, because a plan's success is dependent on support and buy-in from all participating communities. If members of all communities do not feel as if the plan is inclusive of their own values, then they will be less inclined to support it. This logic can be extended to inclusion more generally, such that if regions wish to be more resilient, they must ensure that their leadership promotes diversity of representation among and within communities.

In some cases, responsibility and accountability was also identified as a significant issue. It is often unclear who is responsible for ensuring that implementation occurs, people tend to think

that someone else will take on the required tasks. Clear delineation of responsibility may be more challenging in multi-community planning but is critical in any planning process.

External challenges related to the global economy, such as the influence of „macro’ labour markets, affect all the communities and regions in Gander-New-Wes-Valley and the entire province. In Gander-New-Wes-Valley, all the regions are in a state of demographic decline and face youth retention issues. They all have an aging labour force and there are also concerns with (seasonal) out-migration, which means that in many areas there is a relatively high incidence of single parent homes. This creates additional challenges for encouraging volunteer involvement and retention of families in the region. Additionally, this region, as is the case for most of rural Newfoundland and Labrador, has a long history of dependence on natural resource extraction industries. Thus, most of the areas in this region are not very economically diverse, which makes them highly vulnerable to large-scale changes in their environment, e.g. collapses in fish stocks, as well as global market changes in natural resource commodities. These issues were brought up in each of the community/regions’ SWOT analyses.

In all seven communities and regions, lack of funding and limited access to funding was stated as a barrier to the implementation of initiatives and to the overall coordination of the implementation stage of the planning process. Financial resources are of obvious importance; they are crucial for the support of the human resources and technical expertise necessary to develop plans and implementation strategies. Funding is also required to implement initiatives. There was a range of responses regarding how detrimental this lack of funding is to implementation. The majority of respondents in three out of the seven areas say it is the largest and generally most significant barrier to implementation. These include: Lewisporte, TITA and Twillingate-New World Islands. Fogo Island-Change Islands, New-Wes-Valley, Tilting, and Gander Bay express similar concerns related to lack of financial resources, but they are not emphasized to the same degree. Representatives suggest that the biggest challenge with respect to funding is that it is difficult to secure financial resources to enact initiatives, particularly economic focused initiatives such as funding for developing the port or restoring the Long Point Lighthouse.

In five of seven cases, representatives claim that there is a lack of technical expertise necessary for effectively conducting the planning process within their communities. In the case of Twillingate-New World Islands, for example, securing funding to retain an EDO with the required expertise to work with the organization’s active volunteers to implement economic initiatives is among their highest priorities. Although this point was not explicitly stated in other regions/communities, the need for well-trained leaders is of equal relevance in these areas. Representatives in Lewisporte, for example, made a specific note that they were lacking an inventory of peoples’ skills.

Although financial resources and human resources (including technical capacity) are highly interdependent factors, many representatives from these two areas claim that failure to implement is not from a lack of willingness to participate on the part of those involved at the local level. Representatives from Twillingate-New World Islands emphasize that their primary concern is funding to employ an individual with technical expertise in economic development and that, with this support, viable economies can be sustained through the efforts of local residents.

Despite the varying levels volunteer spirit and commitment present, all of the regions/communities stated that a lack of human resources was a significant impediment to planning and implementation. Respondents from each planning area suggested that it is often the case that the same people, or groups, are actively volunteering on numerous different tasks, and thus, these individuals are experiencing “volunteer burn out”. This further threatens the social capacity that exists in a given area. Identifying leaders to take on project initiation is a challenge in a few of the regions examined, but this is an especially prevalent issue in Gander Bay.

Another fundamental barrier to planning and development was community members’ and volunteers’ interest in and attitudes towards planning. For instance, in Twillingate-New World Islands, TITA and New-Wes-Valley, some representatives suggest that there was a lack of consistent interest in planning efforts, which creates a situation where individual groups are involved that only want to pursue certain projects, and, in some cases, lose sight of their respective region’s overall vision. In Gander Bay representatives agreed that the biggest barrier to planning is the fact that community members are not taking responsibility for the recommended initiatives. It was suggested that there is a sense of complacency among the residents who are happy with their current lifestyles, and yet there are incidences of residents complaining that nothing is being done. This is a major threat to the resiliency of the communities within Gander Bay, and may be symptomatic of the low levels of education and entrepreneurial abilities in this region.²⁸

Finally, representatives from Lewisporte stated that while plans provide an important guide, conformance to and rigid reliance on plans can also be a problem. One individual from the region stated that if a project was not written directly in the plan, then it would not get done. As previously suggested, this overly strict adherence to the planning document can cause regions to miss out on opportunities, and reduce the region’s capacity to make adaptive decisions. At the same time, respondents from Fogo Island-Change Islands and New-Wes-Valley stated there was a need for more focus and initiative prioritization in their development efforts. From a funding agency’s point of view, in at least two cases there were too many discordant local agencies/organizations in the region that were not communicating enough with one another. As a consequence, this created a lack of project focus within the region and the need for a coordinated approach facilitated by a planning process. Overall, these results suggest that the planning process needs to be both focussed and flexible in order to achieve successful implementation as well as supporting creative and adaptive decision making. Additionally, collaboration among community members and local organizations is an essential part of the planning process.

Best Practices and Success Factors

There are various factors that have contributed to planning achievements in Gander-New-Wes-Valley. Some plans have focused on a specific development area, such as Lewisporte with their marina and port development focus. Others, such as the Twillingate-New World Island plan, encompassed a broader set of goals that included tourism, infrastructure and community development. Differing strategies in this respect have not necessarily meant that one is more

²⁸ M.M. Colussi. *Community Resilience Manual: A resource for rural recovery and renewal*. (Port Alberni, B.C.: CCE Publications, 2000), 11.

effective than others. The key point is that *specific goals that communities and regions wish to see pursued* have been established along with proposed pathways for reaching those goals.

One important success factor noted by representatives of the case study communities and regions is having *an appreciation for existing community strengths*. This appreciation was enhanced through the planning process with an overall increase in the knowledge base about what people in communities and regions see as valued components of their areas. Tourism potential, for example, was seen to be a key component of future community growth for Tilting, Fogo Island-Change Islands and TITA.

Another success factor is having *secured funds for the planning process* as this can help in completion of the plan documentation but also in transitioning into implementation where funds are made available for this purpose. Lewisporte, for example, had a secured base of funds provided by the municipality, which was a definite factor in their successes to date and in securing additional outside resources. Reliable funds help stakeholders complete initiatives to help better their towns and places of residence. Fogo Island and Change Islands also have a financial resource that no other plan has: a third party financial contributor outside levels of government. The Shorefast Foundation has enabled the planning process to occur and initiatives to be implemented. Without the Foundation the Fogo Island and Change Islands planning process would have had a less solid financial footing, delayed project start times and/or fewer examples of initiative implementation.

As discussed above, *being flexible and adaptive* is key for communities and regions to complete initiatives. This allows challenges to be averted by changing, when necessary, to an approach that is better able to deal with new and/or unanticipated barriers or circumstances. In some planning regions, for example, there have been delays in the progress of certain priority projects, such as the lighthouse refurbishment on Twillingate Islands. While not giving up on this high priority initiative, TITA representatives made use of the time provided while funding was not available for this large project to work on other initiatives. Diverting resources to other projects that may be considered a lower priority while waiting for funding to be available allowed the group to make progress in other areas of their tourism plan.

Coming to a consensus on what constitutes a priority is also an important success factor in the planning process. When all stakeholders come to agreement on what is important to work towards completing then there is a greater chance of that desired outcome being achieved. When planning goes ahead without the consensus of all stakeholders of areas to focus on and agreed upon goals then conflicts and barriers can arise, causing stalled projects and decreased communication between stakeholders.

The creation of sub-committees that take on specific initiatives and report back to the economic development committee has been beneficial in Lewisporte. The *division of tasks and project responsibilities through the use of a committee structure* can help organize the implementation process so that more focus is directed at each priority initiative by different people. It is common in rural community planning that the same individuals are on multiple committees because human resources and volunteers are scarce. These individuals can serve as an important communication link between committees but committee structures should also be seen as opportunities to involve a diverse range of individuals and interests. The sub-committee structure allows for a focus on a narrower spectrum of goals by the sub-committees and therefore should result in a greater chance of these goals and associated objectives and initiatives getting attention

than if the same group were charged with addressing a wider array of goals within the overall plan.

Related to the above, *organization and delegation of planning tasks* seems to have been a general success factor. Communities have benefited from having a structured process to work on and keep those involved in implementing initiatives on track. The community plans themselves act as a guide to go back to and help build upon designated initiatives. The delegation of specific tasks to persons or groups frees up human and financial resources to be used in completing another initiative. It is important to put valuable human resources where they can be maximized. People with certain skills and expertise may be better suited for working on implementing initiatives related to their skills and background. For example, a tradesperson volunteer with expertise in construction and electrical engineering would be well suited for initiatives that involve infrastructure project initiatives. It is best to delegate appropriately and to create opportunities for people to enjoy being part of the process of implementing initiatives by allowing volunteers to do what they do best (or to practice new or developing skills and interests where they prefer). The tradesperson mentioned may wish to work in her/his skill area rather than doing clerical work. If so, such a position would best be suited for this person rather than a desk job.

Reaching success requires *determined stakeholders and volunteers* who are dedicated to enhancing their communities and regions. *Development of the skills of these volunteers* can help in achieving goals and initiatives. Any actions that can be made to enhance these skills, such as time management and conflict resolution, is likely to benefit not only the individuals involved but also their communities and regions as they help bridge the gap between planning and project implementation.

During the planning process tourism has garnered a new appreciation in the Twillingate area. *Tourism* was seen as an important aspect of their community plan, but became more so as the planning process unfolded. There are *more people focused on common goals*, in this case tourism development, in Twillingate than before the planning process began. Creating a new sense of appreciation for community development assets helps to maintain focus on key community sectors like tourism and land development. Tilting, Fogo Island-Change Islands, TITA and New-Wes-Valley all benefit from tourism being promoted and developed, as tourism was a key part of these community and regional plans.

Finally, the New-Wes-Valley plan is one example which encompassed *a regional approach*, working with communities within their amalgamated municipality on a joint planning approach but also beginning to reach out to neighbouring communities to explore common interests. This type of plan incorporated the needs and wants of a number of communities acting as a whole. Unification in rural areas under a regional plan provides emphasis on what is most important to a greater number of people compared to a plan that represents a single community. Governments tend to give attention to areas with higher numbers of residents as a general practice. Making an area inclusive of a greater geographic area with an increased population and common goals can better the chances of citizens in an area to be noticed and heard. It makes sense in planning for rural regions to take a regional approach to increase the level of government involvement and support, take advantage of a wider set of available community assets and resources and to avoid unproductive local competition.

Recommendations

Recommendations for Community and Regional Leaders

This section will outline some recommendations for leaders and volunteers in communities and regions to consider for future processes. When interviews were conducted in fall 2009, representatives had the opportunity to express their own recommendations for the overall planning process. When all of the respondent's recommendations were compared there were a lot of similarities between regions, although some regions had their own individual recommendations. These recommendations are considered below along with those of the authors.

Generate Interest and Involvement

One of the recommendations that representatives from every region collectively agreed upon is the need to try to get more people involved in the planning process. This recommendation, applicable for both community leaders and planning practitioners, would include trying to get more volunteer engagement in the process by creating an environment that encourages people to get involved. Make it widely known that the process is a priority for the community and the many different ways that people can contribute, be inclusive of all who express an interest in participating, and express appreciation for those who do contribute, for example. Another recommendation is to get more people who have strong ties to their region involved in the planning process. If someone has a strong personal connection to the region in which they are conducting the planning process, they are more likely to stick with it from beginning to end and monitor the plan after it is written to ensure that implementation is occurring, or that the projects are still representative of the community's goals and values. It is equally important to get people involved who have the skills necessary to successfully follow through with the planning process. Unless someone has the skills to complete an aspect of the process they have been assigned responsibility for, it might not get done. Finally, leaders (individuals and organizations) responsible for implementation of each aspect of plan should be clearly identified as part of action planning. This creates an opportunity to involve a range of people and organizations in communities and regions and creates accountability for implementation.

Focus, Persistence and Adaptability

The concepts of focus and persistence came up as important issues in the planning process. Regions need to focus on what they want to get done, and what initiatives they said they were going to do and keep moving forward with those. As a general rule the region should not try and start any new initiatives until they have the ones they wanted to complete done first and should push to get these done. Those involved must recognize that this will take persistence and commitment, particularly for longer-term projects. Having said this, it is important for a region to monitor and move on good opportunities that arise, provided they satisfy the community/region's current goals and overall vision and, with some initial analysis, are deemed equally or more important than initiatives currently underway. Over-conformance to what is written in the

plan can result in a planning process that is not adaptive to changing circumstances, which inevitably occur.

Monitor, Evaluate, Celebrate and Report on Progress

While most planning processes reported some form of monitoring and evaluation is underway, in several cases this step takes place within Town Council or committee meetings. Thus, the volunteers and public may not be aware of how the plan is progressing. Another recommendation is to have continuous workshops or meetings to assess how far implementation has occurred and to work out solutions to new or ongoing challenges that the region is facing. These workshops provide a way of “reporting back” on progress, celebrating achievements and acknowledging those that have contributed. Newsletters, websites and local media can also be used for these purposes.

Build Action Planning into Planning Documents

It is very evident that community and regional plans need to have clear action/implementation plans built into their planning process and document(s). A representative from Lewisporte suggested that specific guidelines for project implementation are key components in a plan’s overall success. It should be written in a consultant/planner’s terms of reference to include both initiative prioritization and an implementation plan into the planning documents that they create. In addition, community and regional leaders should ensure that the terms of reference have been met at the end of the project. A requirement for clear action plans also reduces the risks associated with lack of clarity and ambiguity in the language used in planning reports. For instance, as discussed in section 1.6.3, goals are very different from initiatives; goals are those general outcomes that a community/region wishes to see, while initiatives are specific projects that work to contribute to these overarching goals. This may appear to be an obvious distinction, but there are incidences amongst the plans where these concepts were confused, which decreases the effectiveness of the planning document because identifying initiatives that are more like general goals does not provide communities with sufficiently specific direction to move forward and monitor their progress.

Seek Self-Reliance in the Planning and Implementation Process

Another recommendation that was mentioned by respondents was that each individual region should find ways to generate financial resources outside of those given by governmental programs. One representative pointed out that municipalities receive only 8% of total tax revenues in Canada²⁹ and in rural Newfoundland and Labrador have seen declining, ageing populations, making it difficult for municipalities to contribute financially given their limited tax base and growing responsibilities. Yet respondents realized that senior governments, while critical, will not give them all of the funding that they require, so regions need to be responsible for generating some of their own financial resources to complete implementation. Potential sources include municipal contributions, community foundations, local businesses and fundraising efforts. In-kind or non-cash contributions are also important and should be acknowledged. Each region should also be responsible for providing some of their own human

²⁹ Federation of Canadian Municipalities, *Building Prosperity from the Ground Up: Restoring Municipal Fiscal Balance* (Ottawa: FCM, 2006).

resources to assist in developing and implementing the plan. This will help community/region's overall resiliency because it will compel them to be less dependent on external resources, thereby enabling them to be more self-sustaining through creative and innovative local participation and ownership.

Foster Community and Regional Pride

Another important consideration for communities and regions is to provide more opportunities for community members and residents to express regional pride. Community and regional based events, such as music and agricultural festivals, craft fairs and farmers markets provide an important opportunity for residents to get together and to celebrate the strengths of their communities and regions. They also provide an avenue for sharing information on plan progress, seeking volunteers, raising funds or other contributions and can create another avenue for community-based planning dialogues. These types of events also help promote solidarity and can help foster a sense of optimism about the future of their region, which will in turn, enhance their resiliency.³⁰

Enhance Regional and Inter-Municipal Cooperation

Cooperation and patience are suggested by the representatives as key in the planning process. This seems to be a very obvious recommendation, but there are some regions which struggle with this. Representatives from all seven regions stressed the importance of communication and collaboration among neighbouring communities in socio-economic planning. Positive feedback from the October 2009 workshop in Gander indicates that regional planning groups should also try to communicate and seek opportunities for networking with each other in adjacent regions. This could allow them to see how they are progressing and allow them to assist each other when facing problems that affect the entire Gander-New-Wes-Valley region.

Tilting is the only single community involved in the planning processes reviewed. One recommendation for Tilting is to try and make connections to outside communities to assist with their planning, and now implementation, process. This may be occurring through the broader Fogo Island-Change Islands process but if it is not there are opportunities to do so.

All of the other planning processes examined are multi-community (and therefore considered regional), or have at least some multi-community focus. It is recommended that these regions continue to pursue a more regional approach. The individual communities within these regions should continue to pursue more cooperative approaches to regionalization. The communities need to work together and realize where their ideas may be similar and that they are often trying to achieve similar goals in the face of common challenges. It is recommended that a joint council (such as the new Bonavista North Joint Council in New-Wes-Valley area) or similar body should be formed, where such a structure does not already exist, to deal with issues that have a regional focus. This structure should include participation from all local governments in the region. This would allow more face-to-face contact amongst municipal leaders and could provide a structure for coordinating and monitoring the implementation stage of the planning process.

A joint council (or similar structure) would allow more people to be involved in the planning process, provided community organizations and citizens are also encouraged to participate along

³⁰ M.M. Colussi. *Community Resilience Manual: A resource for rural recovery and renewal*. (Port Alberni, B.C.: CCE Publications, 2000), 11.

with their municipal governments. The more people that are interested and involved in the process, the more successful implementation will be. However, a coordinating body such as a joint council is required. A joint council might also make the idea of regional services and even the possibility of regional government or, where appropriate, amalgamation, more appealing and create greater consideration among communities of the region's overall needs. An effective joint council-type structure will bring representatives from every community into one group to discuss the whole region's problems and issues, to work with one another to solve these issues and over time to learn how to better cooperate and work with one another. Where organizations such as a regional or joint council already exist participating communities should examine the extent to which this organization is fulfilling these roles and ways in which these organizations can provide leadership and support to socio-economic planning and implementation in their regions. Information about other joint councils across the province and support for establishing such a structure is available from Municipalities Newfoundland and Labrador's Community Cooperation Office.

Recommendations for Provincial and Federal Governments

Provide Support to Communities Demonstrating Commitment to Implementation

Provincial and federal governments could provide additional incentives to those community development planning processes that display a strong interest in development for the betterment of the community itself, rather than those areas that require monetary enticement to create a community plan. This may be difficult to assess, but in the future, when communities approach government about assistance with planning, government should be especially encouraging of those communities that demonstrate a whole-hearted approach to wanting to help their area and to pursue implementation, as opposed to those communities that are planning out of obligation and/or without a clear direction as to how they might pursue implementation. Interview respondents questioned, for example, whether recent efforts to create ICSPs as a requirement for gas tax funding will result in implementation. It is crucial that policy and programs be aimed at helping encourage, support and fund planning and implementation for regions and communities that have considered an approach for how to implement the initiatives promoted in the plan even at the early stages of the planning process.

Facilitate Improved Communication between Communities & Senior Governments

It would be an added benefit for all communities and regions to have increased communication between themselves and the provincial and federal governments. Communication can help reduce misunderstandings and clear roadblocks in the planning process. There should be communication around defining what is expected from all stakeholders involved in developing and implementing a plan to identify who is responsible for the implementation of each initiative and for the plan overall. One example of a communication mechanism provided is regular meetings between local representatives and regional staff of relevant government departments to monitor implementation progress.

Assign an Agency Responsibility for Support of Local Level Planning

It is essential that a regionally-minded government agency (or some other government-mandated regional organization) is identified and allocated authority, responsibility and adequate resources to support and encourage strategic planning that is based on local (i.e. community and multi-community clusters) needs and values, and that draws from the social, economic, cultural and environmental strengths that exist within these areas. Existing agencies provide some support for specific aspects of planning, such as REDBs, ACOA and INTRD in economic development, but support for a more integrated and holistic approach to planning at the local level is lacking. Further discussion and analysis of options for filling this support gap are needed and beyond the scope of this report. Provincial agencies with a holistic mandate but limited local planning support at present include the Rural Secretariat, which has a regional presence, and Municipal Affairs, which has small staff based in St. John's that provides support for the development of ICSPs. Other options for filling the current planning support gap include an expanded role for REDBs (beyond economic development), the establishment of regional planning authorities or regional governments with planning responsibilities. Such an agency could outline guidelines for the development of effective community planning processes, and encourage communities to strive towards such an approach. Perhaps some community leadership is not aware of the benefits of strategizing effective goals and how to work towards achieving them. Support materials could be made available to identify what tasks are involved in planning and implementation and the skills and resources required. A regional planning support agency could also help communities move from the planning to implementation by monitoring each planning process, providing support and facilitation where needed and requested, and acting as a liaison to listen to concerns that are preventing plans from moving to implementation and to link regional planning groups with relevant government departments and other resources.

Foster and Support Diversity and Inclusiveness

Federal and provincial agencies involved in local planning could also set up programs that are directed towards promoting inclusivity and diversity in socio-economic planning. This would entail developing programs that make planning and development more accessible to women, youth and Aboriginal people within Gander-New-Wes-Valley. For instance, a literature review/case study project conducted by a student researcher in Geography 3350, suggests that women "are dominant members in rural communities as volunteers. [Additionally] women are at the centre of fundraising initiatives in churches, for concerts, and working on committees."³¹ This analysis implies that there should be support services and programs that further enable women to operate these grassroots organizations. Additionally, programs that facilitate collaboration between Aboriginal groups, such as the Gander Bay Mi'kmaq Band, and non-Aboriginal organizations could help foster cross-cultural partnerships as well as contribute to the inclusivity and success of development projects.

³¹ Lynn Guppy. *Women in Planning: Case Studies of Fogo Island-Change Islands Socio-economic Strategic Plan and Town of Tilting Economic Development Plan*. Geography 3350 Term Report (Unpublished, 2009), 6.

Provide Financial Support for Implementation

Supporting provincial and federal agencies should consider establishing a separate implementation fund, perhaps set up through several government departments, that would provide monetary means for implementation of specific initiatives identified in community planning processes that include initiative prioritization. Evidence of community buy-in and participation and carefully considered initiative prioritization can be used to assess fair distribution of funds to a community or region that requires funding to help with implementation. The population and service requirements in a community or region could also help determine the level of funding that a specific initiative would receive to help provide a level of funding equity between communities and regions. Funding support for implementation coordinators was also recommended by several respondents. Such support could be provided for a one to two year transition period. Responsibility for longer term initiatives should be assigned to existing organizations and human resources with assistance available from the coordinator only in the initial stages.

Increase Funding Support for Leadership Training

Provincial and federal governments should consider providing additional funding for leadership training as well as general adult education services for individuals in rural Newfoundland and Labrador. Some regions and communities lack the leadership personnel who are willing to take on the coordination of implementing planning initiatives. There are a number of incidences across Gander-New-Wes-Valley where people want to help lead in their communities, but they are not sure how or if they could contribute to the implementation stage of their community plans or if they have the skills to do so. Leadership training seminars coupled with encouragement from government in call to action newsletters or media advertisements directed at promoting community leadership in regions would be helpful in this process. Additionally, government agencies could offer advice to community volunteers and staff on how to set up effective committee structures and planning processes. If expertise is needed in these areas, the provincial government could offer suggestions on how to address the problems at hand. These services are already being provided in the region but the results of this research suggest that such support should be “scaled-up”. Assistance can also be provided with managing consultants and ensuring that community planning processes, often paid for with government funds, include all of the necessary steps and elements discussed above including initiative prioritization, budget estimates, timelines, assigned responsibilities and a process for monitoring and review of implementation progress. This recommendation could be pursued independently, through expansion of the existing Community Capacity Building program for example, or be implemented in conjunction with the recommendation that a regional planning support agency be designated. Memorial University, through the Harris Centre, could also provide expanded educational support through sessions such as the “Creating a Socio-Economic Plan for Fogo Island: Where do we Start?” workshop help on Fogo Island, the proposed Certificate in Regional Policy and Development and creative use of video conferencing and online learning technology.

Seek Opportunities for Leadership at All Levels

Finally, the provincial and federal governments could take charge of implementation of initiatives if no other stakeholder has offered to do so and where recommended initiatives fall within the mandate of provincial or federal agencies (health, education or labour market

development, for example). Leadership in the implementation process should be a role of government is willing to consider in specific cases where it is desired by the community or region for this to occur and there is an agreed upon priority. If there is no willingness among community citizens to take a leadership stake in the implementation of initiatives government should consider taking the lead, particularly if it is in the interest of the broader region that planning initiatives be implemented.

Recommendations for Practitioners

Conduct Human Resources Assessment Early in the Planning Process

Finally, two additional key recommendations for practitioners such as planning staff and consultants arose through the course of this analysis. First, it is recommended that planning practitioners complete a human resources analysis of a region prior to or as part of the process of creating a socio-economic plan. Again, this could be a required component of the planning process for funding support. Labour market statistics can help determine the demographics and education levels that exist within an area, but more detailed human resources assessment can identify skills not indicated by education levels as well as willingness to participate in planning and various types of community development activities, for example. This assessment would allow for more successful initiative identification, based on what is feasible to do in the area given available human resources. In Gander Bay, for example, a human resource survey indicated that only 55% of residents have basic computer skills such as the ability to search for information on the Internet or send an email.³² Initiatives such as online education would first require basic computer training to make these opportunities available to a wide range of community members.

Recognize Local Residents' Knowledge and Expertise

Finally, greater attention needs to be paid to locally derived knowledge and experience when constructing a planning document. While outside assistance may be required, hiring only external consultants is not necessarily the best route for creating a successful „living’ document. There are cases where these external, „expert’ voices come out too strongly, which can cause community members to feel that the plan is not their own. Representatives from one region in this study emphasized this point and suggested that, where possible, hiring a local resident who is capable of writing a plan should take precedence because of the benefits of locally derived knowledge and a vested interest in the planning process. Where outside ideas and expertise is needed, consideration should be given to hiring a local planning assistant to work with the outside consultant, as in the Fogo Island-Change Islands and Tilting cases. These assistants should be given a significant role in the process and the consultant should be willing and able to take on a mentoring role to build local capacity while providing local knowledge and perspective. This approach may require training in mentorship for planning consultants and support staff within the province.

³² William Hardiman. *Labour Market Partnership Gander Bay Final Report*. (Gander, NL: Kittiwake Economic Development Corporation, 2008).

Conclusion

“Don't let this report sit on the shelf and gather dust. Let's get on with the job at hand.”
Fogo Island-Change Islands community consultation survey³³

The project our class has participated in has brought us a clearer understanding of how community development works and what it takes for regions and communities to move a plan from being just a plan or a “document on a shelf” into the implementation stage. The research students and our professor have been given a unique opportunity to become more aware of the community development process in Newfoundland and Labrador and how communities and governments work together to accomplish goals that benefit the communities and regions and the province by creating projects and developing various sectors of the local economy and social well-being in Gander-New-Wes-Valley.

The planning to implementation process has been the key focus of this project. It is at the point in time, from when a plan is complete to the time implementation occurs on specific initiatives, that planning needs the most attention from communities and from government – although it seems that in the past more attention has been paid to creating the plan itself. It is at the point of implementation that most problems seem to occur and where significant roadblocks exist from our experience in analyzing the seven planning processes reviewed in Gander-New-Wes-Valley. There is a need for increased communication and delegation in many aspects during this planning to implementation time period. Resources, both financial and human, need to be applied to the road blocks hindering success that occur at this stage.

The planning process generally was aimed at creating employment and a better quality of life for people in the Gander-New-Wes-Valley region. People want to see more development and prosperity in their regions and communities with the help of planning. In three of the regions planning initiatives have been completed and in all cases implementation efforts are underway. Successes have occurred with the increase in communication and cooperation between communities, regions and levels of government. It should be noted that sometimes the opinions of people conflict with others and this can prevent planning progress from moving forward. Another roadblock was that the plans and the implementation of planning initiatives lacked local ownership in some cases. This prevented full approval of the plan in a community or region and planning initiatives from being implemented. Finally, it is only when strategic planning is combined with action, facilitated by implementation planning that progress on implementation can be expected.

The recommendations provided are intended to minimize these challenges that currently are seen as roadblocks in the planning process, primarily in the implementation stages. Through these recommendations and the preceding analysis, we hope that this report will contribute meaningfully in some small way to furthering the important efforts of Gander-New-Wes-Valley residents to sustain their communities for current and future generations.

³³ D.W. Knight Associates. *Fogo Island-Change Islands Socio-Economic Strategic Plan*. (Kittiwake Economic Development Corporation, 2008), 7.

Appendices

Appendix A: Regional and Community Actors

ACOA- Atlantic Canadian Opportunities Agency

“The Atlantic Canada Opportunities Agency works to create opportunities for economic growth in Atlantic Canada by helping businesses become more competitive, innovative and productive, by working with diverse communities to develop and diversify local economies, and by championing the strengths of Atlantic Canada”.³⁴

EDC- Economic Development Consultant or EDO- Economic Development Officer

The Economic Development Officer or Consultant is one who provides advice and support to regional committees in strategic planning, project analysis and acts a government liason. They promote economic growth and work with stakeholders to move forward with strategic development opportunities. An EDO also provides support for implementation of strategic development plans.

FIDA- Fogo Island Development Association

An RDA that is present on Fogo Island (see RDA below).

GBIBC- Gander Bay Indian Band Council

The Mi’kmaq band council located in the Gander Bay Region.

IBP- Ireland Business Partnership

IBP was developed in 1997 between the private sector and the Government of Newfoundland and Labrador. They promote trade and partnership opportunities between Newfoundland and Ireland. They are located within the Department of Innovation, Trade and Rural Development. They are led by an advisory committee which is volunteer-based and are responsible for providing directions and policy advice to the IBP.³⁵

ICSP – Integrated Community Sustainability Plans

The ICSP is designed to be a comprehensive planning document for municipalities that includes public participation in the process and considers the five pillars of environment, economic, social, cultural, and governance sustainability.

INP- Ireland Newfoundland Partnership

INP manages an agreement between both the Government of Newfoundland and Ireland to recognize historical links and new areas of collaboration. INP’s are divided into three areas: Business and Innovation, Education and Research and Arts, Culture and Heritage. It is located

³⁴ <http://www.acoa-apeca.gc.ca/English/WhoWeAre/OurRole/Pages/Home.aspx>

³⁵ <http://www.ibp.nl.ca/about.html>

within the Department of Taoiseach which is a Department under the Ireland Government. They are also led by an advisory committee.³⁶

INTRD- Innovation, Trade and Rural Development

The Department of Innovation, Trade and Rural Development started in 2004 and supports regional and economic development. They help to create a competitive economic environment that promotes business growth and employment opportunities. The Department pays particular attention to rural areas and gives financial support to small enterprises to help stimulate economic and employment development within the province.³⁷

JCP- Job Creation Partnership

This is a program funded by Human Resources and Skills Development Canada which supports projects and creates employment for those who are looking to enter the work force.

KEDC- Kittiwake Economic Development Corporation

KEDC is a major resource in the Gander-New-Wes-Valley region that helps develop and coordinate a strategic economic plan for the zone. KEDC develops partnerships with municipalities and other groups in planning and implementation. They provide support to stakeholders and coordinate connection to all three levels of government: federal, provincial and municipal.³⁸

LSD- Local Service District

Present throughout the province of NL, they are a level of the rural municipal government that is responsible for basic municipal services such as garbage removal. They are present in areas that are not recognized as a city or town and require a committee to provide these basic services.

RDA- Rural (or Regional) Development Association

RDAs are community and regional based organizations that were established in communities in Newfoundland and Labrador beginning in the 1960s. Their role was to organize and help implement rural-based programs, projects and services. In the mid 1990s, regional economic development boards were established in the province and RDAs lost their core funding. Since then, the number of RDAs has been dramatically reduced, but there are some that are still very active, including several in the Gander-New-Wes-Valley region.³⁹

TITA – Twillingate Islands Tourism Association

TITA is a non-profit organization focused on the development of the Twillingate tourism industry through its membership.

³⁶ <http://www.inp.ie/>

³⁷ <http://www.intrd.gov.nl.ca/intrd/department/index.html>

³⁸ <http://www.kittiwake.nf.ca/about/functions.htm>

³⁹ Ekaterina Lysenko et al. *Regional Governance in Newfoundland and Labrador: Report on Rural Development Associations* (Draft for Review) (Unpublished, 2009), 3-5.

Appendix B: Implementation Tables

Fogo Island-Change Islands Socio-Economic Plan

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Natural Resources		
- Establish centre of sustainable fisheries	No evidence of implementation provided	
- Forum on fisheries research and ocean stewardship	Ongoing	
- Investigate MPA	No evidence of implementation provided	
- Meet with industry	Ongoing	Fisheries round table session was held in 2009 (organized by Shorefast Foundation)
- Strive to improve communication	Ongoing	
- Develop a fisheries financing program	No evidence of implementation provided	
- Investigate research facility for farming sea cucumbers etc.	Early stages	Private sector involvement (e.g. Fogo Island Coop)
- Establish experimental hand line fishery	Early stages	
- Support efforts to maximize harvesting and processing opportunities	Early stages	
- Investigate opportunities for CI plant upgrades	Early stages	Quotes on funding upgrades
Other Enterprises		
- Pursue small fruit sector*	Ongoing	Part of the agricultural cooperative
- Pursue revival of root crop growing *	Ongoing	Part of the agricultural cooperative
- Encourage birch sap business plan	No evidence of implementation provided	
- Encourage business plan for mink farming	No evidence of implementation provided	
- Encourage business plan for fox farming	No evidence of implementation provided	
- Investigate wind power	No evidence of implementation occurring	Nalcor will not pay for energy put into the grid
Tourism and Heritage		

Recommended Strategies and/or Initiatives	State of Implementation	Notes
- Encourage preservation of cultural landscape and built heritage	Early stages/ongoing**	Connected to Shorefast efforts with preservation and/ or restoration of community structures
- Support museums to improve artefact handling and interpretation	No evidence of implementation occurring	
- Encourage development of cultural knowledge base, revival of traditional skills	Ongoing	Artisan guild
- Pursue archaeological excavations	Ongoing	Towns of Fogo and Tilting
- Hold tourism forum	Ongoing	Mini-forums
- Engage partners to develop distinct experiences	Early stages/ongoing	
- Craft development *	Early stages/ongoing	Artisan guild wood working and quilting
- Encourage festivals and events that celebrate heritage	Ongoing	Creation of performance/theatre
- Develop adventure cruise experience	Early stages	Private enterprise
- Promote local food and regional cuisine *	Early stages	Promoting local food businesses, connected to the "our place" promotional focus
- Establish food/craft market*	Ongoing	Farmers' market is operational and in the process of accepting craft vendors
- Pursue hiking development	No evidence of implementation provided	
- Develop accommodation opportunities*	Ongoing	Have identified need, private enterprises developing services
- Ensure quality services such as road signage, ATM, washrooms	Early stages	Only in one community
- Develop tourism marketing strategy	No evidence of implementation provided	
Business Development and Support		
- Organize a start-up meeting with business leaders	No evidence of implementation provided	
- Pursue high speed internet	Near completion	2 communities still without
- Encourage use of internet by entrepreneurs and researchers	No evidence of implementation provided	
- Secure improvements to ferry & road system	Ongoing	

Recommended Strategies and/or Initiatives	State of Implementation	Notes
- Lobby for improved business approval and permitting process	No evidence of implementation provided	
- Seek support through FIDA and ACE MUN	No evidence of implementation provided	
- Support development of community-based enterprise *	Early stages	
- Develop small business fund	Completed	Shorefast
Social Development		
- Hold social development consultation session	No evidence of implementation provided	
- Lobby for increased volunteer org support	No evidence of implementation provided	
- Program to inform and involve youth	No evidence of implementation provided	
- Seek input on special social needs and priorities *	Early stages	Community Health, Community Advisory Committee completed needs assessment
- Develop a recreation plan	No evidence of implementation provided	
- Advocate for infrastructure for seniors *	Early stages	Community Health, Community Advisory Committee
Strategic Plan M&E		
- Develop M&E process	Ongoing	There was a committee put in place and there has been a workshop
- Recommend value of current land use plans and regulations	Early stages	Side tracked by the ICSP but presentation made to Regional Council
- Establish an internet-related communication forum	No evidence of implementation provided	
- Continue community capacity building	Ongoing	
49 initiatives	1 completed; 14 Early stages; 14 Ongoing; 19 No implementation	

*Progress has been made on initiative(s) through actions outside of the planning process itself

** Initiatives where there were mixed responses indicating that these initiatives were in their early stages and/or ongoing were counted as being in their early stages in the totals above.

Gander Bay Labour Market Study

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Public library	Early stages	Report refers to efforts to pursue
Outdoor recreational facilities	No evidence of implementation provided	
Boys and Girls Club	No evidence of implementation provided	
Community development organization	No evidence of implementation provided	
Day care services	Early stages	The Family Resource Center is actively seeking funding for day care services
Recreation Coordinator	No evidence of implementation provided	
Tungsten mining	No evidence of implementation provided	
Re-development of Victoria Cove wharf	No evidence of implementation provided	
Aquaculture	No evidence of implementation provided	
Camping on Gander River	Early Stages	GBIBC and the Glenwood Mi'kmaq First Nations are working on a proposal to provide campgrounds on the Gander River
Blueberry farming	No evidence of implementation provided	
Catering to bus tours	No evidence of implementation provided	
Door assembly plant	No evidence of implementation provided	
Gander Bay Day	No evidence of implementation provided	
Call Centre	No evidence of implementation provided	
15 initiatives	3 Early Stages; 12 No implementation	

Lewisporte Port Plan

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Marina development	Ongoing	
NDB cruising marketing	Early stages	Cruising guide
Increased dockside maintenance	Early stages	Additional docks and electrical dock sites at marina
Small yacht cruises - homeport	Early stages	Homeport Concept is well understood in the area
Labrador ferry service extension	Ongoing	
Seismic vessel crew change	No evidence of implementation provided	
Lower Churchill Project	No evidence of implementation provided	Informed on procurement oil industry representative
Expansion of Coast Guard activities	No evidence of implementation provided	
Mackenzie Delta Gas project	Early stages	Informed on procurement oil industry representative
Nunatsiavut freight service	No evidence of implementation provided	
Mining transshipment	Early stages	Exploring opportunity
Expedition cruise ship visits	No evidence of implementation provided	
International seafood shipment	Early stages	Exploring opportunity
Western Labrador mining	No evidence of implementation provided	
14 initiatives	5 Early Stages; 2 Ongoing; 7 No implementation	

Labour Market Study: Town of New-Wes-Valley

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Long-term community planning	Ongoing	ICSP completion March 2010
Engaging general public/ government	Ongoing	Plan suggests new more open approach is underway, although further steps can be taken
Regional cooperation	Ongoing	Participating in Joint Council and regional partnership process
Economic diversification		
- Identify growth areas and pursue related training	Growth areas identified in study but no evidence of further implementation	
- Tourism training and regional familiarization	No evidence of implementation provided	
- Dialogue re. tourism-specific employment subsidies	No evidence of implementation provided	
- Entrepreneurial training	No evidence of implementation provided	
- Regional support services for entrepreneurs	No evidence of implementation provided	
- Training of migrant workers for local opportunities	No evidence of implementation provided	
Explore new opportunities in fisheries and ensure related skills and training	Early stages/exploring	
10 initiatives	1 Early stages; 3 Ongoing; 6 No implementation	

Tilting Economic Development Plan

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Expand and improve tourism		
- Interpretation Centre	Early stages	Concept Plan complete
- Centre for NL Irish Studies	Early stages	Artists and residence program considered first step in this process
- Improve museum and attraction interpretation	Early stages	
- Improve handling, storage of artefacts	Ongoing	Robert Mellin has contributed to this cause, e.g. his exhibit in the Rooms Gallery
- Establish suitable restaurant & dining services (including concept for catering coop)	Ongoing	
- Develop craft shop	No evidence of implementation provided	
- Restore fishing premises	Completed	
- Provide shower , laundry & washrooms	Early stages	Only washrooms
- Campground/RV Site	Postponed	
- Property management rental business for expatriates	Early stages	Priorities have been identified to date
- Complete community and hwy signage/Sandy Cove hill site	Midway	
Improve External Communication and Marketing		
- External marketing (website, promo pkgs and brochures, media, advertising) – 6 initiatives	Early stages	Some provincial tourism advertising
Physical Land Development		
- Landscape/'Townscape' plan	Early stages	Preserving traditional landscape (e.g. gardens and root cellars)
- Preserve traditional landscape features	Ongoing	
- Parking area on Sandy Cove Hill	No evidence of implementation provided	
- Path to Cape Cove	No evidence of implementation provided	
- Enact permits regs for alterations to land	No evidence of implementation provided	
- Council protection for heritage structures following Parks Canada regs	Nearly completed	

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Infrastructure		
- Complete water and sewer*	Nearly completed	
- Continue road upgrades	No evidence of implementation provided	
- Lobby for improved services	Ongoing	
Social/Economic/HR Devt		
- Create business opportunities in heritage structures	Early stages	
- Develop furniture mfg	No evidence of implementation provided	
- Provide HR required for future growth	Early stages	Connected to food coop, developed by Debbie Neil – museum training also noted
Improve Internal Communication		
- Newsletter	No evidence of implementation provided	
- Public meeting	Ongoing	
- TRACS open house	Ongoing	
- Improve communication within council	Ongoing	
- Separation of functions but with liaison and communication (TRACS vs. council)	Ongoing	
- Change Heritage Assoc. Name	No evidence of implementation provided	
- TRACS charitable status	No evidence of implementation provided	
- Town to incorporate entity for development	No evidence of implementation provided	
37 initiatives	9 Early Stages; 1 Midway; 2 Nearly complete; 8 Ongoing; 1 Postponed; 16 No implementation	

* Progress has been made on initiative(s) through actions outside of the planning process itself

TITA Master Plan

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Product Clusters		
- Harbour front/south side	Early stages	Upgrades to harbour experience and town harbour project (gazebos)
- North side of the harbour	Completed	Grace Boehner Wharf, also gazebos installed
Infrastructure		
- Lighthouse refurbished	Planning and preparation complete. Renovations are in early stages.	Renovations now moving ahead
- Twillingate Experience Centre	Early stages	Worked into lighthouse plan; NWI visitor centre upgraded (\$200,000)
Living History Village	Early stages	Similar private sector development in place prior to plan; original group (Fishing Village) now looking at small boat (punt) building similar to the Wooden Boat Museum at Winterton, Trinity Bay (residents would show the way they built punts)
- Craft centre	Early stages	Revised concept
- Economuseum	Early stages	Revised concept
Series of guided and self-guided packages	No action	Presence of pre-existing boat tours
Heritage Tourism		
- Museum coordination	No evidence of implementation provided	
- Preservation of inventoried heritage structures	No evidence of implementation provided	
- Identify and interpret six archaeological sites	Partially complete - no further action	2008 report found that most of the recorded sites have been heavily disturbed by European occupation
- Develop an archival network	No evidence of implementation provided	
Enterprises		
- Equipment rentals	No evidence of implementation provided	
- Outport getaways	No evidence of implementation provided	
Tourist Services		
- Enhance B&Bs	Ongoing	
- Enhance Restaurants	Ongoing	Some improvements have been

		made (part of lighthouse proposal)
Municipal and Business Development		
- Look-offs	Early stages	A couple of gazebos done
- Signage/icons	No evidence of implementation provided	
- Heritage bylaw	No evidence of implementation provided	
- Signage bylaw	No evidence of implementation	
- Beautification	Early stages	Trails, walkways, gazebos
- Expand murals	No evidence of implementation provided	
- Encourage business maintenance	No evidence of implementation provided	
Organizations and HR		
- Establish appropriate organizational structure for coordinated tourism mgmnt and devt	Ongoing	TITA represents the region's tourism operators but the plan identifies additional services that could be offered
- Team Twillingate	No evidence of implementation provided	
- Ongoing training in visitor services	Ongoing	
Twillingate Islands as a regional tourism hub	Ongoing	
27 initiatives	1 Completed; 8 Early Stages; 5 Ongoing; 1 mid-way but no further action; 12 No implementation	

Twillingate-New World Island Strategic Plan

Recommended Strategies and/or Initiatives	State of Implementation	Notes
Leadership in Pursuing Strong Economic and Social Growth		
- Evaluate old and new economic initiatives, catalogue and publish the findings	Completed	JCP worker has published documents
- Propose a development strategy	Completed	Have worked on prioritization with INTRD
- Research government agencies for funding (esp. for a Development Officer)	Ongoing	
Encourage Regional Cooperation		
- Host a Forum on Regional Co-operation and interdependence, followed by a strategy to action	Ongoing	Established partnerships with Lewisporte and requested participation with other groups, e.g. The Shorefast Foundation. Initial forum held 2007.
- Steering Committee to give direction to Recreation Director	Ongoing	
- Hold regional forum on natural resources	No evidence of implementation provided	
Ensure Participation		
- Target town councils, LSDs and other groups to meet with RDA	Ongoing	Regional forum
- Identify and clarify stakeholders, seek involvement of stakeholders through: surveys, questionnaires, forums, round table discussions, connecting, coordinating	Ongoing	Regional forum Round tables
- Provide a representative to sit on committees or on the Board of interested groups	Midway	Desire better coordination with TITA
- Provide representation on the board for stakeholders	Ongoing	
Enhancement of Communities		
- Evaluate area for potential for shared services and infrastructure	Ongoing	Recreation is considered shared service between T-NWI and larger region

Recommended Strategies and/or Initiatives	State of Implementation	Notes
- Research companies that will transport workers back to our area	No evidence of implementation provided	
- Survey young couples	No evidence of implementation provided	
- Research entertainment options	Ongoing	Provided broad definition of recreational amenities
- Research skilled trades courses	No evidence of implementation provided	
- Support initiatives by interest groups	Ongoing	
- Develop a community promotion strategy with local tourism groups	No evidence of implementation provided	
- Develop Residents Guide in partnership with Primary Health	Completed	Residents Guide was completed in 2009, though not in conjunction with Primary Health
- Provide representation on "Communities Supporting Families" subcommittee of Primary Health	No evidence of implementation provided	
Economic and Social Development		
- evaluate, prioritise and action the recommendations of the Research Committee named in Leadership (above)	Ongoing	Leadership spearheaded by individual in the region; focused on capacity building
- Provide an ongoing evaluation of all recommendations	Ongoing	
- Keep all stakeholders involved and informed	Ongoing	Small piece in each issue of the <i>Lewisporte Pilot</i> newspaper
- Meet with resource specialists to assess economic potential	Early stages	
- Review the binder on CCB	Completed	Numerous workshops
- Develop and promote a Speakers Forum	No evidence of implementation provided	
Progressive and Proactive Board		
- Establish a Committee to develop a strategy for a succession plan	Early stages	
- Recommend to the Executive the BEST Practices method	No evidence of implementation provided	

Recommended Strategies and/or Initiatives	State of Implementation	Notes
- Meet with teachers of Career Development 2201	No evidence of implementation provided	
- Engage in aggressive recruitment activity	Early stages	Piece in <i>Lewisporte Pilot</i>
Develop Transparency		
- Provide a written and/or oral report at each Board meeting	Ongoing	
- Provide for appropriate internal and external financial and operational audits	Ongoing	
- Conduct an annual general meeting	Ongoing	
- Develop an annual work plan	Ongoing	
- Recommend, develop and review: ethics, policy, finances, records	Ongoing	
- Review and update the strategic plan	Ongoing	KEDC and INTRD involved in regular monitoring sessions
Training and Welfare of Personnel		
- Arrange for policies addressing training needs and welfare issues	Ongoing	Training provided to their boards and workers (if not in policy, definitely in practice)
- Put appropriate committees in place	Completed	
- Arrange for yearly updates	Completed	
- Arrange presentation	Ongoing	
Communicate RDA mission		
- Ensure all minutes are communicated to stakeholders	Ongoing	Minutes taken for Board of Directors
- Carry out a monitoring and evaluation process	Ongoing	
- Communicate activities to the general public	Ongoing	
- Timely releases on developmental highlights	Ongoing	
- Arrange for use of media	Ongoing	
- Develop brochure on RDA	No evidence of implementation provided	
- Update website	Ongoing	
- Review cell /broadband coverage	Ongoing	Part of Strategic Planning mandate

Recommended Strategies and/or Initiatives	State of Implementation	Notes
47 Initiatives	6 Completed; 3 Early Stages; 1 Midway; 27 Ongoing; 10 No implementation	

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