

# Urban-Rural Interaction in Newfoundland & Labrador: Summary of Pilot Region Questionnaire Results



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## Executive Summary

To better understand the governance mechanisms in the three pilot regions involved in the Rural-Urban Interaction in Newfoundland and Labrador: Understanding and Managing Functional Regions project three types of questionnaires were delivered during the period of July 2008 to spring 2009: one to local businesses, one to local and one to regional non-government organizations (NGOs). Survey results provide insights into the history and mandate of 62 local and regional organizations operating within these regions, as well as their membership, scale of operations, resources, mechanisms of communication and collaboration, governance structures and processes, labour market and sustainability outcomes, key challenges and lessons learned. A total of 70 local businesses also provided perspectives on local labour markets, client service areas, opportunities and challenges.

Responding businesses tended to be formed after 2000 and to operate within the service sector. Local NGOs were most likely to address social objectives within their mandates. Economic development was the most common focus for NGOs serving multiple communities (regional NGOs), although social objectives were also pursued. The vast majority of regional NGOs have staff members and annual operating budgets, while most responding organizations that serve single communities (local NGOs) do not. Regional NGOs also tend to have a higher number of volunteers and to have been formed since 1990. Most local and regional NGO respondents indicated that their volunteer base is relatively stable.

Businesses in the pilot region tend to draw their employees from within a one to ten kilometre (km) radius and rarely (4%) draw employees from distances of greater than 50 km. Most customers are drawn from the sub-region (a cluster of surrounding communities smaller than the pilot region). There appears, therefore, to be a spatial mismatch between the scale of business operation and the scale of economic and labour market development planning, which primarily takes place for larger regions. Respondents report that local NGOs are most likely to select their own service area boundary while regional NGO service areas tend to be defined by the provincial government. Given the local focus of most businesses and community organizations and the influence of these actors on local development it is critical that larger regional and

provincial strategies connect with these local actors at the local scale and recognize their specific economic and labour market conditions.

Most local NGOs and business respondents consider their settlement (i.e. municipality or local service district) to be their community. There is greater variety in what respondents consider to be their region. Nearly one-third consider the pilot region area to be their region, followed by 21% who named a sub-region of the pilot region and 18% a larger region that includes an urban centre. In the rural adjacent to urban Irish Loop, respondents were most likely to identify a sub-region of the Irish Loop as their region. In remote Labrador Straits respondents associated with the pilot/REDB region and in non-adjacent Twillingate-New World Island with a larger region that includes the urban centres of Gander and/or Grand Falls-Windsor. Most respondents feel that their local or home area is a region rather than an individual community but overall respondents did not indicate a strong sense of connection with Functional Labour Regions (FLRs); affiliation with the FLR as respondents' home or region was strongest in Twillingate-New World Island.

The greatest challenges facing both business and local NGOs are lack of human resources, including staff and volunteers, and demographic shifts such as outmigration and aging of the workforce. Recruitment and retention of human resources was reported as the most important labour market-related challenge for 40% of responding businesses, followed by shortage of skilled or experienced labour. Strategies used to overcome these challenges include active employee search and job advertising and offering competitive wages and benefits. Two-thirds of responding businesses reported that they had not had assistance from government or non-government organizations with finding and/or retaining employees. Yet one-third of local and more than half of regional NGO respondents have a mandate to address labour market development issues, including Development Associations in all three regions and REDBs, CBDCs and school boards in two regions. Nearly half (48%) of local and 85% of regional NGOs report that they are involved in activities that support labour market development; most commonly creating employment using subsidy programs in the case of local NGOs. For regional NGOs labour market development activities include business development and support, training and policy and planning. Most regional NGOs feel that the regional nature and capacity of their organizations enables them to address labour market development issues more effectively.

Pilot region development networks consist of 153 mentioned actors; primarily operating at the community and regional scale. Residents and volunteers, businesses and local governments were the most commonly mentioned groups within these development networks. Many of the groups and organizations mentioned, particularly provincial and federal level actors, are based in urban centres outside of the pilot regions. Respondents emphasized the importance of relationships between development actors and indicate that most organizations do collaborate with others in some way, but overall they suggest that regional relationships are “somewhat collaborative”.

Other NGOs and local governments are frequently engaged in responding organizations’ strategic planning processes but few mention either local businesses or the provincial government as being involved in their planning efforts despite the importance of these actors in labour market development. Businesses mostly commonly collaborate with other businesses rather than the government or NGO sectors, often through referrals. Low numbers of businesses indicating supportive relationships with government and non-government agencies, particularly with regard to attracting and retaining employees, suggest room for improvement. The presence of development actors based in urban centres further indicates the need for effective and ongoing rural-urban communication and interaction in planning and implementation of labour market development activities. Survey responses reflect limited recognition of the role various organizations play in local labour markets and the need for greater coordination in and strategic attention to this important area of local economic and community development.

Finally, it is important to note that despite the challenges they face the majority of firms and organizations remain optimistic about the development potential of the three regions. They see market opportunities and changes in their communities that signal hope for the future, an encouraging sign for the many actors engaged in development within these regions.

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University of Kentucky





## List of Acronyms

ACOA - Atlantic Canada Opportunities Agency  
BDC - Business Development Bank of Canada  
CAP - Community Access Program  
CBDC - Community Business Development Corporation  
CCDA – Capital Coast Development Association  
CCRC – Community Cooperation Resource Centre  
CNA - College of the North Atlantic  
CRRF – Canadian Rural Revitalization Foundation  
DFO - Department of Fisheries and Oceans  
EAS - Employment Assistance Services  
FINALLY! - Futures in Newfoundland and Labrador Youth  
FLR – Functional Labour Region  
HNL - Hospitality Newfoundland Labrador  
HRDC - Human Resources Development Canada  
HRLE - Human Resources, Labour and Employment  
HRSDC - Human Resources and Social Development Canada  
ILDB – Irish Loop Development Board  
INTRD - Department of Innovation, Trade and Rural Development  
KCTA - Kittiwake Coast Tourism Association  
KEDC - Kittiwake Economic Development Corporation  
LSDC - Labrador Straits Development Corporation  
LSD - Local Service District  
MHA - Member of the House of Assembly  
MNL – Municipalities Newfoundland and Labrador  
MUN - Memorial University of Newfoundland and Labrador  
NGO – Non-Government Organization  
NLOWE - Newfoundland and Labrador Organization of Women Entrepreneurs  
NLREDA - Newfoundland and Labrador Regional Economic Development Association  
RCMP - Royal Canadian Mounted Police  
RDA – Rural (or Regional) Development Associations  
REDB - Regional Economic Development Board  
SADA - Southern Avalon Development Association  
SATA - Southern Avalon Tourism Association  
SC - Service Canada  
SEP - Strategic Economic Plan  
SLDA - Southern Labrador Development Association  
SSP - Strategic Social Plan  
SWASP - Student Work and Service Program  
T/NWI - Twillingate New World Island  
TITA - Twillingate Island Tourism Association  
TNWIDA - Twillingate New World Island Development Association  
WISE - Women Interested in Successful Employment

## Introduction

Increasing urbanization, a greater awareness of the economic competitiveness of clusters, and observation of population growth in rural areas adjacent to urban centers are among the trends that have led to calls for more research and policy development related to rural-urban interaction, or “the urban-rural footprint”. Rural-urban dynamics are one of the primary influences on local labour market definitions and outcomes in Newfoundland and Labrador. Evidence suggests there is a growing divide between urban areas and rural communities with respect to these outcomes.

Initial research had been carried out by both provincial agencies and academic researchers to identify local workflows between communities and within regions in the province.<sup>1</sup> In the summer of 2007, Municipalities Newfoundland and Labrador (MNL)’s Community Cooperation Resource Centre (CCRC), the Canadian Rural Revitalization Foundation (CRRF) and researchers at Memorial University and University of Kentucky, with funding support from CA/NL Labour Market Development Agreement, undertook a research program to further explore these commuting flows but also other forms of urban-rural and multi-community (regional) interactions in the province. The goals of the Rural-Urban Interaction in Newfoundland and Labrador: Understanding and Managing Functional Regions project were to:

- 1) delineate and where possible map using GIS, the range of linkages between communities in regions in the province, particularly those between urban and rural communities, assessing which communities are most connected through multiple linkages, and which combinations of linkages contribute most to sustainable regions;
- 2) develop a Regional Economic Capacity and Labour Market Potential Index tool using open source web-based GIS software for use by development officers, potential investors and other stakeholders;
- 3) assess existing governance mechanisms and make recommendations for enhanced planning and decision making taking functional regions, Regional Economic Capacity and Labour Market Potential into account; and
- 4) collaborate with municipal and regional leaders and other partners to ensure transfer of learning and best practices, piloting of new approaches and that lessons learned inform the policy and programs of all orders of government as well as decision-making by businesses and development agencies.

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<sup>1</sup> <http://www.lmiworks.nl.ca/LabourMarketInformation/Workflow.aspx>; Partridge, M. Mapping the Rural-Urban Interface: Partnerships for Sustainable Infrastructure Development.

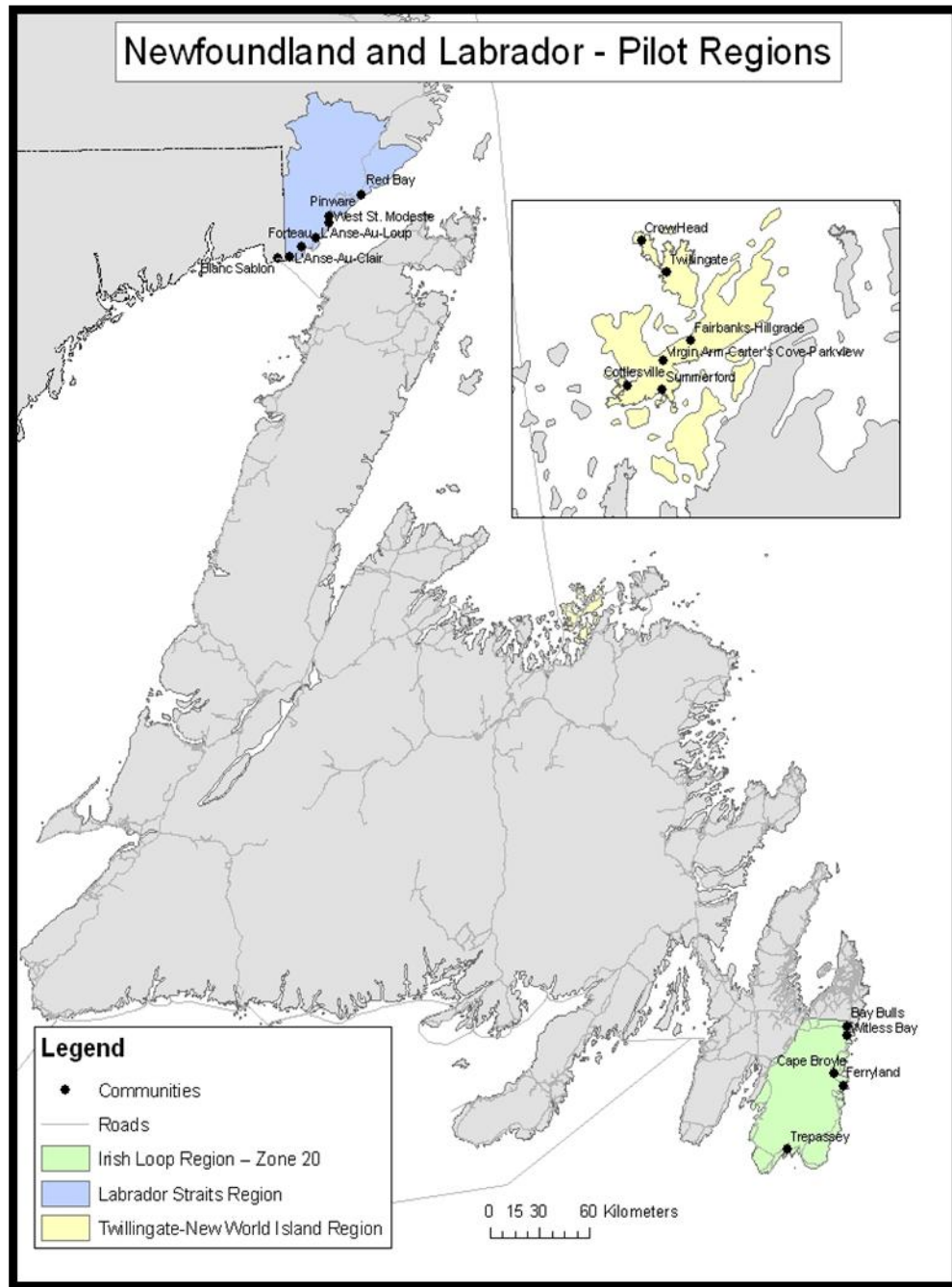
## Methodology

To better understand factors that link different communities as well as the governance mechanisms in functional regions, detailed research was completed in three pilot regions (see Figure 1). This research was conducted in conjunction with associated organizational partners in each region: Irish Loop (Irish Loop Development Board), Twillingate-New World Island (Twillingate-New World Island Development Association) and Labrador Straits (Labrador Straits Development Corporation). These three regions differ from one another in their proximity to urban centers, and therefore represent three types of rural regions: rural adjacent to urban (Irish Loop), rural non-adjacent (Twillingate-New World Island) and rural remote (Labrador Straits).

This report summarizes the results of three questionnaires conducted within the three pilot regions: one of local businesses, one of local and one of regional non-government organizations (NGOs). The purpose of surveying NGOs within the pilot regions was to describe and better understand the history and mandate/missions of organizations involved in governance within these regions, their membership and choice of regional scale, resources, mechanisms of communication and collaboration, governance structures and processes, labour market and sustainability outcomes, as well as key issues and lessons learned. Increased understanding of regional dynamics and lessons from past experience with collaborative regional governance should in turn lead to more informed local decision making and governance processes and to improved labour force and economic development strategies. Information from NGOs was supplemented by questionnaire data from local businesses, who shared their perspectives on local labour markets, client service areas, opportunities and challenges.

Work in the three pilot regions began with initial meetings between the research team and community partners in the summer and fall of 2007, followed by the hiring of local research assistants hosted by the local partner organizations in the summer of 2008. Research assistants sent questionnaires and/or conducted in-person interviews from the partner organizations' local offices. Regional profiles were also prepared to supplement the information gathered through the questionnaire and to help provide a better understanding of the pilot regions. These profiles included statistical and historical information as well as a summary of planned future directions for the economy of each region (see [www.municipalitiesnl.ca](http://www.municipalitiesnl.ca) for copies of project documents).

Figure 1 Pilot Regions



A list of businesses in each region was generated based on data provided by NL Statistics Agency (see individual pilot region reports for a listing). Based on a random sample of the 464 businesses located in the three regions, 210 questionnaires in total were distributed to local businesses during the summer and fall of 2008. Local partners and research assistants identified 187 local NGOs and 62 regional groups (groups that serve multiple communities) within the study

regions. A total of 80 questionnaires were distributed and/or attempts to conduct interviews made with local NGOs, again based on a random sample. All regional groups were contacted. In total, representatives of 70 businesses, 39 local non-governmental organizations (NGOs) and 20 regional NGOs operating within the pilot regions responded to the questionnaires (Table 1).

Table 1 Response Rates

	Local businesses	Local NGOs	Regional NGOs
Identified number of potential respondents	464	187	62
Number of questionnaires sent	210	80	43
Number of questionnaires received	70	42 <sup>2</sup>	20
Response rate	33%	52%	47%
Representation rate	15%	21%	32%

Table 2 Business Representation Rate by Pilot Region

Pilot Region	Total # of identified businesses	# of completed questionnaires	% of total businesses
Twillingate-New World Island	141	19	13
Labrador Straits	77	18	23
Irish Loop	248	33	13
Total	466	70	15

<sup>2</sup> 42 responses to the local NGO questionnaire were received but three of these were from regional organizations that responded to both surveys. Both responses from these organizations are considered in the results reported below but to avoid double counting these three organizations are not included in the local NGO representation calculations or in the total number of potential local NGO respondents. Because these organizations are regional in nature they are counted here as regional organizations.

Table 3 NGO Representation Rate by Pilot Region

Region	# of identified NGOs			# of organizations that completed questionnaires			
	Local	Regional	Total	Local	Regional	Total	%
Twillingate-New World Island	41	15	56 <sup>3</sup>	16 <sup>4</sup>	6	22	39
Labrador Straits	50	14	64	15	7	22	34
Irish Loop	96	33	129	8 <sup>5</sup>	7	15	12
Total	187	62	249	39	20	59	24

These responses represented 15% of total businesses, 21% of local NGOs and 32% of regional (multi-community) NGOs in the three regions, with higher rates of business response in Labrador Straits and lower NGO response rates in the Irish Loop. The position of the business respondents within their businesses varied between owner, senior management, and staff, with 68% of questionnaires completed by the business owner. NGO questionnaires were completed primarily by chairpersons or senior staff members.

The percentage of total businesses and NGOs in the regions that completed the questionnaires was lower than the targeted level (15% vs. 45% of total businesses and 24% vs. 49% of total NGOs) and therefore these results should not be considered statistically significant (Table 2, Table 3). With the exception of the Irish Loop, response rates were lower for businesses than NGOs. Despite relatively low response rates, a comparison of the data across case study regions suggests differences as well as common issues, concerns and opportunities related to labour market development and community viability that are relevant and informative in the study of rural-urban interactions and functional regions in Newfoundland and Labrador.

<sup>3</sup> Includes the Strategic Planning Committee, Twillingate-New World Island Development Association and Primary Health Community Advisory Committee in addition to Central Health Board as well as LSDs.

<sup>4</sup> Primary Health Care Advisory Committee representatives completed both regional and local NGO questionnaires. Therefore n=17 for Twillingate-New World Island local NGOs and 42 overall for local NGO results below but the Committee is counted only as a regional organization in the calculation of the total number of responding organizations and in calculations combining both local and regional NGOs (to avoid double counting).

<sup>5</sup> Two Irish Loop regional organizations completed both regional and local NGO questionnaires. Therefore n=10 for Irish Loop and 42 overall for local NGO results below but to avoid double counting these organizations are counted only as regional organizations in the calculation of the total number of responding organizations and in calculations of results that combine local and regional NGOs.

The questionnaires for the survey were developed by the research team. Copies of all three questionnaires (for businesses, local NGOs and regional NGOs) are provided in Appendix B. The questions in the survey, and the description of the results below, are grouped in the following categories:

- I. General Information
- II. Organizational Structure and Resources
- III. Region and Sense of Place
- IV. Human Resources/Local Labour Market
- V. Assistance and Collaboration
- VI. Achievements and Challenges
- VII. Optimism about the Future

Only local and regional NGOs surveys contained the category of organizational structure and resources.

Data collection for the survey was conducted in accordance with Memorial University of Newfoundland ethical guidelines. Survey data was first analyzed separately for local businesses, local NGOs and regional NGOs in each of the three pilot regions. These analyses can be found in the Pilot Region Questionnaire Results Documents. Then results were summarized across all three regions by types of respondents (i.e. local businesses, local and regional NGOs) and, finally, across the regions and types of respondents. The results of this final analysis are presented in this Summary Report.

The research team organized two separate presentations of the survey results in each of the three pilot regions – one for local businesses, and one for local and regional NGOs – to share and obtain local feedback on the results. These presentations took place in November 2009. Participants' comments on the survey results were incorporated into this Report.

## I. General Information about Responding Organizations

### Local Businesses

Responding businesses were located in over 25 communities from the three pilot regions. Within the Irish Loop 49% of the respondents were located in either Bay Bulls or Witless Bay, while in Twillingate-New World Island region 63% of respondents were from Twillingate. These communities serve as the main business centers within their regions. In contrast, the respondents from Labrador Straits were more evenly spread throughout their region.

In terms of type of organization, the majority (56%) of responding businesses were incorporated. The largest cohorts of surveyed businesses were established in the past ten years (34%) and in the 1990s (30%) (Table 4). The rest ranged from, 19% in the 1980s; to 12% in the 1970s; and 1% in the 1960s.

Table 4 Year of Establishment (number of businesses)

Pilot region	2000-2009	1990-1999	1980-1989	1970-1979
Labrador Straits	4	8	4	2
Twillingate-New World Island	7	3	5	3
Irish Loop	15	10	4	3
Total	26	21	13	8

Respondent businesses offer a wide range of product and service types. Certain common business types and sectors were categorized separately, such as: accommodations, restaurants, tourism services, grocery stores, retail, and convenience stores; while other services, such as: small engine and vehicle repair, communications services, hair salons, real estate, construction and funeral services were classified in a general “other services” category. Table 5 below illustrates the range of the products and services found within the responding businesses by pilot region. The most common types of responding businesses were from the following categories: “other services” (31%), combination businesses (15%) and accommodation (13%). Combination businesses are those that provide two different categories of services or products, such as auto repair combined with a convenience store, restaurant combined with tanning service etc.



Table 5 Distribution of Business Types by Pilot Regions (number of businesses)

Type of business	Irish Loop Total responses = 31	Labrador Straits Total responses =18	Twillingate-New World Island Total responses = 19	All Regions Total responses = 68
Other Services	10	6	5	21
Combination	2	5	3	10
Accommodation	3	4	2	9
Restaurant	4	0	3	7
Grocery Store	3	1	2	6
Specialty Store	4	0	2	6
Gift Shop	2	3	0	5
Convenience Store	1	3	1	5
Retail	1	1	1	3
Tourism	1	0	1	2
Major Supermarket Chain	1	0	0	1
Other	0	1	1	2

Table 6 below compares proportion of the top five business types within the total number of businesses in the three pilot regions (according to the lists of businesses generated based on data provided by NL Statistics Agency) with the representation of these business types in the survey responses. For example, in the Irish Loop “other services” represent 46% of all businesses in the region and 36% of questionnaire respondents. Thus, “other services” in the Irish Loop are underrepresented within the study. Grocery stores are over-represented in all regions. While it is difficult to achieve precise representation, there are some examples where the numbers were similar, e.g. Irish Loop restaurants, Labrador Straits services, and Twillingate-New World Island “other services”.

“Other services” dominate among all three pilot regions (Table 6) and in general the importance of the service sector in these regional economies can be seen in this review of business types. Accommodations and restaurants hold the second and third positions respectively in Twillingate-New World Island, while in the other two regions second position belongs to combined services. This suggests a greater dependency of Twillingate-New World Island on the tourism industry but also a tendency of rural businesses to sustain their operations by offering multiple types of products and/or services (combination businesses).

Table 6 Proportion of the Top Five Business Types among Businesses in the Region vs. Representation of these Business Types in the Questionnaire Responses

	Twillingate- New World Island Proportion/ Representation (%)	Labrador Straits Proportion/ Representation (%)	Irish Loop Proportion/ Representation (%)
Other Services	33/26	30/33	46/36
Combination	6/16	13/28	33/6
Accommodations	19/11	12/22	12/9
Restaurant	9/16	8/0	11/12
Grocery Store	2/11	1/6	3/9

With regard to changes in products and services made by the firm over the past five to ten years, 70% of those who responded to this question did not feel that they had made any changes to their products and/or services. Of the remaining 30%, 39% of respondents from the Irish Loop, 28% from Labrador Straits, and 16% from Twillingate-New World Island saw at least some change, such as product or service change or expansion. References were also made to changes in the environment and technology, as well as downsizing. Given the need to respond to an ever changing business environment low rates of product and service change, particularly in Twillingate-New World Island, may be an indication of low levels of business innovation and a cause for concern.

### Local and Regional NGOs

Questionnaire responses for local and regional NGOs represent various types of organizations. The prevailing groups consisted of public services (24% of groups) and development organizations (22% of organizations), followed by recreational organizations (17%) (Table 7). Other types included: health, education, service clubs, church/religious groups and 'other'. Development organizations constitute the largest groups of respondents in Twillingate-New World Island region (23% of organizations); while in Labrador Straits the majority of responding NGOs were either public service or recreational organizations (27% each). Examples of groups considered to be public services include: library boards, fire departments, crime prevention groups and harbour authorities.

Table 7 Distribution of Responding NGOs by General Type of Organization

	Irish Loop	Twillingate-New World Island	Labrador Straits	Total
Total # of NGOs	15	22	22	59
Public Services	5	3	6	14
Development	5	5	3	13
Recreation	1	3	6	10
Health	0	4	2	6

While responding Irish Loop businesses were most commonly from Bay Bulls and Witless Bay (Witless Bay Functional Region), local NGOs were most commonly located in Trepassey (60%). Similar to business responses, in Twillingate-New World Island responding NGOs were most commonly located in Twillingate and in Labrador Straits local organizations were spread throughout the region.

Responding organizations represented a mix of incorporated and unincorporated NGOs, with significant differences between local and regional NGOs. Of responding regional NGOs, 75% were legally incorporated, while only 33% of local NGOs are incorporated.

The years of establishment of local and regional NGOs ranged from the 1800s to recent years. Overall, 47% of organizations were established between 1990 and 2008. Regional organizations tended to be formed more recently, with 68% formed since 1990 (42% in the 1990s and 26% since 2000). Local NGOs were mostly commonly formed in either the 1970s (24%) or the 1990s (29%), with 37% formed since 1990.

Economic and social development were the most common type of NGO mandates overall (27% and 25% of total respondents respectively), followed by general community development – a category of organizations whose mandate covers multiple aspects of community and regional well-being (Table 8). Other common categories such as health and safety, recreation and education are considered independently below but are often considered social in nature, thus making social development the dominant type of mandate within the NGO respondents. Social development was most common among local NGOs while economic development was the most common mandate type among regional NGOs. Economic development activities included:

marketing the region; evaluating potential areas for economic development; providing financing and technical assistance; fostering partnerships; capacity building; and development and implementation of economic plans.

Table 8 Regional Distribution of Responding NGOs by Mandate

Mandate/Mission	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
<b>Total number of NGOs</b>	<b>15</b>	<b>21</b>	<b>23</b>	<b>59</b>
Economic assistance/development	5	3	8	16
Social development	2	8	5	15
General community development	4	-	4	8
Public involvement, communication, information	1	1	5	7
Health/healthy living	-	4	2	6
Safety	2	4	-	6
Partnerships	2	2	2	6
Recreation	2	3	-	5
Government/management	-	-	5	5
Education	2	2	-	4
Employment assistance	1	1	-	2
Infrastructure/public service	1	1	-	2
Other	4 <sup>6</sup>	-	1 <sup>7</sup>	5

There were also some regional differences in organizational mandates. In Labrador Straits region, for example, groups with a social development mandate were the most commonly represented among the survey respondents whereas economic development was the most common response in the other two regions.

As far as changes in mandates over the past five to ten years, 76% of local and regional NGOs reported no changes. Those who indicated changes in their mandates were mostly from Labrador Straits and Irish Loop regions. Regional NGOs were more likely to have experienced a mandate change than local NGOs (88% of whom reported no recent change). These changes included: a change in emphasis; an expanded mandate; change in geography; and integration of mandates. Mandates were, in some cases, emphasized in relation to responses surrounding the functions, activities, and services provided by the participating NGOs.

<sup>6</sup> Self-sufficiency, historical preservation, core functions as described by government

<sup>7</sup> Organize functions for unpaid caregivers

Regional NGO respondents were asked what functions or services they perform at a regional level. ‘All services’ or ‘all of the above’ was the most common response, referring to the activities and services in Table 9. The most common type of activity or service offered by regional organizations is community capacity building. Other responses emphasized business development and employment, especially from Twillingate-New World Island.

Table 9 Regional NGO Functions, Activities/Services

Functions, Activities, & Services	Irish Loop N=4	Labrador Straits N=5	Twillingate-New World Island N=5	All Regions N=14
Community Capacity - support, ensuring partnerships, advisory and awareness, leadership	4	4	3	11
Business/Economic Development - opportunity identification, workshops	2	-	4	6
Social/Cultural Development - new opportunities, support, education	1	3	1	5
Community Activism - lobby government, increase participation, improve legislation	-	1	1	2
Other - Search and rescue, youth programs, infrastructure development	1	1	-	2
Employment - EAS, sponsorship	-	-	1	1

Local NGOs were asked if there are other organizations playing a similar or overlapping role, however, 68% responded “no”. When asked if similar organizations were collaborators or competitors, of those who responded, no one saw similar organizations as competition while 63% felt these organizations were collaborators. There were 38% who cited other responses such as organization were “neither collaborators nor competitors...they are not working with the [other organizations] or competing against them”. They also noted that members of one organization were often the members of other, similar organizations as well and “depending on the project involved they can be either” competitors or collaborators.

All local NGOs and over 80% of regional NGOs responded that they have a formal membership. Local NGOs tended to be smaller, with most of local NGOs (71%) having under 20 members.

The membership size of responding regional NGOs varied by region. Membership numbers were the lowest in Labrador Straits region, with two thirds (67%) having between 0 and 20 members. One-third (33%) of Twillingate-New World Island regional NGOs had 20 or fewer members while half (50%) had more than 100. In the Irish Loop only 20% of regional NGOs reported a membership of 20 or less, with 40% of respondents reporting membership numbers between 51 and 100 and 40% having 250 or more members.

Local NGOs respondents from each pilot region indicated that many of their members had been with the organization for a long time, although the number of years most members had been with the organization varied from 20 plus years to less than 5. The majority of respondents from Labrador Straits had members of their organization who were there “since the beginning” (60%). Other respondents noted membership between 5 to 10 years (27%), and less than 5 years (20%). In the Twillingate-New World Island region, responses also varied with members that had been there both from less than 5 years (47%) and 20 plus years (47%). Many Irish Loop respondents answered “other” to this question (78%), indicating responses such as members had been there many years, some “since birth”.

The majority of local NGOs from each region said that they had seen changes in their membership over the past five years. Recruiting new members is difficult for the respondents from each pilot region as Irish Loop (89%), Labrador Straits (73%), and Twillingate-New World Island (70.5%) respondents either stated that it was difficult or somewhat difficult to recruit new members.

## **II. Organizational Structure and Resources**

### **Local and Regional NGOs**

Over half (58%) of the surveyed NGOs have full- or part-time staff (95% of regional and 40% of local NGOs). Of local NGOs that do have staff members 88% have only 1-2 employees. Regional NGOs tend to have 3 or more staff members but most (75%) have 10 or fewer. Three responding regional organizations have more than 1,000 employees (including two School Districts and a Health Authority).

Volunteers are a very important resource for local and regional NGOs. All respondents in each region, with only two exceptions, indicated that their organizations have volunteers; 42% have under 10 volunteers (51% for local NGOs), 21% between 11 and 20 volunteers, and 25% between 21 and 50. Regional organizations tend to have higher volunteer numbers (33% have 11-20 and 28% have 21-50). Two local NGOs, however, one from the Irish Loop and one from Twillingate-New World Island, indicated that they had over 100 volunteers (as did three regional NGOs). Local NGOs were asked if their volunteer base was growing, stable or declining; 68% reported that their volunteer numbers had been relatively stable (declining for 20% and increasing for 12%).

The main duties of these volunteers include preparation and delivery of projects or programs (52% of NGOs indicated that volunteers play this role); sitting on the Board of Directors (34%) and fundraising (27%) (Table 10). The majority, (77%) of responding organizations, had a board of directors/trustees or management committee. Almost all regional NGOs (95%) have such boards, while the number is smaller for local NGOs – 69%. The lowest proportion of local organizations having a board of directors or management committee was detected in Labrador Straits (53%). The size of these committees or boards was also smaller for local NGOs than for regional, ranging from between 0 and 5 members (32%) to between 6 and 10 members (57%) among local organizations while the half (53%) of regional NGOs had between 11 and 20 members. The only two regional NGOs that reported having less than five members were located in the Labrador Straits region. Other NGOs such as educational, social and economic development, garbage collection and disposal groups (unspecified scale) are the type of group most likely to be represented (38%) on these NGO Boards or Management Committees, followed by the general public and local residents (27%). The list of organizational interests represented on the Boards of Directors of responding organizations can be seen in Table 11.

Among the methods local and regional NGOs use to identify people to sit on their board of directors, were: elections (48%), followed by advertisements for volunteers and nominations (44%) and internal nominations (31%). Across all regions, 82% of organizations had a set of by-laws or operated under a terms of reference (74% for local NGOs), 71% had policies and procedures in place (64% for local NGOs) and 90% kept a record of meetings and decisions made. In terms of how decision-making was organized, 69% of respondents indicated that

decisions are made through formal motions and/or votes, while 23% use consensus (56% and 24% respectively for local NGOs).

Table 10 The Role of Volunteers

Role	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of responding NGOs	15	22	21	58
Program/project delivery	7	14	9	30
Board of Directors	4	6	10	20
Other <sup>8</sup>	4	6	6	16
Fundraising	2	8	4	14
Community liaison, collaboration and communication	2	2	1	5
Committee membership	1	1	2	4

Table 11 Board or Management Committee Representation

Board Representation	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of respondents	11	14	22	48
Other NGOs	4	3	11	18
General public/local residents	4	5	4	13
Municipalities, Local Service Districts	2	1	4	8
Provincial	3	3	2	8
Local organizations	3	1	2	6
Regional organizations	5	1	-	6
Federal	3	1	1	5
Business owners/entrepreneurs	2	1	1	4
Community representatives	1	-	2	3

Among regional NGOs 90% of responding organizations have an operating budget, much higher than for local NGOs (49%). The lowest number of local organizations having an operating budget was detected in Labrador Straits region (40%), the highest in Twillingate-New World Island (56%). Budget figures for each region can be found in each regional Questionnaire Results documents. Special events (37%), fee for services (35%) and other forms of self-generation (32%) are the most common sources of funds for NGOs in the pilot regions (Table 12). Local and regional organizations vary in their funding sources, with regional organizations more likely

<sup>8</sup> Attend meetings; set policy, planning, yearly papers; fire department, recreation, Women's Institute



to cite provincial and federal governments and fee for service as funding sources and local NGOs much more likely to raise funds through special events, especially in Twillingate-New World Island region.

Table 12 Sources of Funding for Regional and Local NGOs

	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of respondents	15	21	21	57
Special events	2	6	13	21
Fee for services	5	9	8	20
Self-generated	4	8	6	18
Government unspecified	1	5	3	10
Non-governmental donations	5	3	2	10
Federal unspecified	1	2	4	7
Provincial government grant	-	6	1	7
Provincial unspecified	2	1	2	5
Local government grants	1	3	1	5
Other	-	1	3	4
Federal government grant	-	1	2	3
Taxes	-	-	2	2

NGOs were also asked whether they engage in strategic planning in relation to their goals and objectives. All regional and over the half (59%) of local NGOs responses were affirmative. See Tables 13 and 14 for types of NGOs engaged in strategic planning.

In terms of how often the strategic planning takes place, the most common response from regional NGOs in each pilot region was ‘other’, often citing that planning is done on an “as needed” basis. Among local NGOs, respondents from Twillingate-New World Island and the Irish Loop were more likely to be engaged in strategic planning. In the Irish Loop 60% and in Twillingate New-World Island 82% of local organizations undertake strategic planning efforts, while the majority of Labrador Straits respondents (66%) do not participate in strategic planning. When asked how often the planning occurs ‘yearly’ and ‘other’ were the most common responses. The majority of respondents in Twillingate-New World Island and Irish Loop named ‘other’ (e.g. as needed), while organizations from Labrador Straits who conducted strategic planning tend to do so on a yearly basis.

Table 13 Types of local NGO undertaking strategic planning

	Irish Loop	Twillingate-New World Island	Labrador Straits
Library Board	Y	Y	n/a
Volunteer Fire Department	Y	n/a	Y
Roman Catholic Church/Parish	Y	n/a	Y
Waste Disposal Committee	n/a	Y	Y
Health-related organizations	n/a	Y	Y
Harbour Authority	N	Y	Y
Local government	n/a	Y	n/a
Lions Club	n/a	Y	n/a
Women's Institute	n/a	Y	N
Elementary School Council	n/a	Y	n/a

Legend: Y –“yes”, N-“no”, n/a- information is not available

Table 14 Types of regional NGO undertaking strategic planning

	Irish Loop	Twillingate-New World Island	Labrador Straits
Tourism association/organizations	Y	Y	n/a
Regional (Rural) Development Associations	Y	Y	Y
Community Business Development Centres	Y	Y	Y
Chamber of Commerce	n/a	Y	n/a
School District/Board	Y	n/a	Y
Regional Economic Development Board	Y	Y	n/a
Search and Rescue	Y	n/a	n/a
Community Youth Network	n/a	n/a	Y
Regional Health/Primary Health Care	n/a	Y	Y

Legend: Y –“yes”, N-“no”, n/a- information is not available

### III. Regions and Sense of Place

#### Defining Functional Regions

Respondents were asked various questions about defining their regions. In particular, business respondents were asked to define the area from where their employees commute daily to work (labour market regions) and the area from which they draw their customers (service regions).

In relation to defining labour market regions, local businesses indicated that the distance their employees travel on average to come to work was between 1 and 10 km for 100% of Twillingate-New World Island and 80% of Labrador Straits and Irish Loop respondents. However, some

employees do travel further distances: in Labrador Straits 46% of businesses have some employees that travel 11 to 50 km (vs. 35% in the Irish Loop and 24% in Twillingate—New World Island). In Labrador Straits there were no businesses and in Twillingate—New World Island only 1 of 17 businesses with employees travelling over 50 km to work (a fish processing company where employees travel up to 100 km). For two Irish Loop respondent businesses (a pharmacy and a marine terminal) employees commute as far as 100-200 km, with a mention of travel up to 330 km. Most respondents (78%) did not feel there was a difference in the distance travelled between types of employees.

Similar patterns can be seen in the size of the market or membership area served by local NGOs and local businesses, while regional NGOs tend to serve larger areas (Table 15). Local businesses and local NGOs define their primary client area as either their community or sub-region (a grouping of multiple neighbouring communities that is smaller than the pilot region as a whole), with the pilot region being the larger area they serve.

Table 15 Primary Area of Client Base for Local NGOs and Businesses

Scale	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of respondents	41	33	34	108
Community	4	16	10	30
Sub-region	18	6	9	33
Pilot region	1	2	6	9
Pilot region incl. Quebec communities	-	4	-	4
Larger region incl. urban	5	1	-	6
Larger region, no urban	2	1	2	5
Provincial	-	-	1	1
National	-	-	1	1
International	6	-	2	8
Other	5	3	3	11

The results for local businesses and local NGOs have some regional variations. Business respondents from the Twillingate-New World Island and Irish Loop regions tend to define the area they primarily serve as being sub-regions, while respondents from the more remote Labrador Straits region operate at the single community level. All regions also have some businesses with a primary client base that covers a larger area, including urban centres

(particularly for businesses in the Irish Loop), national, as well as international markets (again most common as a primary market for businesses in the Irish Loop). ‘Tourists’, while not belonging to a specific geographic area, were also mentioned as a primary client base by respondents from each of the three pilot regions.

In terms of the larger geographic area businesses serve (outside of their primary client base), the most common response in the Irish Loop was sub-region (39%), followed by a region that includes St. John’s urban area (29%); while the pilot region was named by the majority of respondents in Twillingate-New World Island and Labrador Straits. In the case of Labrador Straits this included communities in Quebec for 29% of respondents. In Labrador Straits 18% of respondents, in the Irish Loop 22% and in Twillingate-New World Island 26%, indicated that they had some international clientele.

For local NGOs the majority of respondents from Twillingate-New World Island and Labrador Straits indicated that they primarily serve a single community. This relates directly to the methodology employed as organizations known to serve single communities were targeted for the local NGO questionnaire, and those serving multiple communities were sent the regional NGO questionnaire. Within Twillingate-New World Island while the majority of respondents indicated that they primarily serve a single community, some local NGOs extend their services to the sub-region, pilot region and even provincial and international scales. Local NGO respondents in the Irish Loop and Labrador Straits, on the other hand, do not serve communities beyond their pilot regions.

Most regional organizations surveyed serve regions larger than the pilot region. None of the rural pilot regions included an urban centre<sup>9</sup> yet 50% of regional organizations that serve the pilot regions also service an urban community. For example, in the Irish Loop multiple regional NGO respondents named the Avalon Peninsula as their service area (including St. John’s urban area), in Twillingate-New World Island the Kittiwake Coast (including Gander) and in Labrador Straits the whole of Labrador (including the urban service centre of Happy Valley-Goose Bay).

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<sup>9</sup> Defined for the purposes of the project as a community with a population of 4,000 or more, according to Municipalities NL urban caucus membership guidelines. Our research results suggest that there are also smaller service centres under 4,000 (e.g. St. Anthony, New-Wes-Valley, Lewisporte) and that population can be as low as 2,200 and the community still serve service regional centre functions.

Between the three pilot regions, there were differences in the number of communities and size of the population served by responding regional NGOs. Regional organizations most commonly serve between 26 and 50 communities (accounting for 60% of responses in Twillingate-New World Island and Labrador Straits). The other 40% of respondents in Twillingate-New World Island serve between 51 and 99 communities while in Labrador Straits the remainder serve between 11 and 25 communities. In the Irish Loop region responses were varied. The average size of the population served by regional NGOs varies considerably between groups but also on average across the regions, ranging from average population served of 16,485 in Labrador Straits to 51,870 in Twillingate-New World Island and 160,612 in the Irish Loop. These figures are closely linked to the size of the urban centres served by larger regional organizations.

Table 16 Geographical Area Served by Regional NGOs

Scale	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of respondents	7	7	6	20
Community	-	-	-	-
Sub-region	2	-	-	-
Pilot region	0	2	1	3
Larger region incl. urban	3	3	4	10
Larger region, no urban	1	2	1	4
Provincial	-	-	-	-
National	-	-	-	-
International <sup>10</sup>	1	-	-	1

In terms of determining the area served by non-government organizations, 29% of local and regional NGOs determined their boundaries themselves, while for 19% of organizations their service boundaries were designated by the provincial government (Table 17). When considered separately, local NGOs are most likely to self-determine their boundaries, while regional NGOs most commonly follow boundary decisions made by the provincial government.

“Common needs or interests” was the most commonly cited criterion used by decision-makers to determine the NGOs’ service areas (27%), followed by geographical proximity and pre-existing boundaries (25% each). Reasons for the establishment of boundaries varied by region.

<sup>10</sup> Also larger region including an urban centre: St. John’s, Avalon, Burin and Bonavista Peninsula as far as the Eastern boundary of Terra Nova Park and Saint Pierre èt Miquelon`

Table 17 Who Determined the Boundaries of Local and Regional NGOs

Scale	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of respondents	15	21	19	58
Self-determined	5	9	3	17
Provincial government	2	5	4	11
Pre-existing boundaries/service areas	2	1	4	7
Federal government	1	2	2	5
External NGOs	2	1	2	5
Geography	1	-	1	2
Research	-	-	1	1
Other	-	-	2	2

Table 18 Summary of Business and NGO Labour Market and Service Areas

- Businesses draw their labour force primarily from a 1 to 10 km radius, although a range of 24% (Twillingate-New World Island) to 46% (Labrador Straits) of businesses have employees that travel 11-50 km to work
- Only three businesses (4%) attract employees from a distance of more than 50 km
- Businesses' primary client base is sub-regional (community in Labrador Straits)
- 29% of Irish Loop business respondents also access urban markets in the larger region (i.e. St. John's urban area) and all regions include businesses with an international client base (with the highest proportion in Twillingate-New World Island)
- As defined for the purposes of the study, local NGOs serve primarily residents from single communities while regional NGOs service multiple communities (most commonly 26-50 communities and a population of 50,001-100,000). Most regional organizations serve an area larger than the pilot region.
- While businesses' service areas are determined by markets factors NGO service boundaries tend to be determined by members of the organizations themselves or by provincial officials based on criteria such as common needs or interests, geographical proximity and pre-existing administrative boundaries
- Local NGO boundaries are most likely to be self-determined and regional NGO boundaries to be determined by the provincial government

### Defining Region Based on Sense of Place

To better understand community and business leaders' perceptions about boundaries of community and region, local NGOs and business respondents were asked what area they considered to be their community, as well as what area they considered to be their region. When asked where/what they considered to be their community, 60% of business and local NGO respondents from each region named the municipality or local service district where they live

(Table 19). Definitions of community, therefore, correspond with local government boundaries. There were also a number of respondents (27%) that considered the sub-region as their community. While municipalities or local service districts dominated in all three pilot regions, sub-regions were most commonly mentioned in Twillingate-New World Island and the Irish Loop and particular settlements emphasized more within the Labrador Straits.

Table 19 Definition of Community among Local NGOs and Businesses

Scale	Irish Loop	Labrador Straits	Twillingate -New World Island	All Regions
Number of responses	40	32	36	108
Community (e.g. municipality) <sup>11</sup>	21	24	20	65
Sub-region	13	4	12	29
Pilot region	1	4	4	9
Pilot region inc. Quebec communities	-	1	-	1
Larger region w/ urban	2	-	-	2
Larger region w/o urban	-	-	-	-
Provincial	-	-	-	-
Other	2	-	-	2

Table 20 Definition of Region among Local NGOs and Businesses

Scale	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of responses	39	33	35	107
Community <sup>12</sup>	1	-	4	5
Sub-region	17	1	4	22
Pilot region	6	19	9	34
Pilot region incl. Quebec communities	-	7	-	7
Larger region w/ urban	8	-	11	19
Larger region w/o urban	3	6	5	14
Provincial	-	-	2	2
Other	4	-	-	4

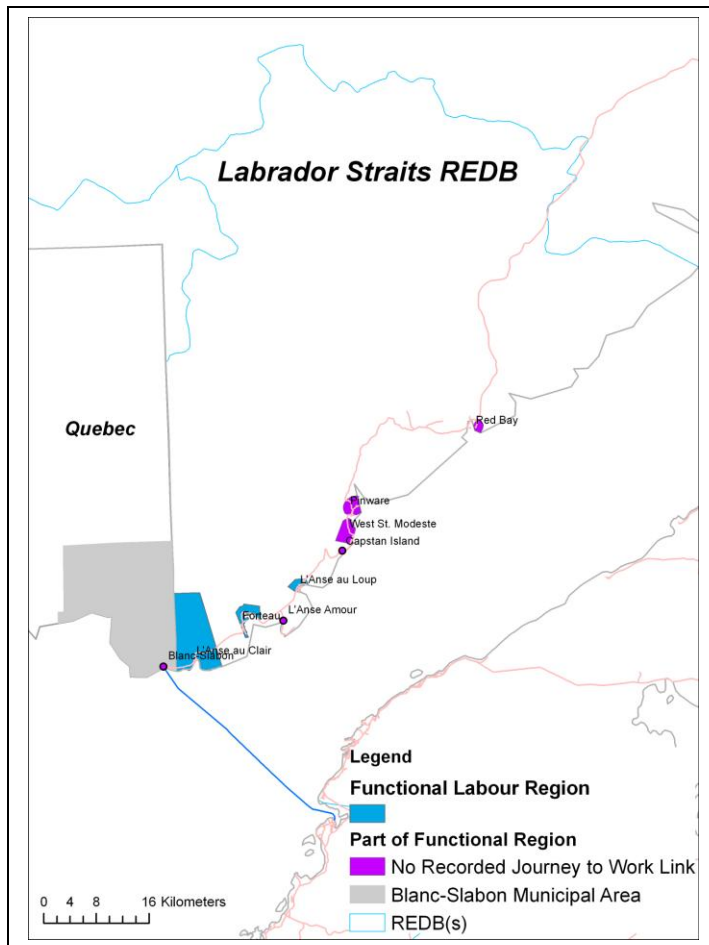
<sup>11</sup> Considered to be municipalities, local service districts, or unincorporated communities

<sup>12</sup> Considered to be specific municipalities, local service districts, or unincorporated communities

When asked what area respondents considered to be their region, the pilot region was the response from 32% of local NGOs and businesses (counting those who included communities from Quebec in the Labrador Straits region). This was followed by sub-regions or smaller grouping of communities than those designated as the pilot regions (21%) and larger regions that include at least one urban center (18%) (Table 20).

When compared to the functional labour regions delineated in the project by Simms et al. Only 9% of respondents who identified their region identified a FLR (nine of the ten respondents identifying a FLR as their region were from Twillingate-New World Islands).

**Figure 2: Labrador Straits Functional Region**



Source: Simms et al. 2010

The alignment of sense of region with the pilot region boundaries was strongest in Labrador Straits where 57% (79% with those who include the adjacent Quebec portion) of respondents identify their region as the pilot region (Labrador Straits). This may relate to characteristics such as remoteness or small population size. The Labrador Straits pilot region is larger than the functional labour region and larger in land mass and driving distance (at 82 km from Red Bay to Blanc Sablon) than the Twillingate-New World Island pilot region. Therefore based on survey results, a relatively strong sense of identification with the pilot region, as delineated by the REDB boundaries in the Labrador Straits cannot be attributed to proximity or journey to work flows.

In the Irish Loop the most common definition of region (44%) was sub-regional (a cluster of



communities smaller than the Irish Loop REDB region), followed by a region larger than the pilot region that includes an urban center, particularly the greater St John’s area (21%).

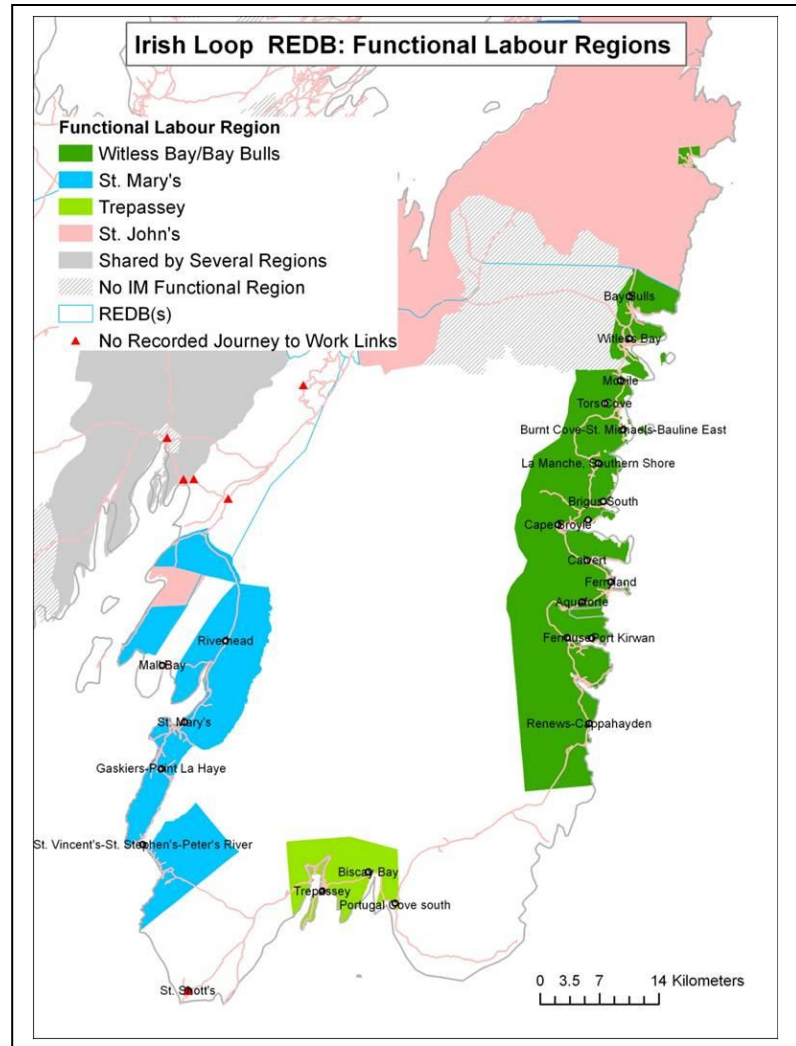
Respondents’ sub-regional sense of region appears initially to correspond with the functional regions analysis, which identified

three distinct functional labour regions (FLRs) within the Irish Loop economic zone (Figure 3). However, those who identify their region as a specific cluster of communities within the Irish Loop were most likely to identify a cluster smaller than a FLR (such as Bauline East to Bay Bulls) or to cross functional region boundaries, such as the Ferryland or “southern shore” political district, which combines Witless Bay/Bay Bulls and Trepassey FLRs.

In Twillingate-New World Island, a region larger than the pilot area that includes an urban center (Gander and/or Grand Falls-Windsor) was most frequently mentioned (by 31% of

respondents), followed by the pilot region (Twillingate and New World Islands - 26%), which also corresponds with the area’s FLR. Therefore respondents from Twillingate and New World Islands identified most closely with the FLR as their region. Several Twillingate area business respondents (4 of 18, or 22%) indicated that their region is Notre Dame Bay, reflecting a historic sense of region shaped by the physical landscape.

**Figure 3: Irish Loop Functional Regions**



Source: Simms et al. 2010

respondents), followed by the pilot region (Twillingate and New World Islands - 26%), which also corresponds with the area’s FLR. Therefore respondents from Twillingate and New World Islands identified most closely with the FLR as their region. Several Twillingate area business respondents (4 of 18, or 22%) indicated that their region is Notre Dame Bay, reflecting a historic sense of region shaped by the physical landscape.

What residents, including business owners and leaders of community organizations, consider to be their region is an important consideration when looking for purposeful regional boundaries. Further, this sense of region can shift over time.

Respondents in all three regions were also questioned about the distance they travel before they feel they have left their local/home area. These responses again help to explain residents' connection and identification with place. For business and local NGOs respondents their home area was most commonly sub-regional (multiple communities but fewer than the pilot region and/or a distance of 11-50 km), named by 36% of respondents, or regional scale (sub-provincial and covering a distance of 51-150 km) (Table 21). Similar to the responses above, the sub-region was most commonly cited as a home area by Irish Loop respondents. In Twillingate-New World Island business respondents were most likely to consider a larger region that extends from 100 to 150 km to Gander, Lewisporte and/or Grand Falls as the limit of their local/home area; while local NGO respondents in this region felt that the pilot region and also the FLR (in this case classified as sub-regional due to the pilot region's smaller size) was their home area. The majority of Labrador Straits business and local NGOs respondents considered their home area to be either the Labrador Straits region or a sub-region of this pilot region area. It is interesting to note that a majority of respondents from all three pilot regions consider their home or local area to be an area consisting of multiple communities (i.e., a region).

Table 21 Distance Traveled before Leaving Home/Local Area (Businesses and Local NGOs)

Scale –km	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions
Number of respondents	35	32	36	103
1-10 (Local/community)	11	6	6	23
11-50 (Sub-region)	18	9	9	36
51-150 (Region)	2	16	17	35
151-1000 (Province)	3	1	3	7
1001-7500 (National)	0	0	1	1
Other	1	0	0	1

In all three pilot regions the service regions and labour market regions for local NGOs and businesses were defined as being primarily at the community or sub-regional level. Businesses draw their employees and customers primarily from their community or those directly adjacent to them in their sub-region. In contrast, with the exception of respondents from the Irish Loop (who

identify most with their sub-region), the area these local respondents consider to be their region extends beyond the sub-region, extending up to 150 km to include the urban communities of Gander and/or Grand Falls Windsor for nearly one-third of respondents in the Twillingate-New World Island area. This rural-urban connection occurs despite limited reliance on these areas as a source of clients or employees. However, responding residents and business owners are likely to travel to these urban regions periodically for shopping and specialized services.

**Table 22 Summary of Business and NGO Respondents' Sense of Region**

- The majority (60%) of local NGOs and business respondents consider their settlement (i.e. municipality or local service district) to be their community
- 32% of local NGOs and businesses consider the pilot region “their region”, followed by 21% who named the sub-region and 18% describe a larger region including an urban centre
- Respondents’ sense of their region varied: in Irish Loop a sub-region was most commonly named, in Labrador Straits the pilot/REDB region, and in Twillingate-New World Island a larger region that includes the urban centres of Gander and/or Grand Falls-Windsor
- Overall respondents did not indicate a strong connection with Functional Labour Regions as their region; affiliation with the FLR was strongest in Twillingate-New World Island, where 26% of respondents described the FLR and pilot region as “their region”
- Most respondents feel their local or home area is regional vs. an individual community
- For many Twillingate-New World Island respondents their home area extends as far as 100 to 150 km to Gander or Grand Falls-Windsor while Labrador Straits and particularly Irish Loop respondents have a more local sense of “home”

## **IV. Labour Market Challenges and Development**

### **Human Resources of Local Businesses**

Nearly all responding businesses had full or part time staff. The number of staff ranged from more than one-third (37%) of all respondents indicating they have between 0 and 2 staff members including the owner, to one business, a fish plant in Twillingate-New World Island, with 300 employees (Table 23).

Table 23 Size of Enterprises by Pilot Region (number of responses)

Region\Employees	0-2	3-5	6-10	11-20	21-50	51-150	>150
Labrador Straits (N=16)	6	1	5	3	1	-	-
Twillingate-New World Island (N=19)	8	3	2	3	1	1	1
Irish Loop (N=31)	10	8	7	3	3	-	-

Excluding the fish plant the average number of employees in all three regions is 9 people: 8 in Irish Loop and Labrador Straits, and 11.5 in Twillingate-New World Island. Twillingate-New World Island business respondents were more likely to have only 0-2 employees (50%) but also included several large firms.

Table 24 Skills Profile of Employees

	Labrador Straits	Twillingate-New World Island	Irish Loop
% of firms employing general labourers	81	84	60
% of firms employing managers	81	37	33
% of firms employing skilled trade	44	16	27

Table 25 Average Share of Types of Employment in Firms' Total Employment

	Labrador Straits	Twillingate-New World Island	Irish Loop
% general labourers in firms' staff	40.5	70	47
% managers in firms' staff	35	15	18
% skilled trade in firms' staff	24	10	14
% other	0.5	6	21

The vast majority of businesses in Labrador Straits and Twillingate-New World Island regions employ general labourers. The number of such businesses in Irish Loop is smaller than the other two regions at only 60% (Table 24). General labours make up the largest category of employees in all regions, ranging from 41% of employees in Labrador Straits to 70% in Twillingate-New World Island (Table 25). Managers make up the second most common employment category overall. In Labrador Straits there are far more firms, in percentage terms, which report employing

managers than in the other regions (81%) with approximately 35% of all employees being managers. In Twillingate-New World Island and in Irish Loop less than 40% of respondents employ managers and managers constitute only 15-18% of total employees.

Over 40% of the surveyed businesses in Labrador Straits have workers with skilled trades among their employees, while in Twillingate-New World Island only 16% of businesses indicated this type of worker. This appears consistent with the region's sector profile (Table 5), with a high proportion of accommodation and restaurants in Twillingate-New World Island, in contrast with the other two regions where a combination of services is the second most common type of firm. Overall workers with skill trades constitute 10-24% of total employees.

### Labour Market Challenges and Solutions

Recruitment and retention of human resources was reported to be the most important labour market challenge for 40% of the responding businesses, followed by a more specific shortage of skilled or experienced labour (27%), and population decrease due to aging and out-migration (13%) (Table 26). Other issues considered to be labour market problems included lack of government support, poor infrastructure, competitors and high cost of shipping and transportation. One Labrador Straits respondent explained “as a small business owner our greatest challenge in succeeding is finding workers full time. We feel we have untapped business we could pursue, however we cannot because of the manpower needed”. Some businesses (12%) reported, however, that they do not encounter any labour market challenges. These numbers were highest in Labrador Straits region (28% of responding businesses vs. 0 in Twillingate-New World Island and 8% in Irish Loop).

Table 26 Major Labor Market Challenges by Pilot Region (number of responses)

	Labrador Straits	Twillingate-New World Island	Irish Loop	Total
Total number of responses	18	18	24	60
Human resource recruitment and retention	6	8	10	24
Lack of skilled/ experienced labour	3	4	9	16
Population decrease	3	2	3	8
Other	0	4	1	5
Economic change	1	1	3	5
No challenges	5	0	2	7

Local businesses in all three regions employ a wide range of strategies to overcome these labour market challenges. The most common are active employee search and job advertising (named by 31% of businesses), and offering competitive wages and benefits (29%) (Table 27). Benefits include flexible work schedules, meals and accommodations, health benefits and staff discounts. Labrador Straits businesses in particular explain that their workload has increased as a result of difficulties with labour supply.

Table 27 Labour Market Strategies (number of responses)

	Labrador Straits	Twillingate-New World Island	Irish Loop	Total
Number of respondents	13	16	19	48
Employee search/advertising	2	11	2	15
Competitive wages/benefits	2	7	5	14
Increased workload	4	2	1	7
Training on premises	2	3	0	5

### Local Labour Market Development

Local and regional NGOs respondents were asked to indicate what role, if any, they play in local labour development. Businesses were also asked what government or non-government organizations had provided them with assistance or support in resolving their labour market challenges. When asked which agencies or organizations had assisted them in finding and/or retaining employees 67% of responding businesses reported that no government or non-government organizations had assisted them with these aspects of their business. Those businesses that had received some assistance with finding and/or retaining employees obtained it from the federal government, particularly from HRSDC/Service Canada, which had provided assistance to three responding businesses. Media, Development Associations, EAS offices, CBDCs, NL Works, and Student Services were each mentioned by one to two businesses each.

Among local NGO respondents, one-third felt that they had a mandate (at least to some degree) to address labour market development issues locally (Table 28); while 55% of regional NGOs stated that they had such a mandate (Table 29). Locally, organizations with a stated labour

market development mandate include a Women's Institute, home care, education, service club and recreation organizations, a library and library board and a town council. Regional organizations with a reported labour market mandate include: Development Associations in all three regions; REDBs, CBDCs and school boards in two of three regions. A Chamber of Commerce, a tourism association, and a Primary Health Care advisory committee also considered labour market development part of their mandates in one region each.

Table 28 Labour Market Development Mandate and Activities of Local NGOs

	Labrador Straits	Irish Loop	Twillingate-New World Island	Total
Number of respondents	15	10	17	42
Have a mandate	1 + 2 <sup>13</sup>	4	5 + 2	10 + 4
Undertake activities	2 + 3	2 + 2	11	15 + 5

Table 29 Labour Market Development Mandate and Activities of Regional NGOs

	Labrador Straits	Irish Loop	Twillingate-New World Island	Total
Number of respondents	7	7	6	20
Have a mandate	3	4	4	11
Undertake activities	3 + 2	4 + 2	4 + 2	11 + 6

When asked if their organizations are engaged in activities or collaborations to support labour market development, 55% of the regional NGOs respondents replied that they were and 85% provide at least one example of a labour market development activity they are involved in. Just over one third (36%) of local NGOs also state that they undertake activities or collaborations to support labour market development and 48% provide evidence of some involvement (Table 28 and 31). Local NGOs are most involved in these activities in Twillingate-New World Island region, where 65% of organizations suggested that they undertake labour market development related activities even though for most labour market development is not part of their mandate. This finding is interesting given that the Twillingate-New World Island region also had the highest number of businesses reporting that they had not had support with finding and/or retaining employees. This is explained, however, by the primary type of labour market-related

<sup>13</sup> Added respondents indicate either a) "somewhat" or b) "no" in their responses but either include (summer or job creation program) employment as part of their stated mandate or provide examples of their organization's labour market development activities despite their "no" response.

activities local NGOs in Twillingate-New World Island are involved in (providing short-term employment through participation in wage subsidy programs). NGO labour market development activities were grouped into the seven categories outlined in Table 30 below.

Table 30 Labour Market Activity Types

Type of Labour Market Development Activity	Description
Business development/support	Business creation, retention and/or expansion, business or social enterprise, long-term job creation, loans, business counselling, preparation of business plans, research and development and other technical services, entrepreneurship promotion, marketing and promotion, expansion financing, counselling and assistance for existing enterprise
Employee-related support	Assistance for employers with finding and/or retaining employees
Direct employment/Wage subsidies	Increasing labour market demands, hiring, wage subsidies to encourage hiring
Training	Provide training to individuals or groups for skill development and/or enhancement, including both on and off-site training
Job matching/search assistance	Job search assistance, providing information about jobs opportunities, employer/employee matching, providing labour market information, access to internet, employment counselling or relocation assistance
Policy and planning	Research, planning, lobbying related to labour market development
Indirect/community development	Enhance infrastructure, operate public services, community development, quality of life, partnership, participation, organizational development

Table 31 Types of Labour Market Development Activities of Local NGOs

Activity	Irish Loop	Twillingate-New World Island	Labrador Straits	All Regions
Number of respondents	4	11	5	20
Direct employment/wage subsidies	4	10	4	18
Indirect/community development <sup>14</sup>	2	2	1	5
Policy and planning	1	4		5
Training	2	2	-	4
Job matching/search assistance	1	1	-	2
Business development/support	1	-	-	1

The most common type of labour marker-related activity that local NGOs participate in is creating employment within the NGO sector using subsidy programs such as summer student employment programs and Job Creation Partnerships. Some respondents noted that these

<sup>14</sup> Includes only those who indicated explicitly that they play this role (i.e. in Q.48). It is recognized that all organizations make some indirect contribution to development of the community and therefore to the labour market.



experiences provide not only employment but also on-the-job training. The next most common types of activity were “indirect/community development” contributions that improve quality of life for local residents, including workers and employers, and policy and planning related to labour market development (see Table 31).

Regional NGOs are more likely to have a labour market development mandate and to be engaged in labour market development activities than NGOs serving single communities. These activities include business development and support (the type of relevant activity most commonly noted by regional NGOs), training and policy and planning (Table 32).

Table 32 Types of Labour Market Development Activities of Regional NGOs

Activity	Irish Loop	Labrador Straits	Twillingate-NWI	All Regions
Number of respondents	6	5	6	17
Business development/support	4	3	5	12
Training	3	2	4	9
Policy and planning	2	2	4	8
Direct employment/wage subsidies	2	1	1	4
Job matching/search assistance	1	1	2	4
Indirect/community development	-	-	1	1

Regional organizations active in labour market activities included an EAS office in each region (two sponsored by a Development Association and one by a CBDC). These offices offer employment services for the unemployed, workshops and training related to labour market and human resource issues and assistance to employers with accessing wage subsidy programs. REDB representatives noted their roles in coordinating planning, capacity building, training, and, in one case, human resources strategies in a variety of sectors. Other regional groups are engaged in activities such as recruitment and retention of health care workers and support for immigrants and professionals new to the area, including a welcoming committee and English-as-a-Second Language training.

Over two-thirds (69%) of regional NGOs felt that the regional nature or capacity of their organizations enables them to address labour market development issues more effectively. Reasons given for such effectiveness are provided in Table 33. One respondent noted, however, that their organization had become so large in size, while “our management staff and other staff

has been stripped by more than two-thirds in many instances”, that efforts in support labour market development are now less effective than in the past. Another cautions that their regional organization’s ability to address labour market issues is dependent on “the things we have the funding and authority to do”.

Table 33 Strengths of Regional NGOs

Strength	Comments
Addresses regional issues and creates synergies	“enabled us to maximize efforts as issues are regional and not local in nature, synergies created with sectors”
Provides broader perspective	“doing something on regional basis versus a single community basis helps you look at the bigger picture”
Facilitates information sharing	“because the membership consists of representatives from the region the services of EAS (like all other activities of the association) are shared in the meeting format”
Increased human resources	“larger pool of potential workers”

Table 34 Local labour market development summary

- Over 1/3 of responding businesses have only 0-2 employees; excluding a fish plant employing 300, the average number of employees is 9
- Employee types vary regionally (e.g. higher % of skilled trades in Labrador Straits)
- The greatest challenges currently facing both business and local NGOs are lack of human resources, including staff and volunteers and demographic shifts, such as outmigration and aging of the workforce
- Recruitment and retention of human resources was reported to be the most important labour market-related challenge faced by 40% of the responding businesses, followed by shortage of skilled or experienced labour (27%); 12% reported that they do not encounter any labour market challenges (28% in Labrador Straits region vs. 0 in Twillingate-New World Island and 8% in Irish Loop).
- Strategies used by businesses to overcome these challenges include active employee search and job advertising (31%), and offering competitive wages and benefits (29%)
- 67% of responding businesses reported that no government or non-government organizations had assisted them with finding and/or retaining employees
- One-third of local and 55% of regional NGO respondents felt that they had a mandate to address labour market development issues, including Development Associations in all three regions and REDBs, CBDCs and school boards in 2 of 3 regions
- 48% of local and 85% of regional NGOs are involved in activities or collaborations that support labour market development; the most common type of activity that local NGOs participate in is creating employment using subsidy programs. For regional NGOs these activities include business development and support, training and policy and planning.

## V. Collaborative Relationships in Regional Development

### Methods for Discerning Relationships among Development Network Actors

Questionnaires asked respondents to comment on who they collaborate with in local development and the nature and extent of their collaboration (see Appendix B for questionnaires). Based on responses to relevant questions, responses from the questionnaires were coded according to the types of relationships indicated and the groups involved. This information was then entered into tables for each region and type of respondent (business, local and regional NGO).

Table 35 General Collaboration Relationship Types

Relationship Type	Description
Board Representation	Members of organization or agency sit on Board of Directors
Advisory & Support	Support through general participation and providing advice
Information Exchange	Share info about programs, activities, events; open dialogue between actors; keeping members, partners and citizens informed
Financial	Provide financial support through fundraising, wage subsidies, grants, etc.
Project Partnership	Plan, execute and participate in events, projects and programs
Training	Provide training to individuals or groups for skill development and/or enhancement, including both on and off-site training
Committees	Members of organization or agency sit on committee(s) together
Referrals <sup>15</sup>	Refer customers to others' businesses

Relationship “maps” were then developed to visually demonstrate the relationships indicated. These included both relationships related to labour market development and collaboration more generally in their work (see Table 35 for categories of these general collaborative relationships). The relationship maps for each of the three pilot regions can be found in their respective Questionnaire Results Documents.

### Business Support and Business to Business Collaboration

The most common type of supportive or collaborative relationships noted by business respondents were those between businesses, as 51% of the total business respondents indicated that they were involved in some form of business to business collaboration (53% in Irish Loop

<sup>15</sup> Business only

and Labrador Straits and 47% in Twillingate-New World Island). In all regions, it was primarily accommodation and “other services” businesses that collaborate with others. Businesses are most likely to collaborate with businesses within their own sector (e.g. services with other services) and within the tourism industry (Table 36). The most common way that businesses work together in all three regions is referrals, reported by 70% of businesses, followed by information exchange (27%) and project partnerships (19%) (Table 37).

Table 36 Business to Business Collaboration

Business Type	Collaborate With:
Other services	“All types”, gas bars, supermarket, service, retail, development corporation
Accommodations	Accommodations, boat tours, restaurants,
Specialty <sup>16</sup>	Specialty, accommodations, food services, retail, restaurant, service
Restaurants/Food service	Boat tours, restaurant
Retail	Boat tours, retail, restaurants, accommodations
Tourism	Tour boats, restaurants, accommodations
Grocery stores	Grocery store
Convenience store	Tour boats, retail, service

Collaboration between businesses, governments and non-governmental organizations occurs in the pilot regions in different ways and with many partners. Of business respondents, 28% stated that provincial level organizations had assisted them with business start up, growth and/or retention while 26%, particularly in Labrador Straits (37%), stated that the federal government had been helpful. However, 43% of respondents said that no organizations or agencies had been helpful to them in starting, growing or retaining their enterprises (Table 38). Those that did not feel they had received support or assistance were most common in Twillingate-New World Islands (53%) and least common in Labrador Straits (31%).

At the federal level the Atlantic Canada Opportunities Agency (ACOA) has been the most helpful to responding businesses and was mentioned by seven respondents (11%), five of which were located in the Irish Loop (representing 18% of Irish Loop business respondents). ACOA was followed by Service Canada/HRSDC (4 mentions) and Business Development Bank of Canada (BDC – 3). On the provincial level, Innovation, Trade and Rural Development (INTRD)

<sup>16</sup> i.e., art gallery, pharmacy, nursery sod, greenhouse, flower shop, etc.

was mentioned 3 times (all from Labrador Straits, representing 19% of respondents from this region) while in Twillingate-New World Islands the Dept. of Tourism was credited by two businesses (12%). Other provincial government departments noted included: Health and Community Services, Human Resources, Labour and Employment (HRLE), Agriculture and Natural Resources. Among regional organizations CBDCs were among the most commonly noted (by 4 businesses - 7%), followed by EAS. As for community organizations, local banks were the most frequently mentioned (4 times or 7%). Other organizations noted as being supporters of local businesses included local government, tourism associations, and other local businesses.

Table 37 Business to Business Collaborative Relationships

Collaborative Relationship #/% of business collaborating with others	Irish Loop 17 (53%)	Labrador Straits 9 (53%)	Twillingate- New World Island 9 (47%)	All Regions 35 (51%)
Referrals	10	7	9	26
Information exchange	7	3	0	10
Project partnership	5	2	0	7
Advisory & support	1	2	1	4
Financial	1	1	2	4
Board representation <sup>17</sup>	0	2	0	2

Table 38 Organizations, Most Helpful in Starting, Growing or Retaining Businesses

	Labrador Straits	Twillingate-New World Island	Irish Loop	Total
<b>Total # of responses</b>	<b>16</b>	<b>17</b>	<b>28</b>	<b>61</b>
Federal level (federal government)	6	2	8	16
Provincial level organizations	4	5	8	17
Regional organizations	3	2	7	12
Community organizations	2	3	5	10
None	5	9	12	26

### NGO Communication and Collaboration

Local and regional NGOs viewed their stakeholders differently. More than half (64%) of local NGOs - versus 33% of regional NGOs - considered local residents as their stakeholders (Tables 38 and 39). The majority of regional NGOs (78%) noted provincial government, while only 15% of local NGOs suggested that provincial agencies were stakeholders in their organizations.

<sup>17</sup> This applies to cooperatives operating in this region.

However, regional organizations/Boards and local governments, e.g. municipalities, LSDs, were named by a significant number of both types of respondents. It is also interesting to note that fewer businesses have a relationship with local government than NGO's. Only 3% of businesses indicated interaction with local government while 44% of NGO's indicated collaborative relationships with local government.

Table 39 Stakeholders in Local NGOs

	Irish Loop	Labrador Straits	Twillingate-NWI	All Regions
Number of respondents	8	14	17	39
Local residents	3	10	12	25
Regional organizations	8	2	4	14
Local government	6	5	2	13
Local organizations	2	4	6	12
Provincial government	4	-	2	6
Federal government	3	-	2	5
Local businesses	2	-	1	3

Questions were also asked about both the mechanisms used to provide information to stakeholders and to gather input from them. In terms of providing information to stakeholders, the main method used by regional NGOs was newsletters and other publications such as brochures (89%) and public meetings (74%). Local NGOs also used public meetings (57%) and newsletters (45%) to disseminate information. For gathering information, both local (40%) and regional (61%) NGOs predominantly used public meetings as a platform for their members and the public to voice issues or ideas, followed by internal or invited partner meetings (26% - local and 33% - regional NGOs).

The majority of local (93%) and regional (85%) NGO respondents felt that interaction among communities and community organizations was very important. The current level of collaboration was characterized as somewhat collaborative by 66% of local and 60% of regional NGOs and as very collaborative by 14% of local and 40% of regional NGOs. The responses from local NGOs were similar across the pilot regions. Among regional NGOs, however, a higher number (71%) of respondents characterized the level of cooperation and collaboration among communities as very collaborative in Labrador Straits. In Twillingate-New World Island (83%)

and the Irish Loop (71%), however, the majority of respondents felt the current level of cooperation was only somewhat collaborative.

Table 40 Stakeholders in Regional NGOs

Stakeholder	Irish Loop	Labrador Straits	Twillingate- New World Island	All Regions
Number of respondents	7	6	5	18
Provincial government	3	9	2	14
Local government	5	3	4	12
Regional boards, orgs, & gov't	7	3	2	12
Local org/community groups	2	3	4	9
Federal government	2	3	1	6
Local businesses	2	3	2	7
Local residents	3	2	1	6
Other	1 <sup>18</sup>	2 <sup>19</sup>	1 <sup>20</sup>	4
Aboriginal government & orgs.	-	2	-	2
Post-secondary education	-	2	-	2
External NGOs	-	2	-	2

When organizational representatives were asked if they collaborate with other organizations on planning and/or service delivery, more regional (74% of respondents) than local (51%) organizations indicated that they were involved in such collaboration. Irish Loop regional organizations and Labrador Straits local NGOs were least likely to collaborate with others. Two thirds of local NGOs respondents in Labrador Straits and 50% of Irish Loop regional NGOs indicated that they did not collaborate with any other organizations. Local public service organizations such as fire departments, harbour authorities and waste disposal committees commonly collaborate with others, particularly with local government, as do service organizations (see Table 41). Regionally, development organizations collaborate with a range of organizations, including local and senior levels of government, other local development, education, health and service groups (Table 42).

A wide range of both internal and external actors are involved in strategic planning within these organizations. The majority of local and regional NGOs from all pilot regions indicated that

<sup>18</sup> “Government departments/agencies” unspecified

<sup>19</sup> “Various professionals, health professionals”, “mental health initiative”

<sup>20</sup> “Different geographic areas, basically the whole community, it’s very broad, also depends on the region and its unique programs”

regional boards or organizations, local government and local organizations participated in their strategic planning. However, local NGOs from Irish Loop and regional NGOs from Twillingate-New World Island are less likely to involve these actors (only two respondents from Irish Loop mentioned a regional organization).

No local NGOs mentioned either local businesses or the provincial government as involved in their strategic planning. Involvement of these actors was also limited extent among regional NGOs: 20% mentioned provincial government and 15% local businesses. Taking into account the level of engagement of NGOs in labour market development activities and the important role local businesses and the provincial government play in labour market development, a higher level of involvement of these actors in NGO planning could be achieved.



Table 41 Local NGO Collaboration

Type of Collaborating Organization	Types of Groups They Collaborate With					
	N=9	Irish Loop	N=11	Labrador Straits	N=16	Twillingate-New World Island
Development	(2)	Government, local government, service groups, education, development		-		-
Public Service	(3)	Government, local government, service group, public services	(4)	Local government, public service, service groups	(3)	Provincial and federal government, local government, service group, media
Recreation	(1)	Development, local government, business, service group, government	(3)	Local government, recreation, development, other	(2)	Local government
Service Group	(1)	Recreation, local government, education, service group, development, business	(1)	Local government, public service	(5)	Service groups, recreation, charities, education
Health		-	(1)	Health groups	(3)	Service groups, health, federal government, education, youth, local government
Church Group		-		Service groups		-
Education		-		-	(1)	Education, health, federal government, service group
Local Government		-		-	(2)	Local government, public service
Other	(1)	Local government, development, education				

Table 42 Regional NGO collaboration

Type of Collaborating Organization	Types of Groups They Collaborate With					
	N=7	Irish Loop	N=3	Labrador Straits	N=4	Twillingate-New World Island
Development	(3)	Recreation, development, local government, service groups, education	(2)	Government and local government	(2)	Health and education
Public Service	(1)	Public service, government, health	(1)	Local government		-
Education	(1)	Local government, public service, health, education	(1)	Health, public service, and local government		-
Health		-	(1)	Health and service groups	(1)	Development, public service, local government
Tourism	(2)	Tourism		-	(1)	Local government, development, tourism
Other		-	(1)	Development, health, public service, education		-

## Size of Pilot Regions' Development Networks

Across all three pilot regions surveyed, 153 different non-government organizations, government agencies, and categories of citizens or groups actively involved in development activities (hereafter referred to as development 'actors') were mentioned by interview respondents. The number of agencies, organizations and groups involved in each pilot region's development network, as described by participants, did not vary widely (see Table 43). Respondents from the Twillingate-New World Island pilot region cited 70 different actors within the network of groups involved in development in their area, while those from the Irish Loop and Labrador Straits named 64 and 65 respectively. Given the differences in regional populations, however, the number of identified development actors per capita is significantly higher in Labrador Straits than in the Irish Loop. Table 43 summarizes the numbers of groups identified by survey respondents, categorized according to their scale of operation.

Table 43 Number of actors named within the development network of each pilot region

Scale of Actors Mentioned	Irish Loop	Labrador Straits	Twillingate-New World Island	All Regions <sup>21</sup>
Federal	10	7	9	15
Provincial	14	17	15	34
Regional	16	19	27	60
Community	13	14	10	24 <sup>22</sup>
Unspecified	11	8	9	20
Total	64	65	70	153 <sup>23</sup>

## Actors Involved in Development Networks

Responses from all three pilot regions were grouped by respondent type and the actors they referred to as being active in development within their regions were grouped according to the primary scale at which each actor operates: federal, provincial, regional, community and unspecified. The number of times each actor was mentioned by respondents of each type

<sup>21</sup> Totals count provincial and federal agencies or general categories such as REDBs (regional) or youth (classified as community scale) only once regardless of whether they are named in multiple regions.

<sup>22</sup> Using the general categories outlined in Table 46 (see below for a description of individual groups which considered individually bring the total number of community-level actors to approximately 125, including 55 in the Irish Loop, 39 in Labrador Straits and 40 in Twillingate-New World Islands).

<sup>23</sup> With groups such as "municipalities" counted as one actor, as described in footnotes 21 and 22. This figure rises to over 250 if all individual organizations within these categories are included. Referring back to Table 3, 249 NGOs alone have been identified within the three regions.

(business, local and regional NGO) is presented in Tables 44 to 48 below.

The greatest number of actors within these development networks that were mentioned operate at the regional scale (60 of the 153 identified actors or 39%). When individual municipalities or groups such as fire departments or recreation committees are considered rather than the general categories (e.g. “municipalities”) used by respondents to describe these types of groups, however, the number of organizations involved in development is greatest at the community level. There are 52 local government entities alone within the three pilot regions (six municipalities in the Newfoundland and Labrador portion of the Labrador Straits and two others in the adjacent Quebec North Shore, 15 municipal councils and six LSDs in the Irish Loop and four municipal councils and 19 LSDS on Twillingate and New World Islands). Information on NGOs in the pilot regions provided by NL Statistics Agency suggest that there are also 13 fire departments, 14 fish harvester committees and harbour authorities, 8 community-level women’s institutes, and 20 recreation commissions. When these individual community-level groups are considered the number of community-level actors within these development networks rises to approximately 125 and the total number of actors to more than 250. Community-level organizations were most likely to be mentioned by respondents (with 188 of 512 mentions – 37%).

At the national, or federal, scale there were 15 different groups identified as ranging across many federal departments. One non-profit organization (Red Cross) was also noted (see Table 44). The most commonly mentioned federal actors (numbers of mentions are indicated in parenthesis) were: ACOA (16), Service Canada (15), the Federal Government (14), RCMP (7), and the Business Development Bank of Canada (BDC) (5). Other than the RCMP, all of these actors were mentioned by all three types of respondents (business, local NGO, and regional NGO), making them important actors with the potential to build connections within the overall development network. Of the 15 federal level actors noted, seven have offices or branches located in at least one of the three regions.

ACOA and Service Canada were mentioned most frequently by businesses. Similarly for local NGOs, Service Canada and ACOA but also the RCMP were cited most often. Local NGO respondents also cited a number of actors involved in the marine sector such as Department of

Fisheries and Oceans (DFO), Small Craft Harbours and the Coastguard. The top federal actors identified by regional NGO respondents were the Federal Government - general, ACOA and Service Canada.

Table 44 Federal/National Actors Identified by Respondent Type

Actors	Businesses N= 70	Local NGOs N=42	Regional NGOs N= 20	Total N = 132
<b>Federal</b>				
ACOA	7	4	5	16
Service Canada/HRSDC	6	6	3	15
Federal Government – general	3	2	9	14
RCMP		4	3	7
BDC	3	1	1	5
Small Craft Harbours		3		3
Business Services Centre			1	1
Community Access Program		1		1
Coastguard		1		1
DFO		1		1
Environment Canada	1			1
Health Canada			1	1
Industry Canada		1		1
Red Cross			1	1
Transport Canada			1	1
Total # of mentions of national actors				69
Total # of federal/national actors noted				15

In the Irish Loop, of the ten federal agencies named, the most commonly mentioned by both businesses and NGOs were ACOA (mentioned by 22% of respondents) and Service Canada (10%). In the Labrador Straits ACOA and Service Canada/HRDC were mentioned by only three respondents (8%) each. Here the most common federal actor mentioned was the Federal Government - general (mentioned by 13% of respondents). Twillingate-New World Island's development network included nine federal actors. The most commonly noted were Service Canada and Federal Government – general (each mentioned by 17% of respondents) and the RCMP (10%).

Table 45 Provincial Actors Identified by Respondent Type

Actors	Business N=70	Local NGOs N=42	Regional NGOs N=20	Total N=132
<b>Provincial</b>				
Provincial Government – general <sup>24</sup>	3	6	10	19
INTRD	4	1	2	7
Dept. of Education		1	6	7
Dept. of Health	1		2	3
Dept. of HR, Labour & Employment			3	3
Dept. of Justice		1	2	3
Hospitality NL	2		1	3
NLOWE	2		1	3
SWASP	1	2		3
Health Boards Association			2	2
Dept. of Health & Community Services	1		1	2
Dept. of Tourism			2	2
NL Housing Corp		1	1	2
NL Tourism	2			2
Prov. Community Youth Network			2	2
Dept. of Municipal Affairs	1		0	1
Child & Youth Community Services			1	1
Daffodil Place		1		1
Dept. of Agriculture	1			1
Dept. of Natural Resources	1			1
Dept. of Transportation & Works			1	1
Employers Council	1			1
Enterprise NL	1			1
FINALY			1	1
Labrador Aboriginal Affairs			1	1
Members of House of Assembly		1		1
NL Works	1			1
Primary Health			1	1
Provincial Co-ops	1			1
Provincial Library Board		1		1
Provincial Women's Institute		1		1
RNC			1	1
Social Workers		1		1
Women's Enterprise Bureau	1			1
Total # of mentions of provincial actors				82
Total # of provincial actors noted				34

<sup>24</sup> No specific department or agency was named by respondents in these cases.

At the provincial level, there were 34 actors identified, again, spanning a wide variety of agencies and sectors (see Table 45). The provincial government in general was most commonly noted in all cases (by 12% in Irish Loop, 18% in Labrador Straits, 14% in Twillingate-New World Island). The most commonly mentioned actors after the Provincial Government - general were the Department of Innovation, Trade and Rural Development and the Department of Education (each mentioned by 5% of all respondents). There were 17 provincial actors mentioned by business respondents, with the most commonly noted being the Department of Innovation, Trade and Rural Development (mentioned by 6% of responding businesses). For the local NGO respondents, ten provincial agencies were noted but most were mentioned by only one organization. Regional NGO respondents named the most provincial actors at 23 in total. The Department of Education was most commonly mentioned by regional NGOs respondents. Of the 34 provincial level actors noted, only seven have offices located in at least one of the three regions. Most provincial actors are based out of urban centres.

The most commonly noted regional actors were economic development groups, particularly Regional Economic Development/Zonal Boards (REDBs) and Rural/Regional Development Associations (RDAs), followed by Community Business Development Corporations (CBDCs) and regional Chambers of Commerce. Lions Clubs, Regional Health Authorities, and Education Boards were also mentioned by several respondents (see Table 46). Together these organizations form an extensive network of regional actors engaged in community and regional development.

The regional actors most commonly identified by businesses were Community Business Development Corporations (CBDCs) and Employment Assistance Services (EAS) (noted by 6% and 4% of business respondents respectively). For NGOs, the most frequently named collaborators in regional development were REDBs, particularly in the Irish Loop, and Development Associations, particularly in Labrador Straits and Twillingate-New World Islands.

The pilot regions differed in the most commonly noted organizations at the regional scale. In the Irish Loop the most commonly mentioned regional organizations were the Irish Loop Development Board (referred by 16% of respondents) and CBDC (12%). In Labrador Straits the Southern Labrador Development Association (13%) and Zonal Boards – General (10%) were most frequently noted, while in Twillingate-New World Island area the Lions Club was

recognized most often (noted by 12% of respondents), followed by Nova Central School District and Twillingate-New World Island Development Association (noted by 10% each).

Table 46 Regional Actors Identified by Respondent Type

Actors	Business N=70	Local NGOs N=42	Regional NGOs N=20	Total N=132
<b>Regional</b>				
<b>Economic Development-Related Groups (26)</b>				
Regional Economic Development Boards (REDBs) – 6 mentioned <sup>25</sup>	1	7	9	17
Development Associations (RDAs) – 6 <sup>26</sup>	1	6	3	10
Community Business Development Corporations (CBDCs) - 2 <sup>27</sup>	4	2	3	9
Chambers of Commerce - 3 <sup>28</sup>	2	1	4	7
Employment Assistance Services (EAS) - 3 <sup>29</sup>	3	1		4
Labrador Community Development Corp.	1			1
Labrador Straits Historical Development Corp.		1		1
(Holyrood) Pond Development			1	1
Regional Businesses and Co-ops - 2 <sup>30</sup>			2	2
Rural Secretariat Regional Planner/Council			1	1
<b>Total mentions</b>	<b>12</b>	<b>18</b>	<b>23</b>	<b>53</b>
<b>Educational Groups (6)</b>				
School Boards - 2 <sup>31</sup>		3	2	5
Regional schools/school councils - 3 <sup>32</sup>		2	1	3
Regional Provincial Library Board		1		1
<b>Total mentions</b>		<b>6</b>	<b>3</b>	<b>9</b>
<b>Health Groups (8)</b>				
Regional Health Authorities - 3 <sup>33</sup>	1	1	2	4
Hospitals		3		3

<sup>25</sup> Includes: Capital Coast Development Alliance, Irish Loop Development Board, Kittiwake Economic Development Corp., Labrador Straits Development Corp. and Southeastern Aurora Development Corp., and Zonal Boards General (see pilot region reports for details). Where individual respondents referred to multiple boards their response is counted in this report as one REDB mention. A breakdown of the number of references to each specific Board is provided in individual pilot region results reports.

<sup>26</sup> Includes: Development Associations general, Fogo Island Development Association, Lewisporte Area Development Association, Southern Avalon Development Association, Southern Labrador Development Association, TNWI Development Association (see pilot region reports for more information).

<sup>27</sup> Includes: CBDC unspecified (TNWI and Irish Loop) and Gander and Area CBDC (see pilot region reports for more information).

<sup>28</sup> Includes: Irish Loop Chamber of Commerce, Gander & Area Chamber of Commerce, Lewisporte & Area Chamber of Commerce (see pilot region reports for more information).

<sup>29</sup> EAS offices were noted in all three pilot regions.

<sup>30</sup> Includes mention of regional coops in general and of Labrador Fishermen's Union and Shrimp Company Ltd. specifically.

<sup>31</sup> Includes Labrador and Central Nova School Boards.

<sup>32</sup> Includes JM Olds Collegiate, NWI Academy and Stella Maris Academy.

<sup>33</sup> Includes Labrador Grenfell, Central and Eastern Health.



Central Red Cross	1		1
Nunatsiavut Health & Social Development		1	1
Primary Health - Community Advisory	1		1
Public Health Nurse	1		1
Total mentions	1	7	3
Tourism and Recreation Groups (10)			
Regional Tourism Associations - 5 <sup>34</sup>	1	2	8
Fish, Fun and Folk Festival		2	2
East Coast Trail Association	1		1
Labrador Winter Trails		1	1
Regional Recreation		1	1
TNWI Fun & Food Camp		1	1
Total	2	7	8
Miscellaneous (10)			
Lions Clubs – 2 <sup>35</sup>		5	5
Airport Authority			1
Community Living Association		1	1
Family Resource Centre			1
Knights of Columbus		1	1
Labrador Métis Nation			1
Smart Labrador			1
Waste Management Committee			1
Women's Institute <sup>36</sup>			1
Total		8	7
Total # of mentions of regional actors			104
Total # of regional actors noted			60

There were a total of 24 community-level actors identified by the respondents, of which the most mentioned include: residents and volunteers (55), local businesses (47), and municipalities (39) (see Table 47). Residents and volunteers, local businesses, and municipalities were the most commonly mentioned groups not only at the community scale but also within the regional development network as a whole within the pilot regions, suggesting the importance of these local actors.

The most common type of development relationship noted by businesses was with one or more other businesses (37). As discussed above, these relationships generally take the form of referrals

<sup>34</sup> Includes Kittiwake Coast Tourism Association, Twillingate Island Tourism Association, Southern Avalon Tourism Association, Regional Tourism/Tourism Association unspecified (Irish Loop) and Destination St. John's

<sup>35</sup> Twillingate Island and New World Island.

<sup>36</sup> Regional in Twillingate-New World Island and single community in Labrador Straits (and therefore listed in Table 46).

and, to a lesser extent, information exchange and project partnerships. For the local NGOs, relations were most commonly formed with local residents and volunteers (40) and municipalities (22). Like the local NGOs, regional NGOs noted most frequently residents and volunteers (15) and local municipalities (15). Both local and regional NGOs rely on local community members to meet a variety of different needs including organization and committee membership, financial support and for involvement in and support of projects and special events.

Table 47 Community Actors Identified by Respondent Type

Actors	Business N=70	Local NGOs N=42	Regional NGOs N=20	Total N=132
<b>Community</b>				
Residents & Volunteers		40	15	55
Local Businesses	37	3	7	47
Municipalities - 2 <sup>37</sup>	2	22	16	40
Fire Department/Firettes <sup>38</sup>		6	1	7
Seniors		5	2	7
Youth		5	2	7
Women's Institutes (Labrador Straits)		4	2	6
Fishermen's Committee		1	2	3
Caregivers		1	1	2
Catholic Church		1		1
Churchill Falls Health Centre			1	1
Community – General			1	1
Heritage Museums/Art			1	1
Homecare Agencies		1		1
Hope Haven			1	1
Libra House			1	1
Local Co-ops	1			1
Local Harbour Authorities			1	1
Public Works			1	1
Knights of Columbus		1		1
Trepassey Recreation Committee		1		1
Women		1		1
4H		1		1
Total # of mentions of community actors				188
Total # of community actors noted				24

<sup>37</sup> Mentioned as a general category in all three regions. City of St. John's Economic and Tourism Committee was also noted separately by one business respondent in the Irish Loop.

<sup>38</sup> Most fire departments in the pilot regions serve single communities and therefore listed as community scale actors but some are regional in nature (e.g. Summerford Fire Department serves all of New World Island).

Finally, 20 actors were mentioned that did not have specified scale of operations, and for which the scale of these actors could not be determined (Table 48). The actors that were mentioned most within this category were: the media (18) and government – unspecified (17).

Table 48 Actors Identified – Unspecified Scale

Actors	Business N=70	Local NGOs N=42	Regional NGOs N=20	Total N=132
<b>Unspecified Scale</b>				
Media	11	7		18
Government – unspecified	1	12	4	17
Other Development Groups		1	3	4
Tourism Groups/Associations	2		2	4
Schools		2	1	3
Charities		3		3
Student Services	3			3
Aboriginal Groups			2	2
Police			2	2
Recreation Groups/Committees			2	2
Church Groups		2		2
Business Opportunities			1	1
Health Professionals			1	1
Legal Service			1	1
Local Hospital Representatives			1	1
Non-Profit Groups			1	1
School Councils			1	1
Seniors Groups			1	1
Seniors Resource Centre		1		1
Summer Students		1		1
Total # of mentions of actors at an unspecified scale				69
Total # of unspecified scale actors				20

Finally, an analysis was conducted to determine the degree to which collaboration within this network involves rural-urban interaction. In Labrador Straits 22 of the 55 organizations for which the location of the nearest office to the pilot communities is known (40%) are located outside of the region in an urban centre, including 15 of 24 provincial and federal agencies (63%). In Twillingate-New World Island and the Irish Loop the proportion of urban-based development actors within the regions' development networks rises to 49%, with 83% of provincial and federal level organizations in the development networks of both regions being

urban-based. These findings emphasize the importance of rural-urban interaction in development planning and implementation. This reliance appears to increase with urban proximity and increased feasibility of travel between urban and rural areas.

Table 49 Summary of Collaborative Relations

- the majority of local (93%) and regional (85%) NGOs respondents stated that interaction among communities and community organizations is very important
- 14% of local and 40% of regional NGOs characterized communities and organizations in their region as very collaborative, while the majority (66% and 60% respectively) suggested that their regions were somewhat collaborative
- 70% of regional and 51% of local NGOs indicate that they collaborate with other organizations on planning and/or service delivery
- 64% of local NGOs vs. 33% of regional NGOs consider local residents as stakeholders in their organizations
- most regional (78%) but only 15% of local NGOs see the provincial government as a stakeholder
- other NGOs and local governments are frequently engaged in responding organizations' strategic planning processes but none of the local and 20% or fewer of regional NGOs mention either local businesses or the provincial government as being involved in their strategic planning efforts
- NGOs most commonly use publications (e.g. newsletters) to provide information while public meetings are the most common method used to gather stakeholder input
- 51% of business respondents indicated that they were involved in some form of business to business collaboration; 70% of businesses that collaborate do so through referrals
- 44% of businesses state that the federal government has been the most helpful organization in business start up, growth and/or retention; 43% said that no organizations or agencies had been helpful to them in either start-up or ongoing operating phases (vs. the 67% that reported they had not had assistance with finding or maintaining employees)
- pilot region development networks consist of 153 mentioned actors; the largest number of these are regional (multi-community, sub-provincial) in their scale of operation, although when individual local governments and organizations are considered (vs. the general category of municipality for example) community level organizations are greatest in number and in the frequency with which they were mentioned by respondents
- residents and volunteers, businesses and local governments were the most commonly mentioned groups within these regional development networks
- many of the groups identified by respondents base their operations outside of the pilot regions in urban centres, including 40% of groups named by Labrador Straits respondents and 49% by respondents from the Irish Loop and Twillingate-New World Islands; 63% of named provincial and federal level actors within the Labrador Straits region and 83% of those named by Irish Loop and Twillingate-New World Islands respondents are urban-based

## V. Regional Challenges and Accomplishments

### Challenges

All three types of respondents (businesses, local and regional NGOs) indicated that the greatest challenges currently facing their organizations are: lack of human resources, including staff and volunteers; demographic shifts, such as outmigration and aging of the workforce; and financial challenges, including high and/or increasing costs of operation for businesses and limited funding for NGOs (Tables 50-52).

Economic conditions and competition were additional challenges mentioned by local businesses (Table 50). Labrador Straits business respondents referred to too many hairstylists in the area for example. Twillingate New World Islands and Irish Loop businesses were concerned with both local competition (e.g. too many Bed and Breakfasts) and residents traveling to larger towns for shopping and services. Irish Loop businesses specifically noted big box retailers in St. John's as competitors. Twillingate-New World Island respondents also drew attention to a lack of suppliers (e.g. wholesalers or fish supply) and difficulties keeping up with trends within their industries (mentioned by hairstylists in both Twillingate-New World Island and Labrador Straits).

Table 50 Business Challenges

Greatest Challenges	Irish Loop	Twillingate-New World Island	Labrador Straits	All regions
Number of respondents	32	19	18	69
Lack of human resources, retaining staff	5	4	8	17
Demographics	9	4	3	16
Cost of providing services	6	3	5	14
Economic change/circumstances	4	-	4	8
Competition	3	2	3	8
Lack of skilled/experienced labour force	4	0	2	6
Lack of supplies, comm'n with suppliers	-	4	1	5
Financial/lack of financial resources	2	2	1	5

Table 51 Local NGO Challenges

Greatest Challenges	Irish Loop	Twillingate-New World Island	Labrador Straits	All Regions
Number of respondents	9	16	15	40
Demographics	5	6	2	13
Lack of human resources, staff and volunteers	1	9	3	13
Financial/lack of financial resources	3	3	4	10
Other	-	5	4 <sup>39</sup>	9
Lack of local support/involvement	1	-	5	6
Decline in industry	-	3	-	3
Infrastructure	-	-	2	2
Cost of providing services	-	2	-	2
Lack of job opportunities / low employment	-	1	-	1
Competition	1	-	-	1
Lack of facilities	-	1	-	1
Lack of local support	-	1	-	1
Marketing	-	-	1	1

Table 52 Regional NGOs Challenges

Challenge	Irish Loop	Twillingate-New World Island	Labrador Straits	All Regions
Number of respondents	7	5	6	18
Financial/lack of financial resources	4	2	3	9
Demographics	5	2	-	7
Other	1 <sup>40</sup>	3 <sup>41</sup>	3 <sup>42</sup>	7
Lack of human resources, staff and volunteers	2	1	3	6
Volunteer attraction/retention	1	-	2	3
Geography	-	2	1	3
Cost of providing services	1	1	-	2
Economic change/circumstances	1	1	-	2
Lack of government support	1	-	-	1
Limited resources (general)	-	-	1	1
Lack of local support	-	-	1	1

## Accomplishments and Lessons Learned

Respondents were asked to list their top three to five accomplishments. Excellence in the provision of goods and/or services (e.g. high quality products and customer service, good

<sup>39</sup> “Lack of strategic plan”, “keeping people happy”, “lack of training”

<sup>40</sup> Changing face of rural area

<sup>41</sup> Inability to implement (limited mandate), rural vs. urban dynamics, communication and involvement

<sup>42</sup> Addressing aging equipment

reputation) was the most commonly noted accomplishment of local businesses in all three regions (especially in Twillingate-New World Island), followed by the business growth and community contribution/involvement. It is noteworthy that nearly one-third of respondents in the Irish Loop and Labrador Straits pride themselves on the contributions they have made to their community and their ability to create and maintain local employment (Table 53). Unlike respondents from the other two regions, Labrador Straits businesses overall placed the greatest emphasis on their role as local employers. Several Labrador Straits and Irish Loop businesses also highlighted their contributions to the local tourism industry and Twillingate-New World Island businesses noted their successes in achieving customer loyalty and retention.

Table 53 Top 5 Business Accomplishments

Top 5 Accomplishments	Irish Loop N=28	Labrador Straits N=17	Twillingate- New World Island N=18	All Regions N=63
Service/business excellence	13	6	14	33
Business growth	9	7	5	21
Contribution/involvement in community	10	7	3	20
Creating employment/ maintaining employees	6	10	3	19
Survival, ongoing ability to deliver services	9	6	3	18

Table 54 Top 5 Local NGOs Accomplishments

Accomplishment	Irish Loop N=9	Labrador Straits N=15	Twillingate-New World Island N=17	All Regions N=41
Infrastructure development, maintenance, improvement	4	7	9	20
Social (heritage, history, culture)	3	7	7	17
Contribution/involvement in community	-	-	13	13
Fundraising/financial	-	6	4	10
Health and safety	1	3	4	8

Table 55 Top 5 Regional NGOs Accomplishments

Accomplishment	Irish Loop N=6	Labrador Straits N=6	Twillingate-New World Island N=6	All Regions N=18
Creating employment opportunities, maintaining employees	3	4	2	9
Partnerships/regional collaboration	3	3	3	9
Organizational development	2	2	4	8
Economic and/or tourism development	3	1	3	7
Health and social service provision	-	4	2	6
Education/training		3	3	6

Many local NGOs identified infrastructure development, maintenance, and improvement (49%), as well as social (including heritage, history, and culture-related) (41%) accomplishments. Among regional NGOs the most commonly cited accomplishments were creating employment opportunities and maintaining employees as well as forging partnerships and regional collaboration (see Tables 54 and 55).

The responding regional NGOs provided a great deal of information about the many and varied projects going forward in their regions. There was an overall sense of pride in the contributions made to their region and the role of their organizations in helping advance these projects. One respondent commented that through their members “comes a strong understanding of local communities and problems or areas of growth.”

In addition to their achievements, regional NGO respondents were asked to provide examples of ‘lessons learned’ from working as a region or operating as a regional organization. The lessons provided were varied and include the importance of: consistency, partnership/collaboration, regional perspectives, geographic challenges, and shared understandings. While a complete list of responses is available in the Questionnaire Response Documents, some examples of what respondents mentioned here are: “be well prepared with good plan”; “action builds interest and success builds engagement”; “look at good of region rather than individual communities”; “good communication is key”; “using technology better”; and “not to give up on a good idea/initiative”.

Labrador Straits respondents highlighted lessons such as the importance of paying attention to communication and of consistency but at the same time pursuing adaptation while facing



regional variation and geographic challenges. Those from the Irish Loop focused on staying out of ‘small p’ politics, being action oriented, and finding volunteers who are willing to attend meetings over great distances. The Twillingate-New World Island responses addressed focus, determination, and patience, as well as flexibility, having a regional perspective, and learning how to acquire funding and adapt to changing government programs.

In terms of effective practices that have helped these organizations achieve their goals and objectives, the responses from pilot regions were more similar. Across all pilot regions, a majority of respondents said that good communication within their members and stakeholders has been the most effective strategy used in helping their organizations achieve their goals and objectives. Other good practices used by regional NGOs to achieve their goals include: an organized board structure, partnerships, planning, inclusiveness, and transparency.

## VI. **Optimism about the Future**

At the time of data collection (2008) the majority of responding local NGOs (74%) and businesses (66%) in the three pilot regions felt optimistic about the future of their communities. In Twillingate-New World Island, Labrador Straits and overall a higher proportion of local NGOs than businesses were optimistic, although in the Irish Loop business showed a higher rate of optimism than NGO respondents. This is likely to relate to the different locations of respondents: Irish Loop business respondents are primarily from the more prosperous Witless Bay/Bay Bulls sub-region and NGOs primarily from the Trepassey area.

Local businesses based their optimism primarily on community growth. The types of growth being experienced differed, however, in each region. Irish Loop drew their confidence from population growth, new housing developments and proximity to the St. John’s metro area respondents (primarily in the Bay Bulls/Witless Bay sub-region), as well as confidence in the NL economy. Labrador Straits respondents focused on infrastructure investment, including development of roads, parks and heritage sites, as well as some success in retaining the young population and a general sense of optimism. Respondents from Twillingate-New World Island based their confidence on growth in tourism, seasonal, retiree and returning residents, coupled again with maintenance of remaining families and general optimism.

Table 56 Percentage of Respondents Indicating Optimism about the Future of their Communities

	Irish Loop	Twillingate-New World Island	Labrador Straits	Average
Businesses	70%	50%	66%	66%
Local NGOs	60%	70%	73%	74%

NGO optimism was based on common factors such as confidence in the economy and general optimism (e.g. “I just am”), as well as region specific factors. Labrador Straits respondents focused on the presence of partnerships and regional thinking, social relations/cooperative spirit, community events/morale as well as infrastructure. Twillingate-New World Island focused on community growth, new residents and local awareness of needs and potential.

Among both types of respondents the concerns of those who were not optimistic focused on issues such as demographic changes, including out-migration of young families, contributing to an ageing population, as well as a lack of employment and a lack of human resources, both also linked to demographic change. Irish Loop and Twillingate-New World Island respondents also noted the economic slump and poor state of their regional economies (e.g. lack of industry).

Almost all regional NGO representatives felt optimistic about the future of their regions. These respondents based their optimism on different factors for each of the three regions. The Irish Loop referred to their geographic location, growth, new ideas, and awareness of needs and potential. Labrador Straits respondents had many reasons for being optimistic, including natural resources, confidence in the economy, growth, infrastructure, and violence prevention. Twillingate-New World Island respondents focused on factors such as partnerships/regional perspective, awareness of the needs and potential of their region, and new ideas. Those regional NGOs that were not optimistic were from the Irish Loop pilot region and cited competition and economic conditions for their pessimism. In summary, most questionnaire respondents were optimistic, which indicates that business and community leaders in all three regions have a positive overall morale and outlook on the future.

## VII. Comments and Suggestions for the Future

### Local Businesses

Respondents also provided a range of comments and suggestions for the future. Business respondents from the Irish Loop suggested that governments become more involved in helping small businesses, especially through ‘hard times’. One respondent suggested that this involvement might take the form of wage subsidies to ensure that employers can compete with the wages paid in the Alberta oil sands, attract the people and skills they need and help maintain the population in their communities. Several businesses suggested that strategies are needed to entice young people and families to return to rural regions. It was noted in the Labrador Straits that educated employees who have received some post secondary schooling are not likely to return back to the region because of “student loans to pay back and other issues,” suggesting that student loan relief programs for rural graduates may have positive effects.

Business respondents were supportive of, and hopeful about, opening up new transportation linkages in the region. Labrador Straits respondents claimed such things as: “opening of the new road will bring a boost to businesses and services along the Labrador Straits”, and “Blanc Sablon will be the ideal place for a business when the road is open to Goose Bay and to Sept-Iles”. Irish Loop businesses also suggested that communities cooperate on opening transportation routes to further expand cottage accommodations and the tourism sector (e.g. opening the main highway between St. Joseph’s and Riverhead to cottage country).

It was suggested that rural communities need to work harder than urban centres, as the rural communities not only receive less funding from government but also are not recognized for the role that they play. One Twillingate-New World Island business respondent commented that “urban centres need to realize more how much they depend on rural communities; we need improved understanding and collaboration.” In general the coming together of communities through collaboration, and cooperation was highlighted as one way to move forward towards a more positive the future.

## Local NGOs

Comments from local NGOs in Labrador Straits included a call for more training and practice with equipment for local fire departments. NGO respondents in this region indicated the many ways that their organization's members and their community work together, but there were those who felt that they could collaborate more. Respondents said such things as: "a total effort from all the communities along the Straits is needed in order to grow and come together as a region", and "everyone has to work together in order to have a future for this region and my community". Better communication and connection between communities was cited as a suggestion to improve relations and development in the Labrador Straits. Participants in a follow-up workshop add that there is a willingness to collaborate if the financial resources necessary to do so are made available, pointing out the collaboration with the region comes financial and human resource costs. Local NGO respondents in the Twillingate-New World Island also made suggestions related to collaboration. While some respondents felt that their organization "works very well together and with town", others said their "community needs to work together more".

Other respondents noted that they would like to see more residents, especially younger people, involved in their community. Retaining youth and young families is also seen as key to sustaining these rural communities. As one respondent said, "kids just are not here anymore". Another suggestion from local NGO respondents was that wages, especially for home care workers, be examined and perhaps increased as a way to entice people back into the region. Local business respondents also suggested competitive wages as a partial solution to labour shortages, while at the same time citing rising costs as a challenge to their business viability.

The need for improvements to infrastructure was also mentioned by respondents in the Twillingate-New World Island. One respondent claims the regions need an improved "highway network, broadband network and cell phone service". These services would allow greater connection between people and communities within the region, as well as, to the rest of the province. The importance of the Harbour Authority was also noted, both for the infrastructure they operate and as an employer that residents work for to qualify for EI benefits. Respondents felt that many of the noted improvements should be completed with government aid as "government can afford to put money into community board libraries and organizations since

new opportunities coming into province”. These ‘new opportunities’ relate particularly to the offshore oil industry and the money that it brings into the province.

### **Regional NGOs**

Regional NGO respondents also provided suggestions for the future. One respondent argues that greater support is needed for RDAs: “Zone boards are given funding to operate. RDA’s are not but our particular RDA has the capacity to do projects, research, building space for offices, any implementation necessary to succeed.” Representatives echoed some of the same comments made by business and local NGO respondents. Regional NGO respondents were also supportive of this research saying that they are “proud sponsors of many local research and development” projects and are “very interested in the end result of this project and looking forward to reviewing the results when the project is complete”. These comments stress the importance of ensuring that research findings are relayed to all participating communities and organizations.

## **VIII. Findings Summary**

Survey responses indicate that there is a significant degree of collaboration taking place in terms of the different dimensions of local development in the three pilot regions. Collaboration was identified among firms, among various local NGOs and between local organizations, including local government and provincial and federal agencies. Residents and volunteers, especially seniors and youth, have prominent roles within their communities. These groups have strong relationships with and recognition by non-government organizations in all three regions. Municipalities are also widely recognized as partners in regional development. Most importantly the dimensions of collaboration varied among the three regions both in terms of the actors involved and the degree of collaboration. It is also clear that there are gaps in collaboration that if filled would likely improve development opportunities, including greater collaboration on strategies to address demographic and labour market challenges. The importance of local labour market development is emphasized through the recognition of demographic and human resources issues as the most pressing challenge faced by businesses and organizations in each of the pilot regions.

Vertical and horizontal collaboration appears to be stronger at the regional NGO and government agency level which is perhaps not surprising given their larger resource base (budget and personnel), and greater focus on “bigger picture” issues. Yet even here there was a significant degree of diversity in who is collaborating in the three pilots as well as the spatial scale to which respondents feel connected and organize themselves. It may be the case that differences among the pilot regions in terms of economic and demographic structure, proximity to a larger urban place and other factors not only condition economic development opportunities but also influence the types of collaboration that take place.

There appears to be at least a partial mismatch in terms of coordination for local labour markets. The spatial scale at which the various survey respondents operate may be contributing to the coordination problems. Firms largely operate at the community or sub-regional level both in terms of customer base and labour market activity, in part because they largely employ general labourers who have a limited ability to commute long distances given prevailing wages and transport costs. This makes them highly oriented to a relatively small geographic territory for planning and action purposes, although they often do feel a sense of connection to the larger region as part of their “home area”. A large number of NGOs, especially local NGOs have a similar geographic orientation. Since these are the actors who are most likely to influence development it is important that the strategies of regional, provincial and federal organizations connect to them at their level.

Despite the local and sub-regional nature of labour markets, it is regional rather than local NGOs that are most likely to be involved in labour market development activities. In principle this would not be a problem with effective communication between firms, workers and regional organizations. Without effective communication, however, the development strategies of regional NGOs may not connect well to the employment needs of firms or unemployed workers within local labour market areas (or functional regions) where they are smaller than regions used for economic and labour market development planning and program design and delivery. Low numbers of businesses indicating supportive relationships with regional agencies, particularly related to finding and/or retaining employees, suggests there is room for improvement. The need for effective communication and interaction also extends to development actors based in urban centres and requires ongoing rural-urban interaction in planning and implementation of labour

market development activities. Survey responses reflect limited recognition of the role various organizations play in local labour markets and the need for greater coordination in and strategic attention to this important area of local economic and community development.

Finally, it is important to note that despite the challenges they face the majority of firms and organizations remain optimistic about the development potential of the three regions. They see market opportunities and changes in their communities that signal hope for the future. This should be an encouraging sign for the many actors engaged in development within these regions.

## Appendix A- Pilot Region Maps

Figure 4 Irish Loop Pilot Region

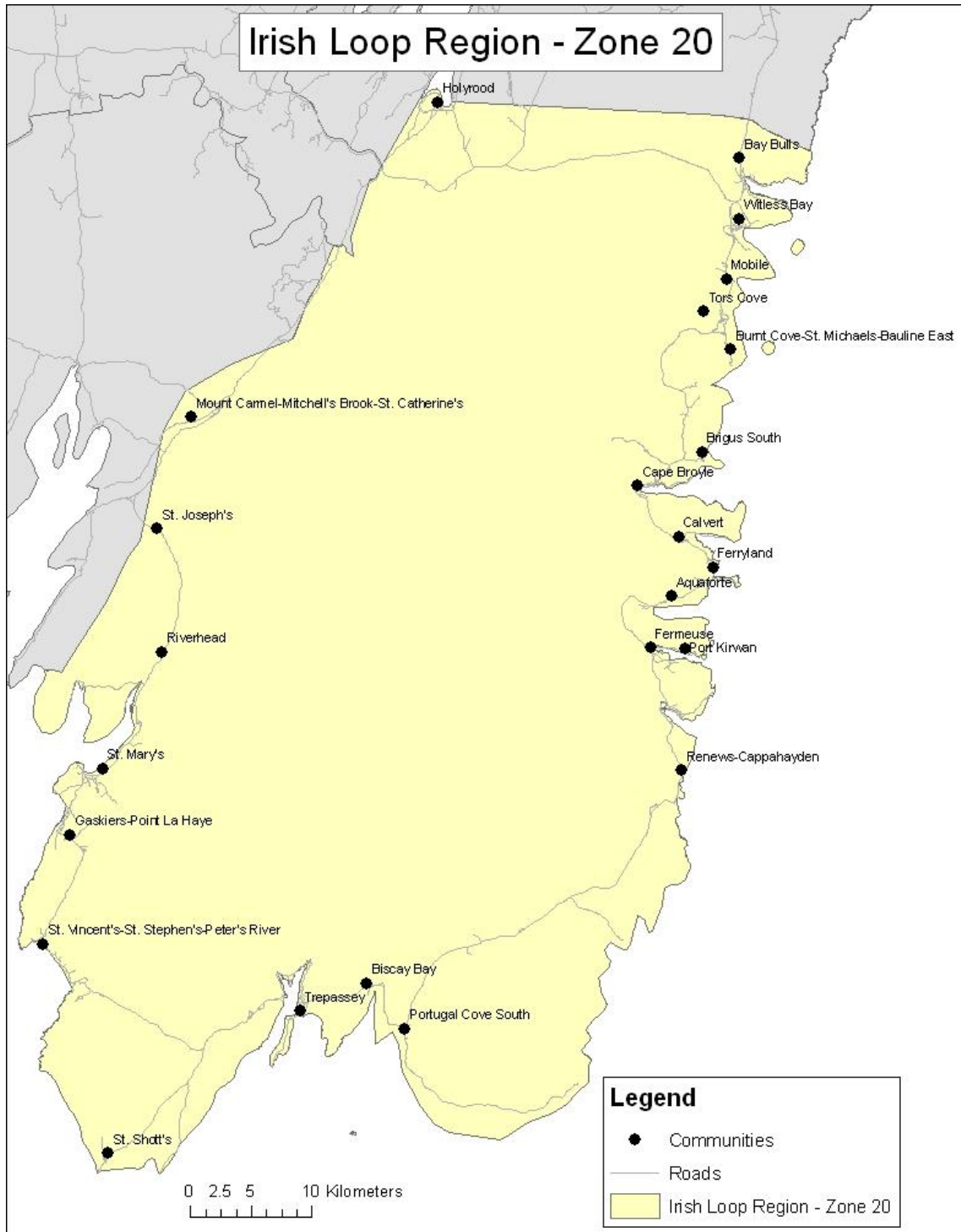




Figure 5 Twillingate-New World Island Pilot Region

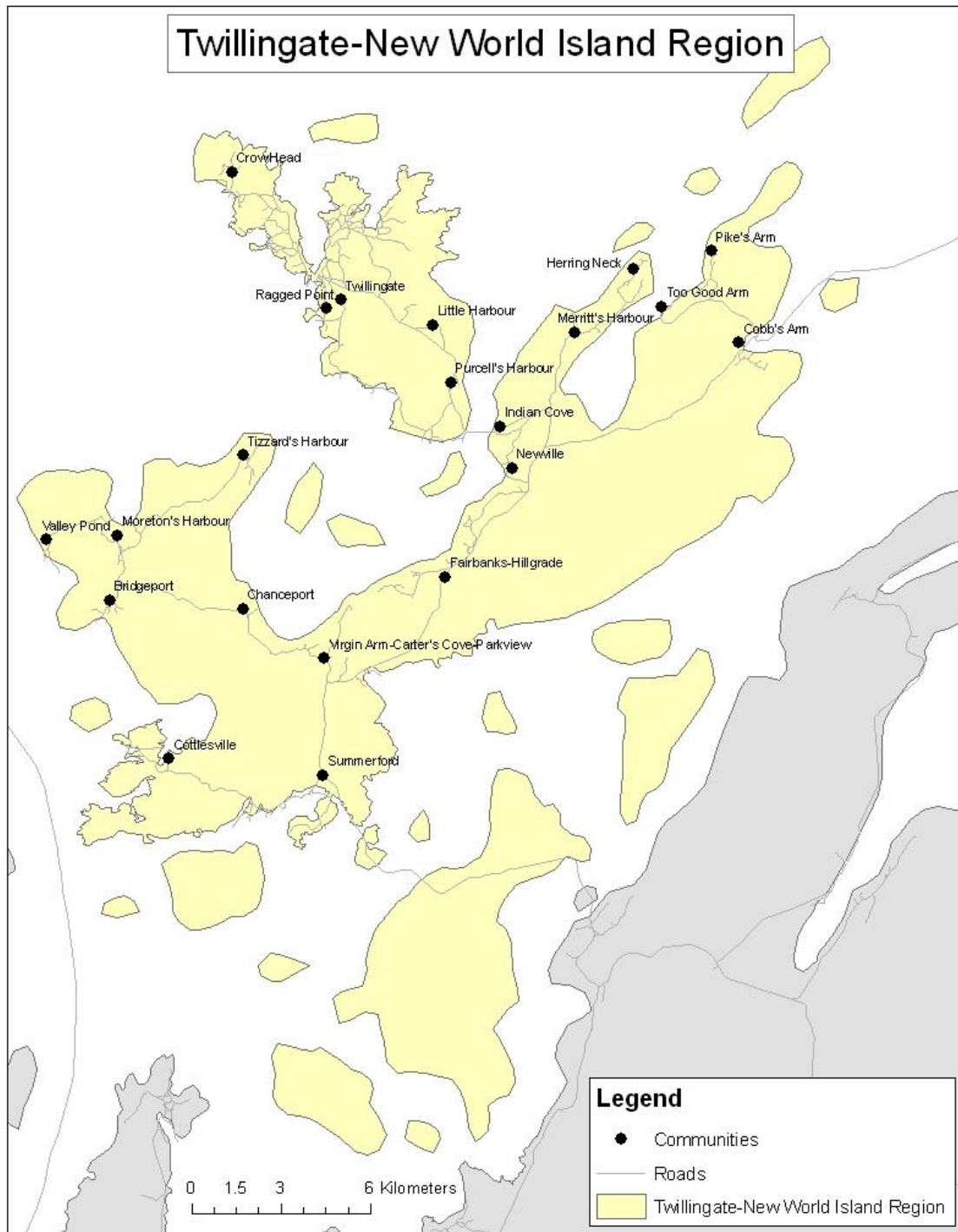
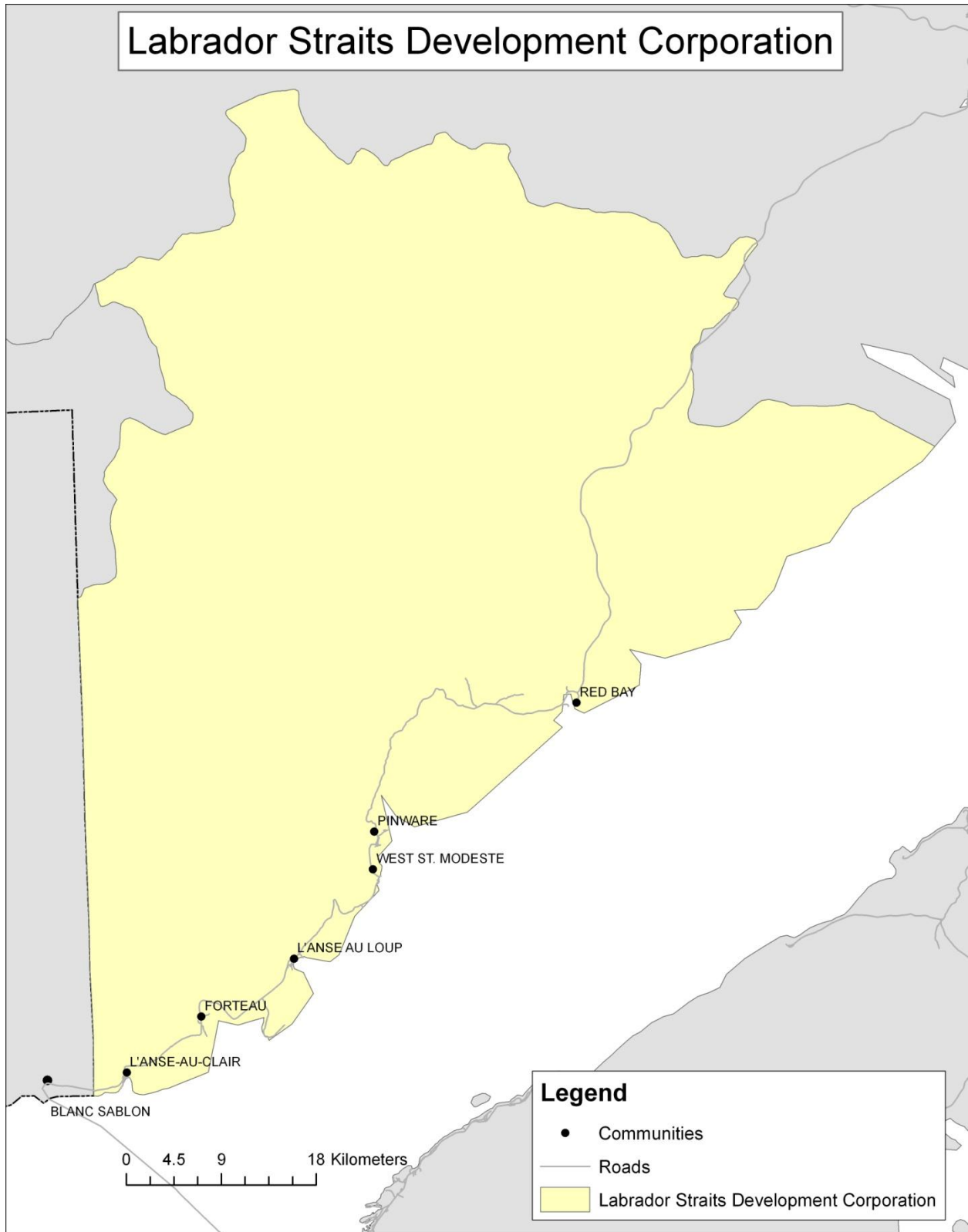


Figure 6 Labrador Straits Pilot Region



## Appendix B- Questionnaires

### Appendix B1- Business Questionnaire

#### SECTION 1: GENERAL INFORMATION

1. Name of business \_\_\_\_\_
2. Location of business: Community \_\_\_\_\_  
GPS \_\_\_\_\_
3. Name of respondent (optional) \_\_\_\_\_
4. Position of respondent (i.e. owner, manager, etc.) \_\_\_\_\_
5. What year was the business formed? \_\_\_\_\_
6. Describe the legal status of the organization (check one).  
  
Unincorporated \_\_\_\_\_  
Incorporated \_\_\_\_\_  
Cooperative \_\_\_\_\_  
Other (please specify) \_\_\_\_\_

#### SECTION 2: PRODUCTS AND MARKETS

7. Population served/within by your business \_\_\_\_\_
8. What type of product or service do you provide?
  - i. Major supermarket chain \_\_\_\_\_
  - ii. Grocery store \_\_\_\_\_ (sells fresh produce and meat)  
With \_\_\_\_\_ or without \_\_\_\_\_ liquor
  - iii. Convenience store \_\_\_\_\_  
With \_\_\_\_\_ or without \_\_\_\_\_ liquor
  - iv. Restaurant \_\_\_\_\_
  - v. Specialty store \_\_\_\_\_  
Please explain: \_\_\_\_\_
  - vi. Other \_\_\_\_\_  
Please explain: \_\_\_\_\_
9. Have the products or services provided by the business changed significantly in the past 5-10 years?  
  
Yes \_\_\_\_\_ No \_\_\_\_\_

10. If yes to Q9 above, briefly describe.

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11. What area constitutes your primary client base? (name communities)

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12. What larger geographical area do you serve? (name communities)

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13. How far do your customers / clients travel from to visit your business / use your services?

- i. What would the average distance travelled be? \_\_\_\_\_ km
- ii. What are the farthest communities that people travel from to visit your business / use your services? \_\_\_\_\_ km

14. As an individual, how far do you travel before you feel you have left your local/home area?

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15. As an individual, what area do you consider to be “your community”?

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16. As an individual, what area do you consider to be “your region”?

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**SECTION 3: HUMAN RESOURCES/LOCAL LABOUR MARKETS**

17. Does your business have full or part-time staff?

Yes \_\_\_\_\_ No \_\_\_\_\_

18. If yes, how many staff (including owner).

Number of staff \_\_\_\_\_ (part-time \_\_\_\_\_ vs. full-time \_\_\_\_\_ if available)

19. What type of employees do you have?

- i. % General laborers \_\_\_\_\_
- ii. % Skilled trade \_\_\_\_\_
- iii. % Management \_\_\_\_\_
- iv. % Other: \_\_\_\_\_

20. How far do your employees travel from to come to work?

- i. What would the average distance travelled be? \_\_\_\_\_ km
- ii. What are the farthest communities that people travel from to work? \_\_\_\_\_ km
- iii. Is there a difference in distance travelled between types of employees?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

21. What government or non-government organizations have been most helpful:

- i. In starting, growing, or retaining your business?

\_\_\_\_\_  
\_\_\_\_\_

- ii. In finding or retaining employees?

\_\_\_\_\_  
\_\_\_\_\_

22. What are the most important types of labour market challenges your business encounters?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

23. What strategies do you use to overcome these challenges?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

24. Does your business collaborate with other businesses in the area?

Yes \_\_\_\_\_ or No \_\_\_\_\_

25. If yes to Q 24, what kinds of businesses and from which communities do you collaborate with?

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26. In what ways do you work together?

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SECTION 4: ACHIEVEMENTS/CHALLENGES

27. What do you consider to be the top 3-5 accomplishments of your business?

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28. What do you feel are the greatest challenges facing your business today?

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29. Are you optimistic about the future of your community?

Yes\_\_\_\_ No\_\_\_\_

30. Why or why not?

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31. Please add any additional comments you would like to make :

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THANK YOU FOR YOUR TIME AND PARTICIPATION!

Appendix B2- Local NGO Questionnaire

**SECTION 1: GENERAL INFORMATION**

1. Name of group/organization \_\_\_\_\_
2. Location of office: Community \_\_\_\_\_  
GPS \_\_\_\_\_
3. Name of respondent (optional) \_\_\_\_\_
4. Position of respondent (i.e. coordinator, chairperson, etc.) \_\_\_\_\_
5. What year was the organization formed? \_\_\_\_\_
6. Member Information
  - i. Number of members \_\_\_\_\_
  - ii. Where do your members live? (community names)  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
  - iii. Does the service area of your organization align with membership?  
Yes\_\_\_\_ No\_\_\_\_
  - iv. Have most of your members been with the organization a long time? If so, how long?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
  - v. Do you find it difficult to recruit new members?  
Yes\_\_\_\_ No\_\_\_\_ To some degree\_\_\_\_
  - vi. Have you seen any changes to membership over the past 5 years?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



7. Briefly describe the mandate/mission of the organization below.

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8. Has the mandate/mission of your organization changed in the past 5-10 years?

Yes\_\_\_\_\_ No\_\_\_\_\_

9. If yes to Q8 above, briefly describe how the mandate/mission has changed.

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10. Are there other organizations that play a similar or overlapping role? Please describe.

Yes\_\_\_\_\_ No\_\_\_\_\_

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11. Are these similar organizations collaborators or competitors? Please explain briefly.

Collaborators \_\_\_\_\_ Competitors \_\_\_\_\_ Both \_\_\_\_\_ Other \_\_\_\_\_

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**SECTION 2: LOCAL NATURE OF ORGANIZATION**

12. Population served/within by your organization

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13. What area constitutes your primary client base?

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14. What larger geographical area do you serve?

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15. Please list the communities that you serve:

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16. Who determined the area served by your organization?

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17. Why was this size/scope of area chosen for your organization (i.e. what factors were considered)?

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18. What interests (stakeholders) were involved in the initial development of your organization (i.e. municipalities, community representatives, concerned citizens etc.)?

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19. How far do you travel before you feel you have left your local/home area?

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20. What area do you consider to be “your community”?

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21. What area do you consider to be “your region”?

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**SECTION 3: COMMUNICATION AND COLLABORATION**

22. What individuals or groups would you consider as stakeholders in your organization today (i.e. partner organizations, general public or particular groups)?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

23. Please describe any mechanisms or processes that your organization or its representatives use to provide information on your goals and activities to its stakeholders (i.e. annual general meeting, newsletters etc.).

Mechanisms or processes for providing information to stakeholders
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.

24. Please describe any mechanisms or processes that your organization or its representatives use to gather input on your goal and activities from its stakeholders (i.e. annual general meeting, community meetings, website etc.).

Stakeholder group	Mechanism or process for gathering input

25. Do you collaborate with other organizations in planning and/or service delivery?

Yes\_\_\_\_\_ No\_\_\_\_\_ To some degree \_\_\_\_\_  
 (if yes or to some degree complete Q26, if no go to Q27)

26. Details of collaborations with other organizations (for interviews prompt for types of organizations: local governments, other community groups, regional boards, provincial agencies, educational agencies).
- i. Please list the organizations you collaborate with
  - ii. For each organization listed check type of relationship
    - a. Board / Council representation
    - b. Joint or overlapping committee membership
    - c. Funding
    - d. Project Partnerships
    - e. Training
    - f. Advisory/support
    - g. Information exchange

ORGANIZATION	CODES	NOTES

27. In your experience, how important is interaction among communities and community organizations in your region to advancing your mission and goals?
- Very Important                      \_\_\_\_\_
  - Somewhat important                \_\_\_\_\_
  - Not very important                  \_\_\_\_\_
  - Not important at all                 \_\_\_\_\_
  - Do not know/not sure               \_\_\_\_\_

28. How would you characterize the level of cooperation and collaboration among communities and organizations in your region? Would you consider it to be:

- Very collaborative \_\_\_\_\_
- Somewhat collaborative \_\_\_\_\_
- Do not know/No answer \_\_\_\_\_
- Not very collaborative \_\_\_\_\_
- Not collaborative at all \_\_\_\_\_

29. Does your organization undertake strategic planning in relation to its goals and objectives?  
Yes\_\_\_\_\_ No\_\_\_\_\_

30. If yes, how often do you conduct strategic planning?  
Yearly \_\_\_\_\_ Every 2 years \_\_\_\_\_ Every 5 years \_\_\_\_\_ Other (specify) \_\_\_\_\_

31. What individuals (by title) or groups, either internal or external to your organization, are involved in your strategic planning process?

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**Note to researchers: Collect copy of the organization’s strategic plan if available.**

**SECTION 4: ORGANIZATIONAL STRUCTURE AND RESOURCES**

32. Does your organization have volunteers?  
Yes \_\_\_\_\_ No \_\_\_\_\_

33. If yes to Q32, how many volunteers are involved with the organization? \_\_\_\_\_  
If no to Q32, skip to Q36.

34. Has the number of volunteers in your organization been:  
Growing \_\_\_\_\_  
Stable \_\_\_\_\_  
Declining \_\_\_\_\_

35. What role(s) do volunteers play within the organization?

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36. How does your organization identify people to sit on your board of directors (or management committee)?

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37. Does your organization or committee have a set of by-laws or operate under a terms of reference?

Yes\_\_\_\_ No\_\_\_\_

38. Does your organization or committee have a policies and procedures manual in place?

Yes\_\_\_\_ No\_\_\_\_

39. In relation to decision-making, do you utilize a consensus approach to decision-making or are there formal motions or votes on issues before the group?

Consensus\_\_\_\_ Formal Motions/Votes\_\_\_\_ Other\_\_\_\_

40. When your group meets, is a record of the meeting and decisions kept (minutes)?

Yes\_\_\_\_ No\_\_\_\_

41. Does the organization have an annual operating budget?

Yes\_\_\_\_ No\_\_\_\_

42. If yes, and figures are available what is the overall annual operating budget (state the year)?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

43. What are the organization's funding/revenue sources?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

44. Does the organization have full or part-time staff?

Yes \_\_\_\_ No \_\_\_\_\_

45. If yes, how many staff.

Number of staff \_\_\_\_ (part-time \_\_\_\_\_ vs. full-time \_\_\_\_\_ if available)

46. Describe the legal status of the organization (check one).
- Unincorporated non-government organization \_\_\_\_\_
  - Incorporated non-government organization \_\_\_\_\_
  - Cooperative \_\_\_\_\_
  - Provincial department or agency \_\_\_\_\_
  - Federal department or agency \_\_\_\_\_
  - Regional Service Authority \_\_\_\_\_
  - Regional Board (education/health) \_\_\_\_\_
  - Other (please specify) \_\_\_\_\_

47. Does the organization have a board of directors/trustees or management committee?  
Yes\_\_\_\_\_ No\_\_\_\_\_

48. If yes to Q47, how many directors/trustees/members are there on the board or committee?  
\_\_\_\_\_.  
If no, proceed to Q50.

49. What organizations/interests are formally represented on the organization/agency's board or committee?
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

**SECTION 5: LOCAL SUSTAINABILITY/LABOUR MARKET DEVELOPMENT**

50. Does your organization have a mandate to address labour market development issues locally (i.e. job creation or retention, employee development, matching employee and employer needs)?  
Yes\_\_\_\_\_ No\_\_\_\_\_

51. Has your organization undertaken activities or collaborations to support labour market development or to address labour market issues within your local community?  
Yes\_\_\_\_\_ No\_\_\_\_\_

52. If yes to Q51, please describe some of your labour market-related activities below (use types of activities listed below). If no to Q51 proceed to Q53.
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

BS – Business creation, retention and/or expansion (business or social enterprise, LT job creation, loans, business counselling, preparation of a business plan, research and development and other technical services, entrepreneurship promotion, employee wellness, marketing and promotion, expansion financing, counselling and assistance for existing enterprises)

DE - Direct employment/increasing labour demand (hiring, wage subsidies to encourage hiring)

TR - Job training

JM - Job matching/search assistance (providing information about job opportunities, employee/ employer matching job searching, provide labour market info, internet access, employment counselling assistance)

BA - Benefits assistance (EI or other employment related financial programs)

PL - Policy and planning (research, planning, lobbying related to LM policy)

IN - Indirect (provide or enhance infrastructure, operate public services, community development/quality of life other, partnerships, participation, organizational development)

SECTION 6: ACHIEVEMENTS/CHALLENGES

53. What do you consider to be the top 3-5 accomplishments of your organization?

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54. What do you feel are the greatest challenges facing your organization today?

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55. Are you optimistic about the future of your community?

Yes\_\_\_\_ No\_\_\_\_

56. Why or why not?

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57. Are you optimistic about the future of your region?

Yes\_\_\_\_ No\_\_\_\_



58. Why or why not?

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59. Please add any additional comments you would like to make about your organization or the community or region it serves:

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60. Are there other local organizations in your area you suggest we include in this study of regional governance in the province?

Yes\_\_\_\_ No\_\_\_\_

61. If yes to Q60, please provide the name of those organizations below along with a contact so we may add them to our inventory of regional organizations.

Name of organization	Key contact

THANK YOU FOR YOUR TIME AND PARTICIPATION!

Appendix B3- Regional NGO Questionnaire

SECTION 1: GENERAL INFORMATION

1. Name of group/organization \_\_\_\_\_
2. Name of respondent (optional)\_\_\_\_\_
3. Position of respondent (i.e. coordinator, chairperson, etc.) \_\_\_\_\_
4. What year was the organization formed?\_\_\_\_\_
5. Briefly describe the mandate/mission of the organization below.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
6. Has the mandate/mission of your organization changed in the past 5-10 years?  
Yes\_\_\_\_\_ No\_\_\_\_\_
7. If yes to Q6 above, briefly describe how the mandate/mission has changed.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

SECTION 2: REGIONAL NATURE OF ORGANIZATION

8. Define the geographic region(s) and, where applicable, sub-regions covered/served by your organization.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
9. Number of communities served/within your region \_\_\_\_\_
10. Population served/within your region \_\_\_\_\_
11. Who determined the region(s) served by your organization?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

12. Why was this size/scope of region(s) chosen for your organization (i.e. what factors were considered)?

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13. What interests (stakeholders) were involved in the initial development of your organization (i.e. municipalities, community representatives, concerned citizens etc.)?

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14. What functions, activities or services does the organization perform or provide?

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15. Which of these functions, activities or services are performed at the regional level?

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**SECTION 3: COMMUNICATION AND COLLABORATION**

16. What individuals or groups would you consider as stakeholders in your organization today (i.e. partner organizations, general public or particular groups)?

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17. Please describe any mechanisms or processes that your organization or its representatives use to provide information on your goals and activities to its stakeholders (i.e. annual general meeting, newsletters etc.).

Mechanisms or processes for providing information to stakeholders
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.

18. Please describe any mechanisms or processes that your organization or its representatives use to gather input on your goal and activities from its stakeholders (i.e. annual general meeting, community meetings, website etc.).

Stakeholder group	Mechanism or process for gathering input

19. Do you collaborate with other organizations in planning and/or service delivery?

Yes \_\_\_\_\_ No \_\_\_\_\_ To some degree \_\_\_\_\_

20. If you collaborate with other organizations, describe briefly some of the ways you work together.

Organization	Ways you collaborate/work together

21. In your experience, how important is interaction among communities and community organizations in your region to advancing your mission and goals?

Very Important                    \_\_\_\_\_  
 Somewhat important            \_\_\_\_\_  
 Not very important              \_\_\_\_\_  
 Not important at all             \_\_\_\_\_  
 Do not know/not sure          \_\_\_\_\_

22. How would you characterize the level of cooperation and collaboration among communities and organizations in your region(s)? Would you consider it to be:

- Very collaborative \_\_\_\_\_
- Somewhat collaborative \_\_\_\_\_
- Do not know/No answer \_\_\_\_\_
- Not very collaborative \_\_\_\_\_
- Not collaborative at all \_\_\_\_\_

23. Does your organization undertake strategic planning in relation to its goals and objectives?

Yes\_\_\_\_\_ No\_\_\_\_\_

24. If yes, how often do you conduct strategic planning?

Yearly \_\_\_\_\_ Every 2 years \_\_\_\_\_ Every 5 years \_\_\_\_\_ Other (specify) \_\_\_\_\_

25. What individuals (by title) or groups, either internal or external to your organization, are involved in your strategic planning process?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**SECTION 4: ORGANIZATIONAL STRUCTURE AND RESOURCES**

27. Does your organization have volunteers?

Yes \_\_\_\_\_ No \_\_\_\_\_

27. If yes to Q26, how many volunteers are involved with the organization? \_\_\_\_\_

If no to Q25, skip to Q30.

28. What role(s) do volunteers play within the organization?

\_\_\_\_\_  
\_\_\_\_\_

29. How does your organization identify people to sit on your board of directors (or management committee)?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

30. Does your organization maintain a formal membership?

Yes\_\_\_\_\_ No\_\_\_\_\_

31. If yes to Q30, how many members does it have?\_\_\_\_\_
32. Does your organization or committee have a set of by-laws or operate under a terms of reference?  
Yes\_\_\_\_ No\_\_\_\_
33. Does your organization or committee have a policies and procedures manual in place?  
Yes\_\_\_\_ No\_\_\_\_
34. In relation to decision-making, do you utilize a consensus approach to decision-making or are there formal motions or votes on issues before the group?  
Consensus\_\_\_\_ Formal Motions/Votes\_\_\_\_ Other\_\_\_\_\_
35. When your group meets, is a record of the meeting and decisions kept (minutes)?  
Yes\_\_\_\_ No\_\_\_\_
36. Does the organization have an annual operating budget?  
Yes\_\_\_\_ No\_\_\_\_
37. If yes, and figures are available what is the overall annual operating budget (state the year)?  
\_\_\_\_\_  
\_\_\_\_\_
38. What are the organization's funding/revenue sources?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
39. Does the organization have full or part-time staff?  
Yes \_\_\_\_\_ No \_\_\_\_\_
40. If yes, how many staff.  
Number of staff \_\_\_\_\_ (part-time \_\_\_\_\_ vs. full-time \_\_\_\_\_ if available)

41. Describe the legal status of the organization (check one).

- Unincorporated non-government organization \_\_\_\_\_
- Incorporated non-government organization \_\_\_\_\_
- Cooperative \_\_\_\_\_
- Provincial department or agency \_\_\_\_\_
- Federal department or agency \_\_\_\_\_
- Regional Service Authority \_\_\_\_\_
- Regional Board (education/health) \_\_\_\_\_
- Other (please specify) \_\_\_\_\_

41. Does the organization have a board of directors/trustees or management committee?

Yes\_\_\_\_\_ No\_\_\_\_\_

42. If yes to Q41, how many directors/trustees/members are there on the board or committee?\_\_\_\_\_. If no, proceed to Q44.

43. What organizations/interests are formally represented on the organization/agency's board or committee?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

44. Does the organization operate under specific legislation?

Yes\_\_\_\_\_ No\_\_\_\_\_

45. If yes, name the relevant piece of legislation \_\_\_\_\_

**SECTION 5: REGIONAL SUSTAINABILITY/LABOUR MARKET DEVELOPMENT**

46. Does your organization have a mandate to address labour market development issues (i.e. job creation or retention, employee development, matching employee and employer needs)?

Yes\_\_\_\_\_ No\_\_\_\_\_

47. Has your organization undertaken activities to support labour market development or to address labour market issues within your region?

Yes\_\_\_\_\_ No\_\_\_\_\_

48. If yes to Q47, please describe some of your labour market-related activities below.

If no to Q47, proceed to Q51.

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49. Has the regional nature/capacity of your organization enabled you to address labour market development issues more effectively?

Yes\_\_\_\_ No\_\_\_\_

50. If yes to Q49, please describe why you think this is so.

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**SECTION 6: ACHIEVEMENTS/CHALLENGES**

51. What do you consider to be the top 3-5 accomplishments of your organization?

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52. What do you feel are the greatest challenges facing your organization today?

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53. What are some of the lessons you have learned working as a “region” or operating a regional organization?

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54. What are some of the practices your organization has developed that have been particularly effective in helping your organization achieve its goals and objectives?

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55. Are you optimistic about the future of your region?

Yes\_\_\_\_ No\_\_\_\_

56. Why or why not?

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57. Please add any additional comments you would like to make about your organization, the regional interests it represents or its regional operations:

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58. Are there other regional (multi-community) organizations in your area you suggest we include in this study of regional governance in the province?

Yes\_\_\_\_ No\_\_\_\_

59. If yes to Q58, please provide the name of those organizations below along with a contact so we may add them to our inventory of regional organizations.

Name of organization	Key contact

THANK YOU FOR YOUR TIME AND PARTICIPATION!