Municipalities

Newfoundland and Labrador

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Municipal Economic Crisis Response Program

A Municipal Guide for Economic Recovery

Municipal
Economic Crisis Response Program

A MUNICIPAL GUIDE FOR ECONOMIC RECOVERY

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FORWARD

By Craig Pollett, Municipalities Newfoundland & Labrador Executive Director

There are few more traumatic events in the life of a municipal council than the loss, or potential loss, of a major employer. Attention immediately turns to the municipal leaders. Residents are looking for answers and reassurance, but quite often municipal councils are not prepared nor do they have the resources to respond. The situation is often complicated when the multitude of support agencies show up with long lists of programs and funding opportunities. What is meant as support can often overtake the capacity of a volunteer council to engage.

If communities are to respond to these economic shocks successfully, it must be from within and it must be driven by municipal council. This toolkit is designed as a guide or roadmap for municipal councils facing economic vulnerability. It does not provide solutions to any particular economic crisis. It does not provide a comprehensive plan for economic adjustment. What it does provide is a step-by-step guide to action for councils so they can manage the situation rather than letting it manage them.

The toolkit is divided into three main sections and two reference sections. Part I helps municipal leaders understand their situation and how it should impact their responses. Part II provides advice on how to manage the situation as it develops. Part III expands the scope to include simple guidelines for moving forward with renewing the local or regional economy. Part IV provides three local case studies on responding to economic crisis. Part V provides key contacts for support agencies in the province.

Each of the first three sections of the toolkit include background material, group questions, exercises, handouts and presentation slides. These tools are designed to be useful if the participants are in a workshop, working with a trained facilitator, or working through the material on their own in council or committee meetings. More than anything else, the toolkit is designed to be used, not simply read. It is our hope that councils and their stakeholders will integrate this material into their existing planning processes and regular meetings.

We also look forward to feedback from toolkit users. We hope future editions of the toolkit will benefit from your experiences and suggestions. We will be using our website to collect suggested changes and additions, criticisms and congratulations. We also want to hear about your experiences in using the toolkit. Your success story could be the one that convinces another town to tackle their challenge head on!

INTRODUCTION

The overall objectives of the Municipal Economic Crisis Response Program are to provide municipalities, especially smaller municipalities, with the skills and knowledge to help them manage the transition from economic crisis to sustainability and to provide guidance in preparing an economic crisis response plan suited to their particular needs and situation.

Why a 'Toolkit'?
The information is designed as a toolkit because it is meant to be used as – and when – it is needed in situations in the community. It is not a prepackaged plan to be followed from 'A' to 'Z.' Participants can dip into the toolkit and take out the tool that best suits a need or situation. Like a regular toolkit, some tools will be used often, others less often. Also, like a regular toolkit, it can be added to as needed.

Other reasons for using the toolkit approach include:

- Every community does not start at the same point or in then same situation when responding to an economic crisis or in preparing an economic plan;
- Every municipal council does not have the same level of existing skills and knowledge regarding economic development nor do they have the same compliments of staff;
- The toolkit should be a coordinating mechanism to marshal resources and to provide the municipality with the skills and techniques to bring other players to the table. No municipality can do everything on its own.
- It should be flexible in terms of content and delivery mode.

Program Outline
The toolkit is divided into five parts each containing a number of tools.

Part 1 - Understanding your community situation
This section draws heavily on the experiences of communities in other parts of Canada, along with some international experience. The Canadian experience is well documented in "Facing the Challenge of Industry Closure: Managing Transition in Rural Communities". A report by the Provincial and Territorial Departments Responsible for Local Governance - Resiliency and Recovery Project Committee that provides the basis for most of the information in this section.

The section explores the transition experience for small resource-based communities and provides some tools for assessing your community situation along with factors and suggested best practices for transition management.

Part 2 Tools for Management
Our review of the research shows that a strong organization, positive leadership and effective communications are the keys to success in managing the transition from economic crisis to sustainability.

This section consists of tools that can enhance performance of the municipal council during the transition period.

Part 3 Tools for Economic Development
Having a plan before the economic crisis hits is identified as one of the key factors for successful transition management. After the crisis hits is a poor time to be doing planning. In this section we focus on tools such a strategic planning, how to use consultants, proposal writing, opportunity identification and preparing community profiles.

Part 4 Lessons Learned
This section focuses on towns in Newfoundland and Labrador that have gone through (or are going through) transition. It also references experiences in other towns in Canada and internationally. It revisits the factors for successful transition from Part 1 and applies these factors to the Newfoundland and Labrador experience.

Part 5 Key Contacts
This section identifies key contacts that can be utilized for assistance and further information.

Multiple Delivery Modes
Altogether there are about two dozen tools in the toolkit. They each contain information on the topic, handouts, slides or group exercises, some tips and references for further information. Each tool can stand alone or be used in combination with others.

Some tools are best learned in group situations while others can be simply utilized as a guide, (e.g. how to do a press release, how to write a proposal).

A facilitated workshop covering all topics would take an estimated time of 12-15 hours. Workshops could also be developed along themes, (e.g. opportunity identification, strategic planning, communications) and delivered in half-day or evening sessions.

While the tools can be used in any sequence, it is recommended that a town facing imminent crisis should start with the 'Understanding Your Community Situation' section to provide context. This session can be done in about three hours.

Target Audience
While the target audience is the municipal council, it is recommended that other key organizations such as the REDB, chamber of commerce or business association could also participate in the workshop(s) if that is the desired delivery mode.

Materials and Supplies

If group sessions are utilized, (either externally facilitated or not), make sure to have copies of all handouts, tips, slides, etc. for everyone and keep some record of the proceedings. An overhead projector may be required. A flip chart and markers are essential.

Follow-up

Some of the more advanced tools such as strategic planning and opportunity identification will probably require follow-up with more detailed investigation. Part 5 provides a list of the agencies and departments that can provide these services.

Note to Facilitator:

Throughout the document you will find Notes to Facilitator in italics. These are to remind the facilitator that he/she should review the material beforehand, make sufficient copies of handouts, tips and slides and have all required equipment and supplies on hand. The facilitator should also visit the workshop location beforehand to ensure it is suitable for workshop interactions and break out groups.

Finally, the facilitator should show respect for the participant's experience, knowledge and commitment. Try to have them relate the material to their own experience.

Municipal
Economic Crisis Response Program

PART I - UNDERSTANDING YOUR COMMUNITY SITUATION

1. Three Phases of Transition 13
2. Characteristics of a Single Industry Town 19
3. Patterns of Decline 29
4. Factors that Influence Successful Transition 37
5. Best Practices for Transition Management 45

1) THREE PHASES OF TRANSITION

There are essentially three phases of transition when a single industry town looses its key industry. These are the pre-closure phase, which begins about a year before the closure; the immediate and short term phase for the first six months following closure; and the long term phase, which can begin within six months and go on for three or five years in duration.

Of course, there is also a pre-transition period that comes before all of these. In the case of single industry and resource based communities, the community can never be considered to be fully stable and must always be considering a potential crisis somewhere down the road. A good economic development plan developed before the crisis occurs is the strongest preparation a community can make even though the plan will probably have to be modified to fit the particulars of the transition. Indeed, according to the research, one of the critical factors in communities managing a successful transition is the existence of a plan before the crisis even occurs.

The key focus for the pre-closure phase is on pre-planning and on relations with the industry to ensure an orderly departure with all the workers rights and benefits protected and maximum positive legacy assets transferred to the community.

During the immediate and short term phase the focus should be on communicating with the community and establishing networks and collaborations with government. The first – immediate phase is critical in terms of positive messaging and visible leadership because of the tensions in the community and concerns for the future. Many short term activities focus on creating temporary employment and training for displaced workers.

The long term phase is focused on the future - developing and implementing strategic economic plans, investment attraction and managing the transition from crisis to recovery.

Group Discussion

1. What phase is the community currently in and what is its focus?
2. Have we effectively managed any previous phases? Why? Why not?


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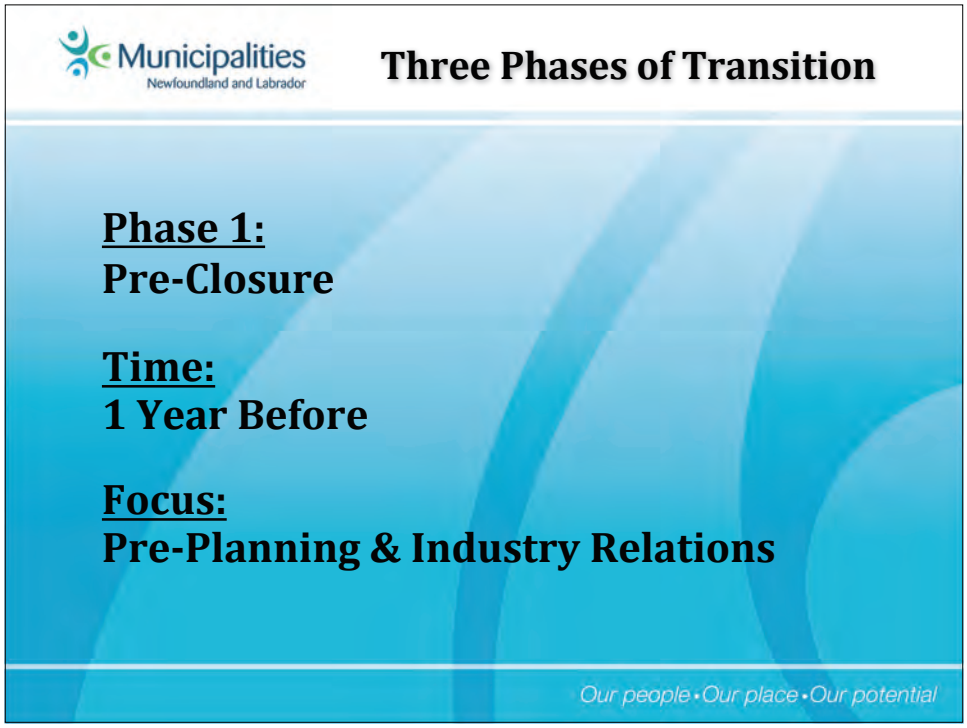
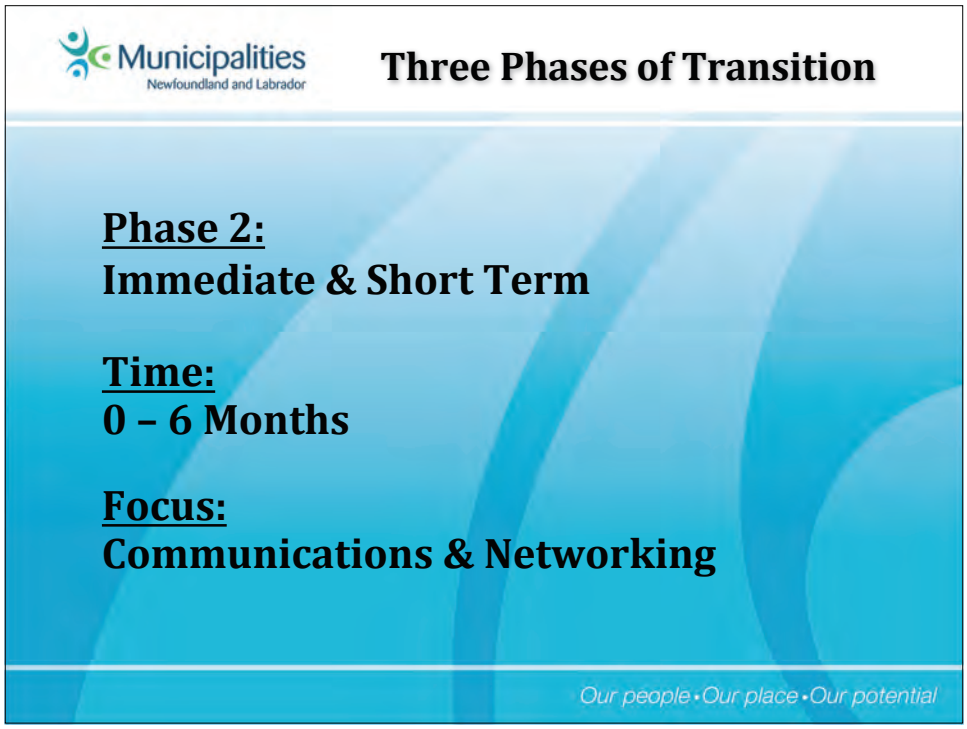
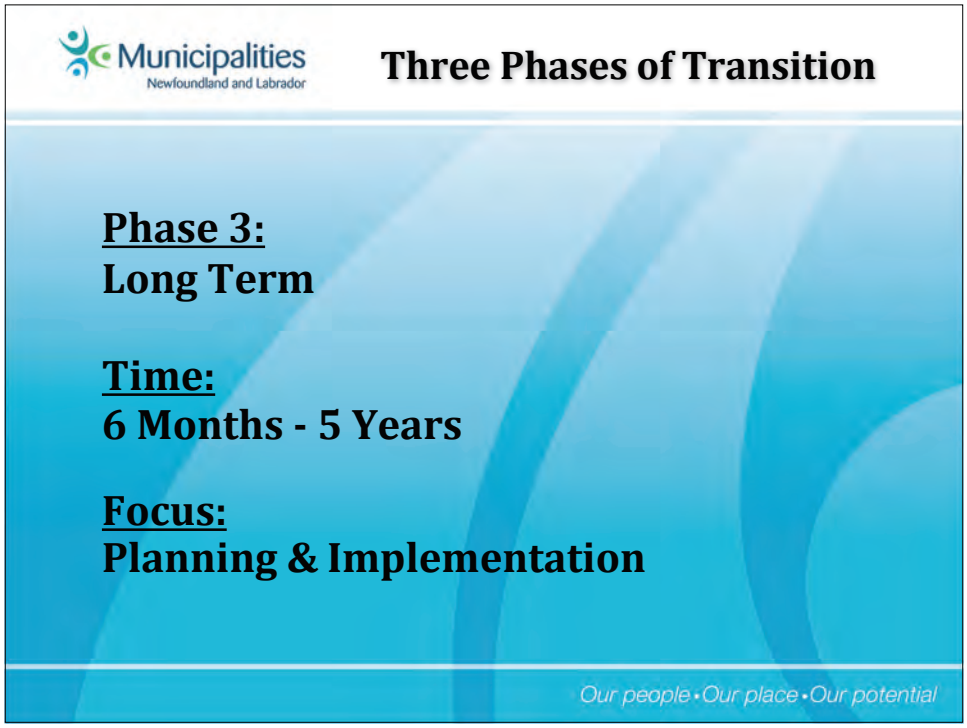
Three Phases Of Transition
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Three Phases of Transition
Phase 1:
Pre-Closure
Time:
1 Year Before
Focus:
Pre-Planning & Industry Relations
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Three Phases of Transition
Phase 2:
Immediate & Short Term
Time:
0 – 6 Months
Focus:
Communications & Networking
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Three Phases of Transition
Phase 3:
Long Term
Time:
6 Months - 5 Years
Focus:
Planning & Implementation
Our people • Our place • Our potential

2) CHARACTERISTICS OF A SINGLE-INDUSTRY TOWN

There are certain characteristics that one industry towns have in general and they usually tend to work against diversification and economic development. Therefore, it is important to understand what these characteristics are – in the physical, governance, social and economic spheres – how your community compares with these general characteristics. They are factors that will influence your development strategy so you need to understand them. You may even find that your community is in a stronger position than many other single industry towns.

It is estimated that there are approximately 1,000 single industry towns in Canada containing a population of approximately 1 million people - although some estimates place it as high as 1500 towns.

Single industry towns usually come into being to provide a convenient labour force to a specific industry. Grand Falls and Buchans are examples of this – perhaps extreme examples where the company even controlled who could live in the town. Fishing centres in Newfoundland & Labrador existed in some fashion before large enterprises moved in but in most cases had their population increased through government policy such as the resettlement program, e.g. Trepassey.

Physical characteristics
Older industrial sites are usually prominently displayed in the townscape as the community built up around the work site. Most departing industries leave their factory or mine sites vacant and they can quickly become rundown and ugly reminders of the more prosperous past. This can become a problem for attracting new industry and new residents, who do not identify with this industrial past and do not want to live and work in unattractive communities.

Abandoned industrial sites can also leave environmental damage requiring remediation with associated costs that can easily be beyond the economic capacity of the town.

The small populations and isolation characteristics are usually associated with resource extraction industries such as mining, fishing and forestry. Not all one industry towns display these characteristics, for example, Grand Falls Windsor is one of the largest towns in Newfoundland & Labrador and a service centre. Sudbury, Ontario is not a small community by any means.

The point is that there are often physical characteristics associated with a one industry town (especially mining towns) and these can become factors effecting transition.

Governance characteristics
Large corporations, external to the community, usually have control over the economic future of the community and are dependent on the international marketplace for business. In many cases the corporation effectively runs the affairs of the community as well and there is little involvement by the citizens. Company towns like Grand Falls and Buchans depended on the company for grants, recreation facilities and sometimes even housing, health care, schools and libraries. This led to a culture of dependence where the company took care of everything and the community did not have the opportunity to learn the skills of governance.

Social structure characteristics
Due to the dominance of the one industry, especially in the extractive industries, there tends to be a simple occupational structure related to that industry. Generations of families follow each other into the mine or into the fish plant.

This also has an effect on education as young people leave school early because of the easy availability of relatively high paying jobs and also affects the education paths they choose as they focus on that industry.

Economic characteristics
As already stated one industry towns are usually, but not always, dependent on primary processing and a boom/bust economy dependent on the vagaries of the international marketplace. (One industry towns can also be dependent on military bases and government administration centres as well.)

There is usually little economic diversification. The next level of economic activity is often in the supply and services sector which is linked to the major industry so that as the major industry fails, the second level of economic activity follows it downward.

Two of the main reasons for lack of economic diversification are i) isolation from markets and ii) high wages paid by the major industry. This lack of opportunity for diversification in turn leads to a low level of entrepreneurship in the community.

Uncertainty in the future is a hallmark of one industry towns and discourages investment. This uncertainty is a reasonable response to the circumstances of one industry towns where there is concern about resource depletion (mining), market loss or less need for the product due to technological change (paper).

Taken altogether these objective characteristics do not appear to bode well for a community about to embark on a transition strategy. But this is not the whole story.

Group Discussion

1. How does my community compare with these general characteristics of one industry towns?
2. Are we at an advantage or disadvantage because of this?

References

1. O'Hagen, Sean and Cecil, Ben. 2007. A Macro-level Approach to Examining Canada's Primary Industry Towns in a Knowledge Economy, *Journal of Rural and Community Development 2*.

2. Provincial and Territorial Departments Responsible for Local Governance, Resiliency and Recovery Project Committee. 2005. *Facing the Challenge of Industry Closure. Managing Transition in Rural Communities*. ICURR Press.

Characteristics
of a single industry town

- Checklist -

Physical Characteristics:
- Townscape dominated by mill/factory/mine – unattractive
- Possible environmental damage requiring remediation
- Tend to have small populations
- Usually isolated from population centres
- Good infrastructure

Governance Characteristics:
- Lacks control over its own economic development
- Largely controlled by outside interests
- History of dependence

Social Structure Characteristics:
- Simple occupational structure
- Education and skills focused on one industry

Economic Characteristics:
- Usually engaged in primary processing
- Boom/bust dependent on international markets
- Low levels of entrepreneurship
- Little economic diversification
- Uncertainty in the future
- Relatively high wages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Characteristics of a Single Industry Town
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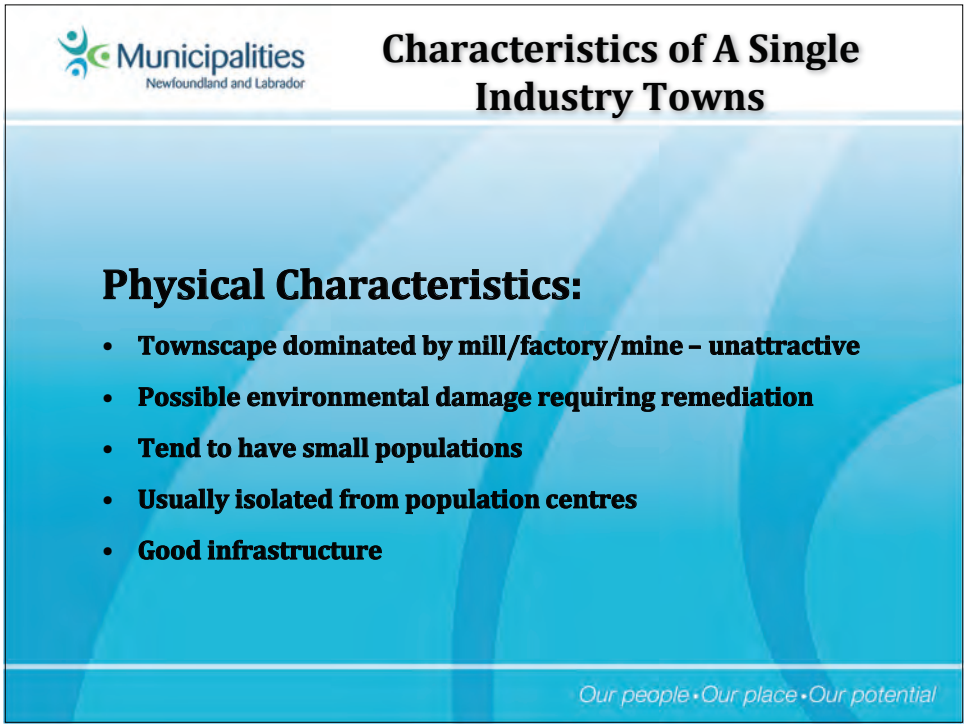
Municipalities
Newfoundland and Labrador
Characteristics of A Single Industry Towns
Physical Characteristics:
• Townscape dominated by mill/factory/mine – unattractive
• Possible environmental damage requiring remediation
• Tend to have small populations
• Usually isolated from population centres
• Good infrastructure
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Characteristics of A Single Industry Towns
Governance Characteristics:
• Lacks control over its own economic development
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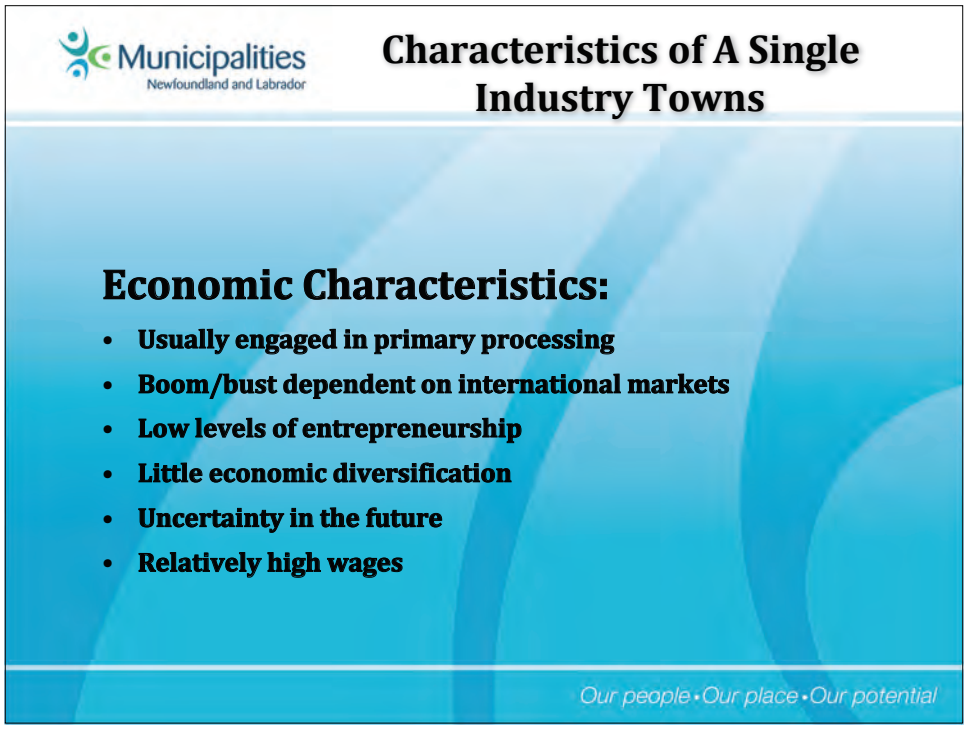
• History of dependence
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Characteristics of A Single Industry Towns
Social Structure Characteristics:
• Simple occupational structure
• Education and skills focused on one industry
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Characteristics of A Single Industry Towns
Economic Characteristics:
• Usually engaged in primary processing
• Boom/bust dependent on international markets
• Low levels of entrepreneurship
• Little economic diversification
• Uncertainty in the future
• Relatively high wages
Our people • Our place • Our potential

3) PATTERNS OF DECLINE

This is not an inevitable pattern for a town loosing it's primary industry but is what could happen if there is no intervention. If unchecked, the pattern will severely impact on future efforts to diversify the economy as it will reduce the community's capacity to develop responses.

This information should be viewed as a worse case scenario.

Industry closure – There have probably already been rumors about industry closure but many people find it hard to accept until it actually happens. This is the confirmation.

Job Loss – The first and most immediate impact is the job loss in the industry itself. Depending on what severance and other arrangements have been made, this can be a very stressful time especially for the workers and their families.

Population Loss – There can be a strong variance in this. Some workers pack up and leave very early to look for employment elsewhere and some may even have already made arrangements for employment elsewhere. Retirement and family adjustment (especially in two income families where one spouse might still have a job) can delay the population loss. The time of year is also an important factor. The periods around school opening/ closing can be a period of serious population loss.

Economic Upheaval – people have to adjust to a new economic reality. Incomes in one industry towns tend to be high and this period of adjustment is a whole new experience.

Decline in Demand for Goods and Services – this flows from the uncertainty surrounding the economic situation. It is also a period when people tend to listen to anecdotal information about how well or badly business is coping. You need to have empirical evidence.

Glut of Housing on Market – Property Values Decline – It's a buyer's market but who wants to buy?

Municipal Tax Loss – Loss of Capacity to Provide Services – The municipality will have suffered a major tax loss when the industry closed. Hence, less revenue and a loss of capacity to provide services.

Decline in Need for Schools and Other Services – population loss over time, especially young families with school age children (who will be among the first to leave) will lessen the need for schools and recreation facilities, as well as medical services, etc.

Accelerated Out-Migration – the compounded effect of all of the factors above, leading to the decline of services will increase the out-migration. A loss of employment in

businesses related to the major industry is a secondary blow, especially if little economic stimulation has taken place since the closure.

Decline in In-Migration – In addition to having few employment opportunities and less demand for professionals in areas such as health and education, the community can become an unattractive place to live.

Decline in Community Capacity – Fewer people moving in along with volunteer burnout and fatigue among existing leaders cause problems for recruitment and an overall decline in community capacity. The ability of the community to change its circumstance becomes more difficult.

Social Dysfunction – Social problems such as family violence and alcohol abuse emerge as a response to difficult circumstances.

Loss of Hope – The belief that things can change for the better becomes difficult to maintain.

Note: This is a worse case scenario only and is what could happen if there are no interventions.

Group Discussion

1. What stage best describes your current situation?
2. What are the possible impacts on your development potential?

Reference

1. Provincial and Territorial Departments Responsible for Local Governance, Resiliency and Recovery Project Committee. 2005. *Facing the Challenge of Industry Closure. Managing Transition in Rural Communities.* ICURR Press.

Patterns of Decline



- Handout -

Industry Closure

↓

Job Loss

↓

Population Loss

↓

Economic Upheaval

↓

Decline in Demand for Goods and Services

↓

Glut of Housing on Market → Property Values Decline

↓

Municipal Tax Loss → Loss of Capacity to Provide Services

↓

Decline in Need for Schools and Other Services

↓

Accelerated Out-Migration

↓

Decline in In-Migration

↓

Decline in Community Capacity

↓

Social Dysfunction

↓

Loss of Hope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PATTERNS OF DECLINE
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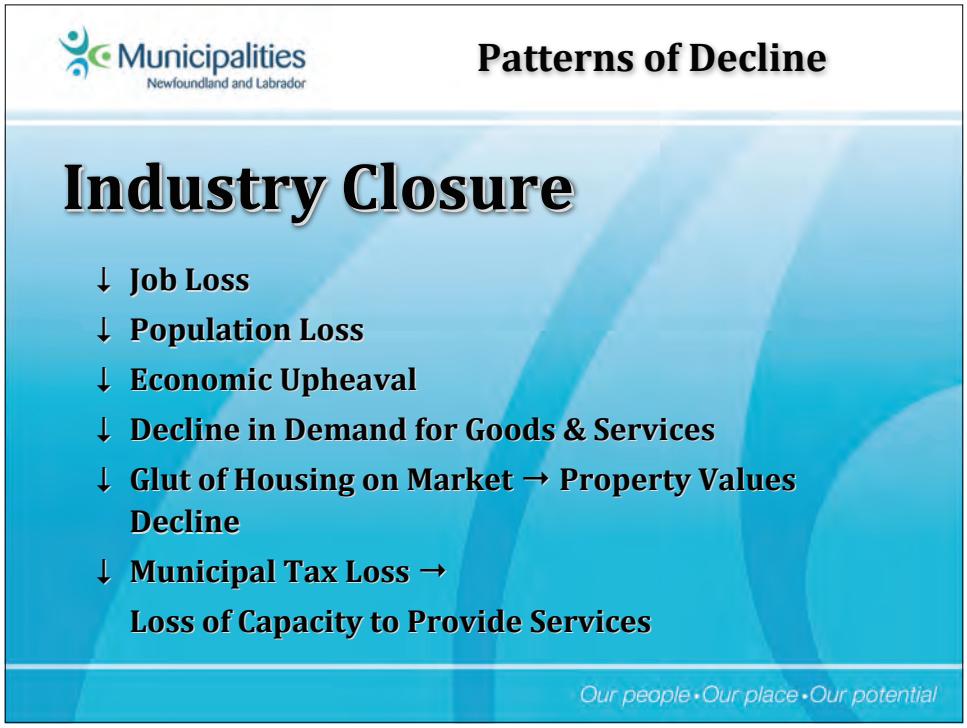
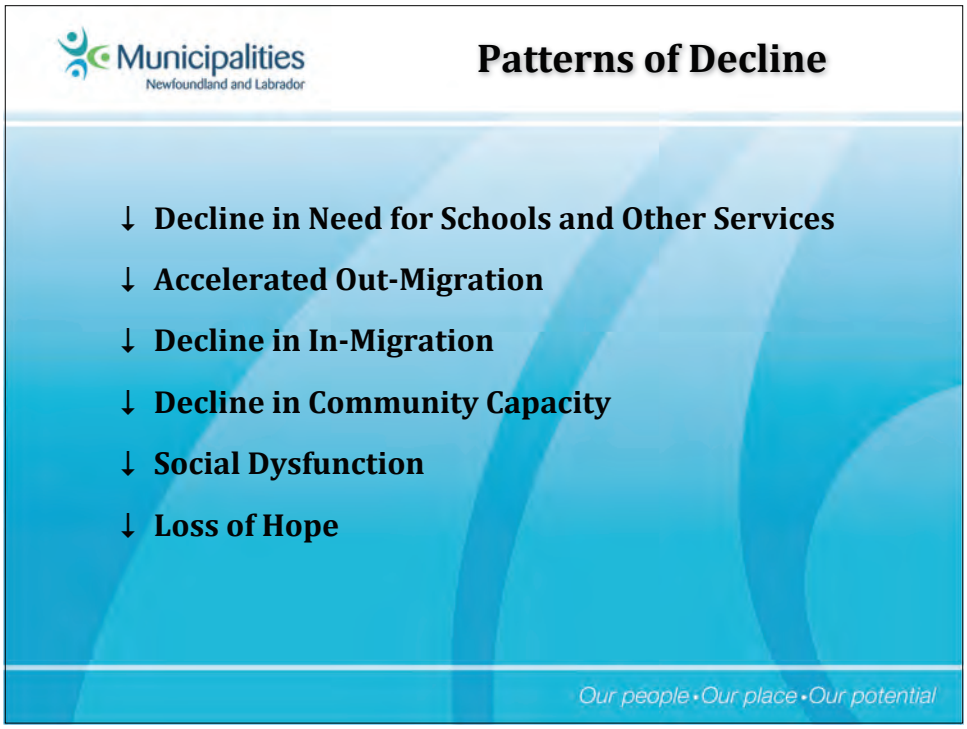

Municipalities
Newfoundland and Labrador
Patterns of Decline
Industry Closure
↓ Job Loss
↓ Population Loss
↓ Economic Upheaval
↓ Decline in Demand for Goods & Services
↓ Glut of Housing on Market → Property Values Decline
↓ Municipal Tax Loss →
Loss of Capacity to Provide Services
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Patterns of Decline
↓ Decline in Need for Schools and Other Services
↓ Accelerated Out-Migration
↓ Decline in In-Migration
↓ Decline in Community Capacity
↓ Social Dysfunction
↓ Loss of Hope
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4) FACTORS THAT INFLUENCE SUCCESSFUL TRANSITION

There are many factors that influence the transition of a community from economic crisis to recovery, not the least of which is the nature of the economic crisis itself – be it resource depletion, market changes, competition, technology change or even government policy. Added to that is the national or even global economic context – the challenges for recovery in the current economic context are different from those during more prosperous periods.

There are some influencing factors that are largely beyond the control of the local community. These are the objective factors. They include geography, proximity to a major centre, demographics, etc. But even some of the objective factors such as internet access and government policy can be influenced. That's why it is important to understand them.

Objective Factors

Geography
Location, location, location is a mantra of the real estate agent but applies equally to economic development. Recovery potential is influenced by the community location. Is it isolated - as many resource extraction communities are? Is it located at the end of the road? How far is it from neighboring communities? Is it on a coast? Does it have a port? How healthy are the transportation networks? These and other geographical and physical location features are key factors in recovery responses.

Proximity to a major centre
While this feature could be included in the Geography section it is worth considering on its own. It can effect population movement - in-migration and out migration, commuting and markets. It can affect the choice of a "bedroom community" strategy, if appropriate.

Demographics
Demographic profile and changes over time are very important. Will the work force move away with the industry? What skills remain in the community? Will there be a concentration of population skewered towards the old and the very young? What are the implications of this for services provision?

Community size
Most single industry towns in Canada tend to have small populations – less than 10,000. This affects their political influence.

Services maintenance
This is one of the most important factors for long term community sustainability. School and health facility closures have a devastating effect on morale, the attraction and retention of professionals and out-migration of citizens for access to these services. It also affects investment strategy.

Environmental remediation requirement
Very important for investment strategy as well as for the health of the population. And can be very costly if left to the municipality to deal with.

New technology/Internet access
State-of-the-art internet access is critical for economic development in a knowledge based economy. For smaller, isolated communities it can be a two edged sword – internet based business that have to ship product must still address issues like transportation links, distance to market, etc. Call centres still prefer to locate in larger centres with amenities to attract workers. Also, in a small community there is a more limited talent pool to draw upon.

Government policy
NAFTA, and the closure of northern cod fishery are two examples of government policy that have a strong influence on community economies.

Time
Economic recovery is a long slow process (3-5 years from industry closure is a generally acknowledged time frame), and there is always the threat of despair and loss of faith if people don't see results early. The management of expectations over time is one of the most important roles for the municipal council. Early wins are great morale boosters and should be part of the development plan.

Subjective Factors

These factors include leadership, communications, attitude, etc. and are the keys to effective management of the transition by the community. These are skills that can be learned. The full list appears in the attached handout.

These factors will be addressed in the second part of this toolkit especially planning, leadership, communications, collaboration and group processes.

The important thing to note is that all of these factors are within the learning capacity of the municipal council.

Group Discussion

1. Which of these factors (positive or negative) are present in your community?
2. What do you need to change?

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Factors that influence
successful transition



- Handout -

Objective Factors:

- Geography
- Proximity to a Major Centre
- Demographics
- Community Size
- Services Maintenance
- Environmental Remediation Requirement
- New Technology/Internet Access
- Government Policy
- Time

Factors that influence
successful transition



- Handout -

Subjective Factors:

- Pre Crisis Plan - Integrated Development Plan
- Strong Local Leadership
- Effective Communications
- Effective Collaboration with Government Agencies and Neighbouring Towns
- Can-Do Attitude - Entrepreneurial Spirit Economic Development Organization in place prior to closure
- Eliminate "Turf" Issues
- Responses that are Proactive, Inclusive and Participatory are most successful

5) BEST PRACTICES FOR TRANSITION MANAGEMENT

In this section we examine best practices for all of the key players – federal government, provincial government, municipal government, departing industry and community organizations in each of the transition phases. The information is taken directly from "Facing the Challenge of Industry Closure: Managing Transition in Rural Communities". A report by the Provincial and Territorial Departments Responsible for Local Governance - Resiliency and Recovery Project Committee.

In Part IV we will apply this information to our study of the experiences of three communities experiencing transition in Newfoundland and Labrador.

Phase I – Pre-closure
Focus: Anticipating closure, Pre-planning and Communications

Key Players:	Key Role
Federal Government	• Design flexible community support programs • Provide a menu of assistance and support programs and publicize to community
Provincial Government	• Develop plans and legal frameworks so that municipalities can have flexible response • Provide funding, consultation and advice to municipality to develop economic plans well in advance of industry closure • Encourage regional municipal co-operation • Consult with departing industry and community regarding process for industry closure and to allow for transitional planning
Municipal Government	• Plan ahead - develop plans for local economy • Provide front line leadership • Co-ordinate planning and collaboration to achieve community goals • Build on community strengths to attract industry reduce tax reliance on single industry • Explore partnership opportunities with neighboring communities • Reduce costs of municipal Operations to develop reserves to manage transition
Departing Industry	• Recognize dominance in local economy and assume some responsibility in the community • Provide maximum warning of closure to allow community to adapt to change • Work with community leaders to plan for closure • Ensure ongoing communication with community • Establish clear mechanisms for industry supports such as retirements, severance, training, relocation
Community organizations	• Focus on developing local economy and strengthening community bonds

Phase II – Immediate and Short Term Phases
Focus: Providing tools, Implementing plans, Providing Services

Key Players:	Key Role
Federal Government	• Work with province and local communities to explore Economic development opportunities • Allow local communities to make local decisions • Maintain federal services in the region and provide additional assistance during transition period
Provincial Government	• Empower municipality to lead the development and implementation of transition plans and provide appropriate human and financial resources to facilitate the transition • Work with federal and local government on a regional basis to explore economic development opportunities • Provide adjustment services e.g. economic development funding, debt relief, counseling, training and collaboration with all players • Provide guidance and support to municipality • Survey assets such as crown land, land use rights, licenses for opportunities to transferring them to communities where this would improve community economic and social capacity
Municipal Government	• Try to deliver services at a reasonable cost • Communicate positive messages • Collaborate with governments and organizations to leverage resources • Work on a regional basis
Departing Industry	• Improve communications and liaison • Provide severance, relocation, retraining and job placement services • Provide industry support to workers as planned • Transfer beneficial capital assets (land and equipment), to the community to strengthen local economy
Community organizations	• Build community capacity and morale

Phase III – Long Term Phase
Focus: Revising plans, Adjusting to change, Looking to the future

Key Players:	Key Role
Federal Government	• Continue with economic revitalization efforts with partners
Provincial Government	• Continue with economic revitalization efforts with partners
Municipal Government	• Monitor changes in community, out migration, housing starts, services, etc. • Revise and update municipal budgets to reflect changing circumstances • Monitor and update economic development plans • Communicate with community, region and partners
Departing Industry	• Address environmental remediation considerations
Community organizations	• Participate in economic development strategies and activities

Group Discussion

1. Did the industry live up to its commitments to the workers? To the community?
2. How effective were the interventions?
   - Federal government
   - Provincial government
   - Municipal government
   - Other organizations
3. What was the key role of the municipal council?
4. Was there a strong communications component in terms of communicating with the community?
5. What did council do to maintain community morale?
6. Was there effective collaboration with the provincial and federal governments?

With neighbouring communities? With the region?

References

1. Provincial and Territorial Departments Responsible for Local Governance, Resiliency and Recovery Project Committee. 2005. *Facing the Challenge of Industry Closure. Managing Transition in Rural Communities*. ICURR Press.

Municipal
Economic Crisis Response Program



PART II - TOOLS FOR MANAGEMENT

1. Leadership 51
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4. How to develop a communications plan 87
5. How to write a press release 97
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1) LEADERSHIP

There is a growing consensus that we need to encourage a new type of leadership for rural communities in Newfoundland and Labrador - one that focuses on facilitation and collaboration skills as core competencies. The increased number of agencies involved in regional economic development and the increased complexity of the issues demand that community leaders have these skills to capitalize on potential opportunities. Unfortunately, and at the same time, demographic factors are creating a declining volunteer pool from which to recruit these leaders.

Traditionally, there are three different types of leadership styles: autocratic, consultative and group. The autocratic style depends on the leader to make all decisions and the decisions are passed on to subordinates for implementation. The consultative leader shares the problem with subordinates and seeks their input but reserves the right to make the final decision. The group style leader shares the problem with subordinates, obtains their input and tries to reach consensus. The leader acts as a facilitator.

The National Network for Collaboration in the United States developed a framework for collaboration that looked at levels of relationships and the processes for each level as follows:

Networking	• Low key leadership • Minimal decision-making • Little conflict • Informal communication
Cooperation or Alliance	• Facilitative leadership • Complex decision-making • Some conflict • Formal communications
Partnership	• Autonomous leadership but focus on the issue • Group decision making • Communication is frequent and clear
Coalition	• Shared leadership • Formal decision making • Communication is common and prioritized
Collaboration	• Leadership high, trust level high, • Productivity high • Decisions equally shared • Highly developed communications

More recent research, including in this province, identifies the following as some of the characteristics that people like to see in their leaders:

- Facilitator
- Motivator
- Team builder
- Morale booster
- Integrity
- Trusted
- Able to secure participation
- Helps people see past their individual interests
- Builds relationships
- Collaborative
- Able to deal with conflict
- Understands political and cultural sensitivities
- Manages expectations

If we assign these leadership requirements to the different phases of economic transition we have:

Phase I	Focus:	Anticipating closure Pre-planning Communications

The leadership skills required for this phase are of the low key, facilitative kind relative to the networking and cooperation levels of relationship and contain the following characteristics – facilitative, team builder, able to secure participation and ability to help people to see past their individual interests.

Phase II	Focus	Providing tools Implementing plans Providing services Communications

Phases II and III are the most public of all the phases and place great demands on the leadership in the community. Community residents are at their most vulnerable. Leaders need to communicate positive messages and provide as much assurance as possible to the community and at the same time communicate effectively with industry, key government agencies and potential partners.

Important characteristics of the leadership required include motivation, morale boosting, integrity, trust, ability to deal with conflict, understanding of political and cultural sensitivities and management of expectations.

Phase III	Focus	Revising plans Adjusting to change Looking to the future

This is the long term phase and requires considerable patience and understanding by the leadership. Community residents are in the process of making life-changing decisions and need to have confidence in the community leadership. Characteristics of the leadership include trust, relationship building, collaborative and the management of expectations.

Group Discussion #1

1. Do we as a municipal council possess the leadership characteristics required to manage an economic crisis transition thought all three phases?
2. If no, how do we acquire them?

Group Discussion #2

1. Have each participant suggest examples they have noticed of the different styles of leadership – Autocratic, consultative and group. Examples can come from the political, business or community spheres. What are the pros and cons of each?
2. Have each participant discuss their own style of leadership.

References

1. Baccalieu Board of Economic Development. *Capacity Building for Regional Economic Development, Facilitators Handbook.*
2. Cooperative State Research, Education and Extension Services (CSREES), 1995 *Collaboration Framework – Addressing Community Capacity National Network for Collaboration Framework.*
3. Vroom, V.H.& Jago A.G. 1998. *The New Leadership: Managing Participation in Organizations*. Prentice-Hall.

For further information
on leadership training



- Contact-

- **The Leslie Harris Centre of Regional Policy and Development**

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Municipalities
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Leadership
Our people • Our place • Our potential


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Leadership Objectives
• To outline requirements for new style of leadership
• To identify characteristics of leadership required to manage economic crisis transition
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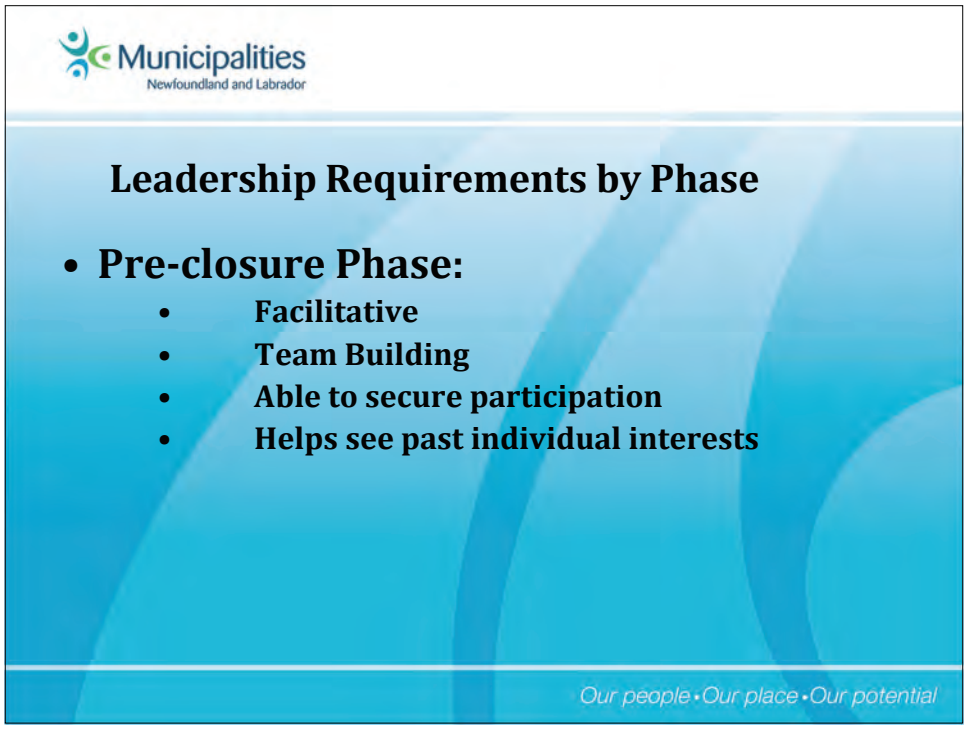
Municipalities
Newfoundland and Labrador
Traditional Leadership Styles
• Autocratic:
• leader solves problems and makes decisions
• subordinates carry out decisions
• Consultative:
• shares problems and gets input
• input may or may not influence decisions
• leader retains decision-making role
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Traditional Leadership Styles
• Group:
• shares problems and obtains input
• seeks consensus
• accepts group decisions
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Characteristics of Leadership
• Facilitation skills
• Motivating skills
• Team Building
• Morale Booster
• Integrity
• Trust
• Able to secure participation
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Characteristics of Leadership
• Helps people see past individual interests
• Builds relationships
• Collaborative
• Able to deal with conflict
• Understands cultural and political sensitivities
• Manages expectations
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Leadership Requirements by Phase
Pre-closure Phase:
Facilitative
Team Building
Able to secure participation
Helps see past individual interests
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Leadership Requirements by Phase
Immediate & Short Term Phases:
Empathy
Motivating skills
Morale Boosting
Integrity
Trust
Conflict Resolution
Understanding Cultural & Political Sensitivities
Management of Expectations
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Leadership Requirements by Phase
Long Term Phase:
Trust
Relationship Building
Collaboration
Management of Expectations
Our people • Our place • Our potential

2) TEAM BUILDING

Municipal councils do not necessarily start out as effective teams. Teamwork must be learned. Individual councilors need to learn how to come together to focus on particular issues and pool their skills and knowledge to find solutions. At no time is this more important than when addressing economic crisis where tensions are high, issues are very public and the very future of the community is at stake.

Most groups go through a number of stages before they reach optimal performance. These stages are usually identified as forming, storming, norming and performing – reflecting a growth and maturation process in the group.

Forming: first stage in group development where members are becoming familiar with their role and other group members – often characterized by dependence on others for guidance.

Storming: Characterized by assertion of independence and identity within the group. Conflict often arises over roles, rules and recognition. A difficult stage that some groups have a problem getting through.

Norming: Issues become resolved as members realize their interdependence and agree on norms that will guide their behavior in the group.

Performing: The group's roles, rules and goals become accepted, identity is established and the group becomes independent and creative.

Group functions are usually identified as task functions, maintenance or process functions and self interest functions. Individual members will tend to focus primarily (but not exclusively) on one of these functions. There is nothing wrong with that (except for the self interest functions which can be extremely disruptive), and the leader who recognizes and uses the skills of members in their orientation towards task or process functions will be an effective facilitator and leader.

Task functions: The members of the group who want to "get the job done". Their functions in the group include:

Initiating - Proposes tasks or goals, defines problems and suggests solutions;

Information seeking - Requests facts, ideas;

Information giving - Provides facts, ideas;

Clarifying ideas - Interprets and clarifies input;

Bringing closure - Summarizes restates and offers solutions;

Consensus testing - Checks for agreements.

Maintenance or Process functions: The members of the group who focus on "how we get the job done." Provide support to other members:

Encouraging - Provides positive response to other member's contributions;

Improving group Atmosphere - Expresses group feelings, senses moods and relationships;

Harmonizing - Reconciles differences and reduces group tension;

Compromising - Admits errors and looks for alternatives;

Gate-keeping - Facilitates participation of others and keeps communication flowing;

Standard setting - Reminds members of group norms, rules and roles.

Self-interest Behavior: Self interested behavior that disrupts the functioning of the group.

Motivating people to participate in meetings

The simplest and most effective way to accomplish this is to run the meetings properly. Provide a learning environment and show that you value people's contributions.

First get the meeting mechanics right:

- Provide sufficient notice of meetings
- Get minutes out early
- Clear and manageable agenda
- Time limits on meetings
- Effective chairing

Other motivating factors include:

- Provide a reason to participate
- Give recognition
- Clearly define and communicate goals
- Conduct stimulating meetings
- Communicate
- Listen
- Handle conflict creatively
- Reduce risks

Group Discussion

1. Discuss the stages of group development as they relate to your council.
   - How does this effect performance?
2. Discuss the group functions as they relate to your council.
   - How does this effect performance?
3. What should your council do to maximize participation by council members?

References

1. Baccalieu Board of Economic Development. *Capacity Building for Regional Economic Development, Facilitators Handbook.*

Dealing with problem
people in group setting



- Notes -

From article, *Leadership Techniques* (taken from *Manual for Small Meetings*, Bill Communications, Inc., 1975, Philadelphia, PA, 19102, pp.1-7).

CAUTION: never get drawn into controversy with any group members. Don't embarrass, intimidate, argue with any participant.

ARGUING ALBERT: always arguing even over trivial points. Don't argue with him. Turn arguments back to whole group for discussion.

TALKER TINA: has something to say about everything, You want to slow her down not shut her off completely. Direct questions to others by name, interrupt to summarize when she takes a breath and ask another's opinion – avoid looking at her (she'll take it as an ok to start).

FLATTERER FRED: continually agreeing with you and seeking your approval. This is false feedback. Bypass when possible. When seeking feedback, call on more objective persons.

WANDERING WILBERT: sidetracks discussion with extraneous comments and opinions. Kindly thank him then throw discussion back to the whole group and put discussion back on course. If he persists, don't be kind.

GRIPING GUS: whiney, complaining – often not legitimate. If complaint relates to the topic – ask group to respond to him. If it is irrelevant, offer to discuss privately, later. Don't dismiss him or his complaint.

HECKLING HELEN: devil's advocate type. Enjoys a good argument and likes the attention it brings. If argument gets personal – cut her off immediately. Keep control of the group, remain calm.

SUPERIOR SALLY: knows all the answers; discussion is a waste of time because she thinks the answer is obvious. Others may feel resentful. Keep her busy.

BORED BILLY: seems bored by the whole thing. Ask directly for his opinion or refer to his specific experience of the topic.

Team Building Exercise

Divide group into small groups of 5-6 people per group. Give each person a copy of the survival exercise. They have 30 minutes to come to an agreement.

Survival

You and your companions have just survived the crash of a small plane. Both the pilot and co-pilot were killed in the crash. It is mid-January , you are in Northern Canada. The daily temperature is 25 below zero, and the night time temperature is 40 below zero. There is snow on the ground, and the countryside is wooded with several creeks criss-crossing the area. The nearest town is 20 miles away. You are all dressed in city clothes appropriate for a business meeting. Your group of survivors managed to salvage the following items:

- A ball of steel wool
- A small ax
- A loaded .45-caliber pistol
- Can of Crisco shortening
- Newspapers (one per person)
- Cigarette lighter (without fluid)
- Extra shirt and pants for each survivor
- 20 x 20 ft. piece of heavy-duty canvas
- A sectional air map made of plastic
- One quart of 100-proof whiskey
- A compass
- Family-size chocolate bars (one per person)

Your task as a group is to list the above 12 items in order of importance for your survival. You MUST come to agreement as a group.

Rankings for Team Building Exercise

For facilitator only

This information is for the facilitator only and can be shared with the group after they have completed the exercise and if there is sufficient time. The answers are not as important as the process the groups go through to determine their rankings. Have groups discuss the experience.

1. Cigarette lighter (without fluid)

The gravest danger facing the group is exposure to cold. The greatest need is for a source of warmth and the second greatest need is for signaling devices. This makes building a fire the first order of business. Without matches, something is needed to produce sparks, and even without fluid, a cigarette lighter can do that.

2. Ball of steel wool

To make a fire, the survivors need a means of catching he sparks made by the cigarette lighter. This is the best substance for catching a spark and supporting a flame, even if the steel wool is a little wet.

3. Extra shirt and pants for each survivor

Besides adding warmth to the body, clothes can also be used for shelter, signaling, bedding, bandages, string (when unraveled), and fuel for the fire.

4. Can of Crisco shortening

This has many uses. A mirror-like signaling device can be made from the lid. After shining the lid with steel wool, it will reflect sunlight and generate 5 to 7 million candlepower. This is bright enough to be seen beyond the horizon. While this could be limited somewhat by the trees, a member of the group could climb a tree and use the mirrored lid to signal search planes. If they had no other means of signaling than this, they would have a better than 80% chance of being rescued within the first day.

There are other uses for this item. It can be rubbed on exposed skin for protection against the cold. When melted into an oil, the shortening is helpful as fuel. When soaked into a piece of cloth, melted shortening will act like a candle. The empty can is useful in melting snow for drinking water. It is much safer to drink warmed water than to eat snow, since warm water will help retain body heat. Water is important because dehydration will affect decision-making. The can is also useful as a cup.

5. 20 x 20 foot piece of canvas

The cold makes shelter necessary, and canvas would protect against wind and snow (canvas is used in making tents). Spread on a frame made of trees, it could be used as a tent or a wind screen. It might also be used as a ground cover to keep the survivors dry. It's shape, when contrasted with the surrounding terrain, makes it a signaling device.

6. Small ax

Survivors need a constant supply of wood in order to maintain the fire. The ax could be used for this as well as for clearing a sheltered campsite, cutting tree branches for ground insulation, and constructing a frame for the canvas tent.

7. Family size chocolate bars (one per person)

Chocolate will provide some food energy. Since it contains mostly carbohydrates, it supplies the energy without making digestive demands on the body.

8. Newspapers (one per person)
These are useful in starting a fire. They can also be used as insulation under clothing when rolled up and placed around a person's arms and legs. A newspaper can also be used as a verbal signaling device when rolled up in a megaphone-shape. It could also provide reading material for recreation.

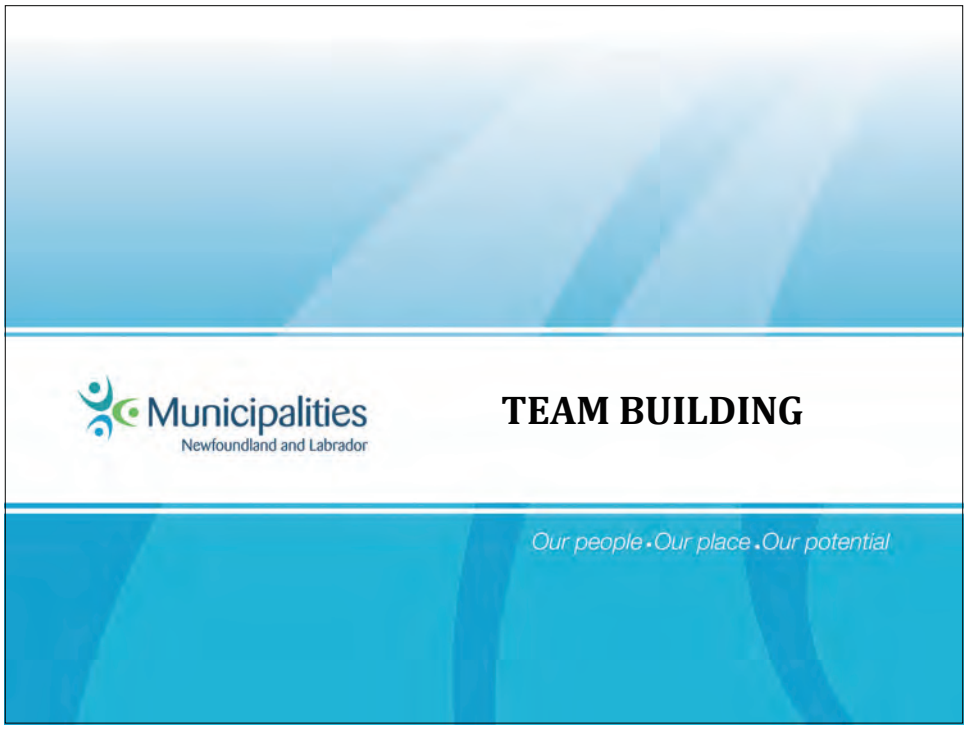
9. Loaded .45-caliber pistol
The pistol provides a sound-signaling device. (The international distress signal is 3 shots fired in rapid succession). There have been numerous cases of survivors going undetected because they were too weak to make a loud enough noise to attract attention. The butt of the pistol could be used as a hammer, and the powder from the shells will assist in fire building. By placing a small bit of cloth in a cartridge emptied of its bullet, one can start a fire by firing the gun at dry wood on the ground. The pistol also has some serious disadvantages. Anger, frustration, impatience, irritability, and lapses of rationality may increase as the group awaits rescue. The availability of a lethal weapon is a danger to the group under these conditions. Although a pistol could be used in hunting, it would take an expert marksman to kill an animal with it. Then the animal would have to be transported to the crash site, which could prove difficult to impossible depending on its size.

10. Quart of 100 proof whiskey
The only uses of whiskey are as an aid in fire building and as a fuel for a torch (made by soaking a piece of clothing in the whiskey and attaching it to a tree branch). The empty bottle could be used for storing water. The danger of whiskey is that someone might drink it, thinking it would bring warmth. Alcohol takes on the temperature it is exposed to, and a drink of minus 30 degrees Fahrenheit whiskey would freeze a person's esophagus and stomach. Alcohol also dilates the blood vessels in the skin, resulting in chilled blood belong carried back to the heart, resulting in a rapid loss of body heat. Thus, a drunk person is more likely to get hypothermia than a sober person is.

11. Compass
Because a compass might encourage someone to try to walk to the nearest town, it is a dangerous item. It's only redeeming feature is that it could be used as a reflector of sunlight (due to its glass top).

12. Sectional air map made of plastic
This is also among the least desirable of the items because it will encourage individuals to try to walk to the nearest town. It's only useful feature is as a ground cover to keep someone dry.

How to score
Each team should list its top 5 choices in order prior to seeing the answer sheet. To award points, look at the ranking numbers on this answer sheet. Award points to each team's top choices according to the numbers here. For example, the map would earn 12 points, while the steel wool would earn 2 points. Lowest score wins (and survives).


Municipalities
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TEAM BUILDING
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Team Building
Group Development Stages
• Forming orientation, dependence
• Storming assertion of independence, conflict over roles and responsibilities
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Municipalities
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Team Building
Group Development Stages
• Norming interdependence, establish group norms, supportive behaviour
• Performing reach understanding of goals and roles, identify is established, high performance
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Team Building
Group Functions
• Task Behaviours
• Maintenance Behaviours
• Self-Interest Behaviours
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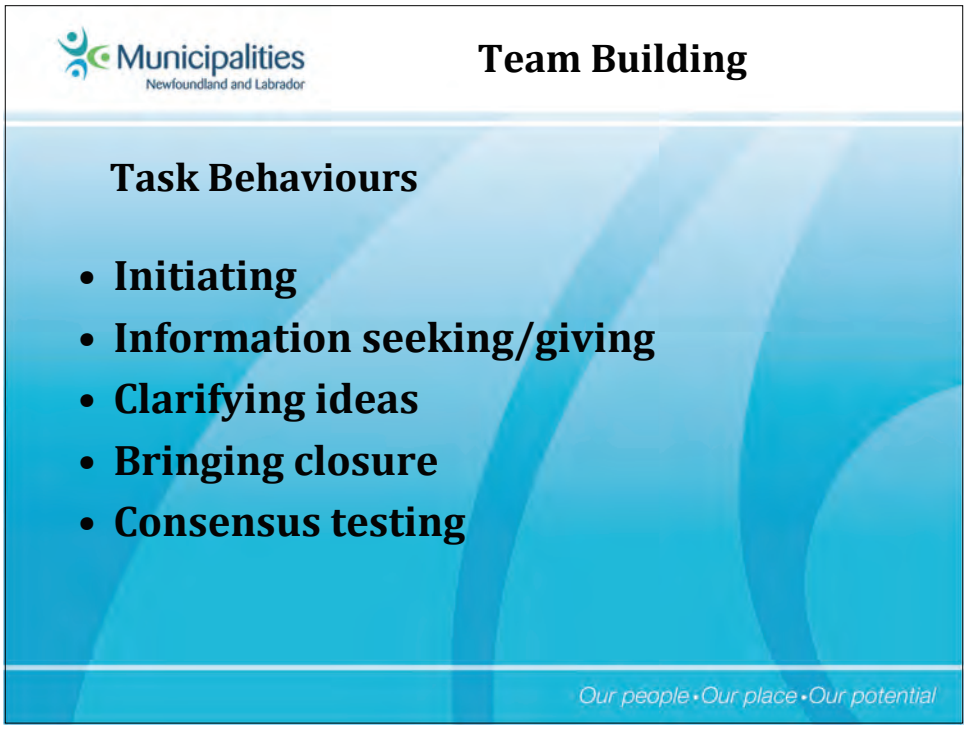
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Team Building
Task Behaviours
• Initiating
• Information seeking/giving
• Clarifying ideas
• Bringing closure
• Consensus testing
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Team Building
Maintenance Behaviours
• Encouraging
• Improving group atmosphere
• Harmonizing
• Compromising
• Gate-Keeping
• Standard setting
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Team Building
Self Interest Behaviours
• Dominating/Controlling
• Blocking
• Manipulating
• Belittling
• Hair splitting
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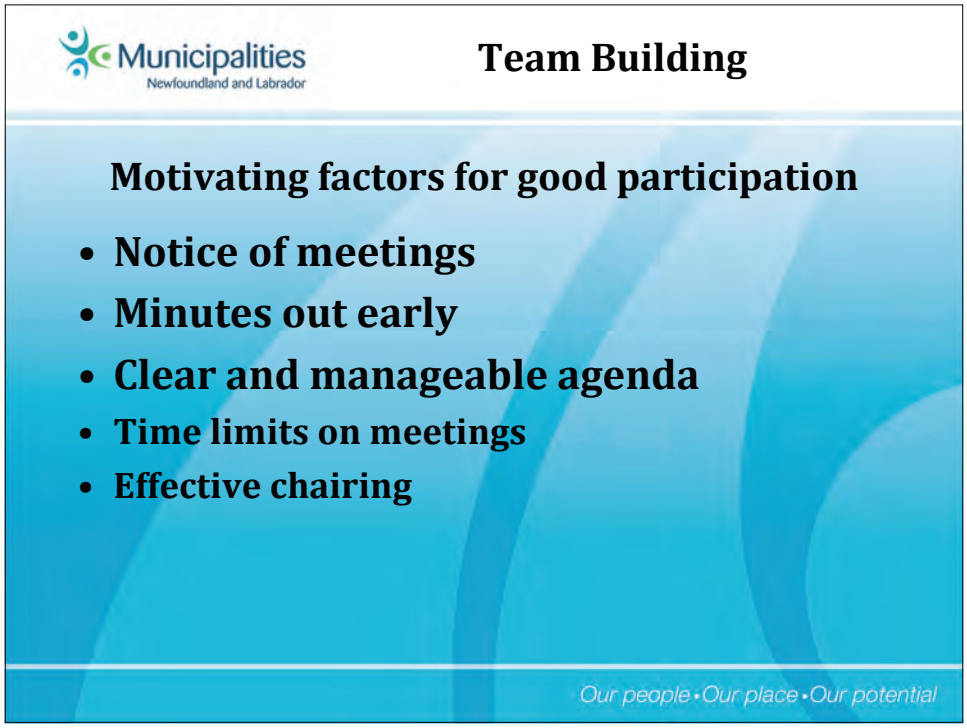
Municipalities
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Team Building
Motivating factors for good participation
• Notice of meetings
• Minutes out early
• Clear and manageable agenda
• Time limits on meetings
• Effective chairing
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Municipalities
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Team Building
Motivating factors for good participation
• Reason to participate
• Give recognition
• Define and communicate goals
• Conduct stimulating meetings
• Communicate
• Listen
• Handle conflict
• Reduce risks
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3) USING CHAMPIONS

There are very effective human resources, in addition to the council, committees and partner organization membership, that can be mobilized to advance the council agenda for economic renewal. These are the champions and they are probably the most under utilized resource in the whole process. Relationships with champions are usually at an informal level.

Champions exist at the local community level and at the government level. Often local champions are just waiting to be asked. They may not be part of any formal committee structure but they can often exert considerable influence at the community or government level and sometimes both.

A local champion could be a business person, social activist, political insider, educator or other professional person. Sometimes just asking for their advice, recognizing their knowledge, power and/or expertise are enough to get their support. They often do not want to serve on a board or committee but are willing to participate from the background and informally.

Government champions can be extremely helpful and influential. They are the ones who want to go beyond the bureaucratic function and take a personal interest in your project. They can help navigate the red tape, ensure your project maintains high priority within the department and sometimes even advise alternative approaches.

Don't try to have too many champions. Determine the key departments and agencies and focus on them. In some cases a partner organization might have a stronger relationship with the champion and it should be left up to them so long as they keep you informed.

Group Discussion

1. What is your experience in using champions both at a community and government level?
2. How would you go about establishing relationships with potential champions?

4) HOW TO DEVELOP A COMMUNICATIONS PLAN

A communications plan provides a framework for sharing information with appropriate audiences in a timely and effective manner. Whether it is a complicated corporate strategy or a simple voluntary organization initiative, the same rules of communications apply.

A communications plan template

Who - Who are the audiences and stakeholders both internal and external?

What - What information needs to be communicated? One communication method might not fit all – each audience may have different information requirements.

When: - Establish communication deadlines – milestones.

Why: - Why are you communicating? How does it fit within your overall development approach?

How: - How is it best to communicate? What is the best tool or mechanism for specific communications to specific audiences? (Note: you can divide audiences into primary and secondary audiences).

By Whom: - Assign communication responsibilities. Who is responsible for what and are they aware of it. (Note: some communications tasks can be assigned to partners).

Audiences

- Community at large
- Displaced workers
- Partner organizations
- Provincial government
- Federal government
- Politicians
- Local business
- Potential investors
- Regional municipalities
- Media
- Chamber of commerce
- REDB
- Labour
- Post secondary organizations
- Community organizations

Tools and tactics

- Press release (see tool)
- Press conference (see tool)
- Media interviews
- Opinion pieces in newspaper
- Letters to the editor
- Talk shows
- Web site (ensure web site is up to date)
- Special events – speaking opportunities
- Media tours
- Testimony
- Town hall meetings
- Group faxes

Benefits of a communications plan

- Proactive not reactive.
- Helps you to control the agenda
- Helps you create the image of the council and the community you want to put forward.
- Can help to avoid embarrassment and off the cuff responses to media enquiries.
- Builds trust within the community
- Builds confidence with partners
- Profiles community in a positive light for potential investors

Group Discussion

1. What are the benefits of a communications plan for your community?
2. Do you plan to develop one?

References

1. Maroochy Shire Council Public Participation Program. *Developing a Communication Plan.*
2. Newfoundland and Labrador Regional Economic Development Association Inc. March, 2009. *Communications Planning Guide.*


Municipalities
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How to Develop a Communications Plan
Our people • Our place • Our potential


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Newfoundland and Labrador
How to Develop a Communications Plan
Communications Plan Elements
• WHO - audiences and stakeholders
• WHAT - information needs to be communicated
• WHEN - establish deadlines
• WHY - why are you communicating
• HOW - tools and mechanisms
• BY WHOM - assign communications responsibilities
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
How to Develop a Communications Plan
Audiences
• Community at large
• Displaced Workers
• Partner Organizations
• Provincial Government
• Federal Government
• Politicians
• Local Business
Our people • Our place • Our potential


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Newfoundland and Labrador
How to Develop a Communications Plan
Audiences
• Potential Investors
• Regional Municipalities
• Media
• Chamber of Commerce
• REDB ⇨Regional Economic Development Boards
• Labour
• Post Secondary Institutions
• Community Organization
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Municipalities
Newfoundland and Labrador
How to Develop a Communications Plan
Tools and Tactics
• Press Release
• Press Conference
• Media Interviews
• Opinion Pieces
• Letters to the Editor
• Talk Shows
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Municipalities
Newfoundland and Labrador
How to Develop a Communications Plan
Tools and Tactics
• Website
• Special Event Speaking Opportunities
• Media Tours
• Testimony
• Town Hall Meetings
• Group Faxes
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How to Develop a Communications Plan
Communications Time Horizons
• Short Term - Promote Stability
• Medium Term - Focus on transition, services and training
• Long Term - Implementing Plans
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How to Develop a Communications Plan
Benefits of a Communications Plan
• Proactive
• Helps control the agenda
• Creates positive image
• Avoid embarrassment
• Builds trust
• Builds confidence with partners
• Profiles community for potential investors
Our people • Our place • Our potential

5) HOW TO WRITE A PRESS RELEASE

First of all you have to decide why the release is being written. Is it newsworthy? Does it contain valuable information? Who is the audience? What do you want them to take away from it?

A press release should be brief and to the point – less than one page or approximately 400 -500 words. It should use simple, everyday language, be factual and, as far as possible, objective. The timing of the release is also important (e.g. don't release it on a Friday afternoon).

Structure of a Press Release

The structure of a press release is as follows:

- Use council letterhead. Insert date.
- Print the words **"FOR IMMEDIATE RELEASE"** in capital letters and place in the top left margin.
- Create a headline in bold type and centre it.
- First paragraph should contain all the vital information – where, when, who, what and why.
- Second paragraph adds a few key details. A quote is helpful here.
- Third and any subsequent paragraphs fill in the background information.
- Fourth paragraph ends with "for additional information". A contact person, report or website can be referenced.
- Center the marks # # # or -30- at the bottom of the page to indicate the end of the release.
- List a media contact with all contact information – phone, fax, email in the bottom left hand corner.

References

1. eHow.com. *How to Write Press Releases. How to write a Proper Press Release.*

How to write
a press release



- Tips -

1. Headline should be short – five words or so, and should grab attention but not over sensationalize.
2. Press releases are written in block style, so no paragraph indentation is required.
3. Have someone read the release before you send it out and see how they respond. Sometimes what's obvious to you may not be obvious to the reader.
4. Relevant photos might be appropriate.
5. Spelling and grammar check.
6. If the release covers more than one page, tighten up the text and try to keep it to one page. You don't need to cover the whole story in the press release. The reporter might want to do a follow-up story – don't do it for her.
7. Use short paragraphs so a person can scan it quickly. Break large paragraphs into two.
8. Use active verbs.

SAMPLE PRESS RELEASE

(LETTERHEAD)
May 1, 2009

Small Cove gets Matchstick Manufacturing Plant

The Town of Small Cove has attracted a Toronto-based company to establish a matchstick manufacturing plant in the town. The plant will manufacture matchsticks for export using local wood products. When construction of the $2,000,000 plant is completed, approximately 25 full-time positions will be created. The plant is expected to become operational in November, 2009.

"Small Cove is the ideal location for the plant," said Bill Greenwood, President of ACME matchsticks. "The community offers a stable, skilled work force, access to raw materials and port infrastructure to get the product to market".

"We are delighted with the company's decision to locate in our community" said Mayor Jed Smith. "We have recently been through some rough times with the closure of the paper mill and this is a great shot in the arm. We believe that the Town's planning, confidence and persistence has resulted in such a positive outcome. We believe that by working with partners like the Exploits Valley Economic Development Corporation, Atlantic Canada Opportunities Agency and the Department of Innovation, Trade and Rural Development, we can achieve many more successes for the Town and the region".

Matchsticks will be manufactured at the Small Cove plant using equipment left over from the paper mill operation. It will be shipped to Europe for distribution through retail outlets.

ACME Matchsticks has operations in the southern United States and Brazil. It has grown from a single plant in Georgia to six manufacturing plants over the past ten years.

The Town of Small Cove has been very active in economic development since the paper mill closed last year. Its new strategic economic plan announced recently is focused on attracting new manufacturing operations to the town.

-30-

Media contact:
Mr. James Jones
Town Manager
709-333-2040
jimj@smallcove.com

6) HOW TO HOLD A PRESS CONFERENCE

First of all you need to decide why you need a press conference, what is the message you want to deliver and to whom you want it delivered. A press conference can be a very effective way to get your message out through a number of media outlets at the same time but it can also blow up in your face if the media think it is frivolous or if it is not well managed and controlled by the moderator.

Once you have decided that a press conference is the way to go, you begin by sending out a media advisory informing the media that the event will be taking place – purpose, time and location. Do not provide too much information (not as much as a press release) or the media might skip the event and just go by the advisory. This should be sent out to a prepared list of media a few days before the scheduled event and followed up on the day of, or the day before the event with a phone call to remind and confirm attendance.

The general format for a press conference is to have an opening statement – less than 10 minutes and then open the floor for questions. A good moderator is essential. The usual format for questions is one question per person and one follow-up. The whole thing should not last more than forty-five minutes. Don't let it drag on. Some reporters might want to do follow-up 'one on ones'.

Select a comfortable location that has proper facilities (e.g. lighting, services for TV cameras, computers etc).

Try to have just one presenter – well prepared. A press kit containing the statement, fact sheets and background information should be distributed at the beginning of the press conference.

Keep a list of all the reporters that attend for later follow-up.

References

1. Newfoundland and Labrador Regional Economic Development Association Inc. March, 2009. *Communications Planning Guide.*
1. Western Organization of Resource Councils. 1996. *How to Hold a Press Conference. # 12 in a series of citizen's guides*. Billings, Montana

SAMPLE MEDIA ADVISORY

Media Advisory: Town to Release Investment Attraction Strategy

On Tuesday, May 4, Big Cove Mayor Janice Jones will announce the release of the Town's Investment Strategy. Federal and Provincial government officials will also be in attendance.

The announcement will take place at the Big Cove Town Hall at 33 Main Street on Thursday, May 4 at 9:45 a.m.

-30-

Media contact:
Jenny Smith
Town Manager
709 823 4609
jsmith@townofbigcove.com

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7) POSITIVE MESSAGING

Once the industry closure has been announced it is important that the municipal council get on top of the issue and demonstrate confidence and leadership. The council is the first place that the media will go to for reaction to the closure.

The council spokesperson (usually the mayor) should use this opportunity to show how the council intends to deal with the crisis. The message should contain positive action phrases such as 'take ownership', 'moving forward' and 'working together'. The message has to be rooted in reality in order to have credibility and must not raise unrealistic expectations. If there are existing plans for economic development, now is a good time to reference them, mainly in terms of vision and goals - not in terms of detailed project activities.

The message should commit to keeping people informed and should try to allay fears for the near future. Now is not the time for doom and gloom statements – especially from the community leaders. It is a time to get ahead of the rumor mill.

The tone of the message should be confidant but not cocky; positive, not defensive or adversarial; and should stress co-operation with partners. It should also show empathy for the displaced workers.

References

1. Halseth, Greg, Killam, Stephanie and Manson, Don. (2008). Working framework for economic emergencies for smaller municipalities – Part 1 and 2. *Municipal World,* 118, (3) ,(4).

8) COMMUNICATING WITH THE COMMUNITY

Why it is important

When the paper mill closes down the rumor mill starts up.

At no time during a community's existence is it more important to have good factual information available to the community then when it is facing economic crisis, especially during the first few months following closure. People will act on the information they have available to them and at this point in time they are making crucial, life-changing decisions. The leaders in the community have a moral responsibility to keep the residents of the community informed.

Communicating with the community has strategic and tactical elements as well. It establishes a climate of trust and makes it easier to implement projects if people know that the council is acting in the best interests of the community. It gives more community ownership to council initiatives and it helps to increase community capacity by identifying sources of local knowledge.

Other reasons why it is important to communicate with the community include:

- It provides and obtains information and new ideas
- It can clarify expectations
- It can build relations and help resolve conflict before it emerges
- It can identify potential unanticipated problems

Methods of communicating with the community

i) Public Meetings

Public meetings are good for providing information and discussion of general ideas and approaches. It provides for widespread general input and perspectives. But it is not a good forum for focused participation or for gathering input. And depending on the community level of participation and interests involved it can polarize opinions if not properly facilitated and managed.

ii) Newsletters

An excellent way to circulate information but not very effective for gathering input. It is one way communication but a very cost effective way to keep the community informed. Newsletter information must be factual - because it is in print and from the council it should have the validity to counter community rumors.

Templates for newsletters are readily available from word or word perfect packages on your computer.

Other variations on newsletters are e-newsletters through the town's website and bulk e-mail outs - especially effective for the local business community who all ought to have e-mail at their business location.

iii) Focus Groups

A good way to gather input for planning purposes. Good for specific topics and focused discussion.

iv) Questionnaires

A good way to collect information but may have limited value depending on returns. May lack validity.

v) Media

Very powerful but sometimes beyond the council's control. Press releases and press conferences can be managed. Need to prepare well for open line shows and radio and television interviews but they can become effective vehicles for public discussion. (See sections on press releases and press conferences.)

Audiences in the community

Often messages need to be targeted to particular audiences in the community. The method may vary according to the audience:

- Displaced workers
- Local business/chamber of commerce
- Community/regional organizations
- Unions
- Social agencies
- Schools and post secondary institutions
- Other council members.

Finally, we need to continually monitor the communications process to ensure that objectives are being met. Never assume that people are being informed or that they are satisfied with the information they are receiving. Don't downplay the importance of communications with the community because you may fear criticism. You will probably get some criticism from some quarters no matter how effective you are. You will most definitely get more criticism if you do not try to communicate with the community.

Group Discussion

1. Why is communicating with the community important?
2. Which methods would be most effective in your community? Why?
3. How will greater communication with the community improve council performance?

References

1. Baccalieu Board of Economic Development. *Capacity Building for Regional Economic Development, Facilitators Handbook.*


Municipalities
Newfoundland and Labrador
Communicating
with the Community
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Communicating with the Community
Why is it important?
• Establishes climate of trust
• Provides community ownership
• Can identify local sources of knowledge – increase capacity
• Provides and obtains information and new ideas
• Clarifies expectations
• Builds relations/helps resolve conflict
• Can identify unanticipated problems
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Communicating with the Community
Methods of Communicating
Public meetings
Newsletters
Website
Bulk e-mail outs
Focus groups
Questionnaires
Mass media
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Communicating with the Community
Audiences in the Community
Displaced workers
Local business/chamber of commerce
Community/regional organizations
Labour
Social agencies
Schools and post secondary institutions
Other council members
Our people • Our place • Our potential

Municipal
Economic Crisis Response Program

PART III - TOOLS FOR ECONOMIC DEVELOPMENT

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1) STRATEGIC PLANNING

Our strategic planning model was developed by the University of Guelph School of Rural Planning for the Department of Employment and Immigration Canada for use with Community Futures Committees. The model has been widely adopted for use throughout Canada especially by local economic development organizations. In Newfoundland and Labrador the model is used extensively by REDBs – with training provided through the Capacity Building for Regional Economic Development Program. The information in this unit is taken from that program.

Strategic planning addresses four key questions:

- Where are you?
- Where are you going?
- Where should you be going?
- How do you get there?

Ideally, the community would already have a strategic plan in place or be included in a regional strategic plan well before the economic crisis hits. A well prepared strategic plan, including extensive consultation with the community and partners, will take from three to six months to complete. The period during and immediately following an industry closure is not a very good time to be doing it because of the many other pressures and considerations impacting on the council and the community. The strategic plan should be prepared during the pre-closure phase and reviewed and updated during later phases.

The strategic plan model consists of the following steps:

Vision A qualitative statement of community values, beliefs, aspirations, and desired quality of life. It identifies what is important in the future of the community in terms of desired social, economic, cultural and environmental conditions.

SWOT SWOT (strengths, weaknesses, opportunities, threats) analysis is part of the planning to plan exercise. It is an analysis of the environment in which planning is to take place. Strengths and weaknesses are usually internal to the planning area while opportunities and threats are usually external.

Goals A statement of the long-term desired outcomes for specific sectors or issues. It is a building block for the vision and, while not directly measurable, there should be some observable evidence of progress. Goals set the focus for the remainder of the planning process by providing the areas of concentration.

Objectives The specific, tangible outcomes for the goals. Each goal can have a number of objectives. Objectives can be measured qualitatively and quantitatively.

Targets These are the specific, measurable, time specified outcomes that build on the objectives.

Initiatives Specific projects in support of the targets.

Monitoring & Evaluation Ongoing through each step of the planning process. Each step should have benchmarks to ensure that progress can be charted.

References

1. Baccalieu Board of Economic Development. *Capacity Building for Regional Economic Development, Facilitators Handbook.*

2. University of Guelph School of Rural Planning. 1992. *The Community Futures Training Project*. Developed for Employment and Immigration Canada.

How to prepare
a strategic plan

- Tips -

1. Always use a flip chart or white board. And keep a record.
2. Its a good idea to have an external facilitator guide you through the visioning step. Visioning sessions can be held with the council members, with partner organizations, through open sessions or focus groups. Since visions are essentially value statements, they cannot be 'wrong' and the vision statement should be inclusive – belonging to all the community. Preparing a vision can be a very long and tedious process unless you have a good facilitator and respect other points of view. Finally, don't get hung up on trying to get it perfect.
3. Something can be a strength and a weakness at the same time – if so put it down twice. People often have difficulty with the opportunities and threats part of this exercise. Another way to look at the planning environment is PEST (political, economic, social and technological).
4. Goals need to be guided by your vision and swot analysis. It is a form of preliminary analysis which, while not directly measurable in quantitative terms, should involve some data collection, report reviews, etc.
5. There can be many objectives for each goal. For example if the goal is to expand the tourism industry in the community, objectives in support of this goal could be to develop winter tourism, to develop a crafts industry, to enhance the cultural sector, etc.
6. Similarly, there can be many targets for each objective. To keep with the example of developing winter tourism, a target could be to develop 100 km. of snowmobile trails within 12 months; another could be to organize a dog sled competition within 9 months. As target and initiatives are defined the need for quantitative factors increases – market analysis, financial analysis, feasibility studies etc. come into play.
7. Initiatives are the specific projects. Examples from the previous targets include design the trail route, build emergency stopover huts, etc.
8. An excellent source of data and information for preparing your strategic plan is the community accounts website of the provincial government's rural secretariat.
9. Your strategic plan should be monitored constantly and reviewed every 6 months with a formal review and updating every 1-2 years.

For more information
on developing a strategic plan contact:



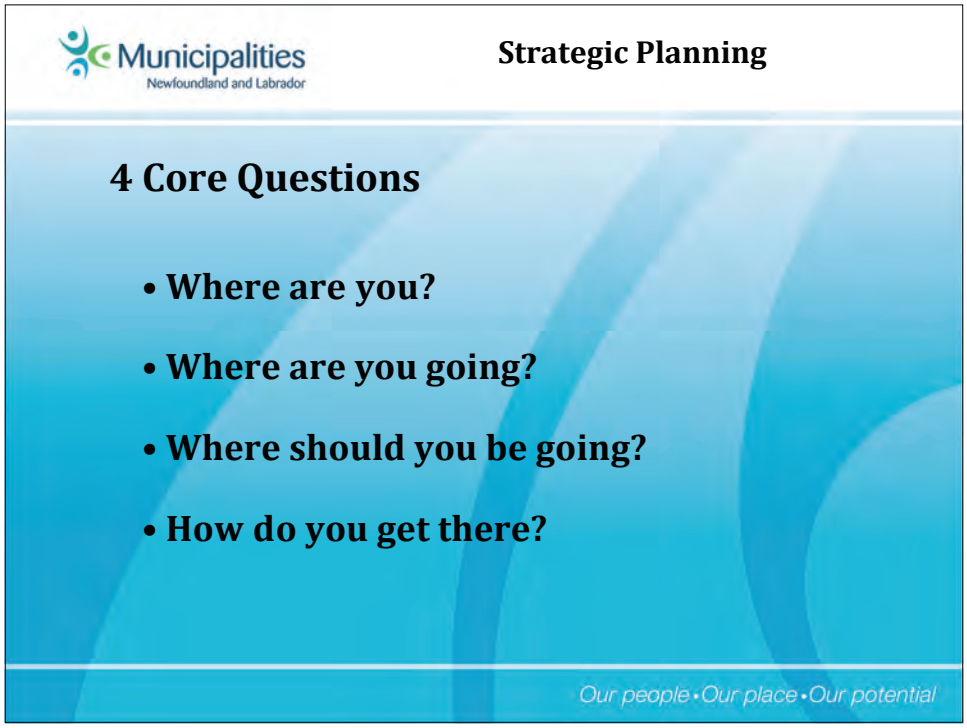
1. Newfoundland & Labrador Regional Economic Development Association

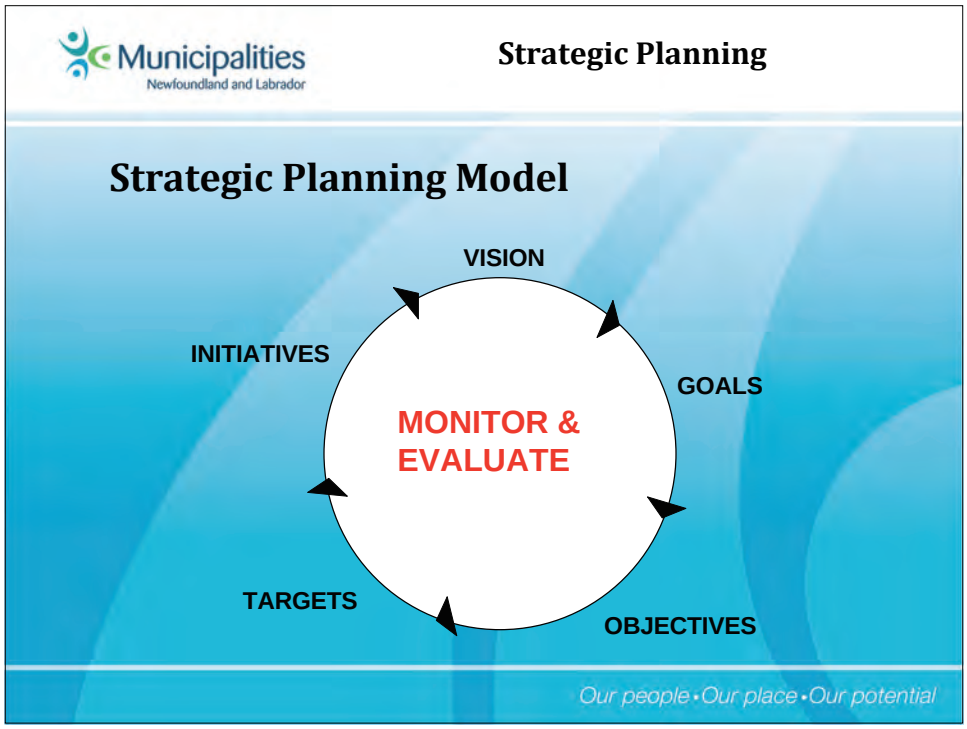
2. Department of Innovation Trade and Rural Development

3. Atlantic Canada Opportunities Agency

4. Regional Economic Development Boards

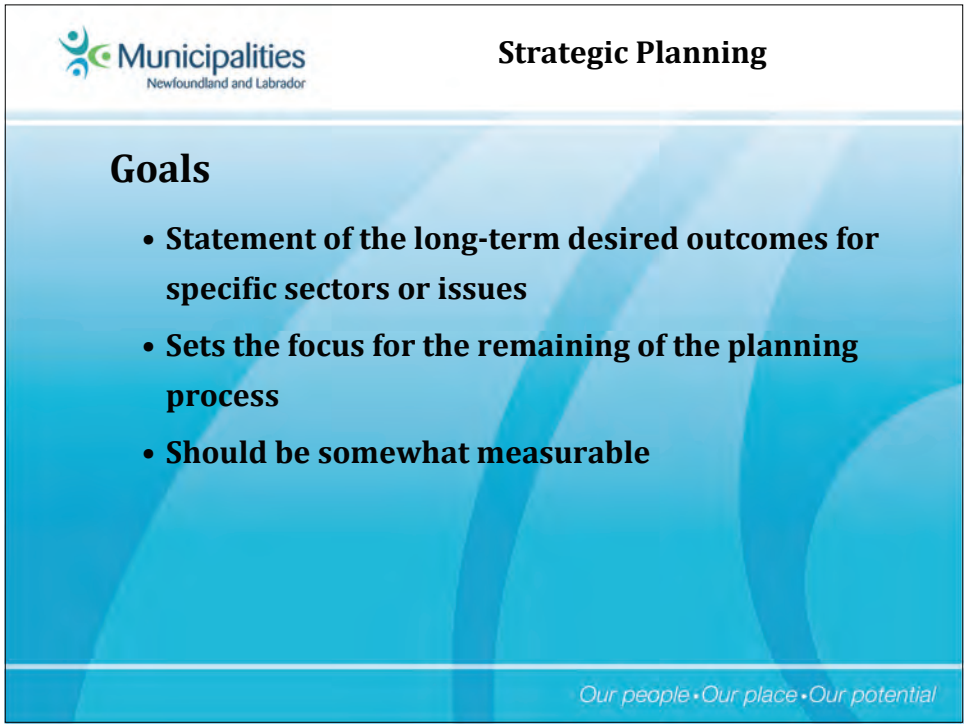

Municipalities
Newfoundland and Labrador
Strategic Planning
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
4 Core Questions
• Where are you?
• Where are you going?
• Where should you be going?
• How do you get there?
Our people • Our place • Our potential

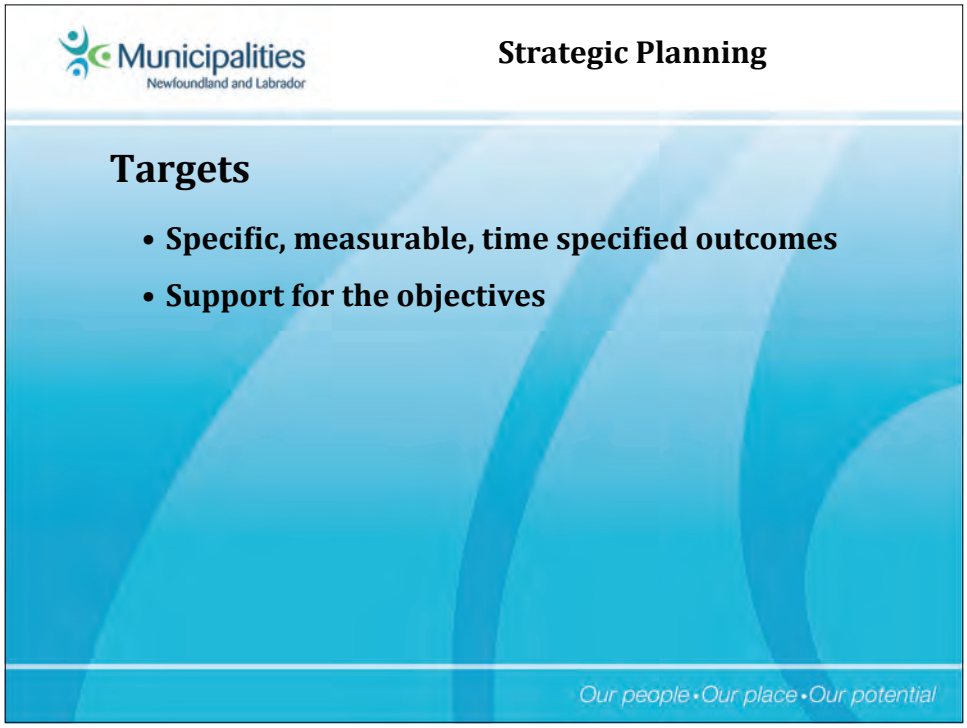

Municipalities
Newfoundland and Labrador
Strategic Planning
Strategic Planning Model
VISION
GOALS
OBJECTIVES
TARGETS
INITIATIVES
MONITOR & EVALUATE
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
Vision
• A qualitative statement of community values, aspirations and desired quality of life
• Stresses challenge and potential
• Identifies what is important to the community in the future
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
SWOT
• S - STRENGTHS
• W - WEAKNESSES
• O - OPPORTUNITIES
• T - THREATS
• Analyzes the planning environment
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
Goals
• Statement of the long-term desired outcomes for specific sectors or issues
• Sets the focus for the remaining of the planning process
• Should be somewhat measurable
Our people • Our place • Our potential

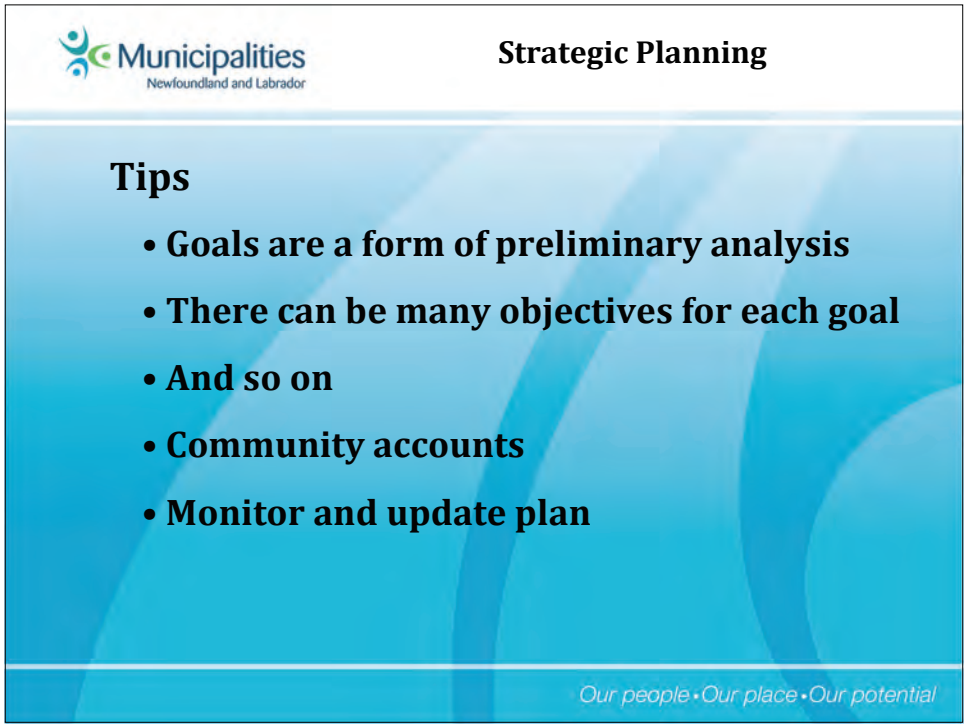

Municipalities
Newfoundland and Labrador
Strategic Planning
Objectives
• Specific, tangible outcomes for the goals
• Both qualitative and quantitative statements
• Each goal can have a number of objectives
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
Targets
• Specific, measurable, time specified outcomes
• Support for the objectives
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
Initiatives
• Specific projects in support of the targets
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
Monitoring and Evaluation
• Based on established benchmarks
• Ongoing through each step of the planning process
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
Tips
• Use flip charts
• Use external facilitator for visioning exercise
• Don't try to create perfect vision
• Something can be a strength and a weakness at the same time
• Goals need to be guided by your vision and SWOT analysis
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
Strategic Planning
Tips
• Goals are a form of preliminary analysis
• There can be many objectives for each goal
• And so on
• Community accounts
• Monitor and update plan
Our people • Our place • Our potential

2) PEST ANALYSIS

PEST analysis stands for Political, Economic, Social and Technological analysis and describes a framework of macro-environmental factors used in environmental scanning. The PEST analysis is usually undertaken as part of a strategic economic plan development process. It provides an overview of the different macro-environmental factors that impact planning. Things change over time and impact the strategic plan. As the strategic plan must be a forward looking document, it must be developed with a full understanding of the changes taking place.

Sample PEST analysis for a communications plan for REDB's:

Political
- New privacy legislation impacting what information can be communicated.
- Federal election expected in the near future
- Rural Secretariat visioning process completed.

Economic
- Decline in employment in traditional industries
- High gas prices hurting tourism
- High Canadian dollar hurting exports.

Social
- Average age of regional population growing
- Increased demand for environmentally friendly vacations
- Immigration to the province is increasing.

Technological
- Video conferencing available in the region
- Hi speed broadband in the region
- Smart cars increasing

(From Newfoundland and Labrador Regional Economic Development Association Inc. (NLREDA) Communications Planning Guide, March, 2009).

3) SWOT ANALYSIS

SWOT stands for strengths, weaknesses, opportunities and threats. It is a simple tool used in strategic planning to assess the internal and external factors that can affect the strategic plan or any of its component parts. Strengths and weaknesses are usually internal while opportunities and threats are usually external.

The following example relates to an imaginary snowmobile trail development project in a developing winter tourism objective of a strategic plan.

Strength	Very active snowmobile club in the community willing to become involved in developing projects.
Weakness	No trail signage.
Opportunities	T'Railway runs nearby and can be connected to the community giving access to the cross island trail.
Threat	Waterways need to be crossed to access T'Railway.

SWOT Analysis



- Tip -

Sometimes organizations tend to focus too much on trying to address their weaknesses rather than focusing on their strengths and opportunities.

4) INTEGRATED WORK PLAN

What is an IWP

An Integrated Work Plan is an all inclusive, detailed snapshot of what the partners in a proposed economic development activity are expected to achieve over a given period of time. It is a comprehensive listing of the initiatives that will be taken by all the partners, including government departments, in pursuit of a particular economic development goal. Some of these initiatives may already be underway, some may be waiting for final approvals and some may be new – but all must relate to the plan's goals and objectives.

The integrated work plan approach brings the knowledge and expertise at the local level together with the specialized and technical skills and knowledge that exist at the government and agency level in a formalized commitment to carry out the designated initiatives. (Just what defines commitment will have to be agreed on beforehand).

Format of an IWP

An Integrated Work Plan is prepared in a table format and contains the following: (A sample page from an IWP is attached).

- Initiative title and location
- Detailed description of the initiative
- Expected outcomes
- Tasks and time lines
- Key partners and respective inputs
- Status updates
- Any other significant information which will help overall guidance.

Benefits of an IWP

The overall benefit of this approach is that it encourages better communication, cooperation and agreement on priorities among partners. Other benefits include

- Gets buy-in from key players early in the process
- Gets 'go' or 'no go' early in the process so time is not wasted.
- Clarifies roles, responsibilities, and expectations.
- Provides for accountability from all partners
- Provides for team building among partners
- Provides a focused approach to planning
- Provides for efficient and effective monitoring and evaluation
- Provides a checklist of action items for easy reference.
- Allows for timely updating.

Initiative Title and Location	Description of Initiative	Expected Outcomes	Tasks and Timeline	Lead Partner and Support Partners Resources (✓indicates commitment)	Status Update (January, 2003)
Business Retention and expansion (BR&E) Project	The BR&E model has been developed to systematically determine the impediments to growth which businesses face within a local context. The BR&E model consists of: personally interviewing (surveying) a representative sample of businesses; following up on immediate issues which are affecting the businesses ("Red Flags"); and, developing longer range plans to address systemic impediments to growth.	Implementation of a BR&E project Immediate assistance to those businesses which identify "Red Flag" issues. Development of a report which details the systemic issues affecting business growth in the region Development of an action plan to address these systemic issues.	Establish a BR&E Leadership Team (as a REDB sub-committee under the chairpersonship of the Chamber of Commerce representative) (Sept. 2002) Establish BR&E Task Force Team (Sept. 2002) Finalize Business Survey (Oct. 2002) Recruit Volunteer Interviewers (Oct. 2002) Business Visits (Nov., Dec. 2002) Red Flags Reviews (Dec., 2002, Jan. 2003) Analysis Report of Survey Results (Feb., 2003) Development of Action Plan (Mar. 2003)	*Lead Partner:* Chamber of Commerce - Overall Administration of the project ✓ - Allocation of one dedicated staff person ✓ *Support Partners:* LMDA - Funding dedicated for 1 Chamber of Commerce staff (12 months) ✓ ITRD/HRDC - Provision of BR&E support (ie. technical assistance, training, facilitation) ✓ ACOA - Funding for survey analysis ✓	Leadership Team established (Sept. 12, 2002) Leadership Team orientation (Sept. 27, 2002) Chamber of Commerce staff person hired (Sept. 28, 2002) Task Force Team established and given orientation (Oct. 15, 2002) Survey finalized (Oct. 27, 2002) Volunteer Interviewers trained (Nov. 10, 2002) Business visits started (Nov. 13, 2002) 1st Red Flag review (Nov. 30, 2002) *Commentary:* Business Visits have slowed with the Christmas season. A total of 65 of the 110 surveys have been completed.

Integrated Work Plan



- Tips -

Preparing an integrated work plan is not easy and, of course, cannot be done alone. The key agency/partner in the process is the REDB in your region. The staff at the REDB are trained in preparing IWP's and can do a significant amount of the up front work.

Access to government technical support and commitment strengthens the IWP enormously. Government departments engaged in economic development prefer to work with local organizations that demonstrate they are serious about it and are committed. The IWP approach can help you recruit champions within government departments.

Reference:

1. Regional Planning and Development Division. Department of Innovation, Trade and Rural Development. (2001). *The Integrated Workplan Approach – A Discussion Paper.*

5) HOW TO USE CONSULTANTS

Recruitment

Hiring a consultant is a very important piece of business for a council or voluntary organization. It is a significant expenditure and the return on your investment depends as much on the council as it does on the consultant. Before you hire a consultant you need to answer a number of key questions.

First of all you must decide if you need a consultant. What is the nature of the work to be done? Can the work be done by current staff or do you need to go outside to hire specialized expertise? Is the project important enough that you need to have a consultant? Can you afford it?

What are your expectations for the consultant? Does everyone on council have the same expectations? Finally, what kind of consultant do you want?

Then, you need to prepare a terms of reference and issue a request for proposals. (Sample copies of TOR's and RFP's for a particular need can be obtained from appropriate government departments and agencies).

Management

Are you ready to manage a consultant? Some clients are prepared to leave too much up to the consultant and later on wonder how things got off track. A simple contract document can prevent problems down the road. (Sample contract attached)

A steering committee is always a good idea. It spreads the work around, encourages support for the project within council and brings a number of perspectives and knowledge/skills to the table. When reviewing the applications or responses to the RFP, always keep in mind that the consultant is putting his best foot forward and presenting himself in the best possible light. He is trying to convince you that he is the best candidate for the contract. Check all references. Check out past work. Invite candidates for interviews, if necessary. Good consultants do not mind being grilled about their work.

Once you have decided on a candidate, the initial meeting is crucial. A schedule of work needs to be agreed on including a progress report schedule. (Progress reports can be very conveniently done by e-mail). Check out all assumptions and make sure everyone is on the same page.

Some people are intimidated by consultants – after all, he knows more about the subject than you do. That's why you hired him. But, remember, the consultant works for you. Once a climate of mutual respect and understanding has been established, it can be a rewarding experience for all parties.

SAMPLE
CLIENT-CONSULTANT AGREEMENT

This Agreement dated June 19, 1009, is made By and Between the Town of Little Tickles, referred to as "the Client"

AND

James Jones and Associates, whose address is 14 Riverfront Road, Grand Falls Windsor, Newfoundland & Labrador, A5A 2X8, referred to as "the Consultant".

1. Consultation Services
The client hereby contracts the consultant to prepare a winter tourism development plan for the Little Tickles area.

2. Terms of Agreement
This Agreement will begin upon signature of both parties and end at the completion of tasks in the proposal. Either party may cancel this Agreement on thirty (30) days notice to the other party in writing, by certified mail or personal delivery.

3. Services to be Provided
The services to be provided are as described in the Proposal - **Response to a Request for Proposals to prepare a winter tourism development plan for the Little Tickles area** submitted to the client and which forms part of this Agreement.

4. Value of Contract and Payment to Consultant
The consultant shall be paid upon completion of the tasks. The client will pay the consultant the amounts due as indicated by statements submitted by the consultant within thirty (30) days of receipt.

The total value of the contract will be $12,000 (CDN) plus harmonized sales Tax (13%). Administration, travel and communication expenses are included.

5. Independent Contractor
Both the client and the consultant agree that the consultant will act as an independent contractor in the performance of its duties under this contract. Accordingly, the consultant shall be responsible for payment of all taxes including Federal, Provincial and other local taxes arising out of the consultant's activities in accordance with this contract, including by way of illustration but not limitation, Federal and Provincial income tax, Employment Insurance taxes, and any other taxes or business license fee as required. The exception to this is the Harmonized Sales Tax which the consultant is required, by Law, to charge to the company as a percentage (13%), on services provided.

6. Confidential Information
The consultant agrees that any information received by the consultant during any furtherance of the consultant's obligations in accordance with this contract, which concerns the personal, financial or other affairs of the client will be treated by the consultant in full confidence and will not be revealed to any other persons, firms or organizations.

7. Employment of Others
The client may, from time to time, request that the consultant arrange for the services of others. All the costs to the consultant for these services will be paid by the client but in no event shall the consultant employ others without the prior authorization of the client.

8. Signatures
By the signatures below, both the client and the consultant agree to the above contract.

_____ _____
Client Signature Date

_____ _____
Witness Date

_____ _____
Consultant Signature Date

_____ _____
Witness Date

6) HOW TO WRITE A PROPOSAL

This is a suggested outline – most proposals follow this basic outline but there can be variations. Some agencies have very specific guidelines and formats for proposals so be sure to check this out before you go to all the work of preparing it.

Proposals should be about 6-8 pages (not including appendices and forms) and should contain the following sections:

Cover Page/Project Title (1 page)
- Contains title of project, name of recipient, proponent and date.
- Include partners if appropriate.
- Title should be clear and unambiguous. Don't be cute.

Executive Summary (1 page)
- Be specific and concise. Don't go into much detail.
- Summarize all the key information.
- It's a sales pitch also so be positive.
- Makes first impression so this is very important
- Write this section last after you have written the rest of the proposal.

Note: Some people prefer a long covering letter rather than an executive summary but we recommend an executive summary. The reader might skip a covering letter but will usually read the executive summary as the first order of business. That's why it is so critical.

Statement of Problem (1-2 pages)
- Show why this project is needed.
- Why you are uniquely suited to address the problem.
- Include documented evidence of the problem in appendices, if necessary.
- Be sure your data is accurate

Project Description (2 pages)
This section is made up of three subsections:

Goals and Objectives
The goals are the large, not necessarily measurable statements of what you want to accomplish. The objectives are operational, specific outcomes of the project that are measurable.

Methods
These are the specific activities that will take place to achieve the objectives referenced. You need to explain how you are going to do it, when you are going to do it and why you are doing it this way.

Staffing/Administration
Describe the staffing required, their roles and qualifications and the administration plan for the project. Staff issues can be further explained in an appendix, if necessary.

Some proposals may require additional sub-sections related to evaluation and sustainability of the project after funding ceases.

Organizational Information (1 page)

- Explain mission/mandate of the organization and, if necessary, how this project fits.
- Attach detailed information on council, community brochure, etc in appendix.

Proposed Budget (1 page)

- Be realistic.
- Explain unusual items with a "note to the budget".
- May need a brief narrative piece.
- May need to include contributions "in kind" or contributions from others. Check with funder.
- Sample budget outline:

Personnel (salary and benefits)	Expenses
Travel	Supplies
Equipment	Communications
Rental	Other expenses

Conclusion (1/2 page)

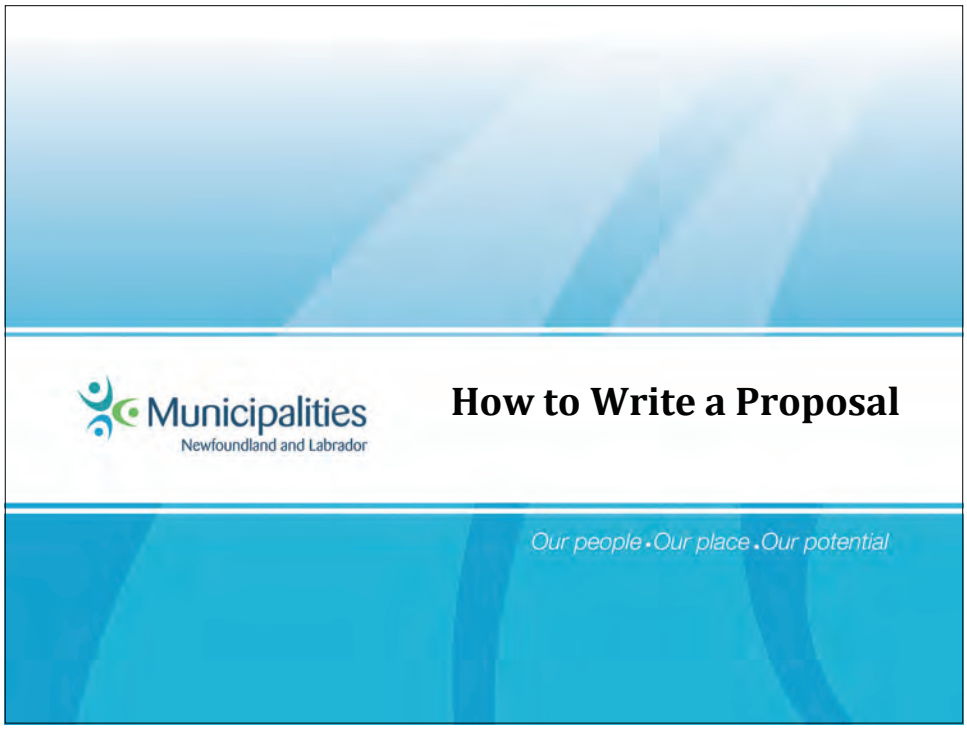
- This is an opportunity to reiterate your high points, stress the positive aspects of the proposal and why it is important to be funded.

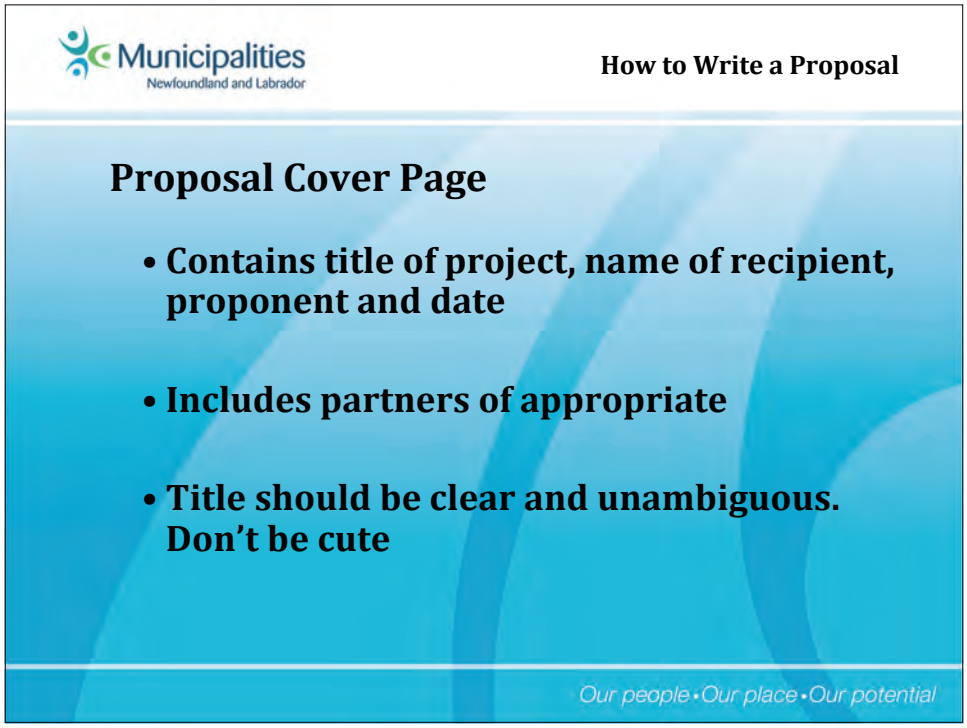
Appendices

- Details on organizational profile and community.
- Details on qualifications to carry out the project
- Letters of support

References

1. Atlantic Innovation Fund. Atlantic Canada Opportunities Agency. (2008). *Guide for Preparation and Submission of Letter of Intent and Project Proposal.* Government of Canada.
2. Canada Business. (2009). *Basic Proposal Writing Tips*. Government of Canada.
3. Foundation Center. *Proposal Writing Short Course.* New York, USA.
4. Levine, S. Joseph. *Guide for Writing a Funding Proposal.* Michigan State University.


Municipalities
Newfoundland and Labrador
How to Write a Proposal
Our people • Our place • Our potential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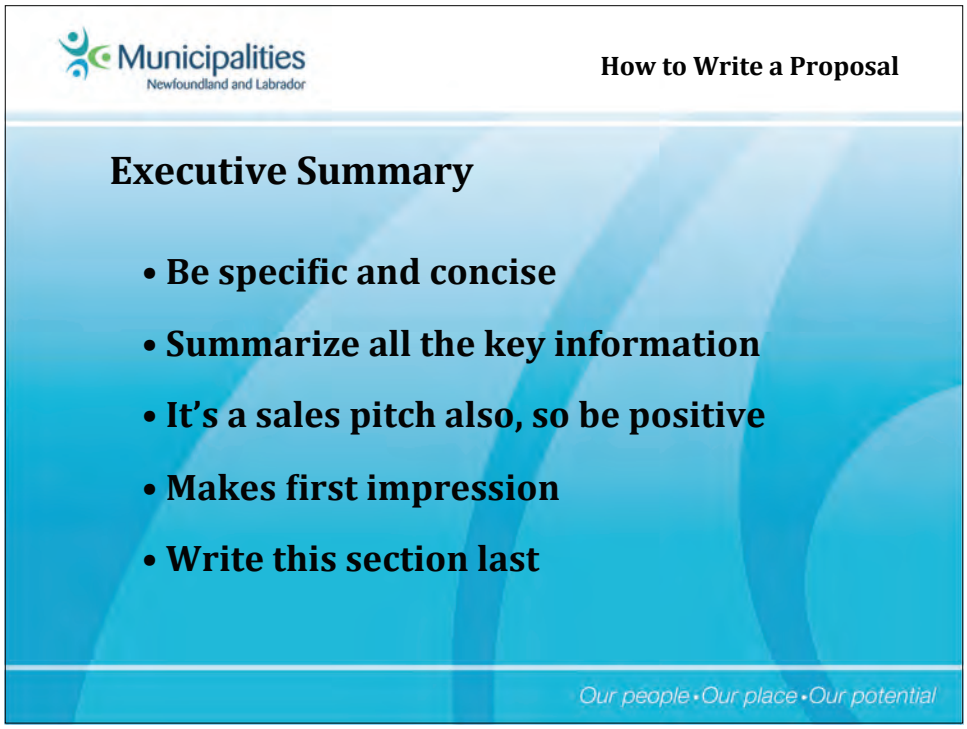
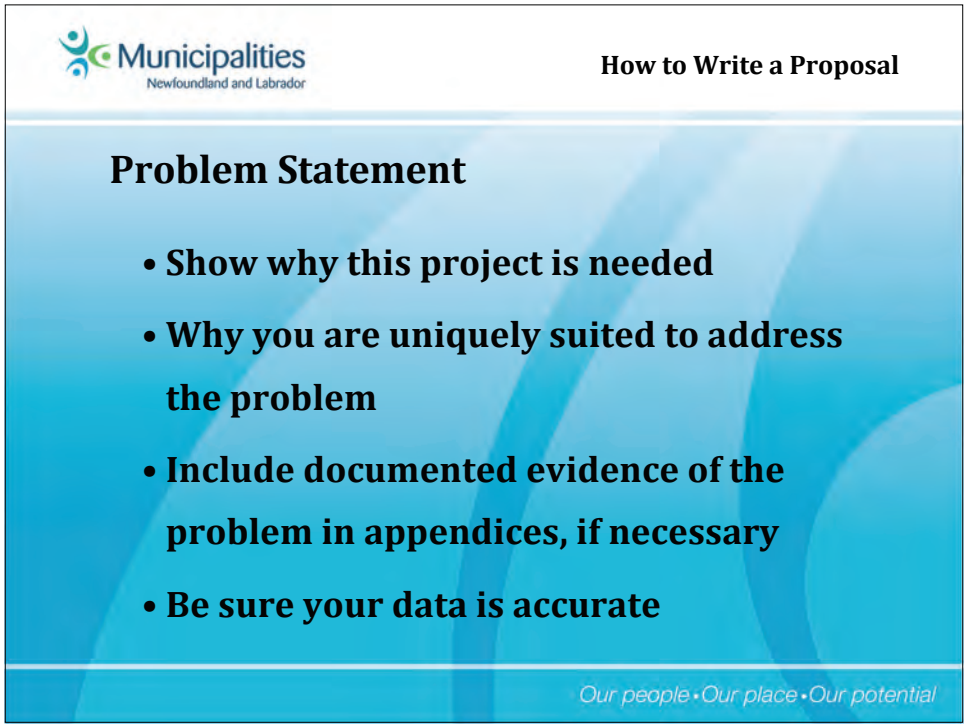
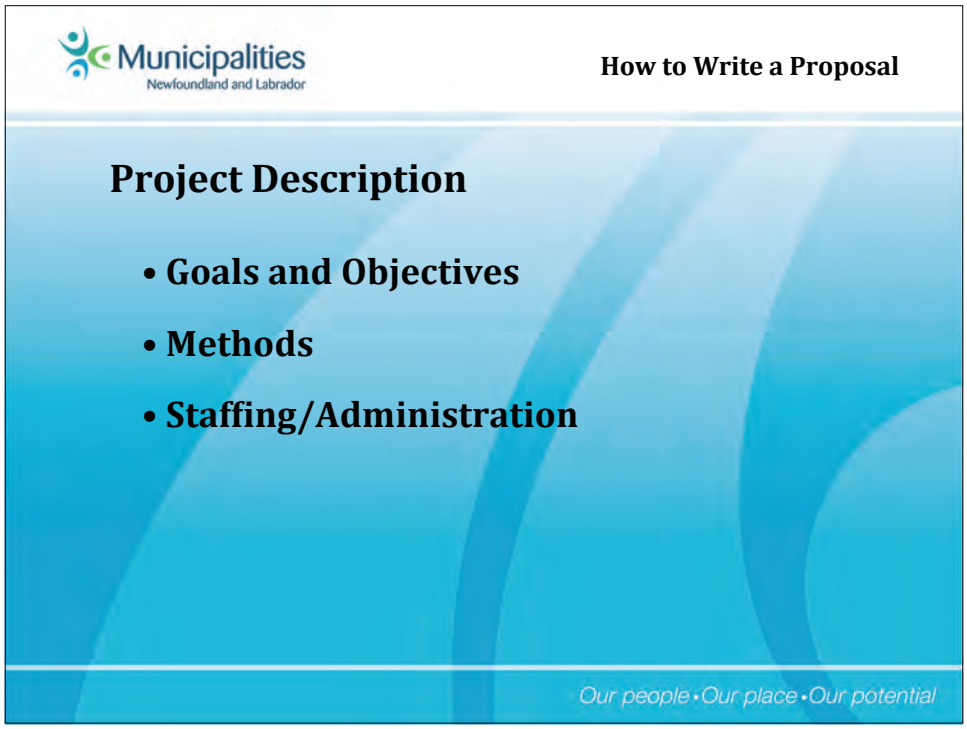
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
How to Write a Proposal
Executive Summary
• Be specific and concise
• Summarize all the key information
• It's a sales pitch also, so be positive
• Makes first impression
• Write this section last
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
How to Write a Proposal
Problem Statement
• Show why this project is needed
• Why you are uniquely suited to address the problem
• Include documented evidence of the problem in appendices, if necessary
• Be sure your data is accurate
Our people • Our place • Our potential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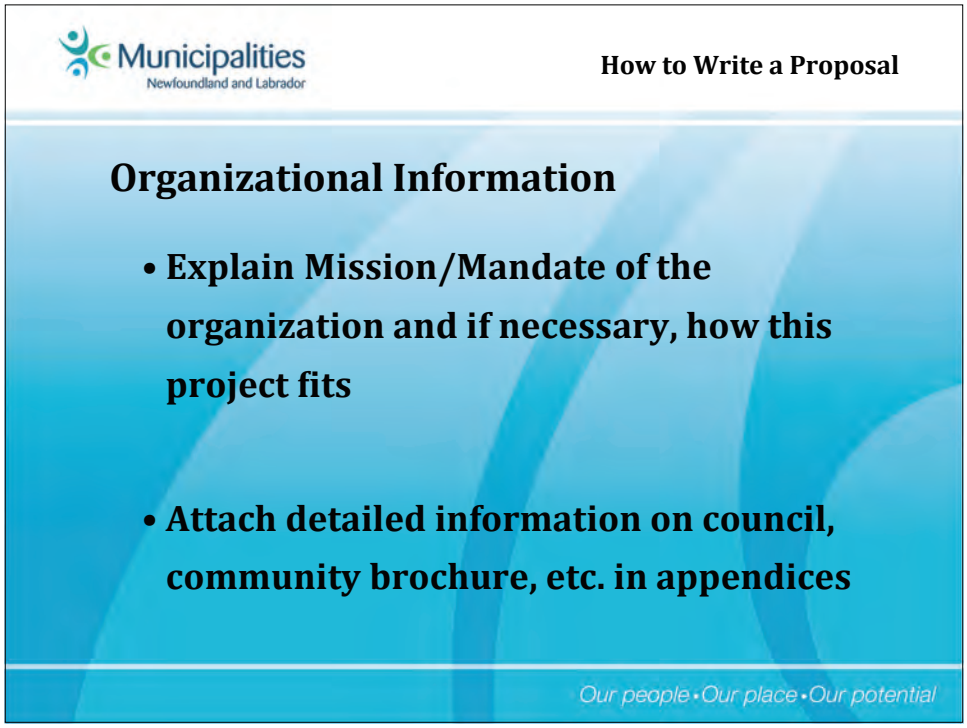
Newfoundland and Labrador
How to Write a Proposal
Project Description
• Goals and Objectives
• Methods
• Staffing/Administration
Our people • Our place • Our potential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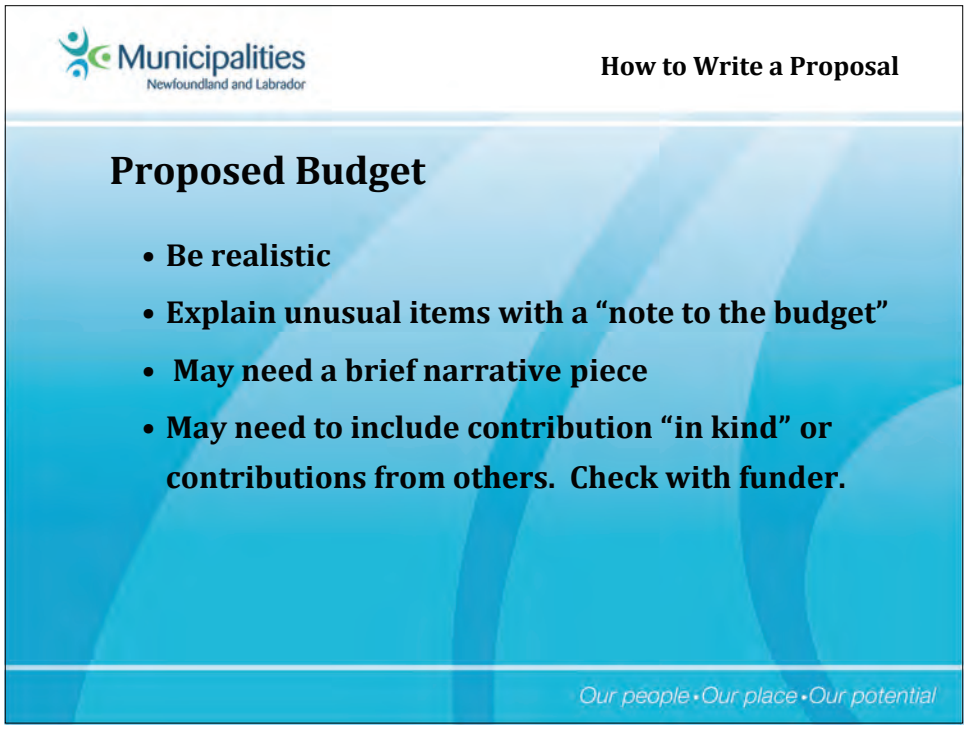
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• Communications
• Rental
• Other Expenses
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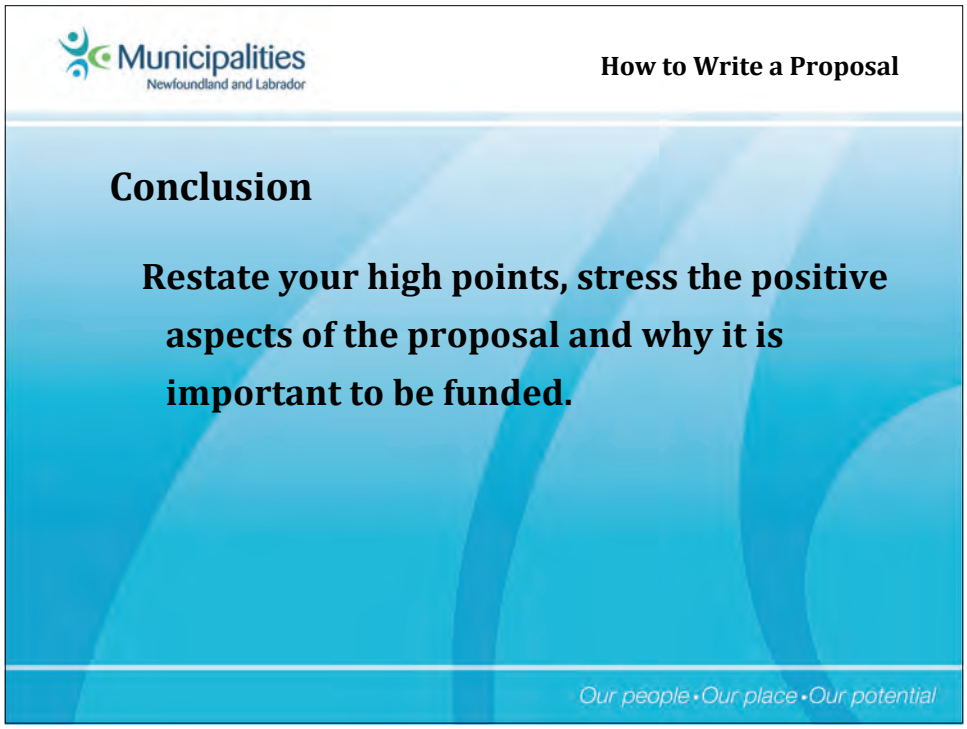

Municipalities
Newfoundland and Labrador
How to Write a Proposal
Conclusion
Restate your high points, stress the positive aspects of the proposal and why it is important to be funded.
Our people • Our place • Our potential


Municipalities
Newfoundland and Labrador
How to Write a Proposal
Appendices
• Details on organizational profile and community
• Details on qualifications to carry out the project
• Letters of support
Our people • Our place • Our potential

7) OPPORTUNITY MANAGEMENT

Purpose

The purpose of this section is to provide an overview of the Opportunity Management process. The focus is very much on the first steps in opportunity management and it is recommended that a facilitator, such as the REDB executive director, (who has been trained in this process,) be asked to assist in the latter stages of Opportunity Assessment and Action planning. The first steps though can be carried out by your group. These steps include the provincial profile, community profile, research and development, community infrastructure, business and services profile and the initial identification of potential opportunities. (Tools for these profiles are in the following two sections.)

(The following is adapted from material for a one day Opportunity Identification Workshop developed by Ted Lomond, Executive Director, Newfoundland and Labrador Regional Economic Development Association.)

What is Opportunity Identification?

Opportunity Identification is a process designed to identify business and economic development opportunities that could be implemented to sustain or improve a local economy. It involves a systematic process of identifying, screening, selecting, planning and implementing opportunities.

The key steps or elements in Opportunity Identification are:

- Provincial profile
- Community profile
- Research and development
- Community infrastructure
- Businesses and services profile
- Identify potential opportunities
- Opportunities assessment
- Action planning.

Provincial profile

The purpose of this is to give a picture of the larger provincial context. At a minimum, it should include information on the provincial economy, labour force statistics, population, education, income, capital investment, tax incentives, funding programs, and outlooks for major industries. An understanding of the province's priority sectors and how they fit with your community and regional priority sectors is crucial. A key source for this information is the Economic Research and Analysis Division, Department of Finance, Government of Newfoundland and Labrador.

Community profile

Community profiles range in complexity from simple narratives to detailed statistical profiles. At a minimum the community profile should contain information on population, age distribution, out migration, labour market information, income and sources of income, and education. There are numerous sources for this information – the best is probably the community accounts website of the rural secretariat (which already contains many community profiles that can be adapted for your use). Other sources include the Newfoundland and Labrador Statistics Agency and your local Regional Economic Development Board.

Research and Development

Research and development activities by key institutions in the province can be utilized to identify potential new opportunities and emerging trends for business and economic development in your region and throughout the province. These research institutions include Memorial University, Marine Institute and College of the North Atlantic. The Department of Fisheries and Oceans and National Research Council are federal agencies that do extensive research, especially in new fisheries, that could provide substantial new economic development opportunities for rural communities.

Community Infrastructure

A community profile must include information on basic community infrastructure such as the following:

- Broadband
- Cell phone coverage
- Community services – water/sewer/garbage collection
- Road network – primary and secondary roads
- Harbours/ports
- Buildings – sizes and locations

Business and Services profile

This is a review of the major employers and economic generators in the community or region. The review should also include potential business start ups and expansions, jobs, leakage and gaps that can be filled by new or expanding businesses.

Identify potential opportunities

This step builds on all of the information collected during the previous steps in the opportunity identifications process. While it is usually done through a brain storming exercise, this exercise should be informed by the previous steps and not just pie-in-the-sky wishful thinking. Be careful not to discourage creativity though.

Opportunities Assessment

In this step you apply agreed upon criteria to the ideas generated previously in order to determine the priority opportunities. Criteria can include number and quality of jobs created, financing required, infrastructure required, environmental impact, etc.

Action Planning

This is the final step in the opportunity identification process and where we move from planning to action. This is where the assessed opportunities are thoroughly researched and prepared for presentation in a systematic manner.

Who does what?

Obviously, this is not a simple process and requires dedicated resources, sometimes beyond the capacity of the municipal council. Fortunately, there are plenty of resources available to assist. It is highly recommended that the REDB staff be included as they have experience in this area. Government field workers for agencies such as INTRD and ACOA can also assist. It's also a good idea to form a steering or management committee to oversee the whole process and to include these agencies on it.

References

1. Lomond, Ted. (2009). *Opportunity Identification Facilitators Guide*. Newfoundland and Labrador Regional Economic Development Association Inc.

Please photocopy for participants.

Opportunities
description format



- Handout -

- Opportunity Description
- Industry Overview
- Market Overview
- Current Assessment
  - Regulations
  - Environmental
  - Labour
  - Education and Training
  - Innovations

- Success Factors
  - Marketing
  - Infrastructure
  - Labour Force
  - Other

- Economic Overview

The One Pager



- Tip -

The One pager is a simple tool that can be used during project assessment. It is very efficient and can save considerable work and possible grief further down the road. It also keeps you focused on priority, do-able initiatives. Briefly stated, the one pager consists of a one page project description that contains:

- Name of the project
- Brief description – a few paragraphs
- How it fits with your overall plan
- Resources that may be required.

Note that the one pager does not need to have a detailed project description nor does it required a detailed costing or budget. Based on this information your organization is in a position to make a decision. If it's a 'no go' decision you have not wasted too much time going down a dead end road. If it's a 'go' decision you move on to the next step which is usually a six pager with more detail before getting into a formal project feasibility study. A third decision possibility is to rework and resubmit the one pager.

Another advantage of one pagers is that it can get you a quick response from potential funding agencies.

Priority Matrix

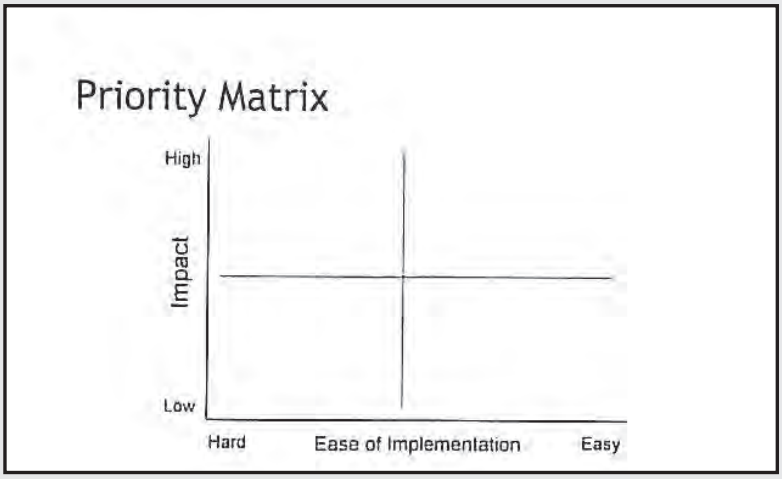
- Tip -

The priority matrix model is a simple tool for determining priorities among a number of projects or initiatives.

- The vertical line shows the estimated impact of a proposed project ranging from low to high.
- The horizontal line shows the Ease of Implementation among the projects or initiatives ranging from hard to easy.

Have the group discuss a project in terms of its estimated impact and mark it on the vertical line. Then discuss it in terms of its ease of implementation and mark it on the horizontal line. Connect the two lines. This spot will show its priority level. After you have done this with a number of projects you will be able to see their relative priority level. Projects that have a high impact and rate easy on the ease of impact scale will be highest in priority. They will be in the upper right-hand quadrant.

If necessary, values can be assigned to project variables. For example job creation may be given a higher value than project location.



8) TEMPLATE FOR A DETAILED COMMUNITY PROFILE

Note to Facilitator: *Inform participants that if they follow this template, they will have sufficient information for their community profile. The primary sources of information are the municipality itself, the regional economic development corporation (redb) and Community Accounts. If you have internet access during the workshop, it would be a good idea to log onto Community Accounts and show them how it works. Go to Government of Newfoundland and Labrador website and you will find how to access it on the opening screen/right sidebar.*

Features and Sources

Feature	Source
• Introduction and welcome – message from the mayor. Community vision	municipality
• Area overview	zone board, community accounts – rural secretariat
• Community geography and history	municipality, historical society
• Demographic profile	zone board, community accounts, newfoundland and labrador statistics agency
• Economic profile	zone board, community accounts, Newfoundland and Labrador statistics agency
• Labour force profile	zone board, community accounts, Newfoundland and Labrador statistics agency
• Education profile	zone board, community accounts, Newfoundland and Labrador statistics agency, school board, post secondary institutions
• Infrastructure	municipality
• Community services	municipality
• Housing/real estate	municipality, local realtors
• Health care	municipality, local health care facililities
• Transportation	municipality, dept of works, services and transportation
• Utilities	municipality
• Leisure, cultural and recreational facilities	municipality, local organizations and recreation groups
• Taxation	municipality
• Business climate	chamber of commerce, business association
• Environmental factors	municipality, dept of environment
• Financing	ACOA, INTRD, municipality

9) COMMON SCREENING CRITERIA FOR INVESTMENT INQUIRIES

Note to Facilitator: *This handout is not intended to be used in the workshop but is to be take home material that they can review later. It is a reminder of what potential investors are looking for and the kind of information they should have in their profile.*

Site locators and companies looking to establish a new business in a community generally make their assessments based on a number of key criteria.

Labour:

- Community population, projected growth, size of labour force and availability
- Wage levels, average manufacturing wage rates
- Level of education, presence of specialized skills
- Current employers in the community with sector breakdown
- Labour management – relations issues
- Training capabilities, programs, facilities (community college, tech school, high school)
- Catchment area for potential labor, commuting times
- Unemployment figures and underemployment estimates
- Laws and regulations regarding hiring practices, wages, benefits etc.
- Percentage of unionized companies in the area
- Average income level
- Employment Standards Legislation

Real Estate/Accessibility:

In order for a municipality to attract a top quality manufacturer, it needs to develop and create first class sites. Information related to the following factors will be requested:

- Inventory and availability of existing buildings and manufacturing facilities
- Availability of serviced land (acreage) municipally and privately owned with listed price
- Zoning and land use of property, both current and previous
- Proximity of land to schools, residential and commercial or incompatible industrial uses
- Municipal tax rates, development charges etc.

Infrastructure and Planning:

- Proximity to airports, highways, and ports
- Utilities (hydro, network cable), location in relation to property, size, capacity
- Water supply & Wastewater treatment (available capacity) size of pipes,
- Proximity to industrial property, billing structure, surcharge rates;
  - Potential for sewer expansion and list of future capital upgrades
- Permit approval process and expected time lines

Logistics:

- Proximity to markets, distances, shipping times to various distribution centers or hubs
- Access to raw materials
- Region access, center of sales activity, suppliers, vendors
- Freight costs

Financing and Services:

- Local, provincial, federal funding programs
- Human resources training support
- Business financing options
- Financial lending institutions
- Availability of lawyers, accountants and doctors
- Industrial suppliers, vendors

Quality of Life:

- Cost of Living (e.g. housing costs)
- Average commuting times
- Quality of schools, health care
- Median income level
- Culture and Recreation
- Landscape and Natural Amenities

(Source: Government of Ontario, Investment Attraction www.reddi.gov.on.ca/strategies_investmentattraction.htm)

Municipal
Economic Crisis Response Program

PART IV - LESSONS LEARNED

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4. Grand Falls - Windsor 195
5. Other websites 201

1) INTRODUCTION

In Part 1 of this toolkit we looked at the experiences of single industry towns elsewhere in Canada and in some other parts of the world. We noted some best practices that emerged from these experiences. In this section we will look at the experiences of three single industry towns in this Province and consider their experiences in light of these best practices. It is not intended that this be an evaluation of the efforts of these communities but rather that we learn from their experiences, both positive and negative.

Exercise Preparation

Divide into groups of 5-6 people. Have them review the case studies. It is recommended that the participants receive the case studies before the workshop (or at registration) so that they will have time to review them beforehand. Another approach is to have each small group review one of the studies each and present on that town only during the report back.

Exercise # 1 (60 minutes)

Using copies of the two Handouts from Part 1 – Factors that Influence Successful Transition, discuss the experiences of the three case study communities in terms of these factors and how they influenced the transition in each community. (If short of time, discuss subjective factors only).

Exercise # 2 (60 minutes)

Small groups discuss the following questions and report back.

1. Did the industry live up to its commitments to the workers? To the community?
2. How effective were the interventions?
   - Federal government
   - Provincial government
   - Municipal government
   - Other organizations
3. What was the key role of the municipal council?
4. Was there a strong communications component in terms of communicating with the community?
5. What did council do to maintain community morale?
6. Was there effective collaboration with the provincial and federal governments? With neighboring communities? With the region?

Factors that influence
successful transition



- Handout -

Objective Factors:

- Geography
- Proximity to a Major Centre
- Demographics
- Community Size
- Services Maintenance
- Environmental Remediation Requirement
- New Technology/Internet Access
- Government Policy
- Time

Factors that influence
successful transition



- Handout -

Subjective Factors:

- Pre Crisis Plan - Integrated Development Plan
- Strong Local Leadership
- Effective Communications
- Effective Collaboration with Government Agencies and Neighbouring Towns
- Can-Do Attitude - Entrepreneurial Spirit Economic Development Organization in place prior to closure
- Eliminate "Turf" Issues
- Responses that are Proactive, Inclusive and participatory are most successful

2) HARBOUR BRETON CASE STUDY

Profile

Harbour Breton has a current population of approximately 2,000 people. It is located in Fortune Bay on the South Coast of Newfoundland and is one of the oldest and largest fishing centres on the south coast. Its history goes back to early European times in the new world and is associated with the Bretons who fished from there in the early 17th century. Following the Treaty of Utrecht in 1713, the English began their dominance of the area and for the next two centuries controlled fishing ventures and settlement. English mercantile interests also dominated the community, in particular the Newman Company - producers of the famous Newman's port wine which was stored at the company's premises in Harbour Breton for aging and maturing before being shipped to the markets of Europe.

The fishery has always been the economic backbone of the community. Since the first half of the 20th century, Harbour Breton's economy has been dominated by the Grand Banks fishery, first in salt cod and, since the 1960's, in fresh cod. The large fish processing plant in Harbour Breton has been in operation since 1960 under several operators. Also in the 1960's, the community was designated as a growth centre under the province's resettlement program and some 700 people resettled there from the surrounding area.

Prior to the codfish moratorium in 1992, the plant was the major employer in the region employing up to 550 people at peak periods both in the plant and the offshore trawler operations. It produced a variety of species including cod, flatfish, herring, and redfish. The codfish moratorium in 1992 threatened the very existence of the community and was a wake up call for diversifying the economy.

Harbour Breton is often referred to as the 'Capital of Fortune Bay'. It is the largest community in the region and is a service centre for the eleven surrounding communities on the Connaigre peninsula. It boasts a substantial retail sector and some thirty businesses supplying building supplies, furniture, food and beverage establishments, hotel, tourism facilities and a marine service centre.

The town has a modern, regional health care centre and a senior's care facility. It recently was approved for Broadband Services from the federal BRAND program.

Crisis

On November 19th, 2004, Fishery Products International announced that it would be permanently closing the Harbour Breton plant due to a number of factors including the structural integrity of the facility, competition from China and the strengthening Canadian dollar. The announcement directly affected the 348 employees at the plant and caused grave concern about the future of the community among all the residents.

Response

The community response was very rapid. Within 24 hours there was a large community hall meeting organized by the union and the Town's economic development committee. A citizen's

action committee was formed and included FFAW, clergy, business community and concerned citizens. By January an Industrial Adjustment Committee (IAS) was in place, funded through the federal department of Human Resources and Skills Development (HRSD) and an external chairman with extensive knowledge of the fishing industry was hired. A research coordinator was also hired to support the work of the IAS committee.

The IAS committee was comprised of membership from the community, federal and provincial governments and Fisheries Products International. It had twelve voting members – six from the community and six from outside agencies. In addition to the mayor, community representatives were from the economic development committee, the regional economic development corporation, the union local and inshore fish harvesters. The external members included representatives from ACOA, Fisheries and Aquaculture, Marine Institute, College of the North Atlantic, Fisheries Products International and FFAW. The committee also had another six ex-officio members from appropriate federal and provincial government departments.

The committee set to work immediately developing proposals for interim, emergency financial relief for displaced workers, holding information sessions with training institutions and developing terms of reference for a long term business plan. Meetings were also held with concerned community groups as well as with senior provincial officials, cabinet ministers and the premier.

The first and most immediate need was to address the financial needs of the displaced workers, many of whom had already used up their employment insurance benefits. A proposal was prepared by the Town to the federal and provincial governments and FPI for funding for two years to create short term employment (with insurable hours) on economic development projects that had already been identified and prioritized in the Town's strategic economic plan. (Funding request to FPI was based on the assertion that insufficient notice of plant closure had been given). The combined funding package enabled the Town to top up the wages to a more acceptable level for workers who had been used to higher wages. In addition to addressing the immediate financial needs of displaced workers, the funding allowed the core work force (223 employees) to remain in the community as an available work force until long term economic development could be implemented. This was a major concern for the Town.

Casual workers (26) were directed to training institutions for retraining.

The second major thrust was to attempt to reactivate the plant preferably through a community fish quota. The community quota was essentially a lobbying effort that took considerable time and effort by the Town and the IAS committee but failed - for a number of reasons most beyond the influence of the community.

In January, 2006, some twelve months after the IAS committee was formed, the consultants plan for long term economic development was presented. It focused largely on revitalization of the fish plant with some minor recommendations in saw milling, mink farming, small craft manufacturing and call centre. The report received mixed reviews and was dismissed by the provincial government.

In February, the premier announced that he had approached the Barry Group of Companies Inc. (BGI) to take over and operate the fish plant. The company proposed to upgrade and convert the plant into a pelagics operation. An agreement in principle was signed with the Town stipulating certain conditions of sale. The main concern involved the future of the plant if BGI, if at some time in the future, could no longer operate it. In that case it was agreed that the plant would revert to the Town.

BGI did not operate the plant and in September, 2006, leased it to Cooke Aquaculture, a New Brunswick firm that was setting up major operations throughout the Cannaigre and Bay D'Espoir regions.

Today, the Harbour Breton plant employs some 150 workers processing farmed salmon from farms throughout the region. Altogether some 300 workers are employed by Cooke Aquaculture in the region. The Town of Harbour Breton feels that it is roughly back to where it was before the closure in terms of plant employment and with new businesses and employment opportunities emerging related to the growing aquaculture sector, the future looks very bright.

Analysis

The sentences in italics represent Best Practices as identified in "Facing the Challenge of Industry Closure: Managing Transition in Rural Communities. A Report by the Provincial and Territorial Departments Responsible for Local Government, Resiliency and Recovery Project Committee.

Pre-Closure Best Practices

While local industry is still strong, make plans to develop the local economy and mobilize the local community to participate in that process.

Harbour Breton is a strong proponent of strategic economic planning and had developed a five year strategic economic plan before the plant closed. Plan development included consultations with the community. It contained strategies to diversify the economy into other sectors, especially tourism and small business. One of the strengths of the plan was that it contained detailed projects and initiatives that could be implemented on very short notice, satisfying the two objectives of immediate employment and contributing to long term economic development. The existence and quality of the town's strategic plan was cited by ACOA as one of the major contributing factors to an early government response to the crisis.

Provide front line leadership to determine the community's most sustainable future direction and to coordinate planning and collaboration to achieve community goals.

The Council responded immediately to the crisis and within 24 hours held an open community meeting. The Town's economic development committee which included representatives from business and industry, prepared a proposal to the Federal government for an IAS committee that was approved and in place one month later; provided ongoing liaison with a community action committee; sent delegations to St.

John's to meet with premier and cabinet ministers; hosted government delegations to the community and made a presentation to the Standing Senate Committee on Fisheries and Oceans in Ottawa for a community quota. The council also administered the IAS account. Altogether the council played a very significant role in providing leadership and facilitating collaboration at the community, regional and government levels.

This is not to say that there wasn't some conflict. Residents were sometimes impatient with the slow pace of the transition. The union was especially vocal and critical of FPI – a focus on the past that often made it difficult to focus on future planning.

Recognize that all resources can become uneconomical or can be exhausted, and work with industry throughout its operations to plan ahead for eventual closure.

Because of its historical dependence on the fishery, even throughout its ups and downs, the community was reluctant to seek alternatives. The fishery provided good employment and there was little motivation to look elsewhere. Even when the industry closed the initial response was to seek new operators for the plant, secure a community quota and generally pursue initiatives within the traditional wild fishery. This focus took up too much of the council's and the community's attention, especially in the early stages.

Relations with the industry were generally cool before the plant closed. However, when the IAS committee was established a senior executive from the company agreed to serve on the committee. The company provided $1.5 million funding in support of community projects.

Build on community strengths and hidden talents within the community to attract industry and business.

This was included as part of the strategic economic planning process carried out before the plant closure.

By attracting new and different commercial and industrial interests, find ways to reduce tax reliance on a single industry tax payer.

The company continued to pay a grant in lieu of taxes so the impact of the closure on local tax revenues was minimal.

Explore new approaches such as partnership opportunities with neighboring municipalities and/or First nations and aboriginal groups.

The major partnership is with the regional Coast of Bays Development Corporation.

Immediate Transition Best Practices

Strive to deliver services at a reasonable cost and with minimum impact to taxpayers with the same vigor as efforts to attract and retain new business and residents.

Municipal services were maintained at the same level as they were prior to the plant closure.

Communicate positive messages during transition that the community is struggling but resilient.

The council took its responsibility for leadership and positive messaging very seriously and as key to the strategy of maintaining the work force in the community. Council even proposed to have an 'ideas day' where residents could submit suggestions for economic development to the town office. Relations with external media were also positive.

Collaborate with other levels of government and organizations to put appropriate supports in place and to leverage resources.

Collaboration with other levels of government was conducted through the IAS Committee. At the provincial level communication was maintained with the premier and senior cabinet committee through delegation visits to the capital and hosting politicians when they visited the community. Collaboration with post secondary educational institutions was also an important element of the immediate term transition.

Work on a regional basis to capitalize on regional strengths and share service delivery costs.

Regional collaboration was achieved through close collaboration and partnering with the REDB.

Long Term Transition Best Practices

Continually review and revise municipal budgets to reflect changes in population, demographics and tax base.

Transition did not result in loss of municipal tax base and no action has been taken to revise.

Investigate region-wide opportunities, including restructuring, to deliver services more efficiently and create a regional identity.

The aquaculture industry is a regional industry with fish farms in surrounding communities having their product processed at the plant in Harbour Breton.

Develop practical strategies to support transition management by updating strategic plans to enhance the community's social, economic or physical base.

A long term economic development plan was prepared by consultants for the IAS committee. The Town is currently investigating establishing Harbour Breton Investment Corporation as a vehicle for economic development and is investigating purchasing the fish plant from BGI to sell or lease to Cooke Aquaculture, thereby eliminating the middleman and establishing a more secure relationship for Cooke Aquaculture.

Engage in periodic surveys or other process to find out what residents value in their community and what specific service needs might be.

Two public meeting held per year by council to discuss long term planning and get input from residents.

Commentary

While the work of the IAS committee did not lead directly to the opening of operations by Cooke Aquaculture as the long term economic solution to the community's (and region's) economic woes, it is the mayor's strong feeling that the maintaining of the work force in the community was a key to attracting the new industry. This had been a primary concern of the Town Council and the IAS committee.

The Town's early involvement in strategic planning and having a plan before the industry closed enabled funding agencies to respond quickly to proposals, particularly since the proposals would contribute to long term economic development in other sectors such as tourism.

The Town took a strong leadership position early on and was able to demonstrate its leadership through effective communications with the community and effective liaison with government agencies.

On the negative side, the committee may have focused too early on getting a community quota and devoting too many resources to that effort. Also, the consultant's plan for revitalization generated some negative responses, especially from the provincial government.

3) STEPHENVILLE CASE STUDY

Profile

Stephenville is the second largest community on the west coast of Newfoundland with a population of 8,500. It is a commercial and service centre for the Bay St. George region with a total catchment population of 21, 830.

Before the American government established an air force base there in 1941, the community and region were an isolated part of the province with a very small population and an economy based on fishing and farming. Construction of the air base created an overnight boom and the population exploded to over 7,000 people. The base provided the anchor for employment and development until 1966 when it closed.

If any community in Newfoundland could lay claim to be the poster town for economic turmoil, it would be Stephenville. Following the base closure, a linerboard mill was built in 1973 – closed in 1977. The mill was purchased by Abitibi in 1977 and closed permanently in 2005. In the midst of this, the ground fish moratorium in 1991 had a significant impact on Stephenville and surrounding communities and in 2005, just a month before the announcement of the mill closure, a major flood devastated portions of the town.

Stephenville has very significant infrastructure for a community of its size. The air force base closure left the community with warehouses, hangers, office buildings and an airport with the longest runway in the province. Less than a kilometer from the airport is the seaport including buildings left over from the Abitibi closure. Altogether, this infrastructure provides for an industrial park that can accommodate small, medium and heavy industry. The community is also the location for the main campus and administrative headquarters of the College of the North Atlantic, a regional acute care hospital and government offices.

The Stephenville area is also one of the strongest cultural and recreational areas in the province. The Port au Port and Bay St. George areas contain a rich mixture of Mi'kmaq, Acadian, French, Scots and Irish cultures. Adult education has also long been a feature of the Stephenville social fabric, with a legacy going back many decades.

Crisis

On December 14, 2005, following a long period of negotiation with the provincial government, Abitibi Consolidated (ACI) announced the permanent closure of the Stephenville mill, throwing some 300 people out of work.

Response

The province expressed outrage at the announcement and set about immediately to establish a task force to address the closure. (A cabinet committee had already been established in September to monitor the situation).

The Stephenville Task Force was led by a five member Ministerial Committee which oversaw the work of an interdepartmental committee of senior officials and a community development committee appointed by the lead Minister of the Department of Innovation, Trade and Rural Development.

The mandate of the Task Force was:

- To work with communities to identify and implement economic opportunities for the short and long term;
- To attract investment to diversify the industrial base of the region;
- To look at other options for the use of the mill;
- To identify and implement appropriate responses to the human resource needs of workers directly affected by the closure of the mill.

Membership in the community development committee included the mayors of the three largest communities, members of the town economic development committee, the chamber of commerce and the regional development board as well as business and education. Membership was not based on representation of these organizations. However the chair of the committee (who was initially appointed by the provincial government) was very much aware of the local expertise, perspectives and politics and was able to recommend these individuals to the Minister, who accepted all his recommendations. The committee had over a dozen members at first but this was later reduced, during the second year of operations, to about half that number.

The Stephenville municipal council worked very closely with the community development committee. The CDC chair and the mayor were in constant communication and collaborated on announcements and public events.

The Community Development Committee operated for two years, until August, 2008. From the beginning it focused its efforts on long term economic development and not on the immediate impacts of the closure. An IAS committee worked for nine months in 2006 to develop human resource strategies for former employees of Abitibi. The immediate HR impacts were also addressed largely through the provincial Department of Human Resources, Labour and Employment (HRLE) and the College of the North Atlantic (CNA).

The committee took a multifaceted approach to economic development based on existing proposals from the REDB strategic economic plan. Project funding came from traditional government sources – there was no special fund established. There were no established criteria for project selection or prioritization by the community development committee.

The following is a list of projects approved:

- Natural snack alternatives – manufacture of pre-packaged food services meals from traditional agricultural products in the region.
- Stephenville downtown revitalization
- Location of provincial micro-lending program office
- Safety and Emergency Response Training Centre – marine institute
- Farmers cooperative in Bay St. George South
- Mi'kmaq Cultural Interpretation Centre – St. Georges
- Roofed accommodation tour CD ROM
- Geological Centre concept plan
- Film and video production diploma program at CNA
- Emergency Response program paramedicine program
- T'Railway upgrading
- Accommodations marketing
- Marketing research for meat products
- Assessment of pasture lands for multi-agricultural use
- Western Metalwork Network
- Provincial Prescription Drug Program office
- Canadian Forces Training – culinary skills and vehicle technician
- SERT
- Arts and Culture Centre repairs
- Call centre

It is worth noting that, aside from the investments in infrastructure and education, the financial investments in sectors such as tourism, agriculture and culture were very small (most less than $10,000) but targeted. This was in keeping with the multifaceted approach adopted by the committee.

A key factor in the transition was the ability of workers to commute to Alberta to work in the oil business.

Another factor was the response to the flood which resulted in construction work rebuilding homes, roads and bridges in the community.

Indicators such as new home construction and retail sales are all positive. New programming at the College of the Atlantic has created some jobs for laid off mill workers and new money in the community from the student population. Employment has increased at the hospital and the call centre employs approximately 70 people. The establishment of government offices also created new jobs.

Altogether, the community appears to be successfully managing the transition into the new knowledge-based economy.

Analysis

The sentences in italics represent Best Practices as identified in "Facing the Challenge of Industry Closure: Managing Transition in Rural Communities. A Report by the Provincial and Territorial Departments Responsible for Local Government, Resiliency and Recovery Project Committee.

Pre-Closure Best Practices

While local industry is still strong, make plans to develop the local economy and mobilize the local community to participate in that process.

The Town did not have an economic development plan prior to the industry closure but utilized the REDB regional strategic economic plan.

Provide front line leadership to determine the community's most sustainable future direction and to coordinate planning and collaboration to achieve community goals.

Once the task force was established, the town folded its economic development committee in favour of participating in the community development committee. The community development committee was the lead response agency for the community an the region.

Recognize that all resources can become uneconomical or can be exhausted, and work with industry throughout its operations to plan ahead for eventual closure.

Even though relations between the industry and the provincial government were challenging, relations between the industry and the Town remained positive. In the months leading up to the closure the town residents were aware that closure was a possibility but still hoped for a positive outcome.

Build on community strengths and hidden talents within the community to attract industry and business.

Stephenville has the advantage of having the headquarters of the College of the North Atlantic and a history of working with the College in adult education and community development. This, combined with the strong cultural roots and history of community participation in previous economic crisis, was an enormous strength for the community. Cooperation among all response groups – the town council, community development committee, REDB, chamber of commerce, community organizations and the College were all positive factors.

Of course there was stress and discontent in the community but it was mitigated by the cooperation and leadership of these groups.

By attracting new and different commercial and industrial interests, find ways to reduce tax reliance on a single industry tax payer.

The Town lost one-seventh ($800,000) of its municipal tax base when the industry closed. The town received a special grant from government for the three years following closure but this amount did not equal the revenue lost. The Town is currently reviewing its tax structure.

Explore new approaches such as partnership opportunities with neighboring municipalities and/or First nations and aboriginal groups.

The REDB provides the leadership role in this area.

Immediate Transition Best Practices

Strive to deliver services at a reasonable cost and with minimum impact to taxpayers with the same vigor as efforts to attract and retain new business and residents.

Municipal services are maintained at the same level as they were prior to mill closure. While the town has less funding to attract new industries, it has other levers that can be used, according to the mayor.

Communicate positive messages during transition that the community is struggling but resilient.

The mayor and the chair of the community development committee were the spokesmen for all issues relate to the response and collaborated very closely on announcements and conveying positive messages to the community. They 'operated as a tag team' in speaking engagements, press announcements etc.

Collaborate with other levels of government and organizations to put appropriate supports in place and to leverage resources.

Collaboration with the provincial government was maintained by the community development committee through the ministerial committee to which it reported. Collaboration with the federal government was more difficult because of ongoing disputes between the senior levels of the federal and provincial governments. Nevertheless, collaboration with federal departments at the local level, such as with ACOA and Services Canada was effective. Collaboration with the College of the North Atlantic and the Marine Institute was also very effective.

Work on a regional basis to capitalize on regional strengths and share service delivery costs.

The REDB regional strategic economic plan was a guiding document and some of the funded initiatives were regional in scope or were implemented in other communities in the region.

Long Term Transition Best Practices

Continually review and revise municipal budgets to reflect changes in population, demographics and tax base.

This is currently under review as the town reacts to a lower municipal budget.

Investigate region-wide opportunities, including restructuring, to deliver services more efficiently and create a regional identity.

There is a strong regional identity in the Bay St. George – Port au Port region. The REDB is the strongest advocate of a regional approach to economic development. There is a larger municipal group that covers the whole southwest coast.

Develop practical strategies to support transition management by updating strategic plans to enhance the community's social, economic or physical base.

A consultant study for the REDB in 2008 made recommendations for future economic development. This study was conducted essentially to find out why the economy of the town and region had not foundered following the mill closure. The study findings were that the main factors, in addition to the Task force were: Abitibi severance, September flood response, Alberta money, the void created by workers who went to Alberta, influx of retirees and new business opportunities particularly in oil exploration.

The REDB strategic economic plan is updated on a regular basis. The Town does not have a plan of its own.

An IAS committee worked for nine months in 2006 to develop human resource strategies for former employees of Abitibi.

Engage in periodic surveys or other process to find out what residents value in their community and what specific service needs might be.

No action to date.

Commentary

Some of the factors that led to success were the strong local leadership, the region's experience in dealing with economic upheaval and a history of regional cooperation. External factors such as the jobs boom in Alberta and the financial response package to the flood were also significant. The leadership role of the College of the North Atlantic was also a very positive factor.

The lack of accountability to the community by the community development committee was an issue as was the awkward position of federal agencies that wanted to participate in the process but were not welcomed by the provincial politicians.

The multifaceted approach and the focus on small incremental projects appeared to work well. This is in contrast to the 'one big project approach' often undertaken in similar situations.

New program development at the College of the North Atlantic will be one of the outstanding legacies of the process.

Project funding came from traditional sources and not from a special fund. This prompted some to ask why it took a crisis to get things done when there were plans and proposals for economic development already in existence, especially from the REDB, but not receiving attention from government.

The management of expectations was the first difficulty faced by the community development committee and the Town. This was partially alleviated by having some early wins.

4) GRAND FALLS - WINDSOR CASE STUDY

Profile

The Grand Falls-Windsor area was first settled in 1905 when the Anglo-Newfoundland Development Company (A.N.D.) built the province's first pulp and paper mill there, on the banks of the Exploits River.

In 1991, the Towns of Grand Falls and Windsor amalgamated to form the Town of Grand Falls-Windsor. Grand Falls-Windsor is the largest Town in central Newfoundland, with a population of approximately 15,000. It is the service centre for the Exploits Valley region which has a population of approximately 28,000. The total service catchment area stretches out to the south coast and west to Green Bay to encompass a population of over 60,000 people.

Other major employers in the town include a health care centre (the third largest such facility in the province, serving over 100,000 patients a year), three community colleges, transportation - because of its strategic location in the middle of the province the town is the centre for five major transportation companies. Retail, commercial and government services sectors are significant employers. Mining and information technology are new emerging sectors. The tourism sector provides seasonal employment. Although the paper mill is the largest private employer in the region, the economy is more diversified than appears at first glance.

Some of the other major towns in the region are heavily dependent on Grand Falls Windsor and the pulp and paper industry. Paper is shipped around the world through the port of Botwood. Bishop's Falls, Badger and Norris Arm have significant connection to the logging industry.

In 2005, the Town celebrated its centenary.

Crisis

In December, 2008, one hundred years after it began production, Abitibi Bowater announced the closure of the mill in Grand Falls Windsor. Closure date was set for March 31, 2009. The announcement came after months of discussions and negotiations with the provincial government and with the unions. The closure directly affected about 450 employees working inside the mill and another 300 direct employees in other areas such as logging and stevedoring.

Response

The announcement was not a big surprise – the unions having just overwhelmingly rejected a cost cutting plan from the company. The province responded by immediately enacting Bill 75 – an act to return to the crown certain water and timber rights vested in Abitibi Consolidated and to expropriate assets and lands used for the generation of electricity by the company.

As with Stephenville, a Ministerial Task Force was established to address the closure. It is headed by a seven member Ministerial Committee, supported by an interdepartmental working committee of senior officials and a fifteen member community development committee appointed by the Minister of Innovation, Trade and Rural Development.

The community development committee was established in March, 2009 and has had approximately 6 meetings to date (July, 2009). Its mandate is similar to the Stephenville committee but with some membership differences.

- The mayors of the three largest towns in the Stephenville area have membership on their committee but none of the larger towns in the Exploits region have membership in the Grand Falls Windsor committee.
- The chairs of both committees were appointed by the Minister of Innovation, Trade and Rural Development. The chair of the Stephenville committee was appointed before the committee was formed and he was able to strongly influence the selection of the committee members. The chair of the Grand Falls Windsor committee is a volunteer and was appointed after the committee membership was selected. He had no influence over the committee membership selection process.
- While there are no formal communications lines or accountability to the municipalities for either committee, the Stephenville committee established informal lines of communications with the Town and recognized its role in all announcements and public appearances. There are no such communications lines to date in Grand Falls Windsor.
- An IAS committee was established in Stephenville to help address human resource issues but not in Grand Falls Windsor where these issues are being addressed through the provincial department of Human Resources, Labour and Employment.
- The regional REDB played a leadership role in the Stephenville response, especially in long term economic development activities, but the Exploits Valley REDB has not played as significant a role to date. (It may be early to judge this as the response is still in the early stages).

As with Stephenville there is no special fund established for economic development projects, although there has been a request for such a fund based on the millions of dollars of profit the province is acquiring through the expropriated hydro resources of Abitibi Consolidated. The province turned down the request for a community development fund.

There are also no established criteria for project selection or prioritization by the community development committee.

In May, 2009, the Premier announced that the province would provide financial benefits for workers displaced by the mill closure. This was an enormous relief for workers

who feared losing pension benefits after the company filed for bankruptcy protection. Discussions with unions are currently ongoing for dispersion of these financial benefits which will apply to non-unionized workers and loggers as well.

In July, 2009, the Federal and Provincial governments announced economic development initiatives for the region. These include down town revitalization, investment in a cranberry industry and funding to establish a university research office in the Town to conduct research into human genetic disorders and population health. The announcements were held separately – another indication of the ongoing conflict between both governments. Earlier in the year, the provincial government had announced infrastructure spending for the region, a residential treatment centre for youth with addictions and the relocation of administrative offices for the home heating program benefits and parental benefits program. The province had also greed to offset municipal tax revenues due to the closure of the mill for the Towns of Grand Falls Windsor, Bishop's Falls, Botwood, Buchans and Terra Nova.

Analysis

The sentences in italics represent Best Practices as identified in "Facing the Challenge of Industry Closure: Managing Transition in Rural Communities. A Report by the Provincial and Territorial Departments Responsible for Local Government, Resiliency and Recovery Project Committee.

Pre-Closure Best Practices

While local industry is still strong, make plans to develop the local economy and mobilize the local community to participate in that process.

The Town developed a five year strategic economic plan and updated it before the mill closed. The focus of the plan is in the key areas of information technology, post secondary education, agriculture, forest resource utilization, riverfront/downtown development and knowledge based economy.

No effort has been made by the Town to mobilize the community or other communities in the region.

Provide front line leadership to determine the community's most sustainable future direction and to coordinate planning and collaboration to achieve community goals.

Little has been done by the Town to demonstrate leadership. In a sense, the Town's hands are tied because of the dominating presence of the provincial government. The Town economic development committee has no formal connection with the Provincial Task Force.

Recognize that all resources can become uneconomical or can be exhausted, and work with industry throughout its operations to plan ahead for eventual closure.

Relations between Abitibi and the residents of the town were tense in the months leading up to closure, especially with the unions. The Town tried to provide a balanced perspective but was criticized by the unions for not being on side. Relations between Abitibi and the

provincial government were negative.

Build on community strengths and hidden talents within the community to attract industry and business.

The Town has not reached out to the community in any substantial way to build on community strengths and hidden talents.

By attracting new and different commercial and industrial interests, find ways to reduce tax reliance on a single industry tax payer.

Efforts had been successfully underway for some time to diversify the economy of the town and region.

Explore new approaches such as partnership opportunities with neighboring municipalities and/or First nations and aboriginal groups.

The REDB provided strong leadership in this area. The towns in the region collaborate successfully on service delivery but do not collaborate on economic development.

Immediate Transition Best Practices

Strive to deliver services at a reasonable cost and with minimum impact to taxpayers with the same vigor as efforts to attract and retain new business and residents.
The Town recently reported a $300,000 budget surplus for the year 2008. The provincial government has agreed to offset municipal tax revenues during the immediate transition period.

Communicate positive messages during transition that the community is struggling but resilient.

Council communications with the community during the immediate transition period have been poor. The main message from the Council is for residents to be patient and wait for the provincial government to deliver new economic opportunities. The Town recently released a householder newsletter which, while simply containing the text of a speech from the mayor to the chamber of commerce, is at least a start.

Collaborate with other levels of government and organizations to put appropriate supports in place and to leverage resources.

The Town would like to have a greater level of collaboration with other levels of government, especially the provincial government, but has been put in a subservient role to the Task Force.

Work on a regional basis to capitalize on regional strengths and share service delivery costs.

Attempts by the Exploits Joint Council to have input into the Task Force were rebuffed by the Minister/Chair of the Ministerial Committee who said that he did not want 'splinter groups' involved.

The Town of Grand Falls Windsor is a lead player in a regional services board and cooperates with other towns in the region on service delivery. This system was established before the economic crisis.

Long Term Transition Best Practices

With only seven months since the announcement of the mill closure, it's still too early to assess the long term practices.

Commentary

The most outstanding features of the Grand Falls Windsor process are the level of control exerted by the Ministerial Committee and the poor level of communications with the residents. The lack of a clear role for the municipality(s) and the outright rejection of participation by the joint council indicate serious problems with local accountability and transparency by the Task Force. Other organizations such as the REDB and the regional chamber of commerce are also not full participants although they have much to offer.

The mood in the community is variable although the announcement by the premier that pension benefits would be paid by the provincial government was very welcome to the effected workers and has alleviated much of that concern. Anecdotal information about the state of the local economy varies – with some retail businesses talking about record sales and others worried about outstanding bills to the mill that may not be paid because of the bankruptcy protection. The mill closure removed some $38 million in wages and a percentage of $40 million in purchase of goods and services, so a significant impact will be felt at some time.

When the Stephenville mill closed, external factors such as Alberta jobs and the town flood repairs were able to alleviate some of the pressure. These conditions do not apply in Grand Falls Windsor so the situation could become more difficult as time goes on.

4) TOWN WEB SITES FOR FURTHER INFORMATION ON TRANSITION EXPERIENCES

www.cityofelliotlake.com

www.mackenzie.bc.ca

www.tumblerridge.ca

www.bowmannd.com

www.wgtn.net (Worthington, Minn.)

Municipal
Economic Crisis Response Program

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Government Departments and Agencies

Atlantic Canada Opportunities Agency
John Cabot Building, 11th Floor
PO Box 1060 STN C
St. John's, NL, A1C 6M1
Tel.: (709) 772-2751
Fax: (709) 772-2712
Toll Free: 1-800-668-1010

Canada / Newfoundland and Labrador Business Service Centre
PO Box 8687
St. John's, NL, A1B 2T7
Tel.: (709) 772-6022
Fax: (709) 772-6090
Toll Free: 1-800-668-1010
Email: info@cbsc.ic.gc.ca

Department of Innovation, Trade and Rural Development
P.O. Box 8700, Confederation Building
St. John's, NL A1B 4J6
Tel.: (709) 729-7000
Fax: (709) 729-0654
Email: INTRD@gov.nl.ca

Department of Business
P.O. Box 8700
6th Floor, Confederation Building, East Block
St. John's, NL A1B 4J6
Tel: (709) 729-3254
Fax: (709) 729-3306
Email: business@gov.nl.ca

Provincial Rural Secretariat Office
Executive Council
P.O. Box 8700
St. John's, NL, A1B 4J6
Tel.: (709) 729-0168
Fax: (709) 729-1673

Department of Human Resources, Labour and Employment
P.O. Box 8700
3rd Floor, West Block
Confederation Building
St. John's, NL A1B 4J6
Tel.: (709) 729-2480
Email: hreweb@gov.nl.ca

Department of Municipal Affairs
Main Floor, West Block
Confederation Building
P.O. Box 8700
St. John's, NL, A1B 4J6
Email: MAinfo@gov.nl.ca

Rural Secretariat (Federal)
Agriculture and Agri-Food Canada
560 Rochester Street
Tower 1, Floors 5 and 6
Ottawa, ON, K1A 0C5
Tel.: 1-888-757-8725
Fax: 1-800-884-9899
EMail: rs@agr.gc.ca

Newfoundland and Labrador Rural Team
Regional Advisor
1600 Main Street, Suite 210
Moncton, NB, E1E 1G5
Tel.: (506) 851-7981
Fax: (506) 851-2984

Non-Governmental Organizations

CBDC
P.O. Box 14067, Station Manuels,
CBS, NL, A1W 3J1
Tel.: (709) 834-1000
Fax: (709) 834-1180

Newfoundland and Labrador Regional Economic Development Association (NLREDA)
460 Torbay Rd.
St. John's, NL, A1A 5J3
Tel.: (709) 576-1002
Fax: (709) 576-1031
Email: contact@nlreda.ca

Municipalities Newfoundland and Labrador
460 Torbay Road
St. John's, NL, A1A 5J3
Tel: (709) 753-6820
Fax: (709) 738-0071
Toll-Free: 1-800-440-6536
Email: mnl@municipalitiesnl.com

Research and Training

Centre for Sustainable Community Development
West Mall Complex 2622
Simon Fraser University
8888 University Drive
Burnaby, BC, V5A 1S6
Tel.: (778) 782-5849
Fax: (778) 782-5473

Rural and Small Town Programme
Mount Allison University
144 Main Street
Sackville, NB E4L 1A7
Tel.: (506) 364-2395
Fax: (506) 364-2601

Harris Centre of Regional Development and Policy
1st Floor, Spencer Hall
Memorial University of Newfoundland
St. John's, NL, A1C 5S7
Fax: (709) 737-3734
Email: harriscentre@mun.ca

460 Torbay Road, St. John's, Newfoundland & Labrador A1A 5J3
Toll Free: 1.800.440.6536 / tel: 709.753.6820 / fax:709.738.0071 / email: mnl@municipalitiesnl.com