

Final Report
Evaluation of Facilitating Community Partnerships –
Pilot Project

Rural Secretariat – Eastern Region

Submitted by:



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Executive Summary

This Study was commissioned by the Study Committee comprised of representatives of the Burin and Clarenville-Bonavista Regions of the Rural Secretariat. However, the “Facilitating Community Partnerships – Pilot Project” was originally under the auspices of the Eastern Region Steering Committee for the Strategic Social Plan. This Steering Committee was established to provide coordinated responses to social and economic issues within the region’s communities. A key thrust of this work was to create effective partnerships, both within the regional coordinating structure, but also within communities. This was based upon Town Hall Forums throughout the region which indicated communities required assistance in developing community partnerships as a means of fostering resource sharing and capacity building. Consequently, a “Facilitating Community Partnerships – Pilot Project” was undertaken.

The Pilot Project intent was to develop a process to empower community groups and individuals, through Leadership Teams, to support and lead to self-directed positive change in their communities. This was in recognition of the depopulation many of the region’s communities were experiencing and that consequently, neighbouring communities were experiencing similar sustainability issues. It was hoped best practices could be identified to help these and other communities build their own capacity through developing leadership capacity and developing partnerships among communities to direct change.

Communities (and community clusters) were invited to submit proposals to be involved in the project on a pilot basis. Five (5) proposals were received, including from Placentia West, Musgravetown, and Bonavista. In December 2003, two pilots were selected: Placentia West and Musgravetown and work commenced to meet the following objectives:

- Mobilize the Leadership Team and its community partners;
- Increase community capacity within two targeted cluster areas (Placentia West and Musgravetown area);
- Improve the well-being of the communities within the two targeted areas by developing strategies which combat the risk factors leading to crime and victimization; and
- Develop and implement community action plans within the two targeted areas.

This Evaluation Study entailed a literature review, key informant interviews and focus groups to assess the extent to which Leadership Teams in the two Pilot areas had been successful in meeting the objectives. In addition, interviews were held with representatives of the Bonavista area to discern if there are differences of capacity building interventions in the two Pilot Project community clusters compared to Bonavista, a similar community cluster comprised of fourteen (14) communities.

The Pilot Projects are now operational and while the Placentia West Team has developed their capacity and are actively involved in implementation of their action plan, the Musgravetown Team has been slower getting moving. This is as a result of a “near death” experience early in their creation as a result of learning there would be no full time

coordinator and divergent views of team members, some of whom felt their role was to protect and advocate for their own “home” communities.

For both Pilot Projects, it cannot be overemphasized that they have been in existence for only slightly more than eighteen (18) months and without adequate support of stable funding and resources. They have been sustained primarily by volunteer effort and time. The nature and scope of change envisioned to resolve issues and their risk factors may not be observed for years to come.

The approach used in the Pilot Projects is transferable to other areas with similar characteristics. However, Leadership Teams must be empowered to identify issues and devise their own strategies to respond to these issues. Leadership membership should not be imposed, though options and best practices for membership, communication, committee structure, needs assessment, and other elements would serve as invaluable information for consideration.

A necessary precondition identified by both Pilot Leadership Teams is access to permanent and fulltime coordinator/community liaison expertise from the beginning. There is evidence to suggest that support to resolve issues of coming together as partners is a prerequisite for developing an action plan. As well, a necessary precondition is greater government agency recognition and consideration of the nature of community volunteerism. This must then translate into greater enablement of Leadership Teams without requiring the excessive burden of process and paperwork.

This report contains recommendations for government as well as for leadership teams. The recommendations offered seek to strengthen both the support and process of community involvement in facilitating community partnerships.

1.0 Introduction

This Study was commissioned by the Study Committee comprised of representatives of the Burin and Clarenville-Bonavista Regions of the Rural Secretariat. However, the “Facilitating Community Partnerships – Pilot Project” was originally under the auspices of the Eastern Region Steering Committee for the Strategic Social Plan. This Steering Committee was established to provide coordinated responses to social and economic issues within the region’s communities. A key thrust of this work was to create effective partnerships, both within the regional coordinating structure, but also within communities. This was based upon Town Hall Forums throughout the region which indicated communities required assistance in developing community partnerships as a means of fostering resource sharing and capacity building. Consequently, a “Facilitating Community Partnerships – Pilot Project” was undertaken.

The Pilot Project intent was to develop a process to empower community groups and individuals, through Leadership Teams, to support and lead to self-directed positive change in their communities. This was in recognition of the depopulation many of the region’s communities were experiencing and that consequently, neighbouring communities were experiencing similar sustainability issues. It was hoped best practices could be identified to help these and other communities build their own capacity through developing leadership capacity and developing partnerships among communities to direct change.

To support Leadership Teams, the intent was to employ two Community Liaison Officers (CLOs) for an initial twelve months to work intensively with the Leadership Teams to identify and meet their community capacity building needs and to document the community capacity building process.

Communities (and community clusters) were invited to submit proposals to be involved in the project on a pilot basis. Five (5) proposals were received, including from Placentia West, Musgravetown, and Bonavista. In December 2003, two pilots were selected: Placentia West and Musgravetown and work commenced to meet the following objectives:

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- Develop and implement community action plans within the two targeted areas.

1.1 Scope and Focus of the Evaluation

In September 2005, the Study Committee selected Jane Helleur & Associates Inc. to conduct an evaluation of the pilot projects. The purpose of the evaluation study was to provide the Study Committee with critical feedback on the following questions:

1. What has been the impact on the communities of interest from this investment in terms of:
 - a. ability of communities to resolve common issues, including risk factors, by partnering
 - b. level and extent of
 - i. collaboration,
 - ii. partnering, and
 - iii. communication within the communities
 - c. other
2. Would these impacts be expected in the absence of these strategic investments?
3. Was the approach used in the pilot project:
 - a. appropriate and effective?
 - b. transferable to other areas of similar characteristics?
4. What were the enhancements in the skills and abilities of the individual team members?
5. To what extent have the Leadership Teams identified and implemented strategies that reduce the risk factors of crime and victimization in their respective communities?
6. Were sufficient resources in terms of time and funding allotted to enable:
 - a. successful implementation of the community action plans?
 - b. the Leadership Teams to grow and develop?
7. Based upon observations from the Facilitating Community Partnerships - Pilot Project and current literature, what time investment is required for communities to develop partnerships and work together in a collaborative manner?

2.0 Approach and Methodology

In addition to the above evaluation objectives, a number of additional factors were reviewed, including:

- The capacities and dynamics of the Leadership Teams and their status within the communities;
- The basic underlying factors, that may have been in place for many years, which have driven the problems of crime and victimization that were to be addressed by the *Pilot Project*;
- The information available to the Leadership Teams to expedite their work;

- The availability and capacity of potential partners to address the issues; and
- The social and cultural circumstances within the community that impact on the issue either in the form of some sort of acceptance of the problem, resistance to change/intervention or available to reinforce/legitimize the introduction of measures designed to address the underlying risk factors. To the extent that these risk factors are long term and will need considerable time to shift, the evaluation took into account indicators of progress as compared to actual accomplishments.

2.1 Literature Review

A literature review was conducted. This entailed a review of all documents provided by the Rural Secretariat – Eastern Region, including general correspondence, the original proposals, Leadership Team meeting minutes, project status reports, and work plans. In addition, Community Accounts (an on-line Government of Newfoundland and Labrador resource) was reviewed to obtain a view of the social and economic demographics for the pilot sites. The focus of the literature review was to obtain appropriate context for interviews with key informants.

2.2 Key Informant Interviews

Key informant interviews occurred with the following individuals:

Placentia West Leadership Team:

- Elizabeth Murphy (Chairperson),
- Isabel Norman (former Coordinator)

Musgravetown Leadership Team:

- Michelle Brown (Chairperson)
- Eugene Holloway (Team Member)

Community Capacity Building Committee:

- Colin Holloway
- Denis Sullivan
- Greg Domminaux
- Bernice Dyke (Facilitator, Facilitating Community Partnerships)
- Vikas Manocha (former Partnership facilitator)

Rural Secretariat:

- Fay Matthews (Former Steering Committee Chairperson)
- Colin Holloway (Regional Planner)
- Barbara Case (Director, Partnerships Development)

Bonavista:

- Baxter Cullimore
- John Blackmore

These interviews focused on the following themes:

- Impact of the Pilot Project on communities including expectations of these impacts in the absence of this Pilot Project
- The appropriateness and effectiveness of the approach used
- Team membership skills and abilities
- Strategies to reduce the risk factors of crime and victimization
- Access to and impact of resource support
- Time investment required for communities to develop partnerships and work together in a collaborative manner

Key informants were assured of the confidential nature of their comments and that their comments would not be attributed to individuals. Immediately following each interview, interview notes were electronically transcribed so that they could be used as a basis for future analysis.

2.3 Focus Groups

A focus group session was held with members of the Leadership Team for each of the Pilot Projects. These focus groups involved Leadership Team members in a ninety minute discussion of the following questions:

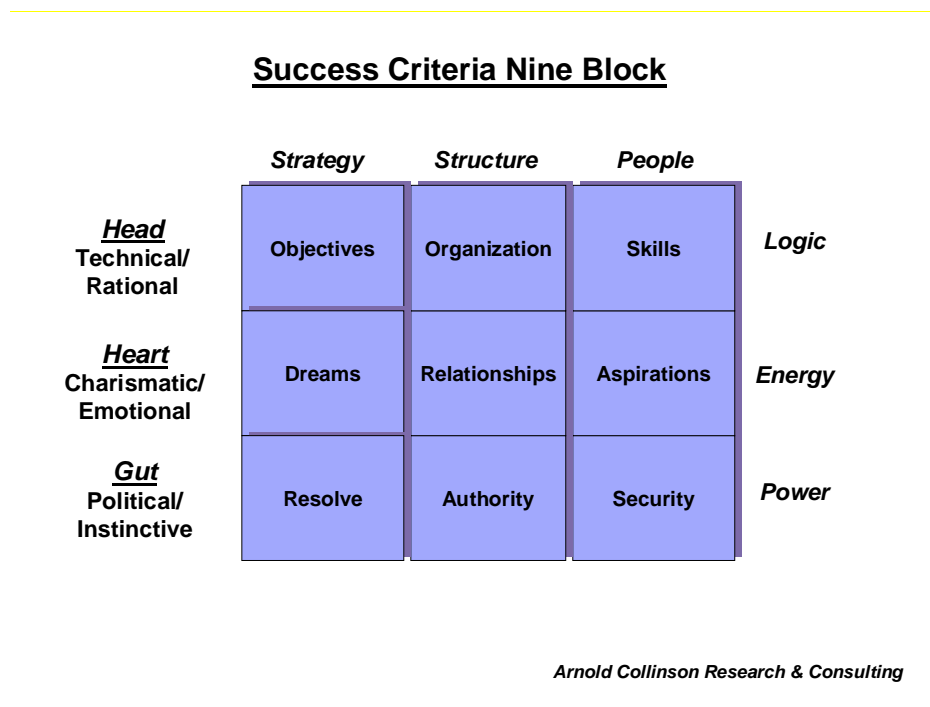
1. Based on your experience and lessons learned, would you advise that a Pilot Project of this nature be offered to other regions? If so, what recommendations would you make regarding the approach for establishing a “Facilitating Community Partnerships” in another region?
 - a. What if any pre-conditions are necessary? Why?
 - b. What about access to resource support? Why?
2. What achievements represent the most success for you? Why?
 - a. What represents your biggest disappointment? Why?
3. What was effective, or not so effective, in the process you used to assess needs?
 - a. What was effective, or not so effective in developing your process to respond to these needs? Why?
 - b. What role did having the right people with the right skills on your Leadership Team play in this? What if any limitations were present? What group or individual training might have helped?
4. To what extent have you experienced success?
 - a. What were your key lessons learned in terms of collaboration and building capacity?
 - b. Is/will continuity of leadership (including development of new participants) a concern?
5. What, if anything will you be doing differently, more of, or less of as you proceed?
6. What factors would derail you at this point in your evolution?

- a. What factors would help propel your future success?
7. What other factors do you think are important that you believe we should take into account in concluding our assessment of the Facilitating Community Partnerships-Pilot Project?
8. How has your approach helped prevent and/or reduce crime and violence?

2.4 Data Analysis

The initial analysis involved sorting responses into the categories of **Strategy, Structure and People**. This provided a context for grouping similar issues for appropriate assessment. A further summary analysis was completed using the *Success Criteria Nine Block* developed by Arnold/Collinson Research and Consulting (Exhibit 1) from the Enneagram for situations where a wide scope of capacity and understanding is essential for success.

Analysis of success factors for evaluation of effectiveness was approached from various perspectives such as organizational/results orientation and the belief/value position of participants.



3.0 Findings

3.1 Case Study Approach

A case study approach has been taken to report results. This is reflective of the very different approaches taken by the Pilot Project Leadership Teams and illustrates their evolution, successes and challenges.

The two cases reviewed below (Musgravetown and Placentia West) were approved by the Strategic Social Plan as *Facilitating Community Partnership Pilot Projects*. The third (Bonavista) was not, but proceeded on its own with a narrower and more focused objective. Each followed somewhat different paths at apparently different paces, but all have achieved considerable progress despite roadblocks.

In each case reviewed, the ultimate focus was primarily on social development, particularly youth and to a degree seniors; and identification of risks that needed attention to prevent the use of non-productive time evolving into activities that could become associated with destructive lifestyle choices, including crime and violence. Provision of options for more productive use of time such as recreation, literacy and communications (including internet) activities became the overriding objective.

Although each community social and economic profile had somewhat different characteristics, all had relatively low levels of income, low education achievement, high unemployment, high dependence on transfer payments (including employment insurance), out-migration of population entering the labour force and declining and aging community populations. Musgravetown by itself amongst the other “bay communities” was an exception. More specific data is provided on each community group studied, but the trend toward out-migration from communities outside the shadow of major urban centres across Canada is not unique to these, nor to Newfoundland and Labrador.

It is worth noting that net out-migration from rural areas is not likely to disappear: not even all cities and towns have grown: most under 100,000 population outside the four urban regions (Toronto region, Montreal region, Calgary/Edmonton corridor, Vancouver/Victoria) have lost residents in recent years. Even cities over 100,000 population have lost residents: Regina (197,000 in 2001), Chicoutimi-Jonquiere (156,900), Sudbury (155,900), Trois-Rivieres (141,400), Thunder Bay (125,100) and Saint John (127,000) have all lost population since 1998. As well, although all Census Metropolitan Areas experienced substantial in and out migration, there was net out migration in those cities either relatively small compared others, or those located in regions experiencing relatively slow growth. St. John’s, Saint John, Trois-Rivieres, Sudbury, Thunder Bay, Winnipeg, Regina, and Saskatoon all had more people moving out than moving in¹.

Although communities would like to reverse this trend, the hard reality is that with few exceptions, it will continue. The need, then, is to address the risks facing children and

youth so that they are best able to have real choices available to them as they enter early adulthood. Reducing such risks through options for positive use of otherwise non-productive time is critical. Young adults with significant early experiences involving alcohol, drugs, negative associations with peers and anti-social behaviors including violence, will find many doors closed to them and limited choices concerning their future.

3.2 Case Study: Musgravetown

3.2.1 Background

A Town Hall forum was hosted by the Strategic Social Plan (SSP) – Eastern Region in Musgravetown during the Fall 2002 to provide local residents with an opportunity to discuss issues and concerns relevant to community development in their area. Subsequent to a general meeting held in Musgravetown on July 9, 2003, the idea of a potential pilot initiative on community development in the area was discussed.

It was agreed at the time that the focus would be on “Innovations for Youth”, a reflection of the number of young families in the area and the dearth of recreational and other opportunities, including future employment opportunities. This early work was undertaken by a “Development Team”, which later became known as the “Around the Bay Leadership Team”. In December 2003, the Pilot Project for Musgravetown was approved.

Of the original fourteen (14) communities initially identified, following considerable discussion, it was decided that for demographic and distance reasons, the more logical and practical community cluster would encompass ten (10) communities. These were Canning’s Cove, Musgravetown, Bloomfield, Bunyan’s Cove, Lethbridge, Morley’s Siding, Brooklyn, Portland, Jamestown, and Winter Brook. This structure was a first, with the exception of *ad hoc* sports activities, where members of all communities got together to consider community development needs and options.

In October 2004, a Researcher/Facilitator was hired for a fifteen (15) week period to conduct a needs assessment of their youth and their parents/caregivers. Through surveys, interviews, and focus groups, the needs assessment animated the needs of the area’s youth and highlighted a concern over the lack of volunteer involvement in working with youth.

The ten communities had a combined population of 3,155 in 2001, down 8.1% since 1996. Out-migration from Musgravetown was 7.2%, compared to 8 – 8.5% for the others. Income, both individual and family, was about 20% higher for Musgravetown compared to the others. Although social assistance was not particularly significant, employment insurance was an important factor, with Musgravetown the most self reliant.

The Government of Newfoundland and Labrador Community Accounts² for Musgravetown (as compared to all ten bay area communities combined) follow, but it must be noted that this is only one of ten communities in the whole group, and the numbers do not reflect the situation for the whole bay area, as the appeal of

Musgravetown as a place of residence skews the data, especially income data and numbers of residents with advanced education.

3.2.2 Musgravetown Well-Being Account

Personal or household income is generally regarded as the single best measure of the degree to which people are "well off". The Leadership Team's concept of well-being includes more than economic indicators such as income, and takes the approach that other factors such as health and education play an important part in determining a community's or region's well-being.

Exhibit 2: Musgravetown Well-Being Account

Indicator	Value	Community Rank
Life Expectancy	75.0	121 st
Self-Assessed Health Status	63%	306 th
High School or Above (pop 20+)	54.9%	90 th
Bachelor's Degree or Higher (pop 25 to 54)	26.9%	4 th
Economic Self-Reliance Ratio	73.5%	54 th
Social Assistance Incidence	11.4%	147 th
Personal Income Per Capita	\$17,300	45 th
Average Couple Family Income	\$52,100	64 th
Employment Rate (pop 18 to 64)	77.9%	103 rd
Change in Employment	7.1%	160 th
Employment Insurance Incidence	43.5%	66 th
Population Change	-10.9%	188 th
Migration Rate	2.6%	23 th

3.2.3 Musgravetown Membership Evolution

Initially, in January 2004 when the Leadership Team was formed, there were five (5) founding members, but this was quickly expanded to over twenty (20) members representing the municipality, local service districts, the school system, the Rural Development Association, and other community members.

A “process to begin a process” slowly emerged as the team members began to come to grips with their role and the individual capabilities of each other. Over time, differences in expectations for the Pilot Project became crystallized and several members stopped coming to meetings as they learned their individual expectations for their own areas of interest would not be met. This was coupled with the reality that funding for a Community Liaison Officer would not now be available.

Today, the Leadership Team consists of a core team of nine (9) to ten (10) members who meet on a monthly basis, except during the summer months. These team members are now cohesive and united in their mission to improve the well-being of their youth.

3.2.4 Process to Identify Vision: Timing and Results

Though a focus on youth was determined at the outset (July 2003) and confirmed with the approval of the pilot project (December 2003), it took until October 2004 for the Leadership Team to secure funding for a researcher/facilitator to conduct the needs assessment. A significant distraction was the reality that funds for a Community Liaison Officer were not available and this can be best described as a “near death” experience for the Leadership Team. There was difficulty attracting Leadership Team members and in securing the commitment from other to continue to work together. Issues of ownership, accountability and leadership emerged.

Though the idea of a youth needs assessment took root in March 2004, these plans were delayed by the public sector strike, the need to secure funding for a researcher/facilitator, and later by securing a suitable candidate. Nonetheless, the needs assessment was a useful and successful undertaking, identifying risks associated with misused time involving alcohol and drugs. Furthermore, the needs assessment represented a concrete action where progress was easily observed.

Following that, with facilitation help from outside, the Team formulated a plan for action in May 2005. This has been a very positive experience and has served to be a unifying force for the Leadership Team.

3.2.5 Successes and Difficulties Encountered

The needs assessment process attracted the interest of youth in the community and one original youth member continues to be actively involved in the Leadership Team. The presence of this youth member is felt to be invaluable, as she continues to serve as a voice that is respected and valued by other Leadership Team members.

The planning process and the Action Plan which resulted is a concrete outcome which demonstrated the Leadership Team’s own capacity to mutually plan, and has served to build confidence in following through with it.

While access to resources is a disappointment for the Team, they acknowledge that for the two Job Creation Partnership (JCP) proposals submitted, both have been funded.

The greatest difficulty to overcome was to get buy-in of all Leadership Team members to the process of facilitating community partnerships. The concept is counter-intuitive to the traditional competitive or rivalry nature of relationships between communities. In addition, the process of coming together and learning to work together is time consuming, especially if team members do not have previous experience with each other. For the Musgravetown Pilot Project, this process consumed six (6) months.

The absence of a Community Liaison Officer to support the process of building mutual buy-in and support, coupled with team members who were already overloaded with their own responsibilities further derailed their initial start-up and planning efforts. To some extent, it might have worked more smoothly with more active involvement of all Team members, but the risk was that they might not have the necessary time to commit to the extensive and detailed work and further delays could have resulted.

The Leadership Team members are all volunteers and are also involved in other community and/or professional work. They report feeling the pressure of being “spread too far” and have only limited capacity to write funding proposals and engage in the necessary logistical work to support the Leadership Team. A partnership with the Rural Development Association emerged, and now offers the Leadership Team meeting space, access to paper and other basic supplies. However, the reality is that there are still requirements for establishing meeting dates and times, recording meeting minutes, producing reports and other communication that can derail the time required to focus on developing strategic partnerships. Here again, the role of a Community Liaison Officer is seen to be crucial in supporting basic operations of the Leadership Team.

The Leadership Team also feels isolated from its government and political stakeholders. They report needing to become more politically astute and proactive in building understanding and support of their work. The Team feels strongly that government has an obligation to work with community partners to build and support grassroots empowerment. Government’s role should be one of enablement and work to remove barriers that impede progress. Additionally, the Team feels longer term funding support should be available, as project funding is often short-term. Successes experienced often erode when project funding ceases.

Currently, the Leadership Team is guided by its Action Plan which has the following major objectives:

1. Hire a local coordinator (through HRSDC funds) to assist the Leadership Team implement identified goals for 2005/06.
2. Raise awareness and reduce incidence of substance abuse in youth. The outcomes of the survey are to be used to develop a campaign addressing the negative effects of abuse and to work with other community groups to devise alternative and socially acceptable choices to substance abuse.
3. Educate and inform youth on the seriousness of poor nutrition and its impact on obesity through analysis of scope and nature of current programs and through work with schools and community groups for education campaign targeted at youth.

4. Assist existing recreation groups to move forward through increasing opportunities for promoting awareness of the benefits of physical activity, participation in recreation activities, and devising the ways and means to maintain and support the Meadowlands (ice rink) infrastructure.
5. Explore the feasibility of youth drop-in centre through creating awareness, support and volunteer involvement.
6. Improve quality of life for youth via education and career options and improved literacy skills.

The Team is now exploring the merits of expanding its membership, both through municipality and provincial government representation. There is also a genuine desire to further involve youth at the Leadership Team level.

3.2.6 Communications

Currently, the Leadership Team has no formal mechanism for communication with their communities of interest. In this regard, the Leadership Team is still closed, though there is recognition that this must be addressed in the future. As this is the Team's first experience of working together with their communities, development of communication channels is a critical success factor.

3.2.7 Lessons Learned

A process involving people who have not had an opportunity to work together before takes time to yield results. While the Team acknowledges their past difficulties, there is also some recognition that having survived the stormy process of learning to work together, that the Team is now more cohesive and committed to meeting the needs of youth in their communities. While some team building exercises, fitted into regular meetings, could have speeded up the process and made it more inclusive from early stages, they do not believe formal training would have assisted them. Rather, the Team feels the support of a Community Liaison Officer, skilled in working with communities, with diverse team members, and in writing proposals would have been of most benefit.

Armed with an action plan, the Team now has a clear focus and a means for moving forward. Means are necessary to actively involve all team members to the extent possible, so that commitment and buy-in occur along the way.

3.3 Case Study: Placentia West

3.3.1 Background

In August 2003, a proposal to become a Pilot Site for the Facilitating Community Partnership Project was submitted by Christ the King School in Rushoon in partnership with the Regional Recreation Commission and the Placentia West Development Association. Their objectives were to:

- Increase intercommunity cooperation and build volunteer networks;
- Assist volunteer groups to meet their goals and objectives;
- Improve literacy and employability levels in the communities of Placentia West;
- Support economic development through self employment and the provision of support and information services for existing businesses; and
- Improve the health of the people in the area through education, monitoring and physical fitness programs.

A key feature of the proposal was building on the sense of community that exists between students who come to the Christ the King school from their individual communities by extending an invitation to adults to become part of the school community. The rationale was based on the increasing burden being experienced by individual communities to maintain their community facilities in the face of escalating population decline and the need for increased communication and cooperation between communities.

The proposal also sought funds for five coordinator positions in addition to the Community Liaison Officer. The five positions consisted of a Literacy Coordinator, two Recreational/Fitness/Social Activities Coordinators, an Entrepreneurship and Employability Skills Coordinator, and a Healthy Living Coordinator. However, these positions were not funded, though the Leadership Team did use HRDC JCP funds for a coordinator position for a twenty-four (24) week period and which was filled by early February 2004. In addition, by mid-February, an action plan had already been developed, with the support of outside facilitation assistance.

Due in large measure to the collapse of the fishery, the communities comprising Placentia West were relatively experienced with cooperating with each other, and volunteers were experienced in the process of community development. This helped them to get off to a good start, and with early agreement of the communities of Parker's Cove, Rushoon, Blaine Harbour, Boat Harbour, Brookside and Petite Forte.

Taken together, this area had a population of 1,640³ at the time of the 2001 Census. The median age ranged from 33 to 44, and most of the 50 single member households were seniors. Interestingly, the education level of those aged 20 – 34 was lower than those 35 – 44. This is partly explained by out-migration, but illustrates a capacity deficit for the area. Median incomes ranged from under \$11,000 to just under \$15,000, with that of females in some cases as low as \$10,000. Earnings provided 61% of income, and transfer payments up to 45% in some communities. In one community, labour force participation rate was down to 42%.

3.3.2 Placentia Bay West Centre Well-Being Account

The community accounts for this area are shown in the following exhibit, though they do not correspond exactly to the communities involved in the Pilot Project.

Exhibit 3: Placentia West Well-Being Account

(Includes Baine Harbour, Boat Harbour, Brookside, Monkstown, Parker's Cove, Petit Forte, Red Harbour, Rushoon and South East Bight)

Indicator	Value	Local Area Rank
Life Expectancy	78.0	23 th
Self-Assessed Health Status	78%	26 th
High School or Above (pop 20+)	37.2%	70 th
Bachelor's Degree or Higher (pop 25 to 54)	4.3%	58 th
Economic Self-Reliance Ratio	55.4%	72 nd
Social Assistance Incidence	9.6%	13 th
Personal Income Per Capita	\$13,800	55 th
Average Couple Family Income	\$45,000	35 th
Employment Rate (pop 18 to 64)	75.3%	18 th
Change in Employment	10.4%	21 st
Employment Insurance Incidence	73.9%	79 th
Population Change	-11.6%	44 th
Migration Rate	-7.1%	36 th

3.3.3 Placentia West Membership Evolution

The collapse of the fishery provided considerable common ground to begin with, although not all of the affected communities became actively involved. The existence of the Christ the King School, as a focal point for all communities, provided a recognized location that was acceptable to all, and the interest of the teachers in the process was a positive factor in the early success.

The original team consisted of representatives of the partner groups, and a core group of seven (7) members consisting of three (3) school staff, two members of the School Council, a representative of the Placentia West Development Association, and an individual involved in regional recreation.

These core team members were personally solicited by the Chair of the Leadership Team and on the basis of engaging individuals who were known to have the capacity and commitment to "get things done". This occurred in place of an attempt to ensure balanced participation from the area's communities. Team members are described as multi-skilled and multitalented. Today, the Leadership Team consists of the same original Team members, with only one individual who is no longer involved. This is

reflective of the deep commitment individual Team members have to achieving ongoing, and long term results.

Membership involvement has now also extended well beyond the Leadership Team as there are a number of sub-committees (e.g., Healthy Living subcommittee, Literacy subcommittee) which have been successful in attracting and maintaining a cadre of volunteers.

3.3.4 Process to Identify Vision: Timing and Results

Unlike the Musgravetown Team, the Placentia West Leadership Team proceeded immediately with the development of an action plan to mobilize their goals. The team, with facilitation help from outside, was able to produce an action plan quite early, thanks to their earlier association with each other on other community matters. As well, it appears there had been a great deal of collaboration among the partners in developing the proposal to become a Pilot Project, and that there was consequently a high degree of comfort with the nature and focus of the work the Leadership Team would undertake together.

These goals are described below, though a key feature of the action plan is the development of long term and immediate objectives and their high degree of measurability of the objectives (e.g., "Have four parent literacy education sessions, working with the SORT program).

1. Increase literacy levels in the communities of Placentia West and provide opportunities for lifelong learning.
2. Increase the level of fitness in Placentia West, as well as to increase opportunities for social interaction.
3. Provide opportunities for lifelong learning by developing employability skills among unemployed youth as well as fostering interest in self employment.
4. Promote healthy living and develop self-care skills. This goal subsequently became part of Goal 2.

A key component of Goal 4 was to undertake a survey to assess health and social concerns which was undertaken during the Spring, 2004. The survey highlighted issues such as lack of employment opportunities, recreational opportunities, and medical services.

Implementation progress is carefully monitored during Leadership Team meetings, and though difficulties and some delays have occurred, there is certainly a "can do", tenacious spirit shared by Team members. Team members are clearly united and committed to their common goals.

3.3.5 Successes and Difficulties Encountered

The Placentia West Leadership Team has accumulated a long list of successes in their short lifespan. Illustrative examples include:

- Establishment of a 50+ Club with 44 current seniors as members. Bowling and other events are occurring at the school;
- Designation as a Community Access Program (CAP) site. This program provides computers for community usage. It is notable that there had been three (3) prior applications which had not been successful and that seniors from the 50+ Club are using school-based computers provided through this program for email communication and web search capabilities;
- The Healthy Living Subcommittee has met with the Department of Health and Community Services and the Chair of the Eastern Health Authority and has secured commitment to place a nurse practitioner in Placentia West;
- Walking trails are being constructed in the area;
- \$40,000 in grant funding has recently been obtained to support the start-up of a craft producer cooperative;
- \$20,000 has been received from Fido Communications for multi-media training and production;
- There are monthly Healthy Snack Days at the school which is generating student appeal; and
- Literacy objectives are being met, including the hiring of a part-time literacy coordinator, and issuing library cards to adult users.

In addition, plans are underway for additional initiatives, such as the formation of a committee to undertake plans to secure a Family Resource Centre.

Despite these successes, the Leadership Team is still dealing with some reluctance on the part of some communities to get too involved.

While the Leadership Team secured JCP funding early on for a coordinator, this funding is for short term employment and there are breaks in continuity during periods when funding is unavailable. For example, a coordinator has again been hired, but this individual must be oriented to her role, and when fully productive, the term of employment will be discontinued. To support future work, more stable funding for a coordinator is necessary, as is the ability to hire skills that are beyond the minimum wage level.

Consequently, the Leadership Team must engage in basic logistic work to support their work. This is not felt to be productive use of volunteer time and talent. In addition, because there is no sustainable Pilot Project funding, there are often delays and frustrations in seemingly simple tasks, such as determining how a long distance phone bill will be paid.

Although the principal of Christ the King School is fully supportive of using the school as a basis for community linkages and activities, there are continuing frustrations with securing the full buy-in and support of the larger system. For example, the school board has a contract for energy efficiency which pays the contractor through savings in energy use. Shortly after daily school closures, automated regulation of heat means there is greatly inadequate heat for participants of after school programs, seniors programs, and

meetings. While this is seemingly an easy issue to address, it is nonetheless a recurring and disturbing problem for the Leadership Team.

Most Leadership Team members have fulltime jobs, and some must use vacation days to fully perform their roles as team members or chairs of committees. One participant felt strongly her employer has much to gain from the Leadership Team's success as the goals of both organizations are congruent, indicating that publicly funded organizations such as those in education and health sectors could be demonstrating greater leadership through supporting the work of their employees in grassroots community development work.

The Leadership Team is also experiencing stress on the available time of volunteers to apply for grants and then subsequently to demonstrate full accountability for how funds have been used. Team members felt that volunteers are held to an unusually high standard of accountability and paperwork. A comment was made that, "One thousand dollars with no strings attached is worth more than five thousand with strings attached".

Resource stress is also being experienced by the Development Association as their own ability to provide resource support has recently been diminished and they are just as reliant on JCP funding as is the Leadership Team. Nonetheless, the Placentia West Leadership Team can be considered a high performing team. There are observable high degrees of trust, respect and tenacity. However, there are continuing concerns regarding taxing volunteers and the need to encourage additional volunteer involvement.

3.3.6 Communications

In March 2004, the Leadership Team developed a newsletter which was distributed to all of the area's communities. While communications within the communities remains critical, they are working well within the group of volunteers and those who have benefited from the programs which have been developed.

Continuing effort will be required to attract the interest and participation of those communities reluctant to take the chance that it could be in their interest to become more active.

3.3.7 Lessons Learned

The process of learning to work together was not a difficult one for the Placentia West Leadership Team. Team members already knew and were comfortable with one another and thus were able to fast-track their active contributions to initiatives to increase community well-being. The partnership process of developing the initial proposal to become a Pilot Project may have been an important factor in creating early buy-in and support of the process of facilitating community partnerships.

The Placentia West Leadership Team has demonstrated that buy-in by all communities and all residents are not pre-requisites for success: progress can be made by a representative group of active and determined leaders.

Outside expertise can be useful for selected activities, such as facilitating discussion of diverging issues and views and in developing an action plan. The articulation of an action plan early in the Leadership Team's development was an early accomplishment and served as fuel to initiate actions and short-term wins.

Finally, the decision to secure grant funding for a coordinator served as a force to initiate and sustain good basic Leadership Team infrastructure such as meetings, communication, and follow-through between meetings. However, there also appears to be immeasurable benefit in individual Team members being willing and able to roll up their sleeves and becoming actively involved in their assignments.

3.4 Case Study: Bonavista

3.4.1 Background

One goal of this Evaluation Study is to discern if there are differences of capacity building interventions in the two Pilot Project community clusters compared to a similar community cluster which was not part of the Pilot Project. This comparison is with the tip of Bonavista, a community cluster comprised of fourteen (14) communities. This community cluster was selected for comparison purposes as a proposal had also been submitted for becoming a Pilot Project, but was not selected.

The Bonavista proposal, entitled, "Recreation-A Means to Social and Economic Well-Being" was submitted through the Bonavista Trinity Association for Community Living, a partnership formed in 1999 as a means to access funding for community inclusion, especially for persons with disabilities. However, the proposal submitted for the Facilitating Community Partnerships Pilot Project was much broader in scope.

The group which came together for the proposal sought to bring together recreation groups, towns and other community stakeholders to develop a strategic plan aimed at achieving recreation for all. The stated objectives were to:

- Undertake a needs assessment, planned to be through a questionnaire;
- Organize a recreation group stakeholder forum to assess needs, evaluate present infrastructure and to secure awareness and buy-in of recreation groups;
- Develop a strategic plan and then an action plan with the implied goal of developing a recreational complex;
- Organize training and development for the Leadership Team to maintain and enhance their own leadership skills'
- Work with community volunteers to empower them to identify and participate in their own capacity building needs;
- Organize workshop forums to engage other community partners to evaluate funding possibilities;
- Provide feedback/input into the evaluation process and compile a report on these phases; and
- Compile a strategic plan outlining future plans and required infrastructure.

Central to the proposal was the notion that social and economic well-being could be enhanced through recreation and that a long term focus was required.

The proposed Leadership Team was to be comprised of representatives from community-based agencies, regional educational, human services and health services departments and agencies, employers, parents and consumers, including youth.

The Bonavista area is comprised of the communities of Melrose, Port Union, Catalina, Little Catalina, Knight’s Cove, Stock Cove, Upper Amherst Cove, Middle Amherst Cove, Lower Amherst Cove, Newman’s Cove, Birchy Cove, Bonavista, Spillar’s Cove and Elliston.

This area at the tip of the Bonavista Peninsula is steeped in history, much of which is recognized by the National Historic Sites and Monuments Board. In 1992, the closure of the cod fishery brought devastation to the area and started erosion of its social and economic fabric resulting in a downward spiral of the area’s population and prosperity. In the past eleven (11) years, employment has been at an all time low, a degree of out migration never before has been witnessed, and there have been increases in the incidence of mental health illnesses, in alcohol and drug consumption, in obesity and in youth crime. “Communities, especially the smaller ones, are “dying” and measures need to be taken to turn them around and save them from an untimely demise.”^v

3.4.2 Bonavista Area Well-Being Account

The community profile for Bonavista and Spillar’s Cove⁴ is shown below:

Exhibit 3: Bonavista Area Well-Being Account

Indicator	Value	Local Area Rank
Life Expectancy	76.9	56 th
Self-Assessed Health Status	87%	1 st
High School or Above (pop 20+)	43.9%	51 st
Bachelor's Degree or Higher (pop 25 to 54)	6.5%	37 th
Economic Self-Reliance Ratio	59.8%	55 th
Social Assistance Incidence	19.0%	65 th
Personal Income Per Capita	\$14,200	49 th
Average Couple Family Income	\$43,500	47 th
Employment Rate (pop 18 to 64)	72.6%	33 th
Change in Employment	2.0%	59 th
Employment Insurance Incidence	57.8%	46 th
Population Change	-11.0%	40 th
Migration Rate	-0.2%	3 rd

3.4.3 Bonavista Membership Evolution

The Bonavista partnership started with the “Community Inclusion Project”, a 1999 federal program with small amounts of assistance for community involvement for persons with disabilities. These funds have now been long expended. There was also a Millennium project with featured a successful workshop to increase awareness that people with disabilities were capable of work like anyone else. In essence, people already involved in the field got parents involved but due to the time involved, participation waned and the Bonavista Trinity Association for Community Living fell apart.

Several workshops (Dare to Dream) were held over the years, involving members of the new Leadership Team, the Ability Employment Corporation, Human Resources Development Canada, the Department of Human Resources and Employment, the College of the North Atlantic, the Vista School District, the Town of Bonavista/Crime Prevention, Health and Community Services, and employers, parents, and consumers.

Most active participants were public servants who spent considerable personal time on the project as it directly related to their job roles.

3.4.4 Process to Identify Vision: Timing and Results

Initially, the Leadership Team wanted to deal with recreation as it related to disabilities, but realized that it should be expanded to include everybody under the umbrella of “active living”. This was a reflection of their awareness that some 42% of all Canadians do not get enough physical activity to achieve a healthy life.

The proposal submitted during the Fall of 2003 to the SSP-Eastern Region Facilitating Community Partnerships Pilot Project involved a new slate of partners. When the proposal was not accepted, and because they were already organized, they proceeded anyway by setting up a workshop process that was open to the public for awareness purposes and to explore ideas regarding where they were and what they would like to see made a reality.

A process of sorting priorities emerged with the result of a shared recognition that more soccer fields were not needed as some were already underutilized, that there was a desire for tennis courts, a swimming pool, a sewing group, and day care. Most importantly, there was recognition for more regional interaction to achieve better utilization of what was already available in the area, including vacant buildings. Though this regional approach was desired by the Leadership Team, it has not yet emerged.

3.4.5 Successes and Difficulties Encountered

There were barriers to overcome, including securing the buy-in and participation of the Town of Bonavista which was seen as being defensive of their own services, but also of other communities who wanted their own recreational facilities. There was a decision to ensure continuity of the work of the Leadership Team by transferring responsibility to communities, as it was felt they were in a better position to apply for and receive funding. Consequently, the last workshop held focused on the preparation of proposals. Since then, the work of the Leadership Team has ceased.

Nonetheless, the Trinity Bay North Recreation Commission for the Trinity North Council, consisting of Melrose, Port Union, and Catalina has been active through its interested volunteers who arrange an array of recreation activities, mostly focused on youth during the summer time, but with some programs for seniors. Funding support is through an annual grant from the Council and through fundraising for tournaments which receives good community support. Their primary challenge is encouraging involvement: getting volunteers involved as well as the involvement of all children in recreational activities.

3.4.6 Communications

The workshops were open to the public and served as a good communication channel. Much more work is required to develop more regional sensitivity and approaches as there appears to be a prevailing strong sensitivity to the position of Bonavista as the largest service centre for the area.

3.4.7 Lessons Learned

Though workshops served as an effective involvement technique, there is also a need to ensure greater and earlier community involvement to build strong commitment over a broader public base and consequently, to achieve less reliance on public servants. To facilitate coordination and regional approaches to recreation, a coordinator serving all fourteen (14) communities would have greatly assisted the collaborative initiatives originally contemplated.

4.0 Summary, Discussion and Recommendations

4.1 *Historic, Social, Economic and Political Context*

In very general and simplistic terms, the backbone of the Newfoundland and Labrador economic, social and demographic evolution derives from relatively isolated, independent and self-sufficient communities and individuals. Change over the past few decades has dramatically shifted reality from this model to one requiring collaborative and cooperative planning and action. In particular, out-migration from smaller rural communities has caused considerable social and economic distress, and often has removed individuals who had significant leadership capabilities from the communities. Under this new scenario, communities, organizations and individuals need to adapt and adjust to the continuously shifting environment. Consequently, additional skills and perspectives are essential to successfully adapt and develop strong, viable communities and an atmosphere conducive to healthy, productive citizens.

This emerging paradigm not only necessitates changes to the economic and social framework of the province, but also requires training and support for groups and individuals in order for them to learn and develop cooperative mechanisms, communications networks and experience-sharing methods. These can then enable optimum use of limited resources, develop individual awareness and skills and community

awareness, and support to those involved in moving to a new vision for the foreseeable future.

In this context the *Facilitating Community Partnerships - Pilot Project* was established to facilitate this shift by assisting the leadership resources of each of the two designated regions. This evaluation assesses the impact on these and compares it with the one area which did not receive direction or assistance from this Pilot Project. The effectiveness of the Partnership Pilot Project contribution, as well as recommendations for future improved service to those involved in the communities follows.

However, **it is important to highlight that the progress and lessons learned from the two Pilot Projects appear sufficient to warrant their application to other areas.** However, given the shift to new regions for the Rural Secretariat, the Government of Newfoundland and Labrador may find it needs to consider priorities between somewhat similar community development approaches for these larger Rural Secretariat regions, as compared to expanded application of the process and assistance to other smaller clusters of communities, or some combination, depending on readiness and need. Out-migration due to lack of employment is a reality facing many rural areas of Newfoundland and Labrador. In a setting of scarce resources, including money and staff capacity, priorities will need careful attention. For example, is the group of small communities around Rushoon to be given priority, or should the focus be on the entire Burin Peninsula? Or, should resources be best allocated where the community interest is strongest, where the need is greatest, or should investment decisions be based on entirely different criteria? There is no doubt that structural changes will take place in rural Newfoundland and Labrador and that community action could affect the impact. Concurrently, there is ample evidence that small clusters face similar needs regardless of how matters are resolved at the broader level. Resources are always limited and it is up to decision makers to determine their best use.

4.2 Summary Analysis of Interview Responses

The Success Criteria Nine Block developed by Arnold/Collinson Research and Consulting is derived from the Enneagram for situations where a wide scope of capacity and understanding is essential for success. Individual/group/society contexts and the human interaction that provides the energy to achieve, along with the instinctive/value/belief basis for synergies, can be acknowledged and assessed. This provides an analytical basis for conclusions and recommendations appropriate and applicable on several levels ranging from individual through organization to broader social areas.

The diagram in Exhibit 4 displays a matrix that reflects this complexity, with those factors most commonly considered across the top (strategic, structural and human resources) illustrating the rational or logical considerations in any endeavour. Below those, are two additional rows, allowing the emotional (energy) and instinctive (power) drivers to be acknowledged. Far too often, these latter two areas are ignored, yet they are powerful components of an interrelated mix of elements which, taken together, can drive success if positive, or make success extremely difficult if some are negative.

Exhibit 4: Summary Analysis of Interview Responses

	STRATEGY	STRUCTURE	PEOPLE
HEAD – LOGIC (TECHNICAL, RATIONAL)	Objectives	Organization	Skills
Criteria:	<ul style="list-style-type: none"> ▪ Consideration of local social and economic realities 	<ul style="list-style-type: none"> ▪ Dependable funding ▪ Access to a staff coordinator ▪ Access point to government 	<ul style="list-style-type: none"> ▪ Leadership Team building, group dynamic process and communication skills ▪ Training appropriate to situation (e.g., proposal writing) ▪ Sharing experiences
Responses/ Analysis	<ul style="list-style-type: none"> ▪ Leadership Teams brainstormed issues; identified priorities; conducted surveys ▪ Capacity building not a local priority, but addressing problems is what is important 	<ul style="list-style-type: none"> ▪ Pilot Project provided needed push ▪ Lack of consistent dependable funding ▪ Local coordinator needed for daily contacts, follow-up and proposal writing 	<ul style="list-style-type: none"> ▪ Need to know team member skills, values ▪ If no prior work together, there is a long learning curve ▪ Need to understand the process.
HEART – ENERGY (CHARISMATIC, EMOTIONAL)	Dreams	Relationships	Aspirations
Criteria	<ul style="list-style-type: none"> ▪ Vision to provide a common focus ▪ Government acknowledgement of linkages between social and economic development 	<ul style="list-style-type: none"> ▪ Importance of relationship development process acknowledged to create group energy ▪ Recognition of everyone’s value and need for respect 	<ul style="list-style-type: none"> ▪ Early recognition and attention to real and potential impediments to progress
Responses/ Analysis	<ul style="list-style-type: none"> ▪ Diverging ideas if strongly held will impede team member participation ▪ Strong, shared vision has power to unite ▪ Governments need to demonstrate through stronger support the close connections between social and economic development 	<ul style="list-style-type: none"> ▪ Government makes promises and then backs off commitments ▪ Regional public service staff helpful ▪ It’s all about relationships! 	<ul style="list-style-type: none"> ▪ Some members disillusioned by delays and are interested in results, not process ▪ Poor/inappropriate consideration of impact of government agency accountability requirements upon volunteers

	STRATEGY	STRUCTURE	PEOPLE
GUT – POWER (POLITICAL, INSTINCTIVE)	Resolve	Authority	Security
Criteria	<ul style="list-style-type: none"> ▪ Clarity on what governments do ▪ External capacity available to facilitate resolution of diverse ideas 	<ul style="list-style-type: none"> ▪ Availability to advice/training specific to need ▪ Clarity of government and community responsibilities 	<ul style="list-style-type: none"> ▪ Consideration of past and evolving social and political factors ▪ Respect for volunteers
Responses/ Analysis	<ul style="list-style-type: none"> ▪ External facilitator helped address diverse views ▪ Volunteers cannot deliver government responsibilities 	<ul style="list-style-type: none"> ▪ Formal training programs modules not useful: need advice/training specific to solving problems ▪ Volunteers cannot deliver government responsibilities 	<ul style="list-style-type: none"> ▪ Members can arrive with own agenda, and can feel they are representing and protecting their “home” community or organization ▪ Volunteers need to be enabled by government

4.3 Evaluation Study Questions – Summary of Findings

4.3.1 Impact on the Communities

The Evaluation Study questions probed the ability of communities to resolve common issues, including risk factors, by partnering, particularly through the level and extent of collaboration, partnering, and communication within the communities.

Placentia West in particular has demonstrated a clear capacity to identify and resolve issues through partnership approaches. However, their partnership success is based upon informal approaches rather than upon written memoranda of understanding. It is a result of shared, deep concern over issues facing their communities and a belief that collaborative efforts are required to address these issues. There is a high level of trust and respect among partners, and a tangible sense of tenacity that compels them to use alternate approaches if original approaches are unsuccessful. There have been genuine efforts to facilitate communication and understanding within their communities, but it is recognized that these efforts must be further emphasized for the future. Nonetheless, there is a realization that the extent of volunteer involvement in subcommittees reaps side benefits in encouraging communication at the community level.

The Musgravetown Leadership Team has the capacity to develop more productive partnerships beyond its current Team membership. Initial thoughts about how this might occur have already begun to be voiced, with recognition that additional Team member involvement could be sought from the RCMP, and local service districts. Additional involvement could also be encouraged with the human services and health services

agencies. As well, as progress occurs on the recently developed action plan, there will be numerous opportunities to engage their communities in understanding and participating in initiatives.

For both Pilot Projects, it cannot be overemphasized that they have been in existence for only slightly more than eighteen (18) months and without adequate support of stable funding and resources. They have been sustained primarily by volunteer effort and time. The nature and scope of change envisioned to resolve issues and their risk factors may not be observed for years to come.

4.3.2 Impact of Approach

Was the approach used in the Pilot Project appropriate and effective, and is it transferable to other areas with similar characteristics?

All five Pilot Project proposals (including Bonavista), had participated in the SSP – Eastern Region’s Town Hall forums and had already been attuned to the issues and challenges facing their communities. For both Musgravetown and Placentia West, being selected as a Pilot Project, including the prospect of being able to access resource support served as the ignition to organize and respond.

There is no doubt that funding cuts which prohibited hiring Community Liaison Officers was a very significant barrier to overcome, even before the Leadership Teams had an opportunity to formally organize and mobilize. While this was a “near death” experience for the Musgravetown Leadership Team, in Placentia West, a solution to hire a coordinator through JCP funding, albeit temporary, was available and pursued.

In addition, the existence of the SSP – Eastern Region as a sponsor and supporter appears to have served as an outside force that helped compel positive action. This is especially true for the Musgravetown Leadership Team during its early development as they began to experience difficulties in attracting members to meetings. It also appears that the SSP – Eastern Region served as an outside influence for the development of an action plan based upon a community needs assessment process. As well, the Regional Planner for the SSP- Eastern Region served as an important advocate for obtaining resources for the Leadership Teams by opening doors and ensuring funding agencies understood the importance of Leadership Team’s requests. In addition, other staff, such as the Coordinator for the Facilitating Community Partnerships Project has offered tangible support such as arranging a recent proposal writing course, offering guidance, serving as an information resource, and even pitching in when JCP-funded coordinator resources were not available.

Both Leadership Teams in their proposals had already identified their priority areas for action and this requirement appears to have served as necessary “pre-work” to cause team members to collaborate.

The approach is transferable to other areas with similar characteristics. However, Leadership Teams must be empowered to identify issues and devise their own strategies to

respond to these issues. Leadership membership should not be imposed, though options and best practices for membership, communication, committee structure, needs assessment, and other elements would serve as invaluable information for consideration.

Necessary preconditions identified by both Pilot Leadership Teams include access to permanent and fulltime coordinator/community liaison expertise from the beginning as well as greater government agency recognition and consideration of the nature of community volunteerism. This must then translate into greater enablement of Leadership Teams without requiring the excessive burden of process and paperwork.

4.3.3 Enhancement of Team Member Skills and Abilities

Though training was initially offered to both Pilot Sites, this training was not pursued. However, very recently, both teams have participated in proposal writing training. This may be a reflection of the time required to engage in training, the process of learning to work together, and their desire to get on with the job through development of action plans. However, for both Pilot Projects, it was felt that a Community Liaison Officer, with the level of skill and expertise required to support their Leadership Teams could have greatly assisted in enhancing team member skills and abilities over time.

Nonetheless, both Pilot Project Leadership Teams took advantage of external expertise to develop their action plans. This appears to have served as a force that developed Leadership Team member confidence for both Pilot Projects.

4.3.4 Identification and Implementation of Strategies to Reduce Risk Factors of Crime and Victimization

The Pilot Projects identified risk factors which lead to crime, such as low literacy levels, poor school attendance, poor and/or inappropriate peer relationships, underemployment, limited recreational opportunities, and high reliance on social support programs. These are risk factors that require the mobilization of a variety of community partners, both formal and informal.

Each of the Pilot Projects have devised action plans which address these risk factors, both directly and indirectly. However, to address these factors requires a process of community ownership, empowerment and then action. This in itself is a time consuming process and even when leveraged, it can take years to see the effect of their positive change initiatives. The Pilot Projects are developing the capacity to address poverty, lack of positive role models, lack of recreational activities, literacy, and poor school attendance and academic achievement. Though it is yet to be demonstrated, the Pilot Projects hope to see healthier and more prosperous communities, including less crime and victimization.

4.3.5 Sufficiency of Time and Funding Resources to Implement Action Plans and Support Leadership Team Development

As noted elsewhere, the Leadership Teams have been in existence for only slightly more than eighteen (18) months, without the support of stable funds and resources, and with

primarily only volunteer effort and time. The Leadership Teams have clearly not had access to sufficient time and funding resources to implement their plans. Indeed, access to sufficient funding resources and coordination support were identified as the two most significant barriers to progress. While progress is now being made on implementing the action plans, and Leadership Teams are discovering their capacity, it must be noted that the nature and scope of change envisioned may take many years to reap intended benefits.

4.3.6 Time Investment Required for Communities to Develop Partnerships to Collaboratively Work Together

Developing and then leveraging collaborative partnerships between communities represents significant cultural change.

The extent of this change was reviewed in the December 2003 *Strategic Social Plan Learning Study: Has Government Started Doing Business as Envisioned by the Strategic Social Plan?* While this study did not specifically examine the extent of volunteer-driven efforts to establish collaborative partnerships between communities, it did examine the extent of collaboration among organizational representatives of government departments and community-based agencies. After a five (5) year experience with the SSP, and a three (3) year experience at regional levels, collaborative partnership approaches were still emerging. This was a reflection of learning to work together, ambiguous team member roles and responsibilities, the geographical distance between communities and team members' place of living and work, the amount of effort required beyond normal job responsibilities, and the level of support from their sponsoring organizations. Indeed, a real danger of "volunteer" burnout was identified.

These are the same factors at play within the Leadership Teams for *the Facilitating Community Partnerships Pilot Projects*. For the Placentia West Leadership Team, their eighteen (18) month experience has created a strong basis to build partnerships and to work together in a collaborative manner, though this capacity is currently less so for the Musgravetown Leadership Team. While in Placentia West their current capacity is ready to be harnessed, this will require additional focus for the Musgravetown Leadership Team.

These experiences are in keeping with the SSP learning that developing community partnerships requires between two (2) to three (3) years to be effectively developed.

4.4 Recommendations

4.4.1 Recommendations for Government:

1. **Link social and economic programs at the community level.**
Social and economic development objectives are by and large indistinguishable at the community level. Although most government programs fall onto one category or the other, it is important for this local distinction to be taken into account. Combinations or bridging programs may be necessary to effectively meet local

needs and avoid the temptation to bend other programs to attempt to meet a need for which they were never intended, and not designed to effectively resolve.

2. **Ensure continuity of funding for a sufficient term.**
Funding for rural development is most effective if can be relied upon to meet community needs for a period of time adequate to address the issues. Premature cutting of funds can substantially limit and potentially erode community progress and leadership capacity.
3. **A dedicated staff person is essential at the community level to ensure best use of volunteers' time.**
Funding for a skilled staff person can be a productive government investment to assist communities with contacts and daily coordination of activities, thus facilitating optimum use of volunteer time.
4. **Communities need to have a designated contact person to interface with government.** Rural communities benefit significantly if government has identified a key contact person and office (e.g. Rural Secretariat) to act as an entrance to government and to assist them in reaching the appropriate agency to help with their concerns.
5. **Training in leadership skills, planning, etc. at community level, tailored to specific community needs, is essential.**
The provincial government could provide invaluable assistance by making capable people (staff or consultants) available for short-term assistance to communities in need of practical training on team building, group dynamics and facilitation, and planning methodologies.
6. **Federal and provincial government agencies need to acknowledge and respect the work of volunteers who are devoting their discretionary time to community activities.**
It is worth bearing in mind that the activity is so important to them that they are frequently devoting a day of their life to it, for no pay and at the cost of other demands on their time, including family needs. With this in mind, while indicators of success for "Facilitating Community Partnerships" may be required, this should be the responsibility of government departments to develop rather than the responsibility of volunteers.
7. **Clarity of roles is important, so communities understand what their legitimate responsibility is and what their tax dollars are allocated to accomplish.**
It would be unacceptable for governments to ask volunteers to carry out government objectives that are provided directly elsewhere.
8. **Priorities need to be established for the allocation of scarce resources amongst communities: broader regions, small community clusters, clusters within broader rural development regions, and other community configurations.**

Neither staff capacity nor funding will be sufficient in the short term to do everything. Care will be needed to ensure greatest productivity results from the allocation of these scarce resources.

4.4.2 Recommendations for Community Leadership Teams

1. **“Get Active”!**

Community involvement in social and economic development can be a strong and positive force in rural communities. Playing a leadership role can be rewarding, time-consuming and frustrating all at the same time, but everyone who participates can make a difference, and that in itself makes the sacrifice of time and energy worthwhile.

2. **Certain team and process skills are essential for community leadership organizations to make most effective use of their combined capabilities.**

External assistance, in the form of training modules adapted to each specific situation or perhaps as part of each regular meeting, could be invaluable for team building. Assistance could be, for example, in such areas as team building, leadership development, problem-solving techniques, running effective meetings, and planning and implementation monitoring methods. Special care should be paid to building productive relationships as indicated by one respondent who noted that, “It’s all about relationships”. Dependable and respectful relationships within the group and with key agencies generate energy for successful action. Indeed, assistance in working through the process of coming together may be a prerequisite for developing and then implementing an action plan with confidence and full buy-in.

3. **Sharing experience and expertise.**

Opportunities to share experiences with other like organizations should be sought. This will benefit all parties to the sharing.

4. **Developing and using a vision.**

A vision developed by the team provides an important focus for its direction and priorities, and provides a means of encouraging cooperative action and improved communications. This can often be achieved through a process that considers what will happen to the community if nothing changes, what would be preferred, what is preventing that from happening, and what options could be considered to achieve movement in the direction of the vision.

4.4.3 Conclusion

The Pilot Projects are now operational and while the Placentia West Team has developed their capacity and are actively involved in implementation of their action plan, the Musgravetown Team has been slower getting moving. This is as a result of a “near death” experience early in their creation as a result of learning there would be no full time coordinator and divergent views of team members, some of whom felt their role was to protect and advocate for their own “home” communities.

For both Pilot Projects, it cannot be overemphasized that they have been in existence for only slightly more than eighteen (18) months and without support of adequate stable funding and resources. The teams have been sustained primarily through volunteer effort and time. The nature and scope of change envisioned to resolve issues and their risk factors may not be observed for years to come.

The approach used in the Pilot Projects is transferable to other areas with similar characteristics. However, Leadership Teams must be empowered to identify issues and devise their own strategies to respond to these issues. Leadership membership should not be imposed, though options and best practices for membership, communication, committee structure, needs assessment, and other elements would serve as invaluable information for consideration.

A necessary precondition identified by both Pilot Leadership Teams is access to permanent and fulltime coordinator/community liaison expertise from the beginning. There is evidence to suggest that support to resolve issues of coming together as partners is a prerequisite for developing an action plan. As well, a necessary precondition is greater government agency recognition and consideration of the nature of community volunteerism. This must then translate into greater enablement of Leadership Teams without requiring the excessive burden of process and paperwork.

Appendix: Categorization of Interview Responses

The following are direct responses made by those interviewed during this study. They are organized by category (strategy, structure, people) as the basis for analysis under the “success criteria model”. These are not edited, but simply organized according to the three topics in words used at the time of the responses.

Strategy

- Focus was to build capacity and to do things
- Had some documentation on youth
- Long process was necessary to bring diverging ideas together into a coherent group
- Early meetings spent arguing, brainstorming, trying to find common ground (met each month)
- See role as developing vision, supporting other groups to do things identified
- They are not just an agency seeking funding
- Survey done with grade 5 – 12 students on their interests
 - Clear indication of substance abuse
 - Sought what could be done to help
 - Got youth involved
 - Alcohol: an adult problem too
 - Focus on education, health, recreation (did SWOT analysis)
 - Poor parents can't take their children to activities located in adjacent communities because no means of transportation
- Met with a number of people and argued and brainstormed for a couple of meetings. It was like pulling teeth
- Initial focus was on sports/recreation, where significant resources had been acquired
- Subsequent discussions centred on what the focus should be: aging population and youth were quickly identified
- After several months, youth became the focus through consensus
- This vision began to be framed based on anecdotal information, perceptions and information provided by informants involved with youth
- Survey done by Margo Young, administered with youth involvement (what they felt is lacking, what would enhance their lives)
- Substance and alcohol abuse identified as significant factors re non-productive use of time
- Focus was on social aspects, not specifically crime and violence
- The whole process could come apart if funding cannot be acquired: so far there is no “plan B”
- The vision is solid and should be attainable: the committee would help a third party pitch and implement a proposal
- The toughest part was staying together in the early stages
- Initial step was Colin holding a town hall meeting in the hope of developing more collaborative thinking amongst communities
- Proposals came from Musgravetown, Placentia West and Bonavista
 - Musgravetown not as far along re working together, many thought they were there to further their own cause: result might have happened anyway
 - Placentia West: probably would not have happened without outside encouragement: had done a lot of work, easy to help because they were already a team
 - Bonavista: focus was literacy within community: SSP interested but not to same extent as with other two
 - Leadership very different in each place
 - Funding for evaluation came from programs focused on community safety, including identifying risk factors and taking action (prenatal through High School)
 - Need “implementers” involved in the process

- the nature of the SSP Steering Committee was to take a community development approach to capacity building
- due to changes in the fishery (Placentia West) and agriculture/forestry (Musgravetown) and consequent out-migration, these communities had lost a lot of capacity
- the SSP had a bit of seed money, and was interested to see if using it for capacity building would make a difference
- they realized little could be done in one year, but that it was a long term need, but decided to go forward: the question was what could be done with these resources in a short time frame
- communities (Placentia West and Musgravetown) were asked if they were interested: they could sniff money, and were desperate for money to hire someone to do anything
- an initial challenge was to get past this perception
- Bonavista was made aware of the initiative as part of a meeting on disabilities, but they had leadership fairly well developed (much more capacity than the others), and only wanted money for their project that was already developed
- Placentia West early on had a planning session re work plan, and things began to crystallize: they bit off manageable chunks and assigned responsibilities to people
- Musgravetown got there this spring
- The purpose of the partnership project was to help communities that were struggling, so shouldn't have tried to take the easiest path
- Expectations of process: who/what processes do communities have to go through? Are there unique steps for each community? i.e. a template versus individual processes
- Any common elements crucial for success?
- Capacity to design own solutions
- Communities interested in special help, focused attention to address issues: not after money per se
- Interesting to see if groups left on their own (Bonavista) can so as well or better: Government should be open to this option
- Bonavista got regular services, but not special as available under the partnership pilot project
- Special effort may draw out capacity
- Started with people already involved in the field, got parents involved: then it came apart a bit due to time involved; in 1999 set up a new vehicle but the intention was to revive the association
- Several workshops (Dare to Dream) held over the years: involving members of the new Leadership Team, Ability Employment Corporation, HRDC, Human resources and Employment, College of the Atlantic, Vista School District, Town of Bonavista/Crime Prevention, Health and Community Services, Employers, Parents, Consumers.
- Initially, the Leadership Team wanted to deal with recreation as it related to disabilities, but realized that it should be expanded to include everybody under the umbrella of "active living" : some 42% of all Canadians do not get enough activity for a healthy life
- Proposal submitted in fall of 2003, and a slate of new officers was formed around the pilot project. When it was not accepted, and because they were already organized, they proceeded anyway: set up a workshop to kick around ideas re where they were and what they would like to see made reality
- All workshops were open to the public for "awareness" purposes
- Then they sorted priorities:
 - Didn't need more soccer fields (some underutilized)
 - Wanted tennis courts, swimming pool
 - Sewing group, day care
 - Better utilization of existing buildings for more activities (didn't need new buildings, there were lots vacant and available)
 - Needed more regional interaction to get better utilization of what was available in the area
- Looked at time frame, there were some delays.

- Included representatives of seniors, employers, and looked at all activities, including those such as berry picking and other nature related activities, as well as socializing events and greater use of libraries
 - Needed more participation: town needed to buy in (they were defensive because they “already had a recreation committee”)
 - Created awareness of regional cooperation (facility in Elliston could be used by people from Bonavista)
 - Noted that for over a century, competition was discouraged
 - Leadership Team established to ensure continuity by passing on responsibilities to community (who were in a better position to apply for funding)
 - Last workshop included a presentation on preparation of proposals
 - (Name deleted) (Port Union) interested in work (some local government amalgamation going on)
 - Left to (name deleted) where it will head: use of organization vehicle, seek funding for a coordinator (volunteers need someone to keep the pieces together and maintain contacts)
 - Training discussed but no action taken
- Get the right people, be comprehensive, don’t rush: probably a three year process
- Early on there were planning sessions and meetings, but no actual training received except Denis helping with proposal
- Given the nature of the people in the area, it was important to be able to show how a regional approach could work
- The work would not have begun if not for the impetus from the Partnership Project
- Planning session held with Denis Sullivan facilitating: developed goals and means to achieve them
- Did a simple survey in the community: good response from 3 communities, none from one, and rest limited. The responses showed how strong individual community feelings were, and the difficulties faced in taking a regional approach
- Goal 1.
 - To increase literacy, targeting adults and pre-school
 - Registered adults to use school library (Grant of \$5000 for this combined with literacy program)
 - Set up parents literacy program
 - Achieved long term goal which was to establish school as a CAP site for funding for community internet use (about 30% have computers at home, but these are active workers, not unemployed or seniors (got \$6000 grant for this and use school computers and space) Funds used for one computer, printer and hired coordinator (the latter supplemented with HRSCC funds)
 - Still working on idea of family resource centre
- Goal 2. – to increase the level of fitness, and increase social interaction
 - There were limited opportunities and facilities before
 - Seniors were targeted
 - Survey: started club for over 50 group for fitness and senior wellness program: the idea went over well, and became a member of the provincial seniors federation
 - 35 members last spring and growing: aerobics, quilting, card games, dance club planned; celebrate birthdays and anniversaries on a monthly basis
 - 2 presentations from nurses on health, representative from Community Health Services on importance of exercise
- Goal 3. – provide opportunity for life-long learning and employability skills
 - This has proven to be difficult, in part because people can go to Alberta with few skills and get good wages, come back after earning enough EI time and live quite well debt free compared to those who took out student loans and are trying to pay them back

- E.g. get \$16 per hour packing meat in Brooks, AB, earn EI points and come back to live on EI until it runs out, then go back to Brooks: no debt!
- With collapse of crab fishery this year, the importance of education is being given more attention
- Organized 3 promotions of basic literacy held
- 10 career planning sessions planned, but not successful, little interest
- ready to do 6 evening workshops on job search and resume writing
- Goal 4. Helping promote healthy living and self-care skills
 - This became incorporated into Goal 2
 - Concern re health services in the area (no doctors or nurse practitioners)
- Big goal should have been regional development agencies
- No training used: people don't want training per se, but like and need help to do things they have identified as important.
- Community capacity building best done through experience, or training on the job (learn to do by doing!)
- The project has helped: 5 years ago the community couldn't have done what they now have, including interest of the school in regional integration
- Development of leadership ability takes time and needs tailoring to each individual: modules of training programs are not suitable or effective
- Governments and communities need an understanding of the close connections between social and economic development
- Volunteers can't give up free time to deliver government responsibilities
- People here doing contract work in the U.S. and got them through the availability to school computers!
- Currently have proposal before Canadian Rural Secretariat for assistance for a cooperative to sell crafts done in the community
- When funding cut, he met with all other interested federal and provincial departments and they agreed to help as much as they could, so , for example, HRDC came through with the JCP to hire local staff for the groups, and Placentia West got CAP site through Department of Education
- There was an effort to strike a balance between what help was needed versus what they could do for themselves
- There was also an interest in more regional approaches versus individual community, and as not every small community could have everything, there was a need for a capacity to make strategic investments: it may be a question of accessibility (e.g. health care and doctors) versus everything everywhere
- Intent may be good, process may have bugs: what worked and what didn't
- Can approach be duplicated elsewhere?
- The process is about developing leadership capacity: some of this is a matter of timing: Musgravetown was asked if the timing was off, but they decided they wanted to continue and this resulted in their plan becoming a reality in June
- Training was done in the form of facilitating: no formal training was done
- Capacity was in place for training through the College, but this was never utilized or called upon
- Talked about a portfolio development approach, but it wasn't pursued

Structure

- Funding cut for coordinator, so chair is performing this role
- This probably led to greater commitment on part of Committee, but also very time-consuming
- The facilitator would have been helpful for logistics and liaison activities
- Committee will turn over identified projects to logical authority for action: although there may be some difficulties with ownership and detachment
- Even without staff person, the broader focus on youth happened because of the project

- This was the first time all towns had come together, although there was some history of occasional working together on specific projects
- Lost facilitator, and that slowed things down, as members then had to get more involved in “housekeeping” and were tight for time
- the Leadership Team, initially with 5 founding members, was dubbed the “Get Active Committee”
- Support from Colin was important (for travel, software). His office acted as a “spark plug”
- The process was slow, and some members became frustrated: it would have helped considerably to have a dedicated person to help with logistics and liaison
- Need financial assistance to get programs in place (i.e. federal or provincial grants)
- The SSP had staff, facilitator, and some funding for expenses
- Conference last week in September re capacity building based on experiences elsewhere in Canada and US (could lead to training modules)
- Community development process will proven (but no current education program for this, nor any source material available to committees)
- Considerable financial resources available through Industry and Trade, HRDC, Health and Community Services
- The term of program ended and the government changed, so financing and term staff ended: a lag time before it could start up again, and only for short term. This stop and go has been a reality of rural life for 20 years
- It was always expected that each group would have one key contact person versus solely relying on volunteers: Rushoon initially got someone like that, not so in Musgravetown
- SSP supposed to provide two facilitators, but didn't get the full allocation from SSP, government changed and fiscal restrictions/freeze led to difficulties in meeting all needs
- It required a cooperative effort: most program dollars were there, but positions were not
- Noted orgs like the Chamber of Commerce where leadership must have one year in organization before holding office, then could be a VP for one year, President for another and Past President for another, so get some continuity without positions becoming permanently held by “lifers”
- Started with “Community Inclusion Project”, a federal program in 1999 (money now used up) with small amounts of assistance for community involvement re disabilities
- Started as Millenium project with a workshop to increase awareness that people with disabilities were capable of work like anyone else: this received support in the workplace
- Proposal approved in 2003 by SSP, but never any funding
- Coordinator was funded through job creation program, received no training and had to learn on her own, and this was lost because of short term employment
- Already had a leadership team of 16 people (school, community associations, recreation association, set up specifically for the Partnership Project
- One advantage was that Christ the King school is the only one except two small elementary ones in remote communities, so because of the interest of the school in the project, it provided an acceptable focal point
- Funding from other sources was on and off
- Placentia West used JCP (Job Creations Program) to hire coordinator, it's easy to access this program
- Musgravetown was reluctant to go that route, it was too early in their evolution: after the planning session this past spring they may be ready
- Initially there were commitments from the provincial government for funding, but with change of government this fell through
- The original agreement was that there would be a provision for local staff, and in addition to Colin's availability, a hired facilitator would be available to assist both communities re day to day liaison between leadership teams and Colin and others
- Travel costs for members of Leadership Teams were provided

People

- About 5000 people in all “bay” communities
- People (the committee) came together, each with their own agendas
- They had never worked together before: there was a considerable learning curve
- Many of the home organizations had a focus on youth (recreation committee, teachers, RD Association)
- Started with a core group, lost some people, added more (looking to recruit more now)
- They were ready to do something, and wanted to see an action plan
- Group looks too much to chair for lead, but now have a work plan
- Group frustrated with lack of progress, needed to understand that things of substance take time
- Part of problem was divided loyalties (membership on the committee versus notion they were representing their “home” organization)
- Process now matured to the point where the process would continue if key members were to leave
- To date, committee members have not received any training
- Change of government mandates frustrating, but now group coming together by sharing common goals
- Focus groups should include committee plus potential partners (up to 20)
- started with one-on-one discussion of the idea of developing an organizational proposal for the towns in the bay area, in the summer of 2003, and it grew from there
- most of my interest came from role as a teacher, and observations from that perspective: as a parent, I could afford to ensure my own children had access to choices
- some members may not yet be fully committed to or understand the “vision”
- one founding member resisted involving others
- Michelle has the energy to move things regardless
- The availability of support from the SSP/Rural Secretariat was not equally appreciated by all members
- Some naivety on the part of some committee members re getting group to work together: the process was slow, proposal for survey was reworked several times
- Some members are already disillusioned due to time already gone by
- Re skills, training would be useful. The Current mix of people seems to be OK: their contacts cover a wide range of capacities
- It’s all about relationships!
- Staff not trained or experienced in community development processes. Placentia West had some capacity within the group
- “Collaboration is an unnatural act between two non-consenting adults”
- some people might see the desired outcome, but not realize the difficult road to get there
- need to know where individuals are, what they need and how the process works, including understanding values
- an external person who has no direct involvement can be useful
- need to build confidence
- volunteers were getting burned out
- Placentia West was challenged earlier than Musgravetown with the collapse of the fishery, so they knew what they needed, didn’t have enough people, but were ready to go: they had ownership of the process and started by asking the community what they wanted
- Musgravetown area has potential, but the problem was getting people to the table. Needed capacity: very under developed re partnerships. There was some focus, but related directly to personal agendas. They had to engage the community first before sorting through ideas: this implied a more developmental/learning process

- People tend to want to go for the home run, even if they don't have a player who can hit one (they're just setting themselves up for failure): they need to be more practical and realistic about their aspirations. Success is directly related to capacity.
- Although each community asked for their own coordinator, there was a concern that the committee might back off if someone did too much: the Steering Committee didn't want the facilitators to become the doers!
- Training for volunteers was discussed, but not aware if there was follow-through
- It was clear from the start that the two areas would be different: he was familiar with both regions and the players
- Initially thought Placentia West would have difficulties: it was more parochial, less so in Musgravetown
- However, Rushoon group came together more efficiently: he was surprised Musgravetown group was slower
- Some questioned the motivations of Musgravetown some members: this may have seemed threatening, and added to delays
- Capacity building training modules existed, but no formal training sessions were held
- Staff were not invited into Musgravetown as early, they weren't ready
- No time yet set for any training, but this training is still available, although resources are stretched (two positions are vacant)
- Placentia West got early consensus on problems and focus: Musgravetown similar in the end
- The high school survey of youth in the Musgravetown area was a very effective activity
- "one of the greatest insults is to do something for someone that they could do themselves"
- Often, "spark plugs" move on after a couple of years
- Association for Community Living – got involved through work re persons with disabilities
- Every project needs a champion
- Initially, Leadership Team and coordinator had monthly meetings to review progress, but this proved too onerous and sub-committees established with additional volunteers (Isabel's funding ended in March, so not sure what has happened since)
- The pilot project worked as a "spark plug" even though no money actually was received beyond staff assistance from people like Denis and Colin
- There is a long road ahead to achieve acceptance of the regional idea: jealousies between communities is considerable
- There are lots of local organizations, but too parochial and often at cross purposes: e.g. recreation commissions, town councils, etc. have similar goals, but not coordinated
- Colin was helpful because he knew lots of people and could call on them for help: he also had good contacts in various departments, and access to source of information
- Appreciated Denis's help because it was relevant to an issue that was real to them
- There is a problem re how volunteers are treated by government agencies: governments are in no position to dictate to volunteer groups how they should organize, work or the pace of their progress
- Musgravetown a good group, they knew what they wanted to do
- Musgravetown (a fairly well-to-do area for Newfoundland: e.g. there are never any calls from Musgravetown re projects to make up time to qualify for EI) group had all good people, very busy with their own businesses and jobs, but they had some difficulties getting agreement on their plan. They are now all working on the same thing
- Personalities get into play in small communities
- He was told there was not much leadership in Musgravetown, this could be because they didn't hire a local coordinator to help with the details
- It all came together once plan was seen on paper

- Leadership/volunteers lacking: wanted to increase volunteerism, and to get young people involved
- Noted that Musgravetown Council still not participating
- Conventional wisdom that Placentia West would not accept outsiders: what was needed was demonstrated effort that government would make a commitment and follow through: it is doing well

End Notes

1. From “Community Profile” in the Bonavista Proposal (undated) entitled “Recreation – A Means to Social and Economic Well-Being”
2. Data from file material provided by the Rural Secretariat
3. <http://www.communityaccounts.ca/communityaccounts/onlinedata/default.htm>
4. The information contained in this paragraph was derived from file data on a regional profile for Placentia West