

***An Assessment of the Community Economic  
Development Organizations in  
Beausejour, Manitoba***

by  
**Christine Oike**

A Thesis Submitted to the  
Faculty of Graduate Studies  
in Partial Fulfillment of the  
Requirements for the Degree of

MASTER OF CITY PLANNING

Department of City Planning  
University of Manitoba  
Winnipeg, Manitoba

August, 1993



National Library  
of Canada

Acquisitions and  
Bibliographic Services Branch

395 Wellington Street  
Ottawa, Ontario  
K1A 0N4

Bibliothèque nationale  
du Canada

Direction des acquisitions et  
des services bibliographiques

395, rue Wellington  
Ottawa (Ontario)  
K1A 0N4

*Your file* *Votre référence*

*Our file* *Notre référence*

**The author has granted an irrevocable non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of his/her thesis by any means and in any form or format, making this thesis available to interested persons.**

**L'auteur a accordé une licence irrévocable et non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de sa thèse de quelque manière et sous quelque forme que ce soit pour mettre des exemplaires de cette thèse à la disposition des personnes intéressées.**

**The author retains ownership of the copyright in his/her thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without his/her permission.**

**L'auteur conserve la propriété du droit d'auteur qui protège sa thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.**

ISBN 0-315-85904-0

**Canada**

Name \_\_\_\_\_

Dissertation Abstracts International is arranged by broad, general subject categories. Please select the one subject which most nearly describes the content of your dissertation. Enter the corresponding four-digit code in the spaces provided.

URBAN AND REGIONAL PLANNING

SUBJECT TERM

0999

SUBJECT CODE

U·M·I

Subject Categories

THE HUMANITIES AND SOCIAL SCIENCES

COMMUNICATIONS AND THE ARTS

Architecture ..... 0729  
 Art History ..... 0377  
 Cinema ..... 0900  
 Dance ..... 0378  
 Fine Arts ..... 0357  
 Information Science ..... 0723  
 Journalism ..... 0391  
 Library Science ..... 0399  
 Mass Communications ..... 0708  
 Music ..... 0413  
 Speech Communication ..... 0459  
 Theater ..... 0465

EDUCATION

General ..... 0515  
 Administration ..... 0514  
 Adult and Continuing ..... 0516  
 Agricultural ..... 0517  
 Art ..... 0273  
 Bilingual and Multicultural ..... 0282  
 Business ..... 0688  
 Community College ..... 0275  
 Curriculum and Instruction ..... 0727  
 Early Childhood ..... 0518  
 Elementary ..... 0524  
 Finance ..... 0277  
 Guidance and Counseling ..... 0519  
 Health ..... 0680  
 Higher ..... 0745  
 History of ..... 0520  
 Home Economics ..... 0278  
 Industrial ..... 0521  
 Language and Literature ..... 0279  
 Mathematics ..... 0280  
 Music ..... 0522  
 Philosophy of ..... 0998  
 Physical ..... 0523

Psychology ..... 0525  
 Reading ..... 0535  
 Religious ..... 0527  
 Sciences ..... 0714  
 Secondary ..... 0533  
 Social Sciences ..... 0534  
 Sociology of ..... 0340  
 Special ..... 0529  
 Teacher Training ..... 0530  
 Technology ..... 0710  
 Tests and Measurements ..... 0288  
 Vocational ..... 0747

LANGUAGE, LITERATURE AND LINGUISTICS

Language  
 General ..... 0679  
 Ancient ..... 0289  
 Linguistics ..... 0290  
 Modern ..... 0291  
 Literature  
 General ..... 0401  
 Classical ..... 0294  
 Comparative ..... 0295  
 Medieval ..... 0297  
 Modern ..... 0298  
 African ..... 0316  
 American ..... 0591  
 Asian ..... 0305  
 Canadian (English) ..... 0352  
 Canadian (French) ..... 0355  
 English ..... 0593  
 Germanic ..... 0311  
 Latin American ..... 0312  
 Middle Eastern ..... 0315  
 Romance ..... 0313  
 Slavic and East European ..... 0314

PHILOSOPHY, RELIGION AND THEOLOGY

Philosophy ..... 0422  
 Religion  
 General ..... 0318  
 Biblical Studies ..... 0321  
 Clergy ..... 0319  
 History of ..... 0320  
 Philosophy of ..... 0322  
 Theology ..... 0469

SOCIAL SCIENCES

American Studies ..... 0323  
 Anthropology  
 Archaeology ..... 0324  
 Cultural ..... 0326  
 Physical ..... 0327  
 Business Administration  
 General ..... 0310  
 Accounting ..... 0272  
 Banking ..... 0770  
 Management ..... 0454  
 Marketing ..... 0338  
 Canadian Studies ..... 0385  
 Economics  
 General ..... 0501  
 Agricultural ..... 0503  
 Commerce-Business ..... 0505  
 Finance ..... 0508  
 History ..... 0509  
 Labor ..... 0510  
 Theory ..... 0511  
 Folklore ..... 0358  
 Geography ..... 0366  
 Gerontology ..... 0351  
 History  
 General ..... 0578

Ancient ..... 0579  
 Medieval ..... 0581  
 Modern ..... 0582  
 Black ..... 0328  
 African ..... 0331  
 Asia, Australia and Oceania ..... 0332  
 Canadian ..... 0334  
 European ..... 0335  
 Latin American ..... 0336  
 Middle Eastern ..... 0333  
 United States ..... 0337  
 History of Science ..... 0585  
 Law ..... 0398  
 Political Science  
 General ..... 0615  
 International Law and Relations ..... 0616  
 Public Administration ..... 0617  
 Recreation ..... 0814  
 Social Work ..... 0452  
 Sociology  
 General ..... 0626  
 Criminology and Penology ..... 0627  
 Demography ..... 0938  
 Ethnic and Racial Studies ..... 0631  
 Individual and Family Studies ..... 0628  
 Industrial and Labor Relations ..... 0629  
 Public and Social Welfare ..... 0630  
 Social Structure and Development ..... 0700  
 Theory and Methods ..... 0344  
 Transportation ..... 0709  
 Urban and Regional Planning ..... 0999  
 Women's Studies ..... 0453

THE SCIENCES AND ENGINEERING

BIOLOGICAL SCIENCES

Agriculture  
 General ..... 0473  
 Agronomy ..... 0285  
 Animal Culture and Nutrition ..... 0475  
 Animal Pathology ..... 0476  
 Food Science and Technology ..... 0359  
 Forestry and Wildlife ..... 0478  
 Plant Culture ..... 0479  
 Plant Pathology ..... 0480  
 Plant Physiology ..... 0817  
 Range Management ..... 0777  
 Wood Technology ..... 0746  
 Biology  
 General ..... 0306  
 Anatomy ..... 0287  
 Biostatistics ..... 0308  
 Botany ..... 0309  
 Cell ..... 0379  
 Ecology ..... 0329  
 Entomology ..... 0353  
 Genetics ..... 0369  
 Limnology ..... 0793  
 Microbiology ..... 0410  
 Molecular ..... 0307  
 Neuroscience ..... 0317  
 Oceanography ..... 0416  
 Physiology ..... 0433  
 Radiation ..... 0821  
 Veterinary Science ..... 0778  
 Zoology ..... 0472  
 Biophysics  
 General ..... 0786  
 Medical ..... 0760

Geodesy ..... 0370  
 Geology ..... 0372  
 Geophysics ..... 0373  
 Hydrology ..... 0388  
 Mineralogy ..... 0411  
 Paleobotany ..... 0345  
 Paleocology ..... 0426  
 Paleontology ..... 0418  
 Paleozoology ..... 0985  
 Palynology ..... 0427  
 Physical Geography ..... 0368  
 Physical Oceanography ..... 0415

HEALTH AND ENVIRONMENTAL SCIENCES

Environmental Sciences ..... 0768  
 Health Sciences  
 General ..... 0566  
 Audiology ..... 0300  
 Chemotherapy ..... 0992  
 Dentistry ..... 0567  
 Education ..... 0350  
 Hospital Management ..... 0769  
 Human Development ..... 0758  
 Immunology ..... 0982  
 Medicine and Surgery ..... 0564  
 Mental Health ..... 0347  
 Nursing ..... 0569  
 Nutrition ..... 0570  
 Obstetrics and Gynecology ..... 0380  
 Occupational Health and Therapy ..... 0354  
 Ophthalmology ..... 0381  
 Pathology ..... 0571  
 Pharmacology ..... 0419  
 Pharmacy ..... 0572  
 Physical Therapy ..... 0382  
 Public Health ..... 0573  
 Radiology ..... 0574  
 Recreation ..... 0575

Speech Pathology ..... 0460  
 Toxicology ..... 0383  
 Home Economics ..... 0386

PHYSICAL SCIENCES

Pure Sciences  
 Chemistry  
 General ..... 0485  
 Agricultural ..... 0749  
 Analytical ..... 0486  
 Biochemistry ..... 0487  
 Inorganic ..... 0488  
 Nuclear ..... 0738  
 Organic ..... 0490  
 Pharmaceutical ..... 0491  
 Physical ..... 0494  
 Polymer ..... 0495  
 Radiation ..... 0754  
 Mathematics ..... 0405  
 Physics  
 General ..... 0605  
 Acoustics ..... 0986  
 Astronomy and Astrophysics ..... 0606  
 Atmospheric Science ..... 0608  
 Atomic ..... 0748  
 Electronics and Electricity ..... 0607  
 Elementary Particles and High Energy ..... 0798  
 Fluid and Plasma ..... 0759  
 Molecular ..... 0609  
 Nuclear ..... 0610  
 Optics ..... 0752  
 Radiation ..... 0756  
 Solid State ..... 0611  
 Statistics ..... 0463  
 Applied Sciences  
 Applied Mechanics ..... 0346  
 Computer Science ..... 0984

Engineering  
 General ..... 0537  
 Aerospace ..... 0538  
 Agricultural ..... 0539  
 Automotive ..... 0540  
 Biomedical ..... 0541  
 Chemical ..... 0542  
 Civil ..... 0543  
 Electronics and Electrical ..... 0544  
 Heat and Thermodynamics ..... 0348  
 Hydraulic ..... 0545  
 Industrial ..... 0546  
 Marine ..... 0547  
 Materials Science ..... 0794  
 Mechanical ..... 0548  
 Metallurgy ..... 0743  
 Mining ..... 0551  
 Nuclear ..... 0552  
 Packaging ..... 0549  
 Petroleum ..... 0765  
 Sanitary and Municipal ..... 0554  
 System Science ..... 0790  
 Geotechnology ..... 0428  
 Operations Research ..... 0796  
 Plastics Technology ..... 0795  
 Textile Technology ..... 0994

PSYCHOLOGY

General ..... 0621  
 Behavioral ..... 0384  
 Clinical ..... 0622  
 Developmental ..... 0620  
 Experimental ..... 0623  
 Industrial ..... 0624  
 Personality ..... 0625  
 Physiological ..... 0989  
 Psychobiology ..... 0349  
 Psychometrics ..... 0632  
 Social ..... 0451





AN ASSESSMENT OF THE COMMUNITY ECONOMIC DEVELOPMENT

ORGANIZATIONS IN BEAUSEJOUR, MANITOBA

BY

CHRISTINE OIKE

A Thesis submitted to the Faculty of Graduate Studies of the University of Manitoba in partial fulfillment of the requirements for the degree of

MASTER OF CITY PLANNING

© 1993

Permission has been granted to the LIBRARY OF THE UNIVERSITY OF MANITOBA to lend or sell copies of this thesis, to the NATIONAL LIBRARY OF CANADA to microfilm this thesis and to lend or sell copies of the film, and UNIVERSITY MICROFILMS to publish an abstract of this thesis.

The author reserves other publications rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without the author's permission.

## ABSTRACT

This practicum is an investigation of local economic development as it occurs in the rural community of Beausejour, Manitoba and its link with the philosophy of community economic development. It addresses the following questions: What is community economic development?, How are local development organizations organized? and, How do the development organizations practice local economic development?

Four economic development organizations in Beausejour were included in the investigation. The methodology used was a triangulated methods approach involving board members answering questionnaires and local residents answering a telephone survey.

The analysis indicated the organizational structures of the three organizations were adequate while their effectiveness could be improved. The key building blocks to effectively plan and pursue CED are an appropriate organizational structure, utilizing the strategic planning process, community support, participation and commitment to the process.

For Beausejour to be successful at CED, it must create a vision for the community and adopt a strategic planning approach. The municipally based development organization has the best potential to undertake this task.

## ACKNOWLEDGMENTS

This practicum marks the final step in attaining my Masters' degree and the end of my scholastic career. There are many people to thank for their support over the past four years. I would like to thank my Thesis Committee composed of: Basil Rotoff, Liz Sweatman and Leo Prince. Their enthusiasm and contributions to different aspects of this practicum was invaluable. Special thanks to Liz Sweatman for her calming influence and for being there during the final stages of the process. I would also like to thank my family and friends for their love and support during this very long process when I was, at times, less than sociable.

Finally, this practicum is dedicated to my father, Eich Oike and my husband, Fred Kaita for their never-ending patience, love and support.

# CONTENTS

<b>INTRODUCTION</b>	<b>1</b>
THE BEGINNINGS OF A PRACTICUM	2
WHY THIS PRACTICUM	3
METHODOLOGY	4
TIME LINE	7
ORGANIZATION OF THE PRACTICUM	8
<b>CHAPTER ONE: Community Economic Development</b>	<b>14</b>
INTRODUCTION	14
COMMUNITY ECONOMIC DEVELOPMENT	14
FIVE PRINCIPLES OF CED	
Self-reliance	16
Informal Economy	18
Sustainability	22
Human Needs	23
Self Management and Local Control	26
Endogenous Development	27
TYPOLOGY OF CED APPROACHES	30
Growth Promotion	31
Structural Change	33
Communalization Approach	36
SUMMARY	37
<b>CHAPTER TWO: Local Economic Development</b>	<b>41</b>
THE DECISION TO ORGANIZE	42
STRATEGIC PLANNING PROCESS	43
Planning to Plan	45
Visions and Values Clarification	46
Mission Draft	47
Situation Analysis	47
Strategic Options	49
Strategic Option Models	51
Growth equity model	51
Loans/technical assistance model	53
Employment development model	53
Planning and advisory services model	53
Strategic Goal Setting	54
Operational Planning	55
DISCUSSION	57
LOCAL DEVELOPMENT ORGANIZATIONS	58



COMMUNITY DEVELOPMENT CORPORATIONS	59
SUMMARY AND CONCLUSION	61
<b>CHAPTER THREE: Case Study of Beausejour, Manitoba</b>	<b>62</b>
INTRODUCTION	62
LOCATION AND HISTORY	64
DEMOGRAPHICS	66
POLITICAL STRUCTURE	69
Beausejour Town Council	69
R.M. of Brokenhead Municipal Council	70
Beausejour and District Chamber of Commerce	72
Brokenhead River Planning District	73
ECONOMIC BASE	74
Agriculture	74
Government Service Sector	75
Tourism	75
Health Care Facilities	76
Agassiz School Division	76
Other Services	77
SUMMARY	77
<b>CHAPTER FOUR: Beausejour Community Development Organizations</b>	<b>79</b>
INTRODUCTION	79
BEAUSEJOUR BROKENHEAD DEVELOPMENT CORPORATION	79
Organization	81
Enabling Legislation	82
Finances	83
EASTMAN REGIONAL DEVELOPMENT CORPORATION	83
Organization	85
Enabling Legislation	86
Finances	87
Services	87
WINNIPEG-RIVER BROKENHEAD VENTURES	89
Organization	90
Enabling Legislation	92
Finances	93
GRANITE SHIELD INCENTIVES	93
Organization	94
Enabling Legislation	95
Finances	95
Services	96

SUMMARY	96
<b>CHAPTER FIVE: Case Study Methodology</b>	<b>99</b>
INTRODUCTION	99
METHODOLOGY	99
ECONOMIC DEVELOPMENT PLAN	101
Analysis of the Economic Development Plans	102
BBDC Goals and Objectives	103
ERDC Goals and Objectives	107
WRBV Goals and Objectives	111
Discussion	116
BOARD OF DIRECTORS QUESTIONNAIRE	120
Form and Approach	122
Organization's Role in CED	127
Legislation, Policies and Programs	130
Discussion	137
TIME SERIES ANALYSIS	141
TELEPHONE SURVEY	142
Population	144
Marital Status	145
Occupied Private Dwellings	146
Size of Household	148
Children at Home	149
Highest Level of Education	150
Labour Force Activity	152
Major Occupation Groups	153
Industry Divisions	154
Mobility Status	155
Building Permit Data	158
Income	159
Familiarity with Development Organizations	160
Discussion	160
SUMMARY AND CONCLUSION	166
<b>CHAPTER SIX: Community Economic Development and                   the Town of Beausejour</b>	<b>167</b>
INTRODUCTION	167
THE LOCAL DEVELOPMENT PROCESS	167
THE LOCAL DEVELOPMENT ORGANIZATIONS	170

Organization	171
Participation	172
Legislation	175
Methodology	178
Typology of CED Approaches	181
SUMMARY AND CONCLUSION	182
<b>CONCLUSIONS AND RECOMMENDATIONS</b>	<b>184</b>
<b>APPENDIX ONE:</b> Vehicles of Local Economic Development	191
<b>APPENDIX TWO:</b> Part XXI Corporations Act	196
<b>APPENDIX THREE:</b> Supplementary Letters Patent	197
<b>APPENDIX FOUR:</b> Description and Legislation of Local Development Corporations, Regional Development Corporations and the Community Futures Program	204
<b>APPENDIX FIVE:</b> Beausejour Profile	224
<b>APPENDIX SIX:</b> Goals and Objectives Questionnaires	227
<b>APPENDIX SEVEN:</b> Board of Director Questionnaires	247
<b>APPENDIX EIGHT:</b> Tables of Board of Director Responses	271
<b>BIBLIOGRAPHY</b>	<b>275</b>

## LIST OF FIGURES

1.	The Strategic Planning Approach	44
2.	Four Essential CED Ingredients	50
3.	Strategic Option Models	52
4.	Location Map: Beausejour, Mb.	65
5.	1986 Population Distribution: Beausejour, Mb.	67
6.	Beausejour Brokenhead Development Corporation Jurisdiction	80
7.	Eastman Regional Development Corporation Jurisdiction	84
8.	Winnipeg-River Brokenhead Ventures Jurisdiction	91
9.	1986 Population Distribution: Beausejour, Mb.	144
10.	1990 Population Distribution: Beausejour, Mb.	144
11.	Town of Beausejour: Marital Status	146
12.	Town of Beausejour: Occupied Private Dwellings by Tenure	147
13.	Town of Beausejour: Dwelling Type	148
14.	Town of Beausejour: Size of Household	149
15.	Town of Beausejour: Children at Home	150
16.	Town of Beausejour: Highest Level of Education	151
17.	Town of Beausejour: Major Occupation Groups	153
18.	Town of Beausejour: Industry Divisions	154
19.	Town of Beausejour: Movers vs. Non-Movers	156
20.	Town of Beausejour: Migrants vs. Non-Migrants	156
21.	Town of Beausejour: Migrants Place of Origin	157
22.	Town of Beausejour: Income	159

## LIST OF TABLES

1.	Obstacles and Barriers of Economic Development Objectives	127
2.	Organizational Role Change	128
3.	Major Issues Facing Communities	136
4.	Beausejour Labour Force Activity	152
5.	Town of Beausejour: Building Permit Data	158

## INTRODUCTION

This practicum is an investigation of local economic development as it occurs in the rural community of Beausejour, Manitoba and its link with the philosophy of community economic development (CED). It is the intent of this practicum to gain an understanding of the CED organizations in Beausejour and to assess and evaluate their success in reaching both implicit and explicit goals and objectives through their organization's mandate. To achieve these ends an evaluation of their development activities will be undertaken and three different assessment tools will be utilized.

Local economic development in Beausejour is being guided by four organizations that advocate the principles of CED: the Beausejour Brokenhead Development Corporation, the Eastman Regional Development Corporation, the Winnipeg River Brokenhead Ventures Inc. and the Granite Shield Incentives. These four organizations will be the subject of the three different assessment tools. It is hoped that this practicum will give the reader a better understanding of the theory and practice of community economic development.

## THE BEGINNINGS OF A PRACTICUM

The seeds for this practicum were laid when I first entered the Pre-Masters Year of the City Planning program in 1987. During that first year all students were required to participate in the Planning Department field trip to Minneapolis/St. Paul. It was there that I first was exposed to community economic development. We visited The Women's Economic Development Corporation (WEDCO), the Lowertown Redevelopment Corporation and the Project for Pride and Living (PPL) organization. All three organizations are successful examples of community economic development organizations. As I look back now I realize that at the time, I did not fully understand how these organizations and CED activities fit into city planning. My ideal of city planning activities was limited to zoning, transportation and housing sub-divisions, the traditional activities of planning.

It was some time later in the program that the department was to invite Guy Dauncey to give lectures and a seminar on CED (Guy Dauncey is actively involved in CED efforts in Britain). It was during this time that I was beginning to see CED as a valid planning activity. The final influence which piqued my interest in CED was a departmental seminar course called Community Economic Development. It was in this course that I began to understand the principle of CED.

This newfound understanding enabled me to link together the events of the field trip to Minneapolis/St. Paul and the seminar given by Guy Dauncey. Both events gained new meaning.

#### **WHY THIS PRACTICUM**

The most important reason this practicum was chosen is because I am interested in community economic development. Secondly, CED offered an opportunity to examine a practical application of the theory (I am more inclined towards the practical vs. the theoretical). Thirdly, CED has become the development activity of the nineties, gaining more credibility and recognition as a planning activity. Fourth, as a student planner undertaking the last requirement of the program, a thesis or practicum, I felt that doing a practicum on CED would give me an advantage in competing for a job locally within Manitoba. In Manitoba, the one employment area for planners experiencing movement is that of development officer for various rural community development organizations. These organizations utilize development officers to adapt the principles and processes of CED to develop their communities.

Once the decision was made, discussions were initiated with Leo Prince, acting director of the Rural Economic Development Branch, Department of Rural Development, on the



feasibility of a practicum analyzing the activities of the CED organizations serving the rural community of Beausejour, Manitoba. The practicum was accepted based on its merit as an evaluation mechanism for CED organizations. A literature review revealed limited documentation on the evaluation of CED organizations therefore, new mechanisms to successfully complete this task would be welcomed.

Beausejour was chosen as the case study community because it was familiar and located close to Winnipeg. Commuting distance to gain information and data was one of the determining factors in the decision making process. The second factor involved choosing a community which had established community development organizations pursuing local economic development activities. Beausejour had three such organizations, serving the area, the Beausejour Brokenhead Development Corporation, the Eastman Regional Development Corporation and the Winnipeg River Brokenhead Ventures.

#### **METHODOLOGY**

The choice of an evaluation mechanism was based on the type of results desired and what was desired was information to answer the following questions.

- What is community economic development?

- How do the local development organizations undertake community economic development?
- Are the local development organizations able to put into practice the principles of CED?
- What are the internal functions of each organization and how effective are they in meeting their goals and objectives (implicitly and explicitly) versus meeting CED objectives?.

Different methods of evaluation were considered keeping in mind that assessing and evaluating an organization's success is a complex endeavor. An organization's success will depend on funding, enabling legislation, organizational structure and many other factors. When it comes to these organizations trying to promote CED, they will be better in some ways than others. An assessment of these factors lend themselves to qualitative measurements

Based on the above information and a literature review it became evident that the methodological approach this practicum should utilize was a naturalistic inquiry into economic development activities of the three organizations<sup>1</sup>. This type of inquiry focuses on capturing program processes, documenting variations and exploring the differences between the three organizations' experiences. A naturalistic inquiry is not focused on examining predetermined variables and outcomes. The observer enters into the inquiry with no pre-conceived notions as to what the results will be. This

---

<sup>1</sup>Naturalistic inquiry is described by Michael Patton in *Qualitative Evaluation Methods*. A more detailed description will be included in Chapter Five.

is the complete opposite of a scientific inquiry where the hypothesis sets the variables to be used and the probable results of the experiment. To facilitate this inquiry the role of external, impartial observer was adopted.

The methodology involves both qualitative and quantitative methods to analyze the three organizations. The former consists of a goals and objectives questionnaire and a Board of Directors' questionnaire and utilizes an inductive analysis. The latter consists of a time series design in which demographic statistics are used as indicators of change in the community. A deductive analysis was completed on this aspect of the methodology. This triangulated methods approach provides a comprehensive analysis of the three organizations.

In the beginning of this introduction it was stated that this practicum involves an analysis of four local development organizations in Beausejour. Due to a poor questionnaire response rate by the Granite Shield Incentives board members and a lack of an assessment by the general manager, the organization was deleted from the evaluation. The poor response rate produced biased results which would not have been a true representation of the organization.

Information about the Granite Shield Incentives were included in the first four chapters of this practicum and background information was gathered during the literature review. Even though GSI were omitted from the final analysis, some general comments on the GSI were included in the conclusion of this practicum.

#### **TIME LINE**

This practicum was initiated in 1989 when contact was first made with community officials in Beausejour and the four development organizations. During 1989 a literature review was completed and the groundwork set to undertake the two questionnaires and the telephone survey.

The telephone survey and the distribution of the two questionnaires commenced in 1990. The telephone survey was completed during a two week period in the fall of 1990. The distribution of the questionnaires and their completion by respondents spanned 1990 and 1991. For reasons outlined in detail later, in Chapter 5, there were problems trying to achieve an acceptable response rate. A deadline for responses was set for June of 1991 and shortly thereafter data entry began.

Data entry was completed by the winter of 1991 when the analysis of the results commenced. During the past two years the analysis has had to be shelved, at times, due to various factors, the most dominant being a chance to gain some employment experience. It is now August of 1993 and for the past six months a concentrated effort has been made to bring this practicum to completion.

When thinking about the amount of time it has taken to complete this practicum, an important point to remember is that an evaluation of a program or organization takes place at a point in time. The evaluation only carries meaning for that specific period of time. The results in this practicum refer to these organizations as they functioned during 1989. Since then, they have moved forward and things may have changed. The conclusions of this practicum may or may not still apply.

#### **ORGANIZATION OF THE PRACTICUM**

This practicum contains six chapters. Chapters 1 and 2 describe community economic development, its theory and process. The former includes the principles of community economic development and a typology of community economic development approaches, while the latter presents the process of local economic

development. The strategic planning process and a description of local development organizations is included.

Chapter 3 provides an introduction to the community of Beausejour. Its location, history and socio-economic profile provides the setting in which the local development organizations must function.

Chapter 4 provides a description of the three local development organizations which are the focus of this practicum: the Beausejour Brokenhead Development Corporation, the Eastman Regional Development Corporation, the Winnipeg-River Brokenhead Ventures and the Granite Shield Incentives. Included is information on their organization, enabling legislation, finances and services.

Chapter 5 provides the case study methodology which includes a three prong approach of an analysis of each organization's economic development plans, a board of directors questionnaire and a time series analysis.

Finally, chapter 6 is an evaluation of the three organizational models in the case study and their impacts on the town of Beausejour.

The remainder of this introduction describes the evolution of community economic development. Society is currently experiencing a global crisis which stems from the effects of an industrialized economy. Marcia Nozick in her book "*No Place Like Home*" describes five trends resulting from industrialization:

- Economic de-industrialization, which is leaving thousands of people across the country in small towns and in urban communities unemployed due to plant closings.
- Environmental degradation of crisis proportion, which is poisoning our local water supplies and the air we breathe in major cities, through industrial pollution, consumer waste and auto pollution.
- Loss of local control over our communities, with major economic and political decisions made by higher levels of government or by companies whose head offices are elsewhere - by people who have no stake in the community except profit in taking or managing people.
- Social degradation and neglect of basic human needs, so that increasing numbers of people in our communities are marginalized, alienated, homeless, jobless, hungry and living in unsafe situations.
- Erosion of local identity and cultural diversity as we conform to the homogeneous values of the Global Village...<sup>2</sup>

Paul Ekins describes the global crisis as follows:

"Economics is at an impasse... Nothing seems to work as it used to. Investment doesn't bring down unemployment. Neither does growth. Inflation has become endemic, worrying even in the most tightly managed economics and always threatening to become more so. Third World indebtedness aborts world development and threatens to topple the

---

<sup>2</sup>Nozick, Marcia. 1992. *No Place Like Home: Building Sustainable Communities*. Ontario: Canadian Council on Social Development. p.7.

international financial system. New technologies dominate people rather than liberating them. The natural environment is deteriorating rapidly world-wide and its resources are under unprecedented pressure. Most paradoxical, perhaps, is the continued existence, even in the richest societies, of poverty with progress. Even as technological change promises virtually unlimited production, the most basic human needs still go unmet. A crisis of such dimensions indicates a fundamental failure of method. The very assumptions which form the basis of conventional economics are now unsound"<sup>3</sup>

Both Nozick and Ekins have outlined trends caused by industrialization which affect the economic, social and ecological structures of society. The need to address these factors has provided the impetus for an alternative approach toward development. CED has evolved as an alternative approach. The transition from the industrial era to the post-industrial era and the concept of CED will require a paradigm shift.<sup>4</sup>

The roots of CED originated from two sources: an alternative development strategy for the third world proposed by E.F. Schumacher and the United Nations, Dag Hammarskjold Report, *What Now: Another Development*<sup>5</sup> .

---

<sup>3</sup>Ekins, Paul, Ed. 1986. *The Living Economy: A New Economics in the Making*. Selected papers and proceedings from The Other Economic Summit (TOES). London: Routledge and Kegan Paul. p,1.

<sup>4</sup>Thomas Kuhn in his book '*The Structure of Scientific Revolutions*', described paradigm shift as the process of transforming social consciousness from one paradigm to another over a generation or longer. The shift occurs when a new idea is introduced from outside of the established system of beliefs. Acceptance of the new paradigm reluctantly occurs after a long period of resistance. Other sources on the socio/cultural paradigm shift include Alvin Tofler's '*The Third Wave*' , Marilyn Ferguson's '*Aquarian Conspiracy*' and Frijof Capra's '*The Turning Point*'. For sources on the economic paradigm shift see Paul Ekin's '*The Living Economy*', David Morris' '*Self Reliant Cities*', Daly and Cobb's '*For the Common Good*' or Paul Hawkins' '*The Next economy*'.

<sup>5</sup> *What Now: Another Development*. Report presented to the 1975 Seventh Special Session of the United Nations General Assembly on Development and International Cooperation by the Dag Hammarskjold Project. Sweden: Dag Hammarskjold Foundation, 1975.



In the former, "Schumacher, over the course of his life, worked out the framework for an alternative economic development, that would:

1. rely on local resources;
2. be compatible with the values and culture of people;
3. be decentralized;
5. limit (conserve) the use of natural resources;
6. use an appropriate technology that was accessible to the average person and that was safe for the environment as a whole" (Nozick, 1989, 45).

The U.N. Study, *What Now: Another Development* promoted a framework stressing an integrated approach to development. The framework included five basic principles.

- **Need-Oriented** - that is, being geared to meeting human needs, both material and non-material. It begins with the satisfaction of the basic needs of those, dominated and exploited, who constitute the majority of the world's inhabitants, and ensures at the same time the humanisation of all human beings by the satisfaction of their needs for expression, creativity, equality, and conviviality and to understand and master their own destiny.
- **Endogenous** - that is, stemming from the heart of each society, which defines in sovereignty its values and the vision of its future. Since development is not a linear process, there could be no universal model, and only the plurality of development patterns can answer to the specificity of each situation.
- **Self-Reliant** - that is, implying that each society relies primarily on its own strength and resources in terms of its members' energies and its natural and cultural environment. Self-reliance clearly needs to be exercised at national and international (collective self-reliance) levels, but it

acquires its full meaning only if rooted at local level, in the praxis of each community.

- **Ecologically sound** - that is, utilizing rationally the resources of the biosphere in full awareness of the potential of local ecosystems as well as the global and local outer limits imposed on the present and future generations. It implies the equitable access to resources by all as well as careful, socially relevant technologies.
- **Based on structural transformations** - they are required, more often than not, in social relations, in economic activities and in their spatial distribution, as well as in the power-structure, so as to recognize the conditions of self-management and participation in decision-making by all those affected by it, from the rural or urban community to the world as a whole, without which the above goals could not be achieved (Ekins, 1986, 44).

Together these two works formed the seeds from which the CED movement has developed.

## CHAPTER ONE

# Community Economic Development

## INTRODUCTION

"Community economic development (CED) has emerged within the context of post-industrial shift and new age thinking as more than simply an alternative philosophy and approach to social and economic development. It has emerged as an alternative way of thinking and an alternative way of living encompassing principles of ecological humanism, self reliance, empowerment and sustainability, and is part of a larger response to fundamental problems, structural difficulties and ethical dilemmas existing within present society and within its social, political and economic institutions" (Nasewich, 1991, 115).

The intent of this chapter is to familiarize the reader with the theory of CED and to provide a typology of CED approaches. The former includes the 5 principles of CED: self reliance, sustainability, human needs, self management and local control, and endogenous development. The latter includes a typology of CED approaches which can be utilized by communities depending on their focus and goals and objectives.

## COMMUNITY ECONOMIC DEVELOPMENT

There is no quick and easy way to successful economic development for any community. Communities have come to realize that conventional economic base models are not sufficient in addressing their various needs. The CED

approach provides communities with new guiding principles which effects community organizations, their structure and operation. The following definition describes each of the components of CED.

By community we mean a geographic or functional community of interest, where the residents see themselves as sharing a common destiny. Economic development is seen as the process of increasing the number and variety of institutions in the community. Community-based economic development is concerned with virtually all the functions involved in what may be termed "traditional" economic activity, as well as the same objectives: - more jobs, better housing, improved community services. The community-based aspect in addition gives equal weight to other objectives: self-sufficiency, equity, empowerment, participation in the decision making process, and replacement of corporate branch plants (absentee landlords) with locally owned, and in some cases community owned, capital, land and business (O'Leary, 1984, 2-3).

Community economic development is:

"The process by which local people take responsibility for the development of their own community, its people and its economy. They do this in a whole variety of different ways, ranging from setting up new companies and cooperatives to create new jobs and help local people start their own businesses, to drawing existing businesses together in new ways and drawing local people together to think about the future of their own community" (Guy Dauncey, 1986, 2).

"Community economic development is the creation of strengthening of economic organizations (or, more technically, economic institutions) that are controlled or owned by the residents of an area in which they are located or in which they will exert primary influence. The institutions that are owned or controlled locally can include such forms as business firms, industrial development parks, housing development corporations, banks, credit unions, and the cooperatives, and CDCs (community

development corporations) themselves as the most broadly generalized, guiding institutions. They might also include organization (or services) that upgrade the human and social environment in such a way as to increase the economic value and energy of the community" (Kelly, 1977, 1).

CED is more than just economic development, it is an approach which addresses economic, social and cultural problems of communities. Based on a comprehensive survey of the literature on CED, Nozick, in *The Changing Times: Understanding Community Economic Development for the 90's*, proposed five principles of CED: self reliance, sustainability, human needs, self management and local control and endogenous development. A description of each principle is presented.

### **SELF RELIANCE**

Self reliance refers to the belief and principle of producing what is needed in the community by relying on one's own resources. The community relies on its own strengths and resources rather than being dependent on outside economic and cultural forces. As a direction and process, self-reliance is applicable to the individual, the household, community, city, region or nation. At each level self-sufficiency is the goal (Nozick, 1992, 43).

"The basic rule of self-reliance is this: produce what you need using your own resources, internalizing the challenges

this involves, growing with the challenges, neither giving the most challenging tasks (positive externalities) to somebody else on whom you become dependent, not exporting negative externalities to somebody else to whom you do damage and whom may become dependent on you" (Galtung, 1986, 101).

Johan Galtung maintains that in order to be self-sufficient, communities must produce what they need and consume what they produce. When producing what they need, they must rely on themselves and their own resources (land, labour, capital, research and administration). Communities minimize positive externalities by trading less upwards and negative externalities by trading less downwards. Communities do not want to become dependent on others nor make others dependent upon them. By not exchanging for product as is done under conventional economic theory, communities become responsible for the negative externalities they generate such as pollution, depletion and dirty, degrading, boring work (1986, 100-101).

Development aimed at greater community self reliance would include the following elements:

- self-government, that is, control over the development process;
- a planned diversification of activities, based on the principle that diversification enhances resilience and innovative capacities;

- the development of local resources in the context of maximizing continuing local benefits and the conservation/regeneration of resources;
- maximization of a community's potential for meeting its own basic needs, such as food and shelter;
- self-finance, that is, the generation, to the greatest degree possible, of one's own financial requirements;
- a community learning process in which community members not only witness development, but also participate in it and understand it through a continuing interaction of personal involvement and reflection upon that involvement in a group context (Wisner and Pell, 1982, 25-26).

A self-reliant community promotes the creation of wealth through activities in the informal economy and by stimulating the creation of wealth from the inside out.

The informal economy encompasses a variety of types of activities from small scale subsistence agriculture, fishing, hunting and trapping undertaken by pre-or non-industrial societies, to small business and enterprise which incorporate features of the formal economy, but which (primarily because they have not yet grown large) embody characteristics of the informal economy such as flexibility, informality and individual initiative. In between these two are the household economy, its extension into the neighborhood or mutual aid economy, and the alternative or counterculture economies of religious orders, and utopian or intentional communities (Nasewich, 1989, 61).

### **Informal Economy**

The informal economy is based on the informal, not-for-profit exchange of goods and services. The informal economy is unquantified and unrecorded thus, it is invisible. Informal activities include household tasks performed to

make the home a more satisfying place to live or volunteer work undertaken within the community. It is a way of life in which trading, bartering and the exchange of goods and services is undertaken with neighbors. The informal economy embodies the following characteristics: neighborly cooperation, mutual aid, sharing, sensitivity, participation and the decentralization of power (Ross, 1986, 35-36). The informal economy provide opportunities to engage in new kinds of work. By undertaking such activities, the self-reliance of a community is enhanced while meeting their economic and social needs. Working in conjunction with the informal economy is the strategy to promote community wealth from the inside out as proposed by Nozick.

Nozick in *No Place Like Home* stated a self-reliant community can enhance local wealth through the discovery and development of their existing resource base. There are five ways to achieve local wealth.

- 1. Making more with less.** Reduce, reuse, recycle is the philosophy self-reliant communities must adopt. Communities can use energy efficient technologies to convert and conserve local resources. For example, new wealth can be generated by reducing the amount of electricity the entire community uses, thereby, eliminating the need to create new generating stations. The conversion of old office buildings to a new use



provides needed office space, preserves the historical fabric of the community and is ecologically sensitive.

- 2. Making the money go round.** The self-reliant community attempts to get the most value out of every dollar by increasing the level of exchange among community residents. In a healthy economy a dollar is spent six to eight times before it leaves the community. The more times a dollar is spent the greater the multiplier effect.

To ensure the continued circulation of money within the community, residents must reduce the amount of money leaving the community. Examples of how money leaves the community include the purchase of imported products, money spent on purchases and services outside of the community or when local residents deposit their money in banks thus taking money out of circulation. Not only does depositing money take it out of circulation, banks rarely reinvest money into the local economy, rather, they lend money to large corporations outside of the community.<sup>6</sup>

---

<sup>6</sup> The Local Exchange Trading System (LETS) is an example of a self-contained system of local exchange. Within this system trade occurs among community members with no money being exchanged. The system runs on barter credit where services and products are sold for "green dollars" (the currency of LETS). Any community resident can participate in the system and have an account (Nozick, 1992, 52-53).

3. **Making it ourselves.** Making it ourselves means replacing imports with local products (import substitution). Import replacement provides communities an opportunity to expand and develop their economies. When a businesses replaces an import with a locally produced product a spin-off effect is created resulting in the start-up of new businesses and more employment opportunities. For example, the production of ketchup may lead to new businesses to produce tomatoes or ketchup bottles. The key to successful import substitution is setting up local markets for local products.
4. **Making something new and the importance of invention.** Entrepreneurial inventiveness and creativity are the two most important human resources available to create new wealth. To be successful at import replacement a business is required to be flexible, adaptable, innovative and inventive in improvising with local materials and new production methods. Through invention we learn how to derive more of local resources and therefore, create new wealth.
5. **Trading with equal partners.** Development in a self-reliant community begins form the inside-out focusing on local needs within the community. This approach minimizes the amount of exchange with the outside but

does not exclude it. There will always be the need for some degree of trade with other communities. In order to control this trade, communities practice collective self-reliance. Collective self-reliance is a strategy of exchange which sets guideline for what, when and how exchange can be arranged between equal partners. This strategy of exchange attempts to build collective strength and wealth among co-operating communities.

A self-reliant community uses its own resources and inner capacities to meet its needs. By doing so, it will generate greater autonomy and more freedom to assess its priorities and determine its future.

### **SUSTAINABILITY**

The World Commission on Environment and Development wrote a report on the state of the environment called *Our Common Future*. In it, the Commission defines sustainable development as

"development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It contains two key concepts:

- the concept of 'needs', in particular the essential needs of the world's poor, to which overriding priority should be given; and
- the idea of limitations imposed by the state of technology and social organization on the environment's ability to meet present and future

needs (World Commission of Environment and Development, 1987, 40).

The Commission further states that:

"sustainable development is not a fixed state of harmony, but rather a process of change in which the exploitation of resources, the direction of investments, the orientation of technological, and institutional change are made consistent with future as well as present needs (1987, 9).

In terms of sustainable development, what is required is a holistic or integrated approach to problem solving and management. The major issues to be addressed include population and human resources, food supply, resource management, energy use and management, industrialization and urbanization (Dykeman, 1990, 4).

Sustainable development ultimately is about the management and control over development. In future it must be undertaken in a new way which is socially just, environmentally sound, and economically feasible. The emphasis is on quality rather than quantity, on development rather than growth. Sustainable development requires a paradigm shift, a fundamental change in values and approach (Cossey, 1990, 3).

#### **HUMAN NEEDS**

"Development should be geared to the satisfaction of human needs, both material and non-material, rather than the mere accumulation of material wealth (Nozick, 1988, 94).

Nozick in her book, *No Place Like Home*, states that in the past communities satisfied the needs of individuals', needs such as security, protection, opportunities for work and self fulfillment. This function within communities has ceased due to the forces of modern development. Individuals have become alienated, marginalized, homeless, jobless and hungry.

Nozick states there is a system of human needs that need to be met by communities, needs of autonomy, integration and survival. Each need is defined as follows:

- Needs of autonomy: Includes self-esteem; wholeness. meaning and identity; personal freedom; self-expression; creativity.
- Needs of Integration: Include the need to belong, i.e., connect with something larger than oneself (community, nature, the cosmos); the need for affection, and relationships; the need to participate with others.
- Needs of Survival: Includes the need for health; for security; for permanence (1992, 147).

In order for communities to once again meet the needs of individuals, there needs to be a total restructuring of the development process, people's needs should come before profits. To meet the needs of autonomy, communities need to change social attitudes, to make all people equal (i.e., handicapped, poor, visible minorities). The provision of creative and meaningful work will provide individuals with

self esteem, and self expression. Individuals want work that is challenging, thought provoking and self fulfilling.

To meet the needs of integration "the goal is to humanize development by providing opportunities for people to contribute to the whole community according to their abilities and aspirations, and by giving people an active, participating role in shaping their communities (1992, 154).

Community development enterprises which fulfill human needs are informal, small-scale, alternative approaches. The mutual aid LET System is based on the barter of goods and services among community members. The bartering function creates opportunities for work and meeting people's needs. The community or agricultural land trust holds land in trust for use by community members. In the latter case, farmers can pay for their lease on the land by farming it. Farmers reap the benefits of satisfying work (increased self esteem) as well as providing the material goods (grain and vegetables) they need to survive on. These are only two examples of community activities which address human needs.

The goal of development needs to focus on providing a better quality of life based on satisfying human needs. A total reconsideration of what is important and a move away from our present system of satisfying human needs based on consumerism must take place.

## SELF MANAGEMENT AND LOCAL CONTROL

"Self-management and local control: meaning that the processes and structures of community economic development be especially designed to empower individuals and communities to take control over their own resources and plans for their own futures as opposed to the imposition of plans by outside government agencies and large corporations. Since society is primarily organized on a top-down basis, this will necessarily require a transformation from hierarchical to non-hierarchical structures as to allow for the maximum participation by community members in the decision-making and development process" (Nozick, 1988, 104).

If communities want to control their local economy, they must create their own power base from within the community, though individuals and community groups. Nozick states that there are two types of power that are important to local communities, personal power (power within) and power with others. Power from within refers to the power within individuals which is brought out through self-awareness. Power with others comes from the feelings of participating with others in a common struggle. The process of human empowerment draws on both types of power. In essence, citizen participation is the focal point for community power. It is only through participation that individuals are empowered (1992, 101).

There are many models for community control which communities can adapt to broaden their power base. One example is a community land trust. The land trust promotes

community control through the ownership of land within the community by the community. Once a community has acquired land it is put into a trust to be held by the community in perpetuity. The land is leased out to community members to use for neighborhood housing or to growing food. If a house is built, it is then sold but the land stays the property of the community. The money from the sale is reinvested back into the community (Nozick, 1992, 111).

Community control rests in the hands of community members. If they want to have influence in the decision which affect themselves and their neighborhoods, they must participate. The more people that participate the greater the power base will be to effect changes.

#### **ENDOGENOUS DEVELOPMENT**

In CED, endogenous development refers to development from within, that is the history and culture of a community is paramount, as opposed to development based on corporate standards or social norms. Culture is an integral part of CED, it is the life blood of communities. Culture is "the collective expression of language, technology, history, spirituality, art, social institutions and the perceptions held by a community about its relationship with the natural world. In short, culture provides the context and the



content that give definition to everyday life" (Nozick, 1988, 122).

Nozick states that in order for communities to sustain themselves, they must sustain and reclaim their culture. Culture consists of three components: social history, natural history and cultural groups. Social history refers to how community members interacted in the past within the community. It links the community with its past and helps people to identify where they have come from and where they are going. Social history can be preserved through heritage conservation and through the revitalization of old neighborhoods. In doing so, the community preserves a way of life, the character of the community (Nozick, 1992, 184).

Natural history refers to the natural parts of communities which have meaning, landmarks such as rivers, mountains or a special old oak tree. Community residents regard natural landmarks as an integral part of their neighborhood. It is a community's natural and social history which creates their identity.

Cultural groups make up the third and final component, they give communities diversity and uniqueness through their being and their interactions. Together, these three components illustrate how culture evolves out of the

relationships between people and the special places in which they live (Nozick, 1992, 183).

Opportunities to enhance culture include creating the social conditions for bonding to occur and creating reasons for getting together such as festivals, cultural/community drop-in centers, or neighborhood works projects. Community culture conveys the history of a community and knowledge of how it can be lived in and used (Nozick, 1992, 196).

Each of the five CED principles has its own concept and focus, but, even though they are separate, there are linkages and overlaps between the principles

CED is a new way of thinking, a new approach which offers a new holistic approach in attempting to address community development. In Canada, CED activities have focused on local citizen initiative, concerns for community self-reliance and a high level of citizen participation accountability of activities to the community.

The fundamental goal of CED activity is to gain control of the local economy away from the markets and the state. A community's focus of approach depends on the goals of the community, to create new wealth, to create a sustainable economy and gain control of local resources, or to address the social justice. The CED approach will be determined by

where the emphasis lies within the community. A framework for this purpose makes up the latter half of this chapter.

## **T TYPOLOGY OF CED APPROACHES**

Boothroyd in *The Meaning of Community Economic Development*, provides a typology of CED approaches. The focus is on three CED approaches: growth promotion, structural change and communalization (1991, p. 1). The choice of an approach by a community is determined by whether the emphasis is on "community", "economic" or "development". Each term is defined as follows:

Community is defined as "a group of people who know each other personally and who plan together over time for their long-term betterment. It is a definition that includes geographically defined communities as well as communities based on common interests. The definition focuses on member involvement as the essential characteristic of community"

Economy is "a system of human activity directed to meeting human wants through deliberate allocations of scarce resources including human time. This definition permits non-market activity to be included in the economy, but differentiates the economy from culture, religion, and spontaneous socializing because what is centrally at issue in these aspects of human life is not the deliberate allocations of resources".

Development is "planned quantitative or qualitative change in a system. This definition permits both change based on positive feedback loops and change based on negative loops, as well as changes in the scope of the variable being planned. It permits change to be planned by the system itself or by external agencies" (Boothroyd, 1991, 2-3).

## GROWTH PROMOTION

With an emphasis on "economic", growth promotion consists of two approaches: smokestack chasing and growth planning. The former emerged at the turn of the century with its roots lying in small town boosterism where communities competed against one another to promote their attributes and attract corporations to invest in the community.

Under growth promotion, the goal of economic development is to promote growth in jobs, income and business activity within the community. Communities tried to achieve this by attracting industrial development (e.g., a factory or government agency) but they did not plan to maximize the benefits of new investments. It ultimately pitted communities against one another and failed to generate any significant level of new employment.

The latter growth planning approach became prominent in the 1970s and 1980s as an improvement over the smokestack chasing approach. "The emphasis now is on comprehensive planning for growth: involving all relevant actors, setting targets, surveying opportunities, and developing a wide range of strategies (Boothroyd, 1991, 6).

Growth planning attempted to attract outside investors, increase the production of existing businesses and encourage

local entrepreneurs to create new firms. The goal of growth planning was to assist businesses that contributed to community economic growth. Assistance was provided to increase exports, expand markets, create new products or make better use of resources to produce more. Import substitution was undertaken to further economic growth.

The smokestack chasing and growth planning approaches are based on four assumptions:

- The community economy is the totality of monetary transactions. Goods and services produced outside the monetized marketplace (e.g., by volunteers through bartering) are not a part of the community economy. The production of non-marketed goods and services are not counted as contributions to growth, nor, therefore, to economic development.
- The community is better off when employment is increasing. Increased employment means higher income, increased property values and an expanded tax base. Cultural, social or environmental costs of increased employment are secondary considerations.
- Increased employment is most effectively advanced by increasing the flow of money into the community. This is accomplished largely by increasing the level of exports, and by attracting outside businesses into the community. The latter is best achieved through promotion of the community's favorable attributes of location, resources, and attitudes.
- The community's internal economy (i.e., the structure of relationships within the community, as opposed to its place in the wider economy) is best left to the market to determine. No agency can plan or guide the development of the community's economy as well as the invisible hand of the market. The benefits of increased employment will trickle down through the community: "a rising tide lifts all boats" (Boothroyd, 1991, 8).

This approach to economic development is least effective as it restricts the community's activities to generating more exports. By doing so, the community must compete with others for a share of the market and investors on whom they become dependent. Under this approach there is no redefinition of the community's relationship to the market nor does it redefine the relationships among people in the community.

#### **STRUCTURAL CHANGE**

The structural change approach is a fundamentally different approach to community economic development which emerged at the same time as the growth planning approach in the 1950s. Its roots are set in the cooperative movement of the 1930s where its function was to promote community growth and perform a stabilizing function. Gradually, cooperatives declined during the next two decades due to rapidly expanding economic prosperity. The rise of the welfare-state ideology changed the way people thought about the relationship between the community and the state. Governments began to intervene to assist local economies. This period of sustained growth came to an end in the mid 1970s when the welfare state suffered a fiscal crisis. No longer could communities expect to receive monetary help from government levels above.

This fiscal crisis in conjunction with the depletion of the local resource base has prompted communities to consider an alternative development approach based on self-reliance and a vision to improve economic stability in the short and long terms.

There are four strategic options in the structural change approach. Each option requires the community to gain control over its economy. The first option focuses on increasing local ownership to reduce dependence on external investment. Communities can identify small scale opportunities for entrepreneurs created by technological change or unfilled market niches. They can also develop community owned businesses which are structured to remain in the community.

The second option involves gaining control over resource management by reducing dependence on outside decision-makers. This has been achieved through co-management agreements where governments allow communities to share some decision-making power.

Reducing community dependence on traditional export markets is the third option. This strategy emphasizes diversifying the local economy and promoting import substitution to reduce reliance on imports.

The final option is focused on the promotion of the informal economy to reduce the impacts of high inflation and high unemployment. The informal economy is based on the not-for-profit exchange of goods and services. Examples include volunteers who teach cooking, the exchange of services by neighbors or the trading of a product for something other than money.

The structural change approach is based on four assumptions:

- The local economy extends beyond monetized marketplace transactions. It includes the largely locally controlled and relatively stable non-cash economy which makes a major contribution to well-being. Though the cash economy will remain primary so long as people seek the benefits of inter-regional trade and government services, there is significant potential in most communities for further development of the informal sector.
- The primary purpose of community economic development is to increase stability in the short and long terms. Whether a community see growth as a supplementary CED goal depends on the nature of its economy (whether there is full employment of human and natural resources), and its evaluation of its present size. If growth is sought, its nature in terms of smoothness, sustainability, and balance, should be of central concern.
- Monetary flows into and through the community should be stabilized through local ownership, local resource control, or diversification of exports. Emphasis should be placed on stimulating import replacement rather than on expanding exports. Attention should be paid to utilizing local resources in such a way as to increase cash and non-cash transactions among members of the community.
- The internal structure of the local economy should not be left to the uncontrolled consequences of market actions guided by the dictates of the principle of comparative economic advantage. CED should involve deliberate restructuring of the local economy by people who are part of that economy (Boothroyd, 1991, 12-13).



Under the structural change approach, communities have begun the move towards re-orienting how they want to approach development. Growth for the sake of economic wealth is no longer acceptable. Growth and stability are the objectives with development becoming a more complex process based on self-reliance and sustainability.

#### **COMMUNALIZATION APPROACH**

The communalization approach is concerned with the economic and social aspects of the community. It is important to develop the economy in such a way that the community is strengthened. The community should be a place where people feel connected to one another, are concerned with each other's well-being and feel a sense of satisfaction from cooperating. A secondary goal is to promote equitable production and distribution functions with the emphasis being shifted from growth and stability to equality. Community members should be able to engage in more meaningful work and be able to participate in decision-making through the decentralization of decision-making and worker ownership.

CED strategies include trying to eliminate marginalization and exploitation of groups within a community or trying to make work more meaningful. There are many community based organizations implementing these CED strategies based on the

communalization approach. Example of such organizations include: cooperatives, community land trusts, or community development corporations.

The communalization approach is based on the following principles:

- The local economy encompasses market (monetary and non-monetary) transactions but includes as well production and distribution based on non-market principles of common ownership, sharing, volunteerism, and improving productive life even at the expense of efficiency. The distinction between the economy and the community is not clearly drawn. As in the case of the family, social and economic relationships are intertwined.
- The primary goal of community economic development is to create equality and strengthen the sense of community among all individual members. The aim is to develop mutual aid institutions in which production and consumption patterns are based on social rather than market principles.
- The workplace should be designed to promote not competition but cooperation. Economic entrepreneurship should evolve more from collectivism than individualism.
- All community members must be empowered to participate in decision-making processes that shape the community's economic future. Individuals should be actively encouraged to involve themselves in, and accept responsibility for, developing the various community institutions relating to economic development. (Boothroyd, 1991, 15).

## **SUMMARY**

This chapter familiarized the reader with the term and principles of CED and provided a typology of CED approaches to be compared with local development organizations in the case study community of Beausejour later in Chapter Six.

The next chapter which describes the local economic development process is different from the community economic development process described in this chapter. The need to differentiate between the two is addressed forthwith.

The critical factor which differentiates community economic development from local economic development is community ownership. In CED, a community utilizes a development vehicle which they own and control. A good example of this is a CED organization called Project for Pride in Living (PPL)<sup>7</sup>. The PPL is a non-profit community corporation in the inner-city of Minneapolis and was founded in 1972. It advocates assisting local residents in dealing with landlords and the bureaucracy. Since its inception the PPL has developed into a multi-million dollar non-profit enterprise focussed on building and renovating housing units and employment training.

The PPL is a good example of a CED organization because it is community owned and the whole community is involved in and benefits from its activities. The community has worked together to revitalize their neighborhood and address what they feel to be the critical issues; housing and unemployment.

---

<sup>7</sup> Information the Project for Pride in Living was derived from a field trip visit to the community in Minneapolis.

The practice of local economic development focusses on the use of individually owned enterprises to develop the community. The critical difference between LED and CED is the focus on individual versus community ownership. Under local economic development the benefits of successful individual businesses in a community are not felt directly by the community and they have no control over its activities nor its impacts be they positive or negative. Any benefits to the community will be felt indirectly through a trickle down effect.

An example of an LED organization is the Women's Economic Development Corporation (WEDCO)<sup>8</sup> which is a non-profit consulting business. WEDCO provides the women of St. Paul, Minnesota with business counselling and offers seminars and workshops to assist them in setting up new businesses or expanding existing businesses.

WEDCO is a good example of a LED organization because the clients of WEDCO receive the direct benefits of their services. The community of St. Paul receives indirect benefits through a trickle down effect. The community does own WEDCO nor at any time during the process does the community have any control over WEDCO, their clients, nor their businesses.

---

<sup>8</sup> Information on the Women's Economic Development Corporation was derived from a field trip visit to St. Paul, Minnesota where their offices are located.

The next chapter describes the local economic development process, the process of strategic planning and the local development organizations.

## CHAPTER TWO

### Local Economic Development

The purpose of this chapter is to describe the process of local economic development and strategic planning. Local economic development is essentially the practical adaptation of CED and the particular approach an organization takes will vary according to its orientation. The basic needs to local development, local self-sufficiency, decentralized, small-scale and informal sector development approaches are a few examples of approaches labeled as being local economic development. Local economic development is not any of these, it is:

"the process by which people undertake to develop their own community. It may incorporate community owned enterprises as well as elements of conventional economic development as aspects of an overall approach towards economic development which is values-based and which features a number of strategies, techniques, and dynamics. Local economic development best represents the practice of operationalizing the principles of CED into a distinct process which takes traditional development as a starting point and extends it a great deal further into a complete examination and analysis of the integral problems of a community, as well as all of its potential resources (Nasewich, 1989, 73-74).

"Local economic development above all else is a process. Moreover, it is a process with a purpose, viz. influence the patterns of growth, decline and restructuring of economic activity to meet the community's needs, and objectives more effectively. It is involvement of the community that meets the label local, and it is the process of development planning that provides the link between the local and broader environment (Dykeman, 1990, 11).

Local economic development is the practical application of community economic development principles by local

development organizations that address community development.

### **THE DECISION TO ORGANIZE**

A crisis within the community is often the driving force behind a community wanting to undertake local economic development. The closure of a factory, rural depopulation, or the decline in retail activity are just some of the crises felt by communities. Stewart Perry maintains that a community progresses through three steps which eventually leads them to local economic development activities. The first step involves a history of exploitation by an outside source which results in all types of disinvestment. The second step involves a galvanizing event which mobilizes community leaders and residents to participate in the process. Once this is accomplished, the third stage will involve creating a community development corporation (Perry, 1982, 9).

A community which has completed these three steps must now focus on identifying their visions for the future and planning how to get there. They must set goals and objectives to be achieved. A strategic planning approach provides a comprehensive approach towards community development. The remainder of this chapter will outline the Westcoast Development Group's strategic planning approach.

## STRATEGIC PLANNING APPROACH

With a local economic development approach directed towards achieving community empowerment and self-reliance, the Westcoast Development Group has prepared a strategic planning approach which combines the principles and practices of strategic planning with those of CED<sup>9</sup>. This particular example of the process of local economic development was chosen because it envelops all of the components that have been illustrated sporadically within the literature on local and community economic development efforts. Strategic planning is the most comprehensive, integrative approach towards community development (Lang, 1986, Douglas, 1989, Seasons, 1986 and Lewis, 1992).

"Strategic planning provides structure and a framework for applying the community development model. The two elements of study and action are linked for achieving sustainable community goals and objectives" (Dykeman, 1990, 12).

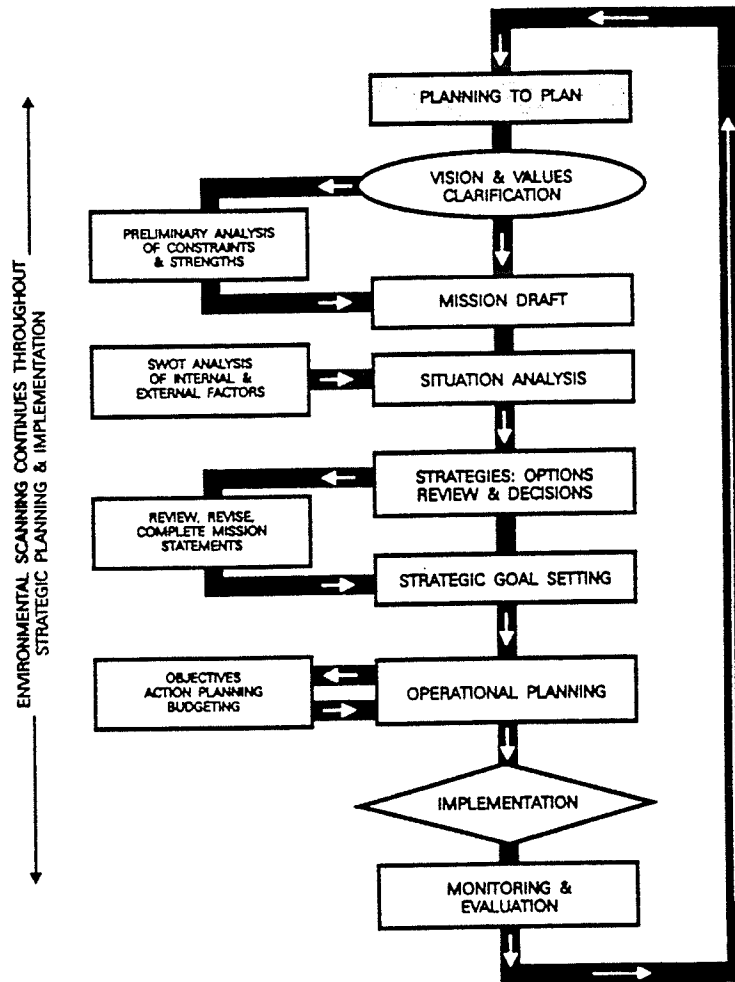
There are seven steps in the strategic planning process aside from implementation, monitoring and evaluation. A description of each step will be outlined (Figure 1).

---

<sup>9</sup> The Westcoast Development Group specializes in the development of materials and strategies for participatory, community-based training in the field of CED.



FIGURE 1  
The Strategic Planning Process



Source: Mike Lewis and Frank Green. 1992. *Strategic Planning for the Community Economic Development Practitioner*. Vancouver, B.C.: Westcoast Development Group, 7.

## **Planning to Plan**

There are five steps in planning to plan. Firstly, the organization must decide whether to develop a strategic plan as it takes a lot of resources to plan strategically. Secondly, there must be commitment to the process. All members of the organization (e.g., board members, staff members, sometimes local politicians) must be committed to the process. All participants must understand the basic planning steps.

The third step involves determining if outside help is required. Consultants, advisors or technical assistance may help in areas where the organization has weaknesses. The fourth step outlines a planning process tailored to the organization. The process must address the most critical issues and choices before the organization and take into account the planning experience and available time of the organization's members.

The fifth and final step involves forming a planning team. The planning team can consist of board members, the executive director of the organization, staff persons, people outside of the organization, consultants or other resource persons.

## **Visions & Values Clarification**

Visioning is the second step in the strategic planning process which involves planning members, board members and community members (as many as possible), participating in a process to identify what they want their community to be like in the future. It is important that this process include citizen participation as it allows the community to exercise some control over the planning process and to feel that their own values and priorities are being expressed.

"Visioning is a "holistic" process - it should encompass the community's hopes and dreams in political and organizational, cultural, and social terms, as well as from an economic perspective" (Lewis 1992, p. 16). During the process, differences in opinion will arise, but this will provide an opportunity to identify the impacts each vision will have on people's lives, and help the group reach a consensus. The vision should be consistent with the values and priorities of the group or community.

Once the visioning process is complete, preliminary internal and external constraints and obstacles should be identified as well as the strengths and assets on which the community can build .

### **Mission Draft**

Creating a mission statement is the third step in the strategic planning process. This statement authorizes a community organization to undertake specific functions in a manner which is consistent with their vision's values and principles. The mission statement outlines the functions the organization are to perform, for whom they are to be performed, and how they will go about performing these functions. The formulation of the mission statement is undertaken by the planning team and the organization's board. A review of the mission statement by the broader membership is recommended.

### **Situation Analysis**

Situation analysis involves assessing the internal factors of the community and the external factors affecting community interests. Activities include:

- gathering information;
- summarizing facts in an easily understood format;
- identifying issues or changes in the environment;
- identifying gaps in service to be filled, opportunities to be seized, or problems to be addressed.

The purpose of the internal assessment is to identify:

- What strengths and weaknesses in the organization's physical, financial and human resources;
- What experience, reputation and assets has it to build on;

- Which community needs fall within the organizations field of interests;
- What experience (education, work and life) do community members have to build on;
- What other community assets and resources are available?
- What specific program or project ideas and interests does the community have? (Lewis, 1992, 26).

To complete the internal assessment, basic socio-economic data is needed (population, education levels, household income, list of local businesses etc).

The external environment assessment involves determining the relationships between the organization and federal, provincial and municipal levels of government and other local and regional organizations. The assessment should include any economic information on the community or region. Statistics, analyses and summaries of trends are available from government offices, consultants and trade associations for many areas.

Once all of the data has been collected and reviewed, a summary of the essential points should be completed. A brainstorming session is held to identify issues, key facts and the strengths, weaknesses, opportunities and threats. The brainstorming continues until a consensus is reached. This process is complete when a summary table of the strengths, weaknesses, opportunities and threats has been completed.

## **Strategic Options**

In this, the fifth step of the strategic planning process, four strategic options are presented based on twenty years of CED experience. In this phase, communities must choose which option best fits their community, their draft mission statement and their analysis of the internal and external realities which affect them.

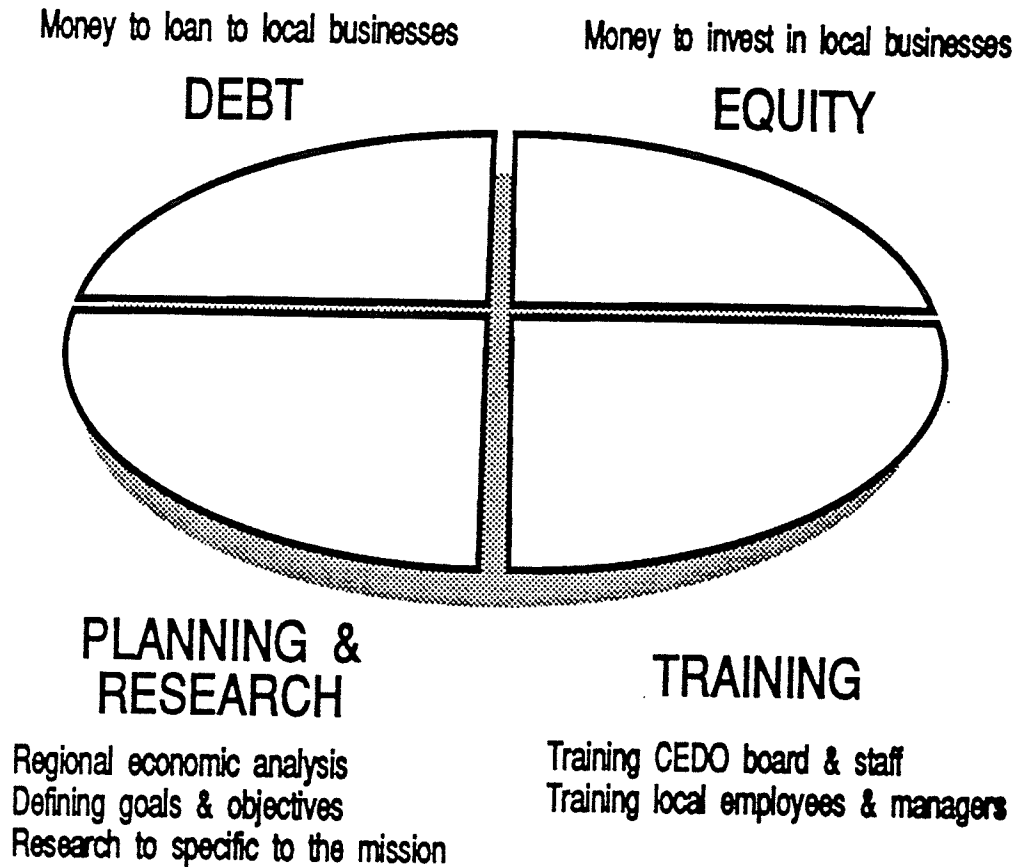
In trying to tailor a strategic option, communities must make clear what they want their organization to achieve and understand the key forces and trends in their organization's environment. Communities must customize their approach from the options and having chosen, examine their choice and its implications. Accomplishing this process will help people recognize their limitations; everything cannot be done at once.

When creating a CED strategy, four components are required: planning and research, equity, debt (money that is available to loan to businesses) and training. All four must be present within a community to be utilized in varying degrees in a development system (Figure 2).

Planning and research includes being able to research and understand the regional economy and the regulatory environment. It must be able to choose goals and set

**FIGURE 2**  
**Four Essential CED Ingredients**

Building an economic base requires a comprehensive approach with 4 key ingredients.



Source: Mike Lewis and Frank Green. 1992. *Strategic Planning for the Community Economic Development Practitioner*. Vancouver, B.C.: Westcoast Development Group, 39.

objectives which are pertinent to the mission and realistic given the environment in which it must function. Finally, planning and research must be available to support the organization's mission.

Debt refers to money being available to loan to businesses and which must be paid back with interest on a monthly basis. Equity is money for investment (risk capital) which is needed to lever money from other investors. Training is needed for board and staff members of the organizations. It is also needed to educate the general public to serve as employees and managers of businesses created by the organization.

#### **STRATEGIC OPTION MODELS**

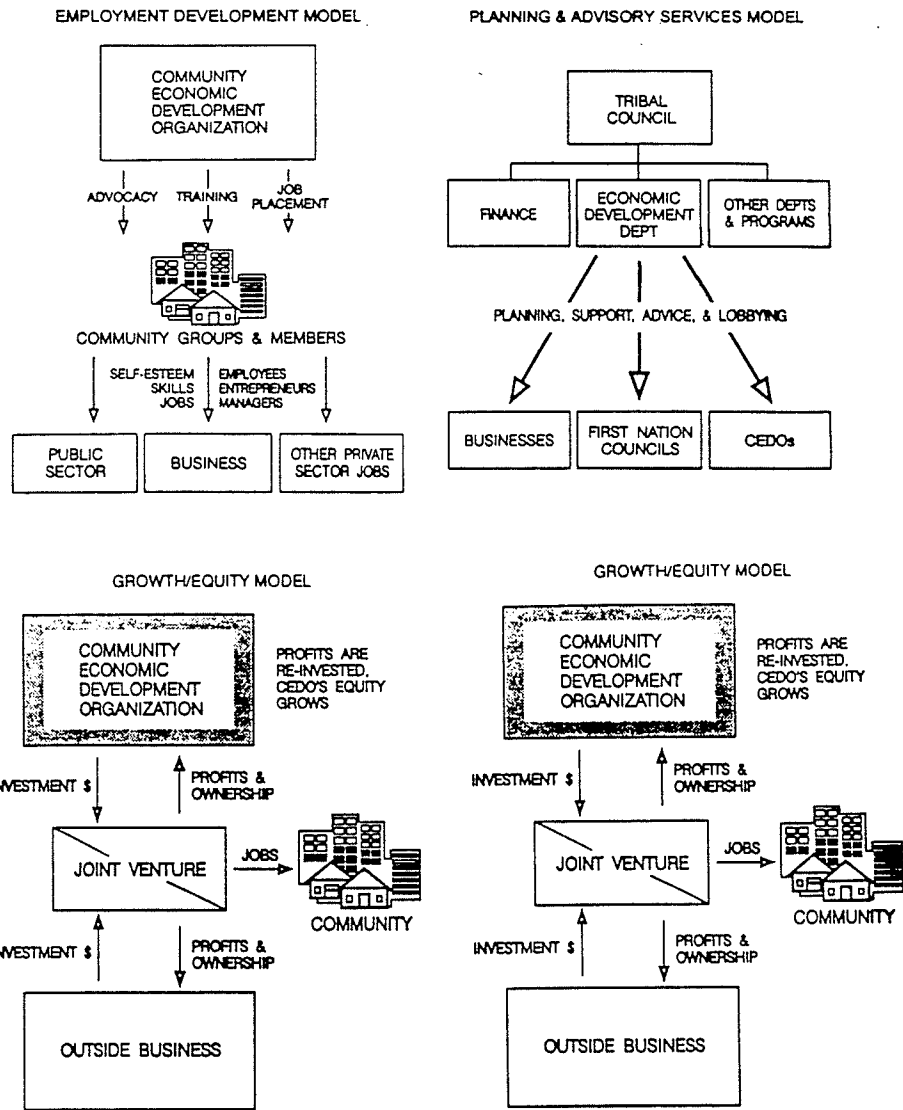
Each of the four strategic option models contains a planning and research function in addition to it specializing on one of the remaining three components.

#### **Growth Equity Model**

This model focuses on the development of equity or wealth generating assets by a direct ownership stake in the economy. The mission is to build an economic base which is accountable to community goals and priorities. Goals are to



**FIGURE 3**  
**Strategic Option Models**



Source: Mike Lewis and Frank Green. 1992. *Strategic Planning for the Community Economic Development Practitioner*. Vancouver, B.C.: Westcoast Development Group, 41-43.

generate profits for reinvestment, develop management capacity and influence and to create jobs (Figure 3).

#### **Loans/Technical Assistance Model**

The focus of this model is on the provision of credit. Loans and loan guarantees are the most common forms of credit provided to entrepreneurs, and community owned businesses. Technical assistance is also provided to the client in the following areas: the preparation of business plans, pre-business training, business counseling and financial planning (Figure 3).

#### **Employment Development Model**

Helping community members become better employees or business people is the focus of this model. It can engage in the following training and services: human resource planning, life skills, job readiness, technical training, up-grading, job placement and outreach (Figure 3).

#### **Planning and Advisory Services Model**

This final model is concerned with providing planning and technical assistance. Their functions include liaison, coordination, and information brokering. These services are provided to individuals within the community or extended

boundaries and to other community businesses and institutions (Figure 3).

In light of all of the work completed to this point (vision, mission statement, internal and external assessments), a strategic option is chosen which will best bring the community the greatest benefits. This process is complete when the mission statement is up-dated.

### **Strategic Goal Setting**

"Strategic goals are the basis upon which objectives, programs and projects are defined and get a share of the organization's resources. They link the vision to the activities which are supposed to achieve the vision" (Lewis, 1992, 47). Strategic goals are cognizant of the opportunities and constraints identified during the situation analysis. They are consistent with the organization's mission, with the direction of the organization (as indicated by the choice of strategic model), and complements the mission of other organizations which have a role in achieving the vision. Finally, the goals must be consistent with the priorities of the community.

The planning team is responsible for developing the strategic goals and the board is responsible for authorizing

it. If the strategic goals are defined properly, it will make the following steps in the planning process easier and more effective.

### **Operational Planning**

Under operational planning, the first step involves setting objectives based on the organization's strategic goals. There are usually one or more objectives created to achieve each goal and they are designed to be accomplished over a one or two year period. Once established, all goals and objectives are approved by the whole planning team and included in the strategic plan.

The next step involves action planning, to plan the tasks and necessary steps to achieve the objectives. Action planning identifies what needs to be accomplished, the targeted time frame, and who is responsible for completing the work. Throughout the process, any assistance, technical or otherwise, that is needed will be built into the plan.

Budgeting is the process of allocating resources to the set objectives in the action plan. In order to budget effectively, the objectives of what is to be done must be

clear and research must be undertaken to accurately estimate the costs. It is helpful if, when budgeting, there is knowledge of possible sources of revenue, or possible ways to leverage other funds.

Development indicators are used to assess how successful the organization has been in achieving their goals and objectives. They are statistics which enable the organization to monitor their progress. The development indicators are usually defined once the strategic goals and objectives have been finalized.

There is one more consideration in the process of operational planning not included in the literature, that of timing. When undertaking strategic planning there are intangibles which affect the process such as the political climate, for example. Is it a good time for the organization to seek funding from a government source, will they be received favorably. Another example is the situation of the organization. Is it a good time to be embarking on a major initiative or do the members involved in the organization in need of some time to recuperate from past tasks?

Each intangible has the potential to influence in a positive or negative manner, the activities being planned and the objectives to be achieved. Timing is something that is gained by experience and can only be gauged in a qualitative manner. It is an important consideration in operational planning and thus in the strategic planning process.

## **DISCUSSION**

Strategic planning and CED activities complement each other in providing an effective means for local economic development. It is a holistic, community based, long-term approach which requires community support if it is to be effective in addressing their goals and objectives. What strategic planning does best is to prompt the community to think to the future and clearly define where they want to go based on their available resources (human, natural etc). If their strategic planning is effective they will have created a community which is self-reliant and sustainable.

Progress in local economic development occurs incrementally, is based on community resources and requires a commitment over the long term in order to provide the building blocks for a sustainable future.

## LOCAL DEVELOPMENT ORGANIZATIONS

Local development organizations (LDOs) carry out the process of local economic development aimed at self reliance and sustainable development. Examples of LDOs are community development corporations (CDC), collectives and cooperatives, community enterprises, business improvement areas, business indicators, barter and local currency systems and venture capital funds.<sup>10</sup>

Currently in Canada, what is considered an LDO only dates from the 1960's. The concept of self-help which it embodies dates back to the cooperative movement which began activities at the turn of the century. These cooperatives were located in the Atlantic region. The major difference between cooperatives and current LDOs are that the former focuses on specific economic objectives while the latter (e.g. CDCs) are an umbrella organization whose objective are to address social, cultural and economic issues (Brodhead, 1990, 6).

---

<sup>10</sup> See Appendix One for a description of various local development organizations.

The choice of a local development vehicle depends on the community, their local resources and ultimately their goals and objectives. It is possible and feasible at times to adopt one or more of these vehicles simultaneously.

The remainder of this chapter will focus on CDCs as they are the organizations being examined within this practicum. A general description of CDCs will be given followed by the characteristics and enabling legislation of CDCs in Manitoba.

#### **COMMUNITY DEVELOPMENT CORPORATIONS**

Community development corporations are broad based, umbrella-type organizations that share three common factors; that of community control, the corporation being non-profit and consideration for social, cultural and economic aspects of the community.

The term "CDC" then, can be used to describe those organizations that are involved in promoting local control and responsibility in solving the problems of under-development in comprehensive fashion, economically, socially, culturally. They have been defined as not-for-profit organizations established to act as both anchor and catalyst for economic development in order to create and use private enterprise income, as well as government funding and to provide an independent flow of funds to meet needs in the community (O'Leary, 1984, 3).



CDCs though unique to each community, share common characteristics; they are community based, they practice a comprehensive approach and they have an adaptable administrative structure. CDCs mix volunteers, local officials, paid employees and others in their operating structure. CDCs are controlled by residents directly through a Board of Directors elected by the residents. Local residents feel they should be involved in and manage their own affairs.

CDCs see local development as a process of mobilizing human, physical and financial resources in the community. They provide planning, technical assistance and operate community businesses on behalf of the community. The CDC seeks out a balance between economic and social projects and the profits generated are used to address different levels of community needs simultaneously (Usher, 1986, 63).

The administrative structure of CDCs are organized to exist over the long term and offer a flexible and comprehensive approach towards development. CDCs rely on volunteers and skilled professionals to create coordinated strategies which are comprehensive and responsive to community needs.

Appendix four contains information describing the organizational structure, functions and enabling legislation of community development corporations, regional development corporations and the Community Futures Program in Manitoba. This information is included in the appendices as the BBDC is a community development corporation, the ERDC is a regional development corporation and the WRBV and GSI are components of the Community Futures Program.

## **SUMMARY & CONCLUSION**

This chapter has described the theory of CED, the process of local economic development and the vehicles of CED . The purpose of this chapter was to lay the foundations upon which to build the remainder of this practicum - a Case Study of Community Economic Development in Beausejour. Community economic development in Beausejour is driven by four organizations which have adopted the principles of CED; these are described in the next chapter. The next chapter describes the case study community of Beausejour, Manitoba.

## CHAPTER THREE

### Case Study of Beausejour, Manitoba

#### INTRODUCTION

The purpose of this chapter is to introduce the case study community of Beausejour, Manitoba. Included will be a description of location and history, a demographic profile, political structure and economic base.

Rural communities in Manitoba which depend on the agricultural economy are facing social and economic problems which must be addressed if they are to survive. The foundation document prepared by the Westarc Group Inc. outlines the characteristics of rural Manitoba.<sup>11</sup> The decline in the number of farms is due in part to increased mechanization and improved chemical applications; farms became larger but fewer in number. As the number of farms steadily decreased, so too did the demand for commercial and professional services in rural communities.

The family farm is not as economically stable as it was in the past. Increasingly more farm men and women are turning

---

<sup>11</sup> The foundation document prepared by the Westarc Group Inc. is titled '*A New Agenda for Rural Manitoba*' and was prepared for a seminar jointly sponsored by the Province of Manitoba and the Manitoba Community Newspaper Association. The document was prepared to provide seminar participants with background information on rural Manitoba. The document consists of a statistical report on the status quo and a narrative on the major trends. Westarc Group Inc. is a fee for service consulting firm owned by Brandon University. They specialize in rural and human resource development and rural health care.

to off-farm employment to supplement their farming income. Combine all of the above with rural depopulation and the graying of rural communities and you have a good grasp of the underlying problems facing rural communities. Beausejour, Manitoba is a prime example of a community having to address these issues.

The Town of Beausejour was chosen as the case study community in this practicum for three specific reasons. First, the author was interested in the subject of community economic development. Secondly, Beausejour represents one of many rural communities trying to address social and economic development in their community through CED. The activities of the Beausejour Brokenhead Development Corporation (BBDC), Eastman Regional Development Corporation (ERDC), Winnipeg-River Brokenhead Ventures (WRBV) and Granite Shield Incentives (GSI) organizations are promoting CED in the Town of Beausejour and the region.

Thirdly, these four organizations have similar goals and objectives but are organized and funded by three different levels of government; the BBDC was created by the Town of Beausejour and the R.M. of Brokenhead, the ERDC was created by the Provincial Government and the WRBV and GSI were created by the Federal Government through the Community Futures Program. The remainder of this chapter provides a socio-economic profile on the Town of Beausejour.

## LOCATION AND HISTORY

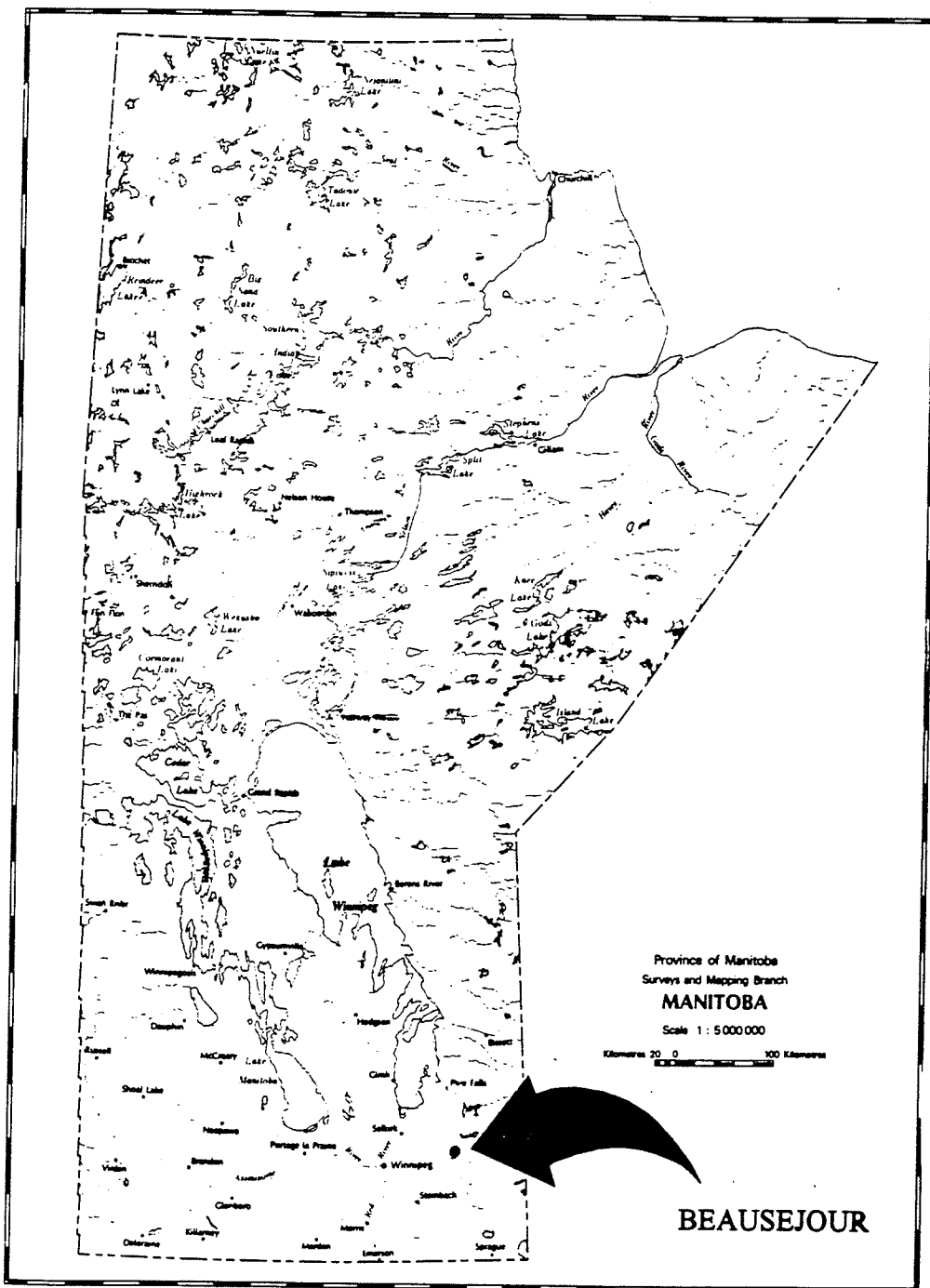
The Town of Beausejour is located within the R.M. of Brokenhead in Eastern Manitoba, 61 kilometers east of Winnipeg on PTH 44 (Figure 5). The first settlers to the area arrived in 1875, however, Beausejour was not incorporated as a village until 1908.

Beausejour had developed into a busy industrial and commercial centre serving the surrounding agricultural community by the time it was incorporated as a town in 1912. As such, Beausejour became a stop on the Canadian Pacific Railway, on the Winnipeg to Lac du Bonnet line and became home to numerous implement dealers and grain elevators. Many implement dealers came and went, the last dealer closing their doors in the 1960's.

There are three Manitoba Pool Elevators still located in Beausejour at the present time to serve the surrounding communities. Beausejour was home to four manufacturers; a glass manufacturer, the local mill, Monarch Wear Clothing Manufacturers and the Polaris Industry of Canada. All are gone now with the Polaris Industry of Canada being the last to close its doors in the 1950s.

Over the years, the Town of Beausejour has developed its infrastructure to support the community now and in the

FIGURE 4  
Beausejour, Manitoba



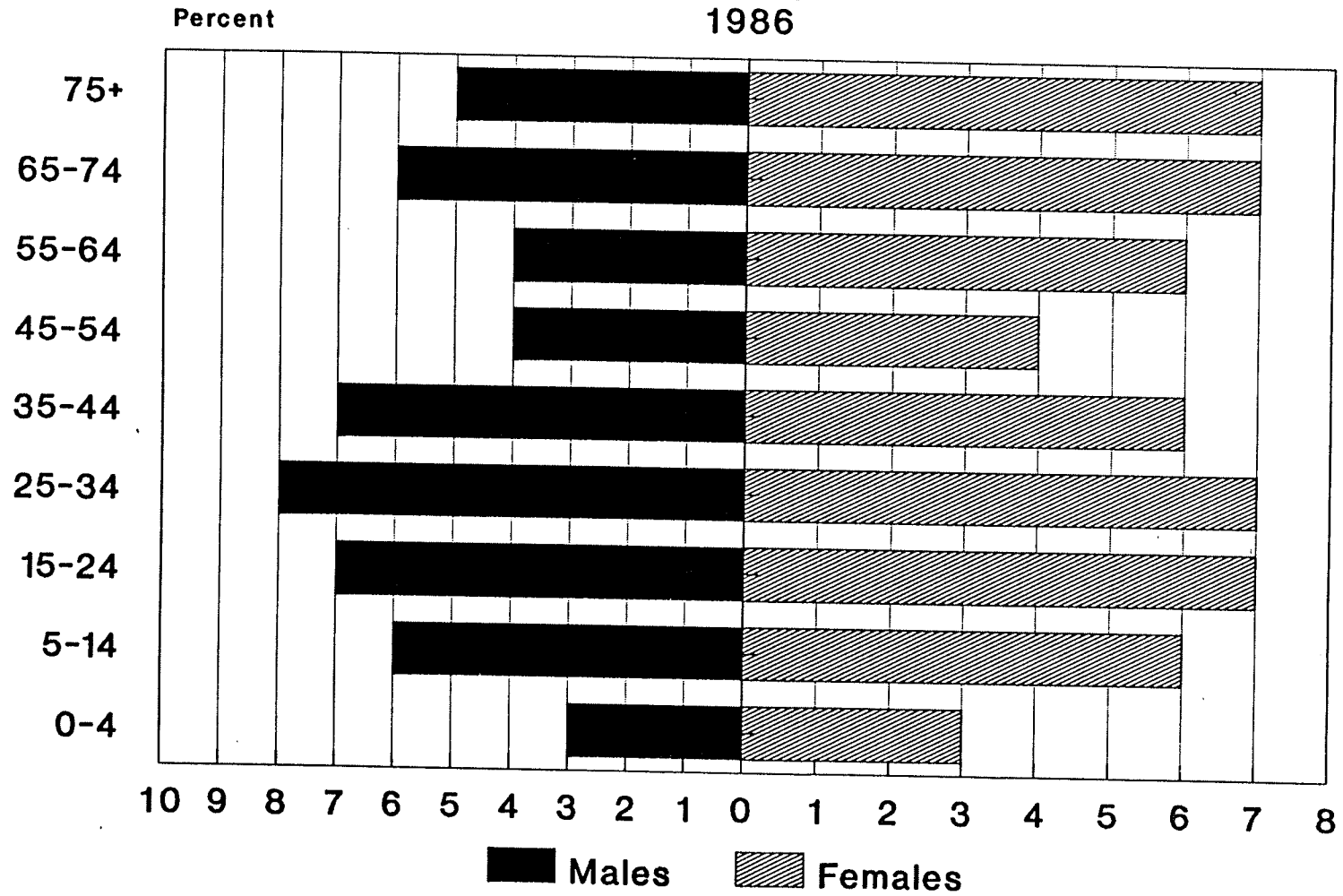
future. Local services in Beausejour currently include water supplied by wells, a sewage lagoon, natural gas (Centra Gas), electricity (Manitoba Hydro), telephone service (Manitoba Telephone System), and cable television. The local fire department has a part time fire fighting crew, two fire trucks (a pumper truck and tanker truck) and two equipment vehicles. There is also a local RCMP detachment located within Beausejour.

The Town of Beausejour is now home to over 100 local businesses. They have recently completed the development of an industrial park and are now focusing on renovating the local race track. Beausejour has survived over the years because its citizens actively work to maintain existing businesses and attract new businesses to their community.

## **DEMOGRAPHICS**

The population of the town of Beausejour has steadily increased over the past 25 years. In 1966 the population was 2,214. The population increased to 2,422 in 1976 and to 2,535 in 1986. Statistics Canada reports the current population for Beausejour (1991) to be 2633. Figure 5, the population distribution of Beausejour (1986) illustrates an aging population where 27% of the population is between 25 and 44 years and 35% of the population is over the age of 55 years.

**FIGURE: 5**  
**TOWN OF BEAUSEJOUR**  
**Population by Age and Sex**  
**1986**



Source: 1986 Census of Canada



Fifty three per cent of the population are married, 35% are single and 12% are widowed. The majority of the population (77%) live in single family dwellings and own their own home (71%). Mobility status statistics for Beausejour indicate that 59% of the population are non-movers and 41% are mover migrants from within and outside the Province.<sup>12</sup>

One third or 32% of the population have attained education levels of less than grade nine, 30% completed some high school but have not received a high school diploma, 10% have received their high school diploma and 10% have received a non-university diploma. Seven percent of the population have has some university training while another 7% have received a university degree.

The 1986 Census indicated Beausejour had a labour force of 2,085 and an unemployment rate of 9.9%. The majority of workers are employed in the primary, service and government sectors. The average salary for males and females is \$19,081 and \$9,830, respectively.

Beausejour is a community with an age distribution balanced between young and old and a high proportion of married persons who live in single family dwellings which they own. The majority of the population have been long time residents. The majority of the population has less than a

---

<sup>12</sup> Statistics Canada, 1986 Census.

grade twelve education. The primary, service and government sectors are the major employers in Beausejour which has a high unemployment rate.

## **POLITICAL STRUCTURE**

The political structures in Beausejour includes the following structures; the Town Council, R.M. of Brokenhead Municipal Council, Brokenhead River Planning District and the Beausejour and District Chamber of Commerce.

### **Beausejour Town Council**

Beausejour has its own local government structure which includes an elected mayor and four councilors who serve on the Council for a term of three years. Council meetings are held two times a month to discuss town business. Each Council member is eligible to vote on motions and the majority rules. Administrative staff for the Town includes a secretary treasurer and two clerks. The Town collects its own taxes and has an annual operating budget of \$2 million a year. Beausejour uses its tax dollars to provide the following services: administration, fire, police, sewer and water' maintenance and up-grading, road maintenance, snow removal and hospital services.

Town Council activities are subject to regulations as outlined in the *Municipal Act*. If the Council wants to change regulations, they must adopt a new by-law. The regulations guiding the Town Council are permissive in nature. The Town Council is active in CED through the appointment of Council members to the boards of the CED organizations. The Council itself does not have a CED committee nor an economic development strategy for the Town of Beausejour. They rely on the ERDC, BBDC and WRBV to do this function for them. In turn, the Town supports these organizations in whatever way they can.

#### **R.M. of Brokenhead Municipal Council**

The R.M. of Brokenhead Municipal Council consists of four councilors and a reeve who are elected-at-large. The term of office for council members is three years and during that time Council meets twice a month. The Council operates on the basis of standard parliamentary procedures (e.g. Roberts' Rules of Order).

The municipality has an administrative staff which consists of a secretary treasurer and two clerks. The R.M. gains revenues from taxes, a per capita grant from the Provincial Government and from general revenues such as interest income or fees for service. The R.M. uses its revenues to provide the following services:

- administration;
- transportation - maintenance and construction of roads and drainage, snow removal and lighting;
- protection - RCMP, fire department, ambulance and animal and pest control;
- social assistance;
- environmental health - nuisance grounds and municipal wells;
- environmental development - planning and zoning, urban weed control; and
- recreation and culture grants.

The Municipal Council must operate in accordance with the *Municipal Act* when making decisions. Any by-laws proposed and adopted by the Municipal Council must receive Provincial approval in order to become legislation.

The R.M. of Brokenhead does not have an economic development officer or committee, nor have they created their own strategic economic development plan. The R.M. engages in CED activities by appointing representatives from the Municipal Council to sit on the boards of the local development groups (i.e., ERDC, BBDC and WRBV). The R.M. supports and relies on these organizations to plan and organize CED activities for them.

### **Beausejour and District Chamber of Commerce**

The Beausejour and District Chamber of Commerce (BDCC) is a business persons' association concerned with business and industry in the Town of Beausejour and R.M. of Brokenhead. The BDCC has continuously served the Town of Beausejour since 1985. Prior to 1985, it intermittently served the community since its inception in the 1920s. The BBDC currently has 70 members representing the Town of Beausejour, the R.M. of Brokenhead and the Town of Garson. There are no membership restrictions.

Membership fees are the only source of income for the Chamber of Commerce. Each member of the Chamber is assessed \$30.00 and this entitles the member to voting privileges. The Chamber of Commerce has an executive committee which includes a past president, president, vice president, secretary treasurer and four directors. The nominating committee solicits members to let their name stand for office. An election is held for the membership to vote nominees into office.

The Chamber focuses its activities on the maintenance and support of existing businesses. They lobby the Town Council and Municipal Council on issues which affect member businesses (i.e., an increase in business taxes etc). The Chamber co-sponsored a trade show (once only) with the

Brokenhead River Recreation Committee and is currently working in conjunction with the Town Council on the renovation of their race track complex. The Chamber is also concerned with advertising the community through signage and proper entrances to the community.

The Chamber does not have any type of plan which outlines its goals and objectives. The Chamber functions by dealing with issues as they arise. The extent of their involvement in CED activities is to appoint a Chamber member to the Board of Directors to the local development organizations. From this appointment they hope to gain more information on these organizations.

#### **Brokenhead River Planning District**

Prior to 1977, the planning function for the Town of Beausejour, Town of Garson and R.M. of Brokenhead was the responsibility of the Provincial Department of Rural Development. In 1977, legislation was passed to allow these three communities to form the Brokenhead River Planning District (BRPD). The Department of Rural Development maintains responsibility for program administration and subdivision requests. The Planning District is the governing body responsible for providing planning documents, maps and information. The BRPD has a development officer

who is responsible for the control of development and the administration of zoning by-laws and building permits.

Because the municipal offices of the R.M. are located on the outskirts of the Town of Beausejour, Beausejour the hub of the R.M. The close proximity between the R.M. and the Town of Beausejour fosters the provision of shared services paid for by both Councils. Other communities situated within the R.M. of Brokenhead must come to Beausejour to take care of municipal business (e.g., to take out a building permit).

## **ECONOMIC BASE**

Beausejour's economic base can be divided into the following categories: agriculture, government service sector, tourism and services.

### **Agriculture**

Agriculture has historically been the main economic activity of area residents, attracting support services such as grain elevators and implement dealers. Although implement dealers have closed and there are only three grain elevators remaining in town, farming activities still predominate. Currently, cereals, forage and specialty crops are grown extensively. The town of Beausejour offers limited support services for farmers; the closest implement dealer is

located in one of three places, Winnipeg, Selkirk or Steinbach.

### **Government Service Sector**

Located within Beausejour is a provincial government building which houses various provincial government departments. The facility houses the following departments:

- Department of Agriculture
- Attorney General
- Community Services and Health Services
- Employment Services and Economic Security
- Highways and Transportation
- Culture, Heritage, Recreation
- Natural Resources

The provincial building employs approximately 184 employees and the Provincial garage employs 26 full time operators, mechanics, welders and tradesmen.

### **Tourism**

Tourism is considered an increasingly important industry in the Beausejour area. Tourist accommodations include two hotels and a motel while tourist attractions include the glass works site, the sand pit resort and the Beausejour Brokenhead Historical Museum at Beausejour's Centennial Park. Annual events are the music festival, agricultural



fair and winter carnival. Beausejour hosts jet ski races and is especially well known as being the home of the Canadian power toboggan races. The Town Council, Chamber of Commerce and Beausejour and District Recreation Committee are currently involved in renovating the local race track complex .

### **Health Care Facilities**

Beausejour's health care facilities include a 30 bed hospital, 5 senior citizens homes with a combined capacity of 135 beds, a personal care home with a capacity of 60, three medical clinics and a public health unit. All of the health facilities and services are located within the town of Beausejour. The hospital and Eastgate Lodge together employ 170 people in 96 full time equivalent positions.

### **Agassiz School Division**

The Agassiz School Division office and maintenance building are located within Beausejour and they employ 24 people. There are two schools in Beausejour; 1.) kindergarten to grade 6 and 2.) a high school for grades seven to twelve. Presently, the two schools have a combined enrollment of 1,138 students. The schools employ 87 teachers and secretaries while the maintenance building employs 24 bus drivers and mechanics.

### **Other Services**

The town also offers a number of commercial, industrial and professional services. It offers a wide range of commercial services such as grocery stores, restaurants, gas stations, and hair salons. Professional services include a lawyer and an accountant. A community profile of Beausejour is included in Appendix 5.

### **SUMMARY**

Beausejour is a rural community with the potential for further growth. It has developed over the past 85 years into a stable community which has evolved over the years to remain a viable community. The present population can be characterized as long time residents who are married and live in single detached dwellings which they own. The majority of the population is employed in the primary, service and government sectors. Although the majority of the population constitutes the local workforce, Beausejour still experiences a high unemployment rate.

The community offers an environment rich in local history, a political system which is well organized and the local residents well represented, a local economy which has diversified over the years and presently continues to do so and numerous local cultural events in which to participate.

An active citizenry in conjunction with the local development organizations will have the potential to address their community development concerns and further diversify their economy. The next chapter describes the organizational structure of the four community development corporations.

## **CHAPTER FOUR**

### **Beausejour Community Development Organizations**

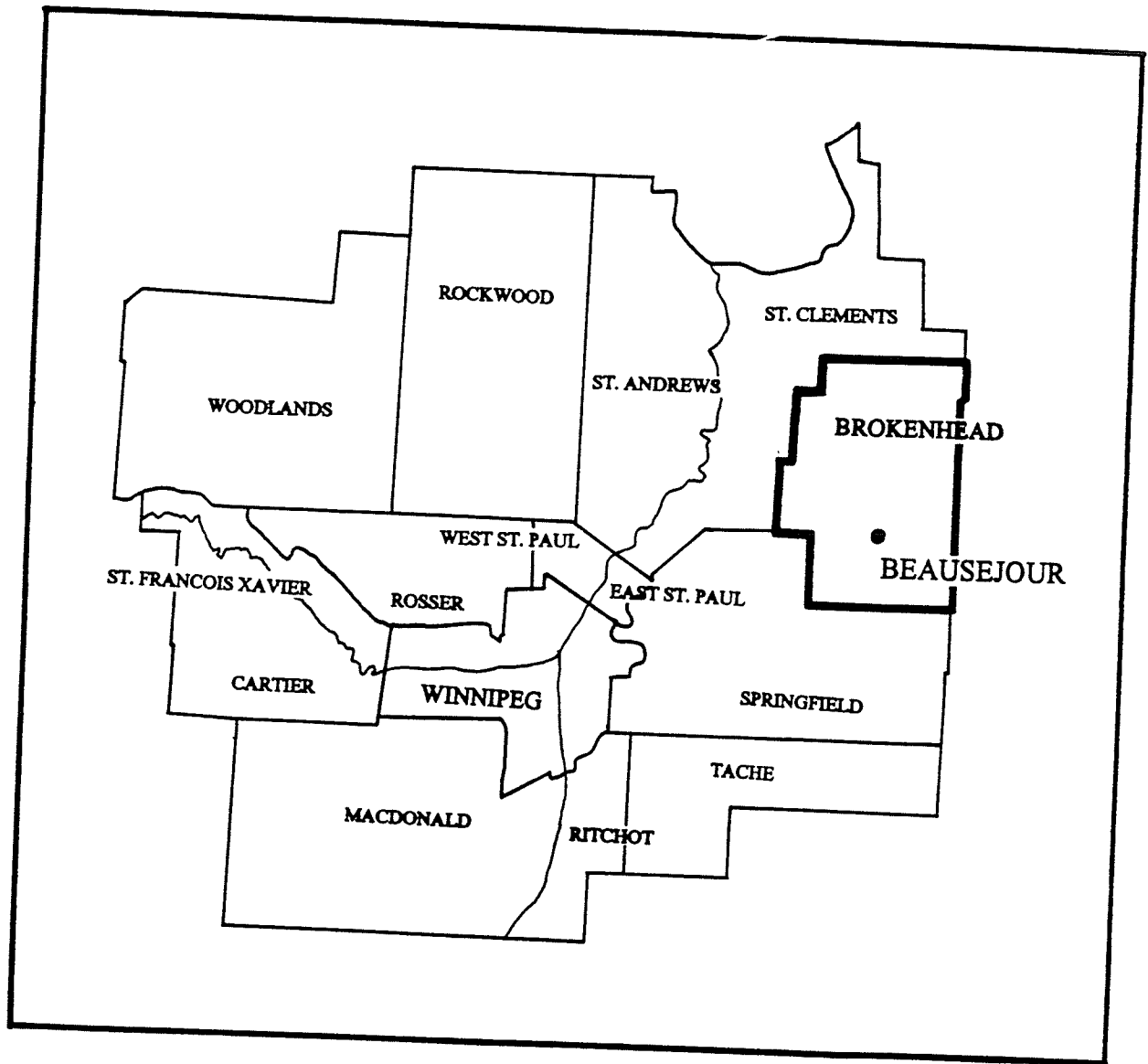
#### **INTRODUCTION**

Currently, the Town of Beausejour is involved with four organizations which promote community economic development; the Beausejour Brokenhead Development Corporation (BBDC), the Eastman Regional Development Corporation (ERDC), the Winnipeg-River, Brokenhead Ventures (WRBV), and Granite Shield Incentives (GSI). These organizations are responsible for driving economic development in Beausejour. This Chapter provides a description of the above four organizations.

#### **BEAUSEJOUR BROKENHEAD DEVELOPMENT CORPORATION**

The Beausejour Brokenhead Development Corporation (BBDC) is a non-profit community development corporation active in the Town of Beausejour and the Rural Municipality of Brokenhead. The BBDC was incorporated in 1986 as a joint venture between the Town of Beausejour and the Rural Municipality of Brokenhead and it serves all residents within its jurisdiction (see Figure 6). The BBDC is a non-profit organization with the objective of encouraging, assisting and promoting the development of business and industry in

FIGURE 6  
Beausejour Brokenhead Development Corporation  
Jurisdiction



Source: Statistics Canada 1986 Census

the Town of Beausejour and the Rural Municipality of Brokenhead. The BBDC was created in 1984. The impetus for its creation came from two sources: citizen concern about the impending closure of the Canadian Forces Station Beausejour and the lack of a planned economic development strategy for Beausejour and the surrounding area.

The BBDC created an economic development strategy to determine the functions of industrial development. The strategy focused on the retention and expansion of local businesses, the promotion of Beausejour and the region through advertising and public relations, the financing of the corporation and the industrial park, prospecting , education and the management of land and buildings which included both commercial and industrial sites.

### **Organization**

The BBDC Board is comprised of community volunteers representing the Town of Beausejour, the R.M. of Brokenhead, the Beausejour and District Chamber of Commerce, the Eastman Regional Development Corporation and local businesses. The Mayor of Beausejour, the Reeve of the R.M. of Brokenhead and the Director of the Eastman Regional Development Corporation are ex-officio members on the Board. The remaining board member positions are appointed by the Town of Beausejour and R.M. of Brokenhead. Each appoints a councilor, business

representative and a member-at-large. Board members elect a chairperson and a secretary treasurer from amongst themselves.

All members of the Board except the representative from the ERDC are eligible to vote on motions. The board operates on the basis of standard parliamentary procedures (e.g. Robert's Rules of Order). Each member of the Board is re-appointed each year with major changes occurring every three years after the completion of local municipal elections. The Board meets once a month on a regular basis and has three sub-committees reporting to it: the finance committee; the land and building management committee, and; the prospecting committee.

### **Enabling Legislation**

In Manitoba, community development corporations are formed under Part XXI of the *Corporations Act* (Appendix 2). The legislation states that the corporation be restricted to encouraging the social and economic development of a municipality or local area in Manitoba. Only one CDC can be incorporated within any municipality or local area and the corporation must be non-profit.

## **Finances**

The BBDC receives annual operating grants from the Town of Beausejour and the R.M. of Brokenhead. The grants are generated by assessing one mill on the taxable property in the municipality. The BBDC also receives sundry income from the sale of promotional calendars.

## **EASTMAN REGIONAL DEVELOPMENT CORPORATION**

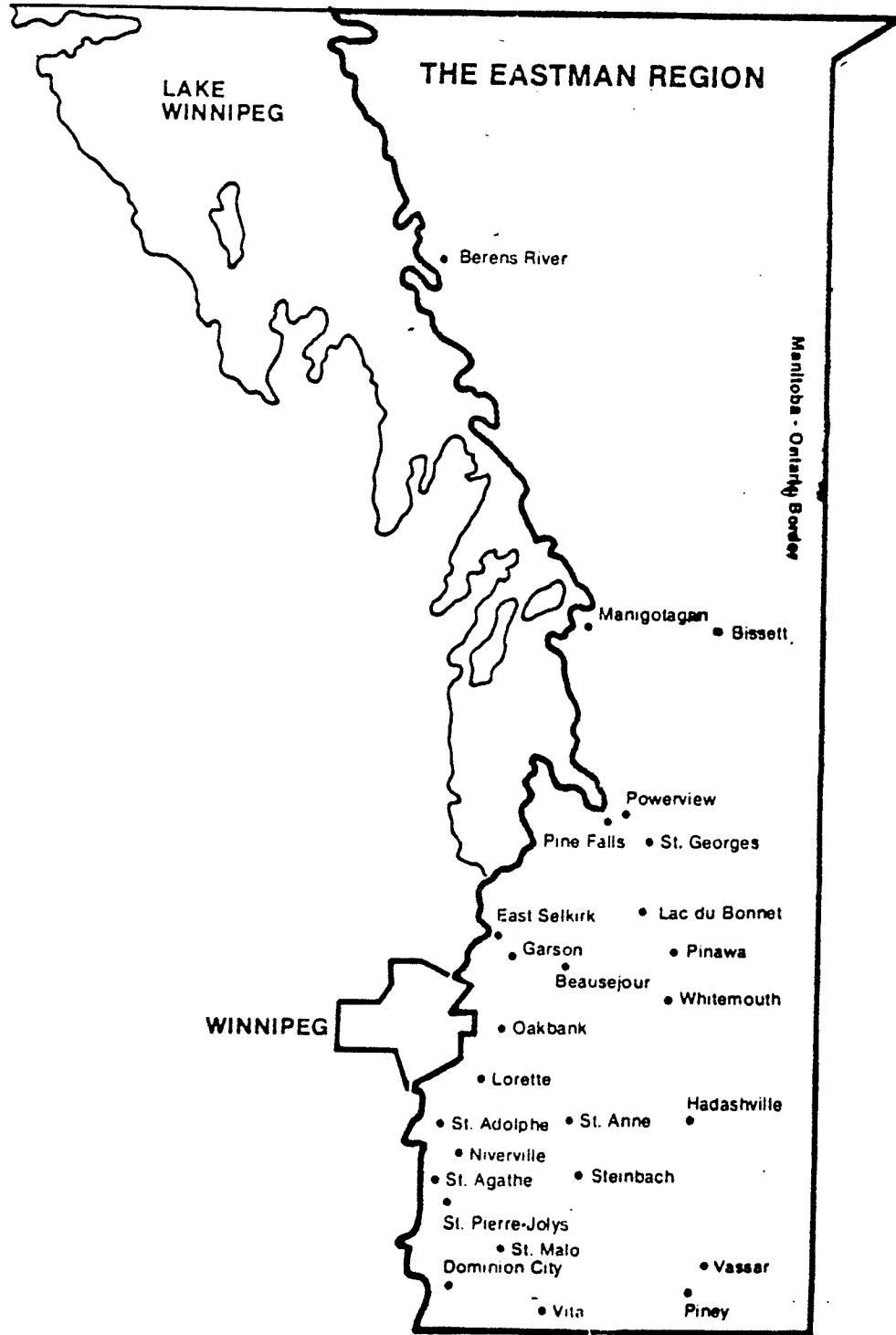
The Eastman Regional Development Corporation (ERDC) is a regional development corporation whose purpose is to promote economic prosperity within the region of Eastern Manitoba (Figure 7). The ERDC has been in operation since 1968 and offers various services to the 13 rural municipalities, towns, local government districts and unincorporated village districts who are members of the corporation.

The ERDC mission statement is as follows; "the major focus of the ERDC is the formation of community business development for groups with the ultimate aim of strengthening the secondary and tertiary industry sectors to create opportunities, economic growth, diversification and capital formation" (ERDC Pamphlet, 1988).



FIGURE 7

Eastman Regional Development Corporation Jurisdiction



Source: Eastman Regional Development Corporation  
Community Profiles

The ERDC acts as a liaison between its clients, those employed in the government sectors and those involved in the business community.

### **Organization**

The ERDC Board consists of 15 board members representing the geographical distribution of municipal member communities. Each member community appoints a local councilor or citizen to the ERDC Board to represent their community. The term for board members is indefinite. There are also four ex-officio board members on the Board who represent the Provincial Department of Agriculture, the Manitoba Telephone System, Red River Community College and the Provincial Department of Rural Development.

The ERDC Board elects an executive which consists of a president, vice-president, secretary and treasurer. All members of the Board except the ex-officio members are eligible to vote on motions. The Board operates on the basis of standard parliamentary procedures (e.g. Roberts' Rules of Order). Decisions that are made by the Board are not subject to review or approval by any other authority.

The ERDC maintains a paid staff of two persons; a general manager (economic development officer) and a secretary for their office which is located in Beausejour, Manitoba. It

is the general manager's responsibility to manage and direct the operations and affairs of the ERDC. The Board and general manager of the ERDC must meet once a month to discuss the affairs of the Corporation.

### **Enabling Legislation**

The ERDC was created under Part III of the *Companies Act* of the Province of Manitoba. Letters Patent were submitted under the above act to incorporate the ERDC.<sup>13</sup> The Letters Patent indicate the objectives of the ERDC:

- a. to promote, encourage and assist, the economic development of a region in the Province and programs that will assist the economic development in the region in the Province of Manitoba comprising....;
- b. to assess the economic potential of the region;
- c. to investigate circumstances and situations that may inhibit or retard economic development in the region, and to make recommendations for the improvement or removal of such circumstances and situations; and
- d. to co-operate with other persons in achieving the objects set out in paragraphs (a), (b) and (c). (Letters Patent 1968, 1-2).

In addition to the *Companies Act*, the ERDC must adhere to their stated by-laws. The by-laws of the ERDC govern the

---

<sup>13</sup> Webster's World Dictionary defines Letters Patent as "a document issued by a government to a person, authorizing him to perform some act or to enjoy some privilege, such as exclusive right to an invention: so called because the document is not sealed but open". The Letters Patent of Incorporation issued under Part III of *The Companies Act* authorized the incorporation of the East-Man Regional Development, Inc. The Letters Patent specify the corporation must abide by applicable provisions and restrictions and gives a statement of the objectives of the corporation.

organization and operation of the Corporation in the following areas: membership (type and appointment), resolutions, meetings and notice, executive committee, vacancies, remuneration and removal, managers, financial and fiscal (banking and grants) and head office (location).

### **Finances**

The ERDC receives an annual operating grant from the Manitoba Provincial Government. The Provincial grant provides funds for operating expenses and the salary of the general manager of the ERDC. The ERDC also receives income from municipal levies, which is a per capita levy assessed to member communities and from revenues such as administration fees where the corporation has managed a project for a group or agency. Sundry income is derived through the sale of their business directory and from the provision of information (i.e., community profiles).

### **Services**

The ERDC offers the following services to individuals and businesses located in member municipalities and to businesses and investors interested in the region's potential.

- Data collection and dissemination:

The ERDC has compiled community profiles on communities located within the Eastman Region. This information is disseminated to a list of contacts and to those who request the information.

- Promotion and prospecting:

The ERDC promotes potential opportunities provided by their municipalities and the businesses located within the region. These opportunities are advertised throughout Manitoba and abroad. The ERDC actively prospects for potential new businesses and entrepreneurs who might benefit from locating in the region. Attendance at trade shows is just one of a number of strategies focused on achieving their prospecting goals.

- Education:

The ERDC has organized, coordinated or sponsored numerous meetings, seminars and conferences on various economic development issues. The ERDC in conjunction with Red River Community College has also sponsored business courses to assist business people to improve their skills.

- Consultation services:

Consultation services are provided by the ERDC to business persons, entrepreneurs and non-profit organizations. The ERDC can also undertake market research and feasibility

studies. A business library is located within the ERDC offices located in Beausejour. The information in the business library is available to all persons.

- Community economic development:

The ERDC supports community economic development. The ERDC plays the role of educator, organizer or advisor to economic development groups to promote the idea of working together to achieve both social and economic goals within their community.

The next two organizations to be described are part of the Community Futures Program.

### **WINNIPEG RIVER -BROKENHEAD VENTURES**

Winnipeg River-Brokenhead Ventures, Inc. (WRBV), evolved from the Beausejour Industrial Adjustment Committee. It is a Community Futures Committee created under the Federal Government Community Futures Program to address the economic effects of the closure of the Canadian Forces Station Beausejour, low grain prices and lay-offs at the Whiteshell Nuclear Research Establishment. The intent of the WRBV is to encourage economic development and create employment in the region through a community supported economic development program.

The WRBV serves eleven communities located in Eastern Manitoba; the Rural Municipalities of Brokenhead, Lac du Bonnet, Victoria Beach, Whitemouth; the towns of Beausejour and Pine Falls; the Local Government Districts of Alexander, Pinawa, Reynolds; the Villages of Garson, Lac du Bonnet and Powerview (Figure 8). These communities are located primarily along the Winnipeg River.

### **Organization**

The WRBV has a 19 member board which has representation from the eleven member communities. The elected council in each community can appoint one representative to the WRBV Board. Only the larger communities of Lac du Bonnet, Pinawa and Beausejour have two representatives on the Board. In addition, there are four ex-officio members on the board representing the Canada Employment Centre, the Eastman Regional Development Corporation and the managers of Granite Shield Incentives and Just Training.<sup>14</sup>

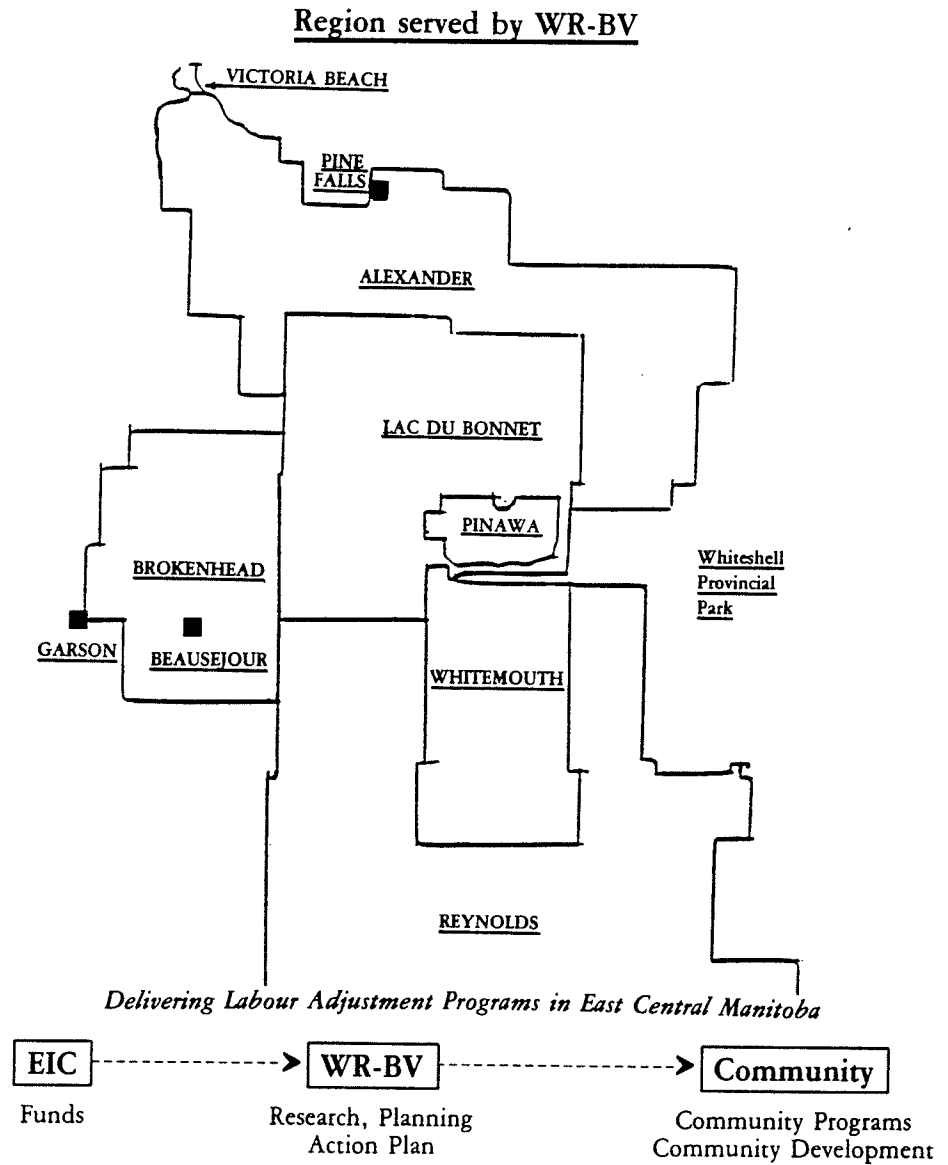
Board members may remain on the Board until they resign or are replaced. The WRBV Board elects from its members an executive committee consisting of a chairperson, vice-chairperson and secretary-treasurer. The Board meets once a

---

<sup>14</sup> The ex-officio members on the board include representatives from the Canada Employment Centre, (Community Futures Program), the Eastman Regional Development Corporation (A Manitoba Regional Development Association representing the eastern portion of Manitoba), Granite Shield Incentives and Just Training (two of the special option programs accessible under the Community Futures Program).

FIGURE 8

### Winnipeg-River Brokenhead Ventures Jurisdiction



Source: Winnipeg River Brokenhead Ventures Pamphlet



month and all members of the Board except ex-officio members have voting privileges. The board operates on the basis of standard parliamentary procedures (e.g. Robert's Rules of Order).

### **Enabling Legislation**

The creation, organization and function of CFCs are outlined in an operational procedures manual created for the Community Futures Program. The procedures manual outlines the establishment of the CFC, the selection and role of the chairperson, contracting, committee reporting structure, relationship to other local advisory councils, payments, monitoring and the consultative role of the EIC officer. In conjunction with abiding by the guidelines in the operational procedures manual, the CFC must sign a contract with Employment and Immigration which states the CFC will undertake and complete the stated duties of the CFC in return for a specified amount of funding over a six year period.

The WRBV has also created its own constitution and by-laws which covers their seal, office location, membership, fiscal year, meetings, officers, duties of officers, executive management committee, resolutions and amendments, indemnities to directors and others, interpretation, books

and records and winding up. They have a separate by-law which covers the borrowing of money.

### **Finances**

Funding for the WRBV is provided by Employment and Immigration Canada through the Canadian Jobs Strategy, Community Futures Program. The overall program contribution is \$400,000 over six years from the date of approval for establishment. Contributions may not exceed \$100,000 in any given year for approved expenses. It is expected that expenditures will be managed in such a way that there is a minimum of \$50,000 available for each remaining year of funding. For example, if a community has three years left in the program, they should have \$150,000 still available over the remaining three years of EIC funding.

### **GRANITE SHIELD INCENTIVES INC.**

Granite Shield Incentives is the business development option of the Community Futures Program. Granite Shield Incentives Inc., (GSI), was created when the WRBV exercised the business development centre (BDI) option under the Community Futures Program of Employment and Immigration Canada. The GSI was included in the case study because the GSI and the WRBV are components of the Community Futures Program. The WRBV Community Futures Committee and the GSI business

development option work together to address the needs of communities within the region.

Incorporation of GSI occurred in the summer of 1988 and has the same member communities as the WRBV. "The operations of Granite Shield Incentives Inc. are intended to create employment through the support of private sector small business in the region. The focus of the business development centre (BDC) will be the creation of new, permanent jobs through the development of new, small businesses or the expansion of existing small businesses and the stabilization of employment in existing small businesses in the region" (Granite Shield Incentives 1988).

### **Organization**

The BDC has a Board of Directors which meets once a month and includes representation from its eleven member communities. Initially each member community appointed a representative to the BDC Board. Representatives were town or municipal council members, business persons, from an area economic planning board or interested local citizens. There are ex-officio Board members include representatives from the WRBV, Canada Employment and Immigration and GSI staff members.

The Executive Committee of the Board acts as a nominating committee for Board member replacements. Any nominations proposed by the BDC Executive Committee must be approved by the municipal council for the area.

### **Enabling Legislation**

The business development centre, Granite Shield Incentives is an option available under the Community Futures Program. As such, the GSI is subject to the operation procedures under the Community Futures Program. These operational procedures cover available funding, grant limitations, BDC boundaries, transition from LEAD, development of proposals, BDC policies and procedures, BDC relationship to the CFC, assessment of BDC proposals by EIC officer, review process, renewal of BDC contracting, monitoring and BDC assets. The GSI also has its own constitution and by-laws which pertain to organizational functions and procedures.

### **Finances**

Funding for GSI is provided by Employment and Immigration Canada through the Canadian Jobs Fund, Community Futures Program. The maximum contribution for operating costs in a given year is prescribed by program guidelines. The maximum amount of money available over a five year period is

\$425,000. If the BDC has an investment fund, this amount is increased to \$635,000.

### **Services**

The BDC offers the following services:

- Technical and advisory services to potential entrepreneurs and small businesses wanting to expand;
- Supplemental financial assistance to businesses which create or maintain jobs;
- On-going advisory services to businesses which have just started or expanded;
- Administrative services for the Community Futures Committee;
- A business library with information to assist businesses making decisions to start up or expand;
- Applications of wage subsidies offered by the Federal and Provincial Governments of On-The-Job Training Programs. (Granite Shield Incentives, Inc., 1989)

### **SUMMARY**

The purpose of this chapter was to familiarize the reader with the community development organizations active in the Beausejour area. The examination reveals that there are similarities, differences and overlaps in their make-up. The similarities include each organization having a Board of Directors with representatives from Municipal Government and the general public. The ERDC, WRBV and GSI all have a full time general manager/development officer while the BBDC does not.

The critical difference between the four organizations is their impetus for organizing. The BBDC was created as a result of local resident concerns. The ERDC was created as part of a Provincial Government initiative while the WRBV and GSI were created as part of a Federal Government initiative under the Canadian Jobs Strategy.

The area of influence of each organization is different according to geographic boundaries. The BBDC jurisdiction includes the Town of Beausejour and the R.M. of Brokenhead whereas the ERDC's jurisdiction includes the Eastman region of Manitoba. The WRBV and GSI share the same jurisdiction which includes eleven communities in Eastern Manitoba.

The fact that each organization was created by a different level of government dictates their enabling legislation and availability of funding. The WRBV and GSI were created by the Federal Government and receive the greatest amount of funding of all four organizations. The BBDC, funded by the municipal government body, receives the least amount of funding.

The focus of their goals and objectives is dictated by their jurisdictions. The BBDC focuses primarily on the Town of Beausejour while the ERDC, WRBV and GSI have a regional focus. Their objectives are primarily the same, to further economic development in their respective regions.

There is some overlap in services offered by the ERDC, WRBV and the GSI. Duplication of services fell in the following areas, technical and advisory services, planning and research and the business library.

At this time, it is not possible to assess which is the most effective organization nor which organization has had the greatest impact (positive or negative) on the Town of Beausejour. It stands to reason that the BBDC will have the greatest impacts on the Town of Beausejour because it is the development group working in the community. The ERDC, WRBV and GSI are not concerned only with Beausejour but rather the region of which Beausejour is a part. An in-depth analysis of the four organizations is presented in Chapter Five to enable a greater insight into these organizations and, therefore, more focussed conclusions.

## CHAPTER FIVE

### Case Study Methodology

#### INTRODUCTION

The objective of this chapter is two-fold: first, to analyze the economic development activities of the three organizations (BBDC, ERDC, and WRBV) active in the case study community of Beausejour during 1989; the second, to assess the effectiveness of each organization in achieving its economic goals and objectives.

#### METHODOLOGY

A naturalistic inquiry<sup>15</sup> into the economic development activities of the three development organizations is the methodology adopted in this practicum. It focuses on capturing program processes, documenting variations and exploring the differences between the three organizations' experiences. No attempts were made during analysis to manipulate the organizational procedures or participants. The analysis was based on studying naturally occurring organizational activities and processes (Patton, 1987, 13).

---

<sup>15</sup> In a naturalistic inquiry "the evaluator does not attempt to manipulate the program or its participants for purposes of the evaluation. Evaluators engage in naturalistic inquiry study naturally occurring activities and processes. These activities are "natural" in the sense that they are not planned and manipulated by the evaluator as would be the case in an experiment." (Patton, 1987, 13).



The naturalistic inquiry involves both inductive and deductive analysis. The inductive analysis entails a goal-free evaluation where qualitative data is gathered on actual organization impacts through direct observation of the organization and interviews with participants. The deductive analysis entails a preconceived analysis of specific variables.

The methodology for this case study includes a three prong approach based on the following:

- An analysis of each organization's economic development plans to define their goals and objectives and to assess their success at achieving their goals and objectives. The analysis will indicate what facilitated or impeded their success;
- A survey questionnaire for each organization's board members to gain insight into how local residents participating within these organizations feel about their community economic development efforts;
- A time-series analysis of the three organizations' impacts in the town of Beausejour, using selected demographic indicators to measure changes within the Town's demographic make-up.

The first two approaches collected qualitative data and generated a formative, process evaluation. The evaluation is highly descriptive, provides depth and detail about the organizations' strengths and weaknesses and provides indications of participant's perceptions. It also generates an understanding of the dynamics of an organization's activities.

The last consisted of collecting quantitative data in the form of pre- and post-program statistics which were used as demographic indicators in a time-series analysis. The demographic indicators are standardized measures used to assess the impacts of the three organizations on the Town of Beausejour.

This three prong approach is known as methodological triangulation and it provides multiple methods to gain data and observations. It is "the use of multiple methods to study a single problem or program, such as interviews, observations, questionnaires, and documents. Triangulation is a powerful solution to the problem of relying too much on any single data source or method and thereby undermining the validity and credibility of findings because of the weaknesses of any single method" (Patton , 1987, 60-61).

### **ECONOMIC DEVELOPMENT PLAN**

The objective of the economic development plan analysis was to elicit information about the activities of the organization and to assess the effectiveness of the organization in achieving its goals and objectives. If the organization did not achieve their goals and objectives, what were the identified barriers.

The methodology for the economic development plan analysis included an examination of each organization's economic development plans. The 1989 economic development plans were used for the ERDC and WRBV, while the analysis of the BBDC was done on their two year economic development plan created in 1986. This has been the only plan created to date and their president indicated this plan was still being used in 1989.

In conjunction with this analysis, each development officer or general manager of the organization was asked to complete a questionnaire based on their goals and objectives for the study period. In the questionnaire, the respondent was asked to evaluate their organization's accomplishments and to comment on why they did or did not achieve their goals and objectives.<sup>16</sup> The analysis of the economic development plans was based on a comparison of the actual plan and the answers derived from the questionnaire.

### **ANALYSIS OF THE ECONOMIC DEVELOPMENT PLANS**

The three organization's economic development plans were examined to assess the effectiveness of each organization in accomplishing its goals and objectives. By achieving stated goals and objectives, the organizations become effective

---

<sup>16</sup> See Appendix 6 for a copy of the development officer/general managers' questionnaires.

promoters of community economic development and as such, will have positive impacts on the people, economy and resources of rural communities. If they are not achieving their goals, what are the barriers identified by these organizations affecting community economic development? The analysis of the development plans should provide insight into these questions.

#### **BBDC GOALS AND OBJECTIVES**

The BBDC development plan focused on six components; retention and expansion, promotion, finance, prospecting, education and land and building management.

- The goal under retention and expansion was to create a committee of local businessmen to examine the retention of local businesses, assist in the expansion of local businesses and determine any potential linkages. The BBDC did not establish a permanent committee, however, they did create Ad Hoc committees from the Board and community to address issues as required.
- The promotion program outlined eight goals focusing on the creation of a media plan, development of an on-going public relations plan, advertising, developing public support and developing a promotional kit.

The development of the media plan was the only goal in the promotion program not achieved. The media plan was to focus on targeting small business to diversify the rural economy and provide a stable economic base. The BBDC was successful in developing an on-going public relations plan to educate potential industry of BBDC activities and to increase awareness of the benefits of locating a business in the area.

An information brochure on the region and business climate was completed in co-operation with the Beausejour and District Chamber of Commerce. Advertising was placed in local, national and international media sources as well as in the Trade and Commerce magazine. A promotional kit on the Beausejour Brokenhead community was created which contained a brochure and information package supplied by the ERDC.

- The finance committee was responsible for the financial management of the BBDC and the industrial park. The finance committee must keep informed of available grants and incentives and develop financial packages for and with potential investors. The finance committee has been able to achieve their specified goals and objectives. The BBDC has also assisted several investors, helping them access available financial resources.

- The goals for prospecting include developing presentations and training materials for presenters, utilizing data bases to determine potential prospects and to maintain and up-date the BBDC database.

While the BBDC has not developed a procedures manual and guidelines for presentations and procedures, they have been able to prepare and make presentations to potential industry and business prospects. The BBDC utilized the database created and maintained by the ERDC.

- Under education, the BBDC focused on three goals; to develop educational seminars for local retail and industrial groups to develop entrepreneurial skills, to develop business training seminars for local businesses and to develop seminars on community economic development aimed at high school students.

The BBDC has been successful in attaining their educational goals. The BBDC held numerous workshops and have sponsored Red River Community College teleconferencing and outreach courses in Beausejour. Business training seminars on the preparation of business plans, retail selling and financial management have also been developed.

- The objectives of the land and building management committee were to identify potential industrial sites and begin the development process for an industrial park which includes negotiating the land development agreement with the potential owner, designing the site, obtaining approval by both councils, determining the costs of each developed acre and to develop a site development agreement for an overall industrial park development.

The BBDC was successful in developing an overall plan for commercial and industrial development which included the successful creation of an industrial park. The land and building committee identified and designated all industrial sites in conjunction with the Beausejour Town Council, the R.M. of Brokenhead Municipal Council and the Brokenhead River Planning District. Land development agreements were negotiated with the local landowners and were approved by the two councils. The Department of municipal planning completed all infrastructure design and a site development agreement was developed to reflect the rural setting.

The BBDC has been successful in attaining their goals and objectives as stated in their workplan.

## ERDC GOALS AND OBJECTIVES

The 1989 ERDC workplan includes three components; the creation of a regional economic development strategy, community economic development activities and maintenance of the ERDC's programs and services.

- A primary objective of the ERDC 1989 workplan is the creation of a regional economic development strategy for the Eastman region to prepare for the nineties. Five sub-committees were to be created with a maximum of ten members appointed by the ERDC Board and having a minimum of one ERDC Board member sitting in an ex-officio capacity. The five sub-committees are industry and small business, agriculture/natural resources, transportation/communications, tourism and community and social services. Each committee is responsible for completing the following tasks:
  - identify and assess the strengths, weaknesses, opportunities and threats that exist in their respective sectors;
  - recommend projects and strategies, as well as identify the methods, to further develop their respective sectors;
  - rank these projects and strategies;
  - participate in at least two public forums hosted by the ERDC in order to present their projects and strategies, and to receive input from the public; and
  - present a written report to the ERDC Board highlighting the projects and strategies in order of priority. The five committee reports will form the basis



of the regional economic development strategy for the 1990's.

The ERDC was able to establish four of the five proposed committees. The transportation committee was not established due to a lack of interest amongst the population-at-large to sit on this committee. Each committee was able to identify and assess strengths and weaknesses, opportunities and threats, and were able to recommend projects and strategies and identify methods for further development. The committees did not rank projects and strategies, did not participate in any public forums nor did they complete a written report for the ERDC Board.

The committees were unable to complete their tasks because the Board decided that one large forum (e.g., a town hall type of meeting) would be held to gain public input on the issues identified by each committee. The ERDC was not able to complete a regional development strategy for two reasons. First, the sub-committees did not achieve all of their goals and secondly, the ERDC Board felt that the committee's approach to formulating the strategy did not appear to be feasible, thus, the ERDC staff and other resource persons interviewed approximately 60 people after the forum to elicit their ideas.

Based on the combined information provided by the sub-committees and the interviews, a regional economic

development strategy was created for the period 1991 to 1996. The development strategy is reviewed and up-dated annually.

- The ERDC targeted a number of objectives to be addressed in conjunction with its member municipalities. The ERDC targeted objectives in the following communities; Lac du Bonnet, Pinawa, Alexander, Beausejour and the R.M. of Brokenhead, Ste Anne, St. Malo, St. Pierre Jolys, Dominion City and Franklin, St. Agathe and La Broquerie.

The ERDC was successful in achieving the majority of objectives within nine of the thirteen member municipalities. In two municipalities (Pinawa and St. Agathe), they were able to surpass their goals and objectives due to a highly motivated community that supported CED and the ERDC. In three municipalities, they were not able to achieve all stated goals and objectives due to low levels of citizen participation and/or a lack of leadership skills.

The ERDC intends to continue providing their client services and to promote the region nationally and internationally. The ERDC continues to provide the following services to communities in the region;

- Data collection
- Prospecting
- Promotion of the region

- Business consultation
- Consultation to community groups
- Community economic development
- Education and training

The ERDC has distributed community, municipal and regional profiles to selected Canadian Embassies, Provincial Trade Offices, selected provincial and federal departments and other ERDC contacts. Promotion is also accomplished by advertising in regional and provincial media, on radio and in newspapers. The ERDC in conjunction with other RDCs have participated in both national and international trade shows.

The ERDC has made a point of maintaining contact with all municipal members, to foster a good relationship with other organizations in the region and to invite municipalities within its jurisdiction to join the ERDC. The business community is kept informed of all new programs and the ERDC maintains liaison activities with the provincial and federal governments.

The ERDC was able to achieve the majority of their stated goals and objectives. When goals were not met, the cause was attributed to a lack of leadership skills in the community or a lack of interest by the community in general. Volunteers are needed to sit on boards and to support local organizations. They need to be interested and to be able to spend time and sometimes money to support activities. In some cases, the goals stated by the ERDC may have been the

goals of the community, but, the community did not share the same view in ranking activities. In such cases, the ERDC helped the community to complete other projects.

#### **WRBV GOALS AND OBJECTIVES**

The WRBV established four committees to be responsible for achieving stated goals and objectives. The four committees are the communication and coordination committee, the monitoring committee, the planning committee and the training committee.

- The communication and coordination committee was responsible for implementing the WRBV's communications strategy of developing and coordinating a program of information in conjunction with other socio-economic organizations for the general public and government.

The WRBV was successful in achieving the stated objectives in their communications strategy. The WRBV established a physical presence by moving into a new office and setting up office. Letterheads, business cards and pamphlets were created for advertising. The pamphlets provide information to be distributed generally and at trade fairs.

The WRBV developed communication links with community organizations by allowing representatives from municipal councils and regional development organizations to sit on the WRBV Board of Directors. Such representation would foster communication between the two and it was assumed the board members would keep their respective communities informed of WRBV activities. Links were also established with Canada Employment Centers, Tourism Manitoba and the Department of Rural Development. These links were further strengthened when the WRBV hired a full time coordinator.

The WRBV established a working relationship with the media by submitting articles written to introduce the WRBV's activities and objectives to the general public. The WRBV, ERDC and GSI jointly sponsored an advertising and information supplement to promote the region in an issue of "Trade and Commerce" magazine.

- The goals of the monitoring committee are to maintain an awareness of and to evaluate the economic development activities in the region. The tasks include planning and implementing a process to assess the state of the regional economy.

The goals of the monitoring committee were delayed until a coordinator was hired. The committee decided it would

be better to collect data for an annual report versus quarterly reports.

- The goals under the planning committee include reviewing and implementing an economic development strategy for the WRBV region. The tasks of the planning committee include developing a coordinated approach to area planning, analyzing existing strategies, developing a process to rank requests for financial assistance, implementing the plan and reviewing and up-dating the plan.

The planning committee did not complete all of their goals. A community development coordinator was hired and has been meeting with organizations involved with economic development. A policy and procedures plan was developed and implemented to rank proposals. While the coordinator did meet with economic development organizations, the committee did not create or implement a coordinated approach to planning. As a result, the goal of reviewing and up-dating the plan could not be completed.

- The training committee's goal were to maximize the human resources of the region through the use of training programs for the development of entrepreneurial and employment related skills. The training committee must identify education levels and skills, estimate skill

requirements, determine current and projected labor availability and need, study hiring practices of area companies, prepare an inventory of existing programs and services and determine the course requirements of educational institutions. The last task of the training committee was to prepare an overall plan to address all of the above.

The training committee was successful in identifying current education levels and examining the labour market. As a result, an assessment of ongoing skill requirements will be completed. The study of hiring practices was not completed as a summer student was not hired. Identification of existing programs and services was not necessary as the coordinator that was hired was knowledgeable in this area.

The sponsorship of managerial and entrepreneurial programs in conjunction with the ERDC was not undertaken due to a delay in the preparation of the second year operating plan and the desire to review the whole objective. As all objectives were not met, the training committee was not able to develop an overall plan.

The WRBV was able to assume additional activities which were unplanned, but opportunities for economic growth and job creation.

1. The WRBV in conjunction with the Agassiz School Division, tried to establish a Cooperative Education Program through the School Division. The role of the WRBV was to fund and guide the planning and administration of a business survey to assess the needs of the hospitality and tourism sectors in the region. The School Division was proceeding with the submission of the program establishment application while the WRBV reviewed the survey results to ascertain appropriate action to assist industry in the region.
  
2. The WRBV sponsored a Job Entry course for the Selkirk Canada Employment Centre for a twenty week period. The program included four weeks of classroom training and sixteen weeks of on-the-job training. Eight participants graduated out of a class of fifteen. Three of the trainees were hired by the host company on a full time basis, three decided to go on to further training and two started their own businesses.
  
3. The WRBV funded a research project to establish a looping snowmobile trail from the U.S. Border to Grand Beach to Beausejour and back to the U.S. Border. The research should provide essential information to be presented to the Provincial Government for funding. Once established, the trail is estimated to potentially generate \$500,000 in the region.



4. The WRBV consented to sharing the costs of completing a pre-feasibility study with the Pinawa Economic Development Advisory Board on the establishment of a hotel and conference centre in Pinawa. The study was completed by a consultant and potential investors are being sought to develop the centre.
  
5. The WRBV held six advertised community meetings within the region to increase the awareness of the Community Futures Program, to generate dialogue on community issues, provide a forum for input to confirm initiatives or investigate new ones and to address the issue of "bad public relations".

## **DISCUSSION**

The analysis of the economic development plans revealed the following points. First, the scope of goals and objectives included business development, promotion, financing, prospecting, education, monitoring and planning. Secondly, the scope of the goals and objectives were similar to all three organizations and each organization (for the most part) was able to achieve all of their goals and objectives. The barriers included a lack of time, interest and support on the part of volunteers and not enough time to complete the activity. When successes were achieved or surpassed,

this was due to an energetic group of volunteers who had the time and energy to pursue their goals and objectives.

The ERDC was the one organization that had problems in achieving their goal of completing the strategic planning process. The ERDC encountered problems because the process was not effective and upon realizing this fact they chose to alter their approach.

The types of goals and objectives pursued by each organization revealed the position of the organization in the local economic development process. The BBDC outlined goals and objectives from their development plan. Documentation indicates that the BBDC did not go through the strategic planning process to develop the plan. The organization put together these goals and objectives to address what they felt were important issues in their community.

The goals and objectives of the ERDC indicated they are in the process of creating a regional economic development plan. They are utilizing the strategic planning method to identify the strengths and weaknesses in the region and to create a development plan to address these issues.

The WRBV goals and objectives were based on the results of the strategic planning process undertaken by Price

Waterhouse on their behalf. In terms of the local economic development process, the WRBV has progressed the furthest of all three organizations.

The impacts of the three organizations experienced by the Town of Beausejour were direct and indirect. The direct impacts were caused by the BBDC as it focused all of its activities on local businesses and the community. The activities of the ERDC had both direct and indirect impacts.

The direct impacts were from the ERDC helping the local development group establish the local industrial park and develop a promotional and marketing package on the community. Other potential direct impacts would be felt if any Beausejour residents took advantage of the services offered by the ERDC (This analysis could not identify this happening). Indirect impacts take the form of any positive developments in the Eastman region of which Beausejour is a part.

The activities of the WRBV did not directly affect Beausejour but any positive developments in the region would indirectly affect them. The goals and objectives of the WRBV were focused on larger projects covering the segments or the whole region.

Finally, the analysis of the goals and objectives of the three organizations allowed a comparison of each

organization to the strategic option models of the local economic development process outlined earlier in Chapter Two.

In terms of their local economic development process, the BBDC resembles the employment development model where help is given to community members to become better employees or business people. The BBDC developed educational seminars for local retail and industrial groups to develop entrepreneurial skills, to develop business training seminars for local businesses and to develop seminars on CED.

The ERDC acts as an intermediary and its activities in the local economic development process resemble the planning and advisory services model. This model focuses on human resource planning, life skills training, job readiness and skills training, client advocacy and outreach to community businesses and institutions. The ERDC's activities of facilitating strategic planning and offering business consultation and education and training fit this model.

The orientation of WRBV activities suggests the WRBV's local economic development process falls under the employment development and planning and advisory services model. The WRBV's focus on providing training programs and job entry courses is a part of the employment development model. The

activities of reviewing and implementing their economic development strategy falls under the functions of the planning and advisory services model.

### **BOARD OF DIRECTORS QUESTIONNAIRE**

The Board of Director's questionnaire had two objectives: to elicit board member opinions on their economic development activities and to have them assess their effectiveness in achieving their goals and objectives.

The questionnaires contained four sections; the form and approach to local CED efforts, the role of the organization in CED, the effects of legislation, policies and programs and opinions on CED and the future. The questionnaires were distributed to find out how board members view their role, how they feel the legislation affects their activities and to ask how they feel about the future (Appendix 7).

The methodology involved distributing a questionnaire to board members and analyzing their responses. Each board member was mailed a questionnaire with a covering letter asking them to complete the form. Prior to distribution, the manager of each organization was asked to approach board members to gain consent to complete the questionnaire. The managers of each organization indicated that their board members had consented to take on this task. The covering

letter sent with the questionnaires was a request by the acting director of the Rural Economic Development Branch for board members to promptly complete and return the questionnaire. In the spring of 1990, the questionnaires were mailed to each board member.

After a two month period had elapsed, the board members were sent a second letter and questionnaire asking them to complete it as soon as possible. Another month went by and all board members who had not returned their questionnaire were called by telephone and asked if they had received the questionnaire. If they had, they were asked if they would complete it. If they had lost their questionnaire, a third questionnaire was then sent out. After a six month period it was expected that questionnaires would no longer be returned and the analysis of the questionnaires was initiated.

The response rate for two of the three organizations were poor. The ERDC and WRBV both had a 45% response rate. The former had five of eleven questionnaires completed while the latter only had seven of sixteen questionnaires completed. The BBDC had the highest response rate, 76% or 6 of 8 questionnaires were completed.

It was originally intended that the Granite Shield Incentives Program be analyzed also. Due to the poor

response rate of board members and the unwillingness of the manager at the time to assess GSI's goals and objectives, there was no alternative but to delete GSI from the case study. A thirty percent response rate in conjunction with the lack of assessment by the manager, would result in biased results which would not truly represent the organization and its effectiveness.

#### **FORM AND APPROACH**

The first section of the questionnaire deals with the form and approach of the organization's CED efforts (Appendix 8, Table 1). Board members were asked if they employed an economic development officer and if they had developed an economic development plan. They were also asked if their economic development plan considered social and economic aspects of community development and if the plan was reviewed and up-dated annually. Board members were asked if their economic development plans were implemented and if so, how did they rate their success in implementation. Finally, members were asked if local residents were aware of and committed to their economic development plan (The questionnaires are included in Appendix seven). The results of these questions are as follows.

Each organization had created a development plan which considered the social and economic aspects of community development.

- Fifty percent of the BBDC's board members indicated that some or most of the residents are committed to the plan while the other 50% did not answer the question. Forty percent of the ERDC's board members felt some residents are committed while another 40% felt that few were committed. The WRBV reported that the majority of respondents (71%) felt the residents were aware of and committed to the plan to some extent. The remaining responses were equally distributed between most are committed and no answer, 14% each.
- One third or 30% of the BBDC's board members indicated that their development plans were partially implemented while one or 16% indicated their plans were fully implemented. The remaining 50% of respondents indicated the plans were not implemented at all or did not answer the question. Sixty percent of the ERDC's board members indicated that their development plans had been partially implemented and 20% indicated they had been fully implemented. Six or 85% of the WRBV respondents indicted their development plans had been partially implemented.



- Fifty percent of the BBDC's board members felt they had achieved their goals and objectives to some extent while the remaining 50% did not answer the question. Eighty percent or four of the five ERDC board members who answered this question felt they had achieved their goals and objectives to some extent. The responses from the WRBV board members were mixed. The majority, 57% of respondents felt the WRBV had achieved their goals and objectives to some extent. One respondent indicated they had achieved their goals and objectives completely, while another felt hardly at all.

The BBDC is the only organization which does not review and up-date their plan, nor do they have an economic development coordinator. All three organizations utilize a community profile that was created by the ERDC. The major areas of activity for the three organizations include industrial and business development, training and education, data collection and dissemination, prospecting, facilitating and planning (for more details see Appendix 8, Table 2).

The next set of questions asked board members if their organization coordinated their CED efforts with other local planning bodies or interest groups and with other neighboring political bodies such as municipal districts or improvement districts. If they responded positively to these two questions, they were then asked how they would

describe the level of cooperation between all of these organizations.

All three organizations reported having coordinated their CED efforts with other local planning bodies, interest groups and neighboring political bodies. A high percentage of the respondents (67% to 85%) indicated some cooperation between themselves and these other types of organizations.

The next two questions focused on the finances of the three organizations. Board members were asked how their development efforts were financed and if their current expenditures were sufficient to pursue their development goals and objectives.

- In terms of financing, the BBDC relies on the revenues of the CDC and on municipal grants. The ERDC receives a municipal levy from member communities, general revenues of the RDC and other sundry fees. The WRBV receives income from the Federal Government through the Community Futures Program, general revenues of the WRBV and from fees for service. The board members in all three organizations indicated that their expenditures on CED efforts were sufficient. Of the BBDC respondents, 66% indicated yes while 33% indicated no. Sixty percent of the ERDC respondents indicated yes while 40% indicated no. Sixty percent of the WRBV respondents indicated yes,

30% indicated no and one respondent did not answer the question.

Board members were asked how satisfied they were with their economic development efforts and what local obstacles and barriers existed in pursuit of their development objectives.

- A high percentage of ERDC and WRBV respondents indicated they were satisfied with their economic development efforts, 80% and 86% respectively. Both organizations did have one respondent who was dissatisfied with their efforts. The BBDC respondents indicated that 50% were satisfied, 33% were dissatisfied and 17% were extremely dissatisfied.

**Table 1** outlines the obstacles and barriers experienced in pursuit of community economic development objectives.

TABLE 1

## Obstacles and Barriers of Economic Development Objectives

BBDC	ERDC	WRBV
Poor agricultural economy	Keeping groups focused on achieving development objectives	Not enough investment capital provided by local investors
Depression attitude	Duplication of services and lack of coordination	Apathy
Lack of finances	Lack of business oriented individuals	Resistance
Urban businesses not willing to move to rural areas	Generally unstable economy	Lack of direction by Board
Indecisive and inactive board	Poor attitudes	Lack of finances
Poor attitude of local business persons	Lack of commitment from municipality to ERDC and CED	Need for a broader mandate

Source: Beausejour Case Study: Board Member Questionnaires, 1990

## ORGANIZATION'S ROLE IN CED

This section of the questionnaire addressed the role of the organization in community economic development efforts.

Board members were asked what options were used by their organization to assist the private sector in achieving economic development efforts. They were also asked to assess the role their organization played in furthering the economic objectives of the community and how they would like to see their role changed.

The organizational options used to assist the private sector include planning, advocacy, promotion, facilitation, program administration, training, monitoring, prospecting and consultation (Appendix 8, Table 3).

**Table 2** indicates how respondents would like to see the role of their organization changed.

**TABLE 2: Organizational Role Change**

BBDC	ERDC	WRBV
Need full time staff to address economic development needs	Take on a planning function and provide guidance and direction	More autonomy from CEIC
Re-assess and develop new goals for the future	RDC region is too large - should promote more development groups	Reduce the number of board members
Prepare promotional material and promote the community and region.	Eliminate business consultation - it is a duplication of services	Require more direction and control by program coordinators
Make decisions and act on them - use a sub-committee format	Provide more services to municipalities and RDC groups	Less emphasis on tourism
Too many organizations - efforts should be organized		More emphasis on the social aspects of the community

Source: Beausejour Case Study: Board Member Questionnaires, 1990.

Board members were asked to describe what methods were used to aid existing businesses and to evaluate how successful they were. They were also asked what methods were used to attract new business and industry and to evaluate the methods.

Common methods used by the three organizations to aid existing businesses include meeting with business representatives, having business and chamber of commerce representatives on their boards and acting as facilitators. Over two thirds of the WRBV and BBDC board members indicated they were satisfied with these methods. Only the ERDC board found having business and chamber of commerce representatives on their board to be an unsatisfactory aid (Appendix 8, Table 4,5,6).

The board member's evaluation of their methods to attract business and industry revealed the following:

- The BBDC and ERDC found prospecting to be an unsatisfactory method while the WRBV indicated this to be a satisfactory method;
- Fifty percent of the board members in all three organizations found promotion and advertising to be a satisfactory method; and
- Incentives as a method to attract business and industry was rated as a satisfactory or very satisfactory method by only 42% of the WRBV board members whereas loans received 86% approved.

The analysis of board member responses to these two questions revealed a high percentage of the respondents did not evaluate the methods. It is not known if they did not know enough about each method that they could not or would not evaluate it. This trend was found in the responses of all three organizations (Appendix 8, Tables 7,8,9).

**LEGISLATION, POLICIES AND PROGRAMS**

This third section of the questionnaire inquired about legislation, policies and programs and asks respondents to assess their effectiveness.

When considering community economic development efforts, board members were asked if they consulted enabling legislation such as the *Corporations Act* or *Planning Act*. They were also asked if the legislation provided their organization with a satisfactory set of powers, responsibilities and freedoms to do the job. Respondents were then asked how they would alter the existing legislation to enable them to better play a role in CED.

**BEAUSEJOUR BROKENHEAD DEVELOPMENT CORPORATION**

- When BBDC respondents were asked if they consulted their *Corporations Act* or the *Planning Act* when considering CED efforts, 50% indicated they consulted the *Corporations Act* frequently or sometimes and. Eighty three percent indicated they consulted the *Planning Act* frequently or sometimes. Only 17% answered they did not consult the *Corporations Act*. The remaining percentages can be attributed to respondents who did not answer the question.

- Sixty seven percent of respondents indicated that the *Corporations Act* provided an adequate set of powers to conduct their activities while 35% were uncertain. Fifty percent of respondents felt the *Planning Act* was adequate and 35% were uncertain. When asked how they would change the *Planning Act*, respondents indicated they would like to see less red tape, to reduce the number of boards and departments that they must coordinate with and speed up the process.
- When considering provincial legislation, 50% of the BBDC respondents felt provincial government policies, programs and legislation are poorly suited to encourage and accomplish CED goals. Only one respondent (17%) felt the legislation was good enough and 33% were uncertain. The changes respondents would like to see in provincial legislation are: policies to treat all communities evenly, special grants for infrastructure development, the ability to provide tax incentives for rural regional relocation, more funding for CDCs to hire more staff and more assistance to attract business and industry.
- Consideration of federal legislation finds 50% of respondents feeling that federal legislation is poorly suited to encourage and accomplish CED goals. Thirty five percent of respondents were uncertain and one respondent did not answer the question. Changes



respondents would like to see of federal legislation, programs and policies include: more regional development, lower interest rates, better farming support programs, agricultural pricing policies and support programs, more money for regional needs, money for rural development and qualified help in promoting their communities.

#### **EASTMAN REGIONAL DEVELOPMENT CORPORATION**

- ERDC board members indicated that they did consult their corporation by-laws, the *Municipal Act* and the *Planning Act* when considering CED activities. For their corporation by-laws, 20% indicated sometimes, for the *Municipal Act*, 60% indicated sometimes or frequently and for the *Planning Act*, 60% indicated sometimes or frequently. For each piece of legislation, only one respondent indicated this legislation was not consulted.
- When asked about the adequacy of their corporation's by-laws which guides their organization's activities, 40% of ERDC members indicated they are satisfactory. Twenty percent indicated they are not satisfactory and the remaining 40% indicated they are uncertain. The *Planning Act* was found to have the same percentages of those who said it was satisfactory and of those who indicated no, it was unsatisfactory: forty percent of the respondents

answered yes and 40% answered no. There were only two comments made about changing the Planning Act; planning legislation should not be so restrictive and planning legislation should be made more conducive to the rural environment.

- Forty percent of respondents felt provincial legislation, policies and programs are good enough to encourage CED goals. Another 40% felt provincial legislation was poorly suited, while 20% were uncertain. Five comments were made about how provincial legislation should be changed. MLA's should be more involved with municipal councilors and there should be more programs to assist with development efforts. It was felt that municipalities should be able to offer incentives to attract business and industry and the Provincial Government should practice a policy of true decentralization. What is needed is long term vision.
- Evaluation of federal legislation found 40% of respondents rating the legislation as poorly suited. Another 40% felt the legislation good enough and the final 20% found legislation to be well suited. Comments about changing federal legislation resulted in the following: there should be a Community Futures Committee in southeastern Manitoba, there should be more local control and ownership and there should be better

coordination of existing initiatives. There should be a reduction in the duplication of services.

#### WINNIPEG RIVER BROKENHEAD VENTURES

- Eighty six percent of the WRBV respondents answered that they sometimes or frequently consulted provincial legislation such as the *Planning Act*. Four or 57% of respondents felt the WRBV's by-laws were adequate in providing a set of powers to achieve their community development goals. Respondents made the following comments when asked about how they might change their guidelines to better play a role in CED. There is a need to develop a source of lower interest rate loans or forgivable loans in part related to the number of jobs provided and there is a need for better federal/provincial coordination.
- All of the WRBV respondents indicated the Community Futures Program operational procedures were good enough or well suited to play a role in CED, 86% and 14%. There were comments made about what changes to federal policies, programs or legislation they would like to see in conjunction with their Community Futures Committee. There is a need to reduce the amount of red tape involved with getting program approval. Respondents would like to have the ability to loan money for infrastructure

improvements and they would like to see more funding, more control by board members and a reduction in interest rates on loans to businesses which are creating new jobs.

The final section of the questionnaire dealt with the respondent's views on CED and the future.

The three final questions asked board members to consider their CED efforts in the community and to assess whether they are optimistic or pessimistic. They were also asked to identify the three major issues facing their community and to assess if they will be successful in addressing these issues without assistance from the provincial or federal governments. Finally, board members were asked who is best suited to carry out CED.

- All ERDC respondents indicated they are optimistic about their future. Eighty six percent of WRBV respondents and 50% of BBDC respondents also felt optimistic about their future. Only one negative response was recorded from the BBDC, representing 17% of the respondents. Thirty three percent of the BBDC board members did not answer this question.

**Table 3** outlines the major issues in CED facing the communities of the three organizations.

TABLE 3: Major Issues Facing Communities

BBDC	ERDC	WRBV
Acceptance of growth by longtime businessmen	Lack of adequate resources	Up-grade skills and education
Continual encouragement of local economic development	Negative image of rural Manitoba	Capital investment in enterprises suitable to the location
Need for local venture capital	De-population	Reduction of barriers in trade and marketing of products and services available and possible
Poor economy	Provincial political encouragement and support	Apathy in communities towards CED
Poor attitude	Community goals and involvement of the community	Difficulty in finding interested board members willing to spend some time helping
Rise in business, personal and farm bankruptcies	Incentives for investors	Availability of money to carry out projects
Need to develop a local industry	Attracting industry	Creating new business ideas
Need for better hotel and motel facilities	Fixing/renovating the race track complex	Attracting tourists
Need to attract more tourists	Infrastructure	Developing natural resources
More promotion	Business development	Need for long term agricultural plan
Change in media focus from urban to rural areas	Provide a healthier environment for business development	Decentralization of provincial and federal departments
	Distance from Winnipeg	Industry should be encouraged to move to rural areas
	Good manager	

Source: Beausejour Case Study: Board Member Questionnaire. 1990.

All board members from the ERDC and WRBV indicated they did not feel that their organizations could solve the above mentioned issues without some form of provincial or federal government aid. While there were 67% of the BBDC respondents who indicated the same, there was one board member who felt that the BBDC could solve these issues without government aid.

All board members were asked to indicate which of the three organizations was best suited and able to carry out CED activities. The WRBV received the highest number of votes, 6 or 33%. Five or 28% indicated that all three organizations were best suited and should work all together. The ERDC was next with four votes or 22% and the BBDC was last with only two votes or 11%.

## **DISCUSSION**

The objective of the board member questionnaire was to illicit their opinions on their activities and on the achievement of their goals and objectives. The analysis of the responses will begin with this initial comment. For two of the three organization, the response rate by board members were poor. The ERDC and WRBV boards only had a 45% response rate compared with the BBDC which had a 76% response rate. The lack of responses by board members of

Granite Shield Incentives resulted in that organization being deleted from the case study.

The results indicated similarities in the use of an economic development plan, the hiring of an economic development officer (only the BBDC does has not hired one) and the use of a community profile provided by the ERDC. All three indicated coordinating their CED efforts with other local planning bodies, interest groups and neighboring political parties and finally, all three utilized planning, advocacy and facilitation functions to assist the private sector in achieving their economic development efforts.

Each organization consults the *Planning Act*, and the majority of respondents find it to be satisfactory legislation. Recommendations were made to make the *Planning Act* less restrictive with less red tape. Provincial legislation was found to be poorly suited by 50% of the BBDC respondents. Only 17% found the legislation to be satisfactory. The same percentage of respondents from the ERDC found provincial legislation to be satisfactory and poorly suited (40% each). Recommendations to change provincial legislation focused on grants for infrastructure development, provision of tax incentives, increased funding, and additional programs to assist development efforts.

Only 20% of the ERDC board members indicated federal government legislation to be well suited to CED activities. One half of the ERDC and BBDC board members found federal government legislation to be poorly suited. Thirty five percent of the BBDC board members did not rate the federal legislation. The organizations suggested the following changes to federal legislation; allow more regional development, agricultural pricing policies and support programs, lower interest rates. There needs to be more control and ownership, better coordination of existing initiatives and a reduction in the duplication of services.

The majority of BBDC respondents (67%) found the *Corporations Act* adequate to allow them to achieve their goals. Forty percent of the ERDC board members indicated the *Municipal Act* satisfactory legislation while another 40% answered they were uncertain.

Throughout the responses in the questionnaire, there was always a portion of the respondents who did not answer the questions particularly when they pertained to evaluation. Analysis revealed that often it was the same respondent who did not answer these questions. The analysis was unable to account for this behavior. It is possible the respondents did not want to answer, was unable to answer due to a lack of knowledge or did not answer for some other unknown reason.



This inability to evaluate on the part of the respondents will affect their development process. Monitoring and evaluation are the final steps in the strategic planning process and it is the step which most organizations fail to complete. This step is important as it allows the organization to assess all that has been done to that point in time and it helps them re-plan their approach to be more effective in the future. If this problem is acknowledged by the three organizations they must make an effort to address it in order to become more effective.

Only some residents were committed to their respective plans. In order for the organizations to be successful in all areas of their development plan, they need total community support and commitment. Proof of this was presented earlier in the first part of this chapter, where the economic development officers reported that success in achieving their goals objectives resulted from an energetic and committed community. In addition, respondents indicated a lack of finances, problems within their Board and poor attitudes on the part of local residents and business persons in their communities were obstacles to achieving their goals and objectives.

The major issues facing each organization are similar regardless of their jurisdictional boundaries and enabling legislation. The issues affecting their communities include

poor attitudes of community members and business persons, attracting industry and tourism, and the need for venture capital. The respondents from all three organizations felt they would not be able to successfully address these issues without some form of Provincial or Federal Government aid.

Finally, when rating their success at achieving their goals and objectives more than one half of the respondents from each organization felt they were successful to some extent and are optimistic about their future.

### **TIME SERIES ANALYSIS**

The final component of the methodology is the time series analysis. The objective of the time series analysis is to examine if the three organizations had any effects on the case study community.

In a time series analysis, indicators are used as pre and post-program measures. The case study is examined after exposure to the organizations to determine the effects (if any), they may have had on the case study community. For this practicum, the activities in the year 1989 were under scrutiny. The year 1989 was chosen as the focus period for the case study because it allowed for the Community Futures Program to be fully operational in addressing their goals and objectives.

The indicators chosen as pre- and post-program indicators were Statistics Canada census data, building permit and school enrollment data for the town of Beausejour. Building permit and enrollment statistics were for 1989 while census data was only available for 1986. Because census statistics were not available for 1990, a telephone survey had to be completed to gain the census data for 1990 to be used as the post-program indicators.

It is recognized that a time series experimental design will not control history. A time series design cannot rule out the fact that something other than program exposure caused the difference in the pre and post-program measures. It is expected that a carefully monitoring of events will aid in determining the legitimacy of ruling out effects of other influences as alternative explanations for any change observed (Forehand, 1982, 30).

### **TELEPHONE SURVEY**

The objective of the telephone survey was to gain the necessary demographic indicators to be used as pre and post-program measures in assessing the impact of the organizations on the Town of Beausejour.

The methodology for the telephone survey involved generating a 10% survey sample of households in Beausejour. A ten percent sample would constitute interviewing 105 households. A comparison of the statistics generated to the 1986 Census of Beausejour show similar trends therefore the generated

sample should be a fair representative sample. To achieve this goal, a systematic random sampling technique was utilized to randomly choose households from a listing of telephone numbers in the Beausejour telephone directory.

To obtain the desired sample, a random number was chosen to become the sampling interval and another random number was chosen to be the starting place in the telephone listings. For the telephone survey, the sampling interval was nine and the first name chosen was the fourth name in the list. After choosing the fourth name, nine names were passed and the next immediate name was called. If the next name was a business, it would be skipped and the next name selected. The telephone survey was conducted on one weekday and one weekend, at different times during these two days. The questionnaire for the survey asked the same questions as the Census questionnaire for the 1986 Census. When calling households, surveys were administered to the head of the household.

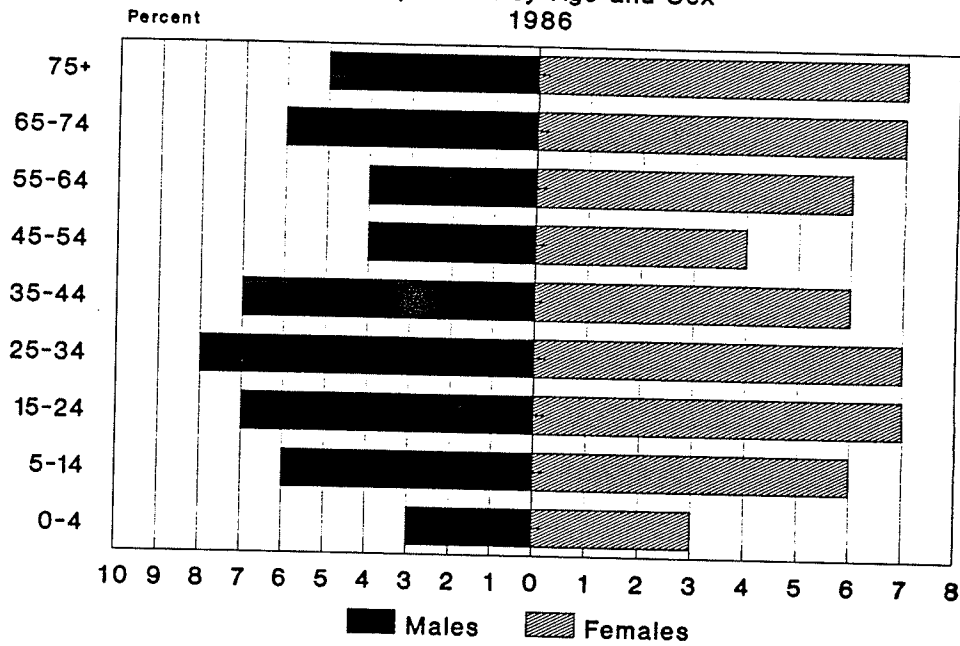
The 1986 Census data is based on a twenty per cent survey sample of the population. The twenty per cent of the population answer the long form of the Census survey. As a result, the comparisons between the 1986 Census data and the telephone survey results (based on a ten per cent sample of the Beausejour population) will be affected slightly.

The data was entered into the SPSS program to be converted into frequencies for analysis. The data did not lend itself to any further manipulation or analysis such as correlation or regression analysis. The results are as follows.

POPULATION

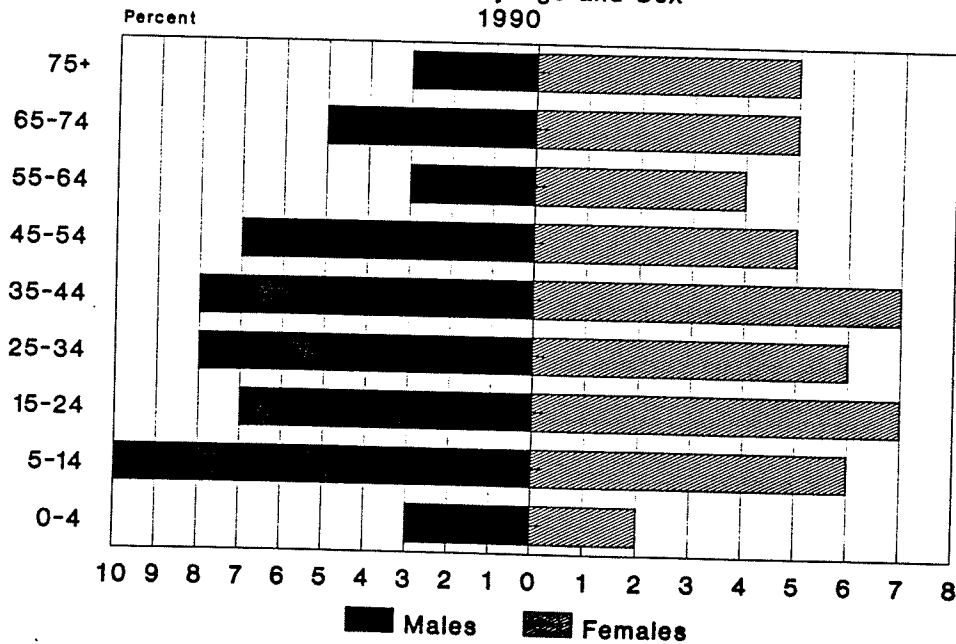
The population distribution of Beausejour for 1986 and 1990 are illustrated in Figures 9 and 10. The greatest

FIGURE: 9  
TOWN OF BEAUSEJOUR  
Population by Age and Sex  
1986



Source: 1986 Census of Canada

FIGURE: 10  
TOWN OF BEAUSEJOUR  
Population by Age and Sex  
1990



Source: 1990 Beausejour Telephone Survey

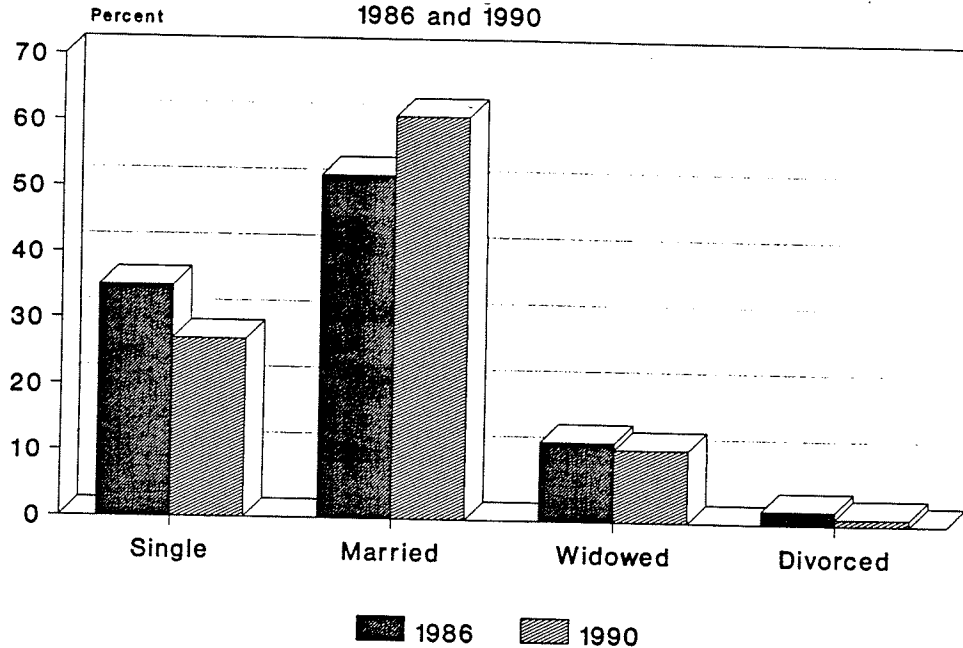
percentage increase occurs in the 35-44 and 45-54 years category. Each category increased by 4%, the former from 8% to 12% and the latter from 12% to 16%. The greatest decrease occurs in the 75+ age category which decreases by 4%, from 12% to 8%. The two age categories 55-64 years and 65-74 years both decreased by 3%.

The population pyramids reveal that the largest proportion of the population fell into two age categories; 25-34 years and 35-44 years. In 1986, these two age groups constituted 27% of the total population and by 1990 had increased to 31%. There is also a large proportion of the population who are 55 years and older. In 1986, 33% of the population fell into the following three age categories; 55-64 years, 65-74 years and 75+ years. By 1990, the percentage in these three age categories had decreased to 24%. The smallest proportion of the population fell in the age groups under 20 years of age.

#### **MARITAL STATUS**

The statistics collected on Beausejour's marital status indicate the majority of the population are either single or married (see Figure 11). Between 1986 and 1990, the percentage of single persons had decreased from 35% to 27%. The percentage of the population who were married increased from 52% in 1986 to 61% in 1990. The percentage of the population who were widowed and divorced stayed virtually the same, 12% and 2% respectively.

FIGURE: 11  
TOWN OF BEAUSEJOUR  
Marital Status  
1986 and 1990

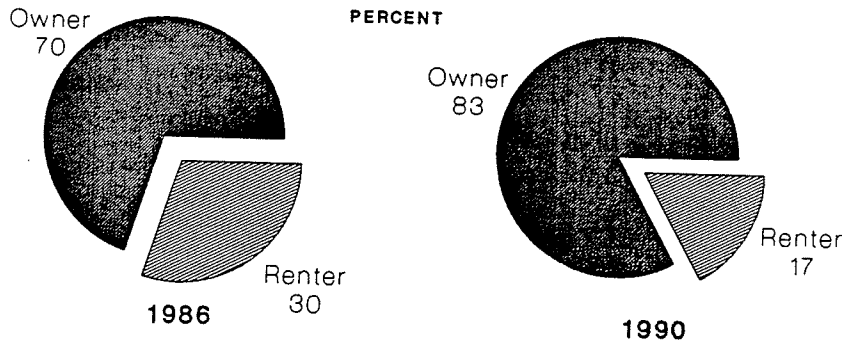


Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

### OCCUPIED PRIVATE DWELLINGS

Figure 12 illustrates occupied private dwellings by tenure in Beausejour. In 1986, 70% of the population were owners while the remaining 30% were renters. In 1990, the percentage of owners had increased to 83% and the percentage of renters had decreased to 17%. To account for this change it is probable that the renters became homeowners as building permit data indicated that 60 new homes were built in Beausejour between 1986 and 1990.

FIGURE: 12  
TOWN OF BEAUSEJOUR  
Occupied Private Dwellings by Tenure  
1986 and 1990



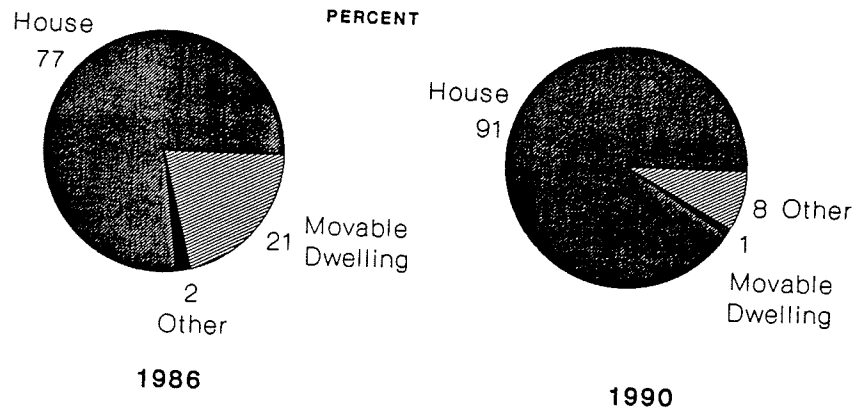
Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

The increase in homes between 1986 and 1990 could also account for the increase of persons living in single detached dwellings. A breakdown of dwellings by type indicate the majority of the population in Beausejour live in single detached dwellings (Figure 13). In 1986, 77% of the population lived in single detached dwellings and by 1990, the percentage had increased to 91%. The remaining proportion of the population resided in moveable and other dwellings.<sup>13</sup> In 1986, 21% of the population lived in moveable dwellings and by 1990, this percentage had decreased to one percent. The percentage of the population living in other types of dwellings increased from 2% in 1986 to 8% in 1990.

<sup>13</sup> Dwellings included under the 'other' category include collective developments, hospitals, hotels, group homes, orphanages, institutions (correctional or psychiatric), military camps or hutterite colonies.



FIGURE: 13  
TOWN OF BEAUSEJOUR  
Dwelling Type  
1986 and 1990

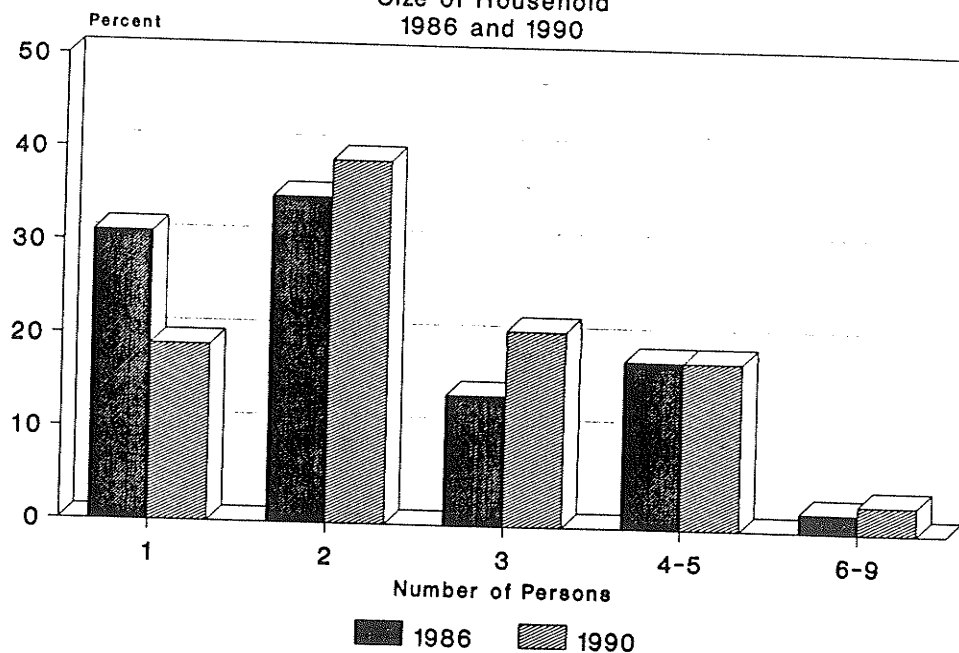


Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

### SIZE OF HOUSEHOLD

The statistics on size of household in Beausejour illustrate a high proportion of one and two person households (Figure 14). In 1986, 31% of all households were one person households and in 1990, this percentage had dropped to 19%. Two person households make up the highest proportion of households in Beausejour. In 1986, 35% of all households contained two persons and this increased to 39% in 1990. Three person households increased from 14% in 1986 to 21% in 1990. The 4-5 person households remained at 18% in both 1986 and 1990. In 1986 and 1990, less than 3% of all households had 6-9 persons.

FIGURE: 14  
TOWN OF BEAUSEJOUR  
Size of Household  
1986 and 1990

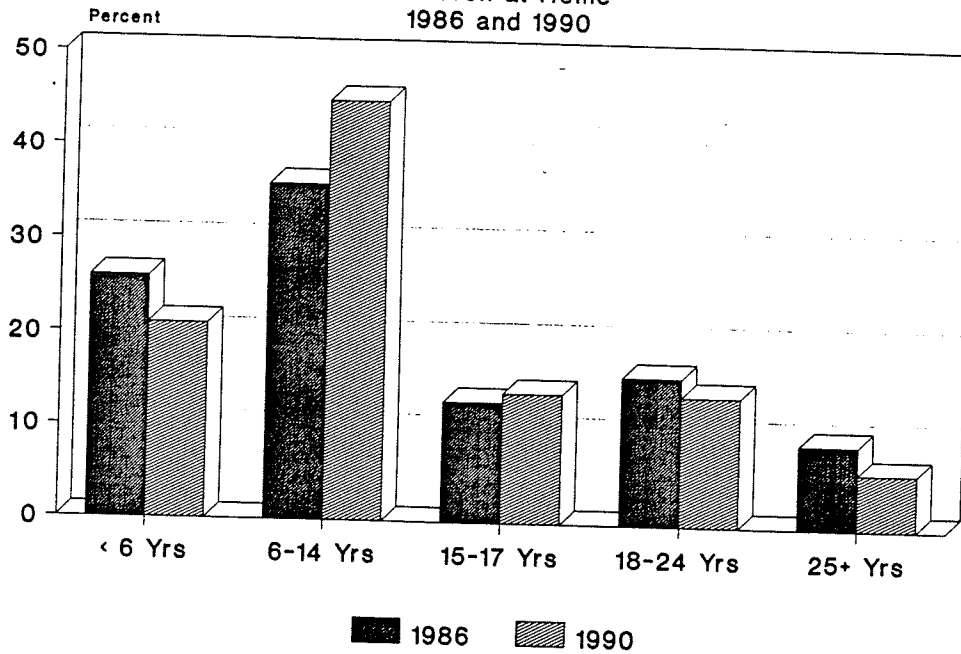


Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

### CHILDREN AT HOME

The highest percentage of children at home were found in the less than 6 years and 6-14 years age groups (Figure 15). The percentage of children at home, aged less than six years, was 26% in 1986 and decreased to 21% in 1990. Children at home aged 6-14 years experienced the largest increase, from 36% in 1986 to 45% in 1990. In the two age categories 15-17 years and 18-14 years, both remained relatively the same between 1986 and 1990. The former had 13% while the latter had 16%.

FIGURE: 15  
TOWN OF BEAUSEJOUR  
Children at Home  
1986 and 1990

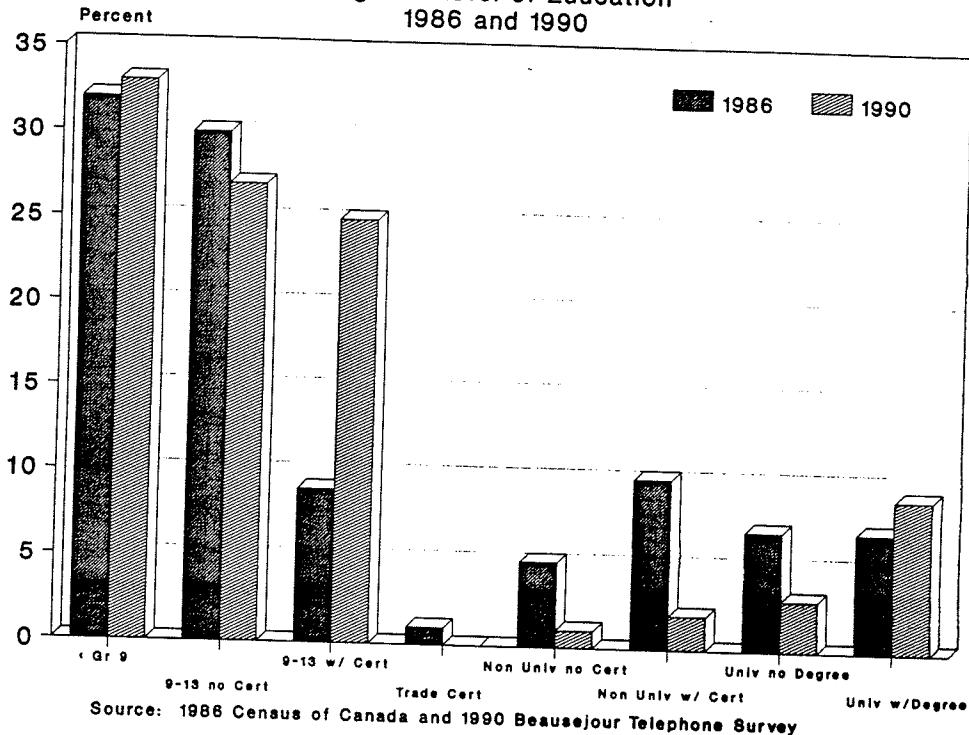


Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

### HIGHEST LEVEL OF EDUCATION

Figure 16 illustrates a high proportion of Beausejour residents achieved low levels of education. In 1986, 32% of the population had achieved an education level of less than grade nine and this remained the same in 1990. Thirty percent of the population in 1986 achieved an education of grades nine to thirteen with no certificate. By 1990, the proportion of the population in the grades nine to thirteen with no certificate category had decreased slightly to 27%. The largest increase occurs within the proportion of the population who received their high school diploma. In 1986, only 9% of the population fell into this category and by 1990, the percentage had increased to 25%.

FIGURE: 16  
TOWN OF BEAUSEJOUR  
Highest Level of Education  
1986 and 1990



It is probable that education levels are low because persons between 18 and 30 are moving away to obtain university degrees and employment. Upon completion of their university degree there are few opportunities to obtain employment in their desired field in Beausejour.

Post secondary education levels in all categories except for university with a degree illustrate a percentage decrease between 1986 and 1990. The highest decrease occurs in the category non-university with a certificate. In 1986, 10% of the population fell into this category but this percentage

decreased to 2% in 1990. The category university with a degree increased slightly between 1986 and 1990. In 1986, 7% of the population fell into this category while in 1990, the percentage increased only to 9%.

### LABOUR FORCE ACTIVITY

Statistical information on Beausejour's labour force are outlined in Table 4.

**TABLE 4: Beausejour Labour Force Activity**

	Male		Female		Combin	
	1986	1990	1986	1990	1986	1990
Age 15 years plus	980	110	1080	103	2060	213
In the labour force	640	78	425	56	1065	134
Employed	585	75	375	52	960	127
Unemployed	55	3	45	4	100	7
Participation rate	65.3	68	39.4	54	51	63
Unemployment rate	8.6	4	10.6	7.1	9.4	5.2

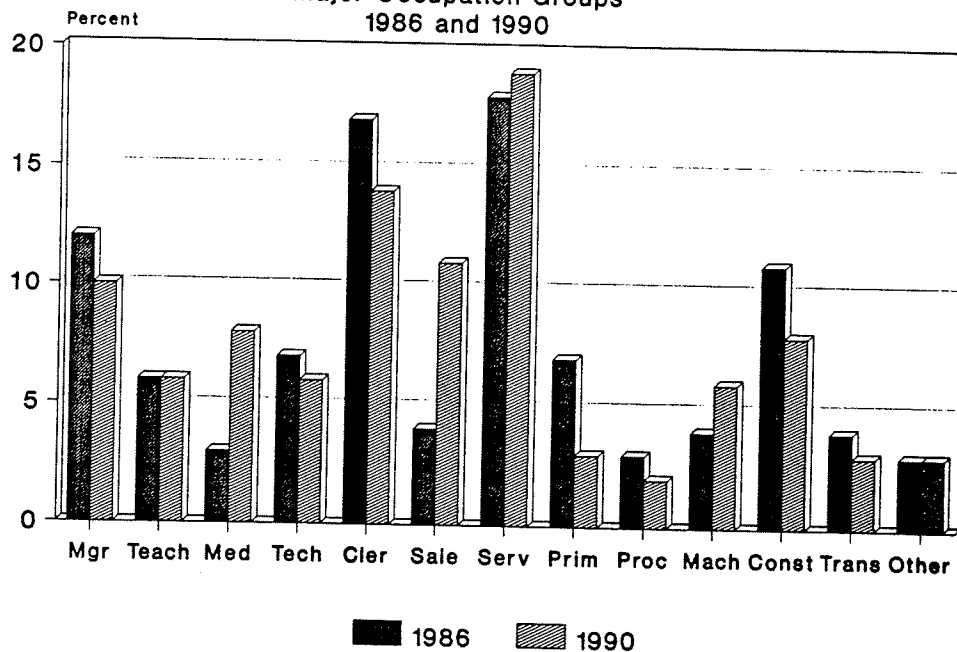
Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey.

While participation rates for males slightly increased by 3% between 1986 and 1990, the rates for females dramatically increased by 15%, from 39% to 54%. The unemployment rate for males and females decreased during this period. The former decreased by 5% while the latter by 4%.

## MAJOR OCCUPATION GROUPS

The distribution of Beausejour's population by major occupation groups is illustrated in Figure 17. The greatest decrease in a major occupation category occurred in the primary occupation group. The primary occupation group decreased by 4% between 1986 and 1990. Both the construction and clerical sectors also decreased by 3% during the same time period. By sector, the greatest percentage increase occurred in the sales and medicine sectors. The former increased by 7%, from 4% to 11% and the latter increased by 5%, from 3% to 8%.

FIGURE: 17  
TOWN OF BEAUSEJOUR  
Major Occupation Groups  
1986 and 1990

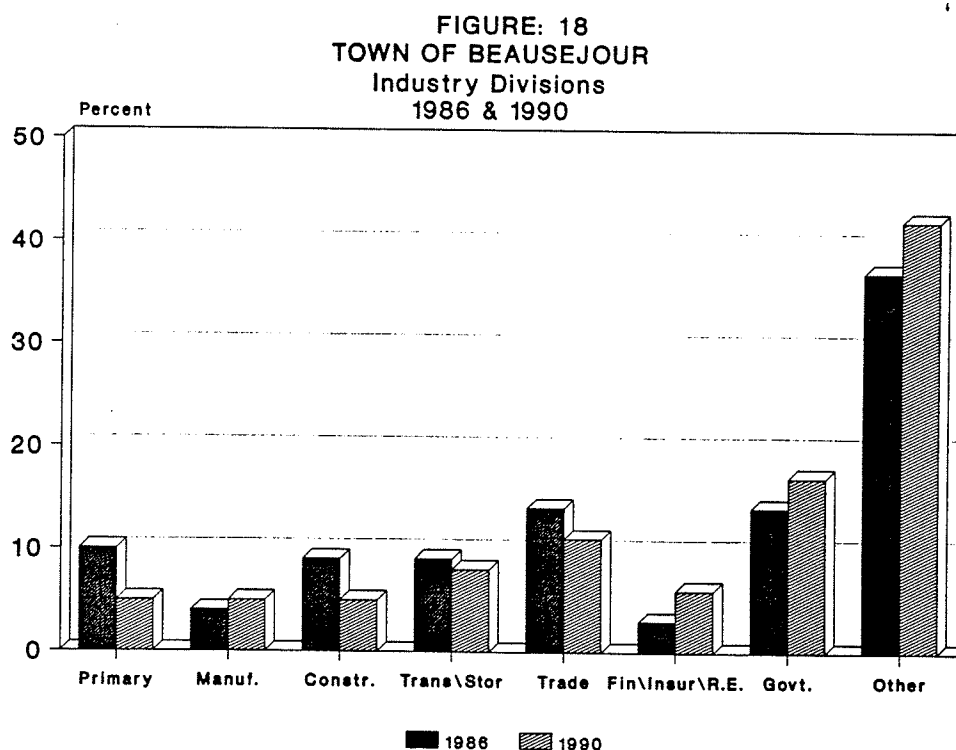


Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

An overall examination of all major occupation groups revealed that the highest proportion of the population are in the clerical and service sectors, 14% and 19% respectively in 1990. The next two highest categories are the sales and managerial sectors, both around 10%. The remaining major occupation groups each constitute less than 8% of the population.

### INDUSTRY DIVISIONS

The employed population of Beausejour is divided amongst eight industry divisions as illustrated in Figure 18.



Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

The highest proportion of the population is found in the other category.<sup>18</sup> The 'other' industry division contains 37% of the population in 1986 and increases to 42% in 1990. The only other industry to experience an increase in percentage is the finance, insurance and real estate division which increased from 3% in 1986 to 6% in 1990.

The largest decrease in an industry division occurs in the primary division where in 1986 the percentage of the population in this sector is 10%, decreasing to 5% in 1990. The construction sector also experienced a decrease in population of 4% between 1986 and 1990.

#### **MOBILITY STATUS**

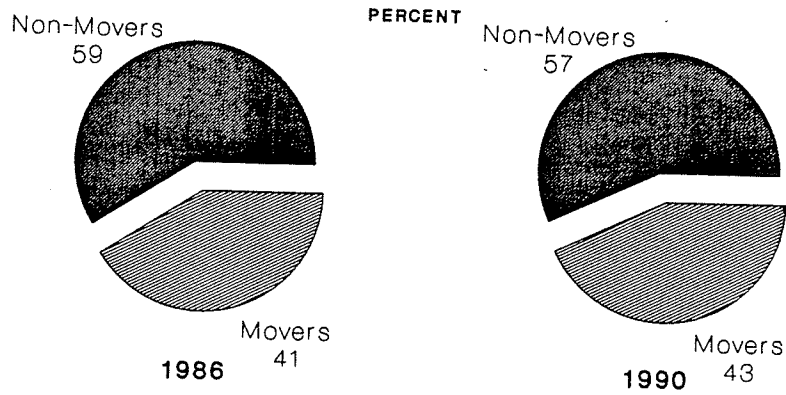
The mobility status of Beausejour is broken into three sections; movers and non-movers, migrants and non-migrants and migrant's place of origin. Figure 19 illustrates that in 1986, 59% of the population were non-movers and 41% were movers. In 1990, the percentage of non-movers slightly decreased to 57% and the percentage of movers increased to 43%.

---

<sup>18</sup> Statistics Canada utilizes the Standard Industrial Classification Lists to categorize industries. The following are examples of industries included in the 'other' division: commercial spectator sports, sports and recreation clubs and services, other amusement and recreational services, barber and beauty shops, laundries and cleaners, funeral services, other personal and household services, business associations, machinery and equipment rentals, photographers and other repair services.



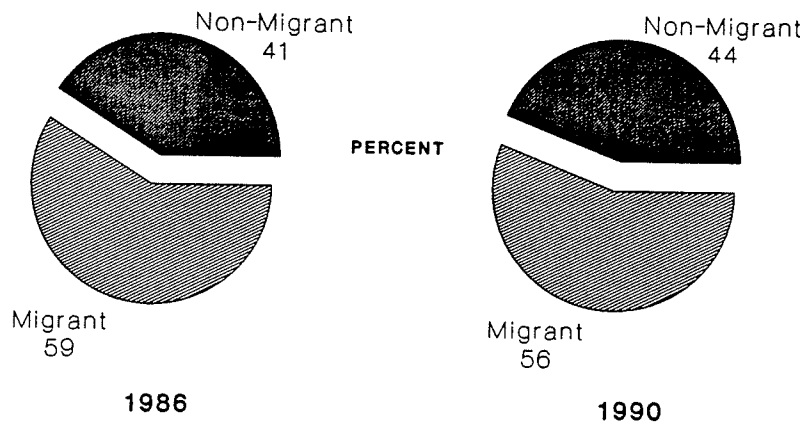
**FIGURE: 19**  
**TOWN OF BEAUSEJOUR**  
**Mobility Status - Movers vs. Non-Movers**  
**1986 and 1990**



Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

Figure 20 illustrates the breakdown of movers into migrants and non-migrants,

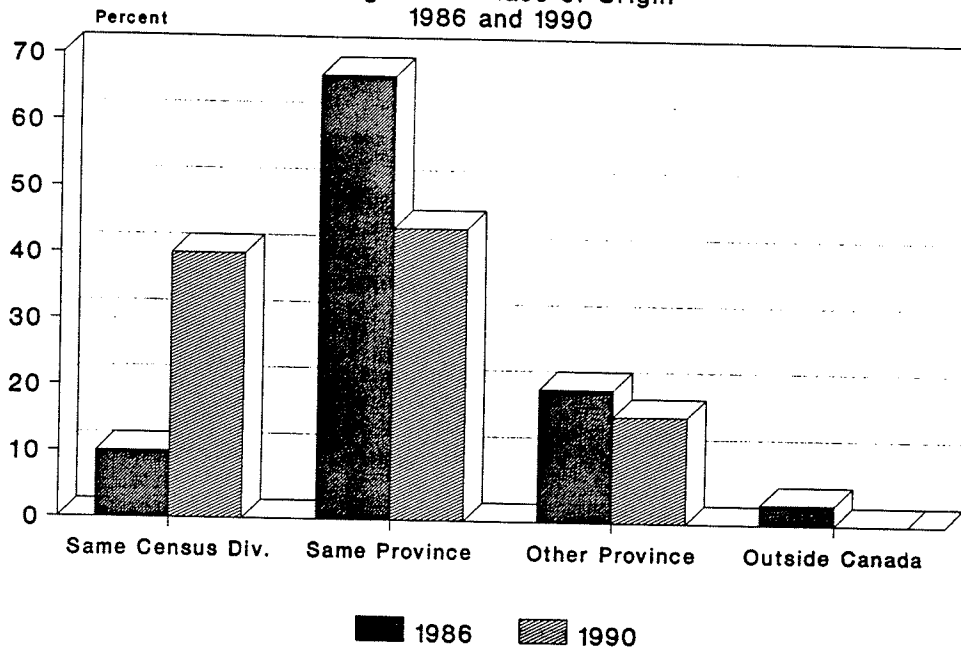
**FIGURE: 20**  
**TOWN OF BEAUSEJOUR**  
**Mobility Status - Migrants vs. Non-Migrants**  
**1986 and 1990**



Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

In 1986, 41% of all movers were non-migrants and 59% were migrants. By 1990, the percentage of non-migrants had increased slightly to 44% and the percentage of migrants had decreased to 56%. Figure 21 reveals a breakdown of the place of origin of movers who were migrants to Beausejour.

**FIGURE: 21**  
**TOWN OF BEAUSEJOUR**  
**Migrants - Place of Origin**  
**1986 and 1990**



Source: 1986 Census of Canada and 1990 Beausejour Telephone Survey

The largest proportion of migrants in 1986 came from within Manitoba. In 1986, 67% of the population were migrants from within Manitoba and this percentage decreased to 44% in 1990. Migrants from the same census division experienced the largest increase between 1986 and 1990. In 1986, 10% of the population were migrants within the same census division whereas in 1990, this percentage increased to 40%. Migrants from another province constituted 20% of all migrants in

1986 and decreased to 16% in 1990. Migrants from outside Canada constituted less than 3% in 1986 and 1990.

#### BUILDING PERMIT DATA

The number of building permits issued between 1986 and 1990 is listed in Table 5.

**TABLE 5: Building Permit Data**

	1986	1987	1988	1989	1990
New homes constructed	13	18	23	9	11
Multi-dwelling units	1		2	3	
Older dwelling located on lot	1		1		1
Additions/shed/garages/renovations	13	16	20	14	22
Commercial buildings new/renovated	5	7	2	7	1
Miscellaneous	4	2		7	5
Demolitions	1	6	4	1	3
<b>Yearly totals</b>	<b>38</b>	<b>49</b>	<b>52</b>	<b>41</b>	<b>43</b>

Source: Brokenhead River Planning District: Building Permit Data.

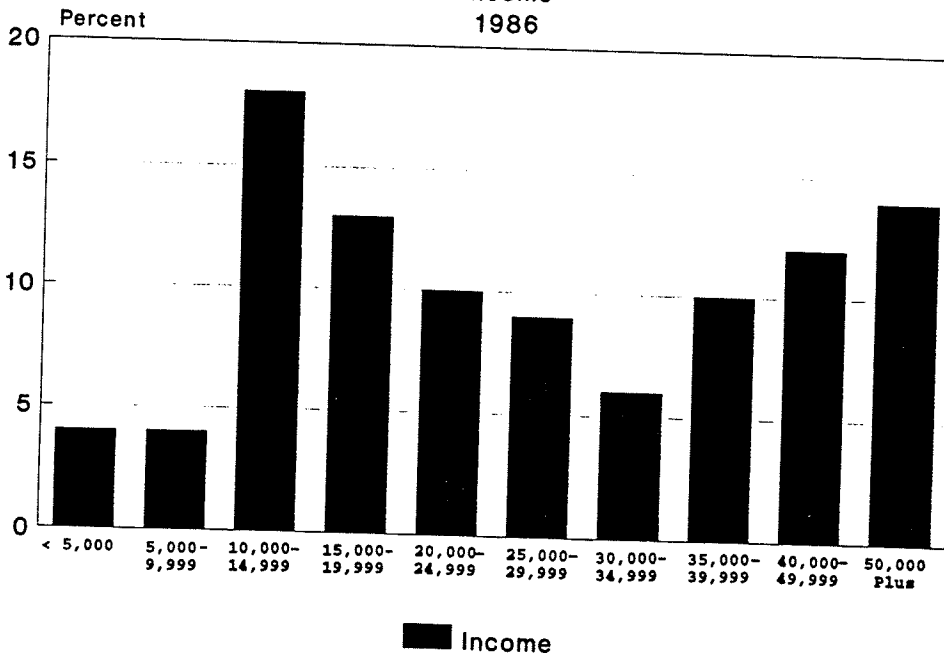
The greatest number of building permits issued in one year occurred in 1988. During this year, 23 new homes were constructed, two multi-dwelling units were constructed and 20 additions and renovations were undertaken. In 1989, the least amount of new homes were constructed (9), three multi-dwelling units were constructed and 14 additions/renovations were completed. In terms of building activity, 1989 had the second lowest number of building permits issued. Building

activity for this period is higher than normal due to new housing sub-divisions being developed in Beausejour between 1986 and 1990.

### INCOME

An income indicator for 1990 could not be generated because 80% of the telephone survey respondents refused to answer any questions related to income, however, 1986 census data indicates that the average family income was \$30,244. One third of Beausejour families earned incomes between \$10,000 and \$20,000, while another one third earned incomes of \$30,000 plus (Figure 22). The average income for males and females were \$19,081 and \$9,830 respectively.

FIGURE: 22  
TOWN OF BEAUSEJOUR  
Income  
1986



Source: 1986 Census of Canada

## FAMILIARITY WITH DEVELOPMENT ORGANIZATIONS

The final questions of the telephone interview dealt with the respondent's familiarity with the development organizations in this practicum. Respondents were asked if they had heard of each organization. Sixty eight per cent answered yes for the BBDC, 80% answered yes for the ERDC and 27% answered yes for the WRBV. When respondents were asked if they knew about each organization's activities and mandate, they answered as follows: 89% answered no for the BBDC, 85% answered no for the ERDC and 92% answered no for the WRBV.

## DISCUSSION

The population distribution of Beausejour illustrates a stable population with the majority of the population between the ages of 25 and 44 years and over the age of 55 years. The distribution within each age category is similar and did not change to any significant degree. The greatest percentage increase or decrease in any age category was only 4%. The population pyramids illustrated the low proportion of persons under the age of 24 years.

The marital status indicator revealed a shift in the proportion of single versus married persons. The reduction in the proportion of single persons can be explained in part

by the increase in married persons. Another possible explanation could be the loss of single persons moving out of Beausejour for education or employment purposes.

The indicators, private occupied dwellings by type and tenure indicated a significant increase in owners between 1986 and 1990. There is also a significant increase in persons living in single detached dwellings between 1986 and 1990. It is possible that the reduction in the percentage of people living in a moveable dwelling is a result of individuals moving into single detached dwellings or into another type of dwelling; i.e., one of the newly constructed multi-dwelling units.

The majority of Beausejour households are one or two person households. The reduction in one person households and the increase in two person households coincides with the increase in married persons and the decrease of single persons. There are still a significant amount of households with 4-5 persons.

Children aged 6-14 years constitute the highest proportion of children at home. In 1990, almost one half (45%) of all children at home fall into this age category. The reduction in numbers of children less than six years of age at home can be accounted for in part by the natural aging process. A certain percentage of the population moved from the less

than six years category into the 6-14 years group. The loss of population in the categories 18-24 years and 25 years plus, could possibly be attributed to some individuals forming new households or some individuals moving away from Beausejour for education or employment reasons.

The education indicator reveals the majority of the population has achieved a high school education. While there is a very high proportion of individuals with less than grade nine and grades 9-13 with no diploma, there is a significant proportion of the population who are graduating or have graduated from high school. While only a small proportion of the population has received some level of post secondary education, that portion is dwindling. The proportion of the population with university degrees has remained the same.

Labor force statistics for the Town of Beausejour reveal that participation rates for males remained stable at 65% but participation rates for females increased by 15%, up to a total of 54%. The unemployment rate for males and females decreased from 9.7% in 1986 to 5% in 1990.

The distribution of Beausejour's population into major occupation groups reveals that one quarter of the population are concentrated in the clerical and service occupation groups. Another quarter of the population are concentrated

in the construction and managerial occupations. With the exception of the managerial category, the proportion of the population in the clerical, service and construction occupations possibly reflects the low levels of education attained by Beausejour residents. These occupations likely require only a high school education. The high proportion of managerial and clerical occupations can possibly be attributed to the Provincial Building located in Beausejour which houses seven government departments.

The distribution of the population into industry divisions further supports the results of the major occupation groups as the industry divisions are an amalgamation of occupation groups into industry sectors.

The mobility status indicators reveal that 60% of the population were non-movers and the remaining 40% were movers. Of those persons who were movers, 44% were non-migrants and 56% were migrants. The breakdown of migrants reveals a change in the migration pattern. In 1986, the majority of migrants to Beausejour came from other parts of Manitoba. In 1990, this trend has changed and migrants are moving only within the same census division, thus people are moving shorter distances.

A breakdown of the building permit data reveals that construction activity in Beausejour between 1986 and 1990,



reached a peak in 1988 due to new housing sub-divisions being developed in Beausejour.

The telephone survey indicators generated demographic statistics depicting the characteristics of the Beausejour population. The indicators were to be used to assess the impact of the three organizations on Beausejour. While the results do show changes in the demographic make-up of Beausejour, they are completely unsuccessful in achieving their objective; attributing impacts to an organization's activities.

The following example illustrates the problems with trying to utilize indicators that are available. If developing educational seminars for local retail and industrial groups to develop entrepreneurial skills was an objective and if this objective was achieved, it is assumed that these new entrepreneurs would use their skills to create new businesses which would hire community residents. Therefore, the unemployment rate in the community would go down. What this example illustrates is that too many assumptions must be made and there are no indicators available to measure this education objective directly.

The most useful demographic statistic chosen was the unemployment indicator. The decrease in the unemployment rate for males and females indicated that Beausejour residents found work locally or in the surrounding area.

Again the indicator fails to attribute this impact to any of the local development organizations. The reasons as to why a company hired new employees or re-hired employees who had been laid off can not be explained or accounted for. It is also possible that the hiring of employees by new or existing businesses occurred independently of the efforts of the three local development organizations.

The responses by the telephone respondents revealed that in Beausejour the majority of the residents had heard of the BBDC and the ERDC but only a small percentage had heard of the WRBV. When asked if they know about their activities and mandate, over 85% answered no for all three organizations. This indicates that Beausejour residents are only familiar with the two local organizations in Beausejour. In the long run, this has quite possibly already hindered Beausejour's attempts at CED. In order to be successful at CED you must have a supportive, committed and energetic local population.

The choice of demographic statistics as pre and post-program indicators did not prove or disprove the success or failure of the economic development efforts of the three local organizations. Any impacts identified have been reported in the first two parts of the methodology.

**SUMMARY & CONCLUSION**

The nature of the responses generated by the methodology are not conclusive therefore in Chapter six observations are made and perceptions given based on what has been presented thus far.

## CHAPTER SIX

### Community Economic Development and the Town of Beausejour

#### INTRODUCTION

The purpose of this chapter is to offer some opinions, perceptions and evaluations on the following: the local development process. the local development organizations (organization, participation and legislation), the methodology and the typology of CED approaches. This chapter will try to tie together the analysis of the first five chapters.

#### THE LOCAL DEVELOPMENT PROCESS

The process of local economic development is important as it guides the local development organization in planning for the future development of a community. The strategic planning process (presented in Chapter 2), is a comprehensive process which provides a framework for creating a vision of the community in its desired future state, for assessing the strengths and weaknesses of the community, in creating an economic development plan based on their strengths and weaknesses and to specify what parts of the plan will be undertaken, by whom and in what period of time.

Finally, the strategic planning process compels organizations to monitor their activities to continually assess past and present development decisions. If a community understands its potential and the environment in which it functions, it will be better able to gain a firm sense of direction and undertake appropriate economic development activities (Seasons, 1986, 177).

An examination of local economic development in Beausejour reveals the local development organizations have utilized two different processes: the traditional economic development approach and the strategic planning approach. The BBDC has undertaken the traditional local economic development approach with a focus on creating an industrial park and promoting their community to attract new industry. The BBDC board made the decision to focus their economic development plans on industrial development without completing any prior assessment as to what the strengths and weaknesses are in their community. This type of process is action-oriented with little attention paid to front-end assessment and planning. It can result in an inappropriate use of local resources and missed economic development opportunities due to not understanding the local economic base.'

The ERDC and WRBV both engaged in the strategic planning process at different times. The ERDC utilized the process

to create an economic development plan for their region. The ERDC used five committees to assess the strengths and weaknesses in their region, to recommend projects and strategies to develop their sectors and to prioritize projects and strategies. The resulting economic development plan would guide their future development in the 1990's.

When at first organized, the WRBV hired a private consultant (Price Waterhouse) to assess their region. The consultant completed all of the steps of the strategic planning process and presented the WRBV Board with numerous options which could be adopted into their economic development plans depending on their focus. It was the Board's responsibility to decide which options were to be included in their development plan.

The fact that the ERDC and WRBV both engaged in the strategic planning process means that a comprehensive assessment of the strengths and weaknesses of the region and therefore Beausejour as part of the region, has been completed. The results of the assessment are available to any organization who wants to familiarize themselves with the current state of development in Beausejour. Most important is the fact that those who engaged in the process should now understand the economic base of the community and how to best engage in activities which further community development.

The one step omitted by all three organizations was the visioning process which gives the community's development an overall philosophy and direction. The vision should reflect an image of a community's future and a picture of the end state of their development efforts which is consistent with the values and priorities of the community. The most important result of the visioning process is that it encourages and shapes community commitment to the long haul (Lewis, 1992, 10-11).

Respondents from the Board Members Questionnaires indicated a need to be able to correct or re-adjust their economic development process. They were not satisfied with some of their activities and would have liked the opportunity to assess and re-plan their approach. The board members revealed that the process involved is as important as achieving their goals and objectives.

### **THE LOCAL DEVELOPMENT ORGANIZATIONS**

Community development in Beausejour is not pursued by the local political structure. Instead, the local Town Council relied on the BBDC, ERDC and WRBV to perform this function. An examination of the effectiveness of the three organizations finds them to be successful in achieving their goals and objectives. Though they are effective organizations, in terms of community economic development

their organizational structure is as important as meeting their goals and objectives.

## **ORGANIZATION**

The responses from the Board Member Questionnaires revealed similarities between the three organizations. Each was directed by a Board of Directors, two employed full time general managers (ERDC and WRBV), each had developed an economic development plan, and each performed some similar functions resulting in a duplication of services.

The efficiency of the organizations were questioned by board member respondents. Concerns focused on the duplication of services, problems with leadership, dissatisfaction with the Board and the need for the organization to change its role.

The duplication of services was a concern to all three organizations as noted previously in Chapter 5. To alleviate this problem, the ERDC, WRBV, Granite Shield Incentives and Tourism Manitoba signed a Memorandum of Understanding in March 1990. The Memorandum outlined the role of each organization in two areas; 1.) assisting businesses and entrepreneurs and 2.) satisfying community needs.

The memo was signed in 1990 about the time when the respondents were answering the questionnaires for this



practicum. It is possible that the Memorandum has been able to alleviate the duplication of services to the satisfaction of those who indicated some concern. It is also possible that the Memorandum has not had the desired effect. It is not possible in this practicum to conclude the Memorandum had an effect one way or the other.

Respondents identified concerns about leadership and the proceedings of the Board. The effectiveness of each organization relies in part on how well the Board and general manager functions. Both BBDC and WRBV respondents indicated these to be obstacles to their economic development objectives. The three organizations have not provided a mechanism to evaluate the general manager nor the Board. Without such a mechanism the organizations cannot evaluate which activities are effective and which need to be addressed. This kind of feedback is needed to be better able to plan in the future and address the problems identified.

#### **PARTICIPATION**

In terms of participation, each structure of the three organizations encourages citizen participation. The BBDC board is comprised of community volunteers and representatives from the Town and Municipal Councils, the ERDC and the Beausejour and District Chamber of Commerce.

Any resident within the R.M. of Brokenhead can be a member of the BBDC. The BBDC utilizes volunteers from the community to sit on Ad Hoc committees with BBDC board members.

The ERDC fosters participation through its committees and board structure. Member communities of the ERDC appoint a local councilor or citizen to the Board. Also, the ERDC utilizes a sub-committee system which allows residents of member communities to participate.

The WRBV allows participation through the election of representatives from member communities and through the use of volunteers to work on various committees. If the WRBV undertakes a project with specific member communities, residents can participate where the need arises.

The CED organizational structure promotes citizen participation because it is a bottom-up approach where local participation is essential in setting goals and procedures. Even though the ERDC, BBDC and WRBV organizations promote and sometimes require citizen participation and support, comments were made by board members that community support was poor or missing. The ERDC manager stated that some of the goals and objectives were not achieved due to a lack of community participation. Board members commented that apathy, poor attitudes and resistance by community residents

were obstacles experienced in pursuit of their CED activities.

Local community residents are not participating possibly because they are not familiar with these organization's activities. Results from the telephone survey indicate local residents are familiar only with the names of the three organizations (to a lesser extent the WRBV). The respondent's lack of knowledge about each organization's activities and mandate revealed they have not made it a point to gain knowledge or become involved.

Each organization has been in operation for different periods of time. The ERDC has been in operation the longest, since 1968. The BBDC has been functioning since 1986 and the WRBV since 1988.

It appears that the period of time the organization has been in existence and functioning does not have an effect on public recognition in this case. It is quite possible that the organizations feel they have successfully outreached into the community but in actual fact have not. Placing ads in newspapers to solicit public input is not effective. If these organizations want more public support they need to make themselves felt within the community. They must make the effort to get more people involved with and familiar with their organizations through alternative and creative

methods. In turn, local residents must also make an effort to get involved. Both sides must work together in order to be successful. Public participation is one of the key ingredients in the CED approach.

## **LEGISLATION**

The organizational structure, jurisdiction and activities of each of the three organizations falls under their enabling legislation. The legislation impacted each organization in three ways. Firstly, it controlled the variety and extent of the activities of each organization. The majority of the board members responded that their legislation was adequate in addressing their CED activities, but there were some respondents who would have liked to see their organization undertake activities outside of their jurisdiction.

Secondly, when analyzing the results of the questionnaires, the three organizations naturally fell into a hierarchy of municipal, provincial and federal government levels. The BBDC is locally based, has the smallest geographical jurisdiction and receive the least amount of funding. (They receive their funding in part from the Town of Beausejour and the Rural Municipality of Brokenhead). The ERDC is a Provincial Government initiative with the largest jurisdiction, the Eastman region of Manitoba. The ERDC receives their funding from the Provincial Government and

from fees for service. The WRBV is part of the Community Futures Program and their jurisdiction includes eleven communities located in Eastern Manitoba. The WRBV receives the greatest amount of funding of all three organizations. They receive an annual operating grant as specified by the Community Futures Program Guidelines.

The hierarchy of the three organizations made the analysis of the responses difficult and comparisons almost impossible. The methodology used in this practicum tried to evaluate the impacts of the three organizations on the Town of Beausejour, a local focus, whereas, the orientation of the ERDC and WRBV were on a regional scope. The results gained in this practicum exercise revealed that it is not valid nor possible to evaluate the impacts of each organization on the Town of Beausejour when the enabling legislation is unique to the organization and focused at different levels.

Finally, the legislation of two of the three organizations states that the organization is accountable to their respective government departments. The ERDC is accountable to the Provincial Government that gives them an annual operating grant based on their annual report and their next year's economic development plan. The WRBV is accountable to the Federal Government through the Community Futures Program. The WRBV must make a presentation of their annual

report to the officers of the Community Futures Program in order to gain their next year's operating grant.

The BBDC is the only organization which is not accountable to its funding source through its enabling legislation. Even so, the BBDC must justify their need for funding to each Council in order to receive it.

Even though each organization is accountable to its respective government for its funding, it would be more effective in terms of community economic development if they were accountable to the general public (to the residents within the communities where development is occurring) to the same extent. The funding sources are judging the effectiveness of the organization based on dollars spent, a quantitative analysis. An organization can be very effective in a qualitative way which is much harder to measure. Being accountable to the general population is a qualitative approach. How a dollar is spent, where (and in what context) it is spent is as important as the fact that it was spent to achieve an objective. These three organizations are trying to promote CED activities within their jurisdictions. Who better to tell them how they are doing than the people who live in these communities.

The legislation of an organization controls how they operate and designates their responsibilities. If an organization's

legislation is appropriate it will make that organization most effective. If the legislation is lacking the organization will be weaker and less effective in achieving its goals and objectives.

### **METHODOLOGY EVALUATION**

The methodology for this practicum involved a naturalistic inquiry into the three development organizations engaged in economic development activities in Beausejour. The methodology included an inductive and deductive analysis which resulted in some positive and some negative results.

Generally, the inductive analysis which involved the board member questionnaire elicited much detail and insight into the organization, its role and functions and how board members perceived their success. The goals and objectives questionnaire gave a good indication of the goals and objectives of each organization and how successful they were in achieving them.

The deductive analysis which involved a telephone survey and the use of pre and post-program indicators in a time series design was not effective. The analysis revealed demographic changes in the Town of Beausejour but could not attribute these impacts to any of the three organizations. The methodology could not rule out the fact that something other

than program exposure caused the difference between the pre and post-program measures.

Indian and Northern Affairs published a set of manuals called *Using Development Indicators for Aboriginal Development*. In it, development indicators are broken down into goals indicators and activity indicators. "The former are indicators for assessing whether strategic goals are being met. The latter provides a sense of the impacts of an activity on a strategic goal, and of the performance and efficiency of this activity."<sup>19</sup> The indicators are divided into four categories: economic, social, cultural/spiritual and political/organizational development indicators.

The best and most effective indicators to be used for the time series methodology would be the development indicators defined and chosen by the local development organization to assess their strategic goals and objectives. The non-availability of these types of indicators were due to two reasons: specific statistics were not available as mentioned earlier and secondly, the three local development organizations did not go through the process of identifying development indicators during their undertaking of the strategic planning process. Evaluation is one of the key

---

<sup>19</sup> Development Indicator Project Steering Committee, Indian and Northern Affairs. 1991. *Using Development Indicators for Aboriginal Development: Participant Manual*.



functions of the strategic planning process and it is the function which most organizations fail to complete.

Aside from the problems experienced analyzing the data, there were some problems with administering the questionnaires. As was reported earlier, the board member response rates were poor even though they consented beforehand to complete the questionnaires. The time of year the questionnaire was sent had an impact on the response rates. Respondents who were involved in farming activities were too busy in spring, summer and fall to answer the questionnaire. They were repeatedly contacted and encouraged to complete the questionnaire.

Anonymity was an issue as one respondent tore off the numbering system from the questionnaire. The questionnaires were numbered to keep track of which respondents had completed and returned the questionnaire. Those that had not had to be contacted again. It is not known why the respondent would do this. It is possible that the respondent wanted to criticize the organization but did not want to be known. This is purely speculation.

The final observation relates to the board member questionnaire. It became evident from the results that when board members were asked to do an evaluation on some aspect of their organization a high percentage of the respondents

did not answer the question. Here again the problem of self evaluation arises. Organizations fail to evaluate themselves and their activities because they do not have the proper measuring sticks or the energy to undertake the task. Organizations must find a meaningful way to evaluate themselves and their activities

### **TYOLOGY OF CED APPROACHES**

The analysis of the three local development organizations revealed much information about their economic development approach, the process undertaken and the organizational structure adopted. Comparison with the tyology of CED approaches presented in Chapter One reveals that the three organizations fall into the first two approaches: growth promotion and structural change.

The BBDC best resembles the growth promotion approach which is focused on smokestack chasing and growth planning. This approach least encourages the principles of community economic development. The community's activities and goals and objectives are restricted to economic development.

The ERDC and WRBV's activities best resemble the structural change approach. Both organizations have utilized the strategic planning process to identify their strengths and weaknesses and to plan in such a way that resources are used

in a responsible manner. This approach allows these organizations to promote community economic development and to move towards sustainability and self-reliance.

### **SUMMARY & CONCLUSION**

The purpose of this chapter was to offer some opinions and evaluations on the local development process and the local development organizations. The process of local development was found to be important as it guides the local development organization in planning for their future community development. In organizational structure, participation of local residents and the enabling legislation of the local development organizations were found to be as important as achieving their goals and objectives.

The methodology utilized in this practicum included an inductive and deductive analysis which resulted in some positive and negative results. Finally, the local development organizations were compared with the typology of CED approaches in Chapter One. It was concluded that they resembled the first two approaches: growth promotion and structural change.

After much studying and analyzing of the three organizations in this practicum it became apparent that the three organizations did not organize according to any of the

models presented within this practicum. The three organizations did not make a conscious effort to organize themselves according to any of the models. The three economic development organizations in Beausejour have evolved over the years to where they are presently.

The typology of CED approaches and the strategic option models are useful models to be used as a framework for organizing and comparisons but the models of the theory do not always work the way they are planned in practice. Such is the case with the CED approaches. There is a gap between the theory and practice of CED. This practicum is evidence of this gap. But while we recognize there is a difference, who is to say that what is being practiced is not effective CED activities. To date there is no list of what does or does not constitute CED activities. If the people involved in these organizations feel effective in their endeavors, is that not fostering a sense of community and endogenous development? We must find new innovative ways to assess organizations undertaking CED and not try to pigeon hole these organizations into models which they do not fit.

## CONCLUSION AND RECOMMENDATIONS

The purpose of this practicum was to investigate local economic development as it occurs in the rural community of Beausejour and its link with the philosophy of community economic development. The results indicated that the organizational structures of the three organizations facilitate community development and are felt to be adequate by their board members. The process of local economic development differed between the community-based (Beausejour Brokenhead Development Corporation) and regionally based organizations (Eastman Regional Development Corporation and Winnipeg River Brokenhead Ventures). The analysis of local economic development activities in Beausejour revealed their attempts at community economic development could be more effective. Activities in Beausejour indicate it is still practicing the traditional economic development approach based on the export base model.

The key building blocks to plan and pursue effectively community economic development are an appropriate organizational structure, utilizing the strategic planning process, community support, participation and commitment to the process. These building blocks are evident in Beausejour in the two regionally-based organizations: Eastman Regional Development Corporation and Winnipeg River Brokenhead Ventures. The Beausejour Brokenhead Development

Corporation which is the local, community level organization, has an appropriate organizational structure but has not implemented the appropriate planning process. The BBDC practiced the traditional local economic development process versus engaging in the strategic planning process.

The key to Beausejour's community economic development efforts is the Beausejour Brokenhead Development Corporation. It should be the sole organization chosen to direct community economic development in Beausejour. The BBDC is locally based, it has the best potential to effectively pursue community economic development resulting in positive impacts in the community. In order to achieve this goal, the BBDC must change its approach to community economic development. The following recommendations are made regarding the Beausejour Brokenhead Development Corporation.

### **1. Leadership Role**

The BBDC must assume a leadership role with regard to CED in Beausejour. It must encourage local participation and guide the community through the strategic planning process. In order to be a successful leader, they must depart from the traditional economic development approach based on the export base model and adopt the strategic

planning process. Once this is achieved, the organization will be stronger, self sufficient and better able to utilize support and services from the two regionally based organizations.

## **2. Visioning Process**

The BBDC and the community of Beausejour need to create a vision for the community. They need to express what they want the community to look like at present and in the future. The visioning process will focus their development plans and motivate community commitment over the long term. Results of the BBDC board questionnaires indicated community support to be lacking. In order to succeed, the BBDC needs the support of the whole community.

To create a vision for Beausejour, the BBDC should sponsor a round table discussion on the subject and encourage local residents to participate. The BBDC should plan the function hiring a facilitator to guide the process. Once the plans for the process have been finalized, they can make a presentation to the Provincial Government to receive funding from the Community Choices Program. The program provides funding on a per capita basis for round table discussions and the community must match the amount of the grant. In terms of CED, the

Community Choices Program provides local development organizations with an opportunity to receive support (financial and technical) for the visioning process.

### **3. Strategic Planning**

The BBDC must undertake the strategic planning process to assess the internal conditions within the community, external factors affecting the community and available resources. This process is important as it will make all persons involved (community residents, volunteers, etc.) understand the present status of the community. This understanding in conjunction with their vision(s) for Beausejour, will help them develop goals and objectives appropriate for Beausejour. The result will be community economic development activities which promote sustainability and self-reliance.

An understanding of their economic base and an appropriate economic development plan will further help the BBDC to work in cooperation with the ERDC and WRBV. If the BBDC plans effectively, they should be able to lever funds or utilize services provided by either organization (e.g. technical assistance, skill development seminars, or resource materials).



The BBDC can also integrate other local economic development vehicles to achieve their goals and objectives. Community enterprises such as daycare centers or community-run businesses are just two examples. The important point is that once the basic building blocks have been established, the BBDC can branch out into other areas to achieve their goals and objectives. The result will be a positive impact on Beausejour and those who live in the community.

One half of the BBDC board members responded they were dissatisfied with their economic development efforts. Their dissatisfaction supports the suggestion that the BBDC change its approach to community development.

### **Methodological Recommendations**

The indicators used to assess the impacts of the three organizations on Beausejour over a one year period were not effective. Hind sight reveals that if one wants to evaluate CED in Beausejour effectively, the best approach would be to monitor one local development organization through its strategic planning exercise and to assess its success by setting performance indicators immediately at the time when goals and activities are planned. In order to achieve this, one would have to monitor the

organization over a five year period as it takes that long to go through the whole process.

While the methodology utilized in this practicum was not totally effective, it did reveal that the building blocks to address CED in Beausejour are in place and accessible. Most importantly, it revealed that there are persons in Beausejour who are active and concerned about their community and its future. With proper focus and guidance, Beausejour has the potential to undertake CED activities resulting in the community becoming more sustainable and self-reliant.

The final comments refer to CED and the local development organizations examined in this practicum. Firstly, what is apparent about CED is that it is not a technical exercise. Even though it is not, there are techniques to facilitate their activities such as strategic planning.

Secondly, CED requires sensitive personnel to guide and nurture it. Because Beausejour is an agrarian based region, the local development officer should be knowledgeable about farming. The development officer should not focus on technical aspects but rather should be creative in developing a holistic approach to CED.

Finally, the theory of CED is promoted as a way of life and it makes the link between economic development and everyday life. In the practical application of CED this is not the case. What Beausejour should try to do is adopt CED to strengthen their community and allow them to be self-reliant and a solid performer in the development of the region.

APPENDIX ONE

Vehicles of Local Economic Development

## APPENDIX ONE

### Local Development Organizations

#### Collectives and Cooperatives

Collectives are privately owned enterprises which are differentiated from "group capitalism" by their sense of community that pervades the goals of the collective. The collective follows traditional business practices and ventures, and uses their profits to support community groups and activities; commercial profit is secondary. Decisions are made collectively through a consensual approach. Revenues for the collectives are generated through the sale of their goods and services to the public.

A cooperative is "a specific form of economic co-operation that embodies a wider kind of social co-operation. The process of developing and sustaining a co-operative is not only part of economic development. It also involves, in miniature perhaps, the processes of developing and sustaining community spirit, identity and social organization" (Fairbairn 1991, p. 20).

Cooperatives are based on operating principles which include one vote per member, the return of earnings to members and an ethic of loyalty and common cause. Cooperatives are

formally organized in terms of elected boards and reporting relationships (Douglas 1989, p. 39).

Cooperatives range from grain cooperatives to housing cooperatives to various types of consumer cooperatives. According to Ross and Usher, there are four basic forms of cooperatives which practice the principles of cooperation but which vary to different degrees.

The first form is found in rural areas and is a cooperative community where members dedicate their lives to living in a cooperative fashion. The second form refers to cooperative enterprises which sell products for its members. Consumer- and workers' cooperatives fall into this category. The former is a marketing cooperative where producers sell directly to the public and the latter involves the replacement of the employer-employee relationship with the employee also being the owner. Employees manage the cooperative and also make all decisions based on the input of all of the workers.

The consumer cooperative is the third type of enterprise. The cooperative in this case would buy commodities (goods and services) at a reduced price and pass on the savings to its members. The fourth type of cooperative enterprise is the cooperative credit union. Its purpose is to sell to and for its members. The credit union takes community savings and lends some of the savings to its members, thus, the

money stays within the community. Cooperatives and collectives differ in that one distributes profits among its members while the other applies the profits to meet social needs of the community.

### **Community Enterprises**

Community enterprises are different from cooperatives and collectives in that they rely on grants donations and memberships. They are business organizations which are publicly owned, and accountable to the public through its board of directors. Community enterprises are daycare centers, multi-purpose community centers, services to the aged or storefront legal-aid clinics. When they sell their goods and services, seldom do they charge full-cost prices. Ultimately, providing the service is more important than generating profits (Ross 1986, p. 62).

### **Business Improvement Areas**

Business improvement areas "call for an elected Board representing a group of local businesses who have, under Provincial legislation, agreed to impose a special levy for the improvement of public infrastructure(e.g. tree planting, parking) and other developments such as unified promotion in their areas" (Douglas 1989, p. 40). Business improvement

areas help local businessmen improve the area and promote their business. Similar organizations have emerged from Downtown and Main Street revitalization programs.

### **Incubators**

An incubator is a shelter for small businesses. These businesses share the lower-cost space of the incubator building which may be a renovated former warehouse or factory. The tenant firms also share resources such as office machines and support staff. Incubators' most important advantage may be the entrepreneurial intensive care that tenant firms receive from incubator managers and business-development experts. Most incubators are non-profit organizations (McKee 1992, p. 40-42).

### **Barter and Local Currency**

The barter system involves trade through the exchange of goods with no money being involved. Local currency is an improvement on the barter system. Local currency allows individuals to buy and sell using a currency which does not physically exist. The purpose of establishing a local currency is to keep the flow of money in the local economy thus, preventing the export of local wealth and the retention of local control of the local economy. The prevention of speculation and trading in the means of exchange is the second purpose while the third is to ensure that members of the community who have goods and services to



offer are able to participate in the marketplace that has a means of exchange accessible to all (Ekins 1986, p. 197). The Local Exchange Trading System (LETS) is an example of a local currency system.

APPENDIX TWO

Part XXI Corporations Act

PART XXI

COMMUNITY DEVELOPMENT CORPORATIONS

**Application.**

262 (1) Except where it is otherwise expressly provided, this Part applies to every corporation with share capital heretofore or hereafter incorporated as a community development corporation.

Am. S.M. 1977, c. 57, s. 6.

**Consent of minister required.**

262 (2) No articles shall be accepted for filing without the prior approval of the minister.

**Additional requirements in articles.**

262 (3) The articles shall be in the prescribed form and in addition shall

(a) state that the business of the corporation is restricted to fostering the social and economic development of a municipality or other local area in the province; and

(b) state the name of the municipality, or clearly describe the area, in respect of which the corporation is incorporated.

S.M. 1976, c. 40, s. 262; Am. S.M. 1977, c. 57, s. 6.

**One corporation in any area.**

263 Where a corporation is incorporated in respect of any municipality or area, the Director shall not issue any articles to any other corporation in respect of the same municipality or area or in respect of an area that includes the whole or any part of the same municipality or area.

S.M. 1976, c. 40, s. 263.

**Limitation on the distribution of profits or assets.**

264 A corporation to which this part applies shall not

(a) make any distribution of profits; or

(b) make any distribution of capital or assets on a liquidation, dissolution or otherwise;

unless the distribution is approved by order of the Lieutenant Governor in Council; but this section does not apply to the winding up of an insolvent corporation.

S.M. 1976, c. 40, s. 264.

**APPENDIX THREE**

**Supplementary Letters Patent**



PROVINCE OF MANITOBA

---

---

LETTERS PATENT OF  
INCORPORATION

of

EAST-MAN REGIONAL  
DEVELOPMENT, INC.

---

---

I hereby certify that the above named  
corporation has this day been duly registered  
under the provisions of Division I of Part IX  
of The Companies Act.

Dated at the City of Winnipeg this  
2nd day of August 1968

"Charland Prud'homme"  
*Deputy Provincial Secretary.*



PROVINCE OF MANITOBA

# LETTERS PATENT

BY THE HONOURABLE STEWART EDGERTON McLEAN  
PROVINCIAL SECRETARY

To all whom these presents shall come—GREETING:

WHEREAS under and by virtue of Part III of The Companies Act the Provincial Secretary may by letters patent under the seal of his office issue a charter to any number of persons not fewer than three of twenty-one or more years of age, who apply therefor constituting them and any others who become members thereof a corporation without capital stock to carry on without pecuniary gain any of the objects set forth in Section 123 of The Companies Act;

AND WHEREAS by their application in that behalf, the persons herein mentioned have applied for a charter constituting them a corporation for the due carrying out of the undertaking hereinafter set forth;

AND WHEREAS it has been made to appear to the satisfaction of the Provincial Secretary that the said persons have complied with the conditions precedent to the grant of the desired letters patent, and that the said objects are within the scope of Part III of the Act;

NOW THEREFORE KNOW YE that by and under the authority of Part III of The Companies Act, I do by these my letters patent constitute the persons hereinafter named, that is to say:

HERMAN FRIESEN LOEWEN, Automobile Dealer, of the Town of Steinbach; FERNAND LAVERGNE, Electrician, of the Village of St. Pierre; WILLIAM EDMUND LAMBERT, Agrilicist, of the Town of Beausejour; WILLIAM LOEB, Farmer, of the Postal District of Lydiatt; HARRY BEAUMONT HARRELL, Municipal Clerk, of the Village of Whitemouth;

all in the Province of Manitoba.

and all other persons who may become members in the corporation under the provisions of Part III of the said Act, and their successors, a corporation without capital stock, under the name of

**EAST-MAN REGIONAL DEVELOPMENT, INC.**

and capable forthwith of carrying on without pecuniary gain and subject to the provisions and restrictions applicable thereto, set forth in part III of the said Act, for the objects following, that is to say:

(a) To promote, encourage, and assist, the economic development of a region in the Province and programs that will assist the economic development in the region in the Province of Manitoba comprising the area now in the following Municipalities and Local Government Districts: the Town of Beausejour, the Town of Pine Falls, the Town of Steinbach, the Village of Lac du Bonnet, the Village of Ste. Anne, the Village of St. Pierre, the Village of Carson, the Village of Powerview, the Village of Great Falls, the Rural Municipality of St. Clements, the Rural Municipality of Victoria Beach, the Rural Municipality of Brokenhead, the Rural Municipality of Springfield, the Rural Municipality of Ritchot, the Rural Municipality of Tache, the Rural Municipality of Ste. Anne,



MANITOBA

---

SUPPLEMENTARY  
LETTERS PATENT

of

EAST-MAN REGIONAL DEVELOPMENT, INC.

under

"THE COMPANIES ACT"

---

Springfield, the Rural Municipality of Ritchot, the Rural Municipality of Tache, the Rural Municipality of Ste. Anne, the Rural Municipality of Hanover, the Rural Municipality of De Salaberry, the Rural Municipality of Franklin, the Rural Municipality of La Broquerie, the Rural Municipality of White-mouth, the Rural Municipality of Lac du Bonnet, the Local Government District of Stuartburn, the Local Government District of Reynolds, the Local Government District of Piney, the Local Government District of Pinawa, the Local Government District of Alexander, and that part of the Province of Manitoba not included in the foregoing which lies to the east of the 6th range east of the Principal Meridian and to the south of the 53rd parallel.

GIVEN Under My Hand and Seal of Office  
at the City of Winnipeg, in Manitoba, this thirtieth  
day of August, in the year of our Lord  
one thousand nine hundred and seventy-one.

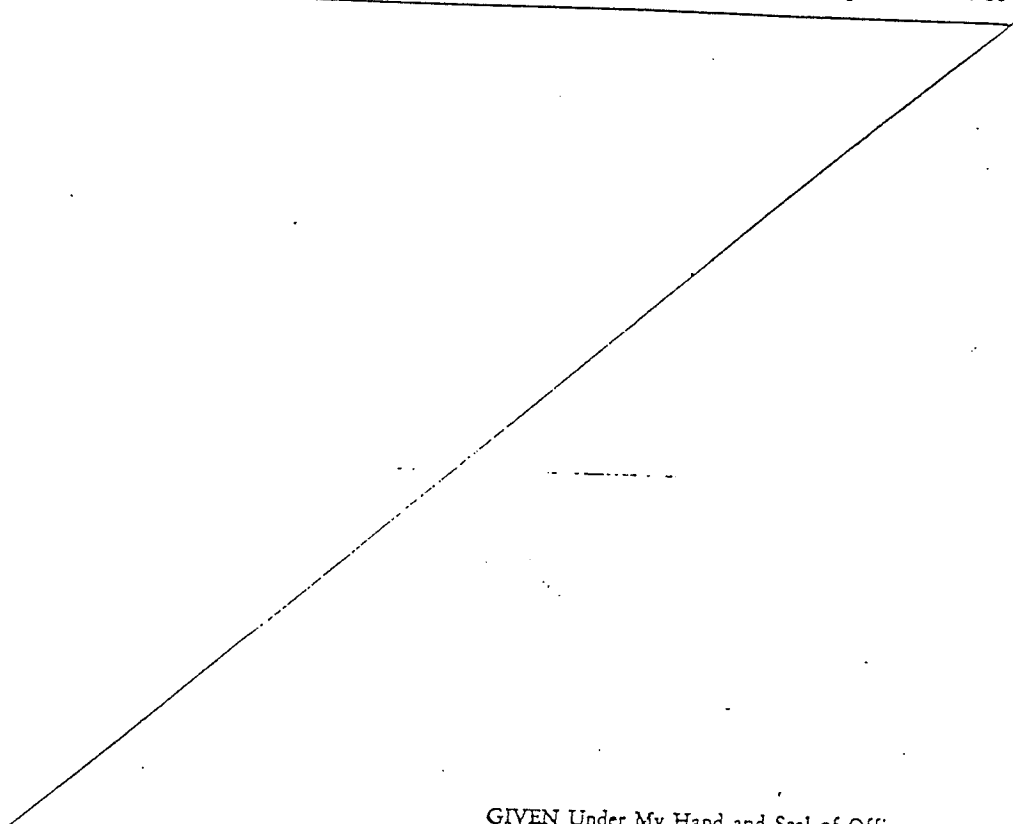
Acting "R. E. Toupin"  
Minister of Consumer, Corporate  
and Internal Services.



PROVIDED that nothing herein contained or implied shall be construed so as to exempt the corporation from any municipal licencing by-laws or regulations or from any municipal by-law or regulation or regulations in any way relating to the objects or operations of the corporation, and upon the corporation being convicted for violation of any such municipal by-law or regulation this charter shall be liable to cancellation upon the application of the municipality.

PROVIDED FURTHER that, where any person or corporation has been convicted for a violation of any of the provisions of Sections 175, 176, 177, 179, 181 and 182 of the Criminal Code or of any of the provisions of The Liquor Control Act, and such violation or any part thereof was committed on premises owned, controlled or occupied by the corporation or that some equipment or personal property of the corporation was used in connection with such violation, the Lieutenant-Governor-in-Council on the recommendation of the Provincial Secretary may declare this charter forfeited and thereupon the corporation shall be deemed to be dissolved except for the purpose of winding up.

The head office of the corporation within Manitoba shall be at the Town of Beausejour, and the first directors of the corporation shall be the applicants.



GIVEN Under My Hand and Seal of Office

at the City of Winnipeg, in Manitoba, this second

day of August in the year of our Lord

one thousand nine hundred and sixty-eight.

"Stewart E. McLean"  
Provincial Secretary.



MANITOBA

## SUPPLEMENTARY LETTERS PATENT

BY THE HONOURABLE RENE ERNEST TOUPIN

ACTING MINISTER OF CONSUMER, CORPORATE AND INTERNAL SERVICES

To all whom these presents shall come — GREETING:

WHEREAS "The Companies Act" provides that the Minister may issue Supplementary Letters Patent under his seal of office to any corporation amending or otherwise altering or modifying the Charter of the corporation;

AND WHEREAS by its application in that behalf the corporation herein named has applied for Supplementary Letters Patent for the purpose hereinafter set out;

AND WHEREAS it has been made to appear that the said corporation has complied with the conditions precedent to the issue of the desired Supplementary Letters Patent;

NOW THEREFORE KNOW YE THAT, by and under the authority of "The Companies Act", I do by these Supplementary Letters Patent to

EAST-MAN REGIONAL DEVELOPMENT, INC.

incorporated by letters patent dated the 2nd day of August, 1968;

Relate clause (a) of the present purposes and objects of the company and substitute the following, namely:

(a) To promote, encourage, and assist, the economic development of a region in the Province and programs that will assist the economic development in the region in the Province of Manitoba comprising the area now in the following Municipalities and Local Government Districts: the Town of Beausejour, the Town of Pine Falls, the Town of Steinbach, the Village of Lac du Bonnet, the Village of Ste. Anne, the Village of St. Pierre, the Village of Carson, the Village of Powerview, the Village of Great Falls, the Rural Municipality of St. Clements, the Rural Municipality of Victoria Beach, the Rural Municipality of Brokenhead, the Rural Municipality of

the Rural Municipality of Hanover, the Rural Municipality of De Salaberry, the Rural Municipality of Franklin, the Rural Municipality of La Broquerie, the Rural Municipality of Whitemouth, the Rural Municipality of Lac du Bonnet, the Local Government District of Stuartburn, the Local Government District of Reynolds, the Local Government District of Piney, the Local Government District of Pinawa, the Local Government District of Alexander, and that part of the Province of Manitoba not included in the foregoing which lies to the east of the 6th range east of the Principal Meridian and to the south of the 40th township.

- (b) To assess the economic potential of the region.
  - (c) To investigate circumstances and situations that may inhibit or retard economic development in the region, and to make recommendations for the improvement or removal of such circumstances and situations, and
  - (d) To co-operate with other persons in achieving the objects set out in paragraphs (a), (b) and (c).
-

APPENDIX FOUR

Description and Legislation of Local  
Development Corporations, Regional  
Development Corporations and the  
Community Futures Program

## APPENDIX FOUR

### Description and Legislation of Local Development Corporations, Regional Development Corporations and the Community Futures Program

#### LOCAL DEVELOPMENT CORPORATION

##### Goals and Objectives

The specific goals and objectives of CDCs are determined by their Board of Directors. Through stated goals and objectives the CDC establishes their development goals for the present and distant future. They realize that development of their community must be a long term, continual process in order to successfully address their social and economic issues.

##### Functions

There are numerous services and functions which a CDC can undertake in promoting development. The following is a description of activities which may be undertaken by individual CDCs based on their organizational goals. The degree to which they devote their time and energy to one or more of these activities depends on their community situation. Each CDC has its own unique set of issues which they must address. The following have been tasks which the

Department of Industry, Trade and Tourism of the Province of Manitoba have outlined:

1. **Planning:** the planning function deals with preparing and updating an overall economic development strategy for both commercial and industrial development. Included in this report is an assessment of the current situation and capabilities and an analysis of existing potential.
2. **Liaison:** they act as a coordinator /intermediary between the local government officials (federal and provincial), the local chamber of commerce, the regional development corporation and local interest groups.
3. **Advocacy:** they provide input to the municipal council on land use matters (zoning for example) and various policy matters under the jurisdiction of the municipal council.
4. **Promotion:** they can provide a promotional package for their town or region. The package is intended for both internal and external use. Included is a profile of the community which lists resources (both human and natural), industries, businesses and the amenities provided for those who reside there.
5. **Prospecting:** the CDC can search/seek out businesses or investors who could locate within their community and establish businesses. The nature of your prospecting will depend on your community's strengths and weaknesses.
6. **Business Assistance:** the CDC wants to help existing businesses, industry and tourism to grow and expand. They help the organization by helping them be better managers through business management courses or by directing them to professional personnel if they themselves cannot accommodate the organization's needs. For those businesses which produce local goods the CDC will promote

these products at trade shows or through advertising.

7. **Research:** the CDC can and usually does an economic analysis of its community to be able to see what is its strengths and weaknesses. The weaknesses are the areas which they need to address while the strengths are what they will promote.
8. **Community Beautification:** the CDC proposes and supports programs to beautify the community (e.g. Main Street Revitalization Projects). A revitalized Main street along with the development of new amenities will help to attract new investment.
9. **Monitoring:** the CDC monitors all programs and activities within the community in order to ascertain how they will/will not impact on the community's economic development. They do this on a local and regional basis.
10. **Other:** the CDC can undertake special projects which will help their community to grow. As long as the project is within their mandate, they are very flexible in how they operate. As can be seen from the array of tasks undertaken by CDCs, they have a very broad approach towards facilitating community development.

The information provided on CDC's to this point in time are representative of CDC's across Canada. The underlying theory and approach of CDC's to community development espouse the same principles and they will differ only in that they are adapted to suit each individual community. The remaining information on CDC's, their organization, enabling legislation, municipal approval, finances, revenues, dividends and interest, repayment of security

holders and their dissolution are characteristic of the Manitoba situation as governed by Part XXI of the *Corporations Act* of the Province of Manitoba, the *Municipal Act* and the I of the Province of Manitoba.

### **Organization**

The CDC is created and operated by a board of directors. In order to be able to comprehend all of the facets which make up a community's character, you need knowledgeable persons and relevant information/data. It is for this reason that it is important that the board consist of persons in tune with the local economy. The representatives should come from the following in order to have a well rounded and representative board;

1. Municipal/Town Councils
2. Chamber of Commerce/Business Organizations
3. One or Two Major Employers
4. Agriculture or Other Major Community Segments
5. Labour
6. Tourism
7. Municipal Planning Board
8. Community-at-large
9. Regional Development Corporation

All persons who serve on the board are volunteers who will not receive any remuneration. In conjunction with the



board, a development officer can be hired to administer the day to day business of the CDC.

### **Enabling Legislation Resolution by Council**

In order to incorporate, several steps must be taken as outlined by section XXI of the *Corporations Act* (Appendix 2). To create a CDC the municipal council must pass a resolution approving the incorporation of the CDC. There can only be one corporation in a municipality or a defined part of a municipality. A new CDC can be incorporated in an area where one already exists provided they join together.

### **Municipal Approval**

Before incorporation, the incorporating directors must obtain approval from the Minister of Industry, Trade and Tourism to establish a CDC within the area. An original, signed copy of the proposed articles of incorporation and a copy of the resolution by Council must be sent to the Minister of Industry, Trade and Tourism. If approval is given the Minister will send a letter of consent to the incorporators along with their original incorporating documents. All of these must be included when filing the articles of incorporation with the department of Cooperative, Consumer and Corporate Affairs. The incorporators need to obtain the services of legal council

in order to deal with the articles of incorporation, the financial structure of their organization, and the preparation of appropriate by-laws.

### **Finances**

The CDC must adhere to the *Securities Act* of the Province of Manitoba. "This act prohibits anyone from selling shares, debentures, or other securities, in a company, including a CDC, unless such an issue is registered and in an appropriate prospectus for filing is accepted by the Manitoba Securities Commission, or unless the particular offering is exempt from the Act" (Industry, Trade and Tourism, p. 5.) The CDC must outline its objectives and how it will achieve these objectives. They will provide evidence that their project is feasible and the handling of the stock subscriber will be fair.

Depending upon the objectives of the directors, they may raise funds by selling securities in the form of common stocks, redeemable stock, debentures or bonds. If a CDC sells common shares the investors should be notified that this security does not carry any fixed return or a promise of any return at all. If debentures or preferred shares are sold they have fixed interest or dividend requirements and therefore the CDC must take in enough income to meet these costs.

The sale of common stocks will promote widespread participation and voting rights among the shareholders. A dividend can be declared at specific times or not at all depending on the wishes of the stockholders. If the organization has a surplus from which dividends are paid they are subject to income tax.

### **Revenues**

The CDC receives revenue from the repayment of loans, the sale of properties in its possession or from services rendered. They may also receive grants from the Municipality. Under section 372(1) of the *Municipal Act* annual grants can be made of up to one mill on the taxable property in the municipality without the assent of the resident rate-payers.

### **Dividends and Interest**

Any CDC organized as a profit making organization must obtain the approval of the Lieutenant Governor-in-Council in order to declare any dividends of common, preferred or redeemable stocks. The corporation secretary must submit a copy of the resolution which proposes a dividend be declared subject to the approval of the Lieutenant Governor-in-Council, to the minister of Industry, Trade and Tourism. Along with the resolution should be a financial statement of

the operations of the CDC for the period which the dividend is proposed. Non-profit CDCs which issue debentures have issued debentures or bonds, may pay the interest on these securities without applying to the Lieutenant Governor-in-Council as is specified by the terms of these securities.

### **Repayment of Security Holders**

Those persons who hold common shares cannot return their shares to the CDC and receive payment. The *Corporations Act* prohibits any company from purchasing its own stock. There are two ways to which common shares shareholders can be reimbursed; by a reduction of the capitalization of the CDC or by the closure of the CDC. Redeeming preferred shares, debentures or bonds (before maturity if this applies) is subject to the same procedure as collecting interest or dividends. They must receive approval of the Lieutenant Governor-in-Council. The approval of the Lieutenant Governor-in-Council was created in order to protect the directors of CDCs from liable suits from dissatisfied security holders.

### **Dissolution of CDCs**

"Upon dissolution or liquidation of the CDC, no distribution of profits or assets may be made unless the distribution is approved by order of the Lieutenant Governor-in-Council"

(Community Development Corporation, 10-11). This does not apply to insolvent corporations. There are a number of steps which must be undertaken to dissolve a CDC. They are;

- "1. Include the following information in their request to the Minister of Industry, Trade and Tourism.
  - a. Declaration as to the solvency of the Corporation
  - b. A copy of an audited financial statement for the latest fiscal year.
  - c. A copy of the resolution authorizing the dissolution and distribution of assets ratified by two thirds of the shareholders at a duly authorized meeting.
  - d. A list of any objectors to this resolution.
  - e. A solicitor's opinion of the legality and compliance to the *Corporations Act* and any related legislation in the dissolution of the CDC.
2. Once reviewed and approved by the Lieutenant Governor-in-Council, the documents will be returned and must be filed at the Corporations Branch, Cooperative, Consumer and Corporate Affairs" (Community Development Corporation, 10-11).

#### **REGIONAL DEVELOPMENT CORPORATION**

The history of the Regional Development Corporation (RDC) ranges as far back as the early 1960's. In 1963 the Report of the Committee on Manitoba's Economic Future (COMEF) recommended the creation of RDCs whose objective would be to promote economic and social development in rural Manitoba. Recommendations were made to divide Manitoba into regions with local individuals working together to solve common problems and take advantage of regional opportunities.

Recommendations were put forth which suggested each region incorporate a non-profit development corporation under the *Companies Act* of Manitoba. Each corporation would have a board of Directors appointed by and accountable to the Municipal Council within the region. Provisions were made for ex-officio appointments in order to accommodate the need for technical support and liaison between various government personnel and various interest groups.

### **Organization**

The organization of the regions for development is based on regionalism. Regionalism according to *Webster's New World Dictionary* is,

"the tendency to emphasize and value the qualities of life in a particular region, especially an agrarian region as opposed to an urban and industrial one."

The residents within the region are encouraged to identify with the larger region and plan for the development of this larger region. The boundaries of the RDC were established mainly on economic factors with some consideration of existing administrative boundaries. Through Regional Development Corporation programs and having other organizations dealing with specific issues, the RDC has created an awareness of 'region' which leads to regional identity.

In order to gain local involvement within the regions there is provision for representation on the Board of Directors. Also there is the opportunity to participate on standing committees and special task force committees. For larger regions such as those in the North, they have structured advisory committees to represent their member regions. It is hoped that as a result of this regional approach the development of the region will be coordinated and undertaken by groups working together in cooperation.

### **Objectives of the Regional Development Corporation**

According to the Supplementary Letters Patent submitted when incorporating, the purpose and objectives of the RDC is to;

"promote, encourage and assist, the economic development of a region in the Province and programs that will assist the economic development in the region in the Province of Manitoba comprising the area now in the following Municipalities and Local Government Districts:" (See Appendix 3 for the Supplementary Letters Patent).

In order to get a better idea of their stated objectives the Regional Development Committee of the Government of Manitoba present the following:

"The general goals of the Corporation were to create a favorable economic and social environment; to investigate opportunities for development and encourage development in the region; to make recommendations for the improvements or removal of any impediments to development; to strengthen communications between

member villages, towns, cities and municipalities and the Provincial and Federal Governments to ensure that the region was properly heard on those matters of major concern to all people who lived in the region." (Manitoba Regional Development Corporations, 1975, 5).

### **Role**

In undertaking regional development the RDC has the responsibility to get local people involved in the discussion of developmental issues. A consensus needs to be reached by local actors on issues affecting the regional community. The RDC must sometimes take on the role of intermediary between the local people and other levels of government. The RDC can put forth regional needs and opportunities to the higher levels of government while also informing the local communities of programs and initiatives in operation.

RDCs are equipped for this role because of the following attributes.

1. Their permanent staff consists of professional resources.
2. Access to various resources and expertise both within and outside government sources.
3. They are organized to objectively deal with regional needs and opportunities.
4. RDCs have a long term outlook towards development which is not hindered by political considerations.
5. They always try to reach a consensus on development issues within the region.



"The RDCs provide an opportunity for local people to participate in discussions of plans concerning the development of their area without the departmentalization, technical jargon, formality, procedures, etc. No other organization or system is equipped to provide "grass-roots" planning at the regional level as effectively as are the RDCs" (Manitoba's RDCs, 1975, 10).

### **Membership**

Membership is open to all incorporated cities, towns, villages, rural municipalities and Indian reserves within the economic region. For municipalities who join the corporation, they enter into a membership contract. The municipality is assessed an annual fee based on a per capita levy. The RDC also receives an annual operating grant from the Provincial government.

### **Board and Staffing**

There are two ways to gain a seat on the Board of Directors. The first way is to be elected by member cities, towns, villages or rural municipalities. The second alternative is by appointment by zone appointees at the annual general meeting. It is the Board of Directors who determine the policies and programs to be undertaken by the RDC. Each corporation maintains a manager and secretary to deal with

the business of the corporation. Their mandate is to administer the policies and programs set forth by the Board.

### **COMMUNITY FUTURES PROGRAM**

The Federal Government in September of 1985 introduced the Canadian Job Strategy (CJS). The CJS was developed in response to the changing nature of the labour market and seeks to address issues such as employment development, skill training, labour mobility, economic diversification and regional disparity among others. For all of the CJS programs there is an underlying principle of employment equity.

The CJS, delivered by the Department of Employment and Immigration Canada consists of six programs; Skill Investment, Job Entry, Job Development, Skill Shortages, Community Futures and Innovations. For the purposes of this practicum we are concerned only with the Community Futures Committee Option. In order to take advantage of the programs' features there are a number of steps to be taken which establish eligibility. The model below illustrates the components of eligibility (Figure 1).

## FIGURE 1

The Community Futures Program

Potentially Definable Market      Operational Defn.  
Eligibility (9 Criteria)

Recommendations for Identification

Approval by Minister

Creation of Community Futures Committee

Source: Community Futures Program Pamphlet, 1988.

The Minister of Canada Employment and Immigration Commission (CEIC) identifies Community Futures areas based on the following information. First, the community or group of communities must make up a definable labour market area. Secondly there must be an operational definition which includes delineation of geographical boundaries, contains a local government unit and which shares economic and employment characteristics and problems. Once this has been completed there are a number of eligibility criteria to be assessed. Eligible communities must;

- be suffering from chronic or acute unemployment;

- have an unemployment rate which, in the opinion of program officials, is substantially greater than the provincial average, while lacking adequate mechanisms to address the problem; and
- normally be outside metropolitan areas and distant from more buoyant labour markets." (Key Features of CFP CEIC, 1).

If eligibility is established the communities are ranked for developmental priority based on a number of criteria.

1. Relevance to the original Community Futures Program Strategy and consultation with other federal and provincial initiatives.
2. Level and duration of unemployment.
3. Other indicators of unemployment (See also participation rates, long term unemployment)
4. Nature, security and/or immediacy of economic problems.
5. Potential for Community Futures success in the area. (Infrastructure, business potential existing jobs).
6. Equity effects on designated groups
7. Other commitments to the initiative.
8. Ability of Employment Immigration Commission to meet community needs.
9. Human resource and organizational capacity of the area.

The Community Futures staff will then make recommendations for identification to the Director General Manitoba Region and then to the Minister of Employment and Immigration. The minister grants approval for the creation of a community futures committee and negotiations for a contractual agreement.

### **Community Futures Committee**

The Community Futures Committee (CFC) is a community based decision making body. With local representation they acquire the needed expertise to meet their objectives. The committee is representative of the communities recognized within the area boundaries. Persons who see long term commitment to improve human and economic conditions within their areas volunteer their time and expertise to the committee.

According to CEIC parameters, the mission of CFC is "To identify, develop and implement measures that address problems of both labour supply and labour demand within their area." (Key Features of CFP, p.2). In order to achieve this mission they need to research into problem areas. Plans must be made to address the identified problems. There should be new approaches and solutions created and developments should be coordinated and linked. The committee will represent their local government and be responsible for their actions and recommendations. For any current or previous plans initiated, they will need to evaluate and update their strategies. Finally, based on the contractual agreement, they must operate within the terms of the agreement in regards to finances, staff management, use of consultants and achieving performance objectives.

## **Role of Community Futures Committee**

When analyzing community problems and identifying possible solutions for long term economic development, the Canadian Jobs Strategy (CJS) operations manual specifies the role CFCs should play in the process. The roles are as follows:

1. involve the private sector and other levels of government in the assessment of community problems and in the design of suitable remedies;
2. act as a catalyst for, and coordinator of, self-help initiatives at the local level;
3. in its role as a major strategic planner and coordinator in the community, develop an overall local economic development plan and proposals for short and long term solutions to labour market problems;
4. recommend the initiation of any or all of the Community Futures options it deems appropriate; and
5. oversee the implementation and updating of its recommendations on Community Futures options and other programming for the community (Canadian Jobs Strategy, 1991).

## **Funding**

Funding for the CFC can reach a maximum of \$400,000.00 over six years. Each year the maximum allotted amount is \$100,000.00 of which \$50,000.00 must be earmarked for future years. Areas of spending include the following.

1. Staff salaries and benefits
2. Travel expenses of committee and staff
3. Honorarium to Chair
4. Operational overhead

5. Special costs i.e.: consultant/professional fees or anything consistent with the CFCs mission.

### **Special Programs**

In order to assist the CFC there are five special program options available. The options are the Business Development Centre, the Self Employment Incentives, Purchase of Training, Community Initiatives Fund and the Relocation and Exploratory Assistance. The CFC needs to research, negotiate terms and prepare a proposal for the EIC and formally recommend that this option be implemented. This application must be formally approved by the Minister.

### **BUSINESS DEVELOPMENT CENTRE**

The objective of the Business Development Centre (BDC) is to support community plans for the creation of additional private-sector employment. In achieving this objective the BDC can work with existing initiatives but it should not offer the same services or replace provincial and federal services to small businesses. The BDC should help small business to utilize resources within the community, from lending institutions and from Provincial and Federal government programs and services. The BDC offers two services; one is advisory in nature while the other involves an investment service. Investments can be in the form of

loans, loan guarantees and equity participation. If assistance is in the form of loans there is a maximum limit of \$75,000 per firm.

### **Funding**

Over a period of five years a BDC with an investment fund can receive funds up to a maximum of \$635,000.00. This maximum amount is decreased to \$425,000.00 if the investment fund is not undertaken. The breakdown of money granted is as follows;

#### With Investment Fund

Year 1-3	\$150,000.00
4	\$110,000.00
5	\$ 75,000.00
Total Max.	\$635,000.00

#### Without Investment Fund

Year 1-3	\$100,000.00
4	\$ 75,000.00
5	\$ 50,000.00
Total Max.	\$425,000.00

These grants are based on yearly activities and projected investments.



APPENDIX FIVE

Beausejour Profile

# BEAUSEJOUR

## Community Profile

Information Provided by: Eastman Regional Development Inc.  
(Copyright (c) 1988 - Manitoba's Economic Development Network)

### COMMUNITY NARRATIVE:

Situated 61 km east of Winnipeg on PTH #44. Beausejour is in the forefront of industrial and commercial expansion in the Eastman region of Manitoba. This progressive town of approximately 2500 people is also known as the gateway to Manitoba's vacationland which includes some of the most splendid beaches in the world. The region has various top rated provincial parks and forests which provide the outdoor enthusiast with numerous recreation possibilities.

Beausejour and the surrounding communities enjoy a stable economy based on three main industries: agriculture, forestry and tourism. Agriculture is highly diversified. Cereals, forage and specialty crops are grown extensively. The region is also noted for its hog, cattle and lamb production.

The Broken-Beau Historical Museum located at Beausejour's Centennial Park is another major tourist attraction. The seven-building complex includes a railway station, storage building for large artifacts, pioneer log home, church, bell tower and outdoor bake oven.

In October Beausejour welcomes hundreds of visitors for the Canadian Power Toboggan Championship Races.

### COMMUNITY STATISTICS:

#### LOCATION & CLIMATE

Region: East Man  
Longitude: 96 31 W      Latitude: 50 4 N  
Elevation: 302 metres

Distance to major N. American Cities (km):  
Chicago: 1,334      Minneapolis: 694  
Toronto: 2,134      Vancouver: 2,298  
Winnipeg: 61

Temperature: Seasonal Averages ( C)  
January: -19.3      July: 19.2  
April: 3.1      October: 5.9

Annual Rainfall: 406.9cm      Snowfall: 140.4cm  
Average Frost Free Days: 125

#### POPULATION

Census Division: 12	Census Sub-div: 056			
Community: 1971:	2255	1986:	2535	
	0	15	25	45
	14	24	44	64
				65
				+
M	210	160	360	200
F	230	175	325	270
T	440	335	685	470
				625
				2,555

Average Total Income: M \$19,081      F \$ 9,830

Census Division Population(1986): 15,860  
RDC Region Population(1986): 79,555

#### LOCAL AUTHORITY

Town of Beausejour  
Community Zoning: (T)      District Zoning: (T)  
Does Local Council Zone? (T)  
Community Engineer: (T)

Do LOCAL regulations affect (T/F):  
Air Pollution (F)      Water Pollution (F)  
Noise (F)      Odor (F)  
Signs (T)      Land Use (T)  
Nuclear material (F)      Hazardous material (T)

Do Local ordinances permit (T/F):  
Sale of Alcohol (T)      Sale of Mix Drinks (T)  
Sunday Business (T)      Parimutuel Betting (F)

Number of Councillors: 5      Term: 3 yr

#### LOCAL TAX STRUCTURE

	Municipal	School	Total
Residential	94.00	85.10	179.10
Ind/Commercial	94.00	124.60	218.60
Annual Business Tax:		9%	
Sales Tax: Provincial:		7.0%	

#### UTILITIES

WATER:  
Source: Wells  
Quality: TH 19

Specific Conductivity (UMHOS): 756  
 Treatment: Filt, CL CMP, FE/MN, CL Gas  
 Average Flow: 862 cu.m./day  
 Peak Flow last year: 2179 cu.m./day  
 Design Flow: 1929 cu.m./day  
 Rates: available on request  
 Contact: Mr. Glenn Steinke  
 W.W. Dept. Supervisor 268-2008

SEWAGE:  
 Type of Treatment: Lagoon  
 Average Flow: 908 cu.m./day  
 Design Flow: 908 cu.m./day  
 Rates: various  
 Contact: same as water

TELEPHONE: Manitoba Telephone System  
 Contact:  
 MTS 233 Main St. Selkirk, MB R1A 1B1  
 Special: Datapac (T) iNet (T) Envoy (T)

NATURAL GAS:  
 Greater Winnipeg Gas  
 265 Notre Dame Ave.  
 Winnipeg, Manitoba R3B 1N9  
 New Hookups available: (T)

ELECTRICITY:  
 Manitoba Hydro  
 Box 1088  
 Beausejour, Manitoba ROE OCO  
 Primary power source: Hydro

INDUSTRIAL MARKETS

Major Manufacturers:  
 Firm, Products, Employees, Union

AFT Manufacturing	Welding & Painting	2
Beausejour Redi-Mix	Concrete etc.	5

MAJOR GOVERNMENT INSTALLATIONS

Name	Empl.
Agriculture	15
Attorney General	1
Community Serv. & Health Serv.	49
Employ. Serv. & Economic Security	49
Highways & Transportation	45
Culture Heritage & Recreation	3
Natural Resources	22

BUSINESS & PROFESSIONAL SERVICES

Apparel and Accessories Group			
Children's Wear	2	Family Clothing	3
Jewellery Stores	0	Ladies Wear	3
Men's Wear	3	Shoe Stores	2
Tailors	0		
Automotive Group			
Parts & Access	6	Vehicle Dealers	3
Bulk Oil Dlrs	4	Body Repair	4
Implement Dlrs	0	Car Washes	1
Service Stations	5		

Building and Hardware Group			
Building cont.	2	Hardwares	5
Lumber yards	1		

General Merchandise Group			
Catalogue Sales	1	Department stores	1
General stores	1		

Food and Beverage Group			
Bakeries	2	Eating places	11
Licensed dining	4	Grocery stores	5
Liquor store	1	Meat market	1
Supermarket	1		

Furniture, Appliances & Home Accessories			
Carpets & drapes	3	Electrical appl.	3
Furniture store	0	Audio and video	5

Professional Group			
Accountants	2	Chiropractors	1
Dentists	2	Lawyers	3
Medical doctors	5	Optometrists	1
Veterinarians	1		

Financial Group			
Banks	2	Credit Unions	1
Finance Company	0		

Other Groups:			
Barber shops	1	Beauty parlors	5
Billiard parlors	1	Bowling alleys	1
Laundries	1	Drug stores	1
Dry cleaners	1	Egg grading stn	0
Electrical contr	6	Florist	2
Funeral services	2	Gift shops	1
Grain elevators	3	Hobby shops	1
Insur & real est	8	Machine shops	3
Painters & dec	2	Photographers	1
Plumbing & htg	8	Printers	2
Road contractors	3	Shoe repairs	1
Sporting goods	1	Theatres	1
Travel agents	3	Upholsterers	1

LABOUR

Approximate range of wages per hour:

Skilled	\$15.00 to \$23.00
Semi skilled:	\$ 8.00 to \$ 0.00
Unskilled:	\$ 5.00 to \$ 0.00
Clerical:	\$ 8.00 to \$10.00

Manufacturing workers in unions: 0%  
 Service sector workers in unions: 0%  
 Public service workers in unions: 30%

Labour survey available (F)

COMMUNITY FACILITIES

Local Health Care Ratios:

Hospital beds per 1000 pop:	12.0
Physicians per 1000 pop:	2.0
Registered nurses per 1000 pop:	4.0

Dentists per 1000 pop: 1.0  
Chiropractors per 1000 pop: 1.0

Health Care Facilities:  
Medical clinics: 3  
Public Health Unit: 1  
Personal care homes: 1 capacity: 60  
Seniors residences: 5 capacity: 135  
Local hospital: 1 capacity: 30  
Ambulance service: Yes

Other Social Services:  
Day care facilities: T Children's Aid: T

Media:  
Daily newspaper: F Weekly newspaper: T  
Domiciled radio: F Domiciled TV: F  
Cable TV service: T

Postal Service:  
Post office box: T Home delivery: F

Education:	Enrolment	Pupil:Teacher
Elementary:	415	17
Junior High:	24	24
Senior High:	726	17
Private Schools:	39	20
Technical/Vocational School:	No	
Nearest University located in:	Winnipeg	
Nearest college located in:	Winnipeg	
Libraries in community:	1 volumes:	16,500
Service by bookmobile:	F	

#### HOUSING AND ACCOMMODATION

Real estate board: F Multiple Listing: T

Housing availability stats as of: 06/18/86

Available single family dwellings:			
Under \$50,000	10	50,000-75,000	2
75,000-90,000	1	Over 90,000	2
Average rent per month:	\$ 375		
Av. single family dwellings for rent:	0		
Available apartments for rent:			
1 bedroom 0	Ave. rent per month:	\$	400
2 bedroom 0	Ave. rent per month:	\$	440
3 bedroom 0	Ave. rent per month:	\$	475

Residential building lots available: T  
Average cost per sq. ft. for new: \$ 63

Recreational Facilities:  
Banquet hall: T Largest seats: 911  
Cinemas: T Live stage facil: F  
Museums: T Art galleries: F  
Playgrounds: T Golf course: T

Major festivals/events:  
Agricultural Fair  
Canadian Power Toboggan Championship Races  
Canadian Power Toboggan Championship Turf Races

#### TRANSPORTATION

Rail: CNR F CPR T VIA F

Air: Nearest commercial airport: 47 km  
Location: Winnipeg  
Municipal:  
Longest runway: 0m.  
Lighted: F Charter service: F

Motor Carrier:  
Trans Canada: 43 km.

Freight Carriers:

Local:  
Bison Transport  
Naaykens & Sons Transport

Interprovincial:  
C.P. Express & Transport  
Kings Way

#### INDUSTRIAL SITES SUMMARY

Types of Sites:  
Raw Land: T Zoned developed sites: T  
Airport sites: F Office/Industrial Park: T  
Price range: \$ 0 to \$ 0 per acre.  
Available industrial buildings: 1

#### FOR FURTHER INFORMATION CONTACT

Mr. C. Gauthier  
General Manager  
Eastman Regional Development Inc.  
Box 429  
Beausejour, MB R0E 0C0  
(204) 268-2884

APPENDIX SIX

Goals and Objectives Questionnaire

Beausejour Brokenhead Development Corporation  
Two Year Plan 1986

In January of 1986 the Beausejour Brokenhead Development Corp. (BBDC) created a two year development plan which consisted of their goals and objectives. The following questions are to see how far the BBDC has proceeded towards attaining these goals.

1.0 Has the BBDC established a working committee of local businessmen to do the following;

Yes                      No

Retention of local Business

Assist in expansion

Determine potential linkages

Comments if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2.0 Did the BBDC undertake the following aspects of a promotion program?

Develop a sound media plan to target small businesses to diversify the rural economy and provide a stable economic base?

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

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2.1 Develop an on-going public relations plan to educate potential industry of BBDC activities and to increase awareness of advantages of locating a business in the area?

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

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2.2 Did the BBDC develop a response oriented advertising campaign ?

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

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2.3 Did the BBDC develop an information brochure on the region and the business climate?

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

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2.4 Did the BBDC develop public support?

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

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2.5 Did the BBDC develop advertising presentations and if so what methods were utilized?

Yes  No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2.6 Did the BBDC develop advertising programs utilizing local and international media sources?

Yes  No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2.7 Did the BBDC develop a promotion kit on the Beausejour Brokenhead community?

Yes  No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3.0 Has the finance committee undertaken any fund raising activities?

Yes  No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3.1 Does the BBDC keep in contact with the two higher levels of government (Re: grants and incentives)?

Yes  No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3.2 Is the BBDC involved in the financial management of the Industrial Park?

Yes  No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3.3 Does the BBDC develop financial packages for and with potential investors?

Yes  No

If yes, how many in the past two years? \_\_\_\_\_

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4.0 In order to achieve your prospecting objectives, has the BBDC developed presentations and trained personnel for these presentations?

Yes  No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4.1 Has the BBDC developed a procedures manual and guidelines for presentations and procedures to prospects?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4.2 Has the BBDC utilized data bases to determine potential prospects?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4.3 Does the BBDC maintain and up-date a data Base?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.0 In order to attain educational goals, has the BBDC developed educational seminars for local retail and industrial groups to develop entrepreneurial skills?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.1 Has the BBDC developed business training seminars in the following areas?

Preparation of business plans.      \_\_\_\_ Yes      \_\_\_\_ No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.2 Retail promotion program.      \_\_\_\_ Yes      \_\_\_\_ No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.3 Retail selling.      \_\_\_\_ Yes      \_\_\_\_ No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.4 How to maximize window displays.      \_\_\_\_ Yes      \_\_\_\_ No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.5 Financial management.      \_\_\_\_ Yes      \_\_\_\_ No

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6.0 Does the BBDC have a Land and Building Management Committee?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



6.1 Does the Land and Building Management Committee work directly with planing consultants?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6.2 Has the Land and Building Management Committee designated the following sites?

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

Commercial

Industrial

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6.3 Has an overall plan for commercial and industrial development been created?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6.4 Has a site preparation theme been created?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7.0 Has the prospecting committee attracted any businesses in the following areas?

a. Agri-technology \_\_\_ Yes \_\_\_ No

If yes please specify and if no why not?

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

b. Mineral processing \_\_\_ Yes \_\_\_ No

If yes please specify and if no why not?

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

c. Tourism related industry. \_\_\_ Yes \_\_\_ No

If yes please specify and if no why not?

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

d. Light manufacturing. \_\_\_ Yes \_\_\_ No

If yes please specify and if no why not?

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

e. Food processing.  Yes  No

If yes please specify and if no why not?

---

---

---

---

---

f. Small product /service oriented industries.

Yes  No

If yes please specify and if no why not?

---

---

---

---

---

8.0 Among these target industries what has the BBDC done to increase the awareness of what the Beausejour Brokenhead community has to offer?

---

---

---

---

---

9.0 Has the Land and Building Committee examined potential industrial sites in the Beausejour Brokenhead community and prioritized them?

Yes  No

Comments if you wish.

---

---

10.0 Has the Land and Building Committee met with local landowners and begun a process of land development agreement?

Yes  No

Comments if you wish.

---

---

---

---

11.0 How many land development agreements have been entered into in the past three years?

Number

1989

1988

1987

12.0 Was Municipal Planning involved in the overall design of the site?

Yes  No

Comments if you wish.

---

---

---

---

13.0 Did any of the land development agreements receive official endorsement by both councils?

Yes  No

If yes how many and if no why not?

---

---

---

---

14.0 In each case were the overall costs of site development determined in order to obtain a selling price per developed acre?

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

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

15.0 Has the Land and Building Management Committee designed a Site Development Agreement for an overall Industrial Park Development to reflect a certain theme?

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

If so please specify the industrial park and comment if you wish.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Eastman Regional Development Corporation Workplan 1989

In November of 1988 the Eastman Regional Development Corporation (ERDC) submitted a work plan of the Corporations' goals and objectives for that year. The following questions are to see how far the ERDC has proceeded towards attaining these goals.

1.0 Were you able to develop a regional economic development strategy?

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

Comment if you wish. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

2.0 Were the following committees established?

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

Industry and Small Business

Agriculture/Natural Resources

Transportation/Communications

Tourism

Community and Social Services

2.1 If a committee in question 2.0 was not formed what are the reasons? Please specify the committee along with the reasons.

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

3.0 For each committee, did they achieve the following.

Industry and Small Business

Identify and assess strengths weakness, opportunities & threats. Yes No

Recommend projects and strategies and identify methods to further develop.

Priorize projects and strategies.

Participate in 2 public forums.

Present a written report to ERDC Board.

Agriculture/Natural Resources

Identify and assess strengths weakness, opportunities & threats. Yes No

Recommend projects and strategies and identify methods to further develop.

Priorize projects and strategies.

Participate in 2 public forums.

Present a written report to ERDC Board.

Transportation/Communications

Identify and assess strengths weakness, opportunities & threats. Yes No

Recommend projects and strategies and identify methods to further develop.

Priorize projects and strategies.

Participate in 2 public forums.

Present a written report to ERDC Board.

Tourism

Identify and assess strengths  
weakness, opportunities & threats.

Yes                      No

Recommend projects and strategies  
and identify methods to further  
develop.

Priorize projects and strategies.

Participate in 2 public forums.

Present a written report to ERDC  
Board.

Community and Social Services

Identify and assess strengths  
weakness, opportunities & threats.

Yes                      No

Recommend projects and strategies  
and identify methods to further  
develop.

Priorize projects and strategies.

Participate in 2 public forums.

Present a written report to ERDC  
Board.

4.0 Did the ERDC facilitate meetings for these committees  
with the assistance of resource people?

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

If no, why not? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.0 As a result of the work of the five committees, was the  
ERDC able to develop a regional economic development  
strategy?

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

5.1 If no, why not? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6.0 Was the regional economic development strategy ever  
implemented?

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

6.1 How long into the future does the strategy extend?

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

6.2 How successful has the strategy been up until the  
present time?

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

6.3 Is the strategy reviewed and up-dated? If yes, please  
specify how often.

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

The ERDC targeted a number of objectives to be addressed within a number of its member municipalities. Please indicate whether or not the ERDC addressed all of its objectives.

7.0 Within the town of Lac Du Bonnet, did the ERDC get involved in the following projects?

Yes No

Organization of local trade show.

Development of new marina on Winnipeg River

Establishment of new business targeting cottage-owners of the area.

Encourage development of Old Pinawa Dam Site

Replacement of Lac Du Bonnet Bridge

Encourage investment in and development of Four Seasons Resort

Comments if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

8.0 Within the town of Pinawa, did the ERDC get involved in the following projects?

Yes No

Complete its economic development strategy.

Implement strategy and projects within.

Undertake feasibility study on hotel-resort and convention centre.

Comments if you wish. \_\_\_\_\_

\_\_\_\_\_

9.0 Within the L.G.D. of Alexander, did the ERDC get involved in the following projects?

Yes No

Assist local government to assess the employment training needs of business and manufacturers' current and future employees.

Comments if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10.0 Within the town of Beausejour and municipality of Brokenhead, did the ERDC get involved in the following projects?

Yes No

Assist the local development group Beausejour Brokenhead Development Corp.

Develop promotional and marketing package for industrial park and region.

Develop a survey to measure residents' attitudes.

Formulation of up-dated economic development strategy.

Comments if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

11.0 Within the town of Ste Anne, did the ERDC get involved in the following projects?

Analyze the data of residents' survey. Yes No

Formulate an economic development strategy.

Implement strategy and projects within.

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

12.0 Within the town of St. Malo, did the ERDC get involved in the following projects?

Help the Chamber of Commerce to promote development of tourism-related industries. Yes No

Assess the strengths and weaknesses of the community.

Compile a community plan with a history, profile, strengths and weaknesses, economic development strategy.

Implement economic development strategy.

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

13.0 Within the town of St. Pierre-Jolys, did the ERDC get involved with the following projects?

Help the Rat River Development Corp. complete its economic development strategy. Yes No

Compile a community plan.

Implement the community plan.

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

14.0 Within the town of Dominion City/Franklin, did the ERDC get involved with the following projects?

Complete its economic development strategy. Yes No

Compile a community plan.

Implement the community plan.

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

15.0 Within the town of St. Agathe, did the ERDC get involved with the following projects?

Implement its economic development strategy. Yes No

Selling shares in the SACDC  
Planning Cheyenne Days Festival

Planning for industrial park

Establishing a community park

Comment if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

16.0 Within the town of La Broquerie, did the ERDC get involved in the following projects?

Assess the strengths and weaknesses of the town. Yes No

Formulate an economic development strategy.

Compile a community plan

Implement development strategy and projects within.

Comment if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

17.0 Please list all of your client services provided.

- 1. \_\_\_\_\_
- 2. \_\_\_\_\_
- 3. \_\_\_\_\_
- 4. \_\_\_\_\_
- 5. \_\_\_\_\_
- 6. \_\_\_\_\_
- 7. \_\_\_\_\_
- 8. \_\_\_\_\_
- 9. \_\_\_\_\_
- 10. \_\_\_\_\_

18.0 Is the ERDC Business Library being utilized by the public?

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

19.0 Have the community profiles been up-dated in the past year?

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

20.0 Have any new communities been added to the community profiles in the past year?

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

21.0 Has the business/investment opportunities catalogue been up-dated on a quarterly basis?

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

22.0 Is your industrial inventory up to date?

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

23.0 For questions 18.0 to 22.0, what is the main reason for not being able to keep current?

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



24.0 In terms of promotions and prospecting, has community, municipal and regional profiles been forwarded to the following places.

Selected Canadian Embassies and Consulates

Yes      No

Provincial Trade Offices

Selected provincial and federal departments

Other ERDC contacts.

If not, why not? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

25.0 Does the ERDC submit profiles etc. to be advertised in regional and provincial media? Please specify what media.

Yes      No

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

26.0 Has the ERDC participated in any national and international trade shows in the part year?

Yes      No

Comment if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

27.0 Has there been a demand for entrepreneurship workshops in any of your membership towns? Please specify towns and the time when the workshops occurred.

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

28.0 Is the ERDC still co-hosting events during the Small Business Week?

Yes      No

28.1 Is this a useful and successful events for those who participate?

Yes      No

Please explain. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

29.0 Has the ERDC been active in the following areas?

Maintaining contact with municipal members. Yes      No

Inviting new municipalities to join the ERDC.

Kept the business community informed of all new programs.

Maintain liaison activities with provincial and federal governments

Maintain a good relationship with other groups within the region.

Represent the ERDC at the Assoc. of Regional Development Corporations

Winnipeg-River Brokenhead Ventures 1989 Workplan

For your second year of operation the Winnipeg River - Brokenhead Ventures Inc. (WRBV) has outlined a number of action plans to be undertaken. The purpose of this survey is to see how far you have been able to attain these goals.

1.0 Was the WRBV Successful in creating a Business Development Centre?

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

1.1 If the answer is yes in question 1.0 was a Board of Directors appointed or elected?

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

1.2 If the answer is no in question 1.0, why was it not created?

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

**Communication and Coordination**

2.0 Did the WRBV develop and coordinate a program of information for the general public and government, in conjunction with other socio-economic organizations in the area?

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

If yes please specify the program and name the other organization(s) involved.

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

3.0 Did the WRBV develop communication links with the following organizations?

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

Businesses

Municipal Government

3.1 If the answer was yes in question 3.0, did the WRBV organize meetings or did you develop seminars?

Please comment. \_\_\_\_\_

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

4.0 What types of advertising did the WRBV undertake?

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

5.0 Did the WRBV establish a working relationship with the media?

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

Please comment. \_\_\_\_\_

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

6.0 Did the WRBV establish formal links with the following;

Yes      No

CEIC

Local advisory committee

Canada Employment Centre

Eastman Regional Develop.  
Corp.

TIAM-ER

CDC's

6.1 If formal links were established with CDC's please name them.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

7.0 What issues need to be addressed in the communications and coordination area?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

### Monitoring

8.0 Has the WRBV collected the following information in order to monitor the regional economy?

Yes      No

Number of building permits

Jobs created by BDC

Agricultural production

Forestry

Tourism traffic numbers

8.1 If no, where did you gain this statistical information if you did not collect it yourselves?

Please comment. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

9.0 Through your monitoring activities has the WRBV been able to evaluate economic development opportunities within the region?

\_\_\_\_ Yes      \_\_\_\_ No

Please comment. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10.0 What issues will need to be addressed in the monitoring area?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Planning

11.0 Has the WRBV implemented an economic development strategy for the WRBV region?

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

Please comment. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

12.0 Has the WRBV hired a resource person to help implement the economic development strategy?

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

Please comment. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

13.0 In what way has the WRBV developed a coordinated approach to area planning?

Please comment. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

14.0 Did the WRBV consult with any other organizations as to their economic development strategy?

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

If yes please specify which organizations were contacted.

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

15.0 Did the WRBV ever receive any advice or technical assistance from any other organization?

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

Please comment. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

16.0 How does the WRBV prioritize requests for financial assistance? Please comment.

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

17.0 Does the WRBV promote skill development programs?

Please comment. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

18.0 Does the WRBV review the economic development plan and if so how often?

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

19.0 What issues still need to be addressed in the planning area?

---

---

---

---

**Training**

20.0 Has the WRBV identified the education levels of the area population?

Yes  No

Please comment.

---

---

---

---

21.0 Has the WRBV established the skills requirement based on employment and resources development?

Yes  No

Please comment.

---

---

---

---

22.0 Has the WRBV determined current and projected labour availability and need?

Yes  No

If yes, how was this done?

---

---

---

---

23.0 How does the WRBV keep abreast of technological innovations relevant to the area?

Please comment.

---

---

---

---

24.0 How does the WRBV study the hiring practices of area companies, what does it entail?

---

---

---

---

25.0 Does the WRBV have an inventory of existing programs and services?

Yes  No

If yes from where has this information been accumulated?

---

---

---

---

26.0 In what way does the WRBV communicate with educational institutions? What is the purpose of this communication?

---

---

---

---

---

---

27.0 What types of training programs have resulted from your research of the various components of the economic sector? Please comment.

---

---

---

---

---

28.0 Has the WRBV sponsored any management seminars? Please comment.

---

---

---

---

29.0 Is there or has there been an entrepreneurial development plan sponsored by the WRBV?

Yes  No

Please comment.

---

---

---

30.0 How often has the WRBV used resource people to give guidance in specific training areas? Please specify what areas.

---

---

---

---

---

31.0 As a result of the research done, was the WRBV able to develop an overall plan?

Yes  No

Please comment.

---

---

---

---

32.0 What issues still need to be addressed in the training area?

---

---

---

---

---

Granite Shield Incentives Workplan 1989

Granite Shield Incentives (GSI) in its proposed operating program for Year II is striving to meet specific objectives as outlined by its Board of Directors. The questions in this survey are for the purpose of gauging where you are in trying to achieve these objectives.

1.0 Has the GSI helped in the creation of new jobs through the development of new small business enterprises or through the expansion of existing small businesses?

Yes No # jobs created Location

New Small Business

Expansion of existing small business

Comments if you wish. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

2.0 How does the GSI facilitate the stabilization of employment in existing small businesses in the region?

Please comment. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

3.0 How does the GSI continue to create an entrepreneurial climate in an area conducive to continual growth of new and existing small business?

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

3.1 How does the GSI declare an area to be "conducive to continual growth of new and existing small business?"

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

4.0 How does the GSI create awareness of the technical, advisory and financial services available? Please state the methods used.

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

4.1 In question 4.0 a number of methods were used to create an awareness of the technical, advisory and financial services available. How successful have these methods been in achieving public awareness?

V.S. - Very Successful      S. - Successful  
 Un. S. - Unsuccessful      V. Un. S. - Very Unsuccessful

Method Used                      V.S.    S.    Un. S.    V. Un. S.

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.

5.0 In what way has the GSI assisted the Winnipeg River Brokenhead Ventures (WRBV) in carrying out its mandate of area development? Please explain.

---



---



---



---

6.0 Has the GSI helped any economic development groups to plan, coordinate and implement their economic objectives for their town?

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

If yes for how many towns was this done. Please fill in the following.

Name of Town	Plan Created	Coordinated	Implemented
	Yes / No	Yes / No	Yes / No

- 1.
- 2.
- 3.
- 4.
- 5.

7.0 How many clients received technical and advisory assistance for GSI?

Number of Clients Served

1988/89

1989/90 to date

8.0 In the 1988/89 how successful was the GSI in creating and maintaining businesses and jobs?

Number Location (Town)

Businesses maintained

Jobs created

Jobs maintained

The following questions pertain to your technical and advisory services.

9.0 Does the GSI maintain its library and business advisory pamphlets?

Yes No

Library

Business Advisory Pamphlet

Comments if you wish.

---



---



---

10.0 Did the GSI assist in developing business plans into financing proposals for presentation to financial institutions or the Investment Review Committee of the GSI?

Yes No

1988/89

1989/90 to date



11.0 Did the GSI assist inventors to commercialize their ideas through patent protection and business development? Please specify yes or no and if yes, please indicate the number of person(s) assisted.

Yes      No      Number

Patent protection

Business Development

Comments if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

12.0 Has the GSI promoted an entrepreneurial development seminars?

\_\_\_\_ Yes      \_\_\_\_ No

Comment if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

13.0 Besides offering services of counselling , technical and financial assistance (Loans, loan guarantees and equity participation), is the GSI offering any new services? Please specify.

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

14.0 To date, what types of services/funding have businesses in the Town of Beausejour taken advantage of if any? Please specify.

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

APPENDIX SEVEN

Board of Director Questionnaire

Beausejour Brokenhead Development Corporation Questionnaire

A. This first section deals with the form and approach of your local community economic development efforts.

1.0 Does your CDC or some other group in your community employ an economic development coordinator?

Yes  No

If you answered no, go to question 2.0.

If yes, for whom does this person work? \_\_\_\_\_

2.0 If you answered yes to question 1.0, is this position full or part time?  Full Time  Part Time

2.1 How long has this position existed? \_\_\_\_\_ Months

2.2 Does your CDC produce a community profile?

Yes  No

2.3 If no, does the CDC utilize a community profile provided by a government department or other special interest body?

Yes  No

2.4 If yes, please specify the name(s) of the government department or special interest group.

\_\_\_\_\_

3.0 How would you describe the decision-making process within your CDC in terms of economic development?

(A) Decisions made by administrators in a top-down manner

(B) Consensus is sought from affected parties.

Please circle "A" or "B" or provide a description of your decision-making process.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

3.1 Has your CDC ever employed consultants to work in the community economic area?

Yes  No

4.0 As part of your approach to community development, are your goals to develop both the social and economic aspects of the community? Please check yes or no.

Economic  Yes  No  
Social

4.1 Do you focus solely on business development?

Yes  No

4.2 What are your major areas of activity? Please explain.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

5.0 Has your CDC produced an economic development plan of some type?

Yes  No

If you answered no, go to question 6.0.

5.1 Were these economic development plans implemented?

Fully Implemented  Partially Implemented

Not Implemented at All

If you answered "Not Implemented at all" go to question 6.0.

5.2 Is the plan reviewed and updated?  Yes  No

5.3 If you answered either "Fully Implemented" or "Partially Implemented" in question 5.1, how would you rate your success in implementation?

Please check the phrase that best completes the sentence: "Goals and objectives were achieved..."

Completely  To Some Extent  Only a Little  
 Hardly at All

If you indicated "Completely" or "To Some Extent", go to question 4.5.

5.4 If you indicated "Only a Little" or "Hardly At All" in question 5.3, can you tell us what factors or events would explain this situation? Please state only the most important three.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

5.5 Are the residents of your community aware of and committed to the community economic development plan?

Most Are  Some Are  Few Are  
 Generally Not Aware

6.0 Are your community economic development plans and programs co-ordinated with other local planning bodies or interest groups etc? Please indicate how many committees, bodies, and interest groups you co-ordinate with.

Groups  None  Do Not know

7.0 Do you co-ordinate community economic development efforts with neighboring political bodies such as municipal districts, improvement districts, towns, villages, or cities etc?

Please indicate the number of political organizations outside your community you co-ordinate your economic development efforts with.

Group(s)  None  Do Not Know

8.0 How would you describe the level of co-operation between your CDC and these other non-local bodies?

Complete Co-operation  Some Co-operation  
 Little Co-operation  No Co-operation

8.1 Has your CDC undertaken any major projects singly or in co-operation with other local bodies? If so please specify the project and names of the other groups involved.

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

9.0 How are your CDC development efforts financed? Please check as many as applies.

Special tax  
 General Revenues of CDC  
 Municipal direct/indirect grants  
 Other Provincial Funding  
 Federal Funding  
 Other (Pls.specify) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

10.0 Is the current expenditure sufficient for your CDC to pursue its development goals and objectives effectively?

Yes  No

11.0 How much has your CDC spent on economic development planning or operating programs or projects for the fiscal years shown? Approximate amounts or estimates are satisfactory.

<u>Fiscal Year</u>	<u>Amount</u>	<u>Source</u>
--------------------	---------------	---------------

1990 Budget

1989 Actual

1988 Actual

12.0 Overall, how satisfied are you with your community economic development efforts?

Extremely Satisfied  Satisfied  
 Dissatisfied  Extremely Dissatisfied

13.0 What local obstacles and barriers exist in pursuit of your economic development objectives? Please describe the most important one or two.

1. \_\_\_\_\_
2. \_\_\_\_\_

B. This section addresses the role of the CDC in community economic development efforts.

14.0 The options below are ones that CDC's customarily use to assist the private sector in achieving economic development objectives. What is the current practice of your CDC on the question of assisting the private sector in achieving community economic development goals and objectives? Please check off as many of the descriptions that apply to your CDC.

- Planning (Preparation of economic development strategy)
- Advocate (Provide input on land use and policy matters)
- Facilitator/Liaison (Co-ordination between local bodies and levels of government)
- Promoter
- Lender of Last Resort
- Source of Venture Capital
- Full Partner
- Other (Please specify) \_\_\_\_\_

15.0 Please complete the following sentence by checking the phrase that best describes your opinion. "The role played by our CDC in furthering economic objectives of the community...."

- Is Just Right
- Should be Changed
- Could be Improved
- Is very Inadequate

If you answered "Just Right" go to question 16.0.

16.0 How would you like to see the role the CDC plays in community economic development changed?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

17.0 What methods does your CDC use to aid existing businesses in the community? Please check off the methods and how successful they are.

Very S. - Very Successful      S. - Successful  
 Un. S. - Unsuccessful      V. Un. S. - Very Unsuccessful

Very S.    S.    Un. S.    V. Un. S.

CDC meets with business reps

Business Reps on CDC Board

C of C Reps on CDC Board

CDC acts as facilitator

Other  
 For "Other" please specify activity. \_\_\_\_\_

18.0 What methods does your municipality employ to attract new business and industry to the community? Please check off the methods that you use and how successful they are. If you do not use the method, leave it blank.

Very S. - Very Successful      S. - Successful  
 Un. S. - Unsuccessful      V. Un. S. - Very Unsuccessful

Very S.    S.    Un. S.    V. Un. S.

Promotions/Advertising

Prospecting

Grants

Incentives      Very S.   S.   Un. S.   V. Un. S.

Other

For "Other" please specify activity. \_\_\_\_\_

19.0 Of the activities undertaken and services offered by your CDC, do you know of any government department or special interest group or body who provides the same services? Please specify the activity or service(s) and the name of the duplicating bodies.

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

C. This section asks about provincial legislation, policies and programs, and your opinions on their effectiveness and benefit to the community. Please check the appropriate response unless instructed otherwise.

20.0 When considering community economic development efforts, how often do you consult provincial legislation such as the Corporations Act or the Planning Act?

Frequently   Sometimes   Never

Corporations Act

Planning Act

21.0 For the role that your CDC would like to play in community economic development, does the Corporations Act provide you with a satisfactory set of powers, responsibilities and freedoms to do the job?

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

22.0 How would you alter the Corporations Act to enable you to better play a role in community economic development?

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

23.0 For the role that CDC would like to play in community economic development, does the Planning Act provide you with a satisfactory set of powers, responsibilities and freedoms to do the job?

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

24.0 How would you alter or modify the Planning Act to enable you to better play a role in community economic development?

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

25.0 Do you believe that the present provincial government policies, programs and legislation are suited to encouraging and helping accomplish economic development goals in your community?

\_\_\_\_ Well Suited      \_\_\_\_ Good Enough  
\_\_\_\_ Poorly Suited      \_\_\_\_ Do Not Know

26.0 What are the most important changes to provincial policies, programs or legislation that you would like to see? (Do not list more than three).

1. \_\_\_\_\_  
\_\_\_\_\_

2. \_\_\_\_\_  
 \_\_\_\_\_  
 3. \_\_\_\_\_  
 \_\_\_\_\_

27. Do you believe that the present federal government policies, programs and legislation are suited to encouraging and helping accomplish economic development goals in your community?

- \_\_\_ Well Suited                      \_\_\_ Good Enough  
 \_\_\_ Poorly Suited                    \_\_\_ Do Not Know

28.0 What are the most important changes to federal policies, programs or legislation that you would like to see? (Do not list more than three).

1. \_\_\_\_\_  
 \_\_\_\_\_  
 2. \_\_\_\_\_  
 \_\_\_\_\_  
 3. \_\_\_\_\_  
 \_\_\_\_\_

29.0 Provincial department officials are available to advise and provide services to organizations, municipalities, towns, and villages that are thinking about or engaged in doing an economic development plan or some kind of development project.

a.) How often would you say your CDC have sought advice from provincial officials regarding economic development matters?

- \_\_\_ Never                      \_\_\_ A Few Times                      \_\_\_ Often

b.) How satisfied were you with the advice?

- \_\_\_ Very Satisfied                      \_\_\_ Generally Satisfied  
 \_\_\_ Dissatisfied                      \_\_\_ Not applicable

c.) If you indicated "dissatisfied" please explain.

- \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

d.) How satisfied were you with the services or assistance provided to you?

- \_\_\_ Very satisfied                      \_\_\_ Generally Satisfied  
 \_\_\_ Dissatisfied                      \_\_\_ Not Applicable

e.) If you indicated "dissatisfied" please explain.

- \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

30.0 Are there areas of community development that you would like assistance with, but for which no provincial or federal programs exist?

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

If you answered no, go to question 31.0.

30.1 If you answered yes in Question 29.0 please describe these areas.

- \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

30.2 As you probably know, there are many federal and provincial programs that can be applied for to assist local economic development in one way or another. How many such programs are you aware of? Please indicate the name and level of government who offers it.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_
6. \_\_\_\_\_
7. \_\_\_\_\_
8. \_\_\_\_\_
9. \_\_\_\_\_
10. \_\_\_\_\_

D. In this section we are interested in your views about "community economic development" and the future of your community.

32.0 Considering the present direction and strength of economic development in your community, is your view of the future (A) pessimistic or (B) optimistic? Circle A or B. Comment if you wish.

\_\_\_\_\_

\_\_\_\_\_

33.0 What do you see as the one, two or three major issues ni community economic development that your community has to deal with? List up to three only.

1. \_\_\_\_\_
  2. \_\_\_\_\_
- \_\_\_\_\_

3. \_\_\_\_\_

\_\_\_\_\_

34.0 Thinking about the major issues that you just described, is it likely that your CDC will be able to solve them without provincial or federal government aid?

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

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

35.0 Who do you think in your opinion, is the group which is best suited and able to carry out community economic development?

- \_\_\_\_\_ Eastman Regional Development Association
- \_\_\_\_\_ Beausejour Brokenhead Community Development Assoc.
- \_\_\_\_\_ Granite Shield Business Development Centre
- \_\_\_\_\_ Winnipeg River-Brokenhead Ventures Inc.

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_



Eastman Regional Development Corporation Questionnaire

A. This first section deals with the form and approach of your local community economic development efforts.

1.0 Is there an economic development strategy within the RDC?

Yes  No

If you answered yes, go to question 2.0.

1.1 If you answered no to question 1.0, can you tell us why your RDC has not set up an economic development strategy?

No Interest  Healthy Local Economy  
 Other (Please specify) \_\_\_\_\_  
\_\_\_\_\_

2.0 Does the RDC or some other group in your community employ an economic development co-ordinator?

Yes  No

If you answered no, go to question 3.0.

If yes, for whom does this person work? \_\_\_\_\_  
\_\_\_\_\_

2.1 If you answered yes to question 2.0, is this position full or part-time?

Full Time  Part-Time

2.2 How long as this position existed? \_\_\_\_\_ Months

3.0 How would you describe the decision-making process within your RDC in terms of economic development?

(A) Decisions made by administrators in a top down manner

(B) Consensus is sought from affected parties.

Please circle "A" or "B" or provide a description of your decision-making process.  
\_\_\_\_\_  
\_\_\_\_\_

3.1 Has your RDC ever employed consultants to work in the community economic area?

Yes  No

4.0 As part of your approach to community development, are your goals to develop both the social and economic aspects of the community?

Yes  No

Economic

Social

4.1 Do you focus solely on business development?

Yes  No

4.2 What are your major areas of activity? Please explain.

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

5.0 Has your RDC produced an economic development plan of some type?

Yes  No

If you answered no, go to question 6.0.

5.1 Were these economic development plans implemented?

Fully Implemented  Partially Implemented

Not Implemented at All

If you answered "Not Implemented at All" go to question 6.0.

5.2 Is the plan reviewed and updated?  Yes  No

5.3 If you answered either "Fully Implemented" or "Partially Implemented" in question 5.1, how would you rate your success in implementation?

Please check the phrase that best completes the sentence:  
"Goals and objectives were achieved..."

Completely     To Some Extent     Only a Little  
 Hardly at All

If you indicated "Completely" or "To Some Extent", go to question 5.5.

5.4 If you indicated "Only a Little" or "Hardly at All" in question 5.3, can you tell us what factors or events would explain this situation? Please state only the most important three.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

5.5 Are the residents of your community aware of and committed to the community economic development plan?

Most Are     Some Are     Few Are  
 Generally Not Aware

6.0 Are your community economic development plans and programs co-ordinated with other local planning bodies interest groups etc?  
Please indicate how many committees, bodies, and interest groups you co-ordinate with.

Groups     None     Do Not Know

7.0 Do you co-ordinate community economic development efforts with neighbouring political bodies such as municipal districts, improvement districts, towns, villages, or cities etc?  
Please indicate the number of political organizations outside your community you co-ordinate your economic development efforts with.

Groups     None     Do Not Know

8.0 How would you describe the level of co-operation between your RDC and these other non-local bodies?

Complete Co-operation     Some Co-operation  
 Little Co-operation     No Co-operation

8.1 Has your CDC undertaken any major projects singly or in co-operation with other local bodies? If so please specify the project and names of the other groups involved.

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

9.0 How are your RDC development efforts financed? Please check as many as apply.

Municipal Levy (Member Municipalities)

General revenues of RDC

Other Provincial Funding

Municipal Grants

Other (Please specify) \_\_\_\_\_

10.0 Is the current expenditure sufficient for your RDC to pursue its development goals and objectives effectively?

Yes     No

11.0 How much has your RDC spent on economic development planning on operating programs or projects for the fiscal years shown? Approximate amounts or estimates are satisfactory.

<u>Fiscal Year</u>	<u>Amount</u>	<u>Source</u>
1990 Budget		
1989 Actual		
1988 Actual		

12.0 Overall, how satisfied are you with your community economic development efforts?

Extremely Satisfied       Satisfied  
 Dissatisfied       Extremely Dissatisfied

13.0 What local obstacles and barriers exist in pursuit of your economic development objectives? Please describe the most important one or two.

1. \_\_\_\_\_  
\_\_\_\_\_  
2. \_\_\_\_\_  
\_\_\_\_\_

13.1 The RDC has wide jurisdiction to offer its services and expertise to a number of communities within the Eastman region. Is there a problem of one town being favoured over another?

Yes       No

Please explain. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

B. This section addresses the role of the RDC in community economic development efforts.

14.0 The options below are ones that RDC's use to assist the private sector in achieving economic development objectives. What is the current practice or policy of your RDC on the question of assisting the private sector in achieving community economic development goals and objectives? Please check off as many as apply.

Planning (Preparation of economic development strategy)  
 Advocate (Provide input on land use and policy matters)

Facilitator/Liaison (Co-ordination between local bodies and levels of government)  
 Promoter  
 Lender of last resort  
 Source of venture capital  
 Full partner  
 Other (Please specify) \_\_\_\_\_

15.0 Please complete the following sentence by checking the phrase that best describes your opinion. "The role played by our RDC in furthering economic objectives of the community..."

Is Just Right       Could be Improved  
 Should be Changed       Is Very Inadequate

If you answered "Just Right" go to question 17.0.

16.0 How would you like to see the role the RDC plays in community economic development changed?

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

17.0 What methods does your RDC use to aid existing businesses in the community? Please check off the methods and how successful they are.

Very S. - Sery Successful      S. - Successful  
Un. S. - Unsuccessful      V. Un. S. - Very Unsuccessful

RDC meets with business reps.

Business reps. on RDC Board

C of C on RDC Board

Very S.    S.    Un. S.    V. Un. S.

Very S.   S.   Un.S.   V. Un. S.

RDC acts as  
facilitator

Consultation

Market Research

Business Library

Business Workshops

Training

Other

For "Other" please specify activity. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

18.0 What methods does your RDC employ to attract new business and industry to the community? Please check off the methods that you use and how successful they are. If you do not use the method, leave it blank.

Very S. - Very Successful      S. - Successful  
Un. S. - Unsuccessful      V. Un. S. - Very Unsuccessful

Very S.   S.   Un. S.   V. Un. S.

Promotions/  
Advertising

Prospecting

Participate in  
Trade Shows

Grants

Incentives

Other (Please specify) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

19.0 Of the activities undertaken and services offered by your RDC, do you know of any government department or special interest group or body who provides the same services? Please specify the activity or service(s) and the name of the duplicating bodies.

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

C. This section asks about provincial legislation, policies, and programs, and your opinions on their effectiveness and benefit to the community. Please check the appropriate response unless instructed otherwise.

20.0 When considering RDC efforts, how often do you consult provincial and other legislation such as the Corporations' by-laws, Municipal Act or the Planning Act.

Frequently   Sometimes   Never

Corporation By-laws

Municipal Act

Planning Act

21.0 For the role that your RDC would like to play in community development, does your Corporation by-laws and the Municipal Act provide you with a satisfactory set of powers, responsibilities and freedoms to do the job?

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

22.0 How would you alter your Corporation by-laws or the Municipal Act to enable you to better play a role in community development?

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

23.0 For the role that the RDC would like to play in community economic development, does the Planning Act provide you with a satisfactory set of powers, responsibilities and freedoms to do the job?

Yes       No       Uncertain

24.0 How would you alter or modify the Planning Act to enable you to better play a role in community economic development?

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

25.0 Do you believe that the present provincial government policies, programs and legislation are suited to encouraging and helping accomplish economic development goals in your community?

Well Suited       Good Enough  
 Poorly Suited       Do Not Know

26.0 What are the most important changes to provincial policies, programs or legislation that you would like to see? (Do not list more than three).

1. \_\_\_\_\_  
\_\_\_\_\_  
2. \_\_\_\_\_  
\_\_\_\_\_  
3. \_\_\_\_\_  
\_\_\_\_\_

27.0 Do you believe that the federal government policies, programs and legislation are suited to encouraging and helping accomplish economic development goals in your community?

Well Suited       Good Enough  
 Poorly Suited       Do Not Know

28.0 What are the most important changes to federal policies, programs and legislation that you would like to see? (Do not list more than three).

1. \_\_\_\_\_  
\_\_\_\_\_  
2. \_\_\_\_\_  
\_\_\_\_\_  
3. \_\_\_\_\_  
\_\_\_\_\_

29.0 Provincial department officials are available to advise and provide services to organizations, municipalities, towns, and villages that are thinking about or engaged in doing an economic development plan or some kind of development project.

(A) How often would you say your RDC have sought advice from provincial officials regarding economic development matters?

Never       A Few Times       Often

(B) How satisfied were you with the advice?

Very Satisfied       Generally Satisfied  
 Dissatisfied       Not Applicable

(C) If you indicated "Dissatisfied" please explain.

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

(D) How satisfied were you with the services or assistance provided to you?

Very Satisfied                       Generally Satisfied  
 Dissatisfied                             Not Applicable

(E) If you indicated "Dissatisfied" please explain.

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

30.0 Are there areas of community development that you would like assistance with, but for which no provincial or federal programs exist?

Yes                       No

If you answered no, go to question 30.0.

30.1 If you answered yes in question 30.0 please describe these areas.

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

31.0 As you probably know, there are many federal and provincial programs that can be applied for to assist local economic development in one way or another. How many such programs are you aware of? Please indicate the name and level of government who offers it.

1. \_\_\_\_\_  
2. \_\_\_\_\_  
3. \_\_\_\_\_  
4. \_\_\_\_\_

5. \_\_\_\_\_  
6. \_\_\_\_\_  
7. \_\_\_\_\_  
8. \_\_\_\_\_  
9. \_\_\_\_\_  
10. \_\_\_\_\_

D. In this section we are interested in your views about "community economic development" and the future of your community.

32.0 Considering the present direction and strength of economic development in your community, is your view of the future (A) pessimistic or (B) optimistic? Circle A or B. Comment if you wish.

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

33.0 What do you see as the one, two or three major issues in community economic development that your community has to deal with? List up to three only.

1. \_\_\_\_\_  
2. \_\_\_\_\_  
3. \_\_\_\_\_

34.0 Thinking about the major issues that you just described, is it likely that your RDC will be able to solve them without provincial or federal government aid?

Yes  No

Comment if you wish \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

35.0 Who do you think in your opinion, is the group which is best suited and able to carry out community economic development?

Eastman Regional Development Corporation

Beausejour Brokenhead Community Development Assoc.

Granite Shield Incentives Inc.

Winnipeg River - Brokenhead Ventures Inc.

Comment if you wish. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Winnipeg-River Brokenhead Ventures Questionnaire

A. This first section deals with the form and approach of your local community economic development efforts.

1.0 Is there an economic development committee within your community futures committee or something similar?

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

2.0 Does the Community Futures Committee employ an economic development officer or something similar?

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

If "something similar" please describe. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2.1 Is this position full or part time? \_\_\_ Yes \_\_\_ No

2.2 How long has this position existed? \_\_\_ Months

3.0 Does your Community Futures Committee produce community profiles for its member communities?

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

3.1 If no, does the Community Futures Committee utilize a community profile produced by a government department or other special interest body?

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

3.2 If yes, please specify the name(s) of the government department or other special interest body?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

4.0 Because your organization is part of a federal program, is your decision-making process guided by specific rules and regulations? Please explain.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

5.0 As part of your goals and objectives, does the Community Futures Committee consider both social and economic aspects of community development?

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

If no, please explain. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

5.1 Do you focus solely on business development?

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

5.2 What are your major sectors of activity?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_



6.0 Has your Community Futures Committee produced an economic development plan of some type?

Yes  No

If you answered no, go to question 7.0

6.1 Were these economic development plans implemented?

Fully Implemented  Partially Implemented

Not Implemented at All

If you answered "Not Implemented at All" go to question 7.0.

6.2 Is the plan reviewed and updated?  Yes  No

6.3 If you answered either "Fully Implemented" or "Partially Implemented" in question 6.1, how would you rate your success in implementation?

Please check the phrase that best completes the sentence:  
"Goals and objectives were achieved..."

Completely  To Some Extent  Only a Little

Hardly at All

If you indicated "Completely" or "To Some Extent", go to question 6.5.

6.4 If you indicated "Only a Little" or "Hardly at All" in question 6.3, can you tell us what factors or events would explain this situation? Please state only the most important three.

1. \_\_\_\_\_

2. \_\_\_\_\_

3. \_\_\_\_\_

\_\_\_\_\_

6.5 Are the residents of your member communities aware of and committed to the community economic development plan?

Most Are  Some Are  Few Are

Generally Not Aware

7.0 Are your community economic development plans and programs co-ordinated with other local planning bodies or interest groups etc? Please indicate how many committees, bodies and interest groups you co-ordinate with.

Groups/Bodies  None  Do Not Know

7.1 How would you describe the level of co-operation between your Community Futures Committee and these other local groups?

Complete Co-operation  Some Co-operation

Little Co-operation  No Co-operation

8.0 Do you co-ordinate community economic development efforts with neighbouring political bodies such as municipal districts, improvement districts, towns, villages or cities?

Please indicate how many bodies, districts, towns or villages you co-ordinate with.

Bodies/Districts  None

Do Not Know

8.1 How would you describe the level of co-operation between your Community Futures Committee and these other non-local groups?

Complete Co-operation  Some Co-operation

Little Co-operation  No Co-operation

9.0 Has your Community Futures Committee undertaken any major projects singly or in co-operation with other local bodies?

If so please specify the project and names of the other groups involves.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10. How are your Community Futures Committee efforts financed? Please check as many as apply.

- Special Tax
- General revenues of the Community Futures Committee
- Municipal in/direct grants
- Other Federal Funding
- Other (Please specify) \_\_\_\_\_

11.0 Is the current expenditure sufficient for your Community Futures Committee to pursue its goals and objectives effectively?

- Yes
- No
- No Opinion

12.0 How much has you Community Futures Committee spent on economic development planning or operating programs or projects for the fiscal years shown? Approximate amounts or estimates are satisfactory.

<u>Fiscal Year</u>	<u>Amount</u>	<u>Source of Funding</u>
1990 Budget		
1989 Actual		
1988 Actual		

13.0 Overall, how satisfied are you with your community economic development efforts? Please check the words that best describe your level of satisfaction.

- Extremely satisfied
- Satisfied
- Dissatisfied
- Extremely Dissatisfied

14.0 What obstacles and barriers exist in pursuit of your economic development objectives. Please describe the most important one or two.

1. \_\_\_\_\_  
\_\_\_\_\_
2. \_\_\_\_\_  
\_\_\_\_\_

15.0 The Community Futures Committee has wide jurisdiction to offer its services and expertise to a number of communities within the southeast region of Manitoba. Is there a problem of one town being favoured over another? Please explain.

---



---



---



---

B. This section addresses the role of Community Futures Committee in community economic development efforts.

16.0 The options below are ones that the Community Futures Committee can use to facilitate the private sector in achieving economic development objectives. What is the current practice of the Community Futures Committee on the question of assisting the private sector in achieving community economic development goals and objectives? Please check off as many as apply.

- Planning (Preparation of economic development strategy)
- Program Administrator
- Source of Venture Capital
- Feasibility Studies
- Facilitator/Liaison (Please define role) \_\_\_\_\_  
\_\_\_\_\_
- Training programs
- Monitoring
- Marketing
- Prospecting

- Promoting
- Consultation
- Other (Please specify) \_\_\_\_\_

17.0 Please complete the following sentence by checking the phrase that best describes your opinion. "The role played by our Community Futures Committee in furthering economic objectives of the communities..."

- Is Just Right                       Could Be Improved
- Should be Changed                   Is Very Inadequate

If you answered "Is Just Right" go to question 19.0.

18.0 How would you like to see the role the Community Futures Committee plays in community economic development changed?

---



---



---



---

19.0 What methods does your Community Futures Committee use to aid existing businesses in the communities? Please check off the methods used and how successful they are.

- Very S. - Very Successful              S. - Successful
- Un. S. - Unsuccessful                  Very Un. S. - Very Unsuccessful

Very S.    S.    Un. S.    Very Un. S.

CFC meets with Business reps.

Business reps on CFC Board

Very S.    S.    Un.S.    Very Un.S.

Chamber of Commerce reps on CFC Board

Other (Please specify) \_\_\_\_\_

20.0 Does the Community Futures Committee employ any of the following to attract new business and industry to the community? Please check off the methods used and how successful they are.

- Very S. - Very Successful                      S. - Successful
  - Un. S. - Unsuccessful                      Very Un. S. - Very Unsuccessful
- Very S.    S.    Un.S.    Very Un.S.

Promoting/Advertising

Prospecting

Grants

Incentives

Loans

Counselling

Technical Advice

Other (Please specify) \_\_\_\_\_

21.0 Of the activities undertaken and services offered by your Community Futures Committee, do you know of any government department or special interest group or body who provides the same service(s) and the name of the duplicating organizations.

---



---



---



---

C. This section asks about federal legislation, policies and programs, and your opinions on their effectiveness and benefit to the various communities. Please check the appropriate response unless instructed otherwise.

22.0 When considering community economic development efforts, how often do you consult provincial legislation such as the Planning Act?

Frequently  Sometimes  Never

23.0 For the role the Community Futures Committee would like to play in community economic development, does the Community Futures Committee's program parameters/guidelines provide you with a satisfactory set of powers, responsibilities and freedoms to do the job?

Yes  No  Uncertain

24.0 How would you alter your program parameters to enable you to better play a role in community economic development?

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

25.0 Do you believe that your present Community Futures Committee program is suited to encouraging and helping accomplish economic development goals in your member communities?

Well Suited  Good Enough  
 Poorly Suited  Do Not Know

26.0 Because your Committee was created under a Federal program, what are the most important changes to federal policies, programs or legislation that you would like to see in conjunction with your Community Futures Committee, to better play a role in community economic development. Do not list more than three.

1. \_\_\_\_\_  
\_\_\_\_\_  
2. \_\_\_\_\_  
\_\_\_\_\_  
3. \_\_\_\_\_  
\_\_\_\_\_

D. In this section we are interested in your views about "community economic development" and the future of your member communities.

27.0 Considering the present direction and strength of economic development within your membership communities in general, is your view of the future (A) pessimistic or (B) optimistic?

Circle A or B. Comment if you wish. \_\_\_\_\_

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

28.0 What do you see as the one, two and three major issues in community economic development that communities have to deal with? List up to three only.

1. \_\_\_\_\_  
\_\_\_\_\_  
2. \_\_\_\_\_  
\_\_\_\_\_  
3. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

29.0 Thinking about the major issues you just described, is it likely that the Community Futures Committee will be able to solve them without any level of government aid?

Yes  No

Comment if you wish. \_\_\_\_\_

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

30.0 Who do you think in your opinion is the group which is best suited and able to carry out community economic development?

- \_\_\_\_ Eastman Regional Development Corporation
- \_\_\_\_ Beausejour Brokenhead Development Corporation
- \_\_\_\_ Granite Shield Incentives Inc.
- \_\_\_\_ Winnipeg River - Brokenhead Ventures Inc.

Comment if you wish. \_\_\_\_\_

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

Granite Shield Incentives Questionnaire

A. This first section deals with the form and approach of your local community development efforts.

1.0 Is there an economic development committee within your business (BDC) or something similar?

Yes  No

2.0 Does the BDC employ an economic development officer or something similar?

Yes  No

If "something similar" please describe. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2.1 Is this position full or part-time?  Yes  No

2.2 How long has this position existed? \_\_\_\_\_ Months

3.0 When dealing with the town of Beausejour, does the BDC utilize community profile(s) provided by a government department or other special interest body?

Yes  No

3.1 If yes, please specify the name(s) of the government department or other special interest body.  
\_\_\_\_\_  
\_\_\_\_\_

3.2 Because your organization is part of a federal program, is your decision-making process guided by specific rules and regulations? Please explain.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4.0 As part of your goals and objectives, does the Community Futures Business Development Centre consider both social and economic aspects of community development?

Yes  No

4.1 Do you focus solely on business development?

Yes  No

4.2 What are your major areas of activity? Please explain.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5.0 Has the BDC produced an economic development plan of some type?

Yes  No

If you answered yes, go to question 6.0.

5.1 Were these economic development plans implemented?

Fully Implemented  Partially Implemented

Not Implemented at All

If you answered "Not Implemented at All" go to question 6.0.

5.2 If you answered either "Fully Implemented" or "Partially Implemented" in question 5.1, how would you rate your success in implementation?

Please check the phrase that best completes the sentence: "Goals and objectives were achieved..."

Completely  To Some Extent

Only a Little  Hardly at All

If you answered "Completely" or "To Some Extent", go to question 5.4.

5.3 If you indicated "Only a Little" or "Hardly at All" in question 5.2, can you tell us what factors or events would explain this situation? Please state only the most important three.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

5.4 Are the residents within Beausejour aware of and committed to your economic development plans?

Most Are       Some Are       Few Are  
 Generally Not Aware

6.0 Are your community economic development plans and programs co-ordinated with other local planning bodies or interest groups etc? Please indicate how many committees, bodies and interest groups you co-ordinate with.

Group/Bodies       None       Do Not Know

7.0 Do you co-ordinate community economic development efforts with neighboring political bodies such as municipal districts, improvement districts, towns, villages or cities etc?

Please indicate how many bodies, districts, towns or villages you co-ordinate with.

Bodies/districts etc.       None

Do Not Know

8.0 How would you describe the level of co-operation between your organization and these other non-local bodies? Please check the description that represents the level of co-operation.

Complete Co-operation       Some Co-operation  
 Little Co-operation       No Co-operation at All

9.0 How are your BDC efforts financed? Please check as many as apply.

Special Tax  
 General revenues of BDC  
 Municipal in/direct grants  
 Other federal funding  
 Other (Please specify) \_\_\_\_\_

10.0 Is the current expenditure sufficient for your BDC to pursue its goals and objectives effectively?

Yes       No       No Opinion

11.0 How much has your BDC spent on economic development planning or operating programs or projects for the fiscal years shown? Approximate amounts or estimates are satisfactory.

<u>Fiscal Year</u>	<u>Amount</u>	<u>Source of Funding</u>
1990 Budget		
1989 Actual		
1988 Actual		

12.0 Overall, how satisfied are you with your community economic development efforts? Please check the words that best describe your level of satisfaction.

Extremely Satisfied       Satisfied  
 Dissatisfied       Extremely Dissatisfied

13.0 What obstacles and barriers exist in pursuit of your economic development objectives. Please describe the most important one or two.

1. \_\_\_\_\_
2. \_\_\_\_\_

14.0 The BDC has wide jurisdiction to offer its services and expertise to a number of communities within the southeast region of Manitoba. Is there a problem of one town being favored over another? Please explain.

---

---

---

---

---

B. This section addresses the role of the BDC in community economic development efforts.

15.0 The options below are ones that the BDC can use to facilitate the private sector in achieving economic development objectives. What is the current practice of the BDC on the question of assisting the private sector in achieving community economic development goals and objectives? Please check off as many as apply.

- Planning (Preparation of economic development strategy)
- Program Administrator
- Source of Venture Capital
- Feasibility Studies
- Facilitator/Liaison (Please define role) \_\_\_\_\_
- Training programs
- Consultation
- Other (Please specify) \_\_\_\_\_

16.0 Please complete the following sentence by checking the phrase that best describes your opinion. "The role played by our BDC in furthering economic objectives of the communities..."

- Is Just Right
- Could be Improved
- Should be Changed
- Is Very Inadequate

If you answered "Is Just Right" go to question 17.0.

17.0 How would you like to see the role the BDC plays in community economic development changed?

---

---

---

---

---

18.0 What methods does your BDC use to aid existing businesses in the communities? Please check off the methods used and how successful they are.

Very S. - Very Successful      S. - Successful  
Un. S. - Unsuccessful      Very Un. S. - Very Unsuccessful

Very S.    S.    Un. S.    Very Un. S.

BDC meets with Business reps.

Business reps. on BDC Board

Chamber of Commerce reps. on BDC Board

Other (Please specify) \_\_\_\_\_

19.0 Does the BDC employ any of the following to attract new business and industry to the community? Please check off the methods used and how successful they are.

Very S.    S.    Un. S.    Very Un. S.

Promoting/Advertising

Prospecting

Grants

Incentives

Loans

Counselling

Technical Advice

Other (Please specify) \_\_\_\_\_



20.0 Of the activities undertaken and services offered by your BDC, do you now of any government department or special interest group or body who provides the same services? Please specify the activity or service(s) and the name of the duplicating organizations.

---

---

---

---

---

---

C. This section asks about federal legislation, policies and programs, and your opinions on their effectiveness and benefit to the various communities. Please check the appropriate response unless instructed otherwise.

21.0 For the role the BDC would like to play in community economic development, does the BDC's program parametres/guidelines provide you with a satisfactory set of powers, responsibilities and freedoms to do the job?

Yes       No       Uncertain

22.0 How would you alter your program parametres to enable you to better play a role in community economic development?

---

---

---

---

23.0 Do you believe that your present BDC program is suited to encouraging and helping accomplish economic development goals in your member communities?

Well Suited       Good Enough  
 Poorly Suited       Do Not Know

24.0 What are the most important changes to federal policies, programs or legislation that you would like to see in conjunction with your BDC? (Do not list more than three).

1. \_\_\_\_\_  
\_\_\_\_\_

2. \_\_\_\_\_  
\_\_\_\_\_

3. \_\_\_\_\_  
\_\_\_\_\_

D. In this section we are interested in your views about "community economic development" and th future of your member communities.

25.0 Considering the present direction and strength of economic development within your membership communities in general, is your view of the future (A) pessimistic or (B) optimistic?

Circle A or B. Comment if you wish. \_\_\_\_\_

---

---

---

26.0 What do you see as the one, two and three major issues in community economic development that communities have to deal with? List up to three only.

1. \_\_\_\_\_  
\_\_\_\_\_

2. \_\_\_\_\_  
\_\_\_\_\_

---

---

3. \_\_\_\_\_  
\_\_\_\_\_

27.0 Thinking about the major issues you just described, is it likely that the BDC will be able to solve them without any level of government aid?

\_\_\_\_ Yes                      \_\_\_\_ no

Comment if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

28.0 Who do you think in your opinion, is the group which is best suited and able to carry out community economic development?

- \_\_\_\_ Eastman Regional Development Corporation
- \_\_\_\_ Beausejour Brokenhead Community Development Corp.
- \_\_\_\_ Granite Shield Incentives Inc.
- \_\_\_\_ Winnipeg River - Brokenhead Ventures Inc.

Comment if you wish. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**APPENDIX EIGHT**

**Tables of Board of Director Responses**

**TABLE 1: Organizational Form and Approach**

	BBDC	ERDC	WRBV
Economic development plan created	Yes	Yes	Yes
Plan is updated and reviewed	No	Yes	Yes
Economic development coordinator	No	Yes	Yes
Plan considers social and economic aspects of community development	Yes	Yes	Yes
Do they utilize a community profile?	Yes	Yes	Yes
Community profile is created by:	ERDC	ERDC	ERDC/Price Waterhouse
Decision-making is a consensus	Yes	Yes	Yes
Finance/revenues	Municipal grants Revenues of CDC	Municipal levy Revenues of RDC Other fees	Federal Govt Grant General revenues Fees for service
Coordinate with other local planning bodies and interest groups?	Yes	Yes	Yes
Undertaken any major projects?	Yes Industrial Park	Yes Projects with other local CDC's	Yes Education Programs Wpg. River Waterway Study Environmental projects Pinawa Resort Convention Centre.

Source: Beausejour Case Study: Board Member Questionnaires, 1990.

TABLE 2: Major Activity Areas

BBDC	ERDC	WRBV
Develop industrial park	Education and training	Facilitate permanent private sector employment
Develop commercial and recreational potential of the region	Lobbying	Education
Business development	Data collection and dissemination	Prospecting
Training	Prospecting and promotion	Facilitating funding
Information broker	Community economic development	Training
		Agricultural diversification
		Feasibility studies (Needs Assessment)
		Hospitality seminars
		Tourism
		Promotion

Source: Beausejour Case Study: Board Member Questionnaires, 1990.

TABLE 3: Organizational Options to Assist the Private Sector

BBDC	ERDC	WRBV
Planning	Planning	Planning
Advocate	Advocate	Program Administration
Promoter	Facilitator	Feasibility studies
Facilitator		Facilitator/liaison
		Training programs
		Monitoring
		Marketing
		Prospecting
		Promotion
		Consultation

Source: Beausejour Case Study: Board Member Questionnaires, 1990.

**TABLE 4: BBDC Methods to Aid Existing Businesses**

	V Satis	Satis	Unsat	V. Un Satis	No Answer
BBDC meets with business representatives	17%	67%	17%		
Business representatives on the BBDC Board	33%	67%			
Chamber of Commerce reps. on BBDC Board	33%	67%			
BBDC acts as facilitator	33%	33%	17%	17%	

Source: Beausejour Case Study: Board Member Questionnaire, 1990.

**TABLE 5: ERDC Methods to Aid Existing Businesses**

	V. Satis	Satis	Unsat	V. Un Satis	No Answer
ERDC meets with business representatives	20%	40%		20%	20%
Business representatives on the ERDC Board		20%	20%	20%	40%
Chamber of Commerce reps. on ERDC Board			20%	20%	60%
ERDC acts as facilitator		80%			20%
Consultation	20%	60%			20%
Market research	20%	60%		20%	
Business library		80%	20%		
Business workshops	20%		60%		
Training	40%	20%	40%		

Source: Beausejour Case Study: Board Member Questionnaire, 1990.

**TABLE 6: WRBV Methods to Aid Existing Businesses**

	V. Satis	Satis	Unsat	V. Un Satis	No Answer
WRBV meets with business representatives	14%	71%	14%		
Business representatives on WRBV Board	43%	43%	14%		
Chamber of Commerce reps on WRBV Board	14%	43%	43%		

Source: Beausejour Case Study: Board Member Questionnaire 1990.

**TABLE 7: BBDC Methods to Attract Business and Industry**

	V. Satis	Satis	Unsa t	V. Un Satis	No Answer
Promoting and advertising	17%	50%			33%
Prospecting		17%		17%	67%

Source: Beausejour Case Study: Board Member Questionnaire, 1990.

**TABLE 8: ERDC Methods to Attract Business and Industry**

	V. Satis	Satis	Unsa t	V. Un Satis	No Answer
Promoting and advertising		40%	40%		20%
Prospecting		60%	20%		20%
Participation in trade shows	40%	40%			20%
Grants	20%		20%		60%

Source: Beausejour Case Study: Board Member Questionnaires, 1990.

**TABLE 9: WRBV Methods to Attract Business and Industry**

	V. Satis	Satis	Unsa t	V. Un Satis	No Answer
Promotion and advertising	28%	28%			43%
Prospecting	14%	57%			28%
Grants	14%	43%			43%
Incentives	28%	14%			57%
Loans	43%	43%			14%
Counseling	28%	43%			28%
Technical Advice	43%	28%			28%

Source: Beausejour Case Study: Board Member Questionnaire, 1990.

## BIBLIOGRAPHY

- Alberta Tourism and Small Business. 1984. *Assisting Regional Communities Industry and Business: A guide for organizing an economic development committee.*
- Alberta Tourism and Small Business. *Assisting Regional Communities Industry and Business: An Economic Development Guide for Municipalities.*
- Arnstein, Sherry. 1969. A Ladder of Citizen Participation. In *Journal of The American Institute of Planners*. Vol. XXXV, No. 4. (July): 215-224.
- Bollman, Ray, and Michael Gertler. 1989. *Sustainable Rural Communities: Some elements for success.* Notes based on a Seminar on Sustainable Rural Communities organized by the Agriculture and Rural Restructuring Group Saskatoon.
- Boothroyd, P., and C. Davis. 1991. *The Meaning of Community Economic Development.* Vancouver, B.C.: School of Community and Regional Planning, University of British Columbia.
- Brodhead, Dal., Francois Lamontagne and Jon Peirce. 1990. *The Local Development Organization: A Canadian Perspective.* Ottawa, Ontario: Economic Council of Canada.
- Campfens, Hubert. 1983. *Rethinking Community Development in a Changing Society.* Guelph, Ontario: Ontario Community Development Society.
- Canadian Association of Single Industry Towns. 1986. *Policies for Economic Diversification in Small Communities.* A presentation to the Federation of Canadian Municipalities 1986 Annual Conference.
- Cossey, Keith. 1990. *Co-Operative Strategies for Sustainable Communities: Community-Based Development Organizations.* New Brunswick: Rural and Small Town Research and Studies Programme, Mount Allison University.
- Daly, Herman, and John B. Cobb Jr. 1989. *For The Common Good: Redirecting the Economy toward Community, the Environment, and a Sustainable Future.* Boston: Beacon Press.
- Dauncey, Guy. 1986. *Introduction to Community Economic Development.* Winnipeg: unpublished paper.



- Decter, Michael., and Jeffrey Kowall. 1989. *A Case Study of the Kitsaki Development Corporation, La Ronge Indian Band, La Ronge, Saskatchewan*. Ottawa, Ontario: Economic Council of Canada.
- Development Indicator Project Steering Committee, Indian and Northern Affairs. 1991. *Using Development Indicators for Aboriginal Development*.
- Development Indicator Project Steering Committee, Indian and Northern Affairs. 1991. *Training Manual on the Development Indicators Guidebook: Facilitator Manual*.
- Development Indicator Project Steering Committee, Indian and Northern Affairs. 1991. *Using Development Indicators for Aboriginal Development: Participant Manual*.
- Dorsey, Candace and Ellen Ticoll, Ed. 1982. *The Nuts and Bolts of Community Economic Development*. Edmonton, Alberta: Edmonton Social Planning Council.
- Douglas, David. 1989. Community Economic Development in Rural Canada: A Critical Review. *Plan Canada*, Vol. 29, No. 2 (March): 28-46.
- Dykeman, Floyd. 1987. *Community Development: A Prescription for a Healthy Community*. New Brunswick: Rural and Small Town Research and Studies Programme, Mount Allison University.
- Dykeman, Floyd, ed. 1990. *Entrepreneurial and Sustainable Rural Communities*. Proceedings of a conference held in St. Andrews-by-the-Sea, N.B. in June 1988. New Brunswick: Rural and Small Town Research and Studies Programme, Mount Allison University.
- Economic Council of Canada. 1990. *From the Bottom Up: The Community Economic-Development Approach*. A Statement by the Economic Council of Canada.
- Economic Council of Newfoundland and Labrador. 1989. *Equity Capital and Economic Development in Newfoundland and Labrador*.
- Economic Research and Analysis Branch, Province of Manitoba. 1981.
- Ekins, Paul, ed. 1986. *The Living Economy: A new economics in the making*. Selected papers and proceedings from The Other Economic Summit (TOES). London: Routledge & Kegan Paul.
- Ekins, Paul. 1992. *A New World Order: Grassroots movements for Global Change*. London: Routledge.

- Fairbairn, Brett., June Bold, Murray Fulton, Lou Hammond Ketilson and Daniel Ish. 1991. *Co-operatives & Community Development*. Saskatoon, Saskatchewan: Centre for the Study of Co-operatives, University of Saskatchewan.
- Forehand, Garlie., Ed. 1982. *Applications of Time Series Analysis to Evaluation*. London, England: Jossey-Bass Inc.
- Galtung, Johan. 1986. Towards a New Economics: On the theory and practice of self reliance. In *The Living Economy*, edited by Paul Ekins, 97-109. London: Routledge and Kegan Paul.
- Gerecke, Kent, Ed. 1991. *The Canadian City*. Quebec, Canada: Black Rose Books.
- Hass, G.W., ed. 1984. *Community Development Corporations: A SCRAD symposium*. Saskatoon, Saskatchewan: University of Saskatchewan.
- Kelly, Rita Mae. 1977. *Community Control of Economic Development: The Boards of Directors of Community Development Corporations*. New York: Praeger Publishers.
- Kitchen, Harry. 1985. *The Role for Local Governments in Economic Development*. Toronto, Ontario: Ontario Economic Council.
- Lang, Reg. 1986. Planning for Integrated Development. In *Integrated Rural Planning and Development*, edited by Floyd Dykeman, 81-104. New Brunswick: Rural and Small Town Research and Studies Programme, Mount Allison University.
- Lewis, Mike and Frank Green. 1992. *Strategic Planning for the Community Economic Development Practitioner*. Vancouver, B.C.: Westcoast Development Group.
- Lotz, Jim. 1977. *Understanding Canada: Regional and Community Development in a New Nation*. Toronto, Ontario: New Canada Publications.
- Loughran, Neil. 1985. *Community Development Corporations & Co-operatives: A Study of the Effectiveness of Two Vehicles for Broad Based Community Economic Development*. Unpublished Report.
- MacLeod, Greg. 1986. *New Age Business: Community corporations that work*. Ottawa, Ontario: Canadian Council on Social Development.

- Manitoba Department of Business Development and Tourism. 1984. *The Report of the Study Team on Regional Development Corporations in Manitoba*.
- Marshall, Catherine and Gretchen Rossman. 1989. *Designing Qualitative Research*. London: Sage Publications.
- Mason, Greg, Brian McPherson, Derek Hum and Lance Roberts. 1983. *Survey Research Methods*. Winnipeg, Manitoba: Institute for Social and Economic Research, The University of Manitoba.
- McKee, Bradford. 1992. A Boost for Art Ups. In *Nations Business*. Volume 80, No. 8. (August): 40-42.
- McRobie, George. 1981. *Small is Possible*. New York: Harper & Row Publishers.
- Morris, David. 1982. *Self-Reliant Cities: Energy and the Transformation of Urban America*. San Francisco: Sierra Club Books.
- National Association of Towns and Townships. 1985. *Harvesting Hometown Jobs: A Small-Town Guide to Local Economic Development*. Washington, D.C.: National Center for Small Communities.
- Nasewich, Rod. 1989. *Knowledge and Action: Bridging Community Economic Development and Planning*. Master's Thesis. University of Manitoba.
- Nasewich, Rod. 1991. Reordering Planning: Lessons from CED. In *The Canadian City*, edited by Kent Gerecke, 115-130. Montreal, Quebec: Black Rose Books.
- Nozick, Marcia. 1988. *Changing Times: Understanding Community Economic Development for the 1990's*. Master's Thesis. University of Manitoba.
- Nozick, Marcia. 1991. Principles of Community Economic Development. In *The Canadian City*, edited by Kent Gerecke, 79-90. Quebec, Canada: Black Rose Books.
- Nozick, Marcia. 1992. *No Place Like Home: Building Sustainable Communities*. Ontario: Canadian Council on Social Development.
- O'Leary, Tom. 1984. Community Development Corporations and Their Potential. In *Community Development Corporations: A SCRAD symposium*, edited by G.W. Hass, 1-11. Saskatoon, Saskatchewan: University of Saskatchewan.

- Patton, Michael. 1990. *Qualitative Evaluation Methods*. London: Sage Publications Ltd.
- Perks, William, and Neil MacDonald. 1988. *Building Capacity for Self-Help: A Survey on the Role of Alberta's Municipalities in Community Economic Development*. Edmonton, Alberta: Alberta Municipal Affairs.
- Perry, Stewart. 1984. *Evolving a New Economic Perspective*. In *The Nuts and Bolts of Community Based Economic Development*, edited by Candace J. Dorsey and Ellen Ticoll, 5-13. Edmonton: Edmonton Social Planning Council.
- Perry, Stewart. *The Community as a Base for Regional Development*. Local development paper No. 11 from the Economic Council of Canada Local Development Series. Vancouver, British Columbia: Westcoast Development Group.
- Ross, David., and Peter Usher. 1986. *From the Roots Up: Economic Development as if Community Mattered*. Toronto, Ontario: The Canadian Council on Social Development, James Lorimer & Company.
- Satin, A, and W. Shastry. 1983. *Survey Sampling: A Non-Mathematical Guide*. Ottawa: Statistics Canada.
- Schumacher, E.F. 1973. *Small is Beautiful: A study of economics as if people mattered*. London, England, Abacus Books.
- Schuman, Howard, and Stanley Presser. 1981. *Questions and Answers in Attitude Surveys: Experiments on Question Form, Wording and Context*. New York: Academic Press, Inc.
- Seasons, Mark. 1986. *Economic Development in Small Communities: Current Practice and Future Approaches*. In *Integrated Rural Planning and Development*, edited by Floyd Dykeman, 167-184. New Brunswick: Rural and Small Town Research and Studies Programme, Mount Allison University.
- Sinclair, Peter. 1989. *The Great Northern Peninsula Development Corporation: An Organizational Framework for Revitalization?* Ottawa, Ontario: Economic Council of Canada.
- Statistics Canada. 1986 *Census of Canada*.

Westarc Group Inc. *A New Agenda for Rural Manitoba.*  
Winnipeg, Manitoba: Manitoba Community Newspapers  
Association.

Westcoast Development Group. 1990. *The Development Wheel:  
A Workbook to Guide Community Analysis and Development  
Planning.* Port Alberni, B.C.: Westcoast Development  
Group.

Westcoast Development Group. 1993. *CED Resource Catalogue.*  
Vancouver, B.C.: Westcoast Development Group.

*What Now: Another Development.* Report presented to the  
1975 Seventh Special Session of the United Nations  
General Assembly on Development and International  
Cooperation by the Dag Hammarskjold Project. Sweden:  
Dag Hammarskjold Foundation, 1975.

Wismer, Susan and David Pell. 1981. *Community Profit.*  
Toronto, Ontario: Is Five Press.

Yates, Frank. 1981. *Sampling Methods for Censuses and  
Surveys.* New York: Charles Griffin & Company Limited.