

NEW HAMPSHIRE COLLEGE
COMMUNITY ECONOMIC DEVELOPMENT PROGRAM
APPLIED THESIS FINAL REPORT

Submitted To: Prof. David Miller
By: Dan Uberoi
Date: January 24, 1992

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ABSTRACT

The following is an applied thesis in Community Economic Development. Its contents are written using a reflective approach.

The Project relates to a rural community in central Nova Scotia, Canada, called the Wentworth Valley Region and what implications the re-routing of the Trans Canada Highway which currently runs through the Valley will have on it from a Community Economic Development perspective.

Having entered the field of Community Economic Development immediately after completing a Bachelor of Commerce Degree, I was of the opinion that I had a solid orientation to the whole area of CED and was possibly in an advantaged position over others who had entered the field from other professions and disciplines which may have restricted or limited their CED perspectives. Looking back on the way this project evolved and considering what I have learned along the way while studying a variety of CED subjects, it is hard to believe how significantly my own understanding and perspective toward Community Economic Development has changed.

The Logical Framework Project Design and the Project Contract which are included in sections to follow, profile my initial approach which I came to realize was not representative of the underlying values upon which a true Community Economic Development effort should be based. It reflected a much more "*traditional*" approach to

economic development and contained little emphasis on the **Community** part of the process and the social responsibility which must be inherent to it.

Consequently, as was the case for most of my classmates, the End of Project Status turned out much differently than I had initially anticipated. Since the impending changes to the highway will not be completed until approximately 1996 and the influences it will cause to the local area will occur over an even longer period of time, the true CED process which will occur is only just beginning.

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INTRODUCTION

As the author of this final report, it seems appropriate to provide a brief overview of my position and involvement with Community Economic Development in our area.

I am employed by a privately incorporated, community based organization called the Cumberland Regional Industrial Training Committee. The organization receives all of its funding from the Federal Government of Canada through its Employment and Immigration Commission. The Cumberland RITC's mandate is to:

1. ***Identify Needs*** - an analysis of the scope and severity of the imbalance between the supply of skilled personnel and demand for these skilled individuals by industry.
2. ***Develop Strategies*** - in certain cases, better long-range planning, better selection of staff, and closer coordination among employers, government departments, community colleges, and private trainers can resolve problems.
3. ***Initiate Training Programs*** - in many cases, training programs are requested. Working with government, the RITC can ensure that suitable programs are implemented for local labour markets and industries.
4. ***Mobilize the Business Community*** - the RITC provides leadership, serving as a catalyst to encourage the business community and industries - labour and management - to participate in training programs (Develop a Training Culture).

The Cumberland RITC is responsible for responding to the training needs of business and industry throughout Cumberland County. It sponsors and coordinates a wide range of programs which address fundamental occupational skills, technological change, and advanced operations management.

I also work in association with the Cumberland Development Authority which serves as an umbrella organization addressing a broad spectrum of CED issues for the County of Cumberland. It provides leadership, access to information and resources, and financially supports CED initiatives and community organizations such as Town Industrial Commissions and Development Associations.

It was through this organization that I intended to become involved in the activities of the community groups in Wentworth. My reasons for choosing this community for my project were:

- I was familiar with the community and a number of the individuals involved.
- I appreciated the region's tremendous natural recreational potential and am interested in its enhancement.
- As an unorganized, unincorporated community, the Wentworth Valley Community which has developed around the Trans Canada Highway, presented a broad range of interesting CED related issues to study.

INITIAL PROJECT APPROACH

Initially my approach to this project involved studying the community of Wentworth and conducting research to assess the impact that diverting the Trans Canada Highway around the Valley would have on the local economy and to develop an Economic Development Strategy and Action Plan which would help to alleviate some of the perceived problems this infrastructure change would produce. I intended to compile statistical information, work with local business operators to develop long range planning, interview principal community stakeholders, and research other small resort communities to assess how they may have overcome similar Community Economic Development challenges.

I originally intended to approach this project in a manner which reflected more of a consultant's traditional approach than that of a Community Economic Development Practitioner. During the early stages of this project I revised the Logical Framework Project Design and the Project Contract to reflect an approach which was more consistent with the values which should underlie Community Economic Development. This "*evolution*" of focus was a result of the helpful guidance of our project group leader, Prof. David Miller, constructive feedback of fellow group members, and an enlightened perspective that I acquired as my studies under the New Hampshire College CED program progressed.

It seemed like a very interesting situation and my approach was, more or less, to conduct a study and then to develop an Economic Development Strategy and Action Plan on behalf of the Community. During the term of this project I came to several realizations. An Economic Development Strategy can be a very useful tool as long as it is a Community Economic Development Strategy developed with the participation of the community constituents. It is unrealistic and ineffective to attempt to parachute into a community thinking that you can solve all its problems. (That has been a mistake repeated by the Canadian government time and time again.) And as an outsider, even though you are familiar with the community and its residents, you may not always have a full understanding of the underlying issues and concerns that exist. I found that there were other assumptions than those listed in the Logical Framework Project Design that I took for granted yet were important to the process. These will be discussed under the section on *"Unanticipated Consequences of Doing Project"*.

Another item that became an issue while working on this project was the process of defining the community. Initially I did not clearly define the constituents of the community and their characteristics or other components that comprised the community such as geographical area. This oversight came to be a stumbling block and I was forced to take a step backwards to address this issue.

LOGICAL FRAMEWORK DESIGN SUMMARY

NARRATIVE SUMMARY

1.1 *Program Issue*

- . Infrastructure change (highway) means significant change in local economics through a substantial reduction in traffic volume.

1.2 *Project Purpose*

- . To develop a *community* strategy for economic development with emphasis on the impending highway changes.

1.3 *Outputs*

- . Set of strategies designed at maintaining current commercial operations by changing their orientation, diversifying, expanding etc.
- . Identification of new development opportunities and strategies of implementation.
- . Raised awareness and involvement by community. Empowerment through creation of implementation committees and identification of roles which can be assumed by community individuals.

1.4 *Inputs*

- . Demographical statistics.
- . Economic indicators/statistics.
- . Present financial capacity of existing commercial operations.
- . Highway routing plans from Department of Transportation and Highways.

- . Interviews with community stakeholders.
- . Research on other communities that have faced similar development challenges.

OBJECTIVELY VERIFIABLE

1.1 *Measures of Goal Achievement*

- . To minimize the negative economic effects of a reduction in traffic from 900,000 to 150,000 individuals and to increase economic activity by 10 - 15%

NOTE: Numbers have to be verified.

1.2 *End Of Project Status*

- . Set of formally developed economic strategies that are beginning to be initiated by community action minded groups and individuals.

1.3 *Magnitude of Outputs*

- . Strategies which apply individually to each commercial operation and addresses short-term, medium-term and long-term.
- . Identify development opportunities which range in size and time span of implementation. More small high potential projects and fewer projects the further up the size scale.
- . Detailed action steps and role identification to accomplish outputs.

1.4 *Implementation Target*

- . Information on population, age, dwellings, family size, household income, education, etc.
- . Traffic volume, traffic type - i.e. tourists, business, local - commercial mix, annual revenues, employment statistics, etc.
- . Department of Highway mapping and survey materials.
- . Visit similar small resort communities in New England to inventory commercial mixes, identify opportunities, interview community leaders.
- . Input from community stakeholders re: interests, wishes, preferences, concerns, etc.

MEANS OF VERIFICATION

- 1.1 Number of closed business, amount of reduction in annual sales, number of new businesses.
- 1.2 Publication of the community strategy and action plan.
- 1.3 Operational plans developed with and for each principle operator which is adopted by the operator.

Written inventory of development opportunities with corresponding strategies of implementation.

People/groups actually assuming identified roles of action.
- 1.4 Actual data received from appropriate sources.

Documented interviews and tour results.

IMPORTANT ASSUMPTIONS

1.1 *Assumptions For Achieving Goal Targets*

- . Controlled access by-pass highway actually goes ahead.

1.2 *Assumptions For Achieving Purpose*

- . Community leaders, groups, and individuals willing to and do become involved in the process.

1.3 *Assumptions For Providing Outputs*

- . Each operator is interested in participating.
- . Each operator cares that they maintain their existence. (Maybe plans on milking business and then retiring.)
- . Assuming there are opportunities for significant new development initiatives.

1.4 *Assumptions For Providing Inputs*

- . Assumes information is available. (Am sure it is but not sure about in what form.)
- . Assumes all desired interviews and visitations can be arranged.

C.E.D. PROJECT CONTRACT

TERM I

January '91

- Project formulation and definition.
- Begin research process involving interviewing, demographical information, geographical information, tourism statistics, etc.
- Begin to identify and research other small resort communities.

February '91

- Identify interest groups and stakeholders.
- Begin to identify contact people and make initial introductions where appropriate.
- Contacts made should include:
 - . Business Development Committee
 - . Environmental Preservation Committee
 - . Part-Time Planner
 - . Resort Principals
 - . Residents and Cottagers
 - . Recreation Groups
 - . Department of Transportation
 - . Scott Pulp and Paper Company
 - . New Resort Developer

March '91

- Begin formal interviews of stakeholders and interest groups to determine community's goals and priorities.
- Plan April extended stay in New Hampshire. This will involve touring various small resort communities in New Hampshire, Vermont, Maine and New Brunswick. (Maine and New Brunswick could possibly be covered in May.)
- Tours will include interviews with community and resort officials.
- Arrangements to be made include; determining route, making appointments, locating sources of hard information, etc.

April '91

- Extend trip for April CED session to conduct tour small resort communities.
- Objective is to gather information on development challenges faced by these communities and strategies implemented to overcome them.
- To identify patterns of development and commercial mixes within these communities.
- Gather copies of strategic plans, studies, community marketing tools, take pictures for visual reference, demographical and other statistical information.

TERM II

May '91

- Continue interviewing stakeholders.
- Review consultant's report to identify possibilities of assisting through follow-up work.
- Correlate and formalize community touring survey.
- Correlate research to date and make first quarter progress assessment.
- Make any necessary revisions refinements to project outline.

June '91

- Begin process of developing strategies for empowerment and capacity building with community stakeholders based on research work completed to date.
- Must address the following issues:
 1. who - dedication of man hours, roles, functions, etc.
 2. timing and schedule of implementation
 3. financial - assess need, type, timing, sources

July '91

- Continue strategic planning process.
- Begin to inventory four-season recreation/resort potential.

- Begin identification of economic maintenance opportunities and alternatives:
 - . short term
 - . intermediate
 - . long range

August ' 91

- Begin identification of project development opportunities:
 - . short term
 - . intermediate
 - . long range
- Complete formal interviews with stakeholders and commercial operators and develop a formal community economic profile based on research to date.

TERM III

September '91

- Initiate follow-up activities related to consultant's study, community tours and strategic planning process.
- Begin to implement empowerment strategies to create a movement towards community organization and self determination.

October '91

- Nurture movement of community organization and the implementation process.

- Begin to formally develop business maintenance strategies with commercial operators.
- Includes development of business plans and projections with financing packages.

November '91

- Continuation of October

December '91

- Reevaluate progress to date. Compile data into formalized inventory.
- Assess empowerment and capacity building effectiveness.
- Prepare for final term of project.

TERM IV

January '92

- Complete business maintenance and development planning with operators and formally compile results.
- Continue to nurture community mobilization movement.

February '92

- Begin to formalize development opportunity identification and the development of project plans and implementation strategies with principal stakeholders.
- Continue nurturing process.

March '92

- Conduct follow-up tours and surveys of comparable communities and projects developed from opportunities similar to the ones identified for the Wentworth Region. (Final sweep to tie-up any loose ends.)
- Continue nurturing process.

April '92

- Complete formal economic development/enhancement strategic planning.
- Compile all outputs into final package for presentation to stakeholders, support partners (Federal government, Provincial government, Banks, Development bodies, individuals) and to CED Class.

COMMUNITY PROFILE

I mentioned in the Introduction of this document that I am involved with an organization called the Cumberland Development Authority. They have been working to develop a Socio-Economic Database on our region. Although it is not complete, I was able to obtain some useful demographical information on the Wentworth Valley Region and on the two Counties, Cumberland and Colchester, which surround it. (See Map in Appendix A.) This statistical data is current to 1988.

Cumberland County has a total population of approximately 35,000 and is on a gradual decreasing trend. The two main causes of this are:

1. Out migration of youth to the city of Halifax, Nova Scotia and to other urban centres in Central and Western Canada where employment opportunities are more plentiful. This is especially true in the case of young people who go away to university and find greater career opportunities in the urban centres.
2. Nearly 40% of the population of Cumberland County is over the age of 45 years and about 17% is over the age of 65 years. This large population segment has the highest potential of mortality which occurs at a rate which serves to further reduce the total population over time.

The population is scattered throughout the county which is nearly 4,900 square kilometres (3,720 square miles) with half the residents living in rural areas. This creates challenges of mobilizing residents in Community Economic Development efforts

The out-migration of younger residents and historical trend to work in resource based sectors such as forestry and agriculture, both have contributed to low education levels of community individuals. For example, approximately 57% of the population over 15 years of age have not completed high school, only .4% of the population have received a university degree.

Historically, the economy of Cumberland County was resource based. Pulp and Paper and Lumber has always been an important economic sector. Agriculture, Fisheries, and minerals were the other principle sectors. There are two large salt mines in Cumberland County and in the first half of the century coal mining was the major industry which attracted a large number of people to the area and substantially contributed to the economic prosperity of the region. After a series of mining disasters, the mines were permanently closed in the early 1950's. People of Cumberland County were noted for their hard work ethic, loyalty, and resiliency. This has gradually shifted however. Over the past twenty years, as people moved away due to a weak job market, (unemployment fluctuates between 15% and 25%), retired, or have come "of age" after the boom years, residents have gradually become more apathetic and developed negative attitudes toward the local economy and its future.

Colchester County has a total population of approximately 45,095 but unlike Cumberland County, its population is quite stable and has an annual growth rate of about 3%. Approximately 68% of the population is below the age of 45 with 30% being under the age of 20.

Traditionally Colchester County's economy as was the case for Cumberland County's, was resource based. Pulpwood production was a major economic sector. Another important sector was (and still is) agriculture. Fishing and manufacturing were the other principle economic contributors.

Much of the reason for Colchester's more stable population and higher economic index lies with the town of Truro. The Province's first controlled access, divided highway built in the early 1970's links Truro to Nova Scotia's largest city Halifax. Since it is only 55 minutes by car, many professionals who work in Halifax commute from Truro. This has resulted in the development of strong retail and service sectors in the town's economy.

Just as many residents of Truro are employed in Halifax, to a lesser extent the same phenomenon occurs with surrounding villages whose residents work in Truro. While the vitality of Truro's economy serves to enhance Colchester County's economy indicators, many out lying areas of the county suffer from the same depressed conditions that exist in Cumberland County.

For the purposes of this project the Wentworth Valley Region has been defined as the area lying within approximately a 10 kilometre radius of the Wentworth Community Centre as outlined on the map on the next page. The Valley is wedge shaped with a sharp rise at the narrow end. Most of development in the area has occurred along the Trans Canada Highway (Highway 104) which runs through the length of the Valley, over the steep incline at its tip, past Folly Lake, and then over Folly Mountain. Most of the community is located at the mouth of the Valley and there is a sizeable cottage community at Folly Lake.

The most note worthy characteristic of the demographical information of the Wentworth Valley is the high number of young families as compared to the rest of Cumberland County. Although Wentworth within Cumberland County, this demographic seems to be much more consistent with the population's age statistics of Colchester County. Approximately 34% of the population is under the age of 20. Another 36% of the population are between the ages of 20 and 44. Approximately 65% of the population have not completed high school. It must be remembered however, that 34% of the population are still at grade school or pre-school ages. A staggering 67% of working residents reported less than \$15,000 on their 1988 Income Tax Returns. While this statistic is among the lowest in the Province, it is known that the informal sector plays a significant role in the local economy.

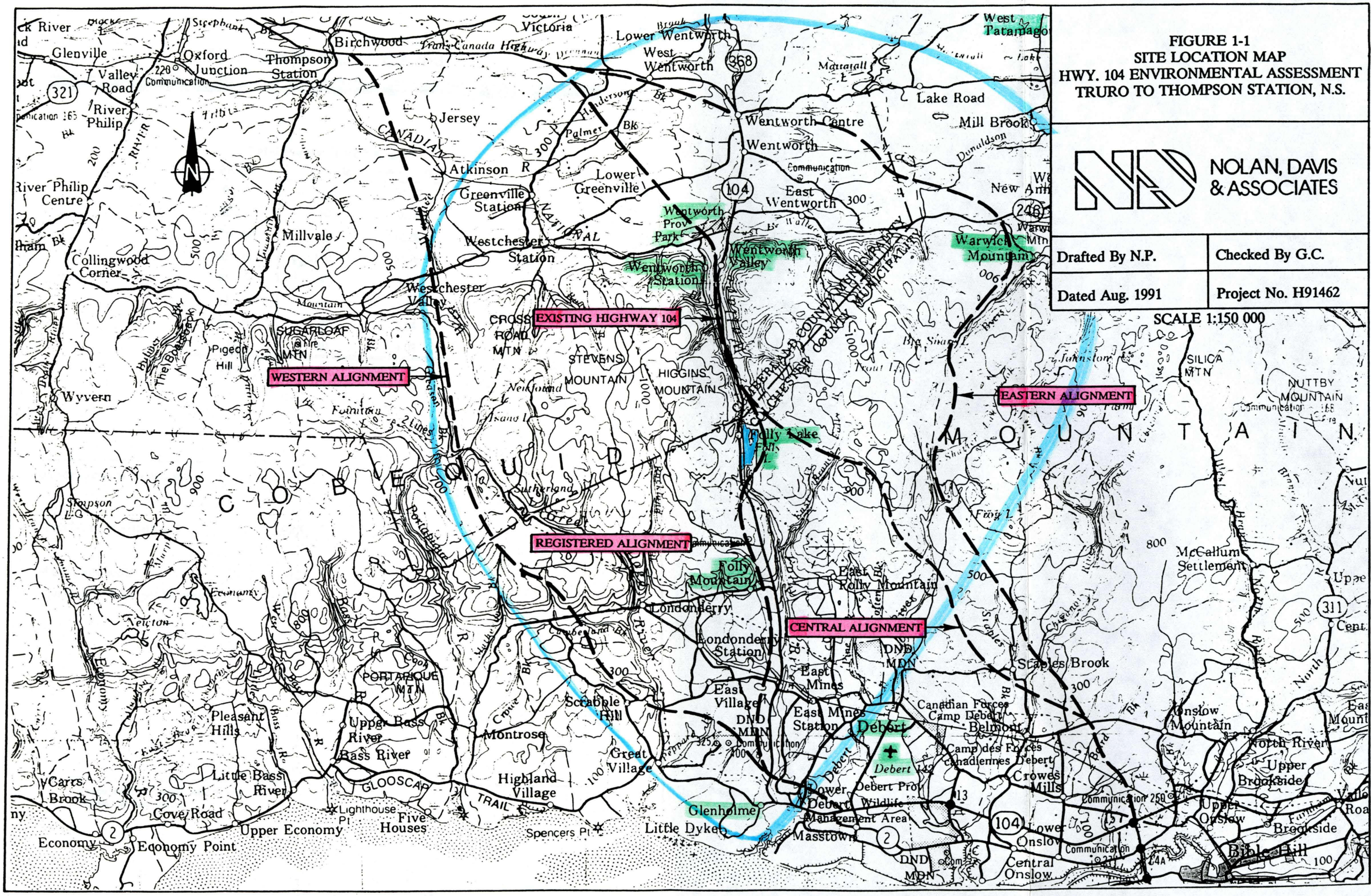


FIGURE 1-1
SITE LOCATION MAP
HWY. 104 ENVIRONMENTAL ASSESSMENT
TRURO TO THOMPSON STATION, N.S.

ND NOLAN, DAVIS
& ASSOCIATES

Drafted By N.P.	Checked By G.C.
Dated Aug. 1991	Project No. H91462

SCALE 1:150 000

Wentworth Valley Region

Total Population by Age¹

Ranges	# of People	Percent %
0 - 19	340	34.17
20 - 24	90	9.05
25 - 34	160	16.08
35 - 44	110	11.06
45 - 54	90	9.05
55 - 64	85	8.54
65 - 74	80	8.04
75+	40	4.02
Totals	980	100%

Miscellaneous Information

Total Area Population980

of Households315

Average Persons per Household3.1

¹ Source: Statistics Canada, 1986 Census
Prepared by: Innocom Inc.

Wentworth Valley

Number of Taxfilers by Total Income.¹

Income Intervals	# of Taxfilers	Percent %
<i>less than \$15,000</i>	250	66.67
<i>\$15,000 - \$25,000</i>	45	12
<i>\$25,000 - \$35,000</i>	50	13.33
<i>\$35,000 - \$50,000</i>	---	---
<i>\$50,000 - \$75,000</i>	---	---
<i>\$75,000 - \$100,000</i>	---	---
<i>greater than \$100,000</i>	---	---
TOTALS	375	100%

Amount of Income by Source of Income.¹

Source of Income	\$ Amount	Percent %
<i>Employment</i>	3,500,000	60.35
<i>Social</i>	1,000,000	17.24
<i>Investment</i>	300,000	5.17
<i>Pension</i>	1,000,000	17.24
TOTALS	5,800,000	100%

¹ Source: Statistics Canada, Small Area Data Division.
1988 taxfiler data.
Prepared by: Innocom Inc.

Wentworth Valley

Educational Background¹

Education Level	# of People	Percent %
<i>less than Grade 9</i>	135	20
<i>Grade 9-12, no diploma</i>	300	44.44
<i>High School Graduate</i>	85	12.59
<i>Trade Certificate or other Diploma</i>	85	12.59
<i>Some University</i>	60	8.88
<i>University Degree</i>	10	1.48
TOTALS	665	100%

Occupational Classification¹

Occupational Classification	Males	%	Females	%
<i>Manuf. & Construction</i>	65	29.55	5	4.55
<i>Primary Producers</i>	50	22.73	0	0
<i>Service</i>	15	6.82	45	40.91
<i>Sales</i>	5	2.27	25	22.73
<i>Clerical</i>	30	13.64	15	13.64
<i>Professional / Technical</i>	10	4.55	10	9.09
<i>Managerial</i>	15	6.82	5	4.55
<i>Other</i>	30	13.64	5	4.55
TOTALS	215	100%	110	100%

¹ Source: Statistics Canada, 1986 Census
Prepared by: Innocom Inc.

Industrial Sector Significance

Wentworth Valley Region

Table 1: Detailed table of number of people employed in each industrial sector.¹

Industrial Sector	# of People	Percent %
<i>Agricultural & related</i>	25	7.81
<i>Other primary industries</i>	15	4.69
<i>Manufacturing</i>	25	7.81
<i>Construction</i>	40	12.5
<i>Transportation & storage</i>	70	21.88
<i>Communications & other utilities</i>	0	0
<i>Wholesale trade</i>	5	1.56
<i>Retail trade</i>	55	17.19
<i>Finance & insurance</i>	0	0
<i>Real estate operators</i>	0	0
<i>Business services</i>	0	0
<i>Government services</i>	15	4.69
<i>Educational services</i>	10	3.13
<i>Health & social services</i>	20	6.25
<i>Accommodations, food & beverage services</i> ..	30	9.38
<i>Other industries n.e.c.</i>	10	3.13
TOTALS	325	100%

¹ Source: 1986 Census, Statistics Canada
Prepared by: CDA & Innocom Inc.

Colchester County Profile¹

Total Population by Age

Ranges	# of People	Percent %
0 - 19	13,410	29.74
20- 24	3,870	8.58
25 - 34	7,330	16.26
35 - 44	6,105	13.54
45 - 54	4,400	9.76
55 - 64	4,060	9.01
65 - 74	3,485	7.73
75 +	2,430	5.38
TOTALS	45,090	100 %

Miscellaneous Information

Total County Population	45,095
Land Area	3,622 km ²
Population Density	12.4 persons / km ²
# of Households	15,858
Average Persons Per Household	2.8
Average Personal Income	\$ 17,545
Personal Income Ranking	8 th of 18 Counties

¹ Source Statistics Canada / CDA Socio-Economic Database
Prepared by: Innocom Inc.

Colchester County

(Income Data ¹)

Table 1: Number of taxfilers by total Income

Income Intervals	# of taxfilers	Percent %
less than \$15,000	14,700	51.62
\$15,000 - \$25,000	6,675	23.44
\$25,000 - \$35,000	3,725	13.08
\$35,000 - \$50,000	2,300	8.08
\$50,000 - \$75,000	625	2.19
\$75,000 - \$100,000	75	.26
greater than \$100,000	75	.26
TOTALS	28,475	100 %

Table 2: Amount of Income by Source of Income

Source of Income	\$ Amount	Percent %
Employment	382,400,000	75.51
Social	31,500,000	6.04
Investment	43,300,000	8.44
Pension	56,000,000	10.9
TOTALS	513,200,000	100 %

¹ Source: Statistics Canada, Small Area & Administrative Data Division
Prepared by: CDA & Innocom Inc.

Colchester County

Educational Background¹

Education Level	# of People	Percent %
<i>less than Grade 9</i>	5,255	15.03
<i>Grade 9 -12, no diploma</i> ..	13,065	37.37
<i>High School Graduate</i>	3,020	8.64
<i>Trade Certificate or other Diploma</i>	8,370	23.94
<i>Some University</i>	2,975	8.51
<i>University Degree</i>	2,290	6.55
TOTALS	34,960	100 %

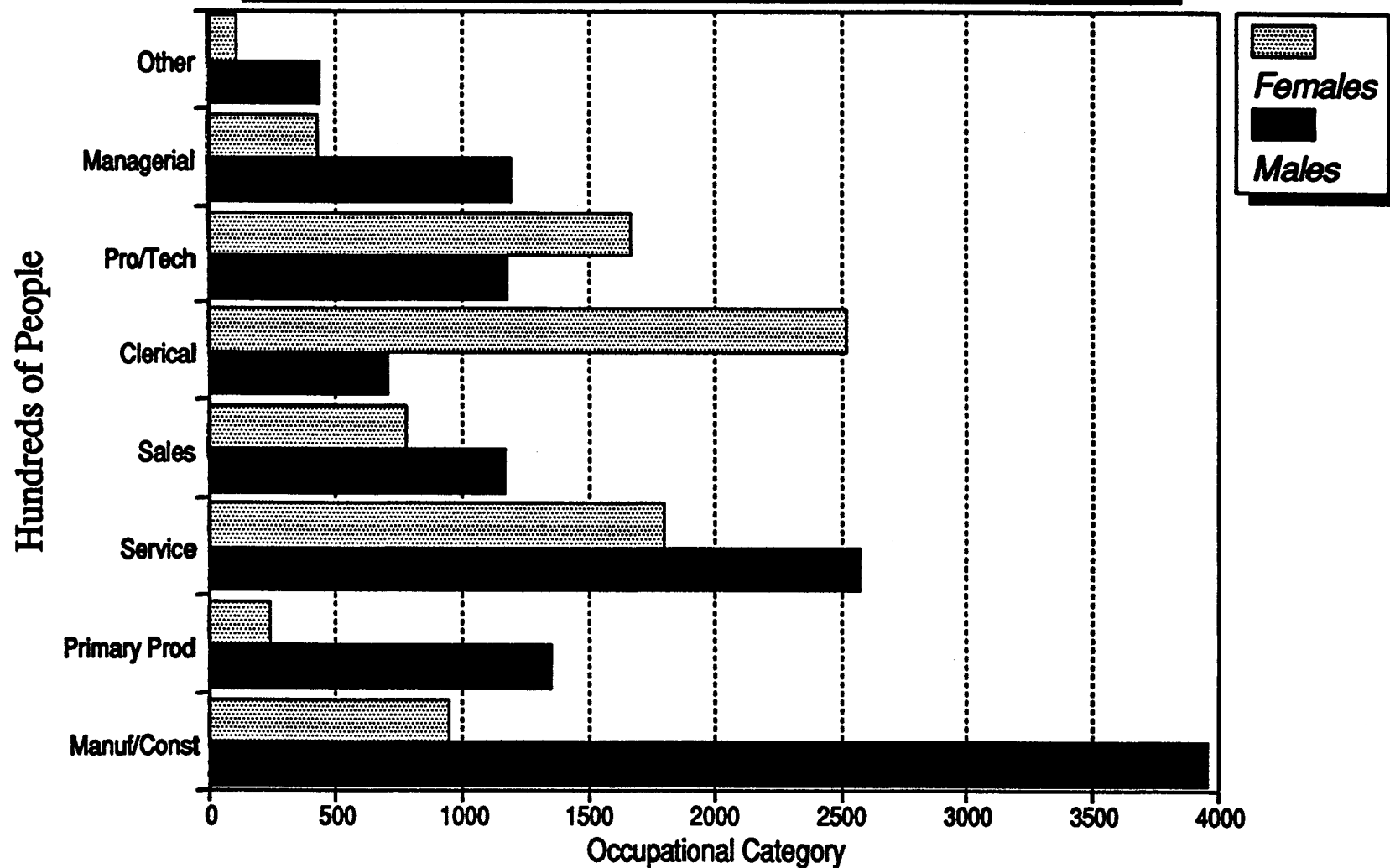
Occupational Classification¹

Occupational Classification	Males	%	Females	%
<i>Manuf. & Construction</i> ...	3,960	31.76	945	11.22
<i>Primary Producers</i>	1,350	10.83	240	2.85
<i>Service</i>	2,575	20.65	1,800	21.38
<i>Sales</i>	1,165	9.34	780	9.26
<i>Clerical</i>	705	5.65	2,525	29.99
<i>Professional / Technical</i> ..	1,180	9.46	1,670	19.83
<i>Managerial</i>	1,195	9.58	425	5.05
<i>Other</i>	430	3.45	105	1.25
TOTALS	12,470	100 %	8,420	100 %

¹ Source: Statistics Canada, 1986 Census
Prepared by: CDA & Innocom Inc.

Colchester Co. Occupational Categories

(Based on 1986 Census Information)



Cumberland County Profile¹

Total Population by Age

Ranges	# of People	Percent %
0 - 19	9,875	28.35
20 - 24	2,750	7.89
25 - 34	4,980	14.31
35 - 44	4,320	12.41
45 - 54	3,505	10.07
55 - 64	3,640	10.45
65 - 74	3,410	9.79
75 +	2,345	6.73
TOTALS	34,825	100 %

Miscellaneous Information

Total County Population	34,820
Land Area	4,288 km ²
Population Density	8.1 persons / km ²
# of Households	12,300
Average Persons Per Household	2.7
Average Personal Income	\$ 15,178
Personal Income Ranking	13 th of 18 Counties

¹ Source Statistics Canada / CDA Socio-Economic Database
Prepared by: Innocom Inc.

Cumberland County

(Income Data ¹)

Table 1: Number of taxfilers by total Income

Income Intervals	# of taxfilers	Percent %
less than \$15,000	11775	57.79
\$15,000 - \$25,000	4200	20.61
\$25,000 - \$35,000	2475	12.15
\$35,000 - \$50,000	1200	5.89
\$50,000 - \$75,000	200	.98
\$75,000 - \$100,000	0	
greater than \$100,000	0	
TOTALS	20,375	100 %

Table 2: Amount of Income by Source of Income

Source of Income	\$ Amount	Percent %
Employment	229,000,000	69.77
Social	27,900,000	8.51
Investment	26,800,000	8.17
Pension	44,500,000	13.56
TOTALS	328,200,000	100 %

¹ Source: Statistics Canada, Small Area & Administrative Data Division
Prepared by: CDA & Innocom Inc.

Cumberland County

Educational Background¹

Education Level	# of People	Percent %
<i>less than Grade 9</i>	5,265	19.59
<i>Grade 9 -12, no diploma</i> ..	10,035	37.34
<i>High School Graduate</i>	2,535	9.43
<i>Trade Certificate or other Diploma</i>	6,045	22.49
<i>Some University</i>	1,930	7.18
<i>University Degree</i>	1,075	4.01
TOTALS	26,875	100

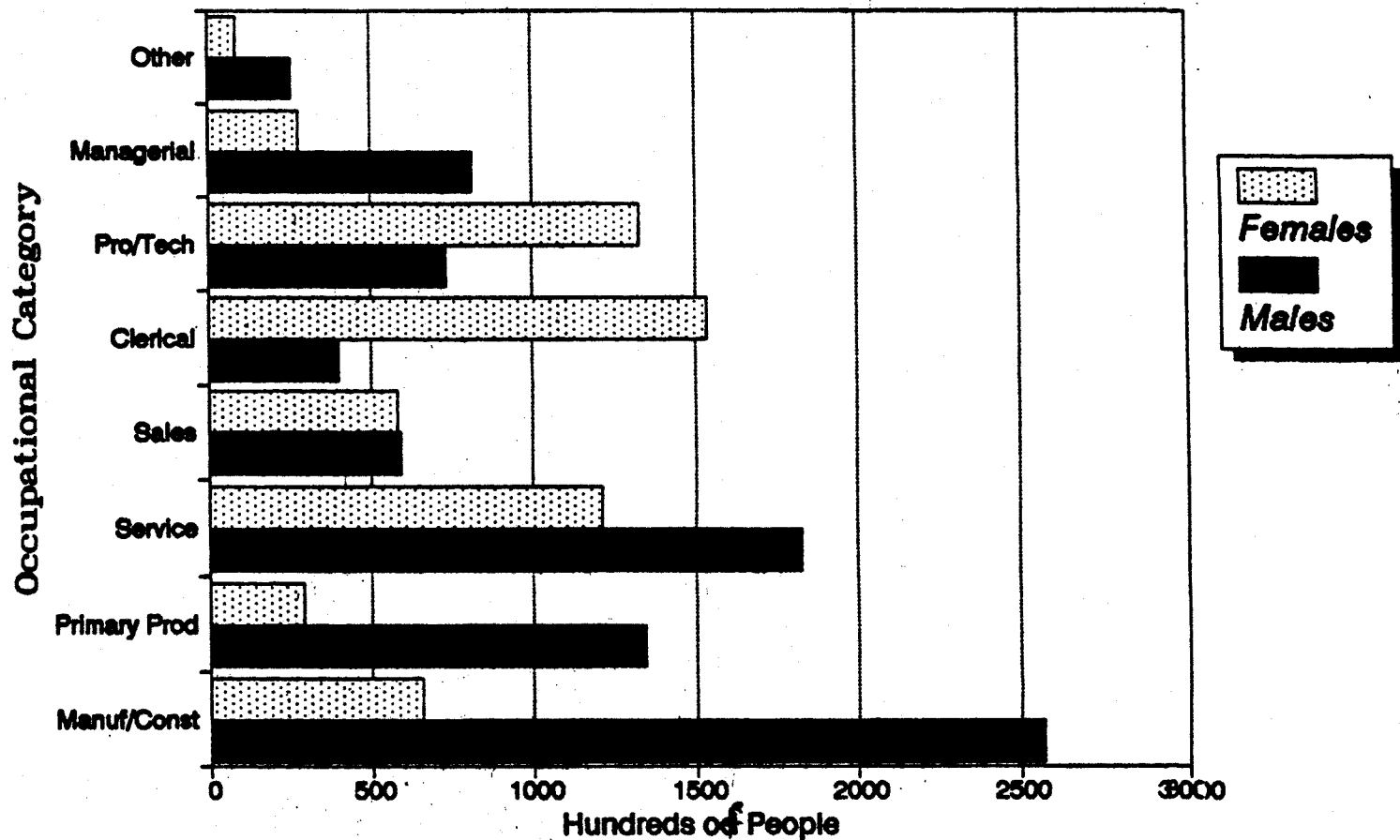
Occupational Classification¹

Occupational Classification	Males	%	Females	%
<i>Manuf. & Construction</i> ...	2,570	30.09	655	10.96
<i>Primary Producers</i>	1,345	15.75	290	4.85
<i>Service</i>	1,825	21.37	1,215	20.33
<i>Sales</i>	595	6.97	580	9.71
<i>Clerical</i>	405	4.74	1,540	25.77
<i>Professional / Technical</i> ..	730	8.55	1,330	22.26
<i>Managerial</i>	815	9.54	280	4.69
<i>Other</i>	255	2.99	85	1.42
TOTALS	8,540	100 %	5,975	100 %

¹ Source: Statistics Canada, 1986 Census
Prepared by: CDA & Innocom Inc.

Cumberland Co. Occupational Categories

(Based on 1986 Census Information)



Industrial Sector Significance

Cumberland & Colchester Counties

Table 1: Detailed table of number of people employed in each industrial sector.¹

Industrial Sector	Cumberland		Colchester	
	# of People	Percent %	# of People	Percent %
<i>Agricultural & related</i>	820	5.7	875	4.19
<i>Other primary industries</i>	1,075	7.47	770	3.68
<i>Manufacturing</i>	2,440	16.95	3435	16.43
<i>Construction</i>	815	5.66	1525	7.29
<i>Transportation & storage</i>	620	4.31	1190	5.69
<i>Communications & other utilities</i>	340	2.36	420	2.01
<i>Wholesale trade</i>	480	3.34	1040	4.97
<i>Retail trade</i>	2,100	14.59	3100	14.83
<i>Finance & insurance</i>	215	1.49	415	1.98
<i>Real estate operators</i>	190	1.32	260	1.24
<i>Business services</i>	285	1.98	480	2.29
<i>Government services</i>	1,370	9.52	1820	8.71
<i>Educational services</i>	820	5.69	1520	7.27
<i>Health & social services</i>	1,210	8.41	1200	5.74
<i>Accommodations, food & beverage services</i>	800	5.56	1520	7.27
<i>Other industries n.e.c.</i>	815	5.66	1340	6.41
TOTALS	14,395	100 %	20,910	100 %

¹

Source: 1986 Census, Statistics Canada
Prepared by: CDA & Innocom Inc.
Date: December 7, 1991

Nova Scotia

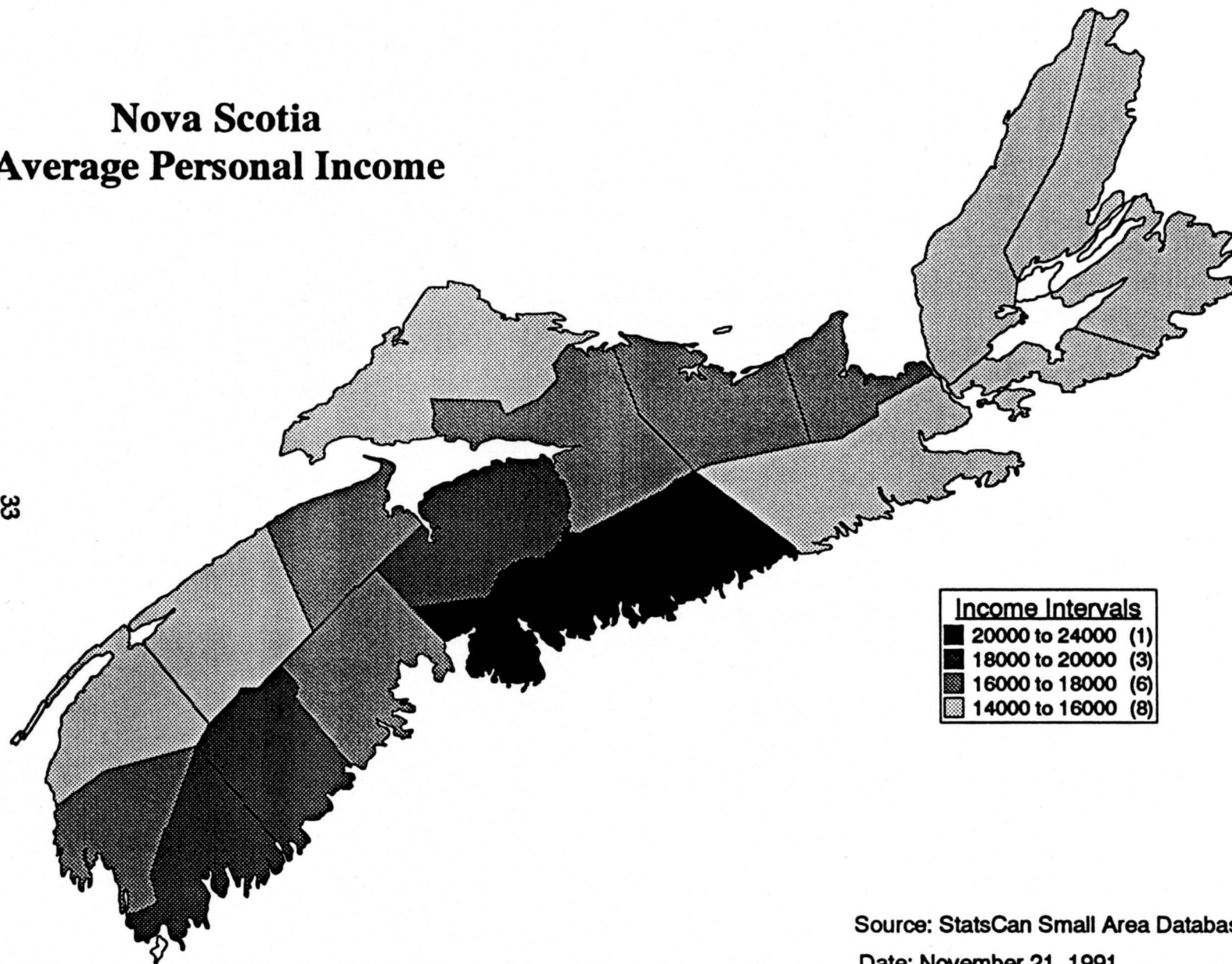
Average Personal Income Statistics¹

Rank	County	Average Income
1	Halifax	\$21,948
2	Shelburne	\$18,735
3	Hants	\$18,290
4	Queens	\$18,062
5	Kings	\$17,964
6	Pictou	\$17,915
7	Lunenburg	\$17,638
8	Colchester	\$17,545
9	Yarmouth	\$17,483
10	Antigonish	\$17,413
11	Digby	\$15,649
12	Annapolis	\$15,501
13	Cumberland	\$15,178
14	Cape Breton	\$15,085
15	Inverness	\$15,025
16	Victoria	\$14,182
17	Guysborough	\$14,021
18	Richmond	\$14,015

¹ Source: Statistics Canada / CDA Socio-Economic Database
Prepared by: Innocom Inc.

Nova Scotia Average Personal Income

33



Source: StatsCan Small Area Database

Date: November 21, 1991

IMPORTANT PLAYERS IN THE PROCESS

As events unfolded during the term of this project, new issues came to bear which sparked the interest of various groups and individuals. Some of these became actively involved while others *"watched from the sidelines"* or only briefly became involved by contributing their opinions and views in correspondence or at an information session. Some of these less active, yet still significant, parties will be profiled in the following section. This section will discuss the activities and issues revolving around the more principle interest groups who have been active in the process of assessing the advantages and disadvantages of new highway alignment alternatives and affecting the selection process. Some of these groups will continue to be involved in Community Economic Development efforts after the final alignment is selected and after the new highway is constructed. However, this future CED process will be discussed in a later section of this document.

The key players in this process to date have been:

- 1. Wentworth Valley Environmental Protection Association**
- 2. Wentworth Valley Economic Development Committee**
- 3. Mr. Alan Huestis - Part-Time EDO**
- 4. North Cumberland/Colchester Citizens Committee**
- 5. Warwick Mountain Citizens Committee**
- 6. Department of Transportation**
- 7. Consultant - Nolan, Davis and Associates Ltd.**

8. **Minister of Transportation and other Elected Officials**
9. **Truro and Area Chamber of Commerce**
10. **Ski Wentworth**
11. **Cumberland Development Authority**

Wentworth Valley Environmental Protection Associations

The WVEPA was first formed in the 1970's (late 1972) to oppose the Provincial Government's routing selection for its heavy duty power lines. Originally the Province intended to run the power line right through the Valley, but after running in to so much opposition and controversy, they selected an alternate route which passed by the southern end of the Valley region. After the construction of the construction of the power line was under way the WVEPA was briefly involved in lobbying against the Province's intentions of expanding the existing secondary road running through the Valley to a primary highway. This was also in 1973 and this effort was not successful.

The WVEPA was disbanded until September 23, 1990, when it was reactivated to address the issues relating to the Provinces intentions of expanding the Highway 104 which currently runs through the Valley (since 1973/74) to a limited access four lane divided highway.

Its membership has representation of Wentworth Valley residents, landowners, lake cottage owners, ski chalet owners, patrons of Ski Wentworth Ltd., and various other

interested individuals. It is interesting to note that early on, the greatest interest came from non-long term residents of the area. The Folly Lake Cottage Owners, skiers and Chalet owners, and recent residents were the first to lend their support to the WVEPA. It was until the Department of Transportation proposed the Eastern Alignment, which ran between the local elementary school and Church, as one of the alternate alignments that long-term residents of the Valley joined the effort.

Originally the Province's Department of Transportation; Planning Division, proposed to twin the highway from Truro to the New Brunswick Border following the existing route of Highway 104. This was part of the Maritime Provinces agreement (and commitment) to improve the primary commercial transportation routes to Central Canada and New England. The Wentworth Valley region was really the only part of the existing route which presented a problem. Since the existing highway was built, a small community developed on both sides presenting challenges of creating enough room for expansion. Folly Mountain situated at the southern tip of the wedge-shaped valley had been the site of a high number of serious automobile accidents resulting from changing weather conditions caused by the higher elevation. This presented another design challenge for the highway planners.

What they had initially decided to do, not anticipating the lobby effort of the WVEPA, was to shorten the approach into the Valley by-passing the existing long bend (See Registered Alignment, Appendix B) and following the existing route through the Valley

over Folly Mountain but going on the opposite side of Folly Lake than the current route. This plan would have been totally disruptive to the area and it is at this point that the Department of Transportation really started to become aware of the opposition.

Unlike in 1973, as the WVEPA's lobby effort gained support the government became quite responsive through a number of actions which will be discussed under the sections on the Department of Transportation and Department of Environment. Perhaps initially the Province's intention was to humour the WVEPA in hopes that they would withdraw once they were heard, but instead the whole situation snow-balled as other interest groups became involved.

As a result of the government's responsiveness to the communities concerns which included:

- the harmful effects the resulting pollution would have on the health of residents in the area.
- damage the highway would cause to natural environment.
- it would destroy the natural beauty of the area.
- it would cause difficulties for local travel.
- it would discourage the use and development of the area for recreational purposes.
- it would restrict the potential for future expansion.

The Department of Transportation's Planning Division proposed four new alignments; the Eastern, Western, Central and Registered Alignment which are profiled in the "104 Update" newsletter in Appendix D.

Issues and concerns related to each alignment alternative are profiled in the matrix in Appendix H.

Wentworth Valley Economic Development Committee

The WVEDC became established shortly after the rumours of the highway twinning were confirmed by the Department of Transportation's official announcement. Its membership consists of the approximately 13 small business operators in the immediate Valley area. These are:

1. Winding River Cabins
2. Tour for Continental Silva-Culture Contractor
3. Gilroy's Irving and Convenience
4. Madore's General Store
5. Paulette's Ski Country Cafe & Shell Garage
6. Sietle's Antiques
7. Country Style Hair Design
8. Jay's Place - Fishing Pond and Mini Golf
9. Clary's Truck Stop
10. Valerie's Antiques and Collectibles

11. Patriquin's Esso Service Station
12. The Valley Inn
13. Lady Wentworth Irving Gas Station and Truck Stop

These operators organized as a response to the anxiety they were experiencing from the uncertain future of their businesses, or the perceived negative impacts the new controlled access highway presented. They were motivated by concerns which were different from those of the WVEPA. In spite of this, the two groups soon found that they had at least one shared interest; the highway and how changes to it would affect their community. The WVEDC, with the technical assistance of Mr. Alan Huestis, applied to the Cumberland Development Authority for funding to hire a consultant to study other small ski resort communities and assess the development opportunities for Wentworth and how the highway changes would affect these opportunities.

As the immediate shock of the Department of Transportation's initial announcement passed, this Committee seemed to lose the commitment of its members who seemed to refocus on the immediate challenges of operating their businesses. They had gone through the process of reviewing proposals and selecting a consultant. The consultant then attempted to hold two public input sessions which were poorly attended and further defined the approach to his study. The consultant, accompanied by a representative from the WVEDC were then supposed to tour several resort areas in New Brunswick, eastern Quebec, Maine, New Hampshire, and Vermont. This trip was to

occur in March of 1991. The trip was postponed to June and then to September. Due to a lack of availability of a WVEDC member to accompany the consultant on the trip, it was cancelled completely in October, 1991.

During its more active period and now as represented by the Committee Chairman, the groups principle concerns and activities included:

1. September - December, 1990

If a controlled access, divided highway is built, regardless of what route it takes, will drastically reduce the amount of traffic with access to Valley businesses. Business operators were in agreement that the new highway would be constructed, the issue to them was what options were available to them to protect their future livelihoods.

2. January - May, 1991

The Committee seemed to reach agreement that they could support the lobby efforts of the WVEPA. The general feeling was that if the new highway bypassed the Valley, it would be easier to promote Wentworth as a resort destination area. Made application to CDA for funding of study, called for proposals and selected consultant study was originally to take place in April but was postponed to June.

3. June - September, 1991

June study date postponed to September. Committee was not very active as initial "scare" seemed to fade.

4. October - Present, 1991

Study cancelled completely. Interest of members waned resulting in no recent activity by this group.

Alan Huestis

Mr. Huestis was employed primarily as a land use planner for the Town of Oxford on a term contract. His position was supported financially by the Cumberland Development Authority. As part of this arrangement, he was also encouraged to serve as a casual resource person to the Wentworth Valley region with regard to Economic Development issues.

He prepared a six page assessment (which is included in Appendix C), of what impacts he felt the new highway would have on the community for the WVEPA.

Most of his involvement however, was with the WVEDC and developing the terms of reference for the their study. During this process he attended several committee meetings and met individually with the local business operators to discuss their concerns. As the WVEDC began loosing momentum, Mr. Huestis progressively played a less active role.

North Cumberland/Colchester Citizen Committee

Once the Department of Transportation proposed to assess four alternative alignments as opposed to their original announcement of the new highway following the registered alignment, a number of new interest groups come into focus. One of these was a group from the Tatamagouche area.

This group favoured the Eastern Alignment which would provide them better access to the highway. The WVEPA was strongly opposed to any of the alignments, except the Western Alignment, because they all would cause disruption to the Valley community. The North Cumberland/Colchester Citizens Committee went as far as to submit their own suggested route for the Eastern Alignment which would make an even broader eastern loop. This proposal however, was not accepted by the Department of Transport.

The group was represented at each of the public perception open houses and its representatives reported to have a strong following. After the Western Alignment was selected by the Department of Highways, this group withdrew and it seemed that this really did not have as much support as it had claimed to have.

Warwick Mountain Citizens Committee

Warwick Mountain is a small community located to the east of the Wentworth Valley. When it was announced that the Department of Transportation was considering an Eastern Alignment as a possible route, residents of this community realized that any

route which was built east of Wentworth would run through the Warwick Mountain area. They organized and expressed their concern to their MLA, Ross Bragg. Mr. Bragg arranged a meeting of the Committee and the Minister of Transportation, Mr. Ken Streatch.

The Warwick Mount Group invited the WVEPA to this meeting who presented the Minister with a petition opposing all but the Western Alignment.

WVEPA collected in excess of six hundred names at meetings, open houses, a door to door campaign of Wentworth and Folly Lake, and at Ski Wentworth who allowed the association to erect a display in the main lodge during their Winter Carnival Week.

Department of Transportation

The Provincial Department of Transportation is the governmental department responsible for implementing the government's commitment of twinning the Highway 104 throughout the Atlantic Provinces. Currently, the only section of highway that is twinned is that which runs between Truro and Halifax. Expanding the highway will improve driving safety within the Atlantic Provinces as well as improve access to larger economic markets such as Central Canada and New England.

Construction in progress in some areas such as the Pictou/New Glasgow region and Amherst to Oxford. The section through Wentworth will be the last stretch to be

completed which will create a complete controlled access, divided highway from the Prot City of Halifax to the New Brunswick border leading to the rest of North America.

Originally the Department of Transportation proposed to follow the existing route through Wentworth. The controlled access aspect of the highway would still run through the Valley, local businesses which depend on the traffic volume will be cut off from their customers. Moreover, the new highway would deviate from the existing route in areas which would create substantial description to the region. The new route was intended to short-cut the wide loop from Mahoney's Corner to Wentworth Centre. This would cause it to cut through a Provincial Park. Once it reached Folly Lake it would again divert from the current route which lies to the West of the Lake and it would follow along the Eastern side of the Lake. This would result in a major highway encircling the Lake which cottage owners, many from the Truro Business Community, strongly opposed.

As a result of the strong opposition presented by the WVEPA, the Folly Lake cottage owners, and numerous other interests, the Department of Transportation enlisted the services of the consulting firm Nolan, Davis and Associates, Ltd. to conduct an assessment of the original Registered Alignment, a variation on the Registered Alignment called the Central Alignment, an Eastern Alignment and a Western Alignment.

Consultant - Nolan, Davis and Associates Ltd.

The consultant's approach was to conduct an overview screening process of the environmental and social implications of each alignment alternative. They would also conduct a public perception study which would serve to allow public input with regard to the above.

The consulting group's Route Screening methodology incorporated the use of two integrated approaches involving the development of comparative listings of advantages and disadvantages for each alignment alternative and ranking a set evaluative parameters which are assignment weighted and non-weighted scores. A listing of the advantages and disadvantages which were developed for each alignments by the consulting team with input from the various interested groups and individuals has been included in Appendix H. Figure 1 profiles the parameter scoring matrix.

Minister of Transportation and Other Elected Officials

Mr. Ken Streach, the Minister of Transportation has played an active role in the process. It was under his direction that Nolan, Davis and Associates Ltd. was contracted to conduct the initial assessments on the alternate alignments and conduct the public perception study. He attended a meeting of the Warwick Mountain Citizens Group to hear their concerns at which he accepted the WVEPA's petition and listened to their

Figure 4-1

Numerical Screening Matrix

Environmental Parameter	Parameter Weighting 0 to 5	Registered Alignment		Western Alignment		Central Alignment		Eastern Alignment	
		Score	Weighted Score	Score	Weighted Score	Score	Weighted Score	Score	Weighted Score
Fuel consumption	5	2	10	1	5	0	0	3	15
Proximity to water supplies.	3	4	12	1	3	3	9	5	15
Proximity to archaeological sites	3	3	9	4	12	2	6	1	3
Hydrology/hydrogeology	2	4	8	2	4	3	6	3	6
Weather conditions	4	1	4	2	8	1	4	3	12
Rare and endangered species	4	3	12	2	8	4	16	3	12
River crossings/fish habitat	2	3	6	2	4	3	6	4	8
Wetland habitat	2	3	6	4	8	3	6	2	4
Wildlife	2	2	4	1	2	3	6	4	8
Geology/acid generation	1	2	2	1	1	2	2	3	3
Erodible soils/soil failure	1	3	3	1	1	2	2	2	2
Parks and reserved lands	1	3	3	0	0	3	3	0	0
Cemeteries	2	1	2	1	2	1	2	1	2
Utilities	1	1	1	1	1	1	1	1	1
Noise and dust levels	2	4	8	1	2	3	6	2	4
Agriculture (existing and potential)	3	2	6	3	9	1	3	1	3
Recreation	3	5	15	1	3	4	12	3	9
Residential	4	5	20	1	4	4	16	2	8
Existing commercial	1	1	1	3	3	2	2	3	3
Development potential	3	4	12	1	3	4	12	0	0
Totals -unweighted		56	XXX	33	XXX	49	XXX	46	XXX
Totals-weighted		XXX	144	XXX	83	XXX	120	XXX	118
Rank		4	4	1	1	3	3	2	2

Notes: Score: 0 - no impact; 5 - high impact.

Weight: 0 - no importance; 5 - high relative importance.

Lowest total is preferred environmental option.

concerns as well. And it was the Minister who made the final decision to select the Western Alignment as the route for construction pending a final environmental impact study.

Mr. Donald McInnes, Minister of Transportation prior to Mr. Streach who was appointed to the position during the Fall of 1990, met with the WVEPA shortly after the original announcement, when the Department of Transportation were still only considering routes through the Valley. The re-assignment of these elected officials had implications on the process of communication since WVEPA's concerns as presented in person to Mr. McInnes would become second or third hand news to Mr. Streach.

Mr. Bill Casey, Member of Parliament for Cumberland/Colchester County also was present at the Warwick Mountain Citizens' Group - Minister Streach meeting. Mr. Casey was presented with a copy of the petition by the WVEPA several days prior to this meeting. He also received letters from concerned parties during the process. Although he had no final say on the outcome of the process, he did have considerable influence as the Federal Government had committed to approximately one third of the new highway construction costs.

Mr. Ross Bragg, MLA for Cumberland East was active in attending WVEPA meetings and in response to the Warwick Mountain Group arranged the meeting with the Minister, Ken Streach.

Mr. Roger Bacon, MLA for Cumberland West was less active in the process being involved with other issues as a senior member of the Province's governing party.

Ed Lorraine, MLA for Colchester North also attended meetings of WVEPA, contributing input from individuals and business owners from his constituency.

Cumberland County Council - Councillors were contacted by community groups to express their concerns. The WVEPA presented their views at a Council meeting. The Council really was not an active player in the process.

Colchester County Council - Similar to the case of Cumberland County a Council, the municipal council received letters of concern and remained informed but took little action in support to any activities.

Truro and Area Chamber of Commerce

Truro and Area Chamber of Commerce represents the Truro business district as well as businesses in the Debert Air Industrial Park and Glenholme. These two areas are located near the southern end of the region in which the route of the highway is in question.

As rumours began to surface that the government was considering improvements to the highway, the Truro and Area Chamber of Commerce prepared a report outlining their views of how the highway should be improved. This was in the Spring of 1989, well

before the Department of Transportation had considered any route alternatives. A copy of this report is included in Appendix E.

Ski Wentworth

Ski Wentworth is located at Wentworth Centre. It is one of the largest Alpine Ski developments in the Atlantic Provinces with 22 trails, excellent snow making facilities, night skiing, three lifts including a quad chair lift, etc. The President of Ski Wentworth has attended meetings of the WVEPA and has provide a letter stating his position regarding the issue of new highway construction. Basically he states that the location of the highway will not negatively affect his business. People come to Ski Wentworth to ski, not because of the highway. However, he felt that choosing a route through the Valley would be detrimental to aesthetic integrity of the Valley and its "fragile environment".

Other representatives of Ski Wentworth attended other public meetings and indicated that they felt if the new highway did not follow a route through the Valley it would easier to promote Wentworth as a resort destination area.

Cumberland Development Authority

The Cumberland Development Authority is funded by both the Federal and Provincial Governments. It serve its role as an umbrella organization addressing a large variety of CED issues in the County. It supports grass roots initiatives both financially and

through technical assistance. It strives to facilitate business development projects, marketing and promotion efforts, addresses human resource development issues with a strong focus on the county's youth, and acts as an information clearinghouse.

In support of its emphasis on grass roots initiatives, it works to bolster the resources and capacity of localized community development committees and town Industrial Commissions with the belief that this strong community based infrastructure will facilitate Community Economic Development in the region.

By providing the funding support for Mr. Alan Huestis' position and committing to fund the consultant's study which was eventually cancelled, they have been indirectly involved in the Wentworth process. They have had no other involvement although it is anticipated that there will be a role for the Cumberland Development Authority to play in the future which will be discussed in a later section.

Other Players

Aside from the foregoing key groups, there were also a number of other interests which contributed in some manner to the process. These included:

1. Wallace River Enhancement Project
2. Cumberland County Federation of Agriculture
3. Colchester County Federation of Agriculture
4. Nova Scotia Woodlot Owners Association

5. Private land owners in the region
6. Nova Scotia Maple Syrup Producers Association
7. Cobequid Christmas Tree Producers Association
8. Debert Air Industrial Park
9. Truro Industrial Commission
10. Truro Development Corporation
11. West Colchester Rural Development Association
12. Mayor Bill Park, Oxford
13. Mayor Douglas Carter, Truro
14. Municipality of Cumberland - Councillor
15. Municipality of Colchester - Councillor
16. Nova Scotia Trucker's Association
17. Central Nova Tourism
18. Folly Lake Gravel Quarry

Many of these groups were represented at the public perception open houses and other meetings. Most for purposes of gathering information on what was going on, some to contribute views and opinions or preferences on possible alignments, but to date they have not been very active in the process nor significantly influenced its progress.

UNANTICIPATED CONSEQUENCES OF DOING PROJECT

At the outset of this project it seemed appropriate for me to become involved with the Wentworth Valley Economic Development Committee. Considering the focus of this project it seemed that this group, which was comprised of all the commercial operators in the Valley, would be most directly affected by the process, and would be motivated to become involved in a Community Economic Development Planning Process. I was well acquainted with the committee's chairman and he seemed very interested in having me involved in the process.

As was outlined in the Logical Framework an important component of this project was to study the CED process that other communities who had faced similar challenges had gone through. By studying these processes it was hoped that effective strategies could be identified and assessed in terms of their compatibility with the Wentworth situation. It was also intended to reveal mistakes other communities may have made which could be learned from or avoided in the strategy formulating efforts of the Wentworth Community. Key individuals from these targeted communities could potentially offer very useful advice having learned through experience.

When the WVEDC organized in early September, 1991, they invited Mr. Alan Huestis to assist them in their organizing efforts. Somewhere during the process, perhaps as a spin-off from early discussions I had had with the committee chairman, or perhaps a natural result of their own discussions, they decided to apply to the Cumberland

Development Authority for funding to hire a professional consulting firm to conduct such a study. Although Mr. Huestis was primarily involved with Land Use Planning and Zoning functions for the Town of Oxford, the Cumberland Development Authority who funded his position encouraged him to assist with CED efforts in the eastern part of Cumberland County. On behalf of the WVEDC he drafted the funding application and presented it to the CDA and after receiving approval Mr. Huestis drafted the terms of reference for the study. The study was originally scheduled to take place during the Spring of 1991, after the consultant gathered input from the community regarding the issues they were most concerned about.

This disrupted my approach and briefly brought into question what role I could fill in the process, however, after closer consideration and discussion with the WVEDC chairman it was decided that this development may serve to benefit all those involved. The consultant would have the resources and allocation of time to perform a thorough study after which having fulfilled his contract would withdraw from the process. It was at this point that my role could come into play. As a voluntary resource person to them, they would require assistance in developing strategies and a plan of action based on the completed study. It was anticipated that a substantial amount of follow-up research would be required and since I travelled to New England every month to attend school, I was in position to perform such follow-up functions with resort communities there that had been targeted during the study.

The consultant attempted two public input sessions, both of which were poorly attended due to a combination of poor timing (the first one was held on a Friday evening), lack of notice, and waning interest. Unfortunately the research trip to the various target communities of the study was postponed to the end of June due to the unavailability of a committee member to accompany the consultant on the week long trip. It was then postponed to September of 1991, and then cancelled due to a seeming lack of interest among committee members.

During this period I had met several times with the Secretary of the WVEPA who seemed to be the real force behind the association. In the Spring as the WVEDC seemed to be loosing the commitment of its members, I began to re-examine my approach and my role in the process. It was at this point that I drafted a memo to Prof. David Miller summarizing the recent developments and requesting his guidance/input with regard to my observations and plans to continue. (See Figure 2 at the end of this section.)

I realized that if I intended to play a role in facilitating Community Economic Development in the Wentworth Valley area, it was important to be aware of all the constituents in the Valley and their interests. The WVEPA had approximately 75 members with representation from all constituent groups including:

1. Area residents (except business operators)
2. Temporary Residents - owners of lake cottages, ski chalets and hunting camps
3. Landowners

4. Residents of neighbouring small communities within a ten mile radius of Wentworth Centre
5. Recreationalists

I expected that they would be very receptive of my offer to serve as a resource person to the Association, and they were. This would legitimize my involvement in the process as perceived by the "Community" and link me with all the constituent groups. In this manner I could be actively involved in the process while still being available to the WVEDC should it manage to regain the interest and commitment of its members.

The WVEPA indicated that it was interested in influencing the development of the community and here I again learned a lesson in CED. Having observed the wide community representation of the association and the active involvement of its members as evidenced by the high attendance at their meetings, I assumed that the group or a sub-group would be committed to implementing a Community Economic Development Process. As time passed I realized that while the idea appealed to the group, the only issue that united the various constituent groups and that they were committed to was opposing the highway being constructed through their community. They seemed to be willing to leave the function of longer range CED planning to the WVEDC. Ironically, it seemed that the members of the WVEDC were hoping that either the WVEPA would take care of things or that the future would take care of itself and that they would concentrate on their individual businesses.

As time passed and as events unfolded I learned about the relevance and importance of a number of issues involved in the process of Community Economic Development.

1. ***Community Definition*** - The community for which Community Economic Development Strategies are being developed must be clearly defined in terms of:
 - Geographical Area
 - Community Constituents
 - Constituents being targeted
 - Constituent Demographics
 - Economic Statistics
2. ***Understanding of the Community*** - There must be a clear understanding of the community's history, and of the issues and challenges which are of concern. One must be able to differentiate real issues from perceived ones (which still have very significant implications to the process) through communicated and uncommunicated signals. There needs to be understanding of the interpersonal dynamics within the defined community and an ability to influence it to the benefit of the process.
3. ***Setting the Climate*** - A Community Economic Development Process is one that can be facilitated but not forced on a community. It takes time for real issues to rise to the surface, for education and awareness levels to be raised, for interest and commitment to be generated, and capacity enhanced to a level which will potentially "*make a difference*" for the community by community constituents.
4. ***Values and Principles Which Should Underlie the Process*** - The process of CED must involve a bottom-up approach. This will ensure that resources and efforts are directed in a manner that is matched to the community's needs, that

stakeholders have some ownership and commitment in the strategies developed, and there is involvement by the beneficiaries of the CED strategies which will enhance sustainability of the process.

- The process should have a balanced focus on immediate, mid-range and long-term issues.
- CED must be directed toward total community benefit. The process must have enough integrity to rise above individual and political interests.
- The CED process must address social issues as well as economic ones. It must be socially responsible.
- It is important to clearly define and understand your community and design your CED strategies accordingly.

5. ***CED is an Evolutionary Process*** - Community Economic Development is a process without an end. Projects that do have a beginning and end may be undertaken as part of a CED process, but CED is a movement of continuous evolution as conditions change, and capacity grows.
6. ***CED Can Take Many Forms*** - It can take the form of a social intervention such as drug abuse programs, infrastructure changes like enhancement of or access to transportation or affordable housing, business development through any number of approaches, community education, etc.
7. ***Facilitating Action*** - Information can be a very effective tool in leveraging participation and commitment to a CED process. This was clearly illustrated by the Wentworth Valley Environmental Protection Association's practice mailing

period up-date bulletins. By keeping its membership informed of developments they were able to build momentum in their efforts, increasing attendance and participation by its members.

Figure 2

MEMORANDUM

TO: David Miller

June 26, 1991

FROM: Dan Uberoi

RE: CED Project

Dear David:

I thought I would send you some information regarding my project and report on its status. The situation is becoming progressively complicated as time passes. I don't consider this trend to be negative and see it as an opportunity for more beneficial learning experience which will result from these new challenges. However, I think I am at a point where I could benefit from your experience and hope it will be alright if I follow this letter up with a phone call prior to our July session.

As you will remember, my project is concerned with economic development planning for the Wentworth Valley of Nova Scotia which will be affected by change to the Trans-Canada Highway which presently runs through the centre of the community. (See Newsletter)

The Dept. of Transportation are presently considering four alternate alignments for the construction of this new divided, controlled access highway, each representing varying potential affects to the local community.

The way I see it, there are five groups of individuals to be concerned with:

1. *Local Residents* - People permanently living in the immediate area of concern. Two sub-groups have emerged from this group. One is an economic development committee consisting of the 15 commercial operators in the area and the other is an environmental protection committee. Initially considerable concern was shown by the economic development committee which was created in response to the news of the highway changes as commercial operators were afraid they would lose their business. Interest has since waned somewhat as the panic period has passed and summer has come, the operators seem to have taken a position of wait and see.

As you will notice from their Bulletins, the Environmental Protection Association has been quite active in lobbying government and leveraging consultations and community participation. Initially in my conversations with Alan Huestis (the

part-time E.D.O. for the area) I understood that the committee of commercial operators was the more active and influential sub-group but this does not seem to be the case.

Having had discussions with Gary Fisher chairman of the Economic Development Committee, Carol Hyslop Secretary-Treasurer W.V.E.P.A., and others at the D.O.T.'s open house appears that the W.V. E.P.A. will emerge as the enduring community group with a much larger member base, who possess a variety of skills, influences, interests and financial support abilities. Further discussions with Alan Huestis have revealed that the Economic Development Study which was commissioned and originally scheduled to be conducted in May 1991 was delayed once to June and then officially postponed to Sept./Oct. pending availability of the consultant and business representative to tour and interview at comparable resort/recreational communities. (See "Porter Dillon" letter dated May 15, 1991)

2. *Temporary Residents* - some of these individuals have shown interest through the W.V.E.P.A. and have formed a sub-committee. Temporary residents would include those who own lake cottages, ski chalets, and hunting camps.
3. *Landowners* - there are numerous individuals who do not reside in Wentworth but own property. Some of the acreage are privately managed wood lots, some is held by speculators, and other land is simply owned but not presently used by people from other areas.
4. *Neighbouring Communities* - that may stand to be affected by alternate highway alignments. For example, individuals from Tatamagouche were present at the D.O.T.'s open house and expressed interest favouring the Eastern alignment. It would give them better access to larger centres like Truro and Halifax. (See enclosed maps).
5. *Recreationalists* - those with a strong interest in the community who frequently use its resources for skiing, hiking, snow mobiling, camping, hunting, fishing, etc.

The process seems to be at an anti-climax as the various parties are taking final actions prior to the selection of one alignment from the proposed four in order to focus a detailed assessment on.

My dilemma, which came up briefly during my presentation at our last CED Session, is "where can I fit in " and under what auspices "can I legitimately participate". My involvement with the Cumberland Development Authority as a resource person offers the official legitimacy for my participation but my community involvement still requires legitimacy as perceived by the community stakeholders.

To this point I have been primarily focused on the Economic Development Committee not realizing the activity of the W.V.E.P.A. My sense is that there is not enough shared interest and commitment among the 15 commercial operators and the potential for any real strategic community planning and ACTION lies with the W.V.E.P.A. or a sub-committee of it.

The E.D.O. Alan Huestis, and the consultant's study, if it is carried out, is primarily focused on the commercial operators and will result in useful documented research and analysis. If it is not carried out, then perhaps I may be able to play a substitutive role through my monthly travels to New Hampshire. But for the purpose of my CED project and to enhance true community development through empowerment I think my role lies with the W.V.E.P.A. to focus on the broader issue of "community".

I have another meeting planned with Carol Hyslop (Secretary/Treasurer) of the W.V.E.P.A. prior to our next CED Session. She seems to be the real strength behind the W.V.E.P.A. activities I intend to officially offer my services as a Community Development Staff person. She has been very helpful and receptive to all my inquiries and I expect that my offer will be welcomed. This will not only give me an inside track to the active community group but will also legitimate my activities. I will still maintain my close links with Alan Huestis and Gary Fisher as the role I envision playing would still have strong parallels to their activities and interests.

I also recognize, as a result of questions tabled by my CED classmates, that my "common knowledge" regarding the Wentworth Community is insufficient and I need to develop a formal, detailed community profile if not for any other reason than for my own benefit. How can I assist in empowering a community to know itself and choose its course for the future without fully knowing and understanding that community myself?

I look forward to any comments or direction you may be able to provide. I realize I have given you alot of paper. I do not expect you to read it thoroughly, my purpose in providing it was just so you would have background information if you desired to skim some of it to give you a better feel for the situation as it has evolved.

END OF PROJECT STATUS

On September 26, 1991, the Minister of Transportation announced that the Western Alignment had been selected as the route for the new highway. An Environmental Assessment will now be conducted on this Alignment with the final report scheduled to be completed by March, 1992. The Assistant Director of the Planning Division of the Department of Transportation has indicated that construction of the highway along the Western Alignment is now practically a certainty. Even if something of concern is revealed during the final Environmental Assessment, the highway would probably be built around it. In fact work has already begun at both ends of the Western Alignment with crews beginning to perform surveying functions and clearing trees.

All of this has seemed to have caused an interruption in activities. The WVEPA has disbanded although its executive will continue to monitor the situation and attend any public meetings which may be called.

The WVEDC has really been inactive since September of 1991, and there seems to be no indication of its reactivation at present.

Mr. Alan Huestis has moved on to other projects, his contract with the Town of Oxford expiring.

The North Cumberland/Colchester Citizens' Committee seems to have conceded defeat. Its President has issued a press release to that effect.

The Warwick Mountain Citizens Committee is pleased the Western Alignment has been selected and therefore no longer have a cause to be organized around.

The Truro and Area Chamber of Commerce originally preferred a Western route although the route they originally proposed was not located as far West of Wentworth as the present Western Alignment.

Ski Wentworth will be pleased as their clientele will now have a good access road to the Ski area without the congestion and hazards of heavy commercial traffic.

While circumstances did not permit the execution of a number of activities outlined in the Project Contract, I do believe the time will come when such efforts will be necessary. As many of us in the New Hampshire College CED program discovered, many factors beyond our range of influence affect such a process and it usually proceeds at its own pace as conditions become appropriate. Such was the case for this project. The process became much more complicated as time progressed and it simply took on a time line which was much longer than the one I had originally anticipated.

In September of 1991 our project group leader and myself sat down to discuss how I might approach the closing months of the project. We thought that it might be interesting to develop a comparison between the Wentworth Valley Environmental Protection Association and the Wentworth Valley Economic Development Committee. An assessment of common concerns and issues could be conducted and a possible approach to future Community Economic Development efforts in the area could be plotted.

I have conducted a variation of this. In September, we did not anticipate that the WVEDC would dissolve. Since it did, it would have been difficult to proceed as planned. However, by conducting a comparison of the principle groups and organizations in terms of CED in the Wentworth Valley, it helped to reveal what direction such a process may take in the near future, who will be important to the process and what role they may play.

The comparison chart has been included in Appendix H.

FUTURE CED PROCESS IN THE AREA

It was previously mentioned that since the Western Alignment was selected as the future route of the new highway, there has been very little heard from the community of Wentworth. The WVEPA feels it has accomplished its mission and no longer needs to be organized. The WVEDC has dissolved due to lack of interest. There seemed to be an absence of shared concern among the business operators in the area. Some of them do not anticipate being effected by the highway changes, some owners are looking forward to retiring and therefore do not feel an urgency to take action, and some seem to be taking a wait and see approach. However, the activities leading up to the selection of the Western Alignment have served to accomplish a number of things.

1. It has raised the awareness of community constituents and enhanced their commitment to the community.
2. It has brought to light the issue of Community Economic Development planning even though there has been little mobilization in this direction to date.
3. It has identified a number of concerns which do not specifically relate to highway construction but more to the community, i.e. absence of influence over development such as land use planning and lack of community organization.
4. The need to lobby to maximize community benefits which could result from highway construction, i.e. contracting with local truckers to haul gravel, hiring local residents to work on construction and site preparation, and influence the design and location of interchanges on the new highway.

Although there is not a shared sense of urgency to address these and other issues, movement toward addressing these issues is inevitable. The Cumberland Development Authority will undoubtedly play a key role in this process from a funding and leadership stand point. A committee of volunteers representing all the area constituent segments could be mobilized from the WVEPA's member mailing list and the WVEDC's membership. Contributions supplemental to the support from the Cumberland Development Authority might be levered through the Employment and Immigration Canada's Community Initiatives option.

The role of facilitator/staff person could be filled by myself and indeed there has already been casual discussions in this regard. It seems quite appropriate considering my association with the Cumberland Development Authority, my past involvement with many of the groups participating in the process to date, and my unique qualifications.

The execution of my original Project Contract, the consultant's study which was cancelled, or a combination of both could still prove to be a very useful exercise to begin with.

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