

# Strategies and Resources for Integrated Community Sustainability Planning in St. Paul's, NL



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## **EXECUTIVE SUMMARY**

### **Introduction**

Under the Federal Gas Tax Agreement, Canadian municipalities are required to complete an Integrated Community Sustainability Plan (ICSP) by March, 2010. *Integration* and *sustainability* are two key concepts that have become the foundation of recent models for community planning. The purpose of such planning is to provide a broad, long-term plan for a community that will help it maximize economic and social benefits, without depleting the environmental resources upon which community members depend.

Like many coastal communities in Newfoundland and Labrador, St. Paul's is currently facing many challenges to future sustainability. The town also has opportunities to develop linkages between its many assets in order to build a stronger community. This document discusses some of these challenges and opportunities in the context of integrated community sustainability planning. The document also includes strategies and resources that St. Paul's, and other, similar coastal communities can use to develop linkages between community assets.

### **Local Context – St. Paul's**

St. Paul's is located on the Great Northern Peninsula, 35km north of Rocky Harbour. It is one of several enclave communities within Gros Morne National Park (GMNP). The town is situated on Route 430, a provincial highway. In 2009, it had a population of 309.

The town is settled on the estuary of St. Paul's inlet, an area that has historically supported a wide diversity of life and provided an abundance of natural resources. Archaeological evidence shows that the area was settled by several of the province's pre-historic cultures. The first recorded European settlement was in 1874. Throughout the 20<sup>th</sup> century, the settlement continued to develop as a fishing-based community, with forestry and small-scale agriculture playing an important role as well. St. Paul's was incorporated as a municipality in 1968.

St. Paul's is located in Economic Zone 7, which includes the communities on Route 430 and 431, from Trout River to St. Barbe. The regional economic development board for Zone 7 is the RED Ochre Regional Board Inc. St. Paul's has beneficial partnerships with the RED Ochre Board and other communities in Zone 7, as well as with other organizations in the region such as GMNP.

The town has a variety of local and regional assets that can be used as a foundation for future community development. These include a wide range of businesses, natural and cultural resources, social services, and partnerships with various organizations. Integrated community sustainability planning can be used to develop linkages between these assets and maximize opportunities towards overall community sustainability.

### **Planning for Sustainability in St. Paul's**

Community sustainability is dependent on several *pillars of sustainability*. Municipalities in Newfoundland and Labrador are required to complete an ICSP that addresses sustainability planning for 5 *pillars of sustainability*: Environmental, Social, Cultural, Economic and Governance.

Planning for environmental sustainability involves protecting and preserving ecosystem health and careful management of natural resources.

Social sustainability involves ensuring a good quality of life for all citizens through the delivery of programs and services, while cultural sustainability exists in communities that preserve, support and celebrate their culture and heritage.

Economic sustainability involves providing opportunities for a wide range of employment and ensuring that the municipality can financially support infrastructure and services.

Governance has an end effect on all other pillars of sustainability.

Planning for economic sustainability in St. Paul's can draw upon community assets or development of three key areas – tourism, the fishery, and regional cooperation. St. Paul's can begin to maximize the benefits of its community assets by developing linkages between these three keys to sustainability. Integrated planning for these areas will help create economic development that supports the environmental, social and cultural dimensions of life in St. Paul's.

### **Strategies for Sustainability Planning in 3 Key Areas**

- **Tourism Linkages**
  - Make St. Paul's more 'tourist friendly'.
  - Develop and promote ecotourism and adventure tourism
  - Develop and promote cultural heritage-based tourism.

- **Fisheries Linkages**
  - Seek opportunities and partnerships for local research and development
  - Foster partnerships for direct service of local products
  - Link fisheries with other areas such as guiding, tourism and education.
  
- **Regional Cooperation Linkages**
  - Maximize benefits of cooperation with regional tourism networks
  - Continue collaboration with other communities in the region
  - Include community development in the regional planning framework.

### **Additional Resources**

This section provides a list of potential resources and associated organizations that St. Paul's can access to develop the above strategies.

### **Implementation and Monitoring**

Community involvement in the planning process is one of the main goals of integration. St. Paul's has already held a workshop on community values with the assistance of the CURRA. See the Workshop Report posted at <http://www.curra.ca/documents/workshop%20summary.pdf>. This workshop could be used as the starting point for developing a community vision and defining a set of community goals. As work on integrated community sustainability planning continues, opportunities for public participation should continue to be provided.

An ICSP is meant to be a dynamic document that is regularly evaluated and adapted as necessary. The best way to ensure that the plan stays relevant and practical for community development is to hold a formal re-evaluation at least once a year. Including realistic and measureable targets in the plan will facilitate this process. With the use of such targets, progress towards community sustainability can be practically measured.

### **Conclusion**

St. Paul's has sufficient community resources to remain a sustainable municipality. The choice of direction for community development belongs to the town's residents their municipal council, and other community organizations. This document has illustrated some of the potential for community development in St. Paul's. As the town decides upon a shared community vision and local initiatives are organized to harness this potential, an ICSP will be a valuable tool for promoting community sustainability.

## **1.0 INTRODUCTION**

Recently, there has been an emphasis on the concepts of *sustainability* and *integration* for community planning. This emphasis has been highlighted with the federal government's requirement for all municipalities to complete an Integrated Community Sustainability Plan (ICSP) by March 2010. The purpose of such planning is to provide a broad, over-arching plan for a community that will help it maximize economic and social benefits, without depleting the environmental resources upon which they depend. This desired condition, loosely-defined, is *sustainability*. *Integration* is an inclusive approach to community planning that can help communities achieve sustainability.

Integrated planning means that "one hand knows what the other is doing." This ensures that planning on one level does not conflict with any planning at other levels. Integration involves cooperation and sharing of resources, and a participatory approach to planning that includes input from as many stakeholders as possible. Different levels of government, non-government organizations, members of the business community, special interest groups, and residents all have a voice in integrated planning. Integration also refers to the inclusion of many different types of information in community planning – including environmental, economic, social, cultural, and governance issues.

In Newfoundland and Labrador, coastal communities such as St. Paul's are facing many challenges. These include a changing economy, outmigration and aging populations, and an increasing need for regional cooperation. St. Paul's, like other coastal communities, also has many opportunities to develop linkages between community assets in their economy, fishery, tourism, culture, environment and regional partnerships.

Integrated community sustainability planning is a tool that communities can use to overcome challenges and build upon opportunities. By taking an integrated approach, communities can achieve sustainability and avoid the mistakes of short-sighted, narrowly-focused planning.

## **2.0 LOCAL CONTEXT – ST. PAUL'S**

St. Paul's is located on the Great Northern Peninsula, 35km north of Rocky Harbour. It is one of several enclave communities within Gros Morne National Park (GMNP). The town is situated on Route 430, a provincial highway. The 2006 census reports a population of 309, with a total of 112 private dwellings (Statistics Canada, 2009).

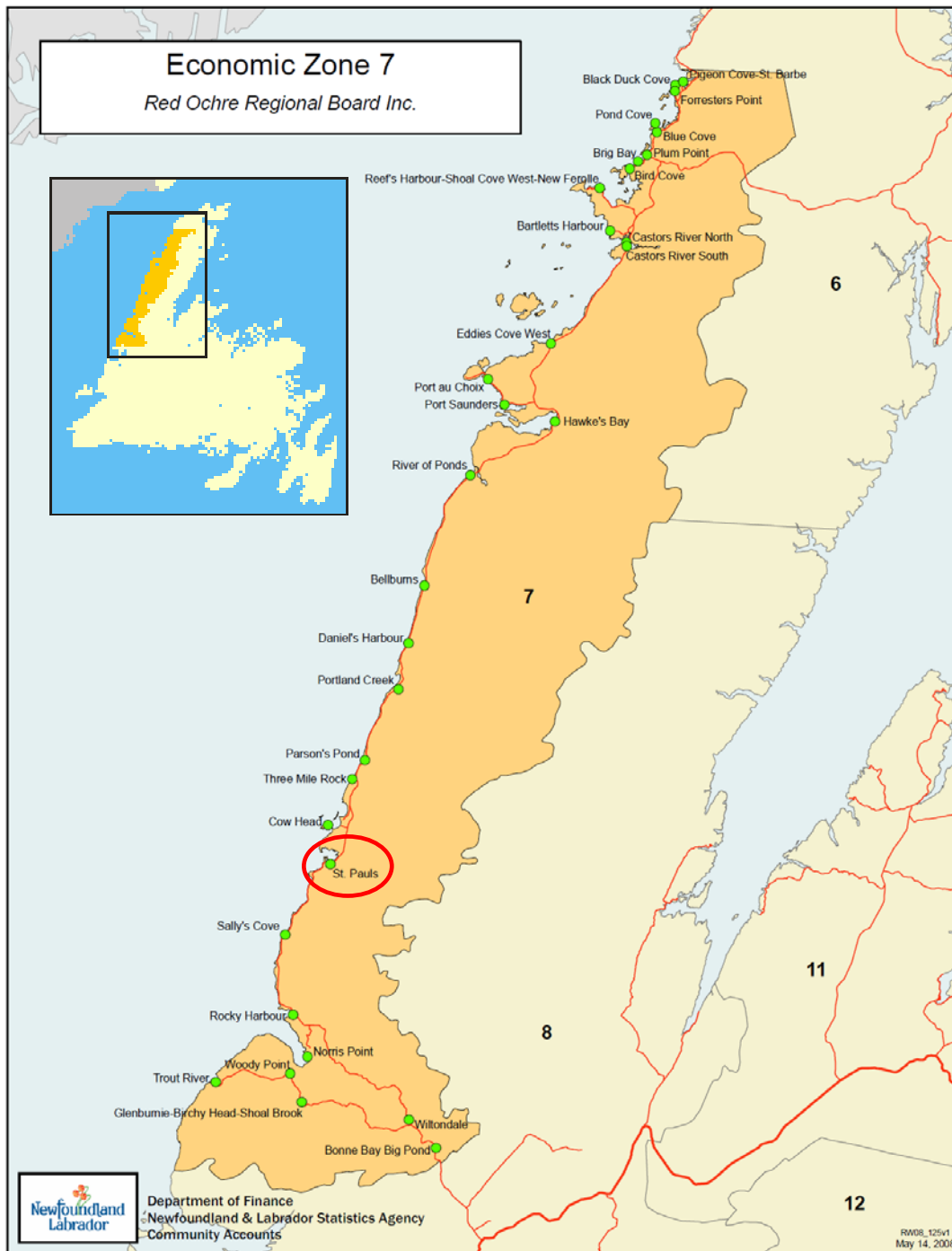
Situated on the estuary of St. Paul's Inlet, the town is located in a place that has long attracted people for its abundance of natural resources (Kukac *et al*, 2009). The mixture of freshwater and saltwater environments supports a wide diversity of life. A large number of birds, fish, shellfish and marine mammals have made the inlet an attractive place to settle.

There is archaeological evidence that the area was settled by Groswater Paleoeskimo and Recent Indian groups (Lavers, personal communication, 2009). Recorded European settlement begins with Elias Gifford, a fur trapper who was recorded at St. Paul's in 1874. The town was incorporated as a municipality in 1968 (Kukac *et al*, 2009)

From its period of settlement until recently, the town has been a fishery-based community, with forestry and small-scale agriculture playing an important role as well while forestry and agriculture are now less important. The fishery is still an important part of the town's economy, culture, and society. Built fisheries heritage can be clearly seen in the town at locations such as Tickle Point, Old House Rocks, and Hickeys. There is also a rich tradition of storytelling and singing that has been documented as valuable intangible cultural heritage, contributing greatly to the preservation of traditional folklore in the province (Halpert and Widdowson, 1996; Peacock, 1965).

St. Paul's also has many opportunities to continue and expand on cooperation and collaboration with its regional partners. As an enclave community within GMNP, the town is able to partner with the Park for environmental management and tourism development efforts. There is also strength in regional economic development. Included in Economic Zone 7, St. Paul's has opportunities for collaboration with the RED Ochre Regional Board and other communities in the economic zone.





Source: NL Statistics Agency Community Accounts, 2009

Economic Zone 7 includes the communities on Route 430 and Route 431, from Trout River to St. Barbe. Residents of St. Paul's have access to regional services such as the fire department, RCMP, and health facilities. The town is also involved in collaborative initiatives with other municipalities, such as the regional council for St. Paul's, Daniel's Harbour, and Parsons Pond.

Local and Regional Assets for St. Paul's, NL

ASSETS	LOCATION
<b>Businesses</b>	
Bennett's Grocery	St. Paul's
Cement Plant	St. Paul's
Clover Farm Variety	St. Paul's
Gros Morne Resort -Golf Course, Hair Salon, Hotel, Restaurant/Lounge, RV Park, Staff House	St. Paul's
Hair Salon	St. Paul's
Pittman's Enterprises -Construction/Electrical	St. Paul's
Pittman's Garage	St. Paul's
Seal Island Boat Tour	St. Paul's
<b>Cultural Areas</b>	
Tickle Point	St. Paul's
Old House Rocks/Hickeys	St. Paul's
Broom Point Interpretation Centre	GMNP, Route 430
Western Brook Boat Tour	GMNP, Route 430
<b>Health Services</b>	
Bonne Bay Health Centre	Norris Point
Health Clinics	Cow Head, Daniel's Harbour, Parsons Pond
Western Memorial Regional Hospital	Corner Brook
<b>Municipal Facilities</b>	
Town Municipal Building	St. Paul's
Waterfront and Dock	St. Paul's
Paved Pull-Off Sites on Route 430	St. Paul's
Outdoor Recreational Complex	St. Paul's
<b>Parks</b>	
Gros Morne National Park	Route 430
Arches Provincial Park	Route 430
International Appalachian Trail	Route 430
<b>Schools and Colleges</b>	
Long Range Academy	Cow Head
College of the North Atlantic	Corner Brook, Stephenville, St. Anthony
Memorial University – Bonne Bay Marine Station	Norris Point
Memorial University – Grenfell College	Corner Brook
<b>Social Services</b>	
RCMP	Rocky Harbour
Public Libraries	Cow Head, Daniel's Harbour, Norris Point, Rocky Harbour
<b>Transportation</b>	
Deer Lake Regional Airport	Deer Lake
Southern Labrador Ferry	St. Barbe
Route 430	Deer Lake to St. Anthony

In planning towards future sustainability, St. Paul's can take advantage of many local and regional assets. A variety of businesses provide the community with access to many goods and services. These range from industrial operations, such as construction, to services such as hair styling and automotive repair. There is also a solid foundation for building the tourism industry in the Gros Morne Resort. This facility is equipped with accommodations, golf course, restaurant, and lounge. Another tourism draw in the town is the Seal Island Boat Tour.

Tickle Point and Old House Rocks – Hickeys are traditional fishing areas that are rich with cultural significance and beautiful natural scenery. An existing walking trail to Tickle Point leads through the salt marshes and "The Green", a communal pasture area, to sandy beaches along the coast. The easily-accessible walk includes scenic views of the Long Range Mountains and St. Paul's, great opportunities for bird-watching, and important elements of local heritage including fish stores, cemeteries, and small herds of grazing sheep.

The community has an outdoor recreational area, where the Tickle Point trail begins. This area includes a playground, basketball court, and baseball field. The area is also used for outdoor events such as the town's annual 'fun weekend. Other municipal facilities include the Town Municipal

Building, which has a large open room for events and meetings, as well as a developed dock and two paved pull-off sites on Route 430.

St. Paul's can also access many regional assets. The town is within a 10 minute drive of two Parks Canada sites – the Broom Point Interpretation Centre and Western Brook Boat Tour. The Gros Morne Theatre Festival is a successful tourist attraction in nearby Cow Head. Major services can be accessed in Rocky Harbour and Norris Point, which are about a 1 hour drive away. St. Paul's is adjacent to Route 430, and regional transportation hubs such as Deer Lake Regional Airport and the Southern Labrador Ferry increase the town's accessibility.

The town has many existing partnerships with government departments and agencies, and other organizations. Integrated development will involve maximizing the benefits of these partnerships, as well as seeking opportunities to develop new partnerships.

St. Paul's is a community in transition, facing many challenges, but also rich with opportunities. The fishery is still a large part of the town's economy and culture. Tourism is emerging as a potential area for future economic development in St. Paul's. Culture and heritage resources are plentiful. The natural environment provides spectacular scenic beauty and abundant natural resources. Integrated planning can allow the community to develop linkages between these assets and, in the process, maximize opportunities towards overall community sustainability.

### **Governance and Partnerships**

#### **Federal Government Departments and Agencies**

Atlantic Canada Opportunities Agency (ACOA)  
Canadian Heritage  
Fisheries and Oceans (DFO)  
Parks Canada  
Service Canada

#### **Provincial Government Departments and Agencies**

Government Services  
Heritage Foundation NL  
Innovation, Trade & Rural Development  
Municipal Affairs  
Municipal Assessments Agency  
Municipalities NL  
Provincial Archaeology Office  
Transportation and Works

#### **Regional Organizations**

Central Development Association  
Gros Morne Co-operating Association  
RED Ochre Regional Board  
Regional Council – St. Paul's, Parsons Pond  
Daniel's Harbour

#### **Community Organizations**

Anglican Women's Group  
Roman Catholic Women's Group  
Volunteer Fire Department  
Volunteer Firettes  
Volunteer Recreation Committee  
Youth Group – St. Paul's, Parsons Pond, Cow Head

### 3.0 RESEARCH PROCESS

This project was informed by previous CURRA research completed in St. Paul's. Preliminary information on St. Paul's was gathered through consulting with researchers and reviewing publications.

*St. Paul's: Past, Present, Future* (Kukac, et al 2009) gives a good introduction to the community in terms of history, environment, and community values. The subject of community resources and values was explored further in a CURRA-organized community workshop in St. Paul's in December, 2008. The results of these sessions give a good indication of how residents of St. Paul's view community opportunities and challenges for the future (CURRA, 2009).

For this report, consultations with community members and regional partners were conducted over the course of two field trips to St. Paul's. Consultations were held with a wide range of people, including members of council, local fishermen, business owners, youth, university researchers, and representatives of organizations such as Parks Canada and the RED Ochre Board.

With information from these publications and consultations, a list of local issues for community sustainability was compiled. These issues were considered throughout a process of secondary research on integrated community sustainability planning. The objective of the research process was to document how integrated sustainability planning could forward development of those issues identified by the community.

### 4.0 PLANNING FOR SUSTAINABILITY IN ST. PAUL'S

The concept of *sustainable development*, as it is now commonly understood, gained international awareness through the United Nations World Commission on Environment and Development (WCED). The commission report, entitled *Our Common Future*, was published in 1987. It contained the following definition:

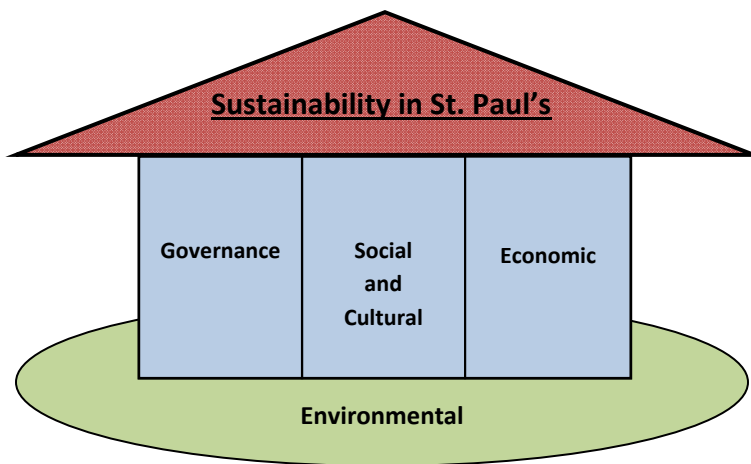
Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs (WCED, 1987:23).

This definition seeks to strike a balance between economic development and environmental conservation. Later interpretations of the concept have come to view sustainable development as including a third, social dimension. This three-

dimensional, or three 'pillar' approach has been widely used for discussing community sustainability. The federal guidelines for ICSP's include environmental, social, cultural, and economic pillars of sustainability. The provincial government has included an additional requirement for a governance pillar.

Many researchers have stressed that it is important that we not consider these dimensions of life as separate, but rather focus on integration as a way of building sustainability for each of them together. Integrated planning recognizes that when one of these elements is missing or struggling, the community is held back from making the most of its opportunities and strengths.

*Sustainability in St. Paul's is supported by each pillar.*



*The environment is the foundation on which the community is built.*

*Governance, society and culture, and economy are important dimensions of life in the community.*

*Each pillar must be strong to support overall community sustainability.*

## 4.1 PLANNING FOR ENVIRONMENTAL SUSTAINABILITY

Environmental sustainability is achieved when a community can use its natural resources to meet its needs in a way that does not deplete these resources for future generations. Planning towards this goal involves protecting and preserving ecosystem health and careful management of natural resources. Environmental sustainability is the foundation upon which all the other pillars of sustainability are built. It has become clear how social, cultural, and economic dimensions of a community will suffer when there is a large-scale environmental problem. Integrated community sustainability planning begins with planning for environmental sustainability.

A major part of such planning involves natural resource management. People in St. Paul's have a history of trying to conserve the natural resources that they know have economic value to the community. This is apparent in the local history of the fishery, which has seen several locally organized conservation and stewardship initiatives (Kukac *et al*, 2009).

There are other community resources with less obvious ecological, social, and aesthetic values – as well as the potential for future economic value in terms of tourism. This is the case with the ecologically sensitive areas of the salt marshes, the St. Paul's estuary and St. Paul's inlet.

*Sample Goals and Actions for Environmental Sustainability*

Sample Goals	Sample Actions
- Protect ecologically sensitive areas	- Include environmental protection in municipal planning - Partner with organizations to develop conservation measures for the salt marshes and estuary.
- Encourage conservation and stewardship in the community	- Work with community and environmental partners to develop educational campaigns and materials and promote stewardship of marine and forest resources.
- Develop more efficient waste management policies	- Include waste diversion and waste reduction initiatives in waste management planning
- Develop more efficient waste water treatment systems	- Foster partnerships for investment in peat filter wastewater treatment systems

**4.2 PLANNING FOR GOVERNANCE SUSTAINABILITY**

Governance has an end-effect on all the other pillars of sustainability. Municipal planning and policies have a great impact on social, cultural, and economic sustainability. When municipalities are stretched or dysfunctional, there is little time or resources to devote to long-term integrated planning. Rural municipalities are facing many challenges, including low participation, insufficient training and resources for councilors and staff, and potential conflicts of interest among council members.

The issue of governance was a large component of the Municipalities NL sustainability self-assessment process. Feedback from that session provides

material for developing actions toward the goal of sustainable governance in St. Paul's.

*Sample Goals and Actions for Governance Sustainability*

Sample Goals	Sample Actions
- Encourage greater community participation in municipal governance	- Increase voter turnout for elections and generate more candidates
- Adopt standardized procedures for municipal councils	- Hold meetings with rules of procedure and layered governance structures - Organize Committees of Council to designate and focus responsibility
- Use integrated planning for community development	- Develop inclusive plans that are regularly consulted and updated

### **4.3 PLANNING FOR SOCIAL AND CULTURAL SUSTAINABILITY**

A community that is socially sustainable ensures a good quality of life for all citizens. This is achieved through policies and institutions that deliver programs and services, provide equal access, and promote social harmony. Cultural sustainability exists in communities that preserve, support, and celebrate their culture and heritage. St. Paul's has a rich heritage that continues in the culture of the community today.

Like many rural communities in the province, St. Paul's is facing population decline and outmigration. There is a challenge to create opportunities for young people in St. Paul's and encourage younger families to live there. Youth in St. Paul's could be encouraged to take a more active role in the community through expanded recreation programs. There is also a challenge to provide more meaningful work experiences for youth.

With ongoing outmigration of fishers, the town is also losing older families and workers. A major challenge will be to ensure that older families maintain their way of life despite shifts in the population and economy of the town and a related challenge will be to support the transfer of experience, knowledge and other heritage resources from older generations to younger people. Other anticipated challenges included providing necessary services for elderly populations and being

able to fund these services if there is a future decrease in the town's taxbase. With increasing numbers of St. Paul's residents moving to other provinces, there will also be challenges to provide opportunities for them to return.

The traditional community identity is being challenged by the shifting economy and increased regionalization. Building a sustainable economy is one aspect of facing these challenges, but there is also a need to develop and maintain social and cultural resources such as recreational facilities, community and church groups, and arts and heritage festivals. Local artists and artisans working in traditional and non-traditional media are another important part of the local and regional community.

*Sample Goals and Actions for Social and Cultural Sustainability*

<b>Sample Goals</b>	<b>Sample Actions</b>
- Improve senior services	- Develop a plan for senior services
- Improve youth services	- Develop more programs for youth
- Increase community participation	- Organize more community-building activities such as beach clean-ups
- Celebrate and promote local heritage and arts	- Work on including heritage and arts in festivals and events - Support local artists and artisans: develop market for locally-made goods, art, crafts, etc.

#### **4.4 PLANNING FOR ECONOMIC SUSTAINABILITY**

For a community to achieve economic sustainability, it must provide opportunities for a wide range of employment. St. Paul's is currently supported mainly by the fishery and tourism, with many people also working in other communities in the region or leaving to find work in other provinces. There is a challenge to provide a wider range of employment, with meaningful work experiences available to youth as well as year-round, higher paying jobs that will support families.

Economic sustainability also means that the municipal government is able to financially support the development of infrastructure and services. The Town of St. Paul's is in a good position to continue doing this, with a reasonably large taxbase due to businesses in the town.



St. Paul's has a number of community assets that can be developed through community-driven initiatives. These initiatives could contribute to economic sustainability by developing linkages between readily available community assets. It was suggested during the consultation process that there are three key areas for economic sustainability in St. Paul's – tourism, the fishery, and regional cooperation. St. Paul's can begin to maximize the benefits of its community assets by developing linkages between these three key areas.

In order for economic development to support community sustainability as a whole, it must be planned for in a way that considers the other pillars of sustainability as well. Integrated planning for these areas will help create economic development that also supports the environmental, social, and cultural dimensions of life in St. Paul's.

#### *Sample Goals and Actions for Economic Sustainability*

<b>Sample Goals</b>	<b>Sample Actions</b>
- Provide a wide range of employment	- Continue seeking partnerships for employment and supporting new local businesses
- Maintain financial support for required infrastructure and services	- Continue working with community partners to identify and meet needs
- Support community-driven initiatives for development of community assets	- Develop linkages between community assets in tourism, the fishery and regional cooperation

## **5.0 STRATEGIES AND RESOURCES FOR SUSTAINABILITY PLANNING IN 3 KEY AREAS**

The following section provides strategies and resources for developing more linkages within and between tourism, the fishery, and regional cooperation.

### **5.1 TOURISM LINKAGES**

The Canadian Tourism Commission (CTC) reports that “authentic tourism experiences” are a fast-growing and high-demand segment of the tourism industry (CTC, 2004). *Uncommon Potential*, the provincial government's latest tourism plan,

reports that there is a growing demand for “experience” tourism and travelers are increasingly looking for places that offer unique experiences (NL, 2009). Heritage and nature-based activities are a major component of the province’s tourism marketing plan. In the latest available exit survey of visitors to the province, vacation and leisure travelers were asked to rate a list of selling points for the province as a tourism destination. The three highest-rated statements were:

- 1) Desire to meet the people and experience the culture
- 2) Desire to visit unique and off-the-beaten-track destinations
- 3) Experience contributes more to the vacation than the sites (NL, 2006).

The Canadian Tourism Commission (CTC) has recently launched its *Explorer Quotient* website (<http://eq.canada.travel/>), which quizzes visitors on travel preferences in order to place them in one of 9 Explorer Types. The website then lists experiences and destinations that should appeal to that type. A representative of Gros Morne National Park reported that increasing numbers of its visitors are “Cultural Explorers” or “Authentic Experiencers.” These Explorer Types include people who want to experience nature along with local culture and history. St. Paul’s has many resources to draw upon in order to develop these types of attractions.

In addition to economic benefits, the development of sustainable tourism in the area can also have benefits for environmental, social, and cultural sustainability. The following strategies will help develop linkages between community assets towards the goal of sustainable tourism.

#### *5.1.1 Strategy: Make St. Paul’s more ‘tourist friendly’*

There is no shortage of potential tourist attractions in St. Paul’s, as will be discussed below. As these areas are developed, there are several general improvements that can be made to increase visitation.

**More signage on Route 430** indicating recreational and tourism activities would help encourage people to stop in St. Paul’s. The walking trail to Tickle Point, for example, is only moments from the highway. This trail provides easy access to the natural and cultural attractions that many tourists are looking for. Signs directing tourists off the TCH into St. Paul’s are a first step to promoting such attractions.

Recent changes to provincial highway signage regulations must be noted for the development of future signs. Tourist-Oriented Directional (TOD) Signage is the new provincial standard. There are also new regulations concerning the placement of highway signs. Highway signage applications must be made through the Department of Transportation and Works. An online application is available through Government Services:

<http://www.gs.gov.nl.ca/gs/gsc/pdf/sign/appl-highwaysigns.pdf>

**Establishing and promoting a visitor information site** would help visitors know what they can see and do in St. Paul's. A suitable location for the site would be at the paved pull-off site near the dock on the north side of the bridge. The site would include interpretive panels and maps of walking trails, services, and other attractions.

**Developing and promoting more hospitality and service-based businesses** could make St. Paul's more competitive in attracting visitors. The Gros Morne Resort already offers accommodations, a restaurant and a lounge. Potential business opportunities that could complement rather than compete with existing attractions include Bed & Breakfast type accommodations and a smaller restaurant/coffee shop where people can stop while passing through St. Paul's. Community-driven events such as church-organized suppers could also complement these businesses. With regular scheduling and promotion such events could add to the overall level of visitor services in the town.

**Continue to seek solutions to the current lack of technological services**

More technological infrastructure such as cell phone coverage and high-speed internet would also give St. Paul's an advantage in developing tourism. A town website would be beneficial in that it would give St. Paul's a greater presence on the internet. The Province reports that online booking is becoming the new standard for tourism and that meeting this expectation is a major challenge for operators in Newfoundland and Labrador (NL, 2009). St. Paul's could also use the internet to promote various events and festivals.

Social networking sites such as Facebook are one way to promote easily and inexpensively. There is an existing St. Paul's Facebook group with over 300 members including former and current residents of St. Paul's, as well as people who

have visited or want to visit the area. Tourism Newfoundland and Labrador also operates a Facebook page, with a regularly-updated list of festivals and events. This page has a public listing, which is not restricted to Facebook users. It can be viewed at this website: <http://www.facebook.com/NewfoundlandLabradorTourism>

### *5.1.2 Strategy: Develop and promote ecotourism and adventure tourism*

#### **Continue to promote interactive boat tours**

Seal Island Boat Tours (<http://www.bontours.ca/thetours/seal.html>) in St. Paul's is easy to access and provides an opportunity to view some of the most spectacular scenery and visible wildlife in the region. Many of St. Paul's best scenic attractions are only accessible by boat. Boat tour operators are possible partners for developing future interpretive programs and tourism packages in the community.



*The Seal Island Boat Tour allows views of spectacular scenery and wildlife such as harbour seals.*



### Promote eco-tourism activities such as sea kayaking, hiking and biking

St. Paul's is an ideal location for these types of adventure tourism activities. The natural scenery and wildlife are plentiful and easily-accessible – the flat landscape is well-suited for general hiking or biking, and the inlet and bay are well-sheltered, making them relatively safe and attractive for kayaking.

Long Range Adventures (<http://longrangeadventures.com/>), based in Sally's Cove, is currently operating several adventure trips in the St. Paul's area, including mountain biking from Broom Point to Shallow Bay, and sea kayaking in St. Paul's Bay. This company is another potential partner for developing future programs and tourism packages.

### Improve and expand existing walking trails

The walking trail to Tickle Point is the logical starting point for future trail development in St. Paul's. Major strengths of this trail include:

- accessibility and easy walking, with a short (approx. 1hr) walk to the fishing sheds on the point
- beautiful scenic views of mountains, beaches, salt marshes, etc.
- cultural heritage areas: fishing sheds and community pasture
- excellent potential for bird watching.

Tickle Point is an ideal location for an interpretive ecological or heritage program. A simple, self-guided tour could be developed with the use of interpretive signage and information pamphlets. A trail linking the Gros Morne Resort to the dock area/pull-off site would be another valuable link.



*Tickle Point Trail*

There is also potential to develop guided interpretive programs on the cultural heritage of the fishery and farming. Parks Canada has developed such programs at Broom Point, and in the community of Trout River. Finding a unique angle for interpretation in St. Paul's would help make a program that complements others in the region.



*Broom Point*

Potential user conflicts may arise, as the salt marsh is used for a variety of purposes. Recreational walking, ATV use, bird watching, bird hunting, and pasture are just some of the ways the area is being used by local people. Public participation and stakeholder consultation is an important tool for resolving user conflict. One solution to potential user conflict might be to consider setting aside at least one part of the salt marsh for conservation. The Municipal Wetland Stewardship Agreement is a partnership offered through the provincial government Department of Environment Wildlife Division. Eighteen communities in the province have committed to wetland stewardship, developing wetland management plans with assistance and resources from the Eastern Habitat Joint Venture. Information on the program can be found on this website: <http://www.env.gov.nl.ca/env/wildlife/Wildlife/Municipal.htm>

The Nature Conservancy of Canada seeks to preserve important habitat in Canada and has a range of different programs for doing this

<http://www.natureconservancy.ca/site/PageServer>

### **Promote bird watching**

St. Paul's inlet provides habitat for many species of birds. The salt marsh area is known to local bird watchers for its high number of species, as well as being the site for several rare species. The inlet is also an important breeding area and an important stopover site for shorebirds during the fall migration period.

Listed below are some species that are often sighted at St. Paul's.



**Shorebirds**

Semipalmated plover  
Killdeer  
Black-bellied plover  
Least sandpiper  
Semipalmated sandpiper  
Dunlin  
Red knot  
Whimbrel  
Short-billed dowitcher  
Greater yellowlegs  
Lesser yellowlegs  
Ruddy turnstone  
Wilson's snipe  
(aka Common Snipe)

**Waterbirds**

Canada geese  
Green-winged teal  
American black duck  
Northern pintail  
Common goldeneye  
Red-breasted merganser  
Common merganser  
Common tern  
Arctic tern  
Caspian tern  
Ring-billed gull  
Herring Gull  
Black-backed gull

**Landbirds**

Savannah sparrow  
Horned lark  
American pip  
Snow bunting (winter)  
Common yellowthroat  
American redstart  
Yellow-bellied flycatcher  
Blackpoll warbler

*(Source: Darroch Whitaker, Parks Canada, personal communication, June 26, 2009)*

There are opportunities to develop interpretive signage for walking trails with information on these species. Short one-page guides including descriptions and pictures of the most common species could be made available to walkers.

GMNP currently has no regular interpretive bird-watching program. The Tickle Point trail through the salt marshes would be an ideal place for such a program.

*5.1.3 Strategy: Develop and promote cultural and heritage based tourism*

**Explore opportunities for agriculture-based heritage interpretation**

This may be a niche that is not being used by other towns in the area. Information about small-scale agriculture, community gardening, road-side gardens, and food preparation, can provide alternative insights on the traditional way of life in fishing communities. Anthropologist John Omohundro's (1994) research on the subsistence activity on the Great Northern Peninsula, *Rough Food: The Seasons of Subsistence in Northern Newfoundland* is an important resource for those interested in documenting and celebrating this heritage.

### **Develop heritage initiatives based on singing and storytelling traditions**

Residents of St. Paul's were important in the development of Newfoundland folklore collections during the 20<sup>th</sup> century. Members of the Bennett family were interviewed during the 1950s and 1960s by several different folklorists. Stories and songs contributed by the Bennett family can be found in definitive volumes of Newfoundland folklore, including Halpert and Widdowson's *Folktales of Newfoundland* (1996) and Peacock's *Songs of the Newfoundland Outports* (1965). In recognition of her contributions, Becky Bennett of St. Paul's was awarded a Lifetime Achievement Award by the St. John's Folk Arts Council in 2004.

With sufficient local interest, these traditions can be explored, revived and celebrated, adding to the tradition with information from other local families. Possibilities for heritage initiatives based on these traditions include:

- Interpretive walking tours and programs.
- Investment in a small outdoor amphitheatre at a main tourism site such as Tickle Point for singing and story-telling.
- Organizing events to celebrate folk traditions.

### **Expand and promote town festivals and events**

St. Paul's has several areas suitable for festivals or events. The Town Municipal Building can accommodate indoor events, and the two churches in the town have hosted events in the past. There is also an outdoor recreation complex, which is the site of the annual fun weekend. Another regular event during the summer is moose suppers, hosted by the Anglican Church.

Expanding and promoting these community events can provide more reasons for visitors to come and to stay in St. Paul's. Partnering with other communities and with Parks Canada could produce better promotion of events and a stronger calendar of regional events.

### **Establish linkages between archaeology and tourism**

Archaeological excavation in St. Paul's is still in its beginning stages. Given the success of excavations by Memorial University during the summer of 2008, it is likely that there will be more activity in the future. If archaeological research does continue in the town, there are possibilities for linking this with tourism.



Information on prehistoric settlement in St. Paul's would provide good material for interpretative signage at a visitor information site or along walking trails. Partnership with the Memorial University Archaeology Unit would provide the information required to develop these materials. Borrowing and displaying artifacts from excavations in St. Paul's is another possibility, if there is a suitable visitor information centre in St. Paul's in the future.

Archaeology projects have the potential to increase tourism and employment in some communities. Not all archaeological sites are suitable for community-organized projects, but there are varying degrees to which a community can participate in and benefit from archaeological research. As archaeological research in St. Paul's continues to develop, the town should continue to look for ways to involve the community. The Newfoundland Archaeological Heritage Outreach Program (NAHOP) has developed guidelines for organizing community archaeology projects, which can be read online at this website:

[http://www.arts.mun.ca/nahop/Online\\_Resources/NAHOPGuidelines.pdf](http://www.arts.mun.ca/nahop/Online_Resources/NAHOPGuidelines.pdf)

## **5.2 FISHERIES LINKAGES**

The fishery has traditionally been the main industry in St. Paul's. Fishers currently harvest a variety of species, including lobster, halibut and crab. Since the cod moratorium in 1992, the lobster fishery has been the main source of income for St. Paul's fishers, with supplementary income from harvesting other species. Combined factors such as a low market price for lobster, high fuel costs, and an unusually low lobster harvest have made recent years difficult for St. Paul's fishers. There has been a decrease in the number of people participating in the fishery because of these factors, with several fishers moving to find employment in other provinces. Income has also been supplemented by working in other local industries, including guiding.

The fishery is important to St. Paul's and its citizens, both economically and culturally. Planning for continued community involvement in this industry may be facilitated by developing linkages between the fishery and other community assets such as tourism.

### *5.2.1 Strategy: Seek opportunities and partnerships for local research and development*

Development of the fishery in St. Paul's could be facilitated by new partnerships with government agencies and university researchers. St. Paul's has already attracted researchers from a wide range of fields, including researchers from the Bonne Bay Marine Station and CURRA. Establishing a partnership to research a local issue such as the low number of lobsters landed this season and the location and protection of juvenile lobster habitat would be good opportunities for public participation in fisheries science.

Harvesting and processing non-traditional species may be another opportunity for economic diversification. The provincial government offers funding for research and development in harvesting and processing through the Fisheries Technology and New Opportunities Program. Information and application forms for this program are available on the Fisheries and Aquaculture website:

<http://www.fishag.gov.nl.ca/publications/default.stm>

### *5.2.2 Strategy: Foster partnerships for direct service of locally harvested products*

The direct service of products harvested in the community through local businesses and community events provides a unique opportunity that could benefit fishers, businesses and community groups. There may be opportunities to partner with local restaurants such as the Gros Morne Resort for the direct service of locally harvested products. Pairing local fishers with local restaurants may have increased appeal for travelers who are seeking 'environmentally friendly' tourist destinations.

Another way to facilitate this would be to include a culinary aspect in future festivals and events. This is already seen in the community with the Anglican Church's regular moose supper where tourist and youth engagement might be enhanced by showing people how to prepare moose and other local produce. Serving traditional meals such as fish and brewis or lobster accompanied by fresh local produce is another unique angle for tourism. Such festivals or events may also provide another market for fishers to sell

products. Preparation, sale and education around the production of post-harvest, value-added products such as smoked or pickled goods may be another opportunity for development.

*5.2.3 Strategy: Link fishery with other areas such as guiding, tourism, and education.*

**Develop and promote fisheries tourism**

There is a potential for local harvesters to share the experience of fishing with visitors. There are possibilities for developing smaller, interactive boat tours for this purpose. If a local person wanted to use their boat for this type of business, there are several aspects of the fishery that can be drawn upon for resource material.

Fisheries science is one area that is of interest. In this style of program, participants are involved in smaller experiments such as doing plankton tows, taking and recording measurements of specimens, etc. One business that has used this model successfully is Coastal Connections, operating out of Terra Nova Park. Information about the business can be found on their website: <http://coastalconnections.ca/>

Another possibility that would meet the demand for experience tourism is a more interactive-interpretive program in which participants play an active role in the fishery. Several local fishers are already supplementing their income with guiding. While this appeals to the special interest group of fishing and hunting enthusiasts, by adding an interpretive element it could become attractive to a wider range of tourists.

Iconic fishing activities such as jigging cod, building boats and building and hauling lobster pots have potential to attract people looking for cultural experiences.



*Old House Rocks*

### **Enable transfer of knowledge and fishery-related skills**

Traditional skills related to the fishery and agriculture are important elements of cultural heritage for communities in Newfoundland and Labrador. There is a knowledge base in St. Paul's among fishers and former fishers that would provide material for developing informative workshops and programs. Boat building, for example, is one fishery-related skill that has the potential to be captured, preserved and transferred through workshops and other events. Winterton, NL, has developed a boat-building museum and promotes fisheries heritage as a tourist attraction. The museum has a website can be viewed here: <http://www.woodenboat.ca/index.php>

Activities related to boat building include regattas or dory races. The communities of Fogo Island and Change Islands hold an annual punt race, which is one of several community driven initiatives that celebrate local heritage. Information on the races can be found here: <http://www.fogoislandregatta.com/>

These events have potential to attract visitors and add more cultural heritage to existing town festivals. Many other aspects of the traditional fishery have similar potential, including making, fixing, and setting gear, drying and preparing fish, cooking fish, fish recipes, etc.

## **5.3 REGIONAL LINKAGES**

There are many potential benefits from regional cooperation that St. Paul's has yet to maximize.

The town has well-established partnerships and potential for new partnerships that will continue to be valuable resources for community development in the future.



*Route 430 bridge over St. Paul's Inlet*

### *5.3.1 Strategy: Maximize benefits of cooperation with regional tourism networks*

#### **Continue partnership with Gros Morne National Park**

GMNP receives 160,000 visitors every year and St. Paul's has many of the attractions that these people are coming to the province to see. Establishing stronger linkages with Parks Canada can help the town promote itself as a tourist destination, and provide resources for developing new programs.

Parks Canada has supported community-organized initiatives in a variety of ways. This has ranged from providing consultation and training through in-kind support, to formal partnerships for the development of interpretive programs. The Park could be a valuable resource for St. Paul's as it develops new community initiatives.

For example, if the town wanted to develop a cultural or ecological interpretive program, Parks might be available to assist with training of interpreters or provide consultation on signage. If given a proposal for a program with a unique angle, such as bird watching interpretation, the Park might be open to partnering with St. Paul's to develop it. GMNP is also a good resource for the promotion of community festivals and events, as they are often including in promotional materials and posted at sites within the park.

#### **Explore opportunities for marketing regional tourism packages**

Other established tourism businesses may make for good partners in the future by developing packaged tourism deals. The surrounding region is rich with cultural attractions such as the Gros Morne Theatre Festival in Cow Head (<http://www.theatrenewfoundland.com/gmtf.html>). There are also ecotourism and adventure tourism attractions such as the International Appalachian Trail (<http://www.iatnl.ca/>).

Each community in the GMNP region and the surrounding area has its own particular attractions. Working together to market the region as a whole would be a good way to take advantage of regional strengths.

### *5.3.2 Strategy: Continue collaboration with regional partners*

#### **Strengthen partnerships with other municipalities in the region**

Regional cooperation has benefited St. Paul's in the delivery of services such as the regional fire department, regional garbage collection, and an ambulance service shared with the town of Cow Head. The town has also chosen to share resources in the ICSP planning process by completing a collaborative ICSP with Daniel's Harbour and Parson's Pond. Opportunities for other improved services may be one benefit of increased regional cooperation.

This topic has recently been at the forefront of political development in the region. A feasibility study on amalgamating St. Paul's with Daniel's Harbour and Parsons Pond has been commissioned by the department of Municipal Affairs. The preliminary report from this study can be found on the consultant's website: <http://www.urbanvision.ca/projects.html>

**Continue collaborations with regional organizations such as the RED Ochre Board, the Central Development Association, and the Gros Morne Co-operating Association**

St. Paul's is already benefiting from the shared resources and consultation of such organizations for many project proposals and funding applications. As the town continues to develop, these regional organizations will continue to be valuable partners.

*5.3.3 Strategy: Include community development in the regional planning framework*

Because the communities in this region are so closely linked, participating in a regional planning framework is very important. Sustainability in one town can be greatly affected by what is happening in other communities. For example, an environmental initiative taken for a complex ecological system such as a watershed area will have to include all communities in that area in order to be effective. Similarly, planning for social sustainability will require collaboration, since many essential services are shared between communities.

There is an existing Integrated Coastal Zone Management Plan for the Great Northern Peninsula (Great Northern Peninsula ICZM Steering Committee, 2008). This plan should be consulted as a resource on sustainable regional development.

Finding community-based initiatives that also forward regional goals will open more doors for collaboration and help improve regional sustainability.

## **5.4 ADDITIONAL RESOURCES**

Listed below are additional organizations and materials that may provide resources for community development initiatives in St. Paul's:

### **Atlantic Canada Opportunities Agency (ACOA)**

ACOA provides funding for economic development projects in Atlantic Canada. St. Paul's and the other communities of Economic Zone 7 have partnered with this agency on various past projects. A recent ACOA media release announced investment for salt marsh restoration in Nova Scotia:

<http://mediaroom.acoa-apeca.gc.ca/e/media/press/press.shtml?4435>

### **Conservation Corps Newfoundland and Labrador (CCNL)**

This non-profit organization provides youth with employment in environment and culture. The CCNL Green Team program may be an opportunity to provide youth in St. Paul's with a meaningful work experience, while forwarding a community development initiative such as walking trail construction or heritage research.

For more information on the program:

[http://www.conservationcorps.nf.ca/html/green\\_team.htm](http://www.conservationcorps.nf.ca/html/green_team.htm)

### **Heritage Foundation of Newfoundland and Labrador (HFNL)**

HFNL was originally established by the provincial government to administer to matters concerning architectural heritage. St. Paul's has collaborated with this organization for the restoration of fish stores on Tickle Point and in establishing two cemeteries as municipal heritage sites.

The organization also offers assistance with the management of intangible cultural heritage (ICH), including local knowledge of traditional crafts and skills. For more information on ICH, including the provincial ICH strategy:

<http://www.heritagefoundation.ca/ich.aspx>

### **Municipalities Newfoundland and Labrador (MNL)**

MNL has been assisting municipalities with the ICSP process through the Community Corporation Resource Centre (CCRC). A list of resources on ICSP can be found on their website:

<http://www.municipalitiesnl.com/default.php?display=cid136&mid=921>

### **Natural Sciences and Engineering Research Council of Canada (NSERC)**

This government agency offers several funding programs for innovative partnerships between university researchers and Canadian businesses. The Regional Opportunities Fund (ROF), for example, supports regional events and activities related to natural science or engineering. For a complete list of NSERC programs:

<http://www.nserc-crsng.gc.ca/>

### **Nature Conservancy of Canada (NCC)**

This non-profit organization works to protect biodiversity through the purchase, donation, or placing of conservation easements on ecologically significant lands. It has been involved in the conservation of several areas similar to the St. Paul's salt marshes, including the Grand Codroy River Estuary near Stephenville. Information on the NCC's work in Newfoundland and Labrador is available on this website:

[http://www.natureconservancy.ca/site/PageServer?pagename=at\\_ncc\\_NL\\_projects](http://www.natureconservancy.ca/site/PageServer?pagename=at_ncc_NL_projects)

## **6.0 IMPLEMENTATION AND EVALUATION**

Community involvement in the planning process is one of the main goals of integration. The ICSP framework requires defining a community vision through consultation with community members. St. Paul's has already held a workshop on community values with the assistance of the CURRA (CURRA, 2009). The results of this workshop should be used as the starting point for developing a community vision and defining a set of community goals. See <http://www.curra.ca/documents/workshop%20summary.pdf> for the final report. As work on integrated community sustainability planning continues, opportunities for public participation should continue to be provided

A community sustainability plan is meant to be a fluid, dynamic document that is adapted as necessary in the future. Along with goals and actions, the plan should include realistic timelines for achieving them. Once a plan is produced, it should be



monitored with a formal re-evaluation at least every year. By meeting annually to review the community sustainability plan, municipal councils will be able to amend it as necessary, and measure their progress towards achieving community goals.

A method of measuring such progress is to choose a set of targets and measures during the original planning process. With a set of progress indicators to monitor and evaluate, the plan becomes much more practical in terms of actually contributing to community development. Sustainability indicators must be unique to each community in order to be most effective. They should be based on concrete targets which can be measured and as a part of the evaluation process.

## **7.0 CONCLUSION**

St. Paul's has the community resources to remain sustainable as the province continues to change and develop. Developing linkages between community assets and maximizing the benefits of regional cooperation are two areas of priority for prosperity in the near future. By developing a municipal plan according to the standards of integrated community sustainability planning, St. Paul's can proceed towards achieving its community goals and community vision.

The choice of direction for community sustainability planning remains with the people of St. Paul's, their municipal council and other community organizations. Public inclusion is required for integrated community sustainability planning, and the vision for how St. Paul's should look in 10 or 20 years belongs to the public alone. As the present document has attempted to illustrate, there is a wealth of potential for community development in St. Paul's that has only begun to be explored. As local initiatives are organized to harness this potential, an integrated approach to community planning can help St. Paul's ensure that they are developed sustainably.

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