Borderlands
Facilitating and Enhancing Cross Border Collaboration

Ryan Gibson and Jon Bray
August 2015

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Executive Summary

In 1990, Kenichi Ohmae declared that borders no longer mattered. Ohmae (1999) was referring to the processes and achievements of globalization. In his perspective, national and provincial borders no longer mattered as the trade of goods and services transcended them. In essence, borders no longer matter. To the contrary, anyone living in a border region realizes that borders matter. Borders can influence every aspect of business, culture, and the environment.

Borders are, at the most basic level, institutionally created lines. They are lines to separate one place from another, often to separate political jurisdictions such as provinces, territories, or states. The complexities associated with borders is constantly increasing. Cross border collaboration is not unique to Labrador, nor Canada. In fact, the origins of formal cross border collaborations are usually traced back to Europe.

Based on discussion with members of the Labrador Regional Council a community-based research initiative was designed to investigate rural and northern cross border collaboration initiatives in Canada to decipher lessons learned and best practices as they apply to Labrador. The key objective of this community-based research initiative is to answer the question: "How can government facilitate cross border collaboration?". In answering this question, researchers at Saint Mary's University conducted literature reviews, hosted a workshop, invited researchers and community leaders from across Canada to suggest cross border initiatives, conducted online searches, and organized key informant interviews in two regions of Canada.

Cross border collaboration is incredibly important for Labrador. It is important for economic development opportunities, transportation, social service provisions, cultural activities, and tourism to name just a few reasons. Cross border collaboration takes place already within Labrador in two primary regions: Labrador Straits-Québec Lower North Shore region and Labrador West – Fremont region. Although these two regions are both engaged in cross border collaboration initiative, each region is quite distinct.

To enhance the understanding of cross border collaboration initiatives an inventory was prepared focusing rural and northern communities and regions in Canada. As such, the inventory did not include large urban centres. Similarly, the inventory focused on domestic cross border collaboration. The inventory of cross-border collaborations was compiled through three primary methods: request for illustrations in

Canadian Rural Revitalization Foundation's September e-newsletter, from participants of the *Towards Regional Collaboration Workshop*, and conducting online searches.

To enhance the understanding of cross border collaboration initiatives an inventory was prepared focusing rural and northern communities and regions in Canada. As such, the inventory did not include large urban centres. Similarly, the inventory focused on domestic cross border collaboration. The inventory of cross-border collaborations was compiled through three primary methods: request for illustrations in Canadian Rural Revitalization Foundation's September e-newsletter, from participants of the Towards Regional Collaboration Workshop, and conducting online searches. A total of 14 rural and northern cross border collaboration initiatives were identified, covering nine provinces and three territories.

From the inventory of rural and northern cross border collaboration initiatives two case studies were selected to answer the overall project question of 'how can government facilitate cross border collaboration?' The Flin Flon-Creighton region (Manitoba, Saskatchewan) and the Hudson Bay Neighbours Regional Round Table (Manitoba, Nunavut) were selected as case studies. Telephone interviews were conducted with individuals familiar with each cross border collaboration initiative. Information gathered through the interviews was supplemented with information from literature reviews, newspapers, and government reports.

Four themes on how to support cross border collaboration initiatives emerged from discussions with the Flin Flon – Creighton region and the Hudson Bay Regional Round Table region: (i) shared history, culture, and economics, (ii) common challenges and opportunities, (iii) engagement of provincial governments, and (iv) distance does not hinder collaboration.

Based on literature review of from around the world and interviews with the two case study regions a series of six recommendations emerge for governments to encourage cross border collaboration initiatives.

- Governments, at all levels, need to be **responsive and proactive** towards cross border collaboration initiatives.

- Governments need to **facilitate new and strengthen existing forums that promote cross border conversations** between communities, community-based organizations, businesses, and nonprofit organizations on both sides of the border.

- Government departments need to identify **funding mechanisms** to support cross border collaboration.

- Government departments need **mechanisms to evaluate and adjudicate funding requests** for cross border collaboration initiatives.

- Government departments need to **build and maintain appropriate connections, trust, and relationships existing within the cross border region**.

- Provincial government departments need to **facilitate connections to federal government departments** that could enhance the cross border collaboration initiative.

Introduction

Regions are becoming increasingly important for planning, sustainability, and social development. Throughout Canada, multi-community strategies are being employed to issues far ranging, such as to address economic development opportunities to the formation of hockey teams. What happens when a provincial boundary cuts across the region? What are the implications of this 'line' on regional cooperation and collaboration?

In 1990, Kenichi Ohmae declared that borders no longer mattered. Ohmae (1999) was referring to the processes and achievements of globalization. In his perspective, national and provincial borders no longer mattered as the trade of goods and services transcended them. In essence, borders no longer matter. To the contrary, anyone living in a border region realizes that borders matter. Borders can influence every aspect of business, culture, and the environment.

Based on discussion with members of the Labrador Regional Council a community-based research initiative was designed to investigate rural and northern cross border collaboration initiatives in Canada to decipher lessons learned and best practices as they apply to Labrador. The key objective of this community-based research initiative is to answer the question: "How can government facilitate cross border collaboration?". In answering this question, researchers at Saint Mary's University conducted literature reviews, hosted a workshop, invited researchers and community leaders from across Canada to suggest cross border initiatives, conducted online searches, and organized key informant interviews in two regions of Canada.

This report is organized into six sections. The first section provides an outline for understanding cross border collaboration, more specifically the role of borders. Based on an understanding of borders this section examines rational and reasons for success in cross border collaboration initiatives. The second section explores the importance of cross border collaboration initiatives for Labrador, in particularly the Labrador West – Fermont region and the Labrador Straits – Québec Lower North Shore region. The third section of the report builds an inventory of rural and northern cross border collaboration initiatives in Canada. An inventory of fourteen rural and northern cross border collaboration initiatives are prepared. From this inventory, two cross border collaboration initiatives were selected for further investigation.

Section four examines the cross border collaboration taking place in the Flin Flon – Creighton region (Manitoba/Saskatchewan) and the Hudson Bay Neighbours Regional Round Table region (Manitoba/Nunavut). Section five identifies four key themes that emerged in the investigation of the two case studies. The report concludes with six recommendations for how the provincial government can better facilitate and support cross border collaboration initiatives.

Context of Cross Border Collaboration Initiatives

Borders are, at the most basic level, institutionally created lines. They are lines to separate one place from another, often to separate political jurisdictions such as provinces, territories, or states. The complexities associated with borders is constantly increasing (Paasi & Prokkola, 2008).

Cross border collaboration is not unique to Labrador, nor Canada. In fact, the origins of formal cross border collaborations are usually traced back to Europe. This section provides the historical context for cross border collaborations, an understanding of borders, and a description of the key catalysts that facilitate the emergence of cross border collaborations. The mandates of cross border collaborations are explored as well as lessons learned from these initiatives. This understanding of cross border collaborations is critical in understanding the opportunities, challenges, and potentials for cross border collaboration in Labrador.

Understanding Borders

When you look at a map, borders are everywhere. There is a border separating Canada from the United States of America and a second one separating Norway and Sweden. Borders can also be seen at the sub-national level, such as borders separating the provinces of Canada of the states of the United States of America. Each of these borders, or lines on the surface of the Earth, was deliberately determined through a variety of processes. Too often, the process of delineating borders did not involve people or organizations living near the borders.

O'Dowd (2002) states that borders are a key component of human behavior. Borders are a by-product of society's desire for order and control. Although created, borders often give rise to culture and identity. Matthiessen (2004) suggests that institutionally created borders, such as those created by governments, shape and create regional identities and collective opinions among residents. At the same time, Gualini (2003) notes that there is often high levels of resilience to change borders and the identities created.

Borders, whether between countries or sub-national units, are seen as barriers (Jarvio, 2011; Nijkamp, 1994). In particular, borders are often a barrier to travel, trade, development, and cooperation. Regions near borders have historically had economies that lagged behind national and provincial averages (Nijkamp, 1994). Borders create new social and economic distances that residents, organizations, and businesses in the regions need to contend. The existence of borders impedes economic trade and economic opportunities. Further compromising economic development opportunities in border areas are the trends of government promoting policies and programs based on the "uniform space in which free movement of people and goods" can take place (Nijkamp, 1994, p. 1). In border areas the movement of people and goods is not free; borders place hindrances on movement. At the end of the day, Nijkamp (1994) identifies that borders can serve as barriers, bottlenecks, and bridges for regions.

Rational for Cross Border Collaboration Initiatives

Cross border collaboration is a relatively new space for regional development strategies and initiatives, particularly in North America (Gualini, 2003). Cross border collaboration is an emerging topic for policy makers and researchers (Greer, 2002; Matthiessen, 2004). Experiments in cross border collaboration have focused on reducing duplication, building regional initiatives, and increasing competitiveness in the global economy.

Cross border collaboration represents a unique opportunity for an endogenous, bottom-up development (Gualini, 2003). Given the high distances to centres of political power, border areas often can experiment on how to develop cross border collaboration initiatives that work for their region without the interference of governments. This is not to suggest cross border collaboration does not need the support of government.

Key rationales for border communities and regions to explore cross border collaboration initiatives includes (Cappellin & Batey, 1993; Church & Reid, 1999; Greer, 2002; Gualini, 2003; Lepik & Krigul, 2009; Scott, Sweedler, Gangster, & Eberwein, 1996):

- access to special cross border funding programs

- cost effectiveness in shared service delivery

- reduce or eliminate duplication in services

- share information across the border, such as policy and program best practices

- cost effectiveness in promotion of the larger region and the region's assets, such as tourism campaigns

- cultural and educational exchanges, particularly among youth.

- cooperation among groups that were separated by an unnatural border, such as one ethnic group being divided into two regions

There is a distinct difference in cross border collaborations in North America and Europe. Within Europe, the European Commission has promote cross border collaboration as a mechanism to promote integration of all members states (Church & Reid, 1999). European cross border collaboration initiatives tend to be holistic in their approach, involving economic, social, and environmental interests. In North America, on the other hand, cross border collaboration tends to focus on one specific interest of purpose (Perkmann, 2003, 2005). These issue-driven forms of cross border collaboration tend to engage private and public sector actors and often dissolve upon completion of their original mandate. At the end of the day, national governments in both Europe and North America are increasingly looking to cross border collaboration initiatives as a mechanism to address the increasingly complex circumstances (Greer, 2002).

In Canada, regional development policies are enshrined in the *Constitution Act of 1982* as a federal responsibility. Through the same act of legislation, each of the provinces is mandated to lead economic development policies and programs (Conteh, 2011). This leads to confusion regarding which level of government in Canada is responsible for cross border collaborations. As noted earlier, most cross border collaboration initiatives focus on a particular issue or sector. This narrow focus assists in determining which levels of government are to be engaged and which departments within government.

Conditions Leading to Success

Based on cross border collaboration experiences in both Europe and North America a series of success factors were pulled from the literature. Successful cross border collaboration initiatives need:

- one community to play an important role in serving as the initial catalyst to bring everyone to the table. This often means this community dedicates part of their human and/or financial resources to the initiative (Perkmann, 2005)

- to operate in an environment of trust, understanding, and respect among all partners (Bramwell & Sharman, 1999)

- each community, organization, business, and government partner to believe that working together will generate greater benefits and acting alone (Huxham, 1991; Selin & Chavez, 1995)

- to develop clear and concise mandate, strategies, and activities and ensure the activities are realistic (Boyle, 1989; Bufon & Markelj, 2010; Mattessich & Monsey, 1992; Wilson & Charlton, 1997)

- to utilize a decision-making process that is open, transparent (Mattessich & Monsey, 1992)

- to maintain an equal balance of power among all partners involved in the cross border collaboration initiative (Bramwell & Sharman, 1999)

- to strive for harmonization among development plans in all communities (Bufon & Markelj, 2010)

- to overcome historical and/or political conflict that can introduce tension among partners (Greer, 2002)

These lessons learned are by no means a 'recipe for success'. Rather, these are factors that need to be examined and addressed for appropriateness by all participants of cross border collaboration initiatives.

Importance of Cross Border Regions in Labrador

As noted in the introduction, Kenichi Ohmae declared that borders no longer mattered. This broad and sweeping statement was influenced by the patterns of globalization being observed in the early 1990s. At this time, multinational corporations were increasing been seen as being 'placeless' – operating in multiple countries throughout the world with highly integrated manufacturing and business practices that render geography, according to Ohmae, meaningless. In his perspective, national and provincial borders no longer mattered. Evidence of this was the fact that goods and services were regularly transcended borders. In essence, borders no longer matter.

Cross border collaboration is incredibly important for Labrador. It is important for economic development opportunities, transportation, social service provisions, cultural activities, and tourism to name just a few reasons. Cross border collaboration takes place already within Labrador in two primary regions: Labrador Straits-Québec Lower North Shore region and Labrador West – Fremont region. Although these two regions are both engaged in cross border collaboration initiative, each region is quite distinct (see Figures 1, 2, and 3).
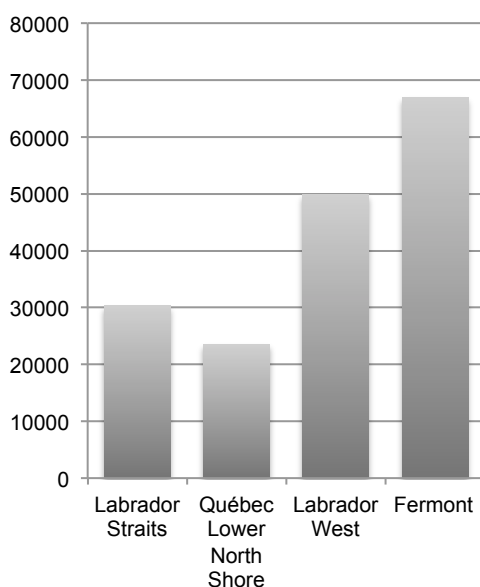
Figure 1. Total Populations, 2011
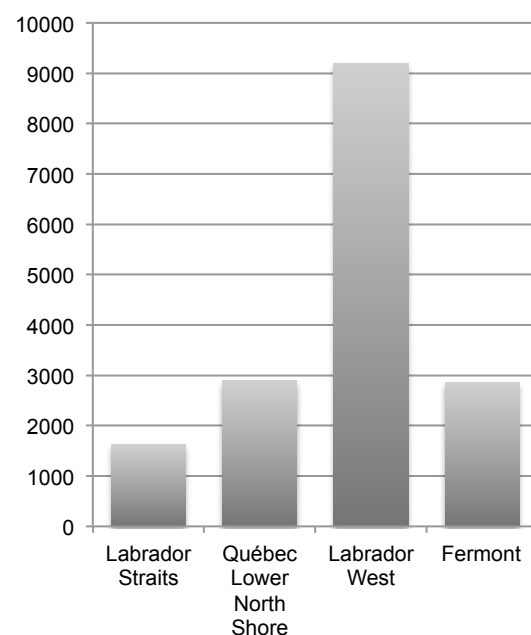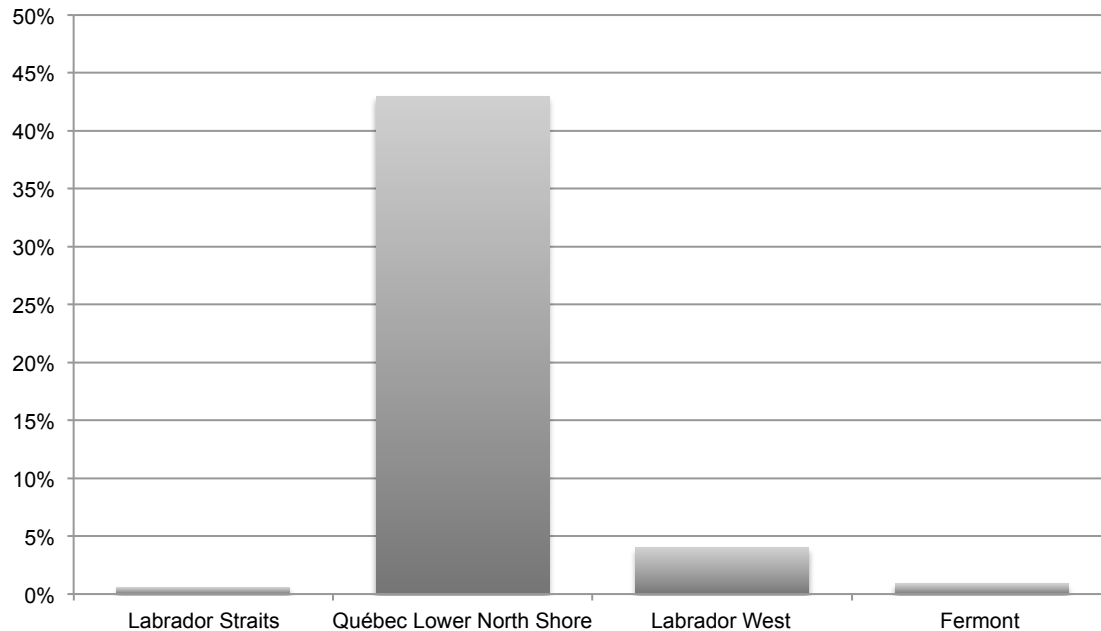
Figure 2. Median Income, 2011

Figure 3. Presence of Bilingualism, 2011

Labrador Straits Regional Profile

The Labrador Straits region had a population of 1,630 in 2011. Since the 2001 census, the region witnessed a decrease of 18% over a 10-year period. The average median income in 2011 was $30,320; this is an increase from 2006 when the average income was $21,100, and a further increase from 2001 where the reported average median income was $17,600. The unemployment rate for the region in 2011 was 37.28%. The largest employers in the region were construction, sales and service, and primary resource development (Community Accounts, 2013).

Québec Lower North Shore Regional Profile

The Québec Lower North Shore region had a 2011 total population of 1,118; this is a decrease from 2006 where the was population of 2,890, this is a further decrease from 2001 where the population was 3,010; this is decrease of 63% over a 10 year period. In 2011, the predominant language spoken in the region was English, with 410 speaking English only, and 25 respondents speak French only; however 635 reported to have knowledge of both French and English.

The average median income in 2006 was $23,569, this is an increase from 2001 where the median income was $19,652. The unemployment rate in 2006 was 25.7%. The largest employers in the region are construction, health care and social services, and agriculture and other resource-based industries (Statistics Canada, 2007).

Labrador West Regional Profile

The region encompassing Wabush and Labrador City had a 2011 population of 9,201; this is an increase from 2006 where the population was 8,979. However, this was a decrease from 2001 where the population was 9,638. This is a 10-year over all decrease of 1%.

In the communities of Labrador City and Wabush there are a total of 245 French only speakers and 380 people who speak both French and English. The average median income in 2011 in the region was $49,853; this is an increase from 2006 where the average median income was $35,696. The unemployment rate for region was 6% in 2011. The largest employer in the region was in mining, quarrying, and oil and gas extraction (Community Accounts, 2013; Statistics Canada, 2013).

Fermont Community Profile

The town of Fermont had a 2011 population of 2,865; this is an increase from 2006 where the population was 2,633; however, this an overall decrease from 2001 where the population was 2,918. This is an overall 10-year population decrease of 1%.

In the town of Fermont, French is spoken by the majority of the population; however, there are 25 individuals whom speak English and also 25 people who report speaking both languages.

In 2011 the median income was $66,974; this is an increase from 2006 where the median income was $62,999. This is a further increase from 2001 here the median income was $54,991. The unemployment rate for the town was 2.6% in 2011. The largest employer in the region was in industry mining, quarrying, and oil and gas extraction (Statistics Canada, 2014; Statistics Canada, 2015; Statistics Canada, 2013).

Rural and Northern Cross Border Collaboration Initiatives

There is no comprehensive inventory of all rural and northern cross border collaboration initiatives in Canada. This is not surprising given the complexities that could be present, ranging from informal to formal initiatives. This section outlines how the rural and northern cross border collaboration inventory was prepared. The fourteen cross border collaboration initiatives are identified and mapped.

Methods for Building Inventory

To enhance the understanding of cross border collaboration initiatives an inventory was prepared focusing rural and northern communities and regions in Canada. As such, the inventory did not include large urban centres. Similarly, the inventory focused on domestic cross border collaboration. Cross border collaboration initiatives that involved communities outside of Canada were excluded from the inventory. Although both urban and international cross border collaboration initiatives are important, they hold fewer implications for examining cross border collaboration in Labrador.

The inventory of cross-border collaborations was compiled through three primary methods. First, a request for assistance was published in the Canadian Rural Revitalization Foundation's September e-newsletter (www.crrf.ca/enewsletter/). The e-newsletter was circulated to approximately 2,000 community leaders, government policy makers, businesses, and researchers across Canada. The e-newsletter article generated a number of suggestions from across the country.

The second method utilized to build the inventory was to gather knowledge from participants of the Towards Regional Collaboration Workshop. The workshop was held in 14-16 October 2014 in Blanc Sablon, Québec and L'Anse au Clair, Labrador. The workshop brought together 52 participants representing regional stakeholders, government representatives, postsecondary researchers, and private business owners. Each workshop participant was asked to identify communities and/or regions engaged in cross border collaboration in Canada.

The third method was conducting online searches for communities and regions engaged in cross border collaboration initiatives. Online searches involved utilizing search engines to locate reports, case studies, newspaper articles, and/or websites that described a cross border collaboration initiative. Each cross border collaboration initiative initially found was then further investigated to determine the legitimacy of the initiatives. A key challenge discovered through this method was the lack of common language to describe cross border collaboration initiatives. In some instances these initiatives were labeled as 'collaborations', 'joint initiatives', 'sharing agreements', 'partnerships', or 'cooperation agreements'. The vast use of terms made searching difficult.

Inventory of Rural and Northern Cross Border Collaboration

A total of 14 rural and northern cross border collaboration initiatives were identified through the three methods noted earlier (see Table 1). The fourteen initiatives cover nine provinces and three territories. The only province not represented by at least one cross border collaboration initiative in the inventory is Prince Edward Island.

Table 1. Rural and Northern Cross Border Collaboration Initiatives

Name of Collaboration or Name of Region	Provinces/Territories Involved in Collaborative Initiatives
1. Burin Peninsula – St Pierre et Miquelon	Newfoundland and Labrador – France
2. Flin Flon – Creighton Region	Manitoba – Saskatchewan
3. Hudson Bay Regional Round Table	Manitoba – Nunavut
4. Indian Lake- Hitchcock Creek	Yukon – British Columbia
5. Inuvialuit Settlement Region	Northwest Territories – Yukon
6. Labrador Straits – Québec Lower North Shore	Newfoundland and Labrador – Québec
7. Labrador West – Fermont	Newfoundland and Labrador – Québec
8. Lloydminster	Alberta – Saskatchewan
9. National Capital Region*	Ontario – Québec

Name of Collaboration or Name of Region	Provinces/Territories Involved in Collaborative Initiatives
10. Northeastern Ontario – Abitibi-Témiscamingue	Ontario – Québec
11. Région Edmundston – Rivière-du-Loup	New Brunswick – Québec
12. Russell – Langenburg	Manitoba – Saskatchewan
13. Sackville – Amhearst	New Brunswick – Nova Scotia
14. Yukon Regional Round Table	Yukon – British Columbia

* Although the largest communities in the region are urban, it has been included in the inventory due to the large number of rural communities engaged.

Each cross border collaboration initiative has a different mandate, different activities, and different manners of how to organize their governing boards. It was found that no two regions operate in the same capacity, some of the collaborations would be a provincial collaboration like that of Lloydminister, Saskatchewan and Lloydminster, Alberta where the hospital is shared by both communities on either sides of the provincial border. However, it became apparent that some communities collaborate across vast amounts of distance. Take for instance the Hudson Bay Regional Roundtable with representatives from the regions of Kivalliq, Nunavut and parts of Northern Manitoba. This commitment to cross border collaboration is contrasted by other communities across Canada, where it was found that distance played a small role in community collaboration, for instance the towns of Amherst, Nova Scotia and Sackville, New Brunswick.

However, this not to say that there may be informal agreements across the provincial borders that have not published. The one point that is important to note is that if the initiative was not formalized, written, and publish on the Internet it becomes difficult to find. The initiatives that were found were because they were published and written about. With this in mind there may a greater number of collaborations that exist; however, their existence may be difficult to determine and therefore are not labeled on the map.

Understanding of Cross Border Collaboration

Case Study Selection

From the inventory of rural and northern cross border collaboration initiatives two case studies were selected to answer the overall project question of 'how can government facilitate cross border collaboration?'. In partnership with the Labrador Regional Council, two sets of criteria were identified: focus of cross border collaborations (municipal service sharing, sports/recreation, parks/natural area management, cultural programs, social service clubs, information sharing) and actors/themes involved in cross border collaborations (northern focus, economic development focus, labour related issues, and Aboriginal and non-Aboriginal engagement focus).

Based on these two criteria the Flin Flon-Creighton region (Manitoba, Saskatchewan) and the Hudson Bay Neighbours Regional Round Table (Manitoba, Nunavut) were selected as case studies. Telephone interviews were conducted with individuals familiar with each cross border collaboration initiative. Information gathered through the interviews was supplemented with information from literature reviews, newspapers, and government reports.

Flin Flon, Manitoba – Creighton Region, Saskatchewan

The Flin Flon – Creighton region is located along the provincial border in northern Manitoba and Saskatchewan. Although the primary towns in the region, Creighton and Flin Flon, are geographically very close the provincial border creates a series of obstacles to be overcome.

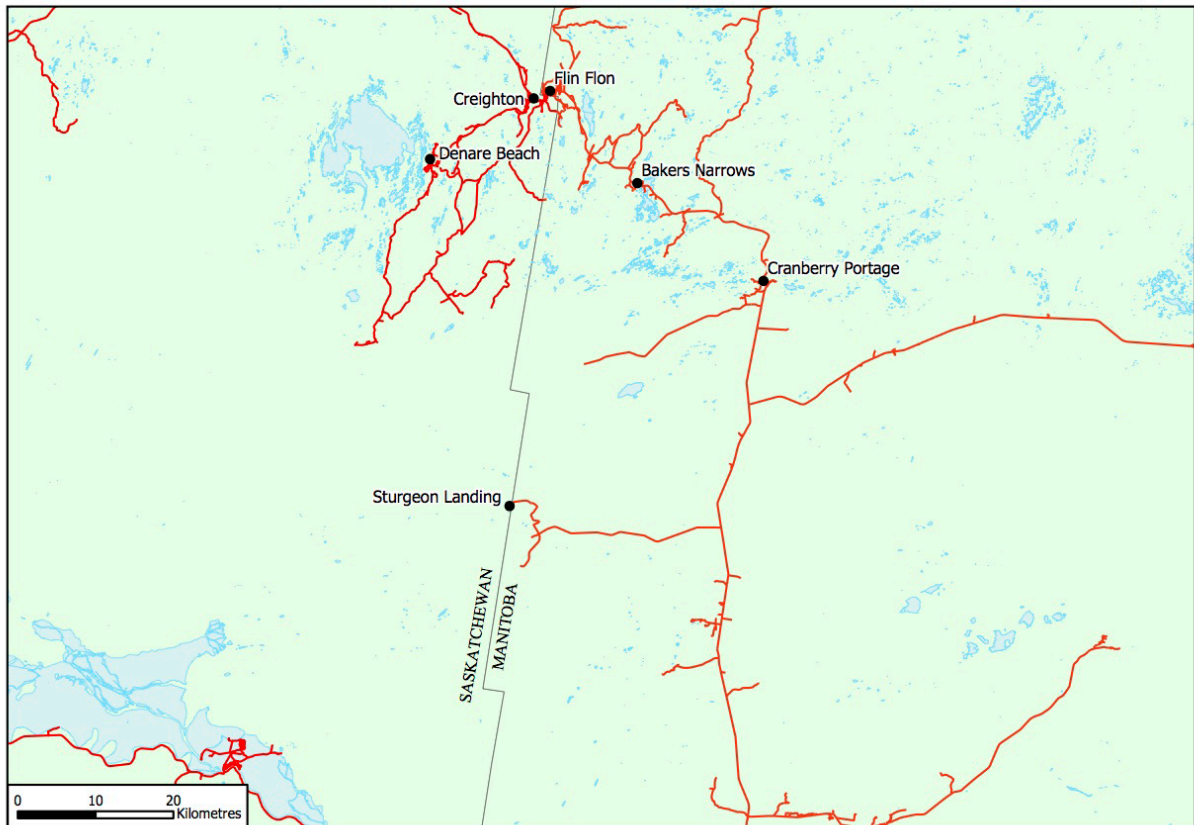## Region of Flin Flon, Manitoba and Creighton, Saskatchewan

Figure 1: Eastern Saskatchewan and Western Manitoba Border

Figure 2: Overview

Projection: Canada Lambert Conformal Conic
Data Source: Natural Resources of Canada, Geogratis
Date: May 17th, 2015

The Flin Flon – Creighton region consists of six communities in two provinces: Flin Flon, Cranberry Portage, Bakers Narrow, and Sturgeon Landing in Manitoba; Creighton and Denare Beach in Saskatchewan. The region's total population is approximately 9,000; Flin Flon (5,592) and Creighton (1,495) being the largest communities. The region is dominated by Canadian Shield landscapes, creating a rich abundance of natural resources that primarily constitute the economy. Mining of copper and zinc is both the historical and current tenets of the local economy. A full description of the communities comprising the Flin Flon – Creighton region is available in Appendix A.

The Flin Flon – Creighton region is home to a number of cross border collaborations, both formal and informal. Three particular initiatives of interest are the health and emergency service cross border initiative, recreation and sports cross border initiatives, and social club cross border initiatives.

Health and Emergency Medical Services

The towns of Flin Flon and Creighton are one of the few examples of towns on opposite sides of a provincial border that share a hospital and Emergency Medical Services. This cross border collaboration started back in the 1970's to help address the need for health services in Creighton, Saskatchewan and the surroundings communities. On the recommendation of local residents, regional members of provincial parliaments began pushing for a unique cross border collaboration regarding health services. Regional health authorities in both provinces, in consultation with the two provincial governments further moved the initiative forward. The people living in the surrounding areas around Creighton are able to apply and possess a Manitoba health card; this was made for the ease of the use of services in Flin Flon. The key health services accessed in Flin Flon is family physician services. The Government of Saskatchewan provides a per diem of $18,000 per person to the Government of Manitoba for providing health and emergency medical services to residents in Saskatchewan. The per diem rate for health and emergency services has not changed for a number of years. During this time the cost of delivering health and emergency services has grown substantially, causing contention.

Sports and Recreation

The communities in the Flin Flon – Creighton region also have cross border collaboration initiatives focused on sports and recreation. The Flin Flon Junior Bombers hockey club located in Flin Flon, however, they play out of the Saskatchewan Junior Hockey League. They are the only team that is located outside of Saskatchewan. The

team brings youth from both sides of the border and is given special permission to operate within the Saskatchewan Junior Hockey League.

The Flin Flon Aqua Centre is an informal collaborative initiative. The pool is located in Flin Flon, however, residents of all other communities in the region can utilized the pool as if they are residents of Flin Flon without charge. The communities also share a number of minor sports teams.

<u>Social Clubs and Voluntary Organizations</u>

There are a number of social clubs and voluntary organizations that have members from both Creighton and Flin Flon. These clubs consist of motorcycle clubs, snowmobile clubs, and social clubs (Kinsman and Lions club). These clubs are much more informal than the hospital arrangement, but also represent the two towns collaborating together. These are all examples of the collaboration of Creighton, Saskatchewan and Flin Flon, Manitoba. Because of the relative smaller size of both communities and their long geographic distance to other communities within their own province, it makes the most sense for the communities to work together.

Although there are a number of cross border collaboration initiatives, the communities in the Flin Flon – Creighton region also maintain many of their own distinct services. All communities are responsible for police and protective services, garbage collection services, and education services.

Hudson Bay Neighbours Regional Round Table, Manitoba/Nunavut

The Hudson Bay Neighbours Regional Round Table is located in the northeast region of Manitoba and the Kivillaq region of Nunavut. The region is vast in distance, with no road access among most of the communities. The region consists of 12 communities and First Nations: five in Manitoba and seven in Nunavut. A full description of the communities comprising the Hudson Bay Neighbours Regional Round Table is available in Appendix B.

The Hudson Bay Neighbours region is diverse and covers a large geographical area. The economy of this region is dominated by natural resources extraction and the provision of government and social services to the regional population. The total population in the region is 12,838. The primary communities in the region include Gillam

(population 1,195) and Churchill (population 850) in Manitoba and Arviat (population 2,315) and Rankin Inlet (population 2,245) for Nunavut.

The Hudson Bay Neighbours Regional Round Table is a unique cross border collaboration initiative. Created in 2002, the Hudson Bay Neighbours Regional Round Table brings together elected municipal leaders and municipal administrative staff on a regular basis to discuss regional opportunities and challenges. Further to the local membership, the Hudson Bay Neighbours Regional Round Table consists of representatives of provincial, territorial, and federal government departments/agencies that serve as an advisory role.

The Hudson Bay Regional Round Table has been working towards a goal of greater cross border collaboration. The challenges and opportunities encountered by communities in this region hold many similarities, facilitating multi-community collaboration. Most communities are confronted with boom bust economies, small populations, large distances between communities, and younger community demographics. Another common factor among communities in the Hudson Bay Neighbours Regional Round Table is their 'northernness'. Other than Gilliam, none of the communities have year round road access. Most communities rely on air services as the primary mode of transportation.

The Hudson Bay Neighbours Regional Round Table was created through the Community Collaboration Project, an innovative pilot study on community economic development led by the Rural Development Institute (Walsh & Annis, 2004). The initial goals of the Hudson Bay Neighbours Regional Round Table were to identify regional socio-economic challenges, find common solutions, and development initiatives to resolve regional issues (Annis, 2005). The Community Collaboration Project strived for a "community-up approach to decision-making" that actively engaged multiple levels of provincial and federal governments to support regional community development (Annis, 2005, p. 3).

One of the biggest tasks the Hudson Bay Neighbours Regional Round Table is trying to accomplish is the construction of a year round all weather road from Churchill, Manitoba to Rankin Inlet, Nunavut. This objective has been in talks since the creation of the Territory of Nunavut in 1999. Currently there is not a road that connects Nunavut to the rest of Canada. The expectation upon the road completion that it would allow greater ease of transporting goods for the citizens of Nunavut including allowing greater access to natural resources. The anticipation is that the road would lower the cost of living for citizens of the Kivalliq region.
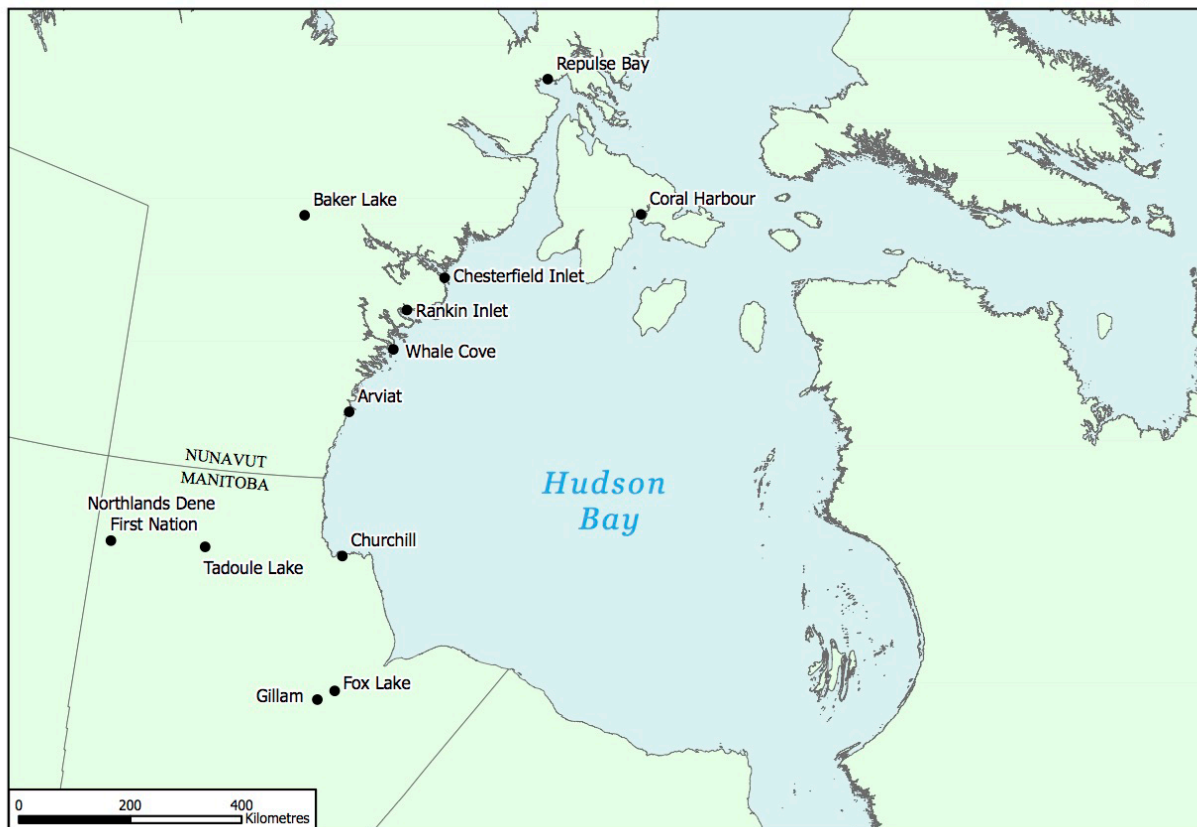
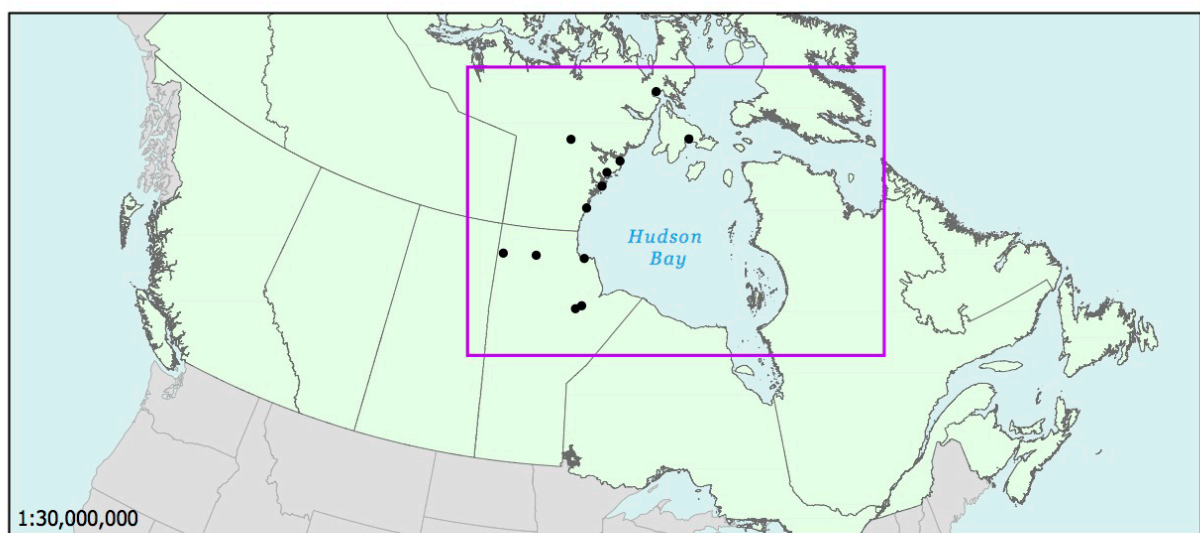*Figure 1: Northern Manitoba and Southern Nunavut*

Figure 2: Overview

Projection: Canada Lambert Conformal Conic
Data Source: Natural Resources of Canada, Geogratis
Date: May 6th, 2015

The secondary goal of the Hudson Bay Neighbours Regional Round Table is to help encourage an electrical connection from Rankin Inlet, Nunavut to Churchill, Manitoba. The plans for the construction of the power connection are part of the same discussion happening around the year round road. Currently each community in Nunavut generates their own electricity, often from diesel generators. The construction of the power lines connecting Nunavut to Manitoba power grid and hopefully allow for cheaper electricity to the citizens of the Kivalliq region of Nunavut. The electrical connection similarly to the road construction connecting the neighbours has been discussed for many years.

Additional focal areas for the Hudson Bay Neighbours Regional Round Table include: marine transportation, alternative sources of energy production, interconnection of health records between Manitoba and Nunavut, food security issues, management of wildlife, and technology accessibility in the north (Annis, 2005).

Key Themes from Cross Border Initiatives

Based on literature review and discussions with representatives from the Flin Flin – Creighton region and the Hudson Bay Neighbours Regional Round Table four themes emerged to support cross border collaboration initiatives.

Shared History, Culture, and/or Economics

In both regions there was a long-standing connection among the communities prior to any formal cross border collaboration initiatives. In Flin Flon – Creighton the communities shared a number of commonalities. Their economic history was extensively tied to industries utilizing the region's natural resources – mining, timber, and animals. The region also shared a common northern and remote culture. Communities in the region all experienced large distances to urban centres and northern climates. Further, there were natural commuting patterns among the communities. People would travel to other communities in the region for work, retail services, recreational service, and social service provisions.

The Hudson Bay Neighbours Regional Round Table region also shared a number of common elements before engaging in formal cross border collaboration. Many of the Kivalliq communities had a relationship with Churchill for advanced health services requirements, such as baby deliveries and day surgeries. Similar to the Flin Flon – Creighton region, the Hudson Bay Neighbours Regional Round Table also shared a common northern culture, largely defined by remoteness.

These existing shared histories, cultures, and economics served as a foundation for formal cross border collaboration initiatives. Shared experiences facilitated connections and building momentum.

Common Challenges and Opportunities

The existence of shared challenges and opportunities among the communities in the region was foundational in building and sustaining cross border collaboration initiatives. In the Flin Flon – Creighton region the shared challenges focused on delivery of services, such as health and recreation. The communities recognized an opportunity for a regionally based solution involving cross border collaboration. In the Hudson Bay Neighbours Regional Round Table the shared challenges focused on expanding

transportation routes, supply of energy, health and social service provision, and youth issues.

Engagement of Provincial Governments

The role and engagement of the provincial government were evident in both regions, however, differed dramatically. In Flin Flon – Creighton region the provincial governments of Manitoba and Saskatchewan were engaged through local members of each respective legislature. After critical momentum had developed through local leaders and community-based organizations, elected members of the legislature advocated on behalf of residents in the region to develop a cross border collaboration initiative to ensure health care and emergency medical services were available to all communities. Since the formation of this agreement, the role of government has been to administer the cross border collaboration agreement. The implementation of the cross border collaboration of shared health services is lead by the regional health authority. Recreation and nonprofit organization cross border collaboration initiatives have operated without a defined role for government representatives in either province. Local leaders identified a challenge, developed plans to overcome the challenge, and implemented the plan through the contribution of volunteers from the region.

In the Hudson Bay Neighbours Regional Round Table all levels of government were engaged – Government of Manitoba, Government of Nunavut, and Government of Canada. A key element in the design of the Hudson Bay Neighbours Regional Round Table was a government Advisory Committee. This committee consisted of senior representatives from provincial, territorial, and federal government departments. The mandate of the Advisory Committee was to provide guidance on how to implement a regional round table, serve as conduits for communications to government, and support (where possible) regional round table initiatives (Annis, 2005). Government representatives have remained engaged with the Hudson Bay Neighbours Regional Round Table since its formation.

The engagement of government was seen as critical in both case study regions. How governments were engaged and what levels of government were engaged diverges between the two case studies, suggesting there are multiple ways to engage governments in cross border collaboration initiatives.

Distance Does Not Hinder Collaboration

With the size and geography of Canada, there a number of situations where communities are physically close together but separated by a provincial/territorial boundary. In these situations it can make sense financially, geographically, and for the sake of convenience to attempt to collaborate across a legislative boundary.

In the Flin Flon - Creighton region, the collaborating communities were in close case of proximity to each other. The two largest towns straddle the Manitoba/Saskatchewan border and have numerous initiatives sharing resources. Some of these initiatives are small-scale, such as the sharing of the local humane society and motorcycle clubs. There is also collaboration of municipal resources such as the community pool, where residents of Creighton can cross the provincial border to use the Flin Flon community pool. However, there are also larger-scale initiatives such as the provincial collaboration for sharing of the Flin Flon health centre with residents of Creighton.

The Hudson Bay Regional Round Table is unique because the cross border collaboration is between twelve diverse communities across hundreds of kilometers of northern Manitoba and the Kivalliq region of Nunavut. In this circumstance not one of the communities share the administrative border of Nunavut and Manitoba, unlike that of Creighton and Flin Flon. However, northern Manitoba and the Kivalliq region have cultural parallels and share similar problems of isolation and limited transportation. Within the Hudson Bay Neighbours Regional Round Table there is not a single road that connects all the communities. The main mode of transportation for these communities is air services. The large distance between communities is a challenge for the Hudson Bay Neighbours Regional Round Table. Representatives of the Hudson Bay Neighbours Regional Round Table indicated the cost of a single, multi-day meeting could exceed $50,000 due to transportation costs. That being said, each community recognizes the value of attending meetings, connecting with their fellow communities, and pursuing a common agenda on the region's key topics that they find the necessary funds to participate.

Representatives of cross border collaboration initiatives in both case studies clearly articulated that working across provinces or territorial borders is not easy. In fact, representatives shared stories of the challenges of working within cross border collaborations. However, when similar goals are set, collaboration can become much easier. It was noted that it is important to regularly keep up to date on progress and keep on top of new tasks to help maintain the projects.

Recommendations on Facilitating Cross Border Collaboration

This community-based research initiative focused on building recommendations to enhancing the provincial government supporting and facilitating cross border collaboration. Based on the literature review of from around the world and interviews with the two case study regions a series of six recommendations emerge for governments to encourage cross border collaboration initiatives.

- Governments, at all levels, need to be **responsive and proactive** towards cross border collaboration initiatives. Government departments need to recognize the uniqueness of cross border collaboration initiatives and be open to working in new ways with cross border collaboration initiatives. Sometimes the smallest projects can make the biggest differences.

- Governments need to **facilitate new and strengthen existing forums that promote cross border conversations** between communities, community-based organizations, businesses, and nonprofit organizations on both sides of the border. This may be organizing opportunities for cross border communities to come together to share their challenges, opportunities, and priorities. This could also be achieved through enhanced communications among communities on both sides of the border.

- Government departments need to identify **funding mechanisms** to support cross border collaboration. Funds may be required for capacity building among community members, building and sustaining forums for cross border conversations, and/or supporting specific cross border initiatives.

- Government departments need **mechanisms to evaluate and adjudicate funding requests** for cross border collaboration initiatives. Too often provincial/territorial governments will only fund initiatives on "their side" of the border. This leads to complicated, parallel funding proposals being submitted to the 'other' government. The result is often proposals being reviewed at different times of the year and proposals submitted to programs with differing goals and objectives. It

also can lead to an initiative being funded by one side of the cross border region but not the other, leading to a stalemate.

- Government departments need to **build and maintain appropriate connections, trust, and relationships existing within the cross border region**. Too often cross border collaboration regions are large distances from provincial capitals, decreasing familiarity, trust, and relationships.

- Provincial government departments need to **facilitate connections to federal government departments** that could enhance the cross border collaboration initiative.

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Appendix A: Community Profile of the Flin Flon-Creighton Region

Creighton, Saskatchewan

The total population in 2011 for Creighton, Saskatchewan was 1,495; this was a decrease from 2006 where the population was 1,502. This is a further decrease from 2001 where the population was 1,556; this was a ten year population decrease of 4%.

In Creighton of the 1,490 people who live in the town there are 20 people who speak French only and no one spoke both French and English.

The median household income for the town in 2011 was $74,378, this was an increase from 2006 where the median household income was $62,179, and this is a further increase from 2001 where the median household income was $53,504. The largest employer in the region was the retail trade, followed closely by accommodation and food services (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Denare Beach, Saskatchewan

The total population in 2011 for Denare Beach, Saskatchewan was 670 people; this was a decrease from 2006 where the population was 785. This is also a slight increase in population from 2001 where the number of people who lived there was 784. This is a negative population change of 14.5%.

In Denare Beach there are zero reports of French being a mother tongue, and 100% of the responses stated English was used for work.

The median household income in 2011 for Denare Beach was $77,495, this was an increase from 2006 where the median household income was 63,488, and this is a further increase from 2001 where the median household income was $58,048. The largest employer in the town was in manufacturing; however, this is not the dominant industry, there are others such as health care and social assistance and the retail trade that are large employers as well (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Flin Flon, Manitoba

The total population in 2011 for Flin Flon, Manitoba was 5,592; this was a decrease from 2006 where the population was 5,836. This was further decrease from 2001 where the population was 6,000. This is a negative population change of 7%.

In Flin Flon 75 people who responded that there mother tongue was French and there were 320 that responded that there mother tongue was neither official language. However, there were 265 people who reported knowledge of both official languages, and only 5 people reporting knowledge of only French.

The median household income in 2011 for Flin Flon, Manitoba was $69,246; this was an increase from 2006 where the median household income was $55,618, and a further increase from 2001 where the median household income was $50,720. The largest employer in the city was in manufacturing followed closely by retail trade (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Appendix B: Community Profile of the Hudson Bay Neighbours Regional Round Table

Arviat, Nunavut

The total population in 2011 for Avviat, Nunavut was 2,315; this was an increase from 2006 where the population was 2,060, and this is a further increase from 2001 where the population was 1,899. This is an overall 10-year population increase of 18%.

In Arviat the number one mother tongue language was not English or French it was Inuktitut; however, the knowledge of English is highest with 1,852 responding with knowledge of English; however, there were zero responses having stated that they have knowledge of French.

The median household income in 2011 for Arviat was $67,399; this was from 2006 where the median household income was $50,560, and a further increase from 2001 where the median household income was $36,864. The largest industry employer in Arviat in 2011 was in public administration (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Baker Lake, Nunavut

The total population in 2011 for Baker Lake, Nunavut was 1,865; this was an increase from 2006 where the population was 1,507, and this is a further increase from 2001 where the population was 1,385. This is an overall 10-year population increase of 34%.

In Baker Lake the number one mother tongue language was not English or French it was Inuktitut; however, the knowledge of English is highest with 1,772 reporting knowledge of English, with only 30 responses having stated that they have knowledge of French.

The median household income in 2011 for Baker Lake was $74,655; this was an increase from 2006 where the median household income was $41,344, and a further increase from 2001 where the median household income was $30,720. The largest industry employer in Baker Lake in 2011 was in public administration followed closely by mining, quarrying, and oil and gas extraction (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Chesterfield Inlet, Nunavut

The total population of Chesterfield Inlet in 2011 was 313 people; this was a decrease from 2006 where the population was 332, and a further decrease from 2001 where the population was 345. This was an overall population decrease of 9%.

The number one mother tongue in Chesterfield Inlet was Inuktitut, followed by English with over 297 reporting knowledge of English. However, French is barely spoken with 3 people reporting knowledge of French.

The 2011 socio-economic information is not available publically; however, 2006 and 2001 data is available. In 2006 the median household income was $50,048, this was an increase from 2001 where the median household income was $37,632. Again, with 2011 census data unavailable the 2006 data will be utilized. The largest industry employer in Chesterfield Inlet in 2006 was in what is called other services, and is closely followed by health care and social services (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Churchill, Manitoba

The total population of Churchill in 2011 was 850 people; this is a decrease from 2006 where the population was 923, and a further decrease from 2001 where the population was 963. This is a 10-year population decrease of 12%.

The language used in Churchill is mostly English with 808 reporting knowledge of English. However, there were 170 people who reported speaking non-official languages, including Cree Nation languages and Inuktitut. There are zero results of French being spoken.

The median household income in Churchill in 2011 was $115,067, this is a decrease from 2006 where the median household income was $76,897, and this was a further decrease from 2001 where the median household income was $52,864. The largest industry employer in Churchill in 2011 was in transportation and warehousing, followed closely by health care and social assistance (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Coral Harbour, Nunavut

The total population of Coral Harbour in 2011 was 835 people; this was an increase from 2006 where the population was 769, and a further increase from 2001 where the population was 712 people. This is an overall 10-year population increase of 17%.

In Coral Harbour the number one mother tongue language was not English or French it was Inuktitut; however, the knowledge of English is highest with 752 reporting knowledge of English. This is contrasted by French with zero responses having stated that they have knowledge of French. English in the language used mostly at work, thou this is followed closely by Inuktitut.

The median household income in 2011 for Coral Harbour was $63,797; this was an increase from 2006 where the median household income was $35,456, this was further increase from 2001 where the median household income was $32,512. The largest industry employer in Coral Harbour in 2011 was in public administration, followed closely by educational services, and retail trade (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Fox Lake First Nation, Manitoba

The total population of Fox Lake in 2011 was 265 people (Aboriginal Affairs and Northern Development Canada, 2015); this was an increase from 2006 where the population was 103; however, this was a decrease from 2001 where the population was 144. This was 10-year positive population change of 84%.

The language used in Fox Lake is English, with everyone reported to have knowledge of English. However, half of the population reports knowledge of aboriginal languages. It is also reported that there is minimal knowledge of French.

Unfortunately, because of the size of the community the data for income has been supressed. This is the same for 2011, 2006, and 2001 (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Gillam, Manitoba

The total population of Gillam in 2011 was 1,195 people; this is a decrease from 2006 where the population was 1,209, and decrease from 2001 where the population was 1,178. This is a 10-year population increase of 1.4%.

The language used in Gillam is mostly English with 1,135 reporting knowledge of English. However, there are 120 people who speak non-official languages, including Cree Nation languages and Tagalog (Pilipino). There were zero reports of French being spoken.

The median household income in Gillam in 2011 was $108,482, this was an increase from 2006 where the median household income was $83,433, and this was further increase from 2001 where the median household income was $81,792. The largest industry employer in Gillam in 2011 was in overwhelmingly in utilities (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Northlands Dene First Nation (Lac Brochet), Manitoba

The total population of Northlands Dene (Lac Brochet) in 2011 was 815 people; this is an increase from 2006 where the population was 604, and this was decrease from 2001 where the population was 629. This is a 10-year population increase of 30%.

The language used in Northlands Dene (Lac Brochet) is English, with everyone reported to have knowledge of English. However, 774 of the population reports knowledge of aboriginal languages. There were zero reports of French being spoken.

The 2011 income data is presented as an average; however, the 2006 and 2001 income data is presented as a median number and because of this 2011 will be presented as an average, and 2006/ 2001 will be presented as a median. The average household income for Northlands Dene (Lac Brochet) in 2011 was $25,032. The median household income in 2006 was $26,496; this a slight increase from 2001 where the median household income was $26,176. The largest industry employer in 2011 was in other services,

followed closely by health, education (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Rankin Inlet, Nunavut

The total population of Rankin Inlet in 2011 was 2,245; this is a decrease from 2006 where the population was 2,358, this is greater than the population in 2001 where it was 2,177. This is a 10-year population change of negative 1.5%.

In Rankin Inlet the number one mother tongue language was not English or French it was Inuktitut; however, the knowledge of English is highest with 2,178 reporting English being spoken, this is contrasted by French were there was 22 people reporting knowledge of French.

The median household income in 2011 for Rankin Inlet was $128,531; this was an increase from2006 where the median household income was $62,848, this was a further increase from 2001 where the median household income was $51,328. The largest industry employer in Rankin Inlet in 2011 was in public administration (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Repulse Bay, Nunavut

The total population of Repulse Bay in 2011 was 945 people; this was an increase from 2006 where the population was 748, and a further increase from 2001 where the population was 612. This is an overall 10-year population increase of 54%.

In Repulse Bay the number one mother tongue language was not English or French it was Inuktitut; however, the knowledge of English is highest with 851 reporting knowledge of English. This is contrasted by knowledge of French with zero responses having stated that they have knowledge of French. Interestingly English is not the predominately language spoken at work this is Inuktitut.

The median household income in 2011 for Repulse Bay was $57,417; this was an increase from 2006 where the median household income was $40,576, this was a further increase from 2001 where the median household income was $39,168. The largest industry employer in Repulse Bay in 2011 was in public administration (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Tadoule Lake (Churchill 1), Manitoba

According to Statistics Canada any First Nations that do not participate in the Census or have less than 250 people will not have statistics published. Unfortunately this is the case for the 2011 Tadoule Lake (Churchill 1) reserve. The following data will be for the 2006 census, and 2001.

The total population of Tadoule Lake (Churchill 1) in 2006 was 330; this is a decrease from 2001 where the population was 316. This is a 5-year population increase of 4.5%.

The mother tongue in Tadoule Lake (Churchill 1) was mostly aboriginal languages. Thou almost everyone reports knowledge of English with 314 reporting knowledge of English. There were zero reports of French being spoken.

The median household income in Tadoule Lake (Churchill 1) in 2006 was $23,424; this was a decrease from 2001 where the median household income was $27,328. The largest industry employer in Tadoule Lake (Churchill 1) in 2006 was in what is called other services, followed closely by educational services (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

Whale Cove, Nunavut

The total population of Whale Cove in 2011 was 410 people; this is an increase from 2006 where the population was 353 and this a further increase from 2001 where the population was 305. This is an overall 10-year population increase of 34%.

In Whale Cove the number one mother tongue language was not English or French it was Inuktitut; however, the knowledge of English is highest with 349 responding knowledge of English; however, there zero responses having stated that they have knowledge of French.

The median household income in 2011 for Whale Cove was $70,755; this was an increase from 2006 where the median household income was $36,736, this was a further increase from 2001 where the median household income was $30,320. The largest industry employer in Whale Cove in 2011 was in public administration (Statistics Canada, 2015; Statistics Canada, 2013; Statistics Canada, 2007).

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