



ELIZABETH THE SECOND, by the Grace of God
of the United Kingdom, Canada and Her Other
Realms and Territories QUEEN, Head of the
Commonwealth, Defender of the Faith.

LIEUTENANT-GOVERNOR:

TO ALL TO WHOM THESE PRESENTS SHALL COME,

GREETING;

A PROCLAMATION

WHEREAS 53 years ago the people of Newfoundland and Labrador merged their
destiny with the people of Canada, a decision they took after vigorous debate and with firm faith
in the future;

AND WHEREAS the people of Newfoundland and Labrador have a fierce determination
to improve their province and all who live in it by striving to achieve prosperity and maintaining
the spirit of self-reliance and belief in themselves which have sustained them for hundreds of
years;

AND WHEREAS the Province of Newfoundland and Labrador has an ideal geographic
location between two of the world's leading trading blocks, and the ability through natural
resources, technology, reduced borders and other factors to seek opportunities in a more
globalized world;

AND WHEREAS the people of Newfoundland and Labrador are determined to do so by
developing all of their resources, human and natural, and by renewing and strengthening their
place within the Canadian Confederation;

AND WHEREAS it is timely for the people of the Province to develop a broad
consensus on a vision for the future and identify ways for Newfoundland and Labrador to
achieve prosperity and self-reliance, and renew and strengthen our place in Canada.

NOW THEREFORE by Commission under the Great Seal and under the authority of
the *Public Inquiries Act*, the Lieutenant Governor in Council appoints as Commissioners:

- Victor Young (Chairperson)
- Sister Elizabeth Davis
- Judge James Igloliorte

AND BE IT ORDERED that the Commissioners undertake a critical analysis of our
strengths and weaknesses and make recommendations as to how best to achieve prosperity and
self reliance.

MINISTER OF JUSTICE

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AND IT IS FURTHER ORDERED, that in the process of making recommendations and without limiting the generality of the foregoing, the Commissioners specifically examine and report on:

1. the expectations of the people of Newfoundland and Labrador prior to joining Canada, and how Newfoundland and Labrador has changed since Confederation, with a review of how the prosperity and self-reliance of our people has been affected over time;
2. how Newfoundland and Labrador is viewed in Canada, in particular by the federal government and its institutions, and to recommend ways in which Canadians may obtain a better understanding of our Province;
3. the effect on the province of the Terms of Union as embodied in the Constitution of Canada and the evolution of these arrangements since 1949;
4. the special and unique contributions Newfoundland and Labrador has brought to Canada;
5. any arrangements with Canada which have or may hamper or detract from the ability of the people of Newfoundland and Labrador to attain prosperity and self reliance including, but not limited to, federal jurisdiction over natural resources; federal/provincial fiscal arrangements; and the application of federal government policies as they pertain to Newfoundland and Labrador;
6. demographic changes and the impact of these trends as they relate to challenges and opportunities for our youth and the future of the province; and,
7. the means by which Newfoundland and Labrador can take maximum advantage of its strategic location between the North American and European trading blocks and the challenges which must be met and the opportunities which can be seized by Newfoundland and Labrador in a global economy.

AND THAT, the Commissioners undertake their mandate in three phases:

1. a research phase, to be guided by public input, during which the Commissioners may enter into research contracts with qualified, objective groups and individuals and thus provide an information base for further discussion and a stimulus to that debate;
2. a roundtable consultation phase, during which the Commissioners shall consult with pertinent constituencies on relevant matters;
3. a formal public consultation phase, during which the Commissioners will use the necessary means and methods to ensure that meaningful consultation occurs with citizens of the province.

AND THAT the Commission shall consider whether a Newfoundland and Labrador Conference should be held prior to the submission of a final report;

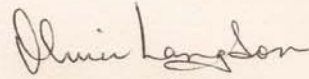
AND THAT the Commissioners are vested with the powers and authority set out in the *Public Inquiries Act*;

AND BE IT FURTHER ORDERED THAT, the Commission may provide interim or specific issue reports as appropriate and shall submit its final report with recommendations to the Lieutenant Governor-in-Council on or before June 30th, 2003.

WITNESS: Our trusty and well-beloved the Honourable A.M. House, Lieutenant-Governor in and for Our Province of Newfoundland and Labrador.

AT OUR GOVERNMENT HOUSE in Our City of St. John's this 19th day of April, in the year of Our Lord two thousand and two in the fifty-first year of Our Reign.

BY COMMAND,



REGISTRAR GENERAL

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APPENDIX B

CONSULTATION PROCESS

In carrying out its mandate, the Commission listened to Newfoundlanders and Labradorians of all ages and backgrounds within and outside the province. This Appendix briefly outlines the processes used. The conclusions of the first four public consultation processes (public meetings, meetings with students, meetings with groups of women and visits to businesses) have already been summarized in *What We Heard*, a document made public by the Commission in February 2003. A copy of that document is also included as Appendix C. The next three processes (dialogues, roundtables and written submissions) are briefly described here, together with summaries of the conclusions.

Public Consultations

Public Meetings

Twenty-five public meetings were held throughout the province from September 30, 2002 to January 27, 2003, including one on the campus of Memorial University of Newfoundland and one at the College of the North Atlantic in St. John's. Over 1,400 people attended these sessions. An additional two meetings were held with expatriate Newfoundlanders and Labradorians in Fort McMurray, Alberta and Toronto, Ontario.

The goal of the public meetings was to encourage and provoke open discussion on all issues related to renewing and strengthening Newfoundland and Labrador's place in Canada. To encourage discussion by as many people as possible, a town hall approach was used. No formal presentations were read at the meetings. Participants were also asked at the beginning of each meeting to set the agenda and identify the issues they wished to discuss.

The following are the communities in which the public hearings were held:

Harbour Breton	Corner Brook
Grand Falls-Windsor	Baie Verte
Gander	L'Anse au Clair
New-Wes-Valley	St. Anthony
Carbonear	Port aux Choix
Placentia	Bonavista
Nain	Clareville
Labrador City / Wabush	Marystown
Happy Valley-Goose Bay	Cartwright
St. John's	Memorial University of Newfoundland (St. John's)
Mount Pearl	College of the North Atlantic (St. John's)
Trepassey	Fort McMurray
Port aux Basques	Toronto
Stephenville	

Meetings with Students

An important part of the public consultation process was meetings with students in elementary, junior high and high schools throughout the province. As the Commission's mandate was to develop a vision and plan for the future, it was especially important to meet with members of the younger generation to

understand their perspectives related to Newfoundland and Labrador's place in Canada and to get their views on the future of the province.

The Commission met with over 560 students representing 51 schools in all regions of the province. The following are schools visited and the communities in which they are located.

SCHOOL	LOCATION	SCHOOL	LOCATION
King Academy	Harbour Breton	Baie Verte High	Baie Verte
Fitzgerald Academy	English Harbour West	Indian River High School	Springdale
Exploits Valley High	Grand Falls-Windsor	Mountain Field Academy	Forteau
Point Leamington Academy	Point Leamington	Bayview Regional Collegiate	St. Lunaire-Griquet
Lewisporte Collegiate	Lewisporte	Harriott Curtis Collegiate	St. Anthony
Gander Collegiate	Gander	Roncalli Central High	Port Saunders
Lumsden School Complex	Lumsden	Plum Point Complex	Plum Point
Lester Pearson Memorial High	Wesleyville	Discovery Collegiate	Bonavista
Carbonear Collegiate	Carbonear	Clarenville High	Clarenville
Ascension Collegiate	Bay Roberts	Marystown Central High School	Marystown
Crescent Collegiate	South Dildo	John Burke High School	Grand Bank
Laval High School	Placentia	Henry Gordon Academy (Elem.)	Cartwright
Jens Haven Memorial (High)	Nain	Henry Gordon Academy (High)	Cartwright
Jens Haven Memorial (Elem.)	Nain	Holy Spirit High	Manuels
Menihek High School	Labrador City	Mount Pearl Senior High	Mount Pearl
Goose High School	Goose Bay	Bishops College	St. John's
Holy Cross Elementary	St. John's	Holy Heart of Mary Regional High	St. John's
MacDonald Drive Junior High	St. John's	St. Kevin's High	Goulds
St. Peter's Junior High	Mount Pearl	Queen Elizabeth Regional High	Foxtrap
Stella Maris Central High	Trepassey	Mobile High School	Mobile
Belanger Memorial	Upper Ferry	O'Donel High School	Mount Pearl
Piccadilly High	Piccadilly	Booth Memorial High School	St. John's
Stephenville High	Stephenville	Gonzaga High School	St. John's
St. James Regional High	Port aux Basques	Prince of Wales Collegiate	St. John's
Elwood Regional High School	Deer Lake	Holy Trinity High School	Torbay
Regina High School	Corner Brook	Brother T. I. Murphy Centre	St. John's
		École Française	St. John's

Meetings with Groups of Women

In the initial public sessions of the Commission, it was evident that the meetings were dominated in numbers by men. Even where there were significant numbers of women, they did not fully participate in the discussions. While in many later meetings this situation corrected itself, the Commission felt it was important to ensure that women's perspectives on renewing and strengthening Newfoundland and Labrador's place in Canada were heard and understood.

Nineteen sessions, either in person or by teleconference, were held with women's groups throughout the province. Over 170 women attended these sessions in:

Nain
 Labrador City
 Goose Bay
 Trepassey
 Port aux Basques
 Stephenville
 Corner Brook
 Springdale
 West St. Modeste
 St. Anthony

Port aux Choix
 Bonavista
 Clarenville
 Marystown
 Harbour Breton/Conne River/
 Grand Falls-Windsor
 New-Wes-Valley
 Cartwright
 Sheshatshui
 Placentia

Visits to Businesses

During the public consultation process, the Commission visited businesses in all areas of the province. The purpose of these visits was to obtain a better sense of current entrepreneurship, particularly in rural Newfoundland and Labrador.

Visits were made to 22 business enterprises representing entrepreneurial success stories throughout the province. These included primary and secondary processing of seafood, the production and marketing of wines from wild berries, the production of food products and syrups from wild berries, the manufacturing of windows, the manufacturing of industrial gloves and boots, the quarrying of dimension stone, the industrial sawing and polishing of dimension stone, the mining of iron ore, the manufacturing of cabinets, furniture and wood mouldings, the provision of eco-tourism services, the manufacturing of education software, the secondary processing of seal products, facilities associated with knowledge-based tourism, the production of fibreglass boats, the provision of aerospace services, and the use of information technology by Smart Labrador. The Commission also visited five historic sites, three of which were operated by Parks Canada and two by community organizations.

NAME OF BUSINESS	LOCATION
Fishery Products International	Harbour Breton
Superior Glove	Point Leamington
Gander Airport Authority Inc.	Gander
Briggs Aero Ltd.	Gander
Fiberglass Works Ltd.	Centreville
Beothic Fish Processors	Valleyfield
New Wood Manufacturing	Centreville
Terra Nova Shoes	Harbour Grace
Markland Winery	Whitbourne
Epoch Rock	Argentia
Torngat Ujaganniavingit Corporation	Nain
Smart Labrador	Nain
Iron Ore Company of Canada	Labrador City
Weathershore Windows	Trepassey
Starboard Woodcraft Ltd.	Doyles
Innova Multimedia Ltd.	Stephenville
Linkum Tours	Corner Brook
Caboto Seafoods Ltd.	Baie Verte
Forteau Food Processors	Forteau
Red Bay National Historic Site	Red Bay

NAME OF BUSINESS	LOCATION
L'Anse aux Meadows National Historic Site	L'Anse aux Meadows
The Dark Tickle Company	St. Lunaire-Griquet
Port aux Choix National Historic Site	Port aux Choix
Bonavista Historic Townscape	Bonavista
Sir William Coaker Heritage Foundation	Port Union
Paterson Woodworking	Upper Amherst Cove
FPI Burin Secondary Plant	Burin

Conclusion

The goal of the public consultation process was to encourage and provoke open discussion on all of the issues related to renewing and strengthening our place in Canada. The process was indeed a success, if success can be measured by the richness of the thoughts, ideas and passions openly and honestly shared with the Commission by so many people in Labrador and on the Island. The Commission is extremely grateful to all the individuals who participated in the public meetings, school visits, women’s sessions and business discussions. Their input was invaluable to the work of the Commission.

Dialogues on the Future of Newfoundland and Labrador

An Overview

The province of Newfoundland and Labrador faces many challenges and has difficult choices to make over the next 10 to 15 years. To further help the thinking of the Commission, three “dialogues” on the future of Newfoundland and Labrador were developed. The Dialogues were developed by the Commission with the advice and support of the Canadian Policy Research Networks (CPRN).¹

The participants in each dialogue were asked to describe the future they wanted for Newfoundland and Labrador and how it might be achieved. They were also asked to explore some of the trade-offs that various approaches to shaping the province’s future might produce. Their task was not to make decisions or develop specific recommendations, but rather to explore broad choices.

To focus the dialogue, three potential future directions were identified and placed before each of the three groups: (i) the pursuit of an urban agenda; (ii) the pursuit of a regional agenda; and (iii) the pursuit of a rural agenda. It was up to each group to decide whether it wanted to pursue one of these possible futures, or whether to pursue an alternative. The task was to design a future that could be implemented.

A total of 74 citizens (35 women, 39 men) participated in three separate dialogues held on March 8, 14 and 15, 2003.

Key Findings

To begin each session, participants were asked to introduce themselves and identify one concern regarding the future of Newfoundland and Labrador. In summary, the main issues participants raised were:

- **Out-migration:** Examples of out-migration spoken of included university graduates leaving to find high-paying jobs to pay off student loans, and grandparents leaving to re-join families that had already migrated. Some felt young people were being told to leave, but without really knowing why. Quote: “We’ve lost one generation; let’s not lose another.”
- **Identity:** The need to maintain and revitalize a sense of self and sense of place was seen as a high priority. Identity, pride, confidence, perception, attitude, image, social fabric, resilience, strength,

creativity were all evoked to describe our sense of who we are. Quote: “We haven’t figured out yet how to use our culture and identity to our social and economic advantage, and to transform us from being proud of who we are to being *confident* of who we are.”

Other key issues raised:

- the need to have control over our renewable and non-renewable resources;
- the need for new, bold, apolitical and cooperative approaches to planning and implementation, especially in regards to rural economic development;
- the need for better communication and cooperation among communities, agencies and governments at all levels;
- the need for a long term educational vision and plan.

Desirable Futures

In small group discussions, participants were asked to describe a desirable, but realistic, future for Newfoundland and Labrador: e.g., what do you want this province to be like 10 to 15 years from now? Common themes developed by each dialogue included:

- a positive attitude shift to move us beyond pride to a really confident society
- a long term strategic approach
- more control of our natural, human and cultural resources
- an understanding and celebration of our history and culture
- high standards of education combined with strong community input on attitudes, development and traditional values
- a more positive perception of Newfoundland and Labrador both within the province and across Canada
- cost-effective approaches to public services delivery and economic development
- a need for unity as a province; cooperation amongst communities, regions and governments
- a need for sustainable development and a more holistic approach to environmental, economic, cultural and social concerns.

How Do We Achieve this Future?

In reply, all three dialogues focused on the following:

- Education: increased funding and access; employment based training; more distance education; debt relief; culture and heritage courses and programs; entrepreneurial training; importance of Memorial University of Newfoundland as a partner.
- Economic Development: need for long term view; elimination of political interference; cooperation of federal/provincial agencies; re-examination of the role of boards and agencies; apolitical structures for implementation.
- Resource Ownership/Management: renegotiation with the federal government; use of money from non renewable for renewable resources (oil to education); secondary processing; new mechanisms for fisheries management (including custodial management).

- **Building Confidence:** promotion of successes; increased understanding of our cultures, history, and traditional values; investment in arts, culture and heritage.

Other key points: citizen participation; need for a new income security system; investment in tourism infrastructure; promotion of internal re-investment; small business forum; encouragement of immigration.

Underlying Values and Principles

It became clear in the dialogues that participants felt the following underlying values and principles were crucial when considering the future of Newfoundland and Labrador:

- **Passion:** The love of this place, of wanting to make a difference and build a better future emerged strongly, and in many ways, in the discussions.
- **Common Ground:** “We can do it. We can collectively sit down, discuss, and find common ground to build upon.”
- **We Must Do it Ourselves!:** It was recognized that we cannot blame each other and/or the federal government. Participants spoke of empowerment, continuing the dialogue, etc. – all healthy aspects of an engaged and participatory citizenship. Many stated that the final Report will only have impact if we move on it!
- **Time for Action:** “We consult and are consulted to death. We have no more time for talking. The time is now.” All the discussions pointed toward a frustrated, impatient people who feel that we need action – “just get on with it!”
- **Hard Truths and Hard Decisions:** We have hard truths to face and some difficult choices to make. It’s time to be bold and visionary in tackling the issues facing this province.
- **Respect of Choice:** Whether people choose to live in rural communities with declining services and infrastructure, or choose to leave them, we must respect their individual choices.
- **Confident, Proud and Positive:** We have a story – one that makes us proud, that underlies our identity and destiny. We can better understand this story if more investment is made in our culture and heritage, particularly through our educational system. Our pride must be turned into confidence. This was viewed as the key to a better understanding and relationship with the rest of Canada.
- **Education as a Building Block:** All three dialogues included extensive discussions regarding education and the role it should play in the province’s future – from the need for a strengthened curriculum in history and culture to the need for employment-based training. Above all, Newfoundland and Labrador needs a well-educated society.
- **Controlling and Managing our Resources:** Participants said that we are neither managing our resources to their maximum potential nor getting fair benefits from them. Some thought this was a result of a dysfunctional relationship with the federal government, while others felt it was within us to better manage our resources.
- **Balanced Approach – Regional with Rural:** Participants clearly stated that rural Newfoundland and Labrador is an integral part of our cultural, social and economic future. At the same time, there is a realization that rural communities that have lost their economic base (e.g., the fishery) may not survive. The discussions clearly indicated that people saw the delivery of public services in the future to those who choose to live in rural areas of the province will require great cooperation between regions.

Conclusion

The three Dialogues were an important part of the work of the Commission. The Commission is grateful to all those who participated in the Dialogues and shared their valuable insights with us.

Roundtables

Another important element in the Commission's consultations with the people of Newfoundland and Labrador was the holding of roundtables on selected issues. These meetings with small groups of people having expertise, specialized knowledge or experience in a particular area provided the Commission with valuable input and advice. Eight roundtables were held involving over 100 people in all. A summary of the discussion of each roundtable follows.

Roundtable on the Fishery

The purpose of this roundtable was to identify and discuss key issues in the fishery, a crucial sector when developing a vision for prosperity and self-reliance for the province. This roundtable was held September 9, 2001, early in the Commission's mandate. Its 10 participants included representatives of industry, fish harvesters, plant workers and public policy makers.

There was general agreement that both problems in, and solutions to the fishing industry were well known and documented, but the ability or will to implement the solutions does not yet truly exist.

Discussion focused on a number of key issues. Commitment to conservation was seen as fundamental, requiring increased funding for science and enforcement. There were a variety of views on how foreign overfishing should be addressed. While some felt the Government of Canada should address foreign overfishing on a priority basis, there was a recognition by others that the federal government could not implement custodial management; as it has no legal authority to do so, custodial management would be opposed vehemently by other countries. Moreover, there is little or no support in the rest of Canada, including the Maritime Provinces, for such action. One participant suggested a better approach would be if Canada was to promote the development of international fisheries law that would allow for the same treatment of groundfish species as pertains to sedentary species on the continental shelf.

Good management of the fishery in the future requires governments to set out a vision for the industry. Divided jurisdiction between the federal and provincial governments was seen by some participants as problematic, especially the lack of coordination of policies by both governments. A major component of a new vision must include harmonization of federal and provincial policies.

The significant amount of capitalization that has occurred in the fishing industry over the past number of years in the financing of new boats, plants and purchases of licenses was discussed extensively. The new investment in the fishery has not resulted in better wages for many workers, particularly not for plant workers, whose wages remain low. Governments must address this issue with adequate adjustment programs to deal with overcapacity in the industry. Any future new capital investments in the fishery must be concentrated in a limited number of communities. The need for regionalization of the industry and investments in it was strongly urged by a number of participants.

All participants recognized the importance of the crab fishery to the current prosperity of the industry and its workers. At the same time, it was noted that it was unreasonable to expect the crab industry to continue as lucrative and successful as it has been for the past several years. If there is a failure in the crab fishery, the effects will be greater than those of the cod moratorium.

The development of clear access and allocation principles was considered by some to be an issue of primary importance. In this context (as in others), de-politicization of decision making was seen as

desirable. A board at arms'-length from governments was proposed as one way to deal with future allocation and access issues in the harvesting and processing sectors.

Advisory Roundtable on Research

The purpose of this roundtable, held July 16, 2002, was to provide advice to the Commission on the development and implementation of its research plan and other research related matters. All eight participants had a long association with Memorial University of Newfoundland and had extensive experience either directly in research and/or directing research projects.

Participants reviewed and provided advice and comments on a draft outline of the research program the Commission had developed. They noted the comprehensiveness of the program and the great challenge to complete it within the short time frame of the Commission. Participants provided advice on the conduct of the research program, existing research that may be of benefit to the Commission, the recruitment of researchers and the publication of research papers. Participants also suggested ways in which the Commission might engage faculty and students of Memorial University of Newfoundland in the work of the Commission.

Roundtable on the Voluntary Sector

The purpose of this roundtable, held February 6, 2003, was to explore the role the voluntary sector plays in the province's communities, and opportunities for this sector to help strengthen Newfoundland and Labrador's place in Canada. Sixteen women and men from all regions of the province, all actively involved in the voluntary sector, participated.

All participants spoke of the extraordinary contribution volunteers and voluntary organizations make to communities in the province. They emphasized that the voluntary sector, along with business and government, is the third sector or pillar of society. In many cases, voluntary organizations provide necessary services that might be provided by government. In some cases, voluntary organizations are the first to identify needs in a community. With cutbacks in government programs and services, voluntary organizations are moving in to fill the vacuum. This province is sixth in the country in terms of numbers of volunteers per capita, but is first in the number of hours volunteered per capita.

There are, however, challenges to the sector. Out-migration has resulted in a decline in the number of volunteers, especially among young people. The effect of the declining population and changing provincial demographics, particularly in rural communities, has increased demands on volunteer community-based organizations. Fewer volunteers contributing more hours are suffering stress and fatigue as they try to cope with increasing expectations.

There was general consensus that funding for this sector is a major problem. Funding from the federal government is normally short-term, disappearing after a few years just as a service is beginning to become established. Core funding and funding for long-term projects are seldom available, and funding for coordination, facilitation, training and community development is especially difficult to access. The volunteer sector in this province has a greater dependency on government funding than provinces that have United Way or similar organizations, or a stronger business sector. Current fiscal arrangements, therefore, create instability and insecurity.

The Strategic Social Plan was extensively discussed. Participants spoke positively about the Plan's objectives and its innovative approaches. Some noted that the Plan has not yet permeated down to the grass roots.

To strengthen the volunteer community-based sector, participants said there needs to be better utilization of federal funding – a made in Newfoundland and Labrador funding policy or an innovation fund.

Continued investment in young people, by instilling in them a sense of community involvement and civic responsibility and valuing their contributions, will encourage more to stay. The value of rural communities should be recognized, but there must be more working together. Several participants cited the need to look at the number and geographic spread of our rural communities and the pressures this creates on the volunteer sector. The absolute value of the volunteer community-based sector to the vitality and sustainability of rural Newfoundland and Labrador communities was unquestioned.

Roundtable on Expectations of Confederation

The purpose of this roundtable was to capture and understand the expectations of Newfoundlanders and Labradorians at the time of Confederation in 1949, and the extent to which Confederation has met these expectations. Eighteen men and women, from all parts of the province, who were young adults in 1949, participated in this roundtable on January 16, 2003. It was an historic gathering which no other province of Canada would be able to convene.

Participants spoke of the controversy and bitterness surrounding the Confederation debate, which had divided many families and friends. Participants recalled that many people at the time lived in poverty, particularly in some rural areas of the province. Available means of communication were limited, and many Newfoundlanders and Labradorians did not even have access to radio to listen to the convention debates. People generally lacked knowledge of Canada and the Terms of Union. A participant spoke of Canada and Britain conspiring to get Newfoundland and Labrador into Confederation as payment of Britain's war debt.

The most common expectation of Confederation was an improvement in living conditions due to Canada's social programs – family allowance, old-age pensions, health and education services. The cost of living was also expected to decrease with the elimination of tariffs and customs on Canadian goods. At the same time, it was recognized that there would be a loss of local manufacturing with the lifting of duties and the influx of Canadian-produced goods. Economic benefits were expected to flow with the development of the province's rich resources, especially those in Labrador. Newfoundlanders and Labradorians expected to be treated "as equal partners and not poor siblings," and the Inuit people in Labrador expected that their language and culture would be recognized. Those who did not support Confederation expressed concern that the rural lifestyle would be lost to over-regulation, and "the time would come when you won't be able to jig a cod over the wharf without a license."

In 1948, the Newfoundland delegation responsible for negotiating the Terms of Union requested that three issues be addressed by the Government of Canada before full negotiations began. These were: (i) assurance that the Government of Canada accepted the Judicial Committee of the Privy Council's 1927 Labrador boundary decision, (ii) recognition that the Port aux Basques to North Sydney ferry was an essential part of Newfoundland within Canada and should, therefore, be taken over and paid for by the Government of Canada, and (iii) assurance that Newfoundland would be able to continue to manufacture and sell margarine in the province. The Government of Canada agreed to these terms and negotiations proceeded. In response to the Newfoundland delegation's list of demands, the Canadian negotiators advised that, since many of these demands would require constitutional change (The British North America Act, 1867), and since all provinces must constitutionally be treated equally, the Terms of Union should be limited to facilitating Newfoundland's transition to the status of a province on a basis equal to that provided for the other provinces. The only flexibility the Canadian delegation had was with respect to policy. Some participants observed that Newfoundland negotiated from a position of weakness and was outmatched by Canada.

There was general agreement that the province has benefitted greatly from Confederation in terms of improved standards of living and government services, and that expectations in these areas have been more than met. No one expected, however, to see the decimation of the fisheries, which some blamed

directly on mismanagement by the federal government, while others felt that the provincial government would not have done a better job if it had been responsible. Nor did participants expect to see the high levels of unemployment and out-migration. The clawback of resource revenues and the inequities of the Churchill Falls contract were cited as examples of failures of the federal system in Canada. Many felt that the self-reliance and work ethic of the people in the province have been lost as a result of easy access to government social programs, particularly employment insurance. Some felt that there is cultural genocide occurring in the province, for which the federal government must take some responsibility.

A number of suggestions were made on how the province's place in Canada could be strengthened. On the fishery, recommendations ranged from establishing a task force of fishery experts, to developing a plan to rebuild the fishery, to changing the Terms of Union to give the province control. Others noted that changing the Terms of Union would not be easy and, in fact, amendments may be an insufficient means of solving the issues facing the province today. Similarly, there was a range of suggestions about the Churchill River, from taking legal action under Section 92A of the Constitution, to the federal government declaring the project to be "for the general advantage of Canada," to forgetting about trying to right the wrongs of the Churchill Falls and focusing instead on developing the Lower Churchill. Other recommendations included extending broadband coverage to rural communities to enable them to take advantage of opportunities in the knowledge economy, support for development of the province's culture and arts, and restoration of the self-reliance of the province and its people.

Roundtable with Women

The purpose of this roundtable was to seek the views of women on the province's place in Confederation. Twelve women from all regions of the province, who play leadership roles in policy development pertaining to women, participated in the roundtable held on November 1, 2002.

There was strong consensus among all the participants that women's voices have been eroded over the past decade. One of the great achievements for women was the federal Royal Commission on the Status of Women. Its report in 1970 made 176 recommendations verifying many of the things women had been saying for some time. In recent years, the progress achieved as a result of that process has been chipped away. Women are not speaking out, participants said, for fear of reprisals – loss of funding, loss of promotion, fear of stereotyping or punishment.

Grass roots support for women's organizations by the federal and provincial governments began to decline in the late 1980s and early 1990s, when "core" funding for women's organizations was changed to "project" funding. The silencing of women's voices is multi-dimensional. With the weakening of women's organizations, such as the National Action Committee on the Status of Women, women have less opportunity to network. Women's views are sought less by public policy-makers. Gender analysis has not become an integral part of policy analysis and decisions. The conventional wisdom was that if women were elected to the House of Commons or provincial legislatures, things would change. This has not happened. Issues of particular importance to women are not given sufficient priority. Participants spoke of the continuing abuse and violence against women in society, sexual harassment, lack of women's shelters and inadequate child care services as evidence of this lack of commitment. Aboriginal women, it was noted, share the same experiences.

Part of the explanation for the regression in women's place in society, it was suggested, may be the mistaken belief that women have achieved equality and that there is no longer a need for special initiatives. This regression is not unique to Newfoundland and Labrador. Indeed participants noted that the level of leadership by women in this province is remarkable and above that in many other provinces. Women also play a major role in the arts in this province and derive significant employment from this area. However, this is now being threatened because of the expiration of the federal/provincial funding agreement which

had provided support to many arts and culture organizations, and the refusal of the federal government to enter into a new agreement.

Participants made a number of recommendations to the Commission. Governments must play a role in changing attitudes. This can be done in a number of ways. One is through legislation. One example would be the requirement to have gender inclusive analysis as part of all policy initiatives; another would be a guarantee of a certain number of seats in the provincial legislature. An omnibus review of all legislation was also proposed. Governments could also effect a change in attitudes through imposing conditions on the funds it gives to organizations. Consciousness raising and sensitivity training were other measures proposed. There was strongly voiced support for the need for another federal commission on the status of women.

Roundtable with Religious Leaders

The purpose of the roundtable with religious leaders was to obtain their views and those of their congregations about the place of Newfoundland and Labrador in Canada, and the challenges faced in strengthening both communities and the province. Fifteen leaders from thirteen different religious organizations participated in this roundtable on January 14, 2003.

All participants spoke of the rich quality of life in Newfoundland and Labrador, which cannot be compared to any other place in the country. Family, community, sharing and a safe environment were all considered cherished values of Newfoundlanders and Labradorians. Nevertheless, the pull of a materialistic society was recognized and the caution noted that there needs to be a balance of the spiritual and material if Newfoundlander and Labradorians are not to lose the social benefits of living in the province. Indicators of well-being should include not only economic measures, but measures of our social performance as well. Quality of life and success cannot be measured just in financial terms.

There is a negative image of the province in the rest of the country which must be changed. Negative images, it was suggested, were contributing to a lack of confidence in the people. Young people must be instilled with a sense of pride in being Newfoundlanders and Labradorians and in the province. The province has a lot of strengths. We need to accentuate and promote the positive aspects of the province. A number of participants spoke of the need to have a vision – not only for the province, but also for the country and the world.

Out-migration and the impact it is having on families and communities was extensively discussed. Concerns were expressed about the continued sustainability of many rural and coastal communities, particularly those which have depended mainly on the fishery. Resettlement, some said, is not necessarily a bad thing. Indeed, it was noted that Newfoundland and Labrador was settled by people emigrating from other communities. The movement of people from rural to urban centres is a worldwide phenomenon. Larger communities, it was suggested, may be more successful in attracting small industries and new businesses. While it was recognized that out-migration has been part of our culture for generations, it was also stated that people must be given the choice to either leave or stay. The ability to choose, participants agreed, comes with education.

A number of suggestions were made about what the province should do to encourage economic and business development. Many participants spoke of education as the key to the success and advancement of the province. Assistance to young adults for repayment of their student loans would encourage more to stay in the province. Programs to encourage immigration were suggested as a means of attracting investment to the province, as were programs to improve technology and funding to promote research and development. The high cost of transportation to, from, and within the province, is a deterrent to living and doing business here and needs to be addressed.

Participants spoke of the province's relationship with Canada. The people of Newfoundland and Labrador cannot lose faith in being a part of Canada. The banner of separation should not be raised. Newfoundlanders and Labradorians must convince Canada that we are an equal partner in the federation, and we must highlight the many contributions we bring to Canada. As a member of the Canadian family, we have obligations to Canada, just as Canada has obligations to the province. While we wish for a future when the province will not require equalization, our current inability to access revenues from our hydroelectric, oil and gas developments is a serious problem and needs to be addressed. One solution proposed was that the federal government allow the province to keep more of its oil and gas revenues until it has the opportunity to achieve a certain level of prosperity. The provincial government, a participant proposed, should adopt a less confrontational and self-centred approach to the federal government. Another participant expressed the hope that Newfoundland and Labrador would take ownership of our place in Canada and develop a comfort level with it.

Roundtable with Young Adults

The purpose of this roundtable was to record and understand the views of young adults regarding the future of Newfoundland and Labrador, our place in Canada and, in particular, on what can be done to encourage more young people to stay in the province. Fourteen young, professional, working adults from all regions of the province participated in this roundtable on January 13, 2003.

The majority of participants said they had made a conscious decision to stay or return to the province. Reasons cited for deciding to live in the province included lifestyle – the ability to balance work and leisure time, the distinctive natural beauty and culture of our province, and the support of family and friends. None said they stayed for the money. Volunteer experience helped many of the participants find or create work in their communities. “Social entrepreneurship” was cited by one participant as providing an opportunity to create jobs while strengthening communities.

Most participants cited the absence of adequate career development programs as one reason for so many young people leaving. In addition, young people are not aware of work opportunities. While underemployment or unemployment were also cited as the reasons many young people leave, some felt that out-migration was a direct result of a lack of self-esteem about the province and our culture. It was suggested that the source of this lack of self-esteem is to be found in ourselves and the media.

In envisioning the future for the Newfoundland and Labrador they would like to see, the participants made a number of recommendations. They emphasized that the future is dependent upon a strong population of competent, confident young people, and that programs to enhance self-esteem, self-confidence, mentoring and championing our strengths are needed. There is great strength in our sense of place and culture, and we must build on it. Education is key, and all young people must be encouraged to acquire post-secondary education, though not necessarily at the university level. There should be greater emphasis on career planning at the high school and post-secondary levels, government should offer economic incentives for students to stay and work in the province when they have finished their education, and business and voluntary sectors should link with educational institutions to provide career development advice and mentoring. One of the most important economic incentives required to entice young people to stay is student debt relief. Young adults must have a more meaningful input into the decision-making processes and be encouraged to become more involved in community leadership and volunteerism. Neither the fishery nor rural Newfoundland and Labrador must be forgotten. The Island and Labrador need to be brought together in a spirit of cooperation. There is too much alienation and competition between our urban and rural areas and between the Island and Labrador. Our energies must be combined for the good of the entire province.

Roundtable on Culture and Heritage

The purpose of this roundtable was to explore the province's rich culture and artistic heritage, and the ways in which it can play a meaningful role in the future of the province and in renewing and strengthening the province's place in Canada. Ten men and women from the Island and Labrador who are active in the culture and heritage community participated in this roundtable with the commissioners on March 10, 2003.

Funding by the federal and provincial governments for culture was seen by all participants as a priority. Participants questioned whether the commitments of the two governments to the support and promotion of our culture was adequate. The expiration at the end of March 2003 of the Comprehensive Economic Development Agreement, which has been the primary source of funding for the cultural community in recent years, and the failure of the federal government to renew this agreement were decried. Participants spoke of the lack of trust between the two orders of government, with each blaming the other. As many as sixteen cultural organizations depend on the agreement for their core funding. Lack of funding for infrastructure was also cited as a problem. Many participants spoke of the fragility of the arts/cultural community and the serious consequences for artists and cultural and heritage organizations if federal and provincial funding is not reinstated. The need to find new and innovative ways to fund culture was recognized.

Participants spoke passionately of the need to protect and preserve our culture, although participants had differing notions of what they meant by culture. The need to help youth find their own voice, identity and sense of place was thought by some to be imperative. Knowledge of our history and culture no longer occurs naturally. Young people do not know their history or culture or have pride in who they are and where they are from. The province's history is not adequately addressed in the school system; neither do we adequately tell our own stories.

In the first few decades following Confederation, our cultural policy was imported from Canada. In recent years, there has been a change, and the province's cultural policy is now in danger of becoming export-oriented. Newfoundlanders and Labradorians are measuring themselves by success outside the province. Culture and tourism have become closely linked. Some participants felt we should not be defining ourselves as an export-oriented culture. This has resulted in a devaluing of ourselves and our culture and the erosion of our identity. Other participants did not share the same level of concern.

While there was consensus among participants that our culture is basic to our survival, some participants felt that we do not have a full understanding and appreciation of it. We may be proud of who we are, but we are not necessarily confident of who we are. We have a strong culture, but we are not a confident society. Others felt that our identity is at risk and we are in grave peril of losing it.

Built heritage is an important part of our culture, yet it is constantly being threatened and destroyed because of a lack of commitment to its preservation and funding to restore and maintain it. Funding for preservation of Inuit built heritage structures is also difficult to secure.

Many participants spoke of how it is becoming more difficult to tell our own stories. As an example, it was cited that in the 1970s, Canadian cultural policy embraced the concept of a mosaic, in which the province's culture could find some expression. Today that has changed with the focus shifting to the large urban centres. Rural areas everywhere are fighting to survive and have no public voice.

Aboriginal culture in Labrador is not static, but it is not strong. There are not a lot of opportunities for the Inuit people to share their culture with people on the Island. If the Inuit export their culture, it is more often through Inuit people from other countries.

Many participants spoke of the need for the provincial government to have a well-defined, comprehensive cultural policy that embraces Aboriginal and non-Aboriginal culture.

Conclusion

The Roundtables were an invaluable part of the Commission's consultation process. The Commission acknowledges with grateful thanks the important contribution the participants' knowledge and insights made to the development of our thinking and conclusions.

Written Submissions

The Commission invited the public to send formal written submissions, letters or thoughts by mail or e-mail. In all, the Commission received 250 submissions between October 2002 and May 2003. The use of artistic expression was also encouraged, resulting in a small percentage of submissions using poetry, song lyrics and video to express their views.

Written submissions were received from individuals and organizations across the province. The majority of the submissions (177) were from individuals, including 40 submissions from high school, Memorial University of Newfoundland or other post-secondary students. A wide variety of associations and organizations made submissions, including: municipal and provincial organizations, educational institutions, women's groups, Aboriginal groups, unions, development associations, business/industry associations and arts and heritage organizations.

Submissions were received from all regions of the province, with both urban and rural areas strongly represented. Thirty-two submissions were from Labrador. Almost 8 per cent of the submissions were from individuals living in other parts of Canada, and several were from people in the United States. The number of submissions from men greatly outnumbered those from women.

Major Themes of Submissions

Fisheries Issues

The most commonly cited issues were custodial management, foreign overfishing, fisheries mismanagement and cuts to fisheries science.

- *Custodial Management* – One of the most often quoted statements made with respect to custodial management is that Canada should seek to gain control of the Nose and Tail of the Grand Banks for the purposes of greater conservation of the remaining fish stocks:

If the fishery is ever to make a comeback and benefit the many fishing communities in this province, Canada has to take complete control of the Grand Banks and find ways to stop the foreign overfishing on both fish banks before all the fish are gone.

Many of those who wrote on custodial management expressed anger about federal inability and/or unwillingness to address foreign overfishing. A few people linked this lack of federal response to a wider, underlying problem of federal disdain for the province:

The apparent inability or unwillingness of the Government of Canada to respond to the wishes and ambitions of the people of this province with regard to the issue of custodial management of what remains of our once vast fishery resource on the Nose and Tail of the Grand Banks, is symptomatic of the underlying problems which this province have been struggling to overcome, in

defining its place within Canada, since the signing of the Terms of Union with Canada on April 1, 1949.

- *Fisheries Mismanagement* – A number of submissions expressed the view that Canada had mismanaged the fishery inside the 200-mile limit. Many of those with fisheries concerns noted that fish stocks were abundant at the time of Confederation, but had dwindled to nothing during the following decades. It was a popularly expressed opinion that foreign fishing and fish quotas were “political” in nature and provided Ottawa with a “bargaining chip” in international relations.

Out-migration/Rural Newfoundland and Labrador

Concerns over the high level of out-migration and the related effects that this has, and will continue to have, on sustainability of rural communities were two of the most often cited concerns expressed in the written submissions. The loss of the cod fishery, the demise of rural Newfoundland and Labrador, the aging of the population and the loss of young people were often spoken of together.

Other submissions spoke of the ways that out-migration has affected the level of services and businesses and reduced the number of schools in particular areas due to the loss of young people and young families. A number of the submissions from students outlined the reasons why they felt that leaving the province was necessary:

What used to be a prospering fishing community is now a barely surviving community because of the cod moratorium. Because of the lack of jobs here, the town is mainly made up of older people. All the younger ones had to leave town and maybe the province to find work.

Other submissions outlined the ways that out-migration has strained the resources of those left behind. Rural women especially felt burdened as they struggled to fill volunteer and care-giving roles in communities with aging populations.

Natural Resources/Equalization

Concerns expressed included the need to respect the principles of adjacency and the need for greater local input and control over the management of resources. Natural resources and equalization “clawbacks” were often spoken of together. The current equalization formula was cited as punitive to provinces attempting to break their cycle of dependency. A small percentage of authors urged the Commission to recommend that the changes contained in the Senate Committee Report on “The Effectiveness and Possible Improvements to The Present Equalization Policy,” March 2002, be implemented. Other submissions specifically mentioned offshore petroleum. Comments ranged from those who believed that its development should be left for times when better deals could be had to those who pressed for secondary processing in the province.

Churchill Falls

Many submissions mentioned the Upper Churchill as a major injustice to the province and as how *not* to proceed with future developments. Most of the submissions concerning hydroelectricity on the Upper Churchill expressed outrage and indignation at the loss of profits, and the desire for the federal government to intervene on behalf of the province. Others noted the ability to transport oil and gas across provincial borders in other jurisdictions, underlying the injustice of the Newfoundland and Labrador situation.

Transportation Issues

Many authors felt that transportation costs were a major barrier to economic growth and equality with the rest of the country. The most common issue cited was the high cost of the Gulf ferry.

Other transportation concerns included the high cost of airfares, poor service and scheduling of air and marine transport, and the vital role that transport plays in Newfoundland and Labrador's tourism industry. A small percentage of the submissions called for a fixed link that would "physically and symbolically" unite Newfoundland and Labrador with the rest of Canada.

Image

The negative image of the province in the rest of Canada was raised in many submissions. People wrote about their anger and frustration regarding the negative attitudes and stereotyping by Canadians of the people and the province of Newfoundland and Labrador:

... until we can overcome, by one means or another, the huge, negative, patronizing, ignorant, disrespectful, and often derogatory, opinion of our province and thereby CHANGE THE IMAGE both abroad and within, we will not be on any decent footing to be able to discuss, or ultimately to negotiate, anything of substance with the rest of Canada or to be respectfully considered.

The concern about image and stereotyping was often accompanied by calls to educate other Canadians about the contributions that Newfoundland and Labrador has made to the rest of Canada in terms of natural resources, geography, culture, artistic talents, and workers (both skilled and unskilled). A few submissions suggested that an organization be established to correct incorrect statements and stereotypes in the media and to admonish those responsible. Several submissions focused on the need for people in the province to begin to "revalue" their own identity and culture. The presenters believed that this was at the heart of self-realization.

Education and Student Debt

Education was addressed frequently in the submissions and was often combined with the concern about student debt and support for Memorial University of Newfoundland.

Education was often viewed as crucial to the future and to the self-sufficiency of the province. As expressed by one author, "Education is necessary in order to renew and strengthen our place in Canada." Many of those who viewed education as key to the province's prosperity also advocated a high-quality, publicly funded system that would be universally accessible to all people. A few of those who mentioned education as a priority also advocated that students have greater access to computer technology.

High tuition and student debt were also mentioned as barriers to education and major factors leading to the loss of young, educated people from the province. As well, some submissions mentioned the importance of Memorial University of Newfoundland:

Memorial University of Newfoundland is perhaps the most important institution in our province. It continually struggles to attract and retain teachers, and to add necessary infrastructure and technological support. One reason for its struggle is federal policies which often require matching funds before making a contribution to post-secondary institutions, matching funds that wealthier central Canada schools, such as the University of Toronto, find much easier to provide.

Confederation

Comments on Confederation focused on expectations about the benefits of Confederation, the debates and negotiations surrounding Confederation, and pre-Confederation Newfoundland and Labrador. There were two main currents of thought: first, that Confederation was a good thing for the province, with the majority of these authors noting the poverty of the pre-Confederation era and the range of benefits and services ushered in at the time of union; the second reflected the opposite opinion on Confederation – that the province has not benefited from its union with Canada. These submissions spoke of the millions of dollars in the bank at Confederation, as opposed to the billions of debt the province currently faces. They also spoke of our rich natural resources and the fishery. Many who hold this second opinion, such as the author of the submission quoted below, weigh the benefits of Confederation against the current plight of the province:

What we did by joining Canada was trade all of our resources and our youth for a \$6.00 baby bonus and unemployment insurance.

Labrador

Many of these submissions mentioned the place of Labrador in relation to Newfoundland and what was felt to be an “extractive” or a “colonial” relationship. Some of the submissions advocated greater representation for the region and/or greater knowledge of the plight of Labrador by people from the Island portion of the province and the rest of Canada. A few submissions advocated that Labrador become a separate province or territory, believing this would bring them greater control over political decisions and natural resources.

Aboriginal People

Aboriginal issues were raised by both Aboriginal and non-Aboriginal people. Support for land claims in Labrador, the lack of recognition given Aboriginal people in the Terms of Union and the effect this has had on access to programs and services for Aboriginal peoples in the province, and the continued struggle of Aboriginals on the Island to gain recognition were the main themes addressed in these submissions.

Women

Submissions from women’s organizations cited a variety of ways to include women’s voices in the Commission’s final Report and ways to strengthen the voice of women in the province. A few of the submissions emphasized the lack of women in political decision-making bodies. In the case of Labrador, women noted that many of the political and economic decision-makers were from outside the Labrador region. It was also specifically requested that the Commission recommend that the federal government “revisit” the 1970 Royal Commission on the Status of Women.

Federal/Provincial Relations

There was a wide variety of comments about the relationship between the federal and provincial governments. Some submissions requested that the two levels of government cease their jurisdictional quarrels and concentrate on solutions to problems such as child poverty and other social issues that are too large for Newfoundland and Labrador, with its limited resources, to tackle alone.

Many of the submissions spoke to what they perceived as an imbalance in both decision-making and the presence of federal institutions in the province such as government offices and military operations. Many of these submissions called for greater Newfoundland and Labrador participation in the fisheries and fisheries management. Organizations such as the Newfoundland and Labrador Teachers’ Association

stated that, while they do not believe that the province should abandon its responsibilities for education, there is still room within federal/provincial schemes for sharing of resources for federal government to better assist the less able provinces in meeting the funding needs for these crucial services.

Newfoundland and Labrador's Contribution to Canada

Approximately one in ten submissions mentioned the ways that Newfoundland and Labrador contributes to Canada as a whole. This was expressed in many different ways, but most respondents referred to resources such as offshore petroleum, the fisheries, the mineral wealth of Labrador and the existing *and* potential hydroelectric power resources. Authors reminded the Commission that Newfoundland and Labrador was, and still is, highly strategic militarily. Other ways that Newfoundlanders and Labradorians felt that they contributed to the federation was in the form of a talented, mobile labour force who have contributed their talents to every part of Canada. Many submissions mentioned the artistic contributions made by this province that have shaped and influenced the country as a whole:

We have brought a rich culture that has spawned many of Canada's leading writers, actors, musicians and authors, people who have ultimately reinvigorated the Canadians arts community and our national sense of place.

Organizations That Made Submissions to the Commission

Municipal Governments

Town of Carbonear
 Town of Labrador City
 City of Corner Brook
 Town of Burgeo
 Town of Port Saunders
 Town of Deer Lake
 Combined Councils of Labrador
 Town of L'Anse au Clair
 Newfoundland and Labrador Federation of Municipalities
 Town of Burin
 Town of St. Lawrence
 Town of Happy Valley-Goose Bay
 Town of Channel-Port aux Basques
 Town of Bonavista
 Town of Trepassey
 Town of Port aux Choix

Provincial Government/Provincial Organizations

Strategic Social Plan, Labrador Region, Happy Valley-Goose Bay
 Northeast Avalon Strategic Social Plan, St. John's
 Central Region Steering Committee for the Strategic Social Plan
 Community Services Council
 Fédération des Francophones de Terre-Neuve et du Labrador
 Newfoundland and Labrador Health Boards Association
 Newfoundland and Labrador Youth Advisory Committee

Members of Parliament and Senators

Lawrence O'Brien, Member of Parliament, Labrador
 Senators William Rompkey, Joan Cook, George Furey and George Baker

Arts/Heritage Community

Resource Centre for the Arts, St. John's
 Association of Heritage Industries
 Association of Cultural Industries of Newfoundland and Labrador
 Association of Newfoundland and Labrador Archives
 Alliance of Cultural Industries of Newfoundland and Labrador

Aboriginal Groups

Ktaqmkuk Mi'kmaq Alliance, Grand Falls-Windsor
 Association of Aboriginal Artists, Conne River
 Labrador Inuit Association
 Ktaqmkuk Mi'kmaq Alliance, Kippens
 Federation of Newfoundland Indians
 Sip'kop Mi'kmaq Band, St. Alban's
 Innu Nation Women's Walk, Sheshatshiu
 Labrador Métis Nation

Labour Unions

Burgeon to Rencontre, Fish, Food and Allied Workers (FFAW) Inshore Council
 Newfoundland and Labrador Building and Construction Trades Council
 Chesley Cribb (FFAW/CAW), Marystown
 Newfoundland and Labrador Federation of Labour
 Fish, Food and Allied Workers (FFAW)
 Local 20 Union, Marystown

Educational Institutions/Associations

Labrador School Board, Labrador City/Wabush
 Labrador Institute of Memorial University of Newfoundland, Happy Valley-Goose Bay
 Northern Peninsula/Labrador South School District
 Avalon West School District, Bay Roberts
 Newfoundland and Labrador Teachers' Association
 Rushoon, Terrenceville and Burin-Marystown Branches of the NL Teachers' Association
 College of the North Atlantic
 Memorial University of Newfoundland

Development Corporations

Hyron Regional Economic Development Corporation
 Emerald Zone Corporation
 Southeastern Aurora Development Corporation
 Capital Coast Development Alliance
 Marine and Mountain Zone Corporation
 Irish Loop Development Board

Research Institutes

The North Atlantic Islands Programme

Business/Industry Associations

Hospitality Newfoundland and Labrador
 Newfoundland Ocean Industries Association
 Trepassey Fishermen's Association
 Labrador North Chamber of Commerce, Happy Valley-Goose Bay
 Port aux Basques & Area Chamber of Commerce

St. John's Board of Trade
Marystown-Burin Area Chamber of Commerce

Women's Organizations

Gateway Status of Women Council, Port aux Basques
Women in Resource Development, Labrador
Labrador West Status of Women Council
Bay St. George Status of Women
Mokami Status of Women Council, Goose Bay
Provincial Advisory Council on the Status of Women

Religious Organizations

Congregation of the Sisters of Mercy of Newfoundland and Labrador
Canadian Bahá'í Community, St. John's

Conclusion

The submissions gave the Commission invaluable information and assisted in a better understanding of many of the issues raised at the public consultations. Their creativity and scope were interesting in the perspective they gave on how individuals interpreted the mandate of the Commission and on what matters to organizations in this province. The Commission is grateful that so many took the time to respond to the request and thus add to the knowledge base on which its Report is written.

Meetings with Organizations and Individuals

The Commission met with many individuals and representatives of organizations, usually at the request of the Commission.

Provincial Government

Department of Labrador and Aboriginal Affairs
Department of Justice
Department of Fisheries and Aquaculture
Department of Finance
Department of Works, Services and Transportation
Treasury Board Secretariat
Intergovernmental Affairs Secretariat
Department of Industry, Trade and Rural Development
Department of Education
Department of Mines and Energy
Department of Health
Department of Tourism, Culture and Recreation
Department of Environment
Strategic Social Plan
Women's Policy Office

Joint Federal/Provincial Organization

Canada-Newfoundland Offshore Petroleum Board

MHAs, MPs and Senators from Newfoundland and Labrador

Loyola Hearn, M.P., St. John's East
Lawrence O'Brien, M.P., Labrador
R. John Efford, M.P., Bonavista-Trinity-Conception

Rex Barnes, M.P., Gander-Grand Falls
 Bill Matthews, M.P., Burin-St. George's
 Jack Harris, MHA, Signal Hill-Quidi Vidi, Leader of the NDP

Federal Government Ministers and Officials

Hon. Gerard Byrne, Minister of State (ACOA)
 Hon. Stéphane Dion, Minister of Intergovernmental Affairs
 Hon. Jane Stewart, Minister of Human Resources Development Canada
 Hon. Paul Martin, M.P.
 Stephen Harper, Opposition Leader
 Federal Deputy Ministers
 Atlantic Canada Opportunities Agency, Newfoundland and Labrador Office
 Health Canada, Atlantic Region

Provincial/Territorial Officials

Provincial and Territorial Intergovernmental Affairs Officials

Regional/Provincial Organizations/Groups

Atlantic Provinces Economic Council (APEC)
 Newfoundland and Labrador Youth Advisory Committee
 Newfoundland and Labrador Federation of Municipalities
 Newfoundland and Labrador Federation of Co-operatives
 Fédération des Francophones de Terre-Neuve et du Labrador
 Fisheries Crisis Alliance
 Advisory Council to Premier on Social Development (Sub-committee)
 Strategic Partnership Forum
 Executive Team from Memorial University of Newfoundland
 Representatives of Cultural and Heritage Community

Aboriginal Leaders

Peter Penashue, President, Innu Nation
 William Barbour, President, Labrador Inuit Association
 Todd Russell, President, Labrador Métis Nation
 Chief Miesel Joe, Conne River Mi'kmaq Band
 Chief Brendan Sheppard, Federation of Newfoundland Indians
 Chief Jake Davis, Sip'kop Mi'kmaq Band
 Chief Bert Alexander, Port au Port Mi'kmaq Band

Meetings with Individuals

Dr. Axel Meisen
 Hon. Brian Peckford
 Hon. Brian Tobin
 Hon. Bob Rae
 Edward Hearn, Q.C.
 Dr. Douglas House
 Hon. Peter Lougheed
 Dr. Peter Neary
 Craig Dobbin
 Veryan Haysom

Conclusion

These meetings were especially beneficial in helping the Commission understand specific issues or points of view. Appreciation is given to those who took the time to prepare for and attend these meetings.

NEWFOUNDLAND AND LABRADOR

ROYAL COMMISSION
ON RENEWING AND STRENGTHENING
OUR PLACE IN CANADA

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WHAT WE HEARD

February 2003

Under the Waves

Something is happening?

It doesn't look good.

I'm scared.

Did I become separated from the rest of my school?

The waters are so desolate these days.

My parents are gone and my friends are disappearing.

I am one of the very few left in my school.

Other schools seem to be getting smaller and smaller, but why?

I hear others complaining of the loneliness.

It's hard to keep up your spirits when so many of your friends are vanishing.

I keep trying to reassure the others that things will improve.

However, they aren't as optimistic as I am. But doesn't someone have to stay positive?

My hope is that one day, in the not too distant future, we will flourish again.

I am confident that when that occurs the loneliness will fade away.

- Anne Gregory

15 Years Old

St. Phillips, NL

Submitted to the Royal Commission on

October 3, 2002

“WHAT WE HEARD”

One of Many Building Blocks

On June 3, 2002, the Royal Commission on Renewing and Strengthening Our Place in Canada began its task of reflecting on and examining our place in Canada. After fifty-four years in Confederation, Newfoundland and Labrador has enjoyed an exciting five decades of social and economic progress and cultural achievement. It is our task as a Commission to assess where we have come from, how we got here and what needs to be done to achieve a more prosperous future. If we are to succeed, it will be because we have inspired a new way of thinking about our province and a new way of doing things.

Our work to date has consisted of five concurrent processes: (i) public consultations throughout the province (public meetings, visits to schools, meetings with women’s groups, meetings with aboriginal groups and visits to businesses), (ii) an invitation for formal written submissions (over 220 have been received), (iii) a series of roundtables on focused issues (e.g. expectations on entering Confederation, the state of the fishery), (iv) meetings with federal and provincial ministers, deputy ministers and senior officials, and (v) a formal research program consisting of thirty research papers.

This document, entitled “**What We Heard**”, gives an overview of the first process, the public consultations conducted from September 30, 2002 to January 27, 2003. During this time, we visited communities throughout the province and held twenty-five public meetings attended by over 1400 people. Twenty-three meetings were held in locations from Harbour Breton to Labrador City, from Bonavista to Nain and from Trepassy to Port au Choix. One of the public meetings was held at the St. John’s campus of Memorial University and another at the Prince Philip Drive campus of the College of the North Atlantic. We met with over 560 students representing fifty-five schools and held a further eighteen sessions either in person or by teleconference with women’s groups attended by over 170 women. We met with representatives of each of the aboriginal groups on the Island and in Labrador. We visited twenty-five business enterprises representing entrepreneurial success stories throughout our province.

The goal of the public consultation process was to encourage and provoke open discussion on all of the issues related to renewing and strengthening our place in Canada. The process was indeed a success if success can be measured by the richness of the thoughts, ideas and passions which were openly and honestly shared with the Commission by so many people in Labrador and on the Island. We are extremely grateful to all of the individuals who participated in our public meetings, our school visits, our women’s sessions, our meetings with aboriginal groups and our business discussions. Their input has been invaluable to the on-going work of the Royal Commission.

The process of consulting with the people and our assessment of “what we heard” contained in this document constitute crucial elements in our process. This document, however, is not an interim report. It is simply a reflection of what we have been told during our consultation process. It constitutes **one of many building blocks** leading towards our final report. The Commission has not yet reached any conclusions or adopted any recommendations. These steps can only be taken after we have had an opportunity to review all of the written submissions, complete our roundtable discussions and analyze the contents of our research papers.

This *What We Heard* document also fulfills a commitment made by the Commission at each public meeting that we intended to give timely feedback to the public about what we were told in our consultation process. We would encourage anyone who feels that we have missed important issues or misinterpreted others to get in touch with the Commission by letter, fax or e-mail expressing their point of view.

“SOMETHING WRONG WITH THIS PICTURE”

Public Meetings Perspectives

At our public meetings, the Commission adopted a process whereby the participants at each meeting were asked to set the agenda. The topics which emerged as the most important, in no particular order, were:

- Health care
- Education
- Transportation
- Custodial Management in the Fishery
- Culture of Out-migration
- Equalization / Atlantic Accord
- Rural Newfoundland and Labrador
- Overall State of the Fishery
- New Employment Opportunities
- More Influence in Ottawa
- Churchill River Benefits
- Marine Atlantic Gulf Ferry Service
- Labrador’s Contribution to Newfoundland
- Newfoundland and Labrador’s Contribution to Canada
- Urban/Rural Divide

From what we heard, it was clear that, after fifty-four years in Confederation, it is timely to conduct a critical assessment of where we stand relative to the rest of Canada. When the Dominion of Newfoundland joined Canada in 1949, by way of a popular referendum, it brought into Canada the vast richness of its people and its natural resources. In our public meetings, much was made of these significant contributions to Canada. With a population of less than 350,000 people at the time, Newfoundland and Labrador contributed to Canada one of the world’s most prolific and lucrative fishing resources along its coastline and on the Grand Banks. It brought into Canada the powerful hydro-electric resources of the Churchill River in Labrador, the massive iron ore deposits in Labrador, and the forestry resources on the Island and in Labrador. It brought to Canada its air space, its strategic location, its trade, and its distinct cultures, both aboriginal and non-aboriginal. In more recent years, it has brought to Canada a two hundred mile limit and all that it entails, not only for the fishery but also for the emerging offshore oil and gas industry. There has been the recent discovery of the largest nickel deposit in the world at Voisey’s Bay. From what we heard, people are proud of what Newfoundland and Labrador has brought to Confederation.

There was much discussion related to the disconnect between the resources the province brought into Confederation in 1949 and its relative position in Canada today. While Newfoundland and Labrador has led the rest of the country in GDP growth in three of the past five years, there was a sense that it falls far short in many other areas. For instance, it leads the nation in the rate of unemployment which today stands in the order of 18% for the province overall with 9.3% in the St. John’s area and over 22% in many rural

areas. In other words, in terms of employment, Newfoundland and Labrador is tenth on the Canadian ladder. In terms of per capita income, birth rate and fiscal strength, Newfoundland and Labrador is at or close to the bottom of the Canadian ladder, while in terms of per capita debt, rate of out-migration and tax burden, it ranks among the highest of the provinces. In our public discussions, there was a strong consensus that **“there is something wrong with this picture!”**

The awareness that there is something wrong led people at each of our meetings to focus on who must right the wrong. Participants held an expectation that federal and provincial governments have significant responsibilities in this regard. What the Commission was also told, however, was that the time had come for Newfoundlanders and Labradorians to “do it ourselves”, to determine what they want the future of their province to look like and to take the necessary steps to shape that future. Participants said that “doing it ourselves” means holding all levels of government accountable for their responsibilities, getting a better understanding of the challenges faced by rural communities, and working together with all who have a vested interest in the future of this province. As one post-secondary student told us, **“We must take charge of our own future. No one else will.”**

At our public meetings, we proposed to each participant, “As you think about renewing and strengthening our place in Canada, write a news headline which you would like to see in the year 2012.” The completed headlines envisioned a prosperous province with full employment, little out-migration, an increasing population, a restored fishing industry and the treatment of Newfoundland and Labrador as a full and equal partner in Canada. A few headlines foresaw Newfoundland and Labrador separated from Canada or Labrador designated as a fourth northern territory.

The public meetings helped us understand the challenges the people of our province face and the hopes they have for the future. The meetings with women, youth, entrepreneurs and aboriginal representatives deepened that understanding, enabling us to link the social, economic and environmental dimensions of the task we have undertaken.

“PEACE AND ECONOMIC JUSTICE”

Perspectives of Women

In the initial public sessions of the Royal Commission, it was evident that our meetings were dominated in numbers by men. Even where there were significant numbers of women, they did not fully participate in the discussion. While in many of our latter meetings this situation corrected itself, the Royal Commission felt uncomfortable with the unfolding situation. We decided, therefore, that in each community we visited we would ask for a separate meeting with women. Our objective was to ensure that we would get a greater understanding of women’s perspectives on renewing and strengthening our place in Canada.

These meetings proved to be a fruitful approach and an enriching experience. At our public meetings, people seemed reluctant to discuss in any great detail some of the major social issues facing our province and country even though education and health were two of the most important issues placed on the agenda by meeting participants. The meetings with groups of women helped to fill this void as women addressed openly and frankly the day-to-day realities faced by people, families and communities in this province.

In these meetings, women spoke about the inadequate supports in our province for persons with physical or mental disabilities. They discussed the prevalence of adult illiteracy, high unemployment, poverty, physical and sexual abuse and their impact on persons and families. We heard about the inadequacies of the justice system for women who face issues related to family violence and child support. We were told about the continuing failure of governments to provide daycare centres and early childhood development opportunities. In one session we were reminded that there is often talk about improving and expanding

food banks and building more women's shelters. The point is often missed that shelters and food banks are a sign of society's failure and the elimination of the need for such supports is the real objective.

In particular, we were given deeper insights on our culture of out-migration and its impact on the family and community. In our public meetings, participants discussed out-migration largely as an economic issue while in our meetings with women they discussed it from the point of view of its social impact. Out-migration, whether it refers to young people leaving or families moving away or spouses leaving temporarily for work, too often results in dysfunction in the family and in the community. These topics are dealt with more fully in our section on out-migration, but some comments from the women's meetings reflected the challenges in sustaining family and community life as out-migration continues.

One woman told us, "It breaks your heart to see your children leave, but it breaks your heart even more to see them stay in an environment where they have no opportunity." While there is a tendency to view Voisey's Bay as a great employment generator, women in Labrador reminded us about family tension created when the husband is absent for significant periods of time. In Port au Choix we heard that there was no longer enough men in the community between the ages of 18 and 35 to allow the continuation of the men's hockey league. In other areas, we heard of the recent discontinuance of teenage dances because there are too few teenagers. In many other areas, concern was expressed about the difficulty of maintaining a strong corps of volunteers.

Our meetings with women's groups allowed us a far greater appreciation of the reality that women's perspectives are essential if we are to fully understand our place in Canada. Through concrete expressions such as the month-long Minei-nipi walk led by Innu women, we learned about women's concerns for the health of our environment and the need always to consider the potential negative impacts of any development on our lands or waters. Participants at the meetings helped us see the links between the social and economic dimensions of the matters we are exploring. One woman stated, "**There can be no peace in a country or a province or a community where there is no economic justice.**" Women told us that to view Voisey's Bay as a generator of employment without understanding the potential negative social impacts, to consider the development of the Lower Churchill without reviewing the negative impact on the environment, to understand the economic effects of out-migration without appreciating its negative impact on family and community life, or to assess the statistical dimensions of unemployment without recognizing the differing impacts on women and men would result in an incomplete foundation for our final report and recommendations.

Women reminded us that, despite the federal Royal Commission on the Status of Women thirty years ago, their voices are still not being heard. They told us that, even though there have been advances in many areas, women in Newfoundland and Labrador and in Canada have still not achieved equality with men. We also heard that women are not considered when public policy is being developed. It needs to be said, therefore, as our Commission moves towards its final report, that we will do whatever is possible to ensure that the voices and diverse experiences of both women and men of Newfoundland and Labrador are reflected in our recommendations on renewing and strengthening our place in Canada.

"WE HAVE NO CHOICE BUT TO LEAVE"

Perspectives of Youth

Wherever the Commission visited, meetings with students in elementary, junior high and high schools were an essential step in our understanding the perspectives related to our place in Canada. It was particularly important for us to meet with the younger generation to get their views on the future of our province. On the Island, the overwhelming majority of young students proudly considered themselves

Newfoundlanders first and Canadians second. In Labrador, a similar overwhelming majority considered themselves Labradorians first, Newfoundlanders second and Canadians third.

In Point Leamington, elementary school children reminded the Royal Commission that a large number of their fathers had left the community to work in other provinces such as New Brunswick, Ontario and Alberta. They told us the Commission could only succeed in their eyes if we could find a way to have them employed at home. In New Wes Valley, when discussing the many ways in which the Royal Commission could pictorially reflect what was happening in our province, one young student suggested the picture of a U-Haul because it was such a prevalent sight in her own community.

In terms of cultural identity, whether it was urban or rural, the predominant message to the Royal Commission from youth was the crucial importance of their sense of place and their attachment to Newfoundland and Labrador as their home. In terms of image and how we are viewed in Canada, there was an overriding view that we are badly misunderstood though looked upon with affection. The determination of young students to improve this image was evident. What we heard was that they wanted to progress to higher levels of educational achievement, achieve success in the workplace and enjoy standards of living comparable with other parts of Canada. Without doubt, however, a most startling revelation for the Royal Commission was the almost unanimous view of young people that their opportunities for the future lay outside the fishery, outside rural Newfoundland and Labrador and outside their own province.

There was a sense that our young people's love of the province could be embraced by regular visits home but that their love of life would have to be fulfilled elsewhere. One student emphatically told us, **"We love home, but we have no choice but to leave."** This regretful lack of choice was a consistent message that the Commission received throughout our meetings with young students, a message which was confirmed in our meetings with women's groups and the public in general.

The level of understanding of our youth about their place in Canada can be described as encouraging. They did not hesitate to wade into issues such as custodial management, the state of the fishery, equalization or the joy of being part of a distinct society like Newfoundland and Labrador. Some of our most dramatic moments with students occurred during discussions regarding Churchill Falls where it was described variously as "a scam" or as "treachery". One student exclaimed in frustration, "it should have been ours". Whether they were in Labrador or on the Island, there was an understanding by the students that they were not just Newfoundlanders or Labradorians or even Canadians but young people whose opportunities were global.

"BEDROCK OF OUR SHARED FUTURE"

Aboriginal Concerns

The Commission heard from the Innu, Inuit, Labrador Métis and Mi'kmaq that Newfoundland and Labrador cannot effectively renew and strengthen its place in Canada without understanding, renewing and strengthening the relationships between the Province and aboriginal peoples. There was a sense expressed at our meetings that the Government of Canada wilfully ignored their responsibilities under the Canadian Constitution by not assuming jurisdiction for the administration and management of aboriginal affairs in Newfoundland and Labrador as they have done in every other province. Aboriginal peoples said that they were abandoned by the process leading to Confederation, and fifty-four years later they remain involved in a struggle to find their rightful place not only in Newfoundland and Labrador but in Canada.

Women in aboriginal communities told us that the voices and experiences of aboriginal women are not being given adequate consideration as land claims and economic development are being addressed. They spoke to us about the negative social impact of events such as the forced settlement of the Innu people in the 1950s and the forced resettlement of the Inuit people from Hebron and Nutak in the same time

period. They expressed concerns that current approaches are not addressing their desires to protect their connections to the land, their family structures, their values and their culture.

In Nain we were told, “**The bedrock of our shared future** lies in very fundamental principles - principles such as respect, dignity, land rights, self determination, sharing and mutual support - which need to be applied in daily life within the Province and within Canada.”

ENTREPRENEURIAL DRIVE

Business Visits

During our public consultation process, we visited businesses in all areas of the province to get a better sense of entrepreneurship, particularly in rural Newfoundland and Labrador. The business ventures were amazingly diverse and included primary and secondary processing of seafood, the production and marketing of wines from wild berries, the production of food products and syrups from wild berries, the manufacturing of windows, the manufacturing of industrial gloves and boots, the quarrying of dimension stone, the industrial sawing and polishing of dimension stone, the manufacturing of cabinets, furniture and wood mouldings; the provision of eco-tourism services, the manufacturing of education software, the secondary processing of seal products, facilities associated with knowledge-based tourism, the production of fibreglass boats, the provision of aerospace services and the use of information technology by Smart Labrador.

The Commission was struck by the innovation of the entrepreneurs we visited. They told us about the entrepreneurial spirit and drive needed to overcome the challenges of establishing and maintaining businesses in rural settings. Based on what we heard, many business enterprises were hampered by the lack of high speed internet services in rural areas. The lack of entrepreneurial training in our educational system was seen to be an obstacle to be overcome in a highly competitive and knowledge-based economy. While we were given some examples of government assistance in beginning or sustaining these industries, we were also told by many entrepreneurs that government officials do not have a good understanding of the supports needed for the development of businesses in this province.

OUR PLACE IN CANADA

“No Way to Run a Federation”

Throughout our public meetings, there was great affection expressed for Canada and great pride about being Canadian. Based on what we heard, Newfoundlanders and Labradorians are fully cognizant of the enormous contribution that Canada has made to the well-being of their province since Confederation. Expenditures on public infrastructure such as roads, schools and hospitals have resulted in tremendous social and economic progress. The ongoing services and programs to which all Canadians are entitled in terms of health care coverage, education, social services and employment insurance attest to the benefits of being part of a great country. Canada’s significant economic development expenditures, including its large investment in Hibernia, have contributed to the general level of prosperity being experienced in our province today. Based on what we heard, therefore, we believe that Canada is perceived as being good for Newfoundland and Labrador. It was also clear that people understood that, without equalization, Newfoundland and Labrador would be in dire straits.

This pride in being a part of Canada, however, was tempered by the consistent feeling that there is a lack of respect, on the part of the federal government and other Canadians, for the people of Newfoundland and Labrador and for the contributions they have made to Canada. People spoke to us, with both passion and frustration, about those contributions. In addition to making an incomplete nation whole with our

geography, we have brought a wealth of human and natural resources to our country. There is a belief that we are viewed by many in Canada as forever taking from Confederation while giving very little back in return. In almost every public meeting, the Commission was asked to set the record straight. We heard that there is an urgent need to conduct a comprehensive and independent assessment of Newfoundland and Labrador's contribution to Canada as part of our research program.

We also heard that the federal government consistently ignores the interests and ideas of Newfoundland and Labrador on key issues. During the short period of our public consultations, three federal Ministers carried out actions that people pointed to as examples of the lack of respect paid to Newfoundland and Labrador:

- First, the federal Minister of Transport appointed four new members to the Board of Marine Atlantic. None were from Newfoundland and Labrador. That decision, and the gulf ferry service in general, became a lightning rod at our meetings for articulating inappropriate treatment at the hands of the Government of Canada.
- Second, the federal Minister of Fisheries and Oceans, without even the courtesy of briefing the Government of Newfoundland and Labrador, informed the Liberal Atlantic Caucus about a potential closure of the fishery which, if implemented, would have disastrous consequences for many parts of rural Newfoundland and Labrador. This, too, produced a blistering backlash within our province regarding the kind of callous treatment we receive on crucial issues respecting our future and our place in Canada.
- And, finally, the federal Minister of Industry proposed that offshore oil and gas revenues associated with developments in Nova Scotia and Newfoundland and Labrador should be set aside for the benefit of the entire Atlantic Region. The reaction in our own province was as swift as it was negative. We were told that it was incredible that revenues from our resources were seen, in the eyes of the Government of Canada, to be useful for purposes beyond helping Newfoundland and Labrador achieve some reasonable level of prosperity. As one person put it, **“This is no way to run a federation.**

Our public meetings told us that there is a sense we gave up our nationhood only to become just another part of Atlantic Canada. We are treated on a formula basis as 1.7% of the population of Canada and as politically irrelevant with only seven seats in the House of Commons and six seats in the Senate. No one from this province has been appointed to the Supreme Court in fifty-four years. There were many suggestions for potential reform led by the articulation of the need for a “Triple E” Senate. Based on what we heard, there appears to be an undeniable sense that everywhere Newfoundland and Labrador turns within Confederation the odds are stacked against its achieving prosperity comparable with other provinces.

Fishery Calamity

One issue which arose consistently in all public meetings was a clear and deep understanding that the economy of rural Newfoundland and Labrador in the past, present and future depends on the fishery. Given the collapse of the groundfish in the late 1980s and the early 1990s and the lack of recovery since, participants told us that rural fishing communities remain in a state of crisis and severe agitation. The challenge presented by the continued decline in fish stocks has manifested itself in the demand for “custodial management”. It was a meaningful way for participants in our meetings to send out a loud wake-up call that without some kind of plan for a recovery in the groundfish fishery, **there will be an even greater calamity in rural Newfoundland and Labrador in the next decade.** At our meeting in Marystown, we were told that people in the fishery had lost their spirit to fight and were simply scared

about “who will be next”. This comment was in reference to further groundfish quota reductions and the vulnerability of the crab and shrimp stocks to future decline.

At many of our meetings, there were references to the causes of the groundfish demise including (i) inadequate science, (ii) improved technology, (iii) too many processing licenses, (iv) too many harvesters, (v) too much reliance on the fishery as an employer of last resort, (vi) heavy reliance on the employment insurance program to sustain communities and people, (vii) too much political pressure to keep quotas high, (viii) relentless foreign over-fishing, (ix) lack of action on seal populations , and (x) a general reluctance to come to grips with the reality of the declining resource because of the unthinkable result. In other words, there is recognition of a collective responsibility for the loss of the fishery.

Notwithstanding this collective responsibility, however, we heard that with Confederation the Federal Government assumed responsibility for the overall management of the fishery. Five decades later, under their stewardship, that fishery has for all intents and purposes disappeared. We heard that it is time for the Government of Canada to take overall responsibility for what has happened in the fishery, responsibility for doing whatever is possible to bring about a recovery in the fishery, and responsibility for dealing with the fallout should that recovery not take place. People continually told us that, in our relationship with Canada and our overall progress as a province since Confederation, there is no greater issue than the loss of the fishery and its impact on the fabric of our fishing society. Out-migration, dying communities, loss of a way of life, and loss of dignity in rural Newfoundland and Labrador were all articulated in our public meetings as part of the dynamic related to the mismanagement of the fishery by the Government of Canada.

Loss of Offshore Royalties

The sense that something is not quite right in the federation manifested itself in what we heard over and over again with respect to many issues but especially equalization, the Atlantic Accord, custodial management, and the Churchill River. With respect to equalization, the constant use of the term “clawback” reflected a general understanding that the equalization formula was not working as it could to the advantage of Newfoundland and Labrador. What we heard was that no matter how you look at it, the combined impact of the Government of Canada’s interpretation of the Atlantic Accord and the workings of the equalization formula results in over 80% of offshore taxes and royalties going to the Government of Canada.

We heard it remains exasperating to Newfoundlanders and Labradorians that the very equalization formula which was set up to help provide public services at a level comparable to the rest of Canada is now being utilized to ensure that this can not happen. We were also reminded that a recent Senate Committee Report calls for a change in arrangements with the offshore gas and oil producing provinces of Nova Scotia and Newfoundland and Labrador.

Churchill Falls Backlash

If there were expressions of frustration and in some cases outrage over the perverse impact of the Atlantic Accord and the equalization formula, there was an equally deep backlash over the historic inequities associated with the development of the Churchill Falls hydro-electric project. At most of our public meetings, the lost windfall profits from Churchill Falls, the total control exercised by Québec over the Churchill River, the failure of the provincial government of the time to negotiate a better contract and, just as significantly, the role played by the Government of Canada in the original deal by denying a power corridor through Québec, all emerged as significant issues. There is a sense that Ottawa has escaped any accountability for treating the transmission of oil and gas from Alberta in one way and electricity from Newfoundland and Labrador in another. There is also a strong feeling that, had the situation been

reversed, Canada would never have allowed Newfoundland and Labrador to have exercised a geographic stranglehold over Québec's hydro-electric resources.

In several meetings, we heard that Newfoundland and Labrador should pursue its constitutional rights under Section 92A of the *Constitution Act, 1867* to access power and energy from Churchill Falls for industrial purposes in Labrador and on the Island. In a dramatic discussion with students in Port Saunders, one young woman described the Churchill Falls contract as "Québecers mooching on Newfoundlanders." Another student, realizing that the contract would not expire until her fifty-eighth birthday, pleaded with the Royal Commission to "do something about this!"

OUR PLACE IN OUR PLACE

Our Sense of Place

Much of what we heard during the course of our consultation process focused on "our place in our place" and not just our place in Canada. We were told that Newfoundlanders and Labradorians consider themselves blessed with a sense of place and a sense of belonging. They have a deep rooted feeling that their province is the best place in the world to live and raise a family. They care about community and value a lifestyle which balances work and time with family and friends. People of our province have a passionate appreciation of their cultural and artistic heritage, and they enjoy a strong sense of connection to the land and the sea. They believe that their fishing history is an integral part of their very being. It was clear to the Commission, based on what we heard, that the sense of attachment to this place remains remarkably strong.

The Urban - Rural Divide

We were told, however, that the loss of the fishery has had a profound and dramatic impact on the psyche of all Newfoundlanders and Labradorians. It also has resulted in a dramatic disparity between rural and urban areas. This disparity was the focus of much discussion in many of the areas visited by the Commission. We were reminded so often that there is a significant economic divide between the communities in and around the capital city of St. John's and elsewhere in the province. At the present time, about 45% of the people in Newfoundland and Labrador reside within an hour's drive from St. John's.

It was also made clear that headlines like "the rock is on a roll" or "Newfoundland and Labrador leads the nation in GDP growth" have little meaning to people in rural areas on the Island or in Labrador. Indeed, on the Great Northern Peninsula, with one of the highest levels of out-migration and unemployment, there was an attempt to have people boycott our public meetings in order to bring greater attention to the economic disparity between that region and the rest of the province.

During the course of our public consultation process, the fiscal challenges facing Newfoundland and Labrador were also highlighted. Based on what we heard, people understand that the Province is experiencing significant fiscal deficits and an ever increasing debt load. The relatively weak fiscal capacity of the Province reflected itself in the major concerns expressed about the state of health care, the education system and municipal infrastructure. We heard that population decline means both a weaker tax base and lower equalization payments.

Culture of Out-migration

As a Commission, we heard many first hand accounts related to the impact of out-migration. In the last decade, over 60,000 Newfoundlanders and Labradorians have gone elsewhere to seek employment

opportunities. While out-migration from rural areas is a worldwide phenomenon, based on what we heard, it has had and will continue to have a disproportionate impact on this province.

Out-migration is found in many forms. In Newfoundland and Labrador, as elsewhere, it is primarily driven by the lack of employment opportunities and the need to move elsewhere to make a living and raise a family. From what we heard, there are also many youth who, heavily burdened with student debt, see opportunities to pay off that debt at a faster pace by out-migrating to other provinces where they can earn higher incomes and pay lower taxes. We heard that many men and women, sometimes with their families and sometimes without them, are leaving the province to work for extended periods of time elsewhere in Canada and that these forms of migrant work do not show up in economic statistics.

Given the manner in which our rural way of life, particularly in fishing communities, is such an incredibly rich and essential part of the fabric of our society, the message we received was that out-migration will be ignored at our peril. Based on what we heard, out-migration, low birth rates, low levels of rural services and high costs of rural transportation all present major challenges for the future of rural Newfoundland and Labrador.

In all of our school visits, it became extremely clear that our young students see their future careers outside rural Newfoundland and Labrador and, in many cases, outside their own province. Parents and teachers are encouraging youth to leave because of the lack of opportunities in their own communities. We were told that this environment was leading to a **culture of out-migration**. As one group put it in our public meeting in Clarendville, "What if we educate our youth and they leave? What if we do not educate our youth and they stay?" The Commission challenged with, "How do we educate our youth and create opportunities for them to stay?"

From what we heard, this whole process has been fast forwarded by the impact of the groundfish moratorium imposed in the early 1990s. The fishery, in particular, is no longer seen as a viable future employer for rural youth. Moreover, we were told that there is a "next wave" of out-migration which will escalate over the next decade as parents follow their children and grandchildren while maintaining their houses in Newfoundland and Labrador as vacation homes.

It is evident that Newfoundlanders and Labradorians always moved elsewhere to seek employment opportunities. Indeed, Fort McMurray, Alberta, was referred to in our public meetings as our province's second largest city because of the thousands of Newfoundlanders and Labradorians who have moved there and now call it home. The significant difference over the last decade is the dramatic decline in the birth rate which today is one of the lowest in North America. It is the combination of a high rate of out-migration and a low birth rate which has led to such a rapid population decline in recent years.

Undercurrent of Alienation in Labrador

There was a strongly held view that much remains to be done if Newfoundlanders and Labradorians are able to feel confident and comfortable in their own province. This kind of sentiment was frequently expressed in our public meetings throughout Labrador where 28,201 of the province's 521,200 people reside. To put it in the language of our public meetings, "Labrador feels as ignored by the Government in St. John's as Newfoundland and Labrador feels ignored by the Government in Ottawa." The views expressed reflected the concerns that unprocessed resources are being shipped out of Labrador. The power from Churchill Falls is being transmitted to Québec to create industrial jobs in that province. Wood from the forests in Labrador is being harvested and exported to sustain industrial jobs in the paper industry on the Island. Iron ore mined in Labrador is creating industrial jobs in Québec and Ontario. As one person told us, "The only railway in operation in our province today is the one taking iron ore from Labrador to Québec."

We also heard that the high cost of transportation, the lack of good air services, the lack of completion of the trans-Labrador highway, the high cost of electricity, particularly on the coast of Labrador, and a general feeling of being unappreciated dominate Labrador's place in Newfoundland and Labrador. It was made extremely clear to the Commission, therefore, that there is a strong **undercurrent of alienation** in Labrador.

There were, of course, very encouraging signs for Labrador, including the prospects for employment associated with Voisey's Bay. We were told that the prospect of the development of the Lower Churchill was supported by the business community, albeit conditional on significant power recall provisions for industrial and domestic purposes in Labrador. Many people were opposed to any further development of Churchill Falls based on environmental concerns. There were also many ideas proposed at our meetings for a fixed link from Labrador to the Island.

"WE SEEM TO HAVE LOST OUR PLACE"

Path to a Final Report

The Commission's mandate is to submit a final report by June 30, 2003. In this regard, our public consultation process has had a profound impact on our thinking. We were struck by the vast geography of the Island (111,390 km²), Labrador (294,330 km²), and our offshore waters (1,825,992 km²); the magnificent beauty of the landscape, the richness and diversity of our cultures, the openness and warmth of the people, their attachment to their province and country, and their passion and determination to make their place in this land a better one for their children and grandchildren.

We heard a strong sentiment expressed that Newfoundland and Labrador has been struggling through the severe impact of (i) the unbearable loss of its fishery resource and the unfolding demise of its rural fishing society, (ii) the highest rates of unemployment and out-migration and the lowest birth rate in the country, (iii) the weakened state of its provincial finances, (iv) the perverse inability to utilize its own oil revenues for its own economic prosperity, (v) the continuing loss of windfall profits to Québec from its Churchill Falls hydro-electric resource, and (vi) the failure of the federal government to treat the province as an equal partner in Confederation.

If this struggle could be summarized in a single phrase, it is perhaps that, after fifty-four years, **"we seem to have lost our place in Confederation."** Some people told us we have never found it. There were strong feelings expressed that the federal government views Newfoundland and Labrador as part of the Atlantic region and no longer as the equal partner which joined Canada in 1949. Based on what we heard, there is a sense of uneasiness that the bureaucratic and political process in Ottawa has a strong bias towards diminishing the role of provinces.

We heard also that there are troublesome questions being raised by Newfoundlanders and Labradorians about Canada's place in their province. Do other Canadians understand what is happening in this province and the implications for its future? Does the federal government have a vision for its role in the future of Newfoundland and Labrador? Do our partners in the federation understand the significance of the disconnect between the resource richness that the Dominion of Newfoundland brought into Confederation in 1949 and its relatively weak economic position as a province in Canada today?

During the course of our meetings, there were many angry references to separation as well as reminders of the processes outlined in the *Clarity Act*. The overwhelming sentiment, however, was in favour of trying to make things better within Canada. Nevertheless, we were told that what is happening in our province, after fifty-four years in Confederation, needs serious attention if we are to attain dignity as a people and prosperity as an equal and respected partner in Confederation. In other words, we were told that the status quo is not an option. Something has to change!

The challenge facing the Commission as we travel the path towards our final report is to integrate all of what we heard with the input from our roundtables, research, written submissions and discussions with government officials. As we develop our findings and recommendations, we will keep in mind the view expressed at our meeting in Marystown where one participant implored us to take chances in our report, make it radical by our standards, and put it in the face of criticism so it is not just “a small voice in the crowd”. We will also be guided by the many expressions we heard that, as Newfoundlanders and Labradorians, **“we must take our own destiny into our own hands.”**

Appendix D

Research Program

Research Papers

The Commission's Terms of Reference called for a research program to address key issues. In particular, the goals of the research program were (i) to provide information and an independent assessment of key issues in support of the analysis, conclusions and recommendations contained in the final Report; (ii) to generate fresh perspectives and new ideas on critical issues; and (iii) to provide the public with a body of information and analysis of important issues. The nature and extent of the Commission's research program were constrained by the time available and the requirement to have its final Report finished within a year of the Commission's beginning.

Most of the research contracted by the Commission consisted of research and analysis papers designed to provide a thematic overview of the issue to be addressed, a review of existing literature, an analysis of the state of knowledge on the issue, conclusions and, where relevant, policy options or recommendations for consideration by the Commission. A smaller number of research projects were more extensive and more original in research scope, including financial and economic analyses, and polls and other surveys. The externally contracted research projects were subject to peer review.

A total of 28 papers were commissioned, primarily from experts at either Memorial University of Newfoundland or other Canadian universities. In addition, a national opinion poll and a provincial opinion poll were commissioned. All of these papers are available in PDF file at www.gov.nl.ca/royalcomm. The views and analyses contained in these published papers remain the responsibility of the authors, and the views expressed do not necessarily reflect those of the Commission.

In addition to the published papers, the Commission received a number of background informational papers and presentations from government departments and agencies. The Commission expresses thanks to all those who prepared papers or made presentations. These were of significant assistance in the Commission's work.

List of Published Research Papers

Melvin Baker, Memorial University of Newfoundland, *Falling into the Canadian Lap: The Confederation of Newfoundland and Canada, 1945-1949*

Melvin Baker, Memorial University of Newfoundland, *History of Newfoundland and Labrador – Summary Chronology of Events*

Peter Gerald Bannister, Memorial University of Newfoundland, *The Politics of Cultural Memory: Themes in the History of Newfoundland and Labrador in Canada, 1972-2003*

Gerard Blackmore, *St. John's, Sense of Place: Loss and the Newfoundland and Labrador Spirit (Opinion Piece)*

Raymond Blake, University of Regina, *The Search Goes On: Rural and Regional Development Strategies in Canada*

Robin Boadway, Queen's University, *Options for Fiscal Federalism*

Craig Brett, Mount Allison University, *Demographic Trends and Implications for Public Policy*

- The Centre for Spatial Economics, Consultants, Milton, Ontario, *Newfoundland and Labrador: An Assessment of This Province's Place in the Canadian Economic Union*
- Jason Churchill, Cleo Research Associates, *Power Politics and Questions of Political Will: A History of Hydroelectric Development in Labrador's Churchill River Basin, 1949-2002*
- John Crosbie, Patterson Palmer, *The 1985 Canada-Newfoundland Atlantic Accord*
- Chris Dunn, Memorial University of Newfoundland, *Federal Representation of the People and Government of Newfoundland and Labrador*
- Gwynne Dyer, London, *Assessing the Strategic Importance of Newfoundland and Labrador to Canada* (Opinion Piece)
- Larry Felt, Memorial University of Newfoundland, *Small, Isolated and Successful: Lessons from Small, Isolated Societies of the North Atlantic*
- Roger Gibbins, Canada West Foundation, *Assessing Newfoundland and Labrador's Position on Canada's Evolving Federalism Landscape*
- Maura Hanrahan, Consultant, St. John's, *The Lasting Breach: The Omission of Aboriginal People from the Terms of Union Between Newfoundland and Canada and Its Ongoing Impacts*
- Joanne Hussey, Consultant, Clarenville, *The Changing Role of Women in Newfoundland and Labrador*
- Wade Locke and Scott Lynch, Memorial University of Newfoundland, *What Does Newfoundland and Labrador Need to Know About the Knowledge-Based Economy to Strengthen Its Place in Canada?*
- Stephen May, Patterson Palmer, *The Terms of Union: An Analysis of Their Current Relevance*
- David Norris, Consultant, St. John's, *The Fiscal Position of Newfoundland and Labrador*
- P. J. Gardiner Institute, Memorial University of Newfoundland, *Built to Last: Entrepreneurial Success Stories of Newfoundland and Labrador*
- Ross Reid, St. John's, *We Can Do Better, We Must Do Better.* (Opinion Piece)
- George Rose, Fisheries and Marine Institute of Memorial University of Newfoundland, *Fisheries Resources and Science in Newfoundland and Labrador: An Independent Assessment*
- Phillip Saunders, Dalhousie University, *Straddling Stocks: Policy Options*
- Donald Savoie, Université de Moncton, Les Consultations Julaux Inc., *Reviewing Canada's Regional Development Efforts*
- Denis Stairs, Dalhousie University, *The Conduct of Canadian Foreign Policy and the Interests of Newfoundland and Labrador*
- Stephen Tomblin, Memorial University of Newfoundland, *Atlantic Region Integration Options*
- David Vardy, Consultant, St. John's, and Eric Dunne, Consultant, St. John's, *New Arrangements for Fisheries Management in Newfoundland and Labrador*

Miriam Wright, Acadia University, *Background Paper – Newfoundland and Labrador History in Canada, 1949 - 1972*

Public Opinion Polls

As part of its research program, the Commission also commissioned two opinion polls: a national poll and a provincial poll.

National Poll

The poll was conducted by POLLARA Inc. Interviews were conducted with 1,275 adult Canadians living outside the province of Newfoundland and Labrador. The purpose of the survey was to explore attitudes and perceptions on the following issues:

- The image of Newfoundland and Labrador in Canada
- Perceptions of contributions of Newfoundland to Canada
- Perception of contributions of Canada to Newfoundland and Labrador
- Values of federalism
- Representation in the federation
- The economic and social status of rural and urban communities

Provincial Poll

The poll was conducted by Ryan Research and Communications. Interviews were conducted with 1,000 adult residents of Newfoundland and Labrador. The purpose of the survey was to:

- Investigate satisfaction with the province's place in Canada
- Investigate satisfaction with the province's relationship with the federal government
- Elicit input on the strengths and weaknesses of the province that should be focused on or addressed in order to achieve prosperity and self-reliance in the future.

The results of these polls are available in PDF file at www.gov.nl.ca/royalcomm

The Commission expresses gratitude to all those who prepared and carried out the two polls. These polls gave the Commission important perspectives from Newfoundlanders and Labradorians as well as from Canadians outside our province.

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Appendix E

**STAFF OF
THE ROYAL COMMISSION ON RENEWING AND STRENGTHENING
OUR PLACE IN CANADA**

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