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***Fogo Island, Newfoundland - A Portrait Of  
The Island & Its People  
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EMPLOYMENT AND IMMIGRATION CANADA

FOGO ISLAND, **NEWFOUNDLAND**

A PORTRAIT OF THE ISLAND AND ITS PEOPLE

SHIRLEY P . DAWE

**SEPTEMBER** 1990

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## 1. INTRODUCTION

### 1.1. PURPOSE OF THE STUDY

The purpose of this study **is** to analyze the **socio-economic** strengths and weaknesses of Fogo Island, Newfoundland. Its function is to assist Employment and Immigration Canada (**EIC**) in demonstrating how the Guide to Small Area Data Sources will assist a small **community/rural** area. As well, this document provides a current and reliable information base **which** may assist the Gander Community Futures Group and the residents of Fogo Island **in** shaping the form and direction of their own development.

### 1.2. OBJECTIVES

The specific set of objectives which the study addresses are as follows:

1. To use the Guide to Small Area Data Sources (draft provided by **EIC**) to identify sources of data available on the community.
2. To collect and prepare a community profile.
3. To use an analytical tool to process the data and prepare a report on the **socio-economic** strengths and weaknesses of Fogo Island.
4. To share the report with the Gander Community Futures Committee and obtain their views on the validity of the material.

1.3. SCOPE AND LIMITATIONS

The study provides an overview of the **biophysical**, economic, social, cultural and political resources of Fogo Island. When available, the data is presented, contrasted and analyzed at the level of the eight local settlement areas of the Island. Alternatively, the Island is dealt with as a **single unit**. Comparisons are also drawn **using** national and provincial data. This **gives** an indication of how the Island functions as a community and identifies its comparative strengths and weaknesses.

There are some limitations to comparing data of a small area like Fogo Island to the province and the country. Often, what may appear to be a major deviation at the macro-level may be the norm for the **local** region. Nevertheless, this should serve as a reference for comparison and contrast with communities **in** other provinces or territories.

1.4. METHODOLOGY

The study concentrated on the utilization of secondary data sources. In some instances, however, this information has been augmented with the results of key informant interviews and personal observations.

## 2. COMMUNITY PROFILE

### 2.1. GEOGRAPHY

#### 2.1.1. Location

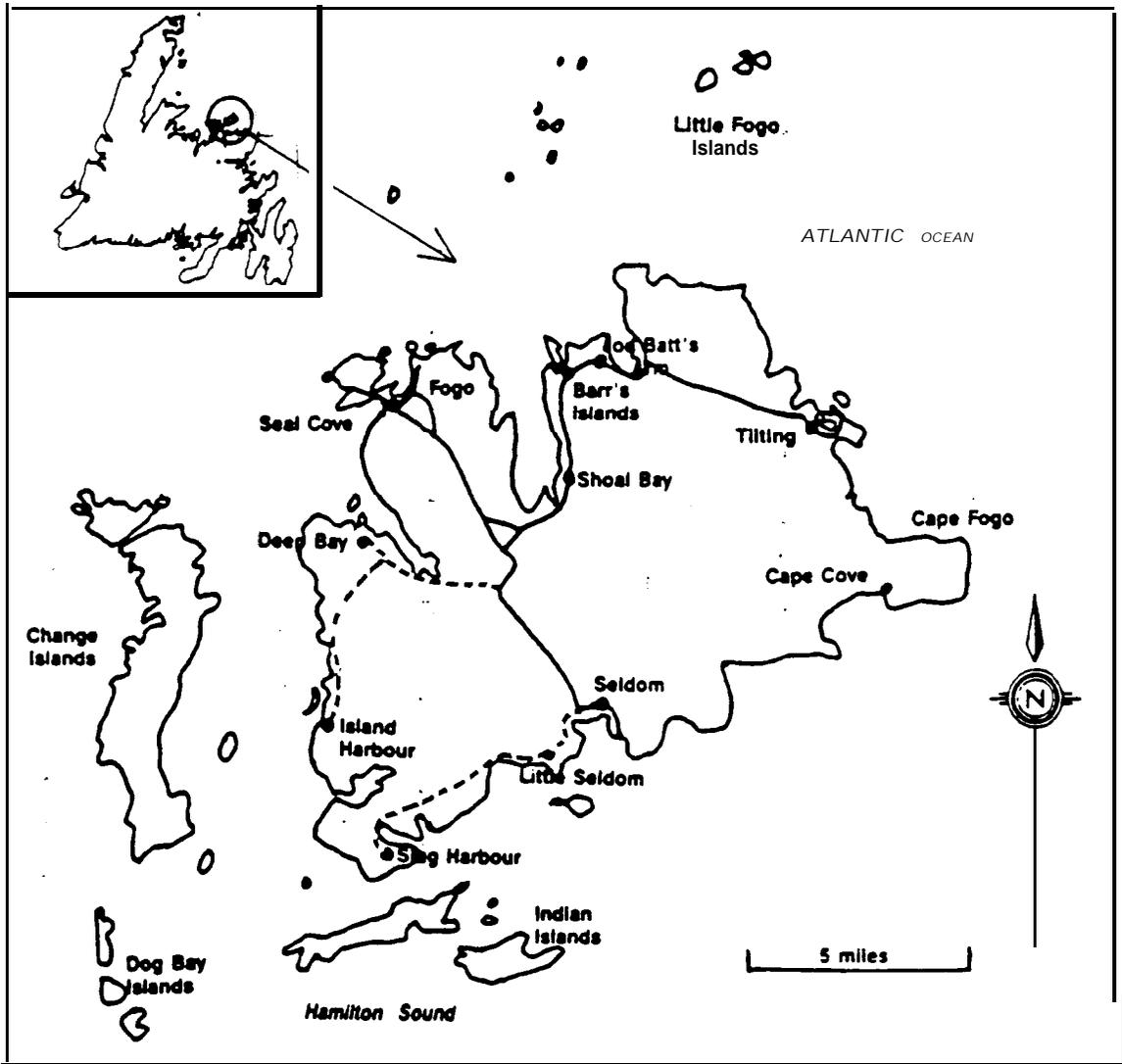
Fogo Island, the largest of Newfoundland's offshore islands, is located on the northeast coast of Newfoundland. It lies at the easternmost edge of Notre Dame Bay and is separated from the Newfoundland mainland by the Sir Charles Hamilton Sound. Farewell, its nearest point of contact, **is just** 10 km (5 mi) south of the Island. (see Figures 2.1.1. (a) and 2.1.1. (b)).

The Island itself contains eight distinct settlement areas. These include the Towns of **Fogo, Joe Batt's** Arm-Barr'd Islands-Shoal Bay, and Little Seldom-Seldom, the incorporated Community of Tilting, the Local Service Areas (unincorporated communities) of Deep Bay, Island Harbour and Stag Harbour and the Local Planning Area of Fogo Central. These categories differ in regards to the structure and selection process for local political representation and in the responsibilities and powers awarded to such representatives.

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FIGURE 2.1.2. MAP OF FOGO ISLAND, NEWFOUNDLAND



SOURCE : ADAPTED FROM DECKS AWASH, V.16. No.14, J/A 1987, p.2.

### 2.1.2. Topography

Fogo Island covers an area of 282 km<sup>2</sup> (110 mi<sup>2</sup>) and is outlined by a steep rocky coast and several protected harbours. The topography is gently rolling hills from the coastline to the centre with elevation ranging between 46 m (150 ft.) and 76 m (250 ft.) above sea level. It is composed of igneous and metamorphic rock, mainly granite, and much of this rock is exposed. The land is dotted by numerous lakes, streams, small ponds and extensive areas of bog. Soils are stony and shallow and, for the most part, only able to support sparse, scrub vegetation. One small, **fairly** heavily treed area is located on the southern portion of the Island. This rugged terrain is characteristic of central and eastern Newfoundland and is a result of glaciation (10,000 BC to 4000 BC) and erosion.

### 2.1.3. Climate

The climate **is** influenced **mainly** by the cold Labrador current which brings pack ice to the area from late December to early June. This current also combines with warm air to create frequent foggy periods, particularly during spring and early summer. Weather is cool, moist and cloudy; typical of eastern, coastal Newfoundland. The mean temperature for January is -9° C (16° F) and for July it is 11<sup>0</sup> C (51° F). The vegetation season (number of days on which the mean temperature is greater than 6° C or 43<sup>0</sup> F) **is about 160** days.

Precipitation averages 890 mm (35 inches) annually and this falls evenly throughout the year. Snow fall is approximately 203 cm (80

inches) a year and thus accounts for less than one quarter of all precipitation.

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## 2.2. HISTORY

### 2.2.1. Early History

The first inhabitants of Fogo Island were the Beothucks, a now extinct race of North American Native Peoples. The Beothucks lived in eastern Notre Dame Bay and **Bonavista** Bay and visited Fogo Island in the spring and summer months to be closer to the fishing grounds and to the Funk Islands, a nearby nesting area for seabirds.

### 2.2.2. Colonization

Although Fogo Island first appeared on a Portuguese map in 1529, Jacques **Cartier** is considered to have been the first **white** man to step ashore **in** 1534 on his voyage to the St. Lawrence **River**. The Portuguese named the Island "y do **fuego**" or island of fire. **This** may have either been in reference to early forest fires or **to the** frequent smoke-like fogs. By 1602 the Island appeared on an English map as Fogo - probably as a result of numerous translations by the Spanish, French and English explorers and settlers.

During the seventeenth and eighteenth centuries Fogo Island was used primarily as a summer residence for the Europeans who fished the vast resources and returned to the continent for the winter months. These were mostly English, Irish and Scottish with a small number of French. The second half of the seventeenth century, however, saw the first formations of permanent settlements and by 1874, the

Island had a population of around 3,500 people living in 18 small communities .

The mainstay of the Island's economy was the inshore fishery. This was supplemented by participation in the Labrador fishery, the spring seal hunt and the hunting of local game (caribou, seabirds and other waterfowl). Subsistence agriculture and forestry were also carried out.

### 2.2.3. Confederation

Since Newfoundland became a part of Canada in 1949, many changes have taken place. The effects of these changes have touched the lives of all Newfoundlanders and the people of Fogo Island are no exception. Government transfer payments (including old age security, unemployment insurance and family allowance) have supplemented incomes and raised the standard of living; participation in the Canadian economy and a renewed effort at industrialization have provided alternative sources of employment and income; and increased access to government services has greatly improved the quality of life.

Confederation also sparked an attempt to modernize and to make Newfoundland more "like" the rest of **Canada. This involved the** creation of growth centres built around **regionalized** health care and education systems and the new Trans Canada Highway which linked most parts of the new Province and gave an alternative to **travel**

by boat. These growth centres were created through a massive program involving the resettlement of over 28,000 people between 1955 and 1975.

In the late 1960s, due to high levels of unemployment and a deteriorating fishery, Fogo Island was slated for resettlement. Negative reactions to this option caused the residents of Fogo to join together with the Fogo Island Improvement Committee and representatives of Memorial University's Extension Service to search for alternatives for survival and development. This co-operative spirit became known as the "**Fogo Process**" and culminated in the start of the island-wide Fogo Island Shipbuilders and Producers Co-operative in December of 1967. Thus, although several smaller communities were resettled **or** amalgamated with larger centres, the Island community as a whole resisted the promises of resettlement **in favour** of the roots of their 300 year old history.

Sources

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## 2.3. DEMOGRAPHY

### 2.3.1. Population

#### Growth

Although Fogo Island has been settled for **almost** 300 years, **there** has been only a small increase in population during this time (Table 2.3.10 (a)). This increase is certainly smaller than might have been expected in comparison to the natural population increase of the province.

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TABLE **2.3.1.(a)** TOTAL POPULATION AND GROWTH RATE  
(PROVINCE AND FOGO ISLAND COMPARED)

---

	NEWFOUNDLAND AND LABRADOR	% GROWTH	FOGO ISLAND	% GROWTH
1874	161,374		3500	
1935	289,588	79.5	3970	13.4
1956	415,074	43.3	4120	3.8
1961	457,853	10.3	4470	8.5
1976	557,725	21.8	3851	-13.8
1981	567,681	1.8	4028	4.6
1986	568,349	0.1	4201	4.3

SOURCES: **DEWITT**, 1969, p. 6; HISTORICAL STATISTICS OF NEWFOUNDLAND AND LABRADOR, **1988, p.A-1**; ROY AND LAMBERT, 1980, **p.5**; STATISTICS CANADA, 1988, **94-102**.

---

The second quarter of the twentieth century saw a rather large percentage of population growth for the province of Newfoundland

and Labrador as a whole (43.3%). In comparison, Fogo Island experienced minimal growth (3.8%).

Of particular interest is the difference in growth rates during the 1960s and the first half of the 1970s. This is the time period in which Fogo Island faced the prospect of resettlement and began its co-operative. The Province experienced a significant growth between 1961 and 1976 (21.8%), quite a surprise in light of the stories of a failing fishery and the mass migration westward. Fogo Island, however, recorded negative population growth during these years of change (-13.8). This would be a result of voluntary resettlement.

The recent figures show a reversal in these historical trends. According to existing Census data, Fogo Island's growth rate was higher than the Province's in the 1980s. Between 1976 and 1981 Fogo Island's population had grown 4.6% to 4028 people and by 1986 it had grown 4.3% to 4201 people. For each time period the Province has recorded a growth rate of only 1.8% and 0.1%, respectively.

#### Distribution

Historically, Fogo has been the largest community on Fogo Island. With the internal resettlement and amalgamation of the 1960s, however, Joe **Batt's** Arm was joined with Barr'd Islands and Shoal Bay to form the larger Town of Joe **Batt's** Arm-Barr'd Islands-Shoal Bay (**JBA**). Census data show that although both communities were

very close in size in 1981 and 1986, JBA was marginally larger both years (Table 2.3. 1.(b)).

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TABLE 2.3.1. (b) POPULATION BY COMMUNITY, 1981 AND 1986.

---

COMMUNITY	1981	% OF TOTAL	1986	% OF TOTAL
JBA	1155	28.7	1232	29.3
FOGO	1105	27.4	1153	27.4
SELDOM	560	13.9	633	15.1
TILTING	427	10.6	414	9.9
ISLAND HARBOUR	•	*	285	6.8
SHOAL BAY	•	*	287	6.8
DEEP BAY	*	*	161	3.8
OTHER	781	19.4	36	0.9
TOTAL	4028	100.0	4201	100.0

\* The figures for these communities are included in the "OTHER" category for this period.

SOURCES: STATISTICS CANADA, 1988, 922-105 AND 94-102.

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#### Structure (Age and Sex)

Table 2.3.1.(c) describes the distribution of the population of each community on Fogo Island and the Island as a whole by selected age cohorts. Table 2.3.1. (d) supplies the same data for the province of Newfoundland and Labrador and for Canada and the total percentage of the dependency population for each area is given in Table 2.3.1. (e).

TABLE 2.3.1.(c) POPULATION BY AGE, 1986  
(COMMUNITIES ON FOGO ISLAND)

AGE IN YEARS	FOGO %	JBA %	SELDOM %	TILTING %	OTHER %	ISLAND TOTAL %
0 - 4	90 7.9	115 9.5	70 11.0	35 8.1	75 10.1	<u>385 9.2</u>
5 - 9	110 9.6	105 8.6	70 11.0	55 12.8	55 7.4	<u>395 9.5</u>
10 - 14	125 11.0	120 9.8	75 11.8	35 8.1	75 10.1	<u>430 10.3</u>
15 - 19	130 11.4	120 10.2	75 11.8	35 8.1	80 10.7	<u>445 10.7</u>
20 - 24	110 9.6	95 7.8	45 7.1	30 7.0	70 9.4	<u>350 8.4</u>
25 - 34	175 15.4	195 16.0	95 15.0	75 17.4	120 16.1	<u>660 15.8</u>
35 - 44	135 11.9	120 9.8	80 12.6	55 12.8	85 11.4	<u>475 11.4</u>
45 - 54	80 7.0	95 7.8	35 5.5	30 7.0	75 10.1	<u>315 7.6</u>
55 - 64	90 7.9	100 8.2	40 6.3	30 7.0	65 8.7	<u>325 7.8</u>
65 - 74	65 5.7	95 7.8	35 5.5	30 7.0	35 4.7	<u>260 6.2</u>
75 +	30 2.6	55 4.5	15 2.4	20 4.7	10 1.3	<u>130 3.1</u>
TOTAL	1140	1220	635	430	745	<u>4170</u>
MALE :	590 51.8	635 52.0	340 54.0	245 57.0	410 55.0	<u>2220 55.2</u>
FEMALE :	550 48.2	585 48.0	295 46.0	185 43.0	335 45.0	<u>1950 46.8</u>

SOURCE: STATISTICS CANADA, 1988, 94-101.

TABLE 2.3.1. (d) POPULATION BY AGE AND SEX, 1986  
(NEWFOUNDLAND AND CANADA)

AGE IN YEARS	NEWFOUNDLAND AND LABRADOR	%	CANADA	%
0 - 4	43,400	7.6	1,810,190	7.2
5 - 9	48,020	8.4	1,794,970	7.1
10 - 14	55,515	9.8	1,786,800	7.0
15 - 19	58,260	10.3	1,924,850	7.6
20 - 24	51,130	9.0	2,253,345	8.9
25 - 34	95,590	16.8	4,527,150	17.9
35 - 44	77,240	13.6	3,640,900	14.4
45 - 54	48,385	8.5	2,545,215	10.1
55 - 64	40,965	7.2	3,328,325	9.2
65 - 74	31,885	5.6	1,650,090	6.5
75 +	18,065	3.2	1,047,485	4.1
TOTAL	568,355		25,309,320	
MALE :	284,365	50.0	12,485,650	49.3
FEMALE :	283,990	50.0	12,823,670	50.7

SOURCE: STATISTICS CANADA, 1988, 94-101.

TABLE 2.3.1. (e) DEPENDENCY POPULATION, 1986  
AS PERCENTAGE OF TOTAL POPULATION

LOCATION	0 - 14 YRS	65 + YRS	TOTAL
FOGO	28.5	8.3	36.8
JBA	27.9	12.3	40.2
SELDOM	33.8	7.9	41.7
TILTING	29.0	11.7	40.7
OTHER	27.6	6.0	33.6
ISLAND TOTAL	29.0	9*3	38.3
NEWFOUNDLAND AND LABRADOR	25.8	8.8	34.6
CANADA	21.3	10.6	31.9

SOURCE: STATISTICS CANADA, 1988, 94-101.

The distribution of the population within each community is quite similar for each cohort. The Town of Little Seldom-Seldom has proportionally more young people in the 0 - 14 year age group. When compared to the provincial and national totals, this difference becomes quite significant. In fact, the population of the Island in total has a higher percentage of young people than would be expected by provincial and national figures. This fact supports the trend indicated by the growth rates of the 1980s.

The figures for **the** communities and the Island show a smaller than average population in the 25 - 44 year age group. This suggests that Fogo Island has a smaller than average proportion of its population in the **workforce** and this is enforced by the higher dependency population totals. Many of these younger, workforce-aged **people** would have left Fogo Island in the 1960s and 1970s to find work in other parts of Newfoundland or mainland Canada.

Joe-Batt's **Arm-Barr'd** Island-Shoal Bay and the Community of Tilting both have a slightly higher percentage of their population aged 65 or older than do the rest of the Island. Provincially, the Island total is higher than average, however, nationally, the Island average is lower.

Of special interest is the distribution of sex. Provincially and nationally, the total population **split** is very **close to equal** between women and men. On Fogo Island there are consistently more men than women. This is particularly curious considering **the** tendency for women to outlive men and the historical out-migration of young Newfoundland males.

#### 2.3.2. Language

The primary and often the only language used on Fogo Island is **english**. There is a very small number of people in each community who speak both french and **english** but this often accounts **for less** than one percent of the community's total population. These figures

are **consistent with** provincial trends but nationally, a larger proportion of the population speak french and both. There is no one on the Island who speaks just french and no other languages are spoken.

---

TABLE 2.3.2. LANGUAGE SPOKEN, 1986  
BY PERCENTAGE OF POPULATION

---

LOCATION	ENGLISH ONLY	FRENCH ONLY	<b>BOTH</b>	NEITHER
FOGO	100	0	0	0
JBA	100	0	0	0
SELDOM	97	0	3	0
TILTING	100	0	0	0
OTHER	100	0	0	0
ISLAND TOTAL	99	0	1	0
<b>NEWFOUNDLAND AND LABRADOR</b>	97	0	3	0
CANADA	67	16	16	1

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SOURCE: STATISTICS CANADA, 1988, 94-102.

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### 2.3.3. Religion

Historically most communities on Fogo Island were predominantly one particular religious denomination, as were **most** Newfoundland outports (small coastal communities). This arose from the settlement patterns (small bays and inlets were settled by people originating from the same area of Europe, often of the same family) and was

perpetuated by natural geographic isolation and, until recently, a lack of adequate physical infrastructure. The data in Table 2.3.3. illustrates that to a great extent the effects of this persist today. A most notable example is the Community of Tilting which is almost entirely Catholic. Apart from Catholicism and Protestantism, no other religions are practiced on the Island. All residents listed in the "OTHER" category indicated that they had no religious preference.

TABLE 2.3.3. RELIGIOUS AFFILIATION, 1981  
BY PERCENTAGE OF POPULATION

LOCATION	CATHOLIC	UNITED CHURCH	ANGLICAN	OTHER PROTESTANT	OTHER
FOGO	32	20	49	5	1
JBA	29	13	48	4	0
SELDOM	0	42	32	26	0
TILTING	99	0	1	0	0
OTHER	24	18	43	10	0
ISLAND TOTAL	32	19	40	8	0
NEWFOUNDLAND AND LABRADOR	36	18	27	17	1
CANADA	47	15	10	15	11

SOURCES: STATISTICS CANADA, 1983, 93-x-937; STATISTICS CANADA, MAY 1984, STATISTICAL INFORMATION ON FEDERAL ELECTORAL DISTRICT: GANDER - TWILLINGATE

#### 2.3.4. Place of Birth

Practically all of the residents of Fogo Island were born in Canada and most were born in Newfoundland. The only exception is a very small number of people who were born in the United Kingdom.

TABLE 2.3.4. PLACE OF BIRTH, 1986  
BY PERCENTAGE OF POPULATION

LOCATION	CANADA	NEwFOuNDLAND AND LABRADOR	UNITED KINGDOM	ELSEWHERE
FOGO	100	100	0	0
JBA	100	97	0	0
SELDOM	100	97	0	0
TILTING	100	96	0	0
OTHER	99	98	1	0
ISLAND TOTAL	100	98	0	0

SOURCE: STATISTICS CANADA, 1988, 94-102.

#### 2.3.5. Education

The highest level of education achieved by the population aged 15 years and over is given in **Table 2.3.5**. The data show that the people of Fogo Island have a much lower level of educational achievement than the provincial or national levels. This is most noticeable in the low numbers of Island residents who have attended university and the high numbers who have not attended high school. Levels are relatively constant throughout the communities on the Island, although the numbers do appear worse in the unincorporated areas (OTHER) and slightly better in Tilting. These educational figures, however, must be understood in terms of out-migration and non-formal education. In rural areas of Newfoundland, such as Fogo

Island, most of the people who advance their formal educations must leave the area for work because there is little opportunity or need for professional or specialized training. As well, education is not limited to schooling in the more traditional Newfoundland communities. Rather, formal education is supplemented greatly by the sharing of indigenous knowledge and skills. Complex and intricate carpentry, construction, crafts and music are passed on from one generation to the next without the luxury of a classroom experience. Thus, their lower level of education does not make them uneducated nor does it make them less capable of functioning in and contributing to society.

TABLE 2.3.5. HIGHEST LEVEL OF EDUCATIONAL ACHIEVEMENT, 1986  
POPULATION AGED 15 YEARS AND OLDER (3)

LOCATION	GRADE 8 OR LESS	<b>SOME/ALL</b> GRADES 9-13	TRADE	OTHER UNIVERSITY	<b>NON-</b> UNIVERSITY	<b>SOME/ALL</b> UNIVERSITY
FOGO	37	46	1	7		10
JBA	35	51	1	10		5
SELDOM	39	42	0	9		10
TILTING	29	48	0	10		12
OTHER	51	39	1	8		2
<b>ISLAND</b> TOTAL	38	46	1	9		7
NEwFouNDLAND AND LABRADOR	27	40	2	18		14
CANADA	17	40	3	21		18

SOURCE: STATISTICS CANADA, 1988, 94-102.

### 2.3.6. Census Families and Private Households

Fogo Island has a high percentage of families with children in comparison to the provincial and national numbers. This is a consistent trait throughout the Island with a **slightly** lower percentage in Joe **Batt's Arm-Barr'd** Islands-Shoal Bay. The proportion of **single parent families** is lower than both the provincial and national averages. This may indicate a **greater** commitment to church teachings and expectations and a higher valuation of family unity.

TABLE 2.3.6. CENSUS FAMILY **STRUCTURE, 1986**  
AS PERCENTAGE OF TOTAL CENSUS **FAMILIES**

LOCATION	HUSBAND/WIFE (CHILDREN)	HUSBAND/WIFE (NO CHILDREN)	LONE PARENT
FOGO	74	19	7
JBA	65	28	7
SELDOM	81	11	7
TILTING	81	13	6
OTHER	74	18	8
ISLAND TOTAL	73	20	7
NEwFOuNDLAND AND <b>LABRADOR</b>	67	22	11
<b>CANADA</b>	47	42	11

SOURCE: STATISTICS CANADA, 1988, 94-102.

### 2.3.7. Housing and Tenure

Table 2.3.7. describes the form and tenure of housing on Fogo Island. Practically all of the homes are owned, single family units whereas provincially and nationally there are a significant percentage of rented dwellings (20 percent and 37 percent respectively) This would be the norm for rural Newfoundland where land is plentiful and cheap, construction and maintenance are done in the off-season of the fishery and the occupancy demand for apartments is minimal.

TABLE 2.3.7. HOUSING FORM AND TENURE, 1986  
BY PERCENTAGE OF TOTAL OCCUPIED DWELLINGS

LOCATION	DWELLINGS: OWNED	RENTED	SINGLE DETACHED	OTHER
FOGO	92	8	95	5
JBA	98	2	98	2
SELDOM	96	4	97	3
TILTING	96	4	96	4
OTHER	97	3	97	3
ISLAND TOTAL	95	5	97	3
NEWFOUNDLAND AND LABRADOR	80	20	77	19
CANADA	62	37	58	42

**SOURCE STAT ST CS CANADA 988 94 0**

#### 2.3.8. Incomes

The average incomes on Fogo Island are lower than the provincial averages and significantly lower than the national averages both for males and females. Family incomes are also lower; a higher percentage of incomes are less than \$20,000 and an extremely low percentage are more than \$50,000 a year. However, incomes in more traditional communities such as those on Fogo Island cannot be compared in real dollar terms to other areas because of the differential factors of lifestyles, customs and traditions.

Most Fogo Islanders are able to build their own homes and do most of their own maintenance and repairs. This is augmented by the fact that most people harvest and burn their own firewood for fuel, provide some of their own food through hunting, fishing, gathering berries and growing garden plots and participate in the informal economy (the barter of goods and services among neighbors). Consequently, it costs much less to live on Fogo Island, than it does in most of the rest of Canada and many of the more urban areas of the province.

TABLE 2.3.8. ANNUAL INCOME, 1986

LOCATION	AVERAGE (\$):		FAMILY	FAMILY INCOME (%):	
	MALE	FEMALE		< \$20,000	> \$50,000
FOGO	14,640	7,566	24,783	51	6
JBA	10,946	7,687	19,382	68	5
SELDOM	12,786	5,061	18,911	63	4
TILTING	8,824	7,431	24,509	47	5
OTHER	11,508	5,748	19,159	54	3
NF AND LAB	17,582	9,876	28,880	40	12
CANADA	23,265	12,615	37,827	26	24

SOURCE: STATISTICS CANADA, 1988, 94-102.

#### Sources

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## 2.4. THE ECONOMY

### 2.4.1. Labour Force

The economy of Fogo Island is based on the fishing industry with approximately 70 percent of the Island's **labour** force employed on the boats and in the plants. Most of the remaining 30 percent participate in the service sector (Table 2.4.1. (a)).

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TABLE 2.4.1.(a) LABOUR FORCE BY INDUSTRY, 1986

INDUSTRY	FOGO ISLAND NUMBER	TOTAL PERCENTAGE
PRIMARY INDUSTRY	290	18
MANUFACTURING (INCLUDING PROCESSING)	550	34
CONSTRUCTION	80	5
TRANSPORTATION	80	5
TRADE AND COMMERCE	225	14
FINANCE	5	0
GOVERNMENT SERVICE	135	8
OTHER	245	15

SOURCE: STATISTICS CANADA, 1988, 94-102.

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Table 2.4.1. (b) summarizes the 1986 Census of Canada data for the total **labour** force employed and unemployed. The totals for Fogo Island show an unemployment rate that is significantly higher than the rest of Newfoundland and almost four times the Canadian average. This would most certainly be a reflection of the economy's reliance on a single resource industry.

The percentage of the labour force that is female on Fogo Island is only slightly lower than Newfoundland's or Canada's.

TABLE 2.4.1.(b) LABOUR FORCE ACTIVITY, 1986.

LOCATION	MALE			FEMALE		
	NO.	% OF LABOUR FORCE	% OF UNEM- PLOYED	NO.	% OF LABOUR FORCE	% OF UNEM- PLOYED
FOGO ISLAND TOTAL	1,020	62	36	635	38	44
NF AND LAB	145,575	59	25	101,520	41	27
CANADA	7,441,170	57	9	5,608,690	43	11

SOURCE: STATISTICS CANADA, 1988. 94-102.

#### 2.4.2. The Fishery

The Fogo Island Shipbuilders and Producers Co-operative was formed in December, 1967 at a time when the fishing industry was failing and the Island was targeted for resettlement. When it began it had just 125 members and \$625 in share capital. Since this time the Co-operative has expanded greatly. In 1988 there were 1245 registered members, over one million dollars in share capital, a total of 485 employees (10 **fulltime** and 475 seasonal) and total annual sales near the \$11 million dollar mark. The **Co-op** has also changed the structure of the industry by creating a fleet of 30 **longliners** to augment the smaller catch of the more traditional inshore fishery.

Today, the **Co-op** controls the entire Fogo Island fishery. It runs five plants on the Island. The three main plants are located at **Fogo**, **Joe Batt's Arm-Barr'd Islands-Shoal Bay** and **Seldom**: JBA processes mainly groundfish and **pelagics** and its facilities include freezing capacity; Seldom handles the saltfish production and a small amount of frozen groundfish; the Fogo plant is home to the crab processing operations. Two smaller plants are located in Tilting and Deep Bay. These are basically buying stations and feeder plants for the larger operations with only semi-processing carried out on location.

The annual through-put of raw product is approximately 25 million pounds and is predominately cod. Other utilized species, however, include turbot, flounder, herring, crab, mackerel, squid, **capelin**, salmon and lobster.

In addition to buying and processing fish, the **Co-op** provides gear, supplies and petroleum to the fishermen.

#### 2.4.3. Other Industry

Most other services on the Island are closely linked to the fishery. With few natural resources and the problems of costly and limited transportation, there has been little attempt to diversify the economy.

Other branches of resource utilization for cash have all but disappeared from the Island. Agriculture has largely been abandoned for the convenience of imported foods and forestry exists only to meet the extent of local demands; for 1990 there have been only three small sawmills licensed on the Island and no commercial cutting permits have been issued.

The Newfoundland seal fishery, an historical mainstay during the long winter months of isolation, is at last being rejuvenated after the devastating blow dealt it by the European Economic Commission's boycott and Fogo Islanders are once again participating; 550 sealing licences were issued for the Island in 1989. This fishery is a useful source of protein and foreign trade dollars for the area.

Sources

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Kean, Peter. August, 10, 1990. General Manager of Fogo Island Co-operative Society Ltd. Personal Interview.

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Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

## 2.5. TRANSPORTATION, UTILITIES AND SERVICES

### 2.5.1. TransDortation

Historically, Fogo Island's geographic position and rugged terrain have isolated it from the Newfoundland mainland and have insulated each of its communities. Since Confederation, however, its infrastructure has been greatly improved and transportation to and around the Island is, for the most part, easily accessible.

#### Marine

Public marine transportation to the Island is by ferry between Man O'War Cove and Farewell. The 45 minute trip operates on a regular schedule with five to six return trips per day. Since March of 1985, the route has been serviced by the Beaumont Hamel, a 750-ton, 53 metre (174 foot) roll-off ferry with a hydraulic bow visor and a carrying capacity of 35 cars and 180 passengers. Although this vessel is rated for maneuvering in ice, a second ferry with ice-breaking capabilities is slated to begin service in 1991.

Most residents own small private boats either for fishing *or* for pleasure (and often for **both!**) and there are small docking and/or government wharves in each community. The Canadian Coast Guard has one wharf on the Island located at Seal Cove in the Town of **Fogo**. This consists of a 40 m x 26 m (130 ft x 84 ft) wood and concrete structure. In 1989, the Coast Guard decided against replacing the structure, despite its limited lifespan, due to its virtual lack

of use.\* However, the deck was repaired and the old freight shed was removed in 1988.

### **Air**

The Island is serviced by a 915 m (3000 ft) paved airstrip with remote control lights and a non-directional beacon (automatic operation) . This is located on the Deep Bay road, at the centre of the Island, near the intersection with the Island's main **route** (Provincial Highway 333) to Fogo.

The airstrip is used as the only source of transportation to and from the Island in the winter months when pack ice blocks marine access, however there is no regular air service to the Island. Provincial Airlines, a private Newfoundland-based company, operates a charter service to Fogo Island from St. John's using small eight to twelve seater airplanes such as navajos, chieftans and **king-airs** .

### **Roads and Rail Service**

The road system on Fogo Island was improved in the early 1960s and all communities are now linked. There are 64.0 kms (37.9 miles) of roads on the Island. Of these, 37.5 kms (22.2 miles) are paved and 26.5 kms (15.7 miles) are unpaved (see Table 2.5.1. for specifics).

\* Most commercial activity is now handled at the Co-operatives main facilities in Seldom.

Work is currently being undergone to pave the remaining unpaved section of road that exists between the ferry docking facilities in Man O'War Cove and the Town of **Fogo**.

There is no rail service on Fogo Island.

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TABLE 2.5.1. ROADS (LENGTH AND CONDITION), 1986

ROUTE	LOCATION	LENGTH ( <b>kms</b> )	CONDITION
333-16	MAN <b>O'WAR</b> TO SELDOM	12.3	UNPAVED
333	SELDOM TO TILTING	16.7	PAVED
333-18	<b>CENTRE</b> ISLAND TO DEEP BAY	6.6	UNPAVED
333.21	DEEP BAY <b>RD</b> TO ISLAND HRB	7.6	UNPAVED
334	<b>CENTRE</b> ISLAND TO TILTING	20.8	PAVED

SOURCE: DEPT WORKS, SERVICES AND TRANSPORTATION; PERSONAL OBSERVATIONS

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#### 2.5.2. Utilities and Services

Electricity is provided on Fogo Island by Newfoundland and Labrador Hydro. **Fogo was** connected to the provincial power grid in early 1989 by a 10 km (5 mile) submarine cable. Prior to this, electricity was supplied by a diesel generator at a higher cost to subscribers. Water and sewage service is currently being worked on for the Towns of Fogo and JBA. Presently, however, water is supplied either by personally owned artesian wells **and/or** above ground pipes. These sources are regularly tested by the Provincial Government's

Department of Health. Most homes have indoor plumbing and personal septic tanks.

Fire protection is provided to all Towns, incorporated Communities, and Local Service Areas (unincorporated communities) in Newfoundland under a provincial government cost-share agreement for equipment whereby the Province pays 75 percent of all costs. On Fogo Island, fire protection is provided in six areas through this programme. Current facilities are as listed below:

TOWNS

FOGO - 1 1970 625 GPM (GALLONS PER MINUTE) PUMPER TRUCK  
25 VOLUNTEER FIGHTERS

JBA - 1 1973 500 GPM PUMPER TRUCK  
25 VOLUNTEER FIGHTERS  
AREA AIR COMPRESSOR (USED BY ALL AREAS TO FILL  
BREATHING APPARATUS)

SELDOM - 1 1987 INTERMEDIATE PUMPER TRUCK (SPECIALLY ADAPTED  
IN ST. JOHN'S TO SERVE THE REDUCED NEEDS OF RURAL  
NEWFOUNDLAND AREAS)  
24 VOLUNTEER FIGHTERS

COMMUNITY

TILTING - 1 1981 PICK-UP ASSEMBLY (A PICK-UP SPECIALLY EQUIPPED  
IN ST. JOHN'S WITH ALL OF THE NECESSARY PARAPHERNALIA  
TO FIGHT A FIRE)

14 VOLUNTEER FIGHTERS

LOCAL SERVICE AREAS

DEEP BAY - 1 FIRE FIGHTING PACKAGE PLACED IN 1985 (ALL NECESSARY  
EQUIPMENT FOR A PICK-UP ASSEMBLY BUT NO VEHICLE)

14 VOLUNTEER FIGHTERS

ISLAND HBR - 1 FIRE FIGHTING PACKAGE

23 VOLUNTEER FIGHTERS

STAG HBR - 1 FIRE FIGHTING PACKAGE TO BE PLACED IN EARLY 1991

The Fogo Detachment of the Royal Canadian Mounted Police (**RCMP**) provides police protection for the whole Island and for the nearby Change Islands when needed. There are three regular member RCMP officers, 6 part-time guards and a part-time detachment **clerk** located on the Island. The detachment office is located in the centre of the Island and facilities include two holding cells, one police cruiser, one 4-wheel drive Suburban and a Boston Whaler (police boat).

Several other services are provided on an Island-wide basis rather than separately for each individual community. The regional elementary and high schools, the public library and the softball and soccer pitches are all located in the centre of the Island.

A **17-bed cottage hospital is located** in the Town of Fogo and is staffed by three full-time physicians. \* The hospital operates a single ambulance and a helicopter and pad are located behind the hospital for emergency transfers to larger medical centres. There is also a provincial government jet at Gander International Airport that can provide air ambulance services when needed. Two visiting dentists and two visiting optometrists alternately operate monthly clinics on the Island.

The Bank of Nova Scotia is the only existing financial service on the Island and is located in the Town of **Fogo**. It is open five days a week.

Apart from the recreational facilities located at the schools, there is a recreational centre located in and run by the Town of **Fogo**. Each community also has at least one church hall which may function as a town hall or meeting place.

\* A resident or intern is also present for approximately eight months of every year.

During the summer months, tourist information centres are located at the Fogo Island Craft Shop in the middle of the Island and on the Beaumont Hamel. There are two motels which operate year round; one in the centre of the Island and one at Man O'War Cove. There is also one hospitality home located in **Fogo**.

#### Sources

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**McIssac**, Cpl. August 7, 1990. Personal Interview. Royal Canadian Mounted Police, Fogo Detachment.

Newfoundland and Labrador Hydro. 1989. Annual Report: 1988.

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Oake, Ray. August, 9, 1990. Personal Interview. Administrator, Fogo Island Hospital.

Pilot. Provincial Airways. August 8, 1990. Informal Interview.

## 2.6. ORGANIZATIONS AND LEADERSHIP

### 2.6.1. Local Government

Each of the towns, incorporated communities and local service areas on Fogo Island have their own form of local government council. The three town councils (**Fogo**, JBA and Seldom) are elected every 4 years by secret ballot and the community council (Tilting) is chosen every two years at a community meeting. The local service districts (Island **Harbour**, Deep Bay and Shoal Bay) chose a local representative council to provide four services: water and sewage, garbage collection, fire protection and street lighting. These councils collect money from each household to provide these services but they lack the power to tax.

### 2.6.2. Federal and Provincial Services

Fogo Island is located in the provincial electoral district of Fogo Island. In the last provincial election, spring 1989, Sam Windsor, a Progressive Conservative, was elected.

Federally, the Island is a part of the electoral district of Gander-Grand Falls. Their member, **re-elected** in fall, **1988**, is **George Baker**, Liberal.

Federal and Provincial government services located on Fogo Island are as follows:

GOVERNMENT OF CANADA

Department of Fisheries and Oceans  
Canada Post  
RCMP

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

Department of Social Services  
Provincial District Court Room

2.6.3. Community Organizations

Issue Related Groups

(a) Regional Development Association

All of the Island's communities are voluntarily united under the Fogo Island Regional Development Association. These associations exist throughout the Province of Newfoundland and Labrador and are united provincially in the Newfoundland and Labrador Regional Development Council. They **serve** a bridging function between the municipal level of government and the provincial government and are primarily concerned with community development issues. The Fogo Island RDA has an office located in the centre of the Island and one full-time employee.

(b) Others

Other issue related groups tend to form on Fogo Island on an **ad hoc** or issue related basis.

Recreational , Sports and Others

## (a) Fogo Island Folk Alliance

The Fogo Island Folk Alliance is an Island based group dedicated to the preservation and encouragement of local culture, music and customs. They organize an annual summer folk festival called the Brimstone Head Folk Festival. Throughout the winter months smaller, more informal shows are held.

## (b) Religious Organizations

Each of the churches located on Fogo Island have their own social organizations and groups and offer a variety of activities and services.

Sources

McKann, Leo. August 14, 1990. Telephone Interview- Newfoundland's Fire Commissioner's Office, St. John's, NF.

Oake, Ray. August, 9, 1990. Personal Interview. Administrator/ Fo90 Island Hospital.

## 2.7. COMMUNICATIONS

### 2.7.1. Telephone and Postal Service

Regular telephone service is provided to all communities on the Island by Newfoundland and Labrador Telephone. There are no long distance charges for calls within the Island.

Currently there is a small post office in each community where mail is delivered and picked-up daily. Recently, there has been a trend towards **regionalizing** smaller post offices but there has been no announcement of plans concerning Fogo Island, yet.

### 2.7.2. Newspapers, Radio and Television.

There are no local newspapers on Fogo Island but the LewisPort Pilot, a weekly publication from a nearby community on the Newfoundland mainland, carries a regular column on Fogo Island. The weekend edition of the St. John's Telegram, a capital city paper, is also available in the Town of **Fogo**.

The Cancom system of cable television provides subscribers with access to major Canadian and U.S. television networks and all larger radio stations serving central and eastern Newfoundland can be picked up.

### Sources

Oake, Ray. August, 9, 1990. Personal Interview. Administrator, Fogo Island Hospital.

## 2.8. COMMUNITY DEVELOPMENT ISSUES

The key community development issue affecting Fogo Island is centralization. The trend in the 1960s for **regionalized** growth centres saw the creation of select centralized services for the Island as a community. Up until this time each community had provided for and serviced its own population, with the exception of the location of a few major services in the Town of Fogo (the hospital, social services office, etc.). This centralization of services created the Local Service Area of Fogo Centre at the centre of the Island and has spawned a development issue that remains unresolved.

There is a division among individuals and groups on the Island as to whether this centralization of services is a good idea or not. On the positive side of the issue, centralized services are more economically efficient; they provide a better, cheaper, more equitable service to all people on the Island by combining and coordinating each community's resources and funds. On the negative side, however, centralized services have the potential to limit or threaten individual community autonomy. This is a very real fear for an area like Fogo Island where a great deal of community rivalry and jealousy already exists.

Some take the issue a step even further by **suggesting** the amalgamation of all of the Island's communities to form one large official town for the Island. This **would** centralize not **only**

services but the decision-making process as well. Such a move would also make Fogo Island one of the larger communities in the province of Newfoundland and Labrador.

This vision is not, however, widely held. And, despite the current provincial government's policy preference for amalgamation, this option is not being discussed for Fogo Island.

Sources

Fogo Central Local Area Plan. **April, 1979.** provincial **Planning** Office, Department of Municipal Affairs and Housing, Government of Newfoundland and Labrador, St. John's, NF

### 3. SOCIO-ECONOMIC ANALYSIS

Fogo Island has no future unless big changes are made . . . it is foolish to think that families can live here with the things that they want now . . . You have three roads to choose from: (1) drift, where the consequence is death for Fogo Island, (2) resettlement, where the government would have to back you, or (3) development, if you are honest and God-fearing and ready to work. You will have to decide which road to travel.

Newfoundland Premier Joseph R. Smallwood  
September, 23, 1967

#### 3.1. THE QUEBEC METHOD

This **socio-economic** analysis of Fogo Island, Newfoundland is based on the method adapted and used by Lamontagne and Tremblay in their paper Development Indices: A Quebec Regional Comparison. Their method involves the analysis of 54 different **socio-economic** indicators grouped into four different indices: the "performance", "capacity", "vitality" and "polices" indices. Together these indices give an indication of comparative **socio-economic** strengths and weaknesses by answering the following questions: (1) is the economy doing a good job of providing the region's inhabitants with opportunities for a better life (example: job security); (2) are the enterprises located in the region vital to its growth and survival; (3) what is the economy's capacity to sustain growth and expand opportunities: and (4) what local initiatives have been taken to encourage **socio-economic** growth and development.

### 3.2. THE FOGO ISLAND CONTEXT

There were many obstacles to adapting this method to facilitate an analysis of Fogo Island, Newfoundland. First of all, some of the indicators were simply inappropriate to this case study. The entire "vitality" index, for example, reflects on the importance accorded entrepreneurship and small and medium-sized enterprise (**SME**). For a single resource industry Island with a population of less than 5,000 people, this type of index is not valid and, consequently, the necessary data is unavailable.

The unavailability of data was also often a problem even in instances where the indicators have been appropriate. Data collection is a problem when dealing with a unit as small as Fogo Island; very few statistics sources break their data down to the local level. This problem was compounded by the fact that each data source did not necessarily use the same area or regional divisions for its unit of analysis. In most places, existing **political** boundaries such as county or municipal boundaries are utilized. In Newfoundland, there is no formal political organization between the municipal and provincial levels and, as a result, data sources choose quite a variety of units at which to supply data. Fogo Island, however, is quite often an exception to this rule because its very nature as an island makes it a logical local statistical unit. Fortunately, this made the task of data collection somewhat more profitable than it may have been.

### 3.3. ADAPTATION

Owing to the constraints and difficulties listed above, the development indices of Lamontagne and Tremblay had to be modified substantially for the purposes of this case study. After omitting all indicators that were inappropriate and/or unavailable, including the entire "vitality" index, there were only 22 of the original 54 indicators left to be used (see Appendix). This, of course, alters the comprehensive nature of the indicators and indexes as used in the Quebec study. However, given the objectives of this study, the available indicators should prove to be sufficient in facilitating a reasonable analysis of Fogo Island's **socio-economic** strengths and weaknesses.

The limitations of the study and the difficulties of obtaining the necessary smaller area data have precluded the opportunity of assessing Fogo Island's development indicators against those of comparable small communities in the same region. For purposes of analysis and comparison, then, national and provincial data were once again be used. Despite the basic differences that exist between these three areas in terms of size, population and resources, such a comparison is of use as a means for providing a measure and perspective for overall development success. Since only three areas were considered, however, it was not statistically significant to weight or standardize the results so all results are given as absolute values.

### 3.4. RESULTS AND ANALYSIS

#### 3.4.1. Performance Index

This index consider the opportunities available for residents to better their living and working conditions. It combines the more traditional indicators of employment and income with sub-indices of equity, quality of life and quality of work.

#### EMPLOYMENT

TABLE 3.4.1.(a) PERFORMANCE INDEX: EMPLOYMENT

<u>VARIABLE</u>	<u>FOGO ISLAND</u>	<u>NF AND LAB</u>	<u>CANADA</u>
<u>EMPLOYMENT GROWTH (1981-1986)</u>			
- # OF JOBS	-110	-2920	534,300
- % GROWTH	-9.9	-1.6	4.8
<u>PARTICIPATION RATE (1986)</u>			
- % OF POPULATION	55*4	59.2	66.5
<u>UNEMPLOYMENT RATE (1986)</u>			
- %	39.3	25.6	10.3

Fogo Island gives a consistently poor showing in terms of employment. The high unemployment rate and negative employment growth may be explained as the results of a non-diversified economy

and the additional blow of the fishing industry crisis. This is illustrated in the poor showing of the province, as well, although the extent of the provincial reliance on the fishing industry is much less than Fogo Island's.

The participation rate is the ratio between the size of the **labour** force and the size of the total population that is eligible to work. The lower rate on Fogo Island shows that a higher percentage of the population who could work aren't even looking for work. This could be a result of feelings of helplessness and despair brought on by the difficult economic times or it may reflect a higher number of women/mothers who have decided not to enter the workforce - a commonplace practice among the more traditional, rural communities.

INCOME

TABLE 3.4.1. (b) PERFORMANCE INDEX: INCOME

<u>VARIABLE</u>	<u>FOGO ISLAND</u>	<u>NF AND LAB</u>	<u>CANADA</u>
<u>EARNED INCOME PER CAPITA, (1986)</u>			
- \$	5,697	8,234	12,303
<u>INCOME GROWTH (1981-1986)</u>			
- AMOUNT IN \$	1,538	2,588	3,865
- % GROWTH	37.0	45.8	45.8
<u>% FAMILY INCOME &lt; \$20,000 (1986)</u>			
	58.2	39.8	25.6
<u>% OF FAMILIES ON SOCIAL ASSISTANT JULY, 1990</u>			
	14.4	16.0	UNAVAILABLE
<u>% FAMILIES WITH LOW INCOMES (1986)</u>			
	26.8	21.5	14.3

The income indicators show that Fogo Island is well under the provincial and national averages. For earned income per capita, the Island's was less than half the nation's average and the percentage of employment growth between 1981 and 1986 was lower than that for both the province and the country. Similarly, there is a higher proportion of families making less than \$20,000 a year (over

half of all families), a lower percentage of income growth and a higher proportion with low income. Yet, for July, 1990 the percentage of families receiving social assistance was lower than the provincial average.

This is may be attributed to the lower cost of living on Fogo Island based on lifestyles and the importance of the informal economy. Despite its poor performance on the "**INCOME INDEX**", Fogo Island appears to be a prosperous place; houses are well-kept and contain all of the modern conveniences, most Islanders own later model cars an\or pick-ups and personal effects such as clothing and furniture are generally new and of considerable **quality**. Thus, 't 's apparently possible to live well on less money on Fogo Island.

QUALITY OF WORK

TABLE 3.4.1.(c) PERFORMANCE INDEX: QUALITY OF WORK

<u>VARIABLE</u>	<u>FOGO ISLAND</u>	<u>NF AND LAB</u>	<u>CANADA</u>
<u>JOB-RELATED DEATHS PER 1000 WORKERS (1987)</u>	0	0.1	UNAVAILABLE
<u>JOB-RELATED ACCIDENTS PER 1000 WORKERS (1987)</u>	52.6	49.2	51.5

There is no significant difference among the three areas for the quality of work indicators (Table 3.4.1. (d)). This maybe attributed to strict national requirements for safety and standards.

### EQUITY

TABLE 3.4.1.(d) PERFORMANCE INDEX: EQUITY

<u>VARIABLE</u>	<u>FOGO ISLAND</u>	<u>NF AND LAB</u>	<u>CANADA</u>
<u>‡ SOCIAL ASSISTANCE BENEFITS PAID TO SINGLE-PARENT FAMILIES JULY 1990</u>	22.1	26.0	UNAVAILABLE

The equity indicator shows that a slightly higher proportion of all social assistant benefits went to single parent families in the province, as a whole, than on Fogo Island. However, this index must be considered far from accurate because of the unavailability of the national data for social assistance payments and the unavailability of the other equity indicator (Gini Coefficient) .

QUALITY OF LIFE

TABLE 3.4.1. (e) PERFORMANCE INDEX: QUALITY OF LIFE

<u>VARIABLE</u>	<u>FOGO ISLAND</u>	<u>NF AND LAB</u>	<u>CANADA</u>
<u>INFANT MORTALITY RATE (1986) IN ‰</u>	0.00	0.85	0.79
<u># SOCIAL WORKERS PER CAPITA (1988)</u>	0.05	0.03	0.04

The results for the quality of life index are fairly constant for each of the three areas. The number of social workers per capita was slightly high in Fogo Island but this is probably due more to geography than it is to caseload.

Summary

The performance index shows that although Fogo Island is performing up to the provincial and national standards in terms of quality of work, equality and quality of life, it is weak in the employment and income sub-indices. As mentioned above, these factors are probably related to the single-industry/single-resource dependency structure of its economy and are less severe than the data indicates because of the presumed lower costs of living and the more traditional lifestyle.

3.4.2. Capacity Index

The capacity index measures development using more indirect indicators which reflect potentials in terms of human and financial resources, infrastructure and commodities. However, information on financial resources was unavailable due to the policies and practices of the private financial institutions involved.

HUMAN RESOURCES


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TABLE 3.4.2.(a) CAPACITY: **HUMAN RESOURCES**

<u>VARIABLE</u>	<u>FOGO ISLAND</u>	<u>NF AND LAB</u>	<u>CANADA</u>
<u>UNIVERSITY GRADUATES PER CAPITA, (1988)</u>	.002	.004	.002
<u>STUDENT-TEACHER RATIO PRE COLLEGE [1989-1990)</u>	16.0	16.2	18.2

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In terms of available and applicable data, Fogo Island's human resources are comparable to the provincial and national figures. In fact, the student-teacher ratio on the Island is slightly better than the other figures. This is an important indicator of human resource development potential because a lower student-teacher ratio allows for closer and more personalized instruction. The number of

university **graduates** per capita is equivalent to the national results.

AMENITIES

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TABLE 3.4.2.(b) CAPACITY INDEX: AMENITIES

VARIABLE	FOGO ISLAND	NF AND LAB	CANADA
<u>PHYSICIANS PER CAPITA, (1988)</u>	0.0007	0.0016	0.0020
<u>HOSPITAL EMPLOYEES PER CAPITA, (1985)</u>	0.010	0.016	<b>0.012</b>
<u>HOSPITAL BEDS PER CAPITA (1985)</u>	0.004	0.006	<b>0.007</b>
<u># OF LIBRARIES PER 1000 RESIDENTS (1987)</u>	0.24	<b>0.19</b>	0.25
<u># OF MOVIE THEATRES PER 1000 RESIDENTS (1987)</u>	0.00	<b>0.03</b>	<b>0.03</b>

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The amenities indicators provide information on the available services and existing infrastructure. In this case Fogo Island's lower ratings may be misleading. Medical care in Newfoundland is partially **regionalized** in that the smaller cottage hospitals, like the one in **Fogo**, provide only primary care and have limited services and facilities. All emergencies, complications, elective surgery

and tertiary care patients are transferred or referred to the Regional Hospital in Gander (Sir James Paton) or the Health Science Centre in St. John's. Consequently, the residents of Fogo Island have access to more services and personnel than these numbers suggest.

The number of libraries per 1000 residence is higher for Fogo Island than for Newfoundland and Labrador as a whole and is just marginally lower than for Canada. There is no movie theatre on the Island.

### 3.4.3. Policies Index

The policy index is designed to measure institutional initiatives for community or regional growth and development. In this case the index refers to the Regional Development Associations that were mentioned in the community profile. Since it is a provincially based structure, national data is inapplicable.

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**TABLE 3.4.3. POLICY INDEX: REGIONAL DEVELOPMENT ASSOCIATIONS**

<b>VARIABLE</b>	<b>FOGO ISLAND</b>	<b>NF AND LAB</b>	<b>CANADA</b>
<b><u>DEVELOPMENT EXPENDITURE (\$)</u></b>			
<b><u>PER CAPITA, (1987-1988)</u></b>	39.32	24.74	N/A
<b><u>DEVELOPMENT ASSOC. PER 1000 RESIDENTS 1987-1988</u></b>	0.29	0.10	N/A

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The higher expenditure per capita relates directly to the number of development association per 1000 residents; since there are fewer people serviced by this one RDA on Fogo Island, there is a higher expenditure per resident. Fogo Island's geographic isolation, however, necessitates it having its own RDA.

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#### 4. REACTIONS AND CONCLUSIONS

On August 22, 1990, this study was presented to two members of the Gander Community Futures Committee, Mayor Douglas Sheppard of Gander, the president, and David **Tulk**, Chairman of the Gander Bay-Hamilton Sound Regional Development Association, the treasurer. This group has demonstrated great interest in this study since its conceptualization and was quite eager to see the results and to offer views and opinions. The final report was well received by both Mayor Sheppard and Mr. Tulk and, in general, the material was deemed to be accurate and valid. However, they did express some concerns about the study itself which reiterated my own.

A key concern had to do with the use of statistics for description and comparison. Oftentimes, the realities of a community are such that numbers and averages alone cannot give an accurate portrait. Rather, many unmeasurable or hard to measure factors must be taken into account. In the case of the Fogo Island study, such **factors** included the importance of the informal economy and informal education. Without an explanation of these factors, the statistics and data could have lead to an erroneous conclusion (in actual fact Fogo Island is a wealthy and stable area). This is a particularly relevant concern when you are dealing with smaller communities and when comparisons are being drawn between communities; the realities of one area or community are not necessarily consistent with others.

In **this study**, this problem was probably multiplied by the fact that Newfoundland, in general, is far removed from the Canadian norm. Consequently, consideration of the data without prior information on the realities of outport Newfoundland's lifestyle or its economy would surely be lacking.

The other major concern was with the appropriateness of the socio-economic indicators that were used. The mere fact that over half of the original indicators had to be excluded suggests a problem. Of those that were used, some concern was expressed as to their validity or their ability to measure what they were intended to measure. A case in point was the "Quality of Life" indicators. It was suggested that "infant mortality rates" would be relatively consistent throughout most of Canada and that "the number of social workers per capita" has a geographical determinant. Quality of **life** should be considered as something more area-specific and personal. Thus, alternative indicators which would be more appropriate and useful to small, traditional, resource-based areas such as Fogo Island are required.

In my own study I have been unable to settle upon what indicators would be more appropriate or even if there are such indicators available. Certainly it is quite a task to settle upon appropriate and fair indicators which are applicable and viable to more than one area or community given the unique nature of communities and

circumstances . Time is also a factor; what is appropriate today may become grossly inappropriate in time.

In focusing on areas such as Fogo Island, however, I believe it is important to consider the work done by Ralph Matthews. Matthews discusses the inability of traditional economic analysis involving the measurement of cash flows to accurately measure the activities of small communities. It is important, then, to recognize the linkages which exist between local economic practices and social vitality. In a small rural community, like Fogo Island, it is the total way of life of all community members that determines socio-economic strengths and weakness rather than just the number of inputs and outputs; it is the ability to be "honest and God-fearing and ready to work" that has determined survival and success.

#### Sources

Matthews, Ralph. 1976. There's No Better Place Than Here. Peter Martin Ass. Ltd, Toronto, ON

## **APPENDIX**

APPENDIX

## DATA SOURCES AND CALCULATION METHODS

## 1. PERFORMANCE INDEX

## EMPLOYMENT

(1) EMPLOYMENT GROWTH [1981-1986]

Source: Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Statistics Canada. 1983. Census Divisions and Subdivisions: Selected Social and Economic Characteristics. Catalogue 93-x-937.

Calculation Method:

i) Number of jobs in 1981 - number of jobs in 1986 = n

ii)  $(n \times 100) / \text{number of jobs in 1981} = \text{employment growth}$

(2) PARTICIPATION RATE (1986)

Source: Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

(3) UNEMPLOYMENT RATE (1986)

Source: Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

## INCOME

(1) EARNED INCOME PER CAPITA (1986)

Source: Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculation Method

- i)  $(\text{Average income-male} \times \text{total labour force-male}) +$   
 $(\text{average income-female} \times \text{total labour force-female}) = n$
- ii)  $n / \text{total labour force-male and female}$

(2) INCOME GROWTH (1981-1986)

Source: Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Statistics Canada. 1983. Census Divisions and Subdivisions: Selected Social and Economic Characteristics. Catalogue 93-x-937.

Calculation Method

- i)  $\text{Average income in 1981} - \text{average income in 1986} = n$
- ii)  $(n \times 100) / \text{average income in 1981}$

(3) % OF FAMILY INCOMES LESS THAN \$20,000 (1986)

Source: Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculation Method

- i)  $\text{Number of families with } >\$20,000 \text{ income} \times 100 = n$
- ii)  $n / \text{total number families}$

(4) % OF FAMILIES ON SOCIAL ASSISTANT (JULY 1990)

Source: Department of Social Services. July 1990. Monthly Report. Government of Newfoundland and Labrador, St. John's, NF

Calculation Method

- i)  $\text{Number of families on social assistance} \times 100 = n$
- ii)  $n / \text{total number families}$

(5) % FAMILIES WITH LOW INCOME (1986)

Source: Statistics Canada. 1988. Population and Dwelling Characteristics -Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculation Method

- i) Number of families with low incomes X 100 = n
- ii) n/ total number families

QUALITY OF WORK(1) JOB-RELATED DEATHS PER 1000 WORKERS (1987)

Source: Department of Employment and **Labour**. 1989. Accident Reporting Svstem - Statistics. Government of Newfoundland and Labrador, St. John's, **NF**

Workmans Compensation Commission of Newfoundland and Labrador. 1988. Annual Report. st. John's, **NF**

Calculation Method

- i) Number of people in the **workforce**/ 1000 = n
- ii) number of job-related deaths/ n

(2) JOB-RELATED ACCIDENTS PER 1000 WORKERS (1987)

Source: Department of Employment and Labour. 1989. Accident Reporting Svstem - Statistics. Government of Newfoundland and Labrador, St. John's, **NF**

Statistics Canada. 1989. Work Injuries 1986-1988. **Catalogue 87-209.**

Workmans Compensation Commission of Newfoundland and Labrador. 1988. Annual Report. St. John's, **NF**

Calculation

- i) Number of people in the workforce/ 1000 = n
- ii) number of job-related accidents/ n

## EQUITY

(1) # SOCIAL ASSISTANCE BENEFITS PAID TO SINGLE-PARENT FAMILIES (JULY 1990)

Source Department of Social Services. July 1990. Monthly Report. Government of Newfoundland and Labrador, St. John's, NF

Calculation

- i) Number of single-parent families receiving social assistance X 100 = n
- ii) n/ total number of social assistance recipients

## QUALITY OF LIFE

(1) INFANT MORTALITY RATE (1986)

Source Statistics Canada. 1988. Principle Vital Statistics by Local Areas. Catalogue 84-542.

Calculation

- i) Number of infant deaths X 100 = n
- ii) n/ total number of live births

(2) # OF SOCIAL WORKERS PER CAPITA (1988)

Source Health and Welfare Canada. 1990. Health Personnel in Canada 1988. Government of Canada, Ottawa, CANADA

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Number of social workers/ total population

## 2. CAPACITY INDEX

## HUMAN RESOURCES

(1) UNIVERSITY GRADUATES PER CAPITA (1988)

Sources Department of Education. 1990. Education Statistics. Post-Secondary. Government of Newfoundland and Labrador, St. John's, NF

Statistics Canada. 1989. Advanced Statistics of Education, Catalogue 81-220.

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision, Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Number of university graduates/ total population

(2) STUDENT-TEACHER RATIO PRE COLLEGE (1989-1990)

Sources Department of Education. 1990. Education Statistics. Post-Secondary. Government of Newfoundland and Labrador, St. John's, NF

Statistics Canada. 1989. Advanced Statistics of Education, Catalogue 81-220.

## AMENITIES

(1) PHYSICIANS PER CAPITA (1988)

Sources Health and Welfare Canada. 1990. Health Personnel in Canada 1988. Government of Canada, Ottawa, CANADA

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision, Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Number of physicians/ total population

(2) HOSPITAL EMPLOYEES PER CAPITA (1985)

Sources Statistics Canada. 1987. Hospital Annual Statistics 1984-85. Catalogue 82-232.

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Number of hospital employees/ total population

(3) HOSPITAL BEDS PER CAPITA (1985)

Sources Statistics Canada. 1987. Hospital Annual Statistics 1984-85. Catalogue 82-232.

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Number of hospital beds/ total population

(4) # OF LIBRARIES PER 1000 RESIDENTS (1987)

Sources Statistics Canada. 1990. Public Libraries in Canada 1987. Catalogue 87-205.

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Total population/ 1000 = n

ii) number of libraries/ n

(5) # OF MOVIE THEATRES PER 1000 RESIDENTS (1987)

Sources Statistics Canada. 1990. Film and Video in Canada 1987-88. Catalogue 87-204.

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Total population/ 1000 = n

ii) number of movie theatres/ n

## 3. POLICIES INDEX

(1) DEVELOPMENT EXPENDITURE PER CAPITA (1987-1988)

Sources Department of Development. 1989. Annual Survey of Development Associations 1987-88. Government of Newfoundland and Labrador, St. John's, NF

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Development expenditure/ total population

(2) DEVELOPMENT ASSOCIATIONS PER 1000 RESIDENTS (1987-1988)

Sources Department of Development. 1989. Annual Survey of Development Associations 1987-88. Government of Newfoundland and Labrador, St. John's, NF

Statistics Canada. 1988. Population and Dwelling Characteristics - Census Divisions and Subdivision. Catalogue 94-102. Newfoundland: Part 2, Profiles.

Calculations

i) Total population/ 1000 = n

ii) number of development associations

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