

TOWARDS A SYSTEMIC APPROACH TO GLOBAL VALUE CHAINS AND DEMOCRATIC GOVERNANCE IN HALIFAX¹

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1. Introduction

This paper is part of a larger project “Free trade, municipal governance and democracy. Comparative analysis between four Canadian cities:Halifax, Montreal, Toronto and Vancouver.

This project addresses three questions. The first is to identify how and how free trade agreements (FTAs) push for a redefinition or revision of relations and interrelationships between different levels of government. Secondly, to see how and why, in doing so, FTAs affect lower or infra-state levels of government, especially cities. These two questions call for a third question: to what extent do these adjustments between instances and levels of government favor, or not, the democratization of political power at the municipal level and the accountability of those who exercise it? One of the initiatives we will be conducting research on is the National Policy Framework on Strategic Gateways and Trade Corridors (CPNPCCS) adopted by the federal government in 2007, revised in 2009.

The primary objective of the research is to conduct a comparative study of the effects of the implementation of CPNPCCS and related measures on four city-regions by seeking to see how and why they lead to a redefinition of relations between the three levels of government. A redefinition that passes, among other things, by identifying and analyzing the governance schemes put in place. The second objective is to analyze the new roles, functions and responsibilities assigned to these city-regions in a context where economic development is in tension between the east-west and north-south axes.The third objective has an essentially normative scope, since it will be necessary to see how these transformations (governance schemes, action plans, etc.) are reflected in municipal politics and their impact on municipal democracy.

The main aim of this paper addresses the third question of this larger project, and seeks to understand to what extent do the implementation of the National Policy Framework on Strategic Gateways and Trade Corridors (CPNPCCS) has brought adjustments between instances and levels of government for the democratization (or not) of political power at the municipal level and the accountability of those who exercise it. In particular, we aim to identify the effects of the implementation of CPNPCCS in Halifax, and analyze how and why they lead to a redefinition of relations between the three levels of government. A redefinition that passes, among other things, by identifying and analyzing the governance schemes put in place.

2. Methodology

2.1. Data collection

For this paper, we conducted secondary research to identify the main actors that play a key role in the engagement and functioning of the gateways and corridors in Halifax as well as their interactions.We followed a three stage process for data collection. First, we selected a number of keywords associated with the objective of the study, such as gateways and corridors, global value chains, global trade, economic impact, ports, airports and highways infrastructure. Second, we identified a number of

1 54th Annual Meetings of the Canadian Transportation Research Forum, May 26 - 29, 2019 at Vancouver, British Columbia

organizations that, as per their mandates, are important stakeholders of the decision making fabric for the strategic plan global highways and trade corridors. Those organizations included the Halifax Partnership, Nova Scotia Business Inc. (NSBI), Atlantic Canada Opportunities Agency (ACOA), Halifax Regional Municipality, Halifax Gateway Council, Halifax Port Authority, Halifax International Airport Authority, Nova Scotia Department of Business, Halifax Chamber of Commerce, One Nova Scotia, Transport Nova Scotia, and Via Rail. We then went to the websites of each one of these organizations and search for the keywords indicated above to search for reports and other publications that indicate the commitment of the organization regarding gateways and corridors in Halifax. Third, we read the reports and other documents to identify if they were any stakeholders missing in our initial search. We identified additional organizations, including Atlantic Provinces Economic Council, Atlantic Gateway Advisory Council, Business Development Bank of Canada, BioNova, Develop Nova Scotia, Federation of Canadian Municipalities, Global Affairs Canada, Department of Intergovernmental affairs, Nova Scotia Department of Infrastructure, and Province of Nova Scotia. After, we followed the same process to identify documents and reports relevant to the strategic plan on gateways and corridors. We created a repository of the documents and reports relevant from each organization. The documents include, strategic plans, reports, news and websites.

2.2. Data analysis

From the documentation gathered, we identify the key stakeholders that are relevant for the strategic plan gateways and corridors in Halifax at the different levels. These include provincial, and municipal governments, community organizations and businesses. We then mapped all of these organizations, and by following the reports, we identified a set of interactions going back and forth the different organizations. We then drafted five maps to visualize these interactions. The maps include actors and interactions at the Federal level, Provincial level, Municipal level, and at the municipal level focused on Gateways and Corridors. We also included a map that aims to integrate all the different regional levels to provide a better visualization. As we mentioned before, this results are exploratory, and as a next step, we will conduct interviews with some of the key stakeholders at the provincial and municipal levels.

Relevant to our study, we also identified a number of key members of these organizations that play a key role and are members of Board of Directors, it was interesting to observe that many of these individuals are associated to more than one Board of Directors.

3. Evidence and Discussion

First we mapped the key stakeholders at the Federal level to visualize how the interactions flow between them and the provinces. The most relevant government organizations at the government of Canada federal level that have closer interactions with government organizations at the provincial level include, Export Development Canada, ACOA, Business Development Bank, and Via Rail. These organizations interact with several organizations at the level of the four Atlantic Provinces -- Nova Scotia, New Brunswick, Prince Edward Island, and Newfoundland and Labrador. Further, because of their mandates and role in the federal government itself, we identified Transport Canada, Global Affairs Canada, and Innovation, Science, and Economic Development as key government portfolios related to trade and development in this context. CN Rail was also identified as a key player due to its relationship with rail assets as well as its own infrastructure.

The Atlantic Provinces level organizations include Canadian Manufacturers and Exporters, Nova Scotia Division (CMFE - NS) (an industry association), Atlantic Provinces Economic Council (APEC) (a non-profit think tank), Atlantic Growth Advisory Board (an intergovernmental organization of provincial government leaders), Atlantic Gateway Advisory Council (an industry led group that championed the 'Atlantic Gateway' concept locally), Atlantic Gateway Federal-Provincial Committee, and Atlantic Provinces Trucking Association. In addition, Transport Canada at the Federal Level has close interaction with the Halifax International Airport Authority (HIAA) and the Halifax Port Authority (HPA). Other

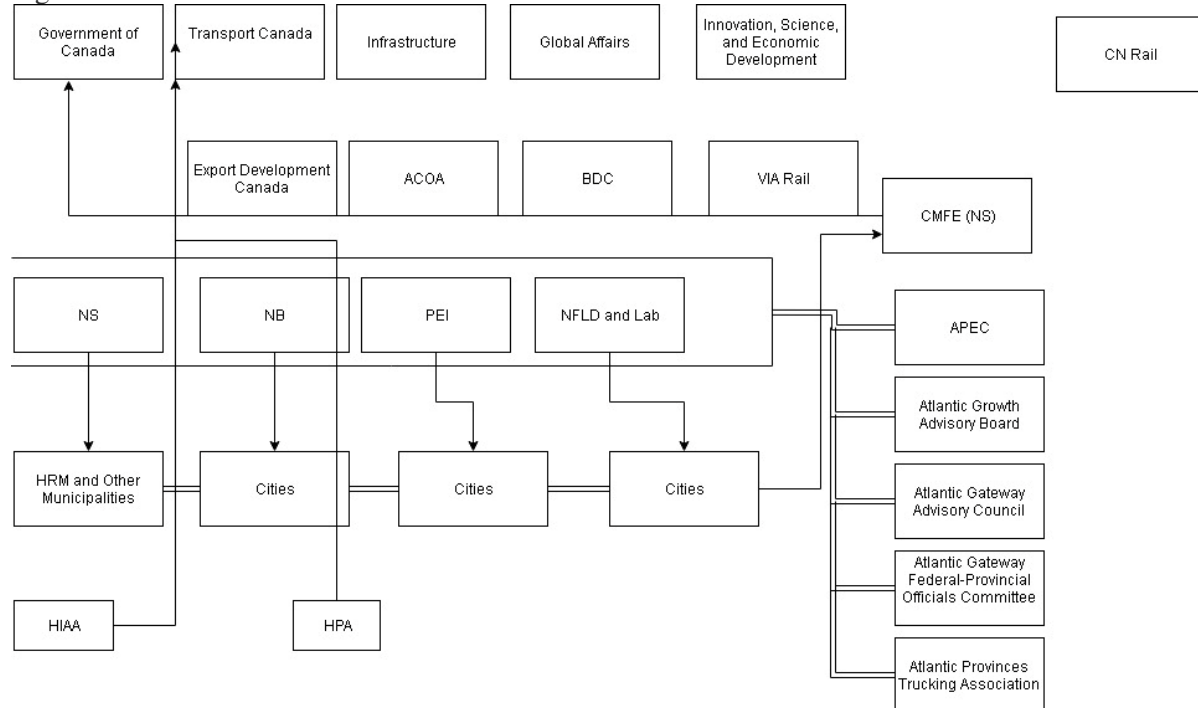
relevant organizations at the federal level include: Transport Canada, Infrastructure Canada, Global Affairs, Innovation, Science and Economic Development, and CN Rail.

At the Nova Scotia level, we have identified the key government portfolios as the Department of Transportation and Infrastructure Renewal (DTIR), Department of Business, Department of Municipal Affairs, and the Department of Intergovernmental Affairs. As we get closer to the municipal level we see the importance of industry groups and intergovernmental groups. The One NS Coalition was extremely influential due to its publication of the *Now or Never* report (also known as the Ivany Report). Other key industry/labour groups are: The Nova Scotia Seafood Alliance (seafood being Nova Scotia’s key export), the Tourism Industry Association of Nova Scotia, The Mainland NS Building, Construction, and Trades Council (a labour group), and the Construction Association of NS (an industry group). There are three key crown corporations which are heavily involved in development in Nova Scotia – Develop NS (formerly the waterfront development corporation), Nova Scotia Business Inc (promotes and markets Canadian exports and encourages FDI), and Tourism NS.

At the Municipal level, by far the most active player as it relates to this project is the Halifax Partnership. The Partnership works hand in hand with city council and promotes business development and economic investment in Halifax. The power of Halifax Regional Municipality to engage in economic development initiatives is rather limited, and so we see its role as one of promotion and marketing. There are many smaller players at the municipal level, such as local business associations and commissions. The Halifax Port Authority is a key player in Halifax as well, but while they are located locally, their source of authority comes from the federal level (Transport Canada).

Finally, the last diagram (figure 4) is an attempt to visualize the local pieces of infrastructure and who owns, controls, or uses them. The federal government maintains ownership over many of the key infrastructure assets but their management has been devolved over the years to organizations such as the Halifax Port Authority and the Halifax International Airport Authority.

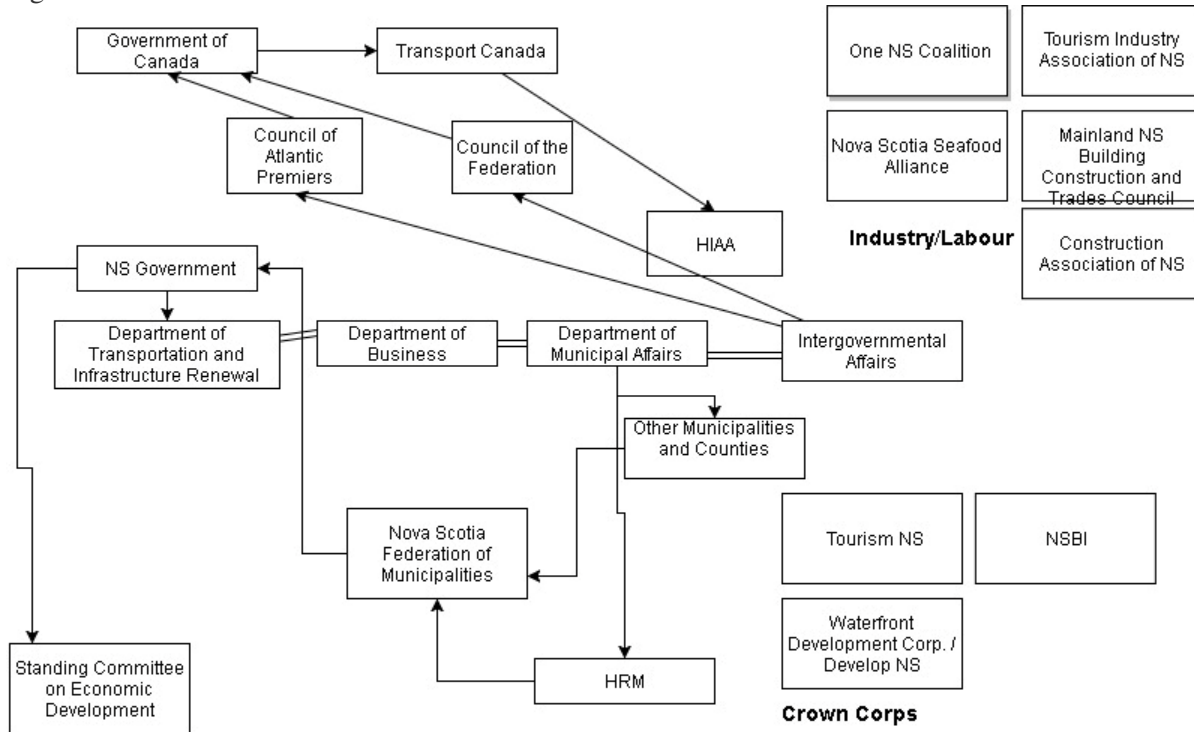
Figure 1. Federal actors and interactions



Source: Author’s own

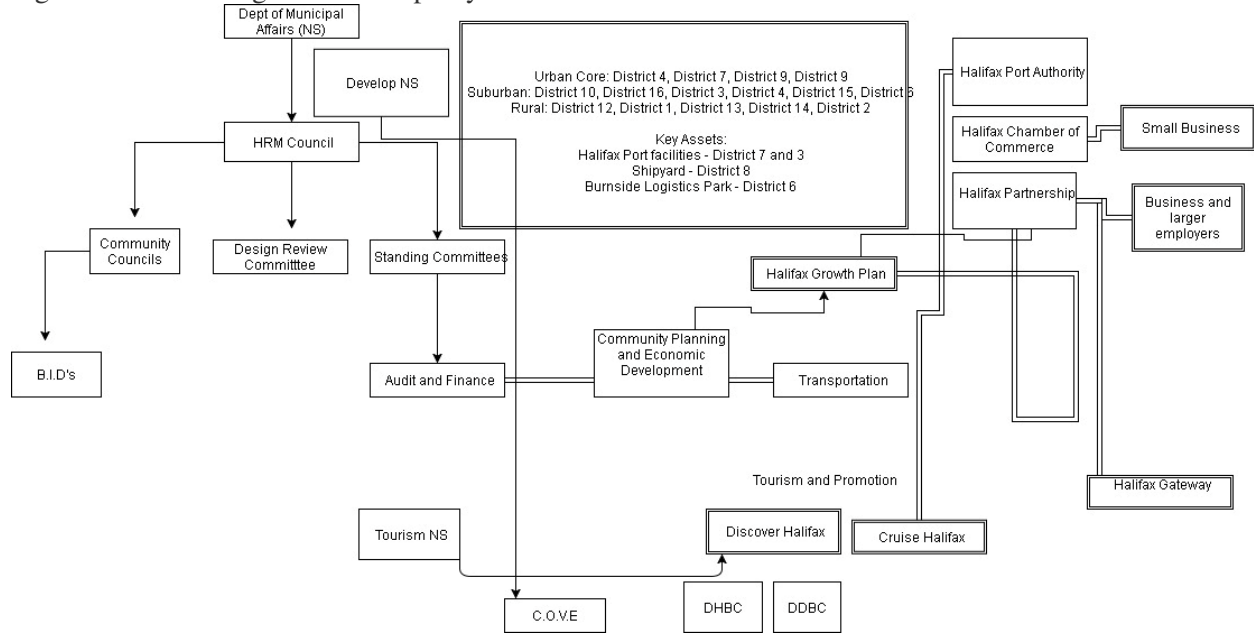
At the provincial level

Figure 2. Provincial actors and interactions



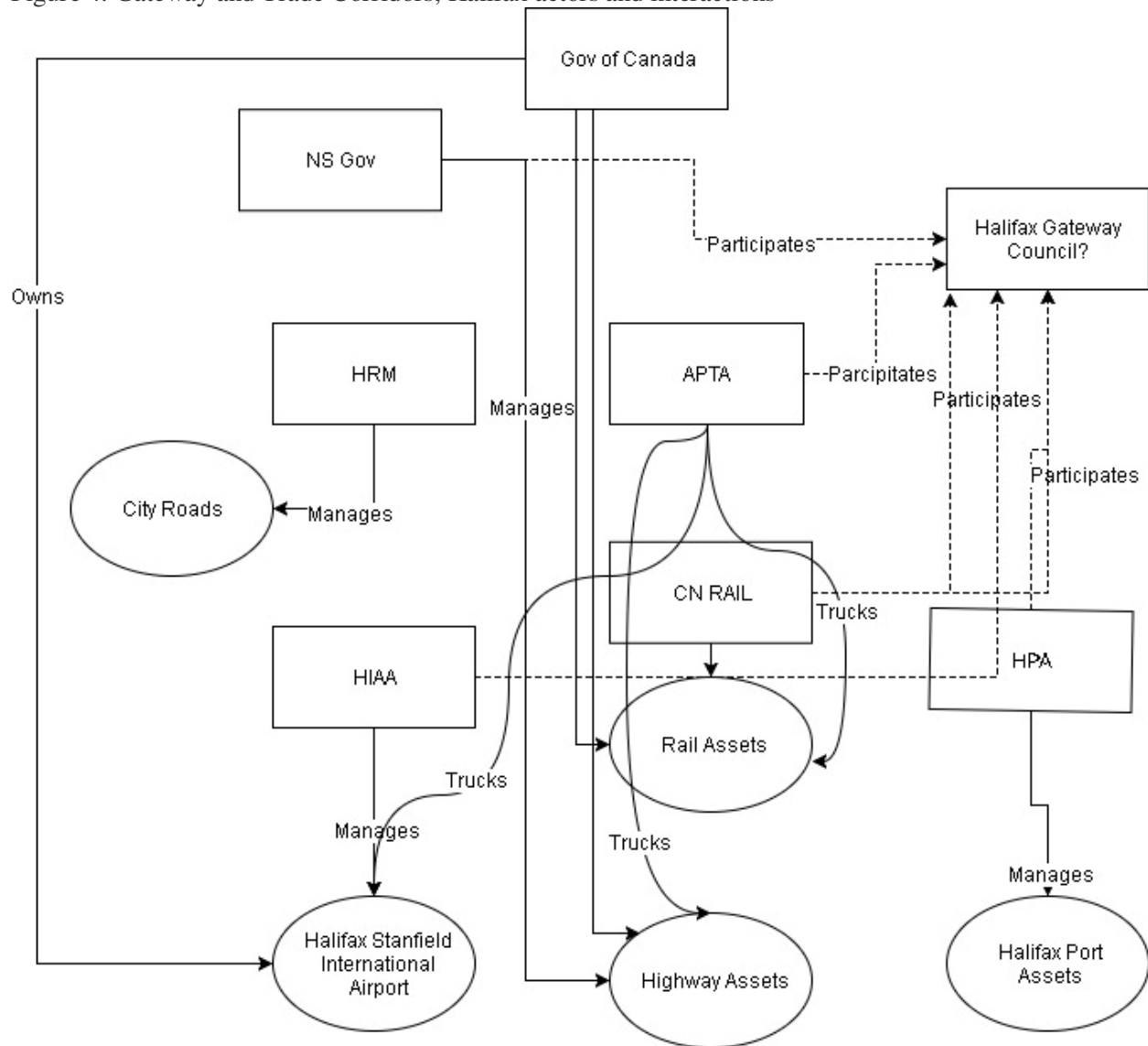
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Figure 3. Halifax Regional municipality actors and interactions



Source: Author's own

Figure 4. Gateway and Trade Corridors, Halifax actors and interactions



Source: Author's own

4. Conclusions

This research in progress aims to map the main actors that play a role for the gateways and corridors strategy in Halifax, as well as to map their interactions. There are still further avenues for research, and those include the need to validate the map with the different actors in the system.

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Appendix

A. List of Acronyms

- ACOA – Atlantic Canada Opportunities Agency
 AGFPOC – Atlantic Gateway Federal-Provincial Officials Committee
 APEC – Atlantic Provinces Economic Council
 APTA – Atlantic Provinces Trucking Association
 AGAC – Atlantic Gateway Advisory Council (defunct?)
 BDC – Business Development Bank of Canada
 CMFE (NS) – Canadian Manufacturers and Exporters, Nova Scotia Division
 CN – Canada National Railway Company
 CBDC – Community Business Development Bank
 CANS – Construction Association of Nova Scotia
 DTIR – NS Government Department of Transportation and Infrastructure Renewal
 DHBC – Downtown Halifax Business Commission
 DMA – Department of Municipal Affairs (NS)
 EDC – Export Development Canada
 ESAC – Economic Strategy Advisory Committee
 FCM – Federation of Canadian Municipalities
 HCC – Halifax Chamber of Commerce
 HGC – Halifax Gateway Council
 HIAA – Halifax International Airport Authority
 HPA – Halifax Port Authority
 HSIA – Halifax Stanfield International Airport
 IGA – Department of Intergovernmental Affairs (NS)
 MNSBT – Mainland NS Building and Construction Trades Council
 NSBI – Nova Scotia Business Inc.
 NSFMM – Nova Scotia Federation of Municipalities
 OTCNS – Ocean Technology Council of NS
 TC – Transport Canada