



**Social Economy and Sustainability Research Network**  
**Partenariat sur l'économie sociale et la durabilité**  
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# **Public Policy and the Social Economy in Atlantic Canada: Newfoundland & Labrador**

**An inventory of jurisdictional policies, programs and activities  
that support social economy organizations at municipal,  
provincial and federal levels**

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## About the Network

The Social Economy and Sustainability Research (SES/ESD) Network is the Atlantic Node of the Canadian Social Economy Research Partnerships (CSERP) — one of six regional research centres across Canada, funded by the Social Sciences and Humanities Research Council of Canada (SSHRC), 2005-2010. The Network has a wide variety of academic, community and government partners representing Nova Scotia, New Brunswick, Prince Edward Island and Newfoundland and Labrador. / For more information, contact us:

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# **Public Policy and the Social Economy in Atlantic Canada: Newfoundland and Labrador**

## **An inventory of jurisdictional policies, programs and activities that support social economy organizations at municipal, provincial and federal levels**

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# 1. Introduction

As part of the activities of the Atlantic Node of the pan-Canadian Social Economy and Sustainability Research Network, the public policy working group initiated a project to map and provide an inventory of provincial legislation, policies, programs and initiatives that are directly relevant to community economic and social development, the social economy, and building the capacity and opportunities for engagement in policy formulation and implementation in the Atlantic region. This report provides an overview of the findings relating to the province of New Brunswick.

To provide a baseline comparison, we have followed the reporting format of a similar mapping and inventory exercise carried out and published five years ago (Infanti, 2003). The 2003 report, published by the Canadian Community Economic Development Network (CCEDNet), was specifically focussed on community economic activities highlighting both gaps in policy and investment in community economic development (CED) as well as good examples of government support for such activities.

Although the social economy has been equated with community economic development (CED), the current survey broadens the scope of the research by looking at policies, regulatory frameworks, programs and activities that are aimed at or include reference to *social economy* organizations as opposed to CED per se, but which would nevertheless include those involved in CED activities.

This summary report is part of an overall review of all Atlantic Provinces and federal frameworks: *“Public Policy and the Social Economy in Atlantic Canada: an inventory of jurisdictional policies, programs and activities that support social economy organizations at municipal, provincial and federal levels”*.

## **2. What a policy scan can tell us**

Policy and policy making is generally seen to be the primary role of governments in terms of legislation and procedures for operation and regulation of, for example, social and human service organizations and the services provided. Yet if public policy and the process of creating and deciding upon public policies is that which best fit “the interests of all members of society” as Torjman (2005, p 4) suggests, then it is appropriate to also consider other commentators on public policy and the processes by which decisions are made. To take account of this, a policy scan can also include non-governmental sources such as academic and non-academic research centres that focus on social and public policy and, indeed, policy alternatives. This also helps to identify other policy scans (often related to specific themes) and bibliographic references (for example, Abbot 2006; Bouchard et al, 2003; Daoust et al, 2003; Légère, 2005; Thompson, 2006).

The process of carrying out a scan allows us to identify a number of things, which together form a base line assessment of ‘current’ legislation, programs, proposed new work and strategies at different levels of government and which can then be used to monitor future developments. Current for the purposes of this research and report means up to 2008 and before 2008 Federal elections. A policy scan and review also provides for the assessment of proactive and/or reactive engagement in policy development by both those within and outside of government. Furthermore, it gives a platform to assess espoused philosophies and strategies outlined in government department plans and statements with observed or perceived activities at a community level.

Mapping policy developments also gives insight into the changing priorities and language used by successive governments in relation to the diverse sectors of the social economy. It can provide a timeline for the acceptance and embedding of concepts – the move from marginal to mainstream; such concepts could include: ‘social economy’, ‘social capital’, ‘social enterprise’, ‘venture philanthropy’, and ‘social entrepreneurship’. This also links to the visibility of certain sectors – for example ‘volunteerism’ over (paid) voluntary sector

actors and activity; and third sector seen as primarily non-profit with co-operatives as separate entities or as an adjunct to the sector. These observations also link to the generation and development of sectors in different localities and jurisdictions.

A scan can also highlight departmental responsibilities for aspects of the social economy; and to assess consistency of relationships within one level of government and across governments. The lack of a unifying central department with responsibility for social economy organizations can mean, for example, a mix of jurisdictional responsibilities. This can result in a lack of strategic development in relation to government-sector relations and cross-cutting issues that affect more than one government department and or level of government, particularly where there are limited cross-departmental liaison and communication mechanisms in place.

Scanning for program developments can highlight changing and volatile policy environments. For example, a significant series of events, commented on by particularly non-profit organisations since the major government funding cutbacks in the mid-1990s, can be seen in the varied and short-term nature of programs and funding initiatives. This illustrates a move away from core and long-term funding and grants, to short-term projects and contracts. Other areas that can be identified are commitments to working in partnership or engagement of individuals, associations, communities (via action plans, regulations, annual reports and accountability statements); and examples of joint working (for example, through roundtables and task forces). In Newfoundland and Labrador, we can find a number of local initiatives and policy developments (Strategic Social Plan<sup>1</sup>) as well as involvement at a federal level with, for example, the Voluntary Sector Initiative. This is, in part, due to the presence of a central organising body for the voluntary and community sector in the province<sup>2</sup> with the capacity to engage with the development, information and training needs of the sector as well as operate within government frameworks to respond to and engage in policy dialogue. So much so, that in 2008, a joint presentation by Tom Hedderson, then minister for

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<sup>1</sup> For more information and comment on the Strategic Social Plan see for example, Close (2007), Close *et al* (2007), Locke *et al* (2006), Power *et al* (2006a, 2006b)

<sup>2</sup> Community Services Council Newfoundland and Labrador, established in 1976.

intergovernmental affairs (with responsibility for the volunteer and non-profit sector)<sup>3</sup> and Penelope Rowe, chief executive officer of Community Services Council Newfoundland and Labrador points to a key factor of success in building partnerships and active alliances between the sector and government as co-production of policy development.<sup>4</sup> Later that same year, the Community Services Council Newfoundland and Labrador convened a symposium, *Innovative Strategies in Government-Community Collaboration: Voluntary Sector and Citizen Engagement in Public Policy Development*, which took as its starting point the experience gained from the Strategic Social Plan (SSP), mentioned above. Part of the feedback from participants in this event suggests that a number of issues and objectives flagged up as part of the development and implementation of the SSP are starting to be evidenced in current sector-government relations. In particular, these shifts include a greater concentration on horizontal planning, collaborative efforts and place-based developments. Strategies and programs evidencing this shift include: poverty reduction strategies, violence prevention, and health related policies and seniors (Caledon Institute, 2009).

Interest in social economy organizations and development has also received attention through the Rural Secretariat, which is seen as a focal point for collaborative opportunities between government departments and community partners. The Secretariat website<sup>5</sup> describes its remit as supporting the development of citizen's based policy advice and engaging citizens, achieved through periodically convened themed dialogue / engagement opportunities around rural sustainability (for example regional councils). Focus on rural development – the 'rural lens' - has also been reflected in a regional co-operative development strategy (in partnership with the NL Federation of Co-operatives) initiated in 2005, which promotes co-operative models and approaches to economic and community development and business in the province. The program also provides existing co-operatives with business development

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<sup>3</sup> Progressive Conservative Party Blueprint, 'Newfoundland & Labrador –proud, strong, determined: the future is ours', 2007 commitment to 'designate a **Minister Responsible for the Volunteer and Non-profit Sector** and establish in the government a Volunteer and Non-profit Sector Office'. Available at: <http://www.pccparty.nf.net/blueprint2007.pdf>

<sup>4</sup> This was the first Counterparts Summit held in Calgary in 2008 organised and co-hosted by Calgary Chamber of Voluntary Organizations, the Federation of Voluntary Sector Networks and Alberta Non-profit Voluntary Sector Initiative. It brought together representatives of provincial and territorial governments and the sector. Attendees included government and sector individuals from Newfoundland and Labrador, New Brunswick and Nova Scotia. For more information and reports from the Summit, visit the Centre for Voluntary Sector Research and Development, [http://www.cvsrd.org/eng/connections-communities/cc\\_counterparts.html#highlight](http://www.cvsrd.org/eng/connections-communities/cc_counterparts.html#highlight)

<sup>5</sup> See <http://www.exec.gov.nl.ca/rural/index.html>



support (funding proposals, board training and business planning) through a network of co-operative developers.<sup>6</sup>

As with other Atlantic Provinces, cross-cutting strategies, programs and policies such and anti-poverty strategies, offer opportunities for moving away from silo or departmental emphasis and concentration, transactional relationships (service contractor / funder and service provider) to more collaborative approaches. Unlike, some of the Atlantic Provinces the inclusion and value of voluntary and community sector involvement in policy debate in Newfoundland and Labrador appears more visible in available publications and documents and particularly in voluntary sector research papers and reports.

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<sup>6</sup> See Department of Innovation, Trade and Rural Development:  
<http://www.intrd.gov.nl.ca/intrd/regionaldev/cooperativedev.html>

### **3. Findings from the Infanti Report: situation 2003**

In 2002, the Canadian Community Economic Development Network (CCEDNet) published their National Policy Framework and this was accompanied by a report on proposals for financing community economic development (CED) activities. Together these reports set out the need for government support and commitment to community economic activity as a vehicle to address change and as a means to strengthen and build capacity of local communities to meet the needs of disadvantaged and marginalized individuals and communities (CCEDNet, 2002 and 2003).

In order for this to be achieved there was an increasing need to develop closer and more productive links with all levels of government, although the report itself had a particular focus on provincial governments and mandates. The purpose of the report was both to illustrate good practice examples and to point out gaps or inadequate levels of support where greater investment on behalf of provincial governments would be required. Additional investments and supports included recognition of the value and contribution of CED activities and also financial and policy commitments.<sup>7</sup>

The report provided a ranking according to the percentage of identified CED components supported by a provincial government (Infanti 2003 p79). The ranking criteria were elements of government support linked to policy, social capital, human capital, financial capital and natural capital.

Out of a ranking of 13 provincial and territorial governments, Newfoundland and Labrador was ranked 7, with an estimated 38% coverage of the five key CED areas. Appendix A provides a summary of the ranking criteria for Newfoundland and Labrador.

This section looks briefly at the key elements recorded in 2003.

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<sup>7</sup> The definition of CED used by the Infanti Report, 2003 (p 6) is 'locally-led initiatives that enhance the social and economic conditions of communities on a sustainable and inclusive basis. CED is also the process by which communities build long-term capacity to manage socioeconomic change and foster the integration of economic, social and environmental objectives.

### 3.1 Policy

Policy	
1. Is there a department with a mandate to support CED?	Y
2. Is there legislation that commits the province to support CED?	N
3. Are there policies that define departmental roles in CED?	Y
4. Are there policies that define broader government support for CED?	Y
5. Are there policies that devolve authority to local bodies for regional or community economic development?	N

The mandated department to support CED in Newfoundland and Labrador in 2003 was the Department of Industry, Trade and Rural Development and, as we can see from earlier discussion and the policy mapping that follows, the Department has an increased focus on community and social economy sector engagement. As now, the focus on strengthen rural communities and economies is a primary focus of the department's remit.

The report also details the mandate of the Intergovernmental Affairs Secretariat and particularly the Secretariat's responsibility for the implementation of the Strategic Social Plan (SSP). Since this time the Secretariat mandate includes the continuing review and analysis of all intergovernmental issues relating to social and economic matters.<sup>8</sup> At the time of the Infanti report, the SSP was seen as the main vehicle for linking social and community development into an overall policy direction for economic development and tackling social challenges within the province. In a number of instances, this remains the case – particularly in terms of rural co-operatives development. Since this time, however, the establishment of the Volunteer and Nonprofit Secretariat has supported a more concentrated emphasis on social and community enterprise and voluntary and community organizations.

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<sup>8</sup> See the Secretariat's annual report, 2008-2009 available at <http://www.exec.gov.nl.ca/exec/iga/pdf/Annual%20Report20089.pdf>

### 3.2 Social Capital

<b>Table 3.2 Elements of Government Support identified and recorded in Newfoundland &amp; Labrador (Infanti, 2003)</b>	
Social Capital	
6. Are there CED programs or initiatives that build social capital through:	
a) CED project funding?	Y
b) Ongoing funding to community and/or regional development organizations?	Y
c) Support for community capacity-building?	N
d) Co-operative development?	N
e) Aboriginal CED?	N
f) Rural development?	N
g) Urban development?	N
h) Regional economic planning?	Y

In Newfoundland and Labrador, programs and initiatives that seek to build social capital and community networks through planning and funding were seen to exist. These were very much tied to rural and economic development and towards employment opportunities and skills development and labour market opportunities, including the growth of small-medium enterprises including community enterprises and co-operatives. This is resonant of an economic / community regeneration orientation linked to capacity building and human capital rather than social capital per se. The report does not mention community networking or policy deliberation issues except in relation to Regional Economic Development Boards whose remit included promotion of public participation and community education.

Of note, is the mention of Community Accounts as a repository of social and economic information and as a vehicle to provide community information and quantitative evidence related to specific programs and also in measuring and evaluating ‘social well-being’ (Infanti, 2003, p 32).

### 3.3 Capacity Building

The report looked at the support and development of human capital (skills development and training), financial capital (funds, local trusts, loans) and natural capital (including local

stewardship projects and sustainable development initiatives). Training and development of individuals was identified through youth programs geared to retention of young people in the Province; a focus on learning and employment. There was no provision for community leadership development or programs for volunteers / interns.

In terms of financial support – Small Business Development Division of Industry, Trade and Rural Development operated a Fisheries Loan Guarantee Program for capital equipment. There was some indication of developmental support for community business and co-operatives through the Division. In addition, opportunities existed for tax credits (for individuals investing as shareholders in small business activities); venture capital tax incentives; and micro-lending facilities that enabled peer-lending and small business loans (from \$500 to \$5000). This service also provided advice and counselling services<sup>9</sup>.

There were no programs or initiatives linked to natural capital or sustainable development initiatives.

While at the time of the report, there was no legislation that committed Newfoundland and Labrador to support community economic development in the region, there was evidence of support at a provincial departmental level and policies that outline or define the nature of that commitment. However, a key issue identified in the report and a key caveat to the observed support for community economic development lies in the definition of ‘community’. As Infanti (2003) comments the CEDNet definition of ‘community economic development’ (see page 7 above) is not necessarily shared by government departments whose mandates contain ‘community economic development’:

In fact, many governments seem to consider community economic development as ‘economic development locally’ neglecting the social and environmental goals identified by the Canadian CED Network. The degree to which some government definitions of CED actually involve community leadership and collective social benefits is questionable as well (p 82).

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<sup>9</sup> Between 1997 and 2003, the Newfoundland-Labrador Federation of Co-operatives ran the Micro-Business Development Service.

When broadening the net to include capturing policies supporting social economy and social economy organizations, the problem of definition raises its head again. As in 2003, community economic or social and economic development focuses primarily on economic factors of growth – skills attraction and retention and labour market issues including the promotion and development of small businesses, which may or may not include co-operatives and social enterprises. ‘Community’ involvement is often elected or appointed officers at the level of municipalities rather than community as in citizen or ‘community and voluntary sector’ involvement. If ‘social economy’ is recognised or used, this tends to be in relation to non-profit and voluntary and community groups and ‘social enterprise’, although the latter does not necessarily include co-operatives. Newfoundland and Labrador is one of the Atlantic Provinces where the use of the term ‘social economy’ is recorded at a community and policy level in addition to community enterprise and voluntary and community sectors.

In developing an analysis and trying to provide a comparison with earlier data, the report focuses on specific aspects of government support for social economy (SE) organizations and activities, for example:

- Identification of department or departments with a mandate to support SE organizations and activities;
- Legislation that commits the federal, provincial and/or municipal governments to support social economy organizations and activities;
- Policies that outline broader government support for the social economy, SE and third sector organizations and activities;
- Specific programs and initiatives that support the social economy through: start up or seed funding for social economy organizations (e.g. co-operatives, non-profit enterprises, etc.) and/or ongoing funding and support (e.g. via infrastructure organizations such as cooperative development agencies or direct to social economy organizations);
- Evidence of support for community and sector engagement in policy formulation;
- Policies geared towards involvement of communities of interest (Aboriginal and First Nations), geographical communities (rural development) and specific sectors (health, housing) in policy development;

- Policies/initiatives at a local level linked to social economy organizations and sector development; and
- Other support and infrastructure organizations geared to supporting social economy organizations (SEOs) or promoting joint working between SEOs and government (and private sector).

## **4. Supporting the social economy in Newfoundland and Labrador**

In order to provide parameters for the research and policy scan, ‘social economy’ is seen as an umbrella term for a number of individuals, groups, organizations, and sectors (e.g. voluntary and community sector, co-operative sector) that is broader and more inclusive than the ‘third sector’, includes ‘community economic development’ and contributes to a vibrant civil society.

Constituent organizations of the social economy demonstrate a number of principle characteristics. A primary characteristic is social mission. This appears to be geared less towards transformative social change (the social economy as an alternative to neo-liberalism and capitalist ideology and systems) and more towards generative and incremental change (focus on social problems and solutions; well-being of specific groups). Social goals can be achieved through economic means. Thus, the social economy contains organizations that are both market- and non-market focused (and those that are a mix of both) to provide a range of goods and services most often, but not exclusively, geared towards disadvantaged or excluded individuals and groups. Organizations may also provide goods and services that are not readily available through traditional market or state sources. This may include the entrepreneurial development of new services for marginalised communities (as was the case with homeless people, and people with HIV/AIDS), or un-served needs/wants for goods and services (such as wholefoods, organic products and alternative health therapies), which may in the longer-term become mainstreamed in to public and private sector provision.

The organizations meeting these social and economic objectives are primarily non-profit distributing and profits or surpluses are used to development self-sustainability or new goods and services. Those that do distribute profits and dividends to members and/or employees have limits on the way they do this. They embody democratic values and participatory



practices operating in the space between government and private sectors, but increasingly in partnership with same sector and cross-sector organizations.

The combination of primary social mission and the focus on non- or limited distribution of profit geared to the benefit of the whole organization and members offers a primary distinction between social economy organizations and those profit-making organizations whose focus is on building an economic and profitable entity first and with supplementary or secondary social benefit as an outcome of successful business enterprise.

For the purposes of this report, social economy organizations include:

- Co-operatives – market (including profit distributing companies) and non-market (non-profit distributing or non-profit), which includes consumer co-operatives, worker co-operatives and stakeholder co-operatives. For example, in Nova Scotia an example of a co-operative business linked to fair trade principles would be [Just Us! Coffee Roasters Co-op](#). A ‘non-profit’ co-op example would be [Team Work Co-operative](#)
- Umbrella or membership organisations such as the [Nova Scotia Co-operative Council](#) and networks/associations of organizations such as the [Coastal Communities Network](#)
- Voluntary sector development and infrastructure agencies such as [Community Services Council Newfoundland and Labrador](#) and [Federation of Community Organizations](#), Halifax Regional Municipality
- Voluntary organizations and associations such as [Mineville Community Association](#) and national organizations, some with local branches such as [National Aboriginal Diabetes Association](#)
- Volunteer, self help and community groups such as [Dartmouth Stroke Support](#)
- Clubs and Societies such as [Fredericton Freewheelers](#)
- Credit Unions/Caisses Populaires such as Caisse populaire Sud-Est in Shédiac New Brunswick, part of the [Caisses Populaires acadiennes](#) or [Credit Union Metro](#), Charlottetown, Prince Edward Island.

- Social firms (or ‘affirmative business’), such as [LakeCity Employment Services](#) in Nova Scotia, whose enterprises include [LakeCity Woodworkers](#), [reBOOT NS](#), and the [TREES](#) project
- Social and/or community enterprises (other than co-operatives), such as the [Rising Tide Theatre Company](#), in Newfoundland and Labrador.

A systematic scan of publicly available government Acts (statutes) and bills, regulatory frameworks and policies up to and including 2008 that relate to aspects of the social economy was undertaken via internet and library searches of provincial and municipal governments and public sector websites. We were looking for documentation and statements of intent regarding infrastructural support and/or guidance for social economy organizations, and/or policy and reports that provided a framework or platform for government-social economy sector relations, dialogue, discussions or jointly-planned delivery of services. A national and provincial search for materials relevant to public policy both in terms of statutory provision and regulations and in terms of public policy debate (annual reports, political platforms and community responses) was concurrently undertaken.

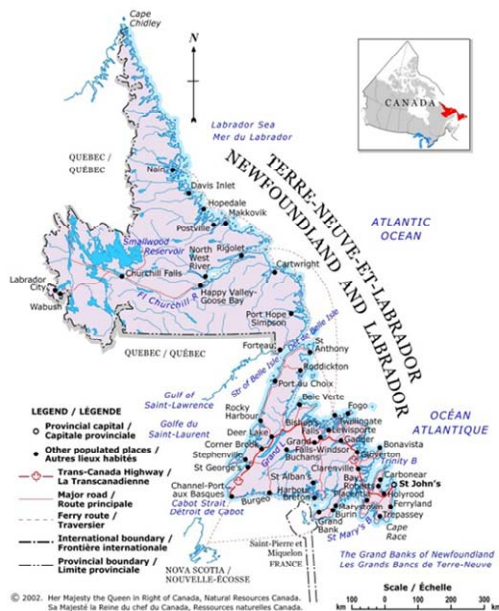
The initial trawl was somewhat indiscriminate in order to ‘catch all’. In considering policies that link government and social economy organizations, it is possible to list all departments and a number of programs that relate to supporting aspects of the social economy – for example funding initiatives for single issue concerns involving bi-lateral relationships between one government department and one or more organizations, such as funding for organizations providing services for drug or alcohol dependency. These bi-lateral relationships, policies and programs are important as they affect policy on a special interest and coalition level and may link to new policy development and government interdepartmental collaboration. However, our concern is also to look for broader supports across the social economy. Subsequently, after the first all-inclusive listing -a review of materials was undertaken. Using the dimensions identified above, documents were further reviewed to identify specific mandates, commitments and activities. This analysis is documented in the section below. However, some policies and programs linked to development of particular services have been retained in the original search materials and these materials have been collated utilizing a basic spreadsheet storage and retrieval system

to enable transfer into more sophisticated database or web-based systems as required. As part of a review, the recorded information has been partially annotated to highlight specific documents – see Appendix B.

Bibliographic software has also been used enabling the production of an annotated bibliography of literature, web-based resources and websites<sup>10</sup> and selected documents and web resources connected with Newfoundland and Labrador have been included in Appendix C.

A more detailed explanation of methods and process of the policy scan is provided in ‘Policies that support bridging, bonding and building between government and the social economy in Atlantic Canada: Policy scan process report, 2009’<sup>11</sup>.

#### 4.1 Newfoundland and Labrador in context<sup>12</sup>



In 2008, the total population of Newfoundland & Labrador was estimated at 506,441 following a general trend in population decline since the early 1990s<sup>13</sup>. However, federal government figures suggest a total population figure of 507,895, which – after 14 years of population decline – represents an increase of 0.3% on figures for 2006-2007.<sup>14</sup> Using 2006 census figures, 1.6% of the Canadian population lives in the region. St John’s has the highest population density with over 100,000 residents – 20% of the total population of Newfoundland and Labrador. This fits with an

overall shift seen in a generalised movement from rural to urban areas. The next largest town is Mount Pearl with a population of 24,671. The majority of towns have less than 10,000 people. In 2005, a Canadian Community Health Survey indicated that of those interviewed

<sup>10</sup> See Myers (2009) *Referencing aspects of the social economy: an annotated bibliography of practitioner and academic literature, web-resources and websites*, available from the Social Economy and Sustainability network – see end of report for contact details.

<sup>11</sup> Available from the SES Research network – see end of report for details

<sup>12</sup> Source of map: [http://atlas.nrcan.gc.ca/site/english/maps/reference/provinceterritories/new\\_brunswick/map.jpg](http://atlas.nrcan.gc.ca/site/english/maps/reference/provinceterritories/new_brunswick/map.jpg)

<sup>13</sup> Source: Newfoundland & Labrador Statistics Agency: [http://www.stats.gov.nl.ca/Statistics/Population/PDF/Annual\\_Pop\\_Prov.PDF](http://www.stats.gov.nl.ca/Statistics/Population/PDF/Annual_Pop_Prov.PDF)

<sup>14</sup> Source: Stats Canada at [http://www45.statcan.gc.ca/2009/cgco\\_2009\\_001-eng.htm](http://www45.statcan.gc.ca/2009/cgco_2009_001-eng.htm)

about their emotional status 79% had a somewhat strong (48.7%) or very strong sense (30.4%) of belonging to their communities<sup>15</sup>.

In 2006, 66.5% of the population of the province are of working age (18-64), with the largest number within the age bands 40 to 54 years. However, despite recent falls in the unemployment rates, Newfoundland and Labrador has a high unemployment rate relative to other provinces (Department of Finance, 2008). The largest employing sector is manufacturing (over 250,000 employees)<sup>16</sup> although oil, gas and mineral mining contribute significantly to GDP and expected economic growth of the province.

According to a provincial profile produced by the Canadian Co-operative Association produced in 2007, there were around 70 co-operatives in the province with 57000 members and over 1400 employees. Housing co-ops make up the majority of registered co-ops (24 in 2007) followed by credit unions (15). In addition, following a national survey of non-profit and community organizations in 2006, it was reported that there were close to 13,000 registered non-profits and charities in the province; estimates suggest a workforce of 106,000 (Rowe, 2006). In addition, citizens provide on average around 176 hours of volunteer labour per year. Overall this amounts to 34.8 million hours accounting for an economic value of over \$278.4 million<sup>17</sup>.

In the Throne speech of 2004, it was announced that the ‘social economy’ would be a new federal government priority. On the heels of this, the provincial throne speech in 2005, announced the development of the Rural Secretariat’s remit to foster partnerships and decision-making between government and communities and to ensure regional perspectives would inform public policy development and implementation. Beyond communities (i.e. municipalities), the speech detailed inclusion of women’s and aboriginal voices in policy formulation, and a support for community service and voluntary commitment:

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<sup>15</sup> Information on health and other statistics available from: <http://www.communityaccounts.ca/communityaccounts/onlinedata/sources.asp>

<sup>16</sup> <http://www.nlbusiness.ca/flashsite/manufacturing.html>

<sup>17</sup> Calculated using the 2008 minimum wage level for New Brunswick of \$8 per hour (<http://www.releases.gov.nl.ca/releases/2008/hrle/0328n02.htm>). Statistics on volunteering available from Imagine Canada/Statistics Canada [http://www.givingandvolunteering.ca/files/giving/en/csgvp\\_highlights\\_2007.pdf](http://www.givingandvolunteering.ca/files/giving/en/csgvp_highlights_2007.pdf)

Our people have demonstrated an exceptional commitment to community service and have built a formidable not-for-profit sector. Facing challenges from health services to community development, groups of Newfoundlanders and Labradorians have come together to provide solutions to many of our challenges. We need these people and organizations more now than ever before. My Government is determined to strengthen the relationship between the government and the volunteer sector, to improve the grants process, and to identify opportunities for cooperation and collaboration<sup>18</sup>.

In promoting a direction for self-sufficiency in the 2007 Throne speech, there was no specific mention of community, voluntary or co-operatives sectors although there was an outlined commitment to individual self-reliance (poverty reduction strategy) and promotion of choice in service provision (Ministerial Council on Aging and Seniors)<sup>19</sup>. However, by 2008, the appointment of a new minister responsible for the Volunteer and Non-profit Sector gave renewed strength of commitment by the provincial government to ‘draw on the talents, energy and compassion of thousands of volunteers and hundreds of community-based organisations across our province who are working to make Newfoundland and Labrador a better place to live’.<sup>20</sup>

Despite the Infanti Report (2003) indicating low levels of formalised support for community activity in the region, Newfoundland and Labrador is one of the most visible of the Atlantic provinces in its publication of reports, participation in regional and federal initiatives and involvement in research on third sector activities and contribution. This is due in part to the active involvement and remit of the Community Services Council Newfoundland and Labrador (CSC). Like many organisations of its kind and in different countries (e.g. the UK, Australia) this infrastructure or local development agency works to support and develop local volunteer and voluntary organisations and community enterprises as well as working at the interface with public sector and government in relevant policy development and implementation as well as facilitating consultation and input into appropriate levels of government and policy arena.

It is also due in part to the broad and integrating and inclusive attempts for policy dialogue that have developed in the region such as the Strategic Social Plan (1998 – the initiation of

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<sup>18</sup> <http://www.exec.gov.nl.ca/thronespeech/2005/speech2005.htm>

<sup>19</sup> <http://www.exec.gov.nl.ca/thronespeech/2007/speech2007.htm>

<sup>20</sup> <http://www.exec.gov.nl.ca/thronespeech/2008/speech2008.htm>

which CSC played an important part), which is often seen as the most influential of policy platforms to shape more recent cross-government initiatives such as the Poverty Reduction Action plan mentioned earlier, and which has been superseded by the remit of the Rural Secretariat. An active community oriented faculty at Memorial University have also contributed to policy development (most recently via the Harris Centre) and who, along with the Newfoundland and Labrador Statistics Agency, continue to develop a useful legacy of the SSP – Community Accounts.<sup>21</sup>

The Strategic Social Plan (SSP) and subsequently policies such as the Poverty Reduction strategy and action plan are held up as examples of the development of place-based policies, of cross-departmental (horizontal) planning and communication and which take on board a community (citizen and social economy sector) dimension. In this way, policy implementation and service delivery is no longer a unilateral, top-down process but a negotiated and stakeholder influenced set of relationships. This reflects the growing discourse around social development and public policy, which moves away from the ‘mono-sectoral interventions designed and delivered from above by insulated federal or even provincial bureaucracies’ (Bradford, 2003, p 6) to recognising the complex and chaotic characteristics of ‘wicked problems’ (Paquet, 1999 cited by Bradford, 2003), which require local knowledge and context-specific interventions and involve active and collaborative multi-sector, multi-stakeholder alliances. As Bradford notes, these types of connections and place-based examples of co-production (policy implementation and service delivery design) and inter-connected working were significantly absent in policy practice in Canada in 2003 (p 8).

In a report produced by the Voluntary Sector Initiative in 2001, Phillips notes that, ‘[w]hile the Newfoundland government and voluntary sector have not set out to reach an “accord”, they have found ways over the past five years to work together to the mutual benefit of both’ (p 14). Moreover, this short overview of collaboration between voluntary sector and provincial government suggests that, ‘the process of developing the Strategic Social Plan and its unfolding shifts in both policy process and substance have combined to give voluntary organizations a more significant role in establishing social goals for the province, and in

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<sup>21</sup> [www.communityaccounts.ca](http://www.communityaccounts.ca)

helping to meet these goals through their own increased capacity’ (Phillips, 2001 p 15). While this is an example of a government-led policy initiative rather than an inter-sector agreement as per an Accord (or ‘compact’ in the UK)<sup>22</sup>, there are important lessons to be learnt from the SSP for current initiatives and the developing remit of the Rural Secretariat (although here we see a return to rural economic development with less emphasis on the social aspects of the SSP), some of which have been detailed in a series of reports looking at the promises, aims and unmet expectations of the SSP (Close *et al*, 2007, Power *et al*, 2006a and 2006b).<sup>23</sup>

For example, the findings reported by Power *et al* (2006a) suggest that although there had been purported involvement from community-based organisations in the run up to the establishment of the SSP, there was little input and limited understanding of the reach and scope of the SSP and the Regional SSP Steering Committees even when it had been fully operational for five years. As a result, citizen engagement in consultation processes was also weakened, with little joined up formal structures and communications flows between workshops and organised forums, and the decision-making roles of the regional committees. These observations would fit with Bradford’s description of what he calls the requirement for ‘administrative learning’:

balanced representation of societal interests, addressing systemic differences in the capacity to participate, convening and organizing meetings, establishing protocols for monitoring progress, and maintaining the focus and commitment of social partners ... Like their civil society partners, administrators must learn new skills for building relationships, seeking consensus, assessing risk, and measuring performance. Hierarchical approaches that presume an in-house monopoly on policy expertise must be rethought (2003, p 11).

What the experience did underline was the need for a ‘holistic approach to social planning’, the use of evidence-based planning and decision-making and the value of collaborative

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<sup>22</sup> In 2002, the federal government announced the set up of the Voluntary Sector Initiative (VSI) and as part of this the development of a framework of an agreement between the voluntary sector and government, known as the Accord. The VSI ran from 2000 to 2005 although the website is still active and reports are available for download. For more information, visit <http://www.vsi-isbc.org/eng/about/index.cfm>

<sup>23</sup> See also Caledon Institute of Social Policy (2009) ‘Community Stories: Newfoundland and Labrador: innovative strategies in government-community collaboration - [www.caledoninst.org](http://www.caledoninst.org)

partnership approached to ‘tackle issues’ (Powers *et al*, 2006b, p 8) and raised the relationship around community-based service provision and contracts with community partners to deliver services (Close *et al*, 2007). Close *et al* (2007) also observe that the voluntary and community based sector at that time was an example of a ‘policy community without an easily identifiable entry point to the policy-making process’ (p 4). This is later refined in that it is recognised that some individual sector-based organisations have working relationships with government departments over periods of time. However, the bi-lateral nature of the relationship is seen as difficult to generalise into a more all-encompassing policy role required of cross-cutting issues.

It is important, therefore, that we have levels of government, departments within governments, and officers within departments who are willing to listen with the intention of being influenced, but what is also required is an organised non-government sector able to put forth ideas and local solutions. This requires both organized social economy infrastructure and the mechanisms supported by government for increased meaningful and purposeful exchange.

We have examples of this on a sectoral basis (for example certain sections of the voluntary and community sector linking with government to discuss funding issues, evaluation mechanisms and changes in service provision), which are indicative of bi-lateral or transactional relationships between sector / sector organizations and government / government departments. For example, in their annual performance report for 2007-2008, the Department of Health and Community services notes that ‘collaboration with stakeholders is fundamental to ensure equitable and quality services’ (p 10) and cites partnering with a number of organizations such as the Heart and Stroke Foundation of Newfoundland and Labrador and the Federation des Francophones de Terre-Neuve et Labrador.

There are also examples of special interest coalitions (task forces and organizations such as the Seniors Resource Centre Association working in conjunction with the Interagency Elder Abuse Committee – an alliance between community and government organizations). There are also examples of inter-connectivity between government departments, and between provincial, municipal and private sector organizations, some of which include social economy representation or strategies and action plans that outline intention to include



citizen's organizations and social economy organizations in current and future policy deliberations. However, in 2005 a workshop and report commissioned by the Department of Human Resources, Labour and Employment on the development of the poverty reduction strategy concluded that there was a need to balance government responsibilities and partnering arrangements with the voluntary and community sector in order not to overload the sector and that recognition of the contribution of the sector needed to be adequately resourced and compensated. There was, at this time, a felt need to redress the shift towards economic development overlooking the valuable social and community components to government initiatives.

Interestingly, in 2005 the Newfoundland-Labrador Federation of Co-operatives (NLFC) published a report<sup>24</sup> informing those in the social economy sector of the existence and role that co-operatives could have in developing the social economy and social economy enterprises in Newfoundland and Labrador's rural areas. The report links outlines federal and Atlantic wide programs (industry Canada and Atlantic Canada Opportunities Agency – ACOA - respectively) to support social enterprise and co-operatives contribution to this developing agenda. More recently this has actively developed into a co-operative development strategy and alliance between NLFC, the Department of Innovation, Trade and Rural Development, ACOA and the National Co-operative Development Initiative<sup>25</sup>. This includes establishing a co-operative developers' network, co-operative business development projects and increased focus on research and policy development relating to co-operatives.

Following in the footsteps of Saint John, New Brunswick, St. John's Newfoundland and Labrador joined the Vibrant Communities network<sup>26</sup> in 2006. Organising primarily around poverty reduction and community revitalisation, this action research project working in various metropolitan communities across Canada had more recently turned attention towards smaller and more rural communities and the work at federal and provincial levels of the Rural Development secretariat (Makhoul, 2007). As stated earlier, the Rural Secretariat in Newfoundland and Labrador has used the SSP as a springboard for their strategic direction.

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<sup>24</sup> See <http://www.nlfc.coop/documents/Social%20Economy%20Paper%20-%20October%20'05.pdf>

<sup>25</sup> In 2005, the Department of Innovation, Trade and Rural Development announced a partnership approach to co-operative development. In 2007, this was followed up with an announcement of a 5-year memorandum of understanding with NLFC to build on the work commenced in 2005.

<sup>26</sup> See <http://tamarackcommunity.ca/g2.php> for more information.

In a presentation to the resources committee of the House of Assembly in 2005, the then minister for the Department of innovation, Trade and Rural Development explained the function of the Secretariat as:

...building on the work of the Social Strategic Plan... evolving that plan, to create a process where people who are involved in social and economic development in different regions of the Province have a process where they can come together... to develop a region vision... For example, on the Burin Peninsula, they would come together and they would talk about what they need to do to live a healthy life on the Burin Peninsula. What do they need in education? What do they need in health care? What do they need for economic development? How could 30,000 people live good, healthy lives on the Burin Peninsula? What would be that vision? And to create a process, then, through the Provincial Council of the Rural Secretariat, to ensure that information comes directly up to government, and that grassroots experience and grassroots knowledge and grassroots people have regular access to government so that they can influence policy and program development at the very beginning.<sup>27</sup>

In more recent reports on place-based community visions (see for example, Gander-New-Wes-Valley Regional Council (2008) and Stephenville-Port aux Basques regional Council (2007)), there is also recognition and inclusion of social enterprise and the social economy and within the latter the role and contribution of non-profit organizations.<sup>28</sup> Furthermore, in 2008 in a verbal report<sup>29</sup> to the Government Services committee, the recognition and promotion of a voluntary sector voice within government is championed by the recently appointed minister responsible for the Voluntary Non-Profit Secretariat. Celebrating national Volunteer Week in the same year, the minister outlined continued support for the voluntary and non-profit sector, while admitting that ‘Government has much to do to address its own policies to support volunteerism, encourage partnership and get the best value for public resources’.<sup>30</sup>

The next section details some of the departments, mandates, strategies and policies that:

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<sup>27</sup> See [Resources Committee Meeting Minutes](#) for a full transcription of the Minister’s presentation

<sup>28</sup> See [http://www.exec.gov.nl.ca/rural/publications/Vision-GanderNWVFeb15\\_2008.pdf](http://www.exec.gov.nl.ca/rural/publications/Vision-GanderNWVFeb15_2008.pdf) and [http://www.exec.gov.nl.ca/rural/publications/Vision-StephenvilleDec11\\_2007.pdf](http://www.exec.gov.nl.ca/rural/publications/Vision-StephenvilleDec11_2007.pdf)

<sup>29</sup> [Government Services Committee Meetings May](#)

<sup>30</sup> <http://www.releases.gov.nl.ca/releases/2008/exec/0428n06.htm>

- mandate or encourage avenues for dialogue with third sector and social economy organizations;
- do / or have the potential for inter-sectoral collaboration and co-operation; and /or provide financial and technical support for specific activities;
- acknowledge interdependence in a mixed economy of care in delivery of a range of services and community development activities; and
- provide a springboard or platform for co-construction, co-production, implementation and evaluation of social and economic policies.

## **4.2. Policies and frameworks that support the development of the social economy and /or provide avenues for policy dialogue and development between social economy organizations and government.**

**4.2.1. Q. Is there a department with a mandate to support social economy organizations and activities?**

**A: No, but....**

There is no specific department with a mandate for ‘social economy’ or ‘third sector’. However, there are departments that are responsible for specific aspects of the social economy, for example:

- *Voluntary and Non-Profit Secretariat*: set up in 2007 as a direct response to sector pressure for more contact and consultation with the sector. As a result, the secretariat was established to facilitate better relationships between the non-profit sector and government and as a response to the commitments outlined in the Progressive Conservative Party’s Blueprint for 2007<sup>31</sup>, namely to:
  - designate a Minister Responsible for the Volunteer and Non-profit Sector and establish in the government a Volunteer and Non-profit Sector Office
  - formalize a policy and program framework to strengthen and support the community-based sector and to enhance the development of social economy

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<sup>31</sup> See <http://www.pccparty.nf.net/blueprint200711.htm>

enterprises, especially in rural regions, as means of improving services, providing additional employment

The mandate of the secretariat includes three specific areas: the provision of policy advice and expertise - a voice within government - on the needs and issues of the voluntary and community sector; promotion of volunteers and volunteering; and capacity building in the sector in order to meet changing community needs, including the development of programs and policies that support the sector. The minister responsible is also minister for intergovernmental affairs.

- *Department of Government Services* – responsible for the supervision and regulation of credit unions and caisses populaires and the administration of the Co-operatives Act. The department also takes care of non-profit incorporation. The registry of co-operatives is administered by the Commercial Registrations Division within the Consumer and Commercial Affairs branch and as of 2007, there were 73 registered co-ops, with an estimated 57,000 co-op members.
- *Department of Health and Community Services* - the department is the lead in multi- and cross-departmental initiatives such as violence prevention, healthy aging and poverty reduction strategies as well as a range of medical, child, family and community services and programs. For example, the department oversees the implementation and accountability of duties outlined in the Child Care Services Act. This includes licensing service providers. There are 6 known registered day care co-ops in Newfoundland (Canadian Co-operatives Association, 2006). The department has also undertaken work with, for example, the Canadian Cancer Society and the Canadian Mental health Association.
- *Department of Human Resources, Labour and Employment* – the Department is the lead for the government-wide poverty reduction strategy. This type of network offers the opportunity to bring various stakeholders including social economy organisations together to look at finding solutions to a community-wide issue.
- *Department of Innovation, Trade and Rural Development* – the department was established in 2004 and currently works in partnership with NLFC to support and promote the development of co-operatives in rural areas and there are eight regional development workers to assist this process. This is part of the overall remit of the

department to provide business skills, information, advocacy and financial support programs to small- medium-sized enterprises which includes co-operatives, credit unions and community development corporations.

- *NL Policy Network* - the network, which was set up in 2007 with an inaugural policy conference, is an initiative of the Office of the Executive Council and its aims are/were to establish a network of policy researchers, analysts and developers from all sectors. The aim was to build policy capacity in the province. The website hosts a policy network register where practitioners can register to be part of the network. Since the first event in 2007 and two newsletters produced in the same year, there does not appear to be any other events organised by the government department, or sponsored by the network. However, the site is live and current with events being promoted such as those organised by the Canadian Evaluation Society, the Harris Centre, and the Institute of Public administration, Canada.
- *Rural Development Secretariat* – support for social economy and social enterprise at a local (municipality level) through regional councils.

**4.2.2 Q: Is there legislation that commits federal, provincial and/or municipal governments to support social economy organizations and activities?**

**A: Yes**

- *Canada Revenue Income Tax Act* – some organizations may qualify for non-profit status under this act if they are not eligible to register as a charity.
- *Co-operative Act (Department of Government Services)*
- *Credit Unions Act*
- *Government Memorandum of Understanding with NL Federation of Co-operatives* – the Department of Innovation, Trade and Rural Development’s five year agreement signed in 2007 to underline work started in 2005 with NLFC, to support and develop co-operatives (particularly rural co-ops).

**4.2.3. Q. Are there policies that define broader government support for social economy and social economy and third sector organizations and activities?**

**A. Yes**

- *Activity Plan 2008-2011 (Department of Intergovernmental Affairs)* – a strategic direction and action plan that includes specific mention of the volunteer and non-

profit sector. It expresses the desire for a stronger relationship between the sector and government by 2011 and provides particular milestones to achieve this.

- *Blueprint for Prosperity ( Department of Innovation, Trade and Rural Development)*  
– Pg 16 of the report, suggests that this strategy is owned not only by government but is a partnership with citizens and points to aims to encourage and support opportunities for collaboration between for example government, R&D and education institutions and community and business associations. The report highlights the work of NL Organization of Women Entrepreneurs which supports women through its network of community-based facilitators. A news release from the Executive Council (2007) announcing the new minister for the volunteer and non-profit sector, reported that the Blueprint committed the provincial government to formalize a policy and program framework to strengthen and support the community-based sector and to enhance the development of social economy enterprises, especially in rural regions, as means of improving services, providing additional employment; recognize and celebrate the work of community volunteers. This was to be achieved through discussions with the Community Services Council and other community organizations in the volunteer sector ‘to improve the grants process, and to identify opportunities for co-operation and collaboration’, which would mean an ‘increase funding for the Community Services Council [and a commitment to] continue to implement the recommendations of the task force on the not-for-profit sector; and work with volunteer and non-profit organizations on measures to enhance employment stability for organizational staff’.
- *Budget 2008 (Executive Council Finance)* - outlines the numbers of volunteers and organisations and announces the commitment to ‘draw on the talents, energy and compassion of thousands of volunteers and hundreds of community-based organizations across our province’ assisted by the appointment of a minister with portfolio for the volunteer and non-profit sector.
- *Climate Change Action Plan (Department of Environment and Conservation)* – the plan stresses partnerships as key to responding and adapting to climate change and includes non-government organizations and citizens. Recent partners include the NL Lung Association and NL Green Trust.

- *From the Ground Up (Executive Council)* - produced in 2003 and contained on a small section of the Rural Secretariat website, this document claims to be the ‘first step in the first ever social audit’. The aim is to look at well-being measures and indicators to measure the effectiveness of social programs including those in health, education, employment and income. Links to Community Accounts and builds on the Strategic Social Plan.
- *Provincial Healthy Aging: policy framework (Department of Health and Community services)* – to directly address the issues of an aging population. It is an inter-departmental plan and links action plans to existing policy initiatives such as the Poverty Reduction Strategy; the Recreation and Sport Strategy and Action Plan; the Provincial Wellness Plan; and the Violence Prevention Initiative. The Department believes that collaboration with stakeholders is a basic requirement to ensure equitable and quality services as well as improving accountability.
- *Securing our Future Together (Executive Council Finance – 2000)* – the interim report on the Renewal Strategy for Jobs and Growth specifically mentions the ‘social economy’ as ‘providing a range of goods and services, and employment opportunities through volunteer networks at the community level that neither the private sector nor government is well positioned to meet’ The report provides an example - Evergreen Recycling and Mill Lane Enterprises in St John’s - a non-profit organization, administered by the Waterford Foundation, with a mandate to deliver community-based vocational rehabilitation programs for people with mental illness. This enterprise operates a recycling and woodworking/textile business that employs 120 people who have moderate to severe mental disabilities.
- *Visions to Actions: a roadmap to 2020 (Rural development Secretariat, 2007)* – looks at the role of the Secretariat and the ten regional offices particularly in relation to sustainable development. Its remit is to foster collaboration and information sharing and ‘encourages integrated thinking and shared decision-making on regional issues’. The policy document also emphasises the involvement of engaged citizens through the regional councils (mentioned above)

**4.2.4 Q. Are there programs and/or initiatives that support the social economy through: start up or seed funding for social economy organizations (e.g. co-operatives, non-profit enterprises, etc.) and/or ongoing funding and support (e.g. via infrastructure organizations such as cooperative development agencies or direct to social economy organizations)?**

**A. Yes**

- *Business and Market development Program (Department of Innovation, Trade and Rural Development)* – aimed at small business and entrepreneurs to build capacity to pursue new business ideas and markets. Co-operatives (with less than 50 employees and a turnover of less than \$5m) are eligible to apply.
- *Community Based Housing Program (Newfoundland and Labrador Housing Corporation)* – the housing arm of the provincial government provides financial and operational support to community based (non-profit) housing organizations
- *Community Capacity Building (Department of Innovation, Trade and Rural Development)* - provides facilitators to work with ‘not-for-profit economic development organizations’ to support communities to respond to ‘their own challenges and opportunities’ through a training or an industry planning session.
- *Early Childhood Learner Grants Program (Department of Education)* – funding is available to non-profits to support early learning literacy and numeracy. Although most grants go to schools and libraries, 2007 funding included grants to the Community Centre Alliance and the Salvation Army.
- *Grants to Youth Organisations (Department of Human resources, Labour and Employment)* – funds specific services for young people through youth-serving organizations.
- *Innovation Enhancement Program (Department of Innovation, Trade and Rural Development)* – funding for public sector and not-for-profit and community organisations to support core administration functions or to compete with private enterprise in order to enhance innovation in the province.
- *Regional Co-operative Development (Department of Innovation, Trade and Rural Development)* – partnership with NL Federation of Co-operatives to support and promote the development of rural co-operatives via the appointment and direct support of eight regional development workers



- *Revolving Loan Fund (Craft Council of NL)* – member-based loan fund – loans of up to \$3000 (craft, gift and apparel sector)<sup>32</sup>
- *Small Enterprise Co-op Placement Assistance Program* (Department of education/Department of Human resources, labour and Employment) – this is aimed at students at Memorial University and College of North Atlantic to encourage placements within non-profit organizations. The fund covers over 1000 wage subsidies of student salaries for a 12-16 week work placement.
- *Strategic Plan 2008-2011 (Department of Fisheries and Aquaculture)* – the Department provides advice and policy guidance for the support of industry development includes environmental non-governmental organizations.

**4.2.5. Q. Is there support for community and sector engagement in policy formulation?**

**A: Yes**

- *Minister's Advisory Committee for the Child, Youth and Family Services Act* (Department of Health and Community Services) – members include 2 community representatives, 2 consumer representatives and 2 representatives from cultural or minority ethnic communities.
- *Strategic Plan 2006-2008 (Department of Finance)* – the plan identifies citizens and volunteer organizations as key stakeholders and that the Department works collaboratively with key stakeholders (Section 6). However, in the 2009, strategy document, *Building on Our Strong Foundation*, which gives a statistical overview of the health of the economy in NL including an industry based analysis, there is no detail regarding non-profit and co-operatives in terms of goods and service provision.
- *Throne Speech 2008* – appointment of a minister for volunteer and non-profit sector
- *Youth Advisory Committee (Department of Human resources, Labour and Employment)* – a forum for young people between the ages of 15 and 19 to advise on youth-related policies and programs. The Committee has 15 young person members and 4 adult mentors who are appointed to serve a two or three year term.

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<sup>32</sup> <http://www.craftcouncil.nl.ca/about/funding.asp>

**4.2.6. Q. Are there specific policies geared towards involvement of communities of interest (Aboriginal and First Nations), geographical communities (rural development) and specific sectors (health, housing) in policy development?**

**A. Yes**

- *The future of our land. A future for our children. A Northern Strategic Plan for Labrador (Department of Labrador and Aboriginal Affairs)* – the strategy outlines the government’s commitment to seek input from citizens to shape public policy and the Plan identifies ways in which policies and programs can be improved in Labrador and points to community organizations as ‘great foundations on which to build’ with significant networks of local leadership. Reports from consultation meetings commended government on community involvement with the rider that more needed to be done to both talk to and listen to communities in relation to program development and policy formation.
- *Strategic Plan to Address Elder Abuse* - this plan is presented as a multi-sector strategy and its development involved both government and community stakeholders. The document itself is authored by the Seniors Resource centre Association and the five year action plan is overseen by the *Interagency Elder Abuse Committee*.
- *Women’s Policy Office (part of the Executive Council)* – provides a gender-based analysis to government policy and advises departments on gender equity and impacts on women of policy development and implementation. The Women’s Policy Office is the lead for the Violence prevention Initiative, which has non-profit and community organisation expertise to advise on policy specifically related to violence against women. The Office also supports dialogue around Aboriginal women’s experiences.

**4.2.7 Q. Are there policies/initiatives at a local level linked to social economy organizations and sector development?**

**A. Yes**

- *Stephenville-Port aux Basque Regional Council (Rural development Secretariat)* – members of the Council consist of those with experience of the social economy. In a vision statement the Council recognised the strong history of non-profit organizations

n the province and the development of social enterprises and stated: "It is important to continue to ensure our social economy is supported and promoted as an asset to our lifestyle and/or values."

- *Gander-New-Wes Valley Regional Council* – produced a vision document which talks about both business and social enterprise and ways in which to provide support for social, commercial and cultural enterprises.
- *Sustainable Development Plans* - Many towns with the support of Municipalities Newfoundland Labrador are undertaking consultation/community engagement exercises and self assessment to produce action plans for social, economic, environmental and cultural sustainability e.g. Norris Point, Bishop's Falls, Deerlake (281 municipalities in total will be approached to take part)

**4.2.8. Q. Are there other support and infrastructure organizations geared to supporting social economy organizations (SEOs) or promoting joint working between SEOs and government (and private sector)?**

**A: Yes**

- *Community Services Council Newfoundland and Labrador* – CSC is an independent organization whose mission is to encourage citizen engagement, to promote the integration of social and economic development and to provide leadership in shaping public policies. The website provides access to information, services and programs as well as publications and resources. Hosts a virtual portal for resources linked to the voluntary and community sector<sup>33</sup>
- *Co-operative Housing Association of Newfoundland and Labrador (CHANAL)* – represents housing co-ops and provides a range of member services
- *Credit Union NL* – provides resources for non-profits on its website including registration, selecting a board of directors, available grant.
- *Federation des Francophones de Terre-Neuve et Labrador* – community and economic development and promotion of francophone communities' needs and rights in the province.

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<sup>33</sup> <http://www.envision.ca/templates/aboutcsc.asp?ID=61>

- *Multicultural Women's organization of Newfoundland and Labrador* – provincial branch of the National Organization of Immigrant and Visible Minority Women of Canada
- *NL Association of Community Business Development Corporations* – network of non-profits supporting small business development – provides seed capital programs; youth ventures program, financial assistance to entrepreneurs and business counselling.
- *NL Federation of Co-operatives* - the central agency representing the collective interests of the co-operative business sector in the province. The NLFC promotes the co-operative business model and supports the growth and development of co-op enterprise.
- *Réseau de développement économique et d'employabilité Terre-Neuve-et-Labrador (RDÉE TNL)*- part of a Canada-wide network supporting Acadian and francophone Canadians in rural Canada.
- *Seniors' Resource Centre* – the centre has been involved in multi-sector development of a range of policies linked to elder care in the province and particularly in the metro area of St John's.
- *Stella Burry Community Services* - Stella Burry Community Services is an incorporated body of the United Church of Canada, and provides a range of housing, employment and education-related support services to vulnerable populations in the City of St. John's. It also provides transitional and long-term housing and shelter solutions through Carew Lodge, the Naomi Centre, Emmanuel House and the Rawlins Cross Development. The Centre also houses social enterprise Stella's Cafe.

## 5. Findings and conclusions

The Table below provides a summary of information from the review in the above section.

1. Is there a department with a mandate to support social economy organizations and activities?	N
2. Is there legislation that commits federal, provincial and / or municipal governments to support social economy organizations and activities?	Y
3. Are there policies that define broader government support for social economy and social economy and third sector organizations and activities?	Y
4. Are there programs and/or initiatives that support the social economy through: start up or seed funding for social economy organizations and/or ongoing funding and support?	Y
5. Is there support for community and sector engagement in policy formulation?	Y
6. Are there specific policies geared towards involvement of communities of interest, geographical communities and specific sectors (health, housing) in policy development?	Y
7. Are there policies/initiatives at a local level linked to social economy organizations and sector development?	Y
8. Are there other support and infrastructure organizations geared to supporting social economy organizations (SEOs) or promoting joint working between SEOs and government (and private sector)?	Y

Unlike other Atlantic Provinces, the use of the label ‘social economy’ appears in both practitioner and government recordings of speeches, workshops and in written literature. What is clear from this initial investigation is that there is no consistent understanding, or usage of the term ‘social economy’ in Newfoundland and Labrador. However, it is applied more (than in other provinces) to describe activities that involve social enterprises, non-profit organizations, co-operatives and mutuals. For example, This is not unusual and in many ways reflects how both government and social economy organizations or sub-sectors are organised: theme and issues based activities (e.g. health, education, business); the services provided to particular sections of the communities (e.g. youth, seniors, people with physical disabilities, mental health issues and other specific needs); categorised by organisational legal and governance structures (e.g. charity, volunteer organisation, self-help group, co-operative, credit union).

Rather than a focus on the broader umbrella of ‘social economy’, this means policies and activities are geared to one or more of the sub-groups that fall under a definition of ‘social economy’ and we can see this in the caveat given to the allocation of ‘no’ to department mandates in the table above and in previous discussion. There are departments with specific mandates for specific parts of the social economy. In development and policy areas, this tends to be mainly non-profits, with perhaps the exception of housing co-operatives. For co-operatives and social enterprise, these tend to be grouped with economic development and ‘business’ and government policies and support tend to be more focused on registration and

compliance, technical support and start-up finance. In this respect, charities and non-profit voluntary and community organizations appear to be more ‘visible’ in terms of contributing and responding to (social) policy developments and initiatives.

Engagement in policy determination and design seems to be of a consultative nature than full participation. There are some cross-cutting issues – such as anti-poverty initiatives – that involve multi-sector organisations and actors although often with an emphasis on public-private sector partnership. Often involvement of ‘community’ partners is geared to elected members (municipal representatives) and / or individual citizens.

There is use of the term ‘social and economic development’ although, as Infanti discovered in 2003, this is often used to promote economic development (growth, attraction and retention of work age individuals including immigrants, new business) which may have social benefits (revitalisation of urban or rural communities). What we have seen from the above review are attempts to redress this imbalance.

Collaborative activity at a provincial level is most visible although there are hubs of activity at municipal level and this is matched by development initiatives in the third sector, for example: Stella Burry Community Services and the Federation des Francophones de Terre-Neuve et Labrador. There are also opportunities for cross-departmental and cross-cutting issues to involve non-governmental stakeholders in areas of provision of human service organisations and services (for example, poverty reduction; elder abuse; family violence; status of women; vibrant communities). One of the guiding principles underpinning the poverty reduction strategy and ways of working is to work towards better co-ordination and awareness of issues through increase dialogue between government and community organizations.

It is still early days, to evaluate the impact of appointment of a minister with portfolio for the voluntary and community sector. Likewise, although co-operative rural development initiatives have been underway since 2005, there has been new impetus with the appointment of regional development officers and the expanded remit of the Rural Secretariat.

However, we can begin to look at different ways to analyse and describe policy development and engagement with stakeholders – this can be looked at in terms of structural relationships: transaction (single issue and finding relationships which tend to be bi-lateral) and evolution and transformation (multi-stakeholder dialogue and partnership opportunities); place-based and geographical (level of government; geographical – rural /urban); and in terms of levels of participation and engagement of key stakeholders (co-construction and co-production of policies and services).

This desk based research has looked at what information and signs of activities are accessible through publicly available information: government documents and details of current initiatives. It is recognised that the policy environment is a dynamic one and this type of

research cannot account for all the developments and changes that may occur between the time of examination of documents and the reporting of findings. There are key actors – on the ground - from government departments and social economy organisations who can support the development of this information and help to give voice and shape to what's happening on the ground with regard to policy in action. Their experiences and interpretations are important. The policy scan and review gives a useful platform and foundation which can support further research in each province to further develop dialogue with key stakeholders - policy movers, shakers and consumers - around the scope and contribution of social economy organizations and policies and frameworks that can support the support social economy organizations at municipal, provincial and federal levels.

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## Appendix A

<b>Elements of Government Support identified and recorded in Newfoundland &amp; Labrador (Infanti, 2003)</b>	
<b>Policy</b>	
1. Is there a department with a mandate to support CED?	Y
2. Is there legislation that commits the province to support CED?	N
3. Are there policies that define departmental roles in CED?	Y
4. Are there policies that define broader government support for CED?	Y
5. Are there policies that devolve authority to local bodies for regional or community economic development?	N
<b>Social Capital</b>	
6. Are there CED programs or initiatives that build social capital through:	
a) CED project funding?	Y
b) Ongoing funding to community and/or regional development organizations?	Y
c) Support for community capacity-building?	N
d) Co-operative development?	N
e) Aboriginal CED?	N
f) Rural development?	N
g) Urban development?	N
h) Regional economic planning?	Y
<b>Human Capital</b>	
7. Are there CED programs or initiatives that build human capital through:	
a) Youth programs?	N
b) CED education, training and learning opportunities for practitioners?	N
c) CED leadership development?	N
d) Programs for CED volunteers or interns?	N
<b>Financial Capital</b>	
8. Are there CED programs or initiatives that build financial capital through:	
a) Support for community development financing institutions?	N
b) Capitalization of local trusts and foundations?	N
c) Loan funds?	N
d) Loan guarantees?	Y
e) Tax credits?	Y
f) Venture capital funds?	Y
g) Community bonds?	N
h) Micro-lending?	Y
<b>Natural Capital</b>	
9. Are there CED programs or initiatives that build natural capital through community resource management programs, like:	
a) Community forestry projects?	N
b) Community fishery projects?	N
c) Other local resource stewardship projects?	N
d) Other sustainable development initiatives?	N

## Appendix B

### Policies, programs and documents identified and recorded: Newfoundland & Labrador

Document Details	Year	Source	Comments
<a href="#">CUDG Business Plan 2008-2010</a>	2008	Credit Union Deposit Guarantee	The CUDG is a crown corporation reporting to the Minister of the Department of Government Services, who in N&L has responsibility for the regulation of credit unions. This report is prepared in response to the 2004 Transparency and Accountability Act. CUDG's stated mission is, by 2010, to have in place improved systems to facilitate credit union compliance with sound business practice through the improvement of the corporate governance of credit unions accompanied by new credit union act and regulations and information session delivered to credit union directors and management.
<a href="#">Investing in Children, Youth and Families - news release</a>	2009	Department of Child, Youth and Family Services	Announces setting up of the new department
<a href="#">All the Skills to Succeed - Skills Task Force Report 2007</a>	2007	Department of Education	The Skills Task Force was established in 2006. The task force has undertaken consultation exercises with stakeholders and the general public to them provide recommendations on the Province's labour and skills requirements. Focus on skilled trades also diversity of workforce - encouraging opportunities for aboriginal people, people with disabilities and women. Stresses the need for partnerships with stakeholders (industry sectors) - this coordinated the Industry Coordinating Committee (ICC), with representation from industry, labour, post-secondary institutions, non-governmental organizations and government. Over \$50million committed towards the task force action plan. A youth panel was set up and the Canadian Policy research Network conducted 13 dialogue sessions with young people across N&L (as well as in Alberta and Ontario) to feed into the Youth Retention and Attraction Strategy. Report from CPRN due in 2009.
<a href="#">Community Access Program</a>	1998	Department of Education	The Community Access program was developed by Industry Canada in 1995 to help communities in rural and remote settings to get internet access, and to develop the necessary skills to use IT effectively. This is achieved through community-based internet access facilities. In 1998, federal and provincial governments partnered to offer CAP N&L.
<a href="#">Early Childhood Learning Grants program</a>	2005	Department of Education	Funding is available for non-profit organizations to apply for funding to support early literacy and numeracy development. Most grants go to schools and libraries. In 2007, organizations funded included Community Centre Alliance, Association for New

Document Details	Year	Source	Comments
			Canadians, and The Salvation Army.
<a href="#">Climate Change Action Plan</a>	2007	Department of Environment and Conservation	Stresses that partnerships are key to reducing and adapting to climate change - includes non-government organisations and citizens. Working with NL Green Trust. Also with NL Lung Association to promote idle-free zones around schools and hospitals
<a href="#">Environmental Protection Act</a>	2002	Department of Environment and Conservation	
<a href="#">Sustainable Development Act</a>	2007	Department of Environment and Conservation	Sets up a round table on sustainable development.
<a href="#">Building on Our Strong Foundation: the Economy 2009</a>	2009	Department of Finance	Gives statistical overview of the state of the economy and demographic changes. Does an industry based analysis - does not include non-profit or co-operatives in terms of goods and services provision.
<a href="#">Strategic Plan 2006-2008</a>	2006	Department of Finance	Identifies citizens and volunteer organizations as key stakeholders and states that the Dept works collaboratively with key stakeholders (Section 6)
<a href="#">Strategic Plan 2008-2011</a>	2008	Department of Fisheries and Aquaculture	<p>The department develops, implements, and provides advice on fisheries and aquaculture policies for the support of resource and industry management, growth, and development. Primary clients include:</p> <ul style="list-style-type: none"> <li>• Fishing and Aquaculture industry Non-Government Organizations (NGOs)</li> <li>• Environmental Non-Government Organizations (ENGOS) •</li> <li>• Consumers</li> <li>• People of Newfoundland and Labrador</li> </ul>
<a href="#">Buildings Accessibility Act</a>	1992	Department of Government Services	<p>The Act notes the continuing existence of The Buildings Accessibility Advisory Board, which includes persons with disabilities, appointed for 2 years and paid out-of-pocket expenses. Related regulations: Buildings Accessibility Regulations, 2006: <a href="http://www.assembly.nl.ca/Legislation/sr/Regulations/rc961140.htm">http://www.assembly.nl.ca/Legislation/sr/Regulations/rc961140.htm</a></p> <p>Single issue: disability access and inclusion.</p>

Document Details	Year	Source	Comments
<a href="#">Co-operatives Act</a>	1998	Department of Government Services	The registry of co-ops is administered by Commercial Registrations Division, Department of Government Services. As of 2007, there were 73 registered co-ops.
<a href="#">Corporations Act</a>	1986	Department of Government Services	
<a href="#">Corporations Regulations</a>	1996	Department of Government Services	
<a href="#">Credit Union Act</a>	2009	Department of Government Services	
<a href="#">Credit Union Regulations</a>	2009	Department of Government Services	Among other things sets out business commencement requirements - business case (show how liquidity and capital requirements will be met, information on membership base, economic environment, 5 year financial plan and marketing plan, paid up membership of 500 members, min initial deposit of £1 million, board and staff training satisfactory to the guarantee corporation, operating policies and procedures, premises satisfactory to the guarantee corporation; security equipment as required by the CUMIS Group Limited, and a computer system.
<a href="#">Adoption Act</a>	1999	Department of Health and Community Services	<p>The Adoption Act allows for children under the age of 12 to have input into their adoption (ministerial statement, Health and Social Services, 1999) as well as licensing of adoption agencies to process adoption applications and to provide placement support to children, birth families and adoptive parents. The delivery of services through community boards will provide opportunities for establishing partnerships with community groups and allow services to be provided within the individual communities.</p> <p><a href="http://www.releases.gov.nl.ca/releases/1999/health/Min-State.Dec.02.htm">http://www.releases.gov.nl.ca/releases/1999/health/Min-State.Dec.02.htm</a></p> <p>Single issue: from 2003 gives information access to organizations such as Origins Canada part of an international organization (originally a self-help group started in Australia) that researches and campaigns around adoption issues, including liaison with government departments and promotion of legislation and reforms (<a href="http://www.originscanada.org/aims_and_objectives.html">http://www.originscanada.org/aims_and_objectives.html</a>). Relevant to organizations in N&amp;L such as Newfoundland and Labrador Families Adopting Multiculturally (NLFAM). Associated regulations:</p>

Document Details	Year	Source	Comments
			Adoption Regulations, 2005, Department of Health and Community Services ( <a href="http://www.assembly.nl.ca/Legislation/sr/Regulations/rc050085.htm">http://www.assembly.nl.ca/Legislation/sr/Regulations/rc050085.htm</a> ) Adoption Agency Fees Regulations, 2005, Department of Health and Community Services ( <a href="http://www.assembly.nl.ca/Legislation/sr/Regulations/rc050086.htm">http://www.assembly.nl.ca/Legislation/sr/Regulations/rc050086.htm</a> )
<a href="#">Activity Report 2007-2008</a>	2008	Department of Health and Community Services	This is the report of the Minister's advisory committee for the Child, Youth and Family services Act. Members include: 2 community representatives, 2 consumer representatives (1 vacant) and 2 reps from cultural or minority ethnic communities (1 vacant). The function of the committee is to review the Act and a committee is called every two years.
<a href="#">Annual Performance Report 2007-2008</a>	2008	Department of Health and Community Services	pg 10: Collaboration with stakeholders is fundamental to ensure equitable and quality services in population health; public health capacity; accessibility to priority services and improved accountability and stability in the health and community services system. pg 11: The Department has partnered with many organizations including but not limited to the Canadian Cancer Society, Canadian Diabetes Association, Canadian Mental Health Association, Federation des Francophones de Terre-Neuve et Labrador and Heart and Stroke Foundation of Newfoundland and Labrador.
<a href="#">Annual Report 2006</a>	2006	Department of Health and Community Services	The Department of Health and Community Services has a close relationship with other departments across government to achieve its mandate. Collaboration activities focus on Wellness, Early Learning and Child Care, Smoke Free Environments, Seniors, Addictions and many others. Includes advocacy groups in its list of clients /stakeholders.
<a href="#">Child Care Services Act</a>	1998	Department of Health and Community Services	The Act defines 'child care' and persons considered to be providing child care services. It provides for establishing and licensing of child care services and centres and accompanying regulations look at service provision, management and standards. <a href="http://www.health.gov.nl.ca/health/childcare/pdffiles/childcare_centres_policies.pdf">http://www.health.gov.nl.ca/health/childcare/pdffiles/childcare_centres_policies.pdf</a> (detailed information on requirements of Act and Regulations ) <a href="http://www.assembly.nl.ca/Legislation/sr/Regulations/rc050089.htm">http://www.assembly.nl.ca/Legislation/sr/Regulations/rc050089.htm</a> (Child Care Services Regulations, 2005) The largest numbers of childcare co-ops are found in Ontario, Saskatchewan and Manitoba although in 2004, there were 6 known registered day care co-ops in Newfoundland

Document Details	Year	Source	Comments
			(Canadian Co-operatives Association, 2006).
<a href="#">Child, Youth, And Family Services Act</a>	1998	Department of Health and Community Services	
<a href="#">Children's Law Act</a>	1988	Department of Health and Community Services	
<a href="#">Early Learning and Childhood Plan</a>	2006	Department of Health and Community Services	
<a href="#">Health and Community Services Act</a>	1995	Department of Health and Community Services	
<a href="#">Health Care Association Act</a>	1998	Department of Health and Community Services	
<a href="#">Health Research Ethics Authority Act</a>	2006	Department of Health and Community Services	
<a href="#">Mental Health Care and Treatment Act</a>	2006	Department of Health and Community Services	
<a href="#">Mental Health Care and Treatment Regulations</a>	2008	Department of Health and Community Services	
<a href="#">Neglected Adults Welfare Act</a>	1995	Department of Health and Community Services	
<a href="#">Personal Care Home Regulations</a>	2001	Department of Health and Community Services	
<a href="#">Provincial Health Aging: policy framework</a>	2007	Department of Health and Community Services	P5: The goal of the policy framework is to provide key directions for government to prepare for the needs of an older population. An integrated one-year action plan has been developed to begin this process. The implementation plan involves several government departments and various action items are being supported through established government initiatives, such as the Poverty Reduction Strategy, the Recreation and Sport Strategy and

Document Details	Year	Source	Comments
			Action Plan, the Provincial Wellness Plan and the Violence Prevention Initiative.
<a href="#">Smoke-Free Environment Act, 2005</a>	2005	Department of Health and Community Services	
<a href="#">Smoke-Free Environment Regulations</a>	2005	Department of Health and Community Services	
<a href="#">Young Persons Offences Act</a>	2005	Department of Health and Community Services	HRLE's brief is to enhance social and economic outcomes for individual, families, employers and communities throughout the Province. As such they work in partnership with community agencies and others to achieve their objectives: attraction and retention of young people and immigrants; leading the poverty reduction strategy and is the key agency for government wide initiatives to support people with disabilities.
<a href="#">Annual Report 2007-2008</a>	2008	Department of Human Resources, Labour and Employment	
<a href="#">Diversity - opportunity and growth</a>	2007	Department of Human Resources, Labour and Employment	
<a href="#">Employability Assistance for Persons with Disabilities Program</a>	N/A	Department of Human Resources, Labour and Employment	
<a href="#">Grants to Youth Organizations</a>		Department of Human Resources, Labour and Employment	Two types of grant – <ul style="list-style-type: none"> <li>• Administrative Grants – a contribution towards the operational requirements of a youth-serving organization.</li> <li>• Service Agreements for Youth – funding for specific services or events targeted to youth.</li> </ul>
<a href="#">Income and Employment Support Act</a>	2002	Department of Human Resources, Labour and Employment	
<a href="#">Income and Employment Support Regulations</a>	2004	Department of Human Resources, Labour and Employment	



Document Details	Year	Source	Comments
<a href="#">Income Support Program</a>	N/A	Department of Human Resources, Labour and Employment	
<a href="#">Policy on Multiculturalism</a>	2008	Department of Human Resources, Labour and Employment	
<a href="#">Poverty Reduction Strategy</a>	2006	Department of Human Resources, Labour and Employment	
<a href="#">Report on Workshop Session on the Development of a Poverty Reduction Strategy</a>	2005	Department of Human Resources, Labour and Employment	<p>This report was produced by Goss Gilroy Inc who organized and facilitated a series of workshops of behalf of the Department - the lead department for the government-wide initiative. Calls for a need to balance social and economic development - shift away from social to be addressed. Generally, the view was expressed that there is a need to define and promote broader understanding of the role of the community in working with government to effect change. Government is seen as often downloading its responsibilities to community groups rather than developing a sound partnership with them. Community-based organizations stated that despite the fact they are carrying out tasks which should be done by government, and leveraging significant community in-kind resources to do so, their contribution is not well recognized nor adequately funded by government. There is a need to ensure that when new government initiatives have a community component, community organizations are consulted on the design and the potential impacts. The following factors appear to contribute to the success of the initiatives that work:</p> <ul style="list-style-type: none"> <li>• Policies <ul style="list-style-type: none"> <li>○ Sustained, stable multi-year funding</li> <li>○ Universal access to programming</li> <li>○ Policy changes that remove barriers to supports</li> </ul> </li> <li>• Roles/delivery <ul style="list-style-type: none"> <li>○ Effective collaboration of government with community organizations, including complementary roles</li> <li>○ Responsive to needs identified by the community</li> </ul> </li> </ul>

Document Details	Year	Source	Comments
			<ul style="list-style-type: none"> <li>○ The skills and positive attitude/approach of staff – in community agencies and front line government workers</li> <li>○ Collaboration and connections among community groups</li> <li>○ Bringing services to where the people are</li> </ul>
<a href="#">Small Enterprise Co-op Placement Assistance Program - volunteer initiative Department of Education</a>	2008	Department of Human Resources, Labour and Employment	This is the sister program to the SECPAP - paid employment program. The volunteer initiative is aimed at co-op students at Memorial University and College of North Atlantic and non-profit organizations. The fund covers 1005 wage subsidies towards the student's salary of a 12-16 week work-term placement.
<a href="#">Strategic Plan 2008-2011</a>	2008	Department of Human Resources, Labour and Employment	
<a href="#">Wage Subsidy Program for Graduates with Disabilities</a>	N/A	Department of Human Resources, Labour and Employment	
<a href="#">Youth Advisory Committee</a>	2008	Department of Human Resources, Labour and Employment	Recognising the input of the YAC, established in 2001 as a forum for youth to voice their views and concerns on matters of public policy in the province. The YAC advises government on youth-related programs and policies. Under the sponsorship of the Department of Human Resources, Labour and Employment, the YAC is comprised of 15 young people, between the ages of 15 to 29, and four adult mentors who are appointed to serve either a two or three year term.
<a href="#">Youth Retention and Attraction Strategy</a>	2008	Department of Human Resources, Labour and Employment	
<a href="#">Innovation Enhancement Program</a>		Department of Innovation, Trade and Rural Development	The Innovation Enhancement Program provides assistance to public sector institutions, not-for-profit groups, community organizations and industry associations for projects that enhance innovation in the province. Funds cannot be used to support core administration functions or to compete with local private enterprise.
<a href="#">Regional Co-operative development</a>	2005	Department of Innovation, Trade and Rural Development	The news release announced the partnership with Newfoundland and Labrador federation of Coops for support and promotion of coops in rural areas. The strategy also includes eight regional development workers.

Document Details	Year	Source	Comments
<a href="#">Business and Market Development Program</a>	N/A	Department of Innovation, Trade, and Rural Development	<p>The Business and Market Development Program provides new entrepreneurs and expanding small businesses with funding to help them acquire the necessary expertise to pursue new business ideas and new markets for their products or services. The program supports new growth opportunities in the economy, such as value-added manufacturing activities and export-oriented opportunities; co-operatives and other similar structures, are eligible to apply ((those with less than 50 employees and less than \$5 million in annual sales). The program will provide assistance of up to \$25,000 in the form of a non-repayable grant. Applications will be considered for the following projects:</p> <ul style="list-style-type: none"> <li>• Developing new markets or researching new product development opportunities.</li> <li>• Technical feasibility research relating to potential new business opportunities.</li> <li>• Acquiring external expertise on production processes, marketing, financial management or other internal company needs for growth and expansion</li> </ul>
<a href="#">Community Capacity Building</a>	N/A	Department of Innovation, Trade, and Rural Development	
<a href="#">Co-operative Development</a>	2005	Department of Innovation, Trade, and Rural Development	<p>In 2005, the Dept of Innovation, Trade and Rural Development and the Federation of Co-operatives (NLFC) announced a partnership to advance the regional co-operative development strategy. A co-operative developers' network was established comprising 8 departmental staff whose role is to initiate regional projects and promote the co-op model of business. Existing co-ops are also assisted with advice on funding proposals, by-laws, co-op legislation, board training and business planning.</p>
<a href="#">Government signs MOU with NL Federation of Co-operatives</a>	2007	Department of Innovation, Trade, and Rural Development	<p>This press release announces the signing of a 5 year memorandum of understanding between the government of NL and the NLFC, building on an initiative started in 2005. The release states:</p> <p>"In September 2005, our government and NLFC established a regional developers' network dedicated to using a co-operative model of economic development," said the Honourable John Ottenheimer, Minister of Intergovernmental Affairs, on behalf of the Honourable Trevor Taylor, Minister of Innovation, Trade and Rural Development (INTRD). "At that time, a number of staff members from INTRD offices across the province began working with NLFC through this network to provide dedicated counseling</p>

Document Details	Year	Source	Comments
			<p>services to potential and existing co-ops. Since February 2006, six new co-ops have been incorporated which is a very positive development for rural Newfoundland and Labrador."</p> <p>The main components of the MOU are: a continuation of the current network structure; development of training modules; linking the two organizations' Web sites; mutual promotion of each organization's programs; and the development of an operational strategy to implement micro-enterprise pilot projects in the province.</p>
<a href="#">Steps to Starting a Small Business</a>	2006	Department of Innovation, Trade, and Rural Development	This handbook produced by the dept introduces co-operatives as one of the most common forms of small business in N&L
<a href="#">Strategic Partnership Initiative</a>	N/A	Department of Innovation, Trade, and Rural Development	
<a href="#">Safer Communities and Neighbourhoods Act</a>	2007	Department of Justice	
<a href="#">The future of our land. A future for our children. A Northern Strategic Plan for Labrador</a>	2006	Department of Labrador and Aboriginal Affairs	<p>The strategy outlines the government's commitment to seek input from citizens to shape public policy and the Plan identifies ways in which policies and programs can be improved in Labrador and points to community organizations as 'great foundations on which to build' with significant networks of local leadership. Reports from consultation meetings commended government on community involvement with the rider that more needed to be done to both talk to and listen to communities in relation to program development and policy formation.</p>
<a href="#">From the Ground Up: introduction</a>	2003	Executive Council	<p>This report is in small sections on the Rural Secretariat website. This one page pdf is the intro to the report:</p> <p>"From the Ground Up is one of the first steps in the first-ever Social Audit, a new approach to looking at our social progress in a number of areas including health, education, employment and income.</p> <p>For this report we have selected specific topics, or indicators, because they are commonly used nationally and internationally to measure wellbeing. This makes it possible to</p>

Document Details	Year	Source	Comments
			<p>compare the province with other places. Most of the regional information presented comes from the six Strategic Social Plan (SSP) regions across the province. The only exception is for children and health, which comes from health regions. In some cases we have only provided information for Newfoundland or for Labrador depending on the availability of data. Community Accounts, the innovative system that was developed for the Strategic Social Plan and its Social Audit, provides a wealth of information about communities, regions and the province as a whole. It is the main source for much of our information. Website: <a href="http://www.communityaccounts.ca">www.communityaccounts.ca</a></p>
<p><a href="#">Minister calls upon NDP leader to explain lack of support for volunteer sector</a></p>	2007	Executive Council	<p>Following on from announcement of new ministerial role for volunteers and non-profit sector, the Honourable Tom Hedderson, Minister for Intergovernmental Affairs and Minister responsible for the Volunteer and Non-Profit sector in the Provincial Cabinet criticised the NDP's lack of support for the sector, stating, "I can only hope it does not diminish the stature we are attempting to bring to the volunteer and not-for-profit sector. We, as a government, value these workers as much as those in any sector like the fishery, tourism, agriculture, as well as the teaching and health care profession and so on. And we are very proud to support them in any way we can".</p> <p>The news release goes on to say that:</p> <p>The Provincial Government has committed in its Blueprint to: formalize a policy and program framework to strengthen and support the community-based sector and to enhance the development of social economy enterprises, especially in rural regions, as means of improving services, providing additional employment; recognize and celebrate the work of community volunteers; through discussions with the Community Services Council and other community organizations in the volunteer sector, produce a scope of work document to set the terms for an initiative to strengthen the relationship between the Provincial Government and the volunteer sector, to improve the grants process, and to identify opportunities for co-operation and collaboration; increase funding for the Community Services Council; continue to implement the recommendations of the task force on the not-for-profit sector; and work with volunteer and non-profit organizations on measures to enhance employment stability for organizational staff.</p>
<p><a href="#">NL Policy Network</a></p>	2007	Executive Council	<p>The Newfoundland and Labrador Policy Network is an initiative of the Office of the</p>

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			<p>Executive Council of the provincial government. The goal of the network is to increase policy capacity within the province through collaboration between public policy practitioners in every sector — federal, provincial, municipal, academic, non-profit and private. 2nd edition of the newsletter provides some guidelines from Northern Ireland on the important features of policy-making:</p> <p>A Practical Guide to Policy Making in Northern Ireland, Office of the First Minister and Deputy First Minister <a href="http://www.ofmndfmi.gov.uk">www.ofmndfmi.gov.uk</a></p> <p>Forward looking (define outcomes); outward looking (context); innovative, flexible and creative; evidenced based; inclusive; joined up; learns lessons; communication; evaluations; review.</p>
<a href="#">Status of Women Advisory Council Act</a>	1991	Executive Council	
<a href="#">Budget 08 (Partnering with volunteers)</a>	2008	Executive Council Finance	<p>Number of volunteers in NL estimated at over 23,000 in voluntary and non-profit organizations, Plus a further 187,000 who contribute a total of 35 million hours of unpaid time in their communities and community organizations. Announces:</p> <p>To draw on the talents, energy and compassion of thousands of volunteers and hundreds of community-based organizations across our province, the Premier appointed a new Minister Responsible for the Volunteer and Non-Profit Sector. We are allocating \$650,000 this year to enable this office to move forward and engage this sector.</p>
<a href="#">Securing our Future Together</a>	2000	Executive Council Finance	<p>This is the interim report on the Renewal Strategy for jobs and growth - part of the Budget 2000 reporting. Section 3.1 (Capturing strategic opportunities) specifically mentions the social economy:</p> <p>'The social economy provides a diverse range of goods and services, and employment opportunities through volunteer networks at the community level that neither the private sector nor government is well positioned to meet' The report provides an example - Evergreen Recycling and Mill Lane Enterprises in St John's - a non-profit organization, administered by the Waterford Foundation, with a mandate to deliver community-based vocational rehabilitation programs for people with mental illness. This enterprise operates a recycling and woodworking/textile business that employs 120 people who have moderate</p>

Document Details	Year	Source	Comments
			<p>to severe mental disabilities.</p> <p>The report continues:</p> <p>The social economy meets a combination of economic and social objectives at the community level. In some cases, these initiatives may have the potential to evolve into market-driven enterprises; in other cases, they represent an investment in social infrastructure, community services or community economic development. The involvement of the community-based sector, sometimes referred to as the "third" sector, is essential in a vibrant economy.</p>
<a href="#">Child and Youth Advocate Act</a>	2001	House of Assembly	<p>The Act updated in 2008, outlines the appointment and role of a Child and Youth Advocate. The advocate would be a point of contact for children and young people if they have a complaint about services; adults may also contact on behalf of a child. This may result in investigation of particular services e.g. an investigation in 2008 was prompted by the closure of a unit at Janeway Children's Health and Rehabilitation Centre (inpatient psychiatric unit) following public concern about the availability of inpatient psychiatric services and programs. The result of the investigation is due early 2009. In 2007 Premier Danny Williams signed a proclamation as part of the provincial Child and Youth Advocacy Week, which emphasized each child's right to be involved in decisions that affect them. Child and Youth Advocate, NL: <a href="http://www.childandyouthadvocate.nf.ca/">http://www.childandyouthadvocate.nf.ca/</a></p>
<a href="#">Government Services Committee Meetings May</a>	2008	House of Assembly	<p>In his verbal report, the minister sets out the portfolio of the Voluntary Non-Profit Secretariat:</p> <p>The Secretariat, which we are, will work with volunteers and non-profit groups to set priorities to help the sector to be more effective in its dealings with government maintain the capacity to meet their goals, play an increasing role in the lives of our communities and contribute to the well-being of our people. As well, of course, we will be working within government, with government departments, to support the third sector, to encourage volunteerism within the public service and ensure greater accountability and transparency in the relationship with this particular sector. In co-operation with the volunteer non-profit groups, a scope of work document will be developed to accomplish these goals and a policy framework will be formalized to support the sector and encourage social enterprise.</p>

Document Details	Year	Source	Comments
			<p>The Secretariat is not intended to be another layer of bureaucracy, a source of project core funding, an advocate for any groups with other departments of government, or an appeals body for a redress from departmental decisions. The Secretariat will strengthen the relationship between government and the voluntary and non-profit sector.</p> <p>Mr Reid: There is a very good Web site that has been developed by enVision, which is part of the Community Services Council. We do not want to duplicate that. In a sense, we want to create a parallel organization and put a roof over it.</p> <p>MR. HEDDERSON: The volunteer non-profit sector did come forward and have been lobbying government for years, I would imagine, to get the recognition they feel they deserve for their efforts. Recognition is fine, but the other aspect of it, I would say, is that they wanted a voice within government. Of course, the first thing they wanted to see was a minister responsible for the volunteer, which came about.</p> <p>Now, part of my responsibility is to use that voice within government to bring forward anything that would affect the third sector. Again, I feel it is my responsibility to be that voice and to look for ways, be it through incentives as we talked about, and I did it globally, and the deputy minister talked about our committee with regard to the volunteer fire people.</p> <p>We must find ways to be able to support - one of the directions I was given, as well, is that the sustained employability within that sector is another aspect that we - I have been asked and given a mandate to look at as well. So it is all tied in because it is having the capacity, not only the number of volunteers but also having the ability to carry out their work. These gas prices rising has put an awful strain on all sectors, but in particular this one. As we move forward we will try to find ways, again, through incentives, through whatever other ways we can find to alleviate the burden that they have.</p>
<a href="#">Resources Committee Meeting Minutes</a>	2005	House of Assembly	<p>In this meeting, the Minister for the Department of Innovation, Trade and Rural Development is reporting to the resources committee. She explains the function of the Rural Secretariat:</p> <p>MS DUNDERDALE: What we are doing is building on the work of the Strategic Social</p>



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			<p>Plan, in which you had six committees operating around the Province, in six regions of the Province, in terms of the social economy in the main, but eventually, as the SSP evolved, as I understand it, and keeping a fairly close eye on it because I worked in community most of my life and I was very intrigued in the whole SSP process, and I thought it was a very good plan, it is evolving, that plan, to create a process where people who are involved in economic and social development in different regions of the Province have a process where they can come together, first of all, to develop a regional vision. They bring all of their own expertise together.</p> <p>For example, on the Burin Peninsula, they would come together and they would talk about what they need to do to live a healthy life on the Burin Peninsula. What do they need in education? What do they need in health care? What do they need for economic development? How could 30,000 people live good, healthy lives on the Burin Peninsula? What would be that vision? And to create a process, then, through the Provincial Council of the Rural Secretariat, to ensure that information comes directly up to government, and that grassroots experience and grassroots knowledge and grassroots people have regular access to government so that they can influence policy and program development at the very beginning.</p> <p>That is what the Rural Secretariat is. We are not interested in a Premiers' Council that the Premier may or may not attend. You know, three times in the last two years, of seven or eight meetings, the Premier attended the Premiers' Council. We want to have a mechanism where regional differences - because we talk about it all the time, how one size does not fit all - the different flavours, the different experiences, the different realities of different parts of the regions of this Province, we have created a process where that knowledge and that experience can be brought right to the Cabinet table twice a year, that people from all of those regions have influence regularly - not every four years, but on a regular timely basis - they have the opportunity to be proactive in influencing government policy in program development.</p> <p>What we have done is evolved the SSP. The SSP, right there on their own - there wasn't any great carryover, from my understanding, from the SSP to the Premiers' Council. The SSP were working, and they reported to the secretariat within government, but they had no access to government, to caucus. They had to get in a line-up, the same as anybody else, to</p>

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			<p>bring their knowledge and any information forward.</p> <p>What we are trying to do is evolve that now so that, when you ask these people to be engaged and to share their experience and their knowledge and their best ideas with us, we provide a process and that gets to where it needs to go.</p>
<a href="#">Resource Committee Meeting Minutes</a>	2008	House of Assembly	<p>Questions being asked about funding for co-ops - accepted under technical and marketing support for small business; Question was asked about the Federal Government investment program for co-ops for business development. The answer:</p> <p>MS MALONE: No, the federal government had delved into a social enterprise development fund but within a budget ago they have moved away from that. I take your point on the question. They have moved away from social enterprise.</p> <p>Question was raised by MHA for Cartwright-L'Anse au Clair</p> <p>Rita Malone, ADM, Regional Development</p>
<a href="#">Activity Plan 2008-2011</a>	2008	Intergovernmental Affairs	<p>This document also includes the strategic directions and action plan in relation to the volunteer and non-profit sector.</p> <p>The desired outcome by 2011 is a stronger relationship between government and the volunteer sector. This includes actions to:</p> <ul style="list-style-type: none"> <li>• establish a volunteer and non-profit sector office</li> <li>• formalising a policy and program framework to strengthen and support the community-based sector</li> <li>• Enhance the development of social economy enterprises</li> <li>• Recognise the work of community volunteers</li> <li>• Produce a scope of work document to set the terms for an initiative to strengthen the relationship between government and the volunteer sector</li> <li>• Increase funding for the Community Services Council</li> <li>• Work with the third sector on measure to enhance employment stability for</li> </ul>

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			organizational staff
<a href="#">New release: Relationship between voluntary/non-profit sector &amp; government</a>	2008	Intergovernmental Affairs	
<a href="#">Housing Act</a>	1990	Municipal Affairs	
<a href="#">Housing Association Loans Act</a>	1990	Municipal Affairs	
<a href="#">Co-operatives and Social Enterprise in Newfoundland and Labrador</a>	2005	Newfoundland-Labrador Federation of Co-operatives	This document reports on the ways in which NLFC is looking at how the co-operative model can be used to develop the social economy particularly in rural areas and describes it as a 'first step' about informing those involved in the social economy about co-ops. The report provides a definition and description of co-ops and states that the NLFC is 'interested in identifying new partnership opportunities to enhance co-operative development in the province's social economy sector' (p1). The report notes that new types of co-ops are now focussing on delivery of community development and social services and provides a number of examples including Bell Island Community Development Co-operative
<a href="#">Annual Report</a>	2008	NL Housing Corporation	
<a href="#">Community Based Housing Program</a>		NL Housing Corporation	This is the housing arm of the provincial government provides financial and operational support to community based (non-profit) housing organizations.
<a href="#">Career Lens, Vol 27, Fall</a>	2008	Office of Employment Equity for Persons with Disabilities	Publication produced by the Office of Employment Equity for Persons with Disabilities, Public Services Secretariat. Features pieces on volunteering and in the section entitled 'Featured Community Support' - a piece on Stella Burry Community Services.
<a href="#">Activity Plan 2007-2008</a>	2008	Rural Development Secretariat	Activity Plan for Stephenville-Port aux Basques Regional Council of the Rural Secretariat - members consist of those with social economy experience
<a href="#">Gander- New-Wes-Valley Regional Council Vision Development</a>	2008	Rural Development Secretariat	Pg 3 talks about business and social enterprise.  'In recent years, much of the social and economic stability of many of our rural communities has been generated in large part, by the enterprise of small businesses and the initiatives of non-profit organizations'. and

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			'We must find ways to create a supportive environment for our social, commercial and cultural enterprises and to generate another level of economic energy and activity'.
<a href="#">Learning Study - Final report</a>	2003	Rural Development Secretariat	Found on the Rural Secretariat site which runs under the auspices of the Executive Council. The learning report is subtitled: Has Government Started Doing Business as Envisioned by the Strategic Social Plan?
<a href="#">Stephenville-Port aux Basques Regional Council Vision Development</a>	2007	Rural Development Secretariat	Includes a section on social economy. Recognises the strong history of non profit organizations that make up the social economy. States that over time these organizations became known as social enterprises. "It is important to continue to ensure our social economy is supported and promoted as an asset to our lifestyle and/or values."
<a href="#">Visions to Actions: a roadmap to 2020</a>	2007	Rural Development Secretariat	Conference report from the Rural secretariat.  The Rural Secretariat [and it's 10 regional offices] focuses on the sustainable development of the province's regions. It facilitates information sharing, informed dialogue and collaboration within regions. It encourages integrated thinking and shared decision making on regional issues. The Rural Secretariat engages citizens to become more informed on regional issues in policy development. It involves citizens, through its citizen-based Provincial and Regional Councils, in discussions with government about long-term regional sustainability.
<a href="#">Strategic Plan to address Elder Abuse, NL</a>	2005	Seniors Resource Centre Association	This document was developed by community and government stakeholders and is presented as 'a multi-sectoral, cohesive strategy for the prevention of and response to elder abuse in Newfoundland and Labrador'. The authors of the document, the Seniors Resource Centre, held a number of initiatives and workshops across the province and the resulting 5 year action plan (2005-2010) will be overseen by the Interagency Elder Abuse Committee - a partnership of community and government organisations.
<a href="#">Celebration of National Volunteer Week 20</a>	2008	Voluntary and Non-profit Secretariat	News release celebrating national volunteer week: 187,000 volunteers that contribute 35 million hours of valuable unpaid time to their communities and community organizations; 23,000 people employed by voluntary and community organizations.  Hon Tom Hedderson: Our Government has made a commitment to the voluntary and non-profit sector. We are continuing to strengthen the relationship between Government and the voluntary and non-profit sector to make the best use of all our skills and resources. We

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			want to support the sector as it strives to improve its capacity and address the challenges shared by so many of us in a quickly changing society. Government has much to do to address its own policies to support volunteerism, encourage partnership and get the best value for public resources
<a href="#">Business Plan 2006-2008</a>	2005	Women's Policy Office	Part of the Executive Council. The Women's Policy Office defines 'Policy as any action taken by government.' The Office applies gender based analysis to government policy in such forms as legislation, programs and services. By applying gender based analysis to government policy, the Women's Policy Office provides advice to departments on how women are affected, highlights needs and gaps and advises on how gender equity would be better achieved. By 2011, the Women's Policy Office will have contributed to the advancement of women's social, cultural, legal and economic equality in Newfoundland and Labrador.
<a href="#">Violence Prevention Initiative</a>	2006	Women's Policy Office	

## Appendix C

### Selected references and web resources: Newfoundland & Labrador

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- Community Accounts (2008) *About Us/profile, available at [http://www.communityaccounts.ca/communityaccounts/onlinedata/about\\_us.asp](http://www.communityaccounts.ca/communityaccounts/onlinedata/about_us.asp)*
- Department of Human Resources (2008) *Publications, available at <http://www.hrle.gov.nl.ca/hrle/publications/index.html#strategic>*

Department of Human Resources (2008) *Youth Retention and Attraction Strategy*, available at <http://www.lmiworks.nl.ca/yas/Default.aspx>

Government of Alberta (1995-2008) Culture and Community Spirit <http://culture.alberta.ca/anvsi/links.aspx>

Contains links to nonprofit and voluntary sector links – Imagine Canada, resources such as Canada survey of giving, volunteering and participation. Also includes provincial links: Newfoundland & Labrador and New Brunswick

Government of Newfoundland and Labrador (2008) *Municipal Affairs - Home Page*, available at <http://www.ma.gov.nl.ca/ma/>

Intergovernmental Affairs Secretariat (2008) *Overview*, available at <http://www.exec.gov.nl.ca/exec/iga/iga-ovr.htm>

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Municipalities Newfoundland & Labrador (2008) *About Us*, available at [www.municipalitiesnl.com](http://www.municipalitiesnl.com)

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B. How could the Working Paper Series be improved?

C. Is there anything that needs to be changed in this Working Paper?

D. Your name and contact info (optional)

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## SES/ESD Network Research Goals

- Contributing to the theory and practice of social economy in the Atlantic region
- Internal bridging, bonding, mentoring & capacity building
- Encouraging use of the “social economy” as a framing concept in the region
- Linking Atlantic partners with other parts of Canada and the world

## SES/ESD Network Research Themes and Questions

### *Conceptualizing & describing the social economy in Atlantic Canada*

- What does the social economy look like? What needs does it address?
- How can we best capture this sector conceptually?
- What, if anything, makes it distinctive or innovative? How interconnected are its facets,
  - & to what effect?
- What are the characteristics of social economy organizations?
- What are the implications for government policy?

### *Policy inventory and analysis*

- How are different understandings of “social economy” reflected in government policy?
- What needs are not being met, & what changes are needed in regulatory environment?
- What indicators can we develop to aid in policy development?

### *Community mobilization around issues of common concern (natural resources; food security; inclusion and empowerment)*

- Do social economy organizations contribute to social inclusion, the democratization of the economy, & empowerment?
- What inputs are needed to overcome obstacles & build capacity?
- What can we learn from research on mobilization around food security, empowerment & inclusion, community management of natural resources & energy?

### *Measuring and Financing the Social Economy*

- What can social accounting, co-operative accounting, social auditing, & other techniques contribute towards a better understanding of the work and contributions of social economy organizations?
- Where do social economy organizations obtain the financing that they need?
- What do social economy organizations contribute toward financing the social economy?

### *Modeling & researching innovative, traditional, & IT-based communication and dissemination processes*

- How can social economy actors best communicate?
- What can our Network team members contribute by developing & modeling processes and techniques?
- What can be gained from exploring technology as an equalizer vs. technology as a barrier?



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SN5: Financing and Measuring the Social Economy

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SN6: Communication Practices and Tools

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A multiple partner, Atlantic-wide research project/Un partenariat de recherche au Canada atlantique