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Public Policy and the Social Economy in Atlantic Canada: Prince Edward Island

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

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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 to date.

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). There has been little government or non-for-profit/co-operative infrastructure to support partnerships in Prince Edward Island until recently, with increasing activity or activity intentions since 2008 (much of which is beyond the time frame of this particular report). This does not mean that there has been little voluntary and community activity or that there is little developed co-operative enterprise or co-operative based provision of goods and services.

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.¹

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, Prince Edward Island (PEI) was ranked 9, with an estimated 31% coverage of the five key CED areas. Appendix A provides a summary of the ranking criteria for PEI.

¹ 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.

The next section looks briefly at the key elements recorded in 2003.

3.1 Policy

The mandated department to support community economic activity in 2003 was the Community and Labour Development Division of the Department of Development and Technology. At that time, the department was seen to support mainly rural development initiatives with the design and delivery of a number of programs and services to support the start up and development of business. This included entrepreneurial activities, employment growth and craft development. This was supported through legislation outlining support for community and economic development activities – the Canada-PEI Agreement on Regional Economic Development. There were no other identified specific or more general policies that detailed approaches, commitment to or support for community economic development on the island.

Table 3.1. Elements of Government Support identified and recorded in PEI (Infanti, 2003)	
Policy	
1. Is there a department with a mandate to support CED?	Y
2. Is there legislation that commits the province to support CED?	Y
3. Are there policies that define departmental roles in CED?	N
4. Are there policies that define broader government support for CED?	N
5. Are there policies that devolve authority to local bodies for regional or community economic development?	N

In 2007, a new government was elected and these functions now fall under the remit of the Ministry of Innovation and Advanced Learning, which is one of the key departments tasked with taking forward government agenda². Key dimensions of this agenda are documented within the Island Prosperity Strategy, which identifies three ‘pillars’ for action – people (skills and capacity building as well as attraction and retention of a skilled work force;

² The government lead is the Office of Biosciences and Economic Innovation established in 2007 and development the Economic Development Strategy seen the economic blueprint for the government.

innovation (focused mainly of the key industries of bioscience, information technology, aerospace and renewable technology); and infrastructure.³

3.2 Social Capital

Table 3.2 Elements of Government Support identified and recorded in PEI (Infanti, 2003)	
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?	Y
d) Co-operative development?	N
e) Aboriginal CED?	N
f) Rural development?	N
g) Urban development?	N
h) Regional economic planning?	N

As with other Atlantic provinces, the main supports for development of social and community networks and resources at this time is through community economic development activity delivered through business focused programs. This consisted of a joint federal and provincial initiative to support the development of new projects; more local community development targeted funding and community business development corporations' services, training and funds.

Technology PEI was noted as 'providing funding for island businesses to develop and purchase technology' (Infanti, 2003, p 58). This has developed into Innovation PEI (<http://www.peibusinessdevelopment.com>), which has a much broader remit to link in with both technological advancement (for example, rural broadband) and the overall direction and mission of the Island Prosperity Strategy (see later). The report also noted specific programs aimed at investment in and development and growth of fishing communities and the Department of Development and Technology's work through community development officers to identify priorities around health, environment and education. In 2002, Doucette⁴ reported on community development activities in the province including a two-year process

³ The full strategy report is available to download at http://islandprosperity.com/Island_Prospersity.pdf

⁴ Doucette, Y (2002) Community Leads: profiles of PEI Community Development Work in Progress, Charlottetown: UPEI, available at http://www.upei.ca/iis/rep_yd_1

to develop a community health resource centre in North Rustico. The Central Queens Family Health Centre, based in Hunter River, now provides a satellite site in North Rustico.

Although there have been working co-operatives on the island for many years, there was no recorded support for co-operative development. However, in 2007 the PEI Co-operative Council (PEICC) was formally established⁵. In 2008, the Standing Committee on Community Affairs and Economic Development recommended, as part of its review of rural development, that the PEI government, together with the PEICC, look at the feasibility of developing Community Economic Development Funds (CEDIFS).

In 2001, the Atlantic Aboriginal Economic Developers Network was established. The network works with the Atlantic Policy Congress of First Nations chiefs and supports capacity building for economic development officers within native communities (part of the Council for Advancement of Native Development Officers – CANDO). IN PEI, this includes work with the Abegweit Band and the Lennox Island Band.

In the 2008 Throne speech announced the future economic prosperity of the island to be located in rural communities, but that there was a need to ‘act and think more as one Island Community’.⁶ This included a commitment to the development of a rural strategy under the new department of Fisheries, Aquaculture and Rural Development.

3.3 Capacity Building

The report looked at 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). Although there was some evidence of building human capital (youth programs and CED leadership initiatives), there were some gaps in terms of financial and natural capital initiatives at the time.

⁵ <http://www.peicc.coop/index.html> - website is being built; test pages available.

⁶ <http://www.assembly.pe.ca/speech/2007/index.php>

In terms of the former, there was no recorded evidence of capitalization of local trust funds, loan guarantees, venture capital funds⁷, community bonds and micro-lending. Some of these gaps have since been filled for example, the Innovation Act PEI set up the Crown corporation, Innovation PEI – the key business development corporation, which administers a variety of business start-up and expansion programs (including the entrepreneur loan); tax incentives; and craft development programs. In 2008, the PEI Association of Newcomers to Canada received money from Health Canada to set up a microcredit program for immigrants who were trained health profession to help process local exams in order to practise⁸.

The latter was mainly focused on fisheries and fishing. This has developed to include alternative land use, bioregional studies, energy efficiency and energy planning and including municipalities in community sustainability planning.

Youth programs included (and still includes) the Community Service Bursary, which encouraged volunteering and support for volunteer organizations. The Atlantic Co-operative Youth Leadership (set up in 1994) to explore and understand volunteering and co-operation and co-ops and credit unions are invited to invest in the program. In addition, the MYDAS (Mobilizing Youth for Delivery of Advisory Services) is an Atlantic Canada-wide program to development community economic development knowledge and skills in young people. Its projects aim to support the formation and development of co-operatives.⁹

Overall the report concludes that jurisdictions that are legislated to support community economic development, which in the Atlantic region would include Nova Scotia but not Prince Edward Island, these were seen to ‘rank very high in their overall commitments to developing social, financial, human and natural capital ... The legislated approach to government support for community economic development appears to be conducive to multi-year project funding, broad governmental policy frameworks and a general commitment to

⁷ PEI Capital Inc – a privately owned and operated venture capital agency was set up in 1999, with \$300,00 investment in preferred shares by the government of PEI and a \$900,000 loan from Atlantic Canada Opportunities Agency: <http://www.gov.pe.ca/news/getrelease.php3?number=139>

⁸ http://www.peianc.com/content/lang/en/page/resources_iehpmicrocredit

⁹ <http://www.mydas-mjasc.coop/home.html>

the economic, social and environmental sustainability of communities’ (Infanti, 2003, p82). However, a key issue identified in the report and a key caveat to the observed support for community economic development in all Atlantic Canadian provinces lies in the definition of ‘community’. As Infanti (2003) comments the CEDNet definition of ‘community economic development’ (see 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).

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 involvement of elected or appointed officers at the level of municipalities rather than community as in citizen or ‘community and voluntary sector’ involvement.

There is limited use of the term ‘social economy’ in PEI government or practitioner materials. Where this ‘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. For example, Harris-Genge and Ridgway (2006, p 6) report on a brainstorming session where the social economy was explained as being:

...a sector – it has a specific role. It picks up the slack for essential services

Think of the social economy as a sector and how it partners with government

The social economy is along the same lines as community development

It would appear that evidence of shared meaning and commonalities of definition are still important issues as these frame and impact on priorities and subsequent concentration of supports and links with community-based organizations and enterprises. 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 Prince Edward Island

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.

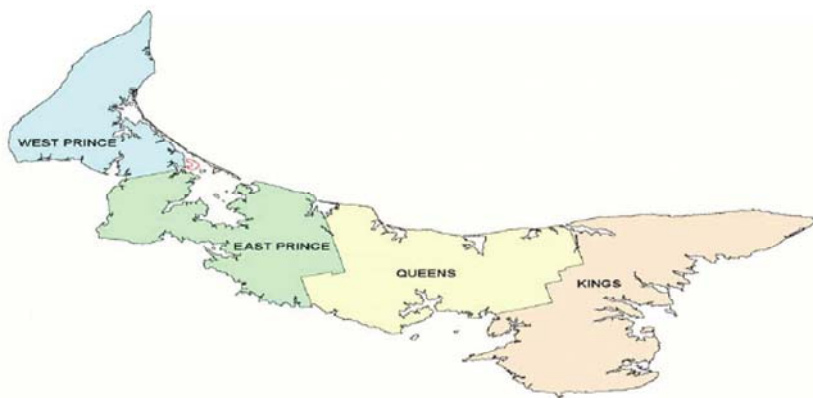
A systematic scan of publicly available government Acts (statutes) and bills, regulatory frameworks and policies up to and including 2008 that relate to aspects of the social economy was undertaken via internet and library searches of provincial and municipal governments and public sector websites. We 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 websites¹⁰ and selected documents and web resources connected with Nova Scotia 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'*¹¹.

4.1 Prince Edward Island in context



In 2008, the revised population figure for Prince Edward Island was 139,451, which shows an increase on the 2006 census figure of 137,920 in just over 53,000 households. The statistical

regions for statistical data collection for PEI fall into 4 region. As shown on the map above these consist of Kings, Queens, East prince and West Prince. In 2006, the census counts in cities, towns, villages and native reserves ranged from 15 (Morell, a native reserve) to over 32,000 (Charlottetown). 31 out of 47 areas reported on had counts of less than 500 people. Townships – also referred to as ‘lots’ (e.g. Lot 34 in Queens County) have a population head count range 172 to 2355.

Although the rural population is slightly larger than the urban population (76,906 to 61,721), over half the labour force works in two areas – the capital of the Island, Charlottetown (a city of 32,174 people, estimated labour force of 60,000) and Summertown (population, 14,500, estimated labour force, 16,000)¹². The average unemployment rate for 2008 was 10.8 per

¹⁰ 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.

¹¹ Available from the SES Research network – see end of report for details

¹² Labour Force Figures are taken from the Rural Development Strategy -

<http://www.gov.pe.ca/photos/original/FARDConsultSum.pdf>, and population figures are from PEI provincial government and municipality websites. Labour force figures related to population by census agglomeration:

http://www.gov.pe.ca/photos/original/FMA_36th_ASR.pdf

cent and there has been a steady decline in the farm population from nearly 50% in the 1950s to less than 4% by 2006. In 2008, 17,000 people were employed in sales and service, followed by 11,900 in business, finance and administration and 10,500 in trades, transport and equipment operation. The highest weekly wages are to be found in public administration and the median earnings for all occupations in 2007 was \$20,900 (average earnings \$26,500)¹³.

As with other Atlantic Provinces, PEI has an aging population with the median age rising from 24.8 years in 1971 to 41.7 years by 2009. In 2008, 46,333 people - a third of the total population - fell in the age range 25-49, with a further 29,333 (21%) in the age range 50-64.

There are over 200 people employed in 11 credit unions on the island and in several communities a credit union is the only access to a financial institution.¹⁴ In 2007, the Prince Edward Island Co-operative Council was formed and there are an estimated 120 co-operatives on the island. One of the island communities, Tignish, is home to seven co-operatives including one of the first fishing co-operatives set up in the 1920s/30s. The town – which has a land area of approximately 6.7 square kilometres - has a co-operative supermarket, health centre, building supplies store, credit union, a saw mill and a service station.¹⁵

In 2007, the Canadian Co-operative Association spotlight on PEI, reported the rich history of co-operatives on the island with one of the first co-ops being formed in 1863 (Farmers' Bank of Rustic/Banque des fermiers de Rustico)¹⁶. CCA also highlight how co-ops have worked together in the province, for example the Evangeline co-op network 'which includes a mall with a supermarket, funeral co-operative, fishing co-operative, senior citizen's home, youth cooperative and seniors' housing'. The CCA report suggests that an important factors in creating this successful network have been the existence of supportive infrastructure organizations (Caisse populaire Évangéline, and le Conseil de développement coopératif de

¹³ Statistics Canada, CANSIM: Table 202-0101, http://www.gov.pe.ca/photos/original/FMA_36th_ASR.pdf Table 26, p 50

¹⁴ Why Credit Unions Matter/Fast Facts available at <http://www.peicreditunions.com/facts.php>

¹⁵ MacAusland (n.d.) 'Early Co-operation on PEI' available at <http://www.peicc.coop/history.html> ; Tignish municipality : <http://www.tignish.com/>

¹⁶ CCA (2007) Co-ops on Prince Edward Island, available at http://www.coopscanada.coop/assets/firefly/files/files/pdfs/ProvAndSectoralProfiles/PEIco-ops_jun08.pdf

l'Île-du-Prince-Édouard) and the presence of co-operative education opportunities in the community. A new initiative developed in 2004 and part of an Atlantic-wide program is MYDAS (see earlier and below).

In the Canada-wide survey of voluntary and not-for-profit organisations in 2003¹⁷ there were an estimated 943 organizations operating in the province of which 59% were registered charities. There were just over 6000 people employed in voluntary and community organizations at this time, and over 64,000 volunteers. From 2004 to 2007, there was a substantial increase in the rate of volunteering in the province (from 47% in 2004 to 56% in 2007) and it is estimated that the average hours volunteer over the year by volunteers is 147, which represents a decrease on the 2004 figures.¹⁸ However, this equates to 1.1 million volunteer hours, and an economic value of around \$82, 500,000.¹⁹ Currently, there are 1211 registered active nonprofits in the province²⁰.

Part of the problem with trying to develop an overall picture of policy connections in PEI is the fragmented nature of the province. Reporting in 2008, the Department of Communities, Cultural Affairs and Labour commented on the Island's 'patchwork of systems in more ways than one' with seventy five municipalities ranging in population from 77 to over 32,000 people²¹. Echoing this and commenting on financial limitations and the need to adapt, the Federation of Prince Edward Island Municipalities (FPEIM) – in an early report to the Department of Fisheries, Aquaculture and Rural development (2009) compared the governmental structures to neighbouring Nova Scotia and New Brunswick:

There are 75 municipalities in Prince Edward Island _ two cities, seven towns, and 66 communities. Municipalities range in area from less than a square kilometre to

¹⁷ Summary of the Atlantic Provinces published by Rowe (2006) *The Nonprofit and Voluntary Sector in Atlantic Canada: regional highlights from the National Survey of Nonprofit and Voluntary Organizations*. Toronto, Imagine Canada.

¹⁸ Hall, M., Lasby, D., Ayer, S. And Gibbons, W.D. (2009) *Caring Canadians, Involved Canadians: Highlights from the 2007 Canada Survey of Giving, Volunteering and Participating*, available at http://www.givingandvolunteering.ca/files/giving/en/csgvp_highlights_2007.pdf

¹⁹ Calculated using the 2007 minimum wage of \$7.50 <http://www.cbc.ca/canada/prince-edward-island/story/2008/10/01/pe-minimum-wage.html> and <http://www.peifl.ca/pages/sub/MiniWageSub08.pdf>

²⁰ Department of Justice and Public Safety, Corporate/Business Names Registry available at <http://www.gov.pe.ca/corporations/index.php>

²¹ Department of Communities, Cultural Affairs & Labour (2008) *Land and Local Governance: a White Paper on governance and land use in Prince Edward island, Charlottetown, PEI: Executive Council* http://www.gov.pe.ca/photos/original/cca_white_dec08.pdf:

almost 230 square kilometres. The combined area of all municipalities covers slightly less than 30% of the province. First Nations cover about 0.1%, and the remaining 70% of land is not incorporated. One in every five municipalities has an area of less than two square kilometres. Unfortunately, municipal boundaries have not grown over time, and no longer reflect the community of interest, or the area services by the municipality. Several municipalities have almost no land available for growth within their borders. The 71 predominantly rural municipalities have a combined population fewer than 35,000 residents, compared to the population of almost 43,000 for the unincorporated areas. Forty-eight municipalities have a population of fewer than 500 residents, and five municipalities have a population of fewer than 100 inhabitants.

Our situation is very different from Nova Scotia, where 55 municipalities cover the entire province. In New Brunswick, the Commissioner on the Future of Local Governance recommended that the entire province be incorporated, and that municipalities have a minimum population of 4000 residents or a minimum assessed value of \$200 million. None of the municipalities in rural PEI meet those basic requirements.²²

This gives a plethora of services as well as ‘complex layers of community development areas, incorporated community development groups, economic development districts, school boards, health districts, and watersheds, along with all other components of governance from the Provincial level, including a network of ‘regional communities of interest’ under the Community Development Bureau system’ (Department of Communities, Cultural Affairs and Labour, 2008). This has resulted in short-falls in community planning, assessments and development (FPEIM, 2009). However, as pointed out by Novaczek *et al.*, (2009, p 3) because of its size, scale and strong social networks ‘has the best prospects for modelling new and more effective forms of collaborative governance’.

To date, much policy development has been achieved through active citizenship as well as specific issue-based projects and initiatives (such as HIV/AIDS; learning disabilities; newcomers’ association). It is in the latter arena in terms of service delivery that organizations have more sustained and influential relationships with government officers and

²²FPEIM (2009) Rural development Strategy Consultations, available at <http://www.fpeim.ca/Rural%20Development%20Strategy%20Consultations%20for%20pdf.pdf>

policy makers although this tends not to link to development of policy (Wynne *et al*, 2008, p 34).

Much discussion around social economy, participation and policy inclusion and development has centred on the work of the University of Prince Edward Island, Institute of Island Studies²³ in their involvement as part of of the Atlantic Canada Social Economy and Sustainability Research Network. Active community partners that have been able to raise dialogue with government on a number of issues have been the Women’s Network PEI²⁴ and the Quality of Island Life Co-operative (QoIL)²⁵. The PEI Advisory Council on the Status of Women – a quango – has also been an important point of contact and arena for policy discussion²⁶.

In 2008, Wynne *et al* produced an excellent report of their attempts to map the level of federal and provincial government funding and policy supports for social economy organisations on Prince Edward Island and presented their findings around several general themes. There were a number of practical problems, which they outlined in the range, processes and recent trends in funding for organizations. In relation to policy influence, access and collaboration, the small size of the province and the closeness of the provincial political community did have positive repercussions. For example, often community organizations were included on advisory committees – particularly those sole representatives of a particular issue – or were issues crossed departmental boundaries and therefore there was impetus for cross-sector partnerships and collaboration (for example, the Premier’s Action Committee on Family Violence Prevention²⁷; action of healthy aging; poverty reduction strategies and action planning). In 2008, the then Department of health produced a report on a review for integrated health care, which reported over 200 meetings with over 1000 people took place – recommendations from consultations included a focus on primary health care and community-based services (see Appendix B).

²³ <http://www.upei.ca/iis/socialeconomy>

²⁴ <http://www.wnpei.org>

²⁵ <http://goil.ca/about>

²⁶ <http://www.gov.pe.ca/acsw/index.php3>

²⁷ <http://www.stopfamilyviolence.pe.ca/index.php3?number=1017042&lang=E>

In addition, access to policy makers was more direct – however, this can also mean relationships are reliant on good will and personalities rather than structured processes and part of the government system. Having said this, familiarity and relationship building is part of the process of building longer-term, stable connections and supports the positive assertion made by the authors of interconnectedness and close associations as being an advantage in developing a meaningful civic and organisational involvement in policy discussions. This also requires ‘essential frameworks and processes for inclusive and respectful, democratic decision-making, which at the end of 2008 were still seen to be lacking (Novaczek *et al.*, 2009, p3 and 7):

...we see little evidence of a conscious, methodical effort by elected governments to develop transparent and inclusive mechanisms for engaging a willing and concerned public in government decision-making and planning. We believe that such mechanisms are essential because widespread citizen engagement is critically important when envisioning development strategies, and crafting overarching policies that affect peoples’ daily lives. In addition, orderly engagement with specific public interest groups such as social service organizations is essential to the success of strategic planning for development and delivery of community programs.

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

Apart from the registration of charities, and co-operatives, there is no specific departmental mandate at provincial or municipal levels to support social economy organisations. There are no specific departmental remits for voluntary and community organisations or co-operatives. Remits of the government departments identified in 2008 were about to undergo re-organisations and departments were also to be re-structured under the in-coming government.

Department of Communities, Cultural Affairs and Labour – Community Cultural Partnership Program is designed to assist and enhance the development of cultural and heritage-based activities within the community. This program is directed at not-for-profit, community-based cultural and heritage organizations (now moved to *Department of Tourism and Culture*)

Department of Fisheries, Aquaculture and Rural Development – announced in throne speech 2008, will place a greater emphasis on advancing community development in rural Prince Edward Island

Department of Health (now Health and Wellness) – Volunteer service program offers opportunity for volunteers to assist staff, patients/ residents and families at Prince County Hospital, Summerset / Wedgewood Manors, Stewart Memorial Hospital and other health services in East Prince.

Office of Public Engagement – announced in throne speech, 2008 – aims to provide ongoing assistance and co-ordination to the policy consultations of departments and aims to use the Newfoundland and Labrador Community Accounts system to build a ‘common foundation of knowledge and information from which both Government and communities can assess and discuss public policy issues’ and aims to ‘ensure that public engagement and dialogue is not just crisis driven but an ongoing and constructive process’

Seniors Secretariat - brings together seniors’ advocates, municipal and provincial planners, and academics for a discussion about creating age-friendly communities that support Island seniors in leading healthy, active lifestyles.

- 4.2.2 Q: Is there legislation that commits federal, provincial and/or municipal governments to support social economy organizations and activities?**
A: Yes – but mainly regulatory

Charities Act - The Consumer Affairs section of the Consumer, Corporate and Insurance Division of the Attorney general's office has oversight for the Charities Act.

Co-operative Associations Act - Co-operatives are governed by the general principles which are outlined in the Co-operative Associations Act, or, on the federal level, by the provisions of the Canada Co-operatives Association Act. The procedure set forth in the provincial act requires that the completed documents be submitted to the Inspector of Co-operatives in the Consumer, Corporate & Insurance Services Division of the Office of the Attorney General.

Co-operative Housing Associations regulations

Credit Unions Act

- 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

One Island Community: One Island Future – Throne Speech 2008 – outlines the establishment of new departments but also decentralisation process by placing government departments in different locations e.g. Dept of Fisheries Aquaculture and Rural Development in Montague; Dept of Innovation and Advanced Learning in Charlottetown and the Department of Education and Early Childhood development in Summerside. The speech also announces the setting up of an Office of Public Engagement to provide ongoing assistance and co-ordination to the policy consultations of departments. Its mandate will also be to build a common foundation of knowledge and information from which both Government and communities can assess and discuss public policy issues. This will be achieved through using the

Community Accounts system developed by the Government of Newfoundland and Labrador, and with the assistance of groups such as the PEI Quality of Life Coalition

Participate in PEI – advert on government website inviting expressions of interest from islanders to get involved in the 75 agencies, boards and commissions (ABCs) when vacancies occur.

Rural Economic Development Strategy – announced in throne speech, 2008 - Department of Fisheries, Aquaculture and Rural Development aims to bring a rural, small-community focus to overall Government policy development

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

The Business Development Program (Department of Innovation and Advanced Learning) - this is part of the ACOA program and offers small businesses access to capital in the form of interest-free, unsecured, repayable contributions. Non-profit organizations providing support to the business community may also qualify.

Community Foundation of PEI – non-governmental charitable organization, which pools the charitable gifts of donors into endowment funds and makes grants to local community organizations.

Entrepreneur Loan Program (Department of Innovation and Advanced Learning) - The annual plans provided by the department include an environmental scan of the labour market and labour market challenges - it does not say whether this includes third sector and social economy organizations, but is aimed at individuals and identified groups. Priorities include: youth, immigrants, visible minorities, and older workers, persons with disabilities, employed workers/working poor, Aboriginals, social assistance recipients and women. Partners identified include community

organizations dealing with priority sectors. Key sectors are those highlighted in the Focus for Change strategy

The Island Community Fund - set up in 2008 under the remit of the new department and part of the *Rural Development Initiative*. The objects are to ‘enable non-governmental organizations and municipal governments to access funds for capital projects which will improve their capacity as vibrant and healthy communities’.

Live Smart, Save More - The Office of Energy Efficiency has been established to assist Islanders in reducing their energy consumption through advice and programs that will promote sustainable energy use. There are a number of programs and funding streams to support residents and businesses.

PEI Business Women’s Association – members include non-profits e.g. Active Communities Inc a non-profit focused on community and business development; Alzheimer Society of PEI; Canadian Cancer Society –PEI division; Child Find PEI; and the Voluntary resource Council’

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

A: Yes, but

A Call to Action: A Plan for Change - commissioned by the Department of Health and the review was carried out by Corpus Sanchez consultants who had done a previous review in 2006. In this latest review over 200 meetings and focus groups with over 1000 people took place.

Development of the Rural Action Plan - a number of consultations that led to what is regarded as the first rural development strategy to be prepared by PEI governments and the first policy document to be produced with a rural focus since 1990. This process has led to the publication of the Rural Action.

Throne Speech, 2008- strategic priorities include involving Islanders in ‘building a sustainable, integrated health care system, that shifts emphasis and culture toward wellness and primary care, placing patients, the community as a whole and sustainability above all considerations... A new Health Promotion Strategy will be developed with full public engagement’. Work with seniors and strategy for an aging population will include ‘building ongoing partnerships and carrying out inclusive consultations with Islanders’.

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

Healthy Child Development Strategy (Department of Social Services and Seniors) – states that the development of the strategy is guided by guiding principles that support a partnership approach, evidence based decision making, and recognize the importance of building on existing programs, services, and community supports.

An Integrated Health care System review in PEI: a call to action: a plan for change (2008) - create provincial frameworks, standards and structures for seniors’ health, community-based primary health care, pre-hospital care, emergency services, critical care, maternal newborn, and peri-operative care

Aboriginal Affairs – Canada/Mi’kmaq Partnership Agreement – new functions within Department of Communities, Cultural Affairs and labour: support for Aboriginal Sport Circle, Aboriginal Social Housing.

Greening Spaces Program (Department of Environment, Energy and Forestry) – tree planting projects, funding for communities, schools and volunteer interest groups

PEI and Climate Change – a strategy for reducing the impact of global warming (Department of Environment, Energy and Forestry, 2008) – announced the set up of the office of Energy Efficiency in Jan 2008. The Energy Efficiency Advisory

Committee includes non-governmental stakeholders (utility sectors). Looks at community-based energy renewable projects

Rural Action Plan – as above

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

A. Yes, but

Federation of PEI Municipalities – brings together the municipal authorities and acts as a voice in provincial and federal matters (includes comments on citizen engagement and policy development)

The PEI Island Rural Team – brings together representatives from federal, provincial, municipal levels as government as well as non-government organizations. Its aim is to assist departments and agencies in developing partnerships for facilitating rural community building.

Pre-budget discussions (e.g. Stratford) – representations from residents and community organizations/volunteer groups re: spending priorities.

Stratford in Action – partnership between federal government and ECO PEI and has financial support from Eco Action Program: 50 households involved in reducing carbons footprint.

Turning the Tide on Family Violence – Charlottetown Municipality – the program facilitated intergovernmental, inter-jurisdictional and voluntary sector partnerships, strengthened the municipality’s regulatory and human resources framework and engaged citizen support and feedback through community outreach presentations, the internet and the media

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

Agency for Co-operative Housing – set up under the Canada Co-operatives Act, this non-profit, non-government organization administers the federal government co-operative housing programs in PEI as well as Ontario, Alberta and BC. There are 12 PEI housing co-ops part of this organization.

Conseil de développement coopératif de l'Île-du-Prince-Édouard – supporting community economic, co-operative and entrepreneurial development of Acadian and Francophone communities in PEI.

Environmental Coalition of PEI (ECO PEI) – community-based action group set up in the late 1980s and in 2007 published a energy prosperity strategy for PEI²⁸

Prince Edward Island Co-operative Council – set up in 2007 and appointed its first executive director in 2008. As part of the national Canadian Co-operative Association, PEICC aims to develop and promote co-operatives and co-operative activities as well as be a representative voice for co-operatives in regard to legislation and policies.

Prince Edward Island Food Security Network – education and campaign network to raise awareness and change public policy around food security issues

Prince Edward Island Health Coalition – part of a national coalition, this non-profit is a campaigning organisation for public health services and issues

Prince Edward Island Senior Citizens' Federation – federation of eight senior citizen' clubs across the island and acts as a liaison point with government. Also acts as a resource to other non-profit organisations.

Quality of Island Life Co-op – aims to develop public engagement on quality of life issues to raise discussion and to inform research and development of a range of quality of life indicators.

Women's Network, PEI – founded in 1981, the Women's Network PEI has been instrumental in raising issues that affect all women's lives on PEI, including maternal and parental benefits; self awareness and self esteem for young women and girls; social assistance and children on welfare and liveable incomes; training for women in non-traditional trades and technology industries.

²⁸ http://www.ecopei.ca/energyproject/final_options_document.pdf

Volunteer Resource Council, Charlottetown – recruits and supports volunteers and provides volunteer placements with youth projects.

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, but
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 but
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, but
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

As Infanti found in 2003, the provinces that were mandated to carry out community economic activities – Manitoba, New Brunswick and Nova Scotia – scored highly on support for human and social capital as well as focused development support. Prince Edward Island ranked the lowest of the Atlantic Provinces. Unlike its neighbouring provinces, PEI does not have a document like the Bradshaw report, ‘Blueprint for Action’²⁹, that under the auspices of the premier’s Task Force on Community Non-Profit sector in the province led to the development of a Secretariat and ministerial brief for Community Non-Profit Organisations. Nor does it have Newfoundland and Labrador’s Strategic Social Plan³⁰ or the presence of a well-developed infrastructure organisation like the Community Service Council Newfoundland and Labrador or even the nascent Nova Scotia Volunteer Advisory Council and Volunteer Forum organised under the auspices of the Department of Health Promotion and Protection (Minister for Volunteerism). However, PEI does have strong community-

²⁹ Bradshaw, C., S. Rickards, *et al.* (2007). *Blueprint for Action: building a foundation for self-sufficiency*. New Brunswick, Department of Family and Community Services, Government of New Brunswick.

³⁰ 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)

based networks and proximity of working with provincial government officers as well as a developed co-operative and volunteer sector.

What is clear from this initial investigation is that there is no clear understanding, acceptance or usage of the term ‘social economy’ to describe activities that involve social enterprises, non-profit organizations, co-operatives and mutuals in PEI. 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).

There are no specific government departments with a specific remit to support volunteer, voluntary and community organizations, co-operatives and social enterprise, although there are opportunities for support in some of the new departmental changes and new and established programs. Similarly, although there is legislation relevant to social economy organisations this is in the main registration and regulatory requirements. There is use of the term ‘community 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).

There has been significant change taking place as this report was being written and as the first phase of the research was completed. The change in government and the language and activities surrounding the planned departmental and governance changes show an intention for greater public (and sector) engagement in public policy debate, in strategy development and delivery of services. Most policy discussion has mainly been of a consultative rather than a participatory nature, but changes in policy – the development of rural initiatives as well as infrastructure support in the sector (for co-operatives if not non-profit voluntary and community organizations) is promising. Where change has occurred previously, some of this has been at the insistence of community activism. A recently documented example

(Maccallum *et al*, 2009³¹) concerns parental benefits and highlights the interconnectedness of networks (for example, Children’s Secretariat, Pregnancy, Birth and Infancy Network and the Women’s Network of PEI) on the Island that help to support influencing policy change and illustrates the expertise of the ‘lay’ voice and grass roots perspectives to inform policy and service development.

According to Mayne (2008), a new governance approach for the Island will increase citizen engagement and opportunities for dialogue through the introduction of new, more structured and systematised governance mechanisms. The recently developed Rural Strategy echoes this with the expressed aim of addressing the ‘need for on-going communication between levels of government and community groups’.

The main opportunities for policy discussion have been at a provincial level and mainly on issue-based initiatives and projects. Again, with the development of cross-departmental issues (poverty, rural development), there are opportunities to build partnerships across government departments and between different levels of government. This may develop opportunities to bring in external stakeholders and this is the flagged up in rhetoric of new governmental strategies and action plans.

It is too early to tell if rhetoric will become reality, but there is a developed infrastructure of social economy based organisations to contribute to this developing agenda. 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 recognise 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. 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

³¹ Maccallum, M., D’Ambrogi, K., and Novaczek, I. (2009) *The Birth of Change: influencing parental benefits policy*, Report prepared by the Women’s Network of PEI in collaboration with the Institute of Island Studies, UPEI, Charlottetown, PEI:UPEI

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).

We also need to a need to examine consistencies between espoused actions through policy statements and documents and actual developments and practice. This can help to identify points of fracture between policy and practice with regard to supporting social economy organisations and enterprises and opportunities to identify good practice on the ground and to develop relationships and dialogue between sectors. There are key actors 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: Government support for CED in Prince Edward Island, 2003

Elements of Government Support identified and recorded in PEI (Infanti, 2003)	
Policy	
1. Is there a department with a mandate to support CED?	Y
2. Is there legislation that commits the province to support CED?	Y
3. Are there policies that define departmental roles in CED?	N
4. Are there policies that define broader government support for CED?	N
5. Are there policies that devolve authority to local bodies for regional or community economic development?	N
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?	Y
d) Co-operative development?	N
e) Aboriginal CED?	N
f) Rural development?	N
g) Urban development?	N
h) Regional economic planning?	N
Human Capital	
7. Are there CED programs or initiatives that build human capital through:	
a) Youth programs?	Y
b) CED education, training and learning opportunities for practitioners?	N
c) CED leadership development?	Y
d) Programs for CED volunteers or interns?	Y
Financial Capital	
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?	N
e) Tax credits?	N
f) Venture capital funds?	N
g) Community bonds?	N
h) Micro-lending?	N
Natural Capital	
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?	Y

c) Other local resource stewardship projects?	N
d) Other sustainable development initiatives?	N

Appendix B

Policies, programs and documents identified and recorded: Prince Edward Island

Document Details	Year	Source	Comments
Disability Support Services Review	2008	Advisory Council on the Status of Women (under the Department of Community Services, Seniors and Labour)	The submission states: The backgrounder to the current review reflects that “\$5.47 million dollars is provided in annual grants to 17 community-based organizations who serve Islanders with physical, intellectual and developmental disabilities.” This includes groups and agencies that provide direct services and supports and that offer important advocacy. In our experience, nongovernmental organizations are frequently able to provide tremendous care, including social and emotional support and advocacy, provided they are funded fairly and equitably. A warning: Despite the urgent need for funds for the drugs, basic living costs, and educational supports that persons with disabilities require, increases must not come at the cost of budget cuts to the NGOs/voluntary sector. Community groups provide support and develop knowledge that is invaluable and irreplaceable. They strive to work inclusively and to give complex problems a human dimension and people-based solutions. Discussion at the public consultation we attended suggests that government may need to work harder to help communicate the richness and value of NGO contributions to the lives of persons with disabilities. The pie chart in the backgrounder and the chart listing community organizations do not capture the true value of the province’s \$5.47 million dollar contribution to these groups and their varied services. In our view, one of the greatest opportunities for enhancing disability services is an enhanced role for well-supported community organizations fulfilling a variety of roles and needs. A good resource for looking at the community sector’s role is the new report, “Bridging Public Investment and Social Value: An examination of the supports for the Social Economy on Prince Edward Island,” by Barbara Groome-Wynne, published by the Institute of Island Studies at UPEI, as part of the Social Economy and Sustainability Research Network.
Take 30 for the Family program	2008	Children's Secretariat	Part of the Healthy Child Development Strategy the Children's Secretariat is a broad inter-sectoral group which includes community representatives and also government representatives from seven provincial government departments focused on key areas of action for healthy child development. As well, representatives of key groups who are involved with children sit as members on the Children's Secretariat. The Children’s Secretariat is a "network of networks" and links with other existing networks and coalitions who are working on behalf of young children and their families. Sponsors of the Take 20 program include Co-op Stores
Land and Local Governance - White paper	2008	Commission on Land and Local governance	Aims of commission include reviewing and concluding on which services must be provided by municipalities and how to fund this. Has undertaken a series of hearings and will report in 2009.
Alternative Land Use program	2008	Department of Agriculture	Part of the Growing Forward initiative the ALUS program is a voluntary program for PEI landowners and farmers. The program protects PEI water, fish and wildlife habitat
Canada-PEI Agriculture Stewardship Program	2008	Department of Agriculture	Summer program for students to get involved in short-term environmental work - government departments and organizations can apply.

Document Details	Year	Source	Comments
Dairy Producers Act	1976	Department of Agriculture	
Farm Registration and Farm Organizations Funding Act	2002	Department of Agriculture	
Growing the Island Way	2009	Department of Agriculture	
Registration Fees Regulations	2002	Department of Agriculture	
Women's Institute Act	1974	Department of Agriculture	
Community Cultural Partnership Program	2008	Department of Communities, Cultural Affairs and Labour	The Community Cultural Partnership Program is designed to assist and enhance the development of cultural and heritage-based activities within the community. This program is directed at not-for-profit, community-based cultural and heritage organizations. Individuals and for-profit groups seeking assistance should apply to the PEI Council of the Arts.
Environment Futures Program	N/A	Department of Environment, Energy, and Forestry	
Environmental Protection Act	1988	Department of Environment, Energy, and Forestry	
General Regulations - Natural Areas Protection Act	1989	Department of Environment, Energy, and Forestry	Sets up the Institute of Man and Resources - scientific and educational objectives and includes for the analysis, invention, adaption and application of appropriate energy, food and crop production and living and shelter systems which are socially desirable and ecologically sustainable, and the assessment of probable impacts of such systems
Institute of Man and Resources Act	1975	Department of Environment, Energy, and Forestry	
Natural Areas Protection Act	1988	Department of Environment, Energy, and Forestry	
Prince Edward Island and Climate Change: a strategy for reducing the impacts of global warming	2008	Department of Environment, Energy, and Forestry	Announces the set up of the office of Energy Efficiency in Jan 2008. The Energy Efficiency Advisory Committee includes non-governmental stakeholders (utility sectors). Looks at community-based energy renewable projects
Rural Action Plan	2008/09	Department of Fisheries, Aquaculture and Rural Development	A central part of the Department's remit when it was set up in 2008 was to develop a rural development strategy. There were a number of consultations that led to what is regarded as the first rural development strategy to be prepared by PEI governments and the first policy document to be

Document Details	Year	Source	Comments
			produced with a rural focus since 1990. This process has led to the publication of the Rural Action Plan – a rural economic development strategy for Prince Edward Island’.
The Island Community Fund	2008	Department of Fisheries, Aquaculture and Rural Development	Set up in 2008 under the remit of the new department and part of the Rural Development Initiative. The objects are to ‘enable non-governmental organizations and municipal governments to access funds for capital projects which will improve their capacity as vibrant and healthy communities’. Eligible organizations include, Incorporated or registered not for profit organizations which have a mandate for community improvements or economic development activities, and non profit cooperatives, that do not issue share dividends
An integrated health system review in PEI	2008	Department of Health	This report, A call to Action: A Plan for Change was commissioned by the Department of Health and the review was carried out by Corpus Sanchez consultants who had done a previous review in 2006. In this latest review over 200 meetings and focus groups with over 1000 people took place. The recommendations towards a single integrated system uses the Scottish model of healthcare for reference, with particular focuses on primary health care and community-based services and home-based care and with the Department of Health taking on clear management and governance roles
Community Care Facilities and Nursing Homes Act	1985	Department of Health	
Healthy Aging Strategy	2009	Department of Health	
Volunteer Services	2008	Department of Health	The Volunteer Services Program offers opportunity for volunteers to assist staff, patients/ residents and families at Prince County Hospital, Summerset / Wedgewood Manors, Stewart Memorial Hospital and other health services in East Prince.
Youth Substance Use and Addiction Strategy	2008	Department of Health	The Advisory Committee to input into taking the strategy forward consists of community and government stakeholders including youth and Aboriginal organizations. There is also a government interdepartmental committee bringing together Transportation and Public Works; health; educations and Early Childhood Development; Social Services and Seniors; and the Attorney general's office.
Business Development Program	N/A	Department of Innovation and Advanced Learning	This is part of the ACOA program and offers small businesses access to capital in the form of interest-free, unsecured, repayable contributions. Non-profit organizations providing support to the business community may also qualify. More information is available through the ACOA website: http://www.acoa.ca/English/ImLookingFor/ProgramInformation/Pages/ProgramDetails.aspx?ProgramID=2
Employment Development Agency Act	1993	Department of Innovation and Advanced Learning	Sets up the crown corporation - PEI Employment Development Agency. The objects of the Agency are (a) to address the problems of individuals who are hindered from gaining permanent employment by (i) providing access to training, (ii) identifying and developing meaningful work projects within the public sector and the community; (b) to supply individuals seeking employment assistance to such special projects as may be submitted to government for consideration; (c) to apply principles of fairness in the provision of employment opportunities.
Entrepreneur Loan Program	2005	Department of	The Labour Market Agreement between federal and provincial government signed in 2008, sees the

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		Innovation and Advanced Learning	injection of over \$12million into PEI's labour market programs from 2008-2014. The annual plans provided by the department include an environmental scan of the labour market and labour market challenges - it does not say whether this includes third sector and social economy organizations, but is aimed at individuals and identified groups. Priorities include: youth, immigrants, visible minorities, and older workers, persons with disabilities, employed workers/working poor, Aboriginals, social assistance recipients and women. Key sectors are those highlighted in the Focus for Change strategy below. Partners identified include community organizations dealing with priority sectors.
Labour Market Agreement Annual Plan 2008-2009	2008/09	Department of Innovation and Advanced Learning	
Maritime Economic Cooperation Act	1992	Department of Innovation and Advanced Learning	
Child and Family Services	N/A	Department of Social Services and Seniors	
Child Care Subsidy Program	N/A	Department of Social Services and Seniors	
Comprehensive Home Repair Program Regulations	1992	Department of Social Services and Seniors	
Co-operative Housing Associations Regulations	1988	Department of Social Services and Seniors	
Emergency Home Repair Program Regulations	1985	Department of Social Services and Seniors	
Family Housing Services	N/A	Department of Social Services and Seniors	
Healthy Child Development Strategy	N/A	Department of Social Services and Seniors	The introduction to the report states that 'The development of this Strategy was guided by Guiding Principles that supported a partnership approach, evidence based decision making, and recognized the importance of building on existing programs, services, and community supports'.
Housing Corporation Act	1988	Department of Social Services and Seniors	
Low-Income Assisted Home Ownership Supplement Program Regulations	1976	Department of Social Services and Seniors	
PEI Disability Support Program	2001	Department of Social Services and Seniors	The PEI Disability Support Program is a social program with a financial component. This means it is open to all Islanders with a qualifying disability, and may provide financial help. It was introduced in October 2001 and replaces the Family Support and Employability Assistance for People with Disabilities (EAPD) programs

Document Details	Year	Source	Comments
Provincial Contribution to Seniors - Home Repair Regulations	1980	Department of Social Services and Seniors	
Rehabilitation of Disabled Persons Act	1974	Department of Social Services and Seniors	
Second Mortgage Loan Program Regulations	1987	Department of Social Services and Seniors	
Seniors Housing Program	N/A	Department of Social Services and Seniors	Provides self-contained apartment units to low and moderate income persons over 60 years of age. Rent is geared to total household income and is currently set at 25%. Seniors housing units are available in 37 communities across the province. The federal and provincial governments provide funding for seniors' public housing projects. Garden Suite is a portable one bedroom unit that can be moved to the property of a family member or friend. The property must be zoned to permit installation of the unit. Any person over the age of sixty is eligible for subsidized seniors' housing or garden suite
Senior's Secretariat	N/A	Department of Social Services and Seniors	The Prince Edward Island Seniors' Secretariat is bringing together seniors' advocates, municipal and provincial planners, and academics for a discussion about creating age-friendly communities that support Island seniors in leading healthy, active lifestyles. The Secretariat, a committee of representatives of various Island seniors' groups
Social Assistance Act	1988	Department of Social Services and Seniors	
Social Assistance Act- general regulations	1988	Department of Social Services and Seniors	
Social Assistance Program	N/A	Department of Social Services and Seniors	
Special Needs Grants for Licensed Early Childhood Centres	N/A	Department of Social Services and Seniors	
French Languages Services Act	1999	Executive Council Office	
Participate in PEI - advert	2008	Executive Council Office	Advert (also web-page inviting expressions of interest from islanders to get involved in the 75 agencies, boards and commissions (ABCs) when vacancies occur. Ads for vacancies include Ministerial Advisory Committee on Disability issues (3-year term); Seniors' Secretariat Advisory Committee; Environmental Advisory Council; Acadian Communities Advisory committee
Throne Speech	2008	Legislative Assembly	One Island Community: One Island Future links to the establishment of new departments but also decentralisation process by placing government departments in different locations e.g. Dept of Fisheries Aquaculture and Rural Development in Montague; Dept of Innovation and Advanced Learning in Charlottetown and the Department of Education and Early Childhood development in

Document Details	Year	Source	Comments
			Summerside. The speech also announces the setting up of an Office of Public Engagement to provide ongoing assistance and co-ordination to the policy consultations of departments. Its mandate will also be to build a common foundation of knowledge and information from which both Government and communities can assess and discuss public policy issues. This will be achieved through using the Community Accounts system developed by the Government of Newfoundland and Labrador, and with the assistance of groups such as the PEI Quality of Life Coalition
Innovation PEI Act	2008	Legislative Counsel	Relates to the 'strategy sector' i.e. Bioscience, aerospace, information and communication technology and renewable energy. In setting up the crown corporation, objects include facilitating cooperation and communication amongst Government, the research and development community, educational and training institutions, and the business community.
Credit Union Act	1992	Legislative Counsel	
Charities Act	2003	Office of the Attorney General	The Consumer Affairs section of the Consumer, Corporate and Insurance Division of the Attorney general's office has oversight for the Charities Act.
Co-operatives Associations Act	1976	Office of the Attorney General	Co-operatives are governed by the general principles which are outlined in the Co-operative Associations Act, or, on the federal level, by the provisions of the Canada Co-operatives Association Act. The procedure set forth in the provincial act requires that the completed documents be submitted to the Inspector of Co-operatives in the Consumer, Corporate & Insurance Services Division of the Office of the Attorney General.
Corporate Services	2008	Office of the Attorney General	This section is responsible for the registration of partnerships and business names, the incorporation of companies, non-profit corporations, co-operatives and credit unions and the registration of extra-provincial corporations. It administers the Companies Act, Extra-provincial Corporations Registration Act, Co-operative Associations Act, Credit Unions Act, Limited Partnerships Act and the Partnership Act.
Fees Regulations - Co-operatives Associations Act	1976	Office of the Attorney General	
General Regulations - Co-operatives Associations Act	1976	Office of the Attorney General	
Live Smart, save more	2008	Office of Energy Efficiency	The Office of Energy Efficiency has been established to assist Islanders in reducing their energy consumption and provide Islanders with advice and programs that will promote sustainable energy use and reinforce the importance of sound energy management for the economic, social and environmental well being of Island residents and businesses. There are a number of programs and funding streams to support residents and businesses, including audit programs and meters.
Island Prosperity: a focus for change	2008	Office of the Premier	Report prepared by the Office of Biosciences and Economic Innovation for the Premier so focus of the strategy is on bio-technology, information technology, aerospace industry and increased emphasis on environmentally-friendly energy sources. The section on investing in people includes the strengthening of the Population secretariat re settlement and immigration services; and Youth IT

Document Details	Year	Source	Comments
			programs and boot camps.
<u>Business Support Program</u>		PEI Business Development	Lists all current programs and supports.
<u>Craft Development Program</u>		PEI Business Development	Prince Edward Island Business Development will provide assistance to individuals, businesses and groups engaged or plan to be engaged in craft production and who wish to exploit new market opportunities as a means to creating full-time employment.
<u>Human Resource Planning Program</u>		PEI Business Development	Open to all small businesses in all sectors that do not have human resources policies This is also supported by the HR Implementation plan
<u>PEI Business Development</u>	N/A	PEI Business Development	Client Services Division provides coordination and delivery of information and assistance to new and existing business in Prince Edward Island. Specifically, the Client Services Division provides counselling, financial assistance, business guidance and entrepreneur education. The Business Investment Division is responsible for attracting off Island investment to Prince Edward Island. The current priority sectors for investment recruitment are the sectors of Food, Aerospace, Manufacturing, IT, Film and New Media and BioScience.

Appendix C

Selected references and web resources: Prince Edward Island

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Community Access Program – internet community access points, part of a federal program of initiatives provided through Industry Canada. Community sites and learning centres across the province e.g. Morrell Regional Community Learning Centre: <http://www.peicaps.org/~mrclc/index.php>

Department of Community Services, Seniors and Labour, *Welcome*, available at <http://www.gov.pe.ca/sss>

Department of Health and Wellness, *One Island Health System*, available at <http://www.gov.pe.ca/health/index.php3?lang=E>

Government of Prince Edward Island, *Home*, available at <http://www.gov.pe.ca>

Integrated Health System project, *Welcome*, available at <http://www.oneislandhealthsystem.ca>

Premier's Action Committee on Family Violence, *About Us*, available at <http://www.stopfamilyviolence.pe.ca/index.php3?number=1017042&lang=E>

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Murphy's Community Centre, *Welcome*, available at <http://www.murphyscommunitycentre.com>

PEI Association for Community Living, *About us*, available at http://www.peiacl.ca/about_us.htm

PEI Eco-net , *Mission and Vision* available at <http://orgs.tigweb.org/prince-edward-island-econet>

PEI Food security network, *Mission and Principles*, available at <http://peifoodsecurity.wordpress.com/mission-and-principles>

PEI Political Observer – blog, available at <http://princeedwardislandpoliticalobserver.blogspot.com>

PEI Poverty Reduction Network – blogspot – available at <http://peipovertyreductionnetwork.blogspot.com>

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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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