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Public Policy and the Social Economy in Atlantic Canada: Nova Scotia

**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 relating to the province of Nova Scotia.

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 Nova Scotia, this would include the Department of Health Promotion and Protection and the Canada Volunteerism Initiative (NS Network) working to provide recommendations for government on working with volunteers (and the accompanying report, 'Talking with Volunteers', 2006); the Poverty Reduction Strategy co-ordinated through the Department of Labour & Workforce and Community Service, which was preceded by the Poverty Reduction Working Group (Nova Scotia Legislature); and, more recently and with a broader remit, the Collaboration Agreement between the government of Nova Scotia and the

voluntary sector signed in 2008¹. This was in the same year that the Minister for Volunteerism, Barry Barnet, announced the set up of a province-wide advisory council to help strengthen the profile of volunteers. At the time, this was hailed by one of the members as a partnership between provincial government and the volunteer sectors that will ‘eventually become the model for all volunteer sectors in Canada’. Other initiatives included the long established citizen’s policy forum, Voluntary Planning. This quango is responsible to the Treasury and provides citizen’s input into key policy areas².

¹ The agreement was signed by the Premier of Nova Scotia, the then Minister for health promotion and Protection/Minster of Volunteerism and the Chair of the Nova Scotia Volunteer Community Advisory Council. Copies of the agreement can be found at: <http://www.gov.ns.ca/hpp/publications/CA-web-ENG.pdf>

² See <http://vp.gov.ns.ca>

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.³

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, Nova Scotia was ranked 2, with an estimated 72% coverage of the five key CED areas. Appendix A provides a summary of the ranking criteria for Nova Scotia.

³ 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 Office of Economic Development, which linked in with the Nova Scotia Association of Regional Development Authorities to provide support and services locally across thirteen regions in the province. Under the department’s strategy for economic growth, Opportunities for Prosperity (2000 – see Appendix B), the department outlines the need to in partnership with

Table 3.1. Elements of Government Support identified and recorded in Nova Scotia (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?	Y
5. Are there policies that devolve authority to local bodies for regional or community economic development?	Y

the private sector and to ‘work closely with citizens to build the economy’.

It was noted, at this time, that a new provincial community development policy was in preparation and a year after the Infanti report was produced, there is the launch of the 2004 Community Development Policy by the now Department of Economic and Rural Department. In recognising the need to develop sustainable communities, the document emphasises co-operation, coordination and collaboration and outlines the move towards ‘more collaborative approaches with communities and across Government that build on the combined skills, resources and commitment needed to address challenges and opportunities’ and which values and encourages volunteerism. The policy articulates a commitment to social inclusion and the active use of a community development lens, which is defined as ‘a

tool designed to raise awareness and consideration of the possible impact of Government decisions, activities and outcomes on communities'.⁴

A specific policy denoting more general support for community economic development at this time was the Sustainable Communities Initiative (1999), which has since developed further under the Department of Community Services remit and the establishment of the Deputy Minister's Forum on Sustainable Prosperity. This will be looked again in Section 4, 'Supporting the social economy in Nova Scotia'.

3.2 Social Capital

Unlike other Atlantic Provinces, Nova Scotia matched all the surveyed elements that were seen to build and support social capital in the Infanti report. In the main, as with New Brunswick for example, this was mainly demonstrated through economic development programs and regular funding streams. Unlike New Brunswick, it was also identified that Nova Scotia also supported co-operative development (through the Co-operatives Branch of

Table 3.2 Elements of Government Support identified and recorded in Nova Scotia (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?	Y
e) Aboriginal CED?	Y
f) Rural development?	Y
g) Urban development?	Y
h) Regional economic planning?	Y

Service Nova Scotia & Municipal Relations) and urban development programs (where rural development agencies also worked in inner city Halifax, NS).

The report also noted the Black Business Initiative (BBI), which was established in 1996 and provides networking, training and development opportunities for business-owning members

⁴ Nova Scotia Community Development Policy, p1 and 3 – endorsed by the executive Council in 2004 is available from <http://www.gov.ns.ca/econ/cdpolicy/docs/NovaScotiaCommunityDevelopmentPolicy.pdf>

of Nova Scotia's Black community. BBI is currently funded through the department of Economic and Rural Development and the Atlantic Canada Opportunities Agency.

Also noted was the Conseil de développement économique de la Nouvelle-Écosse (CDÉNE) and the Mi'Kmaq-Nova Scotia-Canada Tripartite Forum. CDÉNE is a non-profit development agency based in Halifax working specifically with Acadian and Francophone communities and currently with four regional bureaux in Argyle, Clare, Chéticamp and Richmond. In 2006, CDÉNE broadened its remit to become a University Business Development Centre by working with l'Université Sainte-Anne and absorbing the previously independent Centre d'aide en affaires et en entrepreneuriat. The Tripartite Forum is the main operating body of Office of Aboriginal Affairs. Since 1997, when the tripartite agreement was first set up, the Forum has been working to provide a collaborative working forum between government and aboriginal and First Nations communities. Currently the forum operates a number of working committees around major government policy areas, for example: justice, health, economic development, culture, social development, and sport and recreation.

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). Although Nova Scotia was considered strong in building human capital, there were some gaps in terms of financial and natural capital initiatives at the time.

In terms of the former, there was no recorded evidence of capitalization of local trust funds, loan guarantees, venture capital funds, community bonds and micro-lending. Some of these gaps have since been filled for example, Canada Business in partnership with Nova Scotia credit unions now provides small business financing and a loan guarantee program and there

is a specific program geared to small co-operative businesses.⁵ The latter is being addressed through the Department of Natural resources with input from citizens through the Nova Scotia Voluntary Planning Natural Resources Citizen Engagement Committee.

Overall the report concludes that jurisdictions that are legislated to support community economic development, like Nova Scotia, ‘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 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 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 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 Nova Scotian government of practitioner materials. Where this ‘social economy’ is recognised or

⁵ Credit Union Central’s website details the ‘Investing in Nova Scotia Enterprises Co-operative Small Business Financing’ program a joint initiative with NS Co-operative Council and the Department of Economic and Rural development, see <http://www.ns-credit-unions.com/default.asp?mn=1.19.33.45>

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. 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 Nova Scotia

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.

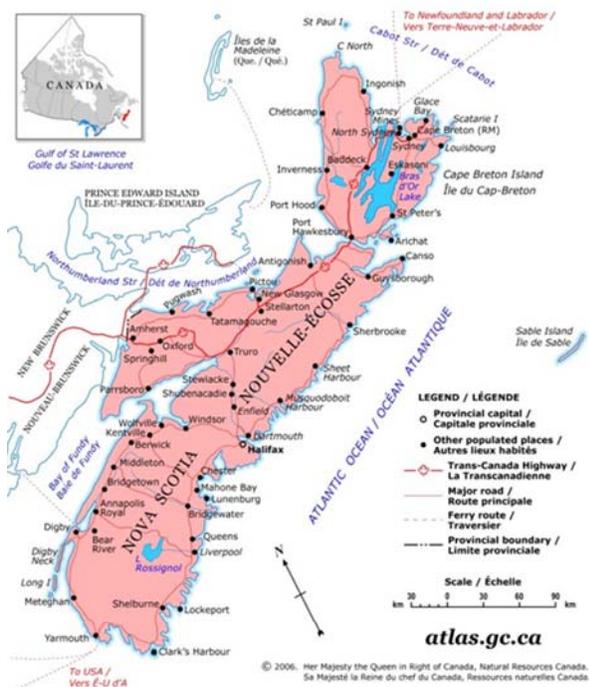
A systematic scan of publicly available government Acts (statutes) and bills, regulatory frameworks and policies up to and including 2008 that relate to aspects of the social economy was undertaken via internet and library searches of provincial and municipal governments and public sector websites. We 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 websites⁶ 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, 2009’⁷.

4.1 Nova Scotia in context⁸



In 2008, the total population of Nova Scotia was 938,310, a rise of over 30,000 from 2001⁹, although in 2006. The Nova Scotia Demographics research report, stated that population is on a downward trend and that its population is generally older than the Canadian average.¹⁰ The majority of the population fall into the 35-54 age range¹¹. Compared to the rest of Canada, Nova Scotia also has a relatively low immigrant population.¹²

2008 also saw a growth in employment along with an increase in labour force participation (63.9%). However, there was significant decline

in some traditional industries as part of the global financial crisis. There were additional shifts in the age distribution of the labour market with the majority of workers aged 45-49

⁶ 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.

⁷ Available from the SES Research network – see end of report for details

⁸ Source of map: http://atlas.nrcan.gc.ca/site/english/maps/reference/provinceterritories/nova_scotia/map.jpg

⁹ Statistics Canada Demography Division, 2008

¹⁰ Canmac Economics Ltd (2006) A Demographic analysis of Nova Scotia into 2026, Summary report available from http://novascotiacaeroproptions.ca/images/LMI%20portal%20documents/SummaryoftheNovaScotiaDemographicReport_000.pdf

¹¹ <http://www.gov.ns.ca/finance/communitycounts/topicview.asp?num=1&gval=pro&s=Demographics&yval=2006>

¹² In 2006, 5% (45,190) of the population were immigrant and non-permanent residents, <http://www.gov.ns.ca/finance/communitycounts/profiles/community/default.asp>

years¹³. The services sector (health and social care and education) is the major employer in the region and in 2008 accounted for over 79% of total employment¹⁴. Nova Scotia has the highest population of people with disabilities in the Atlantic provinces and above the national average 20.1% of persons over the age of 15 compared to 14.6 for the national average¹⁵. The effects of a slowing US economy were also seen by a large decline in accommodation and food sector jobs.

In 2007, Soots *et al*¹⁶ profiled the Nova Scotia development system as an innovative support for co-operative development. At that time, three-hundred provincially incorporated co-operatives and 35 provincially incorporated credit unions were members of the Nova Scotia Co-operative Council (NSCC)¹⁷. The key supporting government agencies supporting co-operative development were identified as the Office of Economic development, the Department of Community Services, InNOVA and Nova Scotia Business Inc (both crown corporations) and as with other Atlantic provinces the federal agency, Atlantic Canada Opportunities Agency (ACOA). The case study traces the history of the NSCC and its strategic importance as an organisation separate from government, which retained registration and regulatory duties in regard to co-ops in the province. The largest number of co-ops fall into the finance (23 credit unions) and agricultural sectors (23), followed by housing (22) and total assets for the sector are more than \$2.5 billion with seven thousand people employed in the sector. In addition, over 6,000 people in Nova Scotia live in co-operative housing¹⁸.

Nova Scotia lays claim to the first co-operative business in North America – set up in Stellarton in 1861 and has a long association with the co-operative movement. In 2007, a year before NCSS's 60th anniversary, the Nova Scotia Government and the NSCC renewed a five year memorandum of understanding, which 'underscores the value of the co-operative

¹³ NS Labour and Workforce development (2008) Nova Scotia Labour Market review, available at http://novascotiacaereroptions.ca/images/Downloads/LabourReview_08_EN.pdf

¹⁴ Labour Market Monthly, October 2008, available from <http://www.gov.ns.ca/finance/publish/lmm/lmm0810.pdf>

¹⁵ See <http://www.gov.ns.ca/finance/statistics/agency/social/default.asp?p=1&s=1c>

¹⁶ Soots, L. K., S. Perry, S and Cowan, J. (2007). *Supporting Innovative Co-operative Development: the case of Nova Scotia Co-operative Development System*. Paper Presented Congress 2007, University of Saskatchewan, Saskatoon.

¹⁷ See http://www.nasco-opcouncil.ca/coops_memdirectory.php for current membership

¹⁸ See Co-ops in Nova Scotia, produced by the Canadian Co-operatives Association, http://www.coopscanada.coop/assets/firefly/files/files/pdfs/ProvAndSectoralProfiles/Nova_Scotia_co-ops.pdf

and credit union sector to the provincial economy'.¹⁹ In the same year, a survey undertaken by the Social Economy and research network provided a 'portrait' of co-operatives and credit unions in the region including details on membership – type, size; revenue; board make-up and use of volunteers; numbers of paid staff; knowledge and value of internationally acknowledge co-operative principles and values (Thérialut *et al*, 2008)²⁰

In 2003, a national survey of non-profit and voluntary organisations was undertaken and in 2006 Rowe provided a summary overview of the survey for Atlantic Canada²¹. Significantly, at that time, Nova Scotia had the highest concentration of voluntary and community organisations of the four Atlantic provinces. In 2004, the region had approximately 8% of the total estimated number of incorporated Canadian non-profit and voluntary organisations. This was equivalent to around 12,882 organisations out of which nearly 6,000 (5829) were based in Nova Scotia. Following the survey, in 2004, Nova Scotia Health Promotion and Protection (HPP) produced a snap shot of volunteering using Statistic Canada's Survey of Giving, Volunteering and Participating.²² The report detailed the volunteering activities of Nova Scotians and estimated that over 48% of the population actively volunteer in their communities with an estimated 50 volunteer hours per capita, equivalent to a total of 47 million volunteer hours. This amounts to an economic value of \$305,500,000.²³ Even so, Nova Scotia lagged behind both Newfoundland and Labrador and New Brunswick in appointing a minister with a portfolio for the voluntary and community sector. Having said that, there has been a history of support for volunteering in the province and a number of consultations, networks and research/publications over the years – these have focused mainly around the work of health education, promotion and protection²⁴ (and the relevant government department) and the federal and pan-Canadian volunteerism initiative (CVI).

¹⁹ http://www.nscop-council.ca/news_inthenews.php#top50

²⁰ For access to this report and other resources linked to the research project, visit <http://www.msvu.ca/socialeconomyatlantic/pdfs/Documentsandworkingpapers>

²¹ Rowe, P. (2006). The Nonprofit and Voluntary Sector in Atlantic Canada: regional highlights from the National Survey of Nonprofit and Voluntary Organizations. Toronto, Imagine Canada.

²² HPP publication available at <http://www.gov.ns.ca/hpp/publications/Volunteerism-FactSheet.pdf>

²³ Calculated using the 2004 minimum wage of \$6.50, <http://www.gov.ns.ca/news/details.asp?id=20050525002>. In 2008, the Nova Scotia government estimated this as \$2 billion worth of services: <http://www.gov.ns.ca/hpp/publications/progress-update.pdf>.

²⁴ See for example, the Health Promotion Clearing House web-resources such as Advocacy, policy development and building community capacity; and volunteer development: <http://www.hpclearinghouse.ca/resources/documents.asp>

In 2006, the Nova Scotia CVI released a report following consultations and round tables with the voluntary/volunteer sector. In this report, the authors included a number of recommendations for action by government.²⁵ Some of the key issues and recommendations for the development of sector-government relations were in relations to communication and collaboration. As part of a move to improve ‘partnership’, it was advised that a provincial volunteer advisory council should be set up along with the development of an accord between the provincial government and the sector. Following the appointment of the first minister for volunteerism to be housed within the Department of Health Promotion and Protection, a 21-person Nova Scotia Volunteer Committee Advisory Council was established in 2008.

The remit of the NS Volunteer Community Advisory Committee includes developing and maintaining relationships with government, championing issues of the sector and providing input on public policy. In 2008, the Department published a progress update in relation to the 2006 CVI report.²⁶ One of the issues that government has worked with the Advisory Committee on has been a code of good practice with regard to funding; as well as insurance issues for volunteer groups. According to Steve Young, co-chair of the Advisory Council, the partnership between provincial government and the volunteer sector is set to ‘become a model for all volunteer sectors in Canada’.²⁷ In 2008, a collaboration agreement between government and the voluntary sector was signed²⁸.

Rural development and capacity building has also been a focus for government in developing sustainable communities, attraction and retention of employer/employees and the revitalisation of rural communities. Like other provinces in the region, Nova Scotia has been experiencing a population shift from rural to urban and increased migration in terms of people looking for jobs. Langille et al (2008) found that a number of rural communities were excluded from policy dialogue and decision-making although, at the same time, many communities are actively working with universities (through community-university research alliances), to influence government policy agenda. At the same time, government priorities

²⁵ NS CVI (2006) Talking with Volunteers..Recommendations for government action, available at http://www.gov.ns.ca/hpp/publications/CVI_Roundtable_Report.pdf

²⁶ Available at <http://www.gov.ns.ca/hpp/publications/progress-update.pdf>

²⁷ NS Dept of HPP (2008) Progress Update – on recommendations from NS-CVI Report, page 3

²⁸ <http://www.gov.ns.ca/hpp/publications/CA-web-ENG.pdf>

for rural development include community capacity building.²⁹ As part of the project described by Langille and colleagues, the Rural Communities Impacting Policy (RCIP) project produced a series of tools and resources on using research and influencing policy³⁰. As with the development of relationships between government and community regarding health and well-being³¹, the RCIP also provides opportunities for learning in terms of improving and increasing ‘citizen participation and...Individual, organisational and collaborative capacity to support broad participation in rural development’³² In many respects, this resonates with the moves away from transaction and bi-lateral relationships between government and social economy organisations (regarding funding and specific sector-department relationships) to broader, more issue based strategy and thinking (for example, as with other Atlantic provinces, Nova Scotia has a strong emphasis on alleviating poverty and quality of life issues), which require local knowledge and context-specific interventions. Moreover, there is a need for developed collaborative, multi-sector, multi-stakeholder alliances, which Bradford notes were significantly absent in policy practice in Canada in 2003³³.

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.

As mentioned above, 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 /

²⁹ Langille *et al* (2008) Building Collaborative Capacity for Research and Influencing Policy: the Rural Communities Impacting Policy Project, *Journal of Rural and Community Development*, 3(3), pp 23-55

³⁰ See for example the Rural Tackle Box - <http://www.ruralnovascotia.ca/tacklebox>

³¹ See for example, Smith, B. L. (2003). Public policy and Public Participation: engaging citizens and community in the development of public policy. Report prepared for the Population and Public Health Branch, Atlantic Region Office, Health Canada. Halifax, NS, Health Canada.

³² Langille *et al*, p 45

³³ Bradford, N. (2003). Cities and Communities that work: innovative practices, enabling policies, Discussion Paper F32, Family network. Ottawa, Canadian Policy Research Networks, page 6

government departments. There are also examples of special interest coalitions (task forces and organizations such as the 2007 Justice Minister's Task force on safer street and Communities; Community Business Development Corporation and the Women's Economic Equality Society). 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. The next section details some of the departments, mandates, strategies and policies that:

- 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:

- *Department of Health Promotion and Protection*: the department was created in 2006. As mentioned above, as the department in previous guises community based public

services have had a long standing relationship with community groups and volunteer organisations, the department is home to the *Minster for Volunteerism*; the *Volunteerism Interdepartmental Co-ordinating Committee* a ‘horizontal committee of government dedicated to supporting and growing volunteerism and the voluntary sector in Nova Scotia’; and the *Nova Scotia Volunteer Advisory Council*.

- *Department of Finance*: provides oversight of the Credit Unions Act and also provides statistical information and information on new registrations from the *Department of Service Nova Scotia and Municipal Relations*, Registry of Joint Stock Companies which includes numbers of co-op associations, credit unions and societies
- *Department of Service Nova Scotia and Municipal Relations* - The Co-operatives branch of Service Nova Scotia manages the Co-operatives Associations Act of Nova Scotia and provides start-up assistance and advisory services to registered co-ops in the province. Service Nova Scotia has a mission to improve the delivery of government services to the public. The Department oversees the registration of non-profits under the Companies Act (see below) and provides information and guidance on registration and duties under the Act.
- *Department of Community Services* – has most of the transactional relationships with the voluntary and community sector via contracting for services and grants. The departmental report produced in 2008, stated that 70% of providers of residential and programs for youth, adults and seniors are provided by the non-profit sector. The Co-operative Housing and Non-profit housing programs also fall under the department’s jurisdiction.
- *Department of Economic and Rural Development*: the department is tasked with the province’s strategy for sustainable development and prosperity. On an operational level, the department oversees the small business finance program and well as the community development investment funds and community development trusts (see below). The 2006 policy document (detailed below) includes an emphasis on social

and human capital and details partnerships with community-based organisations. There are community and rural development offices across the province (10 in total, with regional head offices in Truro and Halifax).

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

A: Yes

- *Co-operatives Associations Act* (revised 2001; 2008) – includes housing and other provincially incorporated co-operatives
- *Corporations Act* – allows for the registration of non-profits. The Canada Corporations Act will be replaced by the Canada Not-for-Profit Corporations Act in 2009.
- *Credit Union Act, 1994*
- *Equity Tax Credit Act, 1993 and regulations* – provides tax credits for investment in small business and labour-sponsored venture capital corporations, includes associations as defined in the Co-operative Associations Act
- *Housing Act* – Co-operative Housing, Non-Profit Construction Projects, Self-Help Housing Program
- *Regional Community Development Act* – set up regional development authorities to co-ordinate and lead economic development at a local level
- *Societies Act, 1989* – incorporation of non-profit societies
- *Volunteer Protection Act, 2002* – outlines the protection of volunteers working in organisations, including political parties (see designation of Non-profit Regulations)

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

- *A Lasting Social Fabric: our framework for social prosperity* (Dept of Community Services): This framework recognises that every government department has something to do with social prosperity and so sets about co-ordinating related activities to work together effectively. The connecting threads include: health and wellbeing; lifelong learning; access and inclusion; citizenship, democracy and engagement; and safety and security. Under building community capacity, the report states that 'Community development engages the necessary partners at the community and government levels and defines a common vision' and that 'All community members...have the opportunity to become engaged in the community development process and are able to access its social and economic benefits'.
- *Action Plan on Volunteerism* (Department of Health Promotion and Protection): The Volunteerism Interdepartmental Coordinating Committee is developing an implementation plan to address issues such as volunteer capacity, tools and resources, and training needs.
- *Opportunities for Sustainable Prosperity, 2006* (Dept of Economic and Rural Development) – this builds on earlier strategies and reports. For example, in 2004 a report produced from community consultations suggested that traditional community economic development approaches did not consider social issues and advocated a move towards a community development approach. The report also noted that Nova Scotia is one of two provinces that at that time did not have a volunteer Resource centre. The 2006 strategic response stresses effective partnerships as essential to progress.
- *Poverty Reduction Strategy* (Departments of Labour & Workforce, and Community Service) This sets out a cross-departmental strategy and includes the creation of a

new post – Poverty Reduction Co-ordinator. The strategy includes a commitment to a community development model to allow for public involvement and to develop evidence-based policy and programs. The strategy also allows for funding of voluntary sector projects via the Department of Community Services.

- Throne Speech, 2007 – ‘The New Nova Scotia’ announced the ‘Social Prosperity Framework’ (see above)³⁴
- *New Democratic Party Electoral Platform 2008* – includes commitments to non-profit and co-operative housing; engagement with First Nations, Métis and Inuit communities and organisations to ensure equitable participation; support for a ‘respectful, co-operative federalism’; re-investing in women’s programs and organisations.³⁵

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

- *Community Development Investment Funds* (CEDIFs - Department of Economic and Rural Development). CEDIFs are pools of capital formed through the sale of shares to persons within a defined community to operate or invest in local business. This includes co-operatives and social enterprises and organisations that have benefited include, for example, Port Hood RV Co-operative Ltd, and Just Us! Coffee roasters.
- *Community Development Trusts* (Department of Economic and Rural Development). These are linked specifically to four strategic areas: economic trade and diversification; improved productivity; innovation and training; and developing community transition plans and helping workers face adjustment to changes.

³⁴ http://www.gov.ns.ca/legislature/HOUSE_BUSINESS/ThroneSpeech_Nov22.pdf

³⁵ NDP held Halifax in 2008 and won the Province in 2009. Their manifesto can be found at http://xfer.ndp.ca/campaign2008/Platform_2008_EN.pdf

Organisations that have benefited include the Nova Scotia Boatbuilders Association – a member-based organisation for Nova Scotia, New Brunswick and Prince Edward Island.

- *Co-operative Housing and Non-profit housing programs* (Department of Community Services)
- *Small Business Finance Program* (Department of Economic and Rural Development / Canada Business Nova Scotia). This includes the Investing in Nova Scotia Enterprises Co-operative Small Business Program, a joint initiative between NS Co-operative Council, Credit Union Central and the Department. NS Credit unions website states that since its inception in 2003, the Small Business Financing Program has played an important role in the advancement of provincial businesses, maintaining 2,335 jobs and creating an additional 1,347 jobs
- *Community Grants Program* (Halifax Regional Municipality). This initiative provides annual cash grants to registered non-profit organizations and charities located throughout HRM. There are two types of grant (a) a project grant of up to \$5,000 and (b) a capital grant of up to \$25, 000.
- *HRM Community Facility Partnership* (Halifax Regional Municipality): a centralized program that provides funding to community non-profit groups and public institutions in support of major capital initiatives undertaken as part of a formal partnership agreement.
- *Tax exemptions for Non-profits* (Halifax Regional Municipality). Halifax Regional Municipality can help some non-profit organizations reduce their level of property tax through the Tax Exemption for Non-Profit Organizations Program. The program is administered on behalf of Regional Council by the HRM Grants Committee, HRM Grants Program and HRM Taxation Office.

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

A: Yes

- *Collaboration Agreement between the Government of Nova Scotia and the voluntary sector, 2008*: signed agreement for positive collaborative working on issues, policies and programs related to the sector. The Agreement sets out Government's statement of intent in terms of the value it places on the sector as a 'vital component of the social, economic, cultural, environmental well-being' of Nova Scotia. This includes a commitment to develop support for the sector and to work together to improve policy development.
- *The Nova Scotia Partners for Workplace Education* is a provincial advisory committee linked to the Department of Labour and Workforce Development. The Committee has included co-operative and non-profit organisations such as Credit Union Central Nova Scotia, Just Us! Coffee roasters.
- *Our Kids are worth it* (Department of Community Services) – focus on crime prevention, points to collaborative approaches to problem solving including the initiation of a social policy research group.
- *Poverty Reduction Working Group* (Nova Scotia Legislature) – a private members bill helped to set up this working group in 2007. It operates under the auspices of the *ministers for community service and environment and labour*. Members include: Community Action on Homelessness; Feed Nova Scotia: Face of Poverty; and Feminists for Just and Equitable Public Policy.
- *Voluntary Planning Board* – is a quango, an arms-length policy forum. In their accountability report 2008, the Board outlined their work on guidance in promoting and increasing involvement of Nova Scotians in developing policy advice to government – the premier, Cabinet and departments. In 2008, they worked with the Department of Natural Resources.

- *Volunteer Advisory Council* – 21 person council (as detailed above)

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

- *Cabinet – Minister responsible for the Advisory Council on the status of women.* The advisory council takes on board a policy and advocacy on any public policy affecting women in the province.
- *Department of Fisheries and Aquaculture* – encourage volunteer initiatives through their ‘*Adopt-a-Stream*’ and *River Watch* programs. Linked to the 2005 Green Plan of the then Department of Energy and Labour (now Department of Environment)
- *Department of Health* – encourage public consultation via their *Continuing Care strategy*
- *Early Learning and Child Care Plan* – to promote a fair, equitable day care and child care system
- *Healthy Eating Nova Scotia Strategic Plan* – mainly health focused but also looks at food security
- *Office of Aboriginal Affairs* – co-ordinates consultation with Mi’kmaq of Nova Scotia, including the Mi’kmaq-Nova Scotia-Canada tripartite forum
- *Office of African Nova Scotian Affairs – African Nova Scotian Community Action Plan, 2006:* outlines the role of special interest advisory groups. Also has the power to give discretionary grants.

- *Seniors Secretariat* – overview of all issues related to seniors. The Secretariat work with the *Group of IX* – a group of seniors’ organisations who consult with other organisations and special interest groups to input into government departments.
- *Strategy for Positive Ageing* – long-term strategy encouraging cross-sector responses to an aging population and to create senior friendly communities

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

A. Yes

- *Halifax Regional Municipal Charter* (Department of Service Nova Scotia and Municipal Relations): this charter relates to HRM’s duties and responsibilities and, in the main, relates to planning and infrastructure. However, there is mention of non-profits and charitable organisations in terms of access to buildings, grants and possible tax exemptions.
- *Community Transport Assistance Program* (CTAP – Department of Service Nova Scotia and Municipal Relations). Funding available to municipalities and non-profit community-based organisations to help to provide transport services in low-population density areas of the province.
- *Strategies for Success 2005-2010* (Halifax Regional Municipality) – advocates partnerships across government, community, non-profits, post-secondary education and business for economic development.
- *Government Relations and Strategic Partnership Development Policy, 2006* – HRM: designed to increase the municipality’s relations with other levels of government and community partners (through memoranda of understanding). Priorities for 2008/2009 include: increasing voluntarism and participation.³⁶

³⁶ <http://www.halifax.ca/IntergovernmentalAffairs/documents/CouncilReport2008-09GovernmentRelationsPriorityAreas.pdf>

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

- Atlantic Community Economic Development Institute: a co-operative based in Nova Scotia and carries out research, capacity building and asset mapping activities especially in relation to sustainable communities, First Nations, African Canadians and marginalised communities in the Atlantic region and internationally (Bolivia)
- Atlantic Institute for Market Studies - a federally incorporated, non-profit think tank based in Nova Scotia and provides input and commentary on public policy regionally, nationally and internationally. Not specifically non-profit/social economy but has produced documents on public policy areas such as education.
- Community Business Development Corporations, Nova Scotia: 13 local CBDCs across Nova Scotia working to support entrepreneurs and social enterprises through seed capital programs (particularly those that have difficulty accessing financial resources through mainstream sources), training and counselling. CBDCs are mainly geared towards individuals.
- New Dawn Enterprises – a community development corporation in Cape Breton, established in 1976. It has a number of companies under its umbrella such as New Dawn Renewable Energy project. New Dawn Sydney senior Care Home Living, and New Dawn Volunteer Resource centre. The latter offers a meals on wheels service.
- Nova Scotia Co-operative Council – provides a range of supports to existing co-operatives and those thinking about setting up a co-operative, for example: business planning, research, mentoring, incorporation, training, information on financing and loan support, and networking opportunities. It describes itself as the economic development arm of the co-operative and credit union system and has over 400 members.

- Credit Union Central – represents and supports credit unions in Nova Scotia and also in Newfoundland and Labrador. Central acts as a trade association and also provides central services and financial services.
- Nova Scotia Credit Unions Charitable Foundation - supports community programs and projects in health care, education, the environment and the arts. Since 2000, the foundation has invested \$500,000 in programs and services across Nova Scotia and Newfoundland and Labrador.
- Nova Scotia Volunteer Forum – a web-based resource supported by Community Links, Recreation Nova Scotia, Cape Breton Chamber of Voluntary Organisations and the Fédération Acadienne de la Nouvelle-Écosse
- Cape Breton Chamber of Voluntary Organisations – is a membership, umbrella organisation that provides opportunities for networking, support and collaboration between voluntary organisations in Cape Breton
- Community Links – is a province wide organisation to promote quality of life for seniors.
- Cumberland African Nova Scotian Association (CANSAs): provides training and development opportunities for African Nova Scotian’s and promotes partnership development.
- Fédération acadienne de la Nouvelle-Écosse (FANE) - is an membership umbrella organisation with 26 Acadian and French-speaking community member organisations. Main activities include: offering support to its member associations and the broader Acadian community, representing and lobbying on behalf of its members, facilitating community dialogue and consultation, communications, research and development

- Federation of Community Organisations (FOCO) – a membership umbrella organisation providing services and development opportunities for voluntary sector organisations in the Halifax Regional Municipality. FOCO partnered with Phoenix Youth programs to undertake research on labour needs of the non-profit sector in Nova Scotia (research funded by Human resources and Skills development, Canada)³⁷
- Native Council of Nova Scotia: the Council describes itself as a ‘Aboriginal Peoples representative Organisation’ and one of the aims is to influence all levels of government.
- United Way – largest funder of the voluntary sector and social services in Canada after governments and aims to strengthen communities. In Nova Scotia, there are 6 United Way offices Cape Breton, Colchester County, Cumberland County, Halifax Region, Lunenburg County and Pictou County.

³⁷ For details, see http://www.nfpresearch.ns.ca/resrc_relatedresearch.php

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

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. Nova Scotia, ranked highest of the Atlantic Provinces, was highlighted as offering a model of good practice for its focus on developing the local capacity of communities to address their economic, social and environmental problems.

Unlike its neighbour, New Brunswick, Nova Scotia does not have a guiding document like the Bradshaw report, ‘Blueprint for Action’³⁸, 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 Plan³⁹ or the presence of a well-developed infrastructure organisation like the Community Service Council Newfoundland and Labrador. However, Nova Scotia does have a long history and connection with community

³⁸ 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.

³⁹ 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)

development and the credit union movement linked to Dr Moses Coady and the Antigonish Movement (for more information, visit the digital archive at St Francis Xavier University⁴⁰) and has been at the forefront of co-operative development, with the Co-operative Employee Partnership Program being held up as an exemplar.

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 Nova Scotia. 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). In Nova Scotia and Halifax Regional Municipality there has been deliberate working arrangements between departments (mainly health and health promotion – and through Community Services for grant aid and contracting) and social economy organisations. In policy terms, this has been linked with social care and welfare and predominantly emphasises volunteers⁴¹; and in terms of business development in regard to the co-operative and credit union movements. There has also been a considerable foothold for social economy academic and practitioner research in the region since 2005, with the SSHRC funded Atlantic node of the Social Economy and Sustainability Research Network based at Mount Saint Vincent University and working across all four provinces in a range of areas.

The policy emphasis and language of communitarianism and voluntarism is also reflected in the recent appointment for a minister with the portfolio for volunteering (although in real terms, this does include the organised or formal voluntary sector organisations and paid workers.). In this instance, the ‘Talking with Volunteers’ report produced as a series of round table discussion as part of Nova Scotia-Canada Volunteerism Initiative is a key

⁴⁰ ‘Masters of the Own destiny: the Coady story in Canada and across the world : <http://coadyextension.stfx.ca/>

⁴¹ See for example Katherine Side and Janice Keefe’s 2005 article ‘ The Role of Unpaid Work and Volunteerism in Maintaining Individual and Community Health in Atlantic Canada: a case study approach, in Canadian Women Studies, 24(1), pp 129-137

underpinning document for the set up of the minister's portfolio. In addition, there is a nascent Community Services Council in HRM in the form of FOCO.

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).

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.

Activity at a provincial level is most visible although there are hubs of activity at municipal level in Nova Scotia and this is matched by development initiatives in the third sector, for example: the Federation of Community Organisations and the Fédération acadienne de la Nouvelle-Écosse . 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.

It is still early days to evaluate the impact of the ministerial remit for volunteering and the NS Volunteer Advisory Council. On the non-profit and voluntary and community sector, Nova Scotia has now become much more linked into regional and national discussions and dialogue (viz attendance at the Gathering of Counterparts meeting in 2008, and hosting the 2009 Gathering)⁴².

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 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

⁴² These meetings are aimed at strengthening the relationships between non-profit/voluntary sector and governments. The 2009 event was jointly sponsored by the Governments of New Brunswick and Nova Scotia, in collaboration with the Federation of Community Organizations of Halifax and region and the Volunteer Centre of Southeastern New Brunswick. More information is available at: http://www.cvsrd.org/eng/connections-communities/cc_counterparts.html#cp2009

and frameworks that can support the support social economy organizations at municipal, provincial and federal levels.

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Elements of Government Support identified and recorded in Nova Scotia (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?	Y
5. Are there policies that devolve authority to local bodies for regional or community economic development?	Y
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?	Y
e) Aboriginal CED?	Y
f) Rural development?	Y
g) Urban development?	Y
h) Regional economic planning?	Y
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?	Y
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?	Y
b) Capitalization of local trusts and foundations?	N
c) Loan funds?	Y
d) Loan guarantees?	N
e) Tax credits?	Y
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?	Y
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Appendix A: Government support for CED in Nova Scotia, 2003

Appendix B

Policies, Programs and documents identified and recorded: Nova Scotia

Document Details	Year	Source	Comments
Advisory Council on the Status of Women Act	1989	Advisory Council on the Status of Women	
Employability of Women with Disabilities	2006	Advisory Council on the Status of Women	This report makes recommendations across government department regarding the employment and labour market difficulties facing women with disabilities. The report provides statistics and recommendations
Women and Healthcare	2002	Advisory Council on the Status of Women	This brief was prepared to feed into the Commission on the Future of Health Care in Canada in the Council's role to bring forward to government issues of interest and concern to women and to advise government on matters relating to the status of women.
4-H	N/A	Department of Agriculture	A nation wide program dedicated to the development of young people - provides both leisure and communities activities as well as programs around public speaking and leadership. Projects include: livestock management, gardening, woodworking, computers, welding. It started in Antigonish as part of the calf and garden projects - involved children up to 21 years in rural areas and their parents. The website contains resources such as a General Leaders' toolkit.
Farm Investment Fund	2000	Department of Agriculture	The Farm Investment Fund (FIF) supports sustainable growth in Nova Scotia farm businesses by providing investment for projects that enhance economic viability, farm and food safety, and promote environmental stewardship.
Food Safety Regulations	2005	Department of Agriculture	
Health Protection Act	2004	Department of Agriculture	
A Lasting Social Fabric: our framework for social prosperity		Department of Community Services	This framework recognises that every government department has something to do with social prosperity and so sets about co-ordinating related activities to work together effectively. The plans and outputs will feed into the Deputy Minister's Forum on Sustainable Prosperity. Under building community capacity, the report states that 'Community development engages the necessary partners at the community and government levels and defines a common vision' and that 'All community members, regardless of gender, age, disability, ethnicity, language, or social or economic status have the opportunity to become engaged in

Document Details	Year	Source	Comments
			<p>the community development process and are able to access its social and economic benefits'.</p> <p>The connecting threads include: health and wellbeing; lifelong learning; access and inclusion; citizenship, democracy and engagement; and safety and security. A pyramid of progress is illustrated outlining the building blocks and progress indicators.</p>
Adult Residential Care	1990	Department of Community Services	<p>A report produced in 2008 stated that 70% of providers of residential services and programs for youth, adults and seniors are provided by the non-profit sector. The report also suggested that there was little horizontal coordination or integration within a region or across a community although their may be identified second tier organisations operating to serve specific groups/member organisations within each sub-sector. Current provision consists of group homes, independent living schemes and residential care homes. Policy issues include: sector capacity to meet demand and needs; transition of children to adult services (particularly residential). Under a section title 'Working Collaboratively' the report states, It is recognized that, within a fixed point of responsibility, both government and providers share the ownership of problems and their subsequent resolution. Both parties work toward win-win solutions (p 28) and, Government and providers seek out opportunities to co-ordinate supports and services, to share expertise and to facilitate both horizontal and vertical integration. (p 29). The report recommends that Integration and coordination, e.g. inter-sectoral and cross-agency collaboration, become a performance requirement in service agreements, in requests for proposals and in governance and management standards.</p> <p>Source: Report of Residential Services, 2008 , Nova Scotia Community Services - services for persons with disabilities - http://www.gov.ns.ca/coms/disabilities/documents/Residential_Review_Report-June2008.pdf</p>
Adult Service Centres	1990	Department of Community Services	<p>The Government website detailing this program states that the provision of vocational and other day program services complement the residential and other community based support systems under the Services for Persons with Disabilities Program. Adult Services Centres were established in Nova Scotia to provide community-based vocational programs for adults with disabilities. Currently, Adult Service Centres provide employment, skills training and day program opportunities for adults with disabilities in communities across Nova Scotia. In order to access information and to apply for admission to a Centre, the website directs visitors to a DIRECTIONS, a non-profit organisation with a membership of 28 adult service centres throughout Nova Scotia (http://directionscouncil.org/memberDirectory.asp)</p>
Building Hope with the Salvation Army	2008	Department of Community Services	<p>News release announcing government partnering with the Salvation Army to raise capital funds to address building infrastructure needs. The Province donated \$825,000. Province will also double its financial aid to</p>

Document Details	Year	Source	Comments
			Good Neighbour program (to purchase heating oil) to \$400,000.
Children and Family Services Act	1990	Department of Community Services	
Children and Family Services Regulations	1991	Department of Community Services	
Cooperative Housing and Non-Profit Housing Programs	N/A	Department of Community Services	The Dept states that Co-operative programs provide modest, affordable housing for lower- and moderate-income families and individuals through non-profit continuing housing co-operatives. Co-operative housing is owned and managed by the resident members. A member with low income may be eligible to receive subsidy from either the co-operative's subsidy pool (income tested assistance) or through a rent supplement provided by the Department (ILM Co-op's). Most Boards of Directors of co-operative housing projects undertake subsidy reviews annually and distribute subsidies based on the amount available to the co-operative.
Early Childhood Development Initiative; Early Learning and Child Care Program	2004	Department of Community Services	
Our kids are worth it		Department of Community Services	Following on from the Nunn Enquiry, this strategy is part of the weaving threads approach and focuses on crime prevention. The report details a new initiative to support effective decision making and evaluation - as social policy research group. More generally points up partnership and collaborative approaches to problem solving.
Small Options	1990	Department of Community Services	
The Supported Child Care Program - Children with Special Needs in Child Care Programs	2000	Department of Community Services	
Youth Secretariat Act	1989	Department of Community Services	
Adult and Children's Wheelchair Recycling	2005	Department of Community Services	

Document Details	Year	Source	Comments
Demonstration Project			
Community Economic Development Investment Fund Program (CEDIF)	1990	Department of Economic Development	
Industrial Expansion Fund	N/A	Department of Economic Development	
Opportunities for Prosperity	2000	Department of Economic Development	<p>Describes as an economic growth strategy for Nova Scotians and is the result of a consultative process involving a range of stakeholders. States:</p> <p>Collaboration. Government alone cannot cause economic growth. Government must work closely with citizens to build the economy.</p> <p>Government intends to be open about how it works, making the Nova Scotian economic growth process as transparent as possible, laying out the policy framework for action, and describing how it is moving ahead.</p> <p>Talks about working with government, the private sector and Nova Scotians. Current economic development structures will be replaced with Nova Scotia Business Inc and the NS economic development Agency.</p>
Regional Community Development Act	1994	Department of Economic Development	Set up the regional development authorities to co-ordinate and lead economic development at a local level.
Community Development Policy	2004	Department of Economic and Rural Development	
Community Development Investment Funds	2000	Department of Economic and Rural Development	A CEDIF is a pool of capital, formed through the sale of shares (or units), to persons within a defined community, created to operate or invest in local business. It cannot be charitable, non-taxable, or not-for-profit, and must have at least six directors elected from their defined community. A CEDIF must develop within the community. Any individual or group can form a working group to investigate the possibility of starting a CEDIF in their community. A CEDIF need not be large at its formation. Examples: Port Hood RV Co-operative Ltd; Just Us! Coffee roasters
Community Development Trusts	2008	Department of Economic and Rural Development	Government of Canada and Nova Scotia Provincial government set up the Fund to 'enhance sustainable prosperity in four strategic areas: economic trade and diversification, improved productivity, innovation and training, preparing for an developing community transition plans and helping worker to face adjustment changes. Industry sectors supported include Nova Scotia Boat Builders; Aquaculture

Document Details	Year	Source	Comments
			Development and Trenton Works Plant Transitions.
Communities Talk: results of community consultation phase	2004	Department of Economic and Rural Development	Report suggests that traditional community economic development approaches do not consider social issues and the move to a community development approach gives high priority to social issues and their effects on people. There is a section on Volunteers and NGOs - it was noted that NS is one of two provinces without a Volunteer Resource Centre.
Discussion paper on community development	2003	Department of Economic and Rural Development	
Opportunities for Sustainable Prosperity	2006	Department of Economic and Rural Development	An update on the 2000 document with strategic focus areas of financial capital, natural capital, built capital, human capital and social capital. The strategy highlights the new stresses being caused by urbanisation and aging rural populations. It stresses that 'Effective partnerships will be fundamental to progress. Those partnerships will extend beyond the provincial government to include federal and municipal governments, businesses, and community groups'
Nova Scotia Business Development Program		Department of Economic and Rural Development	
Small Businesses Finance Program	2003	Department of Economic and Rural Development	The Investing in Nova Scotia Enterprises Co-operative Small Business Financing Program is a joint initiative of the Nova Scotia Co-operative Council, Credit Union Central of Nova Scotia and the Department of Economic and Rural Development. NS Credit unions website states that since its inception in 2003, the Small Business Financing Program has played an important role in the advancement of provincial businesses, maintaining 2,335 jobs and creating an additional 1,347 jobs
Options and Opportunities Program	2006	Department of Education	
Post Secondary Education Disability Services	N/A	Department of Education	
Energy Resources Conservation Act	1989	Department of Energy	
Environment Act	1994	Department of Environment	
Green Plan	2005	Department of Environment	Report written when Department was dept for energy and Labour... Outlines funding available to communities to put environmental concerns into action (e.g. Adopt-a-Stream program and Adopt-a-

Document Details	Year	Source	Comments
			highway scheme). Emphasises community and stakeholder partnerships (municipalities).
Pollution Prevention Program	1990	Department of Environment	
Wilderness Areas Protection Act	1998	Department of Environment	
Business Statistics 2008	2008	Department of Finance	Provides statistical breakdown by industry sector. The report also provides information on new registrations from Service Nova Scotia and Municipal Relations, Registry of Joint Stock Companies which includes numbers of co-op associations, credit unions and societies.
Credit Union Act	1994	Department of Finance	An act to encourage thrift and to provide for co-operative credit through the operation of credit unions. The Dept of Finance maintains a registry of all credit unions authorised to do business in the province. Information on registering can be found on Service Nova Scotia website
Credit Union Act amendment to C4	2007	Department of Finance	
Voluntary Planning Act	1989	Department of Finance/Voluntary Planning Board	
Adopt-a-Stream		Department of Fisheries and Aquaculture	Anyone is eligible to adopt a stream and volunteers work under the guidance of experts.
River Watch		Department of Fisheries and Aquaculture	A community based volunteer scheme.
Business Plan	2008	Department of Health	
Continuing Care Strategy	2006	Department of Health	Involved public consultations
Health Act	1989	Department of Health	
Hospital Insurance Regulations	1958	Department of Health	
Health Authorities Act	2000	Department of Health	
Health Research	1998	Department of Health	

Document Details	Year	Source	Comments
Foundation Act			
Health Research Foundation Regulations	2000	Department of Health	
Working together toward better health	2006	Department of Health	Minister's report to Nova Scotians on health services and health promotion activities.
Alcohol Strategy	2007	Department of Health Promotion and Protection	Changing the Culture of Alcohol Use in Nova Scotia: an alcohol strategy to prevent and reduce the burden of alcohol related harm in Nova Scotia. The Task Group responsible for putting the strategy together is made up of health promotion, community development t (statutory services), addiction services (public sector) professionals. The strategy outlines the need to involve multiple stakeholders with one of the five key directions being community capacity and partnership building: includes an annual forum, work with citizens, work across sectors
Collaboration Agreement	2008	Department of Health Promotion and Protection	The Collaboration Agreement was signed in 2008 by the Premier of NS, the Minister for Health Promotion and Protection/Minister of Volunteerism and the Chair of the NS Volunteer Community Advisory Council. The agreement sets out principles, values, commitments and accountability frameworks to guide the development of positive relationships between government and the voluntary sector.
Minister announces new advisory committee	2008	Department of Health Promotion and Protection	Minister for Volunteerism, Barry Barnet, announced the set up of a province-wide advisory council to help strengthen the profile of volunteers. Haled by one of the members as a partnership between provincial government and the volunteer sectors that will 'eventually become the model for all volunteer sectors in Canada. The Committee is to meet 4 times a year.
Talking with Volunteers	2006	Department of Health Promotion and Protection	Report from the Canada Volunteerism Initiative (NS Network) providing recommendations for government on working with volunteers. 3 key areas identified in the report: Financial Support, Collaboration and Communication, and Access to Affordable Insurance.
Active Transportation/ Outdoor Recreation Program	N/A	Department of Health Promotion and Protection	
Restorative Justice Program	N/A	Department of Justice	
Safer Communities and Neighbourhoods Act	2006	Department of Justice	

Document Details	Year	Source	Comments
Safer Communities and Neighbourhoods Regulations	2007	Department of Justice	
Apprenticeship Training and Certification Program	N/A	Department of Labour and Workforce Development	This initiative operated and located at Nova Scotia Community Colleges. It includes the Women Unlimited project - a 3-year initiative to assist unemployed women to move into trades or technology. A youth apprenticeship scheme launched in 2004 is known as 'Workit' and encourages co-op placements and community work experience programs while at high school. There's also an older workers' initiative. The Nova Scotia Partners for Workplace Education is a provincial advisory committee established in 1997 and includes (as of the date of the annual report) business representatives from Allendale Electronics, Just Us Coffee Roasters Co-op Ltd, Credit Union Central Nova Scotia, Fishermen's Cove, Eastern Passage and Glen Haven Manor. Placements includes non-profits and co-operatives
Business Plan 2007-2008	2007	Department of Labour and Workforce Development	
Better Regulation Initiative	2008	Department of Labour and Workforce Development	This long-term project is aimed at reducing the red tape within and across government departments to reduce unnecessary, uncoordinated and duplicative regulatory requirements as a routine business practice (Red Tape Reduction Task Force, 2000). The Corporate Policies and Procedures project led by Treasury and Policy Board is building a strong network of regulatory coordinators across government departments. These experts will keep a watchful eye within their departments, to ensure that any new or amended regulations from their departments meet the Better Regulation principles. Although aimed at the private sector and business owners, the government website includes a number of success stories including the case of day care centres so could be applicable to social enterprises: http://www.gov.ns.ca/betterregulation/success/story_10.html
Pay Equity Act	1989	Department of Labour and Workforce Development	
Skill Development Program	1980	Department of Labour and Workforce Development	

Document Details	Year	Source	Comments
Volunteer Fire Services Act	2002	Department of Labour and Workforce Development	
Volunteer Fire Services Regulations	2003	Department of Labour and Workforce Development	
Pay Equity Act	1989	Department of Labour and Workforce Development	
Business Plan 2007-2008	2007	Department of Natural Resources	
Canada-Nova Scotia Building Canada Fund Communities Agreement	2007	Department of Service Nova Scotia and Municipal Relations	<p>The federal, provincial and municipal governments together will invest \$111-million, which will help meet the local infrastructure needs and priorities of smaller Nova Scotia communities.</p> <p>The Communities Component of the Building Canada Fund is administered by Service Nova Scotia and Municipal Relations and the Atlantic Canada Opportunities Agency (ACOA).</p>
Community ACCESS-Ability Program	2007	Department of Service Nova Scotia and Municipal Relations	The Community ACCESS-Ability Program improves access to community facilities and venues for persons with disabilities by providing financial assistance in the form of a cost-sharing grant for accessibility-related capital improvements. Eligible projects may include: ramps, barrier-free washrooms, power door operators, and audio signals.
Community Transport Assistance program		Department of Service Nova Scotia and Municipal Relations	Funding for the Community Transportation Assistance Program (CTAP) is available to municipalities and non-profit community-based organizations (incorporated groups) involved in the delivery of inclusive transportation services in low-population density areas of the Province
Co-operative Associations Act (Revised)	2001	Department of Service Nova Scotia and Municipal Relations	The Act relates to provincial registration of co-operative enterprises including 'housing associations' and also regulates the inspection, examination and supervision of organizations whose primary service is to its members, belongs to its members and where control rests equally with all members and the gains from which are distributed among the members in proportion to the use they make of the services. (para 3). The Co-operatives branch of Service Nova Scotia manages the Co-operatives Associations Act of Nova Scotia and provides start-up assistance and advisory services to @290 registered co-ops in the province (2009)

Document Details	Year	Source	Comments
Co-operative Associations Act (Revised)	2008	Department of Service Nova Scotia and Municipal Relations	
Halifax Regional Municipality Charter	2008	Department of Service Nova Scotia and Municipal Relations	Passed with amendments and declared in January 2009, the Charter sets out HRM's duties and responsibilities. In the main relates to planning, infrastructure etc but there are references to non-profits and charitable organisations in terms of buildings, grants and possible tax exemptions. In addition, specifically mentions finance in relation to societies as defined by the Children and Family Services Act and clubs and associations as defined by Agriculture/Marketing Act. Grants to be published annually.
Municipal Government Act	1998	Department of Service Nova Scotia and Municipal Relations	
Municipal Rural Infrastructure Fund	2005	Department of Service Nova Scotia and Municipal Relations	The Municipal Rural Infrastructure Fund (MRIF) is a \$133-million investment towards municipal and rural infrastructure in Nova Scotia. The Government of Canada and the Province of Nova Scotia are each investing up to \$44-million towards the MRIF.
Your Energy Rebate Program	2006	Department of Service Nova Scotia and Municipal Relations	
Cultural Activities Program	N/A	Department of Tourism, Culture, and Heritage	
Cultural Industry Growth Program	N/A	Department of Tourism, Culture, and Heritage	
Operating Assistance to Cultural Organizations Program	N/A	Department of Tourism, Culture, and Heritage	
Poverty Reduction Strategy	2009	Departments of Labour & Workforce, and Community Service	The document outlines the formation of committee to guide, direct and share accountability across nine government departments for the strategy. To this end, a new position is to be created - Poverty Reduction Co-ordinator. Collaboration includes working with community groups and citizens and is one of the four tenets underpinning the strategy. In particular, 'collaborate and coordinate' includes increasing capacity for co-ordination and integration, developing evidence based policy and programs, and strengthening horizontal governance and accountability,. In terms of action, the strategy involved gathering research and

Document Details	Year	Source	Comments
			input from different organisations and interest groups as well as wider public consultations. On p 33, the document states: "On a provincial level, collaborative initiatives spanning government departments and nongovernment sectors in Nova Scotia are increasing. The Child and Youth Strategy, the Crime Prevention Strategy, and the Community Development Policy, under the umbrella of the Social Prosperity Framework, demonstrate the commitment of government to develop and implement policies and programs that integrate departmental initiatives and strengthen government connections with community-based organizations and the voluntary sector". Also included, is a commitment to a community development model to allow for public involvement in the processes and to raise awareness of the issues. Funding as part of this strategy includes voluntary sector projects via Community Services.
Disabled Persons Commission Act	1989	Disabled Persons Commission	
Opportunities for Sustainable Prosperity 2006	2006	Economic and Rural Development	Opportunities for Sustainable Prosperity 2006 (OfSP) is an updated economic growth strategy for Nova Scotia. OfSP builds on the concepts and actions of the original strategy, released in 2000. This document outlines the concepts and actions included in the province's renewed economic growth strategy, and is based on consultations in communities across the province with business leaders, industry representatives, community leaders, and public servants to provide insight on new approaches and opportunities. One of the stated aims of the action plan is to provide a broad framework and common ground for partnerships although it only specifically mentions government and the private sector in the introductory section from the Minister for Economic Development. However, later in the report this includes 'community groups', the exploration for inter-organizational groups to address specific opportunities (e.g. Taskforce on Competitiveness); and work with Voluntary Planning to engage citizen in providing policy advice to government with a particular emphasis on sustainability and inclusiveness (p 31).
Human Rights Act	1989	Human Rights Commission	
Environmental Goals and Sustainable Prosperity Act	2007	Nova Scotia Environment	The principles underlying the Act include the interconnection between the health of the economy, the health of the environment and the health of the people; responsibility for the environment and the economy of the Province is shared between all levels of government, the private sector and the people of the Province (doesn't specifically name social economy organisations at this point). Covers sustainable construction, CO2, mercury and other (toxic) emissions, water and waste management including recycling; wetlands management, and improvements to infrastructure support. Points to the delivery of programs

Document Details	Year	Source	Comments
			aimed at public and community education and capacity building; alternative energy and renewables. Information on the Act is also available from the Departmental website, Nova Scotia Environment: http://www.gov.ns.ca/nse/ and http://secondnature.gov.ns.ca/
Poverty Reduction Working Group	2007	Nova Scotia Legislature	This private members bill set up the working group in 2007 as an intergovernmental committee under the auspices of the Ministers of Community Services and Environment and Labour. The Committee has named members including Community Action on Homelessness, Feed Nova Scotia, Face of Poverty, Feminists for Just and Equitable Public Policy as well as a range of government department representatives.
Volunteer Protection Act	2002	Nova Scotia Legislature	Outlines the protection of volunteers working within non-profit organisations and the liabilities (or not) of organizations in relation to volunteers
Designation of Non-profit Organizations Regulations	2005	Nova Scotia Legislature	
Women's Health and Well-Being Program	1990	NS Advisory Council on the Status of Women	
Business Plans and reports	2008	Office of Aboriginal Affairs	The Office of Aboriginal Affairs coordinates the Province of Nova Scotia's consultation efforts with the Mi'kmaq of Nova Scotia. The Deputy Minister is the CEO of the Office of Aboriginal Affairs
French-language Services Act	2004	Office of Acadian Affairs	
French-language Services Regulations	2006	Office of Acadian Affairs	
African Nova Scotian Community Action Plan	2005	Office of African Nova Scotian Affairs	Outlines the role of Community Action partnerships - advisory special interest groups.
Discretionary grant program	n.d.	Office of African Nova Scotian Affairs	
Group of IX		Seniors Secretariat	The Group of IX NS Seniors' Organizations are independent of government and consult with other organizations and special interest groups to provide input into government departments. The Department of Seniors or the Seniors Secretariat has an overview of issues related to seniors and consists of ministerial input from social services, municipal affairs, health, education and culture, recreation and fitness as well as the minister charge with the administration of the housing acts.

Document Details	Year	Source	Comments
Accountability Report 2007-2008	2008	Voluntary Planning Board	<p>The appendix of this report contains an instrument of guidance on promoting and increasing the involvement of Nova Scotians in developing policy advice to government. The Voluntary Planning Board reports working with the Dept of Natural Resources during the year. The report states that the core business of the Board is to 'enhance democracy and improve the quality of life for Nova Scotians by engaging knowledgeable volunteers and citizens in the formulation of policy advice to the Premier, Cabinet and departments.</p> <p>Three intended outcomes of this core business are i) to raise awareness, education and participation by citizens on specific pressing issues of public policy and on the value of citizen involvement in policy development ii) to have an impact on public policy in Nova Scotia and iii) to enable diverse citizen participation in public policy development.'</p>
Community Grants Program		Halifax Regional Municipality	The HRM Community Grants Program is a centralized program that provides annual cash grants to registered non-profit organizations and charities located throughout HRM. There are two types of grant (a) a project grant of up to \$5,000 and (b) a capital grant of up to \$25, 000.
HRM Community Facility Partnership		Halifax Regional Municipality	The HRM Community Facility Partnership Fund is a centralized program that provides funding to community non-profit groups and public institutions in support of major capital initiatives undertaken as part of a formal partnership agreement.
Strategies for Success 2005-2010	2005	Halifax Regional Municipality	The strategy advocates converting rivalries into partnerships: 'Working together toward common goals allows all partners in our community, government agencies, non-profits, postsecondary institutions, and business to fully leverage their efforts. The end result: everyone works faster and more nimbly to get the biggest bang for their economic development dollars'.
Tax Exemptions for non-profits		Halifax Regional Municipality	Halifax Regional Municipality can help some non-profit organizations reduce their level of property tax through the Tax Exemption for Non-Profit Organizations Program. The program is administered on behalf of Regional Council by the HRM Grants Committee, HRM Grants Program and HRM Taxation Office.

Appendix C

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A. Please let us know what you found helpful in this Working Paper.
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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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A multiple partner, Atlantic-wide research project/Un partenariat de recherche au Canada atlantique