



Background Paper on:
Sustainable Livelihoods

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Prepared by:
Mike Lewis, Centre for Community Enterprise,
and
Michelle Colussi and Dr. Alexander Lockhart

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1. Introduction

The central goal of the evolving National Rural Policy Framework is long-term community sustainability and viability. “Community is the cornerstone of rural development,” states the initial framework paper approved by federal and rural ministers in April 2003. It is a principle reinforced by three strategic objectives meant to foster and sustain the conditions for rural development: community capacity building, sector initiatives to improve and renew the economic and social base, and improved collaboration amongst and between governments.

This paper on sustainable livelihoods is one of five policy areas identified as important in the search for understanding and for policy measures that could positively affect community sustainability. This central theme conditions the approach to sustainable livelihoods. The livelihood label, as it is intuitively understood in our culture, tends to focus the discussion on the individual. Clearly, individual income generation is important. However, the focus on community as the cornerstone explicitly introduces a broader dimension, one that is of strategic importance to the policy exploration that follows. It is part of a search for policies that engender “healthy relationships among households, communities, and governments,” not only for individuals.

Focusing concern on the relationship of sustainable livelihoods and these other three actors focuses attention on how various arrangements between them might foster a more extensive and diverse set of opportunities to maintain and create sustainable livelihoods.

2. Definition of the Policy Area

2.1 Defining Sustainable Livelihoods

At its most fundamental level, the concept of “sustainable” implies a capacity for being ongoing. “Livelihoods” refers to the means of support and sustenance through which access to the basic requisites of human life are met.

Thus, in its simplest formulation, building on the dictionary definitions of sustainable and of livelihood, *one could define “sustainable livelihoods” as the means through which the basic requisites necessary to maintain human life are met over time.*

However, this is not an entirely adequate definition. Its strength is its recognition of the importance of means, means through which the basic biological and physical requirements of human life can be met; but it does not sufficiently capture other crucial dimensions.

The highly varied ways people sustain themselves have been shaped by the way human beings have made use of local material resources to satisfy their needs. Cultural diversity, in large part, stems from this fact. Inherent in cultures are systems of belief, concepts, and spiritual practices that have profound impacts on how people experience meaning in their lives. This, in turn, shapes what is thought to be important for a given culture. So, for example, what constitutes “basic needs” may vary widely between different cultures. All of this is mediated by social interactions of various kinds, usually framed within community and institutional networks.

Traditional societies typically depended on using and sharing locally gathered or cultivated resources. The associated knowledge, skills, and values were transmitted orally between generations, feeding a whole round of life. Small populations were able to sustain “the means through which the basic requisites necessary to maintain human life are met over time” and, depending on the richness of their resource base and their relationships with

neighbours, local cultures thrived or, in some cases, evolved into more elaborate civilisations.

In our modern times, technological complexity, the concentration of populations into urban centres, the globalization of production and marketing, and the rapid advent of instant communications in combination with universal mass media influence, have all contributed to a bewildering array of influences that impact on the sustainability of livelihoods. Worryingly, these same convergent forces appear to be reducing both the biological and the cultural diversity upon which future livelihood adaptations may well depend.

It is in this context that residual rural and remote populations must meet their basic needs for food, shelter, and clothing and, one might add given today's world, education, health care, and the wherewithal to actively participate in social networks. Sustainable livelihoods thus compel us to think about the opportunities and constraints within which these basic needs must be addressed. When one does so, the continuity and diversity in the biological and cultural realms emerge as being of strategic importance to rural vitality and viability.

Based on this discussion, a more adequate definition of sustainable livelihoods is prompted:

Sustainable livelihoods are made up of the means through which the basic requisites necessary to maintain human life are met over time within locally specific and culturally meaningful social networks.

- Livelihoods are derived from knowledge, capabilities and skills, assets, access to resources (natural, physical, and financial), and social networks.
- Sustainable livelihoods include activities related to earning income from jobs, from the use of physical assets such as land and equipment, from income-saving activities such as home-grown food production and gathering, from barter within social networks, and from various entitlements available within Canadian society (disability income, child tax credit, social assistance, etc.).
- Sustainable livelihoods are self-directed; they are planned and managed, and they shape the focus and processes by which individual and family needs are met within social networks and their community.

2.2 Essential Components of Sustainable Livelihoods

There are several components that suggest themselves as being important to sustainable livelihoods; some are more important than others in different rural contexts. For example, hunting and fishing for personal use is not nearly as important to a rural community in the Fraser Valley of British Columbia as it is in the community of Old Crow in the northern Yukon. Nevertheless, there are essential and common components that can be identified as relevant across the continuum, some of which have already been hinted at.

1. The role of market (income-generating) and non-market (income-saving) activities to meet important basic social and economic needs is the foundation for sustainable livelihoods and for wealth creation.
2. In most rural contexts, income, goods, and services tend to be generated from many different activities and sources, the sum total of which creates the basis for sustainable livelihoods.
3. In rural settings, social, cultural, and economic networks are especially important in maintaining the individual and community capacity to create and maintain the means to generate goods, services, and income from market and non-market activities.

4. Underpinning sustainable livelihoods is individual, corporate, and community capacity to actively plan, manage, and adapt to changing circumstances within a networked community context.
5. To varying extents, sustainable livelihoods are determined by the accessibility and availability of resources—natural, financial, and organizational—and the flexibility that exists for tailoring their application to differing local contexts.
6. Legislated and policy-defined entitlements shape community and individual access to income earning opportunities and income support resources that play a part in defining the context within which sustainable livelihoods are either fostered or hindered.

2.3 Key Issues a Sustainable Livelihoods Policy Could Address in Rural Canada

A policy on sustainable livelihoods for rural Canada would address the following key issues:

1. the retention and enhancement of a vital, engaged citizenry in rural communities across the rural Canadian landscape;
2. the preservation and enhancement of rural land-based cultures, lifestyles, and livelihoods and associated knowledge, skills, and meaning;
3. replacement of the aging post-war population bulge in the workforce over the next 20 years, which, if not addressed, will erode the viability of many rural communities;
4. the viability of the local and regional tax base that pays for basic services and infrastructure at local and regional levels.

2.4 What Does it Take to Foster Sustainable Livelihoods? The Revelstoke Case

Nestled in the Rocky Mountains of British Columbia, Revelstoke was the quintessential boom town. Settled first on account of regional minerals and timber, and sustained by its strategic location along the Canadian Pacific Railway, it boomed again in the 1970s and early '80s due to the construction of massive hydroelectric projects on the Columbia River. But by 1985, even before completion of the final dam, the boom was bust. By 1986, unemployment was at 25 percent, over a third of the houses were on the market, and the population had declined by 30 percent.

Due in large part to the foresight and skills of Revelstoke's leadership, planning was initiated in the early 1980s. A series of interviews with business and other community stakeholders resulted in two major courses of action: the hiring of an economic development commissioner in 1983, and the completion of a local economic development strategy in 1985, the first of several over the next two decades.

In 1986, a downtown heritage revitalization project literally “put the heart back in town,” kick-starting the renewal process. It helped form a generation of leaders who believed that community planning and co-ordinated action was key to the renewal and sustainability of the local economy.

Several important initiatives added capacity to the community. A federally supported Community Futures Development Corporation (CFDC) was put in place to provide local business supports and a high-risk loan program. The CFDC, the Economic

The Revelstoke case amply illustrates two of the Key Strategic Objectives within the NRP:

1. *Without Support for Community Capacity Building over the long term*, such success could not be expected. Federal multi-year funding for the CFDC, combined and co-ordinated with multi-year municipal and provincial resources, capable local leadership, and a citizen-driven community vision and plan, created the capacity to maintain active community engagement, leverage resources, and seize opportunities.
2. The languishing forest sector would not have been renewed if the province had denied the community's bid for the Tree Farm License. The intent of *Support for Community and Sector Initiatives to improve and renew the economic and social base so that greater benefits accrue to rural Canada* was realised by the forest resource coming under community ownership and by adequate community capacity to manage the development process.

Development Commission, and the Chamber of Commerce co-located under one roof. Dubbed the Revelstoke Enterprise Centre, the efforts went much further than occupying the same space. By the early '90s, the Centre facilitated a highly participatory community visioning process that engaged hundreds of citizens. Shortly thereafter, scores of people helped put in place a new CED strategy. Motivated and guided by this strategy, a wide range of organizations and citizens undertook initiatives in line with established priorities, creating a synergy and results at many levels.

Among the strategic priorities was the forest sector. Throughout the late 1980s and '90s, the Enterprise Centre researched and learned a lot about the forest sector, homework that turned out to be vital. In 1992, the license holder for timber in the Revelstoke region was going out of business. The mass community meeting of 800 people demanded that provincial officials give the community the opportunity to bid for the Tree Farm License. Unprecedented, the province agreed. Its challenge to the community: Come up with a few million dollars—including an estimated \$1 million from the local taxpayers—and a good plan.

Fourteen weeks later, after extensive public and stakeholder meetings, and newspaper, TV and radio coverage, residents passed a referendum approving the investment with a 78 percent majority. A municipally owned forest corporation was formed, along with a partnership with three local sawmill owners, who kicked cash into the investment kitty in return for a more secure log supply. Ten years later, when BC communities were rated for their qualification for adjustment funds due to the Softwood Lumber Dispute, Revelstoke was ineligible. Their employment in the forest sector, significantly higher than a decade earlier, was holding steady.

By 1994, the tide of economic and social decline had been arrested. Unemployment was down to 10 percent. There was a healthy demand for property. Where once existed merely a “boom mentality,” which purely measured economic “growth,” the city has developed an identity as a vibrant mountain community with a diversified and sustainable local economy.

Community effort did not abate. The Enterprise Centre played a key role in brokering partnerships between the school board, the local college, and others to form the Adult Learning Council, which subsequently formed the Skills Centre in 1996. It served as a local one-stop shop for a range of adult training and career-related supports keyed into the CED strategy. More recently, the Enterprise Centre has been a catalyst for examining community resilience and, as a result, identified the need to strengthen the collaboration between economic and social development. Following the development of a Community Social Strategy in 2001, successful initiatives were undertaken to strengthen the capacity of social service delivery agencies to address the goals and objectives identified. Then, in 2003, a Community Environmental Strategy was prepared, rounding out the platform for a focused sustainable development strategy.

The Revelstoke story continues, driven by engaged citizens, strong local leadership, and an organised capacity to adapt, innovate, and translate opportunity into sustainable livelihoods. (For more information: Allan Mason, CED Manager, redc@revelstoke.net)

3. Critical factors affecting Sustainable Livelihoods and the long term viability of rural communities

There exist a complex variety of economic, political, social, cultural, institutional, demographic, and environmental factors that shape livelihoods in rural Canada. Setting out specific factors related to sustainable livelihoods critical to the long-term viability of rural communities is not a simple task; thus, what is set out here must be qualified. Our choices rely significantly on experience living and working in a wide range of rural contexts extending from the remote northern reaches of the land to rural districts well within the trading area of large urban populations.

Those elevated for discussion will be of more or less importance, depending on the rural area the reader has in mind when considering them. That being said, most of the factors identified will have some relevance to most

rural communities in Canada. The comments in the margin indicate the linkage between critical factors and the strategic objectives of the National Rural Policy Framework

3.1 Accessibility of Land and Natural Resources for the Use and Benefit of Local Populations and Locally-owned Businesses

The distribution of the rights to own, use, and benefit from land and natural resources shaped the development of Canada. It continues to do so, especially in the lives of rural citizens and communities.

Revelstoke demonstrates that *access to land and natural resources*, coupled with *community capacity* and *local ownership*, can significantly influence the sustainability of livelihoods. Linking these three related factors is a major challenge in many rural settings, especially where control is vested in outside owners having legislatively sanctioned rights to the use of local land and natural resources.

The success in connecting the dots in Revelstoke re-directed the log flow to locally owned manufacturers and stimulated new investment. The annual profit to the municipally owned forest corporation was thus available for local re-investment. The result was more highly diversified and sustainable livelihoods, both within the forest sector of the local economy and in the community as a whole.

*Access to natural resources for local and regional benefit can significantly increase the opportunities to maintain and create sustainable livelihoods. **Community capacity** is a key component. Access plus capacity can lead to **renewal based on sector revitalization.***

A related issue is the fact that many rural citizens are excluded from work derived from resources located close to their communities. Seniority provisions in collective agreements often create a situation where workers travel long distances from where they live to where the job is, working their shift and returning home. Meanwhile, local people are left out. For aboriginal people, who are in the majority in many parts of the north, as well as a rapidly growing portion of the rural population in the south, this often means exclusion from participation in economic benefits derived from resources within their traditional territories.

3.2 Integrating Economic and Social Goals

The assertion of community as the cornerstone upon which to construct the National Rural Policy Framework is a bold initiative. It represents a radical reinsertion of social considerations into the policy-making mix where for several decades narrowly defined economic criteria have dominated. A stark illustration of this is the tragic decline of Canada's coastal communities.

Until relatively recently, the fishery has always been the main livelihood for thousands of people living in small coastal communities on both the Atlantic and Pacific coasts. On the Pacific coast, people's livelihoods and the economic and social bases of their communities began to be threatened when dozens of small fish-buying stations were closed in the 1960s. Hundreds of small boats, many owned by aboriginals, could not deliver their fish; these livelihoods were wiped out overnight. Concurrently, there was increasing investment in new technologies aimed at increasing "efficiency" and profit margins. Capital replaced labour. Technology became so advanced that within a decade it was believed that too many boats were chasing too few fish.

Over the next three decades the federal government instituted successive buy-back programs with the aim of removing excess fishing capacity, arguing that it would make for better incomes for the remaining fishers. The impacts were devastating for communities. Coastal community interests advocating a more collective, community-based license allocation of licenses—a measure that sought a direct link between the rights to the resource and the goal of coastal community survival—were ignored. So too were ideas advanced to place controls on technology; despite far fewer boats remaining in the fleet, there was no decline in the overall harvesting capacity.

Today, fewer boats than ever exist, openings for salmon are a few days per year, and fewer fishers own their own licenses; indeed, many are owned by the large fishing companies and urban-based third parties that lease them out. Predictably, many coastal communities that once survived on the fishery have little or no representation in the commercial fishing industry.

Other crucial links between the social and economic aspects of fishery policy were ignored, despite the evidence. For example, a study of the west coast troll fleet conducted in the late 1970s revealed that aboriginal-owned boats supported twice as many livelihoods as non-aboriginal boats. Moreover, the majority of aboriginal owners lived in rural communities, while a significant number of non-aboriginal fishers made their homes in urban centres. The federal buy-back program thus had a disproportionately negative impact on aboriginal livelihoods and coastal community viability. Ironically, after buying back aboriginal boats, the government spent millions more trying to stem the decline of native participation in the commercial fishery.

Rural communities are very vulnerable to policies that do not specifically consider the community interest. The example of the buy-back of individual licenses to reduce fishing effort, coupled with the lack of measures to link use of the resource to the goal of community viability, accelerated the decline of rural fishing communities and their resident fishers while serving to increase urban control over the rights to harvest the resource. Failure to recognize the disproportionate impact on rural communities of the licensing and buy-back programs created dismal social and economic results.

If taken seriously, putting community as the cornerstone of rural policy (a social goal) could help public policy makers avoid making the same mistakes again. Economic and social goals are part of a whole, not separate realms.

3.3 Sustainable Livelihoods and the Global Marketplace: An Ambiguous Relationship

>From the local to the global, markets are the primary device for the exchange of goods and services. But should they be considered the sole determinant of value? An important debate in modern capitalism is between those who contend that self-interest, pursued within a competitive free market, should be the basis for economic policy and those who believe that a broader range of social and economic values contribute in important ways to the vitality and vibrancy of livelihoods, communities, economies—in short, the public good.

The free market position argues that the lowest price per unit of quality able to produce the best profit margin is the path to business success and economic progress. Discussion of sustainable livelihoods in this context is often narrowly confined to issues such as worker productivity rates, cost control, and competitive positioning in the global marketplace. And, for many rural communities with export-focused industries, competing in an increasingly competitive global marketplace cannot be ignored if jobs are to be retained.

Governments must integrate both social and economic goals and criteria into policy and programs if they are to contribute to sustainable livelihoods and long-term community viability. Failure to do so can erode community capacity and the potential of particular sectors to fully contribute to rural vitality.

But can livelihoods and rural communities be sustained if public and private policy and investment decisions have no base other than market criteria?

Consider the current practice of “big box” stores. Increasingly, they dominate the retail business in North America. Wal-Mart is the largest corporation in the world. It commands 3.5 percent of all global retail sales and is aggressively expanding, including into economically distressed rural areas. A 100,000 square foot Wal-Mart targets \$20 million in sales. Where do these sales come from? In rural areas that are not growing, they will come directly from existing local businesses. Wal-Mart’s global sourcing system, their expanding dominance in retail, their capacity to squeeze supplier prices to the absolute minimum, and their low wages, makes it impossible for local business owners to compete.

Wall Street analysts are seriously concerned that the revenue squeeze on suppliers and the displacement of businesses providing better wages and benefits are creating a deflationary impact on the entire American economy, scouring out profit margins from thousands of businesses across the country and elsewhere, leaving little available for reinvestment or research and development.

On the other hand, market discipline can and does create positive benefits. For example, value-added manufacturing of wood products requires more labour than a primary mill. The latter are highly capital-intensive and sustain much higher wages than is possible in value-added operations. Where unions have insisted wages remain the same for both types of manufacturing, jobs have been killed. In Port Alberni, BC, the 2003 closing of a value-added facility by a large multi-national was turned around by a local family business. It enjoyed significantly more trust with the local union, enabling the facility to be re-opened with wage rates more in line with market realities. Within 12 months, 44 jobs were restored at \$15 per hour plus excellent benefits. Of added value, 40 percent of the work force is aboriginal.

3.4 Transfer Payments and Sustainable Livelihoods: A Latent Potential?

The examples in the preceding section illustrate the formal market at work in the rural context—for good and for ill. But what about small-scale market activities and important non-market activities, such as local exchange and barter, local currencies, food security programs that link producers directly to end users, community gardening networks, home based processing, farmers’ markets, child-care co-operatives, various types of peer support and exchange, elder care, tool co-ops, wild food gathering, and so on? These activities have much less reliance on the formal market. However, their role in creating and maintaining social networks and their role in creating opportunities for economic participation are of importance to the many individuals and households in rural settings. Also important, they can serve as incubators within which new businesses are stimulated and grown, and within which people can develop new skills and knowledge.

Production and services that fall into this realm have a potential for being augmented by creative application of transfer payments to citizens. For example, disability payments allow a non-taxable income of \$300 per month to be earned without penalty (considerably higher than what is allowed under most provincial social assistance programs). This “extra” money can be used as a base from which to create a variety of market and non-market related activities that can catalyze individual and networked strategies for strengthening community vitality. For the individual, the earned \$300 on top of a base \$786 income is a 37 percent increase in income, an amount of substantial importance to the individual. When linked to the provision of a service, such as peer counselling for example, social inclusion is enhanced and social cohesion and supports are strengthened.

*Changes within different economic sectors can have a positive or negative impact on sustainable livelihoods and rural community viability. Resisting unwanted development and promoting positive adaptations **requires awareness and understanding first. Secondly, it requires the mobilisation of whatever tools are available for sectoral renewal.***

*This potential depends on the **ability of provincial and federal governments to change rules that thwart people moving to greater self-reliance, such as excessively low earning limits for social assistance recipients, and on the capacity of community organisations to provide appropriate supports to these smaller market and non-market activities.** Changes could significantly increase the range and sustainability of livelihood options, especially for those trapped in dependency.*

There are other equally important benefits. Being engaged and productive in one's community; the self-esteem and dignity that come from participation; and the knowledge, skills, and social networks that are developed are vital to the quality of individual and community life. *Where appropriate supports are in place*, this can be the starting point for self-employment or for social economy enterprises, a return to school, or transition into the mainstream labour market, all of which contribute to sustainable livelihoods.

3.5 Sustainable Livelihoods and the Shifting Rural Demography

In most parts of Canada, and perhaps especially in rural areas, the aging baby-boomer population introduces some significant challenges.

Looming skill shortages in a wide range of occupational categories: building trades, health services, mechanics, emerging sciences, forestry workers, to name a few, have significant implications for the quality of life in all rural communities. Unless these are addressed, many communities already struggling will be further drawn into a self-reinforcing cycle of decline.

How is this transition to be made? Is it going to be planned? Managed? Who needs to be at the table to put all the pieces together and manage them over time? Who is going to take the initiative of convening the table(s) necessary? What are the respective roles of leaders within industry sectors and leaders within the community sector in managing the transition? And when and how should they collaborate?

Complicating the situation further, most rural communities continue to face an exodus of youth. The lack of post-secondary education and work opportunities cause many to leave for larger urban centres, and few return. Given the inevitable retirement of older workers, the issue of how to retain, train, and attract young people to the rural job setting is a strategic issue.

Of particular note is the burgeoning young population of aboriginal people, the most rapidly growing segment of Canada's population. Measures to bridge these young people into the labour market represent opportunities to reverse a history of exclusion. Moreover, their participation is vital for many rural economies, without which rural communities face greater uncertainty and risks with respect to their viability.

Retention of an aging population is also relevant to maintaining the population base in rural settings. Proximity of services, particularly health care, and for those on fixed incomes, the affordability of housing are particularly important.

This shifting demography dramatically highlights how important rural community capacity will be, including its partnerships with more broadly based institutions, to achieving the multiple tasks involved in getting people willing, ready, able, and available to take up job opportunities. Moreover, the stakes for rural Canada can be viewed as even higher when it is considered that urban centres will be competing for many of the same skills.

3.6 Resilience: A Cross-Cutting Factor

A resilient community has been defined "as one that takes intentional action to enhance the personal and collective capacity of its citizens and institutions to respond to and influence the course of social and economic

Community or regionally based initiatives that assess the supply and demand sides of the labour market, and develop long-term social and economic strategies to strengthen them, would contribute to community and sector capacity to retain rural community livelihoods over the next two decades.

change.”

Embedded in this definition is a kind of dialectic: resilient communities enhance the capacity of citizens and institutions and, correspondingly, resilient individuals and organizations significantly affect the capacity of the community as a whole. Each feed off the other, a reality amply illustrated in Revelstoke.

It seems reasonable, therefore, to assert that the sustainability of livelihoods is supported by actions that enhance capacity at the individual, organizational, and community levels. Further, these levels, each with their varied social and institutional networks, are the context within which sustainable livelihoods are nourished or thwarted.

There are four dimensions that, in a general way, represent the core components of community from the perspective of resilience: people in the community, organizations in the community, resources in the community, and community process. All four dimensions are linked and interdependent. The first three describe the nature and variety of resources available to a community for development. The fourth, community process, describes the approaches and structures available to a community for organising and using these resources in a productive way.

People in the community, their beliefs and attitudes, and the resulting behaviours of individuals and groups, create community norms that can either promote resilience or hinder it. Attitudes and behaviours related to leadership, initiative, education, optimism, pride, and openness to new ideas, all shape the potential for individuals, organizations, and communities to adapt and, in particular, to creatively design ways of maintaining and expanding sustainable livelihood options.

At the level of the individual, corresponding needs and activities are evident: the need for personal growth that nourishes and reinforces positive values and attitudes, the need to plan, the need for learning opportunities to improve and diversify skills, the need to build and maintain connections and social networks, the need to build from existing assets and strengths, the need to strengthen entrepreneurial values and to take calculated risks. The more people with such orientations and capacities there are, the more likely sustainable livelihoods will exist.

Organizations in the community, their attitudes and behaviours, can be decisive assets in times of social and economic change (e.g., Revelstoke). Resilient communities work to ensure that they have sufficient organizational capacity or influence to the key tasks important to strengthening the community economy: accessible business financing (credit and equity), capacity to help people learn and gain skills relevant to local opportunities and development priorities, and a capacity to research, plan, and advocate around community interests. Particularly important to the promotion of sustainable livelihoods is the extent to which organizations collaborate and co-operate within a citizen-defined strategic vision and plan. The financial and policy resources designed to achieve these outcomes are of vital importance to fostering effective supports for the maintenance and creation of sustainable livelihoods.

Resources in the community, while vital—whether from within or leveraged from outside sources—are not enough to ensure resilience. The way resources are viewed and utilised by the community are equally important. Resilient communities are aware of and build on their local resource strengths while also seeking appropriate external resources to achieve their goals. They take steps wherever possible to reduce their dependency on outside ownership. They also organise and invest their resources with a view to the long-term future of the community.

Community capacity-building efforts that intentionally consider and work to strengthen the characteristics that make up these four dimensions of community resilience could create the environment for rural communities to contribute to and renew their economic and social base in a much more proactive and comprehensive way.

Community process refers to the planning, participation in, and implementing of community economic and social development. Resilient communities take the time to research, analyze, and plan for their future. The plan becomes integrated into the work of relevant organizations in the community and contains strategies that merge social and economic issues and solutions. Resilient communities have a widely shared vision for their future, involve key sectors in the implementation of the goals, and evaluate and learn from their results on a regular basis.

These four dimensions, and the more detailed set of characteristics related to each, create an important part of the context within which individuals are either supported or hindered in the pursuit of sustainable livelihoods. (Community Resilience Manual at: www.cedworks.com)

3.7 Leadership

Embedded in the discussion thus far is the importance of leadership. The quality and breadth of leadership is a determining factor in creating and maintaining the organizations, resources, and processes that increase community resilience and thus the potential for maintaining and creating sustainable livelihoods.

A very specific type of leadership is important, what is often referred to as social entrepreneurship. It takes qualities that exist among entrepreneurial business people and combines them with a strong set of social values that motivates them to exercise their leadership explicitly on behalf of the common good and community well-being. Several people with these qualities have been present in the ongoing evolution of Revelstoke into a truly sustainable community. They have been central to fostering the community-wide vision, the ongoing citizen engagement in planning and implementation of community priorities, and the culture of openness, accountability, and learning so important to sustaining collaboration and co-operation.

When exercised within the private sector, the resulting combination of values and leadership quality is often referred to as good corporate citizenship. More broadly, it is at the heart of the struggle to foster corporate social responsibility more broadly and deeply among private corporations.

A conscious and aware civic leadership supportive of broad engagement of citizens in local decision making and action is an additional ingredient to the leadership mix. Without this, effectiveness in maintaining and creating sustainable livelihoods is compromised.

3.8 Governments: Fractured Supports—Ambiguous Results

The legislation, regulation, and programming of federal and provincial governments, particularly within line departments, have a profound impact on how tax-generated public resources are invested, managed, and made available to Canadians, whether as individual citizens, as organizations, or as lower levels of government. The complexity of the systems involved often have unintended and ambiguous impacts on the sustainability of livelihoods and on the viability of rural communities. Resilience at the individual, organizational, and community levels can either be fostered or hindered by government policy, as amply illustrated by the Pacific coast fisheries example.

Line departments of particular importance to the rural context typically have sector-focused mandates: the federal departments of Natural Resources, Agriculture and Food,

*Rural communities need **community capacity building** that builds leadership skills and knowledge of development approaches that engage residents in thinking about how to **integrate the economic and the social aspects** of their community.*

*Serious commitment to “**support community and sector initiatives to improve and renew the economic and social base so that greater benefits accrue to rural communities**” will require that **governments at all levels collaborate** around community priorities.*

Human Resources and Skills Development, and Fisheries and Oceans, and these provincial ministries: forestry, mining, wildlife management, energy, etc. Complicating this picture is the constitutional dissonance that accompanies the distribution of power and authority between jurisdictions on the one hand, and the distribution of taxation powers on the other. The result is a confusing array of overlapping jurisdictions and contending interests between federal and provincial governments.

At the community level, where people live the full round of their lives, the resulting government policy and program silos can seriously hinder an integrated approach to community development. The silos are often replicated at the community level in disparate and fractured attempts to meet program criteria. Worse yet, organizations in the same community can end up competing rather than co-operating with each other, and be driven into a kind of distrustful turf protection mentality.

Several questions emerge based on this analysis. In the sector- and function-driven world of senior governments, how do “community viability” and “sustainable livelihoods” become elevated into a strategic focus? Is there even an appetite across government departments for serious consideration of such a policy? If there is, how do governments condition their policy, regulation, and investment to make it real?

4. Actions Supportive of a Sustainable Livelihoods Policy and Long-term Rural Community Viability

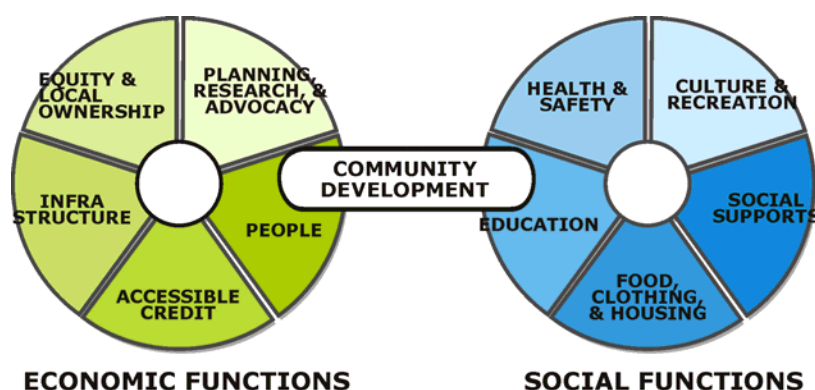
What kinds of policy actions by governments, specific to sustainable livelihoods, could contribute to the long-term goal of creating sustainable, viable rural communities in Canada? An exploration of this question is presented in summary form within this section. The actions suggested are not prescriptive nor detailed; rather, they are designed to provoke deliberation on how public policy and resources, designed and invested wisely, could foster activities that support long term rural community sustainability.

Environmental stewardship, smart approaches to infrastructure, engaged populations

Links to environmental stewardship exist in Section A. However, they are more at the level of values and intent than practice. In contrast, there are strong links to facilitating the engagement of citizens and institutions.

4.1 Policies that Support an Integrated Approach to Rural Community Development

Illustrated below are the key economic and social tasks that, woven together over time, constitute the main components important to rural renewal and revitalization. The capacity that exists within a community, or among several communities, is fundamental to achieving positive community development outcomes. In Revelstoke, and many other rural and urban settings across Canada, the organizations taking on an integrated approach to the development of a geographic territory often define themselves as community economic development (CED) organizations.



Designing policies and programs that strongly encourage local planning and co-operation are critically important. The Revelstoke example—due in part to adroit local leadership capable of *integrating fragmented public resources* into a citizen-defined, accountable strategic vision, plan, and community-controlled development organization—illustrates the importance of taking a systematic approach to key development tasks and the importance of long-term, multi-year funding. Project- and sector-focused funding, while important, is an insufficient base from which to sustain rural community revitalization.

Therefore, policies should aim to create and sustain core capacity by design. Investment criteria need to be flexible and build on existing assets and opportunities. Specific sector priorities can be vital, as illustrated in the forest industry example in Revelstoke. Implied is a capacity to tailor public and other resources to community-defined priorities and related outcome targets, which themselves become the basis for assessing performance and ensuring accountability.

4.2 Policies that Support a Strategic Approach to Investing in People

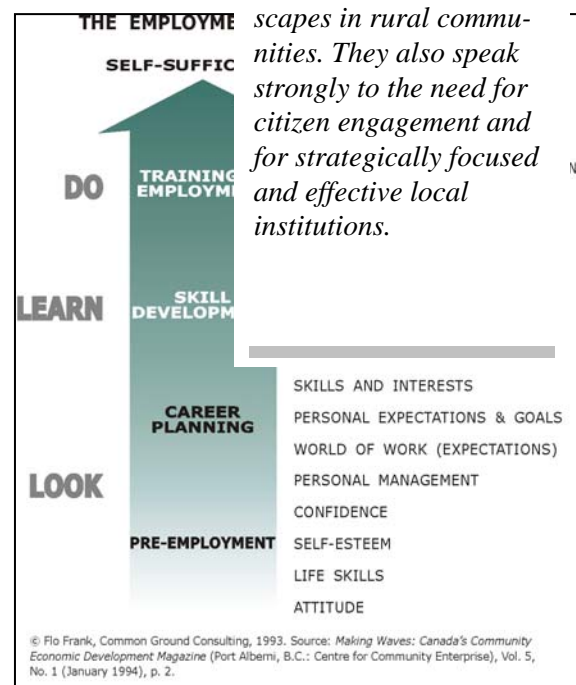
The focus in this section is getting people willing, ready, and able to participate in existing, planned, or emerging opportunities. Several policy areas are highlighted.

4.2.1 Community Capacity Building: Linking Local Economic and Social Development to a Co-ordinated Human Resource Plan and Implementation Capacity

The extent to which there exists a community economic and social development strategy conditions the effectiveness of local investments in training and education. In Revelstoke, the overall community economic development strategy—and within it, specific sector development plans and projects—was the framework that stimulated and motivated the creation of a local human resource development organization aimed at preparing people for the locally generated livelihood opportunities. The existence of the Enterprise Centre as a core development organization was an important means to mobilize local resources and leverage the external resources to create the Community Skills Centre.

More effective human resources development strategies and organizations pay attention to the full “employment continuum,” as illustrated by the adjacent graphic. Existing organizational assets are built on, but are rationalized to create a local (and often including regional linkages) co-ordinated capacity to tailor resources to individuals, to community economic and social development priorities, and to priority sectors. The fracturing and turf protection that often accompanies the program silos government delivers resources through is critical to overcome. Designing local human resource development strategies based on a strong commitment to outcomes helps evolve a more performance-oriented, cooperative,

The policies in section B are a response to changing demographic landscapes in rural communities. They also speak strongly to the need for citizen engagement and for strategically focused and effective local institutions.



accountable, and effective use of community, business, and government resources.

4.2.2 Pro-Active Planning and Action to Address Looming Skill Shortages

On another front, planning and human resource investment aimed at addressing looming skill shortages within specific sectors are of increasing importance. Who needs to be around the table at the local level varies by community and rural region, but generally one can expect that sector businesses, unions if they exist, and aboriginal people in many rural communities, are likely core participants. They and other relevant stakeholders require coming to a common table to analyze the profile of an aging workforce over the next 10-20 years, identify the occupations and skills required, determine the size and timing of workforce replacement, and identify the options for training local people into the workforce as required.

There is a particularly important link here to the retention of young people in rural communities. Pro-active approaches to educating young people about emerging options due to local and sector skill shortages are strategically important for rural community viability. The current high school curriculum is often biased towards academic progression. New clusters of training, some of which could be facilitated by integrating retiring workers into more flexible arrangements for mentoring and apprenticing young people into their jobs, could creatively contribute to building the motivation and competencies required to meet job shortages. Company, union, community organizations, and government co-operation and investment to ease the economic burden on any one stakeholder could do much to ease the transition.

4.2.3 Succession Planning to Maintain Local Businesses and Jobs

Another twist on the problem of an aging population is facilitating the succession of retiring owners of local businesses. Community capacity to plan and facilitate ownership succession can play an important role in the retention of local businesses and jobs.

4.2.4 Strengthening the Social Economy

Actors in the social economy endeavour to organise citizens to become agents of their own development, primarily through enterprises that embed social goals in their business operations. The social economy engages an array of communities of interest that undertake collectively owned enterprises founded on the values of solidarity, autonomy, democratic decision making, and the individual and collective exercise of citizenship. They often engage, as workers and owners, specific sub-populations that have difficulty finding employment. Many perform key social tasks, for example, care of children, cultural and recreational activities, recycling of

In all four of these policy areas, linking public investments in local human resource development organizations to conditions that require joint planning and co-operation with CED organizations, important economic and social sectors, and other human resource-related agencies, could be very helpful in strengthening the overall capacity of rural communities.

Moreover, it would render more effective results. The unrelenting need to effectively transmit knowledge and skills is ever more vital to our social, economic, and environmental well being.



wastes,
housing
alternativ
es, etc.

Most
highly
develop
ed in

Quebec, their success has prompted the federal government to recognize the social economy and community economic development as important areas of social and economic innovation. The 2004 Throne Speech and budget provides a beginning framework from within which to advance measures that strengthen the capacity and resources available to communities to build and sustain these types of initiatives. The linkages to rural community sustainability is thus worthy of further thought and elaboration.

4.3 *Policies that Strengthen Local Ownership, Influence, and Benefits*

Governments control large tracts of land across Canada's rural landscape. Likewise, they exercise authority over the terms under which a range of natural resources are exploited for subsistence and commercial purposes. Shaping policies that link this influence to achieving the long term goals of sustainable rural communities would have a major impact on the opportunity structure for sustainable livelihoods.

There are several kinds of policies that could reinforce the long term goal of sustainable rural communities, some of which are foreshadowed in earlier discussions.

4.3.1 Placing Conditions on Resource Development through Surface Leases

Kitsaki Development Corporation, owned by the La Ronge First Nation in northern Saskatchewan, leveraged a provincial policy requiring resource developers to enter into a surface lease agreement. It required corporations to specify the minimum level of job and sub-contracting activity to directly benefit long-term northern residents. Moreover, it required the main developer to carry forward this policy to all of its primary suppliers of goods and services. Based on this policy, Kitsaki was able to negotiate a series of joint ventures that have substantially contributed to building an economic base and to jobs, training, and small business development. Today, its various joint ventures generate \$50 million per year in annual revenues and several hundred jobs. Profits are invested in the ongoing economic and social development of the various communities that make up the La Ronge First Nation.

4.3.2 Procurement Policy Related to Public Sector Purchasing of Goods and Services

Governments have momentous purchasing power. Linking this purchasing power to rural community viability has significant potential. Integrating this goal into procurement policy, while not relevant to all government purchases, could be important to goal achievement without necessarily compromising fiscal effectiveness. For example, a recent long-term contract for regular engine overhauls of Department of Defence helicopters received rural and urban-based bids. Assuming cost competitiveness and quality, a serious rural policy framework would cause the work to be awarded to the rural contractor. The resulting long term jobs and profits have significantly more impact in the viability of the rural community than on the much more diverse urban economy within which the competing contractor was situated.

4.3.3 Zoning and Bylaws that Preclude Developments Damaging to Local Business

Regulating entry of companies, such as Wal-Mart, through local or regional regulation is a measure that protects local ownership and jobs.

4.3.4 Legislation and Policy Measures that Link Rights to Resources to Local Economic Benefits

Similar to the surface lease, it is possible to place conditions on licenses to access Crown-owned natural resources in order to create value-added benefits in livelihood, business, and community terms. The positive Revelstoke example and the negative Pacific coast fisheries example serve as contrasting illustrations.

The measures in section C suggest government-level action. Their effect would be to increase the opportunities for building sustainable livelihoods through the action of local populations and institutions.

The critical roles of government policy and willingness to innovate highlights again the potential for facilitating an array of actions at the individual and institutional levels—for example, the cooperative, CED, and credit union sectors—to create a more vibrant, vital, and effective framework for sustainable livelihoods.

4.4 Moving From Dependence to Self-Reliance: The Potential for Re-designing Transfer Payments and Public Subsidies

Rules that penalize people exercising a greater degree of self-reliance, such as most social assistance programs that tax back 100 percent after very modest earnings, are counter-productive in economic and social terms. The downstream financial and social costs of human isolation and social alienation are not taken into account. How can existing government-controlled programs, for example employment insurance and social assistance, encourage rather than penalize people for their productive engagement in the community?

Clearly, increasing the amount of earnings able to be realised by people on social assistance could be one important step in encouraging significant increases in the participation of citizens in learning, in participating, and in contributing to their own well-being and that of their family, as well as increasing the social capital and social cohesiveness within rural communities.

There are other policy angles from which to explore this potential, one that connects use of public resources flowing to citizens and communities to the development of sustainable livelihood opportunities; or one that requires a more flexible, creative, and developmental approach to the use of public funds. (See example below.)

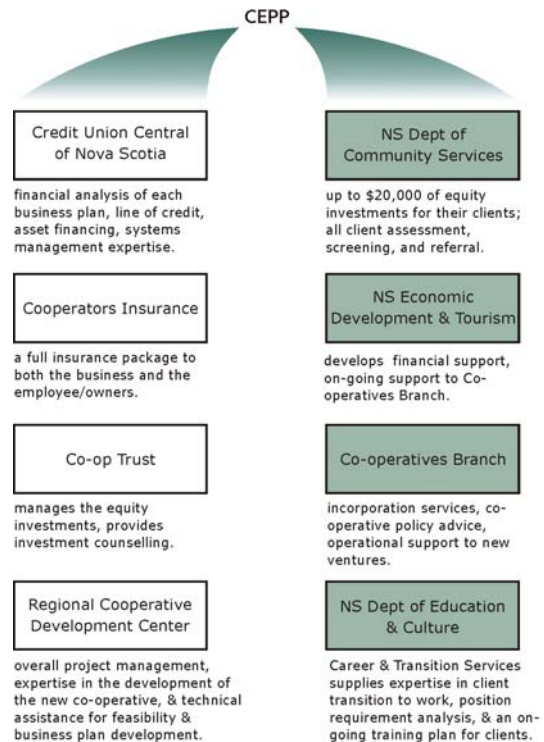
Transforming Welfare into Equity: The Co-operative Employee Partnership Program (CEPP) in Nova Scotia

The CEPP brings together the history and strength of the co-operative system, backed by the financing power of credit unions, into an innovative partnership with the provincial welfare system. The result is hugely effective in financial and human terms.

The CEPP is designed to move provincial community service clients into an employment stream that also establishes them as full members (read owners) in a variety of co-operative ventures. Each proposed initiative establishes a "parent" co-operative as a partner in a new venture with social assistance recipients. Under a management contract, the parent business provides management expertise, financial management, and business acumen. In return, the parent co-op receives a fee for service (capped at 10 percent of sales) as well as a percentage of profits and the option to participate in ownership.

The member-owners entering the new business make a \$20,000 equity investment, paid on their behalf by the Department of Community Services. They are required to pay back the equity investment over time; the business retains all dividends as a pay down on that equity until such time as it is repaid. The same goes for the management contract with the parent co-operative. Once the equity is repaid, it goes into a co-operative investment fund to be used to assist the next group of social assistance clients.

The adjacent graphic depicts how the overall system works. The results are more than promising, they are effective for all the partners. First and foremost, 11 enterprises are owned by former welfare recipients that are gainfully employed. Second, the businesses are generating profits. Third, there have been no defaults. Fourth, a recent independent cost-benefit analysis calculates that for every \$1 invested, the return to the provincial treasury has more than quadrupled (article available at the bookshop: www.cedworks.com).



Source: *Making Waves: Canada's Community Economic Development Magazine* (Port Alberni, B.C.: Centre for Community Enterprise), Vol. 10, No. 3 (Autumn 1999), p. 18.

4.5 Policies and Practices to Increase the Effectiveness of Government

One of the three strategic objectives of the NRPF is “increased collaboration across and amongst governments.” The goal to be served by this objective is the long-term sustainability and viability of rural communities. As indicated in Appendix One, which cursorily examines federal policies and programs that might be aligned with this goal and related objective, the challenges are monumental; awareness and buy-in is limited and the evidence that rural communities or sustainable livelihoods are important policy and program priorities are either mildly hostile, non-existent, or at early stages of development.

Thus, it is reasonable to assume that without defined outcomes, framed by a strong political and policy priority, the road ahead appears challenging. Indeed, there are some federal civil servants who do not agree that putting “community” in the forefront should be the cornerstone for rural development. There is a significant current of opinion that sector and market determined priorities should dominate policy considerations.

Having acknowledged the challenges, there are examples in other jurisdictions where focusing on community priorities has led to significant policy and structural innovation within government, with good results.

Policy and action around the five policy themes would be facilitated by moving to a more outcome-focused, flexible, transparent, and accountable framework for enhancing the sustainability of rural communities. Challenges include the level of political and senior policy commitment as well as the extent to which a broad buy-in of citizens and institutions can be achieved.

The Oregon Benchmarks

Since 1990, the State of Oregon has had a citizen-, sector-, and state-developed vision for the state that has defined goals and policy outcomes that in turn inform government priorities and budget allocations. Every two years progress on economic, social, and environmental components of the vision are measured and reported across the state, based on 92 indicators derived from citizen input and constant refining based on experience. This strong focus on outcomes has led to many, many innovations, partnerships, and improved results. As results are measured, learning is facilitated and priorities at the most senior levels of government have been revised.

For example, after five years, the increased disparity in wealth, income, and opportunity in rural parts of the state and distressed urban neighbourhoods led to new goals being established by the legislature, one of which was “to build safe, caring, and engaged communities.” This in turn led to the Governor enacting in 1998 what is referred to as “Community Solutions” legislation. The central goal of the legislation is to get key infrastructure-related agencies to work together to serve communities better by shifting focus from running programs to facilitating problem solving.

Five key state agencies are compelled by the legislation to work together with communities around priorities they deem most important to their development. Co-ordinating resources, providing regulatory flexibility, etc. are all tools that can be used to advance this synergistic community-led problem solving and development process. The results? In a word, positive.

Political vision and will, a strong outcome orientation, a legislated base that compels cooperation and collaboration between key line agencies, and structural innovation framed by a change in approach from delivery to facilitation, driven by community-determined priorities; these are the elements that summarise the Oregon innovation. They may well be among the elements that need serious consideration by political and policy leadership trying to craft a strong, effective rural policy in Canada (article available at www.cedworks.com).

BUILDING THE BENCHMARKS

- 1990** Oregon Progress Board develops first draft of 274 benchmarks
First draft reviewed by a broad cross-section of community leaders
Extensive revisions to create Draft Two
Public comment solicited from 10,000 citizens by mail
29 town hall meetings around the state - 2000 people vote electronically on priorities
Revised benchmarks taken to state legislature committees
- 1991** Draft Three used as base for 1st major biennial benchmark report to Oregonians (254 benchmarks)
- 1992** Oregon Business Council sponsors a major survey on the beliefs and values of Oregonians - is used in next revisions to benchmarks leading up to 1993 Report
Ongoing revisions made to reduce the number of benchmarks
Change in goals made in Oregon Shines II leads to dropping some and adding others - by 1999 there are 92 benchmarks
- 2000** Completed major multistakeholder review of environmental benchmarks for use in 2001 Report

Source: Making Waves: Canada's Community Economic Development Magazine (Port Alberni, B.C.: Centre for Community Enterprise), Vol. 12, No. 2 (Summer 2001), p. 7.

Appendix 1

Federal Policy and Programs related to Sustainable Livelihoods and Rural Community Viability

Appendix 1

Federal Policy and Programs related to Sustainable Livelihoods and Rural Community Viability

This Appendix identifies current federal policies and programs related to Sustainable Livelihoods (SL). They have been examined primarily for their relevance or possible alignment with the policy area under discussion and, to some extent, to the central goal of the National Rural Policy Framework – the long-term sustainability and viability of rural communities.

Our findings are neither exhaustive nor representative. Designated department representatives were interviewed and web sites were scanned. The listing of department programs relevant to SL was reviewed, but given that it is not clear how SL was defined for staff, and the brevity of the descriptions, it is not always possible to determine whether or not the programs support SL as it is defined here. Several of the programs included in this appendix, for example, were not found on the list provided.

Summary of Fundamental Policy Issues Emerging from Interviews

While considerable variability exists in relation to the idea of sustainable livelihoods being linked to the principle of community becoming the cornerstone for rural policy, it is fair to say that there is a thematic concern about shifting policy from a sector focus (e.g. Fisheries, Agriculture). Some interviewees posed a more fundamental divergence; invoking a view that urban efficiencies and global market realities are the drivers of change and thus deserve priority. Those having this market-only orientation expressed doubt about governments intervening to shape the future of rural communities.

More generally, there was an orientation toward favouring policies that deliver specific programs aimed at ameliorating narrowly focused issues and problems rather than facilitating community capacity building aimed at elevating the local role and ability to shape problem solving and development.

Finally, there was some scepticism regarding the presumption that inter-governmental cooperation at the federal/provincial nexus could be improved much before the intra-departmental silos within the Federal system were addressed.

That said, there was also evidence of progress in collaboration and cooperation, sometimes within departments, and less often between them. As well, within the interviews, the very injection of the community factor into the discussion stimulated interest in pursuing some of the questions further as a consequence of their having been asked.

There were 85 programs listed in the document provided. Of those 42 (50 percent), target business development. Four programs offer organizational development or capacity building support (including CFDC core funding) and three provided funds for community “projects”, two of which no longer exist. There were 16 livelihood relevant programs targeting youth mentoring, internships or training, some of which were embedded in specific sectors and 13 social assistance or subsidy related programs most of which were related to aboriginal or agricultural programs. There is little evidence of linkage between program areas, and outside of Indian and Northern Affairs and Community Futures, few were defined in terms of rural community viability or sustainable livelihoods.

Appendix 2

Identified Policies Relevant to Sustainable Livelihoods and Rural Community Viability

Appendix 2

Identified Policies Relevant to Sustainable Livelihoods and Rural Community Viability

Atlantic Canada Opportunities Agency

Policy and programs identified as relevant to SL and rural community viability

- To strengthen the co-ordination and co-operation between the Atlantic Community Economic Development (CED) partners
- To increase the availability of business capital in rural communities
- To create sustainable jobs in these communities
- To strengthen the community strategic planning process
- To encourage community ownership and empowerment in CED activities

Some programs and implementation strategies were identified.

- Several programs: REDOs, CBDCs, Business Development Program, Seed Capital for Youth, Strategic Community Investment Fund
- Municipalities in Newfoundland and Labrador were granted legislative authority to undertake CED 2000. Since, workshops aimed at increasing CED knowledge and skills, and sharing best practices and related lessons have been undertaken.

Related Tensions and Issues Identified

- Suggestion that training needs to be “closer to home” for rural areas rather than in urban centres.

Environment Canada (Policy and Communications Service Branch)

Policy and programs identified as relevant to SL and rural community viability

The Environmental Policy Framework focus is on stakeholders or problems related to their priorities: air, water, and climate change. Conservation of the environment is the priority.

- “Eco-Action” Program offers funds for community projects related to one of the business lines. This program has potential to support sustainable livelihoods if the scope were expanded to require some consideration of the social and economic impacts.
- There may be potential for encouraging multi-stakeholder approaches to regional environmental issues and thus building experience and skills for collaborative problem-solving and decision-making.

Related Tensions and Issues Identified

- There is no specific recognition of communities within the ministry (“They do their work in communities, but not with communities.”).
- An important barrier to intergovernmental cooperation is how credit is allocated. Mechanisms for sharing credit both vertically and horizontally need to be developed.
- The need for longer-term investment needs to be more clearly articulated as well as the downstream costs of failing to do so.
- There is a reluctance to regulate (for example around Species at Risk) due to implications for a range of private interests, thus the emphasis is on education and encouragement.
- The department knows that “sustainability” has economic and social components, but integration with their environmental focus is just beginning to be attempted.

Department of Fisheries and Oceans (Horizontal Policy)

Policy and programs identified as relevant to SL and rural community viability

The department has various policy papers relating to particular situations, but no overall policy with respect to rural community interests or impacts. The focus is on the management of the resource and managing stakeholder interests – primarily related to the industry itself – to ensure conservation goals are met. Departmental livelihood-related programs are limited to training aboriginal fisheries officers.

Related Tensions and Issues Identified

- The viability of rural communities and sustainable livelihoods are not policy considerations.
- While co-management of the resource has been a departmental goal, its implementation has been problematic because of the diversity of interests in the resource.

Agriculture and Agri-Food Canada (Environment Bureau)

Policy and programs identified as relevant to SL and rural community viability

The focus is on strengthening businesses within the sector. Within their renewal policy area there is a specific but limited focus on livelihoods within the sector.

- Life-long skills development for emerging and existing farmers is a priority.
- support for inter-generational succession planning
- other potential program supports; e.g., Career Focus Program, Sprint Credit Advance Program

Related Tensions and Issues Identified

- The current overall priority is strengthening the sector through product- and market-related supports. How would placing community as the “cornerstone” affect this, and would it be effective given the realities of people working in the sector?
- Food processing is the second largest industry in Canada after automobiles, and they are seeing labour shortages emerging.
- There may be a shift in skill and knowledge focus that is required; for example, more geneticists versus soil experts required.

Indian & Northern Affairs Canada

Policy and programs identified as relevant to SL and rural community viability

Focus of activities is on both individuals and communities. Results-based reporting (Treasury Board) has resulted in a new framework that describes outcomes rather than activities for each of: people, land, economy, governance, and “North of 60.” There is a strong underlying goal of horizontal collaboration with and outside the department.

- Social and educational programs now driven by the goal of reducing dependence, but this requires substantial cross-departmental collaboration and new ways of thinking about assistance payments, training supports, etc.
 - Science & Technology Camp and Student Summer Employment Programs, Youth Employment Strategy, Youth Work Experience, Schools Co-op Program
- Economic programs have been proposal-driven, but this means only very capable bands can apply when, in fact, the programs are most needed in those communities that do not have the capacity to apply for them. The department is asking: How do we restructure this to serve those most in need?
 - CED Program, EDO Fund, Youth Business Program, Forestry Program, Equity/Gap Financing, Resource Access Negotiation Program, Resource Acquisition Initiative, Aboriginal Business Canada

Related Tensions and Issues Identified

- INAC provides assistance payments and HRSD provides training funds. INAC’s view is that if someone can go to school, they no longer need assistance, and HRSD only provides training funds, not living funds. They

are working on this one, but it illustrates how innovation is sometimes thwarted by uncoordinated regulation and practice.

- There need to be ways to measure community capacity and change. For example, it is more acceptable for INAC to invest (say \$1 million) in a large, stable community and get 300 jobs out of it than it is to invest the same amount in a much smaller community where only 10 jobs are created but where the impacts at the individual and community level, such as independence and stability, are invisible.

Natural Resources Canada (Intergovernmental & Aboriginal Affairs)

Policy objectives and programs identified as relevant to sustainable livelihoods and rural community viability

Policy developed in response to problems. Activities are focused on sectors (mining, forestry, energy) and to some extent on stakeholders. While they primarily work “in” rural communities, they do not work “with” communities. Their “policy” is that they cannot show preference for one interest group over another, and that the market drives decision-making.

- The Model Forest Program does require a multi-stakeholder approach to forest management and research, but efforts to learn from or apply this approach to other sectors have not been pursued.
- The Forestry Accord (given the relationships established) has potential to become a stronger cross-government platform for forest management that considers community impacts and benefits.

Related Tensions and Issues Identified

- Labour shortages in rural resource sectors have been identified, but HRSC leads in addressing this issue. Likewise, any efforts to support communities around transition planning re: mining closures (for example) would come from HRSC.

Social Development Canada

An interview was declined because they were too new and still developing their policy and programs.

- There is a Community File, but no community lens or focus at this time. It was suggested that a great deal more research would be required to even decide if one might be appropriate, let alone to develop the policy.

Western Economic Diversification, BC Region

Policy objectives and programs identified as relevant to sustainable livelihoods and rural community viability

WED delivers services along three business lines: Innovation, Entrepreneurship and Sustainable Communities. While they have no formal policy, more and more the intentions of the delivery units is to focus on communities or regions, rather than businesses.

- Business Service Network (responsible for community based delivery) includes CFDC’s, WEC’s and Canada Business Service Centres.
- The Sustainable Community file in particular emphasizes enabling and capacity building at both organizational and community levels. They support the development of other networks. They are assisting BC Chamber of Commerce to develop a community leadership curriculum.
- Under the Innovation file they have supported a range of skills training related to R&D, technology, remote learning, value-added, computer training for farmers, etc.

Related Tensions and Issues Identified

- In order to play the needed role of connecting and facilitating collaboration across lines of government and community, the Rural Secretariat needs authority from cabinet.
- We know that communities need the expertise and capacity to make decisions and do their own development work, and we continue to learn how to provide that support in more meaningful ways.

- The Social Enterprise component in the recent budget could be an opportunity to better understand and link the social and the economic at the local level, and within the department.

Appendix 3

Additional Reading Material

Appendix 3

Additional Reading Material

- 1- Agriculture and Rural Restructuring Group, Rural Development Institute (ARRG), Development Strategies for Rural Canada: Evaluating Partnerships, Jobs, and Communities, Brandon, MB: Rural Development Institute, Brandon University, 1994
- 2- Anderson, L.; Conn, M.; Donald, J.; Harrington, M.; and Kemp, L., Counting Ourselves In: A Women's Community Economic Development Handbook, Vancouver, BC, WOMEN FUTURES-Community Economic Development Society and the Social Planning & Research Council of British Columbia, 1993
- 3- [Bollman, Ray D., Bryden, John M., \(eds\).](#), Rural employment: an international perspective, CAB International , 465p., 1997
- 4- Bruce, David; Lister, Gwen, Opportunities and actions in the new rural economy, Sackville, New Brunswick, Rural & Small Town Programme, -Papers presented at the rural university conference, Rural Matters, held Oct. 26-29, 2002 in Miramichi, N.B., 2003
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- 6- Leach, Belinda; Winson, Anthony, *Bringing "globalization" down to earth: restructuring and labour in rural communities*, The Canadian Review of Sociology and Anthropology, August 1995 v32 n3 p341(24)
- 7- McAllister, M.L., A Stake in the North: Prospects for Employment in Mining Towns, Coaticook, QC: paper presented at the International Symposium, "Gaining Ground: Perspectives on Rural Employment", 1995

Appendix 4

Additional Inventories of Federal programs related to Sustainable Livelihoods

Appendix 4

Inventories of Federal programs related to Sustainable Livelihoods

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Agriculture and Agri-Food Canada	Agri-Food Trade Service	Provides centralized access to market information, trade counselling and export support activities, which will take the exporter from initial inquiry to foreign market.
Agriculture and Agri-Food Canada	Canadian Farm Business Management Program	Completed. A partnership program between producers, the provinces and the federal government. This program, formerly the National Farm Business Management Program, assists farmers in upgrading their business management skills, leading to improved competitiveness in both domestic and global markets and financial viability of their farming operations.
Agriculture and Agri-Food Canada	Canadian Farm Income Program	Provides funds to producers who have had a sudden and severe drop in income for reasons beyond their control such as flooding, disease, price collapse, or rapidly rising input costs. CFIP is a 3 year program covering the 2000 to 2002 claim years.
Agriculture and Agri-Food Canada	Career Focus Program (under YES)	This strategy includes the Career Focus Program, which funds science and technology internships designed to help young people gain work experience in scientific and technological fields to help them obtain longer-term employment. It is not a summer employment program. The program will help create up to 200 agri-science and veterinary internships for graduates across the country. Each internship will last up to 12 months. There is no minimum duration, but internships should be of sufficient length to provide meaningful experience to the participant.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Agriculture and Agri-Food Canada	Community Pasture Program	Helps producers strengthen their operations by allowing them to use community pastures for summer grazing of cattle and encourages high quality, long-term cattle production by providing a breeding service using good quality bulls. It also protects marginal land from erosion by maintaining a permanent cover on these lands.
Agriculture and Agri-Food Canada	Crop Insurance	Provides risk protection for farm production by minimizing the economic effects of crop losses caused by natural hazards. As well, complementary companion programs such as the Net Income Stabilization Account and the Canadian Farm Income Program also provide risk protection for farmers or help industry development and research.
Agriculture and Agri-Food Canada	Farm Consultation Service	Provides confidential and financial management counselling for a fee. FCS puts emphasis on planning, managing change and maximizing profits. Also provides a free pathfinding/referral service.
Agriculture and Agri-Food Canada	Farm Debt Mediation Service	Brings insolvent farmers and their creditors together to try to resolve their disputes.
Agriculture and Agri-Food Canada	Farm Improvement and Marketing Cooperatives Loans Act	Designed to increase the availability of loans for the purpose of the improvement and development of farms and the processing, distribution or marketing of farm products by cooperative associations. Under the Act, the Minister is liable to pay to the lender 95% of a loss sustained as a result of a loan made, provided that the requirements of the Act and the Regulations have been met.
Agriculture and Agri-Food Canada	Net Income Stabilization Account	A voluntary program designed by the federal and provincial governments and farmers under the authority of the Farm Income Protection Act, that helps producers stabilize their farming income.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Agriculture and Agri-Food Canada	Spring Credit Advance Program	Provides interest-free loans to eligible producers to assist with spring seeding costs.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Atlantic Canada Opportunities Agency	Adjustment programs	<p>ACOA administers several adjustment programs in Atlantic Canada on behalf of the Government of Canada. These programs provide assistance to communities to help them develop alternate forms of employment where traditional industries had suffered a downturn.</p> <p><i>Cod Fishery Action Plan:</i> Further to the closure of cod stocks in the Gulf of St. Lawrence and along the northeast coast of Newfoundland, the Government of Canada developed an action plan that will help create alternative employment opportunities, and expand scientific research into the decline of the cod stocks.</p> <p><i>The Argentia Management Authority:</i> The AMA is a not-for-profit organization established in 1994 to mitigate the economic impact of the U.S. naval facility closure at Argentia, Newfoundland and Labrador. The Board of the AMA continues to manage a fund established by the federal government. The AMA's marketing efforts have attracted several new businesses to the area.</p> <p><i>Interdepartmental Partnership with Official Languages Communities:</i> In 2001, ACOA has signed a Memorandum of Understanding with the Department of Canadian Heritage under the Interdepartmental Partnership with Official-Language Communities (IPOLC), a five-year initiative designed to further the development of official-language minority communities in Canada.</p> <p><i>Softwood Industry and Community Economic Adjustment Initiative:</i> SICEAI is designed to address the adjustment and transition needs of forest-dependent communities across Canada. ACOA delivers and implements the initiative in Atlantic Canada.</p>

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Atlantic Canada Opportunities Agency	Strategic Community Investment Fund	Supports strategic initiatives that respond to the economic development needs of Atlantic Canada and help communities strengthen their economic base. The primary focus of this initiative will be projects in rural areas.
Atlantic Canada Opportunities Agency	Young Entrepreneurs ConneXion	Provides information, advice and financing for young people, between the ages of 18 and 29 inclusively, in the Atlantic region who are interested in starting or expanding a business.
Canada Customs and Revenue Agency	CANPASS - Private Boats Program	Makes clearing customs easier for owners of private pleasure boats and their passengers travelling on waterways between Canada and the US.
Canada Mortgage and Housing Corporation	Youth Internship for First Nations and Inuit Youth	Provides work experience and on-the-job training for First Nations and Inuit youth to assist them in pursuing long-term employment in the housing industry. The key requirement is that the experience must be related to housing activities such as, but not limited to: housing administration, construction, renovation, maintenance and client counselling.
Canadian Farm Business Management Council	Canadian Farm Business Management Program	Helps farm managers increase the competitiveness and profitability of their operations by upgrading their management skills. The program focuses particularly on the areas of finance, production economics, marketing human resources and strategic direction.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Age ncy	Policy, Program or Service Title	Description
Cooperative Secretariat	Co-operative Development Initiative	<p>Helps people develop co-ops, and to research and test innovative ways of using the co-operative model. CDI will make the co-op option more readily available to Canadians, to respond to their present-day challenges.</p> <p>CDI has two main components:</p> <p>Advisory Services, to provide expert assistance to groups who want to start new co-ops, or who need help to manage existing ones. This component is managed jointly by the Canadian Co-operative Association and the Conseil Canadien de la Coopération.</p> <p>Innovation and Research projects, to study and demonstrate how co-ops can be used successfully in new ways. This component is managed by the federal Co-operatives Secretariat.</p>
Développement Économique Canada	Société d'aide au développement des collectivités (SADC) : Fond d'investissement	DEC supporte financièrement depuis 1995 les SADC. La plupart des 57 SADC sont en milieux ruraux du territoire québécois. Les SADC bénéficient d'un fonds moyen de 2,3 M\$. Ce fonds est particulier puisqu'il appartient à la collectivité. En plus de l'aide financière, l'entrepreneur peut compter sur l'expertise technique des conseillers des SADC dans la recherche et le développement de son produit de même que dans l'élaboration de son plan d'affaires et le suivi de son projet. Les prêts peuvent prendre diverses formes : prêt conventionnel, prêt participatif, capital-actions et peuvent atteindre jusqu'à 125 000 \$.
Environment Canada	Canadian Environmental Technology Advancement Centres	The three CETACs — CETAC-West, OCETA, and EnviroAccess — are private-sector, non-profit corporations whose goal is to help small and medium sized enterprises (SMEs) develop and commercialize innovative environmental technologies through the provision of a broad range of services.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Farm Credit Corporation	Enviro-Loan	Designed for producers and agribusiness operators that make environmentally focused improvements, such as installing methane digester systems to treat manure and convert it to useful energy.
Farm Credit Corporation	Farm Credit Corporation - Agribusiness financing	<p>Helps Canadian farmers and agribusiness operators grow, diversify and prosper. Operating out of 100 offices located primarily in rural Canada, the organization's employees are recognized for their expertise and dedication to the business of agriculture.</p> <p>To grow an operation, customers must manage risk effectively, have the freedom to take advantage of business opportunities and financing that works in their favour.</p>
Farm Credit Corporation	FCC Ventures	<p>Focuses on providing equity and quasi-equity financing to small and medium size enterprises in the following sectors:</p> <ul style="list-style-type: none"> -value-added food manufacturing and processing; -development and manufacturing of agricultural equipment; -commercial processing; -commercial-scale farming; -businesses that support the agricultural sector; and -ag-biotech.
Farm Credit Corporation	Performer Loan	Helps agribusiness operators expand. Customers partner with FCC to develop business plans. Interest rates are decreased as agreed-upon goals are reached.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Federal Economic Development Initiative for Northern Ontario	Applied Research and Development Program	Committed to supporting technological innovation, research and development, and the commercialization of new products and processes in Northern Ontario. By working with various community stakeholders FedNor will identify significant opportunities that will link traditional resource industries to a more knowledge-based product and service development. FedNor is providing additional support for early stage research and development and for pre-commercial product development.
Federal Economic Development Initiative for Northern Ontario	Business Planning Initiative	Provides funding to participating Community Futures Development Corporations in Northern Ontario, to enable them to provide loans to existing or potential entrepreneurs for the development and completion of a business plan.
Federal Economic Development Initiative for Northern Ontario	Community Recovery Initiative	Designed to provide special assistance to Northern Ontario communities that have been adversely affected by sudden or severe downturns in their local economy. This funding will support the development and implementation of recovery strategies. Eligible activities may include support for development and implementation of recovery strategies including economic analysis, strategic planning, feasibility studies, and other activities deemed necessary to assist in the recovery process. Costs may include consulting fees, administration costs, wages and other costs necessary for the recovery effort.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Agency	Policy, Program or Service Title	Description
Federal Economic Development Initiative for Northern Ontario	Northern Ontario Economic Development Fund - Capital Projects	Intended to strengthen Northern Ontario communities by supporting projects that address local need and priorities and result in long term benefits including job creation, economic diversification, and enhanced business competitiveness. Activities must demonstrate significant direct or indirect impact on the enhancement of local business; demonstrate evidence of support from the private sector, community organizations, municipalities, and/or the provincial government; and must be a key component to the successful implementation of a community's overall strategic economic development plan.
Fisheries and Oceans Canada	Support for Aquaculture Development	Provided by regional aquaculture coordinators of DFO in close collaboration with industry to enable sustainable development.
Human Resource Development Canada	Temporary Fisheries Income Program	For fishers and plant workers affected by the April 24, 2003 closure of the three cod fisheries in the Gulf of St. Lawrence and northeast of Newfoundland and Labrador, and for crab fishers impacted by the temporary closure of the crab fishery in Zone 13.
Human Resources and Skills Development	Aboriginal Skills and Employment Partnership	A nationally managed program geared to providing Aboriginal people with the skills they need to participate in economic opportunities such as northern mining, oil and gas, forestry, and hydro development projects across Canada. Announced on October 3, 2003, ASEP is a five-year, \$85-million initiative. Its overall objective is sustainable employment for Aboriginal people in major economic industries, leading to lasting benefits for Aboriginal communities, families and individuals.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Age ncy	Policy, Program or Service Title	Description
Indian and Northern Affairs Canada	Community Economic Development Program	Finances the operating of CEDOs. It provides First Nations and Inuit with long-term opportunities in employment, business creation or expansion and by giving them the means to develop and manage their skills.
Indian and Northern Affairs Canada	Economic Development Opportunity Fund	Provides equity-gap financing up to \$500,000 to obtain conventional debt financing for business start-ups or expansion.
Indian and Northern Affairs Canada	First Nations and Inuit Science and Technology Camp Program	Exposes school-age participants to science and new technologies, thereby increasing their educational and employment opportunities.
Indian and Northern Affairs Canada	First Nations and Inuit Student Summer Employment Opportunities Program	Support work experience opportunities during the summer months for First Nations and Inuit secondary and post-secondary students.
Indian and Northern Affairs Canada	First Nations and Inuit Youth Business Program	Promotes Aboriginal youth access to seed capital and mentoring. The National Aboriginal Capital Corporations Association manages and ensures national delivery of this program in both official languages through its network of member corporations. The main focus is out-of-school, unemployed First Nations and Inuit youth living on reserve or in recognized Inuit communities. This may be broadened to include youth who are underemployed, attending school part-time or about to leave school.

SUSTAINABLE LIVELIHOODS - SIGNIFICANT RURAL IMPLICATIONS		
Department/Age ncy	Policy, Program or Service Title	Description
Indian and Northern Affairs Canada	First Nations and Inuit Youth Employment Strategy	Helps young people interested in becoming self-employed or starting their own business. The program provides mentoring, workshops, training and micro-loans. Available in 2003-2004.
Indian and Northern Affairs Canada	First Nations and Inuit Youth Work Experience Program	Provides work experience to out-of-school, unemployed youth through wage subsidies and activities which enhance their employment skills. Participant improve their job skills and future employment prospects while contributing to their communities.
Indian and Northern Affairs Canada	First Nations Forestry Program	A partnership between the GOC and Canada's First Nations. Created by Natural Resources Canada and INAC to improve the economic conditions of communities while adhering to the principles of sustainable forest management.
Indian and Northern Affairs Canada	First Nations Schools Co-operative Education Program	Helps First Nations high schools establish and expand their co-operative education programs. The program creates school-based work and study opportunities that provide meaningful work experience in a supportive environment.
Indian and Northern Affairs Canada	Major Business Projects Program	Provides equity-gap financial assistance ranging from \$500,000 to \$3 million to eligible First Nation and Inuit businesses via their respective CEDO to obtain conventional debt financing to pursue major industrial, resource or commercial-based opportunities.
Indian and Northern Affairs Canada	Resource Access Negotiation Program	Finances the access of Inuit and First Nations communities to business and employment opportunities stemming from major projects, including the exploitation of natural resources on and off reserves.
Indian and Northern Affairs Canada	Resource Acquisition Initiative	Helps communities to fund resource sector and related business opportunities which may include acquiring natural resource permit and licenses.

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Department/Age ncy	Policy, Program or Service Title	Description
Industry Canada	Community Futures Development Corporations	Locally managed non-profit corporations delivering a variety of services, including technical and advisory services to business.
Industry Canada	Community Futures Program	Designed to stimulate and enhance economic and business development in rural communities throughout Canada
Natural Resources Canada	Energy Innovators Initiative	Encourages commercial businesses and public institutions to make investments in energy efficiency. It offers members access to tools and energy retrofit assistance funding to help reduce energy costs and improve competitiveness. As a result of recent additions to the EII, Aboriginal, northern, rural or remote projects may now receive special considerations or be eligible for additional funding. This new feature is particularly aimed at rural organizations located more than 200 km away from specialists such as consultants, contractors and suppliers.
Natural Resources Canada	First Nations Forestry Program	Assists First Nations to manage their forest resources and positions them to participate in local and regional forest development opportunities. Supports projects that assist sustainable forest management, knowledge and technology transfer, work experience, forest protection, and forest-based business planning at the community level. Approved projects receive on average between \$20,000 - \$30,000 in FNFP funding per year. In the seven years leading-up to its renewal in March 2003, the program had invested some \$33 million in approximately 1,300 projects and levered some \$73 million in funding support from First Nations, provinces / territories and industry.

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Department/Age ncy	Policy, Program or Service Title	Description
Natural Resources Canada	Future Fuels Initiative; Ethanol Expansion Program; Biodiesel Initiative	<p>The first two initiatives aim to increase the supply and use of ethanol produced from biomass such as plant fibre, corn, wheat and other grains and, in the longer term, agricultural residues and forestry biomass. The target is to achieve a four-fold increase in current ethanol production and use in Canada to about 1 billion litres per year by 2010. Bio-diesel is produced from vegetable oils such as canola oil, animal fat, and waste oils such as used cooking oil.</p> <p>These initiatives will benefit rural and agricultural economies by providing a significant new market for such agricultural products as corn, wheat, and plant fibre. Also, to the extent that manufacturing plants are located in rural areas there may be opportunities for employment in construction and technical trades.</p>
Natural Resources Canada	Northern Resource Development Initiative	<p>In partnership with the provincial and territorial geological surveys and other federal departments, the Northern Resource Development Program delivers an improved, expanded geoscience knowledge base to stimulate new private sector investment in mineral and energy development to create additional opportunities for northerners. The program also supports northern capacity building in terms of increased understanding of geoscience for decision-making and increased employment opportunities provided by exploration firms.</p>
Natural Resources Canada	Polar Continental Shelf Project	<p>Provides coordinated logistics support and advice to the Canadian government, independent and university groups and, on a cost-recovery basis, to industry and those groups from outside Canada undertaking scientific research in the Canadian Arctic. Logistics support to research contributes to government economic, environmental and social policies and priorities. This includes job creation in northern communities and significant expenditures each year for supplies and services.</p>

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Natural Resources Canada	Wind Power Production Incentive	Announced in May 2002. The program encourages electric utilities, independent power producers and other stakeholders to gain experience in this emerging and promising electricity source. WPPI provides financial support for the installation of 1,000 Megawatts of new wind capacity between March 31, 2002 and April 1, 2007. The incentive is available for the eligible production for the first ten years of a wind power project and covers approximately half of the current cost premium of wind energy in Canada compared to more conventional sources.
Western Economic Diversification/ Farm Credit Canada	Agricultural Value-Added Loan Program	Designed to improve access to patient debt capital for small and medium-sized processors in this sector. The program provides funding for a range of projects not normally financed by traditional lenders: -final stage research and development leading to product commercialization; -pre-commercial and commercial product development; -development of international markets; -increased processing capacity, upgrading or expansion; -working capital.
Western Economic Diversification	Softwood Industry Community Economic Adjustment Initiative	A national program to support those forest-dependent communities across Canada that demonstrate a negative impact on local employment since the introduction of the US countervailing duties on softwood lumber. The program is being overseen in B.C. by a Ministerial Advisory Group which is chaired by the Mayor of Prince George. The program will be delivered to impacted communities by WD.

SUSTAINABLE LIVELIHOODS - NATIONAL, REGIONAL CONTRIBUTING TO RURAL		
Department/Agency	Policy, Program or Service Title	Description
Atlantic Canada Opportunities Agency	ACF Equity Atlantic Inc.	Provides venture capital to Atlantic businesses with high-growth potential. It is a fund capitalized by ACOA, Atlantic provincial governments and Canadian chartered banks.
Atlantic Canada Opportunities Agency	Atlantic Innovation Fund	A \$300-million, 5-year fund designed to strengthen the economy of Atlantic Canada by accelerating the development of knowledge-based industry. The Fund supports projects and activities that have a strategic importance for the development and commercialization of technology in Atlantic Canada.
Atlantic Canada Opportunities Agency	Atlantic Trade and Investment Partnership	Helps companies export through: trade missions to U.S. and Europe; the development of export strategies in key industries; trade education and skills development; and export internship for trade graduates. ATIP also works to increase foreign direct investment in the Atlantic region through investment research, promotional activities and investment development partnerships.
Atlantic Canada Opportunities Agency	Business Development Program/Atlantic	Designed to help you set up, expand or modernize your business. Focusing on small- and medium-sized enterprises, the program offers access to capital in the form of interest-free, unsecured, repayable contributions. Non-profit organizations providing support to the business community may also qualify.

SUSTAINABLE LIVELIHOODS - NATIONAL, REGIONAL CONTRIBUTING TO RURAL		
Department/Agency	Policy, Program or Service Title	Description
Atlantic Canada Opportunities Agency	Canada/Atlantic Provinces COOPERATION Agreement on International Business Development	Assists small and medium-sized companies in Atlantic Canada explore, enter and succeed in international markets. The partners in this agreement include three federal departments: ACOA, Industry Canada and Department of Foreign Affairs and International Trade and the four Atlantic provincial governments.
Atlantic Canada Opportunities Agency	Entrepreneurship and Business Skills Development Partnership	Helps increase the number of Atlantic Canadians choosing to start a business and enhances the ability of existing businesses to compete and grow.
Atlantic Canada Opportunities Agency	PEI Capital Fund	A venture capital corporation designed to assist small to medium sized business start-up projects in Prince Edward Island requiring between \$100,000 and \$250,000.
Atlantic Canada Opportunities Agency	Seed Capital ConneXion Program for Young Entrepreneurs	Provides up to \$15,000 for business start-ups and expansions. Entrepreneurs up to age 29 may participate in the program.

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Department/Agency	Policy, Program or Service Title	Description
Atlantic Canada Opportunities Agency	Tourism Development	The Tourism Atlantic branch of ACOA plays a leadership role in growing tourism in the region by bringing a pan-Atlantic approach to research, marketing and product development. Tourism Atlantic is engaged in a number of initiatives. The principal pan-Atlantic initiative is the Atlantic Canada Tourism Partnership (ACTP), which includes ACOA, the four Atlantic Canada tourism industry associations and the four provincial departments responsible for tourism, and is dedicated to promoting Atlantic Canada as a tourism destination in international markets. The primary market is the New England States, with the Mid-Atlantic States, Europe and Japan as secondary markets.
Atlantic Canada Opportunities Agency	Women in Business Initiative	Invests in activities that help prospective and existing women entrepreneurs to start up and expand a business. It is delivered in cooperation with various partners.
Atlantic Canada Opportunities Agency	Workers Investment Fund Inc	A venture capital corporation designed to assist small to medium-sized business start-up projects in New Brunswick requiring between \$100,000 and \$500,000.
Business Development Bank of Canada	Book Publishing Industry Development Program	Designed to strengthen the capacity of the Canadian-owned and -controlled sector of the industry to publish and market Canadian books in both domestic and international markets. Four components: -aid to Publishers, -aid to Industry and Associations, -distribution Assistance/Support for the Canadian Book Industry Supply Chain Initiative, and -international Marketing Assistance.

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Department/Agency	Policy, Program or Service Title	Description
Business Development Bank of Canada	Cultural Industries Development Fund	Designed for existing businesses operating in the following industries: book, magazine and music publishing; sound recording; and film and multimedia production. The CIDF is a flexible tool intended for dynamic businesses with a high potential for success and the desire to improve their market position. The loans offered by the CIDF range up to \$250 000 yearly, with a total commitment of \$1 000 000 over time.
Business Development Bank of Canada	Growth Capital for Aboriginal Business	Provides loans for a variety of purposes including acquiring fixed assets, financing franchise fees and covering start-up costs. The loans may be as high as \$25 000 for start-ups and \$100 000 for existing businesses. Offers flexible repayment terms to suit a business's cash flow requirements.
Business Development Bank of Canada	Innovation Loan	Designed for entrepreneurs who wish to ensure that their company continues to grow and develop. This loan finances the working-out and implementation of innovation strategies, namely in training, compliance with International Organization for Standardization (ISO) standards, research and development and the purchase of intangible assets. Established small businesses may apply for an Innovation Loan of up to \$100 000, and entrepreneurs who combine such a loan with a Working Capital for Exporters loan may receive financing of up to \$250 000. Both loans include flexible repayment terms.

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Department/Agency	Policy, Program or Service Title	Description
Business Development Bank of Canada/Western Economic Diversification	Knowledge and Growth Loan Fund	Designed to improve access to patient debt capital for small businesses in this sector. Designed to meet the special needs of smaller knowledge-based companies and provides capital for projects not normally financed by traditional lenders: - ongoing commercial research and development (providing market acceptance has been achieved for existing products); -pre-commercial and commercial product development; -marketing and promotional activities; -acquisition of specialized assets and work in progress; -pre-shipping costs; and -working capital for anticipated sales increases.
Business Development Bank of Canada	Loans for Working Capital/Working Capital for Exporters	Designed for established businesses that wish to enhance their export initiatives. Working Capital for Exporters loans of up to \$250 000 are available for financing increased exports, and include flexible repayment terms to ensure the long-term viability of a business. Working Capital for Exporters also offers customized consulting services to help small businesses manage their export development
Business Development Bank of Canada	Micro-Business Program	Support is available to meet the early growth needs of the smallest businesses. This program provides two years of follow-up mentoring and continued management support as well as term financing of up to \$25 000 to new businesses and up to \$50 000 to existing companies whose business proposals demonstrate potential for growth and strong prospects for success.

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Department/Agency	Policy, Program or Service Title	Description
Business Development Bank of Canada	Techno.net Loan	Help small businesses take up the challenge of electronic commerce and establish a lead position for themselves, BDC created the techno.net loan. Existing small businesses can apply for financing from \$25 000 to \$50 000 to meet the various costs related to the implementation of a Web solution. This new loan product complements BDC's other Web-related solution for small business owners, BDC Connex®.
Business Development Bank of Canada	Term Loans	Provided for a wide range of projects including the acquisition of fixed assets, expansion, and the purchase of existing businesses and of any specialized assets. In some cases, a BDC term loan may be used to complement working capital depleted by capital expenditures or to finance sales growth. Term loans are offered at both floating and fixed rates for up to 20 years.
Business Development Bank of Canada	Tourism Investment Fund	Designed for today's growth-minded and innovative tourism operators who wish to enhance the quality of their installations and their ability to respond to the needs of the tourism industry. Entrepreneurs with good business prospects and a competitive advantage or a promising strategic position in their market may apply for term loans ranging from \$250 000 to \$10 000 000. The Tourism Investment Fund also offers consulting services enabling businesses to better manage and strengthen their growth potential.
Business Development Bank of Canada	Venture Capital	BDC considers capital investments at any stage of a company's life cycle, from seed to growth, from acquisition or expansion to turnaround. Small businesses in leading-edge industries with a strategic market position and a dynamic management team committed to sustained growth are eligible for initial investments ranging from \$500 000 to \$5 000 000, with the average transaction between \$1 500 000 and \$2 000 000.

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Department/Agency	Policy, Program or Service Title	Description
Business Development Bank of Canada	Venture Loans®	Provides quasi-equity financing between \$100 000 and \$1 000 000 to existing businesses with a high-quality management team, a clear market niche, and a good potential for growth. They are higher-risk financing designed for businesses that do not have assets to back a conventional term loan. Venture Loans® offer flexible repayment terms and a pricing structure that combines interest payments and royalties on sales.
Business Development Bank of Canada	Women Entrepreneurs' Fund	A new \$25 million fund targeted to women entrepreneurs. BDC has dedicated this amount to increase the availability of financing for fast-growing, women-owned firms in Canada. This fund will also serve to leverage additional private equity for the women in business market segment.
Business Development Bank of Canada	Young Entrepreneur Financing Program	Aimed at giving start-up entrepreneurs between the ages of 18 and 34 a solid foundation to build a new business. The BDB of Canada provides the funding.
Canada Customs and Revenue Agency	CANPASS - Private Aircraft Program	Streamlines customs clearance for frequent travellers. The program allows pre-screened, low-risk travellers to pass quickly through Canadian customs and immigration at major Canadian airports.
Canada Customs and Revenue Agency	Quarterly Remittances for Small Business	Allows small businesses to make quarterly remittances of payroll deductions, reducing the administrative burden associated with monthly filing.

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Department/Agency	Policy, Program or Service Title	Description
Canadian Youth Business Foundation	Odyssey	New mentor program, designed for young entrepreneurs who do not require a business loan but would like a mentor. Odyssey is delivered online, which means that entrepreneur may never meet their mentors face-to-face. In Odyssey, mentors and entrepreneurs use email to ask questions, suggest advice and work through business challenges.
Career Edge	Canada's Youth Internship Program	A private sector, not-for-profit internship program for Canadian youth that aims to enhance youth employability by providing youth with valuable career-related experience in Canadian companies. CareerEdge are open to graduates of university, college, or high school wishing to spend six, nine or twelve months gaining career experience with an established company in Canada.
	Centre for Entrepreneurship Education and Development	An innovation centre that assists governments and organizations in helping people achieve their potential through entrepreneurship. our mission is to nurture entrepreneurship in people by acting as a catalyst in Entrepreneurship Education, Research and Program Design, Professional Development and Community Entrepreneurship.

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Department/Agency	Policy, Program or Service Title	Description
Développement Économique Canada	Programme Initiatives Régionales Stratégiques	<p>La philosophie de gestion du programme IRS privilégie de façon générale une approche pro-active qui repose sur une base régional:</p> <ul style="list-style-type: none"> - Analyse de la situation et des possibilités de développement (consultations, sondages, groupes de discussion, présentations à diverses instances). - Établissement de la problématique et identification des occasions de développement économique et de création d'emplois. - Concertation des ministères fédéraux. Complémentarité avec le gouvernement du Québec. - Une stratégie d'action pluriannuelle basée sur la valeur ajoutée fédérale et mettant à profit les programmes existants - Avec des partenariats flexibles. <p>Par le programme IRS, le gouvernement du Canada peut :</p> <ul style="list-style-type: none"> a) contribuer à la réalisation d'occasions de développement économique pour stimuler l'investissement et la création d'emplois dans toutes les régions du Québec b) assurer la cohérence de l'action gouvernementale fédérale pour une gestion horizontale efficace.
Foreign Affairs and International Trade	International Business Opportunities Centre	In partnership with Industry Canada, the program matches business opportunities abroad with the business interests of Canadian exporters, particularly small and medium-sized enterprises.
Foreign Affairs and International Trade	International Youth and Young Worker Exchange Program	Offers young Canadian an opportunity to work or study abroad.

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Department/Agency	Policy, Program or Service Title	Description
Foreign Affairs and International Trade	New Exporters to Border States Program	Introduces Canadian companies not yet exporting to the US to essential information on exporting, and gives first-hand exposure to markets in US border states.
Foreign Affairs and International Trade	New Exporters to Overseas Program	Exposes exporters to new markets in Europe by organizing special missions to assist Canadian companies in deciding whether and how to pursue markets overseas.
Foreign Affairs and International Trade	Program for Export Market Development	Increases awareness of the importance of exporting to Canada's economy and encourages more Canadian companies to enter the export area. The program recognizes the success of Canadian companies that export their products and services around the world. Shares the costs of activities that companies could normally not undertake alone.
Foreign Affairs and International Trade	Team Canada Inc.	A one-stop shop for export services. Built on the spirit of partnership that has been key to the success of Team Canada trade missions, Team Canada Inc. is a virtual trade network that offers Canadian businesses a point of access to a broad range of government export service providers.
Foreign Affairs and International Trade	Trade Commissioner Service	Provides essential services and information to Canadian companies capable of exporting to foreign markets.
Foreign Affairs and International Trade	WIN Exports Program	A confidential database of Canadian exporters. The service is available to companies that make Canadian products or provide services abroad. WIN is used by Trade Officers of DFAIT in more than 130 cities abroad to help Canadian companies succeed in international markets.

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Department/Agency	Policy, Program or Service Title	Description
Foreign Affairs and International Trade	Young Professional International	Provides young Canadians with international work experience that will allow them to apply newly learned skills to the Canadian market.
Heritage Canada	Canadian Arts and Heritage Sustainability Program	Helps arts and heritage organizations improve their management and develop greater financial stability.
Heritage Canada	Canadian Film or Video Production Tax Credit	Encourages a more stable financing environment and longer term corporate development for Canadian film and video production companies. The Canadian Audio-Visual Certification Office (CAVCO) co-administers the CPTC with the Canada Customs and Revenue Agency. Under the CPTC program, CAVCO performs two distinct functions: 1) Canadian content recognition, and 2) estimation of the eligible expenses of production.
Human Resources and Skills Development	Employment Assistance Services	Provides unemployed individuals with services to help them find and keep jobs. Services may include: counseling, job search skills, job placement services and labour market information. Funding may be given to employers and coordinators to cover wages and program costs.
Human Resources and Skills Development	Employability Assistance for People with Disabilities	Provides funds to provinces to help bring working age adults with disabilities into the work force. Participants are given to help them prepare for, achieve and keep employment. This is not specifically rural focused, but it may be tailored for rural adults with disabilities.

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Department/Agency	Policy, Program or Service Title	Description
Human Resources and Skills Development	Job Creation Partnerships	Helps unemployed workers maintain and build their skills as they work on projects which benefit their community. Funding may be given to employers and coordinators to cover wages and program costs.
Human Resources and Skills Development	Labour Management Partnerships Program	Designed to encourage effective labour-management relations in the workplace. Funding is provided to employers and unions which seek to work together on research projects that promote new working techniques and ways of working as a unit.
Human Resources and Skills Development	Opportunities Fund for People with Disabilities	Opens access to the job-market for people with disabilities. Program administrators train participants to prepare for, obtain and keep employment or become self-employed. In addition to this, the government works in partnership with the private sector to bring people with disabilities into the workplace, by addressing the barriers to an individual's labour market participation.
Human Resources and Skills Development	Self Employment	Individuals continue receiving employment insurance while they start their own business. Along with the unemployment benefits, participants are mentored and are given planning assistance as they get their businesses going.

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Department/Agency	Policy, Program or Service Title	Description
Human Resources and Skills Development	Skills Development	Trains individuals to find and maintain employment. It provides participants with direct funding to arrange and pay for their own training, and to develop the basic or advance skills that they will need for future employment. People that can apply to this program are individuals who have gone on or just finished receiving unemployment benefits with the last 36 months and individuals who remained out of the work-force to care for a child for an extended amount of time.
Human Resources and Skills Development	Sector Council Program Funding	Seeks to solve wide-scale workforce issues that whole sectors or industries face. Proposed projects must be on a national level or deal with entire regions if the particular region is the centre of an industry or sector.
Human Resources and Skills Development	Targeted Wage Subsidy	Enables employers to hire individuals who face barriers to employment by offering temporary wage subsidies and assists individuals experiencing difficulty in finding work to benefit from on-the-job work experience. Working with employers, the program targets unemployed individuals who have been out of the workforce for a long period of time, such as from extended child-care or long-term disability.
Human Resources and Skills Development	Work Sharing	A voluntary program in which employers can retain workers during temporary work slow-downs by allowing them to work reduced hours; employment insurance covers a percentage hours lost, with no wait time.

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Department/Agency	Policy, Program or Service Title	Description
Human Resources and Skills Development	Sectoral Career Focus Program	Brings the Government of Canada into partnerships with Sector Councils to assist youth in finding quality employment. Once funding is allocated, Sector Councils manage the project from its finances to program development. The website has a link to councils offering one of these programs and directs youth and employers to seek information from the Sector Councils.
Human Resource Development Canada	Allowance	A monthly benefit for eligible low-or-modest income seniors between the ages of 60 and 64. It is available to spouses and common-law partners of seniors who are receiving the Guaranteed Income Supplement.
Human Resource Development Canada	Canada Pension Plan Disability Benefits	A monthly benefit to people who have contributed to the Plan and who are disabled according to CPP legislation. It also pays monthly benefits for their dependent children.
Human Resource Development Canada	Canada Pension Plan Retirement Pension	A monthly retirement pension that depends on how much and for how long contributors paid into the plan. The normal retirement age is 65, but the pension can be adjusted to start at the age of 60 at the earliest or 70 at the latest.
Human Resource Development Canada	Guaranteed Income Supplement	A monthly benefit for Old Age Security pensioners on low-to-modest incomes.
Human Resource Development Canada	Old Age Security	Paid monthly to persons who are age 65 or older, lived in Canada at least 10 years after reaching age 18 and are a legal resident when their application is approved.

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Department/Agency	Policy, Program or Service Title	Description
Human Resource Development Canada	Youth Awareness Initiatives	Provides financial support for labour market information and awareness projects sponsored by employers, employer associations, communities and organizations. This support helps them respond to labour market requirements and adjustments, while better preparing youth to make the transition into the labour force.
Human Resource Development Canada	Youth Internship Canada	Contributes funds to private, public sector and non-governmental organizations to develop projects that offer unemployed and underemployed youth work experiences in their local labour market in the growth sectors of the economy.
Human Resource Development Canada	Youth Service Canada	Provides community service work opportunities for young people working in teams to develop and enhance employability skills, which will facilitate their transition into the labour market.
Industry Canada	Aboriginal Business Canada	Provides business services and support to Indian, Inuit and Métis people. This support is available to individuals, associations, partnerships or other legal entities that are wholly or partly owned or controlled by Aboriginal people, whether on or off reserve. Targets small businesses in particular and supports proposals that involve the expansion of domestic and export markets, Aboriginal tourism, technology adoption and enhancement, and youth entrepreneurship. Both financial and non-financial assistance are available.

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Department/Agency	Policy, Program or Service Title	Description
Industry Canada	Aboriginal Business Development Initiative - Access to Capital	Program provides support to Aboriginal financial institutions (AFI) that offer small business financing services to Aboriginal businesses and entrepreneurs. These include Aboriginal Capital Corporations, Aboriginal Community Future Development Corporations and other Aboriginally owned or controlled lending institutions. Involves a comprehensive range of complementary products and services designed to strengthen the network of Aboriginal-controlled lending institutions and to foster increased availability and affordability of capital for developmental lending.
Industry Canada	Canada Community Investment Plan	Complete. A demonstration program that supported 22 community projects across Canada between 1996 and 2002, which tested ways to improve local access to risk-capital for growing small and medium-sized enterprises. The best practices and lessons learned from these 22 projects are available through 3 key documents.
Industry Canada	Canada Small Business Financing Program	<p>Helps small businesses obtain term loans of up to \$250,000 from authorized lenders to finance the purchase or improvement of fixed assets for new or expanded operations.</p> <p>Capital Leasing Pilot Project : In response to changes in the financial services market and as a result of requests from the leasing industry, the CSBFA is now being extended to cover capital leasing. The five-year pilot project will only apply to capital leases entered into for new or used equipment. The goal of the pilot is to make capital leasing more accessible to eligible SMEs, especially new and younger businesses. The pilot project design is similar to the CSBFA lending program.</p>

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Industry Canada	Canadian Aerospace Collaborative Technology Development Initiative	Encourages multi-partner research and development projects to develop critical technologies by Canadian aerospace and defence suppliers - especially small or medium enterprises - that will maintain and enhance global competitiveness, while making more efficient use of scarce R&D resources.
Industry Canada	Student Connection Program	Hires post-secondary students and recent graduates to introduce Canadian small and medium-size businesses on how to use the Internet and e-commerce effectively for business activities.
Industry Canada	KickStartYourBiz	Online business training program created especially for young Canadians. From finding an idea to strategies for growth, kickstartyourbiz.com assists young entrepreneurs. It helps them to walk, step-by-step, through the various decisions they will encounter along the route of launching their own business successfully today.
National Defence	Canadian Forces	Canadian citizens who are at least 17 years of age and have at least Grade 10 education can get involved in the regular or reserve of the Canadian Forces. Some of our programs prefer a high school or college diploma.
National Defence	Canadian Forces Liaison Council	A group of 12 Canadian business persons who volunteer their time and effort to promote the Reserve Force. They believe in the "Profitable Partnership" and the advantages employers can gain by recognizing the valuable training that reservists undertake.

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National Research Council	Canadian Technology Network	Links federal and provincial government labs and agencies, universities, community colleges, industry associations, technology centres and economic development agencies. Together, these organizations provide innovative Canadian companies with quick and personal access to expertise, advice and information about how to meet technology and related business challenges. Mission: to provide integrated accessible pathways to information and services relevant to small and medium-sized enterprises using technology.
National Research Council	Industrial Research and Assistance Program	Resource for innovative small and medium-sized firms seeking technology business assistance of all kinds. IRAP offers a range of services designated to help SMEs access key resources, expert advice, new technologies, testing facilities, and financial assistance at the right time and in the right place. IRAP has offices and advisors in over 90 communities.
National Research Council	Technology Inflow Program	Helps Canadian small and medium-sized enterprises access domestic or foreign technology and develop R&D partnerships.
Natural Resources Canada/CANMET	Ground Control Program	Provides the Canadian mining industry with specialized services in rock mechanics to assist in the development of safer mine design and methods.

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Natural Resources Canada	NRCan Science and Technology Internship Program	Provides an opportunities to recent graduates in science or engineering to gain relevant and meaningful work experience. Potential interns are invited to work on natural resource sciences projects of commercial potential, in cooperation with NRCan. Activities may include all aspects of the innovation or technology process, as well as environmental work in the earth sciences, mining, forestry and energy.
Natural Resources Canada	Renewable Energy Deployment Initiative	Began in 1998 and is a \$24 million program to stimulate the market demand for commercially reliable, cost-effective renewable energy systems for space and water heating and cooling. The REDI offers businesses and institutions a financial incentive of 25 percent of the purchase and installation costs of a qualifying system, to a maximum of \$80,000. In remote areas, the incentive increases up to 40%. REDI will also support small scale pilot projects intended to establish the effectiveness of large undertakings, in markets other than businesses and institutions, for example the residential sector.
Natural Resources Canada	Renewable Energy Technologies Program	Supports Canadian industry in researching and developing renewable energy technologies that can serve as reliable, cost-effective and environmentally-responsible alternatives to conventional energy generation.
Status of Women	Women`s Program	Offers financial and technical assistance to women`s and other voluntary organizations working to advance equality for women and support action by addressing women`s economic, social, political and legal situation.
Treasury Board of Canada Secretariat	Federal Public Sector Youth Internship Program	Through the YMCA, helps alleviate youth unemployment by providing essential experience and skills through internships in the federal public service. About 28% of the internships have been set aside for youth in rural areas of Canada.

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Veterans Affairs Canada	Disability Pension Program	Compensation for one or more disabilities related to military service.
Western Economic Diversification	Conservation Finance program	A BC-wide program designed to provide access to finance for small businesses and co-operatives promoting conservation or implementing environmental solutions. The Conservation Finance program is a partnership among VanCity Credit Union, Ecotrust Canada, and Western Diversification (WD), and aims to promote environmentally responsible business growth in British Columbia.
Western Economic Diversification	Growth Capital Program	Offered in partnership with VanCity Capital Corporation (VanCity) is designed to meet the special needs of British Columbia small and medium businesses in traditional industries and provide debt financing for projects not normally financed by traditional lending institutions.
Western Economic Diversification	Entrepreneurs with Disabilities Program	Ensures access to business services, loan funds and other support mechanisms needed by people with disabilities in western Canada when they are considering self-employment.
Western Economic Diversification	Export Readiness	Offers programs and services to help small businesses in western Canada interested in entering international markets.
Western Economic Diversification	First Jobs in Science and Technology Program	Helps small and medium-sized businesses hire science and technology graduates to assist with adoption or development of new technology. The opportunity to hire needed expertise but otherwise couldn't afford. An opportunity to hire some of the brightest young people in their field and provide them with valuable experience and a chance to show what they can do.

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Western Economic Diversification	Francophone Loan Funds	Created to further enhance Francophone economic development and came about by bringing Francophone Economic Development Organizations into the Western Canada Business Development Network.
Western Economic Diversification	International Trade Personnel Program	Helps small and medium-sized business in western Canada enhance their international competitiveness by hiring graduates to carry out trade and export-related activities. The opportunity to hire needed expertise but otherwise couldn't afford. An opportunity to hire some of the brightest young people in their field and provide them with valuable experience and a chance to show what they can do.
Western Economic Diversification	Women's Enterprise Initiative	Helps improve the range of business services and financing available to women entrepreneurs throughout the West.
Youth Employment Strategy	Youth Employment Strategy	Helps young people get the experience, knowledge, skills and information they need to prepare for and participate in the labour force.